

Employment Lands Strategy

City of Logan 2020



LOGAN
CITY COUNCIL

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Foreword

“Council will do everything in its power to make Logan an attractive location for businesses to establish and grow.”

The City of Logan has experienced unprecedented growth over the past decade and this trend is expected to continue.

A large number of young and skilled residents are arriving every month resulting in various new residential developments and employment expectations. The diverse range of employment, education, health and retail facilities makes Logan a highly desirable place to live and work. Our economic situation will remain robust and employment land plays a key role in the economic wellbeing of Logan.

Logan City Council is pursuing economic and employment growth and, as a result, commenced the drafting of an employment lands strategy flowing from an extensive review of our employment land.

The Employment Lands Strategy 2020 sets out Council's vision and strategy for employment land. Key objectives of the strategy are to optimise employment land, to facilitate existing and new business and industry opportunities and to provide employment choices for our residents.

Four priorities will achieve our objectives to create an enabling environment for higher economic growth and increased employment opportunities. Not only does

this strategy provide for the orderly development of our employment land, it also provides the strategic planning framework ensuring that there is enough employment land for our growing population.

It takes into account Logan's ideal location within the metro sub-region of SEQ and identifies planning mechanisms to ensure that there is adequate employment land to support the growth of Logan within the global economy as well.

The four priorities focus on:

- The optimisation of designated employment land
- The enhancement of vacant employment land
- The development of employment land precincts
- The determination of appropriate land use mix

Lastly and most importantly, the strategy will provide certainty to investors and developers and will encourage investment in Logan. Council will do everything in its power to make Logan an attractive location for businesses to establish and grow.

The strategy will be subject to ongoing monitoring and review ensuring we stay on top of our goals to sustain continued economic and employment growth in Logan.



**Mayor
Darren Power
City of Logan**



**Deputy Mayor
Jon Raven
City of Logan**



Pacific Motorway (M1), Springwood

City of Logan Snapshot

The City of Logan is young and dynamic with more than 200 cultures. Logan is the eighth largest local government in Australia (population). In June 2019, Logan's population was 334,358 with a growth rate of 2.3 per cent between 2018 and 2019. This trend is expected to continue, and over the next twenty years Logan is expected to reach a population of 550,000 people.

Logan is located in South East Queensland between Queensland's capital city of Brisbane (approximately 30 minutes' drive) and the diverse localities of the Gold Coast, Ipswich, Redlands and the Scenic Rim. This is one of the fastest growing regions in Australia. Logan's land area is approximately 960 square kilometres.

Logan offers many locational advantages due to its ideal location within this major growth corridor between Brisbane and the Gold Coast. The city is in close proximity to key infrastructure such as major Motorways (Pacific Highway, Gateway and Logan), Brisbane, Gold Coast and Toowoomba airports, Port of Brisbane, passenger rail services and the Melbourne-Sydney-Brisbane freight line.

In 2019, Logan's 22,571 businesses offered approximately 115,387 local jobs. The largest employment sectors are construction, retail, health care and social assistance,

education and training, and manufacturing. Emerging industries such as transport and logistics, aged care, and agricultural technology present further opportunities. All these sectors are expected to continue to drive employment growth in Logan.

Logan has well-established and diverse employment land with distinct features, allowing businesses to be located based on their built form, lot size, location and access requirements, and to cluster with complementary uses. The Logan Planning Scheme 2015 provides approximately 1,370 hectares of Mixed Use, Low Impact Industry and Medium Impact Industry zoned land. Key industrial investment locations are Berrinba, Crestmead, Loganholme, Kingston, Slacks Creek and Underwood.

Logan's economy has continued to grow in the last decade, and is one of the strongest growing economies in Queensland.

The Gross Regional Product in 2019 was \$12.58 billion and the Gross Economic Output \$22.60 billion. The Gross Exports outside of Logan in 2019 was \$4.72 billion. The top 5 regional export industries are manufacturing, transport postal and warehousing, wholesale trade, retail trade, and rental hiring and real estate services.



Compton Road, Underwood

Introduction

The City of Logan presents a unique set of opportunities for business and employment growth and has well-established and distinct employment land. This Strategy defines Employment land as land zoned for Mixed Use, Low Impact Industry and Medium Impact Industry.

Protecting and planning employment land is essential to maintaining a diverse and resilient economy, and requires specific attention. As a result, Logan City Council in 2017 commenced the development of an Employment Lands Strategy. This Strategy presents the key priorities and implementation plan to deliver them.

The local government amalgamations in 2008 resulted in Logan having three planning schemes. In 2015 a new planning scheme replaced the three schemes and many of Logan's former industrial areas were included in the Mixed use zone without any precincts. The Mixed use zone was utilised throughout Logan in both existing (developed¹) and greenfield locations (vacant²) with the intention to introduce

flexibility to the range of uses that could be developed across the city to generate employment and economic outcomes. However, this created concerns since some mixed use areas allowed a broad range of land uses, even allowing sensitive land uses (i.e. schools) to be co-located and in direct conflict with industrial uses. The absence of Mixed use precincts also didn't allow different areas to be developed with a distinctive mix of uses and character.

Logan's Mixed Use Zone code differs from this traditional understanding of mixed use. For most local governments mixed use is associated with primarily residential uses (i.e. attached units) in combination with some space for retail and commercial activities. The only residential uses allowed by the Logan Planning Scheme 2015 within this context are hotels and short term accommodation and general residential development is as a result of this not that prominent in mixed use developments.



Moss Street, Slacks Creek

¹ Developed means land zoned and used for Mixed Use, or Low Impact Industry or Medium Impact Industry.

² Vacant means land within greenfield areas (i.e. Park Ridge, Park Ridge South and Chambers Flat) either zoned for Mixed Use, or Medium Impact Industry or land within the Emerging Community Zone earmarked in the Strategic Framework of the Logan Planning Scheme 2015 for mixed use and industrial, that is currently not being used for their indicated uses. These land are mainly vacant or developed with single detached dwellings.



Process

The process of developing the Employment Lands Strategy comprised of three stages.



Stage 1 produced the Employment Lands Study Report forming the basis for the Employment Lands Strategy.

This contained findings of two technical studies including:

Employment Lands Study – a comprehensive employment lands audit across the city.

Industrial Lands Study – investigated the main trends affecting industrial development and how these trends are likely to affect the supply of industrial land in Logan.

Stage 2 reviewed of all Mixed Use, Low Impact Industry and Medium Impact Industry zoned land across Logan. This review provided detailed information at a single lot level about location, land uses and adjoining land uses, connectivity, planning history and policy decisions, and constraints relating to the planning scheme overlays.

Stage 3 was the strategy development of the key priorities emerging from the previous stages.





Vision

The vision for the Employment Lands Strategy is:

“Logan’s employment land is planned to enhance existing businesses, and structured to generate major growth opportunities.”

Logan is well positioned within the metro-sub-region of South East Queensland and presents a unique set of opportunities for businesses and employment growth.

The economic transformation of the city is a key priority in Council’s Corporate Plan and this vision supports strategic objectives of Council to:

- Appropriately plan the employment land
- Plan the employment land in conjunction with existing industries
- Attract new employment growth opportunities.

Four key strategies have been identified to support this vision and together they form the Employment Lands Strategy.

The strategies are to:

- Optimise designated employment land
- Enhance vacant employment land
- Develop employment land precincts
- Determine appropriate land use mix.

Purpose

The purpose of the Employment Lands Strategy for the City of Logan is to:

- Retain and optimise the use of the city’s employment land
- Provide Council with a clearly defined set of directions in regard to strategic and statutory planning decision making
- Provide certainty for business and investors by outlining Council’s intention for different employment areas
- Improve the city’s image as a desirable city to invest
- Ensure that enough employment land is available to support job creation and employment diversity.

Policy context

Two important strategic plans that guide the future development of the South East Queensland region and the City of Logan are the South East Queensland Regional Plan 2017 (*ShapingSEQ*) and the Logan Planning Scheme 2015.

The Queensland Government through Economic Development Queensland manages the Greater Flagstone and Yarrabilba Priority Development Areas (PDAs).



Figure 1. Logan in context with South East Queensland

ShapingSEQ has direct implications for the development of employment land in Logan. Aspirations of *ShapingSEQ*'s 50 year vision for the South East Queensland (SEQ) region are:

“SEQ will be Australia's gateway to international markets. Globally visible and competitive, SEQ will grow its export share of the economy to create new activity and skills. More jobs will be located throughout the region with better and healthier options for accessing them.”

The prosper theme in *ShapingSEQ* underpins this 50 year vision. At the core of the prosper theme is Regional Economic Clusters (RECs). RECs are areas that demonstrate synergies across important economic and employment areas and contain a concentration of significant economic activity. There are three RECs that transverse Logan, including the Pacific Motorway REC, Meadowbrook-Loganholme REC, and the Yatala-Stapylton-Beenleigh REC.

ShapingSEQ identifies major enterprise and industrial areas (MEIAs) as key drivers of economic growth. These areas are either significant in size or have the potential to expand to provide for industry and business activity clusters of regional and state significance.

Logan's industrial land use network comprises of MEIAs located in the suburbs of:

- Crestmead
- Berrinba
- Park Ridge
- North Maclean

***ShapingSEQ* pinpoints a number of strategies to enhance the MEIAs over the next 25 years, such as:**

- Protecting these areas, including associated connections to freight, intermodal, and supply chain networks that forms part of the strategic transport system, from encroachment by incompatible uses
- Enabling the intensification and expansion of MEIAs to improve their capacity and functionality
- Encouraging synergies between MEIAs and other economic uses, including regional activity centres and knowledge and technology precincts
- Planning new MEIAs that are appropriately located near existing or planned freight and supply chain networks
- Accommodating a mix of commercial uses in MEIAs to give workers and enterprises an appropriate level of access to shops, amenities and facilities without compromising their role and function.

ShapingSEQ provides employment planning baselines per sector for each local government area until 2041. It is important to note that at a city-wide level, there is sufficient employment land in Logan until 2041 to accommodate the projected 168,000 jobs of *ShapingSEQ*. The current Logan Planning Scheme 2015 and the development schemes of Greater Flagstone and Yarrabilba PDAs provide for a land use configuration that is able to accommodate 177,000 jobs.



Logan Planning Scheme 2015

The Strategic Framework of the Planning Scheme 2015 forms the basis for ensuring appropriate development occurs in the city over the life of the planning scheme. This has important implications for the development of employment land in Logan.

Logan has a strong, resilient and diversified economy with the aim to achieve 65 per cent employment self-containment by 2031. The strategic intent for employment is to provide 50,000 new jobs in Logan between 2009 and 2031 and to facilitate business and industry employment areas close to where people live. A significant proportion of new jobs are envisaged for uses such as offices, professional services, research and technology uses and export oriented industries.

Specific outcomes for employment areas include:

- Not to alienate, fragment or encroach employment land with development that may adversely affect the operation of an employment-based use
- Accommodate employment-based uses that cannot be reasonably located in a centre because of their size or nature
- Promote the agglomeration of employment uses
- Provide high quality places for people to work
- Include appropriate small scale supporting uses compatible with the zone.

Employment land is located within the Mixed Use Zone, Low Impact Industry Zone, Medium Impact Industry Zone and the Emerging Community Zone of the Planning Scheme 2015. The purpose is to provide a range of mixed use activities, industry and related compatible uses. The zone codes also seek to provide development that is compatible with adjoining uses (areas) and aim to protect amenity and ensure the long-term viability of (industrial) areas.



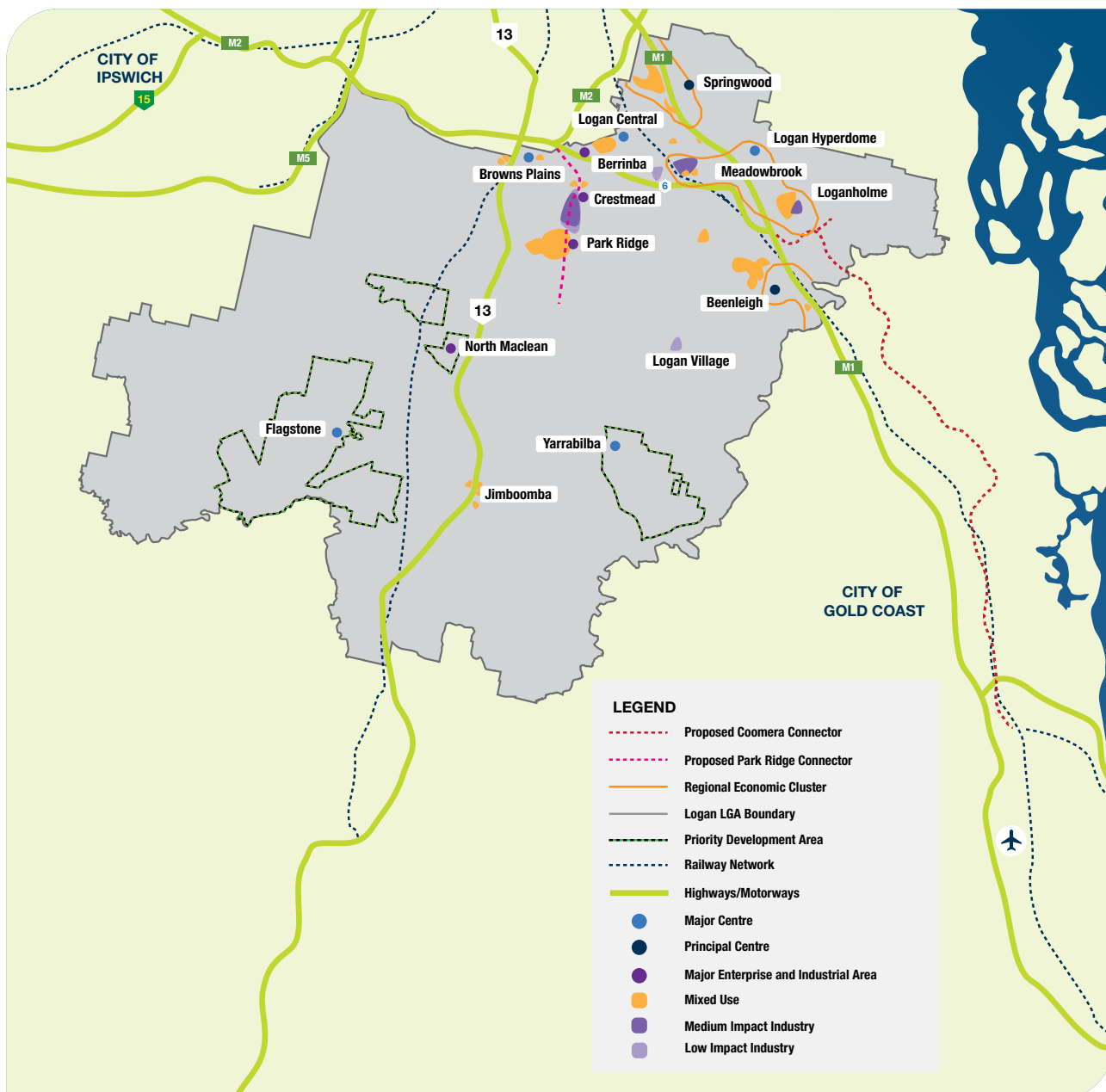


Figure 2. Main employment land clusters in Logan

Logan's industrial land use and mixed land use network

Major enterprise and industrial areas (MEIAs)

- Crestmead
- Berrinba
- Park Ridge
- North Maclean

Smaller pockets of industrial land

- Loganholme
- Meadowbrook
- Loganlea
- Kingston
- Logan Village

Mixed use land network located in ten focus areas

- Underwood, Slacks Creek, Woodridge
- Centenary Road in Slacks Creek
- Loganholme
- River Hills Road in Eagleby
- Main Street in Beenleigh
- Beenleigh, Holmview, Bethania
- Meadowbrook, Kingston
- Berrinba, Crestmead, Park Ridge
- Browns Plains, Hillcrest
- Jimboomba

Existing employment land capacity

The Logan Planning Scheme 2015 provides approximately 1,370 hectares of employment land of which 753 hectares (55 per cent) is developed and 617 hectares (45 per cent) is vacant.

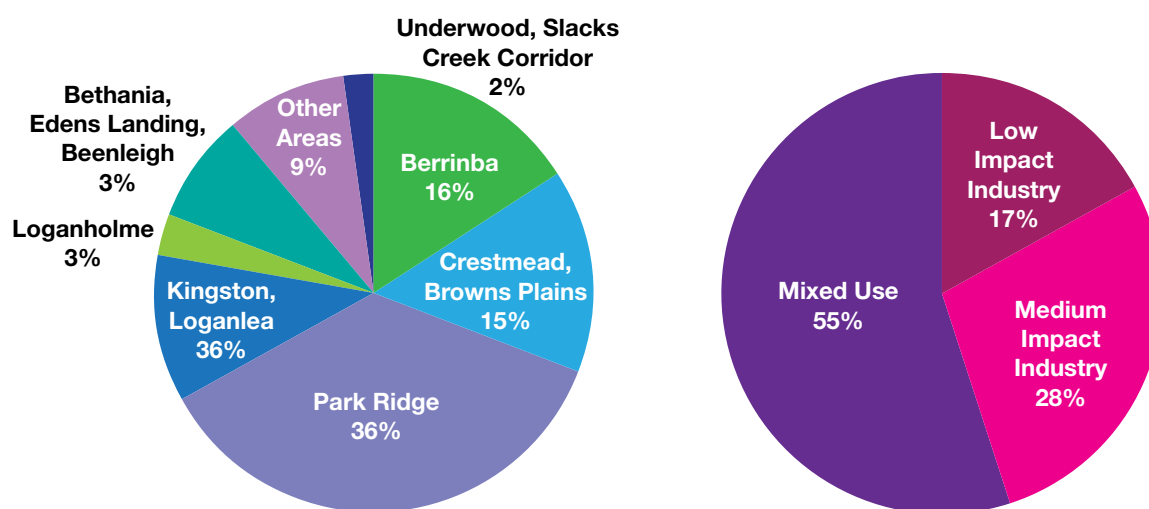


Figure 3. Vacant employment land by location and zone (LPS 2015)

Key findings of Stages 1 and 2 of the Employment Lands Strategy are:

- Park Ridge, Greater Flagstone PDA and Yarrabilba PDA are important for achieving projected employment growth until 2041.
- Logan has an oversupply and underperformance of some employment land in the Mixed Use Zone. The Logan Planning Scheme 2015 provides for more than 800 hectares of Mixed Use land, compared to approximately 180 hectares and 390 hectares for Low Impact Industry and Medium Impact Industry respectively.
- Logan has a limited supply of vacant development-ready Medium Impact Industry land. Data shows that more than 95 per cent of all Medium Impact Industry zoned land in Crestmead and Loganholme is developed. Medium Impact Industry land in Kingston-Loganlea-Meadowbrook face challenges around size, access, levels of amenity and flooding. Park Ridge offers the only feasible supply of future Medium Impact Industry land, but faces challenges around lack of infrastructure (i.e. water, sewerage and a sufficient road network), land fragmentation, and encroachment of incompatible uses.
- Individual mixed use areas need to be analysed in detail to determine whether the zone could be improved by clearly defining the purpose of the different areas.
- Although the availability of sufficient employment land, there is opportunity to optimise the structure and composition of the employment land in Logan.

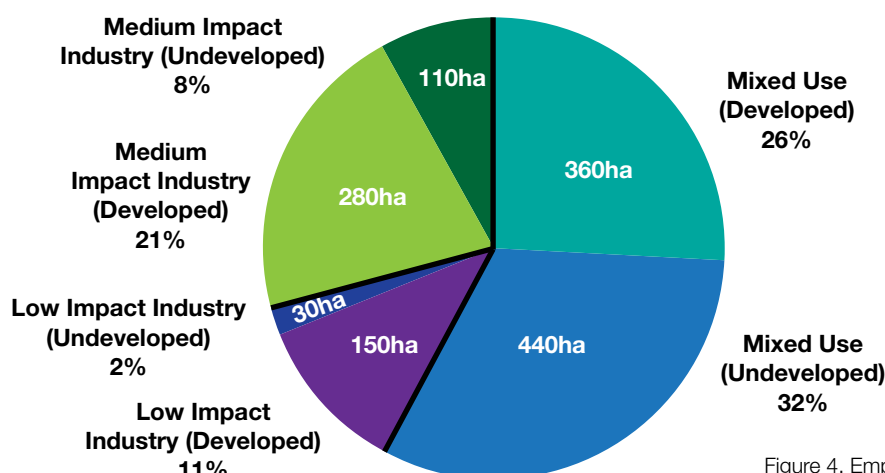


Figure 4. Employment land composition



Loganholme industrial area

Employment Land Strategy

The following four key priorities underpin the Strategy and will maximise the development potential of Logan's employment land, and increase business confidence and investment in the city. The key priorities build on Council's strategic vision for the economic transformation of the city and address the key findings of Stages 1 and 2 of the Employment Lands Strategy project.



Warehouse construction in Berrinba

Key Priority 1 - Optimise designated employment land

Council will promote the optimisation of available employment land in Logan by converting and rezoning some Mixed Use land to either Low Impact Industry or Medium Impact Industry.

The Employment Land Needs Assessment found that there is an oversupply of Mixed Use land in Logan. The amalgamation of three superseded planning schemes into the Logan Planning Scheme 2015 resulted in some former industry land being included in the Mixed Use Zone, which contributed to the scarcity factor of market ready industrial land in Logan. This priority will contribute to reduce the scarcity of Low Impact Industry and Medium Impact Industry land in Logan.

Key Priority 2 - Enhance vacant employment land

Council is undertaking studies to enhance vacant employment land, which is either zoned for industrial or mixed use development or located within the Emerging Community Zone³ outside of Council's Priority Infrastructure Area⁴. The studies for the vacant employment land will determine appropriate boundaries for the areas, confirm land uses and zoning, investigate infrastructure delivery and recommend development phasing for the areas.

Without appropriate policy protections of the vacant employment land, the areas are under pressure from developers to be converted into residential developments. The rezoning of these areas for residential purposes can place pressure on the success and viability of surrounding industrial areas, creating market uncertainty.

³ The Emerging Community Zone is within the Urban Footprint. It identifies land that has the potential to be suitable for future urban purposes and acts as a 'holding zone' subject to detailed land use and infrastructure planning being undertaken by the local government.

⁴ An area serviced, or intended to be serviced, with development infrastructure networks for residential purposes (other than rural residential), industrial, retail or commercial, or community or government purposes.

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Key Priority 3 - Develop employment land precincts

Council will introduce different industry precincts for the Mixed Use Zone that will be consistent across the city with clearly defined purposes. Precincts will enable areas to intensify as major industrial or mixed use areas, improving their capacity and functionality.

Council will develop the different Mixed Use precincts to reflect:

- The distinctive mix of uses, character or development pattern of particular employment land areas
- Council's future development intent for different employment land areas
- 'Entry statement' requirements to a specific area or economic centre
- Council's policy for employment land areas, with consideration to superseded policies
- Development approvals.

Different precinct locations will consist of:

- Industrial uses
- Industry associated and related retail, showrooms, offices, and less industry and more research, technology and service industries that do not have unacceptable adverse effects on any existing or planned centre
- A diverse range of mixed uses consisting of industrial and industry associated and related retail, showrooms, offices, that do not have unacceptable adverse effects on any existing or planned centre
- Specific and unique industries to Logan.
- Optimally, Logan will provide a mix of employment land, which accommodates the existing market for warehousing and logistics, supports the emergence of advanced manufacturing, and protects the existing uses in established areas. This mix should meet the employment needs of the community, whilst signalling to the market and industry that Logan is 'open for business'.

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Key Priority 4 - Determine appropriate land use mix

Council will refine the unique land use mix in specific locations to better reflect existing uses and to guide future land use decisions. Through the introduction of precincts Council can exclude sensitive uses such as schools and childcare centres from locating in predominantly industrial areas. In turn, existing and adjoining sensitive areas could be protected through amenity buffers.

New industry trends and the convergence of retail and industrial property will be considered and incorporated in determining the land use mix and design outcomes of industrial developments. New storage and warehousing technologies require taller buildings and new design requirements for buildings within employment land areas.

Implementation

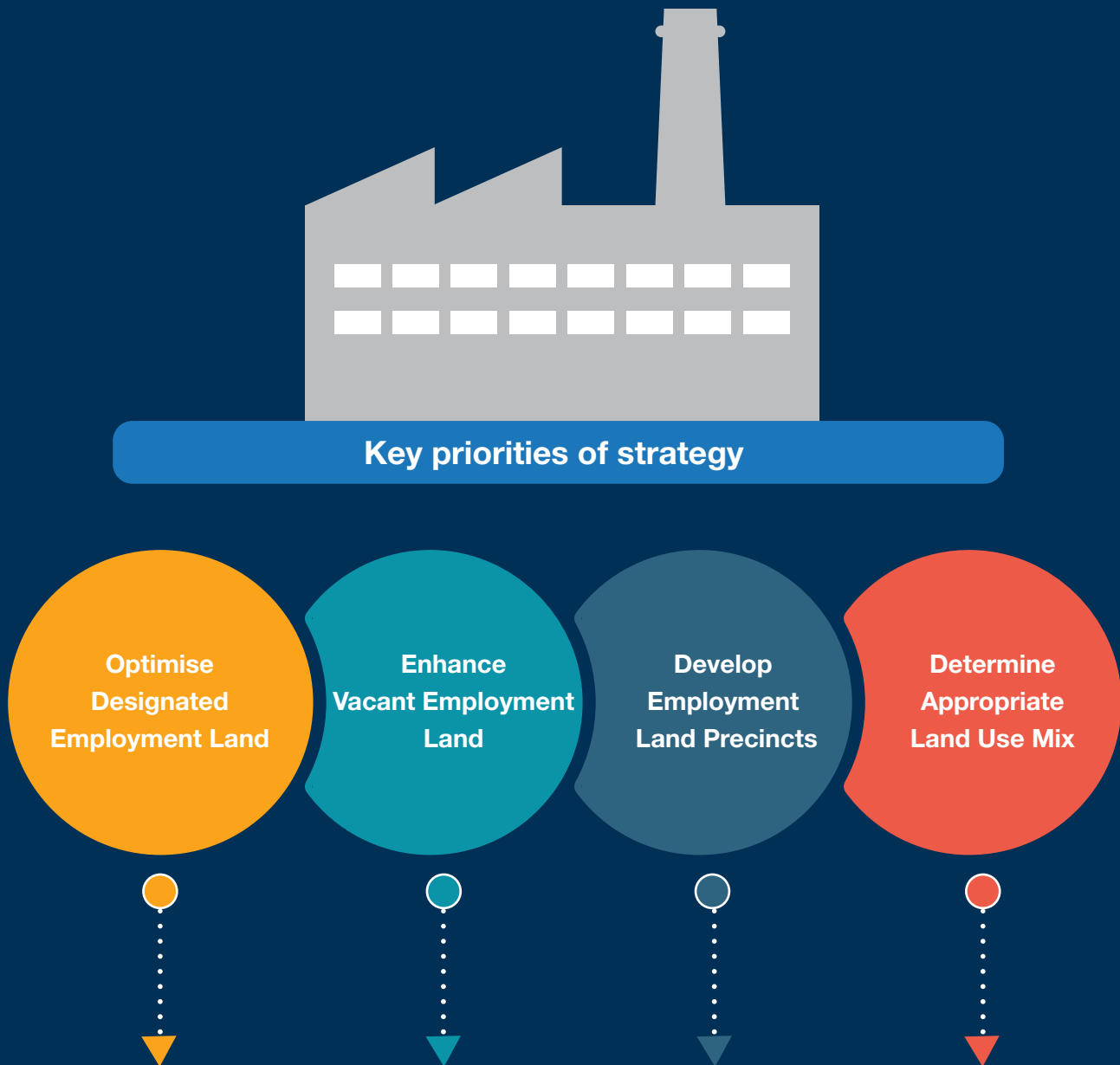
The Implementation Plan will deliver the four key priorities and inform Logan's employment land development program and sequencing. The success of the Implementation Plan depends on Logan City Council and the private sector to deliver the key priorities.

The following high-level actions address how the Implementation Plan will be delivered in both strategic and statutory frameworks applicable to Logan. Considerations to protect environmentally sensitive areas from unacceptable impacts will be considered as part of the identified priorities. Community consultation forms part of the planning scheme amendment process(es).

Strategy	Actions	Timing
Key Priority 1 – Optimise developed land		
1. Explore the rezoning of some Mixed Use land to Industry	1.1 Identify potential Mixed Use areas for industrial zoning	Short term
	1.2 Identify optimal zoning (Low or Medium Impact)	
	1.3 Review potential impacts and suitable buffers and interfaces with sensitive uses	
	1.4 Undertake comprehensive and detailed planning	
Key Priority 2 – Enhance vacant land		
2. Determine the development potential of vacant employment land and factors impacting the development	2.1 Undertake situational land analysis	Medium term
	2.2 Determine applicable land boundaries	
	2.3 Identify optimal zoning for the land	
	2.4 Investigate infrastructure availability	
	2.5 Determine suitable phasing of land	
Key Priority 3 – Develop precincts		
3. Establish Mixed Use precincts	3.1 Identify precinct types	Short term
	3.2 Determine precinct locations and boundaries	
	3.3 Draft precinct zone codes	
	3.4 Amend Logan Planning Scheme 2015	
Key Priority 4 – Determine land use mix		
4. Refine listed mixed uses and relevant Logan Planning Scheme 2015 code provisions	4.1 Identify sensitive uses	Short term
	4.2 Investigate suitable land uses for precincts	
	4.3 Determine levels of assessment	

Summary

Logan's Employment Lands Strategy 2020 is planned to enhance existing businesses, and structured to generate mayor growth opportunities



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