Policy Directions Paper

Major Amendment No. 5 - Narangba Innovation Precinct (East) Temporary Local Planning Instrument Response

For Public Consultation July-August 2026



moretonbay.qld.gov.au

CITY OF MORETON BAY

Acknowledgment of Traditional Custodians

City of Moreton Bay acknowledges the Jinibara, Kabi Kabi and Turrbal peoples and pays respects to Elders, past, present and emerging. Council recognises that the Moreton Bay region has always been a place of cultural, spiritual, social and economic significance to its Traditional Custodians. Council is committed to reconciliation and working in partnership with Traditional Custodians and Aboriginal and Torres Strait Islander communities to shape a shared future for the benefit of all communities within the City of Moreton Bay and beyond.



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Introduction

Major Amendment No. 5 - Narangba Innovation Precinct (East) Temporary Local Planning Instrument Response (proposed amendment) proposes changes to the *Moreton Bay Regional Council Planning Scheme 2016* (MBRC Planning Scheme) to better balance the protection and viability of industry activities in the Narangba Innovation Precinct with the safety, health and amenity of surrounding areas.

This paper outlines the planning response to a Temporary Local Planning Instrument (TLPI) introduced by the Queensland Planning Minister in 2020 for the Narangba Innovation Precinct (East) and why the proposed amendment and a proposed new *Planning Scheme Policy – Air Quality Impact Assessment* (PSP) are needed.

The paper also briefly summarises the Narangba Innovation Precinct Study (the study), which explored the existing economic value and environmental health impacts of the precinct. The study confirmed that Special Industry and High Impact Industry can be more actively supported within a designated part of the precinct and an amendment to the MBRC Planning Scheme in response to the TLPI is appropriate.

The proposed amendment relates to the Narangba Innovation Precinct (East) (the precinct), being the industrial area located on the eastern side of the Bruce Highway around Boundary Road, and the area zoned Rural Residential and General Residential to the north-east between the precinct, Deception Bay Road and Lipscombe Road (refer to Figure 1).

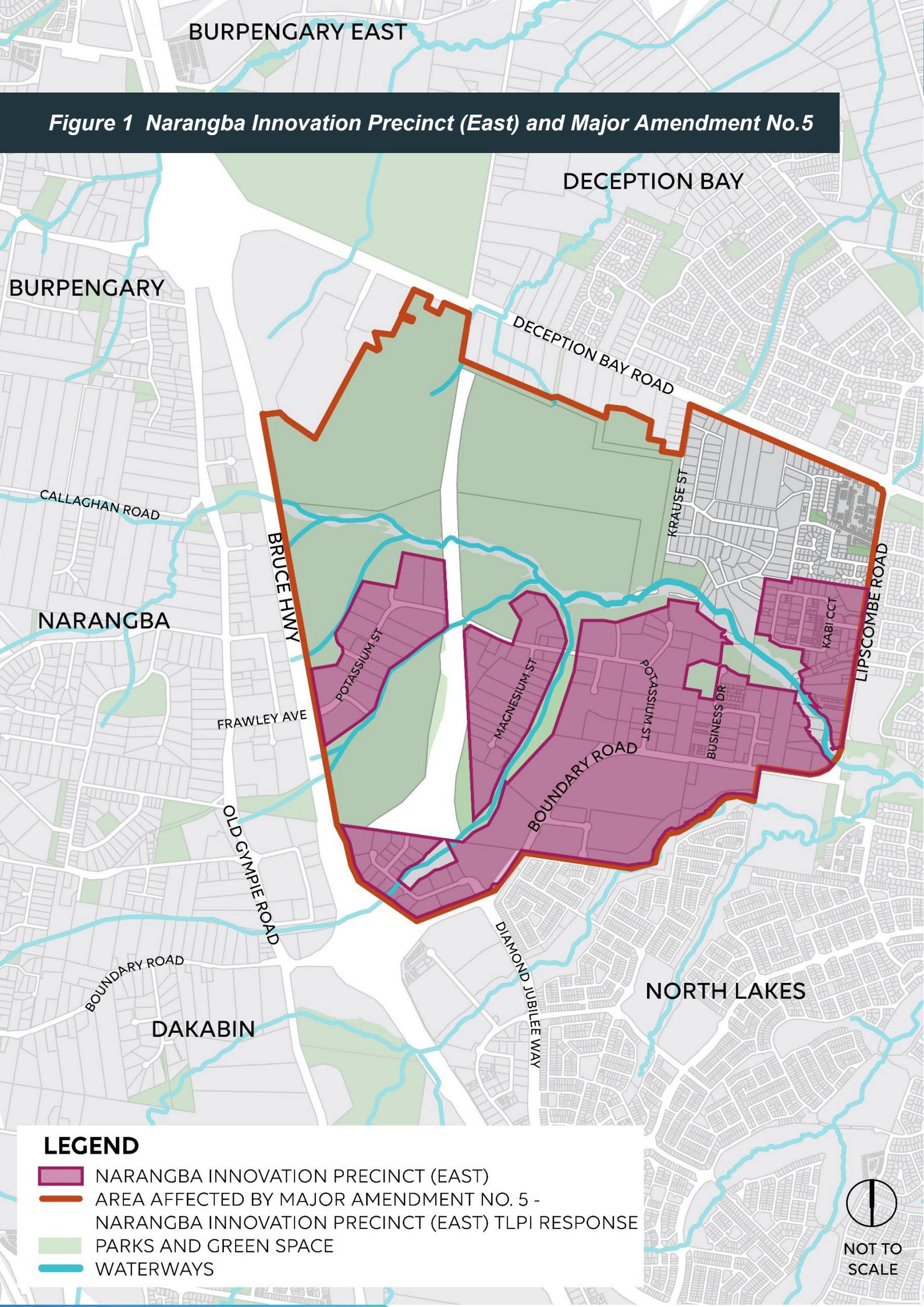
A new PSP is also proposed to support the implementation of the proposed amendment by providing guidance about the preparation of air quality impact assessments.

The policy directions and recommendations identified in this paper are not proposed to affect land on the other (western) side of the Bruce Highway at Narangba. Council is undertaking separate work on a long-term plan for land referred to as the 'Narangba East' planning area, to the west of the Old Gympie Road[1].

This paper has been prepared to support statutory public consultation for the proposed amendment and PSP. For further details about the proposed changes to the MBRC Planning Scheme and how you can provide feedback during this period, visit moretonbay.link/narangba-study.

[1] Refer to moretonbay.link/narangba-east-planning for further information about the Narangba East Planning Investigation occurring on the other (western) side of the Bruce Highway.

Figure 1 Narangba Innovation Precinct (East) and Major Amendment No.5



About the precinct

The Narangba Innovation Precinct is a regionally significant industrial area established in the 1970s to accommodate large scale hard-to-locate industries. It remains the only area in our city to contain Special Industries. The Queensland Government's Regional Plan for South East Queensland - *ShapingSEQ 2023*[2] identifies Narangba as a Major Enterprise and Industrial Area within the North Lakes-Redcliffe Regional Economic Cluster.

The Narangba Innovation Precinct is a significant contributor to City of Moreton Bay's economy, generating $740 million total gross regional product in 2021, and employing more than 3,000 people, of which, 74% live in City.

The current MBRC Planning Scheme does not support new Special Industries or the expansion of existing Special Industries, therefore does not provide the business confidence needed for existing Special Industry operators to invest in and improve their existing facilities to more efficiently and effectively manage their emissions and external impacts.

In response to this, the Queensland Planning Minister introduced *Temporary Local Planning Instrument (TLPI) 01/2020 Narangba Innovation Precinct (East)* on 3 July 2020 to support local industry in the precinct, while ensuring nearby residential areas are protected from potential adverse amenity impacts.

This initial TLPI has been remade multiple times and continues to be in effect, providing certainty to industry operators and the community, while a long-term policy position was prepared and is proposed to be implemented through the planning scheme amendment.

Understanding terms

There is a range of terms used throughout this paper and the study, such as 'Special Industry' and 'sensitive land use'. The meanings of these terms can be found in Schedule 1 of the MBRC Planning Scheme, the *Planning Act 2016* and associated *Planning Regulation 2016*.

The types of industries referred to in this paper are also explained in this information sheet about how industries in the precinct are managed: moretonbay.link/nip-information-sheet.

To access Schedule 1 of the MBRC Planning Scheme visit: https://eplan.moretonbay.qld.gov.au/planningscheme/

To access the Planning Act 2016 and Planning Regulation 2016 visit: www.legislation.qld.gov.au

Where a meaning differs across these documents, the meanings in the Planning Act and Planning Regulation prevail.

[2] To read ShapingSEQ 2023 visit: https://www.planning.qld.gov.au/planning-framework/plan-making/regional-planning/south-east-queensland-regional-plan/south-east-queensland-regional-plan

Background

The study was undertaken between 2020 and 2024 to better understand the Narangba Innovation Precinct and guide future planning policy in response to the TLPI. The study provides a robust evidence base to inform the policy directions and recommendations for the proposed amendment and PSP explained later in this paper. The study process (refer Figure 2) and findings are explained further below.

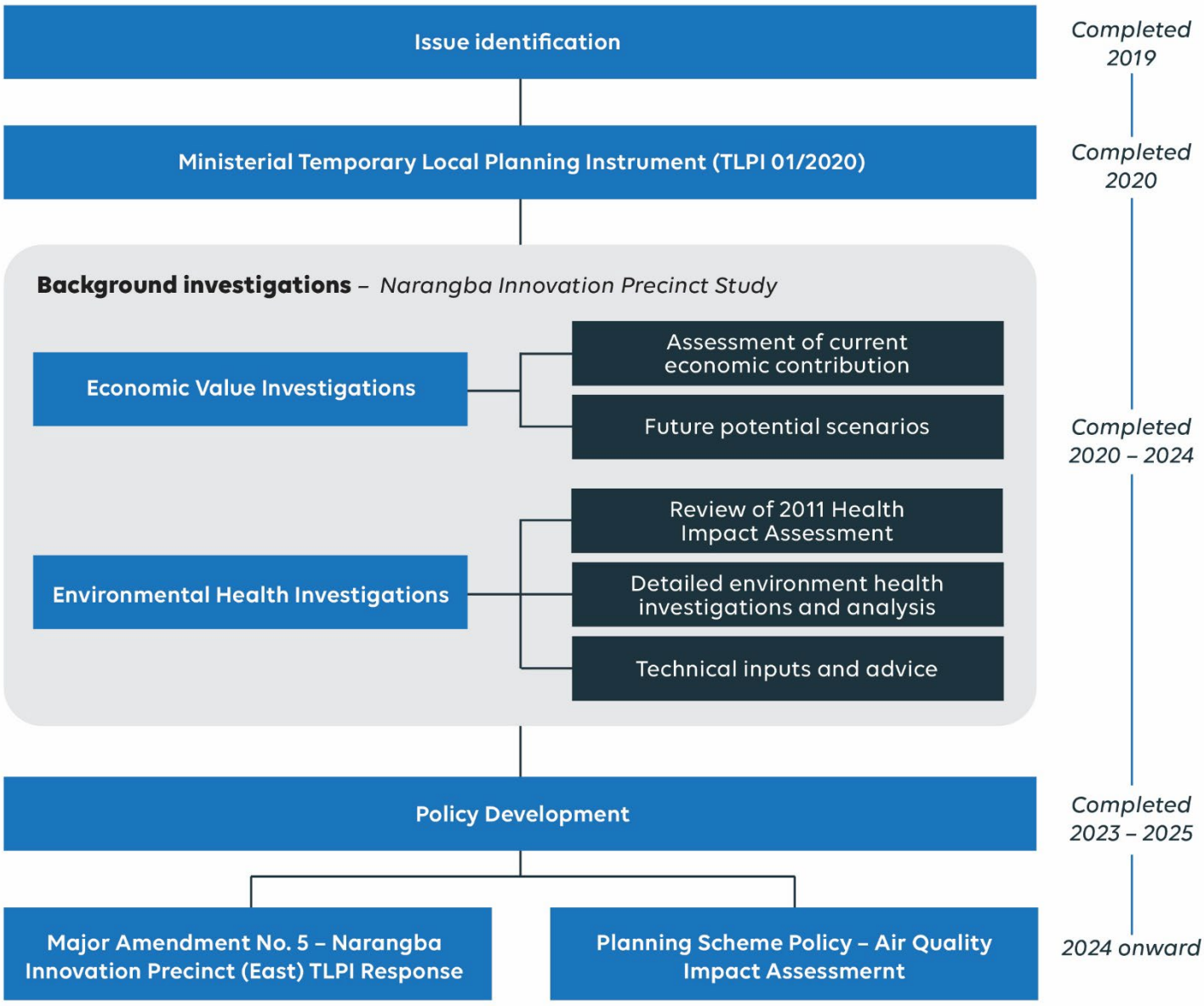


Figure 2 Narangba Innovation Precinct Study Approach

Following the study, we started the statutory process to amend the planning scheme in December 2024 and subsequently, to introduce a new PSP. These processes are governed by the *Planning Act 2016* and associated Minister's Guidelines and Rules (MGR)[3], and include a series of sequential steps, including reviews by the Queensland Government. The Queensland Planning Minister recently granted approval for the proposed amendment to proceed to statutory public consultation[4].

During the public consultation period, the community can submit feedback on the proposed amendment and PSP by visiting moretonbay.link/narangba-study. We will then review the feedback and consider further possible changes based on submissions received. A consultation report documenting how submissions have been addressed will then be considered by Council and made publicly available ahead of the Planning Minister's final review of the proposed amendment.

Technical study findings

The study involved extensive and best practice economic and environmental health investigations, looking at the Narangba Innovation Precinct's benefits and potential impacts with respect to economic value, air quality, noise, human health and fire and explosion safety. The study found:

- Providing greater certainty to businesses through the MBRC Planning Scheme could increase the current economic contribution of Special Industries in the precinct by an estimated 589 jobs and $129 million in gross regional product.
- There are no far-ranging, substantial or adverse environmental health effects on surrounding areas from existing lawful Special Industry and High Impact Industry in the Narangba Innovation Precinct. However, minor localised impacts are occurring (primarily from particulate matter (very fine solid and liquid particles in the air), odour and to a lesser degree, noise) that will require specific consideration in future land use planning decisions. The area with minor localised impacts generally aligns with the area identified in Figure 1 as the area affected by the proposed amendment.
- We could more actively support Special Industry within a defined area east of the Bruce Highway, where future development can demonstrate there is no adverse impacts on the environmental health or amenity of surrounding sensitive uses. In doing so, we will require stricter standards to assess how proposed development will manage potential impacts and protect nearby sensitive land uses.

To read the full findings of the study and technical investigation reports, visit moretonbay.link/narangba-study.

[3] To learn more about the amendment process visit moretonbay.link/planning-scheme-amendment-info.

[4] Under the relevant legislation, the proposed Planning Scheme Policy - Air Quality Impact Assessment does not require review by the State Government.

Understanding opportunities and tensions

The study highlighted the following opportunities and tensions relevant to the precinct and its surrounding areas.

The precinct provides a key economic development opportunity to more efficiently utilise existing and well-located industrial land to accommodate diverse, high value industries, which cannot be located elsewhere in the city. Importantly, the precinct could provide more jobs close to home for many local residents. Given the technical study findings confirmed there are no far-ranging, substantial or adverse environmental health effects on surrounding areas, there is the opportunity to harness these economic opportunities.

The proximity of the precinct to residential and rural residential areas means we must carefully consider and closely manage growth and development, to help ensure our communities remain safe and healthy.

There is also an opportunity to better protect the precinct, and avoid limiting how industries operate, by stopping land being used for things that are incompatible with Special Industries and their potential impacts. This includes uses like offices, shops, warehouses or other activities that bring larger numbers of people to the area.

Allowing growth and investment in Special Industry within part of the precinct provides a way for existing industries to progressively improve and for newcomers to adopt a contemporary approach to carefully manage their operations.

Moving forward, we propose a balanced approach. Enabling future growth and development supports significant economic and employment outcomes for the city, as well as providing opportunity for existing industries to invest in newer, cleaner, and greener technology and infrastructure to better manage their impacts and emissions.

The proposed amendment and PSP provide a pathway to support progressive and enhanced economic outcomes, which capitalise on technology, while protecting the neighbouring community.



Policy directions

The following policy directions have informed the preparation of the proposed amendment and PSP and seek to balance industry investment and viability with the management of health, safety, amenity and risk to surrounding areas.

PD1: Investment and Employment Focus

a. Both existing and new Special Industries and High Impact Industries are encouraged to grow and establish in the designated Special Industry Precinct. This will support industry advancement and innovation, as well as promote growth in trade, investment and high-skilled employment opportunities.

PD2: Amenity and Residential Neighbourhoods Focus

a. Industries that are expanding their operations or new industries entering the Narangba Innovation Precinct must comply with standards related to matters such as air quality, noise, human health, and fire and explosion safety to manage their potential impacts and protect nearby sensitive land uses, such as residential neighbourhoods and educational facilities.

b. Expanding or new industries that could produce environmental impacts, including fine solid and liquid particles in the air (particulate matter $PM_{2.5}$ and PM_{10}), sulphur dioxide (SO_2), odours and noise, will be subject to strict regulations to mitigate their effects on nearby sensitive land uses.

c. The establishment of new sensitive land uses, such as residential and educational facilities, and the intensification of existing sensitive land uses, do not occur near industrial operations where potential impacts could occur.

These policy directions and the following recommendations are specific to future development within the Narangba Innovation Precinct (East) and the immediately surrounding areas (Rural Residential, General Residential, Recreation and Open Space and Environmental Management and Conservation zoned areas) between the precinct, Deception Bay Road and Lipscombe Road.[5] They do not affect existing approved operations in the wider Narangba Innovation Precinct. They will also only be applicable to existing businesses and sensitive land uses seeking to change their current approvals and new development proposals within or close to the precinct.

[5] As noted above, Council is undertaking separate work on a long-term plan for land on the other (western) side of the Bruce Highway. Refer to moretonbay.link/narangba-east-planning for further information about the Narangba East Planning Investigation.

Specific recommendations and why they are important

The policy directions will be delivered by the proposed amendment and PSP by implementing the following recommended changes to current policy settings and assessment benchmarks within the MBRC Planning Scheme.



Recommendations for both Special Industry and High Impact Industry

Why these recommendations are important

The opportunity exists for the MBRC Planning Scheme to better recognise the Narangba Innovation Precinct's strategic importance, as reinforced by *ShapingSEQ 2023,* as well as to facilitate improved economic and environmental health outcomes within and surrounding the precinct.

Through rigorous investigations, we have confirmed existing and new Special Industry should be encouraged to grow and invest in parts of the precinct further away from sensitive land uses where there is a lower risk of off-site impacts occurring.

Council proposes maintaining the existing footprint of the Industry Zone but aims to provide more clarity about the type of development appropriate in different locations.

The existing role of the State Government as the key regulator of many Special Industries and High Impact Industries within the precinct will continue. These industries are subject to rigorous environmental assessment and licensing requirements due to their potential to store, handle, or release higher-risk contaminants, ensuring risks to the community and environment are appropriately managed.[6]

1 **Establish** new strategic level policy that reinforces the importance of the Narangba Innovation Precinct and provides high-level direction about supporting both Special Industry and High Impact Industry where impacts, including cumulative impacts (not just an industries own impacts), can be managed.

[6] For further information about how industries in the Narangba Innovation Precinct are managed, refer to the information sheet moretonbay.link/nip-information-sheet.



2 **Rename and redefine** the Restricted Industry Precinct boundary from its current extent as shown on Figure 3 below to:

   i. be called **'Special Industry Precinct'**

   ii. include some land to the east that is already being used for Special Industry and High Impact Industry and suitably separated from sensitive uses (see Figure 3 below).

   iii. identify a **'core area'** that provides the greatest separation from sensitive areas (see Figure 3 below).

   This will support Special Industry and High Impact Industry in areas where there is a lower risk of off-site impacts occurring, being further away from sensitive land uses to the north, east and south.

3 **Maintain** all other existing industry zone precincts (General Industry Precinct, Light Industry Precinct and Mixed Business and Industry Precinct) within the Narangba Innovation Precinct (East).

4 **Maintain** the ability for accepted development and minor changes to occur within the new Special Industry Precinct where not increasing air emissions that contain particulate matter ($PM_{2.5}$ and PM_{10}), sulphur dioxide (SO_2) or odour.

   Note: 'Accepted development' does not require a development approval but may still need to comply with development requirements.

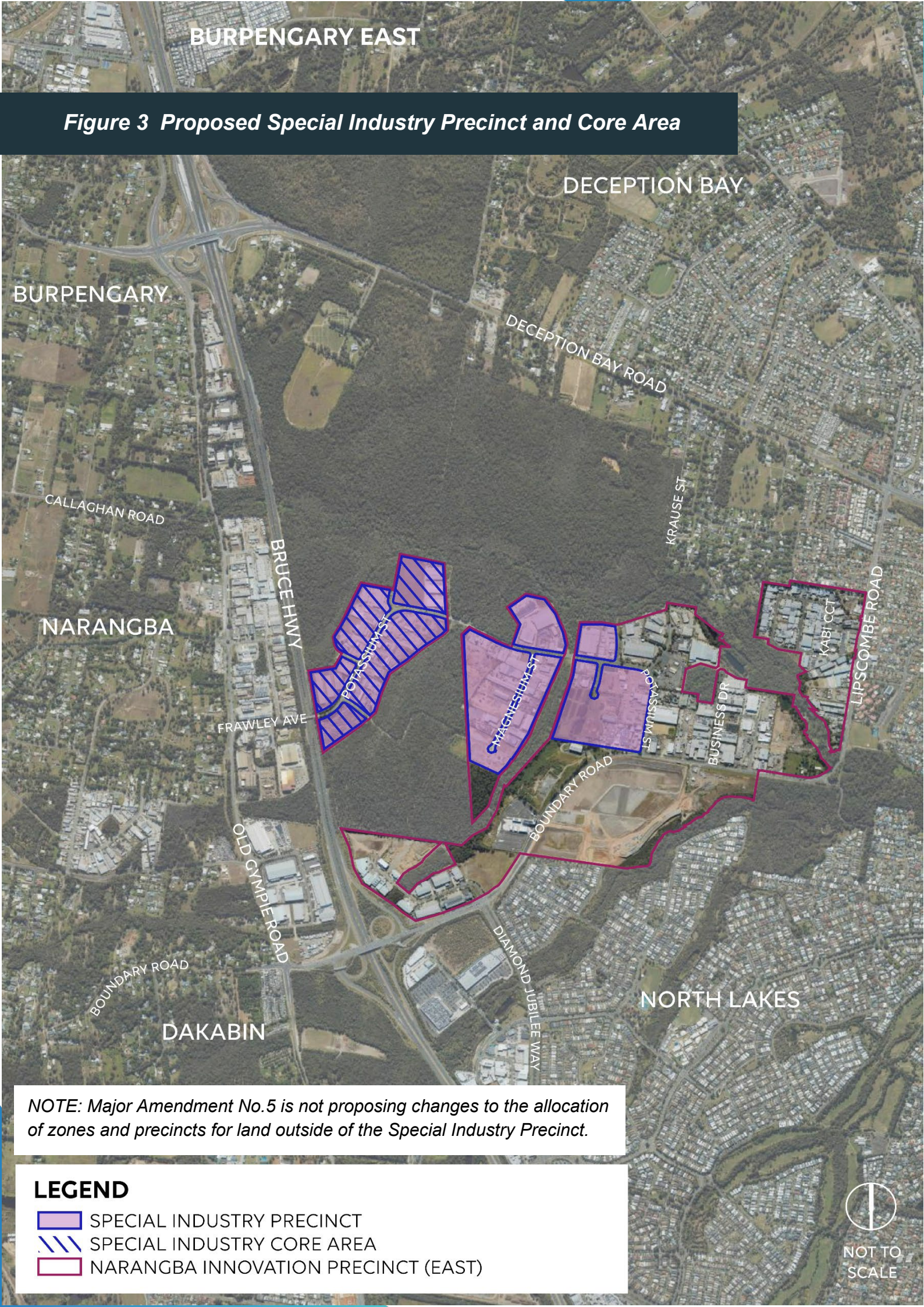


Figure 3 Proposed Special Industry Precinct and Core Area

Recommendations specific to Special Industry

Why these recommendations are important

The MBRC Planning Scheme does not currently support the replacement or growth of existing Special Industry, nor does it support the establishment of new Special Industries. The study found this barrier could shift for the precinct, as existing operations in the precinct are not having far-ranging substantial or adverse effects on surrounding areas.

The proposed amendment also provides an opportunity to more comprehensively assess and manage any potential impacts of proposed development, which will be reinforced by the introduction of the accompanying proposed *Planning Scheme Policy – Air Quality Impact Assessment*. New development application pathways can therefore be provided for businesses wishing to expand or establish in the precinct.

The proposed levels of assessment (e.g. type of application required, Code or Impact assessment) varies depending on whether a Special Industry is already operating in the precinct, the scale and potential impacts of the proposed development and its proximity to sensitive land uses.

Special Industry can include a wide range operations and activities, some of which may continue to be unsuitable in the precinct because of their typical impacts or proximity to sensitive land uses (such as excessive odour emissions potentially impacting residences). Until such time there are advancements in emissions management and control measures, it is proposed that some types of new Special Industries will continue to not be supported in the precinct. This approach will provide more certainty for industry and surrounding residents alike.

5 **Establish** new policy to support growth of existing Special Industry within the new Special Industry Precinct and require a code assessment application. This will provide greater certainty and confidence to established industries to grow and encourage investment in emission improvement upgrades.

Note: 'Code assessment' is a streamlined development application process where proposed development is assessed for compliance with specific requirements in the planning scheme and does not require formal public notification.

6 **Establish** new policy to support appropriate new Special Industry within the 'core area' of the new Special Industry Precinct (Figure 3) and require a code assessment application - except for certain types of new Special Industry as per Recommendation 7 below. The core area is appropriate for new Special Industry, being further from sensitive land uses and adjacent to the Bruce Highway.

7 **Establish** new policy that identifies certain types of new Special Industry as inappropriate and should not locate in the Narangba Innovation Precinct (East) due to their nature, emissions or proximity to sensitive land uses. At this point in time, uses that fall into this category include, but are not limited to: coke (fuel) production, gas or fuel gas refining or processing, power stations, pulp and paper manufacturing, sugar mills, tobacco processing, explosives manufacturing, rendering plants and wool scouring or carbonising.

8 **Maintain** existing level of assessment (an impact assessment application) for new Special Industry in the balance of the new Special Industry Precinct (outside the "core area").

Note: Impact assessment is a comprehensive development application process where proposed development is assessed against the whole planning scheme and other relevant matters and requires formal public notification. Submitters to these types of applications have the legal right to appeal Council's decision on the development application.

Recommendation 1 above identifies that support can be afforded to new Special industries. Impact assessment will help the community to better understand development proposals outside of the "core area" and provide opportunity to have their say.

9 **Maintain** existing policy that does not support Special Industry outside the new Special Industry Precinct (i.e. areas within the General Industry Precinct due to proximity to sensitive land uses).

Recommendations specific to High Impact Industry

Why these recommendations are important

High Impact Industry is already supported in part of the precinct; however the findings of the technical investigations indicated the 'one-size-fits-all' arbitrary separation distance of 500m between High Impact Industry and sensitive land uses is not suitable and does not consider cumulative impacts (the proposed impact of development combined with existing impacts from the wider precinct), or take account of opportunities to better manage emissions.

Similarly to Special Industries, some High Impact Industries are unsuitable in the precinct due to their impacts and will be identified as inappropriate until such time there are advancements in emissions management and control measures.

10 **Establish** new policy that identifies certain types of new High Impact Industry as inappropriate and should not locate in the Narangba Innovation Precinct (East) due to their nature, emissions and/or proximity to sensitive land uses. At this point in time, uses that fall into this category include, but are not limited to: abattoirs, waste disposal operations (namely open landfill) and asphalt plants.

11 **Maintain** existing policy that supports growth of existing and new High Impact Industry within the new Special Industry Precinct as either accepted development subject to requirements where using an existing building or requiring a code assessment application - except for certain types of new High Impact Industry as per Recommendation 10 above.

12 **Maintain** existing policy for the General Industry Precinct that limits new High Impact Industry to concrete batching or manufacturing and requires a code assessment application.

13 **Remove** current policy that references a generic 500m separation distance for all High Impact Industry and instead take the more customised approach of a cumulative impact assessment.



Recommendations to protect existing industrial uses

Why these recommendations are important

Industrial land is valuable and limited across the city, and particularly within the precinct. Therefore, we want to ensure the few vacant or underutilised sites in the new Special Industry Precinct are preserved for Special Industry and High Impact Industry.

Existing Special Industry and High Impact Industry also require protection from incompatible uses, such as non-industrial uses, including those that may generate additional visitation to the precinct and in turn threaten their ongoing operation and viability.

Similarly, it is important to closely manage new development involving sensitive land uses, such as townhouses, to the northeast of the precinct (south of Deception Bay Road and west of Lipscombe Road) where there is the potential for impacts or nuisance from the existing industries. This will not only help protect the operation of the precinct and the viability of existing industries, it will also keep our communities safe and healthy.

It is important that existing industries can be confident their ongoing viability will be considered and protected when new development is proposed within and surrounding the precinct.

14 **Remove** current circumstances that allow non-industrial temporary uses to occur as accepted development. These temporary uses should not be encouraged within the new Special Industry Precinct.

15 **Strengthen** existing policy for ancillary uses (e.g. administration, retail sales, storage and research and development) to occur only where they closely support, and are directly related to, the Special or High Impact Industry on the site and their footprint does not diminish the opportunity for new or further industrial development.

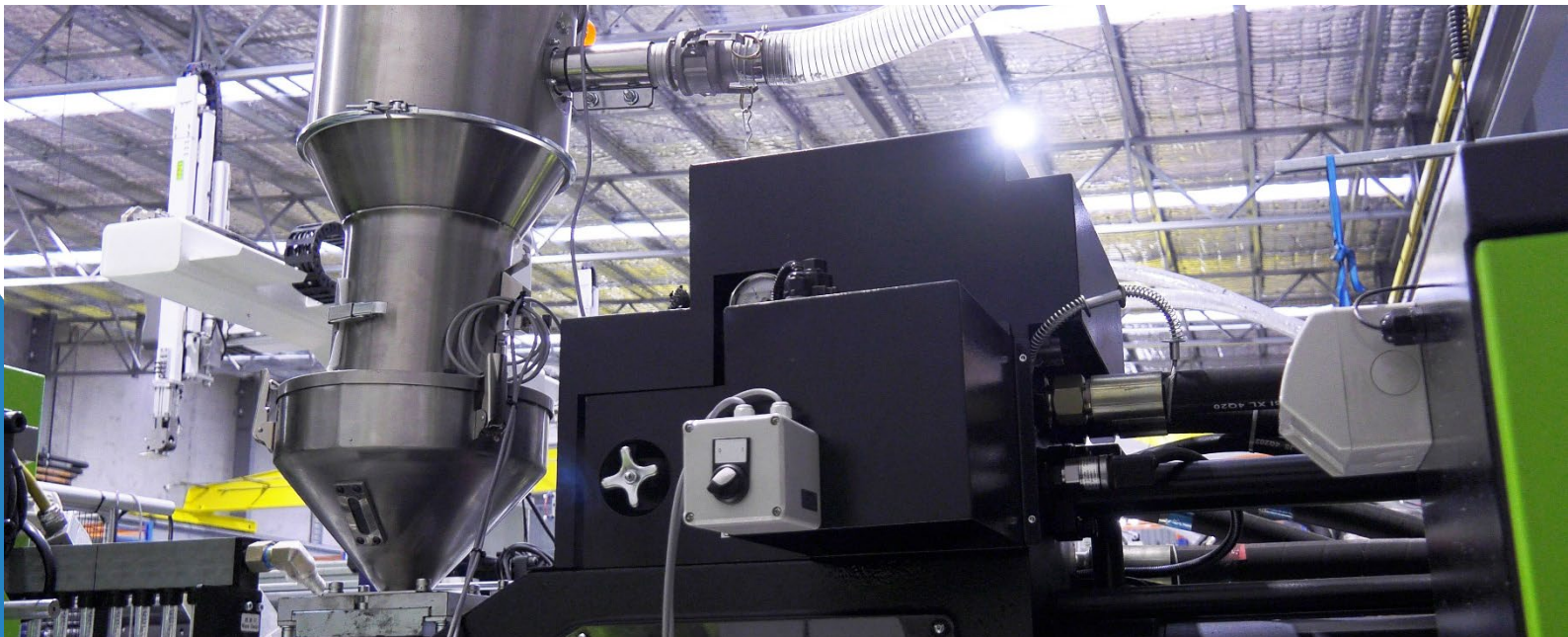
16 **Strengthen** existing policy that does not support sensitive land uses or land uses that will generate greater visitation (above typical operational attendance) within the new Special Industry Precinct. This will remove the opportunity to establish Caretaker's accommodation within the Special Industry Precinct and ensure new uses do not compromise the ongoing viability of existing industries.

17 **Strengthen** existing policy to manage the intensification of sensitive land uses (beyond a Dwelling house or Secondary dwelling) in the General Residential zone (Suburban Neighbourhood Precinct) and Rural Residential zone north of the Narangba Innovation Precinct (East), south of Deception Bay Road and west of Lipscombe Road, where potential environmental health impacts or nuisance could occur, to protect the operation of the precinct and the viability of existing industries.

18 **Establish** new policy that restricts new Medium Impact Industry and Research and Technology Industry uses in the new Special Industry Precinct given the wide range of alternative zones and Industry zone precincts in the city where these uses are encouraged. Existing industries of this type that are expanding their operations will be supported subject to requirements, but the establishment of new uses of this type will be restricted so available land is preserved for use by High Impact Industry and Special Industry.

It is acknowledged that existing Medium Impact Industries may evolve over time, and it is not envisaged this will affect the ability to pursue ancillary research and technology components to existing operations.

19 **Maintain** existing policy that does not support other uses within the new Special Industry Precinct, including food and drink outlets, offices, shops and warehouses.



Recommendations to protect amenity and sensitive land uses (within and surrounding the Narangba Innovation Precinct) and to better manage potential industrial impacts

Why these recommendations are important

The existing zones surrounding the precinct remain suitable, however new sensitive land uses require more strict assessment to ensure they will not be adversely impacted by the cumulative emissions from the precinct.

We want to keep our communities safe and healthy. To do this, it is important to closely manage new development immediately to the northeast of the precinct (south of Deception Bay Road and west of Lipscombe Road) where there is the potential for impacts or nuisance from existing industries. Rural Residential zoned land in this location will need to continue to maintain the existing large lot sizes and very low residential density. These actions will limit new sensitive land uses and ensure the precinct continues to operate as intended.

The environmental health investigations found a different approach to assessing potential impacts from development is needed. Council usually assesses only the individual impact of a development proposal. Our investigations confirmed that in this location, it would be more appropriate to assess the cumulative impact of development (the potential impacts for the proposed development on top of the existing impacts of the whole precinct) rather than using a minimum separation distance to sensitive land uses.

The proposed PSP provides guidance and additional information on how to conduct air quality assessments and prepare associated impact assessment reports and management programs. The PSP also provides specific guidance for the assessment of air emissions in or adjacent to the precinct from a cumulative perspective and how an emissions inventory for the precinct will assist this assessment.

20 **Establish** new policy that requires assessment of the cumulative impact of proposed development combined with existing emissions from the Narangba Innovation Precinct on surrounding sensitive land uses and non-sensitive land uses potentially impacted by the development. A cumulative impact assessment will look at potential environmental harm and nuisance impacts from existing approved uses and

proposed new development to demonstrate compliance with legislated standards and guidelines from a whole of precinct perspective.

Note: Proposed Planning Scheme Policy - Air Quality Impact Assessment provides guidance on undertaking a cumulative air quality impact assessment.

21 **Establish** new policy that specifically limits new development that may increase fine solid and liquid particles in the air (particulate matter $PM_{2.5}$, PM_{10}), sulphur dioxide (SO_2) and odour emissions in the Narangba Innovation Precinct, and especially at nearby sensitive and non-sensitive land uses potentially impacted by these emissions.

22 **Strengthen** existing policy for 'no further reconfiguration' (i.e. subdivision) and reinforce the intent to maintain dispersed low-density residential development on large lots in the nearby Rural Residential zone to the north (and south of Deception Bay Road) to recognise proximity to the Narangba Innovation Precinct (East) and its associated impacts.

23 **Revise** policy to remove support for new Caretaker's accommodation in the Industry zone (Special, General, Light and Mixed Industry and Business Precincts).

24 **Maintain** existing surrounding zones and zone precincts, including the Mixed Industry and Business Precinct south of Boundary Road.

25 **Strengthen** existing policy on environmental health impacts by providing guidance on how to undertake a cumulative air quality impact assessment.

Note: Proposed Planning Scheme Policy - Air Quality Impact Assessment provides guidance on undertaking a cumulative air quality impact assessment.

26 **Strengthen** existing requirements for industries that involve large quantities of hazardous chemicals which are not assessed by the State Government. This will include assessment of potential off-site risks, including thermal radiation, blast overpressure, toxic gas release and explosive vapour clouds. The storage of hazardous chemicals is to achieve maximum separation to sensitive land uses or within a building or structure to shield or contain potential adverse impacts.

27 **Establish** new policy that requires best practice environmental management and mitigation measures to be incorporated into the design and operation of new industries, and changes to existing industries, including 'best available technology' in plant and equipment, to manage all point and fugitive emission sources.

28 **Maintain** existing requirements for noise impact assessment and noise limit criteria at external and internal areas of sensitive receivers.

29 **Update** references to current State and Federal Government guidelines to refer to the latest air quality, noise and health risk standards.