

Infill Housing Strategy for Central Queanbeyan

FINAL DRAFT

Queanbeyan-Palerang Regional Council

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Executive summary

Overview

This draft Infill Housing Strategy identifies opportunities to facilitate the provision of housing within the Central Queanbeyan, an area that encompasses the suburbs of Queanbeyan, Queanbeyan East, and Crestwood. It has been developed with the objective of **identifying locations suited to additional housing, and exploring what form or type of housing could be provided**. The ideas, analyses and recommendations are intended to promote discussion within the Queanbeyan community.

Central Queanbeyan also includes areas of industrial land that support employment and economic activity in Queanbeyan and its surrounds. The draft strategy **does not propose introducing housing into these areas** but, rather, is focussed on opportunities for additional housing in established residential and mixed-use areas.

Existing context

Central Queanbeyan has evolved through several phases of growth since the initial establishment of the Queanbeyan settlement. Each phase is evidenced by distinct patterns of development which contributed to the urban structure and housing forms of the area today.

The Queanbeyan CBD has a mix of commercial, retail and civic uses and a variety of medium to higher density dwellings, hosted on a traditional 19th century grid layout that is common to many regional towns settled during this time. The rest of the suburb of **Queanbeyan** is primarily low density residential, with a concentration of apartments in the area south of the railway station.

The suburb of **Crestwood** is comprised of largely low-density residential housing and features a more curvilinear street layout residential in more irregular shaped lots and blocks. Crestwood also contains some industrial lands.

The residential areas of **Queanbeyan East** are largely low and medium density dwelling types. The northern portion of the suburb is also home to the larger industrial precinct, which in some places has direct interfaces with homes.

Key issues for infill

Some key issues that have informed the preparation of the draft Strategy Engagement were identified through engagement with the community and industry stakeholders, and via a number of technical studies. These include:

- Limited delivery of higher density development to date, influenced by planning controls.
- Distinct character areas which will be more suited to some types of housing than others.
- Constraints on future infill development include flooding and to some extent heritage elements.
- Strong demand for industrial land uses and precincts, but higher rates of vacancy in the office and retail-focused floorspace in the CBD.

- The need for specific upgrades in future to manage vehicular traffic and enhance active travel and public transport connections.
- The need for enhancements to existing open space assets to support future infill growth.

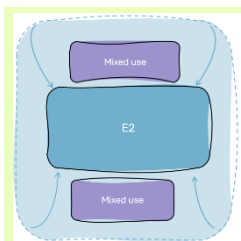
There are also broader factors that influence the opportunity for infill housing, including macroeconomic trends (building costs and feasibility; workforce capacity; supporting infrastructure being in place) and policy settings at both the State (e.g. NSW Government policies and plans) and local level (QPRC's strategies and planning controls). For Central Queanbeyan, one of the key challenges is the interaction of the Queanbeyan-Palerang Regional Local Environmental Plan 2022 (QPRLEP) with the Queanbeyan Development Control Plan (DCP).

Strategic directions and precinct concept plans

Responding to the above issues, three key strategic directions have been identified to inform specific planning strategies and support a range of opportunities for infill housing in Central Queanbeyan.

1. Rightsizing the CBD core:

Reducing the size of the E2 zone area to focus retail and employment activity to support the vibrancy of CBD and enable the provision of new housing at the edges of the existing CBD.



2. Encourage density where there is also amenity:

Support the development of small-scale activity nodes to provide a focus for local neighbourhoods and amenities.



3. Support small-scale infill housing approaches:

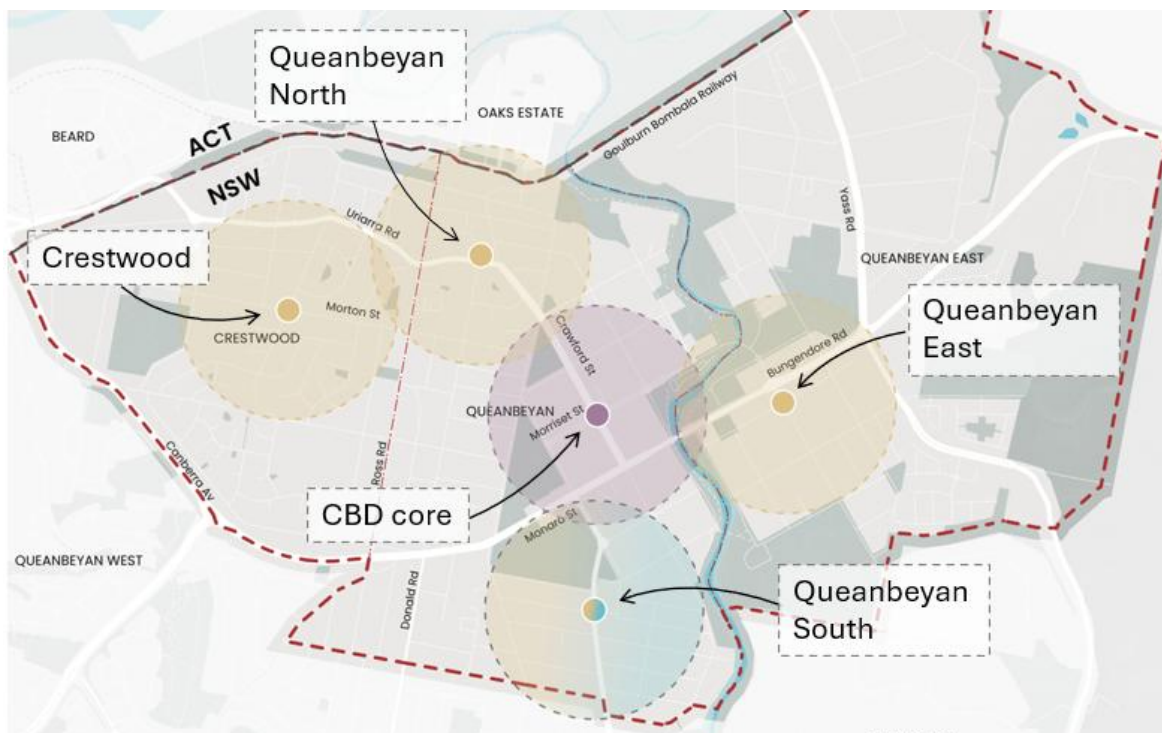
Allow for smaller infill developments in established areas while retaining existing structures and character.



To demonstrate how these strategies could be used in practice, they have been applied to five specific areas within Central Queanbeyan in a series of precinct concept plans. Each plan identifies opportunities and constraints, locations where new infill housing development is most likely to occur, provides examples of housing typologies that could be developed, and complementary opportunities for non-residential uses and public realm interventions.

The five precinct concept plans areas are: the Queanbeyan CBD; Queanbeyan South (an areas centre around the intersection of Cooma Street and White Avenue); Crestwood (Morton Street/Crest Road); Queanbeyan East (centred around Macquoid Street and Atkinson Street); and Queanbeyan North (centred around Crawford Street and Uriarra Road).

Five precincts with concept plans in Central Queanbeyan



Source: Place Logic and SGS Economics and Planning, 2026.

Recommendations

Supporting the development of infill housing within Central Queanbeyan will require changes to planning controls and other actions. There are three general recommendations for Council:

- **Resolve and implement plans for managing flooding risks and hazards**, including identification of sites that may not be suitable for future development.
- **Develop infrastructure master plans for key civil infrastructure in the area**, to inform needed upgrades to support future growth.
- **Deliver an LGA-wide housing strategy for affordable housing**, the strategies from which can be incorporated into the planning of Central Queanbeyan.

A series of strategies and recommended changes have also been identified with more specific recommendations concerning potential future changes to the **Queanbeyan LEP, DCP, and non-planning actions** to facilitate the ideas put forward in draft Infill Strategy including the precinct concept plans.

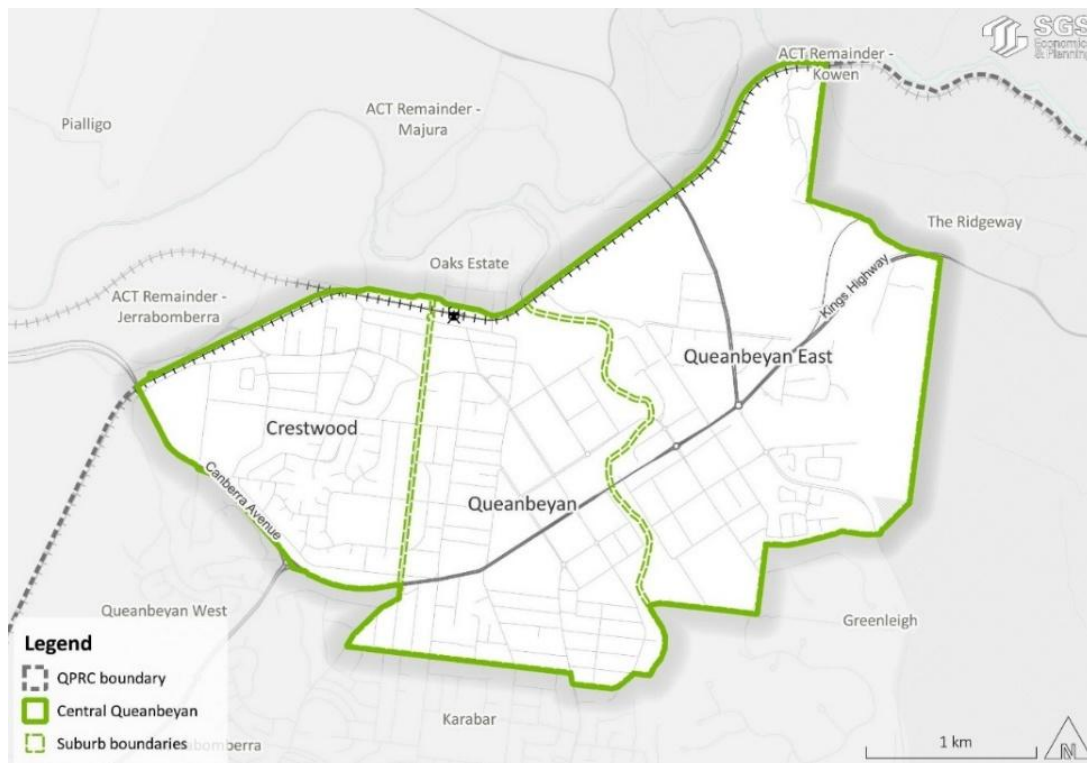
1. Introduction

A draft Infill Housing Strategy has been prepared for Central Queanbeyan.

1.1 Overview

The purpose of this draft Infill Housing Strategy document is to identify opportunities to facilitate the provision of housing within the Central Queanbeyan – an area that encompasses the suburbs of Queanbeyan, Queanbeyan East, and Crestwood, around the Queanbeyan CBD (Figure 1).

Figure 1: Spatial extent of Central Queanbeyan



Source: SGS Economics and Planning, 2026.

Central Queanbeyan benefits from good access to services, amenities and transport connections, both roads and public transport. It hosts a wide range of existing housing types that include detached homes, townhouses, low rise apartments and some taller apartment buildings. There are however a range of issues that need to be considered in thinking about opportunities for future ground and changes namely exiting heritage buildings, urban character sensitivities, and flooding.

Given this context, this draft strategy has been developed with the objective of identifying locations suited to additional housing, and exploring what form or type of housing could be provided. The ideas, analyses and recommendations are deliberately designed to promote discussion within the Queanbeyan community.

The Central Queanbeyan area also includes area of industrial land. These have been identified as critical to support employment and economic activity in Queanbeyan and its surrounds. The draft strategy does not propose to introduce housing into these areas. Its focus is opportunities for additional housing in the established residential and mixed-use areas.

1.2 Contents of the strategy document

This draft Infill Housing Strategy document includes the following sections:

- Section 2 provides relevant background information including a description of the existing urban form and character, insights from community and industry engagement and a series of background studies on infrastructure capacity and natural hazards in Central Queanbeyan.
- Section 3 provides an overview of trends and drivers affecting housing demand and supply, the existing policy contents including the existing planning controls that apply to infill housing developments.
- Section 4 introduces a series of high-level strategies for facilitated infill housing in Central Queanbeyan. Three strategies have been identified: 'right-sizing' the CBD core; encouraging housing density with amenity; and supporting incremental, small-scale, low-impact infill housing approaches.
- Section 5 contains a series of precinct concept plans where the strategies from Section 4 are applied in place. The five plans cover five areas: the CBD, Queanbeyan South (an areas centre around the intersection of Cooma Street and White Avenue), Crestwood (Morton Street/Crest Road), Queanbeyan East (centred around Macquoid Street and Atkinson Street) and Queanbeyan North (centred around Crawford Street and Uriarra Road). Each plan identifies opportunities and constraints, locations where new infill housing development is most likely to occur and identifies examples of housing typologies that could be developed. The plans also identify opportunities for non-residential uses and public realm interventions to provide amenities and services that will support additional housing.
- Section 6 describes a series of directions and recommendations for planning changes to achieve the outcomes identified in the local area plans. These include changes to planning controls 'globally' through Central Queanbeyan in addition to specific direction for the five local areas.

2. Housing context in Central Queanbeyan

Understanding the existing context of Central Queanbeyan is essential to integrating infill development successfully.

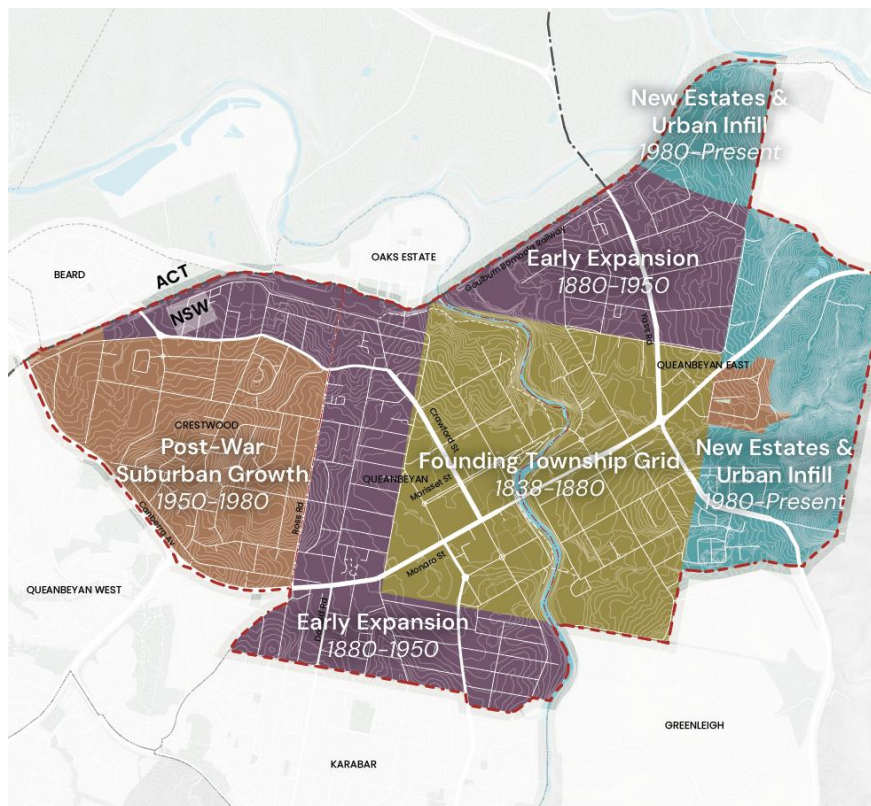
This section outlines the current context for infill housing in the study area, including the existing character, outcomes from engagement, and previous studies that have informed this Strategy.

2.1 Evolution and existing character

The Central Queanbeyan of today has evolved through several phases of growth since the initial establishment of the Queanbeyan settlement. These are illustrated in Figure 2 below.

Each phase is evidenced by distinct patterns of development which contributed to the urban structure and housing forms of the area today. This history provides a unique and strong architectural and heritage identity, which will shape how growth is appropriately managed within Central Queanbeyan.

Figure 2: Growth phases of Central Queanbeyan



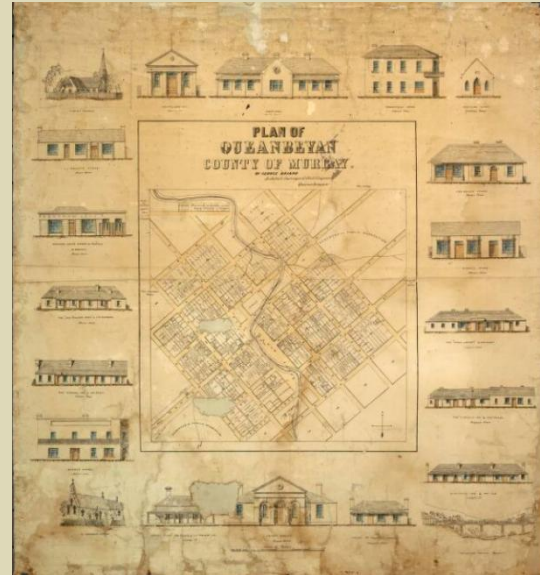
Source: Place Logic, 2025.

Founding Township Grid 1838-1880

Queanbeyan's first town plan was surveyed in 1838, establishing the strong rectilinear grid that continues to define the city's core today.

Designed for walkability and ease of subdivision, the early streets were laid out on flat ground adjacent to the river crossing, forming a compact commercial centre surrounded by civic buildings and workers' cottages.

This period reflects the earliest layers of Queanbeyan's built character, with narrow frontages, shop-top housing, and fine grain lots creating an active and highly permeable street network. Many heritage structures from this era remain, providing a strong architectural identity that continues to shape how growth should be managed within the town centre.



Early Expansion 1880-1950

From the late 19th century, Queanbeyan began to expand beyond the original 1838 Township Grid as new residential estates were established along major roads and on elevated ground.

This growth introduced a more varied street pattern while maintaining strong connections to the commercial centre.

During this period, civic development accelerated with the arrival of the railway, improvements to Monaro Street, and the construction of key public and commercial buildings.

Interwar housing styles emerged across Queanbeyan East and surrounding neighbourhoods, establishing many of the characteristic streetscapes that remain today.

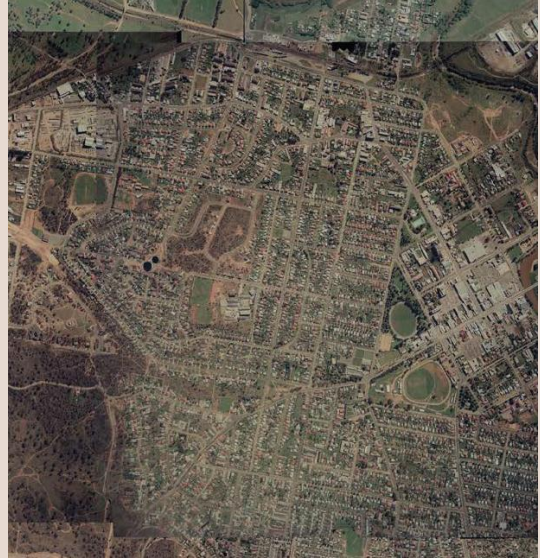


Post-War Suburban Growth 1950-1980

Following World War II, Queanbeyan expanded rapidly as demand for family housing increased. New neighbourhoods developed beyond the town's early core, characterised by curving streets, cul de sacs, and larger suburban blocks.

During this period, subdivision design became increasingly influenced by engineering standards rather than traditional surveying practices, prioritising motor vehicle access, drainage, and service provision.

The establishment of Austroads in 1934 underscored a broader shift toward nationally consistent road and infrastructure guidelines across Australia.



New Estates & Urban Infill 1980-Present

From the 1980s, Queanbeyan expanded through new suburban estates in Karabar and Jerrabomberra, supported by stronger transport links into the ACT.

The new connection between Monaro Street and Canberra Avenue reinforced this connection as a commuter route.

While the CBD's commercial catchment continues to grow, Riverside Plaza captures a significant share of retail demand, shifting activity toward a more car-oriented format and reducing the presence of fine-grain main street shopping.



Existing urban form in Central Queanbeyan

Influenced by its historical development, Central Queanbeyan hosts a range of land uses and differing urban form character.

The CBD has a mix of commercial, retail and civic uses and a variety of medium to higher density dwellings, hosted on a traditional 19th century grid layout that is common to many regional towns settled during this time. The rest of the suburb of **Queanbeyan** is primarily low density residential, with a concentration of apartment-type dwellings in the area south of the railway station.

The suburb of **Crestwood** is comprised of largely low-density residential housing and a more curvilinear street layout residential in more irregular shaped lots and blocks. Crestwood also contains some industrial lands at the west of its extent and closest to Beard in the ACT.

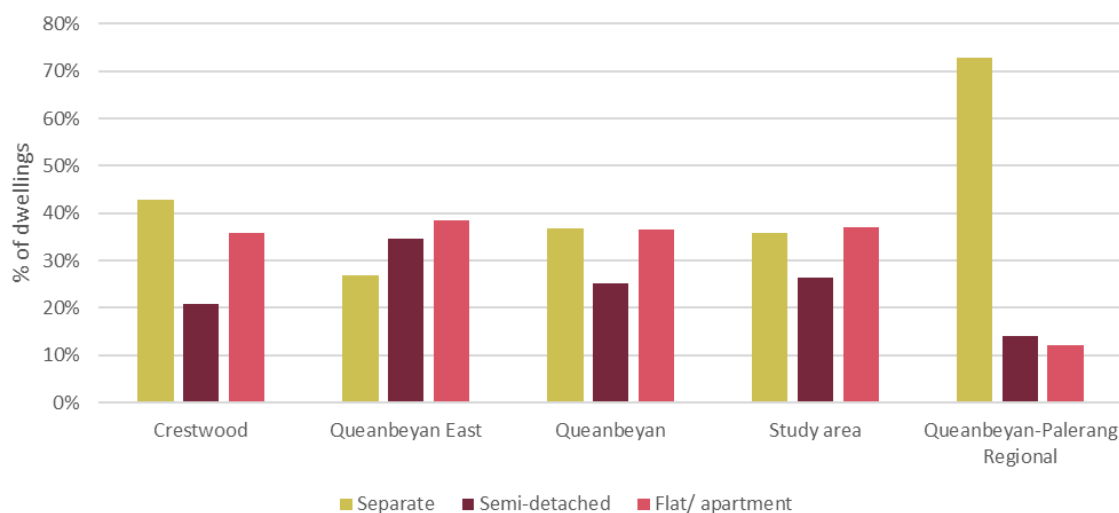
The residential areas of **Queanbeyan East** are largely low and medium density dwelling types. The northern portion of the suburb is also home to the larger industrial precinct, which in some places has direct interfaces with homes.



Existing housing types in Central Queanbeyan

As of the 2021 Census, there were a total of over 7,900 dwellings within Central Queanbeyan, ranging from detached separate houses to apartments. This area has larger shares of semi-detached and apartment dwelling types when compared to the rest of the Queanbeyan-Palerang LGA, as illustrated in the data on the proportion of different dwelling types, shown in Figure 3: below.

Figure 3: Types of existing dwellings in Central Queanbeyan and Queanbeyan-Palerang LGA, 2021



Source: ABS, 2021 Census.

Central Queanbeyan also hosts smaller household sizes when compared to the rest of the LGA. The suburbs within Central Queanbeyan have much higher shares of single person households and lower shares of households with more than 3 residents. However, there is a potential mismatch between the size of dwellings in some parts of Central Queanbeyan and household sizes – for example, around 23% of single person households were living in dwellings with 3 or more bedrooms as of 2021. This suggests a potential need for more diversity in the housing stock to cater to smaller households.

Trends in median dwelling prices and rents in recent years also suggest that housing in Central Queanbeyan is relatively more affordable than neighbouring markets in the ACT.

2.2 Insights from community and industry engagement

In May 2026, Council engaged with both the community and industry on four key themes related to infill housing and the challenges and opportunities for this in Central Queanbeyan, which has subsequently informed the preparation of the Strategy:

- **Housing and Character** – Delivering diverse housing typologies particularly medium and high density.
- **Recreational areas (parks and open spaces) and lifestyle** – Recreational areas to service the needs of the growing population
- **Getting around (transport and connectivity) and jobs** – Improving transport network (roads, footpaths and cycle tracks) and make Queanbeyan and surrounding areas more attractive for people to live and work.
- **Heritage, Environment and Infrastructure** – Influence of flooding and heritage on infill housing location and densities.

The engagement involved two in-person workshop sessions, as well as a public online survey. The key ideas and issues that emerged from these activities are summarised below.

Key ideas from community engagement

- The existing character of Queanbeyan is highly valued, including its community identity, older housing stock, tree canopies, and its point of difference from what is available in Canberra.
- There is strong support for more affordable homes and more diversity in dwelling options – including smaller and adaptable homes that can suit different needs. However, infill needs to be designed and delivered carefully to minimise impacts like overshadowing and the quality of the streetscape.
- The development application and approvals process is seen as complicated and uncertain, with a need for easier to understand pathways and guides for planning controls.
- There are existing pressures on parking spaces, as many people have to rely on private cars for transport, which will need to be managed with further infill development. The existing reliance of Central Queanbeyan on private cars is influenced by the need for more reliable, direct and affordable transport links to destinations including Canberra, schools, and employment locations.
- Greater take up of active travel for everyday trips in Central Queanbeyan needs to be supported by provision of safe walking and cycling routes, including improvements to the quality of existing footpaths, lighting, and other links.
- Flooding risks are an important factor in decisions about development, and need to have clear guidance and mapping as to what types of development are suitable where. Similarly, there needs to be greater clarity around DCP controls and infrastructure capacities to inform decision making by Council, proponents, and the community.
- There is also a need for clearer and consistent guidance on the application of heritage controls and application processes, where significant heritage elements are protected but also allow for sympathetic new development.
- Open spaces in Central Queanbeyan are highly valued, with opportunities to better utilise the existing assets like the riverside parks and support more housing, such as improving the walking environment, and ensuring that green spaces are able to be used by everyone.

Key ideas from industry engagement

- The financial feasibility of development is a major driver of whether new housing can be delivered, and in what form, with feasibility influenced by a range of factors, including construction and land purchase costs, timelines for approvals, and the dwelling typologies that are permitted and their associated controls.
- There is strong support for providing more housing choice and diversity, which can appeal to different needs. However, planning controls (whether in the LEP, DCP or other policy) and assessment pathways need to help support this through being clear, consistent, and easy to access and interpret. This includes ensuring the interaction of different controls is able to support desired development outcomes, rather than constraining each other – such as building height controls being aligned with requirements around minimum ground to ceiling height, basement parking, and similar elements.
- Queanbeyan has a different sense of identity and heritage compared to Canberra, which is a point of difference. However, there could be greater clarity and guidance around what is appropriate development in and around heritage areas.
- Supporting infill housing means the need for practical parking and servicing controls, that accommodate the necessary infrastructure for day to day activity while still providing for safe streets. A stronger, more connected public transport network and improved active travel infrastructure will also be needed to support denser housing options, and reduce car dependency in Central Queanbeyan, including addressing where there are existing gaps in the public realm, such as footpaths and other connections.
- Planning for transport and other infrastructure should be addressed and integrated early on with the planning of infill sites and precincts.
- While there are known flood constraints in Central Queanbeyan, this does not necessarily preclude interest in developing in those areas. However, there needs to be clear guidance as to where flood risks are (such as publishing appropriate flood-depth and overland flow maps) and the additional controls and requirements that apply in these locations.
- Central Queanbeyan's open spaces, parks, and the riverfront are seen as important assets to support future infill growth, which could be further enhanced by upgrading the amenity and usability of these spaces through relatively small-scale interventions.

2.3 Preceding studies and implications for infill housing

A number of technical analyses have also been completed to inform the preparation of the Infill Strategy:

- Housing Market Needs Analysis (by SGS Economics and Planning)
- Economic and Employment Lands Needs Analysis (by SGS Economics and Planning)
- Transport Infrastructure Analysis (by PSA Consulting)
- Recreation and Open Space Analysis (by ROSS Planning)
- Stormwater Infrastructure Capability Analysis (by Lyall and Associates)

QPRC has also been undertaking a review of flood levels and risks in Central Queanbeyan and is considering the introduction of graded Flood Planning Constraint Categories (FPCCs) to inform future development. Summaries of these studies are provided in Appendix A.

Implications for Central Queanbeyan

From these analyses, a number of implications for infill housing in Central Queanbeyan have emerged:

- There has been limited delivery of higher density development to date within Central Queanbeyan, with some of the existing planning controls that apply here likely impacting on the overall capacity for housing that could be realised.
- Central Queanbeyan has a number of distinct character areas, each of which will be more suited to some types of housing than others.
- Future infill development in Central Queanbeyan will be constrained by flooding in particular, and to some extent heritage elements, which will require appropriate mitigation measures and additional requirements for building in some locations.
- There is strong demand for industrial land uses and precincts in Central Queanbeyan, evidenced by the low vacancy in both Queanbeyan East and Crestwood. However, there are higher rates of vacancy in the office and retail-focused floorspace in the CBD, presenting the opportunity to consolidate commercial uses alongside the delivery of infill housing.
- There will likely be a need for some specific upgrades in future to manage vehicular traffic, as well as enhancing opportunities for pedestrianisation and public transport connections within, to and from Central Queanbeyan.
- Similarly, enhancements to Central Queanbeyan's existing open space assets will be needed to support future infill growth through providing spaces for both active and passive recreational activities.

3. Policy context

Planning policies concerning infill housing development have changed over time and have come to the fore of the discussions around housing supply recently.

This section documents the trends impacting on the delivery of infill housing, the policy context at the State and local level, and the current controls that apply to regulate delivery in Central Queanbeyan currently.

3.1 Trends influencing housing in Central Queanbeyan

Overall, recent years have seen an **increased appetite for urban infill development**, with the need for a greater share and diversity of dwelling types and better housing affordability becoming prominent issues across Australia. This has seen a range of efforts to streamline the opportunities for and delivery of ‘missing middle’ housing types, including by the NSW Government through the Low and Mid-Rise Housing Policy¹ and the Transport Oriented Development Program focusing new housing around transport nodes in both metropolitan and regional contexts.² In the ACT attention has also turned to allowing for greater flexibility to facilitate more diversity in housing types delivered across the city through Missing Middle Housing Reforms.³ At the federal level, the National Housing Accord and its target for 1.2 million new homes to be delivered over 5-years from 2023 has also sharpened the focus on enabling the delivery of new housing in well-located areas.⁴

While there has been this noticeable shift in policy and political appetite for infill housing in a range of contexts, realising infill housing remains a challenge from a number of factors, such as:

- **Building costs and feasibility.** The delivery of infill housing is subject to the broader conditions in the economy, including interest rates and the impact of global events on supply chains, which have seen building costs increase substantially in recent years.
- **Workforce capacity.** Recent years have seen difficulties in maintaining the construction workforce necessary to deliver new housing.
- **Perceived ‘bottlenecks’ in the development process.** Much of the rhetoric around addressing housing supply through infill housing, particularly from industry, has focused on the need for streamlining existing, sometimes complicated, approvals processes.
- **Need for adequate supporting infrastructure.** The delivery of infill housing also brings with it the need for additional infrastructure – including civil but also social and recreational infrastructure.

¹ NSW Government, 2025, ‘Low and Mid-Rise Housing Policy,’ <https://www.planning.nsw.gov.au/policy-and-legislation/housing/low-and-mid-rise-housing-policy>

² NSW Government, 2025, ‘Transport Oriented Development Program,’ <https://www.planning.nsw.gov.au/policy-and-legislation/housing/transport-oriented-development-program>

³ ACT Government, 2025, <https://yoursayconversations.act.gov.au/missing-middle-housing-reforms>

⁴ The Treasury, 2025, ‘Delivering the National Housing Accord,’ <https://treasury.gov.au/policy-topics/housing/accord>

Issues that have been raised in particularly for Central Queanbeyan include limited take up of existing infill development capacity, complexity in the planning system and application of controls, and the need to balance growth with preservation of unique local heritage character.

3.2 Policy context for infill housing

There is a clear overarching policy context for Central Queanbeyan, as set out in both state and local planning documents. Some of the key documents and their directions concerning future housing growth and the need for further infill housing in Queanbeyan are shown below.

State level policy

South East and Tablelands Regional Plan 2036

The South East and Tablelands Regional Plan 2036⁵ sets a strategic vision for the region to capitalise on its varied strengths and opportunities, with Queanbeyan itself identified as a strategic centre.

One of the key priorities identified for the LGA in the Plan is to work with the ACT Government on cross-border issues, including improving road and active transport connectivity and integrating public transport, alongside other aspects of land management and investment attraction, including planning for waste, energy, infrastructure, and the location housing development and jobs. Protecting and enhancing the area's high environmental values, including waterways and water catchments, is also highlighted, with water availability a critical consideration in planning for future growth.

The Plan notes the influence of Canberra on the region's jobs and housing, and the importance of collaboration between the NSW and ACT Governments. For housing, the key priorities for Queanbeyan include to coordinate the delivery of infrastructure for new release areas, providing for residential development where it is supported by a strategic approach to housing and servicing, limiting the expansion of rural residential development, to areas identified through an appropriate strategic planning process, and improving the attractiveness and amenity of main streets.



⁵ NSW Government, 2017, 'South East and Tablelands Regional Plan,' <https://www.planning.nsw.gov.au/sites/default/files/2023-03/south-east-and-tablelands-regional-plan-2036.pdf>

Better Placed

The Better Placed integrated design policy⁶ was developed by the NSW Government Architect, with the intention of advocating for a shared responsibility in realising good design for NSW.

The policy defines 7 objectives as key consideration for the built environment in delivering good design:

- Better fit – contextual, local and of its place
- Better performance – sustainable, adaptable and durable
- Better for community – inclusive, connected and diverse
- Better for people – safe, comfortable and liveable
- Better working – functional, efficient and fit for purpose
- Better value – creating and adding value
- Better look and feel – engaging, inviting and attractive.

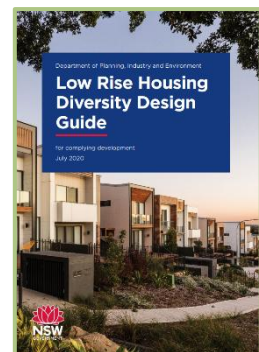
These objectives and their identified underlying principles provide a clear framework to guide how Central Queanbeyan could be developed in future.



Low Rise Housing Diversity Code and Design Guide

The Low Rise Housing Diversity Code⁷ allows for some medium density housing types to be delivered in certain locations through a streamlined development process – where a proposal meets the identified development standards in the Design Guide, it can be assessed as complying development.

The Code applies in all R1, R2, R3 and RU5 zones in NSW where dual occupancies, manor houses and multi-dwelling housing is permitted in the Local Environmental Plan (LEP), but is excluded in some locations including in heritage and environmentally sensitive areas.



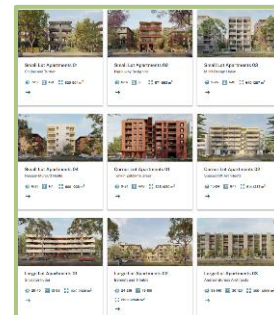
⁶ NSW Government, 2023, 'Better Placed,' <https://www.planning.nsw.gov.au/government-architect-nsw/policies-and-frameworks/better-placed>

⁷ NSW Government, 2026, 'Low-Rise Housing Diversity Code,' <https://www.planning.nsw.gov.au/policy-and-legislation/housing/low-rise-housing-diversity/low-rise-housing-diversity-code>; NSW Government, 2020, 'Low Rise Housing Diversity Design Guide,' <https://www.planning.nsw.gov.au/sites/default/files/2023-03/low-rise-housing-diversity-design-guide-for-complying-development.pdf>

NSW Housing Pattern Book

The NSW Housing Pattern Book⁸ has been released for low-rise and mid-rise housing. The intention is for developments that apply the Pattern Book designs to be able to have a streamlined approvals process and thereby deliver new housing faster.

The designs have been created by architects, with sustainable design principles and landscaping, and include options for semi-detached or dual occupancies, terraces, manor homes, row homes, and apartment buildings up to 6-storeys in height.



Local level policy

QPRC Local Strategic Planning Statement

The QPRC Local Strategic Planning Statement (LSPS)⁹ identifies the 20-year vision for land use in Queanbeyan-Palerang to be, by 2040: *a historical country lifestyle, cherishing its natural and physical character, fostering business prosperity to complement our nation's capital while maximising international connections.*

A number of planning priorities are identified to achieve this vision. The most relevant from an infill housing perspective include:



- Planning Priority 3: We will continue the ongoing revitalisation of the Queanbeyan CBD, suburban centres and rural villages, including:
 - Sympathetic redevelopment and infill of existing areas occurs where there are limited heritage values.
 - Commercial and retail activity is focused in existing centres.
 - Opportunities that increase density can bring about for revitalisation of centres and reduced travel times have been investigated.
- Planning Priority 8: We ensure the future planning for the region is well coordinated and provides for its sustainable management, including:
 - Strategic plans and development controls are regularly reviewed to ensure they are accurate and current.
 - The unique and individual characters of QPRC's communities are recognised in planning for the future.
 - Settlement occurs in well-planned locations with access to employment and other urban resources while acknowledging its context within the Canberra region.
 - An appropriate supply of well-located housing stock is available to meet the growing and changing needs of the population as well as providing diversity of housing for the region.

⁸ NSW Government, 2026, 'Pattern Designs,' <https://www.planning.nsw.gov.au/government-architect-nsw/housing-design/nsw-housing-pattern-book/pattern-designs>

⁹ Queanbeyan Palerang Regional Council, 2020, 'Local Strategic Planning Statement,' <https://www.qprc.nsw.gov.au/Building-Development/Planning-Zoning/Planning-Studies-Strategies#section-2>

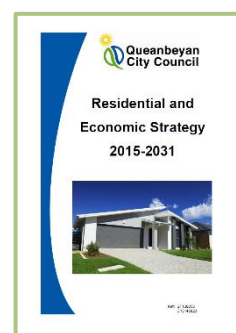
- A key action to enable/facilitate Planning Priority 8 is to ‘consider the need to complete a Housing Strategy to deal with affordable housing and demand in the LGA.’
- Planning Priority 14: We will increase resilience to natural hazards and climate change, including:
 - Further development is avoided in areas with a high exposure to natural hazards.
 - Planning and development controls achieve the reduction of risks from hazards and aid in building resilience to climate change impacts.
 - People and developments are safely placed away from natural hazards (fire, flood) and agricultural lands and activities are designed to weather natural phenomena (drought and storm).

Queanbeyan Residential and Economic Strategy Review 2015-2031

In 2015 Queanbeyan’s Residential and Economic Strategy was reviewed¹⁰ to reflect a more up to date context, including a number of major rezonings and planning proposals which impacted on the supply of housing in the LGA substantially. It largely maintains the overall principles of the original strategy but with updated data.

The Review identified a target of 10,000 dwellings to be delivered within a 25-year timeframe, and that up to 2031 this was expected to be a sufficient supply, reflecting additional capacity generated by growth precincts such as Googong and South Jerrabomberra. The review’s recommendations include:

- Council will move towards achieving its vision as contained in the Queanbeyan Community Vision 2021 by ensuring the growth of the city is not at the expense of the environment whilst providing quality residential accommodation.
- New housing be buffered from incompatible land uses and adverse impacts of nearby land uses.
- The potential to investigate and identify opportunities for small-scale infill housing in the established older suburbs of Queanbeyan be pursued.



¹⁰ Queanbeyan-Palerang Regional Council, 2015, ‘Residential and Economic Strategy 2015-2031,’ <https://www.qprc.nsw.gov.au/Building-Development/Planning-Zoning/Planning-Studies-Strategies#section-4>

Queanbeyan CBD Spatial Master Plan

The revised Spatial Master Plan¹¹ for the CBD maintains the three strategic pillars – Identity, Connection, Investment – of the 2017 CBD Transformation Strategy to put forward the strategic framework for future decision making, urban design and redevelopment.

The Spatial Master Plan includes detailed block and streetscape plans which document the intended vision of what the CBD could be.

Across the identified CBD blocks, the Spatial Master Plan identifies a number of council-owned and privately owned sites that could possibly be redeveloped – a number of these being existing open-air car parks.

The envisioned built form is for up to 8 storeys in some locations, though most are intended to be less than this, and with a mix of residential and mixed use buildings.

The actions identified throughout the Plan are also focused on improving the pedestrian experience of the CBD, including enhanced connections, activation of laneways, and refurbishment of the physical infrastructure. This includes specific upgrades identified for key streets within the CBD, with a focus on Crawford St, while balancing the function of Monaro St as the ‘main street’ with substantial traffic flows and other challenges.



Queanbeyan CBD Retail Growth Strategy

The Retail Growth Strategy¹² identifies a vision for the Queanbeyan CBD:

“To develop a diverse mix of sustainable quality retail and hospitality businesses in the Queanbeyan CBD that attracts and satisfies local residents and gains a positive reputation with visitors and tourists and increases job opportunities in the longer term. A well-managed public realm will be improved over time to complement and support the retail offer.”

While focused in the retail sector, a number of the objectives of the Strategy will hinge on CBD evolving physically accommodate additional housing growth and therefore the concentration of population to support the retail and other economic functions. This includes the objectives to:

- Consolidate the disparate retail and hospitality offer to create a vibrant heart and a sustainable economic foundation for the City.
- Optimise opportunities to increase market share of hospitality and retail household expenditure in the catchment areas.
- Optimise the opportunities provided by the CBD Transformation to create a vibrant retail and hospitality offer for the local community and visitors.



¹¹ Queanbeyan-Palerang Regional Council, 2020, ‘Queanbeyan CBD Spatial Master Plan Summary Report 2020,’ <https://www.qprc.nsw.gov.au/Building-Development/Planning-Zoning/Planning-Studies-Strategies#section-8>

¹² Queanbeyan-Palerang Regional Council, 2018, ‘Queanbeyan CBD Retail Growth Strategy,’ <https://www.qprc.nsw.gov.au/Building-Development/Planning-Zoning/Planning-Studies-Strategies#section-8>

Queanbeyan CBD Place Plan

The CBD Place Plan¹³ provides guidance for future placemaking initiatives in the Queanbeyan CBD, complementing the CBD Master Plan.

It has a focus on supporting the activation of spaces and for the CBD to become a 'safe and inclusive place for a diverse community, facilitated by a spectrum of experiences.'



The Place Plan is based around 10 Place Strategies (Local Legends, Events, Arts, Heritage, Multicultural, Lighting, Micro Climate, Paving, Green, Water), many of which will be influenced by or can be contributed to through future infill in Central Queanbeyan.

3.3 Existing planning controls

Both local and state planning controls apply to development the built form of Central Queanbeyan.

Queanbeyan-Palerang Regional Local Environmental Plan

The Queanbeyan-Palerang Regional Local Environmental Plan 2022 (QPRLEP) came into effect in 2022 and is a statutory instrument which developments are required to comply with.

The current zoning that applies to the study area includes a varied pattern of different residential zones, illustrated in Figure 4 below. Significant parts of the suburb of Queanbeyan also have some form of heritage protection, which can present constraints for future redevelopment – but does not necessarily preclude change altogether.

Central Queanbeyan includes a mix of R2 Low Density Residential, R3 Medium Density Residential and R4 High Density Residential zoned land, as well as E2 Commercial Centre and MU1 Mixed Use which also permit residential uses. Table 1 outlines the residential uses permitted with consent in each zone under the LEP currently – noting that the E2 zone, which covers much of the CBD, allows for shop top housing (where there is a commercial use at ground level) but not for residential flat buildings (fully residential buildings).

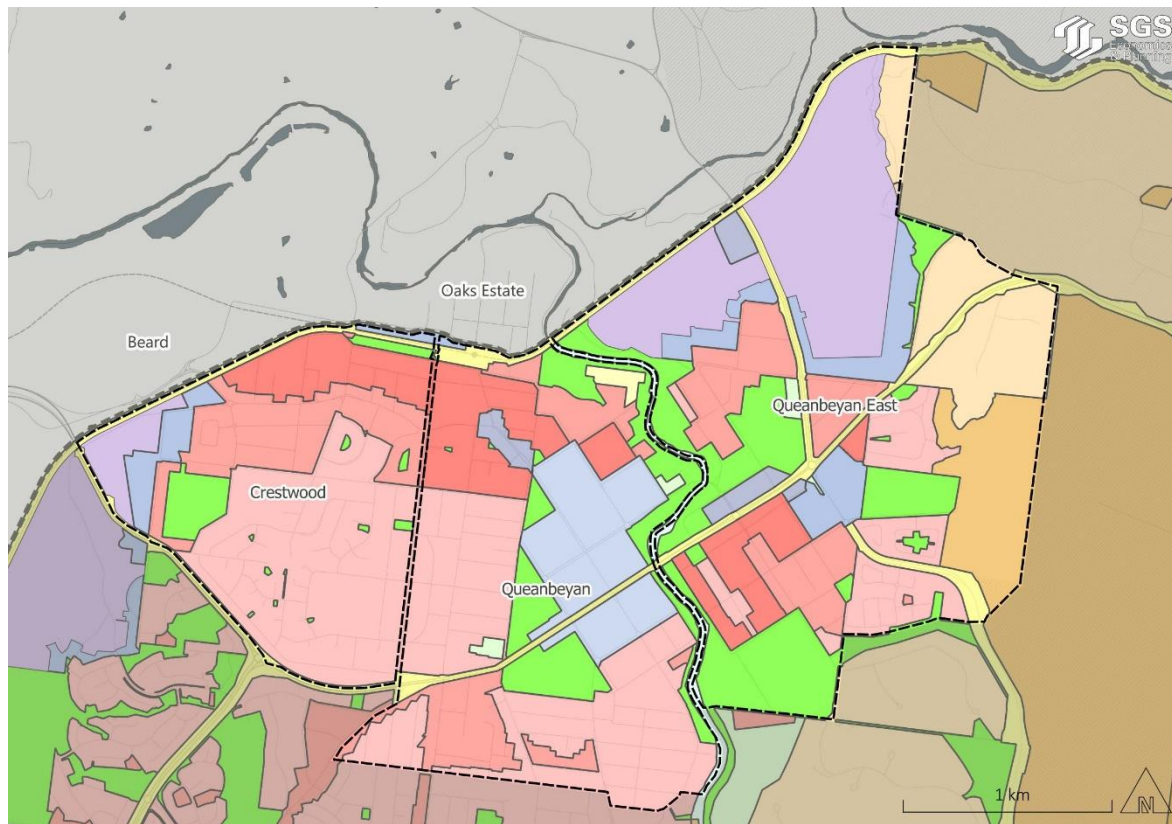
¹³ Queanbeyan-Palerang Regional Council, 2020, 'Queanbeyan CBD Place Plan Report,' <https://www.qprc.nsw.gov.au/Building-Development/Planning-Zoning/Planning-Studies-Strategies#section-8>

Table 1: Residential uses in the LEP

Zone	Residential uses permitted with consent
R2	Attached dwellings, Boarding houses, Dual occupancies, Dwelling houses, Exhibition homes, Exhibition villages, Group homes, Secondary dwellings, Semi-detached dwellings, Seniors housing
R3	Attached dwellings, Boarding houses, Dual occupancies, Dwelling houses, Exhibition homes, Exhibition villages, Group homes, Multi dwelling housing, Secondary dwellings, Semi-detached dwellings, Seniors housing, Shop top housing
R4	Attached dwellings, Boarding houses, Dual occupancies, Dwelling houses, Exhibition homes, Exhibition villages, Multi dwelling housing, Residential flat buildings, Secondary dwellings, Semi-detached dwellings, Seniors housing, Shop top housing
E2	Boarding houses, Shop top housing
MU1	Attached dwellings, Boarding houses, Dwelling houses, Multi dwelling housing, Residential flat buildings, Secondary dwellings, Semi-detached dwellings, Shop top housing

Source: Queanbeyan-Palerang Regional Local Environmental Plan 2022, Part 2.

Figure 4: Central Queanbeyan zoning



Legend

ACT border

Study area

Land Zoning

C1 - National Parks and Nature Reserves

C2 - Environmental Conservation

C3 - Environmental Management

C4 - Environmental Living

D - Business Zone - Mixed Use

E1 - Local Centre

E2 - Commercial Centre

E3 - Productivity Support

E4 - General Industrial

E4 - General Industrial

E5 - Heavy Industrial

MU1 - Mixed Use

R1 - General Residential

R2 - Low Density Residential

R3 - Medium Density Residential

R4 - High Density Residential

R5 - Large Lot Residential

RE1 - Public Recreation

RE2 - Private Recreation

RU1 - Primary Production

RU2 - Rural Landscape

RU3 - Forestry

RU4 - Primary Production Small Lots

RU5 - Village

RU6 - Transition

SP1 - Special Activities

SP2 - Infrastructure

SP3 - Tourist

SP4 - Enterprise

SP4 - Special Activities

SP5 - Metropolitan Centre

W1 - Natural Waterways

W2 - Recreational Waterways

W3 - Working Waterways

W4 - Working Waterfront

Source: SGS, 2025.

Queanbeyan Development Control Plan

The Queanbeyan Development Control Plan (DCP) from 2012 still applies to Central Queanbeyan, with amendments coming into effect in 2023.¹⁴ While adherence to controls in the QPRLEP is a legislative requirement, the DCP does not hold the same statutory weight, meaning that there is more room to move around these controls through the approvals process. The DCP also includes specific controls for the CBD and heritage conservation.

The DCP includes more detailed controls for development, including specifically for different typologies:

- Single Dwelling Houses
- Secondary Dwellings in Residential Zones
- Dual occupancies, Multi Dwelling Housing and Residential Flat Buildings
- Shop Top Housing.¹⁵

A challenge with the current DCP is that some of the controls are quite complex and very specific in how and where they apply, and this creates additional complexity for all stakeholders in understanding what is allowed and how this interacts with the LEP. The table below highlights some of these controls.

Table 2: DCP controls for residential development

	Key components
Minimum site area per dwelling, frontages and density controls	▪ Minimum site area per dwelling controls apply in some locations – varied by the number of bedrooms, lot width, medium versus high density types, and character precinct or zone. ▪ Site area per dwelling is a different measure from floor space ratio (FSR) controls that are applied under the LEP. ▪ Note: where DCP controls conflict with those in the LEP (for example, where overall building heights are defined), in practice they do not have an effect, however this is not necessarily clear to stakeholders.
Setbacks	▪ Setbacks for front, side, and rear of buildings depending on height in storeys, corner and curved frontages, and distance between buildings. ▪ Specifically identified for the CBD for street height and setback, above street height, and maximum height on remainder of land, with controls varying between streets.
Required car parking spaces	▪ Parking requirement set by the type of land use; for residential uses: - Dual occupancy – 2 spaces - Dwelling house – 2 spaces - Multi-dwelling, residential flat buildings, shop top housing – 1 space per bedroom for less than 60sqm; 2 spaces for all other dwellings + visitor parking minimum 2 spaces and 1 space per 4 dwellings.

¹⁴ Queanbeyan-Palerang Regional Council, 2026, 'Planning Controls,' <https://www.qprc.nsw.gov.au/Building-Development/Planning-Zoning/Planning-Controls#section-3>

¹⁵ Queanbeyan Development Control Plan 2012, <https://www.qprc.nsw.gov.au/Building-Development/Planning-Zoning/Planning-Controls#section-3>

	Key components
Private open space	- Required based on dwelling number of bedrooms, with minimum width 2.5m: - 30 sqm per 1 bedroom dwelling - 40 sqm per 2 bedroom dwelling - 50 sqm per 3 bedroom dwelling.
Site coverage	For multi-dwelling and residential flat buildings, maximum of 40% of the site.

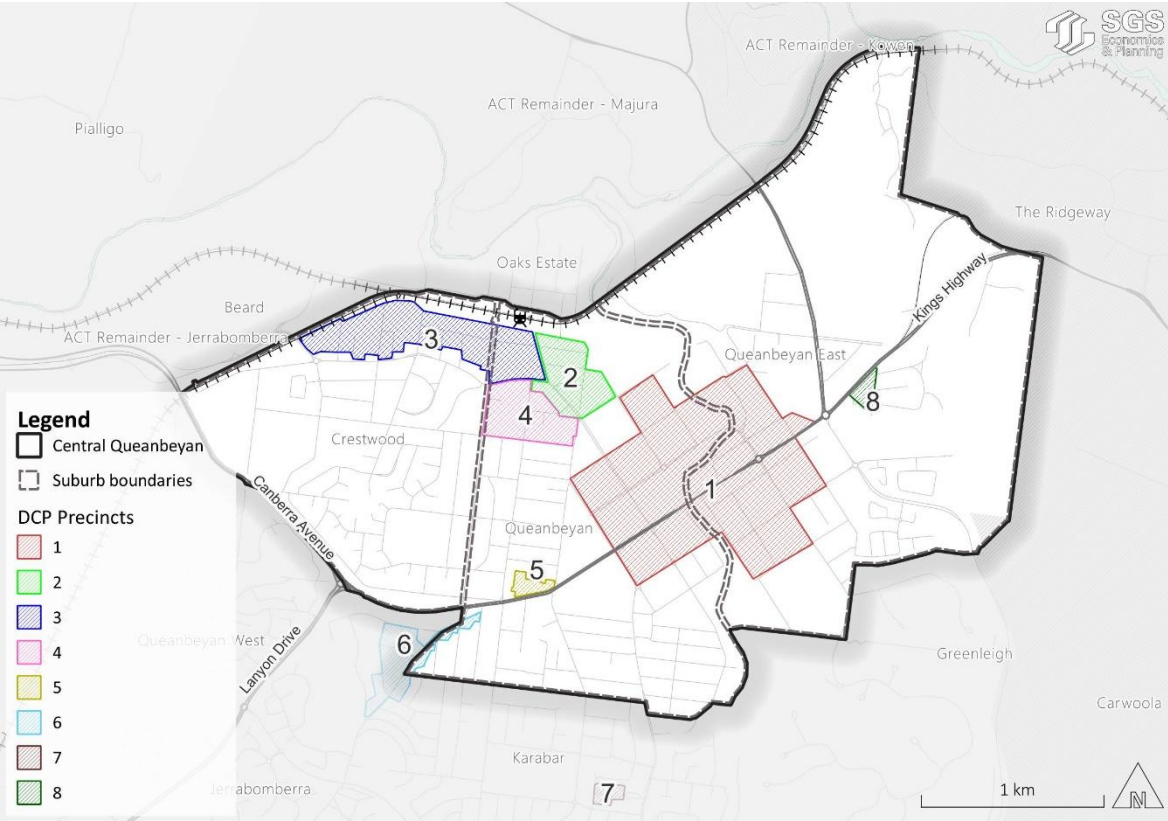
Source: summarised by SGS from Queanbeyan DCP.

As well as building and design controls, Part 3C of the DCP sets out specific Neighbourhood Character Statements for some areas, illustrated below, several of which are fully or partly within Central Queanbeyan:

- Precinct 1 – Bounded by High Street, Erin Street, Lowe Street, Rutledge Street, Trinculo Street and Booth Street
- Precinct 2 – Area bounded by Crawford Street, Henderson Road, Campbell Street, Collett Street and Erin Street
- Precinct 3 – Bounded by Henderson Road, Crawford Street and Uriarra Road
- Precinct 4 – Land bounded by Uriarra Road, Ross Road, Morton Street, Campbell Street & Crawford Street
- Precinct 5 – Kawaree Gardens Retirement Village Canberra Avenue
- Precinct 6 – Area is generally bounded by Tharwa Road, between Brereton Street and McIntosh Street
- Precinct 7 – Frontage to Oleria Street and Lily Place
- Precinct 8 – Bungendore Road, Warroo Street and Carwoola Street.

The Statements were prepared by Council to guide specific elements of development character in particular locations, with the intention of ensuring new development fits within its existing context, in terms of landscape, streetscape, visual impact, siting and massing. However, the potential of further infill development presents the opportunity to revisit and revise the spatial application of these controls, including to support more consistency and compatibility of requirements in the DCP with the LEP, reflect the broader character precincts that these areas sit within (as shown in Figure 2), and ultimately see better outcomes for development within Central Queanbeyan.

Figure 5: Character precincts identified in the Queanbeyan DCP



Source: SGS Economics and Planning, 2026.

State-level controls that apply to Central Queanbeyan

As is the case for all LGAs in NSW, there are additional controls and policies which are set at the State level which may affect the potential for infill development in QPRC and Central Queanbeyan. In some cases, what is allowed for under a State level policy will differ from, and take precedence over the QPRC LEP or DCP.

The table overleaf lists the key State Environmental Planning Policies (SEPPs) and related policies which address infill housing development, and identifies where these may apply in Central Queanbeyan and how they may differ from QPRC’s local controls. The state-level provisions, if they apply, also override the DCP controls in the area.

Table 3: State policies in relation to Central Queanbeyan

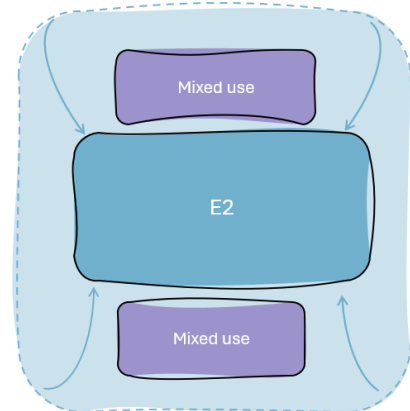
State policy	Application in QPRC and Central Queanbeyan	Differences from Central Queanbeyan controls in QPRC LEP
Housing SEPP	Applies state-wide.	- Permits secondary dwellings in additional zones (R1, R5) - Allows for secondary dwellings to be assessed as complying development with a minimum lot size of 450 sqm.
Low and Mid-Rise Housing policy	Allows for dual occupancy/ semi-detached dwellings R2 zones state-wide. Other changes to do not apply in QPRC currently, only to specific identified precincts, where high risk areas are also excluded (e.g. flooding and heritage).	- If a precinct was identified in QPRC: - Permits dual occupancy/ semi-detached dwellings in additional zone (R1) - Permits multi-dwelling housing, terraces in additional zones (R1, R2) - Permits residential flat buildings in additional zones (R1, R2, R3) - Permits shop-top housing in additional zones (R3, R4) - Permits taller height of building controls - Different FSR controls - Smaller minimum lot size permitted for dual occupancy/ semi-detached and multi-dwelling housing.
Transport Oriented Development Program	Does not currently apply to QPRC.	- If a precinct was identified in QPRC: - Residential flat buildings and shop-top housing permitted in additional zones - Taller height of building controls in some locations - Different FSR controls - Minimum width controls rather than lot size for residential flat buildings and shop-top housing.
Codes SEPP for complying development	Applies however some specific blocks in QPRC are excluded.	Secondary dwellings can be assessed as complying development.
Low Rise Housing Diversity Code	Applies however does not apply to heritage, and additional requirements apply for flood-prone land Allows for fast-track approvals process.	Permits dual occupancy/ semi-detached and multi-dwelling housing in additional zones but is over-ridden by the LEP.
NSW Pattern Book	Can be applied in QPRC, allowing for a fast-track assessment process	- Allows for dual occupancy/ semi-detached dwellings (R1) and multi-dwelling housing (R1, R2) in additional zones provided minimum lot size is above the LEP control - Requires minimum lot sizes as per the LEP.

Source: compiled by SGS Economics and Planning, 2026.

4. Strategic directions

The strategy for infill housing in Central Queanbeyan is based around **three key strategic directions** that inform specific planning strategies to support a range of opportunities for infill housing in Central Queanbeyan.

The first key strategic direction is to reconsider the size of the area in the CBD zoned E2. A strategy of **rightsizing the CBD core** is recommended to reduce the size of the E2 area to focus retail and employment activity to support the vibrancy of CBD and to also enable the provision of new housing at the edges of the existing CBD without the need for non-residential ground floor (i.e. shop top housing).



The second direction seeks to **encourage density where there is also amenity** by supporting the development of small-scale activity nodes across Central Queanbeyan. These nodes can produce a focus for local neighbourhoods and local amenities that are largely absent outside the CBD. There are also opportunities to revive the existing node on Crawford Street.



The third direction is to **support small-scale infill housing approaches** in established areas while retaining existing structures and character. This direction is particularly relevant to heritage areas, but also has general application throughout Central Queanbeyan.



Each of these directions is explored in more detail below.

4.1 'Rightsizing' the CBD core

The extent of Queanbeyan's CBD that is zoned E2 – Commercial Centre aligns with the extent of the original 18th century plan that is, east of the Queanbeyan River. There are approximately 46 hectares of E2 zoned land that employment floor space, dwellings, and surface car parking. The intensity of land uses in the CBD is relatively low with the predominant scale of development being one and two storeys with a small number of taller buildings that are commercial, residential and including Council's offices on Crawford Street.

Analysis of demand for employment floor space found that the demand for additional floor space is relatively modest and could be accommodated several times over within the capacity that is available in the existing CBD. We are also aware that the current requirements in the CBD to provide active ground floor uses may also be a barrier to providing housing development redevelopment.

While it is typically prudent to retain employment zoned land or encourage mixed employment and housing developments in city centre environments, in the case of Queanbeyan there appears to be an abundance of opportunities to accommodate future growth in employment and economic activity and reducing the extent of the E2 zoned area may be warranted.

A strategy of 'rightsizing' the CBD core would involve concentrating requirements for active ground floor uses within a smaller, more clearly defined core area. This will create more opportunities for pure residential development in a location that provides good access to existing services and amenities.

To provide for future flexibility, the design of the ground floors of new residential development might be configured to allow conversion from residential uses to non-residential. Strategies could include flexible space at ground level (e.g. spaces that might be readily converted between living spaces, bedroom or offices), higher floor to ceiling heights to accommodate commercial activities, or design of streetscape interfaces to be adapted or converted from residential to alternative uses over time.

Importantly, any future development in the CBD will have to account for issues associated with potential risks and impacts of both overland and riverine flooding that affect some areas. Strategies to address these issues are likely to affect building design, the use of basements, and appropriate uses.



Flexible built form: Rezone E2 to permit residential development but require 'commercial capable' built form.

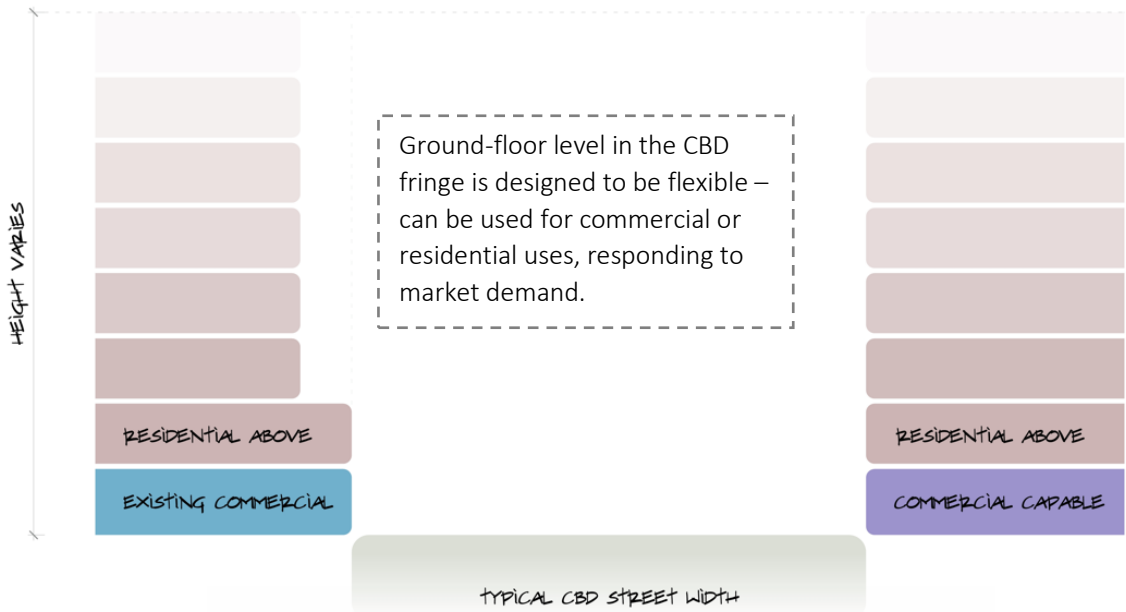


CBD built form: Encourage mid-rise 'street enclosing' built form in the CBD core.



Active frontages: Existing controls don't appear to be working as intended

Figure 6: Right-sizing the core of the CBD



4.2 Encourage housing density where there is amenity

While the CBD has concentration of services and amenities that can provide a supportive environment for higher density housing, the rest of Central Queanbeyan has relatively few local amenities or 'activity nodes' that are often the focal point for areas of medium and high density housing.

There is a potential opportunity to identify locations for a series of small-scale activity nodes across Central Queanbeyan that provide a focus for series of local walkable neighbourhoods, around the CBD.

Combined housing density and amenity through activity nodes means concentrating growth around a series of existing and new nodes, rather than spreading development thinly across Central Queanbeyan. This allows investment in open space, transport and other infrastructure to be focused where it will support the greatest number of residents. It also reflects the different character areas found across Central Queanbeyan, directing different types and intensities of housing to the locations best suited to them.

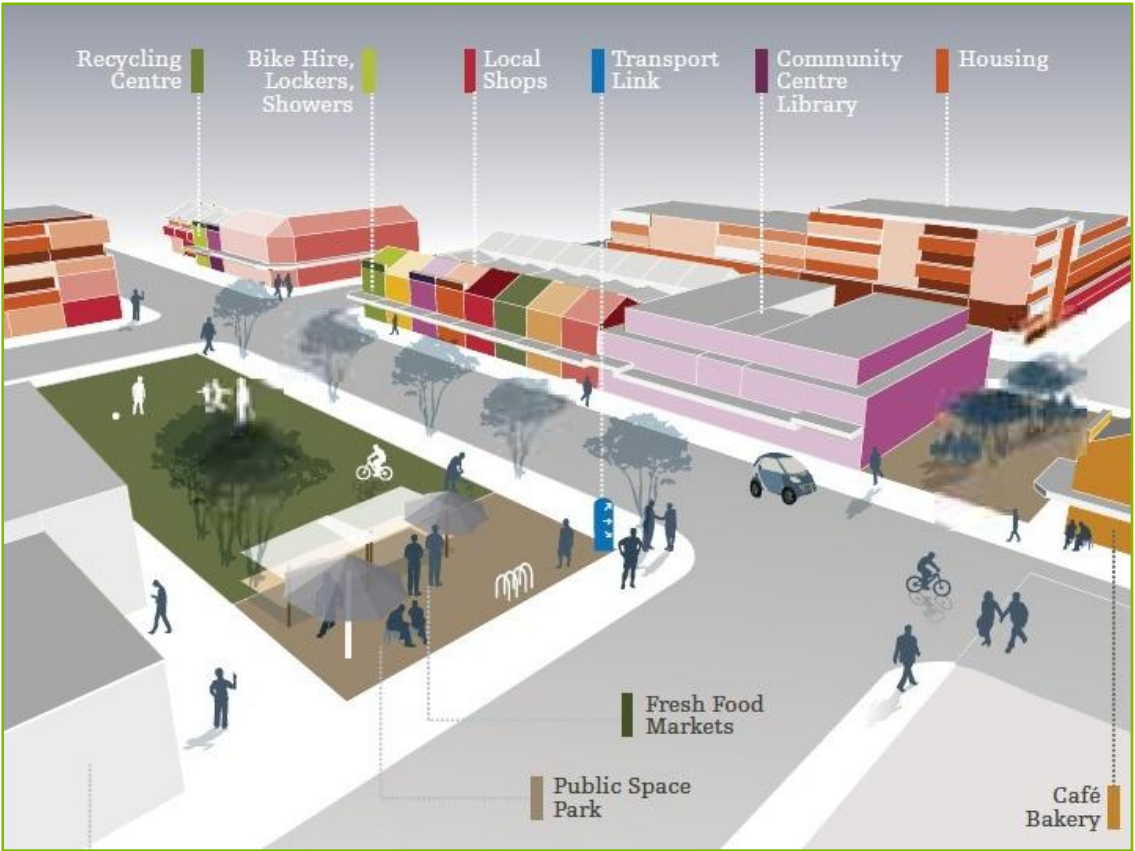
There is an **existing node at the intersection of Crawford Street and Uriarra Road** where the exist fabric and zoning supports a mix of uses and there are opportunities for additional infill housing through redevelopment of areas of detached housing that are adjacent to that node.

Three opportunities for new nodes have been identified:

- In Queanbeyan East at the intersection of Macquoid Street and Atkinson Street
This location already contains diversity of medium density housing and further redevelopment opportunities might be enabled through planning changes. But this part of Queanbeyan lacks a focus for local amenity. The existing commercial activity north of Bungendore Road is more oriented towards a regional catchment rather than the needs of local residents.
- South of the CBD around the intersection of Comma Street and White Avenue
This location is close to the CBD but is distinguished by a more conventional suburban street grid. The heritage character makes this location more situated to small-scale interventions that add additional dwellings whilst respecting and retaining the existing build form. A local activity hub might be appropriate in Comma Street where there are some existing small shops.
- In Crestwood around the intersection of Morton Street and Crest Road.
Crestwood features larger lots that could support housing growth but lacks an obvious node or focus. Morton Street is a key route through the suburb, connecting to the CBD and industrial area to the west; and the intersection with Crest Street is a potential location for local activate uses and higher density development.

Supporting the development of these local nodes with mixed use and higher density can provide a network of identifiable local places that are currently lacking in Central Queanbeyan. This strategic direction can be supported by public realm enhancements, new or enhanced public spaces, landscaping and place-making initiatives (e.g. tactical urbanism, public art, place activation, etc.).

Figure 7: Encourage housing density around nodes with local amenities



Source: SGS Economics and Planning¹⁶ and Shutterstock¹⁷

4.3 Incremental, small-scale, low-impact infill housing approaches

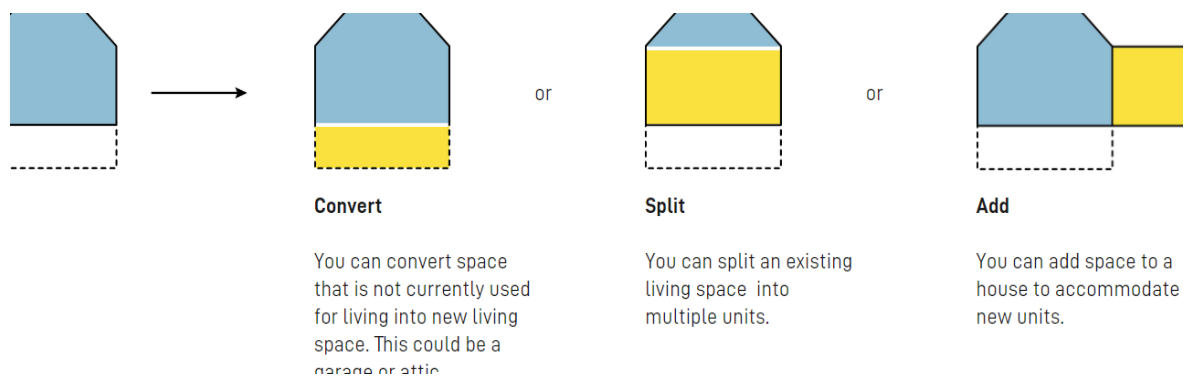
In locations where the existing character is an important feature, it can be challenging to incorporate conventional infill housing development that relies on the complete demolition of the existing built fabric and landscaping. In these circumstances, smaller scale, incremental approaches to housing growth and change can provide additional dwellings in established areas while retaining existing structures (see Figure 4). These ideas have been explored in North America often under the banner of ‘the missing little’ – as distinct from the missing middle – although have become more widely discussed in the Australian context (e.g. the concept of ‘bluefields development’).

Low-impact models for infill means identifying types of development that can add housing density and diversity within heritage and character areas, while remaining compatible with the existing streetscape and heritage values. This also supports the opportunity to revisit the spatial application of the Neighbourhood Character Statements so these are more consistent with the LEP and better reflect the broader character precincts they sit within.

These approaches have the benefit of requiring less investment than larger housing development projects, while addressing changing housing needs, extend the life of the existing housing, and are generally modest interventions that will have a lower impact on existing character and amenity.

An extension of these incremental approaches is to combine the extension and splitting of existing dwellings with new dwellings (granny flats or accessory dwellings) to triple the density of existing housing with a relatively modest increase in site coverage and building footprint.

The examples on the following page demonstrate how existing single detached dwellings can be redeveloped as three smaller dwellings while retaining privacy, amenity and landscape character.



Source: ReHousing¹⁸

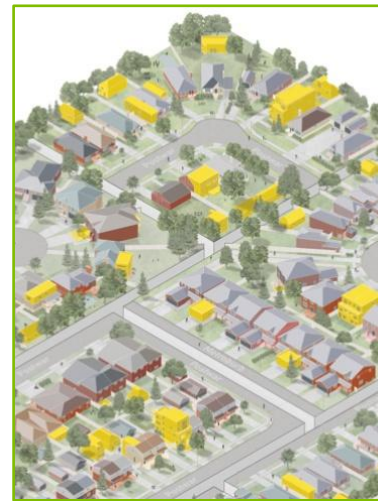
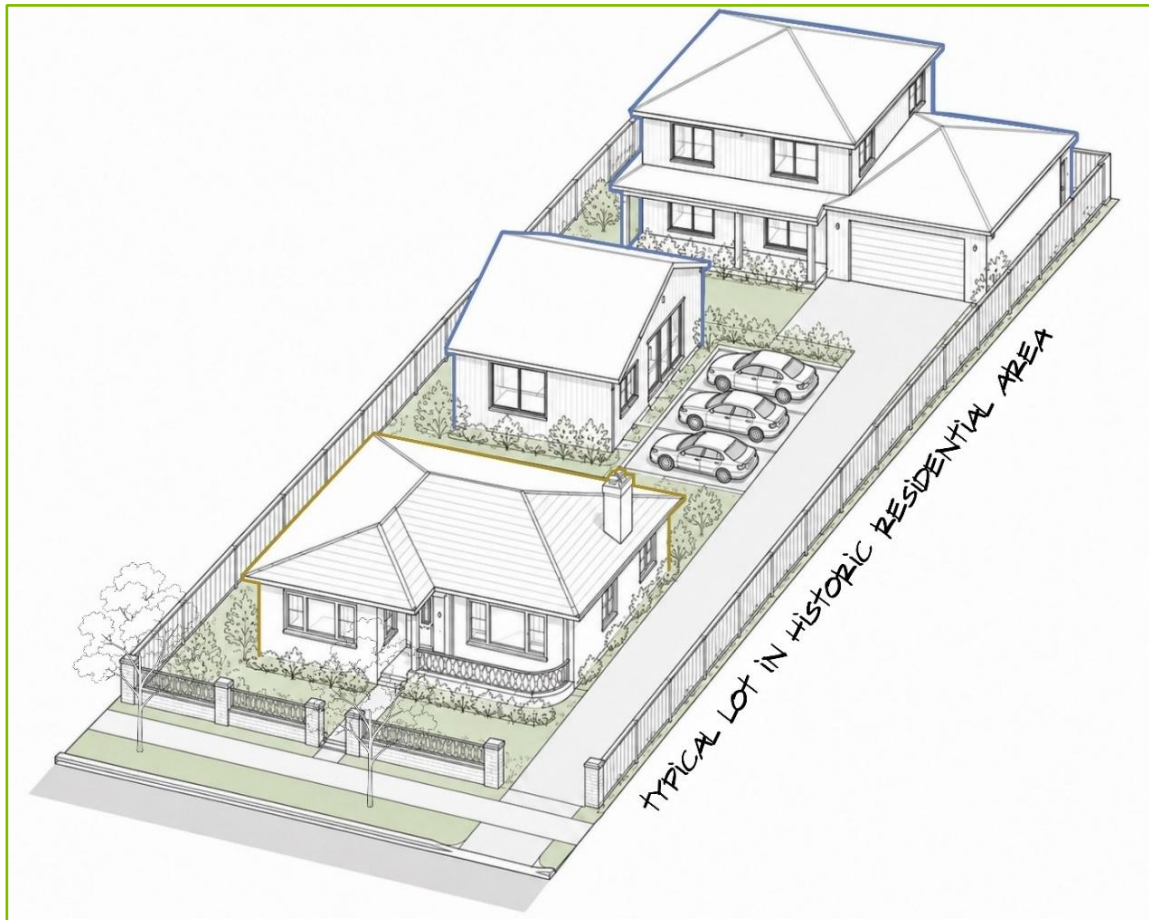
Small and incremental changes can be made to existing housing through conversion, splitting, addition and combinations of these strategies.

¹⁶ City of Sydney (2008) Sustainable Sydney 2030 Strategy

¹⁷ Shutterstock image, Wharf Street, Murwillumbah, NSW.

¹⁸ ReHousing, <https://rehousing.ca/>

Figure 8: Example of small-scale infill housing project



Source: Place Logic, Damian Madigan,¹⁹ ReHousing.²⁰

¹⁹ What is Bluefield Housing? <https://bluefieldhousing.com.au/what-is-bluefield-housing/>

²⁰ ReHousing, Citizen Developers Guide, <https://rehousing.ca/Citizen-Developers-Guide>

5. Precinct concept plans

The section explores opportunities within specific precincts of Central Queanbeyan to encourage infill housing development through planning changes, drawing on the strategic directions described above.

5.1 Overview

The evolution of the Central Queanbeyan area described above has resulted in different existing conditions and built form outcomes. Consideration of the unique characteristics of different locations is warranted to identify the opportunities in each place to accommodate growth, and the preferred built form characteristics.

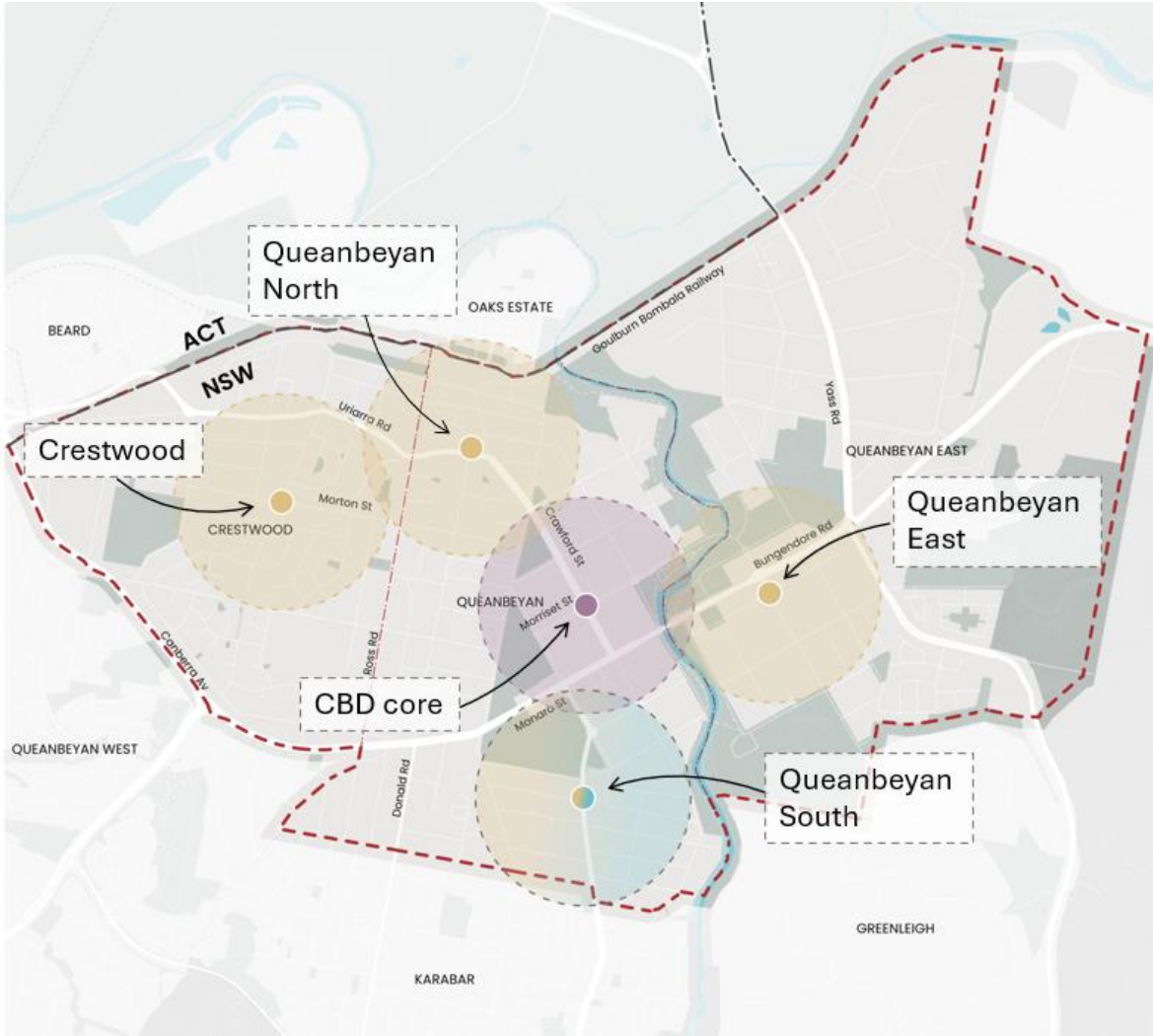
The five local areas addressed in this section have been selected as they collectively demonstrate the opportunities presented by the three strategic directions. These areas are as follows:

- CBD core
- Queanbeyan South
- Crestwood
- Queanbeyan East, and
- Queanbeyan North.

For each location, a precinct concept plan has been prepared that includes the following elements:

- A description of the precincts, its existing characters and features
- A precinct plan showing the opportunities and constraints
- Identification of built form typologies that are suitable to the specific conditions
- A description of the potential planning changes and other interventions required to implement the precinct plan concepts and typologies.

Figure 9: Five precincts with concept plans in Central Queanbeyan



Source: Place Logic and SGS Economics and Planning, 2026.

5.2 Queanbeyan CBD core

Precinct description

The Queanbeyan CBD is the commercial and civic heart of Central Queanbeyan, built on the town's original 19th century grid layout. The CBD is host to a mix of low scale retail and commercial development, civic uses and medium to higher density residential uses.

The CBD has all the ingredients for a successful mixed use centre supporting both employment and housing. It features existing anchor retail uses that provide a 'retail heart'. It also supports a wide range of retail and other services for workers and residents. It also benefits from good access to open space to the east and west.

The CBD currently features around 46 hectares of land zoned Commercial Centre (E2).

Issues and opportunities

- Although a large portion of the CBD is set aside for active ground floor uses, active frontages are confined to just a few streets (Monaro, Morisset and Crawford Streets) and most other streets feature blank building façades or car parks. Future growth is unlikely to need all the 'planned' opportunities for activity ground floor uses. There is an opportunity to therefore reconsider whether the current extent of the E2 zoning is appropriate or whether alternative and more flexible zones might be applied.
- Central parts of the CBD are flood affected, limiting development potential. These areas most affected by potential flooding might be suitable employment rather than housing to reduce potential risks of residents being trapped or displaced by a major flood event.
- The current DCP controls require large front setbacks above street wall heights to preserve the low-scale main street character. This approach significantly reduces development potential and affects the viability of redevelopment (noting also that the DCP controls do not have effect where they conflict with the LEP). This strategy is an opportunity to consider alternative built form responses based on mid-rise built form and enclosed streetscapes rather than the traditional two storey main street with 'towers' above.

Concept plan design strategies

- Redefine the CBD core as a smaller, well-defined and more activated core with mid-rise building typologies, with consideration of flooding constraints on future development. Identify locations for activity frontages within the CBD core.
- For the remainder of the current CBD area (extent of area that is currently zoned E2) allow residential development but require adaptable ground floors, so as not to preclude the potential for alternative ground floor uses in the (longer term) future.
- Further investigate and identify sites that may have limited development potential due to the risk of flooding (for example, those shown as affected by FPPC1 below), but could provide opportunities for flood mitigation works that could protect other parts of the CBD. The ultimate designation of these sites for commercial, mixed use or other land uses should be informed by a detailed understanding of the flooding risks.

Precinct Concept Plan Queanbeyan CBD

Interventions



- ① 'Right-sizing' the CBD core - strategy applied.
- ② Explore aspirations for improved open space and pedestrian connectivity within the fine grain of CBD superblocks, enhance existing open spaces and parks, and serve WSUD functions.
- ③ Updated extent of revisited active ground floor requirements to a more concentrated area.
- ④ Commercial-capable ground floor condition could facilitate housing growth within the CBD while maintaining options for commercial uses in future.
- ⑤ Blocks within proposed mixed-use zone encumbered by FPPC1 - for further Council consideration

Legend

- Proposed commercial zone
- Proposed extent of zoning - 'right-sizing' strategy applied
- Proposed mixed-use zone
- Low density residential + community use
- High density residential zone
- Opportunity for open space connectivity / WSUD intervention
- Mandatory commercial active street frontage condition
- Commercial-capable street frontage condition
- Blocks affected by FPPC1

Preferred/suitable infill housing typologies

Typology	Attributes/description/location	Key metrics
CBD core perimeter-block mixed use  Shop-top apartments	- Employment, retail or community uses at ground level with residential above. - Built to the street to reinforce active frontages and form a continuous urban street wall. - Suitable within the commercial core. - Upper-level form responds to heritage buildings, sunlight, wind and public-domain conditions. - Areas not taken up by building envelope to provide sufficient area for tree canopy and water permeability.	- Indicative Dwelling Density: 180-250 dw/ha - Typical height: 4–6 storeys, with taller forms up to approximately 30m - Typical street setback: 0m - Upper-level setback: generally 0m; may vary in response to heritage items or heritage conservation areas - Site coverage: varies according to site and building configuration - Typical FSR: approximately 3:1 - Living Infrastructure: residual site areas may accommodate canopy planting, permeability and water-sensitive urban design, including suitable podium planting.
Mid-rise apartment – flexible ground level  Commercial capable	- Predominantly residential development located at the edge of the CBD and along streets transitioning between the commercial core and established residential areas. - The ground floor may initially contain dwellings but is designed for future conversion to commercial, community or workspace uses as demand emerges. - Taller ground-floor spaces, level access and adaptable structure and services support future conversion.	- Indicative Dwelling Density: 80-150 dw/ha - Typical height: 3–6 storeys, 12–20m - Typical street setback: 3m - Typical site coverage: 80% - Typical ground-floor clear height: 3.3m - Typical FSR: 2:1 - Living Infrastructure: 15% canopy coverage, 15% permeable surface area.

Potential planning changes and interventions

Land use

- Concentrate mandatory active non-residential ground-floor uses within a smaller retail and civic core, focused on streets where activity can be sustained.
- Investigate mixed-use zoning or equivalent provisions in transition areas to allow residential ground floors that are designed for future conversion to commercial, community or workspace uses.
- Align land-use intensity and permissible uses with Council's flood planning constraints, directing more vulnerable residential uses away from locations of greatest risk.

Built form

- Review CBD height, FSRs, site coverage and setback controls together to support a compact mid-rise perimeter-block forms, rather than a low street wall with isolated towers above.
- Limit upper-level setbacks to locations where they are needed for heritage, solar access, wind or public-domain outcomes.
- Establish adaptable ground-floor for transition mixed use areas, including potential controls for suitable floor-to-floor height, level access and structure/services that support future conversion.
- Require flood-responsive development to maintain active, visually permeable street edges and safe access, avoiding blank undercroft or parking frontages, noting that basement parking in Central Queanbeyan is more difficult due to the high-water table.

Public realm

- Prioritise shade, awnings, seating, street trees and safer crossings within the concentrated core and along connections to the river and open-space network.
- Coordinate public-domain and flood-mitigation works with redevelopment, including mechanisms for staged delivery.

Figure 10: Precedent images for planning changes and interventions above



Source: Place Logic, Hill Thalys Architecture,²¹ Austin Maynard Architects,²² Eeles Trelease,²³ Squillace Architects.²⁴

5.3 Queanbeyan South

Precinct description

The Queanbeyan South precinct sits to the south of Central Queanbeyan, in between the CBD and Karabar, and is close by to important community facilities including Queanbeyan Public School, childcare facilities, and Queanbeyan Showground.

One of the key features of this area is its heritage character, with the precinct sitting within a general heritage conservation area, which extends from Cooma Street to the east past Thorpe Avenue. The opportunity in this area will be for low-impact forms of infill housing, which allow for additional dwelling density and diversification to be created but in a way that respects the existing heritage. Other parts of the precinct, such as those that are not included in the conservation area, may also be opportunities for other forms of infill housing.

Issues and opportunities

- The heritage conservation area applies to the east of Cooma Street, which constrains the type of infill development that can potentially be delivered.
- Some blocks to the west of Cooma Street have already been developed as infill housing types consistent with the R3 zoning, and as such are unlikely to be redeveloped.
- There is substantial existing canopy coverage across the precinct.
- The size and shape of blocks in this area are typically large enough to allow for the width of a driveway, and therefore potential accessibility for supplementary dwellings to the rear of existing single dwelling blocks.

Concept plan design strategies

- Creation of a new 'node' which is centred on the intersection between Cooma Street and White Avenue, building on its relatively central placement in relation to the surrounding community uses, existing medium density housing forms, and as a gateway from this part of Central Queanbeyan into the CBD.
- Existing space used for informal kerbside parking can be utilised to formalise desired level of parking provision in the area and integrate with an improved streetscape and pedestrian environment to accompanying infill growth. Where tree canopy is less consistent this could be enhanced with additional plantings.
- Heritage quality and regularity of block sizes and orientation mean this is a unique precinct to consider for incremental, small scale and low impact forms of infill development, for example, which maintain heritage facades while allowing for additional dwellings in different configurations further back (depending on the block).

²¹ Studios 54, Surry Hills, units suitable for residential or commercial uses, <https://www.hillthalis.com.au/projects/studios-54?sector=Multiple%20Residential>

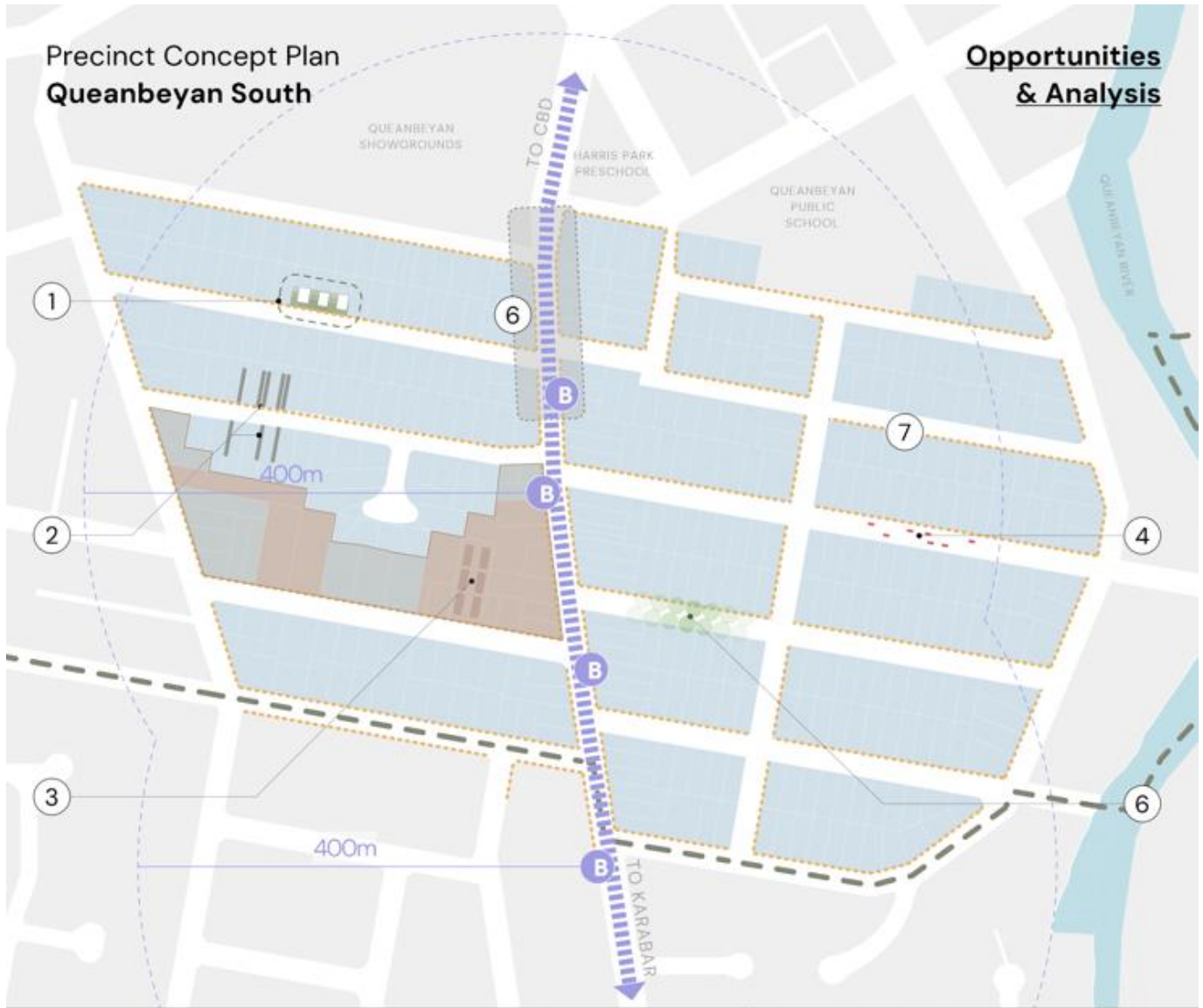
²² Parklife, Brunswick, <https://www.maynardarchitects.com/all-projects/parklife>

²³ The Anchorage, Woolloomooloo, <https://www.eelestreale.com/the-anchorage>

²⁴ Maison & Deux, Hunters Hill, <https://www.planning.nsw.gov.au/government-architect-nsw/housing-design/good-design-for-housing/housing-map/maison-deux-hunters-hill>

Precinct Concept Plan Queanbeyan South

Opportunities & Analysis



- ① Historic streetscape character observed
- ② Lots typically have space to allow for driveway along the length of the lot
- ③ Existing infill synonymous with R3 zoning
- ④ Kerbside parking commonly observed – opportunity to rationalise formalised on-street parking and improve pedestrian experience through street improvements
- ⑤ Good public canopy coverage observed in most streets with opportunity to reinstate canopy in sparse areas
- ⑥ "Gateway" to CBD and existing commercial/retail offering suggests a logical node
- ⑦ Generally footpaths directly adjacent lots on one side of the block

Legend

- Public Transport Route
- Existing Bus Stop
- Footpath
- Area of which existing single dwelling typology is mostly maintained and is suitable for incremental, small scale, low-impact infill
- Areas with pre-existing infill
- Current zoning – R3 Medium Density
- Coverage – 400m
- Key node – 'gateway' to CBD & existing commercial/retail

Preferred/suitable infill housing typologies

Typology	Attributes/description/location	Key metrics
Co-Located Housing²⁵  Co-located housing	- Multiple independent homes co-located within an existing residential lot. - The established dwelling and its contribution to the streetscape are retained, with compact additional homes accommodated behind. - Dwellings are arranged around shared landscape while maintaining identifiable entrances and private living spaces. - Consolidated vehicle access and parking reduce driveway crossovers and hardstand. - Suitable for deep residential lots with side access and capacity for sensitive infill behind the existing dwelling.	- Indicative Dwelling Density: 30-50 dw/ha - Typical building height: 2 storeys - Typical street setback: consistent with the established street - Typical Site coverage: 55% - Typical FSR: 0.7:1 - Typical Lot Frontage: >14m - Living infrastructure: 25% canopy coverage, 25% permeable surface area.

²⁵ Note the co-located housing typology would be classified as 'multi dwelling housing' under the QPRLEP, where: "**multi dwelling housing** means 3 or more dwellings (whether attached or detached) on one lot of land, each with access at ground level, but does not include a residential flat building."

Potential changes and interventions required

Land use

- Retain the precinct's predominantly residential role but consider opportunity for expanding small-scale commercial and/or community activities at the nominated node on Cooma Street.
- Review LEP controls to support co-located housing and other low-impact infill forms on lots with heritage value (minimum lot size, parking requirements, set back set, etc.)
- Amend QPRLEP to permit multi dwelling housing in R2 zones, to allow for co-located housing typologies to be delivered in these areas.

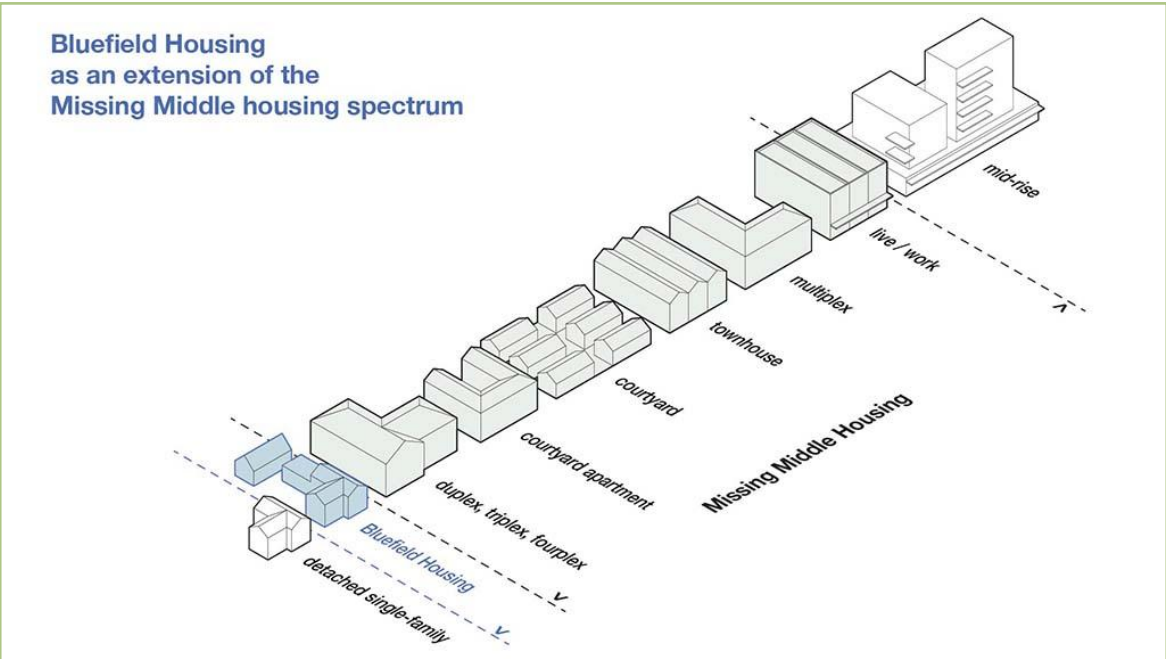
Built form

- Develop guidance on how existing dwellings can retained, extended and adapted to provide multiple smaller dwellings without the need for substantial demolition, with new homes behind and subordinate to the established streetscape.
- Review relevant DCP provisions as a coordinated package, including density or site area, setbacks, parking, private open space and landscaping, to ensure demonstrated co-located arrangements can be delivered without eroding existing character
- Encourage shared vehicle access to the rear, consolidated parking and retention of front gardens and deep soil; manage privacy through orientation, window screening and landscape rather than blanket setbacks.

Public realm

- Investigate a small public-realm focus such as Cooma Street and White Avenue or Cooma Street and Isabella Street, with safer crossings, shade, seating and wayfinding to schools, childcare and open space.
- Retain and reinforce heritage streetscape elements, including front gardens, low fencing and mature tree canopy.
- Investigate formalisation of on-street parking.

Figure 11: Precedent images for planning changes and interventions above



Source: Damian Madigan,²⁶ SA Department for Housing and Urban Development,²⁷ Nobel Carter Architects.²⁸

²⁶ What is Bluefield Housing? <https://bluefieldhousing.com.au/what-is-bluefield-housing/>

²⁷ Co-Located Housing An Explanatory Guide, Version 8 August 2024, https://plan.sa.gov.au/have_your_say/code-amendments/view_consultation_item?catsid=10028

5.4 Crestwood (Morton St)

Precinct description

Crestwood is a predominantly low-density suburb, located to the west of the Queanbeyan CBD, and directly adjacent the border with the ACT. Crestwood was established as part of the Post-War Suburban Growth era of development in Queanbeyan (as described above), and as such, it has a largely suburban urban character with low density forms of housing and curvilinear street patterning dominant.

There isn't a clearly established existing commercial centre within Crestwood currently. However, there may be an opportunity for a new 'node' in the suburb to service localised needs – with the potential to both support new infill and improve amenity for existing residents.

Issues and opportunities

- There are some areas with established medium density dwellings, but the predominant typology is detached dwellings.
- Being largely detached dwellings means there are larger blocks with more potential for considered infill development. Some areas have lot configurations that are relatively regular in terms of shape and size, particularly along Morton Street, which present the best potential for redevelopment.
- Without an established centre for local retail or services within the suburb, residents are reliant on either the CBD or travelling to Canberra for these needs. Having a smaller/ local option for small scale retail and/ or services would potentially encourage walkability, reduce pressures on the road network from residents not having to travel to the CBD or Canberra as often.
- The area proximate to the intersection of Morton Street and Crest Road is in a centralised location, and has key features that could be utilised to create a new node for activity, around which the appropriate types of infill could be concentrated.
- Most of Crestwood is not flood-affected and is therefore less constrained than other parts of Central Queanbeyan.

Concept plan design strategies

- Proposed activity node to be created around the Morton Street/ Crest Road intersection, building on its central location and accessibility to the CBD and elsewhere, which could see commercial uses servicing local needs. This would likely require rezoning part of this area to E1 Local Centre to facilitate.
- The regularity and orientation of lots along Morton Street are going to be most suited medium density infill, noting that in some cases this may require amalgamations to design dwellings appropriately – for example for terraces which require a certain width of lot.
- There is an existing, seemingly unused green space to the north of the proposed node, on Kinkora Place, which could be considered for other land uses (which could include housing), or for embellishment as a green space to support the existing community and future growth around the node.

²⁸ Middle House, Brisbane, <https://housesawards.com.au/gallery/2022/emerging-architecture-practice/YLPOF4W6R16>

Precinct Concept Plan Crestwood (Morton St)

Opportunities & Analysis



- ① Regular lots along Morton St with good orientation, suited to a range of medium density infill options (amalgamation and single-lot development).
- ② Investigate potential of undeveloped Kinkora PI site for alternative uses. Explore potential of adjacent area of interest for alternative housing models e.g retirement living; contingent on activity node providing potential retail offering.
- ③ Consider street/public realm upgrades to improve canopy coverage, pedestrian comfort and connectivity, and formalise on-street parking.
- ④ Support improvements to existing open spaces for improved amenity for residents existing and future.
- ⑤ Intersection of Morton St and Crest Rd as a key driver of small-scale activity nodes.

Legend

- Public Transport Route
- Existing Bus Stop
- Footpaths within/along areas of interest
- Activity node
- Coverage - 400m
- Area of interest
- Investigate and rationalise Interface of R3 (Medium Density) and R2 (Low Density)

Preferred/suitable infill housing typologies

Typology	Attributes/description/location	Key metrics
Multi dwelling housing (terraces) / attached dwellings  Terraces <i>*Note: where attached and terrace dwellings are suitable, these areas can also accommodate dual occupancy and secondary dwelling typologies</i>	- Three or more attached, ground-oriented dwellings addressing the street. - Suitable for wider or amalgamated sites that can accommodate consolidated vehicle access and rear parking. - Individual entrances provide each dwelling with a clear street address, while shared access reduces driveway crossovers and supports a more continuous landscaped frontage. - Provides an efficient increase in housing density while maintaining a low-rise residential scale.	- Indicative Dwelling Density: 40 -60 dw/ha - Typical building height: 2 storeys - Typical street setback: 3 m or consistent with the established street - Typical Site coverage: 60% - Typical FSR: 1.1:1 - Typical Lot Frontage: >25m - Living infrastructure: 15% canopy coverage, 15% permeable surface area - Suitable site crossfall: Flat to gentle slope <5%.
Manor House  Manor house	- A small apartment building designed to read as a single substantial house within an established residential streetscape. - Apartments are ideally arranged so that each dwelling has three external walls, supporting natural light, outlook and cross-ventilation. - Suitable for larger or consolidated residential lots where increased housing diversity can be accommodated within a predominantly detached-housing setting.	- Indicative Dwelling Density: 40-60 dw/ha - Typical building height: 2 storeys - Typical street setback: 4 m or consistent with the established street - Typical Site coverage: 60% - Typical FSR: 1.1:1 - Typical Lot Frontage: >15m - Living infrastructure: 15% canopy coverage, 15% permeable surface area.
Co-located housing	See detail above	See detail above

Potential planning changes and interventions

Land use:

- Consider rezoning selected parts around the intersection Morton Street and Crest Street to support an activity node for commercial and/or community uses.
- Investigate potential uses/opportunity of the Kinkora Place open space block to facilitate housing or other uses and support the node.
- Review spatial application of R2 and R3 zones in this area to support delivery of medium density forms concentrated around Morton Street and create a transition between densities and typologies from north to south.

Built form:

- Update LEP and DCP controls to ensure that dual occupancy, multi-dwelling terraces, manor houses, and co-located housing forms are permitted and technically feasible to be delivered, including any precinct-specific provision to apply to this area.

Public realm:

- Deliver place-making and public domain enhancements and embellishments around the intersection to increase amenity and support the location as a node.
- Investigate opportunities to enhance nearby open space to support amenity of the node, such as Freebody Recreational Reserve to the west.
- Further investigate water infrastructure capacities and appropriate management measures given the precinct spans two different water pressure zones.

Figure 12: Precedent images for planning changes and interventions above



Source: Bird de la Coeur Architects,²⁹ Degenhart Shedd Architecture and Urban Design,³⁰ Studio Johnson.³¹

²⁹ Tarakan Street Housing, <https://birddelacoeur.com.au/projects/details/tarakan-street-social-and-affordable-housing>

5.5 Queanbeyan East

Precinct description

East of the CBD and Queanbeyan River and south of Bungendore Road, this precinct is bounded by mixed use and some light industrial uses to the north and north-east, and by Queanbeyan Golf Course to the south. It contains St Gregory's Primary School and TAFE NSW and is served by existing bus routes into the CBD. Established in the Early Expansion era, interwar housing styles are still evident in some streetscapes, though much of the precinct been redeveloped with a range of infill housing typologies, including townhouses, villa units and residential flat buildings.

There is currently no local centre within the precinct. The area of commercial activity north of Bungendore Road is oriented to distinct rather than local needs, and is difficult to reach on foot for residents south of Bungendore Road due to a lack of pedestrian crossings. The opportunity in this area will be for a new 'node' centred on the intersection of Macquoid Street and Atkinson Street, around which further infill could be concentrated.

Issues and opportunities

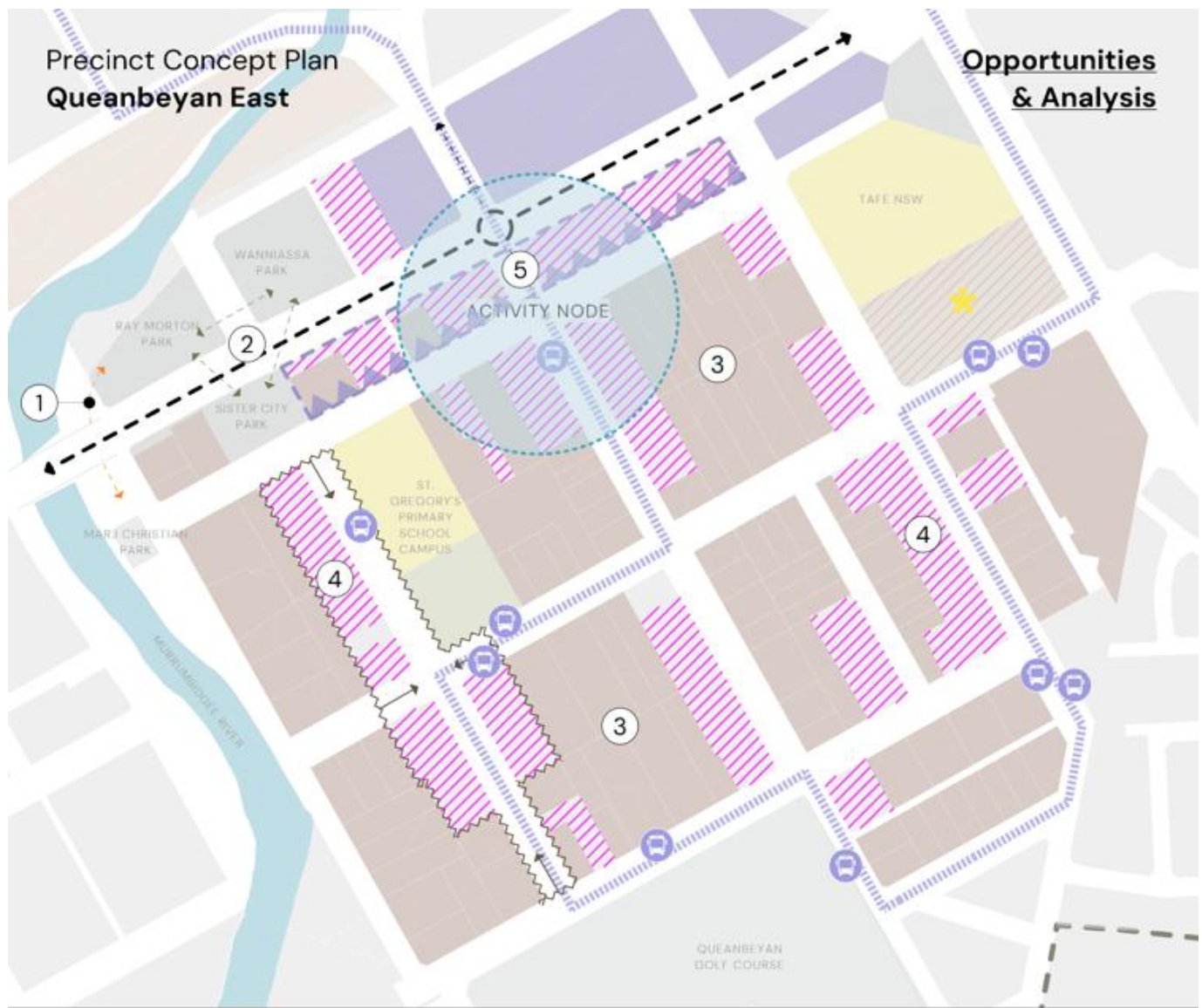
- Much of the precinct has already been developed with infill housing typologies, and is unlikely to be redeveloped. Remaining opportunities for infill are dispersed, but generally grouped in clusters. The interface between R4 and R2 zones along Molonglo Street creates a change in permissible density.
- Areas of interest include east-west oriented lots of between 600 and 1,000 sqm, gently sloping and within 200m of public transport.
- Only one safe pedestrian route linking Queanbeyan East across Bungendore Road, near the river.
- Most of the precinct is not constrained by flooding, with the lots closest to the Queanbeyan River already including substantial redevelopment.

Concept plan design strategies

- Proposed activity node around the Macquoid Street/Atkinson Street intersection, capitalising on the central location, existing bus stops, and surrounding infill housing. Potential for residential-led mixed use with commercial-capable typology at ground level.
- Areas of interest are suitable for infill housing, noting that in some cases this may require lot amalgamation. Co-located housing may be most appropriate for interface with St Gregory's Primary
- Opportunities to enhance open space and park linkages, including to Ray Morton, Wanniasa and Sister City Parks, and pedestrian connectivity to retail uses north of Bungendore Road.
- The southern portion of the TAFE NSW site could be considered for alternative uses, including housing, in line with Council's current consideration of the site.

³⁰ ENVI Micro Urban Village, <https://www.degenhartshedd.com.au/envi>

³¹ Manor Homes 01 by Studio Johnston, NSW Government Pattern Book, <https://www.planning.nsw.gov.au/sites/default/files/2025-07/manor-homes-01-by-studio-johnston.pdf>



Opportunities & Analysis

- ① Only pedestrian route linking Queanbeyan East safely across Bungendore Road
- ② Explore opportunities to enhance open space and park linkages, improving pedestrian permeability and safe access to amenities north of Bungendore Road
- ③ Precinct area predominantly characterised by existing medium density infill, including townhouses/row housing, single storey villa units, residential flat buildings
- ④ Areas of interest are primarily east-west oriented lots of 600–1000m², gently sloping and well within 200m of public transport.
- ⑤ Investigate residential-led mixed use opportunities, with ground floor flexibility for compatible local amenities within the precinct's walking catchment

Legend

- Investigate and rationalise Interface of R4 (High Density) and R2 (Low Density)
- Current mixed-use zoning
- Explore potential for alternative use i.e. commercial-capable
- Areas displaying pre-existing infill (or non-residential uses)
- Area of interest
- Community / education
- Potential site for alternative use i.e. residential
- Existing Bus Stop
- Commercial-capable street frontage condition
- Activity node

Preferred/suitable infill housing typologies

Multi dwelling housing (terraces) / attached dwellings, co-located housing, manor house, mid-rise apartment and commercial-capable typologies (as described above).

Potential planning changes and interventions

Land use:

- Consider rezoning selected sites around the Macquoid Street/Atkinson Street intersection to support an activity node with residential-led mixed use and compatible local commercial/community uses.
- Investigate mixed-use zoning or equivalent provisions along Macquoid Street, within and adjoining the node, to allow for commercial capable infill typology.
- Review the application of the R4 and R2 zones along Molonglo Street, and potential to prioritise co-located housing given the sensitivity of the school interface.
- Further investigate the southern portion of the TAFE NSW site for appropriate alternative uses, which may include housing.

Built form:

- Consider precinct-specific design guidelines to ensure development appropriately responds to its context and the character of the precinct.
- Consider commercial-capable ground-floor provisions for key blocks within the node, including floor-to-floor height, level access and street address elements, to allow for retail and basic services to establish within walking distance where there is market demand.
- Encourage lot amalgamation to allow for consolidated rear vehicle access and retention of front gardens and deep soil where lots are redeveloped.

Public realm:

- Consider establishment of a new safe pedestrian crossing on Bungendore Road at Atkinson Street, linking the precinct to retail uses and amenities to the north via active travel.
- Enhance connectivity of the precinct to Ray Morton, Wanniasa and Sister City Parks.
- Consider place-making and public domain enhancements around the node, including shade and seating, and street trees along routes with sparse planting.

5.6 Queanbeyan North

Precinct description

Queanbeyan North is north-west of the CBD, between Henderson Road/ Queanbeyan Station and Morton Street, centred on Uriarra Road and Crawford Street. Established in the Early Expansion era, there are some near-whole sections retaining interwar style single dwellings, with the precinct otherwise predominantly commercial urban support uses and infill housing typologies, including row housing, single storey villa units, and residential flat buildings.

The intersection of Crawford Street and Uriarra Road, anchored by Hotel Queanbeyan, is an existing node with a mix of uses, although some surrounding commercial buildings are vacant. The opportunity in this area will be to revive this node and explore to a secondary 'node' at the intersection of Uriarra Road and Ross Road, around which further infill could be concentrated.

Issues and opportunities

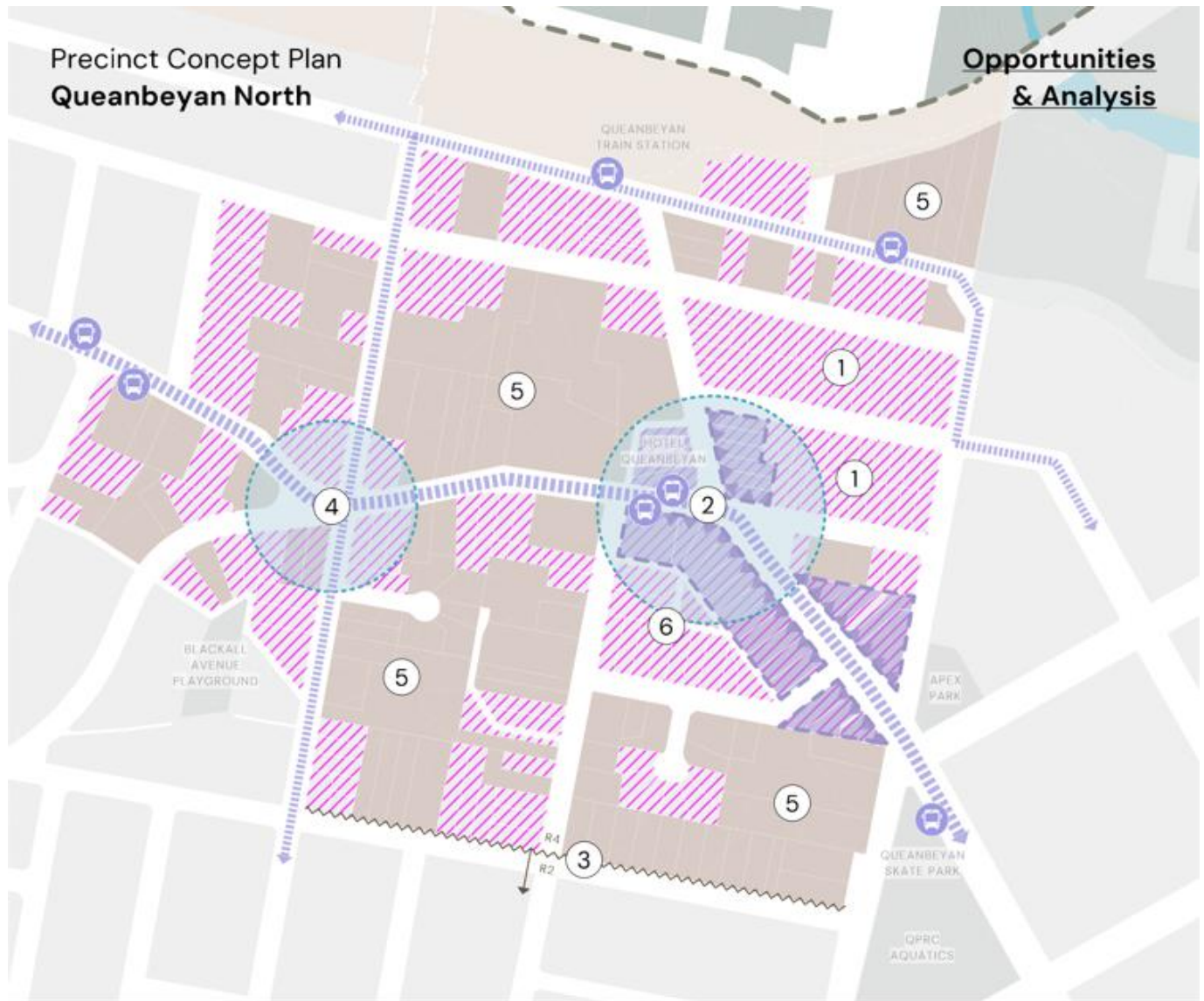
- Sites already developed with infill housing typologies are unlikely to be redeveloped, though some commercial urban support uses, particularly along Crawford Street, are in poor condition and may present renewal opportunities.
- Largely un-redeveloped blocks of interwar single dwellings east of Crawford Street, between Derrima Road and Moore Street, have narrow, deep lots of approximately 450–600 sqm with a mainly north-south orientation, which are suited to co-located housing typologies.
- Vacant or incompatible commercial uses around the Crawford Street/ Uriarra Road node suggest scope for revitalisation.
- The R4 and R2 zones meet along Morton Street, with a heritage character area to the south.
- Area is not significantly affected by flooding, though some low-risk flood areas closer to the CBD.

Concept plan design strategies

- Existing activity node located around the Crawford Street/Uriarra Road intersection, building on Hotel Queanbeyan as a landmark and the surrounding mix of uses, with potential for residential-led mixed use, i.e. commercial-capable, along Crawford Street. Second proposed activity node located around the Uriarra Road/Ross Road intersection, bus route, to provide a local focus for the western part of the precinct.
- The interwar single dwelling blocks east of Crawford Street, some of which possess historic character, are most suited to the co-located housing typology. Other areas suited to infill housing typologies such as terraces, manor houses and mid-rise apartments, noting in some cases may require amalgamations.
- Investigate and rationalise the transition from R4 to R2 along Morton Street, with particular consideration of the heritage character area to the south.
- Explore opportunities to incorporate/ utilise the existing triangular open space accessible via Stornoway Road and Killard Street.

Precinct Concept Plan Queanbeyan North

Opportunities & Analysis



- ① Unredeveloped single dwelling blocks with narrow, deep lots (~450–600m²) and mainly north-south orientation, well suited to co-located housing typologies.
- ② Hotel-anchored key node offers landmark potential, with surrounding vacant (or incompatible) commercial uses suggesting scope for commercial-capable residential uses along the main movement corridor.
- ③ Investigate and rationalise the R4 to R2 zoning interface, with particular consideration of the heritage character area south of Morton Street.
- ④ Explore potential opportunity to establish Uriarra Rd and Ross Rd intersection as a key node.
- ⑤ Precinct area predominantly characterised by commercial urban support uses and development of row housing, single storey villa units, residential flat buildings.
- ⑥ Explore opportunity to incorporate or rationalise underutilised triangular open space.

Legend

- Investigate and rationalise Interface of R4 (High Density) and R2 (Low Density)
- Current mixed-use zoning
- Explore potential for alternative use i.e. commercial-capable
- Areas displaying pre-existing infill (or non-residential uses)
- Area of interest
- Existing Bus Stop
- Public Transport Route
- Explore potential for commercial-capable street frontage condition
- Key node

Preferred/suitable infill housing typologies

Co-located housing, multi dwelling housing (terraces) / attached dwellings, manor house, mid-rise apartment and commercial-capable typologies (as described above).

Potential planning changes and interventions

Land use:

- Consider rezoning selected sites around the Uriarra Road/Ross Road intersection to support an activity node with residential-led mixed use and compatible local commercial/ community uses.
- Investigate mixed-use zoning or equivalent provisions along Crawford Street, within and adjoining the Crawford Street/Uriarra Road node, to allow residential ground floors that are commercial-capable.
- Review the spatial application of the R4 and R2 zones and associated controls along Morton Street, noting the heritage character area to the south.
- Investigate potential uses of the triangular open space accessible via Stornoway Road and Killard Street, including embellishment as open space or other uses that support the node.

Built form:

- Consider precinct-specific design guidelines to ensure development appropriately responds to its context and the character of the precinct, including interfaces with heritage character to the south.
- Consider commercial-capable ground-floor provisions for key blocks within both nodes, such as floor-to-floor height, level access, and street address, to allow for retail and basic services to establish within walking distance where market demand dictates.
- Consider controls that support the built form of the Crawford Street/Uriarra Road node as a landmark, particularly around Hotel Queanbeyan.
- Encourage retention of front gardens and deep soil if/where lots east of Crawford Street are redeveloped for co-located housing.

Public realm:

- Investigate safer pedestrian crossings of Uriarra Road at both nodes.
- Enhance active travel connectivity (walking and cycling) to Queanbeyan Train Station and Apex Park, noting that upgrades to Apex Park are due, with design procurement underway.
- Consider improvements to Blackall Avenue Playground.
- Consider place-making and public domain enhancements around both nodes, including shade and seating, and street trees along routes with sparse planting.

6. Future directions

To support the development of infill housing within Central Queanbeyan, changes to planning controls and other actions are recommended.

6.1 General recommendations

To further support and inform the delivery of infill housing in Central Queanbeyan in practice, there are some key broader strategic actions that will be needed.

Resolution and implementation of flood planning

As noted above, Council is in the process of developing graded categories for the level of flood risk in different locations within Central Queanbeyan. These will be a key factor in determining the suitability of different development types, and thus in informing planning for the area going forward. In particular, resolution of the flood risk and appropriate areas for development is critical in planning for the CBD and its proximity to the Queanbeyan River, including identifying if there are sites within the CBD that should ultimately be excluded from development.

Development of infrastructure master plans

In a similar vein, a solid understanding of the capacity of the existing civil infrastructure within Central Queanbeyan is crucial to planning for any potential future infill and whether additional works and upgrades are required to facilitate growth. As such, the development of appropriate infrastructure master plans will be needed.

Delivery of LGA-wide housing strategy for affordable housing

Planning for the potential locations of new housing, including infill, also needs to be considered in the wider context of the Queanbeyan-Palerang LGA and the need for affordable housing in particular. It is recommended that an LGA-wide housing strategy be undertaken to understand the overall future demand for affordable housing, and identify strategies to achieve the delivery of affordable housing supply. Further planning of infill in Central Queanbeyan can then incorporate these strategies appropriately to provide affordable housing in well-located and serviced areas.

6.2 Strategies and recommended changes

Alongside the broader recommendations, the strategies to implement the three identified strategic directions and precinct concept plans for infill housing in Central Queanbeyan will involve a combination of different actions:

Changes to the Queanbeyan LEP

Change to land use zones should be contemplated in the CBD and the various precincts to facilitate infill housing development in appropriate locations.

Changes to the primary planning controls – building heights, floor area ratios, and minimum lot sizes – are likely to be required.

Changes to the DCP

Changes in the Queanbeyan DCP will be needed to update some of the secondary planning controls – such as setbacks, removal of existing density controls, and requirements to manage flooding impacts.

Non-planning actions

Aside from changes to the LEP and DCP, ‘non-planning’ interventions are recommended to complement new infill housing and fully realise the opportunities and benefits for the community from future growth.

The tables below summarise the series of recommended changes under each of the three strategies above.

Table 4: Recommendations for LEP

Potential change	Rationale
In selected locations rezone and/or update permissible uses within the existing zones to permit a wider range of infill housing typologies as set out in the Strategy.	The existing spatial pattern of zoning appears to be influenced by Queanbeyan’s historical development, existing character and lot sizes. Much of the existing R4 zone land is already developed as apartments and townhouses. Consider either rezoning further areas to R3 or R4 or changing permissible housing types to support infill housing growth in suitable locations. For example, apartments and manor homes are currently not permitted in R2 and R3 zoned areas, and terraces and multi dwelling housing are not permissible in R2 zoned areas. Multi dwelling housing would need to be permitted in the R2 zone to allow for the co-located housing typology in those areas.
In selected locations adjust building height (Height of Building) and density (Floor Area Ratio) controls to match the desired typologies identified in the Strategy.	Outside the CBD, building heights are generally 8.5 and 14 metres – 2 and 4 storeys respectively. Large areas currently zoned R2, R3 and R4 all feature the lower height limit. FAR controls are currently confined to the CBD and mixed-use area. The density of residential development is managed via the DCP. Consider more widespread use of FAR controls to provide clear market signals for the anticipated density of development in different locations. Calibrate height and density controls to ensure they are consistent with the built form typologies they support. Within the CBD building heights are generally 25 and 30 metres or up to 9 storeys with a FAR of 3:1. These are likely to be sufficient given demand and the depth of the market for higher density housing.
In the CBD, rezone selected areas to MU1 Mixed Use to align with precinct concept plan and allow for commercial-capable ground floor typology.	As per the ‘rightsizing the CBD’ strategy, there is a likely surplus of capacity for employment floorspace in the CBD compared to expected demand. The E2 zone requires non-residential uses at ground level (shop top housing) preventing fully residential buildings. An alternative zoning such as the MU1 zone with a requirement for a ‘commercial capable’ ground level, could facilitate housing growth in the CBD while maintaining the option for commercial uses in future.
In the CBD, revisit and update extent of active ground-floor requirements to a concentrated area in alignment with the precinct concept plan.	Consider confirming the requirements for active frontages to a more concentrated core to make the CBD core a more attractive destination with a concentration of active uses as opposed to the current dispersed spatial distribution. The ground-floor activity requirements could be concentrated on a few key streets within the CBD to enact this.
Review and update LEP controls to align with appropriate flood mitigation measures , including Council’s Flood Planning Constraint Categories.	The potential for flooding will remain a fact of life for Central Queanbeyan, particularly as the impacts of climate change accelerate. As such, the key built form controls in the LEP (heights, FSRs, and so on) should be updated where to reflect Council’s understanding and

Potential change	Rationale
	categorisation of the flood risks within the area to contribute to effective mitigation as infill development occurs.
In selected locations reduce the minimum lot size controls to allow for the desired typologies identified in the Strategy.	The current minimum lot size for dual occupancies and secondary dwellings in the LEP are 600 sqm (R3 and R4 zones) and 1200 sqm (R2 zone). These restrictions prevent modest infill development, particularly in the case of the R2 zone. The LEP also applies minimum lot size requirements for multi-dwelling housing and apartments of 750 sqm and 1,000 sqm respectively. These may prevent development of lots that are otherwise suited to redevelopment, particularly of smaller manor home typologies. Review these requirements and update or remove as appropriate. If minimum lot size requirements are warranted, consider to specific locations, based on design-testing, rather than as blanket controls across each zone.

Source: SGS Economics and Planning and Place Logic, 2026.

Table 5: Recommendations for DCP

Potential change	Rationale
Review and revise the spatial extent of the DCP's Neighbourhood Character Precincts in line with the precincts identified in the Strategy.	The current Precincts in the DCP apply to just a small portion of the Central Queanbeyan. There is an opportunity for a more consistent approach to precinct in the DCP, identifying opportunities and constraints in each of the precinct plan locations, and identifying the specific locations where infill development can occur.
Develop and apply a simplified and consistent format for expressing the controls that apply in each precinct.	The extent to which the different types of controls in the DCP apply to the precincts also varies. For example, the existing minimum site area per dwelling controls apply in some precincts and not others, or are dependent on zone. A simplified DCP document, which clearly sets out the spatial extent of where the controls apply, would reduce the existing complexity and improve the interpretability of the controls for all stakeholders. In turn, this will help to facilitate infill development with the rules being clear as to what is expected in terms of character, built form, and so on, across Central Queanbeyan.
Remove the minimum site area per dwelling controls that currently apply to some precincts.	The minimum site area per dwelling in the DCP operates as a control on the density of development but is relatively onerous (i.e. limits density such infill that developments are unlikely to be viable). Removing this control from the DCP and replacing it with FAR controls will provide greater clarity and certainly for future development.
Review all controls in the DCP to ensure their consistency with the	Review DCP controls to ensure these provisions do not discourage or prevent infill housing development in desirable locations. The current controls are a combination of precinct specific and generic controls

Potential change	Rationale
LEP and with appropriate State-led policies and guidelines.	from 2012 (and perhaps earlier) and may introduce unnecessary complexity. The controls in the DCP should also be in alignment with best practice at the State level, such as the Government Architect’s Apartment Design Guide (ADG). While State-level policies like the LMR regions do not currently apply in Central Queanbeyan, they could potentially in the future, and should also be considered as minimum standards to inform redrafting the DCP.
Review and update controls to apply required flood mitigation measures in appropriate flood-prone areas based on Council’s Flood Planning Constraint Categories.	As for the LEP, the DCP should also be updated to reflect Council’s most up to date flood information and ensure that appropriate mitigation measures are embedded in the built form and design of infill as it occurs.

Source: SGS Economics and Planning and Place Logic, 2026.

Table 6: Non-planning recommendations

Potential change	Rationale
Where infill is proposed, ensure that accompanying public realm improvements are planned for and integrated with the new typologies – such as footpaths, pedestrian crossings, and street trees.	The delivery of new infill housing, as well as contributing to housing supply, should also be used to make great places that are walkable and pleasant to be in as much as possible. This is best done by ensuring that as infill housing is delivered, accompanying active travel infrastructure and streetscape elements are also delivered and integrated.
Where infill is proposed, investigate the potential to manage on-street parking demand and provision through the design approaches applied.	The delivery of infill development also presents the opportunity to consider how on-street parking is best provided in Central Queanbeyan, particularly in denser areas like the CBD, where space is at a premium and there is greater competition. Thinking about parking holistically as part of the design stage will help to reduce the potential impacts of new infill development.

In addition to these, it is recommended that review of the LEP and DCP controls be undertaken regularly, to ensure that the planning framework in Central Queanbeyan continues to be fit for purpose and can respond to strategic, market, and other changes.

Appendix A: Preceding studies

This section provides a summary of the preceding studies and evidence base that has informed the preparation of the Infill Housing Strategy for Central Queanbeyan.

Projected growth in Central Queanbeyan

The population of Central Queanbeyan as of the 2021 Census was around 15,500 people, which will have increased in the time since the Census was taken. The population will also continue to grow over time. To understand the potential impact of this on the future demand for housing, employment land, and infrastructure, a series of growth scenarios have been considered, derived from the growth in dwellings that has been observed in recent Censuses:

- A 'business as usual' scenario – where the same dwelling growth rate observed between 2011 and 2021 is projected out to 2041.
- A medium scenario – where twice the observed annual dwelling growth is applied to 2041.
- A high scenario – where three times the observed annual dwelling growth is applied to 2041, reflecting a more ambitious trajectory for infill housing.

The scenarios also assume a step change in terms of the types of dwellings in the study area, towards larger shares of dwellings being delivered as medium and higher density housing types.

The table below shows the conversion of the projected dwelling growth to projected population – with potential growth over the 20-year period between 2021 and 2041 of over 3,100 under the business-as-usual scenario, and up to 9,300 under the high scenario.

Table 7: Projected population growth scenarios, 2021-2041

Scenario	2021	2041	Total growth 21-41	% growth 21-41	Per year growth
BAU	15,550	18,675	3,120	20.1%	155
Medium	15,550	21,795	6,245	40.1%	310
High	15,550	24,920	9,365	60.2%	470

Source: SGS Economics and Planning, 2025, based on ABS, 2011, 2016, and 2021 Censuses.

The population figures have been used as a base for a series of further analyses by Council, which have collectively formed an evidence base for this Strategy. A summary of each is provided below.

Housing Market Needs Analysis³²

The purpose of the Housing Market Needs Analysis was to develop an evidence base to guide where, how, and what infill housing typologies may be suitable for Central Queanbeyan.

Based on the projected population, the Analysis found projected future dwelling demand of between 1,800 and 5,400 additional dwellings to 2041. This equates with the delivery per year of between 90 and 270 dwellings.

Consideration of the existing capacity for development under the current planning controls found that under the business as usual and medium scenarios there would likely be sufficient capacity for the projected scale of growth, and under the high scenario there would be a potential gap. Additional sensitivities applied also showed that the capacity available for housing in Central Queanbeyan is also highly dependent on assumptions for development that can be accommodated on lots that are flood affected. The capacity analysis similarly identified potential barriers in the current controls as they apply to housing in some parts of the study area, such as the size of setbacks and lot size per dwelling controls, in addition to the potential for flood risks and the need to retention of heritage character in some places.

Detailed spatial and character analysis was also undertaken to consider the urban form across Central Queanbeyan. This identified several distinct character areas, influenced by the historical development of Queanbeyan, for which a range of potentially suitable infill housing typologies were identified.

Economic and Employment Lands Needs Analysis³³

The purpose of the Economic and Employment Lands Needs Analysis was to identify likely future employment land requirements to ensure that there remains a balance of opportunities for employment and housing growth in Central Queanbeyan.

The analysis found that there continues to be strong demand for the industrial land uses in the area. This was particularly evidenced by low vacancy rates and the continued functioning of the industrial precincts in the west and east respectively in Crestwood and Queanbeyan East. While there is limited additional capacity in these precincts, outside of Central Queanbeyan there are also other opportunities to cater to demand for these types of land uses, such as in South Jerrabomberra and the planned Regional Job Precinct being driven by the NSW Government.

In contrast, there have been higher rates of vacancies observed in the Queanbeyan CBD for retail and commercial uses, including at the ground floor level, which is impacting on the experience of, and activity in, the CBD.

The findings from the Analysis suggested there could be opportunities to concentrate requirements for active ground floor uses within a smaller area than is currently defined across the CBD, while still accommodating future demand for employment floorspace. Allowing for greater densification in Central Queanbeyan would have the flow on benefits of supporting employment self-containment with

³² Prepared for QPRC by SGS Economics and Planning.

³³ Prepared for QPRC by SGS Economics and Planning.

people being able to live close to where the jobs are, increase the everyday activation of the CBD, make better use of existing infrastructure capacity, and generate long-term economic resilience in the LGA.

Transport Infrastructure Analysis³⁴

The Transport Infrastructure Analysis for Central Queanbeyan was undertaken to identify where there may be required road, intersection, and active transport upgrades to facilitate greater infill housing development in the area. The Analysis considered the existing road network, its capacity for vehicles at different times of day, and the impact that additional growth in the population may have on traffic flows through detailed modelling.

It was identified that there would likely be some specific intersections that would become constrained and potentially need upgrades as the infill population grows, including at Cooma Street and Fergus Road, the Kings Highway and Thuralilly Street, Canberra Avenue and Lanyon Drive, and the Kings Highway and Captains Flat roundabout.

The Analysis also includes recommendations to, in Central Queanbeyan:

- Improve public transport connections and bus jump lanes
- Review and amend current bus routes through the area
- Upgrade pedestrian crossings in the CBD in particular
- Consider amending speed limits on Crawford Street from Antill Street to Isabella Street.

Recreation and Open Space Analysis³⁵

The Recreation and Open Space Analysis was prepared to inform the planning of open space in light of increased infill housing development. The Analysis involved identifying the existing supply of open space in the area, the likely future open space needs of residents, and in turn additional provision that will be required.

The Analysis identified a potential need for between 8 and 12 hectares of additional passive open space to support the future population, under the medium and high scenarios respectively, but that active open space (i.e. space that is used for specific activities and sports) is generally well catered for already.

The Analysis recommended that, rather than delivering additional open space to meet future needs, that the focus instead should be on undertaking improvements to Central Queanbeyan's existing open spaces and community facilities, in order to increase their capacity, usability, and accessibility to residents. Some specific initiatives were also identified, including:

- In Crestwood, upgrades to the Freebody Recreation Reserve, and to investigate development of the currently undeveloped Kinkora Place site for recreation uses.
- In Queanbeyan, to develop the Showground to include recreational features, and also investigate opportunities for community facilities.

³⁴ Prepared QPRC by PSA Consulting.

³⁵ Prepared for QPRC by ROSS Planning.

Stormwater Infrastructure Capability Analysis³⁶

The Stormwater Infrastructure Capability Analysis was conducted in order to ensure that Central Queanbeyan has the necessary stormwater infrastructure to support the growth of more infill housing.

The Analysis identified the potential impact of infill development in the area as:

- A large number of properties being affected during frequent storm events.
- Minor flood depth increases (of less than 0.1 metre) occurring during frequent storms.
- Expected worsening of flooding in existing developed areas in Central Queanbeyan.
- The need for larger developments to incorporate onsite detention of stormwater in order to maintain peak flows.

A series of 24 Potential Flood Modification Measures (PFMMs) are suggested by the Analysis to reduce the extent and depth of flooding. The modelling undertaken indicates that the PFMMs would significantly reduce the depth and extent of flooding. It was recommended that the DCP for Central Queanbeyan be updated to include the suggested flood planning measures, while also noting that effective stormwater management is likely to require land acquisition and major drainage on Council owned land. The relevant stormwater works will need to be completed to be able to accommodate major developments, with the potential for Council to fund the works and recoup the cost via development contribution plans.

Review of flood planning

Council is currently undertaking work internally which is focused on managing future development in light of the flood risks that are present in Central Queanbeyan.

This work has proposed the introduction of graded Flood Planning Constraint Categories, which would set out the requirements for development in relation to flood mitigation. These would be defined by sub-regions, based on the nature of flooding in different locations, within Central Queanbeyan, acknowledging that the risks and challenges differ in different areas.

The grading would range from FPCC 1, identifying locations that are not suitable for most types of development, through to FPCC 4, indicating areas that are the most suitable for development. Some land within the CBD may ultimately require zoning and controls that do not allow for development due to their flooding category.

Minimum habitable floor level (MHFL) requirements are also proposed to apply to future development within some flood planning areas in Central Queanbeyan.

Suitability analysis

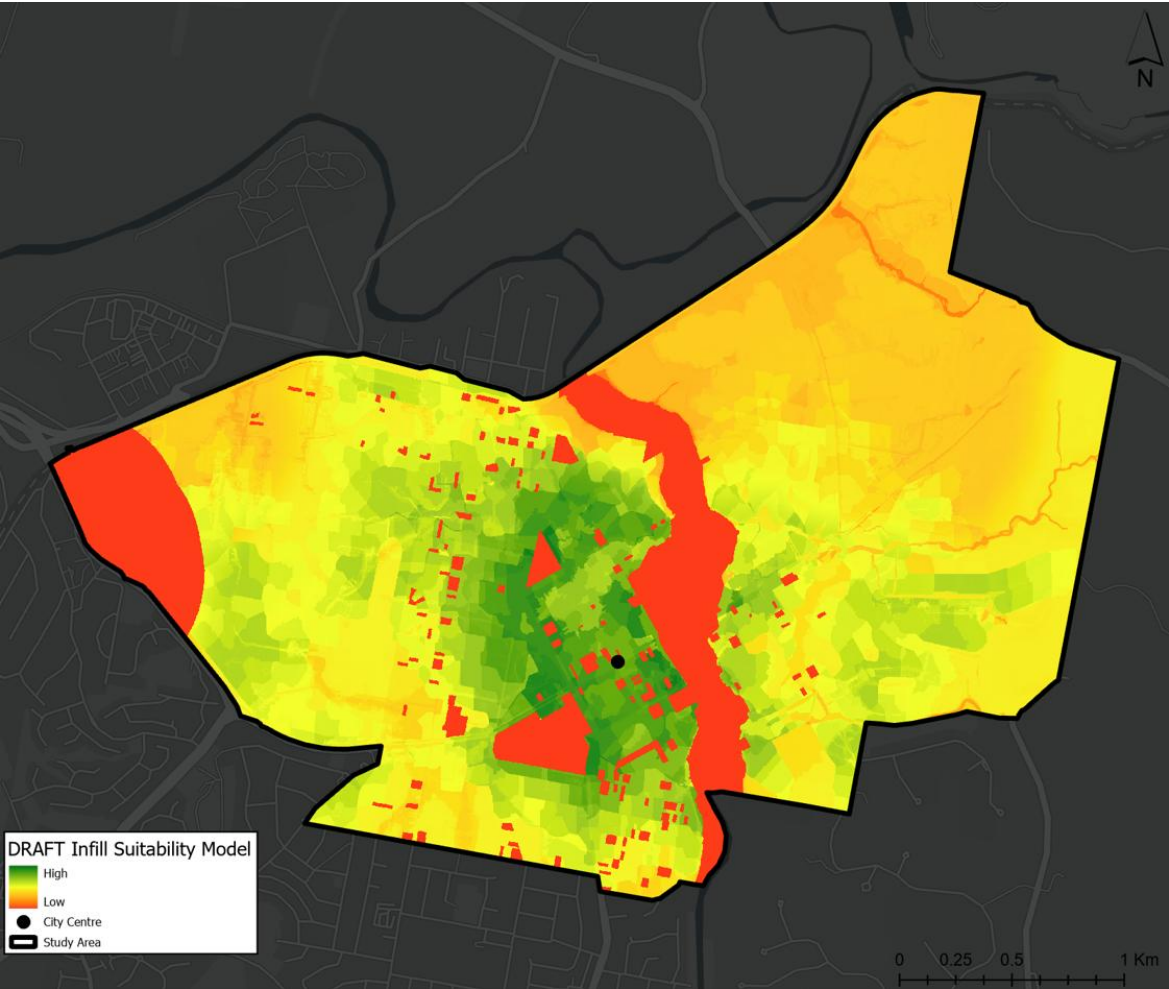
Council has also undertaken suitability analysis to understand the locations in Central Queanbeyan which are likely to be most suitable for infill development. Figure 13 below shows the results of suitability mapping, which has applied the criteria and values detailed in

³⁶ Prepared for QPRC by Lyall and Associates.

Table 8 overleaf.

The areas indicated in green show higher suitability scores and are more suitable for infill, while the red areas have lower suitability.

Figure 13: Suitability analysis map



Source: QPRC, 2026.

Table 8: Infill suitability modelling criteria

Constraint criteria	
Floodway (along Queanbeyan River)	
Heritage items	
Heavy industry (250m buffer from concrete batching plant)	
Factor criteria	Normalised weight
Flood Planning Constraint Categories	0.26
Heritage Conservation Area	0.06
Terrain slope	0.03
Distance to CBD	0.35
Distance to open space	0.18
Distance to public transport	0.01
Distance to Industrial land use zone	0.11
Total	1

Source: QPRC, 2026.

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