Planning for Growth:

Demand for employment land and urban services to meet the future needs of the Canberra Region

February 2022



























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SGS Economics and Planning Pty Ltd

ACN 007 437 729 www.sgsep.com.au

OFFICES IN CANBERRA, HOBART, MELBOURNE, AND SYDNEY, ON NGUNNAWAL, MUWININA, WURUNDJERI, AND GADIGAL COUNTRY.

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The need for industrial lands in Canberra

As the populations grows over the next few decades, we will need to plan for future employment lands in Canberra - we will need to ensure we provide land for employment other than office space.

Canberra's reputation as a city of public servants is justified – around 30% of the ACT's economic activity is from the public service, and over half of the economy devoted to the public service, the professional, scientific and technical services and education services that support them. It's very easy to think of Canberra as a location that just needs office towers popular with these industries to support employment. But industrial lands are essential for Canberra's economy. They provide:

- A location for the urban services that support the population working in the office towers – automotive services, construction, transport and rubbish depots, big box retail;
- Support industries for the public administration, professional services and education industries, such as printing, logistics and warehousing; and

 A location for local manufacturing of niche products for consumption within and outside of the ACT – from Pialligo bacon to Canberra Gin from Mitchell, plus R&D and manufacturing, such as the hydrogen testing facility Fyshwick to Electro Optic Systems in Hume.

As Canberra's population grows, it will need an increase in the supply of industrial lands to support the local population and office based businesses, as well as providing for developing new products and technologies to support jobs in the ACT.

1.1 Supporting Canberra's employment lands

The ACT is home to the largest proportion of public servants and has one of the highest incomes in Australia. The region has an advantage in knowledge-based work, with a large public service workforce, educated population, and world class universities.

The nature of Canberra's employment distribution — predominantly Public Administration and Safety and Professional Services — means there is less need for industrial land than most other cities around Australia, which have larger industries requiring industrial land such as Manufacturing, Wholesale Trade, Transport, Postal and Warehousing. ACT's

industrial lands are predominantly for population serving purposes rather than goods and services for sale outside of the ACT. In fact, analysis in Sydney has used ACT's industrial land per person as a benchmark of the minimum amount of industrial land needed for a population.

The top seven industries of employment in Australia contain two which are dependent on industrial land – Construction (9%) and Manufacturing (6%). In ACT's top seven employing jobs, only one (Construction, 5%) is predominantly reliant on industrial land.

Figure 1: Industry mix of Jobs, ACT & Australia



Source: ABS, 2021

Table 1: Industrial Land in Canberra, 2021

	Hectares
Beard	34
Fyshwick	364
Hume	317
Mitchell	144
Symonston	25
Majura	25
Total	909

Industrial Zone Classifications

IZ1: General Industrial IZ2: Industrial mixed use

Source: ACT Government, 2022

ACT's dedicated industrial suburbs, zoned IZ1 and IZ2, are predominantly located in the southeast of the city. Fyshwick is the largest industrial area, at 365 hectares. Overall, Canberra has just over 900 hectares of industrial land.

Fyshwick

Although Fyshwick is industrial, mostly zoned IZ2 with some IZ1, more than 30% of the floorspace is dedicated to retail. It is the largest of ACT's industrial areas. This retail is predominantly big box retail and home improvements and includes the DFO (Direct Factory Outlet) shopping centre.

Mitchell

Mitchell is the only dedicated industrial zone north of Lake Burley Griffin. It is more industrial in character than Fyshwick, with most of theland zoned IZ1 and some IZ2. It has approximately 412,000 square metres of floorspace. It is the only industrial zone accessible by light rail, supported by the Sandford Street and Wells Station Drive light rail stops.

Hume

Hume is predominantly zoned IZ1. The most common use of its floorspace is 'Other' which includes manufacturing, warehouses and office space. Of all the industrial areas in the ACT, Hume is the most traditional industrial and the least population serving area of Canberra.

Beard

Beard is a small industrial estate on the west side of the ACT/NSW border, to the north of Canberra Avenue. It is on the opposite side of the border from the Crestwood industrial area in Queanbeyan. As with Hume, the character of Beard is focused on traditional industrial uses rather than services or retail, although its zoning is NUZ1 – Broadacre.

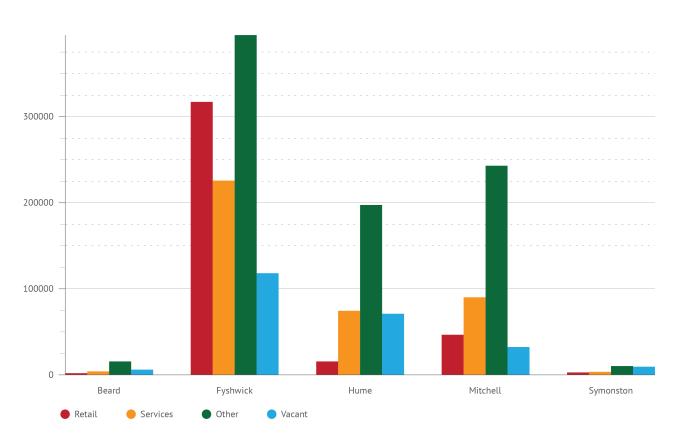
Symonston

Symonston is located on the opposite side of Canberra Avenue from Fyshwick. Its character is more of a low-rise business park than an industrial zone, with major employers such as Telstra and Northrop Grumman based there. The current business park is zoned IZ1 with around 26,000 square metres of floorspace, surrounded by IZ2 land which is currently vacant.

Majura Park/Brindabella Business Park

The area around the airport is zoned NUZ1 Broadacre, and much has been converted into a business park/office towers and big box retail. It also has a single IZ2 area which has around 25,000 square metres of floorspace, dedicated to Ikea.

Figure 2: Floorspace in Industrial Area by main category



Source: SGS 2018, ACT Commercial and Industrial Floorspace Survey

1.3 Other retail and employment centres in ACT

Commercial Zone Classifications

CZ1: Commercial Core

CZ2: Business CZ3: Services CZ4: Local Centre CZ5: Mixed Use

CZ6: Leisure and Accommodation

Canberra's employment centres hierarchy is designed around the ideal of a polycentric city. The main CBD of Canberra, Civic, tops the hierarchy. Other town centres are Belconnen, to the north west of the CBD; Gungahlin, to the north of the CBD, Woden, further south of the lake and Tuggeranong, further south again. (Other population centres including the inner south and Weston Creek have no formal Town Centre).

The structure of the town centres is generally a core of CZ1 (Commercial Core) and CZ2 (Commercial – Business) which typically contain office towers with at least one Federal or Territory government department, major shopping centres and street level retail, which acts as the city centre. There are also typically a few blocks of CZ3 (Commercial Services) lands adjacent to the town centre, which are designed for light industrial, population serving businesses such as consumer automotive, big box retail and home improvements.

Other smaller employment centres in the ACT include Group Centres, which are retail and small office hubs that serve several suburbs; and local centres, which typically contain a handful of shops and a limited amount of office space. These focus on local hospitality and personal services (for example medical centres, hairdressers and some limited professional services). This report will focus on CZ3-zoned land, dedicated to urban services.

Canberra's town centres

Belconnen is a town centre with a mix of CZ1 core zone containing a Westfield shopping mall, CZ2 business zone with multiple Government department headquarters. CZ3 service zones contain large retailers such as Bunnings Warehouse, as well as light-industrial businesses such as mechanics and car dealerships. The lakefront area is zoned CZ6, allowing for waterfront leisure spaces.

Gungahlin is the newest of the town centres. Most of the commercial land is zoned CZ1, CZ2 and CZ5, with limited zoning for services (CZ3) or local centres for servicing the residential population.

Civic (inner north) is the largest retail and commercial centre, combining significant commercial and retail space in multistory office towers, the Canberra Centre, plus high-density residential buildings with retail and office space at lower levels. Major Government employers are in this area, including the Departments of Infrastructure, Industry and Employment. Tuggeranong's town centre contains a mix of Core, Business, Services and leisure zones. The commercial town centre is bordered with high-density RZ4 zones and provides services to the residential population in the south of the ACT.

Table 2: Floorspace in Town Centres, ACT, 2018

Town Centre	Other	Retail	Services	Vacant
Belconnen Core	4,580	75,562	64,535	8,544
Belconnen Services	46,172	40,055	56,524	10,928
Civic	13,920	99,338	120,645	29,122
Gungahlin Core	1,135	36,059	21,227	1,841
Gungahlin Services	4,032	29,392	28,096	14,351
Woden Core	1,225	51,731	38,160	8,669
Woden Services	60,826	22,140	29,5t81	22,845
Tuggeranong Core	2,971	67,937	26,439	9,879
Tuggeranong Services	32,778	17,719	36,532	2,889
Grand Total	167,639	439,933	421,739	109,068

Source: ACT Commercial and Industrial Floorspace Survey (SGS Economics and Planning, 2018)

1.4 Future Industrial land releases in ACT

In the shorter term, the ACT's Indicative Land Release Program shows around 92 hectares of new industrial land planned for release over the next four years. The Symonston land releases may be affected by Australian Government approvals required under the Environmental Protection and Biodiversity Conservation Act 1999.

The ACT is investigating Eastern Broadacre lands for future industrial, employment and urban services use. These lands cover the space between Fyshwick/Symonston, the airport, the ACT/NSW border near Jerrabomberra and Hume to the south, and the land surrounding the Majura Parkway north of the airport and south of the Federal Highway, shown in Figure 3. These lands have been identified for future employment as their location near existing industrial uses and under the Canberra Airport flight path renders them unsuitable for residential or high-amenity commercial use.

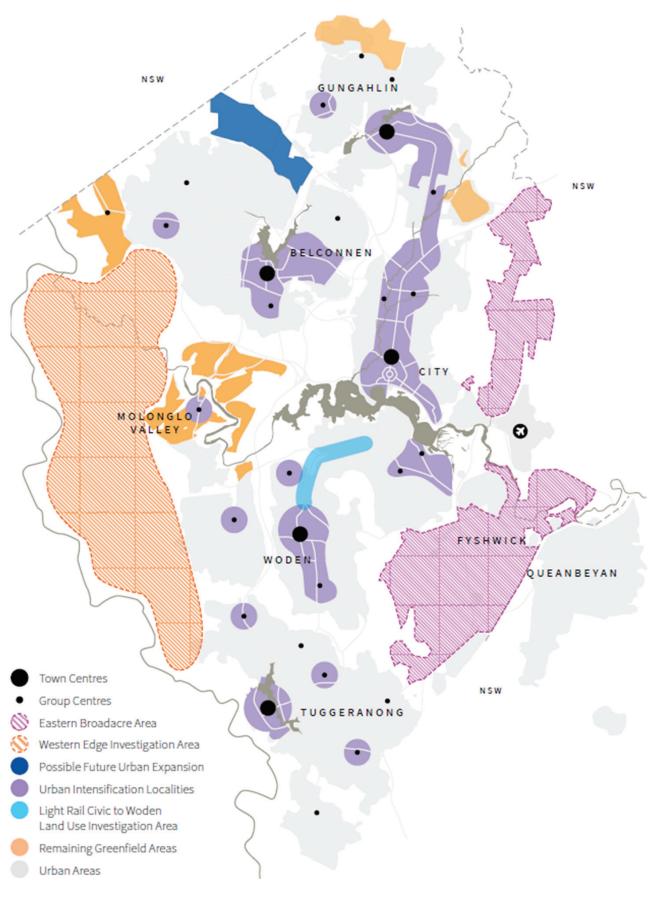
Macroplan (2009) identified just over 5000 hectares of land that could be potentially available for employment lands in Eastern Broadacre. Of this, between 2,200 and 3,200 is considered urban capable land for development, with around 1,000 ha yet to be determined. The report forecast three rates of uptake of employment lands from a status quo (population driven demand only) of 10ha of new employment lands per year, to ACT developing as a significant freight and business hub, requiring 60ha of new employment lands per year.

Table 3: Indicative Industrial Land relesaes in 2021-21 to 2024-25, Canberra (Hectares)

Location	2021-22	2022-23	2023-24	2024-25	Zoning
Hume	11.1				IZ1
Fyshwick	0.6				IZ2
Symonston		40		40	IZ2

Source: EPSDD, 2021

Figure 3: Proposed new land releases in the ACT



Source: ACT Government, 2018

1.5 How is Canberra and the region growing?

Canberra's population is estimated at around 447,000 in 2021, an increase of over 100,000 people over the last twenty years. It is expected to increase by over 110,000, or by around a quarter by 2036, according to the Australian Bureau of Statistics projections (ABS, 2022).

The neighbouring LGA of Queanbeyan-Palerang is also expected to grow by 4000 up to 2036 (Department of Planning, 2020). Queanbeyan residents frequently travel to ACT for work, shopping and recreation, and are part of the same effective urban area.

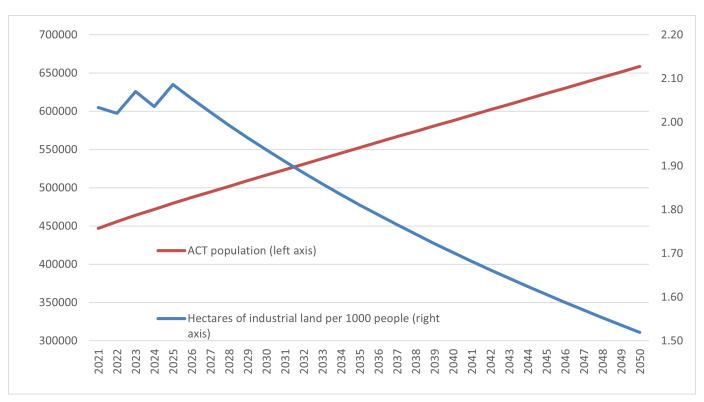
In 2021, Canberra has 2.03 hectares of industrial land per 1000 people. With additional supply of 97,030m3 or 9.7 hectares of industrial land per the Indicative land release program (EPSDD, 2021), the amount of industrial land per person is expected to reach 2.09 hectares by 2025. Without additional land supply beyond this, Canberra's supply of industrial land is expected to decline to 1.9 hectares per 100 people by 2031 and to 1.5 hectares per person by 2050.

Table 4: ACT and Queanbeyan Population Projections

	2021	2026	2031	2036	Average growth rate (2021-2036)
ACT	446,983	487,221	523,822	559,760	1.51%
Queanbeyan-Palerang	60,181	62,224	63,714	64,734	0.49%

To maintain Canberra's per-capita industrial land supply at current levels of at least 2 hectares per 1000 people, Canberra will need at least 70 hectares of additional industrial land by 2031, in addition to that already planned in the Indicative Land Release Program. An additional 130 hectares will be needed by 2041, and another 130 by 2050.

Figure 4: Canberra's projected population and supply of industrial land



Source: (ABS, 2022), (EPSDD, 2021), SGS modelling

1.6 Can Queanbeyan or regional NSW supply industrial land to Canberra?

Queanbeyan employment lands are close substitutes for ACT employment land. ACT and Queanbeyan have strong connections – Queanbeyan residents are twice as likely to work in Canberra than they are in Queanbeyan, and around a third of Queanbeyan jobs are filled by Canberrans. Queanbeyan is only 20 minutes' drive to Civic (16km), 17 minutes to Parliament House (12 km) and 17 minutes (19km) to Woden.

Queanbeyan West industrial area is bordered by the ACT/NSW border and Canberra Avenue. The industrial area extends north of Canberra Avenue to Crestwood. Queanbeyan West has 56.8 hectares of total land area zoned IN1 and 15.62 hectares zoned IN2. Queanbeyan East has 89.43 hectares of IN1, 22.28 hectares of IN2 and 9.71 hectares of B5 land. The average allotment size is around 2,000 square metres, which is considered small (Queanbeyan City Council, 2015).

Queanbeyan Palerang Regional Council is planning for South Jerrabomberra to provide future employment lands for Queanbeyan. South Jerrabomberra is adjacent to the ACT/NSW border, opposite Hume. It is located within ANEF contours (under the flight path, see Figure 5) and so is unsuitable for residential development. The South Jerrabomberra Structure Plan identifies 136 hectares of potential employment lands in this area (Queanbeyan City Council, 2014). The NSW Government is planning for South Jerrabomberra to be a future Regional Job Precinct, aiming to create a hub of defence, space, cyber security and scientific research.

There is no doubt that some businesses with ties to the ACT may consider locating in South Jerrabomberra instead of Canberra for a range of reasons. This area may provide some industrial lands to a limited number of ACT businesses who cannot find suitable industrial sites within the ACT, but the impact on the total Capital Region industrial supply is expected to be small.

South Jerrabomberra's proposed employment lands are not sufficient to meet Canberra's growing industrial land needs. South Jerrabomberra is expected to provide 136 hectares of employment lands, with ACT needing an additional 330 hectares of industrial land to 2050.

Table 5: Cross Border Commuters in ACT and Queanbeyan

	Work in Queanbeyan	Work in Canberra
Live in Queanbeyan	9,264	18,834
Live in Canberra	4,769	197,585

Source: ABS, 2017

A.C.T SOUTH JERRABOMBERRA

Figure 5: Location of future South Jerrabomberra employment lands

Source: Queanbeyan City Council, 2014

1.7 Uses for industrial land

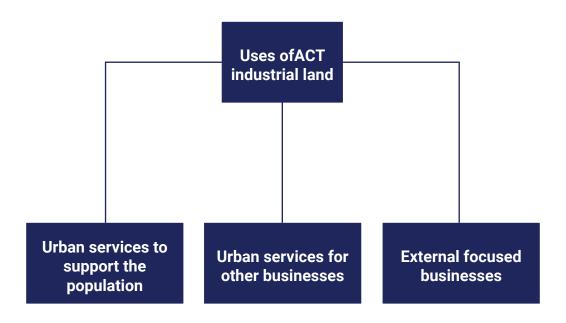
Traditionally, industrial lands were used for factories, warehouses, manufacturing and businesses that were generally too noisy or smelly to be located near homes, office towers full of people or shops and restaurants that relied on a high level of amenity. These businesses do not need to be located close to where people live. Fyshwick, Mitchell and Hume have typically provided these industrial uses to Canberra. Now, industrial lands contain a mix of uses, with urban services able to best fulfill their purpose by locating close the to the populations they serve.

Urban services land to support the population and other industries

The term 'Urban Services' is used to describe a wide range of industries that locate in cities. Urban Services are a collection of industries that enable the city to develop and its businesses and residents to operate. Urban Services tend to have particular land use, floorspace, operational or accessibility characteristics that require them to locate in specialised areas. Industrial zoned (IZ1, IZ2) and certain commercial zones (in particular, CZ3) provide for these uses. Depending on the zoning, these may safeguard against land use conflict with non-compatible uses such as residential use.

While Manufacturing or Freight and Logistics may choose to locate on the urban fringe or in dedicated large industrial precincts, urban services often serve a local population or support a nearby commercial centre, and so rely on proximity to these markets They serve a wide range of functions but broadly, they enable other businesses and industries to operate, infrastructure to be maintained and residential populations to be supported. These areas typically needed large floorspaces. Since they provide jobs to the area and/ or are essential for people living in the area, industrial zoned land effectively pays for itself, as provides the goods and services that allow businesses to operate in a city. Because of these factors combined – large floor plates needed, and low amenity, industrial land tends to be cheaper per square metre than commercially zoned land. Generally these businesses do not generate a high number of jobs per square metre of floorspace, but their value is generated by ensuring that the people and businesses in the city can live prosperously.

Urban services include rental and hiring services (except real estate), building cleaning and pest control, car servicing, printing, utilities including rubbish collection, material wholesaling, transport, courier services, transport support, warehousing and construction. Table 6 shows some examples of urban services that can operate in industrial areas to service people or other businesses.



External focused businesses – employment generators of a city

As opposed to urban services, external focused businesses are those that operate in industrial areas with the aim of suppling their product predominantly outside the ACT, for use around Australia or around the world.

These businesses are the dream of policymakers and city planners – they are businesses that establish in a city and provide goods or services around the wider region, the nation or around the world. They create local jobs and bring economic activity and income into the region. Establishing and supporting new types of businesses diversifies local economies, generates jobs and can trigger further economic growth as new firms establish to support these external focused businesses; eg transport businesses to take products

to their new location, suppliers providing inputs. Local councils, state and territory and national governments typically provide support for businesses to encourage them to establish locally, ranging from networking support to grants to tax relief.

These businesses may have specific land requirements to operate in an area. They may need cheap or abundant power, very large lot sizes, access to optimal transport options, proximity to research hubs or the ability to generate dust, noise or vibration without impacting on surrounding uses. They often do not need to be close to residential or commercial centres, but may need to be within an easy drive of a nearby head office or business collaborator.

Table 6: Urban services land for people and businesses

Urban services for people	Urban services for other businesses	Urban services use for both
Big box retail	Warehouses	Automated sales and service
Cycling and micro-mobolity	Bulk freight and logistics support	Delivery services
Pet rescue and veterinary services	Wholesale suppliers	Construction and housing inputs
Recreation facilities	Printing and publishing	
	IT Services	

1.8 Issues relating to industrial lands in the future

As the ACT grows and develops, the industrial land offer in Canberra will need to develop to responding to the growing and changing needs of the population. Sufficient land for services for Canberra residents will need to be available, along with employment lands for new and expanding businesses to provide jobs for Canberrans. Industrial lands will need not just to grow, but to adapt to the changing needs of the community and businesses.

Ensuring services land remains accessible to city centres

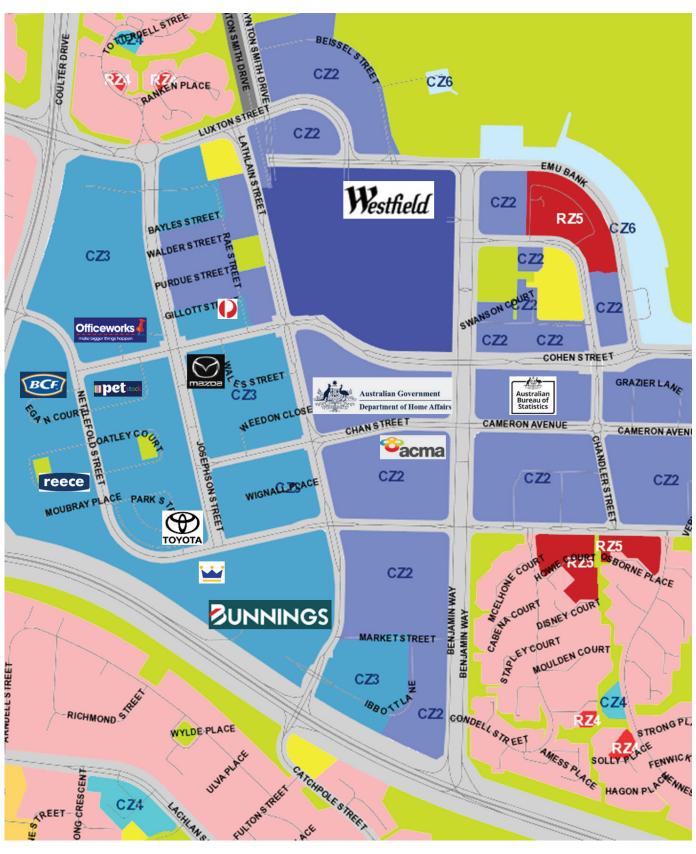
Traditionally, CZ3 land has been zoned around Town Centres to support fringe retailing, which includes bulky goods, light industry, service trades, service stations, restaurants and indoor entertainment and recreation facilities. Residential, non-retail commercial and community uses are also permitted subject to compatibility with predominant land uses.

The Belconnen Town Centre is shown below. The deep blue CZ1 zone shows the Westfield shopping centre. The CZ2 zones include office towers for major government departments including the Australian Bureau of Statistics, Department of Home Affairs and Australian Communications and Media

Authority, plus office space for private firms and smaller government agencies, along with street facing retail. Belconnen's CZ3 zone, to the west of Lathlain Street, and office towers, provides a mix of large floorspace, lower value retail, automotive and recreation spaces. Josephson Street is known for its car yards and mechanics. Good Guys, Bing Lee and BCF are big box retail stores that would otherwise only be located in traditional industrial areas, along with several home improvement suppliers such as Reece and Bunnings, paint stores, pool maintenance and so forth. In between these larger names are smaller, cheaper retail spaces that allow for fitness centres, ethnic specialty food stores, live music venues including the Basement and the Pot Belly, laser tag and other niche interest stores. Just over 40 hectares of CZ3 land is provided.

The advantage of preserving CZ3 zones for this use is it ensures that Canberra's cities can be somewhat self contained. Residents of Evatt can easily drop their car off for a service in the morning, walk to the Belconnen bus interchange and take a bus to work. People living in Holt or Charnwood without a car can access hardware suppliers and large appliance retailers on a short bus ride.

Figure 6: Urban services land use in Belconnen town centre



Source: ACT Government, 2022

Declining supply of services land in town centres

In contrast, the newer town centre of Gungahlin only has around ten hectares of CZ3 services space, containing Bunnings, Spotlight, one used car dealer, a car wash, a vet and recycling drop off centre. This means that most urban services required by Gungahlin residents must be sourced outside of the town centre, in Mitchell, Belconnen or Fyshwick.

There is also a risk of CZ3 lands being converted from providing services to local populations to other uses. CZ3's permitted uses includes residential and retail uses of the land. With high demand for housing in the ACT, town centres will face pressure to convert CZ3 land to apartments.

Braddon's southwest corner, just south of Haig Park between Torrens Street and Northbourne Avenue, is zoned CZ3. Twenty years ago this was populated by car yards and mechanics. Today it is one of Canberra's most fashionable restaurant and bar strips, with the car yards and all but one of the mechanics replaced by medium density mixed use apartment towers. While no one would doubt that the resulting Lonsdale Street strip is a valuable cultural icon, inner north residents must now go to Belconnen, Gungahlin or Mitchell to get their tyres replaced or buy a tin of wall paint. In theory, CZ3 lands in Woden, Tuggeranong and Belconnen could go through a similar conversion.

The effect of Braddon's character conversion from Services land to apartments and bars and the low supply of CZ3 land in Gungahlin is that over the last twenty years, as the Canberra's northside population has grown by 95,000, or more than 60%, the supply of industrial land suitable to service the population has decreased.

Figure 7: Urban services land use in Gungahlin town centre

Source: ACT Government, 2022

Transitioning to online retail – implications for industrial zones

Traditional 'bricks and mortar' retail in shopping centres has been hit hard by the COVID-19 pandemic, with significant restrictions on operations through lock-down periods and capacity limits imposed at different times. Even prior to COVID, the retail sector had been on a downward trajectory as consumer spending patterns have shifted from buying 'things' to buying 'experiences'. Figure 8 below shows the fall in retail expenditure over the longer term in Australia.

Up to January 2019 (i.e. prior to COVID), online spending in Australia was equivalent to around nine per cent of traditional in-store retailing. ABS data has shown online expenditure increasing from around \$986 million in October 2016, to over \$3.1 billion in November 2020 (ABS, 2020) with the

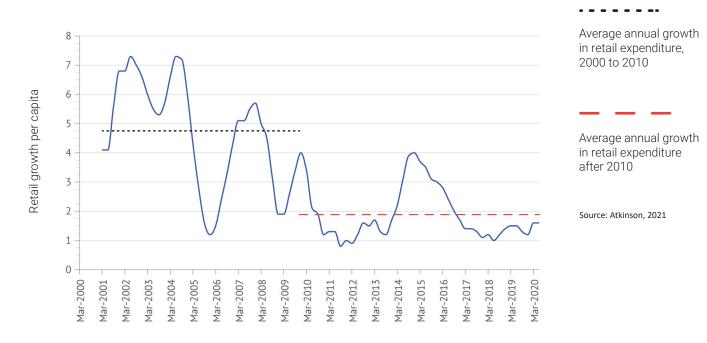
pandemic accelerating shifts in consumer behaviour towards online shopping. ABS data has shown the growth in spending in physical stores has been much lower than online in recent years, even before COVID-19. This transition may result in a greater need for industrial spaces to act as warehouses and distribution centres for direct to consumer deliveries, rather than deliveries to stores.

For sectors associated with freight and warehousing, the growth of online retail has increased the need for 'last mile' logistics – i.e. the need to have distribution centres close enough to populations to be able to deliver to customers quickly, with higher customer expectations around things like 'same day delivery.' (Dolan, 2022) The last mile element of the supply chain can often be the most expensive for businesses in urban areas, dealing with traffic congestion and the time-consuming nature of deliveries.

Greater Sydney industrial land planning - preserving industrial and urban service land

In 2018, the Greater Sydney Commission supported a 'retain and manage' approach to industrial lands to safeguard industrial land from the competing pressures of residential and mixed-use zones, pending further review of, and plans for, industrial and urban service land. (Greater Sydney Commission, 2018) As a result of this analysis (see Greater Sydney Commission, 2021), an employment zone reform was enacted from 1 December 2021. Eight new zones have been created, but 12 existing zones will be deleted. The new zones include 5 employment zones, a mixed-use zone and waterfront zone. The reform redefines some development types such as creative industries or crematoriums to reduce adverse impacts of their activities. (Gadiel, 2021). The purpose of the new employment zoning is to maximise productivity and minimise land-use conflicts while ensuring the zones are fit for purpose, and to reduce limitations on new business establishment or expansion or adaptation of existing businesses. (NSW DPIE, 2022)

Figure 8: Growth in retail expenditure, Australia, 2000 to 2020



Supply of industrial land to meet population growth

ACT has planned releases of industrial land in Hume, Fyshwick and Symonston out to 2025. In the longer term, it aims to provide new industrial lands in the Eastern Broadacre region, the corridor from Hume in the south to the airport through Majura to the north.

However, there are some significant environmental concerns with developing this area. Eastern Broadacre contains natural temperate grassland and remnant woodland which provides habitat for several threatened and endangered species, including:

- The endangered grassland earless dragon, which appears only to survive in Eastern Broadacre and South Jerrabomberra (which is itself considered for future employment lands);
- The button wrinklewort, an endangered plant;
- Several other threatened animal species, including the striped legless lizard, the pink tailed worm lizard and the golden sun moth.

Development in the Eastern Broadacre area will need to progress carefully. To comply with section 146 of the Environment Protection and Biodiversity Conservation Act 1999 (Commonwealth), development planning must take into account impacts of development on threatened and endangered species, migratory species and other protective matters. This will mean that some of the space in Eastern Broadacre will need to be preserved for environmental use, and other spaces that can be used for development may have restrictions on their use.

The need for industrial land supply to support new businesses and diversification of the ACT economy

The ACT Government is supportive of the diversification of the ACT economy, moving away from a reliance on public sector jobs and increasing the share of the Canberrans working in private sector businesses, such as R&D, Defence, space, cyber, healthcare, IT and professional services (ACT Government). While some of these businesses can work well in commercial office zones, many businesses will need industrial land to establish and grow their operations to support the diversification of the ACT economy. These businesses have the potential to add millions of dollars in economic activity to the ACT and thousands of jobs — if they can find a place in Canberra to establish their business operations. While the specific industrial land features needed vary by business type, some common needs of innovative, job creating businesses include:

- A suitable range of floorspace sizes, from small factories to thousands of square metres;
- Zoning that ensures incompatible land uses are not located in industrial areas;
- Suitable transport links, including easy access to highways and freeways, roads, intersections and driveways suitable for heavy vehicles;
- Utility supply to permit a wide range of industrial uses, eg electricity/gas to support high energy needs uses; water and sewerage;

Creation of precincts that allow similar and complementary businesses to locate together;

for example, establishing advanced manufacturing businesses alongside businesses they buy from or sell to, and away from warehousing and logistics precincts. This reduces the risk of incompatible

land uses, and allows for sharing of ideas, knowledge and experience across businesses, creating opportunities for collaboration and increasing productivity.

Issues for discussion:

How can Canberra ensure that it has sufficient industrial and services land to meet population needs and support industry growth and economic diversification?

What share of employment lands should be located close to town centres, versus dedicated industrial precincts?

How can we ensure existing industrial and services lands maintain their character and use?

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Level 14, 222 Exhibition Street Melbourne VIC 3000 +61 3 8616 0331 sgsvic@sgsep.com.au Level 2, 28-36 Ainslie Avenue Canberra ACT 2601 +61 2 6257 4525 sgsact@sgsep.com.au

HOBART

PO Box 123 Franklin TAS 7113 +61 421 372 940 sgstas@sgsep.com.au

SYDNEY

Suite 2.01/50 Holt Street Surry Hills NSW 2010 +61 2 8307 0121 sgsnsw@sgsep.com.au