

ACT Department of Urban Services • Planning & Land Management

Oaks Estate Planning Study

**Monaro Consultants & Burnham Planning
December 2001**

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Study Team

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Executive Summary

MAIN FINDINGS

Oaks Estate represents an 'urban village' ACT enclave on the northern edge of the City of Queanbeyan. The 40 hectare estate is located on a sloping spur above the confluence of the Molonglo and Queanbeyan Rivers, but is set within a significantly larger cultural landscape. It is effectively an urban 'island' or 'outlier' with its edges defined by the two river corridors and severed from its parent settlement by the Canberra-Goulburn railway. The village has a significant Aboriginal legacy, succeeded by a chequered European settlement. Its historical perspective is marked by an ambivalent relationship between the residents and the Federal Government. Oaks Estate has retained significant heritage components, which act as anchors to its urban structure.

Urban Structure

Its urban structure is articulated by the following components:

- Queanbeyan Railway Station-River Street heritage axis;
- The grid iron street pattern;
- The heritage nodes of the station, the homestead ('The Oaks') and the 'humpy' (9 Hazel Street);
- The de facto 'village green';
- The riparian open space system and river bank walkway; and
- The two 'village gateways'.

Demographic Profile

In 1996 the village's population was 324 and is relatively static. Ethnically Oaks Estate residents are predominantly Anglo-Celtic. The demographic and socio-economic profile of the residents is highly polarised. There are in effect two very distinct communities living side by side. On one hand, there are households comprising couples and families living in single residences, with one or two of the adults gainfully employed, with incomes on par with Queanbeyan and Canberra residents. On the other hand, there are the households who live in either public sector or private enterprise units. The typical household living in the 'flats' tends to have a limited disposable income and is either a young to mature single male or a sole parent family.

Community Aspirations

Community consultation indicated that most residents would like Oaks Estate to '*stay the way it is*'. However, most residents acknowledge that some change is inevitable and that the focus should be on ensuring that any changes enhance Oaks Estate's character. Specific planning and development issues identified include:-

- Coordinate Oaks Estate planning with that of Queanbeyan City Council and NSW State Rail Authority;
- Address Oaks Estate's poor image created by the significant amount of public sector housing;
- Create new physical links to Queanbeyan (footpath/overbridge);
- Allow some form of dual occupancy, but not medium density housing;
- Keep existing industrial and commercial uses but ensure that they are compatible with residential areas;
- Provide more 'green' open space/recreation areas for public housing tenants;
- Protect Oaks Estate from commercial activities that would detract from its appearance and amenity;
- Protect places of heritage significance;
- Make better use of the river corridor by extending the bike path, clearing rubbish and cleaning the river;
- Keep the area in front of Queanbeyan railway station as a park; and
- Provide more guidelines on acceptable designs for new buildings and alterations.

RECOMMENDATIONS

Village Structure

Recommendations are made within the context of a structure plan that seeks to reinforce the 'village' qualities of Oaks Estate, that forges a link with the heritage Queanbeyan Railway Station, yet provides a buffer between the 'village' and heavy traffic on Railway Street and potential development on adjacent land in Queanbeyan. The focus of the structure plan is the 'village green' concept. Other motivators for change include the need to create limited opportunities for mixed development and to be realistic in recognising the duration of current commercial lease purposes. Recommendations are made that are within the ambit of PALM and those that are the responsibility of other areas of ACT Government.

Policy Recommendations: PALM

1. Introduce a Variation to the Territory Plan that changes the land use policy for Blocks 4 -14 Section 7 and Blocks 1-5 Section 10 to Residential Mixed Use, with the purposes for which land may be used to include:-

in addition to Schedule 1 of the Territory Plan Residential Land Use Policies the following land uses:- Community Use; Craft workshop; Light industry; Restaurant; Shop; Warehouse and Parkland, subject to any restaurant being only located on the southern parts of Blocks 4, 5, and 6 Section 7, fronting Railway Street, and a shop only located on Block 14 Section 7, Block 4 Section 10, and Block 4 Section 7.

2. Introduce an Area Specific Policy in the Territory Plan for Oaks Estate to control development intensity stating that with the exception of Blocks 4-14 Section 7, Blocks 1-5 Section 10 and Block 25 Section 3 (Mobil site) existing blocks shall not be further subdivided nor shall they be consolidated for the purpose of increasing development rights.
3. Introduce an Area Specific Policy for the general residential area that:-
 - Limits the floor area of a second dwelling to be less than the floor area of the existing dwelling;
 - Does not permit subdivision under the *Unit Titles Act 2001*; and
 - Requires the design of a second dwelling to be in accordance with agreed Design Guidelines.
4. Permit carefully designed multi-unit development on Block 25 Section 3 (Mobil site), Blocks 4-14 Section 7, and Blocks 1 - 5 Section 10, subject to heritage considerations.
5. Introduce a Variation to the Territory Plan that changes the land use policy for Block 4 Section 15 (the site of the community hall) to Community Facility.
6. Introduce a Variation to the Territory Plan to change the land use policy for Section 5, Blocks 1-3 Section 7 and River Street (south) to Urban Open Space to enable Gillespie Park to fulfil the requirements of a Neighbourhood Park through the creation of a 'village green' and closure of River Street (south), as shown on the Proposed Urban Structure Plan.
7. Introduce a Variation to the Territory Plan to change the land use policy for Block 1 Section 15 to Urban Open Space.
8. Introduce a Variation to the Territory Plan to change the land use policy for Blocks 23, 24 and 25 Section 12 and the steeply sloping part of Block 2 Section 15 to River Corridors.

Policy Recommendations: Other ACT Government Departments

1. Examine strategies to address the negative image of public housing in Oaks Estate, such as reducing the proportion of public housing (currently 35%) to match the Canberra average (10%); community management of some / all units and improved access to community development and / or support services.
[ACT Housing].
2. Review the tenancy allocation policies for public housing to take into account sustainable communities and transport / access issues and specifically address the status of Oaks Estate as a 'rural' allocation.
[ACT Housing].

3. Upgrade the areas of public housing open space [ACT Housing].
4. Consider purchasing Block 4/Section 7 to consolidate with Blocks 5 & 6/Section 7 for medium density residential development in association with the 'village green' [Urban Services].
5. Request ACTION to review public transport provision to Oaks Estate [Urban Services].
6. Link Queanbeyan Railway Station Heritage Precinct to Oaks Estate with a pedestrian crossing, either a bridge or an at-grade crossing [Urban Services].
7. Create a wide pedestrian walkway following the closure of River Street (south) [Urban Services].
8. Establish footpaths on the western side of River Street and on the eastern side of George Street [Urban Services].
9. Create "Village Entry Statements" at the junction of Railway Street/McEwan Avenue and Railway Street/Oaks Estate Road, as shown on the Proposed Urban Structure Plan [Urban Services].
10. Upgrade the riverbank walkway and connect to the Queanbeyan pedestrian and cycleway system [Urban Services].
11. Complete a riparian walkway from Oaks Estate to Pialligo [Urban Services].
12. Complete the Canberra to Queanbeyan cycleway/footpath system, which currently terminates at the ACT/NSW border [Urban Services].

Further Work

1. Complete a heritage assessment of Oaks Estate as soon as possible.
2. Include both Oaks Estate and the Northern Queanbeyan By-Pass alignment in the heritage assessment.
3. Prepare an **Oaks Estate Master Plan**, following completion of the heritage assessment, to include:-
 - In consultation with the community, the identification of the existing and preferred neighbourhood character and the preparation of a plain language guide to the sympathetic renovation of existing housing and the design of new housing; and
 - Recommendations for streetscape and capital works improvements.
4. Review of the recommendations of the Planning Study regarding land use policy changes given the outcome of the heritage assessment.
5. Complete and release for public comment a pamphlet of the study's findings and recommendations.
6. Prepare a Draft Variation to the Territory Plan based on the Oaks Estate Master Plan, heritage assessment; and public submissions on the Planning Study and release for public comment simultaneously with any proposed nominations for inclusion on the Heritage Place Register.
7. Request ACT Housing undertake further work to assess alternative strategies to address the tenancy policies and negative public image of public housing in Oaks Estate.

Chapter One

INTRODUCTION

This document seeks to review the policy planning provisions of Oaks Estate in the light of its 'spirit of place', dynamics for change and community aspirations.

1.1 BACKGROUND

Oaks Estate represents a unique, yet incongruous ACT enclave on the northern edge of the City of Queanbeyan. The estate covers an area of 40 hectares, bound by the ACT-NSW border, the Molonglo River and 'The Oaks' to the west. The suburb pre-dates Canberra and became part of the newly proclaimed ACT in 1911. Prior to that it had been part of Queanbeyan and to this day it retains close links to the NSW regional centre. As such, its development form and character are an amalgam of these two very different forms of community governance. Common adversity appears to have created a strong sense of community within the village's 324 residents. Planning issues include the following:

- A general desire in the community to create an attractive village lifestyle, similar to Hall.
- A need to create a physical community focus.
- A need to maintain a sustainable mixed land use form and character within the village.
- A need to maintain and enhance the heritage values of the village.
- A need to rationalise some of the village's Land Use Policies.
- A need to bring the public to private housing ratio in line with that of the ACT.
- A need to create a balance between single and multi-unit residential development.
- A need to value-add to some cross-border opportunities.
- A need to reconcile certain cross border anomalies.

Notwithstanding the broad scoping of these issues, the consultants are aware of the more limited role of land use planning in addressing many of them. The project team is also mindful of its responsibilities in the achievement of planning goals and objectives, adopted by the wider ACT and Queanbeyan communities.

1.2 TERMS OF REFERENCE

In May 2001, Monaro Consultants and Burnham Planning were engaged by PALM to undertake a planning study of Oaks Estate. The prime objective was to consolidate a succession of planning studies of Oaks Estate and draw conclusions and recommendations for its land use policies and future development.

This report attempts to offer a comprehensive picture of Oaks Estate land use. To this effect it draws extensively from previous reports and studies. In particular it incorporates significant material from the *Oaks Estate Planning Review: Community Consultation Final Report (Guppy and Stewart 1994)* and *Oaks Estate: No Man's Land (Williams 1997)*.

The context of Oaks Estate is indicated in Figure 1.1 and the current subdivision plan of the estate is illustrated in Figure 1.2.

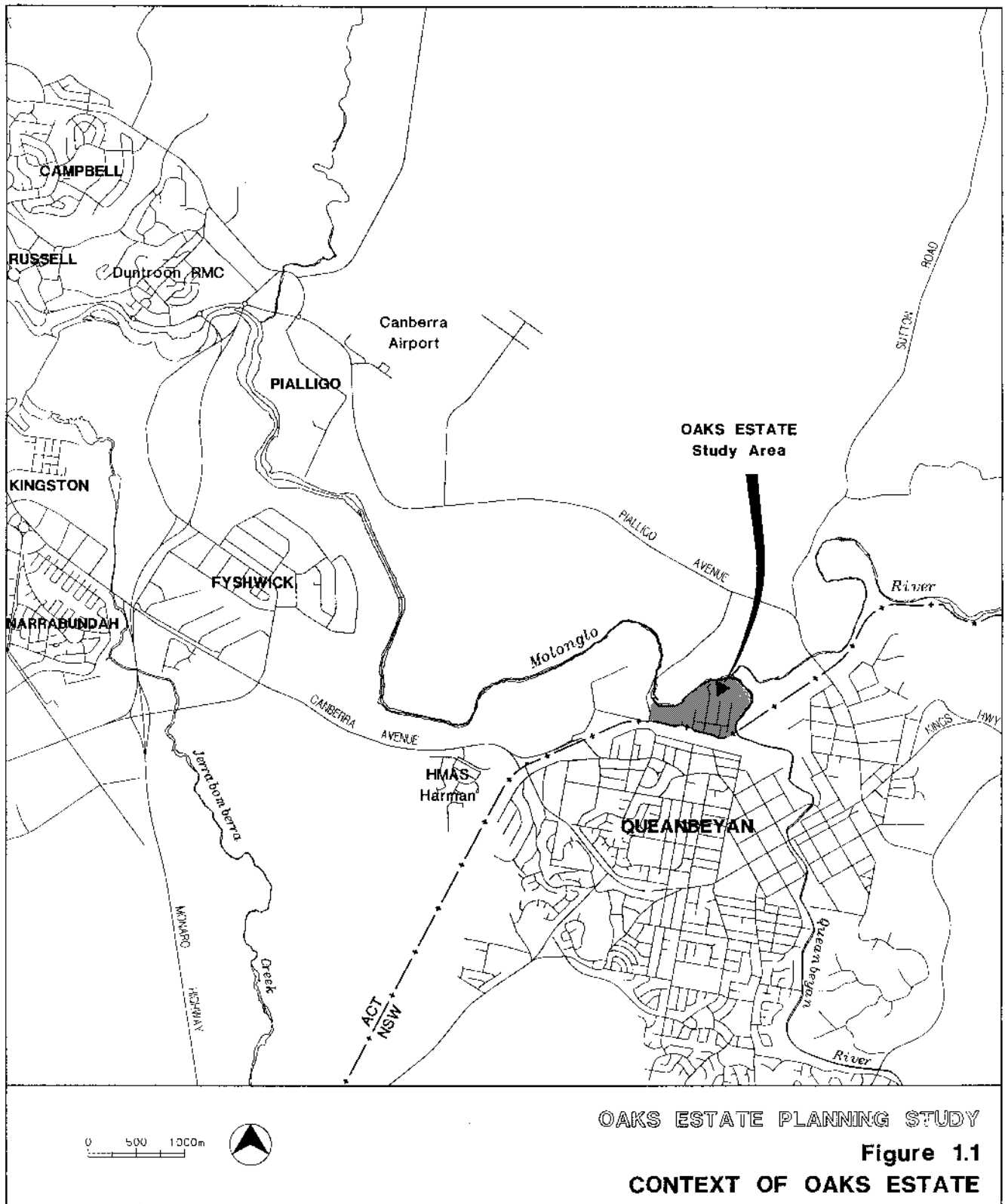


Figure 1.1
CONTEXT OF OAKS ESTATE

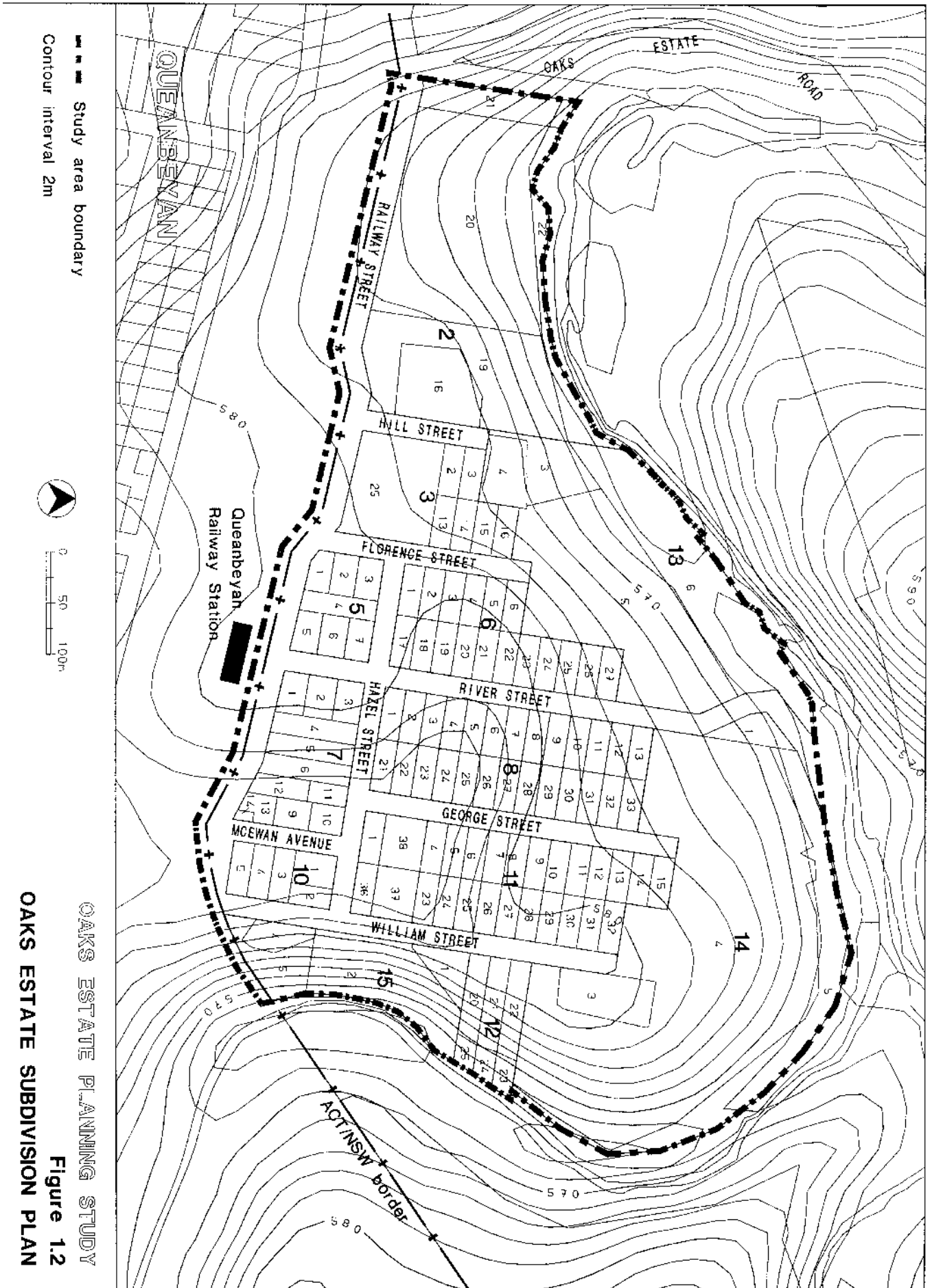


Figure 1.2
OAKS ESTATE SUBDIVISION PLAN

Chapter Two

‘SPIRIT OF PLACE’

‘Spirit of place’ is in many ways a function of its geographical context, its historical perspective and its heritage legacy. It is both tangible and transcendent.

2.1 GEOGRAPHICAL CONTEXT

2.1.1 Topography

The Oaks Estate is located on a sloping spur above the confluence of the Molonglo and Queanbeyan Rivers. At its highest point the estate has an elevation of over 586 metres (AHD) and a low point of approximately 566 metres (AHD), adjacent to the riverbanks. The terrain slopes down to the rivers in a predominantly northerly and easterly direction from a relatively level area in the south. A number of natural drainage channels traverse the site, transporting stormwater from the elevated land down to the two rivers. Oaks Estate is set within a cultural landscape that extends well to the north of the Molonglo River to ridgelines in the vicinity of Pialligo Avenue and Yass Road.

The geological structure of the area comprises middle to upper Ordovician current bedding, marine deposition, sandstone, siltstone, shale and radiolarian chert (Pittman formation) with outcropping of black siliceous graptolitic shale (Acton Shale member) occurring near the western boundary. The formation is strongly folded with a moderate to strong fracture cleavage, including some slaty cleavage. It is bounded by two significant fault lines: the Sullivan’s fault and the Queanbeyan fault.

2.1.2 Vegetation

The original vegetation of the Oaks Estate area was grassy woodland of Yellow Box and Red Gum. This is an open woodland community, in which Yellow Box (*Eucalyptus melliodora*) and Blakely’s Red Gum (*Eucalyptus blakelyi*) are usually present and commonly dominant or co-dominant. Apple Box (*Eucalyptus bridgesiana*) is a frequent associate species. Typically the trees form an open canopy above a species-rich understorey of native tussock grasses, herbs and scattered shrubs. The combination results in a variegated mosaic of vegetation groupings, that is transitional between forest and grassland. Yellow Box/Red Gum Grassy Woodlands are inhabited by a wide variety of animal species, including birds, bats, reptiles, ground dwelling and arboreal mammals as well as invertebrates (ACT Environment 1998).

Human impact has been significant in altering the environment through land clearing and stock grazing, the introduction of non-native flora, particularly willow (*Salix spp.*) influencing river flows and river sediment deposition. Tree and shrub planting in the urbanised area’s public spaces has included both native and exotic species. Today’s landscape can best be described as a ‘rus in urbs’ or a semi-rural landscape.

Since the primary land use of the cultural landscape has been largely limited to grazing after European settlement, ample evidence remains of the area’s geological structure, springs, old creeks, and remnants of tracks and sites of occupation. The relatively unchanged rural character also assists the visual interpretation of land use in the 19th and 20th Century Canberra/Queanbeyan.

2.2 ABORIGINAL LEGACY

Aboriginal people are believed to have been visiting the tablelands and the highlands of southeast Australia for over 20,000 years (Flood 1996). Archaeological finds indicate that one of the favoured places to camp en-route to the highlands was at the confluence of the Molonglo/Queanbeyan Rivers. The region was inhabited by the ‘People of the Limestone Plains’. These include the Ngunnawal, Ngarigo and Walgalu people. There were once

many camps of Aboriginals along the banks of the Molonglo and Queanbeyan Rivers. Evidence of habitation persists in the form of scatters of artefacts along the banks of the two rivers. Around the site of the property once known as 'Queenbeeann', Aboriginal artefacts have been found interspersed with fragments of crockery from early European settlement. Early reliable observations of the Aboriginal people of the Queanbeyan area are scarce. According to one observer, William Davies Wright, in 1850 there were between 400-500 people in the local clan continuing to lead a nomadic life (Lea-Scarlett 1968). A report of one of the most substantial meetings of Aboriginals was published in the Golden Age newspaper on 5 April 1862. 'There was a meeting of two or three tribes from Braidwood, Yass and Bland Hills at Queanbeyan. They camped on the Queanbeyan River, opposite The Oaks; members of the local tribe present were few, if any, on this occasion' (Lea-Scarlett 1993).

A number of Aboriginal places and archaeological site types have been recorded in the Queanbeyan district. These include rock shelters; grinding grooves; scarred or carved trees; burials; stone arrangements; stone procurement sources or quarries; open artefact scatters; isolated finds; potential archaeological deposits contained within rock shelters and overhangs; historic camping places and places of contemporary Aboriginal significance.

2.3 HISTORICAL PERSPECTIVE

2.3.1 Early European Settlement

The first European to make use of land in the Queanbeyan district is believed to be Timothy Beard, a pardoned convict. He drove his cattle from Liverpool to graze near the confluence of the Molonglo and Queanbeyan Rivers, in the mid 1820s. His station huts were located in what are now the abattoir paddocks, between the Queanbeyan-Cooma Railway line and the Molonglo River, a little over two kilometres down stream from the Molonglo/Queanbeyan River confluence. He called his station 'Queenbeeann'. The closest properties to 'Queenbeeann' in 1829 were 'Jerrabomberra' and another owned by Robert Campbell on the Molonglo River at Pialligo, later called 'Duntroon'.

Surveyor Robert Hoddle's map of February 1833 shows the site of Timothy Beard's station huts had by then, become part of Lot 4 County of Murray, parish unknown, at 'Queenbeeann', Lot 4 was John Palmer's 640 acre parcel of 1832. 'Queenbeeann', or 'Queenbeeann', as it was written on the Grant of Land, was on the south bank of the Molonglo River, and is the northeast corner of the property. Lot 4 later became Portion 14 of the Parish of Queanbeyan, part of the Jerrabomberra Estate.

The original huts at 'Queenbeeann' are described by Cross (1985), as being made from bark. These buildings were located adjacent to the river and approximately a mile from the road that runs from Maneroo to the Limestone Plains. A track leading from the 'Queenbeeann' site is marked on the 1866 survey map of Yass Road.

'The Oaks'

In circa 1837, the house later known as 'The Oaks' was built. In 1838 the house was operating as the Elmsall Inn. By 1839, the inn had an adjoining shop and a burial ground nearby, which extended to what is now Florence Street. In April 1840, part of Robert Campbell's estate was conveyed to Charles Campbell. This land was in turn conveyed to John Bull, a Tarago grazier in August 1877. During his ownership The Oaks ceased to be an inn and had a succession of occupants, whilst a fellmongery was developed at the confluence of the Molonglo/Queanbeyan Rivers.

In 1885 John Bull sold 'The Oaks' to George Tomsitt and the remainder of the 100 acres (93 acres, 37 perches) to William Price, a Sydney merchant. Price subdivided the land in 1887, which was marketed as 'Oaks Estate'. On subdivision the area of land amounted to 89 acres, 3 roods, 34½ perches, excluding part of the Cooma-Goulburn railway and parts of two road reserves.

The residue of Portion 35, except for nine small blocks on the eastern boundary, totalled 920 acres. This parcel passed to John and Charles Campbell Close in 1884, later becoming part of the Duntroon Estate subdivision.



Photograph 2.1
'The Oaks' Homestead

2.3.2 Advent of the Railway and Land Subdivision

The development of most 19th Century Australian cities, witnessed a close nexus between the development of railways and the subdivision of land for urban purposes. Queanbeyan was no exception. In 1885 William Price sold a linear parcel of land to the Commissioner of Railways for 'railway purposes'. The Queanbeyan Railway Station was opened in September 1887 and the auction of land on Oaks Estate was held a few months later.

First Major Oaks Estate Land Sale

On 15 December 1887 at the Temperance Hall, Queanbeyan the auctioneers, Dulhunty & Co, were under instructions to sell by public auction 300 building allotments, being a subdivision of Oaks Estate. The Queanbeyan Age advertisement described the subdivision as:

'...lying all around the Queanbeyan railway station, trucking yards and goods sheds with abundant and easy access to Queanbeyan River for watering purposes. the subdivision from its proximity to the Station Yards and being intersected by all the important thoroughfares leading thereto is the most valuable for business purposes ever offered to the Queanbeyan public. The position and symmetry of design, which harmonises with surrounding Crown and other subdivisions, are such as to ensure an enormous and rapid increase [in allotment value] as the town must eventually grow in the direction of the station.'

Building on the Oaks Estate allotments proceeded slowly at first. It was not until 1888/89 that house construction became evident. A number of the estate's early residents were employees of the Railway

Commission. The station complex at this time, in addition to the station building, included the Station Master's cottage, the pump house, cattle yards, goods shed and other offices.

The presence of the railway station and railyards, as well as the industries located in its vicinity, generated an immense traffic of stock and produce through Oaks Estate from the Canberra, Queanbeyan, Majura and Tharwa areas. Bullock and horse teams brought farm produce and stock was driven, to the railway yards to be transported or to the processing yards before being dispatched to the railway. This had major implications for the maintenance of the estate's roads. In December 1886 a parish road (later River Street) was surveyed to provide a direct link between the railway station and the Yass Road (Williams 1997).

Second Major Oaks Estate Land Sale

On 18 January 1892, Dulhunty & Co had received instructions from the syndicate of the Oaks Estate subdivision to sell 200 allotments, comprising the unsold land around the railway station, Queanbeyan Roller Flour Mill, goods shed, trucking yards and woolworks; without reserve to wind up the partnership.

With this second land sale and shortly afterwards, a new wave of titleholders came to Oaks Estate. The early 1890s witnessed the addition of a few more houses and the Queanbeyan Roller Flour Mill, which was established in 1890. The Queanbeyan Wool and Manufacturing Company, which was connected to Hazelbrook, purchased a considerable number of blocks, mainly along the river flats. These extended from Hazelbrook as far as The Oaks. Other blocks sold at this time tended to be on the most elevated land and adjacent to the railway line. Houses also extended along both sides of River Street and on the western side of George Street.

2.3.3 Federal Capital Territory

The Commonwealth of Australia Constitution Act was proclaimed in Sydney on 1 January 1901. The Act united the six previously separate British colonies that made up the Australian island continent, into one Federal Commonwealth. One of the provisions of the Act was that a territory be identified and constituted as the 'seat of government'. A decision on the location of the Federal Capital was delayed whilst a set of candidate sites were evaluated. Eventually the selection of the Yass-Canberra area as the capital territory was officially sanctioned in the Seat of Government Act 1908.

The territory to be granted or acquired was to exceed 900 square miles and have access to the sea. The amount of compensation to be paid was pegged at the value of land on 8 October 1908. The agreement between the Prime Minister and the NSW Premier was confirmed and ratified by the Seat of Government Surrender Act 1909 and the Seat of Government Acceptance Act 1909. This act also made provision for the continuance in the Territory of NSW laws and private interests in land after its acquisition by the Commonwealth.

When the first land acquisitions were made in 1911, the Seat of Government Act 1910 had amended the Act of 1909 to allow compensation to be based not only on the unimproved value of the land at 8 October 1908, but to make allowances for those improvements on the land that existed at the date of acquisition.

For pragmatic reasons, the Commonwealth Government embarked on a limited acquisition program. 'Only those lands contained within the area surveyed for the city site and some portions as would be required for some special purpose in the future were to be required'. This policy led to the continuance of some freehold land tenure in the Territory until 1974, including Oaks Estate.

The original proposal for the site of the capital territory included a portion of the catchment of the Molonglo and Queanbeyan Rivers, located to the east of the Goulburn-Cooma railway line. This proposal was vetoed by the NSW Government and instead it was decided to include the catchment areas of the Gudgenby, Naas and Paddy's Rivers, an area, which lay to the west of the railway line. It was eventually decided that the eastern boundary of the Territory for the Seat of Government should follow the Goulburn-Cooma railway line, instead of the Molonglo River. Thus, by the stroke of the pen, Oaks Estate was separated from Queanbeyan (Williams 1997).



Figure 2.1
HISTORICAL PERSPECTIVE

Oaks Estate was to remain largely freehold until January 1974. Some land, however, was resumed when it was offered to the Commonwealth by the titleholder. The 1914-18 War brought an abrupt end to all Commonwealth land acquisition in the Territory. In fact the shortage of resources caused by the war, forced the Commonwealth to limit any land acquisition well into the 1920s.

2.3.4 Early Urban Development

In 1913 the construction of the Australian Capital began in earnest with the establishment of water, electricity and sewerage systems. As a result Oaks Estate became the home for many working on the construction of Canberra. In 1913 there were about 13-14 families living in the homes of Oaks Estate. The Chinese Gardens in River Street were occupied by an indeterminate number of gardeners, who probably lived on the site. At this time Oaks Estate was still largely paddocks with some fencing to confine stock. Generally roads were unformed, with the main thoroughfares being River and Railway Streets. River Street took the traffic from the Yass, Majura and Duntroon districts, turned off the Yass to Queanbeyan Road to cross the Molonglo River at the ford (Williams 1997).

The 1920s

It was not until the 1920s that the effect of the growth of Canberra was physically reflected in Oaks Estate. During this period there was a considerable increase in the number of houses being built and businesses being established in Oaks Estate. The majority of residents moving into the area, whether buying or renting, were tradesmen and labourers with their families. By 1933 a total of 34 houses had been built, with the majority on Railway, Hazel, River and George Streets. The estate attracted several investment purchasers (Williams 1997).

From the outset, the Federal Capital Administration viewed Oaks Estate as a temporary settlement. After the influx of construction workers, they viewed Oaks Estate as a temporary workers settlement, certainly outside any development plans for the Territory. Despite this, 'Oaks Estate became a solid working class settlement'.

In 1925 a major flood hit Queanbeyan and Oaks Estate. It severely damaged the original Queanbeyan timber railway bridge, which was later rebuilt in masonry and steel. It also wreaked havoc on the Chinese gardens at the bottom of River Street.

The Depression Years

Until the mid 1920s there was a shortage of tradesmen in Canberra, so those living outside the Territory were able to find government work on Canberra construction projects. However, after 1927 the Commonwealth Government gave priority to the employment of workers who were on the Territory's electoral roll. Having freehold land tenure, being inside the Territory boundary and close to the centre of construction activity, made Oaks Estate an attractive place to live or at least to own land. The estate was viewed as an easy point of entry into the Territory. Many people moved from Queanbeyan and other regional centres to Oaks Estate to become eligible for employment in the Territory. They bought land, rented houses or lived with relatives (Williams 1997).

Living in Oaks Estate was also a way of avoiding the long waiting lists for government housing. Since the land was freehold, there were fewer enforceable restrictions on what could be built in the estate. As a result housing could be built or rented more cheaply than in the city areas. 'If you wanted to build in the inner city there was a two year time limit with strict size and materials regulation'. The estate became even more attractive with the introduction of a workers' train in 1925, which took workers from Queanbeyan railway station to the Power House, then the centre of many job sites in Canberra (Williams 1997).

Life on Oaks Estate also had the advantage of proximity to established services in Queanbeyan. These included shops, the picture theatre and licensed hotels. The latter was an important consideration, since the Federal Capital Territory was officially alcohol free for many years. During the Depression, some families were forced to move, from what had become unsustainable mortgages or rents in the Canberra suburbs, to the more affordable land, houses and rents of Oaks Estate.

The lack of enforceable building controls in Oaks Estate as a result of freehold tenure, made it possible to build more economically, or when the opportunity presented itself. This situation also facilitated the transport of second hand homes into the estate. As a consequence housing in Oaks Estate varied considerably in style and standard.

There was no piped water until 1938. Thus a piped sewerage system was out of the question. Septic tanks were discouraged even after 1938, because of the risk of seepage into the Molonglo River. Instead each house had a sanitary pan in an out-house, with a pan emptying service visiting once a week (Williams 1997).

World War II witnessed an exodus of able-bodied men from Oaks Estate into the services and essential war industries. Any form of urban development was greatly curtailed.



Photograph 2.2
Heritage 'Humpy': 9 Hazel Street

2.3.5 Post War Development

After the War most people living in Oaks Estate were employed in Canberra, with a few employed in local businesses or in Queanbeyan. Towards the end of the 1940s and into the 1950s, the occupations of Oaks Estate residents changed from being construction-oriented to include printers, panel beaters, fitters, drafting assistants, shopkeepers, motor mechanics, wood merchants, railway porter, butcher, storeman and carrier. During the 1950s and 1960s it became more common for both men and women to work in government clerical jobs.

The Post War period saw severe shortages in building materials with a significant shortage of housing in Canberra. Newly married returned servicemen coming to Oaks Estate were forced to use the cheapest

methods of home building they could find. Sometimes it was cheaper to buy an existing building rather than build new. As a result a number of buildings were transported to Oaks Estate after their first life in Canberra. For instance, the Oaks Estate Community Centre came from the Eastlake Hostel (Williams 1997).

The home building initiatives of the Depression Years were revisited in the 1940s and 1950s, with enterprising homebuilders manufacturing their own cement building blocks and purchasing cheap reject bricks from the Canberra brickworks. Again the efforts of building inspectors to bring the standard of building in Oaks Estate into line with the rest of the Territory were ignored by the estate's residents.

Industry in Oaks Estate

The immigration from the Mediterranean and Eastern European countries, that so characterised Post War Australia, also became evident in Oaks Estate. Very often these migrant families established businesses operating from home. The establishment and operation of minor industry continued throughout the 1950s and into the 1960s and 1970s. This was in spite of the efforts of the Civil Administration to curtail it. A feature of this home industry was the backyard sawmill. The disquiet expressed by the authorities is encapsulated in the following November 1945 transcript extract:

'There are about six foreigners running high speed circular saws in their backyards, working Saturdays and Sundays, and the local residents are getting no peace. Something should be done about it.'

Other backyard industries included the manufacture of cement bricks, terrazzo tiles, tank making, wood supply and road transport. After 1974, when the area was fully resumed by the Commonwealth and brought under the leasehold system, backyard industries were forced to move off the blocks with residential lease purpose clauses and became concentrated on Sections 5, 7 and 10 or moved to Queanbeyan (Williams 1997).

2.3.6 Oaks Estate at the Cross Roads

The Canberra Times of 28 March 1950 reported that *'The future of Oaks Estate as a planned community or whether it must be liquidated quickly'* was discussed by members of the Advisory Council, following an inspection by Council members and the National Planning and Development Committee (Williams 1997). This debate went on for 3-4 years until a number of incremental capital investment decisions were made by the Advisory Council, tacitly conceding that Oaks Estate would continue to develop in its existing form.

After protracted negotiations, the Progress Association finally persuaded the Territory Government in 1970 (circa) to connect the Oaks Estate to the Queanbeyan sewerage treatment system. This paved the way for medium density residential development in the heart of the village.

2.3.7 The 1974 Land Resumption

The acquisition of Oaks Estate freehold land by the Commonwealth Government was gazetted in the Australian Government Gazette No 6, 15 January 1974. This represented a 'sea change' in Oaks Estate's fortunes. In the community there was widespread unease as to what the future held. A number of residents and business owners accepted the Government's offer of compensation and left the village. Those residential landowners, who decided to remain, were compensated by the offer of 99-year leases in exchange for their freehold titles. However, some were only offered life leases. Many dwellings were neglected as owners were prevented from selling them, pending the completion of title transfer negotiations. Some landowners managed to rent out their houses, whilst others let their houses fall into disrepair and were eventually demolished (Williams 1997).

2.3.8 Entry of ACT Public Housing

The entry of ACT public housing into the Oaks Estate saga was a function of high demand for public housing in the Territory coupled with an opportunistic purchase of apartment properties, following the 1974 Commonwealth land resumption. The sequence of events has been summarised by Bruce Wright (2000) in his history of ACT Public Housing entitled *'Cornerstone of the Capital: A History of Public Housing in Canberra'*.

The early 1970s were characterised by an acute shortage of public housing in Canberra. The NCDC was behind target with only 810 out of 1,505 government dwellings completed during 1973/74. By the end of the financial year, 1,177 dwellings were under construction and a further 320 were committed but not begun. The shortage of labour, materials and unusually inclement weather were extending both the time taken and the cost of building. The waiting list was long, remaining in the vicinity of 40 months from mid 1973 through to early 1974. It is now apparent that the demand for public housing was by 1974 approaching its peak. Whilst the Whitlam Labour Government had resumed the transfers from Melbourne, the majority of public service departments had already been relocated to Canberra. Also from September 1973, most new arrivals had to meet a strict means test to register on the government housing waiting list (Wright 2000).

It was in this context that the Department of the Capital Territory purchased 77 existing flats in Oaks Estate for \$1.216 million. The department also bought 123 flats in other Canberra suburbs. *'Departmental buying of blocks of private flats in 1974-75 for use by existing and government tenants was a departure from normal practice',* the department said, *'The Oaks Estate flats were bought because after the acquisition of the freehold land, some former owners of the land on which the flats were built, did not want to retain ownership of the flats under leasehold, instead they chose to accept cash compensation'* (Wright 2000).

Table 2.1

ACT HOUSING TRUST: OAKS ESTATE PROPERTY PURCHASES

Building Name	Street Address	No Units	Acquisition Date
Hayley Court	17 River Street, Oaks Estate, ACT 2620	8	20 November 1974
	19 River Street, Oaks Estate, ACT 2600	8	20 November 1974
Dovers Court	12 George Street, Oaks Estate, ACT 2600	10	11 November 1974
	14 George Street, Oaks Estate, ACT 2600	15	11 November 1974
Elmsall Court	16 George Street, Oaks Estate, ACT 2600	10	12 November 1974
	18 George Street, Oaks Estate, ACT 2600	10	12 November 1974
Carla Court	20 George Street, Oaks Estate, ACT 2600	8	18 October 1974
	22 George Street, Oaks Estate, ACT 2600	8	18 October 1974
Total Units:		77	

Source: ACT Housing Property Records 2001

These flats were retained by the Government and included in the general housing stock. In the case of the Oaks Estate flats, the department initially became a de facto private landlord. *'It was considered fair that existing tenants should be able to retain a residence at existing rentals even though some did not meet eligibility and other conditions and had not been on the housing waiting list. As the flats became vacant, they will be allocated to people on the list'*. In this purchase, the Department of the Capital Territory acquired four blocks of flats, which became known as: Hayley Court (16 units); Dovers Court (25 units); Elmsall Court (20 units) and Carla Court (16 units)(Table 2.1). It also purchased single residences in George Street and McEwan Avenue (ACT Housing 2001).

The Oaks Estate Dilemma

A graphic account of the Oaks Estate dilemma during the 1960s was given in an article written by Peter Luck in 1965. He described Oaks Estate, at the time, as being an enigma or, as one resident was quoted in the article as saying, 'a bit of a no man's land'. This was illustrated with the following anecdote:

'A dog was killing a sheep over here,' said the man at Oaks Estate. 'We rang Queanbeyan police and they said, 'You're Canberra's responsibility'. 'So we rang Canberra and they said, 'Where'd the dog come from?' ...

Luck went on to comment that, whilst Oaks Estate continued to be ignored by both Queanbeyan, which had no control over the estate, and Canberra, which had no plans for the estate's future, it would become even more of a paradox. *'For as a capital city and a large town expand rapidly close by, the estate remains a quaint settlement with almost feudal undertones'* (Williams 1997).

Historical Milestones

The historical milestones of Oaks Estate's development are summarised in Table 2.2.

Table 2.2

OAKS ESTATE: HISTORICAL MILESTONES

Date	Significant Event & Oaks Estate Development Implications
Pre 1800	Evidence of Aboriginal occupation.
circa 1825	Timothy Beard establishes sheep grazing station at 'Queenbeeann'.
1833	Robert Hoddle surveys property Lot 4 County of Murray registered as 'Queenbeeann'.
1836	Crown Grant of 1040 acres to Robert Campbell Senior (Deed dated 30 January 1837).
circa 1837	'The Oaks' built by Robert Campbell Senior.
1838	'The Oaks' operating as 'Elmsall Inn'.
circa 1877	Fellmongery established at confluence of Molonglo/Queanbeyan Rivers.
1887	Queanbeyan Railway Station opens for rail traffic.
1887	First major Oaks Estate Subdivision land sale (300 allotments).
1892	Second major Oaks Estate Subdivision land sale (200 allotments).
circa 1895	Queanbeyan Roller Flour Mill established.
1901	Commonwealth of Australia Constitution Act: Provided for a national capital territory.
1909	Seat of Government Surrender Act 1909 & Seat of Government Acceptance Act 1909.
1910	Seat of Government Act 1910: Pegged compensation at 1908 unimproved values.
1911	Proclamation of the ACT and commencement of land acquisition program.
1914	Great War: Cessation of land acquisition in the Federal Capital Territory .
1925	Great Flood: Destruction of Queanbeyan River railway bridge.
1925	Commencement of workers train from Queanbeyan railway station to Canberra power station at Kingston.
1938	Reticulated mains water supply provided to Oaks Estate .
1940	Electricity supply provided to Oaks Estate via Harman.
1941	World War II: Pacific Theatre commences: Halt to new construction in the Federal Capital Territory.
1946	Post War Influx of migrants & growth of backyard industries.
1950	Advisory Council discusses whether to liquidate or support the future development of Oaks Estate.
1954	Advisory Council decides to support the future development of Oaks Estate.
1958	Establishment of NCDC: Start of major urban development impetus in the ACT.
circa 1970	Connection of Oaks Estate to Queanbeyan sewerage treatment system.
1974	Resumption of remaining Oaks Estate freehold land by the Commonwealth.
1974	ACT Housing Trust acquires 4 blocks of flats in Oaks Estate from the private sector.
1980	NCDC conducts a survey of all Oaks Estate residents.
1984	'Oaks Estate' formalised as a divisional name under provisions of National Memorials Ordinance (1928).
1987	Queanbeyan community lobby Member for Eden-Monaro for Oaks Estate to be transferred to NSW.
1988	Gillespie Park developed as an Australian Bicentennial Project: Officially opened by Ros Kelly.

Source: Compiled from Williams (1997) and other sources.

2.4 HERITAGE FABRIC & CONSERVATION

Oaks Estate's current urban fabric and contextual setting is a product of this sequence of events. Oaks Estate has three main sites that have gained official recognition for their heritage significance. These are:

'The Oaks':	Register of the National Estate Classified by the National Trust (ACT)
9 Hazel Street:	Classified by the National Trust (ACT)
Queanbeyan Station:	Listed by the Heritage Council of NSW National Trust of Australia (NSW) Regional

During the 1990s the Oaks Estate community participated in several cultural projects, which resulted in the collection of oral histories and the photographic documentation of residents. The Oaks Estate Living Memory Project conducted by Karen Williams and Michael White represented a collection of stories from Oaks Estate residents. A Heritage Week walk with a map has been compiled identifying 45 places of interest in Oaks Estate. Karen Williams' well-researched book entitled '*Oaks Estate: No Man's Land*', published in 1997 is another facet of the community's interest in its heritage and collective story. This community activity has culminated in the preparation of a detailed submission for greater heritage recognition by the ACT Government.

2.4.1 Heritage Citation

The Oaks Estate Progress Association, in its recent submission for inclusion in the ACT Interim Heritage Places Register, identified the following features as being intrinsic to the heritage significance of the estate:

- Natural elements including mature remnant original vegetation, exposed rock outcrops, visible layers of alluvial deposits, springs, creek channels and river corridor and associated vegetation pattern, undeveloped river flats and banks.
- Natural features having interpretive significance to traditional Aboriginal culture including mature original trees (scarred and unscarred), natural fish traps formed in river channel below River Street and Florence Street, chert outcrop, visible accumulation of source materials such as river cobbles, sand and ochre deposits.
- Cultural elements including those buildings listed as having possible significance, archaeological remains of buildings, remnant tracks and roadways, artefacts and other cultural features.
- The village of Oaks Estate.
- 'The Oaks' homestead and its immediate surroundings.
- The original house and mature trees on blocks 11 and 12 section 7.
- The original street plan including the culverts and remnant roadway of River Street north of the Molonglo River.
- The large spacious blocks with separate dwellings and front fences.
- Remnants of original gardens and mature exotic tree plantings in streets, on house and rural blocks, on sites of market gardens and on riverbanks.
- The open vista to the Queanbeyan railway station that links the streetscape of Oaks Estate to the station.
- Structures associated with the railway complex including the station and stationmaster's house, and Queanbeyan railway bridge and gatehouse and gantry crane.
- The under developed paddocks surrounding Oaks Estate.
- The river walking track that follows the Molonglo and Queanbeyan River banks from River Street to Queanbeyan.
- The 360 degree open panoramic view, from the top of the knoll on the north bank at the junction of the Molonglo and Queanbeyan Rivers (block 598), towards Mt Reedy, Faunce Hill, Mt Jerrabomberra, Tuggeranong Hill, Mt Tidbinbilla and Mt Coree and ridge of Duntroon trig.
- The open vista to Mt Mugga Mugga (over looking the sites of 'Queenbeeann' and 'Honeysuckle') from Mountain Road near the north western corner of the sale yards.
- The open vista of *The Oaks* in its landscape setting as seen from the high ground on the north side of Oaks Estate Road (block 596).
- The vista to Oaks Estate Road, from the crest of the hill on River Street, along the track from the River Street crossing.

The ACT Heritage Places Listing for Oaks Estate is included in Appendix B.



Photograph 2.3
QUEANBEYAN HERITAGE RAILWAY STATION



Photograph 2.4
WEATHERBOARD HOUSE ON HAZEL STREET

2.5 GENIUS LOCI & URBAN STRUCTURE

The community consultation process in 1994 went some way in defining the characteristics that give Oaks Estate its particular character, 'spirit of place' or 'genius loci'. The results of that process have since been built upon. These defining characteristics can be divided into 'people' and 'place' characteristics.

People

- Village scale community: sense of belonging.
- Diversity of lifestyles and backgrounds.
- Strong social and family networks: continuity of settlement.
- Respect for older citizens as gatekeepers of a rich social heritage.
- Predominantly working class society and values.
- Acceptance of new residents into social networks.

Place

- Unique geographical backwater nestled in the bend of the Molonglo River.
- 'Rus in urbs' rustic and village atmosphere.
- Great variety of house building styles.
- Significant heritage nodes and supporting features.
- 'Free range geese and heavy trucks sharing the street.'
- Easy access to the river and open country.
- Opportunities to live and work in the same village.
- Mix of economic activities including industry, craft workshops and plant nurseries.

2.5.1 Urban Structure

Oaks Estate is effectively an urban 'island' or 'outlier', with its edges defined by the Molonglo/Queanbeyan River corridors and severed from its parent settlement, by the Canberra-Goulburn railway line. The key components of Oaks Estate's urban structure comprise:

- Queanbeyan Railway Station-River Street heritage axis;
- The grid iron street pattern;
- The heritage nodes of the station, the homestead ('Oaks') and the 'humpy' (9 Hazel Street);
- The de facto 'village green';
- The riparian open space system and river bank walkway; and
- The two 'village gateways'.

In many ways, the topography of Oaks Estate acts as a counterpoint element to the village's gridiron street pattern, with some of the north-south streets descending the steeply sloping ridge spur in a manner reminiscent of the roads of the Roman Empire. An analysis of Oaks Estate's urban structure is illustrated in Figures 2.2 and 2.3.

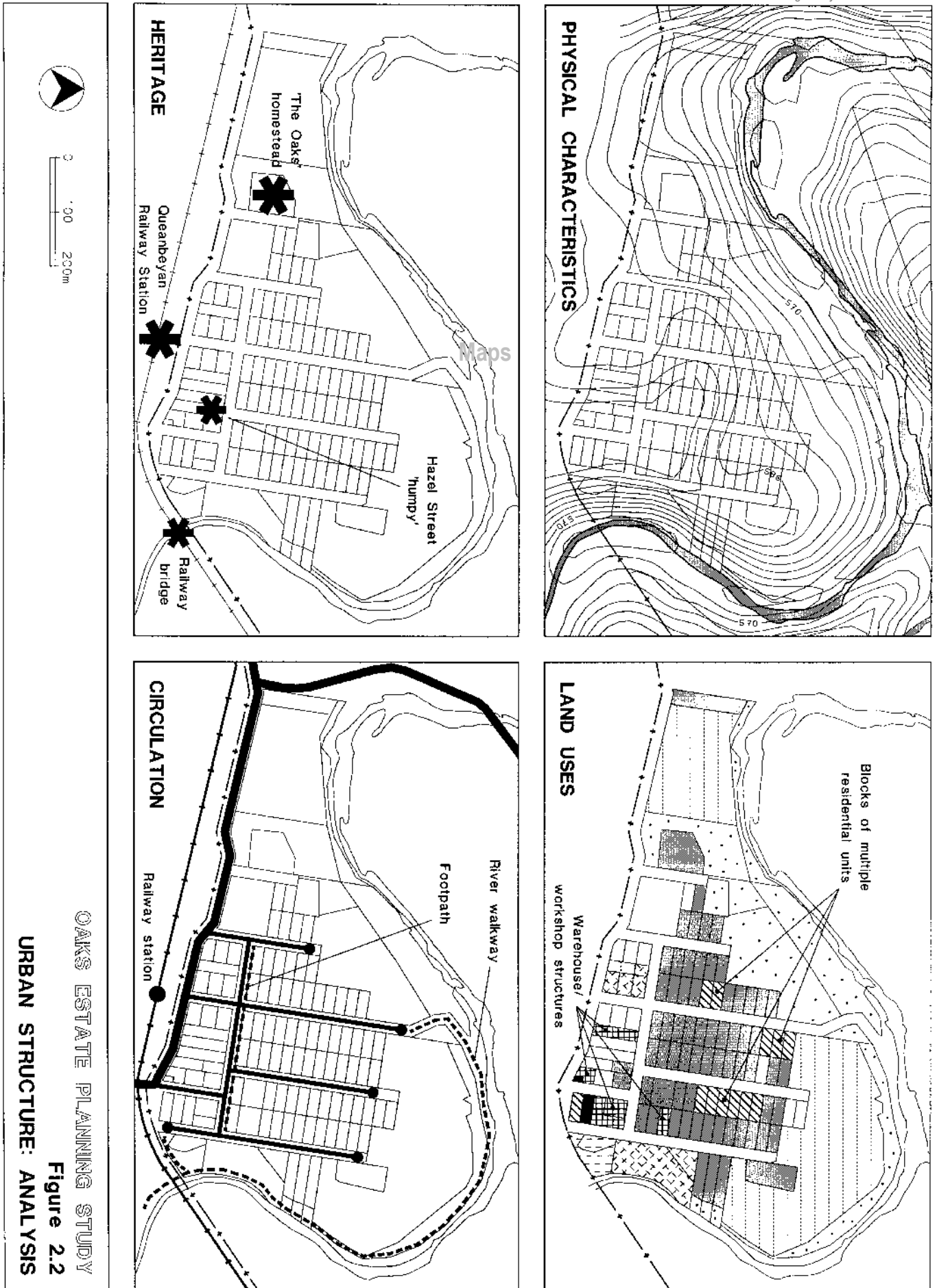


Figure 2.2
URBAN STRUCTURE: ANALYSIS

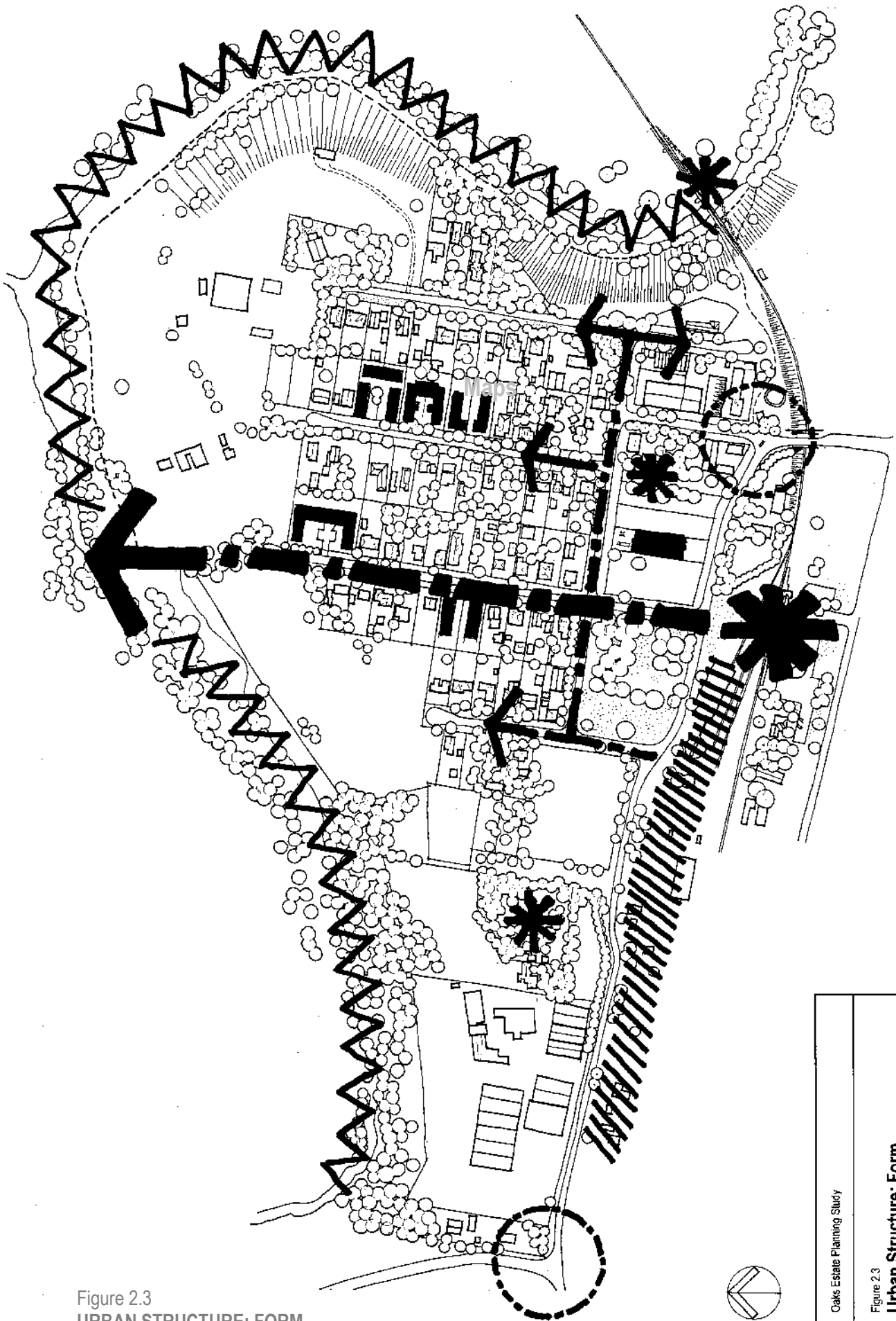


Figure 2.3
URBAN STRUCTURE: FORM

Oaks Estate Planning Study
Figure 2.3
Urban Structure: Form
Monaro Consultants Pty Ltd
Scale: 1:1000

Chapter Three

PLANNING HISTORY

Oaks Estate has had an intriguing and at times frustrating planning history. The formation of the village had its beginnings with Robert Campbell's 1836 land grant and the 1887 Oaks Estate Subdivision. Subsequent events such as the proclamation of the ACT in 1911 and the resumption to leasehold in 1974, each had a pronounced impact on the estate. NCDC and current Territory Plan land use policies with their limitations and possibilities are part of a continuum that has defined Oaks Estate in relation to Canberra.

3.1 NCDC POLICIES

The establishment of the National Capital Development Commission (NCDC) in 1958, by the Menzies Liberal Coalition Government, saw the introduction of a multi-functional authority dedicated to the creation of a city worthy of being the capital of Australia. Its primary focus was the systematic design and development of the new suburbs of the ACT and the infrastructure that support them.

3.1.1 Oaks Estate Policy Plan 1983

Following a 1980 survey of Oaks Estate residents, the NCDC introduced the first Policy Plan for the estate in 1983. The plan showed two types of residential area, one for single detached houses or medium density and the other for only medium density housing. The plan stated that *'existing blocks may not be further subdivided but they may be consolidated where specific proposals for medium density development are approved. No further residential flats are to be erected. Maximum building height shall not exceed two storeys.'* In addition to the residential areas the Policy Plan showed three types of Business Areas, which included:

- D1: A retail shop site on part of Block 4 Section 7 fronting Hazel Street;
- D2: An area for "light industries, service industries and craft workshops on part of Blocks 5, 6, 9 and 12 and all of Blocks 13 and 14 Section 7;
- D3: The whole of Section 10 for a variety of commercial uses including service industries, light industries; wholesale; storage; and motor servicing.

The Plan also showed Blocks 1, 2, and 3 Section 7 being used for open space.

The building on Block 4 Section 7 was identified for 'community facilities including child minding, pre-school centre, visiting health care, welfare service interviews, community organisation and library.'

3.1.2 Amendment to Policy Plan for Sections 5 and 7 (June 1987)

In 1987 the Policy Plan was amended to:

- Move the park from Blocks 1, 2 and 3 Section 7 to part of Blocks 5, 6 and 7 Section 5 because it provided 'a more interesting setting among mature trees'. The rest of Section 5 was shown for medium density housing.
- Remove the Business Area 'D2' on Section 7 and replace it with medium density housing;
- Permit additional retail and non-retail commercial community facilities on Block 4 Section 7, which was shown as a 'superette and non-retail commercial uses'.

The earlier Policy Plan had assumed that the Commonwealth would acquire the building on Block 4 Section 7 for community uses but this was not pursued because of the high cost. Accordingly \$10,000 was allocated to upgrade the existing community hall and the lessee was encouraged to use the building for retail purposes.

The record of the community response to the amendment refers to the impending celebration of the centenary of Oaks Estate in 1987. The submissions received emphasised that the charm of Oaks Estate is in its relaxed, quiet, country-town atmosphere. More manufacturing and medium density housing would severely downgrade the area. The community wanted to keep the village atmosphere, the sense of space and the maintenance of the residential nature.

At the time a number of submissions had urged the NCDC to show all of Section 5 as a park but the NCDC did not support this because *'the sportsground on Block 35 is still available and Block 2006 on River Street (below the 1 in 100 year flood) had been shown in the Policy Plan as an active play area'*.

The NCDC's response to a suggestion that River Street be closed between Hazel St and Railway Street was that *'it is necessary to provide access to townhouses from River Street and to ensure that adequate internal vehicular circulation is maintained to Oaks Estate'*.

3.2 TERRITORY PLAN POLICIES

When the draft Territory Plan was released for public consultation in 1991 the land use policies were a repeat of the existing policy plans for the area. In a letter to the ACT Planning Authority dated 16 July 1991 the Progress Association:

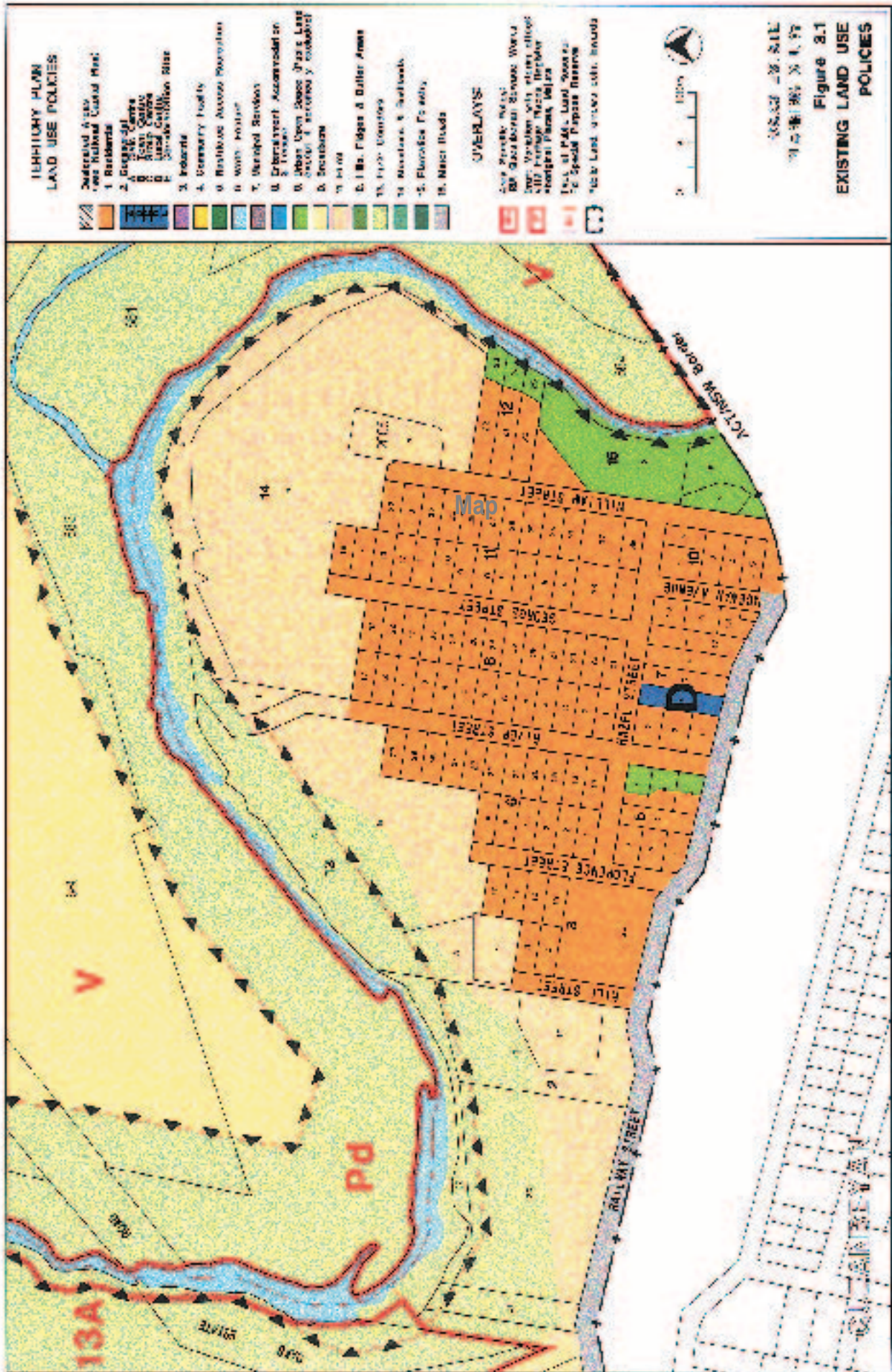
- Queried the accuracy of the NCDC Policy Plan statements in relation to there being no sportsgrounds and to the adequacy of the water reticulation and sewerage system;
- Advised that it preferred single storey medium density housing;
- Wanted a sports field on Section 5;
- Did not favour a shop being located on Hazel Street and preferred widening McEwan Avenue.

Meetings with the ACT Planning Authority were held in early 1992. As a consequence, the Progress Association made a formal submission on the Draft Territory Plan, which requested:

- Similar controls be applied to those proposed for Hall and Tharwa;
- Plans to introduce two storey medium density be abandoned;
- The community hall be shown as Community Facility;
- The land below the 580m contour be shown as River Corridor;
- The playground on William Street be shown as Open Space rather than residential;
- That Block 4 Section 7 be resumed so that the whole of Section 7 can be used for medium density housing;
- That an option be included for a developer to build a shop on Railway Street;
- That Section 10 be shown with a residential PLUZ;
- That the existing single lane bridge on the road to Canberra Avenue be retained so as to discourage through traffic; and
- That improvements be made to footpaths, bicycle paths and off-street parking.

Apart from changing the zoning of Section 10 from industrial to residential, as requested, no other major change was made. Rather the ACT Planning Authority advised that, in the light of the comprehensive submission from the Progress Association, it would undertake a comprehensive planning review of the Oaks Estate.

The current land use policies for Oaks Estate as shown on the Territory Plan Map (Figure 3.1) have remained unchanged since the Territory Plan came into effect in 1993.



3.3 COMMUNITY CONSULTATION

As a result of the submissions from the Oaks Estate Progress Association, the following issues were identified for inclusion in a planning review:-

- The amount and type of medium density housing;
- The juxtaposition of industrial and residential areas;
- The amount and location of open space and recreation facilities;
- The lack of community facility sites;
- The location and type of retail and non-retail commercial facilities;
- The lack of public transport and poor traffic management in the area; and
- The lack of recognition of the status of Oaks Estate as a village similar to Tharwa and Hall.

The Planning Review was launched in early 1994 and undertaken by Marla Guppy and Colin Stewart for the ACT Planning Authority. It included a Community Survey undertaken in April 1994 and four workshops undertaken in May 1994 on running a business in Oaks Estate; traffic management; housing and heritage. A Draft Issues Paper was released for public comment in September 1994. Following additional workshop meetings on medium density housing options, Colin Stewart produced additional sketches in March 1995. For various reasons the Final Report was not issued until 1997

3.4 NO MAN'S LAND NO MORE

In 1997 Peter Johns, a then PALM officer, undertook the above study as an academic assignment towards a University of New England qualification. The assignment was undertaken on the basis that the Oaks Estate Progress Association (rather than PALM) had commissioned the work. To some extent the arrangement reflected a frustration on the part of the OEPA that the impetus of the 1994 consultation process had been lost.

The report covered traffic management, urban design and planning policy issues. At the request of the Progress Association no general community consultation was undertaken as part of this project. The report concluded with a series of recommendations that have been considered and reviewed in the context of the current study.



Photograph 3.1
RENOVATED HOUSE ON RIVER STREET

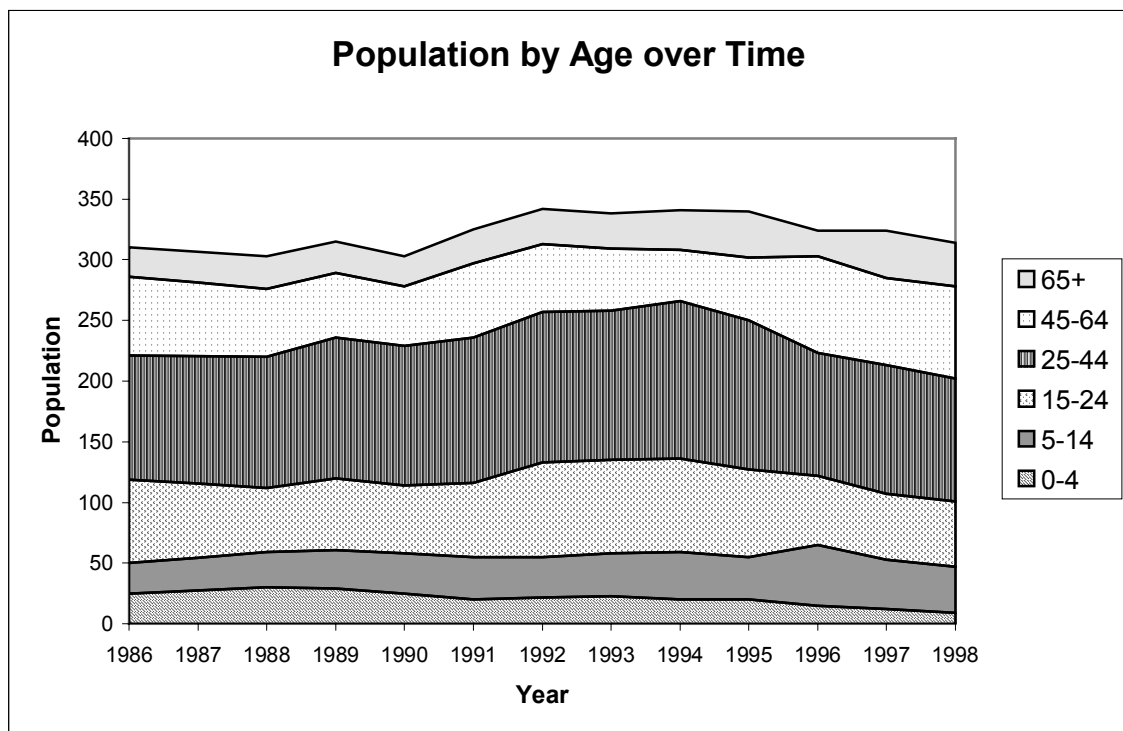
Chapter Four

DYNAMICS FOR CHANGE

The potential to change Oaks Estate is subject to both internal and external dynamics. The internal dynamics are its demographic structure and trends; whilst the external dynamics are the economic forces of supply and demand for the various urban activities as well as the capacity of urban infrastructure to accommodate growth.

4.1 DEMOGRAPHIC TRENDS

The size of Oaks Estate's population has changed little over the past two decades, experiencing neither significant growth nor decline. Census data indicate a population of 310 people in 1986, growing to 325 people by 1991 and remaining at this level with a population of 324 people in 1996. Other Australian Bureau of Statistics (ABS) data suggest an inter-censal population variation, ranging between 303 and 342 people.



Source: ABS 1986, 1991 & 1996 Census; ABS Inter-Censal Data

Figure 4.1: **POPULATION AGE GROUP TRENDS: 1986-1998**

Within the total population, age group sizes have also changed. In 1986 there were 25 children aged under 4 years. This figure declined to 20 by 1991, and declined further by 1996 with only 15 children in this age group. The number of school aged children grew from 25 in 1986 to 35 in 1991 and continued to grow, reaching 50 children in 1996. Young adults aged 15 to 24 declined in number over the twelve year period, although they did increase in size between 1991 and 1995. The Census figures show 61 people in this age group in 1991, and 57 people in 1996. However, the inter-censal figures suggest a population between 72 and 78 people. The size of the population aged between 25 and 44 grew in size from 102 in 1986 to 130 people in 1993, after which it began to decline. Figures related to the older working age population again show a difference between the censal and the inter-censal statistics. Census figures indicate a drop from 65 to 61 people, then a growth to 80 people. Inter-censal figures are much lower than these, reaching the lowest number in 1994 with 42 people. The oldest

age group increases in size over time with 24 people in 1986 and reaching a peak of 38 people in 1995. However, the 1996 Census indicated a population size of 21 people.

Table 4.1

POPULATION AGE GROUP TRENDS: 1986-1996

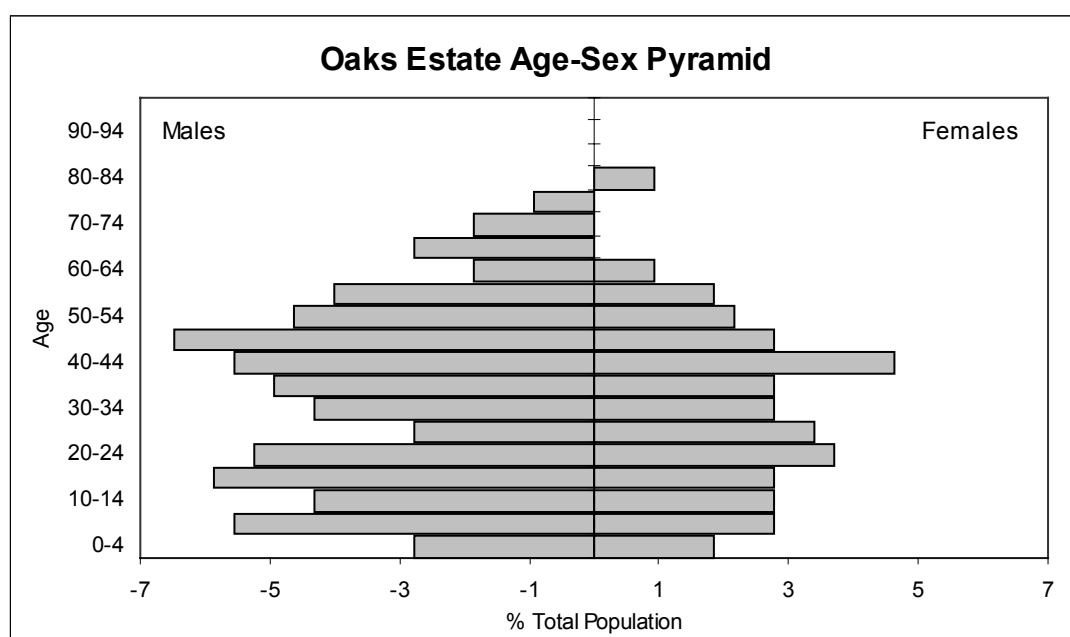
Age Group	1986		1991		1996	
	No	%	No	%	No	%
0-4	25	8.1	20	6.1	15	4.6
5-14	25	8.1	35	10.8	50	15.4
15-24	69	22.2	61	18.8	57	17.6
25-44	102	32.9	120	36.9	101	31.2
45-64	65	21.0	61	18.8	80	24.7
65+	24	7.7	28	8.6	21	6.5
Total:	310	100.0	325	100.0	324	100.0

Source: ABS 1996 Census of Population & Housing: Community Profile

4.1.1 Age Structure

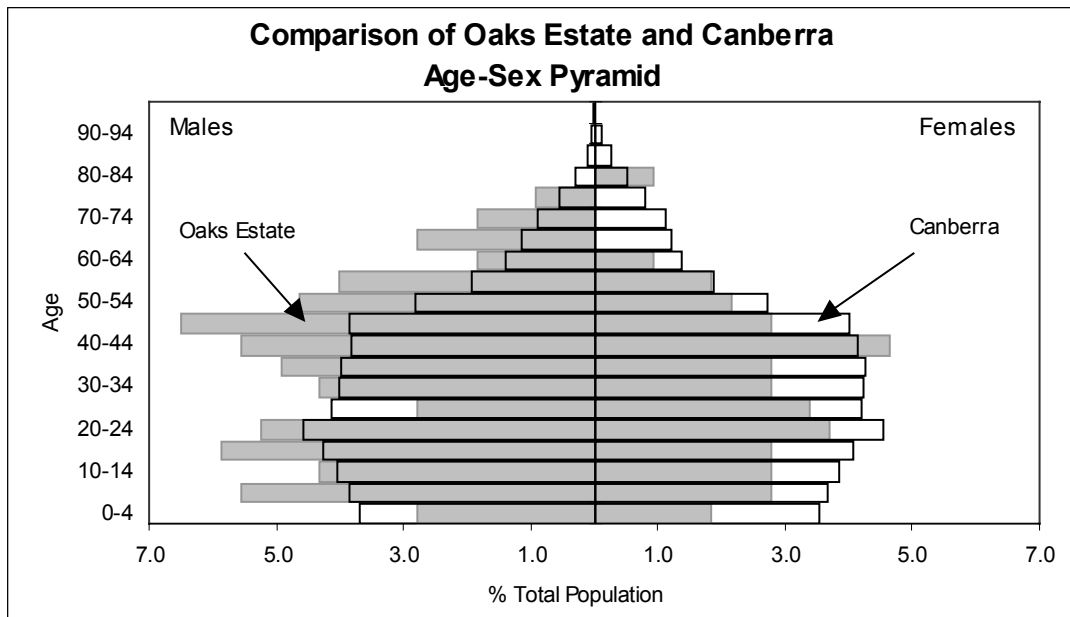
Age Profile

In Oaks Estate male and female populations are different in structure. For males, the largest age group is 45-49, followed by 15-19, 5-9 and 40-44. The 25-29 and 0-4 age groups are comparatively much smaller. For females, the largest age group is 40-44, followed by 20-24 and 25-29. The 0-4 age group is comparatively smaller. The small population of Oaks Estate tends to distort the pyramid, particularly the much smaller female side.



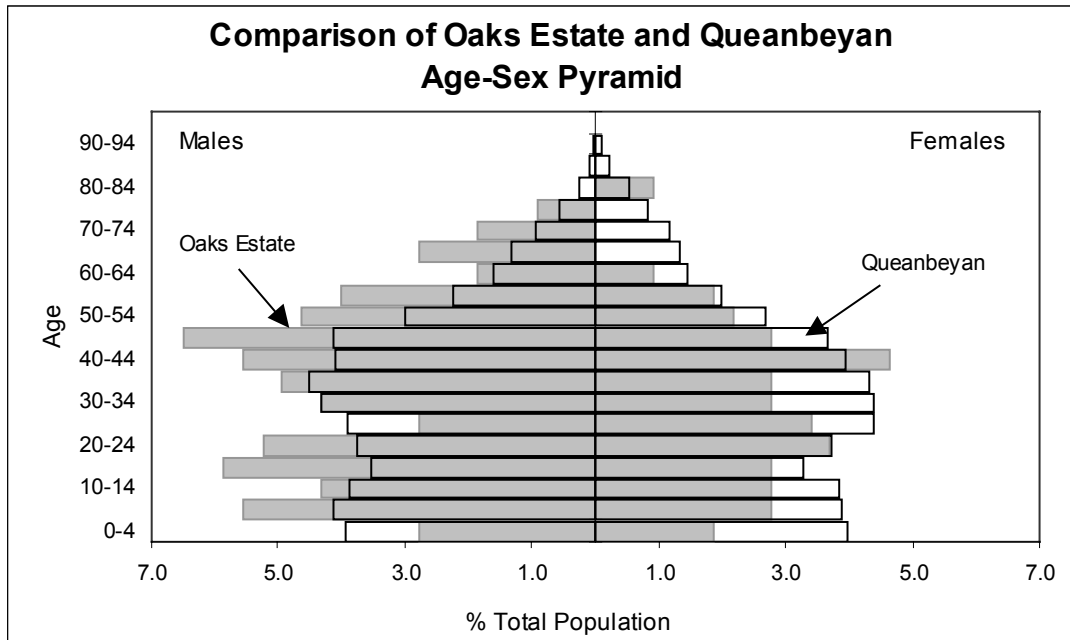
Source: ABS 1996 Census of Population & Housing: Community Profile

For both males and females in Canberra the population peaks at the 20-24 age group. The size of this age group would be influenced by the presence of four universities in Canberra. The four largest age groups for males in Canberra are between the ages 10 and 29. For females the four largest are between the ages 20 and 39. The population profile for Canberra shows that for the past 20 years, the percentage of babies born has fallen each 5-year interval, resulting in an ageing population.



Source: ABS 1996 Census of Population & Housing: Community Profile

The Queanbeyan population for both males and females has two peaks. For males the major peak is at 35-39 with a minor peak at 5-9, while for females the major peak is at 30-34 and the minor at 0-4. The two peaks can be the result of a large number of young families in Queanbeyan. If the major peak was at the younger ages, it could be said that Queanbeyan had a growing population. The fact that it has a minor peak at these age groups prevents Queanbeyan having an aging population.



Source: ABS 1996 Census of Population & Housing: Community Profile

Educational Institutions Attendance

In 1996, Oaks Estate had 21.3% of its population attending an educational institution. This compares with 31.3% in Canberra and 25% in Queanbeyan. Between the three, preschool and primary school are comparatively on par. Only 4.8% of people in Oaks Estate attended secondary school, compared to 8.3% in Canberra and 7.2%

in Queanbeyan. Whether this is due to smaller numbers of people in this age group or poorer school attendance is unclear. In Oaks Estate, 12 children go to a government secondary school, whilst 3 children attend a Catholic school (Table 4.2).

Table 4.2

EDUCATIONAL INSTITUTION ATTENDED: 1996

Education Establishment	Status	Male	Female	Persons
Pre-school		0	3	3
Infants/Primary:	Government	18	3	21
	Catholic	3	3	6
Secondary:	Government	7	5	12
	Catholic	3	0	3
Further Educational Institution:	Full-time	3	3	6
	Part-time	3	3	6
University or other Tertiary Institutions:	Full-time	0	0	0
	Part-time	3	0	3
Total:		40	20	60

Source: ABS 1996 Census of Population & Housing: Community Profile

In 1996 Oaks Estate had 3.8% of its population attending a technical college and 1.0% attending a university or other tertiary institution. Canberra has 3.1% and 7.3% (due to the two universities) respectively, while Queanbeyan had 2.9% and 2.5% respectively. Again Oaks Estate had a large percentage of its population (18.2%) not stating whether or not they attended an educational institution. This compares with much lower figures for Canberra (3.5%) and Queanbeyan (4.4%).

4.1.2 Ethnicity

Place of Birth

The populations of Oaks Estate, Canberra and Queanbeyan have similar birthplace profiles. The top ranking birthplace for Oaks Estate, Canberra and Queanbeyan is Australia, with respectively 62.4%, 74.9% and 77.6% of the population being Australian born. The second ranking birthplace for the three is a European country, accounting for 10.7% of the Oaks Estate population and respectively 6.5% and 9.5% of the Canberra and Queanbeyan populations. The third most common birthplace for all three is the United Kingdom and Ireland, with Oaks Estate at 4.9% and Canberra and Queanbeyan respectively at 6.4% and 4.9%. However, the most significant difference between the three profiles is in the percentage of Asian born people and in the number 'not stated'. The percentage of Asian born in Oaks Estate is 2.1%, Canberra is 5.3% and Queanbeyan is 1.3%. Again the Oaks Estate 'not stated' proportion is high at 15.6%, compared with 2.7% for Canberra and 3.8% for Queanbeyan.

Language

The majority of the Oaks Estate population speak 'English only' at home (70%). However, this is lower than the percentages for Canberra (84%) and Queanbeyan (84%). The next most common language spoken in an Oaks Estate home is a European language, which accounts for 4% of the population. This correlates with Europe being the second ranking birthplace. However, this is lower than Canberra (7%) and Queanbeyan (11%). A comparatively high proportion of the Oaks Estate Population speak a South East Asian language at home (3%). For Canberra as a whole the proportion is 1% in Canberra and less than 1% in Queanbeyan. These figures differ from those for birthplace in Oaks Estate and Canberra, with more people in Oaks Estate speaking a South East Asian language (9 people) than were born in that area (4 people). The reverse of this is true for Canberra with 2.74% of the population being born in SE Asia. Again the percentages for not stated were higher in Oaks Estate with 19.0%, compared to 2.2% of Canberra and 3.2% of Queanbeyan.

4.1.3 Family Structure

Oaks Estate is characterised by a significant polarisation of household structures. There is almost a balance of residents living in traditional family two parent households and residents living as lone person households. Two parents with children households account for 37% of the estate's residents, whilst at the other end of the spectrum, 31% of residents live in lone person households. Couples with no children households and single parent households each account for 13% of Oaks Estate residents. The residual proportion of residents (6%) live as unrelated individuals with a family; in group households; and in other types of family structures (Table 4.3).

ACT Housing Flats

There is a strong correlation between lone person households and single parent households with ACT Housing tenure. Just under 74% of the ACT Housing dwelling stock in Oaks Estate comprise one bedroom flats and bedsitters.

ACT Housing currently has a total of 86 persons living in 68 units within the four Oaks Estate medium density housing blocks. As individuals the ACT Housing tenants are characteristically Australian born single males in the 25-55 age group. The demographic profile is summarised in Table 4.4. The great majority of tenants (85%) receive rent rebates, a tangible indicator of economic hardship. It is understood that a high proportion of the Oaks Estate households without a private motor vehicle are ACT Housing tenants.

Table 4.4

OAKS ESTATE FAMILY STRUCTURE

Household Type		0-4 Years	5-14 Years	15-24 Years	25-44 Years	45-64 Years	65+ Years	Total
Couple Family: Children	Husband, wife:	0	0	3	29	10	0	42
	Children:	12	24	16	0	0	0	52
	Other relation:	0	0	3	0	0	0	3
Couple Family: No Children	Husband, wife:	0	0	0	11	7	15	33
	Other relation:	0	0	0	0	0	0	0
One Parent Family:	Lone parent:	0	0	0	7	6	0	13
	Children:	3	13	6	0	0	0	22
	Other relation:	0	0	0	0	0	0	0
Other Family Type:		0	0	3	3	0	0	6
Unrelated Individual Living:	With Family:	0	0	3	0	0	0	3
Group Household Member		0	0	0	3	3	0	6
Lone Person:		0	0	9	28	32	12	81
Total Residents:		15	37	43	81	58	27	261

Source: ABS 1996 Census of Population & Housing: Community Profile

This pattern is reflected in the household structure of Oaks Estate's ACT Housing tenants. Single adults in the 25-55 age group make up the majority of households (44%). This is followed by single older person households (over 55), accounting for 27% of tenancies. Single youth households (16-25) make up 13%, whilst single parent households account for 10% of tenancies. The residual comprises mature couples in the 25-55 age group (4%) and young couples (2%)(Table 4.5). The average ACT Housing household size in Oaks Estate is 1.3 persons. A total of 57 single people live as separate households. Thus of the 68 rented units in the four Oaks Estate medium density housing blocks, 84% are occupied by single people.

Table 4.4
OAKS ESTATE: ACT HOUSING TENANT PROFILE

Gender		Age Group		Ethnicity	
Males	55 (64%)	<16	11 (12.8%)	Australian:	46 (53.5%)
Females	31 (36%)	16-24	16 (18.6%)	Indigenous Aust:	3 (3.5%)
		25-54	40 (46.5%)	Other:	35 (40.7%)
		>55	19 (22.1%)		

Source: Compiled from ACT Housing Tenancies Records 2001

Table 4.5
OAKS ESTATE: ACT HOUSING HOUSEHOLD STRUCTURE

Notation	Household Type	No	%
SY	Single Youth (16-25):	9	13.2
SA	Single Adult (25-55):	30	44.1
SO	Single Older Person (over 55):	18	26.5
CY	Young Couple (under 25 Years of Age):	1	1.5
C	Mature Couple (25-55):	3	4.4
YSPF	Single Parent Family with Eldest Child Under 25 Years of Age:	3	4.4
SPF	Single Parent Family:	4	5.9
Total:		68	100.0

Source: Compiled from ACT Housing Tenancies Records 2001

4.1.4 Socio-Economic Structure

Household Income

In parallel with Oaks Estate's household structure there is a polarisation in household and individual income. As would be expected, the 1996 nuclear family households commanded the higher incomes, with the majority in the \$300-\$699 bracket (35%) and a significant representation in the \$1000-\$1499 band (22%). Lone person households, relying solely on one income are highly represented in the \$1-\$299 band (55%), followed by a significant representation in the \$300-\$699 band (24%). Group households tend to earn between \$300 and \$1000 per week (Table 4.6).

Table 4.6
WEEKLY HOUSEHOLD INCOME BY HOUSEHOLD TYPE FOR OCCUPIED PRIVATE DWELLINGS

Household	Weekly Household Income (\$)						
	0	1-299	300-699	700-999	1000-1499	1500+	Total
One Family	0	5	16	8	10	4	46
Lone Person	3	46	20	5	4	0	84
Group Household	0	0	3	3	0	0	6
Total	3	51	39	16	14	4	127

Excludes visitors (3) & households not fully disclosing their income (9)
 Source: ABS 1996 Census: Community Profile

Individual Incomes

Individual incomes in Oaks Estate by both Canberra and Queanbeyan standards tend to be low. The great majority (68%) of Oaks Estate residents over the age of 15 years receive a weekly income of less than \$400. At the other end of the scale, only 1% of the adult population receive an income greater than \$1,000 per week. By comparison, 55% of Queanbeyan's adult population receive a weekly income of less than \$400, whilst for Canberra as a whole, the figure is 52%. At the upper end of the scale, the proportion of Queanbeyan's adult population earning in excess of \$1000 per week is 7%, whilst the Canberra equivalent is 11% (Table 4.xx).

Table 4.7

WEEKLY INDIVIDUAL INCOME: COMPARISON WITH CANBERRA & QUEANBEYAN

Weekly Income	Oaks Estate %	Canberra %	Queanbeyan %
Nil or negative income (a)	8.6	6.6	6.0
\$1 - \$199	39.5	29.0	29.5
\$200 - \$399	19.9	16.4	19.0
\$400 - \$799	16.0	30.7	32.8
\$800 - \$999	5.5	8.3	6.3
\$1000 - \$1499	1.2	8.9	5.1
Over \$1500	0.0	2.5	1.6
Not stated	18.0	4.2	5.6
Totals	(256)	(229,460)	(27,647)

Data based on persons aged 15 and over

(a) Not include in total

Source: ABS 1996 Census: Community Profile

Occupation

The majority of economically active Oaks Estate residents (24%) are in professional occupations. This is followed by intermediate clerical, sales and service workers (23%); tradespersons and related workers (13%); advanced clerical and service workers (9%); labourers and related workers (9%) and managers and administrators (6%)(Table 4.8).

Table 4.8

HOUSEHOLD OCCUPATIONS

Occupation	Oaks Estate %	Canberra %	Queanbeyan %
Managers and Administrators	5.7	11.7	8.6
Professionals	24.3	25.3	14.2
Associate Professionals	4.3	12.2	13.6
Tradespersons and Related Workers	12.9	8.3	13.7
Advanced Clerical and Service Workers	8.6	3.1	3.8
Intermediate Clerical, Sales and Service Workers	22.9	18.5	18.1
Intermediate Production and Transport Workers	4.3	4.0	8.0
Elementary Clerical, Sales and Service Workers	0.0	8.6	9.0
Labourers and Related Workers	8.6	4.2	8.0
Inadequately described & Not Stated	8.6	3.9	2.9
Totals	(70)	(149,250)	(17,550)

Source: ABS 1996 Census: Community Profile

Interestingly, the Oaks Estate occupation profile tends, with minor exceptions, to mirror that of Canberra rather than Queanbeyan. Canberra has a higher proportion of its economically active residents engaged in the professional (25%) and associated professionals (12%), whilst Queanbeyan is better represented in the

intermediate clerical, sales and service workers (19%) and tradespersons and related workers (14%). This favourable comparison with Canberra belies the fact that a significant proportion (#%) of the Oaks Estate population in the working age group are unemployed and are the recipients of benefits of some kind.

Qualifications

The majority of the 1996 Oaks Estate population over the age of 15, who responded to the question on qualifications, had a skilled vocational qualification as their highest academic achievement (20%); followed by a bachelor degree (15%); associated diploma (6%); and a postgraduate diploma (4%)(Table 4.9). None of the Oaks Estate population at that time claimed to have attained a higher degree. Unfortunately, an exceedingly high percentage of the adult population neglected or declined to state a qualification at all (51%). This may indicate an absence of any academic and vocational qualifications in a significant segment of the population. Comparisons with Canberra and Queanbeyan indicate a closer parallel with the latter than the former. In the case of Queanbeyan the majority of the adult residents have a skilled vocational qualification as their highest academic achievement (27%); followed by a bachelor degree (17%); basic vocational qualification (8%); and an associate diploma (7%). Canberra's adult residents, on the other hand, are more likely to have a bachelor degree (30%); followed by a skilled vocational qualification (14%); higher degree (8%); and basic vocational (8%).

Table 4.9

HIGHEST QUALIFICATION: PERSONS 15 YEARS AND OVER WITH A QUALIFICATION

Qualification	Oaks Estate %	Canberra %	Queanbeyan %
Basic vocational	2.1	7.5	7.9
Skilled vocational	19.7	13.5	27.0
Associate diploma	6.3	6.9	7.1
Undergraduate diploma	2.1	7.3	6.2
Bachelor degree	14.8	30.3	17.4
Postgraduate diploma	4.2	5.7	3.9
Higher degree	0.0	8.0	3.8
Inadequately described	0.0	1.3	2.5
Not stated	50.7	19.4	24.2
Total Persons:	(142)	(117,127)	(12,156)

Source: ABS 1996 Census: Community Profile

The residents of Oaks Estate with academic or vocational qualifications are more likely to be qualified in the fields of architecture and building (18%), engineering (13%), or society and culture (9%). This bias towards building and engineering is echoed to some extent in Queanbeyan, where the most frequent qualification is in the fields of engineering (18%), business and administration (16%) and society and culture (11%). However, the residents of Canberra tend to have a greater bias towards society and culture (20%), followed by business and administration (16%) and then engineering (12%). Again the 'not stated' component is very high in Oaks Estate (42%)(Table 4.10).

Vehicle Ownership

Another indicator of socio-economic status, as well as access and mobility, is car ownership. Most Oaks Estate households have at least one car (52%), with 16% having two cars. However, the proportion of households without the use of a car is very significant at 22% of all households. This is particularly the case for lone person and single parent households (Table 4.11). This high rate of households without cars compares unfavourably with both Queanbeyan and Canberra.

Table 4.10

OAKS ESTATE: QUALIFICATION FIELD (Persons Aged >15 Years with a Qualification)

Field of Qualification	Oaks Estate %	Canberra %	Queanbeyan %
Business and Administration	4.2	15.6	16.2
Health	0.0	7.8	6.8
Education	2.1	7.5	6.1
Society and Culture	8.5	20.0	11.3
Natural and Physical Sciences	6.3	10.8	6.3
Engineering	12.7	12.3	17.8
Architecture and Building	17.6	4.9	8.2
Agriculture and Related Fields	4.2	1.5	2.3
Miscellaneous Fields	0.0	3.7	5.3
Inadequately described	2.1	1.9	1.1
Not stated	42.3	13.9	18.5
Totals Persons:	(142)	(117,127)	(12,156)

Source: ABS 1996 Census of Population & Housing: Community Profile

Table 4.11

OAKS ESTATE: VEHICLES PER HOUSEHOLD (Occupied Private Dwellings)

Household Type	Number of motor vehicles					Not Stated	Total
	0	1	2	3	4 or more		
Family Household	3	18	21	7	0	0	49
Lone Person Household	25	46	0	0	0	6	77
Group Household	0	3	0	0	0	0	3
Total Households:	28	67	21	7	0	6	129

Source: ABS 1996 Census of Population & Housing: Community Profile

Travel to Work Mode

Oaks Estate's lack of public transport and a low car ownership is reflected in the mode of travel to work of its economically active residents. Although the private motor vehicle is the primary means of travel to work (73%), it is marginally lower than Queanbeyan (77%), which shares with Oaks Estate a similar standard of public transport, but has a higher rate of car ownership. Canberra with its comprehensive bus network has a relatively higher rate of public transport usage. Oaks Estate's low car ownership and lack of an adequate bus service are translated into a relatively high proportion of the working residents walking to work (8%). By comparison, the proportion of Canberra and Queanbeyan's workforces walking to work is respectively 4% and 3% (Table 4.12).

Table 4.12

OAKS ESTATE: TRAVEL TO WORK MODE (Employed Persons)

Main Method of Travel	Oaks Estate %	Canberra %	Queanbeyan %
Bus or Taxi:	3.2	6.1	1.9
Car (driver or passenger):	73.1	68.5	76.6
Motor bike/motor scooter:	0.0	0.7	0.8
Bicycle:	0.0	1.8	0.6
Walked Only:	7.5	3.6	2.7
Not stated/Worked at Home/Other:	16.2	19.3	17.4
Total	(93)	(149,250)	(17,548)

Source: ABS 1996 Census of Population & Housing: Community Profile

4.1.4 Conclusions

This analysis of the village's demographic and socio-economic structure, indicates that the typical Oaks Estate resident is an Australian born, Anglo-Celtic mature male, with a socio-economic status well below the norm for either Queanbeyan or Canberra. However, this generalisation conceals the fact that there are two very distinct communities living side by side in Oaks Estate.

On one hand, there are households comprising couples and families living in single residences, with one or two of the adults in each household gainfully employed. Their incomes are generally on par with the average resident of Queanbeyan or Canberra. Such households own at least one motor vehicle. The economically active residents would either be self employed, possibly working from home or perhaps more typically drive by car each day to a job in Canberra.

On the other hand there are the households who live in either public sector or private enterprise units and apartments. With the possible exception of the owner occupier apartment residents, the typical household living in the 'flats' is either a young to mature single male or a sole parent family. The adult resident is either earning a subsistence wage or is unemployed. A significant proportion of these wage earners probably walk to a job in Queanbeyan.

Table 4.13

SELECTED DEMOGRAPHIC & SOCIO-ECONOMIC INDICATORS

Demographic & Socio-Economic Indicator	Oaks Estate	Canberra	Queanbeyan
Median age:	33 years	30 years	32 years
Average household size:	1.90	2.70	2.60
Median weekly individual income:	\$200-\$299	\$400-\$499	\$300-\$399
Median weekly household income:	\$300-\$499	\$700-\$999	\$700-\$999
Average Household Car Ownership:	1.0	1.5	1.6

Source: ABS 1996 Census of Population & Housing: Community Profile

4.2 ECONOMIC TRENDS

The economic trends relevant to Oaks Estate's future are the pressures for residential development on the one hand, and the pressure for commercial and industrial activity on the other.

4.2.1 Pressure for Residential Development

Development Applications

Since the introduction of the Territory Plan in 1993 PALM's records indicate 26 development applications have been received in Oaks Estate, of which 6 were for non-residential purposes. With an average of three development applications a year there is little evidence of development pressures in Oaks Estate.

Property sales

Since 1995 PALM's records indicate that there have been 16 property sales in the residential area plus 18 sales of units in Block 11 Section 8.

Most sales are within the \$100-\$150,000 price range with a few in the \$60-\$100,000 range. One-bedroom units in Block 11 Section 8 have generally sold within the \$25,000-\$45,000 price range.

An analysis of PALM's property sales data confirms that the overall turnover of private residences in Oaks Estate is relatively low. This is particularly the case in George Street and William Street (Section 11), which has recorded only two sales in the last six years. However, sales turnover in River Street has been relatively brisk between 1995 and 2001, with a total of six houses and 19 apartments changing hands (Table 4.14).

Table 4.14

OAKS ESTATE: RECENT RESIDENTIAL PROPERTY SALES (1995-2001)

Street	Type	No Sales	Minimum Price	Maximum Price	Average Price	Average Block Size	Sales Period
Florence Street	House	5	\$87,000	\$150,000	\$118,400	1012.3m ²	1995-1999
River Street	House	6	\$66,000	\$135,000	\$96,850	1012.2m ²	1995-1999
River Street	Flat	19	\$26,000	\$47,000	\$30,947	1012.2m ²	1995-2001
Hazel Street	House	1	\$110,000	\$110,000	\$110,000	1012.2m ²	1996
William Street	House	2	\$87,500	\$120,000	\$103,750	1012.1m ²	1997-1998
McEwan Avenue	Flats (5)	1	\$123,500	\$123,500	\$123,500	1053.7m ²	1998

Source: PALM Land Sales Database 2001

Turnover of Public Housing Tenancies

An analysis of 468 initiated and terminated ACT Housing tenancies in Oaks Estate from 17 May 1982 to 13 July 2001, indicated that the average occupation period was 17.5 months, with a median of 9.2 months. Well over half (61%) of these tenancies were for periods of twelve months or less and well over a quarter (29%) were for six months or less. Longer tenancies were at a premium, with only 8% of durations of 48 months or more (Table 4.15). The 'churn' factor for the four housing blocks is highly significant. The 467 new tenancies during a 19.2 year period, since systematic records were kept, represent a turnover of 24.3 tenancies per year or a 'churn' factor (turnover per unit) of 0.35 new tenancies per annum. The 'churn' factor for each building has been:

- Hayley Court: 0.26 New tenancies/unit/annum
- Dovers Court: 0.26 New tenancies/unit/annum
- Elmsall Court: 0.39 New tenancies/unit/annum
- Carla Court: 0.56 New tenancies/unit/annum

Table 4.15

ACT HOUSING TENANCY TURNOVER BY BUILDING

Building	<6 Months		<12 Months		12-48 Months		>48 Months		Total	
	No	%	No	%	No	%	No	%	No	%
Hayley Court	26	5.6	47	10.1	25	5.3	8	1.7	80	17.1
Dovers Court	32	6.9	73	15.6	34	7.3	15	3.2	122	26.1
Elmsall Court	40	8.5	83	17.8	44	9.4	9	1.9	136	29.1
Carla Court	37	7.9	82	17.5	42	9.0	5	1.1	129	27.6
Total:	135	28.9	285	61.0	145	31.0	37	7.9	467	100.0

Note: Based on 467 previous occupied tenancies
Source: ACT Housing Tenancy Records

An analysis of the length of current tenancies tends to confirm this historical pattern with both Hayley Court and Dovers Court having high maximum and average tenancy periods. This reflects the couple and family nature of the accommodation (Table 4.16). Anecdotal evidence indicates that the 'churn' factor in Oaks Estate's privately rented one-bedroom units tends to follow a similar pattern to those of ACT Housing's Elmsall Court and Carla Court. This is particularly the case with male tenants in the 16-25 year age group.

Table 4.16

OAKS ESTATE: ACT HOUSING LENGTH OF CURRENT TENANCIES BY BUILDING

Building	Units	Min Period (months)	Max Period (months)	Average Period (months)
Hayley Court	16	0.3	224.3	59.8
Dovers Court	24	0.8	214.8	70.3
Elmsall Court	18	0.3	101.3	27.4
Carla Court	12	0.6	58.7	20.3
Total:	70	(0.3)	(224.3)	

Source: ACT Housing Tenancy Records

4.2.2 Pressure for Commercial and Industrial Development

According to Queanbeyan real estate sources, industrial and commercial land in the Queanbeyan area is currently in short supply. However, the supply of industrial land in Canberra's industrial estates is more robust (Table 4.17). The prime demand is for smaller industrial blocks in the 1500m² to 2000 m² range. These are popular with start up enterprises and one-man operations.

Table 4.17

CANBERRA INDUSTRIAL LAND SUPPLY

Land Characteristics	Fyshwick ha	Mitchell ha	Hume ha	Symonston ha	Total ha
Industrial land use policy: Brickworks redevelopment:		6.7			6.7
Vacant, unleased blocks:				8.1	8.1
Serviced, unconstrained:	23.6	12.0	13.3		48.9
Flood liable:	12.1				12.1
Unserviced:		4.6	68.9	16.0	89.5
Total Industrial Policy including redevelopment:	35.7	23.3	82.2	24.1	165.3
Waste recovery estate:		10.7	63.0		73.7

Source: ACT Government 2000

A new industrial subdivision, named Carwoola Industrial Estate, is being developed near the intersection of Bungendore Road and Thuralilly Street in Queanbeyan. The subdivision has 23 lots, ranging in size from 1800m² to 3000m². Whilst the industrial estate is not due for completion until March 2002, marketing of the blocks is well advanced and approximately 50% have been set-aside for purchasers.

There have been only two commercial property sales since 1995: sale of Block 4 Section 10 (Vintage Cellars) in April 1999 and the sale of Block 20 Section 2 (Capital Flowers) in July 2000. The details of these transactions are summarised in Table 4.18.

Table 4.18

OAKS ESTATE: RECENT COMMERCIAL PROPERTY SALES

Street	Type	Section No	Block No	Sales Price	Block Size	Sales Date
Railway Street	Wholesale Flower Nursery	2	20	\$400,000	27741.5m ²	31/07/00
McEwan Avenue	Liquor Retail Outlet	10	5	\$170,000	1053.7m ²	06/04/99

Source: PALM Land Sales Database 2001

Discussions with Queanbeyan real estate agents indicate that Oaks Estate is an attractive location for small to medium scale industrial/commercial development, despite the two narrow railway over-bridges at McEwan Avenue and Railway Street. The estate's proximity to Fyshwick and Canberra Airport are considered to be significant advantages.

However, Oaks Estate is not regarded favourably as a location for commercial development with a pronounced retail orientation. That is apart from a small general store, servicing Oaks Estate and the immediate vicinity of Queanbeyan.

4.3 URBAN INFRASTRUCTURE

The future level of development in Oaks Estate is governed by the availability of utility infrastructure. The key utility systems are sewerage and water supply.

Sewer System

Current layout of the sewer system in Oaks Estate consists of a conventional gravity system to a sewer pumping station that is located in Block 3 Section 13. The rising main from the sewer pump station discharges in to the main outfall sewer from Queanbeyan, adjacent to Nimrod Road.

ActewAGL engineers have modelled the sewer infrastructure in Oaks Estate and have determined that there is no spare pumping capacity in the existing sewer pump station. This is based on the existing block and section layout (December 2000) and the solid waste generation ratios summarised in Table 4.19.

Table 4.19

LAND USE & SOLID WASTE DISPOSAL

Land Use		EP	Unit	Solid Waste
Residential:	Low Density (<15 dwellings/ha):	3.6	Per dwelling	1080 litres/day
	Medium Density (15-80 dwellings/ha):	2.5	Per dwelling	750 litres/day
Commercial & Industrial:	Shops & Offices:	0.3	Per employee	90 litres/day
	Industry (Dry Trades):	0.3	Per employee	90 litres/day

Note: EP: Equivalent Population
Source: ActewAGL 2001

Consultation with Queanbeyan City Council indicated that the treatment plant located near to Oaks Estate, has no spare capacity available for an increase in flow from Oaks Estate. Any current spare capacity in the treatment plant is to be utilised in the near future, by developments already planned by Queanbeyan City Council.

Should there be any development in Oaks Estate that increases the loading on the sewer system, then an upgrade to the sewer pump station and the effluent rising main will be required.

An upgrade in the capacity of the sewer pump station would also need a response from Environment ACT with regard to sewer pump station overflow storage. The new rising main and gravity sewer would need to deliver the sewage to an existing sewer network, possibly the one located in Jerrabomberra District Block 2099. It is estimated that the new sewer infrastructure would be over two kilometres in length. The alignment and connection point of the said sewer infrastructure would need to be 'design accepted' by ActewAGL, as part of the standard development process. The cost of the sewer system upgrade will need to be met by the ACT Government, or developers through appropriate developer charges.

Water System

Oaks Estate is fed from a 375 mm diameter water main, via a pressure-reducing valve, providing a maximum static head of 655 metres, for the whole of the area. The size of the main indicates that there is spare capacity to provide more water. The extent of the additional water available has not been modelled accurately at this stage. Preliminary calculations give a spare capacity in excess of 25 L/s.

4.4 ISSUES THREATS & OPPORTUNITIES

The dynamics for change are summarised in the following analysis of issues (strengths and weaknesses), threats and opportunities (Table 4.20).

Table 4.20

DYNAMICS FOR CHANGE: SWOT ANALYSIS

<p>Strengths</p> <ul style="list-style-type: none"> • Free and easy lifestyle. • 'Rus in urbs': 'rustic' & 'village' image. • Significant heritage nodes & supporting features. • Mix of land use activities. • Affordable & range of housing choices. • Opportunities to live & work in the same village. 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Unattractive development to south of Railway Street. • Unattractive points of entry. • Out of scale medium density housing structures. • Relative isolation from Canberra.
<p>Opportunities</p> <ul style="list-style-type: none"> • Greater access to the riverbanks. • Pedestrian access to Queanbeyan railway station. • Development of a comprehensive Design Code. • Restrict traffic access into the village precinct. • Develop 'village green'. • Develop cycleway connection to Queanbeyan. • Heritage railway excursion tourism hub. • Adequate water supply 	<p>Threats</p> <ul style="list-style-type: none"> • Over development. • Increasingly aging population. • Lack of critical mass to sustain community facilities. • Continuation of current ACT Housing policies. • Loss of economic sustainability. • Cross border anomalies & distortions. • Increase in land values. • Queanbeyan bypass blight on cultural landscape. • Limited capacity of Queanbeyan sewerage system.

Chapter Five

COMMUNITY ASPIRATIONS

Over the decades through necessity the Oaks Estate community has given voice to its aspirations to gain both recognition and the basic necessities of life. Seven years ago, this came to the fore in a major community consultation initiative. This chapter reviews the outcomes of that exercise and documents recent consultation with the Oaks Estate community and other stakeholders to identify current planning and development issues.

5.1 COMMUNITY CONSULTATION: 1994

The Final Report of the 1994 Community Consultation, prepared by Guppy and Stewart, was completed in 1997 and incorporated the comments on the Draft Report of the Oaks Estate Progress Association. Key land use recommendations were:

- That the community character and existing urban form of Oaks Estate be acknowledged as central to the area's identity and sense of place and that future planning initiatives seek to strengthen and support these assets.
- That a land use policy for Oaks Estate be developed that supports the existing urban character and heritage qualities of the area and restricts unsympathetic development.
- The existing housing densities in Oaks Estate be maintained and that no further medium density developments be undertaken.
- That consideration be given to appropriately designed aged housing in Oaks Estate.
- That Sections 5 and 7 be retained as public open space with the possible exception of future aged housing in Section 5.
- That further work be undertaken on the future of Home Based Industries in Oaks Estate as a precursor to accommodating such activities in future residential land use planning.

It is not apparent to what extent the Final Report was circulated within the Oaks Estate community. The evidence from the 2001 consultation is that some residents were only familiar with the earlier Draft Report (1994) and had not previously seen the recommendations of the Final Report (Guppy and Stewart 1994).

In addition, there were recommendations relating to heritage, urban design, traffic, community planning and housing policy. The Final Report identifies those elements at Oaks Estate that combine to create its unique character. In 1994 the residents generally agreed that Oaks Estate:

- Is a small community;
- Has a mix of people of different ages, backgrounds and socio-economic groupings
- Has a unique geographic location
- Has an urban fabric more like a country town than a suburban neighbourhood
- Has strong social and family networks
- Has small business, industries and agriculture existing side by side with residential
- Is an area with a distinctive working class heritage
- Has had a fascinating and at times frustrating planning history

Table 5.1
Selected Comments Offered by Residents & Business Owners

Folk	<p>'I'd only been here a while and people recognised and spoke to me' (<i>Single mother: 1994</i>)</p> <p>'I wish there were more services for people in the public housing flats who don't have cars or phones' (<i>Community Survey: 1994</i>)</p> <p>'The Housing Trust flats are a source of lots of noise, aggressive behaviour and violence. There should be an attempt to create more diversity in residents through renovating to make more 2/3 bedroom for families.' (<i>Community Survey: 1994</i>)</p> <p>'When I came here over 20 years ago the flats were full of bikies. It is much better now.' (<i>Long term resident: 2001</i>)</p>
Work	<p>'I really feel the business people are at risk. It's not a crime to make a living.' (<i>Small business operator: 1994</i>)</p> <p>'The reason why I like Oaks Estate is because my business and house are situated on a large block opposite the river.' (<i>Community Survey: 1994</i>)</p> <p>'I really enjoy working in Oaks Estate. I like the feeling of space. It really is a lovely area and I would definitely come and live here if there was a suitable block of land.' (<i>Business manager: 2001</i>)</p> <p>'When our clients first came to see us in Oaks Estate, they would say 'how could you do business out here? After a few years they would say: 'Isn't it heavenly out here.' Its funny how perceptions change.' (<i>Long term business owner: 2001</i>)</p>
Place	<p>'I've got everything I want here.' (<i>ACT Housing resident: 1994</i>)</p> <p>'Oaks Estate is unlike any other Canberra/Queanbeyan suburb. The semi-rural feel make it an ideal place to raise a family. It is an area that feels safe and comfortable.' (<i>Community Survey: 1994</i>)</p> <p>'I only use Canberra for a dog license. If the dog runs away he has to know to run towards the ACT.' (<i>Mother with young children: 1994</i>)</p> <p>'I don't like living in Canberra, I don't know it any more.' (<i>Older resident: 1994</i>)</p> <p>'The bus service is no good if you have to walk to get to your doctor. Door to door is what's needed.' (<i>Older resident: 1994</i>)</p> <p>'I like the river, the trains, the rural sunsets, the mix of people, shopping in Queanbeyan, the history attached to the area, big yards, cheap petrol, the one lane bridge (a bit of a nuisance, but fun).' (<i>Community Survey: 1994</i>)</p> <p>'I live in a block of flats myself but I wouldn't like to see more built. I like the place too much.' (<i>ACT Housing resident: 1994</i>)</p> <p>'People drive through like bats out of hell.' (<i>Parent: 1994</i>)</p> <p>'I cherish Oaks Estate. My word I do. To turn against it would be like poking a stick at my own face.' (<i>Older resident: 1994</i>)</p> <p>'It seems like a fragile environment. With any big changes, you'd find people moving.' (<i>Mother with young children: 1994</i>)</p> <p>'In many ways it's a lost city.' (<i>New apartment resident: 2001</i>)</p> <p>'Where else in Canberra would you see free range geese sharing the street with a heavy truck.' (<i>Long term Resident: 2001</i>)</p>

These characteristics are discussed in more detail in the Final Report (Guppy and Stewart 1994). These characteristics have been given flesh by the recording of residents' comments. These are included in Table 5.1, arranged in accord with the Geddesian triad of: 'folk-work-place' (Geddes 1913).

5.2 COMMUNITY CONSULTATION: 1994

As part of the current study the following meetings were held with government agencies, residents and the business community:-

Government Agencies

- ACT Housing.
- Queanbeyan City Council.
- PALM, Environment ACT; ACTEW/AGL; ACT Heritage Unit.
- Land and Property, DUS.
- Canberra Urban Parks and Places; Environment ACT.
- Traffic and Roads, DUS.

Residents

Four-hour workshop attended by 16 residents.
Representative of Oaks Estate Progress Association.

Business

Meetings with lessees of commercial properties.

Other written and verbal information has been obtained from the NSW State Rail Authority and the Australian Historical Railway Society.

The consultation undertaken during the current study has revealed that many residents consider the 1994 community consultation to be now out of date. There is some frustration that the previous consultation took three years to produce a Final Report and that many of the recommendations have not been implemented.

The 2001 consultation has identified that most residents would like Oaks Estate to "*stay the way it is*". This is a reference to keeping the unique characteristics as identified in the 1994 consultation and as listed above. However, in saying this most residents acknowledge that some change is inevitable and that the focus should be on ensuring that any changes enhance Oaks Estate's unique character.

Specific planning and development issues identified during the 2001 community consultation include:-

- Integrate the ACT Government's plans with those of Queanbeyan City Council and the NSW State Rail Authority.
- Address the poor image of Oaks Estate created by the amount of ACT Government housing and the tenancy policies of ACT Housing.
- Create new physical links to Queanbeyan (footpath/overbridge).
- Allow some form of dual occupancy, but not medium density housing.
- Keep existing industrial and commercial uses but make sure that such uses are compatible with adjoining residential areas.
- Provide more 'green' open space/ recreation areas for public housing tenants.
- Protect Oaks Estate from commercial activities that would detract from the appearance and amenity of Oaks Estate (eg wrecking yards).
- Protect places of heritage significance.
- Make better use of the river corridor by extending the bike path, clearing rubbish and cleaning the river.

- Keep the area in front of Queanbeyan railway station as a park.
- Provide more guidelines on acceptable designs for new buildings and alterations.

Several of the above planning and development issues cannot be addressed through the Territory Plan's land use policies, which are the primary focus of this study. This particularly applies to the impact of ACT Housing's tenancy allocation policies, which was the subject of extensive discussion and recommendations in the Final Report (1994). Similarly the construction of footpaths and cycle paths, the clearing of rubbish, and provision of design guidelines are not matters related to the provision of the Territory Plan.

However, the planning and development issues related to land use and the provisions of the Territory Plan are discussed in the next chapter.



Photograph 5.1
HAYLEY COURT FLATS RIVER STREET

Chapter Six

LAND USE ISSUES & POLICIES

This Chapter examines the existing land use situation and the issues arising. Currently within the village there are inconsistencies between the existing land use and associated lease purpose clauses and current land use policies. Land use has both a village and a metropolitan dimension. There is a need for the existing land use and land use policy to be aligned at the local level, yet be consistent with the metropolitan context.

6.1 CONTEXT

Oaks Estate currently has the following significant land use/activity components:

- Residential Uses (single residences and medium density);
- Commercial / Industrial / Mixed Uses;
- Community Facilities;
- Urban Open Space;
- Rural and River Corridor;
- Movement and Linkages.

The existing land uses of Oaks Estate are illustrated in Figure 6.1.

6.2 RESIDENTIAL USES

There are currently some 192 dwellings in the village. At the 1996 Census 164 (85%) of these dwellings were occupied. Of the total Oaks Estate housing stock, there are 66 (34%) separate or single houses, 4 (2%) terrace houses, 113 (59%) flats/units/apartments; and 9 (5%) other or not stated types of dwelling.

Single Houses

According to the 1996 Census there are 70 single residences (separate and terraced dwellings) in Oaks Estate. The majority of these (59%) are either fully owned or being purchased, with 24% being rented and 9% vacant (Table 6.1). These are of a variety of ages, styles, materials and condition. The building style of some of the houses could place them in a typical Canberra or Queanbeyan suburb. Other houses are highly idiosyncratic in their design and in the combination of materials used.

Table 6.1
DWELLING STRUCTURE BY TENURE TYPE

Dwelling Structure	Storeys No.	Fully Owned	Being Purchased	Rented	Other & Not Stated	Vacant	Total
Separate House	1	28	13	13	6	6	66
Separate House	2+	0	0	0	0	0	0
Terrace/Town House	1	0	0	4	0	0	4
Terrace/Town House	2+	0	0	0	0	0	0
Flat/Unit/Apartment	1& 2	4	3	55	20	16	98
Flat/Unit/Apartment	3	0	0	9	3	3	15
Other & Not Stated		3	0	3	0	3	9
Total		35	16	84	29	28	192

Note: All private dwellings

Source: ABS: 1996 Census: Community Profile



Figure 6.1
EXISTING LAND USES

In many ways some of the houses exhibit the ingenuity and make-do philosophy symptomatic of the Depression years and the early Post War period when building materials were in short supply. The following quote from 'Oaks Estate No: Mans Land' encapsulates the construction genre succinctly:

'Verandas were added later, if not originally part of the house. In time, these were often walled in or curtained in and used as sleepouts. During the Depression years a spare shed at the back of the house was sometimes converted into living quarters for boarders or relatives. The conversion was usually accomplished using makeshift materials such as hesian, newspapers or lino to line the inner walls and packing cases, kerosene tins or corrugated iron for the outer walls. Sapling posts or second hand timbers were used for the frame. In some instances, many of these materials were used to extend the house.' (Williams 1997).

Some owners have created duplexes, whilst in one case two blocks have been amalgamated and three houses constructed on the enlarged land parcel.

Medium Density Units

The medium density units comprise four public housing blocks, owned and managed by ACT Housing; one privately owned block; and one small group of units.

ACT Housing

The current ACT Housing stock at Oaks Estate comprises: 4 bedsitter units in Dovers Court, 49 one-bedroom units located in all four buildings and 29 two-bedroom units located in Hayley Court and Carla Court (Table 6.2). Elmsall Court is an exclusively one-bedroom building, whilst Hayley Court is exclusively two-bedroom.

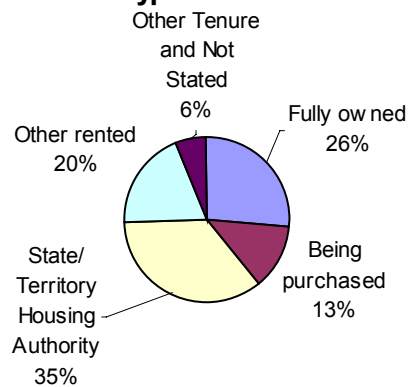
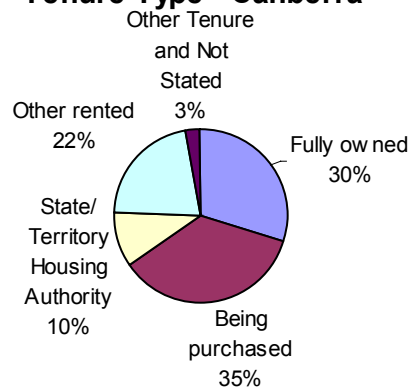
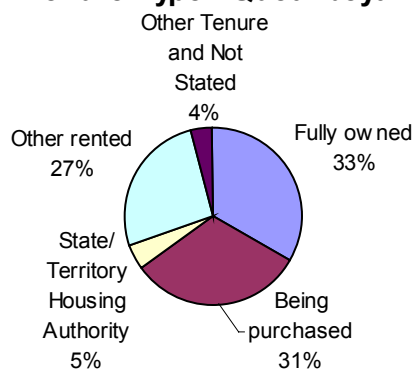
Table 6.2
ACT HOUSING UNIT TYPES

Building	Bed-Sitter Unit	1-Bedroom Unit	2-Bedroom Unit	Total Units
Hayley Court	-	-	21	21
Dovers Court	4	21	-	25
Elmsall Court	-	20	-	20
Carla Court	-	8	8	16
Total Units	4	49	29	72

Note: Total units are based on those available in July 2001
Source: ACT Housing Property Records 2001

The housing blocks are now 27 years old, having been constructed and tenanted by private developers prior to 1974. Currently 70 of the units are tenanted. There are no separate unit titles, which would enable them to be sold to the tenants, or to the general public. According to ACT Housing, there is no pressure to change the size mix of the units. In the opinion of ACT Housing management, any modifications, say to create more two-bedroom units would not greatly alter the demographics of the residential blocks. At this stage, ACT Housing has no proposals to sell off its Oaks Estate housing stock.

The great majority of bed-sitters and single bedroom units are rented to singles (96%). The two-bedroom units tend to be rented to couples, single parent families and the older singles (Table 6.3).

Tenure Type - Oaks Estate**Tenure Type - Canberra****Tenure Type - Queanbeyan****RESIDENTIAL TENURE COMPARISON: OAKS ESTATE CANBERRA & QUEANBEYAN**

The four blocks of ACT Housing flats, whilst having a general similarity in their appearance, vary slightly in their height, roof form, resident car parking and landscaping. Hayley Court on River Street and Dovers Court on George Street, although different in terms of their flat accommodation, are of similar design, height, garage car parking and poor standard of landscaping. However, Hayley Court tends to fit in with the streetscape, whereas Dovers Court, sited just below the crest of a hill on a steeply sloping site, *'stands out like dog's balls.'* Elmsall Court, although only two storeys in height, is also visually conspicuous, with minimal landscaping. Neighbouring Carla Court, is designed around a 'green' courtyard with a significant number of trees to screen it (Table 6.4).

Table 6.3
ACT HOUSING UNIT TYPES BY HOUSEHOLD TYPES

Household Type:	Bed-Sitter	1-Bedroom	2-Bedroom	Total
Single Youth (16-25):	2	6	1	9
Single Adult (25-55):	1	24	5	30
Single Older Person (over 55):	-	13	5	18
Young Couple (under 25 Years):	-	-	1	1
Mature Couple (25-55):	-	1	2	3
Single Parent Family with Eldest Child Under 25 Years:	-	-	3	3
Single Parent Family:	1	-	3	4
Total:	4	44	20	68

Note: Total units are based on those occupied by tenants in July 2001
Source: ACT Housing Property & Tenancy Records 2001

Private Apartments

There are two groups of private units in Oaks Estate, one at 30-34 River Street and one at 5 McEwan Avenue. The block of flats on River Street has 29 one-bedroom units, whilst the small complex on McEwan Avenue comprises five two-bedroom units. The River Street apartments were built by private enterprise in 1976. Originally the 29 units were rented as furnished apartments. However, in 1977 all the units were sold for owner occupation and to investors. Currently nine apartments are owner occupied, with the balance being rented. The design of the River Street apartment block resembles Elmsall Court, being two storeys with a flat roof. However, the landscaping and general appearance of this block is superior to Elmsall Court.

Table 6.4
OAKS ESTATE APARTMENT BLOCKS: PHYSICAL CHARACTERISTICS

Residential Block	Units	Storeys	Roof Form	Car Parking	Landscaping
ACT Housing:					
Hayley Court, River Street	21	3	Pitched	Garage	Minimal
Dovers Court, George Street	25	3	Pitched	Garage	Minimal
Elmsall Court, George Street	20	2	Flat	Surface/Undercroft	Minimal
Carla Court, George Street	16	2	Pitched	Surface	Average
Private Housing:					
30-34 River Street	29	2	Flat	Surface	Average
5 McEwan Avenue	5	1	Flat	Surface	Minimal

Source: Site Survey 2001

6.2.1 Residential Land Use Issues and Policy Response

Oaks Estate's urban character is the product of its unique history, including the plan of subdivision. This created generously sized residential blocks by today's standards (standard size of 1012m²), generally orientated in an east-west direction with the roads running in a north-south direction. The blocks closest to Queanbeyan and the Queanbeyan Railway Station have generally been developed for commercial and industrial uses, although there still remains some residential properties in this area. Many of the older residential properties have been nominated for inclusion on the ACT Heritage Register, as has the total village precinct.

Many blocks between Hazel and Railway Street now lie vacant and a key land use issue is to agree the appropriate long-term use for this land. With the exception of the Mobil site all the vacant blocks are unleased

Territory Land. Blocks 5, 6, 9 and 12 Section 7 are currently identified in the Residential, Commercial and Community Land Release Program for release for multi-unit housing in 2002 / 2003 (ACT Government. 2000).

A significant number of Oaks Estate blocks are currently unleased (Tables 6.5 and 6.6). There are 19 blocks with a residential policy designation, with a total land area of 29,215.5 m². In addition there are three blocks with more than one policy, one of which is residential.

Table 6.5

OAKS ESTATE UNLEASED LAND: URBAN AREA

Section	Block	Block Area m ²	Land Use Policy	Marketability
2	21	3,686.6	More than One Policy	Partially Saleable
3	2	1,012.0	Residential	Saleable
3	3	1,012.0	Residential	Saleable
5	1	867.4	Residential	Saleable
5	2	971.6	Residential	Saleable
5	3	971.7	Residential	Saleable
5	4	1,468.6	Residential	Saleable
5	5	1,006.5	More than One Policy	Partially Saleable
5	6	1,052.7	More than One Policy	Partially Saleable
5	7	971.8	More than One Policy	Partially Saleable
7	1	1,032.0	Residential	Saleable
7	2	1,133.4	Residential	Saleable
7	3	1,052.5	Residential	Saleable
7	5	1,687.2	Residential	Saleable
7	6	1,730.9	Residential	Saleable
7	9	963.1	Residential	Saleable
7	12	1,099.5	Residential	Saleable
8	31	1,012.2	Residential	Saleable
11	14	1,012.1	Residential	Saleable
11	15	1,012.2	Residential	Saleable
11	36	1,012.1	Residential	Saleable
12	23	721.0	Urban Open Space	Not for Sale
12	24	619.8	Urban Open Space	Not for Sale
12	25	552.8	Urban Open Space	Not for Sale
13	3	3,424.8	More than One Policy	Partially Saleable
15	1	1,680.0	Residential	Saleable
15	5	3,100.0	Urban Open Space	Not for Sale
2	19	12,505.4	More than One Policy	Partially Saleable
Total Area:		48,371.9		

Source: Compiled from Department of Urban Services Records 1999

6.2.2 Design Guidelines for New Dwellings and Extensions

Front fences, gardens, sheds and large blocks help create Oaks Estate's unique urban character. The diversity of housing also contributes to the character, in particular the older houses that are generally single storey and of modest appearance. There is a general desire in the community to retain this "country town" character and the five blocks of flats constructed in the early 1970's together with some of the more recent houses are not seen to be compatible with the predominant rural character of the village.

This raises issues of what type of new development should occur on the vacant sites and what type of alterations and additions to existing dwellings should be allowed.

This issue was addressed in the 1994 community consultation with a recommendation in the Final Report (Guppy and Stewart 1994) that:-

'In conjunction with the Heritage Study, a plain language style guide to sympathetic renovation to existing housing for use by the Oaks Estate residents needs to be developed.'

It is apparent that such a guide should not be restricted to the renovation of existing housing but should also cover any new housing. A recommendation of this study is therefore that in conjunction with the Heritage Study, a plain language guide to the sympathetic renovation of existing housing and **the design of new housing** be developed.

Table 6.6

OAKS ESTATE UNLEASED LAND: RURAL AREA

Section	Block	Block Area m ²	Land Use Policy	Marketability
2	22	4345.6	River Corridor	Not for Sale
13	4	2778.5	Rural	Saleable
13	6	15798.5	River Corridor	Not for Sale
14	1	1604.2	Rural	Saleable
14	3	3878.0	Rural	Saleable
14	5	12252.8	Rural	Saleable

Source: Compiled from Department of Urban Services Records 1999

6.2.3 Dual Occupancy

Dual occupancy residential development may take a number of forms including:-

- The retention of the existing dwelling and the construction of a second dwelling on the block;
- The conversion of an existing dwelling into two dwellings by adding to or refurbishing the original dwelling;
- The erection of two dwellings on a vacant block.

All these possibilities are currently permissible in Oaks Estate under the current provisions of the Territory Plan.

The current guidelines for dual occupancy as contained in Planning Policy Note 6 (PPN6 – The draft guidelines for Multi-Unit Redevelopment including Dual Occupancy in Residential Areas) state that *“it is generally considered impractical to develop a second dwelling on a block less than 800m².”* Given that every residential block in Oaks Estate is greater than 800m² then dual occupancy could be considered on all blocks.

PALM's records indicate that over the past five years only one dual occupancy has been approved in Oaks Estate. However this is not to say that this trend will continue. It is possible that the gradual cumulative effect of dual occupancy development, including Unit Title subdivision, could have a significant impact on the urban character of Oaks Estate.

This issue was addressed in the villages of Hall and Tharwa in 1993 through the inclusion of an Area Specific Policy in the Residential Land Use Policies of the Territory Plan. The policy restricts development to not more than one detached dwelling per block and does not permit further subdivision or amalgamation of blocks.

The views of the Oaks Estate residents, as expressed at the community consultation workshop held during the course of this study, indicated that there was little support for such a blanket restriction to be applied in Oaks Estate. The community recognised that dual occupancy development could have social advantages in meeting family needs, such as accommodating an elderly or infirm relative, grown up children etc.

Given the community view it is recommended that the character of Oaks Estate can be maintained through an Area Specific Policy in the Territory Plan for Oaks Estate that:

- Limits the floor area of a second dwelling to be less than the floor area of the existing dwelling;
- Does not permit subdivision under the *Unit Titles Act 2001*; and
- Requires the design of a second dwelling to be in accordance with agreed Design Guidelines.

Such a provision should ensure that the socially advantageous aspects of dual occupancy developments remain available but the less desirable aspects relating to the size and design of a second dwelling are addressed, as are the potential effects on the urban character of future subdivision.

6.2.4 Multi-Unit Housing

Although multi-unit residential development can take many forms, the reference point for most Oaks Estate's residents is the ACT Housing's properties, comprising four blocks of flats.

The 1994 community consultation considered various forms of multi-unit housing (medium density), particularly on the vacant land on Sections 5 and 7. Sketch designs produced by Colin Stewart at a housing workshop showed sensitively designed multi-unit development on amalgamated blocks.

Although the residents had agreed to consider medium density options at the workshop, in commenting on the draft Final Report the residents submitted that *"Existing housing densities in Oaks Estate be maintained and that no further medium density developments be undertaken"*. These words were subsequently included as a recommendation of the 1994 Final Report (Guppy and Stewart 1994).

The Territory Plan currently permits medium density housing in Oaks Estate. Medium density development is included within the provisions for Multi unit development and is subject to the provisions of the Territory Plan and relevant Planning Guidelines.

Planning Policy Note 6 (PPN6) includes the following provisions of relevance to potential multi unit development in Oaks Estate:-

'Developments comprising 3 or more dwellings on an existing block may be considered where the area of the block is at least 1400m² and 50% greater than the average area of adjacent existing residential blocks having single dwelling developments.

*Other developments comprising three or more dwellings require the amalgamation of at least two existing blocks **and** a total minimum area of at least 1400m².*

The number of dwellings which may be permitted on a parcel of land is based on the area of the existing block or blocks.

As a guide, where an existing block (before amalgamation) has:

- *An area of 4000m² or less; one dwelling is permissible for each 350m² of the area of that existing block up to a maximum of 4 units per existing block;*
- *An area greater than 4000m²; one dwelling is permissible for each 1000m² of the area of that existing block..'*

This means that if two standard blocks of 1012m² are amalgamated to create a new block of 2024m² then there is a potential to place five dwellings on the amalgamated block. Several existing blocks in Section 7 are over 1500m² and the former Mobil site (Block 25 Section 3) is 8485m². All are currently shown as residential in the Territory Plan.

It is the consultants' view that carefully designed multi-unit development would be appropriate on the Mobil site. Multi-unit development would also be appropriate on Blocks 4-14 Section 7, subject to heritage considerations

and the intentions of existing lessees. The use of Block 12 Section 7 will depend on the outcome of the Heritage Study as Block 11 Section 7 has been nominated as a place of individual significance for inclusion on the Heritage Register. Block 9 Section 7 may be more suitable for a commercial rather than residential use as it is adjacent to other commercial and is across the road from industrial uses on Section 10. This block was also identified in the 1994 Final Report as being potentially used as a car park to ease parking problems in the area. Recommendations for the future use of Section 7 are closely linked with the future of existing commercial leases and are discussed in 7.2 below.

6.2.5 Home Occupation/Home Business

The Territory Plan allows home occupation uses without development approval and home business uses with development approval. The presence of home offices / workshops reflect lifestyle choices and provided that they comply with the performance requirements of the Territory Plan, they are unlikely to create any detrimental impact on residential amenity.

6.3 COMMERCIAL & INDUSTRIAL USES

A characteristic of Oaks Estate is the close proximity of commercial uses to residential properties. This is particularly the case regarding the land between Hazel and Railway Streets. This is a legacy of the pre-1974 freehold land tenure system and the accompanying absence of planning controls. It is the type of development commonly found in country towns and contributes in many ways to the special character of Oaks Estate.

In the past the land fronting both Railway Street and McEwan Avenue accommodated a flourmill, brick works and fuel depots. Today the uses are primarily restricted to storage and warehousing, light metal fabrication, and liquor storage and retailing. Many of the former commercial and residential buildings have been demolished and the land now lies vacant awaiting a new use.

Table 6.7

COMMERCIAL & INDUSTRIAL BUSINESSES

Business	Street	Activity	Block & Section	Employment	
				Full Time	Part Time
General Store	Railway Street	Retail (Liquor/Tattslotto)	14/7	1	1
Vintage Cellars	McEwan Avenue	Liquor Retail/Wholesale	4/10	2	2
Lotus Trading	Hazel Street	Mainframe Computer Recycling	1/10	2	1
Antiques Conservation	Hazel Street	Furniture Restoration	2/10	2	-
Brickies Hoist Repairs	William Street	Brickies Hoist Repairs	2/10	1	-
Jarrett Aluminium Products	Hazel Street	Metal Fabrication	4/7	1	2

Source: Site Survey 2001

Railway Land Workshops

State Rail lease its land to the north of the tracks to a number of enterprises. These includes T&A Supreme Kitchens and Joinery; Supreme Air specialising in air conditioning and refrigerator maintenance. Also on this land is the SRA South West Region Queanbeyan Maintenance Depot and a Caltex/Ampol oil depot. Whilst these are sited on NSW land they have road frontage with the ACT Railway Street.

6.3.1 Commercial and Industrial Land Use Issues and Policy Response

Running a business in Oaks Estate was the subject of a separate workshop during the 1994 community consultation. A characteristic of Oaks Estate, is the close proximity of commercial uses to residential properties. This is particularly the case with regards to the land between Hazel and Railway Streets.

This mix of residential and commercial property is the product of the pre 1974 freehold land tenure system and the accompanying absence of planning controls. It is the type of development commonly found in country towns and contributes to the special character of Oaks Estate.

Whilst in the past Oaks Estate was a major industrial and commercial area, today the uses are primarily restricted to storage and warehousing, light metal fabrication, and liquor storage and retailing. Many of the former commercial and residential buildings have been demolished and the land now lies vacant awaiting a new use.

The compulsory acquisition of the land in 1974 presented an opportunity to rationalise the land uses. However for social equity reasons the original owners were offered the opportunity to lease back their properties. In instances where the owner declined, an offer was also made to established tenants. At the time the NCDC recommended that the term of any new lease be 25 years because it was realised that many of the existing buildings were of poor aesthetic appearance and the uses were potentially incompatible with adjacent residential areas. The Commonwealth however offered 50-year terms, and these were later extended in the 1980's to 99 year terms.

The resulting situation is that irrespective of any land use planning policies there are valid leases in existence that have another 70 plus years to run that have lease purpose clauses allowing a range of manufacturing, service trades, warehousing and associated uses. The situation is summarised in Table 7.xx, with more details provided in Appendix A.

To some extent the 1983 NCDC Policy Plan recognised the existing leases by showing Section 10 for commercial uses and part of block 5, 6, 12 and 9 plus 13 and 14 Section 7 as an area for light industries, service industry and craft workshops. This land use policy was changed in 1987 when blocks 1, 2, 3, 5, 6, and 9-14 (inclusive), Section 7 were shown for medium density housing.

Initially the draft Territory Plan showed Section 10 as industrial but following representations from the Progress Association the final Territory Plan was released in 1993 showing Section 10 as residential. Many of the lessees of Section 10 are unaware that the land use policy for their blocks is currently residential, since their buildings and leases clearly relate to commercial use.

Table 6.8

OAKS ESTATE: KEY COMMERCIAL LEASES

Block	Section	Lease Ends	Manuf-acturing	Storage	Repairs	Retail and Hire	Auction Rooms	Retail Wholesale Liquor
1	10	2075	✓	✓	✓	✓		
2	10	2024	✓	✓	✓			
3	10	2083	✓	✓	✓	✓		
4	10	2080	✓	✓	✓	✓	✓	✓
4	7	2075	✓	✓	✓			
13	7	2080	✓	✓	✓	✓		
14	7	2024				✓		

Source: PALM Lease Records 2001

During the period that the land use policy for Sections 7 and 10 has been residential, no existing lessees have applied to change the purpose clause of their leases to residential. The only exception is the lessee of Block 4 Section 7 who showed some interest in including residential uses in his property in the early 1990's.

6.3.2 Non-Conforming Uses

The presence of 'non-conforming uses', that do not comply with the current planning policy of the Territory Plan, is covered by the provisions of Section 12 of the *Land (Planning and Environment) Act 1991* which states that:-

'Where, immediately before the plan comes into effect under this Act, it would be lawful to use any land in a particular way in the exercise of a right derived from an estate in that land, the plan does not prevent the use of that land in that way during the term of the estate.'

At present Blocks 4, 13 and 14 Section 7; and Blocks 1, 2, 3, and 4 Section 10 are non - conforming uses (Appendix A).

Block 4 Section 7 is currently used for the fabrication of aluminium products whilst the Territory Plan land use policy is Commercial (Local Centre). The building on Block 13 Section 7 is used for storage and that on Block 14 Section 7 as a retail shop, whilst the Territory Plan land use policy is Residential.

Section 10 comprises five blocks, three of which are used for some form of manufacturing (Block 1 and 3, Block 2), one is used for liquor storage and retail (Block 4) and the remaining block comprises five residential units (Block 5). The lease provisions allow a variety of uses including manufacturing; wholesale and storage, repairs and miscellaneous but exclude offensive, hazardous or noxious manufacturing processes. The current Territory Plan land use policy for Section 10 is residential.

The consultants have interviewed several existing lessees during the course of this study and none have indicated that they intend to redevelop their properties for residential use. Given that they all have long-term leases it would appear to be pragmatic to introduce a land use policy that recognised the existing commercial and industrial uses but also kept the option open for residential use in the medium to long term, or earlier if a lessee wished to redevelop the property.

A Residential Mixed Use Policy is recommended for Blocks 4-14 Section 7 and Blocks 1-5 Section 10. This could provide for a number of uses including Residential, Community Use; Craft workshop; Light industry; Restaurant; Shop; Warehouse and Parkland. However, it is recommended that any restaurant should be restricted to the southern parts of Blocks 4, 5, and 6 Section 7, fronting Railway Street, so as not to impact detrimentally on the existing residential areas. Similarly 'shop' should be restricted to Block 14 Section 7 (as existing), Block 4 Section 10 (as existing) and Block 4 Section 7 (to encourage redevelopment of the site).

Any future industrial use should be restricted to light industry which is defined in the Territory Plan as:-

'an industry, not being a general, offensive, hazardous or mining industry, in which the processes carried on, the transportation involved or the machinery or materials used do not interfere with the amenity of the locality by reason of noise, vibration, smell, fumes, smoke, vapour, steam, soot, ash, dust, waste, waste products, grit, oil or otherwise. The use includes craft workshop.'

The future development of vacant sites will respond to market demand within the land use policy parameters. There is an opportunity to amalgamate Blocks 5 and 6 for a multi-unit density residential development, in a similar development to Block 25 Section 3 (Mobil site). A requirement of such development should be that the design is in sympathy with the existing architectural character of Oaks Estate. It is recommended that apart from Section 7 and the Mobil site no further subdivision or consolidation of existing blocks be permitted.

6.4 COMMUNITY FACILITIES

Historically there has been a conspicuous lack of community facilities in Oaks Estate. The root cause of this situation has been its lack of critical mass and the earlier attitude of the authorities to the estate as a temporary settlement.

Village School

As early as 1937, and claiming over 50 children attending school, the residents of Oaks Estate began lobbying for a school of its own. Initially this request was all but ignored. Again in 1940 another approach was made to the authorities, stating that there were 44 children of kindergarten age living in Oaks Estate. This figure excluded children of primary school age. The Department of Education's Inspector of the Yass District duly assessed the situation and concluded that there was insufficient evidence to justify the establishment of an Infants School. Nevertheless, he found that there were sufficient pupils to maintain a small one-teacher school, catering for all grades. However, he concluded that any school for the area should be located near HMAS Harman, since it would serve the naval community, as well as Oaks Estate families (Williams 1997).

The Oaks Estate Progress Association made further requests for a school to be established in the estate to the Minister of the Interior, but to no avail. A later request to establish a pre-school was more successful.

At the 1996 Census there were a total of 42 children attending school, with 27 attending primary school and 15 attending secondary school.

As part of this study, enquiries at the various schools in Queanbeyan revealed that currently:

- One boy attends the Queanbeyan West Public School;
- Two boys attend the Queanbeyan East Public School;
- Three boys and one girl attend the Queanbeyan High School; and
- One boy attends St Gregory's Catholic Primary School in Queanbeyan.

Discussions with school officials indicate that state high school alternatives in Canberra include Campbell High School, Telopea High School and Narrabundah College. For Catholic students the main Canberra school choices are St Benedicts in Narrabundah (primary); St Edmunds College, Merici and St Clares College (secondary).

From these enquiries it is evident that parents will shop around to seek the best education for their children. Also there is an increasing nexus between the location of primary school and parental workplace. Thus realistically, Oaks Estate continues to be too small a community to justify its own school.

Community Hall

Lobbying by Oaks Estate Progress Association for a community hall eventually met with success. The community hall was erected in 1953. The building was transported to the William Street site by truck, being formerly a dormitory building in EastLake. Over the years the hall is reported to have been well used and had been the focus for many happy community celebratory events. In about 1991/92 the hall was moved back about one metre from its original position and the southern end extended. Children's play equipment has been installed in the grounds of the hall.

Bus Service

There is documentary evidence that, as early as 1942, the Oaks Estate community requested a daily workman's bus service. This issue was still being pursued by the Oaks Estate Progress Association in 1951 to no avail. However, lobbying efforts for a school bus service proved to be more successful. In 1952 the route of the Quodling Bros Queanbeyan-Canberra bus service was modified to pass through Oaks Estate to pick up and drop-off school children. This deviation for school trips was formalised as a standard bus service for the community, albeit with a limited frequency. By 1953 a bus shelter had been erected on the northern side of Hazel Street. Approximately 32 children were picked up by the bus at this point each day (Williams 1997).

Table 6.9
OAKS ESTATE BUS SERVICE

Deans Buslines	Weekdays – To Queanbeyan Bus Interchange		Weekends
Route 838 (b) School Days Only	8.04 am(b) 8.44 am 11.49 am	2.19 pm 4.24 pm	No Service

Source: Deanes Buslines 2001

For a period ACTION buses provided a daily service to Oaks Estate. However, this was later withdrawn due to lack of patronage. Currently Deanes Buslines provide a daily bus service from Oaks Estate to the Queanbeyan bus interchange via the Hospital. The company provides three services in the morning and two in the afternoon (Table 6.9). The 8.04 am weekday service is provided on school days only. The last bus for the day is at 4.24 pm. There are no bus services to the estate on Saturdays and Sundays. Thus the residents of Oaks Estate, without cars, are denied transport each weekday evening and for the whole weekend.

Deanes Buslines operate a daily school bus service into South Canberra, which passes along River Street.

6.4.1 Community Facility Land Use Issues and Policy Response

The existing land use policy for Block 4 Section 15, the site of the community hall, is urban Open Space. It is recommended that this be changed to Community Facility to recognise the presence of the community hall.

In the long term there is an option to locate community facilities on Block 4 Section 7 in association with the village green proposal. It is recommended that the ACT Government consider purchasing this block should it be offered for sale.

With regard to public transport links to Canberra it is recommended that ACTION be requested to review the how Oaks Estate can best be served by public transport. Oaks Estate residents are paying rates to the ACT Government and should not have to rely on service provision from a NSW private bus operator.

6.5 URBAN OPEN SPACE

Historically the provision of open space had not been an issue. Since its early beginnings, Oaks Estate had a semi rural setting, with ready access to pastures and riparian meadowland. There has, however, been an issue with the provision of sportsfields.

The open space situation in Oaks Estate is however problematic, with significant areas of informal or de facto public open space. This is offset by large areas of unsuitable land allocated for active / passive usage. The formal open space, that is land with an Urban Open Space Policy, is provided in two locations: Gillespie Park and at the Riverside Park (Table 6.10). Land currently used by the Oaks Estate community as informal or de facto open space is located in Blocks 1-4 and part Blocks 5-7, Blocks 1-3 and 5-7, Section 5; and Block 1 Section 15 (playground equipment).

It is crucial that these anomalies be transformed into a useful set of integrated areas of open space. However, to be practical the provision of open space in the estate should meet both community expectations as well as ACT standards.

Table 6.10
EXISTING FORMAL PUBLIC OPEN SPACE

Park	Open Space Type & Facilities	Land Components	Area
Gillespie Park Riverside Park	Urban Park with Gazebo & Children's Play Area Open Space with Community Hall & Children's Play Area	Section 5 Blocks 5, 6, 7 Section 12 Blocks 23, 24, 25 Section 15 Blocks 1, 2, 4, 5	1900m ² 8000m ²

6.5.2 Proposed ACTCode Provisions

The proposed ACTCode (ACT Code for residential Development) provides the parameters for open space planning in the ACT. However, these are essentially geared to the planning of new urban communities, where a clear integrated open space structure can be achieved. These provisions state:-

'Intent:

To provide an integrated accessible public open space network that meets user requirements for safe outdoor recreation and social activities and for landscaping that contributes to the identity and environmental health of the community.

Performance Criteria:

- P1: *The multi-functional role of public open space and sportsgrounds and their usage as a community facility and for stormwater management, is recognised and promoted.*
- P2: *The provision of public open space is in accordance with management considerations and the specific requirements of any relevant strategic Plan of Management prepared under the Land (Planning and Environment) Act 1991 for that district or area.'*

The proposed ACTCode makes provision for two levels of park for a community such as Oaks Estate. These are:

- **Local Parks:** with an area of 0.25ha and a maximum walking distance of 300-400 metres; and
- **Neighbourhood Park:** with an area of 0.5ha to 2.0ha and a maximum walking distance of 500 metres.

6.5.3 Urban Open Space Land Use Issues and Policy Response

It is recommended that Gillespie Park could be expanded to fulfil the requirements of a Neighbourhood Park for Oaks Estate. It would have an area of 1.2 ha and serve the entire Oaks Estate urban village (Table 6.2). This is based on the passive and active recreation needs of the community, together with the functions of townscape aesthetics, boundary definition and legibility. It will provide an important visual and psychological buffer between residential areas and unattractive land uses, such as the workshops and storage areas on the SRA leased land to the north of the railway line. The Neighbourhood Park would include the Oaks Estate Community Garden, managed by the Canberra Organic Growers Society. The Riverside Park, as an area of 'Urban Open Space' would be reduced in size, with the steeply sloping land being allocated to 'River Corridors' and the land on which the community hall is sited, transferred to 'Community Facility'.

Table 6.11
PROPOSED NEIGHBOURHOOD PARK

Land Description	Current Policy	Area
Section 5 Blocks 1, 2, 3 & 4:	Residential	4,279.3m ²
Section 5 Blocks 5, 6 & 7:	Residential/Urban Open Space	3,031.0m ²
River Street South:	Residential	1,600.0m ²
Section 7 Blocks 1, 2 & 3:	Residential	3,217.9m ²
Total Area:		12,128.2 m ²

This proposal is shown on Figure 7.1 (Proposed Village Structure Plan) and Figures 7.2 and 7.3 (Proposed 'Village Green': Options 1 and 2). This also shows the proposed closure of River Street South and the creation of a wide pedestrian walkway, with a link to the Queanbeyan Railway Station Heritage Precinct. Such a proposal could be implemented progressively as funds permit but could remain as a medium – long term planning objective that would make a significant improvement to the residential amenity of Oaks Estate.

6.6 RURAL & RIVER CORRIDOR

Oaks Estate is located at the confluence of the Molonglo and Queanbeyan Rivers, two important regional rivers that are part of the Murrumbidgee River system. This location has issues of river stream and bank conservation, recreational access, market gardening and nursery activities.

There are two nursery businesses in Oaks Estate, utilising the alluvial soils on the banks of the Molonglo/Queanbeyan Rivers. Hazelbrook Nursery was established some 20 years ago, specialising in the cultivation and marketing of cold climate plants. The nursery's products are transported as far afield as Victoria and South Australia. Capital Flowers has been established for nine years in Oaks Estate, having relocated from Pialligo, where space for expansion was limited. The enterprise specialises in flower cultivation and cut flower wholesaling. The nurseries are the largest employers in Oaks Estate (Table 6.12).

Table 6.12
RURAL COMMERCIAL BUSINESSES

Business	Street	Activity	Area	Employment	
				Full Time	Part Time
Hazelbrook Nursery Capital Flowers	William Street Railway Street	Wholesale Nursery: Cold Climate Plants Cut Flower Cultivation & Wholesaling	8.3ha	8	4
			7.5ha	4	8

Source: Site Survey 2001

The nurseries are significant users of water, however much of it is taken directly from the river. In terms of water quality control measures, the enterprises are governed by strict industry standards of operation, as well as ACT lease performance clauses. There are significant buffers between the areas of cultivation and the rivers.

6.6.1 Rural and River Corridor Land Use Issues and Policy Response

There have been concerns with the environmental quality of this section of the Molonglo River. There are particular concerns regarding the leaching of contaminants into the river. There may be groundwater impacts from previous industrial activities located in Oaks Estate, such as the slaughterhouse, tannery and oil depots. A contamination assessment is currently in progress for the former Mobil oil depot.

Queanbeyan River Plan of Management

The Oaks Estate section of the Queanbeyan Rivers is included in the City of Queanbeyan's Queanbeyan River Corridor Plan of Management (1999), as 'Complementary Management Unit A.'. This section of the river is described as being highly affected by urban development, previous mining activities in Jumping Creek (which has led to the release of contaminated water into this unit) and weed infestation. The major threats to the sustainability of this unit are considered to be:

- Weed/willow infestation;
- Sedimentation from urban areas;
- Stormwater inflow which lowers water quality; and
- Sewage treatment works and the potential for overflow.

Sustainable Water Action Management Project

The Sustainable Water Action Management Project (SWAMP) has been established to address the water quality issues of the headwaters draining into Lake Burley Griffin. It is essentially a landcare project with a water focus. Three of the five drainage systems it addresses, affect Oaks Estate, namely the Molonglo and Queanbeyan Rivers and Reedy Creek, which drains into the Molonglo. The goal of SWAMP is to achieve healthy streams and sound water management by undertaking small improvements across the project catchment. It is funded by the Natural Heritage Trust. SWAMP's vision is:

'Healthy streams with sufficient water of sufficient quality to provide for native plants and animals, recreation, secondary urban supply, stock and domestic use; irrigation for food, open spaces and other crops; in addition to increasing household water conservation and uptake of waste water recycling.'

Current Stream Health

On the whole, the stream water quality of the three drainage systems meets the guidelines for designated uses, such as: recreation, stock and urban supply, and visual amenity. However, measured against biological standards, as defined in the ACT Environment Protection Act 1997, water quality is poor for maintaining macro-invertebrate species richness. Extraction of surface and ground waters, and the use of farm dams places further pressures on these waterways. In many instances, stream corridors suffer weed invasion, loss of native plants and animals, threats to native fish and aquatic animals, in-stream erosion and stormwater run-off pollution (Table 6.13).

The SWAMP Strategy and Action Plan has been developed to help address the community's concerns for stream health and sound water management. Six actions are being implemented project-wide and 23 actions are being implemented at specific sites in the project sub-catchments. The project-wide actions include: addressing septic systems; minimising stormwater/runoff pollution; promoting effluent reuse and household water conservation; environmental flow protection; riparian zone management; and native and exotic fish management. More specifically the Oaks Estate Landcare and Park Care groups are implementing plans for weed control and river bank stabilisation on the Molonglo River.

Many of the above issues cannot be addressed by land use policy changes. One issue that should be addressed, however, in considering changes to the current land use policy relates to the definition of the River Corridor. Blocks 23, 24 and 25 Section 12 and the steeply sloping part of Block 2 Section 15 are currently shown as Urban Open Space in the Territory Plan (Figure 6.1). It is recommended that this land be shown as River Corridor as the land is unable to be used for urban open space and its use is more aligned to the objective of the River Corridor land use policy which is 'to conserve the ecological and cultural values'.



Photograph 6.1
GILLESPIE PARK

Table 6.13
ISSUES AFFECTING MOLONGLO & QUEANBEYAN RIVERS & REEDY CREEK: SWAMP

River Water Flow & Quality Issues	Molonglo River	Queanbeyan River	Reedy Creek	MCAP Priority
Septic Systems ACT/NSW:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	High
Problem Willows:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	High
Weeds:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	High
Over Clearing:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	High
Gully Erosion:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	High
Track Erosion:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	High
Channel Erosion:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	High
Riparian Vegetation Damage:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	High
Grazing Management:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Medium High
Chemical Use:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Medium Low
Kangaroo Grazing Pressure:		<input type="checkbox"/>	<input type="checkbox"/>	Medium High
Feral Animals:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Medium High
Landfill:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Medium
Stormwater Pollution:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	High
Native & Introduced Fish:	<input type="checkbox"/>	<input type="checkbox"/>		Medium High
Sewage Treatment Works:	<input type="checkbox"/>			High
River/Creek Water Extraction:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	High
Bore Water Extraction:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	High
Dam Size:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	High
Effluent Reuse:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Medium High
Household Water Conservation:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Medium High
Stormwater Runoff:		<input type="checkbox"/>	<input type="checkbox"/>	Medium

Note: Issues identified by SWAMP stakeholders that affect creek & river health
MCAP: Murrumbidgee Catchment Action Plan

6.7 MOVEMENT & LINKAGES

Movement systems in Oaks Estate include vehicular, cycle and pedestrian networks. However, no discussion of Oaks Estate's transport network is complete without the inclusion of the Queanbeyan railway station.

6.7.1 Roads & Traffic

There is a community perception that traffic on Railway Street regularly exceeds the speed limit with comments such as *'People drive through like bats out of hell'*, being typical (Guppy and Stewart 1994).

A Traffic Management Workshop was held as part of the Oaks Estate Community Consultation to discuss directions (Guppy and Stewart 1994). Issues considered to be of importance to the Oaks Estate community are summarised in Table 6.14. These specific issues are supplemented by a general concern regarding the alignment of the proposed Queanbeyan by-pass.

Table 6.14

COMMUNITY REQUESTED ROAD IMPROVEMENTS

Road Section	Issues for Improvement
1: Railway Street	Speed & Volume of Traffic; Heavy Vehicle Access; Parking; Pedestrian Access.
2: McEwan Avenue	Truck Access; Parking.
3: Railway/McEwan Street Intersection	Traffic Flow; Pedestrian Safety.
4: River Crossing	Warning lights at Intersection with Railway Street.
5: George Street	Visibility on Crest.
6: William Street	Lack of signage leading to 'lost' trucks; Parking and turning circle.
7: General	Signage

Source: Compiled from Guppy and Stewart (1994)

Railway Street

Oaks Estate offers a through route between Canberra Airport, South Canberra and Queanbeyan. This causes a heavy traffic flows along Railway Street, which residents consider to be both dangerous and noisy. A number of residents have reported near misses for both pedestrians and local traffic. The situation is compounded by the use of the road by industrial vehicles from businesses within Oaks Estate. The Oaks Estate Progress Association's response to the Draft Territory Plan listed 12 separate issues relating to transport/access in the area.

Railway Street - Traffic Flows

According to recent ACT Roads traffic counts, Railway Street carries some 2084 vehicles per day, comprising 1135 eastbound and 949 westbound (average weekday February 2000). This compares with Thurralilly Street in Queanbeyan which, carries some 2,250 vehicles per day (ADT: February 2000). This is an industrial road, which acts as a short cut between Bungendore Road and Yass Road. Incidentally, Yass Road, in the vicinity of its intersection with Thurralilly Street, carries a total of 13,400 vehicles per day (ADT: June 2000).

During weekdays, traffic on Railway Street peaks in the morning between 8.00am and 9.00am, with the peak flow travelling in an easterly direction (average weekly flow of 179 vehicles). In the afternoon traffic volumes peak between 5.00pm and 6.00pm, with a more concentrated peak flow travelling in an easterly direction (average weekly flow of 220 vehicles).

Railway Street - Traffic Composition and Speed

The composition of traffic on Railway Street is predominantly light vehicles (92.7%), with medium vehicles accounting for 6.9%, heavy vehicles 0.4% and super heavy vehicles less than 0.1%. Although statistically insignificant, the presence of a few super heavy vehicles makes a substantial impact. Over the space of a week, a total of two B-Doubles and two triple road trains (or equivalent) were driven down Railway Street.

The average daily speed of east bound traffic on Railway Street is 63.8 Km/hr, with a minimum of 4.0 Km/hr and a maximum of 112.0 Km/hr. The average daily speed for west-bound traffic is 60.1 Km/hr, with a minimum of 4.0 Km/hr and an incredible maximum of 240 Km/hr, recorded between 10.00am and 11.00am. During the morning peak hour (8.00am-9.00am), east-bound traffic has a mean speed of 65.3 Km/hr; whilst the contra-flow travels at a mean speed of 60.0 Km/hr. At the afternoon peak (5.00pm-6.00pm), the east-bound flow continues to have a faster mean speed (63.4 Km/hr), compared with 61.0 Km/hr for the lighter west-bound flow (Tables 6.15 and 6.16).



Photograph 6.2
CANBERRA-GOULBURN RAILWAY LINE

Table 6.15

Weekday Traffic Pattern: Railway Street (East Bound)

Time Period	Monday	Tuesday	Wednesday	Thursday	Friday	Weekday Average
0000-0600	0	21	23	25	35	26.0
0600-0700	0	24	19	18	22	20.8
0700-0800	0	36	42	37	55	42.5
0800-0900	0	89	72	79	77	79.2
0900-1000	0	65	75	68	74	70.5
1000-1100	0	47	61	60	52	55.0
1100-1200	0	65	58	61	0	61.3
1200-1300	84	56	55	75	0	67.5
1300-1400	81	55	75	78	0	72.2
1400-1500	91	75	88	105	0	89.8
1500-1600	131	141	126	135	0	133.3
1600-1700	201	188	179	185	0	188.2
1700-1800	209	223	227	220	0	219.7
1800-1900	85	116	128	119	0	112.0
1900-2000	59	45	58	77	0	59.7
2000-2400	116	138	152	140	0	136.5
Total 24Hr	1057	1384	1438	1482	315	1135.2

Note: AM & PM peaks are shown bold

Source: ACT Roads: ACT Urban Services

Table 6.16

Weekday Traffic Pattern: Railway Street (West Bound)

Time Period	Monday	Tuesday	Wednesday	Thursday	Friday	Weekday Average
0000-0600	0	48	49	50	48	48.8
0600-0700	0	83	76	81	72	78.0
0700-0800	0	181	159	164	154	164.5
0800-0900	0	182	165	185	184	179.0
0900-1000	0	71	74	103	81	82.3
1000-1100	0	50	55	44	49	49.5
1100-1200	0	42	64	59	0	55.0
1200-1300	61	61	61	59	0	60.5
1300-1400	52	58	60	62	0	58.0
1400-1500	47	53	57	58	0	53.8
1500-1600	73	61	51	52	0	59.3
1600-1700	95	60	73	74	0	75.5
1700-1800	74	80	81	105	0	85.0
1800-1900	53	45	62	54	0	53.5
1900-2000	33	32	43	33	0	35.3
2000-2400	41	67	60	79	0	61.7
Total 24Hr	529	1174	1190	1262	588	948.6

Note: AM & PM peaks are shown bold

Source: ACT Roads: ACT Urban Services

Table 6.17
Weekly Traffic Composition and Speed: Railway Street (Two Way Traffic)

Time Period	Light Vehicles (Classes 1 & 2)	Medium Vehicles (Classes 3-5)	Heavy Vehicles (Classes 6-9)	Super Heavy Vehicles (Classes 10-11)	Super Heavy Vehicles (Class 12)	Total Vehicles (Classes 1-12)
0000-0600	275	22	2	0	0	299
0600-0700	366	29	0	0	0	395
0700-0800	777	46	4	1	0	828
0800-0900	988	36	8	0	1	1033
0900-1000	563	47	1	0	0	611
1000-1100	380	37	1	0	0	418
1100-1200	319	30	0	0	0	349
1200-1300	463	47	2	0	0	512
1300-1400	476	42	3	0	0	521
1400-1500	518	56	0	0	0	574
1500-1600	707	61	2	0	0	770
1600-1700	956	94	5	0	0	1055
1700-1800	1142	71	4	1	1	1219
1800-1900	616	41	5	0	0	662
1900-2000	359	21	0	0	0	380
2000-2400	752	40	0	0	0	792
Total 24Hr	9657	720	37	2	2	10418

Light Vehicles: Classes 1 & 2: Short & Short-Towing (sedan, wagon, 4WD, light van, utility, motorcycle, bicycle)

Medium Vehicles: Classes 3-5: Two Axle Truck or Bus; Three Axle Truck or Bus; Four Axle Truck.

Heavy Vehicles: Classes 6-9: Three Axle Articulated; Four Axle Articulated; Five Axle Articulated; Six Axle Articulated.

Super Heavy Vehicles: Class 10-11: B Double; Double Road Train.

Super Heavy Vehicles: Class 12: Triple Road Train

Table 6.18
Typical Daily Traffic Speeds (Eastbound & Westbound Traffic)

Period	East Bound Traffic				West Bound Traffic			
	Volume	Min	Mean	Max	Volume	Min	Mean	Max
0600-0700	18	52.0	63.8	77.0	81	42.0	60.9	78.0
0700-0800	37	30.0	62.9	107.0	164	27.0	59.6	82.0
0800-0900	79	38.0	65.3	88.0	185	9.0	60.0	197.0
0900-1000	68	46.0	64.3	94.0	103	25.0	59.5	84.0
1000-1100	60	46.0	62.5	87.0	44	45.0	64.1	240.0
1100-1200	61	43.0	64.3	112.0	59	44.0	62.7	71.4
1200-1300	75	48.0	63.9	92.0	59	26.0	58.8	77.0
1300-1400	78	33.0	65.2	88.0	62	17.0	58.5	77.0
1400-1500	105	43.0	64.1	101.0	58	35.0	57.5	76.0
1500-1600	135	35.0	63.6	96.0	52	39.0	67.4	75.0
1600-1700	185	47.0	63.9	85.0	74	4.0	60.6	87.0
1700-1800	220	4.0	63.4	87.0	105	33.0	61.0	84.0
1800-1900	119	27.0	64.0	81.0	54	33.0	62.3	78.0
1900-2000	77	22.0	62.5	96.0	33	36.0	60.5	74.0
2000-2100	45	43.0	62.8	81.0	33	48.0	60.4	80.0
24 Hour	1482	4.0	63.8	112.0	1262	4.0	60.1	240.0

Source: ACT Roads: ACT Urban Services 2000

Heavy Vehicle Routes

A proposal of potentially greater impact on Oaks Estate, especially in the short term, arises from a study undertaken by the NSW Road Traffic Authority in 1999 on options to reduce the usage of Monaro Street in Queanbeyan by heavy vehicles. The RTA recommended that the preferred short-term strategy was an option involving a northern route via Yass Road, Pialligo Avenue, Oaks Estate Road, Railway Street and Kendall Avenue North. A feature of the recommended option is a new railway bridge on Railway Street to replace the existing single lane bridge. If this eventuated then a significant increase in traffic on Railway Street could be expected. As with the northern by pass proposal, however, most of the estimated cost is located in the ACT (\$3.8 million of the \$5.4 million estimated total cost) and as with the bypass it is not likely to be a funding priority for the ACT Government.

Table 6.19

NORTH QUEANBEYAN BYPASS: TRAFFIC IMPACT ON OAKS ESTATE

Ring Road Option:	2006 Peak Hour Traffic		2016 Peak Hour Traffic	
	East	West	East	West
Base Case	11	173	97	212
Stage 1: Northern Ring Road	11	164	50	187
Completed Northern Ring Road	11	164	29	186
Oaks Estate Progress Association Option	11	159	42	179

Source: Ove Arup 1995

6.7.2 Cycle and Pedestrian Networks

Currently Oaks Estate has a footpath along the northern side of Hazel Street, between Florence and William Streets. There are no other footpaths on the estate. Of particular concern is the lack of footpaths on River Street and George Street, where a significant number of people, without access to private motor vehicles, are located. There is a need to complete an intertown cycleway / footpath system to Canberra and Queanbeyan. At the moment Queanbeyan's cycleway system terminates at the ACT/NSW border.

6.7.3 Queanbeyan Railway Station

Queanbeyan railway station is, in operational terms, a mere shadow of its former self, when it was a busy passenger and freight interchange. In the late 1990s SRA ceased its operation of the station, with trains only stopping at Canberra station. After a lapse of time, the Australian Historical Railway Society began manning the station on a volunteer basis. The society's members manage the station management, ticketing as well as signalling. The station buildings are now regarded as important heritage features for both Queanbeyan and Oaks Estate. To cement the nexus between Oaks Estate and the station, there is a need for a pedestrian crossing: either a bridge or an at-grade crossing. So far the SRA has been reluctant to assist this initiative.

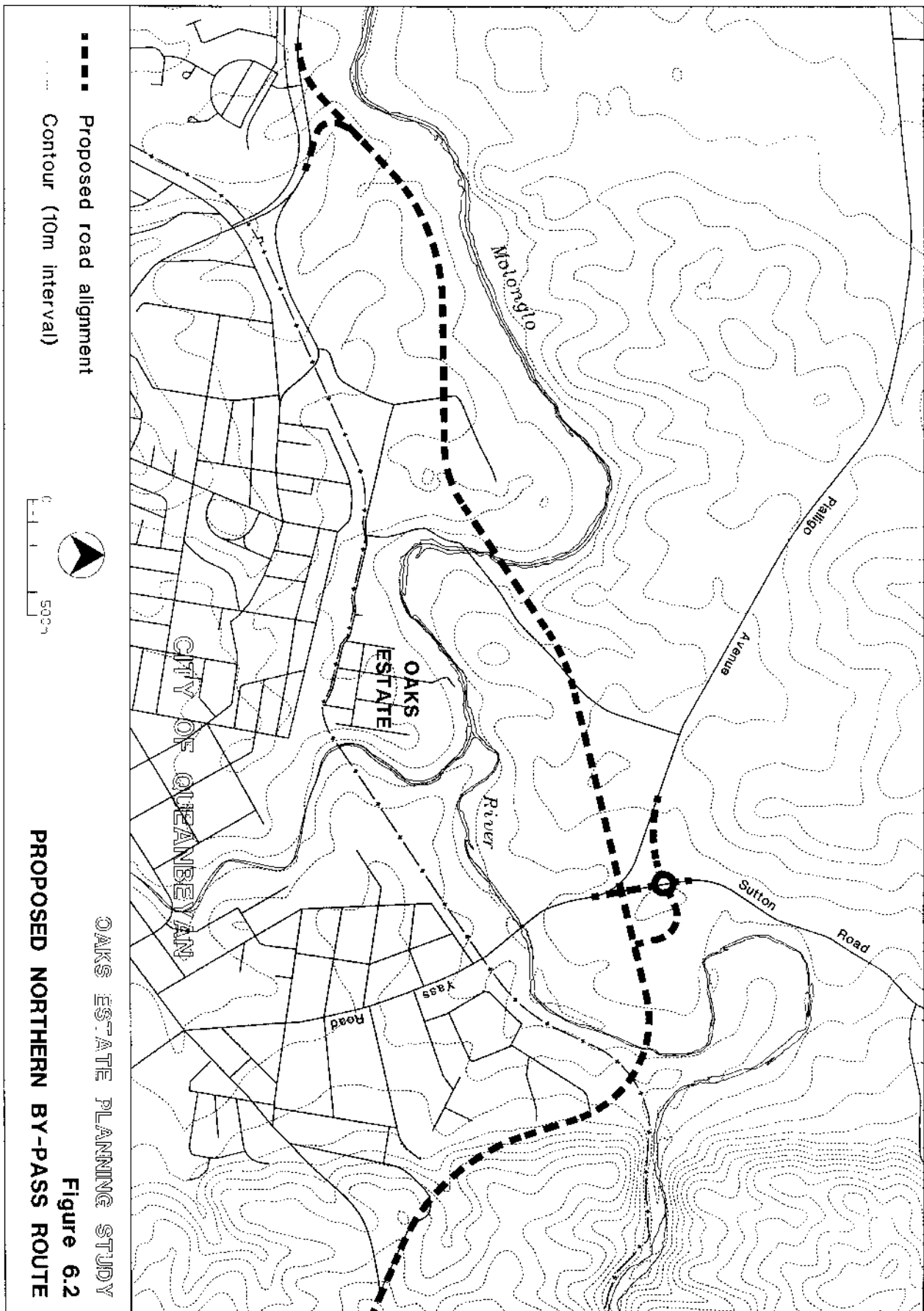


Figure 6.2
PROPOSED NORTHERN BY-PASS ROUTE

Chapter Seven

RECOMMENDATIONS

This chapter provides a summary of recommendations arising from the consideration of land use issues and the proposed policy response.

7.1 PROPOSED VILLAGE STRUCTURE

The proposed structure plan for the village has been informed by the following factors:

- The need to ensure Environmentally Sustainable Development principles;
- The community's aspirations;
- The heritage values of the area;
- The desire for low-profile, environmentally friendly development;
- The need to acknowledge sewerage capacity as a major constraint;
- The need to create limited opportunities for mixed development;
- The need to create a buffer between the village and potential development in Queanbeyan;
- The need to reinforce the village qualities of Oaks Estate;
- The need to maintain the rural nature of the land in the ACT, bordering Oaks Estate; and
- The need to be realistic and take account of current lease durations, where the current lease purpose clause is contrary to the land use policy.

A proposed urban structure is illustrated in Figure 7.1. Two options for the proposed 'village green' have been developed, both predicated on the assumption that the section of River Street between Railway Street and Hazel Street would be closed and incorporated in the 'village green' (Figures 7.2 and 7.3). The key difference between the two options is that Option 1 includes limited residential development on the western side of the 'village green', whilst Option 2 remains free of development. On the basis of the Oaks Estate community's aspirations, Option 2 has been selected as the preferred development form.

7.2 POLICY RECOMMENDATIONS

Policy recommendations include those to be acted on by PALM and those to be acted on by other ACT Government departments.

Policy Recommendations: PALM

1. Introduce a Variation to the Territory Plan that changes the land use policy for Blocks 4, 9, 13, 14 Section 7 and Blocks 1-5 Section 10 to Residential Mixed Use, with land use purposes to include:-

in addition to Schedule 1 of the Territory Plan Residential Land Use Policies the following land uses:- Community Use; Craft workshop; Light industry; Restaurant; Shop; Warehouse and Parkland, subject to any restaurant being only located on the southern part of Block 4, Section 7, fronting Railway Street, and a shop only located on Block 14 Section 7, Block 4 Section 10, and Block 4 Section 7.

2. Introduce an Area Specific Policy in the Territory Plan for Oaks Estate to control development intensity stating that with the exception of Blocks 4-14 Section 7, Blocks 1-5 Section 10 and Block 25 Section 3 (Mobil site) existing blocks shall not be further subdivided nor shall they be consolidated for the purpose of increasing development rights.
3. Introduce an Area Specific Policy for the general residential area that:-
 - Limits the floor area of a second dwelling to be less than the floor area of the existing dwelling;

- Does not permit subdivision under the *Unit Titles Act 2001*; and
 - Requires the design of a second dwelling to be in accordance with agreed Design Guidelines.
4. Permit carefully designed multi-unit development on Block 25 Section 3 (Mobil site), Blocks 4-14 Section 7, and Blocks 1 - 5 Section 10, subject to heritage considerations.
 5. Introduce a Variation to the Territory Plan that changes the land use policy for Block 4 Section 15 (the site of the community hall) to Community Facility.
 6. Introduce a Variation to the Territory Plan to change the land use policy for Section 5, Blocks 1-3 Section 7 and River Street (south) to Urban Open Space to enable Gillespie Park to fulfill the requirements of a Neighbourhood Park through the creation of a 'village green' and closure of River Street (south), as shown on the Proposed Urban Structure Plan.
 7. Introduce a Variation to the Territory Plan to change the land use policy for Block 1 Section 15 to Urban Open Space.
 8. Introduce a Variation to the Territory Plan to change the land use policy for Blocks 23, 24 and 25 Section 12 and the steeply sloping part of Block 2 Section 15 to River Corridors.

Policy Recommendations: Other ACT Government Departments

1. Examine strategies to address the negative image of public housing in Oaks Estate, such as reducing the proportion of public housing (currently 35%) to match the Canberra average (10%); community management of some / all units and improved access to community development and / or support services. [ACT Housing].
2. Review the tenancy allocation policies for public housing to take into account sustainable communities and transport / access issues and specifically address the status of Oaks Estate as a rural allocation [ACT Housing].
3. Upgrade the areas of public housing open space [ACT Housing].
4. Consider purchasing Block 4 Section 7 to consolidate with Blocks 5 & 6 Section 7 for either community use or medium density residential development in association with the 'village green' [Urban Services].
5. Request ACTION to review public transport provision to Oaks Estate [Urban Services].
6. Link Queanbeyan Railway Station Heritage Precinct to Oaks Estate with a pedestrian crossing, either a bridge or an at-grade crossing [Urban Services].
7. Create a wide pedestrian walkway following the closure of River Street (south) [Urban Services].
8. Establish footpaths on the western side of River Street and on the eastern side of George Street [Urban Services].
9. Create "Village Entry Statements" at the junction of Railway Street/McEwan Avenue and Railway Street/Oaks Estate Road, as shown on the Proposed Urban Structure Plan [Urban Services].
10. Upgrade the riverbank walkway and connect to the Queanbeyan pedestrian and cycleway system [Urban Services].
11. Complete a riparian walkway from Oaks Estate to Pialligo [Urban Services].
12. Complete the Canberra to Queanbeyan cycleway/footpath system, which currently terminates at the ACT/NSW border [Urban Services].

7.3 FURTHER WORK

1. Complete a heritage assessment of Oaks Estate in early 2002.
2. Include both Oaks Estate and the Northern Queanbeyan By-Pass alignment in the heritage assessment.
3. Prepare an **Oaks Estate Master Plan**, following completion of the heritage assessment, to include:-

- In consultation with the community, the identification of the existing and preferred neighbourhood character and the preparation of a plain language guide to the sympathetic renovation of existing housing and the design of new housing; and
 - Recommendations for streetscape and capital works improvements.
4. Review of the recommendations of the Planning Study regarding land use policy changes given the outcome of the heritage assessment.
 5. Complete and release for public comment a pamphlet of the study's findings and recommendations.
 6. Prepare a Draft Variation to the Territory Plan based on the Oaks Estate Master Plan, heritage assessment; and public submissions on the Planning Study and release for public comment simultaneously with any proposed nominations for inclusion on the Heritage Place Register.
 7. Request ACT Housing undertake the further work to assess alternative strategies to address the tenancy policies and negative public image of public housing in Oaks Estate.

7.4 SUMMARY OF PROPOSED POLICY CHANGES

The proposed land use policy changes for Oaks Estate are summarised in the following tables:-

Table 7.1

OAKS ESTATE PROPOSED LAND USE POLICY CHANGES

Block	Section	Current Policy	Proposed Policy	Proposed Key Permitted Uses
1	5	Residential	Urban Open Space	Parkland, Playing field
2	5	Residential	Urban Open Space	Parkland, Playing field
3	5	Residential	Urban Open Space	Parkland, Playing field
4	5	Residential	Urban Open Space	Parkland, Playing field
5	5	Residential/Urban Open Space	Urban Open Space	Parkland, Playing field
6	5	Residential/Urban Open Space	Urban Open Space	Parkland, Playing field
7	5	Residential/Urban Open Space	Urban Open Space	Parkland, Playing field
1	7	Residential	Urban Open Space	Parkland, Playing field
2	7	Residential	Urban Open Space	Parkland, Playing field
3	7	Residential	Urban Open Space	Parkland, Playing field
4	7	Commercial	Residential Mixed Uses	Residential, Light Industry, Warehouse
9	7	Residential	Residential Mixed Uses	Residential, Light Industry, Warehouse
13	7	Residential	Residential Mixed Uses	Residential, Light Industry, Warehouse
14	7	Residential	Residential Mixed Uses	Residential, Light Industry, Warehouse
1	10	Residential	Residential Mixed Uses	Residential, Light Industry, Warehouse
2	10	Residential	Residential Mixed Uses	Residential, Light Industry, Warehouse
3	10	Residential	Residential Mixed Uses	Residential, Light Industry, Warehouse
4	10	Residential	Residential Mixed Uses	Residential, Light Industry, Warehouse
5	10	Residential	Residential Mixed Uses	Residential, Light Industry, Warehouse
23	12	Urban Open Space	River Corridors	Nature Conservation Area
24	12	Urban Open Space	River Corridors	Nature Conservation Area
25	12	Urban Open Space	River Corridors	Nature Conservation Area
1	15	Residential	Urban Open Space	Parkland, Playing field
2	15	Urban Open Space	Urban OS/River Corridors	Parkland, Nature reserve
4	15	Urban Open Space	Community Facility	Community activity centre
5	15	Urban Open Space	Urban OS/River Corridors	Community activity centre
River Street		Residential	Urban Open Space	Parkland, Playing field

Table 7.2
PROPOSED LAND USE POLICIES: PERMITTED USES

Land Use Policy	Prime Permitted Uses	Secondary Permitted Uses
Residential	Detached house, Attached house, Apartment	Boarding house, Child care centre, Community activity centre, Guest house, Habitable suite, Health facility, Home business, Home occupation, Parkland, Relocatable unit, Retirement complex, Special care establishment, Special care hostel, Special dwelling
Residential Mixed Uses	Residential, Light industry, Warehouse	Parkland, Community Use, Craft Workshop, Restaurant and Shop (subject to location controls)
Community Facility	Child care centre, Community activity centre, Cultural facility, Educational establishment, Health facility, Hospital, Place of worship,	Emergency services facility, Parkland, Retirement complex, Special dwelling.
Urban Open Space	Aquatic recreation facility, Outdoor recreation facility, Parkland, Playing field.	Community activity centre, Municipal depot.
River Corridors	Nature conservation area, Parkland	Agriculture, Land management facility, Major utility installation, Road, Woodlot.



Photograph 7.1
ALUMINIUM FABRICATION HAZEL STREET

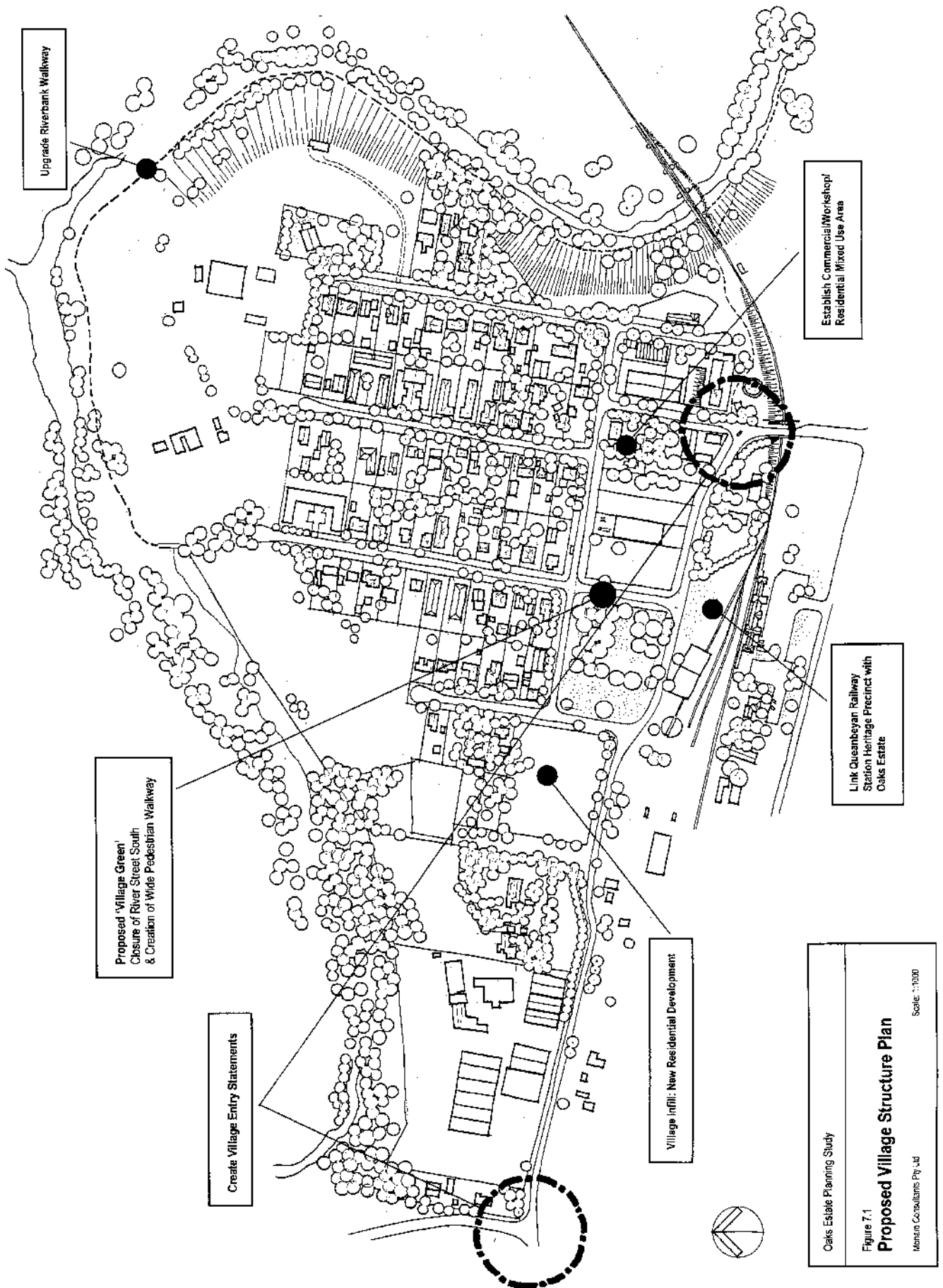


Figure 7.1
PROPOSED VILLAGE STRUCTURE PLAN

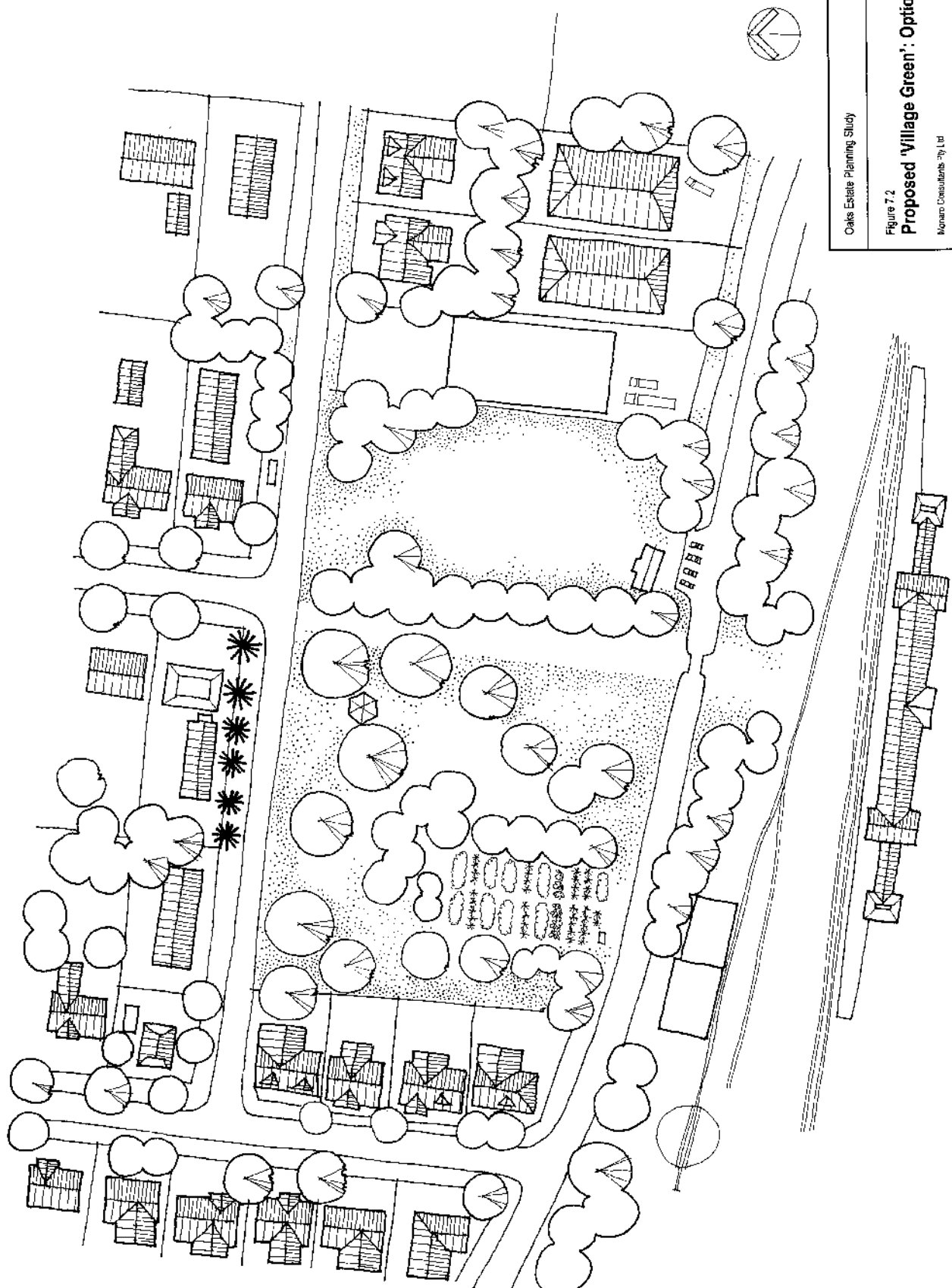
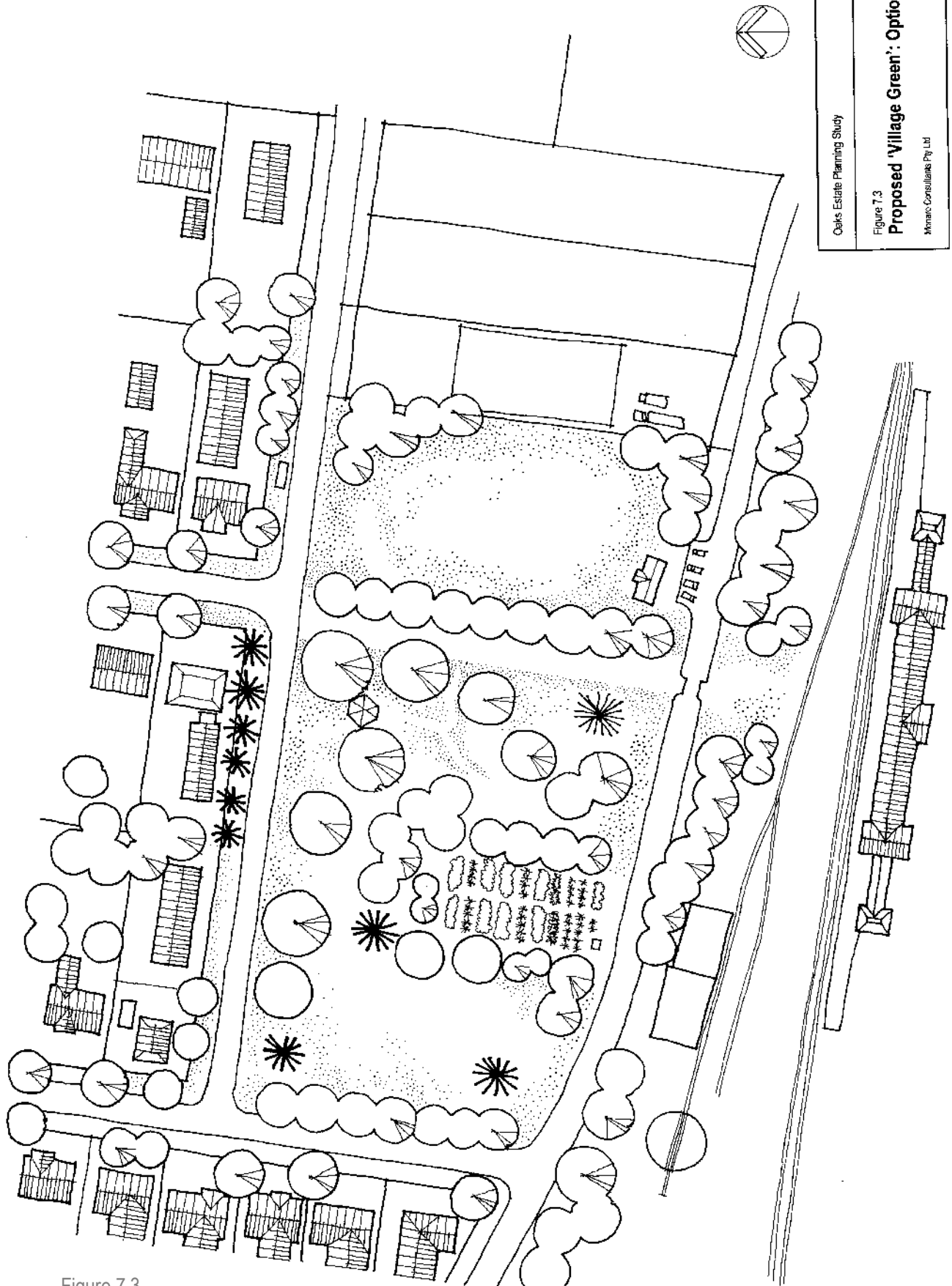


Figure 7.2
PROPOSED 'VILLAGE GREEN': OPTION 1



Oaks Estate Planning Study

Figure 7.3

Proposed 'Village Green': Option 2

Monaro Consultants Pty Ltd
Scale: 1:1000

Figure 7.3
PROPOSED 'VILLAGE GREEN': OPTION 2

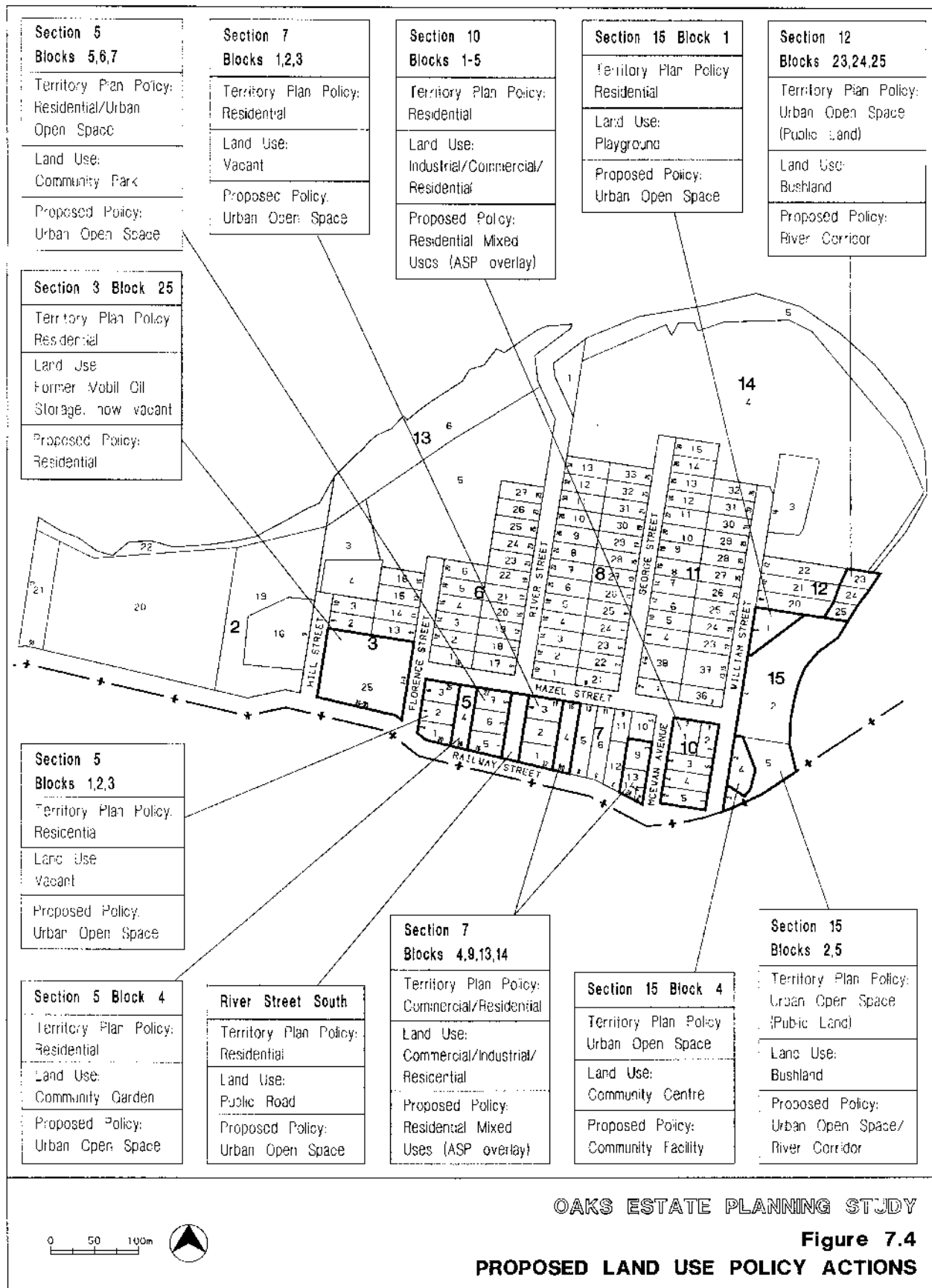


Figure 7.4
PROPOSED LAND USE POLICY ACTIONS



Figure 7.5
PROPOSED LAND USE POLICIES

Appendix A

COMMERCIAL LEASES

Block 1 Section 10

Block 1 (1297m²) was originally leased in 1976 for a 99-year term to Matador Pty Ltd. As at 1981 the block was undeveloped.

The Lease Purpose provides for the premises for one or more of the following purposes:

- (i) Any manufacturing process (other than an offensive hazardous or noxious process) and the retail distribution of goods (except food and beverages) manufactured on the premises;
- (ii) Storage and wholesale distribution of goods;
- (iii) Repair and servicing of machinery appliances and other goods;
- (iv) Retail sale and hire of building materials building equipment builders hardware motor vehicles caravans boats industrial machinery and parts and accessories thereof.

Mattadon sold the property to Thurling and Sons, Haulage Contractors, 13 William Street in 1983.

Block 3 Section 10

This block was bought at auction by Mr Di Carlo in 1976 and was surrendered in 1980 as no building had been undertaken in compliance with the sale conditions.

On 6 April 1984 R Thurling commenced a 99-year lease having been offered a direct grant of the block in order to persuade him to move his business from Block 22 Section 11 Oaks Estate.

The Lease Purpose provides for the premises for one or more of the following purposes:

- (i) Any manufacturing process (other than an offensive hazardous or noxious process) and the retail distribution of goods (except food and beverages) manufactured on the premises;
- (ii) Storage and wholesale distribution of goods;
- (iii) Repair and servicing of machinery appliances and other goods;
- (iv) Retail sale and hire of building materials building equipment builders hardware motor vehicles caravans boats industrial machinery and parts and accessories thereof.

Blocks 1 and 3 Section 10

A new storage building for R and H Thurling on Blocks 1 and 3 was approved by NCDC in 1986 and constructed shortly thereafter.

The total area of Blocks 1 and 3 is 2351m².

In 1990 there was an application to consolidate the two blocks but this does not appear to have been implemented.

In 1992 the leases for Blocks 1 and 3 were transferred to Mr Lawler with a condition that the building GFA was not to exceed 1380m².

Block 2 Section 10

This property was acquired from Mr and Mrs Drury on 15 January 1974 and was leased back for 50 years commencing on 16 January 1974. As at 1977 Oaks Estate Enterprises Pty Ltd occupied the building and was the manufacturers' agent for a number of well-known companies including Bendix; 3M and Dexion (steel shelving).

The Lease Purpose provides for the premises for one or more of the following purposes:

- (i) *Any manufacturing process other than offensive hazardous or noxious industries*
- (ii) *The repairing or servicing of motor vehicles caravans boats machinery equipment goods articles and appliances storage sale hire or distribution of building materials or equipment builder's hardware fuel garden supplies motor vehicles caravans boats machinery and parts and accessories thereof and other goods and materials other than the sale by retail of food stuffs new clothing new household appliances and new furniture except where such goods are manufactured on the land on which the industry is situated. For the purpose of this lease "retail" means "the sale to a person for the purposes of consumption or use"; and "wholesale" means "the sale or supply to a person for the purpose of resale and shall include sales by bulk to institutions and business establishments."*

There is also a requirement that the GFA is not to exceed 50% of the land area.

The site has been developed with the construction of five separate workshop buildings.

Block 4 Section 10

This property was acquired from Mr Cooper in 1974. The Kalivodas had a sub lease from Mr Cooper at the time of acquisition and they continued to occupy the property on a tenancy agreement trading as Cellargold Wines. On 1 January 1981 Bohoslav, Waltraud and Peter Kalivoda commenced a 99-year lease. Alterations to the building were approved in 1996.

The Lease Purpose provides for the premises for one or more of the following purposes:

- (i) *Any manufacturing process other than offensive hazardous or noxious industries*
- (ii) *The repairing or servicing of motor vehicles caravans boats machinery equipment goods articles and appliances*
- (iii) *Storage sale hire or distribution of building materials or equipment builder's hardware fuel garden supplies motor vehicles caravans boats machinery and parts and accessories thereof and other goods and materials other than the sale by retail of food stuffs new clothing new household appliances and new furniture except where such goods are manufactured on the land on which the industry is situated. For the purpose of this lease "retail" means "the sale to a person for the purposes of consumption or use"; and "wholesale" means the sale or supply to a person for the purpose of resale and shall include sales by bulk to institutions and business establishments."*
- (iv) *Auction rooms second hand stores and other businesses concerned with the storage and sale of goods*
- (v) *Retail sale and wholesale distribution of liquor*

Block 5 Section 10

Following acquisition by the Commonwealth the 4 units and a house on this property was managed by the ACT Commissioner for Housing.

However in 1991 the ACT Commissioner for Housing sold the property to Mr and Mrs Spinkas.

The lease terminates on 15 December 2086 and is for residential purposes only with not more than 5 single unit private dwellings.

Block 4 Section 7

At the time of acquisition by the Commonwealth in 1974 this block had a large timber framed fibro clad structure (formerly a brick factory), which was in a bad state of repair. There was no leaseback provision to the original owner.

The block was auctioned on 14 December 1976 with a 50-year lease for commercial purposes and requiring the lessee to complete a building costing not less than \$30,000. Mr Cervo bought the block for \$5,600 and duly constructed the present building in 1977.

In December 1981 NCDC issued the Oaks Estate Policy Plan for public comment. This showed the building on Block 4 Section 7 being used for “community facilities including child minding, preschool centre, visiting health care, welfare service interviews, community organisations, library”. In addition the vacant land at the Hazel Street end of the block was shown s being used for “retail shop and agencies for banking, personal services establishments and unofficial post office”. Such uses were based on a proposal that the Commonwealth would compulsory acquire the block for use as a community centre. The Policy Plan was subsequently adopted in 1983.

By the time of the Amendment to the Policy Plan in June 1987 the proposed acquisition of Block 4 Section 7 was no longer under consideration. The 1987 Amendment permitted additional retail and non-retail commercial facilities on the Block.

Mr Cervo considered using the premises for retail but there was opposition from the lessee of Block 14 Section 7. At one stage discussions were held about moving the shop from Block 14 to Block 4.

In 1988 Mr Cervo sold the property to Mr Jausnik for \$335,000.

In 1989 Mr Jausnik drew up plans for a mini market fronting Railway Street.

Around 1990 the premises were used by BRS Asbestos Removal Pty Ltd to store asbestos in sealed containers prior to their dumping at Gungahlin tip. Following media and local interest the use was deemed to comply with the lease provisions.

Also in 1990 the lease was extended to a 99-year term terminating in 2075 (having been backdated to the date of acquisition).

Lease Purpose

The Lease Purpose provides for the premises for one or more of the following purposes:

To use the premises only for the purpose of the storage wholesale distribution repairing or servicing of vehicles caravans boats machinery equipment goods articles or appliances and any manufacturing process other than offensive, hazardous or noxious industries provided that always “wholesale” means the sale or supply to a person for the purposes of resale and shall include the sales by bulk to institutions and other business establishments.

The GFA is restricted in the lease to 825m².

Other provision of the lease includes:

That the lessee shall screen and keep screened all service areas to the satisfaction of the Territory and shall ensure that all plant and machinery contained within the premises is suitably screened from public view

That the lessee shall provide and maintain landscaping to a standard acceptable to the Territory.

In 1992 the lessee lodged an application to vary the lease to add retail, tavern (bistro) and residential uses. This application was deferred pending the outcome of the 1994 Planning Review and in 1995 the lessee withdrew the application. At the time of the Planning Review the Oaks Estate Progress Association wrote to the ACT Minister for Planning suggesting that the Government acquire the property but the OEPA were advised that the Government does not have the power of compulsory acquisition and the options open to the lessee were either to surrender the lease; sell it or seek a lease variation.

Block 13 Section 7

At the time of acquisition (15 January 1974) this block was used for the storage of foodstuffs and sale of bulk liquor. As with Block 4 Section 10 the property was owned by Mr Cooper and let to Mr Kalivoda, trading as Cellargold Wines. The NCDC initially indicated a preference for a 25-year lease being issued stating that *“commercial buildings would be required not to affect the amenity of residences in the locality by way of appearance, amongst other things”*.

However in 1981 a 99-year lease was issued with the same lease purpose clauses as (i) to (iv) of Block 4 Section 10. The notable exception is that there was no specific provision to use the premises for the *“retail sale and wholesale distribution of liquor.”*

Block 14 Section 7

This is a small block of some 167m², which was acquired by the Commonwealth and leased back to the original owner on 16 January 1974 for a term of 50 years to use for the purpose of a retail shop only.

At the time NCDC advised that *“the property is on the extreme corner of the main approach to Oaks Estate and would most likely be interfered with in the roadway or possible shopping area design. For this reason the Commission would appreciate a short lease..”*. However the Commonwealth did not accept the advice and decided to offer a 50-year lease.

The owners at the time (F. and A. Zappia) sold the property to H.T. and V.J. Swan in 1976 at which time the shop was trading as *“Foodlane Supermarket”*. The property was transferred to the current owners, P.M. and S.M. Dowling in 1985. The retail use has changed over time from a corner grocery store to a retail liquor and Tattslooto outlet.

In 2001 the small shop burnt down and on 9 July 2001 approval was granted to replace the existing shop, subject to revised plans being submitted that made some improvements to the external appearance. The proposed floor area of the new shop is 98.28m².

At the same time the owner applied to extend the lease from 50 years to 99 years. As the land is shown as residential in the Territory Plan it could be argued that granting a lease for retail use is inconsistent with the Plan and under the provisions of Section 8 of the Land (Planning and Environment) Act 1991 the Territory *“shall not do any act, or approve the doing of any act, that is inconsistent with the plan”*. However there is also an argument that section 172 overrides section 8.

The position in relation to the lease renewal will be clarified if PALM proceeds with a variation to the Territory Plan that shows the subject land for mixed use as recommended in this Planning review. If this eventuates then there will be no issue regarding whether the lease extension is inconsistent with the provisions of the Plan.

The long term use of the property will be determined by market pressures and there may, for example, be a future scenario whereby there is a demand to undertake a comprehensive redevelopment of most of Section 7 for residential purposes.

Block 25 Section 3 (Mobil)

This site is owned by Mobil Pty Ltd who have 50 year lease commencing on 16 January 1974 for the purpose of the storage and distribution of petroleum products.

The land is shown residential on the Territory Plan.

In September 1998 PALM approved an application to demolish the existing structures, remediate the site and vary the Crown Lease to permit a residential development of four dwellings.

A condition of the approval was that the remediation shall be completed within twelve months of the date of the approval or a date agreed by the Territory. It was also a condition that a variation to the lease will not be effective until the site has been remediated. The existing lease is to be surrendered and substituted by one incorporating the standard multi unit residential clauses.

The remediation is expected to be completed by the end of November 2001. Test ground water bores are currently being undertaken, with further excavation and remediation of the soil.

It is anticipated that Mobil will sell the site once all environmental clearances and a Change of Lease Purpose has been obtained.

Block 37 Section 11

This property was compulsory acquired by the Commonwealth from Ray Thurling in 1974. It was rented back for residential purposes only. In the mid 1980's the Thurling road haulage business that was operating from the property was relocated to commercial land on Blocks 1 and 3 Section 10. Mr and Mrs Thurling acquired the lease for the property in 1987 on the basis that the land had been restored to residential purposes only. At the time NCDC recommended that the existing large shed be removed.

In 1992 the lease was transferred from Ray Thurling to Richard Thurling. This was the same year that the lease of Blocks 1 and 3 Section 10 were transferred from R and H Thurling to Mr Lawler.



Photograph A1
BLOCKS 1 & 3 SECTION 10 (LOTUS TRADING)



Photograph A2
BLOCK 2 SECTION 10 (ANTIQUES CONSERVATION & BRICKIES HOIST REPAIRS)



Photograph A3
BLOCK 4 SECTION 10 (VINTAGES CELLARS)



Photograph A4
BLOCK 14 SECTION 7 ('VILLAGE STORE')



Photograph A5
BLOCK 25 SECTION 3 (MOBILE)

Appendix B

VILLAGE HERITAGE

B1: ACT HERITAGE PLACES LISTING

(Status 1: Nomination to an Interim Heritage Place Register. These places are being assessed according to priorities established by the ACT Heritage Council).

1	Oaks Estate Village Precinct	Section 2 Blocks 16 & 19-22 Section 3 Blocks 2, 3, 13-16 & 25 Section 5 Blocks 1-7 Section 6 Blocks 1-6 & 17-27 Section 7 Blocks 1-6 & 9-13 Section 8 Blocks 1-13 & 21-33 Section 10 Blocks 1-5 Section 11 Blocks 1, 4-15, 23-32 & 36-38 Section 12 Blocks 2-25 Section 13 Blocks 3-6 Section 14 Blocks 1, 3-5 Section 15 Blocks 1, 2, 4 & 5
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The following properties are within the Oaks Estate Village Precinct, which has been nominated to the Heritage Places Register. These places will be assessed for their individual significance.

1	The Oaks	Section 2 Block 16 & 19
1	Florence Street	Section 5 Blocks 1-3 Section 13 Blocks 3, 5 & 6
1	River Street	Section 6 Blocks 17, 18 & 19 Section 8 Blocks 1-5, 7 & 9
1	9 Hazel Street	Section 7 Blocks 11 & 12
1	George Street	Section 8 Blocks 24-26 Section 11 Blocks 1-4
1	William Street	Section 11 Block 36 Section 12 Block 21
1	Oaks Estate Village	Section 15 Block 3
1	Chinese Market Garden	Section 14 Block 1 – (Part of 2)
1	Market Garden	Section 13 Block 5 (Part)
1	Hazelbrook Industrial Estate	Section 14 Blocks 1, 2 & 3 Section 13 Blocks 5 & 6
1	Easement	Old water supply tanks on road verge between McEwan Avenue and William street at intersection of Railway Street.
1	Railway Bridge Fording	Queanbeyan River adjacent to Section 15 Block 3

B2: KEY OAKS ESTATE HERITAGE SITES

Queanbeyan Railway Station

(Including the Station Masters Residence & Railway Complex)

Listed by: Heritage Council of NSW.
National Trust of Australia (NSW) Regional.
Queanbeyan Historical Society.

A good example of a group of Victorian style buildings in relatively intact condition. The station was opened in September 1887.

The complex included a pump house located near the bridge. A well, a brick tunnel into the river bank and a weir that was built in the 1930s, are all that remains of this site.

Changes to the original station were made after it was opened. These included alterations to the parcel office and refreshment room (1890), creation of an office for the Sub-inspector of Perway (1891), provision of a small loading bank (1892), and building a shed to stable a spare locomotive (1896). There was a weigh bridge at the station in 1902. Other additions included a gantry crane (1903), unloading bank and goods shed (1913), ash pit (1927), an extension to platform and provision of a turntable transferred from Nimmitabel (1928). Refreshment room closed in 1956. Stock yards were located between the station and Railway Street. The goods shed has been demolished and the stock yards removed. The goods yard has been redeveloped as a park. A level crossing was situated between Railway Street and Henderson Road where they intersect with Crest Road and Nimrod Road. It was closed in 1955. The construction date of the residual weatherboard gatehouse is unknown but is estimated to be between 1887 and 1915.

The Oaks (Blocks 16 & 19 Section 2)

Classified by: National Trust of Australia (ACT).
 Included in: Register of the National Estate
 Listed in: Sites of Significance in the ACT (Regional Significance).

Robert Campbell built the residence of brick and stone, on an extension of the Duntroon Estate, in the middle 1830s. The residence and separate kitchen are in close to their original state. Stables and machinery sheds are of a more recent age. The garden is largely what was planted by Prof. and Mrs Jaeger and the current lessees Mr and Mrs Hewitt. There is the possibility of grave sites at the front of the block towards the river. However, further investigation is required to confirm this.

In 1840, Robert Campbell sold 100 acres surrounding the house to his son Charles. This area later became Oaks Estate. The residence was licensed as the *Elmsall Inn* from 1838 till 1842. From the late 1850s till 1868, it was the home of Dr William Foxton Hayley and his family who named it *The Oaks*. Later, it is thought to have been used as a hospital. For a brief period it was an hotel when the Sydney to Cooma railway was being built in 1886-87, then it reverted to a residence. *The Oaks* was a boarding house and flats during the 1930s and 40s and was occupied by the 11th Garrison Battalion in 1943. Owners of *The Oaks* also include Charles Campbell, John Bull, George Tompsitt, George Lesmond, Emma and John Knox, Walter and Marion Eddison, Prof. John and Patty Jaeger.

9 Hazel Street (Blocks 11 & 12, Section 7)

House and Yard

Classified by: National Trust of Australia (ACT)

Title was originally transferred to Amelia Southwell in 1895. Walter Richard (Dick) and Mary Robertson (nee McCauley) built the house that stands on block 11 in about 1912/13. The house is the last example of a workers shanty left in the ACT. It was built, in stages, using make-shift building materials including bush poles, flattened kerosene tins, flat iron off cuts, packing case boards and weatherboards. Some materials were off-cuts from construction jobs in early Canberra including the Provisional Parliament House. The sheds in the yard were used as cookhouse and sleep-outs at different times.

The original house block was divided into two in recent years however, the original 1920/30s plantings of pines along the east and west boundaries are still standing. The chook house, the first tiled structure in Oaks Estate, still stands on block 12. This part of the yard was used for vegetable gardens and to run turkeys and provided much of the sand for the cement bricks made by Dick Robertson.

Dick Robertson came to Oaks Estate with his parents John and Rebecca in 1888. His son Les was born on the block in 1912 and has lived in the house all his life. He currently leases the house from the ACT Government on a life lease.

Appendix C

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