

3. Project Methodology

Preparation of the scheme amendments commenced in June 2007 and was originally undertaken in accordance with the (former) Office of Urban Management's Implementation Guideline No.4 – Structure Plans (October 2006). These OUM guidelines prescribe that Structure Plans are to be prepared to address the outcomes, principles and policy directions set out in the South East Queensland Regional Plan 2005-2026 (SEQRP). During the planning process, the Queensland State Government announced the 'Greenfield Land Release Strategy' which sought to bring the then MPA's into a development ready state as soon as possible. As such, the initial methodology that was proposed was modified to bring forward the detailed planning scheme amendments and infrastructure plans earlier than expected.

Figure 5 outlines the original process undertaken in the preparation of the scheme amendments.

3.1. Project governance

An internal Steering Committee of Logan was convened to oversee the development and preparation of the scheme amendments (Figure 6). Membership of this Steering Committee comprised of Logan Councillors and senior Council officers. The Steering Committee met regularly throughout the project.

Original Steering Committee Members

- Cr Graham Able (Mayor);
- Cr Russell Lutton (Chair Planning and Development Committee);
- Cr Cherie Dalley (Deputy Chair Planning and Development Committee);
- Cr Lynne Clarke (Division 7);
- Cr Phil Pidgeon (Division 9);
- Michael Pickering (Deputy C.E.O Strategy and Development);
- Oliver Simon (Deputy C.E.O City Services);
- Malcolm Griffin (Manager Strategy and Planning); and
- Phillip Stay (Project Manager PSA Consulting).

Figure 5 Project Methodology



Steering Committee Members post March 08 elections

- Cr Pam Parker (Mayor);
- Cr Russell Lutton (Deputy Mayor);
- Cr Cherie Dalley (Chair Planning and Development Committee);
- Cr Lynne Clarke (Division 7);
- Cr Phil Pidgeon (Division 9);
- Michael Pickering (Deputy C.E.O Strategy and Development);
- Oliver Simon (Deputy C.E.O City Services);
- Silvio Trinca (Deputy C.E.O Infrastructure Services);
- Malcolm Griffin (Manager Strategy and Planning); and
- Phillip Stay (Project Manager PSA Consulting).

An Agency Reference Group was also formed. The Agency Reference Group included representatives from Logan and State agencies. The role of the Agency Reference Group was to provide for information sharing and to provide agencies the opportunity to input into the project, particularly at key planning workshops. Invitations to attend the Agency Reference Group Workshop meetings were extended to all relevant State agencies albeit actual attendance was low. The Agency Reference Group usually met on a quarterly basis.

3.2. Phases, activities and milestones

Key phases of the project are described below. Each phase has incorporated consultation with the broader community (as outlined in Chapter 2 above), key stakeholders and agencies, to ensure that the future development of the Park Ridge SAA would be consistent with the aspirations of the majority of landholders, residents, and agencies.

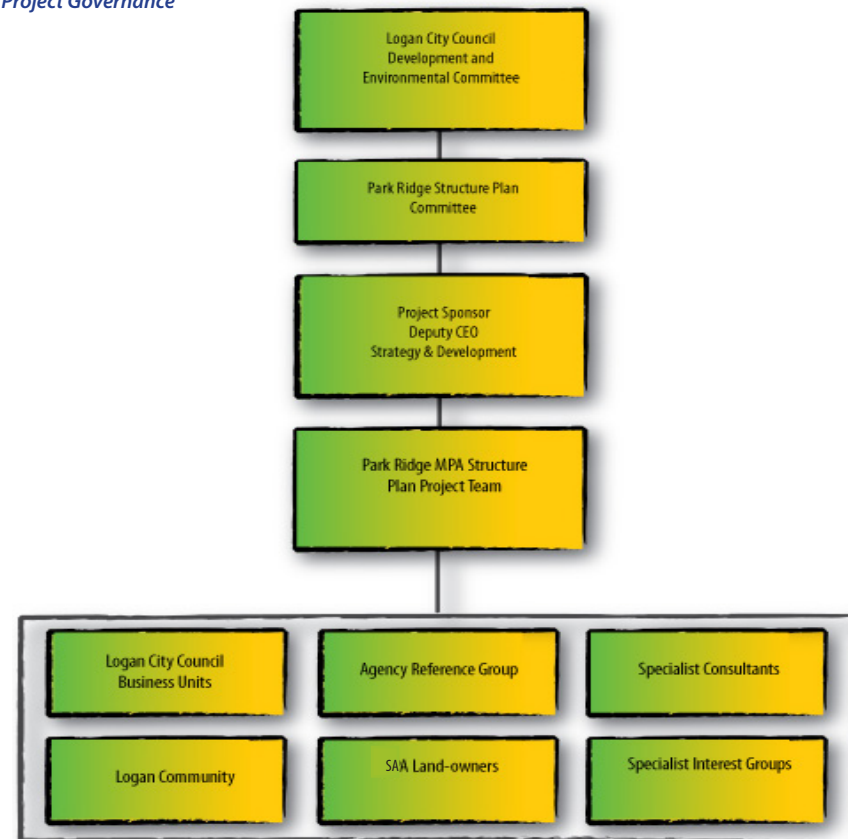
3.2.1. Phase 1: Inception and option analysis

Major activities and milestones of Phase 1: Inception and options analysis are as follows:

Project inception

Project inception involved planning and documenting the project's scope and methodology, initiation of community engagement exercises, assembly of the project team, and

Figure 6 Project Governance



formation of the Steering Committee and the Agency Reference Group. During this early phase of the project, information was gathered to refine the broad project vision and guiding principles that were already developed by Logan as part of the LGMS. (The guiding principles are presented in Chapter 6)

Community expectations workshops (9, 11 and 14 July 2007)

At this early stage of the project, the vision for the future development for the Park Ridge SAA was tested through a series of community expectations workshops that were open to the general public and special interest groups. The community was notified of these workshops through a June 2007 newsletter which was mailed to all land holders in the Park Ridge SAA and adjacent areas, and which invited the broader community to attend three July workshops that were held at venues within or adjacent to the Park Ridge SAA.

Technical analysis

External consultants were engaged from a variety of specialist fields. The scheme amendments required considerable technical research and analysis, in areas where in-house resources were not available. Studies included environmental, greenspace, community infrastructure, urban design, stormwater and flood management, water and wastewater infrastructure, urban economics, and implementation. Each of the in-house officers and consultants commissioned for this project provided vital background information that highlighted development issues, constraints, and opportunities to be considered during the preparation of the planning report and scheme amendments.

Policy identification, development and resolution

The development of a contemporary, well designed, sustainable community for 30,000 people at Park Ridge, has resulted in Council having to consider many of its existing policies. As part of this phase, Council established a series of clearly defined policy positions for the Park Ridge scheme amendments.

Options development workshop (9 November 2007)

An Options Development Workshop was held on 9 November 2007 to bring together the project team, technical consultants and State agency representatives. The purpose of the workshop was to brief State agencies on the findings of the technical analysis and to gain input from agencies into the development of the conceptual land use options. Thirty-one representatives from nineteen agencies, nine technical consultants and 26 Logan City Council elected representatives and officers attended this workshop.

Three conceptual land use options were identified based on three primary urban form scenarios including:

- Road loop scenario;
- Neighbourhood scenario; and
- Centres scenario.

Facilitated by the urban design consultant, the workshop guided attendees through the intricacies of various design philosophies whilst still basing the options on the overarching guiding principles of the land use plan.



Development of conceptual land use options

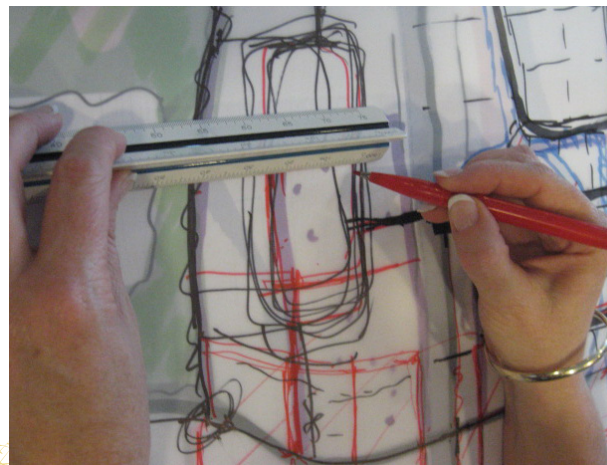
In the month following the workshop, the project team, together with the urban design consultant enhanced the conceptual land use options and developed implementation strategies (Refer to Chapter 7 for a description of the options). These conceptual land use options, and implementation strategies, were endorsed and reviewed by technical resources and progressively refined in consultation with the Steering Committee and key members of the project team.

Options review workshop (8 May 2008)

An Options Review Workshop was held on 8 May 2008 for the Agency Reference Group, to discuss the three conceptual land use options. Twenty State agency representatives and twenty Logan City Council officers attended. The workshop was used as a final opportunity for State agencies to shape the conceptual land use options prior to release for public display.

Public display of draft conceptual land use options (19 May - 30 June 2008)

Following the Options Review Workshop, the Steering Committee reviewed and endorsed the three conceptual land use options for public display. A second newsletter was produced and distributed to the community. The newsletter informed the community of a series of public displays, information sessions and workshops with land-owners to be undertaken to gauge the community's response to the conceptual land use options.



3.2.2. Phase 2: Detailed development

The focus of Stage 2 was the detailed preparation of the land use plan for the SAA. Stage 2 progressed through a purpose designed urban design exercise.

Enquiry by design workshop (16 - 17 July 2008)

Early stages of the Enquiry by Design (EbD) workshop involved the revisiting of technical knowledge gathered by specialist in-house and consultant resources during Phase 1 of this project and a review of comments received from the community as an outcome of the public display. Workshop attendees engaged in an open design session by first analysing the characteristics and the structure of the existing sub-regional urban form which then led into further refinements of Phase 1's conceptual land use options.

Emphasis was given to creating legible extensions and linkages with existing urban and open space features that characterise Logan and adjoining Councils as well as the provision of accessible community facilities. The design process provided the opportunity to examine in further detail the integration of residential neighbourhoods, business parks, employment clusters and greenspace into a coordinated and legible hierarchy of urban land uses.

Detailed development of the scheme amendments

Following the EbD, the project team undertook extensive research and consultants worked toward developing the scheme amendments for the Park Ridge SAA. This process included the following integrated activities.



Land use plan

The project's urban design consultant was assigned responsibility for finalisation of the detailed land use plan and broad development intents for the scheme amendments. This exercise was undertaken in accordance with a specific urban design brief and the parameters developed and agreed to during the EbD workshop.

It was the intention to prepare a land use plan to promote a preferred settlement pattern across the Park Ridge SAA by discretely identifying:

- Residential neighbourhoods including dwelling type's and densities;
- Preferred locations for industry, commerce, centres and other employment activities;
- The greenspace network and buffers;
- Suitable locations for community facilities;
- The integration of transportation networks; and
- Urban design features to be incorporated into development proposals.

Infrastructure plan

With the resolution of the draft land use plan, the project team and other specialist consultants refined their respective analysis and finalised the infrastructure items required to support future development in the Park Ridge SAA. The key focus of this exercise was to identify detailed infrastructure issues and implementation mechanisms as well as plan for the sequential rollout of infrastructure to lead development in the Park Ridge SAA. This exercise explored in detail:

- The road network;
- Active movement network;
- Integrated Urban Water Management;
- Potable water network;
- Wastewater and recycled water network;
- Stormwater management;
- Sport and recreation facilities;
- Community facilities and services; and
- Energy, telecommunications and other infrastructure.

Amendments to the Logan Planning Scheme 2006, the Priority Infrastructure Plan (PIP) and the Infrastructure Charges Schedule (ICS) were identified as key implementation mechanisms to realise these infrastructure items.

The PIP and ICS are being developed independently to the planning scheme amendment process. The PIP and ICS will follow its own Schedule 1 process under the IPA.

Planning scheme amendments

To realise both the land use and infrastructure policies, a series of amendments to the Logan Planning Scheme were developed by Logan Council officers. The amendments included the adoption of structure plans which will enable the development of those areas north of Park Ridge Road. These structure plans will form part of the statutory planning instruments as the basis for which future applications for the development of land within the Park Ridge SAA will be assessed.

Planning report

This planning report has been prepared to provide an overview of the project methodology, key background information, project aspirations, the guiding principles and planning strategies that form the scheme amendments.

3.2.3. Phase 3: Scheme amendments

In order to meet the statutory obligations under Schedule 1 of the *Integrated Planning Act, 1979* (IPA), all documents comprising the scheme amendments were submitted to the Minister.

The Department of Infrastructure and Planning provided a coordinated response to the Scheme Amendment. Logan then initiated a process of review and amendment prior to seeking endorsement from the Steering Committee and Logan elected representatives.

The revised scheme amendments were endorsed and resubmitted to the Minister seeking approval to initiate the statutory public notification of the proposed planning instrument.

Approval for public notification was received and the statutory display commenced in December.

3.2.4. Stakeholder consultation

Details of the community engagement are outlined in Chapter 2.

4. Contextual Overview and Key Drivers

This chapter outlines the legislative background and the key economic and demographic drivers of the scheme amendments. The chapter provides a forecast of the level of population and employment growth that will need to be accommodated in the Park Ridge SAA.

4.1. Why plan for growth?

South East Queensland is in the midst of a sustained period of population growth which is anticipated to continue into the foreseeable future. The average annual population change for South East Queensland for the 25 years to June 2031 is projected to be 61,525 people. The preliminary estimated resident population of Logan at 30 June 2007 was 263,494 people, an increase of 3,413 people or 1.3 per cent over the year. Projections indicate that by 2026, the expected population of Logan could reach 386,962 people and 425,918 people by 2031 (PIFU – medium series).

This population growth brings pressure to provide accommodation, employment and recreational opportunities that cater for a broad range of community needs. In recognition of these pressures, and the finite availability of land suitable for urban development, the SEQRP sets out an agenda for sustainable urban development which aims to ensure land is used efficiently and provided with the necessary infrastructure before significant development takes place.

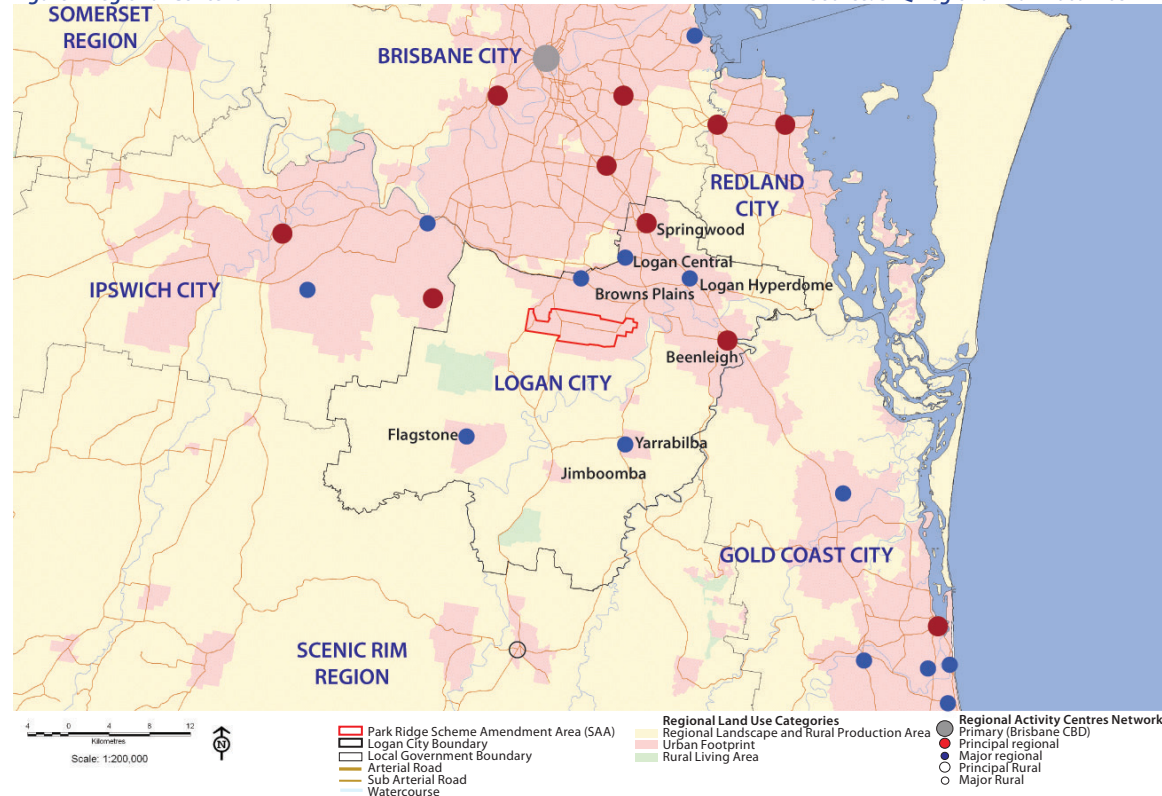
The establishment of a dedicated planning framework for those areas that have been identified to accommodate the anticipated growth ensures a coordinated and sustainable approach to future development. Importantly, the scheme amendments seeks to achieve ecological sustainability through advancing the purpose of the *Integrated Planning Act 1997* and *SPA* and seeks to ensure there is a framework in place to guide long term strategic planning.

4.2. State, regional and local context

4.2.1. State legislative framework

The preparation of the scheme amendments, and the future development in this area, must comply with any requirements that may be triggered by key State legislation. (Examples of state legislation include *Integrated Planning Act 1997*, *Environmental Protection Act 1994*, *Nature Conservation Act 1992*).

Figure 7 Regional Context



Source: SEQ Regional Plan 2009-2031

4.2.2. South East Queensland Regional Plan 2005-2026

The South East Queensland Regional Plan 2005-2026 (SEQRP) is the over-arching planning instrument guiding development in SEQ. The SEQRP came into effect in June 2005 with a primary purpose to provide a sustainable growth management strategy for the region to the year 2026.

The SEQRP included the broader Park Ridge area within the Mt Lindesay North Beaudesert Investigation Area, requiring a detailed planning study to determine the suitability for the area's inclusion within the Urban Footprint.

4.2.3. Mt Lindesay North Beaudesert Investigation Area Study

An investigation into the Mt Lindesay North Beaudesert Area was undertaken by the former Office of Urban Management in 2005-2006. The investigation findings recommended that

the Park Ridge area be developed to accommodate 12,000 new greenfield dwellings (approximately 30,000 population), in addition to a 650 hectare enterprise precinct to provide employment opportunities for Logan. The yield of 12,000 dwellings matched Logan's greenfield target as stipulated in the SEQRP 2005-2026. Similarly, the requirement for a large enterprise precinct compliments the intent of the SEQRP, which designated part of Park Ridge as an Activity Centre (Industrial).

4.2.4. SEQ Regional Plan Amendment 1

Amendment #1 of the SEQRP, released on 31 October 2006, incorporated revisions to the SEQRP Regulatory Provisions as well as the outputs of the Mt Lindesay North Beaudesert Study into the SEQRP by designating Park Ridge within the Urban Footprint as a Major Development Area. The status of Park Ridge was subsequently amended when Park Ridge was designated a Master Planned Area (MPA).

4.2.5. Local Growth Management Strategy

The Local Growth Management Strategy (LGMS) was prepared in 2006-07 and outlines how Logan would accommodate growth envisaged under the SEQ Regional Plan 2005-2026. The LGMS outlines how key urban development policies set out in the SEQ Regional Plan 2005-2026 will be achieved within the City.

4.2.6. SEQ Regional Plan 2009-2031

A review of the SEQ Regional Plan 2026 was released for public consultation. Logan prepared the Growth Management Core Matters Report (GMCM) to inform the review. The scheme amendments is consistent with the relevant urban development policies outlined in the GMCM and contributes to the achievement of its goals.

The release of the SEQ Regional Plan 2009-2031 identified the Park Ridge area as a Regional Development Area. The SEQR 2009 identifies that the State is to identify the mechanism to adopt a plan for a Regional Development Area. It was determined that because the Park Ridge Area was not a declared MPA it would not be subject to the formal structure planning process and would be adopted through the planning scheme amendment process.

4.2.7. Logan Planning Scheme 2006

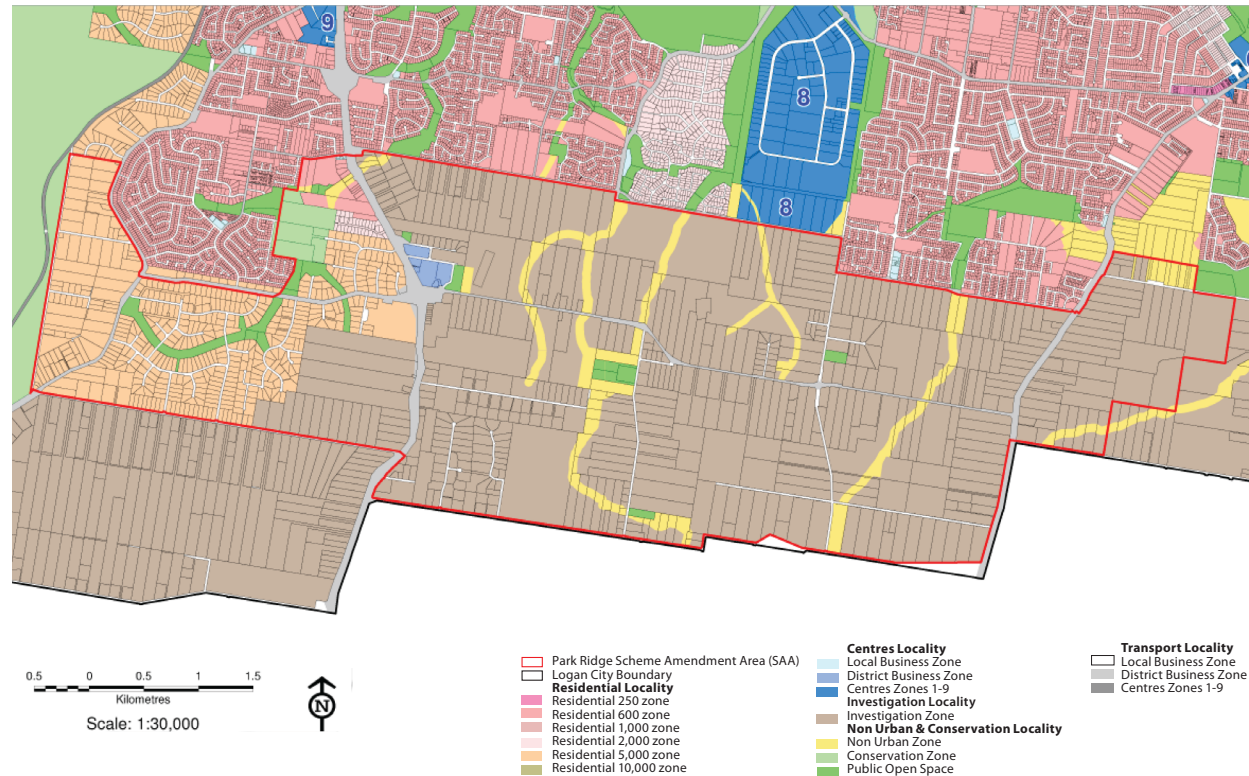
The Logan Planning Scheme includes the SAA predominantly within the Investigation Zone (Figure 8). This Zone stipulates that further planning is required prior to significant urban development taking place. The Investigation Zone restricts the range of development that can take place in the Park Ridge area to those which are of low intensity and a rural nature until the completion of the structure planning process and subsequent amendment of the Logan Planning Scheme.

4.3. Logan's economic growth

The economic outlook for Logan and Park Ridge appears strong. For example, there has been a steady decline in unemployment within Logan, with unemployment decreasing from 11.2% in 1996 to 10.0% in 2001, and even further declining by the 2006 census to 5.5%.

Figure 8 Logan Planning Scheme Zoning 2006

Source: Logan City Council



Urban Economics has undertaken a profile of the Logan economy (using 1996, 2001 and 2006 Census results). The key findings from this analysis are as follows:

- The number of resident workers within Logan has steadily increased between 1996 and 2006, significantly increasing within the 5 years to 2006. Resident worker growth has improved markedly more than population growth which is a result of the significant improvement of Logan's labour force participation and unemployment rates;
- Labour force participation rates have demonstrated healthy levels with the rise of population, increasing from 73.2% in 1996 to 79.5% in 2006. Unemployment rates within Logan have improved significantly over the past decade, in line with downward trends experienced across QLD and Australia over the same period, decreasing from 11.2% in 1996 to 10% in 2001 and even further decline by the 2006 Census to 5.5%;

- At the time of the 2006 Census, the major employment generators within Logan (in comparison to State averages) were the manufacturing, retail trade, and education and training industries. The dominance of the manufacturing industry as a major job generator within Logan steadily declined since 1996;
- Jobs growth within Logan has been higher than both its population and resident workforce growth between 1996 and 2008. Jobs growth excelled in the period between 2001 and 2006, driven by a combination of strong demand from increased labour force participation and declining unemployment, as well as strong growth within the wider economy recorded over this period;
- The net jobs balance (referring to the ratio of the total number of jobs provided within a certain area or region as a proportion of the working residents) was 59% in 2006

meaning that for every 100 workers living in Logan, 59 local jobs were being provided; and

- Jobs growth within Logan is projected to increase from some 80,000 jobs in 2008 to some 138,000 jobs by 2031.

Based on the importance of Park Ridge to Logan, there are strong opportunities available for the Park Ridge SAA to develop a new retail centre, and a full range of industrial and commercial activities in the long term (Foresight Partners). These opportunities will be attributable to:

- Strong population growth;
- Park Ridge SAA being identified as a Specialist Activity Centre under the SEQ Regional Plan;
- Park Ridge SAA being at the geographical centre of the 'new' Logan after amalgamation with parts of Gold Coast City and the existing Beaudesert Shire;
- A regional locality which is close to Brisbane and within easy access of three major road networks i.e. the Gateway Motorway, the Logan Motorway and the Mt Lindesay Highway. There is also the possibility of the Gateway Motorway Extension south through the heart of the Park Ridge SAA;
- The existing retail network which has just one District retail centre within the Park Ridge SAA. Population growth will drive demand for additional retail services;
- Demand for industrial land, both for general and light industry, being very strong in Logan with available land stocks being quickly absorbed;
- Commercial office space now being much sought after at suburban locations, as such locales offer competitive cost advantages. The successful Brisbane Technology Park at Eight Mile Plains is a ready example of this market trend;
- The high level of natural and scenic amenity the Park Ridge SAA possesses; and
- The continuing growth in home-based businesses in conjunction with residential development.

The Foresight Partners report contains an outline of baseline scenarios without economic drivers. According to the report, based purely on demographic processes, population growth within the Park Ridge SAA will increase the labour force size in the Park Ridge SAA by 3,887 persons by 2026, which (assuming

constant participation and containment rates), will create a need for 1,205 additional jobs. As mentioned, this scenario represents a baseline outlook i.e. without targeted economic drivers. However, analysis conducted also revealed that there are strong opportunities available for the Park Ridge SAA to develop a new retail centre, industrial activities, mixed industry and business activities and commercial activities in the long term and it is feasible that up to 30,000 jobs can be created within this locale if the right opportunities are capitalised upon and provided for (provision of aggressive targeted employment drivers) to service an ultimate population of 30,000.

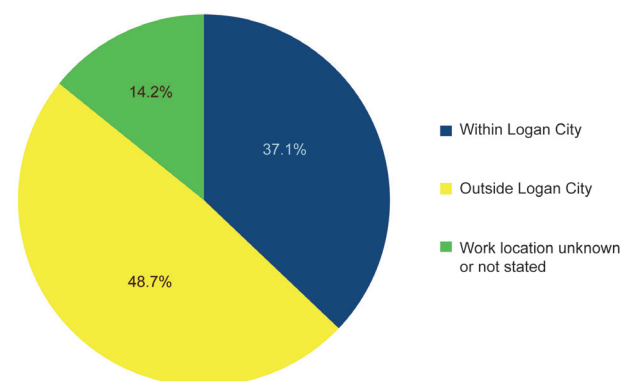
Supporting studies for the scheme amendments identified a need to allocate significant employment lands within Logan to provide for employment growth. It is within this context that the scheme amendments allocates a significant amount and variety of employment land to achieve 60% self containment for Logan by 2026. The policy of achieving a 60% self containment rate will also be applied to the Park Ridge SAA.

4.4. Logan's population growth

4.4.1. Growing population

As mentioned in section 4.1, Logan's resident population is projected to increase by 123,468 from 263,494 in 2007 (Figure 10), to a total of 386,962 by 2026 (PIFU – medium series) through a combination of development in existing urban areas and greenfield growth areas. These population projections take account of local government reform. On 15 March 2008, the local government boundaries of Logan were amended to

Figure 9 Employment location of Logan residents 2006



Source: ABS

include that part of Gold Coast City north of the Albert River (Beenleigh/Eagleby), and the northern part of the former Beaudesert Shire (including Cedar Grove, North Maclean, Jimboomba, Greater Flagstone, Yarrabilba and Logan Village).

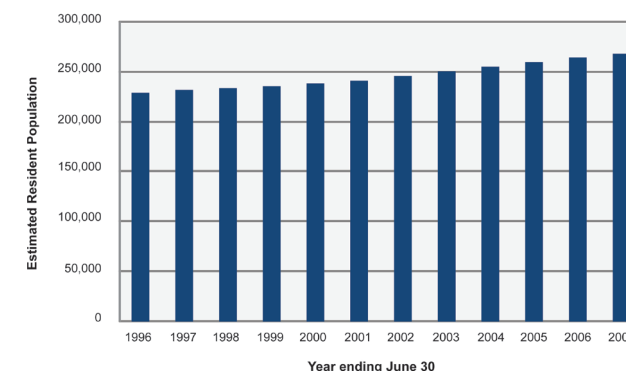
The Park Ridge SAA is anticipated to ultimately accommodate 30,000 residents in 12,000 new dwellings. The Priority Infrastructure Plan forecasts that urban development in the Park Ridge SAA will commence in 2011.

4.5. Logan's changing demographic profile

A review of historic census data has identified a range of emerging trends in Logan's demographic profile including:

- An increase in the ageing population;
- A decrease in the average household size from 3.6 persons in 1981 to 2.9 persons in 2006;
- A high proportion of couples with children at home (though decreasing) and couples without children (slightly increasing);
- A median age of 32; and
- The proportion of Logan residents with higher education increased between 2001 and 2006 from 6.0% to 8.9%.

Figure 10 Resident Population Growth of Logan City Council, 1996-2007



Source: ABS

Logan's future housing needs

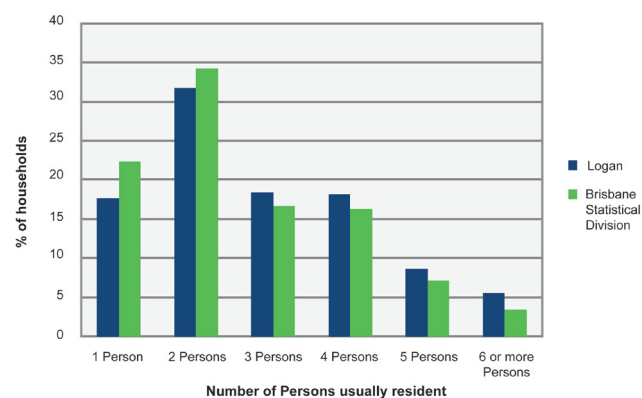
The level of forecast population growth is likely to generate significant demand for new housing within Park Ridge. There are a number of critical housing issues facing Logan. They include the decline in private rental accommodation, the need to provide housing in time to meet the rapid rise in household numbers, and the rising real cost of housing in relation to affordability. In addition, the changing household structure (as outlined above) will create a need for smaller and more varied types of households.

A primary objective of the scheme amendments is the provision of diverse accommodation within a variety of housing types, tenure and affordability brackets to meet the needs of Logan's growing and evolving resident population. Basic analysis of Logan's demographic profile highlights emerging trends which will drive demand for the provision of smaller dwelling units to cater for the decreasing household size (Figure 11), and increasing proportion of aged residents.

Logan's future mix of dwellings

In 2006 Logan had a total dwelling stock of 62,891 housing units. The proportional mix of housing that makes up Logan's total dwelling stock includes 53,960 detached housing (85.8%), 6,163 townhouses (9.8%) and 2,264 apartments or units (3.6%).

Figure 11 Logan Household Size, 2006



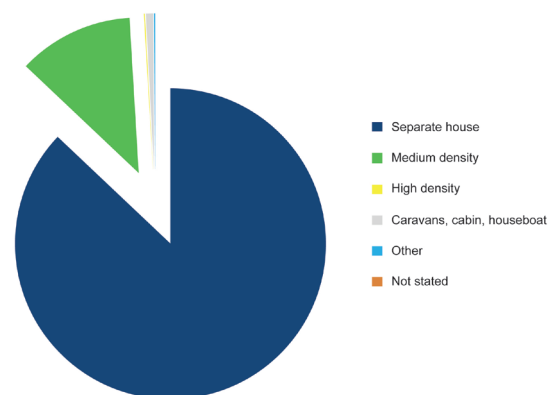
Source: ABS

In response to the existing shortage and emerging demand for smaller housing units, an increased proportion of smaller dwellings and attached dwellings should be provided as part of this future dwelling stock. In total an additional 10,510 attached dwellings and 14,370 detached dwellings will need to be provided across Logan to match the supply of future dwelling types with the communities housing needs. This equates to 42% of the new housing construction in Logan being for attached dwellings and 57% for detached dwellings.

Provision of future housing throughout Logan that meets with this proportional mix will occur through a combination of infill and greenfield developments. It is anticipated that much of the smaller housing and attached housing required to meet the current undersupply will be provided throughout Logan through infill redevelopment of existing urban areas, which already have a full range of urban services to meet the community's retail, health, education, transport and recreational needs.

In response to Logan's emerging housing needs, the scheme amendments proposed a mixture of housing in the Park Ridge SAA that caters for a broad demographic profile. The provision of housing in the Park Ridge SAA will be comprised of 74% detached dwelling (approximately 8,066 dwellings) and 26% attached dwelling (approximately 2,898 dwellings).

Figure 12 Dwelling Structure in Logan, 2006



Source: ABS

This proportional mixture of housing responds to the community's emerging housing needs. It is anticipated that during the Park Ridge SAA's initial development phases, market demand and developers will primarily focus on the delivery of detached housing to attract traditional family investment. Over the longer term, however it is anticipated that demand for a greater variety of housing types will emerge once a full range of community and commercial services have been established within the Park Ridge SAA. Once a complete range of housing options are available in the Park Ridge SAA, it can be anticipated that a broader cross section of residents will choose to live and work in the Park Ridge Town Centre and surrounding communities. The provision of a broad range of housing will contribute to the important objective of the development of vibrant and healthy communities for Park Ridge residents, and therefore provide for a range of dwellings; townhouses, villas, units and dwellings on smaller lots; and provide for housing choice and housing product, which is in demand, and currently not available in Logan.