



Queensland Ports Strategy 2014



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Foreword

It is an undeniable fact that Queensland is a trading economy. With a population of less than five million and a land area of almost two million square kilometres our economy relies heavily on trade through our 15 trading ports.

While our ports are a long standing feature of the 7000 kilometre Queensland coastline, the function and scale of our ports has evolved over time, particularly in recent years. Changes in any port network could come with unintended consequences for the environment if not properly managed.



In June 2012, the UNESCO World Heritage Committee recommended that unintended consequences for the Great Barrier Reef be avoided by government deciding "not [to] permit any new port development or associated infrastructure outside of the existing and long-established major port areas within and adjoining [the Great Barrier Reef World Heritage Area]". At that time, the Queensland Premier, Campbell Newman, responded as follows:

Very clearly there needs to be a proper strategy, orderly progression of these developments. We shouldn't be building a multitude of new ports and we won't be. We will protect the environment but we are not going to see the economic future of Queensland shut down.

The Honourable Campbell Newman MP, Premier of Queensland (June 2012)

Since June 2012, the government has been developing a 'proper strategy'—a strategy that would provide a rigorous systematic approach to manage the balance between economic development and environment protection. Our first step was through the Great Barrier Reef Ports Strategy where the Queensland Government committed to 'restrict any significant port development, within and adjoining the Great Barrier Reef World Heritage Area, to within existing port limits until 2022' (October 2012).

Through the draft Queensland Ports Strategy we committed to driving economic growth through the establishment of Priority Port Development Areas (PPDAs) and concentrating port development in these existing and long-established major port areas. We also committed to improving efficiency through reviewing port governance and optimising supply chains. We foreshadowed that these outcomes would be underpinned by a rigorous systematic approach to port master planning (October 2013).

In June 2014, I am very pleased to commend the Queensland Ports Strategy to you. This 'proper strategy' builds on our earlier commitments and provides certainty for industry about the future development of ports in this state. It also provides certainty for other stakeholders of the government's intention to properly manage the impacts of port development. This certainty will be provided through legislation which will be introduced to the Queensland Parliament later in 2014. This legislation will establish PPDAs, remove duplication and confusion in the regulation of ports and provide for greater transparency in port development by requiring PPDAs to adhere to leading practice master planning.

The Queensland Ports Strategy is a significant step forward in producing a leading practice Queensland port network that can co-exist with a world renowned environmental icon—the Great Barrier Reef.

The Honourable Jeff Seeney MP

Deputy Premier and Minister for State Development, Infrastructure and Planning

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Summary of actions

Queensland's port network

The Queensland Government will investigate port governance arrangements to achieve a structure that better reflects the diverse roles, markets, sizes and commerciality of Queensland's ports.

Priority Port Development Areas

- The Queensland Government will establish five Priority Port Development Areas (PPDAs) at long-established major ports:
 - Port of Abbot Point
 - Port of Brisbane
 - Port of Gladstone
 - Port of Hay Point and Port of Mackay
 - Port of Townsville.

Concentrating port development

- Within and adjoining the Great Barrier Reef World Heritage Area, the Queensland Government will prohibit dredging for the development of new, or the expansion of existing port facilities outside PPDAs, for the next ten years.
- The Queensland Government will develop technical guidelines for the assessment of dredging and other coastal development activities that involve the disturbance of marine sediments.

Port master planning

- 5. The Queensland Government will introduce a guideline for port master planning that considers relationships beyond traditional port boundaries, operational, economic, environmental and social issues including supply chain connections and surrounding land uses.
- Port master plans will be developed in accordance with the 'avoid, mitigate, offset' hierarchy of principles, with offsets implemented through Queensland and Australian Government offsets policies as appropriate.
- Port master plans will contain an environmental management framework to manage land and marine-based environmental values including Matters of National Environmental Significance, Outstanding Universal Value, Matters of State Environmental Significance and cumulative impacts.
- 8. The Queensland Government will work with the Australian Government and the Great Barrier Reef Marine Park Authority to develop guidelines for proponents to consider when assessing cumulative impacts on Matters of National Environmental Significance and Outstanding Universal Value, including impacts on the Great Barrier Reef World Heritage Area.
- The Queensland Government will develop a guideline to support economic analysis of ports (including forecasting and scenario analysis).

Legislative reform

- 10. The Oueensland Government will introduce the Ports Bill to Parliament which will:
 - establish the five PPDAs
 - prohibit dredging within and adjoining the Great Barrier Reef World Heritage Area for the development of new, or the expansion of existing port facilities outside PPDAs, for the next ten years
 - require preparation of master plans for each PPDA in accordance with a statutory guideline
 - create development certainty in PPDAs by reducing duplication in assessment and approval requirements.
- 11. The Queensland Government will seek to deliver streamlining for environmental approvals under the Environment Protection and Biodiversity Conservation Act 1999 (Cwlth) for port developments through an approvals bilateral agreement.
- 12. The Queensland Government will work to identify and implement administrative and/or legislative changes to provide streamlining benefits for port development.
- 13. The Queensland Government will review and amend the State Planning Policy to reflect the state interest in PPDAs.

Port and supply chain performance

- 14. Recognising the different needs of each of Queensland's ports supply chains, the Queensland Government will work with ports and connecting land and marine supply chain stakeholders to improve and optimise supply chain coordination where possible.
- 15. The Queensland Government will develop a Sea Freight Action Plan and complete a Parliamentary Inquiry into coastal shipping.
- 16. The Queensland Government will work with the ports industry to investigate measurements of port and supply chain performance to be used in port planning, monitoring and management activities.
- 17. The Queensland Government will work with the ports industry to investigate systems and protocols for data and information sharing, including confidentiality protocols.

Implementation

18. The Queensland Government will establish a committee to oversee implementation of the Queensland Ports Strategy Action Plan.

Introduction and vision

The Queensland Ports Strategy outlines the Queensland Government's framework for port development over the next ten years. Its primary objective is to provide certainty to the ports industry and to the wider community that the economic contribution of ports can and will grow, while ensuring the continued protection of Queensland's valuable environmental assets, including the Great Barrier Reef.

The vision of the Queensland Ports Strategy is to:

Drive economic growth through the efficient use and development of Queensland's long-established major port areas, while protecting and managing Queensland's outstanding environmental assets.

Through the Queensland Ports Strategy, the Queensland Government is reforming the way ports are planned, regulated and managed in Queensland.

The strategy includes an action plan with commitments from the government regarding:

- Priority Port Development Areas
- concentrating port development
- port master planning
- · legislative reform
- port and supply chain performance.

Development of the Queensland Ports Strategy

In October 2012 the Queensland Government released the *Great Barrier Reef Ports Strategy* for public consultation. The strategy presented the vision and principles guiding future port development and planning in the Great Barrier Reef coastal region to 2022.

The strategy included the commitment to restrict any significant port development, within and adjoining the Great Barrier Reef World Heritage Area, to within existing port limits until 2022.

In October 2013, the government released the draft Queensland Ports Strategy for public consultation. The draft strategy built upon the *Great Barrier Reef Ports Strategy* and sought feedback on the government's vision for Queensland's port network.

In total, 231 submissions were received during the consultation period and the draft strategy was downloaded almost 1000 times. A summary of consultation responses is available at www.dsdip.qld.gov.au/qps.

Submissions were received from a wide range of stakeholders including the ports industry, environmental groups, the resources industry, local government, the tourism industry and individuals.

These submissions were considered in the development of the Queensland Ports Strategy.

Queensland's port network

Queensland has 20 ports—15 trading ports (including one non-operational trading port), two community ports and three smaller gazetted non-trading ports.

The development and use of each of Queensland's ports has been determined by their unique geographic features. These include access to deepwater and natural harbours, proximity to sites of production and connecting landside infrastructure, proximity to import markets, and adequate land and sea linkages.

As well as facilitating the import and export of goods and commodities, Queensland's ports have important strategic functions such as:

- · exporting locally-produced commodities
- importing goods for small or remote communities
- providing facilities for national defence operations
- encouraging tourism through cruise shipping and recreational marine facilities.

The diverse sizes and primary functions of Queensland's ports are highlighted on pages 3 and 4.

The role of ports in supporting defence

Queensland is the second-largest state for defence employment and is home to a quarter of the Australian Defence Force's (ADF) military personnel and national defence industry activity. The Queensland Government is committed to ensuring the state is equipped to support Australia's defence needs.

Located within the Port of Cairns, HMAS Cairns has 900 navy and civilian personnel.

Cairns is also the home port for 14 naval vessels. The base provides maintenance, logistics and administrative support for fleet units including navy and customs patrol boats, landing craft, hydrographic ships and the Laser Airborne Depth Sounding Flight.

The Port of Townsville expansion includes a \$30 million Department of Defence contribution to increase capacity to service defence ships and enhance the capacity of the port to support major ADF activities.

The Port of Brisbane provides important operational flexibility to the ADF by allowing large amphibious ships to embark and disembark army units based in Brisbane. The port also regularly supports visits from foreign defence force vessels.

Cruise shipping at Queensland ports

Queensland is the second-largest cruise market in Australia in terms of activity. The major cruise ship destinations are:

- · Port of Brisbane
- Whitsundays
- Port of Cairns, Yorkeys Knob and Port Douglas
- Port of Townsville
- · Port of Cooktown

These destinations handled 215 cruise ship calls in 2012–13, with over 450 000 cruise ship passengers visiting the state. In 2012–13 the cruise industry expenditure in Queensland was approximately \$350 million.

Snapshot of Queensland ports (2012–13)

Abbot Point

- Australia's most northern export coal port
- exported 17.7 million tonnes of coal in 2012-13

Brisbane

- rapidly expanding multicommodity port,
 Queensland's largest general cargo port, and
 Queensland's primary import port
- trade consists of a range of containerised, bulk and break-bulk cargoes
- total throughput in 2012–13 was 37.16 million tonnes

Bundaberg

 exported 204 800 tonnes of sugar in 2012–13

Burketown

non-trading port

Cairns

- multi-purpose regional port that caters for a diverse range of uses including bulk and general cargo, defence, cruise shipping, fishing fleet and reef passenger ferries
- total trade in 2012–13 was
 1.06 million tonnes

Cape Flattery

- exports silica sand from the Cape Flattery mine
- exports in 2012-13 totalled
 1.68 million tonnes

Cooktown

 non-trading port with some cruise ship visits

Gladstone

- Queensland's largest multicommodity port with over 30 products handled through the port
- largest throughput volumes are coal, bauxite and alumina
- in 2012-13, total trade through Gladstone was 85.29 million tonnes

Hay Point

- one of the largest export coal ports in the world
- 96.6 million tonnes of coal exported in 2012-13

Karumba

- exports zinc from Century Mine, as well as general cargo and livestock
- total trade of 895 037 tonnes in 2012-13

Lucinda

- exported 424 103 tonnes of sugar in 2012–13
- exports and imports small amounts of general cargo

Mackay

- multi-cargo port with total trade of 3.3 million tonnes in 2012–13
- sugar and grain comprised 84 per cent of the port's exports
- imported 1.4 million tonnes of petroleum products

Maryborough

non-trading port

Mourilyan

- exports raw sugar, molasses and timber
- total trade of 533 331 tonnes in 2012–13

Port Alma (Rockhampton)

- import and export of niche market products including ammonium nitrate, explosives, general cargo, salt and tallow
- total trade of 349 710 tonnes in 2012–13

Ouintell Beach

 community port that imported 1453 tonnes of general cargo in 2012–13

Skardon River

 non-operational trading port

Thursday Island

 community port that traded 77 488 tonnes of general cargo in 2012–13

Townsville

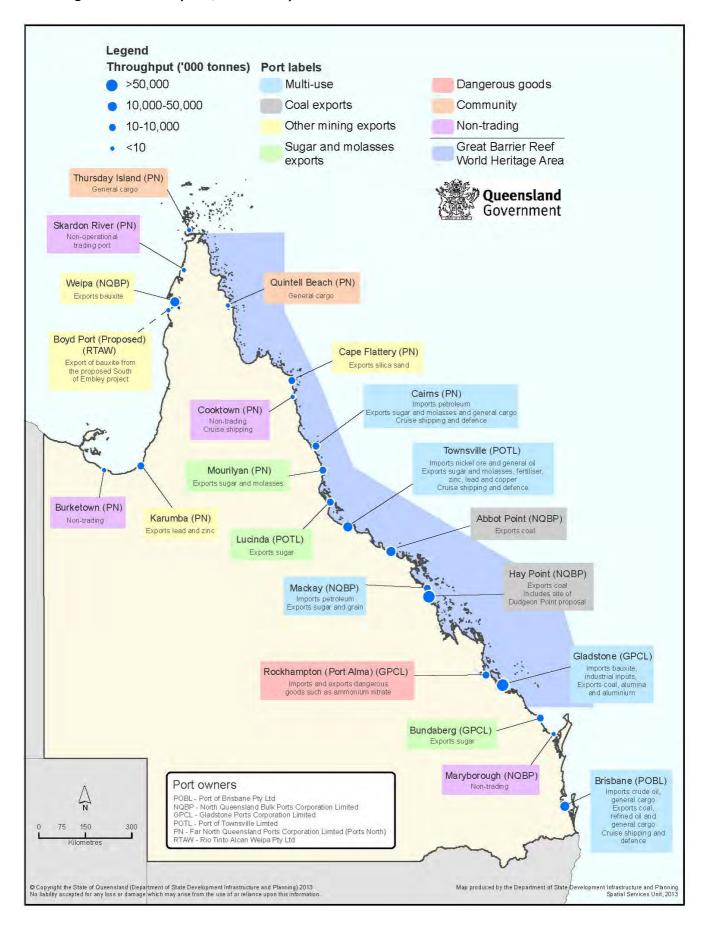
- exports minerals from the north-east and north-west minerals provinces
- import hub for northern Queensland
- supports defence and cruise shipping operations
- total trade of 12.11 million tonnes in 2012–13

Weipa

- primary function is export of bauxite from the Rio Tinto Alcan Weipa mine
- total trade of 29.0 million tonnes in 2012–13.

Source: Trade statistics for Queensland Ports 2013, Department of Transport and Main Roads http://www.tmr.qld.gov.au/business-industry/Transport-sectors/Ports/Trade-statistics-for-Queensland-ports.aspx

Figure 1 Map of Queensland's port network



Port governance

The intent of the Queensland Ports Strategy is to offer a robust guide for Queensland port development regardless of port-ownership models.

There are currently four government owned corporations (GOCs) responsible for managing 19 government owned ports-Gladstone Ports Corporation Limited, the Port of Townsville Limited, North Queensland Bulk Ports Corporation Limited and Far North **Queensland Ports Corporation Limited** (trading as Ports North). This governance model requires port GOCs to operate on a commercial basis and in a competitive environment, while providing for continued state ownership and allowing the state to provide strategic direction.

GOCs are responsible for the planning and management of strategic port land, and managing core port services such as dredging, pilotage and towage. The private sector is mostly responsible for port operations such as cargo handling and shipping. Over time, the private sector has increasingly funded port and supply chain infrastructure, and in some cases has leased port infrastructure and land from the government.

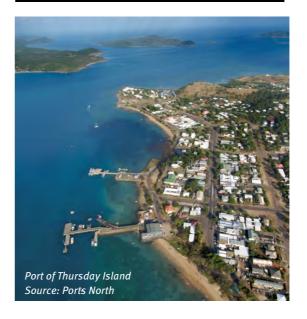
In 2010, the Queensland Government leased the Port of Brisbane to the private sector for 99 years. Under this arrangement, the Queensland Government retains ownership of the port land and key infrastructure, but transfers the management and operation of the port to the private sector. The Queensland Government also leased coal terminals at the ports of Hay Point (Dalrymple Bay Coal Terminal) and Abbot Point to the private sector in 2001 and 2011 respectively. In addition, many port facilities throughout Queensland are funded and owned by the private sector.

Based on expert, independent advice and on the outcomes of the community consultation undertaken as part of the Strong Choices consultation, the government proposes to let long-term leases for Port of Gladstone (excluding Port of Bundaberg), and an integrated supply chain comprising Port of Townsville (excluding Port of Lucinda) and the Mount Isa Rail Line. This will be subject to a community mandate. In addition, the government is reviewing the current ports governance model to put in place a governance structure which better reflects the diverse roles, markets, sizes and commerciality of Queensland's ports. The aim of a reformed port governance structure will be to:

- facilitate more efficient and effective port services
- where appropriate, put in place governance arrangements that are better suited to management and planning by the private sector and local government.

Action

The Queensland Government will investigate port governance arrangements to achieve a structure that better reflects the diverse roles, markets, sizes and commerciality of Queensland's ports.



Port trade statistics

Ports play a vital role in supporting the state's economy by connecting Queensland industries with international markets. In 2012-13 Queensland's ports facilitated over \$44 billion of exports to overseas destinations.

As indicated in Figure 2, over the last ten years trade volumes at Queensland ports have grown by almost 30 per cent to

approximately 286.4 million tonnes in the year ended 30 June 2013.

Figure 3 indicates the volume of throughput at Queensland ports in 2012-13, based on total tonnage, and Figure 4 indicates the volume by commodity across all ports in the same time period. Coal exports account for the largest portion of throughput at Queensland ports by volume, followed by bauxite then petroleum products.

Figure 2 Historical trade volumes at Queensland ports

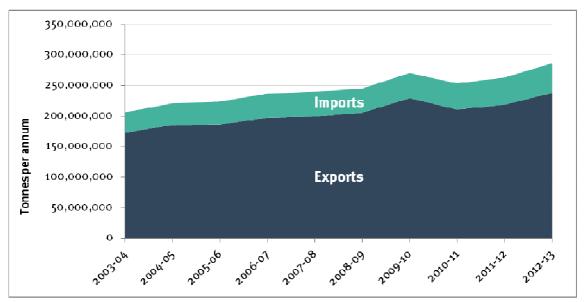
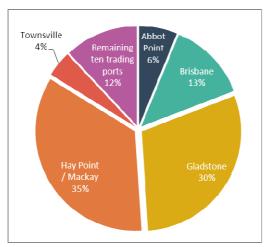
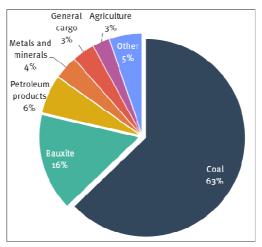


Figure 3 Comparative trade volumes by port in 2012-13



Comparative trade volumes Figure 4 by commodity in 2012-13



All trade volumes sourced from Trade statistics for Queensland Ports 2013, Department of Transport and Main Roads http://www.tmr.qld.gov.au/business-industry/Transport-sectors/Ports/Trade-statistics-for-Queensland-ports.aspx

Note: the charts illustrate the total imports and exports at Queensland ports. Goods shipped from one Queensland port to another are counted twice. For example, much of the Bauxite exported from the Port of Weipa is shipped to the Port of Gladstone where it is refined into alumina/aluminium and exported to world markets.

All figures are based on the total tonnage of goods imported or exported at ports. It is difficult to compare ports based on the value of goods traded as the prices of commodities vary and are subject to commercial-in-confidence restrictions.

Priority Port Development Areas

Concentrating and planning for development at Queensland's long-established major ports maximises efficiencies and economic outcomes for the state, while minimising environmental impacts.

Action

The Queensland Government will establish five Priority Port Development Areas (PPDAs) at long-established major ports:

- Port of Abbot Point
- Port of Brisbane
- Port of Gladstone
- Port of Hay Point and Port of Mackay¹
- Port of Townsville.

This action is consistent with the National Ports Strategy which articulates priorities to improve planning of Australia's major ports and freight infrastructure.

The government will facilitate staged, incremental expansion of port and terminal capacity to meet emerging demand in line with long-term plans at each PPDA.

Queensland's longestablished major ports

Together, the ports of Brisbane, Gladstone, Hay Point, Mackay, Abbot Point and Townsville handle 98 per cent (47 million tonnes in 2012-13) of Queensland's imports and 86 per cent (205 million tonnes in 2012-13) of the state's exports by volume.

These ports are strategically positioned for future port growth with supply chain infrastructure connecting the ports to centres of production and demand.

Supporting northern Queensland

The Port of Townsville is a multi-cargo trading port which serves as a critical transport hub for Northern Queensland. The port's varied trade includes minerals, refined metals, agricultural, petroleum, cement, motor vehicles and general cargo.

The port is surrounded by regional Queensland's largest urban population and is also an important strategic location for Australian Defence Force naval operations.

The Port of Townsville's outlook for the future is strong with trade volumes expected to increase substantially in the next twenty years.

¹ At the ports of Hay Point and Mackay, a single PPDA will be established comprising two zones—a separate zone at each port. This will allow for planning and development to be considered at a regional level.

Rapid growth in central Queensland

As identified in the Central Queensland Regional Plan, the region is currently experiencing rapid economic growth as a result of record levels of investment from the resources sector. In 2011-12, around 75 million tonnes of coal was produced in the region accounting for 40 per cent of Queensland's total coal production. Agricultural production also continues to grow strongly in central Queensland accounting for almost 10 per cent of total agricultural production in the state.

Development at the central Queensland ports of Gladstone, Hay Point and Abbot Point will be vital to support this growth.

The Port of Mackay supports the export of agricultural products and also plays a critical role in the central Queensland resources supply chain. The port facilitates the import of petroleum and other bulk commodities essential to the resources sector. As resource developments in the Bowen Basin come online and expand, imports through this port will increase.

Brisbane—a multi-commodity hub

The Port of Brisbane is one of Australia's fastest growing container ports and is Queensland's primary import port, handling trade of approximately \$50 billion per annum. The port is a diverse, multicommodity port supporting a range of industries across Queensland. In 2012-13, it facilitated imports of 18.2 million tonnes and exports of 19.0 million tonnes, including over 90 per cent of Queensland's containers and motor vehicles; almost the entirety of Queensland's meat exports; and around half of the state's total agricultural exports. The size of this task and the importance of the Port of Brisbane to the state means that it requires an efficient, multi-modal logistics supply chain.

Increasing throughput will translate to significantly increased demand on urban road and rail connections between the port and key industrial precincts, as well as key freight corridors to regional areas.

The port also provides berthing for foreign and Australian naval vessels and is the key gateway for Queensland's cruise industry.



Concentrating port development



The Queensland Government is committed to the protection of the environment, including the ongoing protection of the Great Barrier Reef. The Queensland Government will ensure the Great Barrier Reef remains protected and continues to be one of the best managed marine areas in the world by maintaining and building on its commitment in the Great Barrier Reef Ports Strategy to restrict any significant port development, within and adjoining the Great Barrier Reef World Heritage Area, to within existing port limits until 2022.

Action

Within and adjoining the Great Barrier Reef World Heritage Area, the Queensland Government will prohibit dredging for the development of new, or the expansion of existing port facilities outside PPDAs, for the next ten years.

This prohibition will ensure that pristine areas of the Great Barrier Reef are protected, while still allowing for sustainable port development. This approach is consistent with the UNESCO World Heritage Committee's recommendations for the government to restrict port development outside the long-established major port areas within or adjoining the Great Barrier Reef World Heritage Area.

Transitional arrangements

The Queensland Ports Strategy sets out the government's policy direction for the ports network over the next decade. It does not seek to retrospectively prohibit projects that have been previously approved or are currently being assessed.

Environmental impact statement (EIS) processes for projects commenced in good faith, prior to the development of this strategy, and in accordance with the rigorous assessment and approval requirements of the Queensland and Australian Governments will continue. The government does not intend to 'move the goalposts' part-way through the assessment of these projects, by retrospectively imposing a prohibition on dredging.

As such, the prohibition will not apply to port development proposals that had commenced an assessment process under Queensland or Australian Government law prior to the commencement of new ports legislation (see page 17).

If proponents wish to continue to pursue such development proposals, government assessment and approval is contingent on the completion of a rigorous EIS which describes the:

- current environment
- proposed development's potential environmental impacts-including direct, indirect and cumulative impacts resulting from the construction, commissioning, operation and decommissioning of the proposed development
- ways of avoiding, mitigating or offsetting these impacts.

The EIS must provide sufficient information to enable government to fully understand the proposed development's potential impacts and be satisfied that any such impacts can and will be avoided or managed to high environmental standards, and offset as required by legislation. Proposed developments may then be approved, approved subject to conditions, or not approved based on the information provided.

Dredging

Dredging is a necessary activity for safe port operations. Natural events, including extreme weather events such as flood and cyclones, as well as normal coastal processes will routinely result in the deposition of excess sediment in shipping channels, swing basins and berth pockets. Like landside connections, these seaside linkages are critical for safe and efficient port operations.

Recognising this, the prohibition on dredging will not apply where dredging is undertaken:

- · for safety or navigation reasons
- to increase a port's resilience to natural events
- · to maintain the effective operation of existing port facilities
- for non-port related reasons (e.g. beach maintenance).

In all cases, dredging will continue to be subject to rigorous environmental assessment.

Impacts and material relocation

The potential impacts of dredging will vary, depending on factors such as the scale and time period involved in the dredging task, the sensitivity of the surrounding marine environment and the composition and location of the dredged material.

Dredging and port development will continue to be subject to assessment as required and in accordance with the environmental standards of both Queensland and Australian Governments. After the most appropriate site for dredging is selected, specific requirements and conditions are placed on the dredging activity and the dredged material relocation process. These activities are subject to ongoing management and monitoring.

The Queensland Government supports a scientific, risk-based approach to the management of dredging and dredged material relocation.

Relocation of dredged material remains a key focus of port-related environmental approvals. The Queensland Government supports port by port decisions based on international and Australian legislation and guidelines, including:

- 1996 Protocol to the Convention on the Prevention of Marine Pollution by Dumping of Wastes and Other Matter 1972
- Environment Protection (Sea Dumping) Act 1981 (Cwlth)
- National Assessment Guidelines for Dredging.

The use of rigorous scientific analysis is a key aspect of the Queensland Government's approach to dredging activity and the management of dredged material.

Action

The Queensland Government will develop technical guidelines for the assessment of dredging and other coastal development activities that involve the disturbance of marine sediments.

The guidelines will identify considerations that should be reflected in environmental studies associated with dredging, and potentially direct proponents to appropriate sites to undertake dredging activities which will limit adverse environmental impacts and ensure appropriate information is available to expedite decision making.



Port master planning

Globally, comprehensive port master planning is playing an increasingly important role in port management.

Continued demand for safe and efficient global trade, combined with the needs for an efficient supply chain and continued environmental management of sensitive coastal areas, is driving the need for a comprehensive approach to port planning.

In recognition of this, the National Ports Strategy strongly supported the need for 'long-term integrated master plans for ports guided by best practice'2.

While regulation of port planning in Queensland has historically focused on land use planning within port boundaries, leading practice port master planning also requires consideration of issues beyond the port boundaries—taking into consideration factors such as supply chain connections, environmental and community values and surrounding land use activities.

Action

The Queensland Government will introduce a guideline for port master planning that considers relationships beyond traditional port boundaries, operational, economic, environmental and social issues including supply chain connections and surrounding land uses.

Port master planning will be informed by a statutory guideline. The guideline will outline principles and processes that will be applied

² Infrastructure Australia, 2012, http://www.infrastructureaustralia.gov.au/p ublications/files/COAG_National_Ports_Strat egy.pdf

according to individual port circumstances such as geography, environment, trade profiles, changing markets and demand.

A master plan will be prepared for each PPDA in accordance with the statutory guideline.

Benefits of port master planning

A well-structured master plan, supported by robust and transparent data and forecasting information will:

- · clarify the port vision and strategic operational objectives for the medium to long-term
- provide for the efficient delivery and management of critical infrastructure based on scenario analysis
- provide increased certainty for port users, stakeholders and local communities regarding future development and operations
- create economic value through increased industry and investment confidence
- provide an outcome-based decision making framework to manage risk and generate improved economic, environmental and social outcomes throughout the supply chain network
- provide for increased environmental protection through environmental management frameworks
- increase transparency through better public reporting and data provision
- identify land and corridors that need to be protected for port development and operations
- provide an efficient and robust regulatory system to support future port development.

Environment protection

Critical to the success of port master plans is the comprehensive identification and management of environmental values. This includes consideration of Australian Government requirements under the **Environment Protection and Biodiversity** Conservation Act 1999 (Cwlth) (EPBC Act), which outlines Matters of National **Environmental Significance (MNES) including** Outstanding Universal Value (OUV), in conjunction with Matters of State Environmental Significance (MSES).

The 'avoid, mitigate, offset' hierarchy of principles will be critical to the port master planning process. This means that:

- the first priority is to avoid impacts on environmental values (including MNES, OUV and MSES) where feasible
- · where impacts cannot be avoided, they must be mitigated where feasible
- any residual loss of environmental values that cannot be avoided or mitigated must be offset.

Where there are residual significant impacts to MNES from port development, the Australian Government Offsets Policy will apply.

Where there are residual impacts to state environmental values, the Oueensland Government will implement the Queensland offsets framework (currently in development).

Action

Port master plans will be developed in accordance with the 'avoid, mitigate, offset' hierarchy of principles, with offsets implemented through Queensland and Australian Government offsets policies as appropriate.





A port-specific environmental management framework (EMF) will be a requirement of port master planning to:

- · identify and assess environmental values
- articulate environmental outcomes to be achieved in relation to these values
- articulate how these environmental outcomes are to be achieved at ports.

By adopting an outcomes-based approach to manage risk and determine priorities for the environmental management of ports, the EMF will provide a robust and holistic tool for the management of the port environment. It will also provide a mechanism to allow individual projects to meet environmental obligations in a coordinated and integrated manner delivering stronger, more comprehensive environmental management that is both cost effective and efficient.

Action

Port master plans will contain an environmental management framework to manage land and marine-based environmental values including Matters of National Environmental Significance, Outstanding Universal Value, Matters of State Environmental Significance and cumulative impacts.

Ports EMFs will include consideration of cumulative impacts. Assessing cumulative impacts requires detailed investigation by proponents to determine the potential impacts outside the boundary of a project and how impacts from various activities interact.

In the absence of an established methodology and framework to assist proponents in the preparation of project-specific assessments of cumulative impacts on MNES and OUV, consistent assessments are not possible. An agreed methodology between the Queensland and Australian Governments and the Great Barrier Reef Marine Park Authority is required to address this issue.

Action

The Queensland Government will work with the Australian Government and the Great Barrier Reef Marine Park Authority to develop guidelines for proponents to consider when assessing cumulative impacts on Matters of National Environmental Significance and Outstanding Universal Value, including impacts on the Great Barrier Reef World Heritage Area.

Features of port master plans

Port master plans will be a strategic document communicating the key objectives and strategies for each PPDA and the likely development scenarios for both landside and waterside areas at ports.

Port master plans will have a time horizon of 30 years.

In preparing a port master plan, consideration will need to be given to:

- trade forecasts and scenario analysis
- port user requirements and trade facilitation objectives
- critical landside and waterside logistics and operational matters including the identification and protection of supply chains, transport linkages and infrastructure corridors
- · environmental values and outcomes
- cumulative impacts and environmental offsets
- social and cultural heritage values and outcomes
- economic efficiency in infrastructure delivery
- · port performance monitoring
- port governance (assurance and reporting requirements).

Key spatial concepts for port master plans

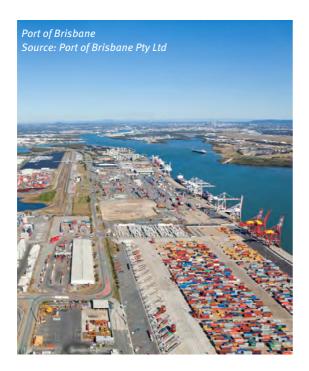
Port master plans will assist in regulating future port development in a coordinated and responsible manner. As part of the master planning process, spatial boundaries for each PPDA will be identified.

This area will include land and/or waterside areas integral to current and future operations.

A PPDA may include critical port infrastructure, supporting industries and supply chain assets in close proximity to the port. It may also include port environmental protection/conservation areas, port buffers and future investigation areas.

Beyond the PPDA, port master plans will articulate issues, relationships and projects which are fundamental for the continued effective operation and future development of the port.





Trade forecasting and scenario analysis

Economic forecasting plays an important role in the planning of Queensland ports. Accordingly, it will inform development of port master plans, providing an indication of the future demand that will be placed on ports as well as the anticipated supply and capacity requirements to meet that demand.

Port master plans will include comprehensive trade forecasting, scenario testing and capacity analysis using internal and external sources.

A robust and consistent methodology for applying economic forecasting in port master plans is needed. This will allow for comparability between ports (with consideration of unique aspects), increased transparency in how master plans are formulated and a consistent baseline to assess port development plans.

Action

The Queensland Government will develop a guideline to support economic analysis of ports (including forecasting and scenario analysis).

Community engagement and transparency

The Independent Review of the Port of *Gladstone* found that one of the key areas for improvement was 'the need for meaningful and ongoing stakeholder engagement to improve information and community confidence in environmental management and governance'3.

The development of a port master plan will require engagement with relevant stakeholders such as port users, industry, supply chain operators, local governments and local communities.

Public consultation will be an integral part of the process. During the public consultation period, all community members and stakeholders will be given the opportunity to make a submission on the draft port master plans. All reasonable and relevant submissions will be taken into account prior to the Minister for State Development approving a final port master plan. Once a master plan is approved by government, ports will be required to publish it on their website.

Commercially sensitive information may be withheld from the public consultation process, but can be presented through aggregate data. Transparency will be critical to the master planning process, including public consultation.

³ Independent review of the Port of Gladstone report on findings, July 2013, http://www.environment.gov.au/resource/in dependent-review-port-gladstone-reviewreports

Legislative reform

Action

The Queensland Government will introduce the Ports Bill to Parliament which will:

- establish the five PPDAs
- prohibit dredging within and adjoining the Great Barrier Reef World Heritage Area for the development of new, or the expansion of existing port facilities outside PPDAs, for the next ten years
- require preparation of master plans for each PPDA in accordance with a statutory guideline
- create development certainty in PPDAs by reducing duplication in assessment and approval requirements.

Establishment of PPDAs

The Ports Bill will declare PPDAs at the longestablished major ports of Abbot Point, Brisbane, Gladstone, Hay Point/Mackay and Townsville.

Dredging for port development outside PPDAs

The Ports Bill will legislate that government will not approve dredging within and adjoining the Great Barrier Reef World Heritage Area for the development of new, or the expansion of existing port facilities outside PPDAs, for the next ten years. The Bill will not make any determination on dredging beyond the next ten years. The legislation will be subject to review prior to the expiry of this timeframe.

Port master planning

The Ports Bill will:

- require the Minister for State
 Development to publish a guideline for port master planning
- require preparation of a port master plan for each PPDA in accordance with the guideline
- allow the Minister for State Development to approve port master plans, taking into account how the plan accords with the guideline.



Streamlined assessment and approval processes

Approvals bilateral

The Queensland and Australian Governments signed a Memorandum of Understanding on 18 October 2013 to deliver a one-stop shop for environmental approvals under the **Environment Protection and Biodiversity** Conservation Act 1999 (Cwlth). The one-stop shop will streamline state and federal environmental assessment and approval processes by reducing duplication.

To deliver streamlining benefits an approvals bilateral agreement is being developed. The Queensland Government will seek to manage a one-stop shop for port development assessment and approval processes that addresses both Queensland and Australian Government environmental standards.

The Oueensland Government will also work in partnership with the Great Barrier Reef Marine Park Authority to improve administrative efficiency in addressing port development where there are expected to be impacts within the Great Barrier Reef Marine Park.

Action

The Queensland Government will seek to deliver streamlining for environmental approvals under the Environment Protection and Biodiversity Conservation Act 1999 (Cwlth) for port developments through an approvals bilateral agreement.

Queensland regulatory streamlining

There are a number of duplicative processes within the state's legislative framework that reduce the ability of ports to carry out routine activities in the most efficient way.

The government will engage with industry to identify opportunities to simplify regulatory

requirements associated with land-use planning and development approvals. Opportunities may include simplifying and clarifying consultation and assessment timeframes, and frontloading approvals processes associated with day-to-day port operations.

Action

The Queensland Government will work to identify and implement administrative and/or legislative changes to provide streamlining benefits for port development.

The state interest in ports

Concentrating activity to the five PPDAs will require these ports to be adequately supported by landside and seaside supply chains. Comprehensive identification and protection of infrastructure corridors and assets along port supply chains is vital to the future development of the PPDAs.

The Queensland Government will ensure that the state interest in ports is communicated through the planning framework in a variety of ways. The State Planning Policy reflects the state interest in ports, and can be strengthened in-line with the Queensland Ports Strategy and the Ports Bill.

At a more localised level, the Queensland Government will ensure all planning controls that interact with PPDAs consider the state interest in ports. These planning controls may include local government planning schemes and state development area (SDA) development schemes. Planning controls must consider the state interest in ports as expressed by the master plan.

Action

The Queensland Government will review and amend the State Planning Policy to reflect the state interest in PPDAs.

Port and supply chain performance

Port productivity depends on efficient and effective supply chain connections with centres of production as well as domestic and international markets. As demonstrated in Figure 6, ports are a critical node in the supply chains that support the state's economy. Supply chains can be complex as they involve interdependent activities, transactions, processes, constraints and uncertainties. Each of Queensland's port supply chains present unique challenges which require various and flexible approaches.

Achieving optimal supply chain coordination that maximises throughput at minimum cost and meets the needs of supply chain participants (identified in Figure 5) is critical for port operational success.

Constraints and bottlenecks at any point of a supply chain will limit the ability of the port to operate at its most productive level. Additionally, lack of alignment of planned maintenance and reactions to unplanned disruptions will further reduce the overall capacity of Queensland's port supply chains. With Queensland's supply chains facing a growing freight task, planning to better coordinate and align maintenance activities as well as responses to unplanned disruptions will improve day-to-day operations.

Consistent with the Queensland Government's Governing for Growth strategy, making smarter use of existing infrastructure to better utilise existing assets before considering new infrastructure ensures Queensland supply chains can meet demand, improve productivity returns from assets and minimise funding impacts.

Improved coordination among supply chain service providers and infrastructure users (e.g. importers and exporters) can lead to efficiency gains without infrastructure upgrades. Long-term strategic planning will better identify infrastructure upgrade requirements to ensure supply chains are well placed to handle increases in throughput.

By promoting a collaborative approach, through consultation with infrastructure users and service providers, and establishing common targets through data sharing, it is anticipated that proponents across the supply chain can achieve mutual benefits to improve efficiency and reduce costs.

Action

Recognising the different needs of each of Queensland's ports supply chains, the Queensland Government will work with ports and connecting land and marine supply chain stakeholders to improve and optimise supply chain coordination where possible.

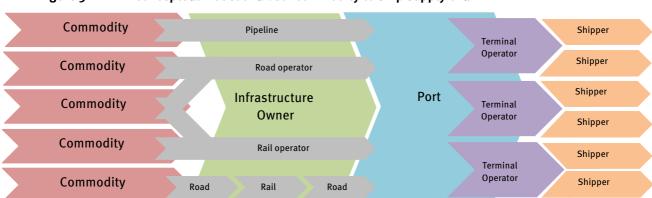
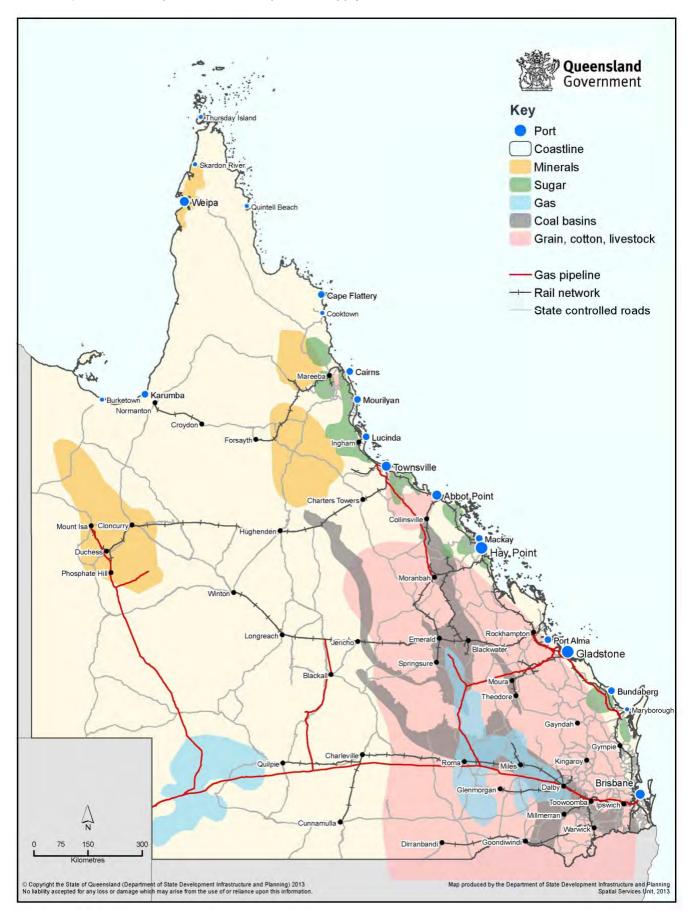


Figure 5 Conceptual model of a bulk commodity to ship supply chain

Figure 6 Map of Queensland's port and supply chain networks



Successful supply chain coordination relies on:

- demonstrating to individual supply chain participants current and future capacity constraints and opportunities, and how the actions of one supply chain participant may impact the performance of the overall supply chain
- accessing information from supply chain participants for input into planning processes ranging from long term strategic planning to optimise asset utilisation and prioritisation through to day-to-day coordination of operations
- applying measures to protect commercialin-confidence data provided by supply chain participants
- maintaining transparency and communication with all supply chain participants in decision making processes
- ensuring existence of clear commercial drivers which can be meaningfully addressed through a whole of supply chain approach. For example, operating efficiencies can be achieved through aligned maintenance schedules to minimise disruptions or using innovative solutions to achieve additional capacity without significant capital investment.



Principles for supply chain coordination

Collaboration among the supply chain participants is key to successful supply chain coordination. The Oueensland Government will be guided by the following principles in exploring opportunities for improving coordination along regional supply chains:

- there is no 'one size fits all' approach to successful supply chain coordination—a case-by-case approach should be adopted to identify opportunities
- competition for market share will still exist-stakeholders should work together to 'grow the pie' by seeking efficiencies and increasing the markets they operate in, while still competing for their 'slice'
- coordination works best when there is a clear and well-articulated sense of purpose—i.e. working together is best accomplished when the parties accept a common goal and can work towards achieving shared values, for example, maximising the throughput of a port
- coordination should be market driven—all key supply chain participants, including the owners of freight, must be included in any coordination initiative, with government intervention only when necessary
- any arrangement must be able to carry its own costs—the benefits of coordination should outweigh the costs of governance and implementation of that coordination
- coordination should include opportunities to increase engagement with the wider communities which may be affected by a supply chain's operation, and whose cooperation is vital for safe, sustainable and efficient operation
- reliable and integrated information with an appropriate information systems strategy, managed by skilled people, can reduce supply chain complexity.

Coastal shipping

Currently, coastal shipping in Queensland operates chiefly with bulk commodities in closed supply chains. For example, the movement of bauxite from Weipa to Gladstone. There is limited additional freight capacity offered by coastal shipping options.

In recognition of the need for marine connections to Queensland ports and in order to facilitate the development of a safe, affordable, resilient and sustainable supply chain, the Queensland Government has commissioned a Sea Freight Action Plan (SFAP).

The SFAP will aim to investigate means by which certain cargoes, particularly over size over mass (OSOM) mining equipment, can be redirected off Queensland roads and onto coastal shipping services. The SFAP will also consider an expanded use of shipping containers to support agricultural exports.

A key benefit of such a plan will be to free up space on existing supply chain modes that are stressed. In particular, shifting OSOM equipment from being trucked along the Bruce Highway to a coastal shipping model will improve safety on public road infrastructure.

The SFAP will examine the capability of existing port and land based infrastructure to accommodate the handling of identified cargoes. In order to improve the performance of supply chains, the SFAP will outline actions for government to work with commercial operators to facilitate the introduction of dedicated intra-state coastal shipping services between ports.

The SFAP is expected to be completed in mid-2014. In the interim, the government and the ports industry have begun to identify commercial opportunities that may potentially lead to the introduction of an intra-state coastal shipping service between the ports of Brisbane, Townsville and Mackay.

The Australian Government is currently undertaking a review of the regulatory framework relevant to coastal shipping. Reform is expected to reduce the regulatory burden on the domestic coastal shipping market.

The government will also commence a Parliamentary Inquiry into coastal shipping to further investigate opportunities. This is highlighted in the Queensland Government's January – June 2014 six month action plan.

Action

The Queensland Government will develop a Sea Freight Action Plan and complete a Parliamentary Inquiry into coastal shipping.



Measuring port and supply chain performance

The Queensland Ports Strategy aims to support the efficient and strategic use of ports and encourage economic development, while protecting the environment. It also aims to increase productivity through improvements to planning, governance, environmental management and supply chain connections. The ultimate outcome for Queensland ports and the state is to:

- · optimise efficiency and effectiveness of port services
- improve commercial performance of port authorities
- enhance economic development and growth
- guide sustainable development within ports in a way that provides certainty for stakeholders, is adaptive and achieves optimised environmental outcomes
- attract private sector infrastructure investment
- optimise supply chain coordination.

Transparent and robust port performance indicators, which include an analysis of issues beyond control of port management, will be critical for the state to monitor and evaluate the implementation of the Queensland Ports Strategy Action Plan (see page 25).

The Queensland Government acknowledges that each port is unique. Their activities can be broad in scope and nature so identifying an appropriate tool of analysis is difficult. This is further complicated with the different institutions and functions, such as logistics, trade and supply chains, that intersect at various levels.

There is a need for government to have access to rigorous environmental, social and economic data. The analysis of any data will be based on operational experience and take account of comparable port situations and

surrounding communities. This will enable government to make informed decisions in relation to the preparation, amendment and approval of port master plans.

Additionally, this data and analysis will inform government's understanding of the future challenges and opportunities at ports and across supply chains. It will also provide the framework for better decision making to achieve an efficient and coordinated response to these challenges.

Action

The Queensland Government will work with the ports industry to investigate measurements of port and supply chain performance to be used in port planning, monitoring and management activities.

In developing future port performance assessment indicators, there is the need to:

- · build on performance measures already reported by ports and other supply chains and participant organisations
- collect a consistent set of performance indicators across a supply chain to understand the performance of the supply chain as a whole
- · consider the requirements of port customers/users
- · take into account external elements such as policy and regulatory issues, to understand and address the actual problem and design more effective remedial actions
- be based on data which is cost effective to collect on a continuous basis.

Data sharing and reporting

Increasing the transparency of data collected by ports and improved data sharing between appropriate stakeholders will promote better collaboration between stakeholders while strengthening ties to communities.

Sharing of environmental data will give ports the opportunity to improve environmental monitoring and benchmarking. It will also assist individual proponents to identify the cumulative impacts of proposed developments.

For example, the Queensland Government has developed a water quality reporting system that allows it to receive and monitor data for projects subject to approval conditions. This model has the potential to be expanded to allow for a broader range of environmental and performance inputs.

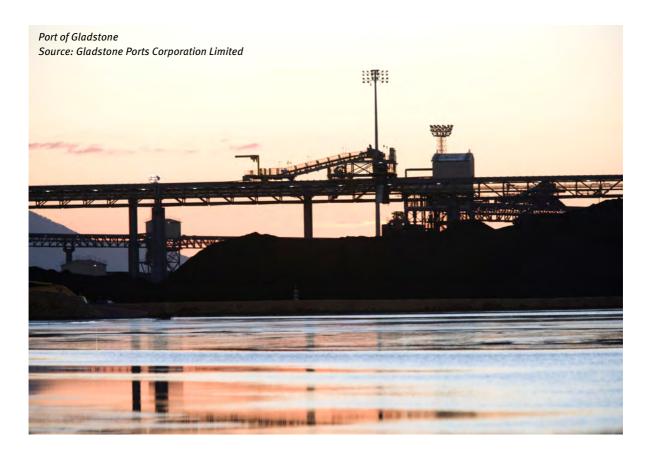
The Queensland Government is also working with Gladstone Ports Corporation and other stakeholders to develop a Gladstone Healthy

Harbour report card, to provide transparent management of Gladstone Harbour. The government will draw on this initiative to expand reporting to other regions, including other port locations, to inform decision making and environmental management.

Action

The Queensland Government will work with the ports industry to investigate systems and protocols for data and information sharing, including confidentiality protocols.

The Queensland Government is committed to evaluating best practice options for transparent decision making and environmental monitoring. Future data sharing initiatives should feature data that is easy to input, easy to access and avoid duplication where possible.



Action plan

KeV

DTMR: Department of Transport and Main Roads

Treasury: Queensland Treasury and Trade

DSDIP: Department of State Development, Infrastructure and Planning

DSITIA: Department of Science, Information Technology, Innovation and the Arts

EHP: Department of Environment and Heritage Protection

Queensland's port network		
Action	Agency	Timing
1 The Queensland Government will investigate port governance arrangements to achieve a structure that better reflects the diverse roles, markets, sizes and commerciality of Queensland's ports.	DTMR Treasury	2014
Priority Port Development Areas		
Action	Agency	Timing
 The Queensland Government will establish five Priority Port Development Areas (PPDAs) at long-established major ports: Port of Abbot Point Port of Brisbane Port of Gladstone Port of Hay Point and Port of Mackay Port of Townsville. 	DSDIP	Late 2014
Concentrating port development		
Action	Agency	Timing
3 Within and adjoining the Great Barrier Reef World Heritage Area, the Queensland Government will prohibit dredging for the development of new, or the expansion of existing port facilities outside PPDAs, for the next ten years.	DSDIP	2014-2024
4 The Queensland Government will develop technical guidelines for the assessment of dredging and other coastal development activities that involve the disturbance of marine sediments.	DSITIA EHP	2015

<u> </u>	Port master planning		
Ā	Action	Agency	Timing
2	The Queensland Government will introduce a guideline for port master planning that considers relationships beyond traditional port boundaries, operational, economic, environmental and social issues including supply chain connections and surrounding land uses.	DSDIP	Late 2014
9	Port master plans will be developed in accordance with the 'avoid, mitigate, offset' hierarchy of principles, with offsets implemented through Queensland and Australian Government offsets policies as appropriate.	DSDIP supported by EHP	Ongoing
7	Port master plans will contain an environmental management framework to manage land and marine-based environmental values including Matters of National Environmental Significance, Outstanding Universal Value, Matters of State Environmental Significance and cumulative impacts.	DSDIP	Ongoing
∞	The Queensland Government will work with the Australian Government and the Great Barrier Reef Marine Park Authority to develop guidelines for proponents to consider when assessing cumulative impacts on Matters of National Environmental Significance and Outstanding Universal Value, including impacts on the Great Barrier Reef World Heritage Area.	DSDIP supported by EHP	2016
6	The Queensland Government will develop a guideline to support economic analysis of ports (including forecasting and scenario analysis).	DSDIP	2014
	Legislative reform		
Ā	Action	Agency	Timing
Ť	 The Queensland Government will introduce the Ports Bill to Parliament which will: establish the five PPDAs prohibit dredging within and adjoining the Great Barrier Reef World Heritage Area for the development of new, or the expansion of existing port facilities outside PPDAs, for the next ten years require preparation of master plans for each PPDA in accordance with a statutory guideline create development certainty in PPDAs by reducing duplication in assessment and approval requirements. 	DSDIP supported by DTMR	Late 2014
11	The Queensland Government will seek to deliver streamlining for environmental approvals under the Environment Protection and Biodiversity Conservation Act 1999 (Cwlth) for port developments through an approvals bilateral agreement.	DSDIP	2015
12	2 The Queensland Government will work to identify and implement administrative and/or legislative changes to provide streamlining benefits for port development.	DSDIP	2014-2016
13	3 The Queensland Government will review and amend the State Planning Policy to reflect the state interest in PPDAs.	DSDIP	2015

	Port and supply chain performance		
	Action	Agency	Timing
Ousans	14 Recognising the different needs of each of Queensland's ports supply chains, the Queensland Government will work with ports and connecting land and marine supply chain stakeholders to improve and optimise supply chain coordination where possible.	DSDIP	2015-2016
l I D	15 The Queensland Government will develop a Sea Freight Action Plan and complete a Parliamentary Inquiry into coastal shipping.	DTMR	2014
	16 The Queensland Government will work with the ports industry to investigate measurements of port and supply chain performance to be used in port planning, monitoring and management activities.	DSDIP	2015-2016
	17 The Queensland Government will work with the ports industry to investigate systems and protocols for data and information sharing, including confidentiality protocols.	DTMR	2015-2016
	Implementation		
	Action	Agency	Timing
	18 The Queensland Government will establish a committee to oversee implementation of the Queensland Ports Strategy Action Plan.	DSDIP	2014

Implementation

Action

The Queensland Government will establish a committee to oversee implementation of the Queensland Ports Strategy Action Plan.

To implement the Queensland Ports Strategy Action Plan, the Queensland Government will convene an implementation committee comprising senior representatives of government agencies and industry. This group may call on additional expertise and technical support as required.

The benefits of establishing a committee to undertake and be responsible for implementation of the Queensland Ports Strategy Action Plan include:

- a whole-of-government and industry commitment to the delivery of the reforms and achievement of the outcomes
- the ability to draw on government and industry expertise and knowledge of existing systems and procedures
- better coordination of reform activities to ensure an integrated change process
- clear project management arrangements and point of accountability for successful implementation.

An initial task for the committee will be to finalise a detailed implementation plan to monitor progress, ensure timely management of risk and achievement of milestones.



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