

From: [REDACTED] on behalf of [REDACTED]
To: [Officer South Employment PSP](#)
Cc: [REDACTED]
Subject: Officer South Employment Precinct Structure Plan - Growland Submission
Date: Thursday, 26 October 2023 4:52:21 PM
Attachments: [image001.png](#)
[Growland Submission 26 Oct 2023.pdf](#)
[Growland Submission Residential & Employment Land Assessment 26 Oct 2023.pdf](#)
Importance: High

To whom it may concern,

RE Officer South Employment Precinct Structure Plan - Growland Submission

Please find attached submission prepared by Macroplan on behalf of Growland in relation to a 17.7-hectare property at 70-100 Lecky Road Officer, which adjoins the Officer South Employment Precinct (OSEP) Structure Plan.

This submission should be read in conjunction with the attached report prepared by Macroplan titled *Growland Submission – Residential and Employment Land Assessment, October 2023*.

The relevant contact person at Gowland is Paul O’Brien, who may be contacted on [REDACTED]

[REDACTED] I may be contacted via email [REDACTED] or on [REDACTED]

I look forward to hearing from you.

Kind regards

Brian Haratsis
Executive Chairman

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26 October 2023

Victorian Planning Authority
RE: Officer South Employment PSP
Level 25, 35 Collins Street
MELBOURNE VIC 3000
Via email osepsp@vpa.vic.gov.au

To whom it may concern,

RE Officer South Employment PSP – Growland Submission

Please find attached submission prepared by Macroplan on behalf of Growland in relation to a 17.7-hectare property adjoining the Officer South Employment Precinct (OSEP) Structure Plan.

This submission should be read in conjunction with an accompanying report prepared by Macroplan titled *Growland Submission – Residential and Employment Land Assessment, October 2023*.

The affected property is 70-100 Lecky Road, Officer.

This submission:

- commends the response to the Freeway interface set out in the OSEP Structure Plan, which allows residential developments in this area and presents a clear distinction between residential, mixed-use, commercial and industrial uses.
- highlights the potential for the affected property to become an isolated, disconnected Business Services precinct in the north-west corner of the Cardinia Road Employment Precinct (CREP) Structure Plan, which may not function in a way that supports an integrated, balanced and cohesive community of residents and workers in both Structure Plan areas.
- recommends Cardinia Shire Council review the current 'Service Business' designation applicable to the affected property, with a view to rezoning the land to allow residential development to take place in the short term (i.e. next 3-5 years), which will support the viability of a planned Neighbourhood Activity Centre (NAC).

The relevant contact person at Gowland is Paul O'Brien, who may be contacted on [REDACTED]. I may be contacted via email [REDACTED] or on [REDACTED].

Kind regards,



Brian Haratsis
Executive Chairman

Encl.

Officer South Employment PSP – Growland Submission

26 October 2023

This submission should be read in conjunction with an accompanying report prepared by Macroplan titled *Growland Submission – Residential and Employment Land Assessment, October 2023*.

Executive Summary

1. Cardinia Shire Council (Council) should review the role and function of the 'Service Business' designation associated with a **17.7-hectare** landholding located in the northwest corner of Cardinia Road Employment Precinct (CREP) Structure Plan (hereafter referred to as the property in Figure 1) and rezone the property to allow for residential development.
2. Growland controls approx. **14.3-hectares** of the property, Development Victoria controls the balance.
3. The case to review the 'Service Business' use designation is underpinned by the following core elements, which are explored in this submission:
 - a. Avoiding a 'disconnected' Business Services precinct in the north-west corner of the CREP Structure Plan, that does not function in a way that supports an integrated, balanced and cohesive 'community' of residents and workers.
 - b. Supporting the viability of the proposed Neighbourhood Activity Centre (NAC) within the CREP Structure Plan and a neighbouring local town centre within the Officer South Employment Precinct (OSEP) Structure Plan.
 - c. Maximising the potential for a sustainable residential community within CREP and OSEP Structure Plans, allowing for a mix of dwelling formats and densities.
 - d. Achieving the most effective balance between local industrial land, State Significant industrial land and residential land supply within the Officer / Pakenham growth corridor.

What does Cardinia Road Employment Precinct (CREP) Structure Plan say about the property?

4. According to the 2009 CREP Structure Plan, the intent for the property is to provide a buffer to the Princes Freeway and a location for businesses seeking a prominent Freeway presence with a high-profile showroom edge to the precinct.
5. Generally, Service Business uses comprise integrated factory/warehouse clusters, small lot industrial parks and industry clusters (e.g. automotive services/repairs), combining display areas and 'back of house' facilities in the one location. Service Business uses provide for a transition between Residential or Commercial areas to the Industrial areas within CREP.

6. The residential community located south of the property at Kaduna Park is well established and Growland's Banyan Masterplan is underway, with an anticipated total yield of approx. **535 lots** directly abutting the property. The total planned residential yield within CREP is approx. **2,000 dwellings**, including a mix of traditional, medium and high-density dwellings.
7. The property has limited capacity to serve as a 'transition' between residential and industrial areas elsewhere within the CREP Structure Plan, which is an important feature of the Service Business designation.
8. New internal connecting roads will need to be constructed to link Service Businesses at the property with Lecky Road. These roads will run through and around the neighbouring residential estate, including proposed high density residential areas to the east of the property, attracting medium-sized and heavy vehicles into these areas.
9. Business Service areas require dedicated and appropriate access for a range vehicle types and it is not clear that local connecting roads through residential estates Kaduna Park and Growland's Banyan Place will balance the needs of industry and residents at the same time.
10. This means there is the potential for the property to remain undeveloped for many years, possibly decades, which is not an ideal outcome for residents living in the area due to a lack of access.

What does Officer South Employment Precinct (OSEP) Structure Plan say about the Freeway interface and residential capacity, and what does this suggest about the property?

11. The neighbouring OSEP Structure Plan provides for a residential and mixed-use precinct **immediately west** of the subject property, with residential development extending to the northern interface with the Princes Freeway. Refer Figure 4.
12. The OSEP Structure Plan presents an **alternative response** to the Freeway interface and highlights a clear distinction between residential, mixed-use, commercial and industrial uses, which is commended.
13. Under the OESP commercial uses consolidated around an urban core to provide a buffer to industrial uses to the south.
14. The CREP and OSEP Structure Plans have combined total capacity for up to **3,617 dwellings** – CREP may generate at least **2,000 dwellings** and support **18,700 jobs** whilst OSEP proposes up to **1,617 dwellings** and at least **22,000 jobs**.
 - The CREP Structure Plan proposes a Neighbourhood Activity Centre (NAC) anchored by a full-size supermarket, ensuring it provides for the weekly shopping needs of the residential area and encouraging a wide range of specialty retail goods and services to co-locate. The NAC has not yet commenced.
 - The OSEP Structure Plan proposes a local town centre comprising **2,300sqm** retail floor space and **1,600sqm** commercial floor space.

15. Generally, for a full-size supermarket to be viable a resident population of **at least 10,000 people** is required for a NAC to be sustainable. In this case there is considerable potential for escape expenditure as there are several major existing and proposed supermarkets within the local catchment.
16. Given both a NAC and local town centre are proposed, a local residential population of at least **12,000 residents** is required to support both centres, noting the potential for residents to travel to neighbouring activity centres within Pakenham and Officer.
17. On completion the CREP and OSEP Structure Plans are expected to deliver a resident population of at least **9,300 residents** assuming a mix of dwelling types and household sizes.

Implications for Growland's Property

18. This highlights the need for additional residential developments and/or densities within the CREP Structure Plan supporting the NAC and an overarching objective for **90%** of all dwellings to be located within 800m of the activity centre.
19. The subject property has the potential to support residential developments totalling **approx. 240 lots** generating a resident population of **up to 700 residents** or an approx. **7% increase** in total residents. Assuming 1 job per household this could result in at least **240 additional local jobs** in the area.
20. This will make a significant contribution towards achieving a local population of **10,000 residents** to support the proposed NAC, which will result in new business investment, employment and consumer spending on goods and services in the area.

Table 1 – Dwelling capacity within CREP & OSEP including the subject property

| Area | Anticipated / Estimated Dwellings (No.) | Estimated Total Residents (No.) |
|---------------------------------------|-----------------------------------------|---------------------------------|
| CREP Structure Plan | 2,000 | 4,285 |
| OSEP Structure Plan | 1,617 | 5,013 |
| Sub-total | 3,617 | 9,298 |
| <i>Subject land (17.7 ha)</i> | <i>240</i> | <i>Approx. 700</i> |
| Total (including subject land) | | Approx. 10,000 |

Source: Cardinia Shire Council / Victorian Planning Authority, Growland (2023), Macroplan (2023)

21. This proposition should be considered in the context of zoned available residential and employment land in the region. The Officer-Pakenham corridor has **approx. 12 years** zoned residential land remaining and **24 years** zoned industrial land plus another **73 years** of unzoned industrial land supply.
22. Changing the land use designation from Service Business to residential will have a limited net impact on total employment generation within CREP and OSEP and result in a modest net reduction of around **500 jobs**, which is equivalent to **1.2%** of total employment expected to be generated across both CREP and OSEP Structure Plans.
23. When considered in the context of the wider South-east corridor, the property at 17.7 hectares reflects a very small proportion (approx. 0.7%) of total existing and planned

employment land within this corridor, meaning rezoning the property to allow for residential development will have no material impact on the broader employment land market in the region.

24. The property is identified in Melbourne Commercial & Industrial Land Use Plan (MICLUP) as being '**local industrial land**' meaning the property is not State significant industrial land.
25. This means the use designation applicable to the property should be reviewed by Council as a priority to allow for future residential development.

Recommendation

26. It is recommended that Council review the current 'Service Business' designation applicable to the 17.7-hectare property, with a view to rezoning the land to allow residential development to take place in the short term (i.e. next 3-5 years).

Section 1. Subject property

The subject property (the property) comprises 17.7 hectares (gross) and is bounded to the north by the Princes Freeway, Gum Scrub Creek to the west and Cardinia Road drain to the east.

The property abuts a residential neighbourhood that is currently underway (Growland's Banyan Masterplan) to the south and is a short distance from an established residential neighbourhood, Kaduna Park.

Figure 1 – Subject Property



Source: Macropian 2023

The property is designated 'Service Business' in the 2009 Cardinia Road Employment Precinct Structure Plan, which described the following:

Service Business uses front onto the Princes Freeway, Cardinia Road south of the Commercial area and Thompsons Road, to encourage high built form standards and create a high-profile showroom edge to the Precinct. These uses benefit from the exposure offered by the road network and encourage activity along key roads. In addition, Service Business uses will provide for a transition between Residential or Commercial areas to the Industrial areas within the Precinct. Generally these uses will comprise integrated factory/warehouse clusters, small lot industrial parks and industry clusters (e.g. automotive services/repairs), combining display areas and 'back of house' facilities in the one location.

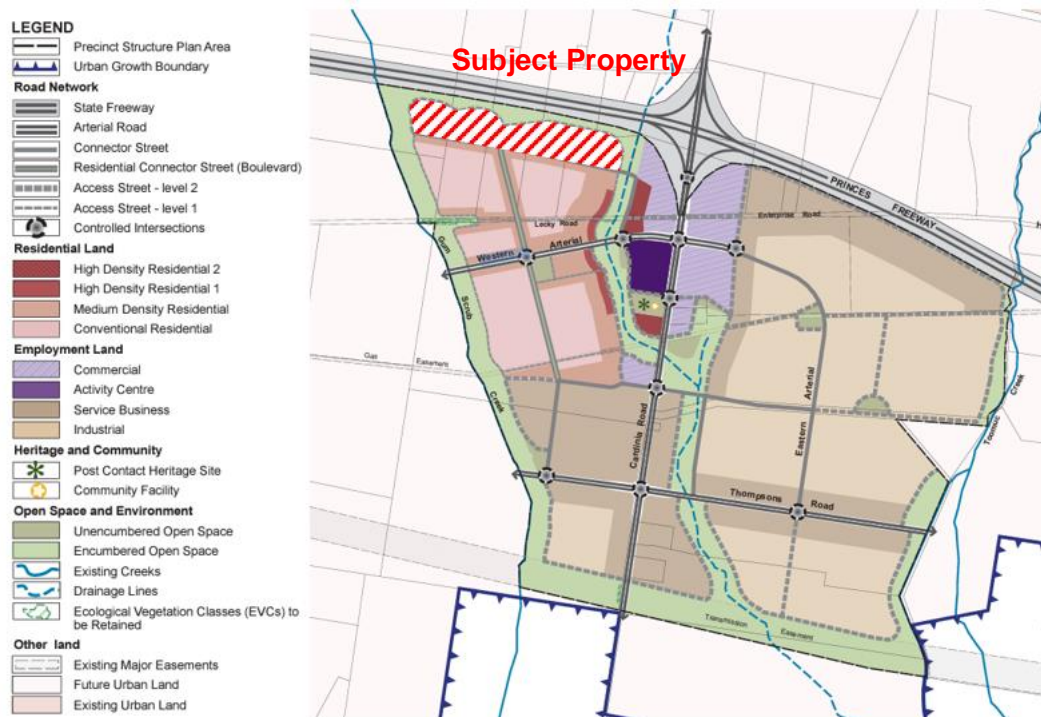
The specific location of employment uses in the Precinct will protect sensitive interfaces between open spaces, towards the Princes Freeway and between commercial and residential uses.

It is interesting to note the subject property does not serve as a transition between residential or commercial and industrial areas elsewhere in the precinct.

Whilst the CREP Structure Plan suggests the specific location of employment uses will protect sensitive interfaces such as residential communities, there will be little separation between Service Business uses at the subject property and residential dwellings located directly to the south.

The property is isolated within the north-western corner of the CREP Structure Plan and quite separate from Service Business and industrial uses identified elsewhere within the Structure Plan.

Figure 2 – Cardinia Road Employment Precinct PSP



Source: Cardinia Shire Council 2009; Macroplan

Section 2. Creating an integrated, balanced, cohesive 'community'

An important focus for the CREP Structure Plan involves balancing the interface between employment areas and sensitive urban areas such as residential neighbourhoods, public realm / recreation areas and shared paths, especially on-road cycle lanes.

However, it is ambiguous how the combination of proposed actions set out in the CREP Structure plan will achieve an integrated, balanced, cohesive community of residents and workers coexisting in proximity to each other, especially in the north-western corner of the PSP.

Some of the aspirations and principles identified within the CREP Structure Plan include:

- An extensive walking and cycling network linking to adjacent areas including community amenities.
- Shared paths are provided in addition to on-road cycle lanes as well as several other street types, recognising the different needs of different users and to ensure user safety.
- Integration of open spaces and public realm with residential and other areas to facilitate a sense of connectedness, cohesiveness and a sense of place.

The CREP Structure Plan makes the following statement:

Residential development plays a key role in achieving a 'new employment community', by supporting day and night activity. Located in the north-western portion of the Precinct, the residential area is well integrated with a network of open spaces and is surrounded by low impact light-industrial uses. Where residential abuts employment uses, higher density residential is proposed to create a more intensively developed built form 'edge' to provide a buffer that protects the amenity of lower-density residential areas. The use of wider road reserves, landscaping, open space networks, and managing road access will ensure the interfaces between sensitive uses are carefully addressed, maintaining the amenity of the Precinct.

Business Services are to be primarily located as a buffer between residential areas and industrial uses. However, these uses also attract trade vehicles and trucks during the day and after hours and generate noise that impacts on residents, shared road users and users of open space.

It is understood that using higher density-built form edges to protect the amenity of lower density residential areas may protect some residents from the impacts of vehicles and noise associated with Service Businesses in the area.

However, when considering the whole community, it is likely many residents will be worse off than others, especially those living on main roads used by large vehicles or those living opposite light industry activities, which invariably generate noise during the day.

The proposed discontinuation of Lecky Road will necessitate the construction of new local roads connecting the Business Service precinct with surrounding main roads, catering to a variety of vehicles including trucks.

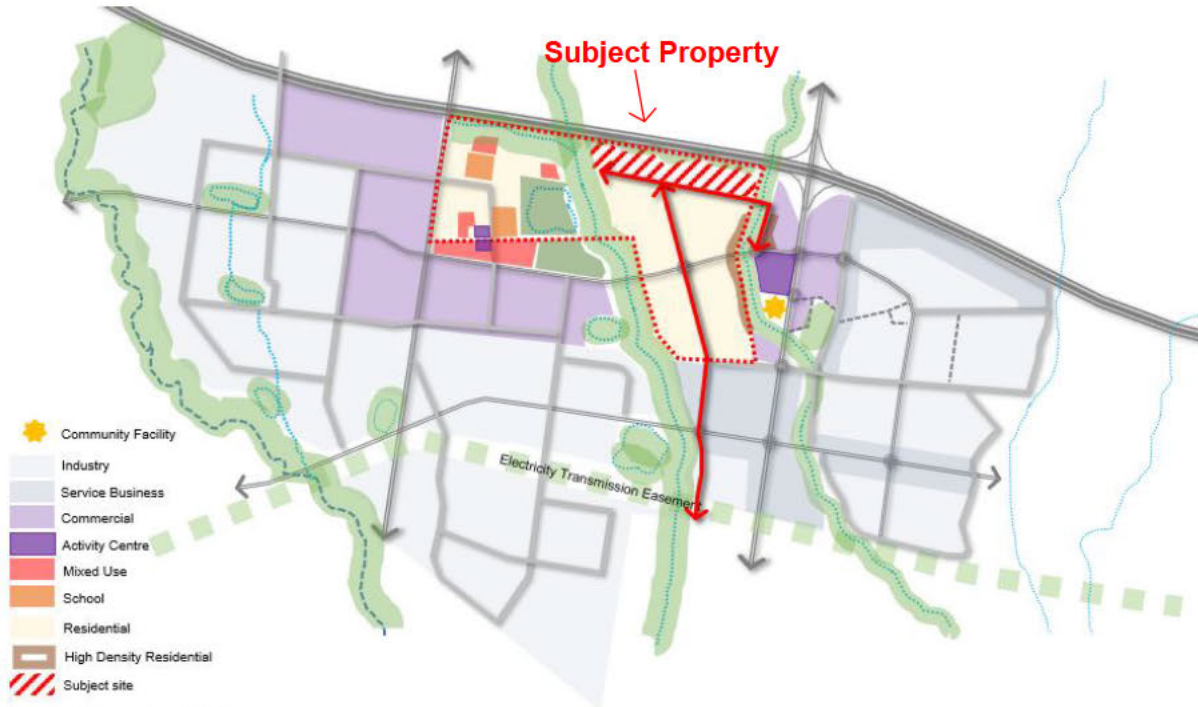
These roads will pass through the residential communities of Kaduna Park and Growland's Banyan Place, with consequences for residents living in these areas, especially those living in higher density dwellings sleeving the local road network.

This will require intervention through extensive traffic calming measures to manage local road access and ensure interfaces between sensitive uses are carefully addressed and the amenity of residential, mixed-use and open space areas is maintained.

Business Service areas require dedicated and appropriate access for a range vehicle types and it is not clear whether roads via Kaduna Park and Growland's Banyan Place can balance the needs of industry and residents at the same time.

This presents the risk of an isolated, disconnected Business Services precinct in the north-west corner of the CREP Structure Plan, which may not function in a way that supports an integrated, balanced and cohesive community of residents and workers.

Figure 3 – Local connecting road network required to support Business Services



Source: Macroplan 2023

Section 3. Supporting the viability of local retail activity centres

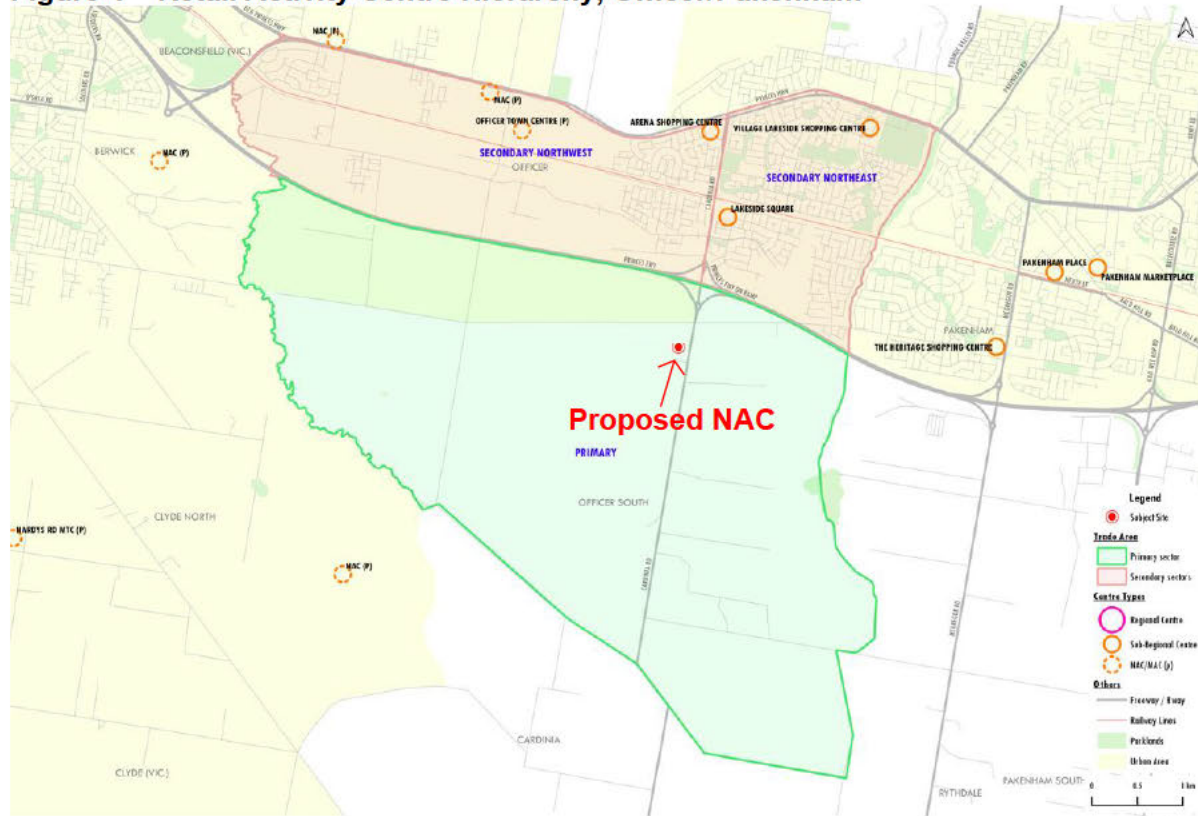
The map below shows the Officer/Pakenham corridor being serviced by:

- two Major Activity Centres (MACs) – the existing Pakenham Town Centre and the future Officer Town Centre, which provide a wide range of goods and services including discretionary activities and items;
- several existing and future Neighbourhood Activity Centres (NACs) in addition to the NAC planned for CREP, which provide for the day-to-day and weekly needs of communities and create a focus for social interaction; and
- several neighbourhood Convenience Centres (NCCs) that are generally collocated with schools, community centres and open space in residential areas, which supplement supplementing the higher order centres in providing for day-to-day needs offering basic goods and services.

The CREP Structure Plan proposes a **5.52-hectare** Neighbourhood Activity Centre anchored by a full-line supermarket (**at least 4,000sqm**), and a mix of commercial uses including offices, community facilities, healthcare, childcare and other uses.

The OSEP Structure Plan proposes a **1.5-hectare** local activity centre comprising **2,300sqm** retail floor space (including the potential for a 1,500sqm supermarket), **1,600sqm** commercial floor space and a mix of community uses including schools, public recreation and open spaces.

Figure 4 – Retail Activity Centre Hierarchy, Officer/Pakenham



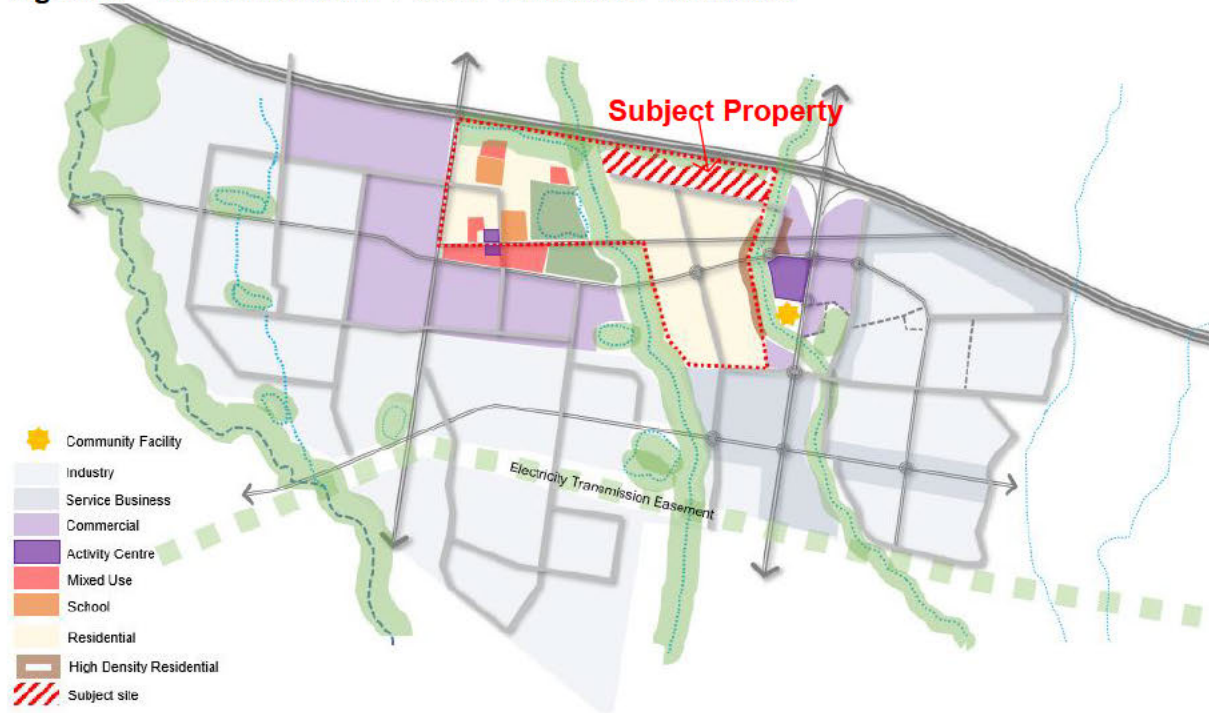
Source: Macroplan 2023

According to the OSEP Structure Plan, the local activity centre will provide the focus for services, employment and social interaction and be a place where people shop, work, meet, relax and live and be well-served by public transport.

The CREP and OSEP Structure Plans have a combined residential development capacity for up to **3,617 dwellings** - CREP may generate at least **2,000 dwellings** and support **18,700 jobs** whilst OSEP proposes up to **1,617 dwellings** and at least **22,000 jobs**.

- Residential development within CREP is well underway at Kaduna Park with an population of at least 1,091 residents living in this location at Census 2021, with an additional approx. 3,200 residents expected in future. It is anticipated that planned residential construction within CREP will reach completion during the next approx. 5-10 years.
- Residential developments within OSEP have not commenced and will likely take place during a period of at least 10-12 years, assuming a similar delivery timetable as CREP.

Figure 5 – Combined CREP / OSEP Structure Plan Areas



Source: Cardinia Shire Council, Victorian Planning Authority, Macroplan

A modern integrated NAC within CREP would be expected to have the following characteristics:

- Anchor supermarket comprising 3,500-4,500sqm NLA supported by a resident population of at least 10,000 people.
- Commercial floorspace including offices.
- Healthcare services.
- Childcare services.
- A range of community facilities.
- Pedestrian access including footpaths and cycling tracks.
- Open space.

A modern integrated local activity centre within OSEP would be expected to have the following characteristics:

- Retail floor space totalling 2,300sqm NLA (including a 1,500sqm supermarket) supported by a resident population of at least 8,000 to 10,000 people.
- Commercial floorspace totalling 1,600sqm.
- Schools.
- Healthcare services.
- Childcare services.
- A range of community facilities.
- Pedestrian access including footpaths and cycling tracks.
- Public recreation areas and open space.

At this stage the combined residential dwelling yield across both CREP and OSEP is expected to result in a resident population of at least **9,300 residents** assuming a mix of dwelling types and household sizes.

It is unlikely the CREP NAC (anchored by a full line supermarket of at least 4,000sqm) and the OSEP local activity centre (including a 1,500sqm supermarket) will both be delivered until the local residential population reaches **between 10,000-12,000** people, supplemented by day-time workers within both Structure Plan areas.

The timing of Activity Centre developments within CREP and OSEP will be further impacted by the following:

- Officer Town Centre (estimated 25,000 sqm bulky goods and 30,000 sqm retail provision including 2 or more full line supermarkets totalling 5,000 – 8,000 sqm) will trade off the surrounding catchment with the potential to draw expenditure from residents and workers within OSEP; and
- Lakeside Square Pakenham (at least 2,500 sqm full line supermarket with 1,400sqm Aldi) which trades off the surrounding catchment (totalling approx. 6,000sqm total retail/commercial) with the potential to draw expenditure from residents and workers within CREP.

However, the NAC may be delivered earlier if additional residential developments and/or densities can be achieved within CREP and OSEP in the short-medium term.

Section 4. Achieving a sustainable residential community within CREP and OSEP

The current residential population within the Officer / Pakenham growth corridor is 99,436 residents living in 35,232 dwellings with an average household size of approx. 2.8 residents per household.

Table 2 – Average Household Size by Statistical Area

| Statistical Geography Category | Name | Total Private Dwellings No. | Total Residents No. | Average Household Size No. |
|--------------------------------|------------------------|-----------------------------|---------------------|----------------------------|
| SAL | Officer | 6,548 | 18,503 | 2.8 |
| SAL | Officer South | 481 | 1,159 | 2.4 |
| SA2 | Beaconsfield - Officer | 8,150 | 23,632 | 2.9 |
| SA2 | Pakenham – North East | 5,696 | 15,441 | 2.7 |
| SA2 | Pakenham – North West | 2,616 | 7,479 | 2.9 |
| SA2 | Pakenham – South East | 2,779 | 6,439 | 2.3 |
| SA2 | Pakenham – South West | 8,962 | 26,783 | 3.0 |

Source: Census 2021

Total planned population growth within the Officer / Pakenham corridor is 89,619 residents or 32,316 dwellings across eight PSPs (noting two of which are currently unprogrammed).

The average annual residential take-up rate in the growth corridor is approx. 1,600 lots per annum.

At current annual consumption rates, this equates to approx. 12-years total available zoned residential supply within the corridor until exhaustion.

- Officer PSP - 7,103 dwellings or 4 years.
- Cardinia PSP - 1,665 dwellings or 1 year.
- CREP - 1,338 dwellings or 1 year.

- OSEP - 1,617 dwellings or 1 year.
- Pakenham East Precinct - 7,229 dwellings or 5 years.

This compares with the State Government's policy aspiration to plan for at least 15 years zoned residential supply and at least 30 years zoned and unzoned available capacity. At the 15-year supply benchmark, this indicates an undersupply of approximately 4,856 lots under the mid scenario.

Based on the minimum density requirement of 20 dwellings per hectare by PSP 2.0, this equates to approximately 243 hectares of additional residential land required within the corridor.

For the proposed NAC within CREP to be sustainable a resident population of at least 10,000 people will be required in the immediate catchment, allowing for some expenditure to be drawn from the catchment by Lakeside Pakenham.

Rezoning the subject property to allow for residential development could generate at least 240 residential lots or around 700 residents at 2.9 residents per household.

This would help support the viability of a modern NAC within CREP and support the timing of the local activity centre within OSEP.

It will also support an ongoing orderly supply of residential land in the short-term and ensure residential land prices remain affordable, at least during the short-medium term outlook.

Section 5. Achieving the right balance between local & State Significant industrial land

The total number of jobs in the Officer / Pakenham growth corridor is 31,486 jobs.

Employment in industries typically associated with industrial land uses (e.g. transport freight and logistics, warehousing etc) was 4,425 or around 14% of total employment within the corridor.

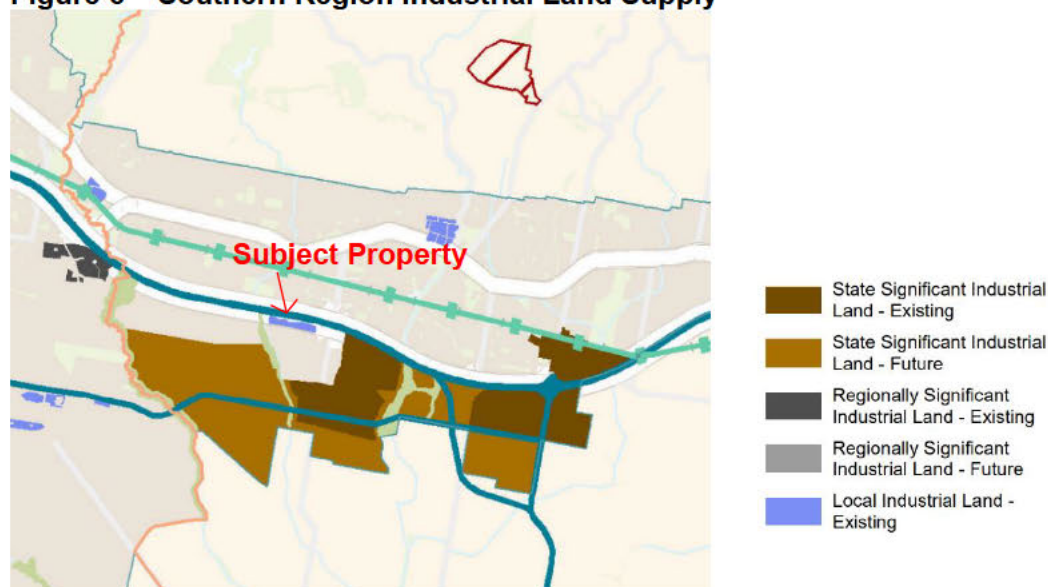
Total planned employment within the CREP is approx. 18,700 jobs and within OSEP approx. 22,000 jobs. Total planned employment within the growth corridor is 51,508 jobs.

Annual average employment land take-up rates are around 16.8 hectares per annum during the five years from 2016 to 2020. At current average consumption rates, this equates to around **24 years** of zoned supply and another **73 years** of unzoned supply of industrial land within the corridor.

Urban Development Program (UDP 2021) identifies the following land within the corridor:

- State Significant Employment Land (current) – 628 hectares.
- State Significant Employment Land (future) – 1,230 hectares.
- Local Employment Land – 47 hectares.

Figure 6 – Southern Region Industrial Land Supply



Source: Melbourne Commercial & Industrial Land Use Plan (August 2020)

A breakdown of employment land by type within CREP is presented below:

Table 3 – Estimated Employment Generation, CREP

| Employment Land Type | Net Employment Area (Ha) | Gross Floor Area (Ha) | Jobs Ratio (Jobs per Ha) | Total Jobs |
|---------------------------|--------------------------|-----------------------|--------------------------|---------------|
| Activity Centre | 5.52 | 3.31 | 50 | 166 |
| Commercial | 27.08 | 54.16 | 250 | 13,540 |
| Service Business | 134.08 | 67.04 | 50 | 3,352 |
| Industrial | 186.39 | 93.20 | 18 | 1,678 |
| Total for Precinct | 353.07 | 217.71 | NA | 18,735 |

Source: Cardinia Shire Council (2009)

At current consumption rates it may take up to **35 years** for Service Business land within CREP to be fully developed and **19-21 years** for industrial land within CREP to be fully developed. This assumes employment land is developed across several fronts simultaneously within both CREP and OSEP.

When considered in the context of the wider South-east corridor, the property at 17.7 hectares reflects a very small proportion (approx. 0.7%) of total existing and planned employment land within this corridor, meaning rezoning the property to allow for residential development will have no material impact on the broader employment land market in the region.

This partly reflects the nature of demand for employment land with strong current and forecast demand anticipated for logistics and warehousing supporting regional population growth and an upward trend in last mile delivery associated with online retailing. The characteristics of the subject site and its accessibility do not meet the requirements of logistics operators.

This means total zoned residential land within the Officer / Pakenham corridor will be exhausted well before Business Service land is fully developed within CREP.

MICLUP identifies the subject land as **local industrial land**, meaning the zoning and current use designation applicable to this land could be reconsidered and amended by Council.

Given there is up to **98-years** total supply of employment land and **12-years** supply of residential land within the corridor, it makes sense to consider rezoning the subject land for residential development, which will support a sustainable NAC and ensure residential land supply meets corridor growth requirements during the short-medium term outlook.

Changing the land use designation from Service Business to residential could result in at least **240 local jobs** (assuming 1 job per household) in the area and result in a total net reduction in total employment of around **500 jobs**, which is equivalent to **1.2%** of total employment anticipated across both CREP and OSEP Structure Plans.

Section 6. Recommendation

It is recommended that Council review the current 'Service Business' designation applicable to the 17.7-hectare property, with a view to rezoning the land to allow residential development to take place in the short term (i.e. next 3-5 years).

This will enable an integrated urban community in this location and support the viability of the proposed Neighbourhood Activity Centre (NAC), and ensuring a sustainable supply of affordable residential land, without compromising future employment generation within CREP and elsewhere in the growth corridor.

Growland Submission

Residential & Employment Land Assessment

PREPARED FOR **Growland**

26 October 2023

FINAL DRAFT

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Estella Zhang – Manager

| Version | Version No. | Author(s) | Date | Review |
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Executive summary

This report was prepared by Macroplan (the author) for Growland (the client). This report presents a residential and employment land assessment in relation to the landholding located at 70-100 Lecky Road, Officer (the subject site) in the context of the Cardinia growth corridor. This report should be read in conjunction with Growland's submission to the Officer South Employment Precinct Structure Plan (draft Amendment C274card).

The 17.7 hectare subject site is located in the north-west corner of the Cardinia Road Precinct (CREP) Structure Plan and designated 'Service Business' with the intention of providing a buffer to the Princes Freeway and a location for businesses seeking a prominent Freeway presence with a high-profile showroom edge to the precinct.

Retaining the Service Business designation will likely result in a 'disconnected' precinct in the north-west corner of the CREP Structure Plan that fails to function in a way that supports an integrated, balanced and cohesive 'community' of residents and workers. This should be avoided.

Reconsidering the 'Service Business' designation to allow residential development of the site will help achieve a minimum local population of 10,000 residents, which is required to support the viability of the proposed Neighbourhood Activity Centre (NAC) within the CREP Structure Plan and the neighbouring local town centre within the Officer South Employment Precinct (OSEP) Structure Plan.

When considered in the context of the South-east corridor, the property at 17.7 hectares reflects a very small proportion (approx. 0.7%) of total existing and planned employment land within this corridor, meaning rezoning the property to allow for residential development will have no material impact on the broader employment land market in the region.

The site is identified in Melbourne Commercial & Industrial Land Use Plan (MICLUP) as being 'local industrial land' meaning the site is not State significant industrial land. This means the use designation applicable to the site should be reviewed by Council as a priority to allow for future residential development.

Allowing residential development of the subject site will enable an integrated urban community outcome, support the viability of the proposed NAC and ensure a sustainable supply of affordable residential land, without compromising future employment generation within CREP and elsewhere in the growth corridor.

The key findings of the assessment are summarised below.

Residential Land

The residential land assessment for the Cardinia growth corridor indicates that the identified residential land supply of 19,144 lots (including the unzoned supply in OSEP) in the corridor may be exhausted in the next 9-14 years, or around 12 years under the mid scenario explored in this report. This is below the State Government's policy aspiration to plan for at least 15 years zoned residential supply and at least 30 years zoned and unzoned available capacity.

At the 15-year supply benchmark, this indicates an undersupply of approximately 4,856 lots under the mid scenario. Based on the minimum density requirement of 20 dwellings per hectare by PSP 2.0, this equates to approximately 243 hectares of additional residential land required within the corridor.

Rezoning the subject site to allow for residential development could generate at least 240 residential lots or around 700 residents at 2.9 residents per household. This will support an ongoing orderly supply of residential land in the short-term and ensure residential land prices remain affordable, at least during the short-medium term outlook.

Employment Land

The UDP indicates there is a total of 675 hectares of zoned industrial land in the Cardinia growth corridor, including 268 hectares occupied, 147 hectares underutilised and 259 hectares vacant. This indicates approximately 406 hectares of existing zoned supply. Approximately 93% of the existing zoned industrial land is located within the Officer / Pakenham SSIP with the balance located in the Local Significant Industrial Precinct (LSIP). The planned industrial land within the CREP contributes a significant share of the existing zoned supply to the SSIP and the overall corridor.

Based on the recent average annual industrial land consumption in the Cardinia growth corridor, it is estimated that there are approximately 24 years of zoned supply and another 73 years of unzoned supply of industrial land in the corridor. In total, the identified industrial land supply will not be exhausted in approximately 98 years. More specifically, with a total of 260 hectares of land in CREP and OSEP identified for services business uses, the planned service business land will not be fully taken up in approximately 67 years at the current estimated consumption rate. Compared to the residential land adequacy assessed, this indicates that the identified residential land supply within the Cardinia corridor is most likely to be exhausted well before the identified industrial land (including service business) is fully developed.

The subject site, at only 17.7 hectares of developable land, represents only a very small proportion of the zoned and unzoned industrial land supply at approximately 1% within the Cardinia corridor. It is insignificant considering current sufficient industrial land supply in the corridor and relatively low employment density and yield on industrial land compared to the NAC. The rezoning of the subject site to allow for residential uses will not have material impact on the broader employment land market in the region.

Introduction

This report was prepared by Macroplan (the author) for Growland (the client). This report presents a residential and employment land assessment in relation to the landholding located at 70-100 Lecky Road, Officer (the subject site) in the context of the Cardinia growth corridor. This is a supporting document that should be read in conjunction with Growland's submission to the Officer South Employment Precinct Structure Plan (draft Amendment C274card).

This report includes the following sections:

Section 1: residential land assessment; and

Section 2: employment land assessment.

In preparing this report, the following references and data sources have been used.

- ABS
- Cardinia Road Precinct Structure Plan, 2008
- Cardinia Road Employment Precinct Structure Plan, 2010
- Officer Precinct Structure Plan, 2011
- Pakenham East Precinct Structure Plan, 2020
- Officer South Employment Precinct Structure Plan (Draft for public consultation), 2023
- Pakenham South Employment Precinct Structure Plan (Draft), 2020
- Urban Development Program, 2021
- Forecast ID
- Victoria in Future, 2023
- Valuer-General Victoria

Section 1: Residential Land Assessment

This section presents a residential land assessment with a focus on the Cardinia growth corridor. The Cardinia growth corridor includes SA2s of Beaconsfield – Officer, Pakenham – North East, Pakenham – North West, Pakenham – South East, Pakenham – South West and the northern portion of Koo Wee Rup. These areas account for over three quarters of the total population and dwellings of the Cardinia Shire. Considering data availability and the fact that the majority of the growth occurs within these SA2s driving the growth of the LGA, the overall Cardinia Shire has been used as the study area representing the growth corridor.

1.1 Overview

The Cardinia growth corridor comprises the existing established area of Pakenham and eight Precinct Structure Plan (PSP) areas. These PSPs, totalling approximately 4,548 hectares of land area, are planned to provide approximately 1,802 hectares of net developable area for residential uses and are estimated to yield approximately 32,316 dwellings and accommodate 89,619 residents in total when fully developed.

The subject site is located in northwest portion of the Cardinia Road Employment Precinct (CREP). Whilst the CREP is mainly planned for employment uses, there are approximately 86 hectares of residential land located immediate to the south of the subject site, which is largely developed currently. There is also a Neighbourhood Activity Centre (NAC) planned to the east of this residential area along Cardinia Road.

To the west of the subject site is the Officer South Employment Precinct (OSEP), in which approximately 42 hectares have been planned for residential uses.

In total, there are approximately 129 hectares of residential land planned in CREP and OSEP, yielding 3,651 dwellings and accommodating 9,298 residents.

Table 1.1 Cardinia Growth Corridor PSPs Overview – Residential

| Cardinia (S) PSPs | Land Area | NDA | Planned Residential NDA | Est Dwellings | Est Population | Status |
|-----------------------------------------------|--------------|--------------|-------------------------------|------------------|-------------------|------------------------------------------------------------------|
| | ha | ha | ha | no. | no. | |
| Cardinia Road Precinct | 1,051 | 808 | 702 | 9,838 | 27,546 | Completed |
| Cardinia Road Employment Precinct | 590 | 440 | 86 | 2,034 | 4,285 | Completed |
| Officer Precinct | 1,024 | 646 | 557 | 11,598 | 32,475 | Completed |
| Pakenham East Precinct | 630 | 415 | 414 | 7,229 | 20,300 | Completed |
| Officer South Employment Precinct | 1,069 | 672 | 42 | 1,617 | 5,013 | Under Preparation (Draft for public consultation) |
| Pakenham South Employment Precinct | 185 | 169 | 0 | 0 | 0 | Under Preparation (Draft) |
| Cardinia Road Employment Precinct (Part 2) | N/A | N/A | N/A | N/A | N/A | Unprogrammed |
| Pakenham West Employment Precinct | N/A | N/A | N/A | N/A | N/A | Unprogrammed |
| Total | 4,548 | 3,149 | 1,802 | 32,316 | 89,619 | |

Source: Various PSPs

1.2 Residential Land Supply

The Urban Development Program (UDP 2021) released by the Department of Transport and Planning indicates that, with 736 lots approved in 2021, there are a total of **17,335** lots of residential land supply in the Cardinia growth corridor, including 2,876 proposed lots and 14,459 zoned lots. There is no unzoned supply identified in the corridor.

The CREP indicates 1,338 lots of proposed and zoned supply. As the OSEP is currently under preparation, the planned dwelling yield has not been picked up by UDP as supply yet.

Table 1.2 Cardinia Growth Corridor Residential Land Greenfield Supply

| Cardinia (S) PSPs | Approved | Proposed | Zoned | Unzoned | Total Supply |
|--------------------------------------------|-----------------|-----------------|---------------|----------------|---------------------|
| Cardinia Road Precinct | 168 | 692 | 973 | 0 | 1,665 |
| Cardinia Road Employment Precinct | 66 | 356 | 982 | 0 | 1,338 |
| Officer Precinct | 502 | 1,654 | 5,449 | 0 | 7,103 |
| Pakenham East Precinct | 0 | 174 | 7,055 | 0 | 7,229 |
| Officer South Employment Precinct | N/A | N/A | N/A | N/A | 0 |
| Pakenham South Employment Precinct | N/A | N/A | N/A | N/A | 0 |
| Cardinia Road Employment Precinct (Part 2) | N/A | N/A | N/A | N/A | 0 |
| Pakenham West Employment Precinct | N/A | N/A | N/A | N/A | 0 |
| Total Greenfield | 736 | 2,876 | 14,459 | 0 | 17,335 |

Source: UDP (2021)

There are also 192 dwellings in the established area of Pakenham identified as major redevelopment supply as of 2021.

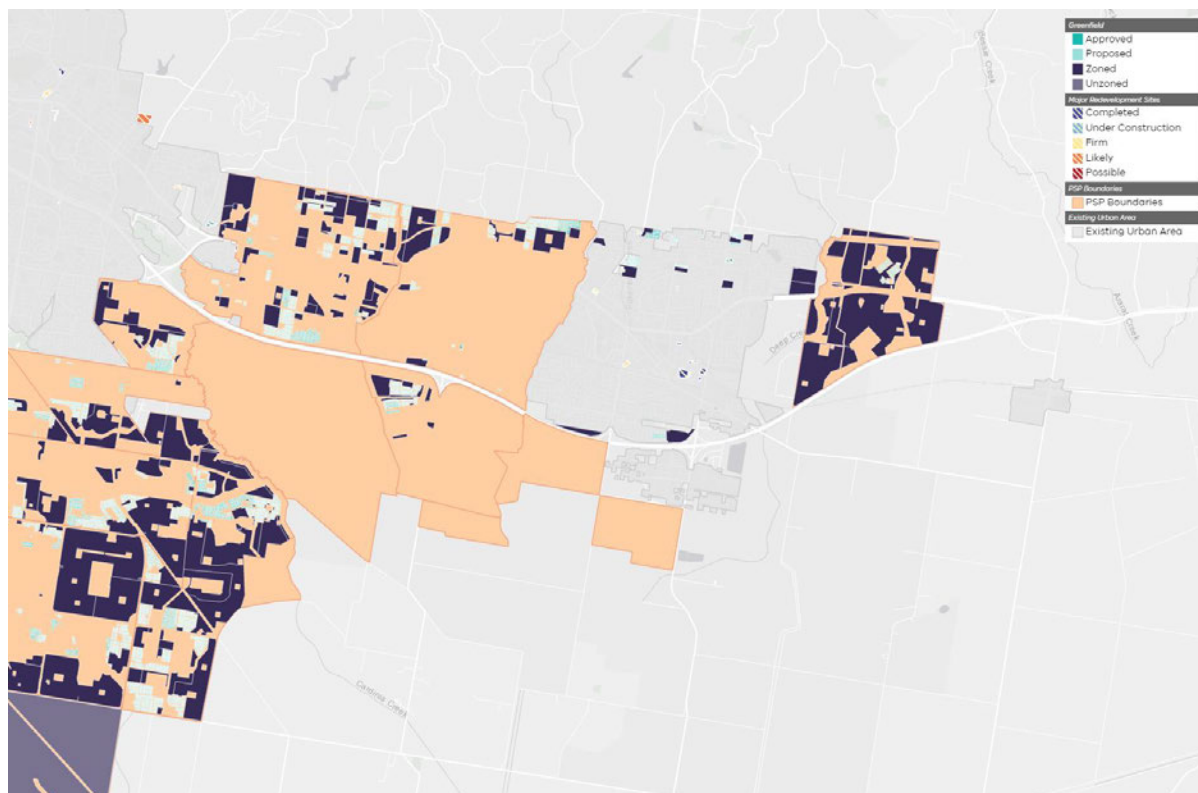
Table 1.3 Cardinia Growth Corridor Residential Land Major Redevelopment Supply

| Cardinia (S) | Under Construction | Firm | Likely | Possible | Total Supply |
|----------------------------|---------------------------|-------------|---------------|-----------------|---------------------|
| Major Redevelopment | 59 | 133 | 0 | 0 | 192 |

Source: UDP (2021)

Should the planned dwelling yield in the OSEP be included, this totals **19,144** lots of zoned supply in the corridor.

Map 1.1 Cardinia Growth Corridor Residential Land Supply



Source: UDP (2021)

1.3 Residential Land Demand

Population and Dwelling Growth

As of 2021, there were approximately **119,573** residents living in **43,511** dwellings in the Cardinia Shire, over three quarters of which were located within the growth corridor. This represents a growth of 4,400 persons and **1,687** dwellings per annum during the last intercensal period of 2016-21.

Going forward, the population and dwelling forecasts prepared by the latest Victoria in Future (VIF 2023) and Forecast ID have been reviewed, which indicates the follows.

- VIF 2023 indicates the population in the Cardinia Shire will reach 178,610 persons in 2036 and 65,930 dwellings will be required by 2036 assuming an average of 2.7 persons per household and 98% occupancy rate.
- Forecast ID indicates the population in the Cardinia Shire will reach 178,901 persons in 2036 and 67,420 dwellings will be required by 2036 assuming an average of 2.75 persons per household and 96% occupancy rate.

Whilst the assumptions adopted by VIF and Forecast ID vary, the estimated annual dwelling requirements are largely consistent, at **1,493** dwellings and **1,595** dwellings per annum respectively.

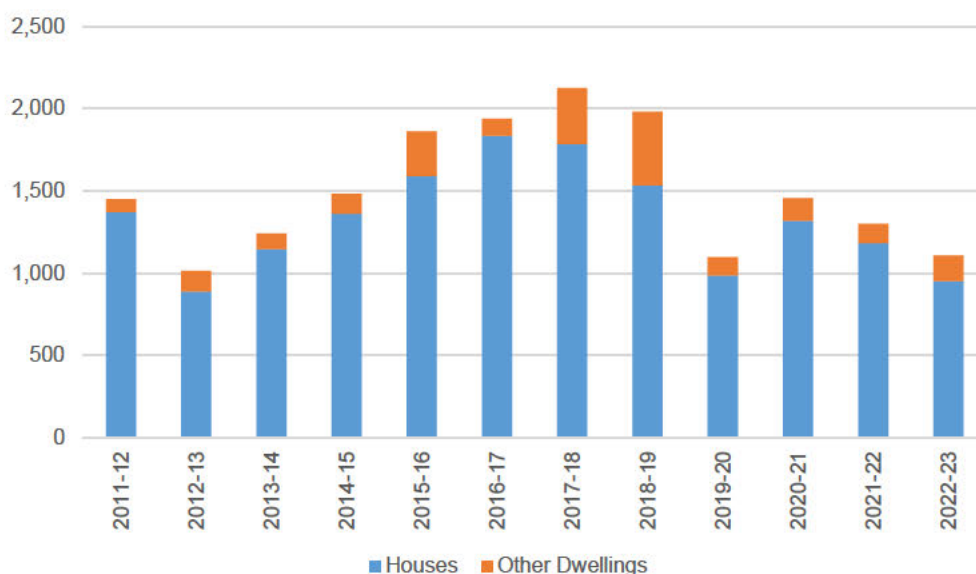
Table 1.4 Cardinia Shire Population & Dwelling Forecast, 2021-36

| Cardinia (S) | 2021 | 2026 | 2031 | 2036 | Change 2021-36 | p.a. | Growth 2021-36 p.a. |
|------------------------|---------|---------|---------|---------|-------------------|-------|---------------------------|
| VIF 2023 | | | | | | | |
| Population | 119,520 | 139,510 | 160,650 | 178,610 | 59,090 | 3,939 | 2.7% |
| Households | 42,610 | 49,690 | 57,550 | 64,900 | 22,290 | 1,486 | 2.8% |
| Average Household Size | 2.8 | 2.8 | 2.8 | 2.7 | | | |
| Dwellings | 43,530 | 50,680 | 58,520 | 65,930 | 22,400 | 1,493 | 2.8% |
| Occupancy Rate | 98% | 98% | 98% | 98% | | | |
| Forecast.ID | | | | | | | |
| Population | 119,510 | 145,265 | 166,256 | 178,901 | 59,391 | 3,959 | 2.7% |
| Households | 41,837 | 51,241 | 59,174 | 64,431 | 22,594 | 1,506 | 2.9% |
| Average Household Size | 2.84 | 2.81 | 2.79 | 2.75 | | | |
| Dwellings | 43,500 | 53,228 | 61,688 | 67,420 | 23,920 | 1,595 | 3.0% |
| Occupancy Rate | 96% | 96% | 96% | 96% | | | |

Source: VIF (2023); Forecast.ID

Recent Dwelling Approvals

The last five years from 2018 to 2022 average 1,388 dwellings approved in the Cardinia Shire, including 1,194 houses and 194 other dwellings. It is noted that the number of dwelling approvals has shown a downward trend in the recent years from the peak during 2015-2018.

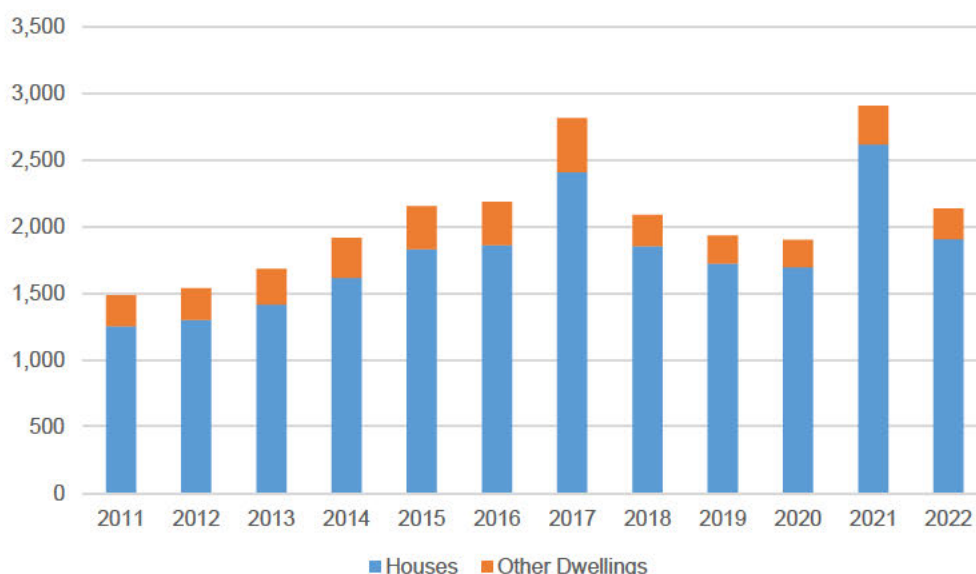
Chart 1.1 Cardinia Shire Dwelling Approvals, 2011-12 – 2022-23

Source: ABS

Recent Residential Sales

The last five years from 2018 to 2022 average 2,196 residential sales in the Cardinia Shire, including 1,961 houses and 234 other dwellings. This is generally consistent with the annual number of sales sitting around 2,000 sales since 2014.

Chart 1.2 Cardinia Shire Residential Sales, 2011-2022



Source: Valuer-General Victoria

1.4 Residential Land Adequacy

To assess the adequacy of the residential land in the Cardinia growth corridor, the following scenarios for estimated residential land demand have been considered.

- Low scenario – approximately 1,400 lots per annum, based on recent dwelling approval trend;
- Mid scenario – approximately 1,600 lots per annum, based on historical and forecast dwelling requirements;
- High scenario – up to 2,000 lots per annum, based on recent sales activity.

This indicates the identified residential land supply of 19,144 lots (including the unzoned supply in OSEP) in the corridor may be exhausted in the next **9-14** years, or around **12** years under the mid scenario. This is below the State Government's policy aspiration to plan for at least 15 years zoned residential supply and at least 30 years zoned and unzoned available capacity.

At the 15-year supply benchmark, this indicates an undersupply of approximately 4,856 lots under the mid scenario. Based on the minimum density requirement of 20 dwellings per hectare by PSP 2.0, this equates to approximately **243** hectares of additional residential land required within the corridor.

Table 1.5 Cardinia Growth Corridor Residential Land Adequacy Scenarios

| Cardinia (S) | Est Demand | Years of Supply | 15-year Supply Benchmark | Theoretical Demand / Supply Balance | |
|------------------------------------|-------------------|------------------------|---------------------------------|--------------------------------------------|-------------|
| Scenarios | Dwelling p.a. | No. of Years | Lots | Lots | Ha |
| Census Dwelling Count (2016-21) | 1,687 | 11.3 | 25,311 | -6,167 | -308 |
| Rebased VIF (2021-36) | 1,493 | 12.8 | 22,400 | -3,256 | -163 |
| Forecast ID (2021-36) | 1,595 | 12.0 | 23,920 | -4,776 | -239 |
| New Dwelling Approvals (2018-2022) | 1,388 | 13.8 | 20,820 | -1,676 | -84 |
| Residential Sales (2018-2022) | 2,196 | 8.7 | 32,934 | -13,790 | -690 |
| Est Demand (Low) | 1,400 | 13.7 | 21,000 | -1,856 | -93 |
| Est Demand (Mid) | 1,600 | 12.0 | 24,000 | -4,856 | -243 |
| Est Demand (High) | 2,000 | 9.6 | 30,000 | -10,856 | -543 |

Source: ABS; Forecast.ID; UDP (2021); Valuer-General Victoria; Various PSPs; VIF (2023); Macroplan (2023)

Rezoning the subject site to allow for residential development could generate at least 240 residential lots or around 700 residents at 2.9 residents per household. This will support an ongoing orderly supply of residential land in the short-term and ensure residential land prices remain affordable, at least during the short-medium term outlook.

Section 2: Employment Land Assessment

This section presents an employment land assessment for the Cardinia growth corridor. The assessment focuses on industrial land as defined by the UDP, which includes land within the following planning scheme zones:

- Industrial 1, 2 and 3 Zones;
- Business 3 and 4 Zones;
- Commercial 2 Zone;
- Urban Growth Zone land identified as industrial in PSPs such as the CREP and the OSEP.

2.1 Overview

The eight PSPs within the Cardinia growth corridor are planned to provide approximately **1,286** hectares of net developable area for employment uses supporting approximately **51,508** jobs when fully developed. Among all PSPs in the corridor, there five employment PSPs, all of which are located to the south of the Princes Highway. These employment PSPs will provide significant amount of future industrial land for the Officer / Pakenham State Significant Industrial Precinct (SSIP).

The subject site is located within the CREP but outside the Officer / Pakenham SSIP. There are 353 hectares of employment land planned in the CREP supporting approximately 18,735 jobs. Within the adjacent OSEP, there are 630 hectares of employment land planned supporting approximately 22,013 jobs.

Table 2.1 Cardinia Growth Corridor PSPs Overview – Industrial

| Cardinia (S) PSPs | Land Area | NDA | Planned Employment NDA | Est Jobs | Status |
|--------------------------------------------|--------------|--------------|------------------------------|---------------|----------------------------------------------------------|
| | ha | ha | ha | no. | |
| Cardinia Road Precinct | 1,051 | 808 | 45 | N/A | Completed |
| Cardinia Road Employment Precinct | 590 | 440 | 353 | 18,735 | Completed |
| Officer Precinct | 1,024 | 646 | 88 | 5,824 | Completed |
| Pakenham East Precinct | 630 | 415 | 1 | 1,436 | Completed |
| Officer South Employment Precinct | 1,069 | 672 | 630 | 22,013 | Under Preparation (Draft for public consultation) |
| Pakenham South Employment Precinct | 185 | 169 | 169 | 3,500 | Under Preparation (Draft) |
| Cardinia Road Employment Precinct (Part 2) | N/A | N/A | N/A | N/A | Unprogrammed |
| Pakenham West Employment Precinct | N/A | N/A | N/A | N/A | Unprogrammed |
| Total | 4,548 | 3,149 | 1,286 | 51,508 | |

Source: Various PSPs

2.2 Industrial Land Supply

The UDP indicates there is a total of **675** hectares of zoned industrial land in the Cardinia growth corridor, including 268 hectares occupied, 147 hectares underutilised and 259 hectares vacant. This indicates approximately **406** hectares of existing zoned supply. Approximately 93% of the existing zoned industrial land is located within the Officer / Pakenham SSIP with the balance located in the Local Significant Industrial Precinct (LSIP). The planned

industrial land within the CREP contributes a significant share of the existing zoned supply to the SSIP and the overall corridor.

The subject site sits outside the SSIP. It was identified as existing local industrial land by the Melbourne Industrial and Commercial Land Use Plan (MICLUP 2020) but is not identified as industrial land supply by the UDP.

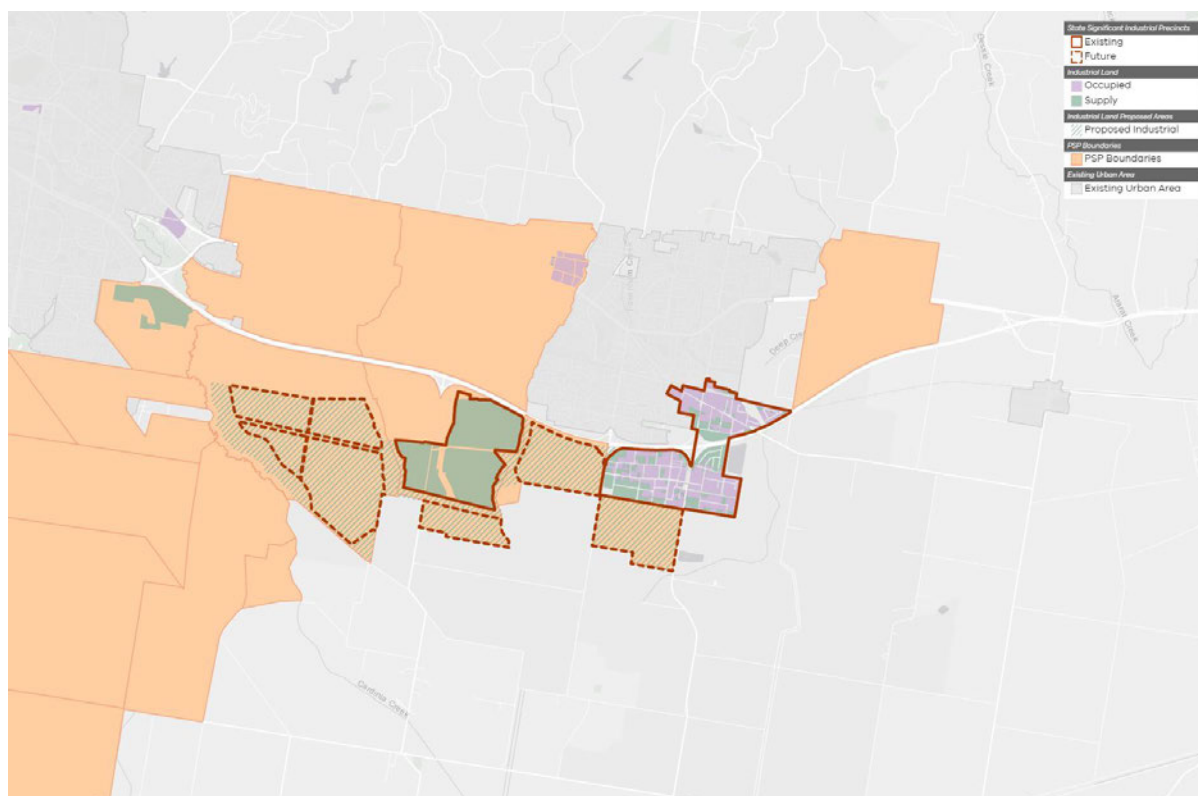
The UDP also identified 1,230 hectares of land within the OSEP, CREP (Part 2), the Pakenham West Employment Precinct, and the Pakenham South Employment Precinct for future industrial uses.

Table 2.2 Cardinia Growth Corridor Industrial Land Supply

| Cardinia (S) | Industrial Land ha |
|---------------------|-------------------------------|
| Zoned | |
| Occupied | 268 |
| Underutilised | 147 |
| Vacant | 259 |
| Total Zoned | 675 |
| Unzoned | |
| Future | 1,230 |
| Total Supply | 1,636 |

Source: UDP (2021)

Map 2.1 Cardinia Growth Corridor Industrial Land Supply



Source: UDP (2021)

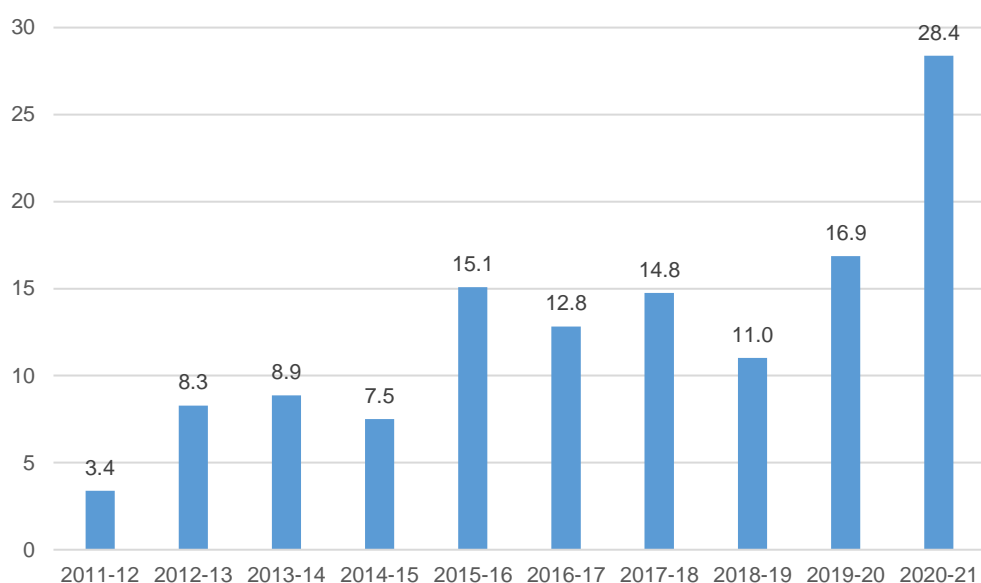
It is also noted there are 134 hectares in the CREP and 126 hectares in the OSEP identified for services business uses. This accounts for approximately 23% of the total industrial land planned in both PSPs. The subject site sits within the land identified for these uses.

2.3 Industrial Land Demand

As of 2021, there were approximately **31,486** jobs located within the Cardinia Shire. Employment in industries typically associated with industrial land uses (e.g. manufacturing, wholesale trade, and transport, postal and warehousing) was **4,425** jobs or around 14% of the total employment within the corridor.

The consumption of industrial land in the Officer / Pakenham SSIP and Cardinia, whilst trending upwards in recent years, is generally at a low level compared to other SSIPs such as Northern, Southern and Western SSIPs. The last five years from 2016 to 2020 average **16.8** hectares per annum.

Chart 2.1 Cardinia Shire Industrial Land Consumption, 2011-12 – 2020-21



Source: UDP (2021)

2.4 Industrial Land Adequacy

Based on the recent average annual industrial land consumption in the Cardinia growth corridor, it is estimated that there are approximately **24** years of zoned supply and another **73** years of unzoned supply of industrial land in the corridor. In total, the identified industrial land supply will not be exhausted in approximately **98** years. Whilst there may be a level of demand transfer from other corridors where land supply is constrained and the demand and consumption in the Cardinia corridor may increase in the future, there appears to be sufficient industrial land in the corridor to accommodate this potential future growth. Should the average consumption increase to approximately 40 hectares per annum which is largely on par with the recent annual consumption in the Northern and Southern SSIP, this indicates approximately 40 years of zoned and unzoned supply in the corridor.

More specifically, with a total of 260 hectares of land in CREP and OSEP identified for services business uses, this is also likely to be more than sufficient compared to the demand levels in the corridor. Assuming 23% of the average annual industrial land consumption being service business land based on the planned proportion of service business land out to total industrial land in both PSPs, this indicates an estimated consumption of 3.9 hectares per annum for service business uses. At this consumption rate, the planned service business land will not be fully taken up in approximately 67 years.

Table 2.3 Cardinia Growth Corridor Industrial Land Adequacy

| Cardinia (S) | Supply | Est Consumption | Years of Supply |
|-------------------------|---------------|----------------------------|----------------------------|
| | ha | ha p.a. | No. of Years |
| Industrial Land | | | |
| Zoned | 406 | 16.8 | 24.2 |
| Unzoned | 1,230 | 16.8 | 73.3 |
| Total | 1,636 | 16.8 | 97.6 |
| <i>Service Business</i> | 260 | 3.9 | 67.4 |

Source: UDP (2021); Various PSPs; Macroplan (2023)

Compared to the residential land adequacy assessed, this indicates that the identified residential land supply within the Cardinia corridor is most likely to be exhausted well before the identified industrial land (including service business) is fully developed. This suggests a potential review of land use policies and zoning amendments.

The subject site, at only 17.7 hectares of developable land, represents only a very small proportion of the zoned and unzoned industrial land supply at approximately 1% within the Cardinia corridor. It is insignificant considering current sufficient industrial land supply in the corridor and relatively low employment density and yield on industrial land compared to the NAC. The rezoning of the subject site to allow for residential uses will not have material impact on the broader employment land market in the region.

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