



# Victoria Government Gazette

No. S 240 Monday 10 July 2017  
By Authority of Victorian Government Printer

---

**Port Management Act 1995**  
**PORT DEVELOPMENT STRATEGY**  
**MINISTERIAL GUIDELINES**  
July 2017

## **CONTENTS**

### **Introduction**

Purpose of Port Development Strategies

Benefits for State and Ports

Intent and status of the Ministerial Guidelines

### **Part 1 – Content of a Port Development Strategy**

- 1.1 Projections of Trade and Economic Benefit
- 1.2 Infrastructure Requirements for Port Land, Water and Channels
- 1.3 Integrated Approach to Port Transport Planning
- 1.4 Port Land Use Planning
- 1.5 Environmental and Social Considerations
- 1.6 Further Matters
- 1.7 Implementation, Monitoring and Evaluation

### **Part 2 – Strategy Preparation and Consultation Process**

- 2.1 Method and Process for Preparing a PDS
- 2.2 Stakeholder Consultation

### **Part 3 – Format, Publication and Availability**

- 3.1 Structure and Format
- 3.2 Publication and Availability

### **Attachments**

**SPECIAL**

## INTRODUCTION

Victoria has a pre-eminent national role in freight and logistics in which commercial trading ports play a key role. The Port of Melbourne is Australia's largest container, automotive and general cargo port, complemented by the significant ports of Geelong, Portland and Hastings. Melbourne is recognised as the preferred location for the establishment of national distribution centres. Victoria's traditional freight handling advantage is largely based on its manufacturing strength and its location as a trade gateway serving adjoining States and being accessible to about 70% of the nation's population.

The Victorian freight sector accounts for 6%–8% of the state economy, and is an 'enabler' for other sectors. An efficient freight and logistics sector assists in reducing costs of doing business in Victoria. Industries that rely heavily on efficient freight connections include manufacturing, wholesaling, warehousing, retailing, food, agriculture and mining.

Commercial trading ports are our freight gateways and rely on well-connected transport infrastructure to move freight efficiently. The ability to move freight efficiently across the logistics system supports industry in managing transport costs and to trade more competitively.

Freight volumes at Victoria's trading ports are continuing to grow over time, presenting opportunities and challenges for port operations, for the movement of freight on road and rail networks, and for surrounding non-port land uses. Planning for future capacity is therefore a central consideration for ports.

Facilitating greater capacity involves using existing infrastructure more productively, delivering new infrastructure, and the use of better operational arrangements and equipment. Planning for this requires an integrated approach by ports and others, on an ongoing basis.

### ***Individual commercial trading ports are different***

Port authorities vary considerably as organisational entities. The Port of Melbourne commercial operations have been leased to a private operator, Port of Melbourne Operations. Victorian Ports Corporation (Melbourne), a statutory authority, is responsible for the Harbour Master, safety and environmental oversight, as well as the management of cruise shipping and the Tasmanian ferry services at Station Pier. Planning for the Port of Geelong has been assigned to the Victorian Regional Channels Authority, with port facilities owned by private operators. The Port of Portland is privately owned and managed, and planning at Hastings is the responsibility of the Port of Hastings Development Authority.

Each port also varies in terms of its size and trade types, and has its own set of particular opportunities and challenges. These Ministerial Guidelines provide a common framework for ports to prepare well considered port development strategies to respond to individual and evolving circumstances.

### **Purpose of Port Development Strategies**

Section 91K of the **Port Management Act 1995** (PMA) sets out the requirement for port authorities to prepare a port development strategy. It also provides the legislative standing for the *Ministerial Guidelines for Port Development Strategies* and that such strategies are to be prepared at regular intervals.

A port development strategy (PDS) is largely concerned with capacity planning for trade throughput at the port. The purpose of preparing a port development strategy includes:

- Articulating a medium and long term 'port development vision' to the port's stakeholders;
- Creating economic value through supporting industry understanding, confidence and investment;
- Maximising economic outcomes through supporting efficient allocation of critical port land and infrastructure;
- Assisting in overall supply chain efficiency through the provision of transparency in the broader transport network task and infrastructure requirements;

- Providing strategic information to support an understanding of significant environmental and social issues, which have the potential to impact port operations and development; and
- Supporting engagement with stakeholders and clients, and building local goodwill.

### **Benefits for State and Ports**

Port Development Strategies form part of a suite of port related strategies across State, regional and municipal levels. As a public document, the development vision in a PDS provides a platform for ports to exchange information on relevant matters with Government departments, agencies and municipalities. It enables better alignment of port related proposals with other Government policies and strategies.

Strategic planning for ports also enables a port's interests to be carefully considered when development risks or opportunities occur. Importantly, PDS elements are useful inputs to support State wide forecasting and infrastructure planning purposes. Collectively, the suite of freight and port strategies provides the Victorian Government with confidence that future requirements for ports are being appropriately addressed.

For port authorities a PDS provides visibility of the port development vision and objectives. As a public document it is a valuable reference for informing stakeholders on issues under consideration. A PDS can identify strategies or actions which may involve working with stakeholders. For example, if a commercial trading port is located on land owned by different owners, the relevant port authority must consult with all the other land owners in preparing the PDS. A PDS can also identify infrastructure needs outside the port boundary, such as transport improvements, requiring investigation with relevant Government agencies.

It is recognised that ports operate in a competitive environment where different trades are contestable across ports and regions. As such some aspects of port planning and development will continue to remain confidential.

### **Government Planning for Ports and Freight**

Planning for ports has occurred at National, State and Local government levels. The *National Ports Strategy 2012* (Infrastructure Australia) led to the preparation of *Leading Practice: Port Master Planning 2013* (Ports Australia). *Leading Practice* is complementary to these Guidelines. The *National Land Freight Strategy 2012* (Australian Government Department of Infrastructure and Transport) also emphasises the need to better understand and address the growing freight task.

At the State level, freight and regional growth plans have been developed and help inform port development strategies. *Plan Melbourne* attaches high priority to securing adequate capacity for commercial trading ports, supported by principal road and rail networks. The *G21 Regional Growth Plan* recognises the Port of Geelong as being a critical driver for growth and identifies infrastructure gaps for the port. While the *Great South Coast Regional Growth Plan* supports expansion of the Port of Portland through external transport network infrastructure provision.

At the local level some municipalities have initiated port structure planning or port environs planning in order to understand the local port opportunities and constraints.

### **Intent and status of the Ministerial Guidelines**

The *Ministerial Guidelines – Port Development Strategies (Ministerial Guidelines)* are made under section 91M of the PMA and took effect on the date of gazettal, 10 July 2017. Port authorities must prepare a PDS by 31 December 2018, and at intervals of 5 years thereafter in accordance with section 91K of the PMA.

The Ministerial Guidelines address the key requirements outlined in the PMA, which focus on trade projections, land and port infrastructure requirements, and transport requirements. The scope of the Guidelines extend beyond these core elements to include broader land transport networks, shipping channels, as well as environmental and social considerations. This range of matters is already addressed within most existing PDSs. While the PMA sets the provisions for a PDS, port issues can be viewed within a wider policy and legislative framework, as outlined in Attachment 1.

The Ministerial Guidelines also provide clarity for port authorities on the content expectations for port development strategies, and provide suggestions on the methodology and format. Stakeholder engagement is recognised as a vital element of preparing a PDS and expectations around consultation are discussed. Publication of strategies is also addressed.

### **MINISTERIAL GUIDELINES**

The Ministerial Guidelines are informed by the **Port Management Act 1995** (Sections 91K(2) and section 91M(1)). The Guidelines are structured in three parts:

- (i) Part 1 addresses the content expectations for a Port Development Strategy;
- (ii) Part 2 discusses the preparation in terms of methodology and consultation; and
- (iii) Part 3 clarifies strategy format and publication.

### **PART 1 – CONTENT OF PORT DEVELOPMENT STRATEGY**

A port development strategy will address those matters concerned with future port capacity to handle freight and passenger throughput. The strategy will identify potential future freight and passenger activity through trade projections. These provide the basis for considering investment in and around the port or on freight related infrastructure. Much of the strategy will be concerned with the future planning of infrastructure within the port, including shipping channels, as well as the availability of suitable land. Increasingly, port development strategies are expected to consider the freight transport network beyond the port gate, including localised port related transport issues. Port strategies will also address existing and emerging issues around port land use interfaces with neighbouring communities, environmental issues and social considerations.

The planning horizon for a PDS is medium-long term, in the order of 25–30 years. The requirement that port authorities prepare a PDS at five yearly intervals is to ensure that port strategies remain responsive to changing circumstances.

It is hence desirable that a PDS include:

- (i) A short-medium term port development plan, say 5–15 years; and
- (ii) A long term port development plan, say 25–30 years.

#### **1.1 Projections of Trade and Economic Benefit**

Trade projections indicate likely throughput at a port and enable an assessment of the adequacy of port and related infrastructure into the future. Trade projections are also valuable indicators for Government on the future demands of freight traffic on the wider Victorian transport network. Trade projections are not intended to disclose commercially sensitive information.

In considering projections of trade through a commercial trading port, the port authority should:

- (i) Use data sources and forecasting methodologies as the port considers appropriate.
- (ii) Trade projections should be prepared for all existing trades handled by the port and include, as appropriate, information on passenger numbers and all pack types, including containers, automotive, liquid bulk, dry bulk and break bulk;
- (iii) In addition to existing trades, forecasts could consider potential new trades which may be handled by the port.
- (iv) Trade forecasts should be provided for the planning horizon identified within the PDS and should typically be in the order of 25–30 years.

The economic benefits of each of Victoria's commercial trading ports are detailed in individual economic impact studies, first prepared in 2009 and since updated for some ports. These studies detail cargo and trade patterns, as well as quantifying the benefits to the Victorian and regional economies.

A high level summary of the most recent economic impact study can be included in a PDS. Economic information can provide an overview of the importance of the port to the national, state, regional and/or local economies.

## 1.2 Infrastructure requirements for port land, water and channels

Port land and water infrastructure includes wharves and mooring facilities, terminal areas, road and rail assets, pipelines, access channels, swing basins and the like. However it is noted that not all these elements are within the control of the port authority (i.e. the equipment and infrastructure within individual terminals).

Planning for infrastructure improvements at a port will be driven by a demonstrated need for increased capacity to handle trade throughput or changing trade requirements. Decisions by port authorities to plan for and invest in future port infrastructure needs will largely be commercially driven. It is acknowledged that efficiency of trade throughput can also be improved through the use of better technology, equipment, or management and work practices.

Identification of trade throughput and requirement trends will inform future port infrastructure needs and inform whole-of-supply chain logistics planning. Port development strategies are expected to hence identify:

- (i) The future port infrastructure requirements anticipated to accommodate the forecast trade growth and changes, over time.

Shipping channels are a critical part of the supply chain and port authorities have a direct interest in the adequacy of shipping channels and at port berth pockets. The responsibility for managing and maintenance of shipping channels rests with the Victorian Regional Channel Authority (for the Ports of Geelong, Hastings and Portland) and is split between Port of Melbourne operator and Victorian Ports Corporation (Melbourne) (for Port of Melbourne and channels shared with the Port of Geelong). Port authorities have an interest in identifying future channel requirements through:

- (i) Understanding shipping trends and port user requirements in terms of ship sizes and adequacy of channel configurations and depths and the likelihood of required capital works improvements; and
- (ii) Identification of the need for channel maintenance or navigational improvements required for safety or functional purposes.

## 1.3 Integrated approach to port transport planning

Port authorities are also expected to have an active interest in broader network transport planning and supply chain efficiencies beyond the port gate. An efficient, reliable and curfew-free supply chain relies on an integrated approach to transport planning and accessibility.

Port planning should actively contribute to identifying existing and forecast transport network needs to support port operations.

In considering broader network transport planning, a port authority is expected to engage with Government transport agencies and industry stakeholders and take a collaborative and supportive role through:

- (i) Where appropriate, planning for improved heavy freight vehicle access between a port and the principal road freight network;
- (ii) Ensuring that where appropriate, planning within a port accommodates current and long term road and rail access options;
- (iii) Highlighting broader road and rail freight network constraints and opportunities;
- (iv) Where localised port related freight transport issues exist, working collaboratively towards improved conditions;
- (v) Highlighting efficiency improvement initiatives through changing work practice or implementing technology advancements; and
- (vi) Where port development involves significant changes to the freight task consider transport network implications. This can include dangerous goods, which may require identification of preferred routes or potential upgrades to provide safe and efficient movement of such goods.

### ***Transport Integration Act***

Victoria's approach to transport planning was revised with the introduction of the state's principal transport statute, the **Transport Integration Act 2010** (TIA). The TIA requires that all decisions affecting the transport system be made within an integrated decision-making framework.

The TIA brings together the Government's transport portfolio under one statute. Transport agencies and 'transport bodies', including defined commercial trading ports, are now required to apply a consistent approach to transport planning, as detailed in transport system objectives and decision making principles in the TIA. Included is the principle of integrated decision making, which seeks to achieve Government policy objectives through coordination between all levels of government, government agencies and the private sector. Transport planning at commercial trading ports, should be approached in this way irrespective of ownership status. Port planning needs to be considered in the context of ports being an integral part of the wider transport network and not be planned as an isolated transport node.

#### **1.4 Port land use planning**

Victorian commercial trading ports typically have several land use themes to consider: availability of port land; port environs interface issues; management of port areas or precincts; and statutory planning requirements.

Ports tend to be land constrained to an extent. While the trade task for ports continues to grow, they also experience encroachment of adjoining urban uses. Ports can require additional land for handling cargo and maintaining adequate access to the transport network is critical to movement of freight in and out of ports. Within a port, land use and development is subject to statutory planning provisions.

In addressing land use issues port authorities should consider the following:

##### ***Port land use requirements***

The PDS should include an overview of land use issues and opportunities faced by a port. This would help inform and ensure alignment with relevant state, regional and local land use planning relevant to ports. Identifying land required for future port activity provides a transparent signal on where port expansion is anticipated and as such facilitate appropriate planning considerations. It is acknowledged that port related industries are also located in adjoining industrial areas which are not under the direct influence of a port authority or operator. The 'boundary' of a port can therefore be ambiguous and in some cases applying a 'port area of interest' will be appropriate in identifying port related land.

Port land and infrastructure requirements will also respond to changing industry trends.

##### ***Port environs issues***

A PDS should identify land use interface issues between the port and adjoining urban areas. Encroachment of sensitive land uses may lead to land use conflict. In considering port environs issues a PDS should identify adjoining areas that may be impacted by port activities or associated transport activity, along with areas where encroachment has the potential to impact port operations and development.

Port authorities may want to engage in planning processes when inappropriate land uses are proposed within the port environs (adjacent urban areas). The issue of residential encroachment near ports and available planning tools is addressed in *Planning Advisory Note 56, Planning for Ports and their Environs*. Addressing interface issues is a shared responsibility between the port authority, community and relevant Government planning agencies.

A PDS should demonstrate that port planning has considered impacts of port operations on adjoining urban areas. Where practicable port planning should seek to avoid, minimise or mitigate impacts from ports. This may involve assigning a trade to a particular location within

a port, management practices for the handling of cargo, development of buffer areas and installation and consideration of how localised port related road and rail access is arranged and managed.

#### ***Port precincts and Port Zone***

The use of port precincts, identifying where different types of port trades are expected to be accommodated, will continue to be a useful approach in many instances. Port precincts can be indicative, used to generally designate trades across the port. Precincts can also be used to specify where particular trades are to be handled, possibly to address land use interface issues with adjoining urban areas. Where appropriate, port precincts can designate use and development of trades to provide a more tailored approach to land use within the Port Zone.

The Port Zone was introduced in the Victorian Planning Provisions in 2014 as an outcome of the Ports and Environs Advisory Committee process. It has been applied to most ports and its purpose includes the implementation of PDSs. A PDS can include guidance on land use, buildings and works, and subdivision and can be an important opportunity to inform statutory decision making.

### **1.5 Environmental and Social Considerations**

#### ***Environmental Considerations***

Port authorities will need to consider environmental issues, either as part of proposed port developments or in the context of transport resilience, such as potential risks associated with climate change.

Circumstances for individual ports are likely to vary but port authorities are encouraged to consider the resilience of port transport infrastructure, in terms of climate change risks, and where applicable, include the relevant risk mitigation measures in the PDS.

Where ports propose significant expansion adjacent to existing urban areas, ensuring port management is undertaken to best practice levels will support co-existence. A range of measures can be considered to attenuate impacts relating to noise, traffic management, air quality and lighting. Some of the measures are able to be implemented within the port boundaries, while other measures, which are beyond the port gate, will need to rely on collaboration with other parties.

#### ***Social Considerations***

Maintaining and supporting public access to waterfront locations can be valued by the community. Port operational areas are subject to maritime security provisions and operational/safety requirements which restrict public access. Where security and operational restrictions allow, port authorities can consider:

- (i) Opportunities for maintaining, and where appropriate enhancing public access to waterfront locations;
- (ii) The interface between a port and its surrounds can present an opportunity to enhance the quality, amenity and experience of shared spaces, whilst providing useful buffers between the port and surrounding uses.

### **1.6 Further Matters**

Port authorities are not restricted to matters identified in these Guidelines when preparing a PDS. Where additional matters are relevant to port development, they should be considered in a PDS.

### **1.7 Implementation, Monitoring and Evaluation**

A PDS should address implementation measures, at least at a high level. Where actions are nominated, they should be assigned a priority or timeframe, staging, and if required collaboration and cooperation from Government and industry bodies. Implementation steps can be high level and do not need to detail financials and approvals required for delivery.

The cycle of a port development strategy involves: strategy preparation, implementation, monitoring and evaluation. During the ongoing process of strategy implementation a port authority should monitor and evaluate progress, which will be a key input for the review of the PDS prior to the preparation of the following PDS.

Different methods of monitoring and evaluation can be applied. The methodology should include feedback from stakeholders. An outline of the monitoring and evaluation approach to be applied can be described in a PDS.

## **PART 2 – STRATEGY PREPARATION AND CONSULTATION PROCESSES**

Each of Victoria's four commercial trading ports has an existing PDS, providing a strong basis on which to prepare the next PDS. The key steps in preparing a new PDS will be: reviewing the existing PDS; consulting stakeholders; collecting and analysing data; considering the policy environment and PDS drafting. In commencing a new PDS, port authorities are encouraged to adopt a project governance framework that includes appropriate support and resources for the task, and ensures that stakeholder engagement is effective.

Port authorities may wish to also draw on other guidance material such as *Leading Practice: Master Planning* (Ports Australia, 2013) or *Masterplans for the Development of Existing Ports* (PIANC, 2014). Further potential guidance documents are provided at the end of these Ministerial Guidelines.

The requirement to prepare strategic documents as part of the recent Port of Melbourne Lease Transaction is expected to inform Port of Melbourne's next PDS. Documents such as the Port Development Implementation Plan, Rail Access Strategy, and elements of Environmental Management Plan and Asset Management Plan feed into the PDS strategy development.

The tasks associated with preparing a new PDS can be challenging and port authorities should allow adequate time for the many steps involved. The period required to prepare a PDS will vary depending on individual circumstances.

### **2.1 Method and process for preparing a PDS**

#### **(i) Review of Port Development Strategy**

The review of the current PDS will consider its adequacy in the context of existing circumstances and will inform the task of preparing a new PDS. The review should cover all relevant considerations, can be high level, and may include:

- a) Comparing previous trade forecasts and actual trade performance to assess any material changes expectations of future freight demand;
- b) Current and emerging issues regarding adequacy of port infrastructure (landside and waterside);
- c) Current and emerging issues regarding adequacy of road and rail infrastructure connecting to the port and wider transport network connections;
- d) Current and emerging port interface, port environs or environmental or social considerations;
- e) Delivery on, progress of, and changes to, actions, priorities and staging contained within the previous PDS;
- f) Implications of relevant current Victorian and national government policies, strategies or plans;
- g) Findings of any initial consultations undertaken with key stakeholders; and
- h) An outline of the stakeholder consultations proposed to be undertaken to support the PDS development.

A summary of the PDS review, identifying the key matters to be addressed in the next PDS should be prepared and provided to the Government department responsible for ports. Of particular interest will be the level of consultation proposed, as well

as alignment with the PMA, Victorian Government policies, Infrastructure Victoria studies and recommendations, strategies and plans and these Ministerial Guidelines. A period of at least one month should be provided for departmental comment on the PDS review summary.

**(ii) Further Data Collection and Consultation**

The initial review will clarify the data requirements for the PDS. Data will be obtained from various sources such as published material, a port's own data generation or third party advice from subject matter experts, input through consultation with port tenants, industry personnel and other stakeholders. The focus for further data collection and consultation activities may include:

- a) Trade forecasting, on existing and potential trades;
- b) Port operating arrangements, including berth utilisation, adequacy port infrastructure capacity (i.e. shipping channels, quayline and berth capacity);
- c) Heavy freight vehicle access issues and opportunities, both at localised port boundary interfaces and broader road network;
- d) Rail access and rail use issues and opportunities, both port localised and broader rail network;
- e) Landside constraints and opportunities;
- f) Ongoing or emerging 'port interface' issues and opportunities; and
- g) Emerging environmental and social issues and considerations.

**(iii) Analysis**

Port authorities will analyse and interpret data to provide an evidence based understanding of trends, issues and options. The primary focus of port strategy planning will be on facilitating port growth to support future freight demand. The capacity of a port and its transport links will therefore be a critical element, and capacity modelling may be an appropriate analysis tool. In developing concepts and propositions, the port authority should continue consulting relevant stakeholders as part of its collaborative approach, and to ensure that ideas are tested. The outcome should provide more confidence on the likely timing of demand driven infrastructure.

With regard to trade forecasts, identifying a range of trade scenarios can be beneficial. This can be more applicable where potential trades are identified, existing trades may be relocated or closed, or where bulk trades historically have been volatile due to weather and other patterns.

A range of issues, such as 'port interface' concerns, may include qualitative considerations and need to be explored through appropriate approaches.

**(iv) Strategy Drafting**

The drafting of a PDS is likely to be an iterative process, as more data becomes available and issues are tested through consultation. The port authority will need to ensure that the consultation process allows adequate time for consultation and input. In some circumstances it may be warranted to consult again on a penultimate draft.

The key steps in preparing a PDS are outlined in Attachment 2.

## **2.2 Stakeholder Consultation**

Port authorities are expected to design a stakeholder consultation process that ensures an appropriate level of engagement with various stakeholders. The preparation of a new PDS will typically involve considerable consultation throughout the strategy preparation process. PDSs are also reference documents in planning schemes and any changes to a PDS warrant appropriate stakeholder scrutiny.

It is also recognised that port authorities through the course of ordinary business activity, undertake considerable consultation and may have ongoing consultation arrangements with interested parties. Where a new PDS involves very limited change the port authority could propose a reduced or commensurate level of consultation.

#### ***Consulting Port Tenants, Licensees and Service Providers***

Port tenants, licensees and service providers are directly impacted by port planning and are key port stakeholders. It is likely that these stakeholders will be consulted by the port authority at an early stage in the preparation of a PDS. This group of stakeholders can provide invaluable input on trade forecasts, and potential port development proposals\*.

It is acknowledged that port businesses are not always 'port tenants', and therefore a broader interpretation should be applied. Also, that not all port authorities have 'tenants', as is the case of the *Victorian Regional Channels Authority (VRCA)* for Geelong. In this instance, the VRCA would consult with port managers and their tenants as well as other port reliant businesses generally located at the port.

\*It is noted that some of this information is commercially sensitive. Where there are confidentiality issues it may be possible for a port authority or port operator to capture the implications of the information for the purposes of the PDS without disclosing commercial details.

#### ***Consulting Municipalities, Interest Groups and Agencies***

Port authorities are expected to consult with a range of external people and organisations who may be affected or have a direct interest in a PDS. This is likely to include municipalities, community and interest groups, nearby residents and businesses, and government agencies. The stakeholder consultation process is a matter for the port authority to develop but can include:

- (i) Identifying relevant stakeholders, which may involve using notification tools such as a notice in local papers, or using social media;
- (ii) Using appropriate engagement options such as port community committees, workshops, drop-in information sessions, further social media and online tools.
- (iii) Ensuring that the consultation is reasonably transparent in terms of how consultation input, generally, has been considered.

The nature of consultation may vary across stakeholders. Some interested parties may be satisfied with the opportunity to have input, either informally or through a submission. For other stakeholders with a stronger interest in a PDS, such as municipalities or government agencies, the consultation approach could be more collaborative.

#### ***Liaising With State Government***

Preparing a new PDS is a significant undertaking and port authorities are expected to liaise with the Victorian department responsible for ports at an early stage. When a penultimate draft of a PDS becomes available, it is expected that it be provided to the department for comment. This step, which should not exceed one month, may include facilitating comment from the Minister for Ports.

When considering a draft PDS, the department will be concerned with:

- (i) Ensuring an appropriate level of stakeholder consultation (as planning scheme reference documents);
- (ii) Alignment with the PMA, government policies, strategies and plans and these Ministerial Guidelines.

Other aspects of the PDS content, such as trade forecasts, will remain largely a matter for the port authority.

The final version of the PDS must be submitted for the Minister's consideration and acknowledgement. A PDS is not a Government instrument, or strategy, and as such does not involve approval by the Minister.

**PART 3 – FORMAT, PUBLICATION AND AVAILABILITY**

A PDS should be clear in its vision and objectives, it should capture data, consultation results, analysis and identify how strategic directions will be implemented. As a public document concerned with the strategic development of a port, a PDS should be prepared for various audiences particularly external parties. A PDS will need to be published and readily available to the public.

**3.1 Structure and Format**

A port authority can decide on an appropriate PDS structure but the content is expected to address the matters discussed in these Ministerial Guidelines.

An indicative PDS Contents, is provided in Attachment 3. This includes an option of including a foreword or message from the Minister for Ports.

The format of existing PDSs comprise descriptive content, a range of plans, figures, graphs and tables. The combination of these elements is well suited to conveying port development information and should continue to be used. The following matters should also be addressed:

- (i) A PDS should be available as an accessible public document, without compromising content and detail; and
- (ii) Producing a ‘executive summary’ version of a PDS could be considered as a short and easily understandable document may be beneficial to stakeholders.

**3.2 Publication and Availability**

PDSs are treated as public documents and are to be published by the port authority:

- (i) PDSs are to be available on the port authority’s website;
- (ii) The relevant government department for ports will also make the PDS available via its website.

**ATTACHMENTS**

- 1) Policy and Legislative Context
- 2) Strategy Preparation Steps
- 3) Indicative ‘Contents’ for Port Development Strategy

**FURTHER INFORMATION**

Leading Practice: Port Master Planning (Ports Australia, 2013)

National Ports Strategy 2012

Masterplans for the Development of Existing Ports (PIANC 2014)

Planning Advisory Note 56, Planning for Ports and their Environs;

Enhancing the resilience of seaports to changing climate: research synthesis and implications for policy and practice. National Climate Change Adaptation Research Facility 2013;

A Practical Guide for a Sustainable Seaport (PIANC 2014)

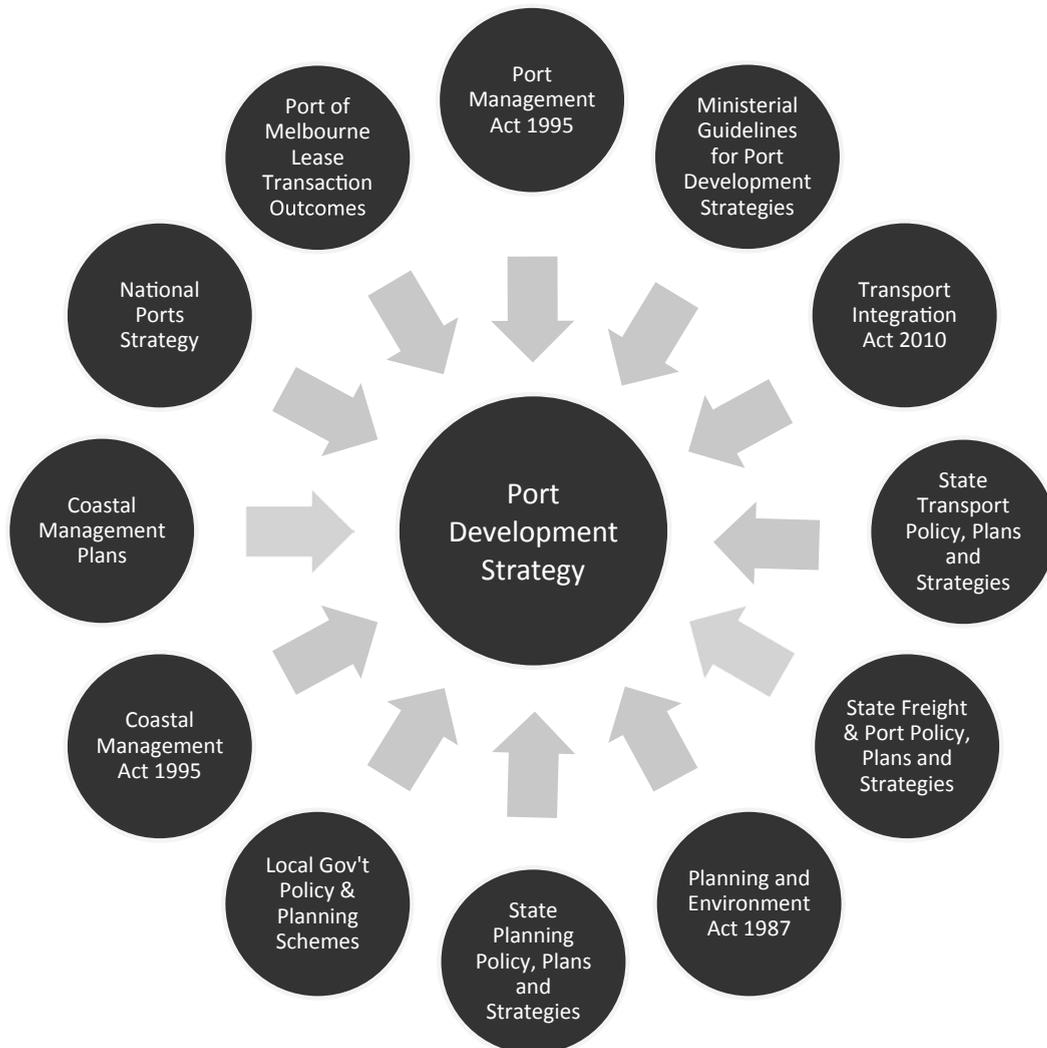
Environmental Best Practice Port Development: An Analysis of International Approaches 2015  
DSEWPC

**ATTACHMENT 1**

**Port Development Strategy**

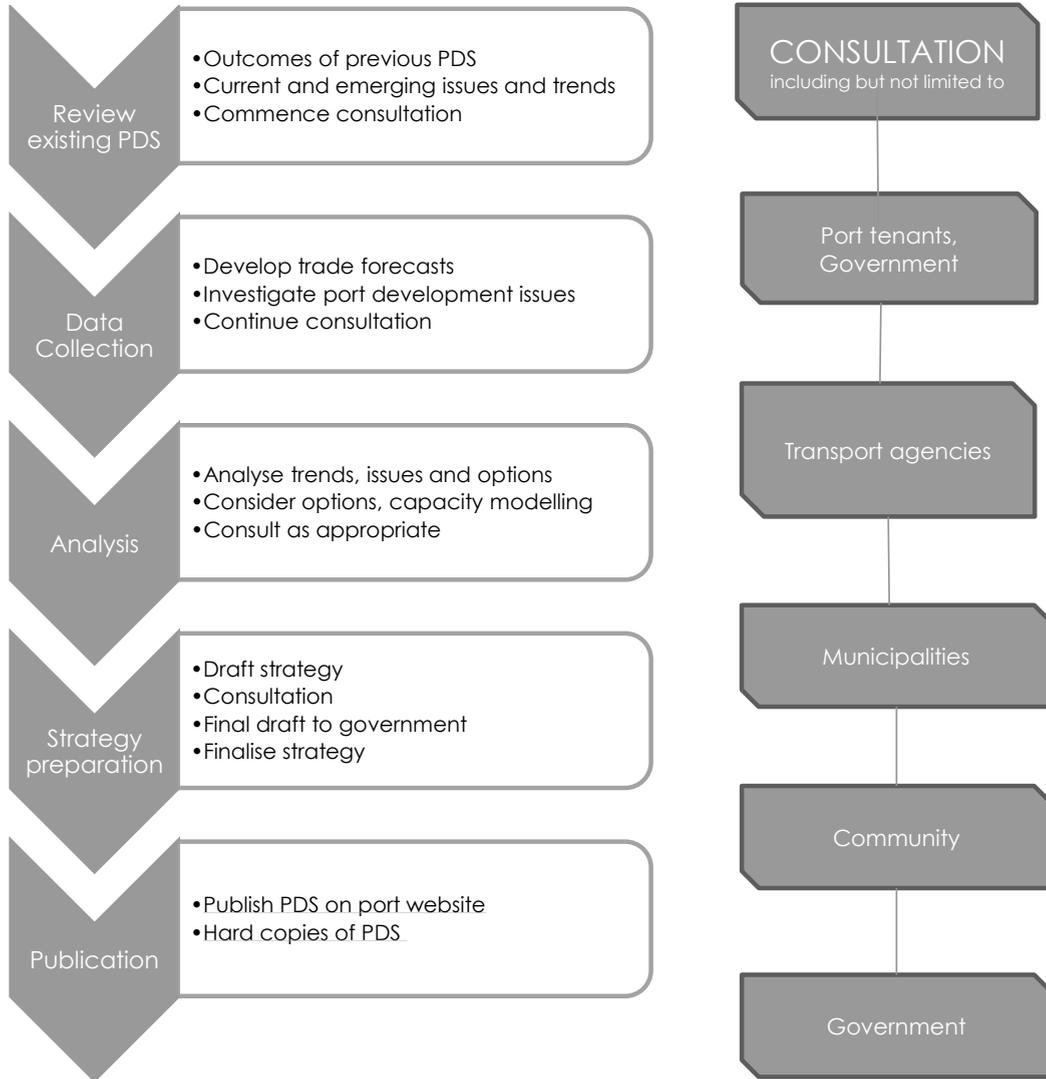
**Policy and Legislative Context**

Note: This attachment provides a general framework of policy and legislation applicable to Victorian ports. It is not considered exhaustive, and not all legislation will necessarily apply to all Victorian ports.



**ATTACHMENT 2**

**Port Development Strategy: Preparation Steps**



**ATTACHMENT 3****Port Development Strategy – Indicative Contents**

A message from the Minister for Ports (optional)

Executive Summary

**1. Introduction**

Strategic significance of the port  
Purpose of Port Development Strategy  
Port Vision/Strategic Objectives and Outcomes

**2. Strategic Context**

Previous port development strategy  
Government legislation, regulation and policy environment  
Existing land, infrastructure, channels, and transport network connections  
Stakeholder engagement  
Development drivers and considerations  
Role of the port in the wider economy

**3. Projections of Trade**

Trade catchment and port competition  
Historical trade level  
Trade forecasting assumptions and scenarios

**4. Ship fleet projections**

Historical ship fleet characteristics  
Ship fleet forecasting assumptions and forecasts

**5. Land, terminal and shipping channel capacity**

Land allocation requirements  
Terminal/berth development requirements  
Channel allocation requirements  
Port development plan(s), and Precinct Plans (optional)

**6. Landside transport infrastructure requirements**

Existing road and rail networks and constraints  
Anticipated network developments and improvements  
Forecast road and rail network demand

**7. Land use planning considerations**

Overarching land use issues  
Port environs issues and considerations  
Interactions of PDS with planning scheme and approval requirements

**8. Environmental and social considerations**

Existing environmental condition and management  
Key environmental issues and considerations  
Existing social context, issues and considerations  
Port development environmental approvals requirements

**9. Implementation and evaluation**

High level implementation plan for significant port investment  
Proposed PDS monitoring and reporting framework

---

This page was left blank intentionally

## **bluestar** \* **PRINT**

The *Victoria Government Gazette* is published by Blue Star Print with the authority of the Government Printer for the State of Victoria

© State of Victoria 2017

This publication is copyright. No part may be reproduced by any process except in accordance with the provisions of the Copyright Act.

Address all enquiries to the Government Printer for the State of Victoria

Level 2, 1 Macarthur Street  
Melbourne 3002  
Victoria Australia

### How To Order



**Retail &  
Mail Sales**

**Victoria Government Gazette**

Ground Floor, Building 8,  
658 Church Street,  
Richmond 3121  
DX 106 Melbourne



**Telephone**

(03) 8523 4601



**Fax**

(03) 9600 0478

**email**

[gazette@bluestargroup.com.au](mailto:gazette@bluestargroup.com.au)

**Price Code A**