

Priority port master planning

# Report on public consultation

Draft master plan for the priority Port of Gladstone

Queensland | Australia | 2018



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# 1. Background

## 1.1 Priority port master planning

In accordance with the *Sustainable Ports Development Act 2015* (Ports Act), the Queensland Government is advancing master planning for the priority ports of Gladstone, Townsville, Hay Point/Mackay and Abbot Point.

Priority port master planning is a state government port-related commitment of the *Reef 2050 Long-Term Sustainability Plan* (Reef 2050 Plan). The Reef 2050 Plan is a joint Australian and Queensland government strategy for securing the long-term health and resilience of the Great Barrier Reef.

Through priority port master planning, the Queensland Government will effectively manage the land and marine areas needed for the efficient development and operation of the priority ports while ensuring the Outstanding Universal Value (OUV) of the Great Barrier Reef World Heritage Area (GBRWHA) is an intrinsic consideration in priority port development, management and governance. Master planning will support the sustainable development of critical economic infrastructure, the state's priority ports, in a way that will balance growth, job creation, environmental values and community interests.

## 1.2 Master planning for the priority Port of Gladstone

The priority Port of Gladstone is Queensland's largest multi-commodity port and plays a critical role in supporting the state's economy. It supports a number of associated industry sectors, including resources, energy and agriculture, and its growth will enable expansion of the state's trade and investment opportunities.

The Queensland Government recognises the port as an important economic hub that contributes significantly to regional employment opportunities. Through master planning, the government has demonstrated a commitment to support the port's ongoing sustainable development and in turn, jobs growth in the entire region.

Through master planning, the Queensland Government has established a long-term vision for future development at the Port of Gladstone, consistent with the principles of ecologically sustainable development (ESD). Master planning provides a strategic and coordinated approach, considering issues beyond strategic port land, including potential marine and land-based impacts, port and supply chain infrastructure capacity and connectivity and economic, community and environmental interests.

In accordance with the Ports Act, the Queensland Government released a draft master plan for the priority Port of Gladstone for public consultation from 28 August 2017 to 9 October 2017, providing stakeholders and the community the opportunity to make submissions on the draft master plan<sup>1</sup>. The draft master plan was accompanied by a set of supporting documentation that was used to inform development of the draft master plan and show how it could be implemented. This included four evidence base reports and a preliminary draft port overlay.

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<sup>1</sup> The draft master plan was released by the former Minister for State Development. Following the Queensland election, responsibility for the Ports Act was transferred to the Minister for Transport and Main Roads in late 2017. The Department of Transport and Main Roads has ensured a continuous master planning process and has considered all submissions in preparing the final master plan.

## 1.3 Purpose

Under section 45 of the Ports Act, the Queensland Government is required to release a summary of the matters raised in submissions on the draft master plan for the priority Port of Gladstone during the public consultation period.

The purpose of this document is to provide:

- a summary of the matters raised in submissions received during the public consultation period
- an overview of the government's response to the summarised matters, including how the final master plan considered the matters raised.

This document identifies a range of consultation themes to categorise and respond to feedback received during public consultation. This document does not detail each submitter's contribution or their personal information.

The opinions expressed within each theme reflect those provided in the submissions.

## 2. Public consultation overview

### 2.1 Consultation methodology

The draft master plan was released for public consultation from 28 August 2017 to 9 October 2017.

The public consultation process was conducted to meet the requirements of the Ports Act and applied a full suite of communications materials to raise community awareness of the opportunity to comment on the draft master plan. The public consultation involved:

- a public notice published in the Gladstone Observer, The Courier-Mail and The Australian on the day the consultation was launched by the Queensland Government
- a notice published in the Queensland Government Gazette on the day the consultation was launched
- the publication of the draft master plan, supporting master planning documentation and consultation fact sheets on the program website
- displays of hard copies of the draft master plan, supporting master planning documentation and consultation fact sheets at two council libraries—Gladstone Library and Brisbane Square Library—and the departmental office
- a project telephone hotline and email address for enquiries
- a landing page on the Queensland Government's Get Involved website
- a stakeholder electronic newsletter project update
- a media release by the Queensland Government to launch the consultation and present key messages on the draft master plan
- social media posts on Twitter.

The public notices outlined where the draft master plan could be inspected in hard copy; the website for electronic versions; a phone number and email address to gain information about the draft master plan; details of how to make a submission; and the date submissions closed.

### 2.1.1 Public information session

On 11 September 2017 a public information session was held by departmental officers at the Gladstone Entertainment Convention Centre to provide the community with the opportunity to meet and talk to project officers about the draft master plan. Thirteen people from the community registered for the information session to learn more about the priority port master planning program, the draft master plan for the priority Port of Gladstone and supporting documentation and how to make a submission.

### 2.1.2 Gladstone Ports Corporation communications and media

To support the public consultation program, Gladstone Ports Corporation (GPC) issued:

- a link to the draft master plan on the GPC website
- a media release reinforcing the government's key messages on the draft master plan and the public consultation
- an article in Port Talk, September 2017 edition, GPC's public newsletter
- a mailbox-drop to residents in the interface precinct (of the master planned area) outlining the objectives of master planning for the priority Port of Gladstone, how to view the draft master plan and how to make a submission
- news interview with GPC and Member for Gladstone, Glenn Butcher, prior to the closure of submissions
- various media articles in the Gladstone Observer, Infrastructure Magazine and Rockhampton Morning Bulletin.

### 2.1.3 Website statistics

The following documents were made available on the program website during the public consultation period:

- Draft master plan—726 downloads
- Supporting master planning documentation, including:
  - Preliminary draft port overlay—196 downloads
  - Master planning evidence base assessment—100 downloads
  - Infrastructure and supply chain analysis—74 downloads
  - Risk assessment—83 downloads
  - Addendum to evidence base—92 downloads
  - fact sheets—80 downloads.

## 2.2 Submissions summary

A total of 19 submissions were received during the public consultation period, from a range of stakeholder groups and individuals, including:

- five submissions from community members
- four submissions from Queensland Government agencies
- three submissions from environmental groups
- two submissions from associations/peak bodies
- two submissions from ports corporations
- one submission from a local government
- one submission from a Member of Parliament
- one submission from industry.

### 3. Themes of consultation and responses

A range of specific matters were raised in the 19 submissions. These matters were categorised into 25 common themes. The 25 themes identified in the table below have been ordered based on the number of relevant submissions received.

Theme	Number of submissions that raised the theme
Environmental management framework	8
Stakeholder consultation and engagement	8
Growth scenarios	7
Interface precinct	6
Priority management measures	6
Infrastructure and supply chain corridors precinct	5
General comments	4
Desired outcomes	3
Infrastructure	3
Dredging and material placement areas	2
Environmental risk assessment	2
Marine precinct	2
Master planned area	2
Objectives	2
Priority Port of Gladstone	2
Strategic vision	2
Assessment benchmarks	1
Ecologically sustainable development principles	1
State interests	1
Environmental management precinct	1
Implementation	1
Marine infrastructure precinct	1
Marine services and recreation precinct	1
Outstanding Universal Value	1
Precincts – general	1

The following tables identify the matters raised within each theme and outline the government’s response, including how the matters were considered in finalising the master plan.

It is recognised that some matters may be relevant to more than one theme.

All submissions received during the public consultation period were analysed and considered during preparation of the final master plan. Feedback will also be considered during the preparation of a draft port overlay for the priority Port of Gladstone.

## 3.1 Environmental management framework

Matter raised	Response
<p>Eight submissions raised matters relating to the environmental management framework (EMF) including:</p> <ul style="list-style-type: none"> <li>• recommendations for environmental values mapping</li> <li>• potential impacts to environmental values, including cumulative impacts</li> <li>• lack of assessment of economic values</li> <li>• limited recognition of extent of environmental monitoring</li> <li>• suggested overarching monitoring and reporting objectives are required</li> <li>• suggested identification of areas for environmental protection</li> <li>• concern infrastructure is prioritised over the environment</li> <li>• lack of consideration of United Nations Sustainable Development Goals, including those relating to climate change</li> <li>• recognition of existing approval processes, including Property Maps of Assessable Vegetation (PMAV) and offsets.</li> </ul>	<p><b>The master plan has been amended to include updates to environmental value mapping. Amendments have been made to improve the narrative about how the Ports Act, master planning and other Queensland Government initiatives consider cumulative impacts. Feedback received will also be considered during preparation of the draft port overlay.</b></p> <p>Responses to each of the matters are provided below.</p> <p><u>Mapping</u></p> <p>Mapping amendments in the final master plan as follows:</p> <ul style="list-style-type: none"> <li>• Least concern Regional Ecosystems<sup>2</sup> mapping: addition of a notation to reference other plant categories that may be protected under other legislation (for example, marine plants and conservation significant plants) in Figure B15</li> <li>• Fish habitat areas and waterways providing for fish passage mapping: addition of Queensland Waterways for Waterway Barrier works mapping layer in Figure B6</li> <li>• Turtle mapping: <ul style="list-style-type: none"> <li>– identification of South End Beach as an index nesting beach and inclusion of Hummock Hill island as a nesting beach in Figure B3a</li> <li>– addition of inset graphs with recorded turtle numbers during the nesting season and the number of nests recorded in Figure B3a</li> <li>– addition of mapping with green turtle and flatback turtle tracking data in new figures B3b, B3c, B3d, B3e and B3f</li> </ul> </li> <li>• Matters of state environmental significance (MSES) mapping in Figure B18: additions of notations to state: <ul style="list-style-type: none"> <li>– there is no specific marine plants layer on the Queensland Government data site but figures B1, B10 and B19 provide an indication of where marine plants are likely to be present</li> <li>– there are no legally secured offset areas mapped in the <i>State Planning Policy</i> mapping of MSES for this area</li> <li>– the figure has been prepared based on a publicly available mapping layer from the Queensland Government data site</li> <li>– to cross reference other maps (for example, waterways providing for fish passage and high-risk flora trigger areas).</li> </ul> </li> </ul> <p>All master plan mapping has been prepared using publicly available databases and supplemented with additional data where available. Project level approval processes will still consider the most up to date information available at the time of assessment and will not refer to the master plan as a single data source. Introductory text has been included in Appendix B of the final master plan to outline how the data should be interpreted and where it has been sourced from.</p> <p>The GBRWHA has not been mapped due to the scale of the mapping data that is publicly available. The GBRWHA has been an intrinsic consideration in master planning and is recognised throughout the documentation. A definition that textually describes the GBRWHA has been included in the master plan in response to this matter.</p> <p><u>Potential impacts to environmental values, including cumulative impacts</u></p> <p>The management of system-wide cumulative impacts on the Great Barrier Reef is important to ensure continuous improvement in managing threats to the Great Barrier Reef. The Queensland Government has committed to 'Protect the Great Barrier Reef' as one of its key priorities identified in <i>Our Future State: Advancing Queensland's Priorities</i>.</p> <p>Master planning for the priority ports is one of a number of policy initiatives undertaken by the Queensland Government to manage cumulative impacts on the Great Barrier Reef. Other policy initiatives include strengthened vegetation clearing</p>

<sup>2</sup> As defined under the *Vegetation Management Act 1999*.

**Matter raised****Response**

legislation, introducing a single use plastic bag ban and regulating activities which contribute to water pollution. In addition, the Queensland Government has also released the *Maintenance Dredging Strategy for Great Barrier Reef World Heritage Area Ports* and associated guidelines to provide for sustainable, leading practice management of port-related maintenance dredging.

The protection of the Great Barrier Reef and cumulative impact management is also a central concept in the Queensland environmental assessment and planning systems, including through environmental impact assessment processes and state and local planning instruments. These processes are described above in the 'regulating port operations' section of the final master plan. The master plan complements this system and does not replicate, replace or remove any existing processes. The master plan does not commit government or other entities to particular projects and does not infer government approval of development.

Master planning does not modify the assessment process under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) which requires port-related developments that are likely to significantly impact the Great Barrier Reef be referred for decision by the Australian Government, including the assessment of cumulative impacts.

The Ports Act contributes to the management of cumulative impacts of port development on the Great Barrier Reef at a strategic level by limiting port development across the GBRWHA to four priority ports.

Master planning for each priority port establishes a strategic approach by constraining port-related development and capital dredging to a defined master planned area.

The master planned area for the priority Port of Gladstone limits cumulative impacts by using a precinct-based approach to concentrate port-related development in locations that avoid areas of environmental significance.

For the priority Port of Gladstone, potential impacts to environmental values are included in the EMF and Appendix D of the final master plan. Potential impacts have been identified at a high level due to the wide range of activities that could potentially occur across a large spatial extent within the master planned area up to the year 2050. Detailed assessments of potential impacts, including cumulative impacts, will still need to be undertaken for any individual projects through the appropriate development assessment pathways.

The EMF and Appendix E of the final master plan include objectives for each precinct. These objectives recognise the need to manage potential impacts on key environmental values, including cumulative impacts. The EMF also includes a Priority Management Measure (PMM) to prepare an environmental assessment guideline. It is considered this guideline would reference cumulative impacts and ensure a consistent management approach across the master planned area. Further detail regarding the PMM will be determined during drafting of the port overlay.

Some submitters raised matters relating to particular types of potential impacts including biosecurity risks, increased waste and impacts to marine megafauna. These impacts were considered in the evidence base during preparation of the master plan and are included in the impacts table in Appendix D of the final master plan:

- biosecurity risks, including potential introduction of pests and weeds in terrestrial, intertidal and marine environments
- potential impacts to marina fauna, including (but not limited to) fragmentation and loss of connectivity, directly mortality/injury and disruption to behaviour/life cycle
- potential increased levels of waste materials resulting in reduced habitat condition and/or quality
- potential for decreased water quality as a result of contaminant release.

The approach for managing impacts involves regulating development by exception only where requirements for port-related development are necessary. This recognises that existing planning and regulatory frameworks across all levels of government provide a comprehensive system for the management of environmental impacts.

Potential impacts are currently managed through:

- local, state and Commonwealth regulatory approval processes (project and site specific), including statutory land use planning instruments

## Matter raised

## Response

- existing operational management measures (for example, environmental monitoring, environmental management plans implemented by landholder, regulators and proponents).

These statutory requirements and other operational environmental management measures will continue to manage environmental impacts within the master planned area and will be supplemented by the EMF objectives, PMMs and the port overlay (when finalised).

No specific PMMs were identified to manage these impacts listed above (as raised by submitters) however PMMs 2–9 will assist in managing these potential impacts. Drafting of the port overlay will consider requirements for detailed assessment benchmarks to ensure impacts to environmental values are appropriately managed. The port overlay will be subject to further consultation in accordance with the Ports Act

### Economic values

The EMF cannot include economic values in accordance with the definitions of the Ports Act and *Environmental Protection Act 1994*. The master plan provides for economic assets through the strategic vision, objectives, desired outcomes, state interests and precincts.

### Environmental monitoring

The evidence base included an analysis of environmental monitoring relevant to the master planned area including the monitoring type, objective, responsible entity, funding source, timeframe, frequency, parameters, spatial scope, program outputs, data availability and the mechanism that requires the monitoring.

The EMF includes a PMM relating to an environmental values monitoring and reporting program. It is anticipated this would include a review of existing monitoring programs and their objectives. Details on implementation of the program will be included in a draft port overlay which will be subject to a specific public consultation period as required by the Ports Act.

When implemented, the findings of the program will be used to inform future statutory reviews of the master plan (and other relevant initiatives) and will provide for adaptive management.

### Areas for environmental protection

The master plan identifies an environmental management precinct and marine precinct in areas with environmental values, including those that contribute to OUV, where development should be limited. Any project proposal will still require detailed assessment and be subject to relevant local, state and federal approvals.

### Priority of infrastructure and environment

The master plan balances environmental considerations and the development of infrastructure in accordance with the *Guideline: master planning for priority ports* which was prepared in consultation with key stakeholders and released for public consultation in early 2016.

The master plan has been prepared in line with the Ports Act. An independent environmental advisory panel, established for master planning, has confirmed the master plan adequately addresses the relevant requirements of:

- the EMF section of the Ports Act
- the Reef 2050 Plan
- the *Independent Review of the Port of Gladstone* and the *Independent Review of the Bund Wall at the Port of Gladstone*
- Ecologically Sustainable Development (ESD) principles
- United Nations Sustainable Development Goals.

Matter raised	Response
	<p><u>United Nations Sustainable Development Goals and climate change</u></p> <p>An independent environmental advisory panel established to support master planning provided advice to the department regarding the Sustainable Development Goals. The panel concluded that master planning for the priority Port of Gladstone will contribute to the state and Commonwealth's commitments to the relevant Sustainable Development Goals of the 2030 Agenda for Sustainable Development. More broadly, the Queensland Government is implementing a range of climate change policies including the <i>Queensland Climate Transition Strategy</i> and the <i>Queensland Climate Adaptation Strategy 2017-2030</i>. The master plan supports these policies by identifying an environmental management precinct where development should be limited. The vegetation within these areas has the capacity to act as a carbon sink in the long-term and help contribute to Queensland's emissions targets.</p> <p><u>Recognition of existing approval processes, including PMAV and offsets</u></p> <p>Master planning has included an assessment of existing approval processes within the master planned area. Due to the comprehensive nature of requirements and processes, limited PMMs have been identified as part of the master plan EMF and will be considered further in the port overlay. This recognises the outcomes sought by the EMF are in many cases already achieved through existing provisions and reduces duplication of provisions.</p> <p>One submission specifically raised the PMAV and offset processes. The PMAV process has not been specifically recognised in the objectives as it is considered that a proponent would apply to amend the mapping should an error be identified when implementing the EMF objectives (for example, mitigating impacts to endangered or of concern Regional Ecosystems listed under the <i>Vegetation Management Act 1999</i>). Furthermore, the master plan is not intended to be used as a single data source by proponents or regulators in assessment processes and should not be used in that way.</p> <p>Future reviews of the master plan will consider any revisions required in the mapping and incorporate any changes in public databases as a result of the PMAV process.</p> <p>Existing statutory processes will continue to apply to individual project proposals, including the assessment of offsets under the <i>Environmental Offsets Act 2014</i>.</p>

### 3.2 Stakeholder consultation and engagement

Matter raised	Response
<p>Eight submissions raised matters relating to stakeholder consultation and engagement, including:</p> <ul style="list-style-type: none"> <li>• positive acknowledgement of stakeholder engagement during the master planning process</li> <li>• seeking ongoing consultation</li> <li>• lack of consultation with residential landholders in the interface precinct and other particular locations.</li> </ul>	<p><b>The master plan has been amended to clarify key messages for stakeholders and improve the readability and presentation. Feedback will be considered in the consultation approach for the draft port overlay.</b></p> <p>The department notes the positive feedback regarding the extent of stakeholder engagement and intends to continue liaising with stakeholders about port master planning.</p> <p>The Ports Act requires the department consult with existing assessment managers/decision makers during preparation of the master plan including GPC, the Gladstone Regional Council (GRC) and the Coordinator-General.</p> <p>In addition to this, the department identified a range of key stakeholders including federal, state and local government agencies, peak bodies and key interest groups. These stakeholders were consulted through forums, one-on-one meetings, telephone/correspondence, and review of draft documentation and provision of final documentation.</p> <p>The Ports Act requires that draft master plans are released for a public consultation period so the community and broader stakeholders can have their say. An overview of the activities undertaken during the public consultation period is provided in Section 2 of this document.</p> <p>A draft port overlay will be released for statutory consultation in accordance with the Ports Act.</p>

### 3.3 Growth scenarios

Matter raised	Response
<p>Seven submissions raised matters relating to the growth scenarios, including:</p> <ul style="list-style-type: none"> <li>• lack of recognition of certain commodities</li> <li>• lack of detail for particular projects</li> <li>• assumptions for coal throughput</li> <li>• lack of growth limits or negative growth scenario</li> <li>• lack of timing, triggers and mapping of each scenario</li> <li>• review of growth scenarios.</li> </ul>	<p><b>The master plan has been amended to remove references to growth scenarios.</b></p> <p>Growth scenarios were prepared in consultation with key stakeholders based on economic drivers, industry opportunities, physical influences and the state's ports network. The growth scenarios were used as a set of point-in-time assumptions for planning, not predictions for business cases, and were included in the draft master plan for transparency in decision making. The growth scenarios remain in the evidence base as the assumptions used to determine potential environmental impacts. This ensures the master plan adopts a conservative approach to managing OUV and other environmental values.</p> <p>The master plan does not infer government approval of any particular commodity or infrastructure and all proposals still require detailed assessment at the local, state and Commonwealth levels.</p> <p>Additional text has been included in the master plan to recognise alternative commodities, potential for development of renewable energy sources, and GPC's focus on developing trade pathways for agricultural, containerised and general cargo trade types.</p>

### 3.4 Interface precinct

Matter raised	Response
<p>Six submissions raised matters relating to the interface precinct, including:</p> <ul style="list-style-type: none"> <li>• potential financial, social and land use impacts to residents</li> <li>• limited clarity on obligations and enforcement</li> <li>• lack of compensation</li> <li>• the long co-existence of residents and the port</li> <li>• existing assessments under the GRC planning scheme are sufficient</li> <li>• assessment managers should remain unchanged</li> <li>• physical separation of Auckland Hill residential area and port operations at Auckland Point</li> <li>• suggesting the interface precinct should be removed from the proposed master planned area</li> <li>• suggesting master planning should focus on outcomes for the port rather than requiring activities by residents.</li> </ul>	<p><b>The master plan has been amended to clarify the role of the interface precinct and how it protects residents while supporting the ongoing operation and growth of the port. The master plan clearly articulates that existing uses will be unaffected and future development of dwelling houses would also be unaffected by any future port overlay requirements. The priority management measures table has also been updated to ensure these measures do not apply to residential areas within this precinct. Feedback received will be considered during the preparation of a draft port overlay, particularly for any future assessment benchmarks.</b></p> <p>No amendments have been made to the master planned area or precinct boundaries since the public consultation period. However, the department intends to engage closely with submitters and stakeholders during preparation of the draft port overlay.</p> <p>While the master plan includes residential areas in the interface precinct, it does not propose port development in these areas and does not allow GPC to resume land or encroach into the areas. GRC will remain the assessment manager for residential areas regulated through the GRC planning scheme. GPC will remain the assessment manager for Strategic Port Land regulated through the port land use plan. The department will continue to work with both GRC and GPC in the master planning process.</p> <p>The interface between the port and adjacent urban areas is an important consideration in Gladstone. By including these areas in the master planned area, future development at Auckland Point and Barney Point can be managed to provide appropriate protection to residents from port-related impacts while supporting the ongoing operation and growth of the port.</p> <p>There are some areas at Auckland Hill and Barney Point in close proximity to port operations and designated as medium density residential under the GRC planning scheme. Although dwelling houses are currently the predominant land use in this area, the existing provisions in the GRC planning scheme allow the development of multiple dwellings (for example, a medium rise apartment block). This type of intensified development could potentially significantly increase the number of residents living close to the port. This has the potential to increase adverse amenity impacts for residents as a result of port operations (for example light, dust, noise and vibration).</p> <p>The master plan seeks to guide GPC and GRC planning in the interface precinct to protect residents' amenity while supporting the ongoing operation and growth of the port. Future development in the interface precinct, including both port infrastructure</p>

Matter raised	Response
	<p>and residential buildings (excluding dwelling houses), must be planned for in a manner that considers the adjacent land uses. This includes additional considerations for GPC and GRC during the development assessment process, such as parameters for the design and construction of future development.</p> <p>The preliminary draft port overlay released for information purposes, demonstrated how the draft master plan may be implemented. This included a range of proposed performance-based assessment benchmarks relating to design and construction.</p> <p>Assessment benchmarks included in the preliminary draft port overlay were presented as an early draft to indicate ways in which the master plan could be implemented. They have not been decided and will be subject to further consultation. A draft port overlay will be prepared and released for public consultation as required under the Ports Act. Any development within the interface precinct will still require all relevant approvals.</p> <p>The approach taken in the master plan is generally consistent with other Queensland planning measures. The interface precinct is to remain in the master planned area to ensure potential compatibility issues to the year 2050 are adequately addressed, the long-term economic viability of the priority Port of Gladstone is supported, and residents are protected from avoidable port-related impacts.</p>

### 3.5 Priority management measures

Matter raised	Response
<p>Six submissions raised matters relating to priority management measures (PMMs), including:</p> <ul style="list-style-type: none"> <li>• PMM 1—need for additional regulation, lack of enforcement provisions and application to the interface precinct</li> <li>• PMMS 4–9—responsible entities, resourcing, change of land ownership and matters to be addressed.</li> </ul>	<p><b>The master plan has been amended to clearly state PMM 1 will not apply to the interface precinct. An additional desired outcome has been included to recognise the existing requirements of the <i>Aboriginal Cultural Heritage Act 2003</i>. No amendments have been made in relation to PMMs 4–9. Feedback regarding PMM implementation will be considered during preparation of the draft port overlay.</b></p> <p>A response to each matter is provided below.</p> <p><u>Cultural heritage</u></p> <p>It is recognised the draft master plan did not identify any potential impacts to cultural heritage within the interface precinct and therefore this has been removed as an applicable PMM for that precinct.</p> <p>The evidence base assessed potential impacts to cultural heritage in consultation with Department of Aboriginal and Torres Strait Islander Partnerships and other key stakeholders and identified a potential gap in cultural heritage management.</p> <p>The department recognises the work port authorities and other entities currently undertake to ensure their cultural heritage obligations under the <i>Aboriginal Cultural Heritage Act 2003</i> are met. This is now recognised in the desired outcomes. The port overlay will detail how PMMs are to be implemented, including any exemptions (for example for emergency or maintenance works).</p> <p><u>Land management</u></p> <p>The department notes the supportive feedback from submitters regarding the land management plans and will continue to liaise with stakeholders throughout the master planning process.</p> <p>The Ports Act requires the port overlay detail how the PMMs are to be achieved, including responsible entities. This is not included in the master plan. The department will continue to consult with stakeholders in preparation of a draft port overlay. A final port overlay can be reviewed under the Ports Act if there are changes to land ownership of areas subject to the land management plans/guideline.</p> <p>Details regarding land management plans and the guideline will be determined through the port overlay which will be subject to consultation in accordance with the Ports Act.</p>

## 3.6 Infrastructure and supply chain corridors precinct

Matter raised	Response
<p>Five submissions raised matters relating to the infrastructure and supply chain corridors precinct, including:</p> <ul style="list-style-type: none"> <li>concerns regarding crossing to Curtis Island</li> <li>lack of mapping of linkages outside master planned area</li> <li>lack of corridors recognised</li> <li>support for recognition of proposed port access road expansion.</li> </ul>	<p><b>The master plan has been amended to articulate the port’s strategic location and linkages to capture economic growth associated with the Fitzroy and Central Queensland region and beyond. Feedback will be considered during preparation of the port overlay.</b></p> <p>A response to each matter is provided below.</p> <p><u>Curtis Island crossing</u></p> <p>GPC has identified Hamilton Point on Curtis Island as a long-term opportunity for port expansion and operation in its port land use plan. If developed, Hamilton Point would be suitable as a general cargo wharf and would have capacity for multiple capesize vessels due to naturally deep waters. Any long-term development of port operations at Hamilton Point will require linear infrastructure connections to mainland networks. These infrastructure connections could include road, rail and other major utility services.</p> <p>The master plan identifies this crossing in the infrastructure and supply chain corridors precinct to provide for the long-term development and optimisation of such connections. This connection links the existing Materials Transportation Services Corridor (MTSC) on the mainland and Curtis Island (identified in the Gladstone State Development Area (GSDA) development scheme) as there is no existing planning instrument to ensure coordination of infrastructure in this area.</p> <p>The master plan is not an approval mechanism and before any infrastructure proposal advances, it will require detailed environmental assessment and be subject to separate local, state and federal approvals.</p> <p><u>Linkages outside the master planned area</u></p> <p>The master plan identifies strategic corridors not recognised in existing planning instruments. By mapping these areas, other agencies (including assessment managers) can recognise these locations in their own planning processes.</p> <p>The master plan identifies the importance of linkages to Central Queensland and identifies key supply chain infrastructure. However, the Ports Act restricts the application of the master plan and port overlay to the master planned area. The master planning process has recognised infrastructure and supply chain linkages outside the master planned area the port relies on.</p> <p>Separate to master planning, the department is currently preparing regional transport plans across the state, including for the Fitzroy region. These plans will guide the planning of an efficient and responsive transport system, including guiding future transport planning and investment.</p> <p><u>Recognised corridors</u></p> <p>The evidence base included an assessment of infrastructure corridors and nodes likely to be required up to the year 2050. This identified the majority of infrastructure requirements are already recognised and could be provided through existing planning instruments (with the exception of the port access road extension and crossing to Curtis Island). These areas have been mapped in the infrastructure and supply chain corridors precinct.</p> <p>Existing planning instruments will continue to apply to the master planned area (for example the MTSC precinct in the GSDA development scheme). It is anticipated the existing assessment managers will consider the master plan precincts in future reviews of planning instruments.</p> <p>This precinct does not preclude proposals for other infrastructure corridors. For example, the port may still seek approval for channel development within the marine infrastructure precinct.</p> <p><u>Proposed Port Access Road Expansion</u></p> <p>The department welcomes the supportive feedback regarding the proposed Port Access Road Expansion and continues to undertake relevant planning processes as part of the Queensland Transport and Roads Investment Program.</p>

## 3.7 General comments

Matter raised	Response
<p>Four submissions provided general comments including:</p> <ul style="list-style-type: none"> <li>recognising the time and resources in preparing the master plan</li> <li>recognising the need for master planning</li> <li>supporting co-existence of the port and the GBRWHA based on application of risk management principles</li> <li>seeking to submit technical proposals for constructing port infrastructure.</li> </ul>	<p><b>No amendments have been made to the master plan in relation to these matters. General structural and presentation changes have been made to improve readability and assist stakeholder interpretation.</b></p> <p>The department notes the positive feedback on the master planning process and continues to work with stakeholders.</p> <p>The master planning process does not include construction of infrastructure but supports sustainable port development, jobs creation in the region and growth of the state's trade and investment opportunities. All project proposals still require relevant assessment and approvals.</p>

## 3.8 Desired outcomes

Matter raised	Response
<p>Three submissions raised matters relating to the desired outcomes, including:</p> <ul style="list-style-type: none"> <li>desired outcomes provide a holistic and sensible approach to future port interests</li> <li>supportive of optimisation of infrastructure</li> <li>lack of recognition of native forests and state forests</li> <li>concern regarding caveats for beneficial reuse of dredged material.</li> </ul>	<p><b>Minor amendments have been made to the structure of the desired outcomes section to clarify how these relate to the plan's state interests. No other amendments have been made in relation to these matters. Feedback will be considered during preparation of the port overlay.</b></p> <p>The department notes the supportive feedback regarding the desired outcomes and will continue to liaise with stakeholders throughout the master planning process.</p> <p>Responses to each of the other matters are provided below.</p> <p><u>Native forests and state forests</u></p> <p>Forests are recognised throughout the master plan, including in the desired outcomes. State forests have also been recognised in Table 7 (other environmental values within and surrounding the master planned area) of the final master plan.</p> <p><u>Beneficial reuse</u></p> <p>The Ports Act establishes a legislative framework for prohibitions on capital dredging and associated sea-based disposal of dredged material and mandates beneficial reuse. The master plan adheres to the framework under the Ports Act.</p> <p>To remove any doubt or potential for misinterpretation, the caveat in the beneficial reuse desired outcome was included to demonstrate the master plan does not authorise these activities and is not an approval mechanism.</p> <p>The master plan recognises all relevant environmental approvals will still be required where there is a proposal for beneficial reuse.</p>

## 3.9 Infrastructure

Matter raised	Response
<p>Three submissions raised matters relating to infrastructure, including:</p> <ul style="list-style-type: none"><li>• lack of recognition of aids to navigation, waste reception facilities and anchorages</li><li>• lack of assessment of capacity for agricultural products in bulk and containers</li><li>• concern regarding the amount of proposed infrastructure and lack of consideration of independent reviews.</li></ul>	<p><b>The master plan has been amended to expand on the types of infrastructure in the master planned area, including the function and significance of key road, rail, marine and port supply chain infrastructure. The master plan has also been amended to map anchorages outside of the master planned area and expand on examples of port optimisation.</b></p> <p>A response to each matter is provided below.</p> <p><u>Navigational aids and waste reception facilities</u></p> <p>Amendments have been made to specifically recognise aids to navigation and waste reception facilities in Table 2 (supply chain infrastructure) of the final master plan. These assets will continue to be regulated by the State Development Assessment Provisions and the <i>Transport Operations (Marine Pollution) Act 1995</i>.</p> <p><u>Anchorage</u></p> <p>Anchorage have been recognised in Table 2 (supply chain infrastructure) of the final master plan, mapped in Figure 7 (key supply chains connecting to the Port of Gladstone) and in the marine infrastructure precinct outcomes. Although there is an emergency anchorage within this precinct, other designated anchorages at the Port of Gladstone are located outside of the master planned area. The Ports Act limits the scope of the master planned area to outside the state or Commonwealth marine park and therefore cannot be amended to include the anchorages. The master plan and port overlay cannot regulate outside of the master planned area. Nevertheless, anchorages have been mapped in figures 7 and 13 of the final master plan and the marine infrastructure precinct text has been amended to recognise the importance of marine infrastructure outside of the master planned area.</p> <p><u>Agricultural products</u></p> <p>The evidence base identified existing and potential infrastructure relevant to the agricultural sector, including in bulk and containers.</p> <p>This included identifying opportunities for potential growth in containerisation such as expansion of operations at Auckland Point and an additional facility at Hamilton Point (currently undeveloped). Both of these areas have been included in the port, industry and commerce precinct in the master plan and are supported by the infrastructure and supply chain corridors precinct.</p> <p>Specific projects relating to the expansion of containerised terminals will be planned for by GPC through its land use plan.</p> <p>Individual project proposals for agricultural processing facilities would be assessed under existing planning and approvals processes.</p> <p><u>Application of findings of independent reviews in infrastructure planning</u></p> <p>The best practice principles identified in the <i>Independent Review of the Port of Gladstone</i> have been applied in master planning and independent advice from an environmental advisory panel has confirmed how these principles have been met.</p> <p>A key outcome from the Independent Review and the Reef 2050 Plan was the need for optimisation of infrastructure. The principles of optimisation have been recognised in the master plan and supported through the precinct approach. In particular, the marine infrastructure precinct and infrastructure and supply chain corridors precinct aim to coordinate infrastructure in the most efficient way possible. Examples of optimisation are included in the master plan, as well as parameters that may constrain optimisation. Optimisation is also identified in the desired outcomes.</p>

## 3.10 Dredging and material placement areas

Matter raised	Response
<p>Two submissions raised matters relating to dredging and material placement areas, including:</p> <ul style="list-style-type: none"> <li>• potential impacts of dredging and beneficial reuse on environmental values, particularly Pelican Banks</li> <li>• the requirement for further assessment of material placement areas</li> <li>• uncertainty of maintenance dredging volumes and placement</li> <li>• concern regarding inclusion of West Banks potential material placement area</li> <li>• lack of assessment of dredging at Boyne River</li> <li>• concern about dredging at Boat Shed Point and Hamilton Point.</li> </ul>	<p><b>No amendments have been made to the master plan in relation to these matters. Feedback will be considered during preparation of the port overlay.</b></p> <p>A response to each matter is provided below.</p> <p><u>Potential impacts of dredging and beneficial reuse on environmental values</u> The master plan does not propose specific development but identifies potential infrastructure corridors and nodes that may be required up to the year 2050. Any project proposal within the master planned area will be subject to all relevant local, state and federal approvals including relevant impact assessment processes.</p> <p>Pelican Banks is recognised as part of the marine precinct for its environmental value and is identified as a contributor to the local expression of OUV of the GBRWHA in Table 6 of the final master plan. The marine precinct Environmental Management Framework objectives in Appendix E of the final master plan state that particular attention must be given to avoiding impact on Pelican Banks.</p> <p><u>Assessment of material placement areas</u> The preliminary draft port overlay, released during the public consultation period, identified potential material placement areas for beneficial reuse to ensure these areas are not compromised by incompatible land uses. Mapping these areas does not infer government approval and any proposal will still require detailed assessment.</p> <p><u>Maintenance dredging</u> GPC has an existing maintenance dredged material placement area north-east of East Banks. The establishment of this area was subject to relevant Commonwealth and state regulatory approvals, which included assessment of alternative placement options as per the <i>National Assessment Guidelines for Dredging 2009</i>.</p> <p>The department prepared the <i>Maintenance Dredging Strategy for Great Barrier Reef World Heritage Area Ports</i> in response to an action in the Reef 2050 Plan. In accordance with the strategy, GPC is required to develop a long-term maintenance dredging management plan that:</p> <ul style="list-style-type: none"> <li>• contributes to maintaining and enhancing the OUV of the GBRWHA</li> <li>• is based on the best available science</li> <li>• utilises the principles of ESD</li> <li>• ensures continued efficient operation of the port</li> <li>• is developed in consultation with key stakeholders.</li> </ul> <p>The department has also released guidelines to inform the preparation of long-term maintenance dredging management plans.</p> <p><u>West Banks</u> The West Banks potential material placement area was identified as part of the evidence base to inform master planning. Key stakeholders were consulted as part of the evidence base including distribution of draft and final documents and workshops in Brisbane and Gladstone.</p> <p>The assessment of material placement areas in the evidence base provided for the beneficial reuse of more than double GPC's ultimate dredging requirements to 2050. Following finalisation of the evidence base, the West Banks potential material placement area was not included in preliminary draft port overlay in response to stakeholder feedback as it was determined it is unlikely to be required between now and 2050 due to capacity of other potential locations. The intent of releasing the evidence base during the public consultation period, including mapping of all areas assessed, was to provide transparency relating to decision making throughout the master planning process.</p>

Matter raised	Response
	<p><u>Boyne River</u></p> <p>Maintenance dredging at Boyne River was not assessed as part of master planning as this is not regulated under the Ports Act. Maintenance dredging will continue to be subject to comprehensive approval processes by the relevant authorities.</p> <p><u>Boat Shed Point and Hamilton Point</u></p> <p>Boat Shed Point and Hamilton Point are included in the port, industry and commerce precinct to reflect the existing planning instruments. Boat Shed Point is included in the GSDA and Tide Island is recognised as future strategic port land in GPC's port land use plan. These planning instruments will continue to provide the specific land use intent and assessment managers will remain unchanged.</p>

### 3.11 Environmental risk assessment

Matter raised	Response
<p>Two submissions raised matters relating to the environmental risk assessment which was prepared as part of the evidence base. These matters included:</p> <ul style="list-style-type: none"> <li>• modelling and methodology for potential impacts to environmental values</li> <li>• consideration of cumulative impacts and climate change</li> <li>• the process of preparation and whether the documentation was peer reviewed.</li> </ul> <p>The department received positive feedback regarding the methodology including it reflects a standard, well-recognised approach.</p>	<p><b>The master plan has been amended to improve the narrative about how the Ports Act, master planning and other Queensland Government initiatives consider cumulative impacts. Feedback received will also be considered during preparation of the draft port overlay.</b></p> <p>A response to each matter is provided below.</p> <p><u>Methodology</u></p> <p>The risk assessment included:</p> <ul style="list-style-type: none"> <li>• identification of environmental values, including those that contribute to the OUV of the GBRWHA</li> <li>• assessment of potential impacts</li> <li>• assessment of the existing statutory requirements and operational environmental management measures</li> <li>• potential measures to address any gaps, inconsistencies or uncertainties in the existing regulatory system.</li> </ul> <p>The risk assessment was prepared by independent contractors with expertise in these technical subject matters, in consultation with key stakeholders. It was also reviewed by an independent environmental advisory panel, established specifically for master planning, to ensure that evidence and methodology is sound.</p> <p><u>Climate change</u></p> <p>The Queensland Government is implementing a range of climate change policies including the <i>Queensland Climate Transition Strategy</i> and the <i>Queensland Climate Adaptation Strategy</i>. The master plan supports these policies by identifying an environmental management precinct where development should be limited. The vegetation within these areas has the capacity to act as a carbon sink in the long-term and help contribute to Queensland's emissions targets.</p> <p><u>Cumulative impacts</u></p> <p>The management of system-wide cumulative impacts on the Great Barrier Reef is important to ensure continuous improvement in managing threats to the Great Barrier Reef. The Queensland Government has committed to 'Protect the Great Barrier Reef' as one its key priorities identified in <i>Our Future State: Advancing Queensland's Priorities</i>.</p> <p>Master planning for the priority ports is one of a number of policy initiatives undertaken by the Queensland Government to manage cumulative impacts on the Great Barrier Reef. Other policy initiatives include strengthened vegetation clearing legislation, introducing a single use plastic bag ban and regulating activities which contribute to water pollution. In addition, the <i>Maintenance Dredging Strategy for Great Barrier Reef World Heritage Area Ports</i> and associated guidelines provide for sustainable, leading practice management of port-related maintenance dredging.</p>

Matter raised	Response
	<p>The protection of the Great Barrier Reef and cumulative impact management is also a central concept in the Queensland environmental assessment and planning systems, including through environmental impact assessment processes and state and local planning instruments. These processes are described above in the 'regulating port operations' section. The master plan complements this system and does not replicate, replace or remove any existing processes. The master plan does not commit government or other entities to particular projects and does not infer government approval of development.</p> <p>Master planning does not modify the assessment process under the EPBC Act which requires port-related developments that are likely to significantly impact the Great Barrier Reef be referred for decision by the Australian Government, including the assessment of cumulative impacts.</p> <p>The Ports Act contributes to the management of cumulative impacts of port development on the Great Barrier Reef at a strategic level by limiting port development across the GBRWHA to four priority ports.</p> <p>Master planning for each priority port establishes a strategic approach by constraining port-related development and capital dredging to a defined master planned area. The master planned area for the priority Port of Gladstone limits cumulative impacts by using a precinct-based approach to concentrate port-related development in locations that avoid areas of environmental significance. Objectives for specific locations within the master planned area are identified in Appendix E of the final master plan to ensure that impacts on environmental values from port-related development are managed to limit cumulative impacts.</p>

## 3.12 Marine precinct

Matter raised	Response
<p>Two submissions raised matters relating to the marine precinct, including:</p> <ul style="list-style-type: none"> <li>it should focus on the avoid-mitigate-offset hierarchy</li> <li>it should align with the environmental management precinct and environmental values should be maintained, protected and enhanced</li> <li>it should not provide for port-related activities</li> <li>the master plan should ensure that development that would not be supported by existing government policies could not be approved in this precinct</li> <li>material placement areas for environmental benefit should be removed.</li> </ul>	<p><b>The master plan has been amended to clarify how the avoid-mitigate-offset hierarchy has been adopted in master planning. The marine precinct purpose has also been amended to recognise the importance of environmental values within this area. Other amendments have been made to clarify how the precinct descriptions, purposes and outcomes relate to existing government policies. Feedback will also be considered during preparation of the port overlay.</b></p> <p>A response to each matter is provided below.</p> <p><u>Avoid-mitigate-offset hierarchy</u></p> <p>The master plan adopts the avoid-mitigate-offset hierarchy (collectively referred to and defined as 'minimise' in the draft master plan). To avoid any doubt, the terms 'avoid, mitigate and offset' are now explicitly referenced throughout the master plan. Amendments have also been made to clarify that avoidance and mitigation must be considered before an offset is proposed for significant residual impacts.</p> <p>The hierarchy is a central component of the master plan and is recognised through the objectives, desired outcomes, precincts and EMF objectives. Any project proposal in the master planned area will still be required to address relevant statutory approval processes, including the avoid-mitigate-offset hierarchy.</p> <p><u>Alignment with the environmental management precinct and maintenance, protection and enhancement of environmental values</u></p> <p>As recognised in Table 5 of the final master plan, the marine precinct was identified based on the same considerations as the environmental management precinct—it includes areas with environmental values, including those that contribute to OUV, where development should be limited. These environmental values are mapped in Appendix B of the final master plan.</p> <p>The master plan provides environmental outcomes for the marine precinct without amending the boundaries or title. However, to assist stakeholder interpretation, the marine precinct purpose has been amended to recognise the environmental considerations up front.</p> <p>The EMF objectives in Appendix E of the final master plan adopt the avoid-mitigate-offset hierarchy and refer to specific environmental values within and surrounding the marine precinct. The EMF objectives for other precincts may also be relevant to the</p>

marine precinct. For example, the source of an impact associated with an ecotourism development may be within the environmental management precinct but the objective may relate to managing impacts on environmental values within intertidal areas of the marine precinct.

The EMF includes a PMM that relates to the preparation of an environmental values monitoring and reporting program. Details of the program will be considered during the port overlay which will be subject to consultation in accordance with the Ports Act. It is envisaged this program may identify any gaps and duplication beyond existing voluntary and statutory monitoring programs. Findings of such a program may be used to inform future statutory reviews of the master plan (and other relevant initiatives) and would provide for adaptive management of the marine precinct.

The preliminary draft port overlay was released during the public consultation period including an environmental values management code which would apply to the marine precinct. The proposed code adopts the avoid-mitigate-offset hierarchy and includes provisions relating to seagrass, coral, turtle nesting beaches and light sensitive species, migratory shorebird habitat and marine megafauna. The department will continue to prepare a draft port overlay after the master plan is finalised.

The Queensland Government is undertaking a range of initiatives beyond master planning that will maintain, protect and enhance environmental values within the GBRWHA, in accordance with the Reef 2050 Plan.

#### Port-related activities

Due to the marine precinct's close proximity to the marine infrastructure precinct, the master plan recognises the potential for limited port-related development to ensure the ongoing sustainable growth of the priority Port of Gladstone. The marine precinct is within the Port of Gladstone's port limits as defined under the *Transport Infrastructure Act 1994*. The Port of Gladstone is one of only four of the state's priority ports under the Ports Act.

Notwithstanding this, the marine precinct outcomes generally focus on small scale development including, but not limited to, boat ramps, coastal protection structures and tourism uses. This section also recognises development must be appropriately designed and located to avoid, mitigate and/or offset impacts on environmental values. All relevant statutory environmental approvals will still be required should a development be proposed in the marine precinct.

#### Existing government policies

The master plan is not an approval mechanism and the existing policies and statutory approval requirements will continue to apply to development in the master planned area. Outcomes sought by the master plan are in many cases already achieved through existing provisions. To reduce duplication of provisions and potential for conflict between different legislative heads of power, master planning adopts a regulation by exception approach.

The master plan has been amended to include a footnote in the precinct outcomes to state that examples of development are indicative only and any proposal still requires all relevant approvals prior to proceeding. This section also recognises that the master plan does not infer government approval of potential development.

The port overlay will be the regulatory document that implements the master plan. When prepared, this will include detailed assessment benchmarks which will need to be considered in development assessment. These will not replace but supplement existing assessment requirements. The port overlay will be subject to further consultation in accordance with the Ports Act

#### Material placement areas for environmental benefit

In accordance with the Ports Act, beneficial reuse can be undertaken in the master planned area for the purposes of environmental restoration or other environmental benefits. Any proposal, irrespective of the precinct it is located in, must be undertaken in accordance with relevant statutory approval processes, including consideration of any unacceptable impacts. The marine precinct outcome relating to beneficial reuse has been amended to more closely align with the beneficial reuse provisions of the Ports Act. It has also been amended to clarify that any beneficial reuse would be subject to all relevant approvals.

### 3.13 Master planned area

Matter raised	Response
<p>Two submissions raised matters relating to the master planned area, including:</p> <ul style="list-style-type: none"> <li>• support for sensitive environmental areas being excluded, including the Fitzroy Delta</li> <li>• the large number of planning and legislative jurisdictions</li> <li>• alignment with boundaries of port limits, the Great Barrier Reef Marine Park and Great Barrier Reef Coast Marine Park.</li> </ul>	<p><b>General structural and presentation changes have been made to improve readability and assist stakeholder interpretation in relation to these matters. Additional information regarding the Ports Act requirements and how these interface with existing planning jurisdictions has been included.</b></p> <p>The department recognises the positive comments regarding the exclusion of the Fitzroy Delta from the master planned area.</p> <p>The Ports Act includes provisions for a priority port master planned area which have been applied in the boundary. These are detailed in Section 6 of the Ports Act and include:</p> <ul style="list-style-type: none"> <li>• the master planned area cannot include tidal water outside port limits under the <i>Transport Infrastructure Act 1994</i></li> <li>• the master planned area can not include any area within a marine park, even if it is within port limits</li> <li>• the master planned area can include land outside of strategic port land.</li> </ul> <p>By including land within multiple planning jurisdictions, the master plan achieves the purpose of the Ports Act, the findings of the <i>Independent Review of the Port of Gladstone</i>, actions of the Reef 2050 Plan and supports government commitments relating to the coordination and optimisation of infrastructure.</p> <p>The master planned area maintains assessment managers' role in decision making while ensuring infrastructure is planned for in a holistic manner. To reduce potential conflicts between different legislative heads of power, master planning adopts a regulation by exception approach. This recognises outcomes sought by the master plan are in many cases already achieved through existing provisions and reduces duplication of provisions.</p>

### 3.14 Objectives

Matter raised	Response
<p>Two submissions raised matters relating to the objectives, including:</p> <ul style="list-style-type: none"> <li>• objectives should adopt the avoid-mitigate-offset hierarchy to align with the Reef 2050 Plan</li> <li>• objectives provide a holistic and sensible approach to future port interests.</li> </ul>	<p><b>The master plan has been amended to clarify how the avoid-mitigate-offset hierarchy has been adopted in master planning. General structural and presentation changes have been made to improve readability and assist stakeholder interpretation, including identifying how the objectives relate to the plan's state interests. Objectives have been refined to more clearly implement the strategic vision for the master planned area. Feedback will also be considered during preparation of the port overlay.</b></p> <p>A response to each of the matters is provided below.</p> <p>The master plan adopts the avoid-mitigate-offset hierarchy (collectively referred to and defined as 'minimise' in the draft master plan). However, to avoid any doubt, these terms are now explicitly referenced throughout the master plan. The hierarchy is a central component of the master plan and is recognised through the objectives, desired outcomes, precincts and EMF objectives. Any project proposal in the master planned area will still be required to address relevant statutory approval processes, including the avoid-mitigate-offset hierarchy.</p> <p>The department notes the supportive feedback regarding the objectives and will continue to liaise with stakeholders throughout the master planning process.</p>

## 3.15 Priority Port of Gladstone

Matter raised	Response
<p>Two submissions raised matters relating to the priority Port of Gladstone generally, including:</p> <ul style="list-style-type: none"> <li>recognition of the economic importance</li> <li>recognition of the need for master planning</li> <li>recognition of GPC achievements and contribution to the community.</li> </ul>	<p><b>General structural and presentation changes have been made to the master plan to improve readability and assist stakeholder interpretation. This includes further recognition of the economic importance of the port, its linkages with Central Queensland, and its role in ensuring a single integrated transport system for Queensland.</b></p> <p>The department notes the positive feedback on the master planning process and the ongoing sustainable development of the priority Port of Gladstone.</p>

## 3.16 Strategic vision

Matter raised	Response
<p>Two submissions raised matters relating to the strategic vision, including:</p> <ul style="list-style-type: none"> <li>it does not adequately promote development</li> <li>it does not align with the Reef 2050 Plan and is unlikely to delivery protection of environmental values.</li> </ul>	<p><b>The master plan has been amended to improve readability and stakeholder interpretation, including how it aligns with wider Queensland Government actions and meets the requirements of the Reef 2050 Plan. The objectives have been refined to more clearly articulate how the strategic vision will be implemented. Feedback will be considered during preparation of the port overlay.</b></p> <p>The strategic vision meets the requirements of the Ports Act and balances environmental values and the sustainable development of the port.</p> <p>The mid-term review of the Reef 2050 Plan recognised the Queensland Government's progress in implementing key port-related actions and commitments, as well as a range of other actions to protect the Great Barrier Reef. The Ports Act is the legislative mechanism for the implementation of a number of these actions and commitments, including those relating to prohibitions on dredging and sea-based disposal of capital dredged material. The master plan has been prepared in accordance with the Ports Act which requires impacts to environmental values be managed.</p> <p>An independent environmental advisory panel, established for master planning, has confirmed the master plan adequately addresses the department's requirements under the Reef 2050 Plan.</p>

## 3.17 Assessment benchmarks

Matter raised	Response
<p>One submission raised matters relating to assessment benchmarks within the preliminary draft port overlay, including:</p> <ul style="list-style-type: none"> <li>requesting the department clarify how assessment managers should implement the assessment benchmarks</li> <li>concern regarding prescriptive nature of benchmarks</li> <li>suggested removal of the infrastructure and supply chain management code so port authorities are wholly responsible for decisions on port optimisation.</li> </ul>	<p><b>Minor amendments have been made to the master plan to clarify the role of assessment managers and how the port overlay will be implemented. Feedback will be further considered during preparation of the port overlay.</b></p> <p>The preliminary draft port overlay was released for information purposes during the public consultation period to demonstrate how the master plan may be implemented. Work on the draft port overlay will continue in preparation for its release for formal public consultation in accordance with the Ports Act. Any codes included in a final port overlay will be implemented in the same manner as existing assessment benchmarks regulated under the <i>Planning Act 2016</i>.</p> <p>Port optimisation is a requirement of the Reef 2050 Plan and must be addressed through master planning. It is important optimisation principles are considered by all relevant planning instruments so a coordinated approach to infrastructure planning is adopted. The master plan recognises parameters may constrain optimisation.</p> <p>The department will continue to work with assessment managers and intends to provide further guidance on implementation of the port overlay.</p>

## 3.18 Ecologically sustainable development principles

Matter raised	Response
One submission raised that the ESD principles should be considered in decision making.	<p><b>No amendments have been made to the master plan in relation to this matter.</b></p> <p>ESD principles have been considered in master planning.</p> <p>An independent environmental advisory panel established for master planning has reviewed all documentation and considers it adequately addresses the principles of ESD, including through:</p> <ul style="list-style-type: none"><li>• evidence-based approach</li><li>• state interests</li><li>• strategic vision, objectives and desired outcomes</li><li>• precinct approach</li><li>• EMF</li><li>• reviews of the draft master plan</li><li>• the regulatory effect of the port overlay.</li></ul>

## 3.19 State interests

Matter raised	Response
One submission raised there is no recognition of state-owned quarry material and state forests in the state interests.	<p><b>The desired outcomes in the master plan have been amended as a result of this submission to recognise state owned-quarry materials under the <i>Forestry Act 1959</i> and forest products. This section has also been restructured to clearly identify how the desired outcomes relate to the state interests. Feedback will also be considered during preparation of the port overlay.</b></p> <p>State interests are defined under the Ports Act and are different to those defined separately under other legislation including the <i>Planning Act 2016</i> and <i>Economic Development Act 2012</i>. Other state interests will continue to apply within the master planned area.</p> <p>The master plan includes high-level state interests and does not specify specific materials or infrastructure. State-owned quarry materials would fall within the 'economic' and 'managing port-related development' state interests.</p> <p>However, it is acknowledged the master plan could better recognise state-owned quarry resources and state forests. The desired outcomes have been amended to specifically recognise these resources in response to this matter.</p> <p>State-owned quarry materials and forest products will continue to be regulated under the <i>Forestry Act 1959</i>.</p>

## 3.20 Environmental management precinct

Matter raised	Response
One submission raised the lack of formal protection mechanisms for the environmental management precinct (for example, through tenure).	<p><b>No amendments have been made to the master plan in relation to this matter.</b></p> <p>The intent of the environmental management precinct is to manage environmental values and limit development.</p> <p>While the master plan does not affect the existing tenure, it does include PMMs for the preparation of land management plans for these areas. All land management plans are to be prepared in accordance with a land management plan guideline.</p> <p>The draft port overlay will detail the requirements of the guideline and land management plans and will be subject to further public consultation.</p>

## 3.21 Implementation

Matter raised	Response
<p>One submission requested a figure in the draft master plan be updated to demonstrate how the master plan will be implemented.</p> <p>In particular, the submitter suggested the development scheme for the GSDA be updated to be consistent with the master plan.</p>	<p><b>Minor amendments have been made to the master plan to clarify how the master plan will be implemented. Feedback will also be considered during preparation of a port overlay.</b></p> <p>The figure reflects the requirements of the Ports Act and therefore does not require amendment.</p> <p>The Ports Act cannot require the Coordinator-General to amend the development scheme to align with the master plan. However, the Ports Act does require the Coordinator-General review the development scheme after the port overlay takes effect.</p> <p>The department has been and will continue to liaise with the Office of the Coordinator-General throughout the master planning process.</p>

## 3.22 Marine infrastructure precinct

Matter raised	Response
<p>One submission raised the environmental value of intertidal habitat in the marine infrastructure precinct should be recognised and retained wherever possible.</p>	<p><b>No amendments to the master plan have been made in relation to this matter. Feedback will be considered during preparation of the port overlay.</b></p> <p>Precincts have been identified with consideration of environmental values and the avoid-mitigate-offset hierarchy. Environmental values are recognised in Appendix B and through the EMF objectives in Appendix E of the final master plan. The marine infrastructure precinct has been identified as important to the continued operation and expansion of the priority Port of Gladstone, one of only four priority ports in Queensland. This is an important factor in separating the marine infrastructure precinct and the marine precinct.</p> <p>The master plan is not an approval mechanism and all relevant statutory approval processes will continue to apply to development applications, including application of the avoid-mitigate-offset hierarchy.</p>

## 3.23 Marine services and recreation precinct

Matter raised	Response
<p>One submission raised matters relating to the marine services and recreation precinct, including:</p> <ul style="list-style-type: none"><li>• importance of cruise shipping</li><li>• support for GPC's East Shores development.</li></ul>	<p><b>Minor amendments have been made to the master plan to recognise the economic importance of cruise shipping to the Gladstone region.</b></p> <p>The master plan recognises the importance of cruise shipping for the Gladstone region which commenced in 2016 at Auckland Point, and associated sightseeing opportunities within the Southern Great Barrier Reef region. Specifically, a section on cruise shipping has been included in Part A of the master plan.</p> <p>GPC's long-term planning for Auckland Point to include tourism facilities, including East Shores Stage 1B, is recognised through the evidence base and the precinct approach in the master plan.</p> <p>The marine services and recreation precinct identifies the importance of relevant recreational infrastructure to support cruise ship passengers.</p>

## 3.24 Outstanding Universal Value

Matter raised	Response
<p>One submission raised matters relating to OUV, including:</p> <ul style="list-style-type: none"> <li>the master plan should focus on the avoid-mitigate-offset hierarchy</li> <li>lack of detail on zones of impact and mapping</li> <li>concern regarding the level of development and potential impacts to OUV.</li> </ul>	<p><b>The master plan has been amended to clarify how the avoid-mitigate-offset hierarchy has been adopted in master planning. Other minor amendments include clarifying how mapping has been prepared and should be interpreted. Feedback will also be considered during preparation of the port overlay.</b></p> <p>A response to each of the matters is provided below.</p> <p><u>Avoid-mitigate-offset hierarchy</u></p> <p>The master plan adopts the avoid-mitigate-offset hierarchy (collectively referred to and defined as 'minimise' in the draft master plan). However, to avoid any doubt, these terms are now explicitly referenced throughout the master plan. The hierarchy is a central component of the master plan and is recognised through the objectives, desired outcomes, precincts and EMF objectives. Any project proposal in the master planned area will still be required to address relevant statutory approval processes, including the avoid-mitigate-offset hierarchy.</p> <p><u>Zones of impact and mapping</u></p> <p>Potential impacts from development have been identified at a high level due to the large spatial extent of the master planned area and the wide range of activities that could potentially occur within the precincts up to the year 2050.</p> <p>However, the precinct approach identifies areas where development should be limited based on the environmental values present, including those that contribute to the OUV of the GBRWHA.</p> <p>Mapping in Appendix B of the final master plan has been prepared by expert contractors based on the most up to date and readily available data obtained through desktop assessment. The mapping has also been reviewed by an independent environmental advisory panel established for master planning.</p> <p>While some of these datasets have been synthesised using field collected data, it is acknowledged some of the datasets are the result of desktop studies and not all mapping has been confirmed through field surveys. Data sources are referenced on each map.</p> <p>Following release of the master plan, the mapping in this appendix may not be current. Project proponents and government regulators should not use this as a single assessment source.</p> <p><u>Level of development and potential impacts to OUV</u></p> <p>At a GBRWHA-wide scale, the Ports Act has restricted port development to four key areas, protecting greenfield sites and the marine parks.</p> <p>The OUV of the GBRWHA has been an intrinsic consideration in master planning for the priority Port of Gladstone. The EMF and Appendix C within the final master plan identifies the local expression of OUV of the GBRWHA at the priority Port of Gladstone and its surrounding marine and land areas. This approach is consistent with the Reef 2050 Plan and the recommendations of the Independent Review.</p> <p>The inclusion of precincts has identified areas where development should be limited. The EMF includes a PMM relating to an environmental assessment guideline for the priority Port of Gladstone to ensure OUV is consistently considered during environmental approval processes. It is envisaged the port overlay will include detailed assessment benchmarks to ensure assessment managers consider important OUV attributes. The department will continue to consult with stakeholders in preparing a draft port overlay.</p>

## 3.25 Precincts – general

Matter raised	Response
<p>One submission raised matters relating to precincts generally, including:</p> <ul style="list-style-type: none"><li>• how precincts have been delineated</li><li>• suggesting that precincts should change based on each scenario.</li></ul>	<p><b>Minor amendments have been made to the master plan to assist with precinct interpretation, including the addition of more detailed mapping.</b></p> <p>Considerations for determining the precincts are presented in Table 5 of the final master plan.</p> <p>Precincts have been identified to indicate the long-term development potential of the master planned area. Existing planning instruments will continue to apply within the master planned area and provide the specific land use intent.</p> <p>Assessment managers and the process for development applications remain unchanged. However, when implemented, the port overlay will include detailed assessment benchmarks to be considered by assessment managers. The draft port overlay will be subject to a separate public consultation process in accordance with the Ports Act.</p>

## 4. Structural and presentation changes

In addition to the changes described in section 3 of this report, the structure and presentation of the master plan has been revised from the draft master plan released for public consultation. This improves readability and assists stakeholder interpretation. The master plan is now structured as follows.

Section	Content
Introduction	Describes what the master plan is, how it is implemented and how it relates to other policy initiatives. Importantly, it identifies the state interests affected, or likely to be affected, by existing uses at the port and future development at, or for, the port.
Part A – Context	Identifies the strategic importance, role and function of the Port of Gladstone and key considerations for the management of sustainable growth of the port and port-related industry in the master planned area, including interface areas adjoining port operations.
Part B – Strategic vision, objectives and desired outcomes	States the long-term vision of the master planned area that considers the capacity for growth in consideration of the principles of ESD, and outlines objectives and desired outcomes which clarify how the strategic vision will be achieved.
Part C – Master planned area and precincts	Identifies the master planned area and the master planned area precincts. These precincts relate to the port-related development intent for the master planned area.
Part D – Environmental management framework	Identifies the environmental values within the master planned area and surrounding areas, identifies potential impacts, and outlines the objectives and measures for the management of potential impacts on environmental values.
Part E – Master plan implementation	Outlines the implementation of the master plan through the existing regulatory framework and a separate port overlay instrument.
Appendix A – Priority Port of Gladstone master planned area	Provides the regulatory map of the master planned area and detailed precinct maps.
Appendix B – Mapping of the OUV of the GBRWHA and other environmental values	Provides consolidated mapping of the environmental values within and surrounding the master planned area, including values that contribute to the OUV of the GBRWHA.
Appendix C – Local attributes that contribute to the OUV of the GBRWHA	Details the attributes and associated environmental values locally expressed in the master planned area and surrounding areas, and their contribution to the OUV of the GBRWHA.
Appendix D – Potential impacts on environmental values	Outlines the potential impacts on environmental values as a result of development in the master planned area, and the precincts to which they are relevant.
Appendix E – EMF objectives	Outlines objectives for each master planned area precinct to avoid, mitigate and/or offset potential impacts from development on environmental values, including the OUV of the GBRWHA, matters of national environmental significance and matters of state environmental significance.
Appendix F – Definitions	Provides a table of definitions relevant to the master plan.
Appendix G – Abbreviations and acronyms	Provides a table of abbreviations and acronyms used in the master plan.
Appendix H – References	Provides a list of references relevant to the master plan content.

## 5. Conclusion

The draft master plan for the priority Port of Gladstone was released for public consultation from 28 August to 9 October 2017. Nineteen submissions were received and categorised into 25 themes for evaluation. In accordance with the Ports Act, this report will be published on the department's website to demonstrate the matters raised in submissions and how they have been considered in the final master plan. Submissions will be considered in preparation of the port overlay.

The Queensland Government has delivered a master plan for the priority Port of Gladstone, fulfilling the requirements of the Ports Act and Reef 2050 Plan. The master plan is available for viewing on the department's website at [www.tmr.qld.gov.au/SustainablePorts-Gladstone](http://www.tmr.qld.gov.au/SustainablePorts-Gladstone). The department will continue to liaise with stakeholders in preparation of a port overlay.

## Appendix A: Abbreviations and acronyms

Abbreviation/acronym	Definition
EMF	environmental management framework
EPBC Act	<i>Environment Protection and Biodiversity Conservation Act 1999</i>
ESD	ecologically sustainable development
GBRWHA	Great Barrier Reef World Heritage Area
GPC	Gladstone Ports Corporation
GPC LUP	Gladstone Ports Corporation land use plan: <i>2012 Land Use Plan: Version 2 - February 2016</i>
GRC	Gladstone Regional Council
GRC planning scheme	Gladstone Regional Council planning scheme: <i>Our Place Our Plan Gladstone Regional Council Planning Scheme</i>
GSDA	Gladstone State Development Area
GSDA Development Scheme	<i>Gladstone State Development Area Development Scheme</i>
Independent Review	<i>Independent Review of the Port of Gladstone</i>
Maintenance Dredging Strategy	<i>Maintenance Dredging Strategy for Great Barrier Reef World Heritage Area Ports</i>
MSES	matters of state environmental significance
MTSC	Materials Transportation Services Corridor
OUV	Outstanding Universal Value
PMAV	Property Maps of Assessable Vegetation
PMM	Priority Management Measure
Ports Act	<i>Sustainable Ports Development Act 2015</i>
Reef 2050 Plan	<i>Reef 2050 Long-Term Sustainability Plan</i>

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