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14 October 2024

EDQ Development Assessment Team GPO Box 2202 Brisbane QLD 4001 Via email: pdadevelopmentassessment@dsdmip.qld.gov.au

Dear Sir/Madam,

PDA DEVELOPMENT APPLICATION – DEVELOPMENT APPLICATION FOR MATERIAL CHANGE OF USE IN ACCORDANCE WITH A PLAN OF DEVELOPMENT FOR NORTH MACLEAN INDUSTRY AND BUSINESS PRECINCT (LOTS 3, 4, 5 AND 6 ON RP137101)

1. INTRODUCTION

In accordance with Section 82 of the *Economic Development Act 2012* ('ED Act') and on behalf of Roubaix Properties Pty Ltd, Urbis Ltd is pleased to present the following development application for consideration over land located at 4693-4703, 4705-4715, 4717-4731 and 4733-4743 Mount Lindesay Highway, North Maclean formally described as Lots 3, 4, 5 and 6 on RP137101.

The development application seeks the Minister for Economic Development Queensland's ('MEDQ') approval for PDA assessable development, specifically a Development Permit for a Material Change of Use, authorising a Plan of Development (PoD) over the site. The PoD contemplates the following potential land uses:

- Emergency Services;
- Low Impact Industry;
- Medium Impact Industry;
- Showroom;
- Service Industry;
- Research and Technology Facility; and
- Warehouse.

The proposal seeks approval to develop Lots 3, 4, 5, and 6 on RP137101 within the North Maclean Industry and Business locality which is contained within the Greater Flagstone Priority Development



Aea ('PIA'). This development application correlates with the approved North Maclean Context Plan and seeks to refine the layout based on further studies undertaken.

This report is accompanied by and should be read in conjunction with the following drawings and technical reports:

- Appendix A Development Application Form;
- Appendix B Property Searches;
- Appendix C Landowner's Consent;
- Appendix D Plan of Development prepared by Urbis;
- Appendix E Civil Engineering Report prepared by Burchills Engineering Solutions;
- Appendix F Ecological Advice memo prepared by 28 South; and
- **Appendix G** Stormwater Conveyance Certificate, prepared by *Burchills Engineering Solutions.*

The assessment of the application is to be undertaken in accordance with Section 87 of the ED Act. This report provides the applicant's assessment against these provisions and concludes that the development is appropriate, generally consistent with the state legislative framework and the Development Scheme, and is not anticipated to adversely impact upon the amenity of the locality. EDQ's approval of the application is therefore recommended, subject to relevant and reasonable conditions.

2. SITE AND SURROUNDING CONTEXT

The proposed development is located over four (4) allotments including 4693-4703, 4705-4715, 4717-4731 and 4733-4743 Mount Lindesay Highway, North Maclean more formally described as Lots 3, 4, 5 and 6 on RP137101. Each individual lot ranges between 39,000m² and 40,500m² in size with the PoD boundary comprising a total 160,110m² (i.e. 16 hectares) of industrial land.

The sites are connected to the road network where lawful access is provided via an unsealed service road leading from the Mount Lindesay Highway. The properties are not yet connected to water supply, reticulated sewer, telecommunications or electricity. The properties are mostly cleared and are in the process of undertaking earthworks to level out the sites for future works and flood immunity.

The surrounding locality is an emerging industrial area with several historical and recently established businesses alongside large vacant allotments including, but not limited to the following:

- North comprises Lot 1 on RP113251 recently approved for clearing and Lot 39 on SP258739 containing the approved 'Charter Hall' industrial estate;
- East comprises a mix of commercial and industrial uses such as Horizon Towing and Logistics, Gora Truck and Trailer Repairs, BP Truckstop and Maclean Produce (i.e. animal feed store);
- South comprises Lot 7 and 8 on RP137101 which are heavily vegetated vacant allotments.
 Further south is improved by an Ampol Service Station and storage yard; and
- West no development has been undertaken directly west which contains protected vegetation.
 Further west towards Greenbank Road contains an approved subdivision however, this is yet to be established. Refer to Figure 1 for reference.



Figure 1 – Site Aerial



Source; Nearmap, Jul 2024

3. BACKGROUND AND SITE DETAILS

3.1. SITE HISTORY

The sites subject to this application have historic uses, approvals and current applications that are of relevance to the PoD. These are outlined in **Table 1** below.

Table 1 – Site History

Lot	Historic Use / Approval / Application	Particulars / Relevance to PoD
3	It is understood that historically the site has accommodated Aquaculture activities. Approved: DEV2020/1144: Operational Works (earthworks approval for the filling of the ponds associated with the historic use on the site).	The existing Operational Works permit has been enacted to prepare the site for future development.
4	It is understood that historically the site has accommodated Aquaculture activities.	The existing Operational Works permit has been enacted to prepare the site for future development.



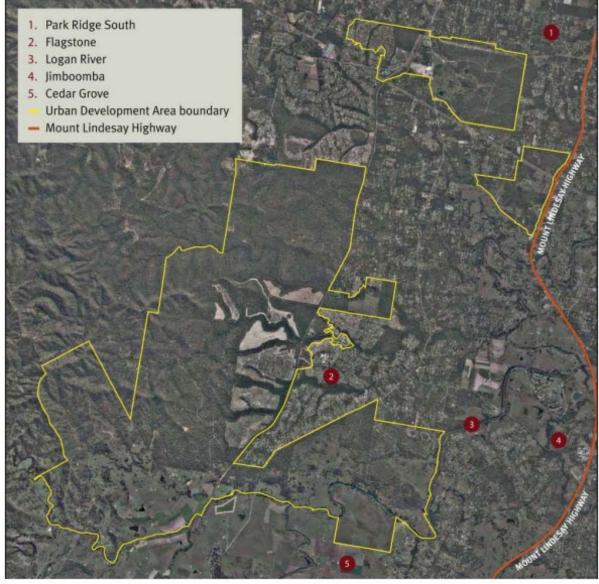
Lot	Historic Use / Approval / Application	Particulars / Relevance to PoD
	Approved: DEV2020/1144: Operational Works (earthworks approval for the filling of the ponds associated with the historic use on the site). Under Assessment: DEV2023/1450: Material Change of Use for Warehouse and associated Operational Works (Temporary Use)	The interim use proposed for the land pursuant to DEV2023/1450 will not compromise the ultimate use of the land as contemplated in this PoD.
5	It is understood that historically the site has accommodated Aquaculture activities. Approved: DEV2019/1065: Operational Works (earthworks approval for the filling of the ponds associated with the historic use on the site).	The existing Operational Works permit has been enacted to prepare the site for future development.
6	 Approved: DEV2023/1370: Operational Works (earthworks to fill the site). This approval excluded the filling of the dam at the rear. Approved: DEV2024/1470: Operational Works (earthworks to fill the site). It includes an additional area of earthworks beyond the approved extent in DEV2023/1370. An environmental offset area / buffer area with a width of 50m is retained at the rear of the site. Under Assessment: DEV2023/1451: Material Change of Use for Warehouse and associated Operational Works (Temporary Use) 	The accompanying material for the most recent Operational Works approval granted over the site (DEV2024/1470) included a detailed ecological assessment to support the clearing of vegetation. A tree along the southern boundary (identified as Tree No. 147) is proposed to be retained, which sits along the common boundary of Lot 6 and 7). A 50m Vegetation and Habitat Offset area (including possibly future stormwater infrastructure) is required on the western portion of the site. All other vegetation is approved to be removed. The filling will ensure the site sits above the Defined Flood Level, as explained further below. The interim use proposed for the land pursuant to DEV2023/1450 will not compromise the ultimate use of the land as contemplated in this PoD.



3.2. GREATER FLAGSTONE URBAN DEVELOPMENT AREA

The Greater Flagstone Priority Development Area (PDA) was declared under the superseded *Urban Land Development Authority Act 2007 ('ULDA Act')* on 8 October 2010. The Greater Flagstone PDA is located within the Logan City Council local government area and has been strategically situated within South East Queensland's south-west growth corridor, being one of the largest job and industry growth areas in Australia. The Greater Flagstone Urban Development Area Development Scheme ('*Development Scheme'*) is the regulatory document in respect of planning and controlling development within the PDA.

Figure 1 – Greater Flagstone PDA boundary



Source: Greater Flagstone PDA



3.3. NORTH MACLEAN CONTEXT PLAN

Context plans are required under the Development Scheme to ensure that development does not prejudice the achievement of the vision, UDA-wise criteria and zone intents across the PDA.

Pursuant to Section 3.2.8 of the Development Scheme, context plans are required to accompany a development application for:

- (a) The first permissible development in the relevant context plan area; or
- (b) A later permissible development that is materially inconsistent with an existing endorsed context plan for the area.

The relevant Context Plan for the land subject to the PoD is the North Maclean Context Plan, which was endorsed on the 10 September 2021. Notably, the framework and intended development outcomes of this PoD are not materially inconsistent with the endorsed Context Plan. Therefore, a context plan is not required as part of this application. Any minor variations to the structure planning for the broader area as depicted in the endorsed Context Plan is sufficiently addressed in this PoD, including the accompanying servicing master plan.

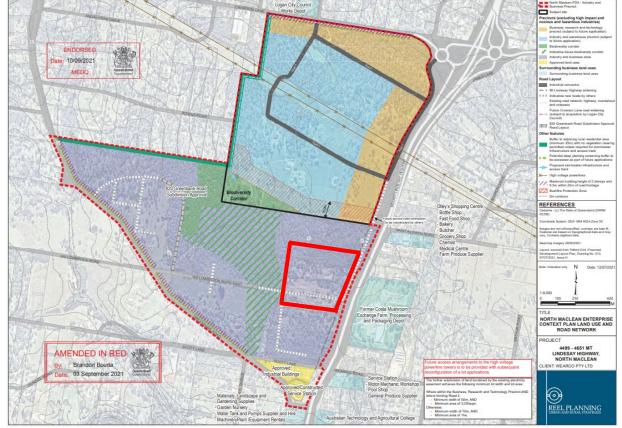


Figure 2 - North Maclean Context Plan (site indicated in red)

Source: EDQ



4. PROPOSAL

This development application seeks approval for a Material Change of Use accordance with a Plan of Development ('PoD). The intent of the PoD is to guide future delivery of industrial activities within this area of the North Maclean locality, and to lock-in future development rights for building parameters, car parking, landscaping and the delivery of key infrastructure. Notably, it provides a coordinated development framework that deals with key development attributes including infrastructure sequencing and delivery.

The development remains in accordance with Greater Flagstone UDA Development Scheme's vision with the intention of supporting uses defined such as 'Industrial use category' and 'Retail use category' including, but not limited to, the following –

- Low Impact Industry;
- Medium Impact Industry;
- Showroom;
- Service Industry;
- Research and Technology Facility; and
- Warehouse.

The aspects of development sought as part of this development application are outlined below. Pursuant to Table 2: Levels of assessment under the Development Scheme, development approved in accordance with a PoD is exempt development and requires no further development approval under the Development Scheme.

4.1. PLAN OF DEVELOPMENT

The Plan of Development ('PoD') contained in **Appendix D** seeks to direct the future development of land included within the North Maclean Industry and Business Zone, specifically in relation to Lots 3, 4, 5 and 6 on RP147101.

The PoD has been prepared in accordance with the requirements of the approved Greater Flagstone UDA Development Scheme and the North Maclean Context Plan to allow an integrated approach to development over the four (4) allotments. The establishment of this PoD will act as a catalyst to 'kick-start' development within the eastern portion of the North Maclean locality with the intentions of facilitating further development to the east through commencing the establishment of trunk infrastructure.

The PoD describes how development may occur and specifies a set of assessment criteria and plans to which development must be in accordance with. Where development complies with the relevant criteria, it can progress to the operational work and building certification phases (i.e. does not necessitate future planning approval).

4.2. APPROVED DEVELOPMENT (NO FURTHER ASSESSMENT)

The PoD identifies development which is exempt from further assessment. This PoD seeks to adopt the approved development (no further assessment) as specified in Table 2 – Levels of Assessment, Column 1 – Exempt Development of the Greater Flagstone UDA Development Scheme where located 'In the Industry and business zone'.



4.3. APPROVED DEVELOPMENT (COMPLIANCE ASSESSMENT)

The PoD identifies development which is subject to compliance assessment against specific design criteria prior to proceeding to operational work and building work phases.

The PoD identifies suitable land uses for each of the four (4) lots. All identified land uses are required to undergo 'compliance assessment' and must provide development that is generally in accordance with the Design Standards to enable compliance approval to be granted. Development that results in an outcome materially different to that intended by the Design Standards will be subject to a separate Development Application process, that will sit outside the PoD framework.

5. ASSESSMENT

5.1. GREATER FLAGSTONE DEVELOPMENT SCHEME

Section 86 of the ED Act states that the MEDQ "cannot grant the PDA development approval applied for if the relevant development would be inconsistent with the land use plan for the relevant priority development area".

Section 3.2.3 of the Development Scheme clarifies when development is considered to be consistent with the Land Use Plan as follows:

"UDA assessable development is consistent with the land use plan if:

- i. the development complies with all relevant UDA-wide criteria and the relevant zone intents, or
- ii. the development does not comply with one or more of the UDA-wide criteria or zone intents but:
 - a. the development does not conflict with the UDA vision, and
 - b. there are sufficient grounds to justify the approval of the development despite the noncompliance with the UDA-wide criteria or zone intents."

The following sections outline how the proposal complies with the relevant UDA-wide criteria set out in the Development Scheme. Where any inconsistency between the proposal and UDA-wide criteria exists, the proposal will fully achieve the outcomes stipulated by the UDA vision or endorsed Context Plan for the site dated 3 September 2021:

Key Themes	Response
A community framed by green landscapes	 The development will retain ecological values to the west via the nominated 50 metre ecological buffer demonstrated on the proposal plan. This approval seeks to establish high level parameters for development over the site.
	 Further Material Change of Uses will enable refined landscaping plans to ensure all four (4) sites contribute to the green landscapes vision.
	 The proposed PoD specifies properties to include a minimum of 5% landscaping to be constructed to ensure

Table 2 - Assessment against the Development Scheme Vision Statement



	Key Themes	Response
		future development applications establish green spaces appropriate to the locality's industrial nature. Additionally, as noted above, suitable buffers are included within the site to address site specified ecological constraints and offset planting requirements.
2.	A liveable community	 The development site is contained within the Industry and business zone which is appropriate taking into consideration the surrounding nature of the North Maclean locality.
		 The development is in close proximity to other industrial and business uses such as the former Costa Mushroom Exchange Farm, Olley's Shopping Centre and other industrial and business uses (i.e. Service Station, Motor Mechanical Workshop, Pool Shop and General Produce Supplier) to the East and South.
		 The development will not unduly impact on residential uses where located within the industry and business zone, being appropriately separated from residential neighbourhoods.
		 The development will enhance liveable communities where contributing to a wide range of employment opportunities in close proximity to transport networks.
3.	A prosperous community	 Further to the obvious community benefits, the development provides additional localised employment opportunities for local residents.
		 The development is conveniently located to allow for ease of access to the site via private and public transport modes with key transport nodes including the Mount Lindsey Highway and Greenbank Road. The development's suitability with respect to the surrounding road network is further addressed in the attached Civil Engineering Report, prepared by Burchills (Appendix E).
		The surrounding area has been mostly vacant since the PDA's commencement in 2011, this development will ignite the area through establishment of key infrastructure (i.e. trunk sewer, water and roads). The development will contribute to the commencement of the North Maclean industrial hub therefore, kick starting the vision of providing 60% self- containment of all jobs and services required by the local community.
4.	An inclusive community	 'Inclusive community' is not considered applicable to the proposed development where focusing on fostering employment opportunities in line with the other key visions sought.



	Key Themes	Response
		 The development does not intrude into residential areas and will allow for the broader establishment of inclusive communities in areas earmarked for residential development.
5.	A connected community	 The proposed development fronts Mount Lindesay Highway, which acts as the key north-south route through the region. As a result, the development is highly accessible to the surrounding catchment.

Source: Urbis

5.2. NORTH MACLEAN CONTEXT PLAN

In accordance with the Development Scheme, a Context Plan was established for the North Maclean locality and endorsed on 10 September 2021. This provides a broad structure plan for the area, with indicative locations for certain infrastructure to facilitate orderly and sequenced development across the PDA. The proposal has been prepared in accordance with the endorsed Context Plan to ensure the development integrates with the overall vision for the North Maclean area, refer to **Table 2**.

Feature	Assessment
Trunk infrastructure – Sewerage	 Proposed sewer reticulation: It is acknowledged that the proposed sewer gravity main seeks an alternative alignment to that indicated by the context plan. It is proposed to establish the sewer gravity main along Scott Lane and Mount Lindesay Highway service road for ease of maintenance access (in existing road reserve) and to reduce potential impacts from mapped ecological values, watercourses and coordinating multiple landowners (reducing the need for EDQ to exercise acquisition powers). The surrounding locality has remained mostly vacant for some time and the realignment of sewerage to the east along Mount Lindesay Highway will allow the delivery of trunk sewer sooner without the number of constraints provided by the Context Plan alignment. Municipal pump station: The proposal seeks to establish the Municipal pump station in close proximity to the location anticipated in the context plan, being along Scott Lane. As opposed to being contained on Lot 8 on RP137101, the amended location will involve a portion of Lot 2 on SP267252 to be acquired to accommodate this infrastructure. It is expected that this land can be secured for this purpose either as part of a future Development Application on this site (Lot 2) or via EDQ's acquisition powers. Further negotiations and detailed design will be undertaken for this infrastructure at the relevant time.

Table 3 – Assessment against the North Maclean Context Plan



Feature	Assessment
Trunk infrastructure – Water	<i>Proposed water main</i> : The Context Plan does not indicate proposed water main for the southern portion of North Maclean locality. The development proposes to establish a new water main along Willowbank Road East.
Trunk infrastructure – Willowbrook Road East	The proposal maintains the trunk industrial connector road indicated between Mount Lindesay Highway and Willowbrook Road, referred to as Willowbrook Road East. The proposal seeks to establish this piece of trunk infrastructure as part of further negotiations with EDQ.
Road network – internal (*indicative new road by others)	The context plan notes 'indicative new road by others' which is not trunk infrastructure. Site specific details will be obtained during further development applications for Reconfiguring a Lot (if proposed) to determine appropriate locations for internal roads to ensure they accommodate the largest anticipated vehicle depending on the type of industrial/business use proposed.
Biodiversity corridor	The proposal plan includes a 50 metre buffer along the eastern boundary of Lot 6 to ensure protection of the broader habitat connectivity and biodiversity values contained in adjoining Lot 9 on RP137101.
Mount Lindesay Highway road widening	The proposal plan maintains road widening along the eastern boundaries in order to accommodate Mount Lindesay Highway and the proposed service road. Further design will be undertaken to refine the exact future boundaries once accurate information is provided by the Department of Transport and Main Roads.

Source: Urbis

5.3. EDQ GUIDELINES

The provisions of the Development Scheme provide the principal planning framework applicable to the application area. Further to the provisions of the Development Scheme, development within the Greater Flagstone PDA is to be informed by EDQ's Guidelines and Practice Notes.

Table 4 below identifies the key Guidelines and Practice Notes which hold relevance to the proposal.

Table 4 – EDQ Guidelines and Practice Notes

Guideline/Practice Note	Comment
PDA Guideline No. 10 – Industry and business areas	The PoD has been designed with considerations for the built form parameters specified in Guideline No. 10 (i.e. max. 15m height).



Guideline/Practice Note	Comment
	Some provisions have been altered to accommodate site specific constraints to ensure future development aligns with the overall North Maclean Context Plan and the development scheme vision. Where appropriate, guidance has been taken from the <i>Logan Planning Scheme 2015 (Version 9)</i> to inform suitable alternative provisions where varied from Guideline No 10.
PDA Guideline No. 15 – Protection from flood and storm tide inundation	The sites will sit above the 2100 AEP 1% event, being 27.2m AHD based on Logan City Council's Defined Flood Event (DFE), either as a result of existing surface levels or approved earthworks. Of note, Lot 6 has been approved for earthworks that will result in finished surface levels of 28.0m AHD. Once works are completed, the development will comply with the DFE adopted by the relevant Council for the area in accordance with Guideline No 15.
PDA Guideline No. 6 – Street and movement network	The subject site is earmarked to support trunk road infrastructure, specifically the Willowbrook Road East which is nominated as a two (2) lane industrial collector road. As part of future operational works, the development will construct Willowbrook Road East to provide access to the four (4) properties. The road will be constructed in accordance with the requirements of an industrial collector road as per the relevant standards. It is proposed that the infrastructure standards of the <i>Logan Planning Scheme 2015 (Version 9)</i> are adopted to guide future development on the sites, as specified in the PoD Design Standards.
PDA Practice Note No. 10 – Plans of development	Practice Note 10 provides advice on the appropriate drafting and implementation of Plans of Development. Relatively, the practice note provides guidance how the best practice for the preparation of PoD and how this ought to be implemented in PDAs.
	The proposed PoD has been developed with consideration to Practice Note No. 10.

Source: Urbis

Taking into consideration the aforementioned commentary in respect of the relevant EDQ Guidelines, it is concluded that the proposal:

- Is consistent with the endorsed Context Plan for the site, being the North Maclean Context Plan;
- Provides for land use activity groups which are encouraged and supported within the Industry and Business Zone of the Greater Flagstone Urban Development Area Development Scheme;



- Sets out development parameters which will achieve a desirable outcome that complements the North Maclean locality and aligns with EDQ's guidelines and practice notes in relation to industrial/businesses uses and infrastructure delivery; and
- Provides a highly permeable and connected development which complements the surrounding area and ignites the vision for the North Maclean industry and business area; helping to stimulate economic activity in the locality, as intended by EDQ for its PDAs.

6. INFRASTRUCTURE PLANS

As part of igniting development within the North Maclean industry and business locality, key trunk infrastructure planning has been undertaken to ensure a coordinated and logistical approach is established. Having regard to the Greater Flagstone UDA Development Scheme, the development has addressed the implications of local and sub-regional infrastructure below which is intended to guide conditions imposed for development and delivered as part of the building and operational works on and surrounding the site.

It is proposed that the following trunk infrastructure will be delivered as part of development occurring within the PoD, which will be triggered upon the first change in use (where requiring access to reticulated infrastructure). It is expected that a legal mechanism such as an Infrastructure Agreement can resolve infrastructure delivery, in terms of timing, sequencing and offsets / refunds.

6.1. LOCAL INFRASTRUCTURE

6.1.1. Water Supply

The development seeks to establish a new 300mm trunk water main along the eastern site boundary which will connect to the existing 250mm water main proposed within the Charter Hall estate. At this stage, the development only seeks to establish the trunk water main up to the western boundary of Lot 4 and 5 on RP137101 due to private land ownership. Future internal water connections are intended to be established through additional development applications where necessary.

6.1.2. Sewer Reticulation

The development is proposed to be serviced by a new sewer gravity main constructed along Mount Lindesay Highway service road. The original sewer reticulation was planned to be located through Lot 9 on RP137101; however, this creates difficultly where obtaining owner's consent in addition to the level of additional clearing required to accommodate these works. The proposed sewer alignment aims to provide ease of maintenance access and locates the sewer main away from the mapped watercourse to the west of the subject site.

Due to the topography of the surrounding locality, a sewer pump station will need to be established to enable connection. The proposed pump station is contained on Lot 2 on SP267252 south of the subject site and forms part of EDQ's scope of works for the North Maclean locality. Site acquisition will need to be undertaken by EDQ to kickstart the rollout of reticulated sewer.

6.1.3. Road Network

The Willowbrook East Extension is proposed to be delivered in part (via dedication and construction within the PoD site boundaries. This road is identified as a trunk industrial collector road.

It is noted that the land beyond the frontage of Lot 6 to the south will be subject to land acquisition from Lot 7 and 8 on RP, to enable the corridor to be widened. Should a reduced corridor width be



accepted, the service road corridor can be extended to the south (noting access to Scott Lane will not be available and the service road will be terminated at the south-east corner of Lot 8).

6.2. SUB-REGIONAL INFRASTRUCTURE

6.2.1. Mount Lindesay Highway

In terms of sub-regional infrastructure relevant to development within the PoD, the dedication and construction of service road infrastructure within the Mt Lindesay Highway reserve corridor is required. The exact design is subject to consultation with and agreement by Department of Transport and Main Roads (DTMR), which will occur as part of the assessment process and subsequent compliance assessments.

It is noted that the land beyond the frontage of Lot 6 to the south will be subject to land acquisition from Lot 7 and 8 on RP, to enable the corridor to be widened. Should a reduced corridor width be accepted, the service road corridor can be extended to the south (noting access to Scott Lane will not be available and the service road will be terminated at the south-east corner of Lot 8).

Further, it is understood that Mount Lindesay Highway is being upgraded to improve safety and efficiency as part of DTMR's Mount Lindesay Highway – 10 Year Forward Plan (2018-2028). In relation to the North Maclean locality, currently planning is underway to increase capacity and improve travel time, safety, reliability and flood immunity along the Mount Lindesay Highway between Greenbank Road and Stockleigh Road. Planning is scheduled between 2023-2026.

The PoD has been designed to not compromise these potential future upgrade works. Consultation with DTMR will occur as part of the assessment of this PoD which will identify any works that development will need to consider and 'not to prejudice'.

7. CONCLUSION

This report was commissioned by Roubaix Properties Pty Ltd in support of a development application under the *Economic Development Act 2012* which seeks approval for the following aspects of development:

 PDA Development Permit for a Material Change of Use in accordance with a Plan of Development. The intent of the PoD is to guide development parameters to enable future industrial and business uses to be established and sequence key infrastructure.

The proposed development has been thoroughly assessed against the statutory planning framework relevant to development of the site. Accordingly, it is found that the proposed development:

- Is consistent with the purpose of the Economic Development Act 2012;
- Is consistent with the intent and the specific provisions of the Greater Flagstone UDA Development Scheme;
- Is consistent with the endorsed North Maclean Context Plan.



In view of the above points, EDQ's approval of this application is sought subject to reasonable and relevant conditions.

Yours faithfully,

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