BRISBANE
INDUSTRIAL
STRATEGY 2019

Securing Brisbane’s industrial future

Prepared by Brisbane City Council

Dedicated to a better Brisbane
Foreword

With a vision that looks to the future, Brisbane City Council is delivering on a strong plan now to ensure our city has services and infrastructure to meet the needs of future generations.

From the historic docks of South Brisbane, to the quarries of Spring Hill and the mills of Albion, Brisbane has a long history as a major industrial hub in South East Queensland. Our local trade and manufacturing sector has played a significant role in the city’s growth through productivity and opportunity, building our economy and increasing our population. While we’ve certainly achieved a lot, there’s more to be done, and producing this document is one of the ways we plan to build on our vision and increase our focus to keep Brisbane heading in the right direction.

The Brisbane Industrial Strategy (the strategy) was developed in response to the strong demand for Brisbane’s limited supply of industrial land from both industrial and non-industrial uses. The strategy supports the Brisbane 2022 New World City Action Plan and seeks to ensure our city is well placed to support job and economic growth into the future while also protecting our unique environment and way of life.

Brisbane Vision 2031 has a target to accommodate 443,000 new jobs in efficient locations across the city. Approximately 15% of new jobs in Brisbane will be in the industrial sector, with this rate of growth projected to continue over the next 20 years. Industrial activities are also catalysts for the creation of jobs in other sectors and will therefore contribute to diverse opportunities for employment in Brisbane.

With input from more than 100,000 residents, in June 2018 Council released Brisbane’s Future Blueprint. The Blueprint contains eight principles and 40 actions to guide decisions about how our city will grow. Council’s objective is to manage impacts from industry on nearby neighbourhoods while enabling businesses to thrive and provide much-needed services, jobs and economic output.

This strategy sets out the policy and land use framework to manage industrial uses and facilitate investment, jobs and economic growth to enhance our vibrant lifestyle, so Brisbane continues as a great place to live, work and relax.

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Summary

The industrial sector contributes 15% of all employment in Brisbane, and is a significant contributor to domestic production and exports. Brisbane has a limited supply of industrial land and it is in strong demand from both industrial and non-industrial uses. Industrial land in the future will need to accommodate expected employment growth. It will also need to accommodate industry relocated from land that has been rezoned for other purposes, for example old industrial areas near the Brisbane River.

It is important to protect land in all of Brisbane’s industrial zones as part of Council’s overall strategy for building our local economy while creating new and innovative jobs.

At the same time, Brisbane City Council’s planning policy is adapting to provide enough flexibility to facilitate industrial demand and advancement. Industrial businesses are evolving with trends such as advancement in technology including automation, increasing operation hours and use of shift work, lower employment-output ratios and increases in the scale of operations.

Industry often seeks ways to grow their businesses within the confines of their existing land. However, constraints such as the risk of flooding or impacts on nearby sensitive uses (e.g. residential development) can constrain industrial growth.

Brisbane has well-established and distinct industrial precincts consisting of three Major Industry Areas (MIAs) and seven Strategic Inner City Industrial Areas (SICIAs). Although these precincts are generally well supported by infrastructure, there are opportunities available to promote and consolidate them. For example, this could include facilitating the efficient use of infrastructure, increasing services and amenity in industrial areas to help attract a talented workforce and realising the benefits of co-location.

The purpose of this strategy is to support the industrial economy and jobs by responding to land use pressures on industrial zoned land and facilitating the growth and evolution of Brisbane’s industrial future.

The strategy has been developed from extensive background research, analysis and stakeholder engagement. Following submissions received on the draft strategy in late 2017, Council has undertaken further investigations into the demand and supply of industrial land to solidify its position for Brisbane’s industrial precincts and industrial zoned land.
Analysis and research have found the following key considerations.

» Demand for industrial uses is projected to overtake supply of industrial zoned land available in Brisbane by 2041.

» Industrial businesses are changing globally, and effective planning must support innovation and evolving industry needs to facilitate a competitive industrial evolution for Brisbane.

» Industrial land must be managed to protect remaining stock and allow onsite industry growth. This includes enhancing the function of industrial areas as key employment areas by providing supporting infrastructure, services (non-industrial uses) that support workers and industry function, and amenity improvements.

» Solutions for industrial areas and supportive uses are influenced by the market, business needs, locality, surrounding neighbourhood and existing infrastructure. This means solutions need to be tailored to ensure outcomes are sensitive to the locality and the wider industrial fabric of the city.

This strategy contains six key priorities to provide a framework to support the evolution of Brisbane’s industrial economy.

1. Land use mix – Protect industrial zoned land while facilitating the right mix of employment generating industrial and compatible non industrial uses to support synergies, industrial function and the needs of workers.

2. Managing impacts – Maintain a focus on protecting the amenity, health and safety of surrounding sensitive uses by managing industrial impacts, while protecting industrial function and productive capacity from encroachment by incompatible uses.

3. Flexibility – Ensure regulation of industry is sufficiently flexible to meet the evolving and varied needs of industry and support continual advances and innovation in the sector.

4. Amenity – Foster industrial areas that are safe, attractive, well-serviced, and fit-for-purpose places to work to attract and support the skilled industrial workforce needed to facilitate growth and advancement.

5. Services – Improve infrastructure and services to industrial precincts, including public and active transport and access to the strategic freight network.

6. Precincts – Promote the development and growth of industrial precincts and economic clusters through planning and place-making activities.

The strategy identifies nine actions to influence these six key priorities. Adopting a combination of policy, project, culture and partnership approaches to implement the strategy actions will ensure Brisbane’s industry can make the greatest possible contribution to the liveability and prosperity of our New World City.
Purpose

The purpose of the strategy is to support the industrial economy and jobs by responding to land use pressures on industrial zoned land and facilitating the growth and evolution of Brisbane’s industrial future.

Introduction

Brisbane is a safe, vibrant, green and prosperous city, and a great place to live, work and relax. Brisbane City Council is building a strong economy and more local jobs. We’re growing our city while maintaining the character of our suburbs, planning carefully for inevitable growth and focusing development around transport.

Strong wage and employment growth is essential to Brisbane’s productive and prosperous future and is a key part of Council’s long-term plan. Council is dedicated to building the local economy, creating new and innovative jobs right across Brisbane, while protecting our friendly and enjoyable lifestyle.

Population growth in Brisbane is managed primarily through infill of already-developed areas, drawing on natural areas and environmental initiatives to support a sustainable, active and attractive city. The challenge of developing infill residential areas also contributes to pressures on industrial land supply for new residential development.
The strategy helps to achieve Council’s Brisbane Vision 2031 target of accommodating 443,000 new jobs in efficient locations across the city by 2031. Industry sectors account for approximately 15% of total employment in Brisbane and this proportion of overall employment is not projected to significantly change over the next 20 years. Industrial activities are also catalysts for the creation of jobs in other sectors and will also contribute to diverse opportunities for employment in Brisbane.

Council’s land use and infrastructure planning approach aims to allow industrial businesses to improve productivity and maximise opportunities provided by our major sea and air ports.

Supporting the evolution of industrial businesses requires finding ways to encourage industrial growth. This includes the use of Brisbane City Plan 2014 (City Plan) provisions or other initiatives that facilitate productive capacity and efficiency aligned with contemporary industry needs. We also need to facilitate innovation to support the merging of digital and knowledge-intensive services with more traditional industrial operations.

A focus on design and enhancing Brisbane’s environmental assets will lead to the creation of attractive working environments. This will contribute to workers’ quality of life and will be essential for retaining and attracting talent into the industrial sector to support productivity and employment growth.

Encouraging adaptation and progression of the industrial sector in Brisbane also requires a flexible and adaptive policy framework. Through this strategy, Council will protect the city’s industrial land supply and enhance opportunities for industrial productivity, investment, worker attraction and employment growth in industrial and other sectors, to support the growth of our smart and prosperous city.

By developing a strong plan now, with a clear vision, Council is building our local economy, while creating new and innovative jobs, and supporting business growth. This will improve the quality of life for residents and ensure our city has the services and infrastructure to meet the needs of future generations.
Brisbane’s industrial land use network is made up of the following.

» SICIAs that play a key role in supporting the functioning of the city, providing population and CBD serving uses, as well as linkages to the outer areas and supporting functions for other sectors. Although SICIAs no longer serve the predominantly traditional manufacturing role they provided when they were established, Council took measures to retain the remaining clusters of industrial land in the inner city in 2014.

» MIAs are key employment areas within the region. MIAs need to be enhanced and protected in order to develop as vibrant and attractive employment precincts that support Brisbane’s industrial economy, global business and innovative start-ups.

» Pockets of industrial land elsewhere throughout the city effectively service businesses and residents and link the wider network of industrial land use across the city.

The continued viability of this industrial network depends on the healthy functioning of each of the above elements. Effective planning can create and maintain the right interface between industry and residential neighbourhoods.

“If you only trade with yourselves, your economy virtually diminishes. Trading with the world is the number one idea.”

PROFESSOR GREG CLARK
Geography

The make-up and location of Brisbane’s industrial areas have changed over time. Originally, the Brisbane River was the primary distribution route for industry, which clustered around it, primarily in central locations. Over the decades, as transport improved, Brisbane’s population grew and attitudes towards the river and inner-city living changed.

Many industrial areas underwent a process of renewal, where residential dwellings replaced industrial uses. As a result, the total industrial land area within the inner five kilometres has been reduced by over a third in the last five years.

Gradually, the outer industrial areas have become established as the major hubs for industrial activity, solidifying the role of Brisbane’s MIA in the economic function of the region. Industrial land in these areas is still under pressure from encroaching residential and other non-industrial uses and has been reduced by 10% in the last five years (two million square metres of industrial gross floor area).

Trends

Globally, industry is changing at a fast pace. Brisbane’s industry is transforming as it adopts new technologies and improves the integration of information and knowledge services and the cyber-physical systems associated with Industry 4.0 (the ‘fourth industrial revolution’). This shift towards improving industrial processes through technology means industrial uses are becoming more efficient and ‘cleaner’ with fewer offsite impacts.

Changes in workforce composition are also part of the evolution of industry. Chemical, software and industrial engineers, and other professionals, are increasingly working onsite alongside workers with traditional skills. To remain competitive, workplaces must respond to employees’ needs, including health and wellbeing, safety, accessibility, amenity and services.

A resurgence of the ‘creative, maker and sharing’ culture is now filling a niche. The encouragement of industry uses with a creative and maker focus able to take advantage of industrial land in the inner-city areas, will play a key role in promoting these areas, and as a result, taking practical steps to create a vibrant New World City.

Increased automation is a major trend in industrial development. Mechanisation means a reduction in the number of workers required for the same output, but conversely, an increase in the amount of floor area is necessary to fit the equipment. Therefore, while employment is growing overall, employment density is declining and more land is required to accommodate the same number of jobs. Trends towards automation also bring about a shift in the composition of the workforce and skills needed to support industry growth, such as skills in operating new machinery and technology.

Another significant trend for industrial development is longer hours of operation and increased shift work to increase the efficiency of operations of existing sites and growing industrial business.
Employment and demand for industrial land

Industry sectors account for approximately 15% of total employment in Brisbane. This is not projected to change over the next 20 years, although there will be significant changes in the sub-sectors that make up industrial employment as some sectors grow and others contract. For example, the demand for industrial land in the wholesale trade, and transport, postal and warehousing sectors is growing at a faster rate than demand in manufacturing sectors, and is projected to surpass manufacturing demand by 2026.

As industrial jobs and networks also enable other jobs in the economy, they are important for overall economic growth. For example, an efficient logistics and distribution chain is vital for a healthy retail sector.

Our strong trade and business linkages with Asia mean traditional industrial businesses in Brisbane compete with low-wage economies. New investment in industry and manufacturing, in particular, is expected to focus on high-value and customised products moving away from traditional mass manufacturing and competing on cost. Not only are the types of industrial business in Brisbane changing, so too are their personnel, technological and distribution requirements for competing in domestic and global markets.

Industry survey

With a focus on the city’s priorities for economic growth as identified in the Brisbane 2022 New World City Action Plan, in 2016, Council commissioned surveys with 30 advanced manufacturing businesses located throughout Brisbane in a number of sectors including electrical equipment manufacturing, aviation and defence, and aluminium and glass product manufacturing. The key findings are summarised below.

» The costs associated with relocating an existing use are often prohibitive. Most significant was the expense of fitting out plant and equipment, lost work time and negative impacts on staff retention.

» The most important factor in choosing a location for industrial business was having access to a suitably skilled or existing pool of workers.

» Nearly all respondents run or have run multiple shifts per day in order to make more efficient use of their existing site and infrastructure. These shifts mean that facilities run 24 hours per day, which has also allowed for an increase in the proportion of female employees.
Demand and supply

In 2016, Council commissioned economic research to calculate how changes in industry sector jobs and operations are likely to influence our future demand for industrial land. Research shows a projected increase in demand for industrial floor space. There are two key factors influencing the projected floor space demand.

1. There is a trend and industry need, for longer hours of operation to increase the efficiency of existing industrial sites as businesses grow. The effect of longer operating hours places some downward pressure on the demand for industrial floor space as existing floor space can be used more efficiently. However, this effect is outweighed by labour productivity improvements.

2. Labour productivity improvements, such as the trend towards increasing use of automation reducing the numbers of workers needed per site, coupled with overall projected employment growth results in increasing industrial floor space demand. In summary, the number of workers per site is expected to decline over time however, overall employment is projected to grow and these factors compound the floor space demand.

As industry changes, more land will be required to accommodate the same number of jobs. A static policy position on the permitted hours of operation (i.e. no increase in employment density) will result in an even higher demand for industrial land in Brisbane than that projected in the assessment.

The outcome is the same regardless of whether the trend towards change continues or ‘traditional’ industry returns to prominence. Industrial land in Brisbane is in much shorter supply than is needed to sustain existing demand. Under forecast scenarios where industry operations intensify, Brisbane’s future industrial growth is significantly constrained by a lack of industrial land. Meeting the identified shortfall will require flexibility in land use and industrial operation allowing more productive site usage in infill areas in order to maintain employment growth and productivity. The pressure on industrial land to support projected job growth is also increased by the need to relocate industrial businesses now located outside of industrial zones due to past zoning changes to allow more residential inner city infill development.

Research projections provide an understanding of how much land will be required for particular industrial uses. Demand for heavy industry, or industrial uses that are difficult to locate, will decline in the short term, but return to higher than the current level of demand by 2041.

Conversely, the demand for industrial land in the wholesale trade and transport, postal and warehousing sectors (i.e. comprising uses such as logistics, distribution and transport related uses) is growing at a faster rate than demand in manufacturing sectors and is projected to surpass manufacturing demand in the medium term.

This fluctuation in demand requires our land use intent to be flexible enough to allow for shifts in demand over time, while ensuring sufficient land supply for high-impact industry or difficult-to-locate industries in the future.

Further analysis of industrial land supply and demand showed that there is greater pressure on the city’s supply of land in the Low-impact industry zone and the General industry A and B zone precincts collectively, when compared to pressure on supply for the General industry C zone precinct. Increasing demand in the wholesale trade and transport, postal and warehousing sectors (e.g. uses defined as warehouse in City Plan) contributes to supply pressures.

Accordingly, there is a need to provide greater flexibility to accommodate larger-scale warehouses (large format distribution and logistics uses), which can also have significant offsite impacts, in the General industry C zone precinct traditionally only supporting high (and medium) impact industry. However, this approach needs to be monitored and managed in a way that still preserves the long-term capacity of the General industry C zone precinct for high-impact industry.
Location

Industrial areas have access to freight networks and other services with adequate separation from sensitive land uses such as residential uses or hospitals. Low-impact industrial zones for activities that have no adverse offsite impacts are located next to sensitive use zones (such as residential zones), with a transition to medium and then high-impact industrial zones. This is used to achieve appropriate distances between high-impact industry and sensitive areas. Historically, industry zoned land has been located close to environmental assets including floodplains. This is often a legacy of the land being affordable or suitably located to achieve separation distances from residential and other sensitive land uses.

Industrial operations are carefully monitored to ensure that impacts on the surrounding environment are prevented or mitigated. Flooding increases environmental risk where industrial by-products or potentially hazardous chemicals can be inadvertently released into the natural areas, causing degradation. Industrial land uses have typically been accepted within floodplain areas because they are associated with lower employment density, resulting in the need for businesses to carefully manage flood risks to protect the environment and workers.

When redeveloping industrial land, there can be opportunities to improve surrounding natural areas and the attractiveness of industrial areas, while achieving flood mitigation, stormwater management and appropriate biodiversity outcomes at a catchment-wide scale. This approach has been successful internationally and can be implemented in Brisbane in partnership with private and government stakeholders.

Established industrial businesses mainly look to grow their existing premises rather than relocate, because of the cost of relocation and impacts on access to workers and strategic freight networks. The Australia TradeCoast (ATC) and the South West Industrial Gateway (SWIG) are particularly well connected by the freight network to the Port of Brisbane and Brisbane Airport, which access global export markets. There are also locational advantages in clustering industrial uses in consolidated precincts in terms of synergies between uses, facilitating an efficient supply chain and promoting business attraction.

Heavier vehicles are limited to the freight road network, which highlights the importance of ensuring that land use and zoning in prime strategic locations with access to the freight network are taken up by businesses that would most benefit from the locational advantage. This is not only an efficient use of existing infrastructure, but also ensures minimal impacts on freight movements on surrounding land uses, and increases the efficiency of the industrial networks throughout the city.

Brisbane was named Australia’s Most Sustainable City in 2016 and policies that promote transport efficiency are part of Council’s continued approach for future growth.

Shift work and a lower employment density within traditional industry have resulted in limited public transport services in industrial areas. Access to workers for industry, is therefore, often reliant on private vehicles, which have impacts on traffic congestion and parking requirements.
Brisbane’s industrial precincts

Brisbane has well-established and distinct industrial precincts. Each one has different features, allowing businesses to be located based on built form, lot size, location and access requirements, and to cluster with complementary uses. This flexibility supports a variety of industry types to locate and grow in Brisbane. Ensuring these businesses are in the most efficient locations is an important part of our plan to grow the greater Brisbane economy and generate jobs.

Brisbane also has well-located smaller clusters of industrial land that provide important population-serving functions. These precincts are particularly under pressure from residential development, as well as local community expectations for managing the impacts of industrial business on surrounding residential areas.

The SICIAs provide vital CBD and population-serving functions as well as employment. There are seven SICIAs including: Albion; Bowen Hills; East Brisbane and Coorparoo; Woolloongabba; Milton; Newstead; and Yeronga.

The roles and functions of each SICIA are unique, some focus on hospitality services, others around creator and maker industries, or mechanical workshops and auto services, however combine to serve important business to business support for the inner city, workers and population. These areas form a holistic inner city industrial function and complement the MIAs and other outer industrial areas. The role of the inner city in Brisbane’s industrial future differs from that of the outer areas, and is well positioned to stimulate creative and vibrant industrial communities that contribute to Brisbane’s inner city fabric. This includes the potential for SICIAs to play an increasing role in accommodating low-volume, high-value bespoke manufacturing that have different distribution and locational requirements to the high-volume manufacturing sector.

Beyond the inner five kilometres are three MIAs: the SWIG; the Northern Major Industrial Area; and the ATC (North and South).

The MIAs are regionally significant and perform an important function that represent 87% of Brisbane’s total industrial land supply, facilitating the manufacturing, warehouse and storage, and construction services sectors. Brisbane’s MIAs are expected to experience industrial employment growth, providing 46% of employment outside of the inner five kilometres by 2041.

In addition to the city’s traditional industrial precincts are specialised centres that often contain mixed industrial service and business administration functions to support businesses and employees of the MIA. Brisbane Technology Park is an example of a specialised centre that has established a strong base for collaboration and investment in research and technology-based industries. This centre is recognised as part of the Upper Mt Gravatt-Eight Mile Plains precinct in Brisbane’s Global Precincts vision document.
60% of industrial employment in the Northern MIA is manufacturing.

6910 is the projected number of additional workers by 2041 in the ‘air and space transport’ sector in ATC North.

46% of employment outside the inner five kilometres will be located in the MIAs.

50% of Brisbane’s industrial land is in the SWIG.
Policy context

The Brisbane 2022 New World City Action Plan highlights the need for an industrial strategy for Brisbane that facilitates an outward-looking and export-oriented industry base.

Brisbane’s leading industrial businesses must compete in a global marketplace by developing new and bespoke supply chains comprising market leaders and specialists, to satisfy high customer expectations. In order to succeed globally, Brisbane must first have a thriving and competitive domestic economy that is sustainable into the future. As a key employment contributor and a catalyst for jobs in other sectors, productive industrial jobs have a key role to play in delivering a strong domestic and global economy.

ShapingSEQ (South East Queensland Regional Plan 2017)

ShapingSEQ recognises that Brisbane’s MIAs form part of Regional Economic Clusters. Regional Economic Clusters are significant concentrations of economic activity and employment facilitating co-location and connections between industries and businesses that increase productivity and capacity to compete nationally and globally. Brisbane’s MIAs are included in the Australia TradeCoast Regional Economic Cluster and the South West Industrial Corridor Regional Economic Cluster with key outcomes seeking to support regional economic growth and activity through planning that:

» protects and supports these areas and their enabling infrastructure (such as the ports and freight network)

» supports intensification and facilitates synergies between core components including knowledge and technology precincts and major enterprise and industrial areas

» provides sufficient flexibility to respond to the dynamic and evolving nature of Regional Economic Clusters and support future growth and investment.

Brisbane City Plan 2014

City Plan’s Strategic framework provides the overarching direction on strategic intent, enhancing opportunities for major and inner city industrial areas to evolve and contribute to the city’s economic growth.

Neighbourhood plans deliver additional localised policy responses relevant to particular localities. Neighbourhood plans, as a place-making tool, are used to implement measures for the City Plan to deliver on Council’s commitment to residential and economic growth targets.

Codes and tables within City Plan provide the finer-grain detail on the types of development that are preferred in industrial zones, or trigger a development application, as well as detailed outcomes for particular development types to ensure impacts and outcomes contribute to the overall vision of the city’s urban growth.

To ensure the key priorities of the strategy are effectively implemented and coordinated with a consistent vision through all policy efforts, Council will use a ‘line of sight’ approach. The strategy reinforces this by considering all parts of City Plan and Council’s Vision and how these integrate with industrial policy and project commitments at regional and state levels.
Key priorities

Six key priorities provide the framework to deliver the actions and to achieve the purpose of the strategy. These are ultimately linked to one another, or may be applied in isolation in the context of the particular outcomes sought. At their centre is the purpose of the strategy to meet evolving industrial demand and support the industrial economy and jobs.

Advancing these key priorities through policy, project, culture and partnership approaches will support Brisbane’s industrial sectors to make the utmost possible contribution to the liveability and prosperity of our New World City.

- **Land use mix**
  Protect industrial-zoned land, while facilitating the right mix of employment generating industrial and compatible non-industrial uses to support synergies, industrial function and the needs of workers.

- **Manage impacts**
  Maintain a focus on protecting the amenity, health and safety of surrounding sensitive uses by managing industrial impacts while protecting industrial function and productive capacity from encroachment by incompatible uses.

- **Flexibility**
  Ensure regulation of industry is sufficiently flexible to meet the evolving and varied needs of industry and support continual advancements and innovation in the sector.

- **Amenity**
  Foster industrial areas that are safe, attractive, well-serviced and fit-for-purpose places to work, to attract and support the skilled industrial workforce needed to facilitate growth and advancement.

- **Precincts**
  Promote the development and growth of industrial precincts and economic clusters through planning and place-making activities.

- **Services**
  Improve infrastructure and services to industrial precincts including public and active transport and access to the strategic freight network.
Key priority 1: Land use mix

Council is planning for future development and growth to facilitate the provision of a high standard of infrastructure, delivered where and when it is needed and with the best value for money. This helps our city prepare effectively for growth and demographic change.

Council’s future land use planning and policies will be guided by the following factors.

» The supply of industrial land is unlikely to change significantly in the next 30 years having regard to finite capacity of Brisbane’s current urban footprint to identify new industrial areas.

» Industrial areas face ongoing pressures to accommodate alternate land uses, while needing to accommodate projected industry demand.

» Finer-grained planning of industrial land (in addition to zone and zone precincts in City Plan) will require an analysis of specific areas, consideration of their location and a comparison of these sites against the predicted future industrial demand. For example, the industrial land uses that are suitable and desirable in the inner five kilometres will be quite different to those seeking to locate in MIAs.

» Sufficient flexibility in policy is required to allow for advances and innovation in industrial business practices and changes in demand for industrial land by different sectors over time.

» It is important to encourage other services that specifically support workers in industrial areas and do not impact on the intended industrial function of the area, allowing them to thrive and continue to support industry and jobs growth.

Council’s future planning policy will strike a balance between protecting industrial land from the encroachment of incompatible uses and creating vibrant places where workers can access convenience services and facilities. As industrial businesses continue to evolve and demand for ancillary office space enables the office components of industrial businesses (e.g. design, research and development, and programming) to grow, Council will seek to shape growth in a way that serves the needs of industry without displacing industrial function in these areas.

City Plan recognises the role of service industry uses in mixed-use zoning. Commercial tenancies and space in mixed-use buildings are generally controlled through the property and lease arrangements. The integration of compatible and clean low-impact industry and research and technology industry into mixed-use development could improve industrial yield potential rather than focussing on predominantly residential use in mixed-use areas.

The growth of office elements within industrial businesses and the inclusion of industry in mixed-use developments will challenge traditional ideas about industrial built form. The size of some types of industrial buildings will also increase because of the trends towards growth in logistics and increased use of automation and other technologies.
Key priority 2: Manage impacts

City Plan provides a framework for managing the potential impacts associated with some industrial uses such as air, odour and noise emissions. A key mechanism is the arrangement of industrial zones and supported uses by order of potential impact levels. Land in the Low-impact industry zone and General industry A zone precinct, generally intended for lower impact industrial uses, provides a buffer around higher impacting uses occurring in the General industry B and C zone precincts, and Special industry zone, to provide greater physical separation from sensitive areas such as residential neighbourhoods.

Where this strategy seeks to provide greater flexibility for the location and operation of industry to support economic outcomes, Council will manage this in a way that does not compromise the health, safety and amenity of nearby sensitive areas. Similarly, Council will manage flexible solutions involving a mix of uses in a way that does not compromise the operation and productive capacity of existing and supported industrial uses.

In some inner city areas in the past, rezoning and the gradual transitioning of industrial areas to residential uses has caused a process of reverse amenity, a tension between the existing industry and the expectations of the new residents for an improved look and feel for the place they now live. In some lower impact industry zoned areas, industrial businesses have expanded and intensified over time to the point where they are now constrained by their site capacity and the surrounding context comprising sensitive land uses.

Key priority 3: Flexibility

Successful industrial precincts are responsive to changes in the market, surrounding neighbourhoods, existing and planned infrastructure and their locality. This is helped by clear policy direction that encourages flexibility and innovation.

Greater policy flexibility means:

» the evolution of industrial uses will be able to occur within the policy framework

» the range of industry uses supported in different industry zones will be more flexible to respond to variations in demand for industrial land and needs by different industry sectors over time

» flexible hours of operation will be supported to allow industrial businesses to increase productivity and grow in place, where there is appropriate mitigation for surrounding sensitive uses

» non-industrial support uses, where these are not sensitive uses, will be able to establish and cluster in industrial precincts to provide facilities specifically for workers, as well as providing services and amenity to adjoining non-industrial neighbourhoods

» built-form outcomes that are flexible to the needs of specific industrial business to facilitate growth will be supported.
Key priority 4: Amenity

Industrial areas have traditionally been characterised as fit-for-purpose, featuring mostly large sheds with blank walls, sparse greenery, large vehicles and manoeuvring areas, and few non-industrial uses. Workers traditionally commute by car, engage in physically demanding work and then travel home.

The need for professional and skilled workers is increasing as industrial businesses evolve. To attract them to work in the sector, industrial areas need facilities and amenities comparable to other work environments.

Green and attractive public spaces, along with convenience services such as ‘worker serving’ cafes, will replace traditional onsite lunch areas and contribute to the social and environmental amenity of industrial areas for workers. These facilities can be located in places that do not impact on the intended function of the industrial area, enhancing worker amenity and softening the interface between residential and industry areas.

This strategy is seeking ways in which these industrial areas are retained, while becoming attractive and convenient places to work. At the local scale, clusters of industrial land can benefit from the renewal of surrounding buildings and gradual incorporation of new businesses that better integrate with both industry and nearby sensitive areas.

An increased planning focus on place-making as part of new development in industrial areas (helping to create distinct and memorable local areas) will challenge the traditional way we view buildings and the spaces around them. New development in industrial areas can have a role in improving pedestrian connections and safety as well as the environment in industrial areas.

The introduction of established gateways to industrial estates has assisted with the branding of these areas and provided welcoming, defined entry points into industrial estates and activity nodes. In much the same way, the ATC provides key gateways (the port and airport) to the city. Significant amenity improvements can be achieved by enhancing the environmental assets surrounding industrial areas and mitigating flood risks.
Key priority 5: Services

The majority of urban land in Brisbane is already developed. As our knowledge of and ability to plan for the impacts of natural hazards improves, we must rely on processes of redevelopment to reduce flood risks to property. Industrial lands are significantly hampered by flooding constraints, as industrial uses were previously considered to be at a lower risk of flooding, and therefore typically were located on the floodplains of low-lying areas.

In order to expand or improve operations onsite, industrial businesses must address the occurrence of flooding. This involves addressing both the safety to workers and customers, as well as the environmental risk of hazardous materials, such as, the storage of paint or poison being exposed to flooding. This is a significant burden on industrial land use, and may prove difficult or expensive to achieve and therefore hinder redevelopment. However, providing flood mitigation infrastructure, leveraging off existing environmental assets, may reduce the potential impacts of flooding on susceptible uses. This would require partnerships with government agencies and developers.

Consultation with advanced manufacturers and businesses within the ATC precinct highlighted that access to workers and strategic freight networks are the primary factors influencing the choice of location for industrial businesses. MIAs and other smaller industrial clusters appear well connected to strategic freight networks however, improvements in vehicle technology (such as autonomous vehicles and the increasing use of High Productivity Vehicles able to carry increased loads) may limit the types of roads that particular businesses are able to use. This further emphasises the need to protect access to, and the function and capacity of the strategic freight networks.

The ATC and SWIG are major employment locations however, include areas that are currently not well serviced by public transport. With a shift in worker composition and industrial businesses, and more flexibility in parking and operational hours being sought, the ability of workers to access public transport will be integral to the growth of these important employment hubs. Appropriate active transport also needs to be supported, not only with a connected pedestrian network, but also with cycling infrastructure and nearby facilities for the employees in industrial areas.

Council will utilise partnerships to investigate and deliver infrastructure requirements to ensure industrial areas are supported with adequate services. This will enable growth, improve the interface with surrounding sensitive uses, and attract more people to work in these areas.
Precinct planning is a well-established element of place-making and best-practice urban planning. Precincts are intended to benefit from the urban ecology that can be achieved when particular uses and functions are clustered together. There are many ways that precincts can be planned and delivered depending on the industrial and economic outcomes that are being sought.

Global precincts are geographic concentrations of activities and places that connect with markets, organisations and people, and compete at an internationally-significant level. The ATC is most easily aligned with this category because of its international sea and air ports. However, it is also a priority to elevate the SWIG to the status of a global precinct. The SWIG is important to Brisbane’s international economy, as the largest consolidation of industrial activity and the largest supply of industrial zoned land for future growth. Promoting these industrial areas as global precincts will attract investment and help drive our domestic and international economy.

Council will support and encourage the location of non-industrial support uses within local ‘fringe precincts’ that provide services to both industrial workers and surrounding residents. This approach will help attract workers to these industrial areas by creating vibrant and attractive places to work, as well as soften and improve the interface between industrial and residential areas.

Council will support the process of co-location of industrial businesses from similar sectors in ‘industrial precincts’. While similar to global precincts, ‘industrial precincts’ may not have an international reach. This approach will allow industrial sectors to build a local presence and thrive by increasing exposure to other businesses and customers at a regional, state and national scale.

**Key priority 6: Precincts**

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Addressing the key priorities requires a comprehensive approach utilising each of the following key areas of influence to have the greatest effect and facilitate the purpose of the strategy.

**Approach**

**Policy**
Align policy and planning instruments to strengthen protection of Brisbane’s industrial precincts and provide the flexibility needed to promote jobs and economic growth.

**Projects**
Identify opportunities to advance industrial development outcomes through related Council strategies and projects, such as the Brisbane 2022 New World City Action Plan and Creative Brisbane Creative Economy 2013-22.

**Culture**
Advocate and promote industry, government and community understanding of the important role industrial land uses play in growing Brisbane’s economy.

**Partnerships**
Partner with government and non-government bodies and industry stakeholders to improve industrial outcomes and opportunities through well-integrated infrastructure delivery, investment and innovative policy implementation.
Implementation and actions

The following actions aim to influence the six key priorities identified to achieve the strategy’s purpose. Adopting a combination of policy, project, culture and partnership approaches to implement the strategy’s actions will support Brisbane’s industry in making the greatest possible contribution to the liveability and prosperity of our New World City.

Implementation of the strategy actions will require collaboration and support from a number of stakeholders. While Council will lead and manage the implementation program, support may be required from internal and external partners including government and non-government agencies, other industry sector stakeholders and investors.

As part of the implementation program, Council will review, manage and measure the success of the strategy actions and the program’s influence on key priorities.

Key priorities:

<table>
<thead>
<tr>
<th>Actions</th>
<th>Key priorities</th>
<th>Commencement timeframes</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Support large-format, high-impact logistics/distribution uses, where they meet appropriate thresholds in the General industry C zone precinct within the ATC and SWIG MIAs.</td>
<td>Land use mix</td>
<td>Start within six months</td>
</tr>
<tr>
<td>Propose to amend City Plan</td>
<td></td>
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<tr>
<td>2. Provide for appropriate non-industrial uses that meet the specific needs of workers and enhance the function of areas where low-impact industry is supported.</td>
<td>Manage impacts</td>
<td>Start within six months</td>
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<tr>
<td>Propose to amend City Plan</td>
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<tr>
<td>3. Support ‘research and technology industry’ use in the Mixed use zone to facilitate the evolution of advanced manufacturing.</td>
<td>Flexibility</td>
<td>Start within six months</td>
</tr>
<tr>
<td>Propose to amend City Plan</td>
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</tbody>
</table>
### Key priorities:
- Land use mix
- Manage impacts
- Flexibility
- Amenity
- Services
- Precincts

<table>
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<tr>
<th>Actions</th>
<th>Related key priorities</th>
<th>Commencement timeframes</th>
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<tbody>
<tr>
<td>4. Encourage increased hours of operation for industry in appropriate locations to allow for shift work and increased productivity.</td>
<td></td>
<td>Commenced</td>
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<tr>
<td><strong>Propose to amend City Plan</strong></td>
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<tr>
<td>5. Enable increased allowable building heights for industry that complement technological advancement in manufacturing and warehouse operations.</td>
<td></td>
<td>Start within 12 months</td>
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<td><strong>Propose to amend City Plan</strong></td>
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<tr>
<td>6. Align car parking rates with contemporary employment densities, technologies and increasing hours of operation.</td>
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<td>Start within six months</td>
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<tr>
<td>7. Monitor and evaluate industrial demand and supply as part of an ongoing reporting program to ensure industry contributes to Brisbane’s liveability and prosperity.</td>
<td></td>
<td>Ongoing</td>
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<tr>
<td>8. Enhance the role of Brisbane’s industrial precincts by emphasising their role in meeting evolving industrial demand, facilitate business and infrastructure investment and services needed to attract a skilled workforce.</td>
<td></td>
<td>Ongoing</td>
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<tr>
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<tr>
<td>9. Support the implementation of the <em>Transport Plan for Brisbane - Strategic Directions</em> including enhancing the capacity and access to the strategic freight network; and maximising public and active transport commuter trips to industrial precincts.</td>
<td></td>
<td>Ongoing</td>
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## Glossary

<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
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<tbody>
<tr>
<td><strong>Use</strong></td>
<td>Determines the way land is developed and used and the types of activities allowed (e.g. agriculture, residential, commercial and industry) and the size of buildings and structures permitted. Adjacent lots can be in different zones.</td>
</tr>
<tr>
<td><strong>SICIAS</strong></td>
<td>Strategic Inner City Industrial Areas, as identified in Part 3 Strategic framework in Brisbane City Plan 2014.</td>
</tr>
<tr>
<td><strong>MIAs</strong></td>
<td>Major Industry Areas, including the South West Industrial Gateway (SWIG), the Northern Industrial Area, and the Australia TradeCoast (ATC).</td>
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<tr>
<td><strong>Mixed use</strong></td>
<td>A range of uses located within the same building or site. As an example, mixed use development can have shops on the ground floor with residential apartments above (vertical mix) or an office next to a residential apartment building within the same development (horizontal mix). Mixed use in the context of this strategy could involve Low-impact industry or Research and technology industry as part of the mix in the examples given.</td>
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<tr>
<td><strong>ATC</strong></td>
<td>Australia TradeCoast (ATC North and ATC South) industrial areas including parts of Eagle Farm, Pinkenba, Hemmant, Lytton and Murarrie.</td>
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<tr>
<td><strong>SWIG</strong></td>
<td>South West Industrial Gateway (ranging from Moorooka to Acacia Ridge and Rocklea to Wacol).</td>
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<tr>
<td><strong>Interface</strong></td>
<td>The boundary or transition between uses such as between residential and industrial areas.</td>
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<tr>
<td><strong>Sensitive uses</strong></td>
<td>A use that is a childcare centre, a community care centre, a community residence, a detention facility, a dual occupancy, a dwelling house, a dwelling unit, an educational establishment, a health care service, a hospital, a hotel, to the extent the hotel provides accommodation for tourists or travellers, a multiple dwelling, a relocatable home park, a residential care facility, a resort complex, a retirement facility, rooming accommodation, rural workers’ accommodation, short term accommodation or a tourist park.</td>
</tr>
<tr>
<td><strong>Difficult to locate</strong></td>
<td>Uses that can only locate in specific areas because they create noise, odour, light or air emissions outside their site that are incompatible with sensitive uses if they are located nearby. Examples of difficult to locate uses include abattoirs, metal foundries, boiler making and concrete batching plants.</td>
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