

# 4

## LEGISLATIVE ENVIRONMENT

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Development at Brisbane Airport is governed by a range of Australian and Queensland Government legislative requirements.

### 4.1 Master Planning

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This 2014 Master Plan sets out the framework for development of Brisbane Airport to meet aviation demand and create business and industry development opportunities to 2034 and beyond.

Supporting this 20-year Master Plan is more than 40 years of planning, initially by the Department of Civil Aviation (DCA), then the Federal Airports Corporation (FAC) in 1991 and BAC's own Master Plans approved in February 1999, May 2004 and September 2009. The initial DCA Master Plan, from which the first stage of new airport facilities was constructed in the 1980s, set the future direction for airport development.

Under the Airports Act, BAC is required to review its Master Plan every five years.

This section of the Master Plan describes the master planning process and its relationship to state and local government planning. It also explains distinctions between the Master Plan and a Major Development Plan (MDP).

BAC works in consultation with the Queensland Government and Brisbane City Council (BCC) to ensure that Brisbane Airport coordinates with their strategies, where practical.

Queensland Government and BCC plans recognise Brisbane Airport as a vital piece of infrastructure and a major employment and economic generator.

The connections to the international economy offered by Brisbane Airport and its important role in bringing industries, jobs and tourism to Brisbane, the South East Queensland (SEQ) region and Queensland, are acknowledged in this planning framework.

### 4.2 Successive Brisbane Airport Master Plans

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The initial planning for the current Brisbane Airport site was undertaken in the early 1970s by the Brisbane Airport Advisory Committee, comprising representatives of the Queensland Government, BCC and various Australian Government departments.

Further government reviews and studies into the requirements and impacts of possible airport developments resulted in the 1981 report by the Parliamentary Standing Committee on Public Works. This report and the preparation and publication of a Preliminary Master Plan in 1981 resulted in the DCA's 1983 Master Plan (Figure 4.2) for Brisbane Airport. This provided the framework for development up to the year 2000 and for the ultimate development of the airport. Broadly, this plan provided for aeronautical and associated facilities to cater for a total of 40 million annual passengers.

In 1991, the FAC prepared an updated Master Plan (Figure 4.3). This plan was closely aligned to the 1983 Master Plan, adopting the same airfield layout including the provision for the future development of an 01L/19R western parallel runway (known now as the New Parallel Runway (NPR)) and further terminal precinct development. One notable feature of the 1991 Master Plan was to identify opportunities for the development of commercial precincts within the airport site.

BAC's first Master Plan, the 1998 Master Plan (Figure 4.4), recognised the very significant investment in infrastructure to date and the airport's physical site area and form. It therefore maintained the general aeronautical layout strategies of previous plans, except for a shift to the north in the proposed location of the NPR. It also addressed industry trends and influences at the time. That plan proposed improvements to ground transport strategies and maximised opportunities for business and industry development.

**The 2014 Master Plan provides a land use plan that outlines BAC's intent for planning aviation activity, airport infrastructure, land and property development.**

BAC's 2003 Master Plan (Figure 4.5) built on the strategies of the 1998 Master Plan setting out the framework for development of Brisbane Airport to meet travel demand and to create ongoing business and industry opportunity. This Master Plan proposed a further northern shift in the NPR.

The 2009 Master Plan (Figure 4.6) expanded upon the framework established in the 2003 and preceding Master Plans. It was built on four key pillars of sustainability: operational, economic, social and environmental. Amongst others, major new community engagement initiatives were introduced in the 2009 Master Plan.

The 2014 Master Plan – Proposed Airport Development Strategy to 2034 is shown on the inside front cover of this document and as Figure 4.7.

### 4.3 Master Planning Process

In providing a framework for future development, this Master Plan retains flexibility to meet changing conditions and gives an indication of staged development to 2034.

This is supported by the preparation of a Major Development Plan (MDP) for a range of significant on-airport developments, which are subject to a 60 business day public comment period. An overview of the regulatory requirements of the Airports Act pertaining to development assessment on-airport is shown as Figure 4.1.

The Airports Act and associated Regulations set out the Australian Government's regime for land use planning and the regulation of building activities for Brisbane Airport.

## 4.4 Planning Horizons

In accordance with the Airports Act, this 2014 Master Plan provides the framework for airport development for a 20-year planning period to 2034. As with previous Master Plans, decisions taken within the planning period will influence planning and development scenarios beyond the 20-year time horizon.

An exception to the 20-year planning period is the Australian Noise Exposure Forecast (ANEF) described in detail in Chapter 8. BAC believes that an "ultimate capacity" ANEF must be provided to ensure land use planning around the airport site protects the long-term operational sustainability of Brisbane Airport.

## 4.5 Development Assessment and Major Development Plans (MDP)

The Master Plan sets out the land use planning and development intent on the airport site. All building and development works are subject to internal assessment, which begins with BAC initially checking the proposed development for consistency and compliance with the development intent outlined in a range of documents including:

- » The approved Master Plan
- » BAC's Airport Precinct Plans and associated Development Control Document
- » BAC's Airport Technical Guidelines
- » BAC's Landscape Master Plan
- » Other policies and procedural documents as they apply.

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Once the development has been evaluated against BAC's assessment criteria, the on-site Australian Government regulatory representatives, the Airport Building Controller (ABC) and the Airport Environment Officer (AEO), undertake the regulatory assessment requirements that include planning, building and environment issues.

Some developments trigger the Airports Act requirement for an MDP to be prepared for approval by the Australian Government before a building approval can be issued and any construction activity can commence. An MDP must be consistent with the approved Master Plan. Major developments such as new runways and significant terminal developments may be subject to separate Australian Government development approvals, which may include an Environmental Impact Assessment, and will include stakeholder consultation and public comment in accordance with Australian Government legislation.

An MDP is required to be released for 60 business days of public comment and requires the approval of the Minister for Infrastructure and Regional Development.

In the last five years, the following major projects have required an MDP:

- » Brisbane Charter Terminal
- » Direct Factory Outlet (expansion)
- » Domestic Terminal Precinct Hotel
- » Commercial Office, Skygate
- » Airport Roundabout Upgrade
- » Qantas Catering Facility
- » Maritime Safety Marine Simulator and Training Centre
- » Minor Variation to NPR MDP
- » Multi-level Car Park Domestic Terminal
- » Domestic Terminal Elevated Road / Plaza
- » Domestic Terminal Expansion.

### 4.6 State and Local Planning

The Airports Act requires the Master Plan to address the extent (if any) of consistency with planning schemes in force under Queensland law. This section outlines the way in which this Master Plan is consistent with relevant state planning instruments and planning policy and local government planning schemes.

Queensland Government planning policies and relevant sections of the BCC City Plan applicable to Brisbane Airport are addressed in the following sections.

At the time of printing this Master Plan, the Queensland Government proposed to introduce a new planning law that will replace the *Sustainable Planning Act 2009* (SPA), however existing planning instruments and policies will continue to operate under the new legislation. Additionally the Queensland Coastal Plan and Regional Plan are under review and are referenced in this chapter as those planning instruments in effect at the time of printing.

### 4.7 State Planning Policy (SPP)

The State Planning Policy (SPP) has the force of law under the Queensland SPA. Queensland has a single SPP, adopted in 2013. The SPP provides a consolidated and comprehensive view of the state's interests in planning and development to produce a prosperous Queensland. It seeks to reduce prescriptive requirements and allow local governments the flexibility to reflect state interests in relation to planning and development in a locally appropriate manner.

The SPP sets out policies on matters of state interest in relation to planning and development. The SPP identifies how these interests are to be dealt with in planning instruments, council development assessment processes and in designating land for community infrastructure.

The SPP has five overall themes and 18 separate 'state interests'. The following state interests from the SPP have direct relevance to the Brisbane Airport Master Plan and its provisions:

- » Coastal environment
- » Air, noise and other emissions
- » Hazardous materials and developments
- » Natural hazards
- » Strategic airports and aviation facilities.

#### COASTAL ENVIRONMENT

The included state interest for the coastal environment is stated as:

*The coastal environment is protected and conserved and opportunities for coastal dependent development are supported in areas along the coast. Public access to or along the foreshore is to be maintained or enhanced in a way that protects coastal resources and their associated values, while also ensuring public safety.*

This state interest seeks to manage the impact of urban development on coastal natural resources and processes and coastal scenic amenity. Land is also to be reserved for what is termed coastal dependent development. Provision of unimpeded public access to the coast from land and water is a key objective.

**FIGURE 4.1: AIRPORTS ACT OVERVIEW OF REGULATORY REQUIREMENTS RELATING TO LAND USE AND DEVELOPMENT**

**ISSUES TO BE ADDRESSED**

- » Covers a 20 year planning period
- » Must be reviewed every five years
- » Draft plan open for public comment for 60 business days
- » Approval by the Federal Minister for Infrastructure and Regional Development.

- » Covers a five year period after which it must be reviewed
- » Draft strategy open for public comment for 60 business days in conjunction with the Master Plan
- » Approval by the Federal Minister for Infrastructure and Regional Development.

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- » Approval by the Federal Minister for Infrastructure and Regional Development.

- » Required for such things as new or extended runways; new or extended (>10%) passenger terminals; new buildings costing more than \$20M; new or extended taxiways; new roads or railways which will significantly increase airport capacity or developments that are likely to have significant environmental or community impact
- » Must be consistent with the approved Master Plan
- » Draft plan open for public comment for 60 business days
- » Approval by the Federal Minister for Infrastructure and Regional Development.

- » Issued by ABC appointed by the Department of Infrastructure and Regional Development
- » Must be consistent with the approved Master Plan, MDP (where one is required) and AES
- » Required for new buildings and structures (including runways, taxiways and aprons); earthworks; demolition; electrical and hydraulic works.

**STATUTORY REQUIREMENT**

**Master Plan**

**Ground Transport Plan (GTP)**

**Airport Environment Strategy (AES)**

**Major Development Plan (MDP)**

**Building Approval**

**RELEVANT MATTERS**

- » Outlines BAC's development objectives
- » Outlines intended land uses and related development
- » Provides noise exposure level forecasts (ANEF) for the area adjacent to the airport
- » Outlines environmental issues associated with the implementation of the Plan
- » Outlines consistency with state and local government planning schemes
- » Includes a Ground Transport Plan.

- » A road network plan
- » Facilities for moving people and freight at the airport
- » Linkages between the road network and public transport system outside the airport
- » The capacity of the ground transport system to support airport operations and other airport activities.

- » Specifies objectives for environmental management at Brisbane Airport
- » Identifies environmentally significant areas
- » Identifies sources of environmental impact
- » Identifies studies, reviews, monitoring and specific measures to be carried out by BAC to address environmental impacts.

- » Outlines BAC's objectives for the proposed development
- » Details the proposal including design aspects
- » Sets out effects (if any) on noise exposure levels
- » Outlines other regulatory approvals obtained or needed
- » Contains an assessment of environmental impacts and mitigation measures.

- » Assesses building design and its compliance with Australian Building Standards
- » Addresses fire safety measures
- » Provides details of design including construction methods, material type and environmental compliance
- » Details provision of services including drainage and lighting
- » Shows how the building activity will be consistent with the Master Plan, AES and the approved MDP (if one is required).

\* Note: This overview contains a summary of the statutory requirements. Full details of those requirements are contained in the Airports Act and associated Regulations.

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Major construction work underway at Brisbane Airport



There are six measures that must be reflected in a local planning scheme. These measures require planning schemes to support the natural state of the coastal zone, protect coastal resources and values, including scenic amenity, provide for coastal dependent development, provide for safe public access and to minimise risks arising from coastal hazards.

Development assessment measures are provided for this state interest. There are 10 detailed assessment measures. These include specific reference to marina developments, canals and artificial waterways, disposal of dredging materials and reclamation of tidal lands as all matters to be carefully managed and controlled.

Brisbane Airport land is located on the coastline of Moreton Bay and is affected by the coastal environment.

BAC recognises the sensitivity of the coastal environment in which Brisbane Airport is located. As a result, cooperative relationships have been established with relevant parties on coastal management matters including marine habitat issues off airport, particularly in reference to the NPR, migratory shorebirds and water quality.

When undertaking development planning, BAC's internal processes will consider the coastal management outcomes of the State Coastal Plans. BAC's development objectives and environmental outcomes for Brisbane Airport, as outlined in this Master Plan, are consistent with the coastal management outcomes sought by the State and SEQ Coastal Plans.

### AIR, NOISE AND OTHER EMISSIONS

The included state interest for air, noise and other emissions is stated as:

*Sensitive land uses and the environment are to be protected from the potential adverse impacts from air, noise and other emissions (such as odour, light and vibration) while ensuring the long-term viability of industrial development, alternative energy and certain sport or recreation activities in appropriate locations.*

This state interest is intended to protect sensitive uses from emissions from industry and major facilities, and also to protect these types of development from encroachment by incompatible development.

There are two measures that must be reflected in a local planning scheme. These measures require careful location of land use types to avoid adverse impacts from emissions and the protection of specified land uses from encroachment by sensitive uses. The uses to be protected include different types of industry and major sport and entertainment facilities.

The assessment provisions require that adverse impacts from air, noise and other emissions be avoided or minimised, that listed acoustic and air quality standards are to be met, and that existing industrial uses are not compromised.

The Environmental Protection (Noise) Policy 2008, and the Environmental Protection (Air) Policy 2008, are both 'called up' for development assessment.

BAC adopts management practices such as voluntary reporting on green house gas emissions and regular monitoring of air quality using data obtained through the Queensland Government and includes management practices during construction to reduce the effect of noise and air quality impacts.

BAC has developed a noise impact assessment policy and a landside noise model which is used to inform future developments of noise impacts associated with road and rail traffic.

### HAZARDOUS MATERIALS AND DEVELOPMENTS

The included state interest for hazardous materials and developments is stated as:

*Developments involving:*

- » *The storage and handling of hazardous materials, or*
- » *The disturbance of acid sulfate soils are appropriately located, designed and constructed to minimise health and safety risks to communities and individuals and adverse effects on the environment.*

This state interest is intended to manage development risks arising from hazardous materials and acid sulfate soils. It also addresses protection of development with hazardous materials from encroachment by incompatible development.

There are four measures that must be reflected in a local planning scheme. These measures require planning schemes to avoid encroachment of sensitive land uses on major hazard facilities, and protecting sensitive uses from past activities such as mining that still cause risks. They also require specific provisions for handling dangerous goods and combustible liquids as self-assessable development subject to mandatory codes, and the management of the adverse impacts of development in areas of acid sulfate soils.

Potential acid sulfate soil (PASS) conditions exist across the airport site. BAC's approach to the management of PASS is consistent with the SPP in that BAC requires that for all relevant projects that may disturb PASS, an investigation is carried out and where acid sulfate soil (ASS) is identified, a detailed management plan is included in an appropriate Environmental Management Plan (EMP) for the project.

This state interest is addressed through the AES and BAC's own management activity in relation to handling hazardous materials and acid sulfate soils for development on airport land.

## NATURAL HAZARDS

The included state interest for natural hazards is stated as:

*The risk of, and the adverse impacts from, natural hazards are avoided, minimised or mitigated to protect people and property and enhance the community's resilience to natural hazards.*

This state interest is intended to minimise impacts of flooding, bushfires, landslides, storm tide inundation and coastal erosion. This is to be achieved by avoiding, mitigating, adapting and building resilience to natural hazards in new and existing development areas. The state's planning interest in natural hazards seeks to ensure hazards are properly considered in all levels of the planning system.

The state interest is categorised by the following natural hazards:

- (a) Flood
- (b) Bushfire
- (c) Landslide
- (d) Coastal (including erosion prone areas and/or storm tide inundation areas).

There are five measures that must be reflected in a local planning scheme. These measures require planning schemes to reflect the outcomes of natural hazard investigations including mapping, and risk assessments.

Development is to mitigate risks to an acceptable or tolerable level. In coastal hazard areas, erosion prone areas are to be maintained as development free buffers.

Significantly, these provisions call up four SPP mandatory requirements, one for each of the major natural hazard categories.

There are three detailed development assessment provisions. These require development in mapped hazard areas to explicitly address and respond to the relevant specific risk hazard. In coastal areas, development is to avoid erosion prone areas, and coastal protection work is to be undertaken only as a last resort.

Planning schemes must provide flood risk information. However there is an expectation that a 1% annual exceedence probability will be used as a planning measure, unless a different measure is demonstrated to be appropriate to the local context, with

evidence of community consultation in the development and acceptance of the alternative flood level.

This state interest recommends appropriate flood levels for community infrastructure (including airports):

*"No specific recommended flood level but development proponents should ensure that the infrastructure is optimally located and designed to achieve suitable levels of service, having regard to the processes and policies of the administering government agency."*

The Mandatory Requirements Bushfire Hazard has an expectation that bushfire hazard maps will be included in planning schemes and that development will be managed to ensure a 'tolerable' risk is achieved. Local context is to be used to determine appropriate risk settings.

The Mandatory Requirements Coastal Hazards does not treat sea level rise as a separate hazard but combines this with coastal erosion and storm tide inundation. The following guidance is provided in relation to climate change:

- » Progressive sea level rise from 1990 levels to an additional 0.8 m by the year 2100
- » An increase in cyclone maximum potential intensity by 10%
- » A planning period commensurate with the design life of the development, or to 2100 for new urban development.

This state interest across the natural hazards of bushfire, flood, storm tide inundation and coastal erosion is comprehensively addressed through this Master Plan and BAC's own management activity in relation to risks arising from natural hazards.

BAC has undertaken a detailed flood assessment for Brisbane Airport and its management approach to the development of Brisbane Airport is consistent with the outcomes sought by this state interest.

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### SPP STRATEGIC AIRPORTS AND AVIATION FACILITIES

This state interest is stated as:

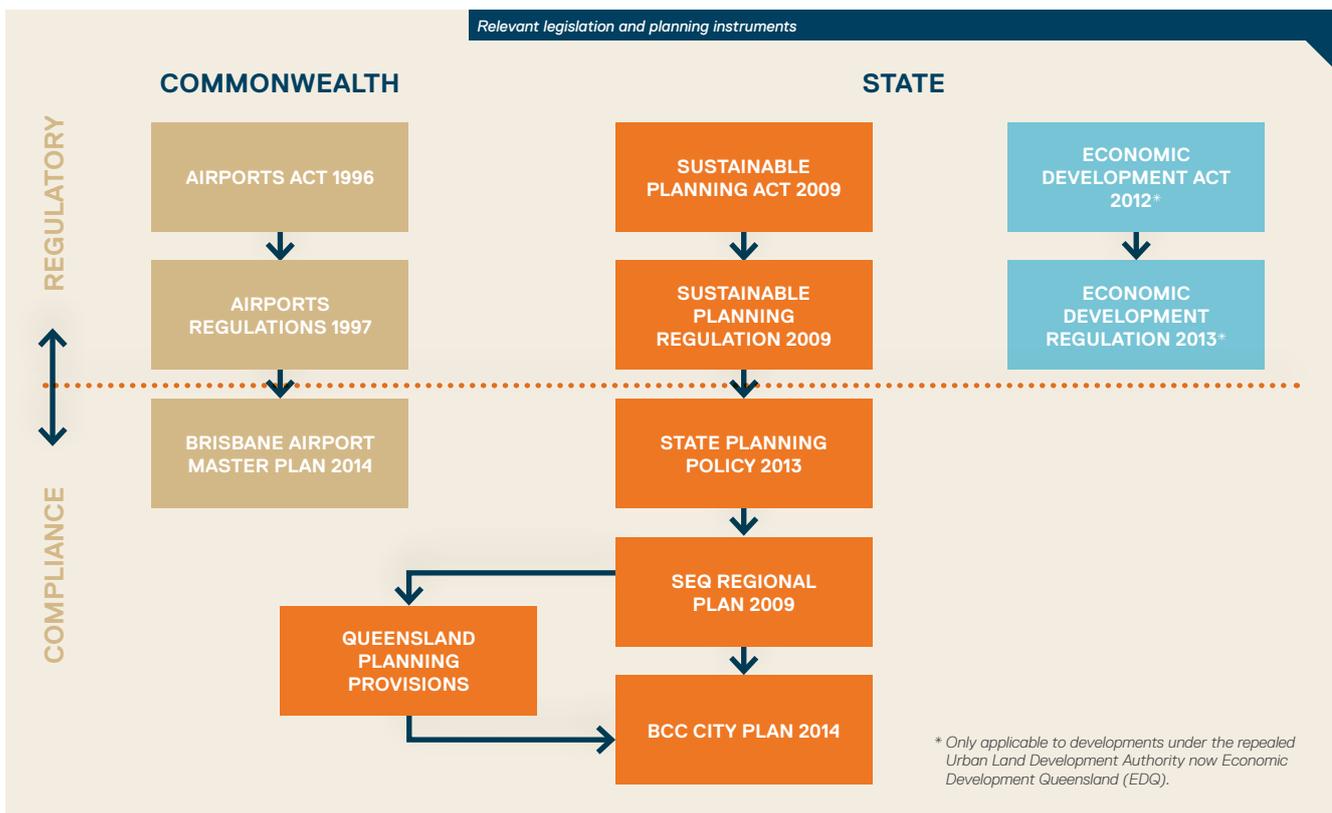
*Strategic airports and aviation facilities (including Communication Navigation System facilities) are protected from incompatible development to ensure their long-term safe and viable operation. Development is located and designed to mitigate the noise and public safety impacts of aviation operations on the development.*

This state interest recognises the importance of certain airports and aviation facilities as essential to the state and national transport system. It is intended that planning schemes will support optimisation of the role of airports in facilitating economic development. It is noted that the policy outcomes do not apply to the land within the boundaries of strategic airports themselves.

Brisbane Airport is specifically identified as one of the strategic airports protected by this state interest.

There are seven measures that must be reflected in a local planning scheme. These measures require planning schemes to address the following matters:

- (1) Protecting operational airspace by ensuring development and associated activities do not adversely impact on the operational safety and viability of strategic airports by creating incompatible intrusions into the operational airspace
- (2) Mitigating impacts of aircraft noise by ensuring development is compatible with forecast levels of aircraft noise within the 20 ANEF contour or greater of strategic airports
- (3) Protecting public safety areas by ensuring development avoids increasing risk to public safety in defined public safety areas
- (4) Protecting aviation facilities by ensuring development and associated activities do not adversely affect the functioning of aviation facilities
- (5) Integrating land use and development with airports by promoting use of land surrounding strategic airports for development that is compatible with, depends upon or gains significant economic advantage from being in proximity to a strategic airport, or supports the role of the strategic airport as a critical freight and logistics hub
- (6) Protecting key transport corridors linking strategic airports to the broader transport network
- (7) Including mapping in relation to provisions (1) to (6) as obtained from the relevant airport manager.



There are five development assessment measures provided for land and development that could adversely affect airport operations. These require that the development:

- (1) Does not adversely impact on the operational safety and viability of strategic airports by creating incompatible intrusions into the operational airspace
- (2) Is compatible with forecast levels of aircraft noise within the 20 ANEF contour or greater of strategic airports
- (3) Avoids increasing risk to public safety in defined public safety areas
- (4) Does not adversely affect the functioning of aviation facilities
- (5) Complies with the code for the protection of strategic airports and aviation facilities (refer to the SPP Guideline: Strategic airports and aviation facilities).

Of importance, the Queensland Government included guidance material and practice notes to support the SPP and addresses assessment measures such as ANEF, building restriction area and the National Airports Safeguarding Framework (NASF) amongst others.

The SPP guideline mandates certain measures to be included in planning schemes. It also provides a model overlay code to guide scheme drafting.

State and local governments are responsible for planning considerations for off-airport development that may encroach on the 'prescribed airspace' for Brisbane Airport, and should also ensure that developments such as schools, nursing homes, and residential development are not located in noise sensitive areas.

The Master Plan is consistent with the intent of this SPP state interest in that it provides the necessary information that will enable these

View over Brisbane City towards the airport



government authorities to address the SPP requirements when undertaking off-airport land use planning and development assessment. Chapters 7 and 8 of this Master Plan outline more details concerning airspace protection and aircraft noise management.

BAC will continue to work cooperatively with state and local governments to ensure those agencies are provided with required additional technical detail to facilitate appropriate land use planning and airspace protection issues for Brisbane Airport in compliance with this SPP.

BAC believes that the ANEF system has limitations in its ability to predict or describe an individual's reaction to aircraft noise. BAC seeks to work with state and local governments on the inclusion of alternatives, such as N70 diagrams in land use planning assessments in Chapter 8.

Chapter 7 contains information on the public safety areas for Brisbane Airport. The public safety areas for the existing runways and NPR are shown in Figure 4.7. This shows that public safety areas are either contained within the boundaries of Brisbane

Airport, over the adjoining inter-tidal flats of Moreton Bay, or within the adjoining future development area of Myrtle town.

## 4.8 South East Queensland Regional Plan

BAC's development objectives and land use planning outcomes for Brisbane Airport outlined in this Master Plan are consistent with the planning outcomes sought by the SEQ Regional Plan.

Brisbane Airport is located in a region with one of the fastest growing populations in Australia and is recognised in the SEQ Regional Plan as having a vital role in meeting the growth challenges of the region.

According to the state government, the population of SEQ is expected to increase from 2.8 million in 2006 to 4.4 million in 2031. From 2006 to 2031, 754,000 additional dwellings will be required to cater for population growth

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in SEQ and to provide housing choices for a more diverse population.

To manage this substantial growth and associated change in a sustainable way, the SEQ Regional Plan contains regulatory provisions implemented through the SPA. Brisbane Airport is located within the 'Urban Footprint' regional land use category on the preferred regional land use pattern.

The Urban Footprint identifies land to provide for the region's urban development needs to 2031 and includes existing urban areas and greenfield areas potentially suitable for future urban development.

Local governments are required under SPA to make or amend their planning schemes to be consistent with the SEQ Regional Plan, specifically outlining implementation at the local level.

The SEQ Regional Plan anticipates that quality of life and economic development opportunities will be enhanced by easy access to a good transport system. It identifies Brisbane Airport as an important activity centre and employment opportunity area. It is shown as an economic activity location where economic and employment growth is encouraged.

The SEQ Regional Plan states that:

*"The Australia TradeCoast, which includes Brisbane Airport and the Port of Brisbane, is Queensland's gateway to the world and SEQ's main industrial,*

*export and logistics hub. It is an essential driver of the region's economic growth and a significant employment generator. The area has potential to further develop as a major industrial and logistics hub on a national and international scales".*

The SEQ Regional Plan identifies significant state government investment in infrastructure projects over the next 20 years, some of which will support the growth of Brisbane Airport.

Transport investment will be focused on both economic and commuter needs. The priority will be linking related economic activity centres; e.g. the CBD to Australia TradeCoast.

### 4.9 Brisbane City Council's City Plan

BCC's City Plan designates Brisbane Airport as a 'Special Purpose zone (Airport)'. The Special Purpose zone code of City Plan states that:

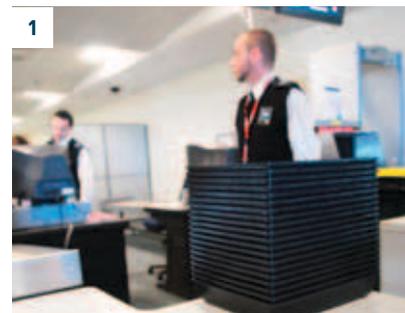
- (1) *The purpose of the Special Purpose zone code is to provide for public uses that are owned or operated by government, semi-government, statutory authority, government owned corporation, local government or private organisations in the course of a public utility undertaking relating to defence establishments, airports, sea ports, rail lines, rail stations, intermodal stations, the provision of water supply, sewerage, electricity, gas, telecommunications, transport, drainage or other like services. Development is buffered from encroachment by incompatible uses. The Special Purpose zone may also provide for special development areas.*

In BCC's City Plan, the Airport zone precinct overall outcomes are:

- (a) *Development provides areas for:*
- (i) *housing, servicing, maintenance and repair of aircraft*
  - (ii) *landing and departure of aircraft*
  - (iii) *assembly and dispersal of passengers and goods on or from aircraft*
  - (iv) *ancillary activities serving the needs of workers, passengers and visitors to an airport, such as shopping, food and drink outlets and tourism services*
  - (v) *associated training, education and aviation facilities.*

#### 1 Security screening at Brisbane Airport.

#### 2 Planning for Brisbane Airport's future.



Inside Airservices Australia's Air Traffic Control tower at Brisbane Airport



BCC's Strategic Plan within the City Plan states that Brisbane's highly effective infrastructure including air and sea ports, freight and advanced communications infrastructure fosters the efficient operation of the city's Major Industry Areas and other economic areas.

The City Plan acknowledges the airport as part of the Australia TradeCoast region:

*"Major Industry Areas have grown around the Brisbane Airport and Port of Brisbane as part of the Australia TradeCoast as well as in the South-west industrial gateway".*

The City Plan states that the Brisbane Airport is a key centre in the city and provides major air access to and from the city for passengers and freight. Appropriately, the Brisbane Airport terminals are mapped in City Plan as critical assets and Airport Drive and the Gateway Motorway are identified as 'critical routes'.

The citywide strategies encourage appropriate industrial and related employment growth. City Plan seeks that *"Development enhances the function of the Brisbane Airport's role as a key centre, with a variety of*

*uses complementary to the airport's passenger, freight, logistics and aerospace industry focus taking advantage of the transport network accessibility of the location without compromising the primary purpose of the safe and efficient function and operation of the airport and aircraft".*

The City Plan notes that for the Special Purpose zone that the land on which a number of these centres operate is regulated by state or Commonwealth legislation, not the City Plan and land use and planning controls for Brisbane Airport are regulated under the Airports Act.

Under the Australia TradeCoast Local Plan, City Plan states the following about Brisbane Airport:

*Neighbourhood Plan Precincts:*

*(1) Airport precinct (Australia TradeCoast neighbourhood plan/ NPP-002) overall outcomes are:*

*(a) Appropriate land use activities are identified in the Brisbane Airport master plan under the control of the Brisbane Airport Corporation*

*(b) Any commercial and retail development has a nexus with airport activities*

*(c) General or low intensity retail activities are not accommodated.*

However, it is this Master Plan which sets out the intended land uses on-airport (refer to Chapter 6). The uses outlined in Chapter 6 permit development on a less restrictive basis than that outlined in the City Plan and the Australia TradeCoast Neighbourhood Plan. This Master Plan permits a broad range of appropriate land use activities at Brisbane Airport, all of which are consistent with BAC's development objectives for the airport.

BAC's development intentions are to optimise the use of existing infrastructure, consolidate growth around well-planned airport precincts that promote public transport use and the achievement of best practice environmental management.

## 4.10 National Airports Safeguarding Framework (NASF)

This Master Plan has been informed by an airport planning national best practice initiative. The NASF developed by the National Airports Safeguarding Advisory Group (NASAG) and adopted as a part of the Council of Australian Governments national consultation and coordination arrangements, provides recommended best practice guidance for strategic and land use planning for airports and their surrounding areas in Australia.

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A specific initiative of the Australian Government's Aviation White Paper was to safeguard airports and the communities in their vicinity, and to develop, with state, territory and local governments, a national land use planning regime.

NASAG, represented by Commonwealth, state and territory transport and planning officials, prepared the framework. Ministers agreed to implement the NASF at the Standing Council on Transport and Infrastructure meeting on 18 May 2012. Ministers also noted the Commonwealth's intention to seek a review of Australian Standard 2021-2000: Acoustics – Aircraft noise intrusion – Building siting and construction, as one of the implementation measures.

Importantly, NASF introduces the principles for safeguarding of airports and includes the following relevant and detailed guidelines:

- » Guideline A: Measures for Managing Impacts of Aircraft Noise (including Attachment 1 – Alternative Aircraft Noise)
- » Guideline B: Managing the Risk of Building Generated Windshear and Turbulence at Airports
- » Guideline C: Managing the Risk of Wildlife Strikes in the Vicinity of Airports Attachment 1 – Wildlife Attraction Risk and Actions by Land Use
- » Guideline D: Managing the Risk of Wind Turbine Farms as Physical Obstacles to Air Navigation
- » Guideline E: Managing the Risk of Distractions to Pilots from Lighting in the Vicinity of Airports
- » Guideline F: Managing the Risk of Intrusions into the Protected Airspace of Airports.

The overall intent of the NASF is to ensure future airport operations and their economic viability through the application of best practise planning controls to guide development both within and adjacent to airports.

In developing the 2014 Master Plan, BAC has considered this guidance material.



FIGURE 4.2: MASTER PLAN 1983 (DEPARTMENT OF CIVIL AVIATION)

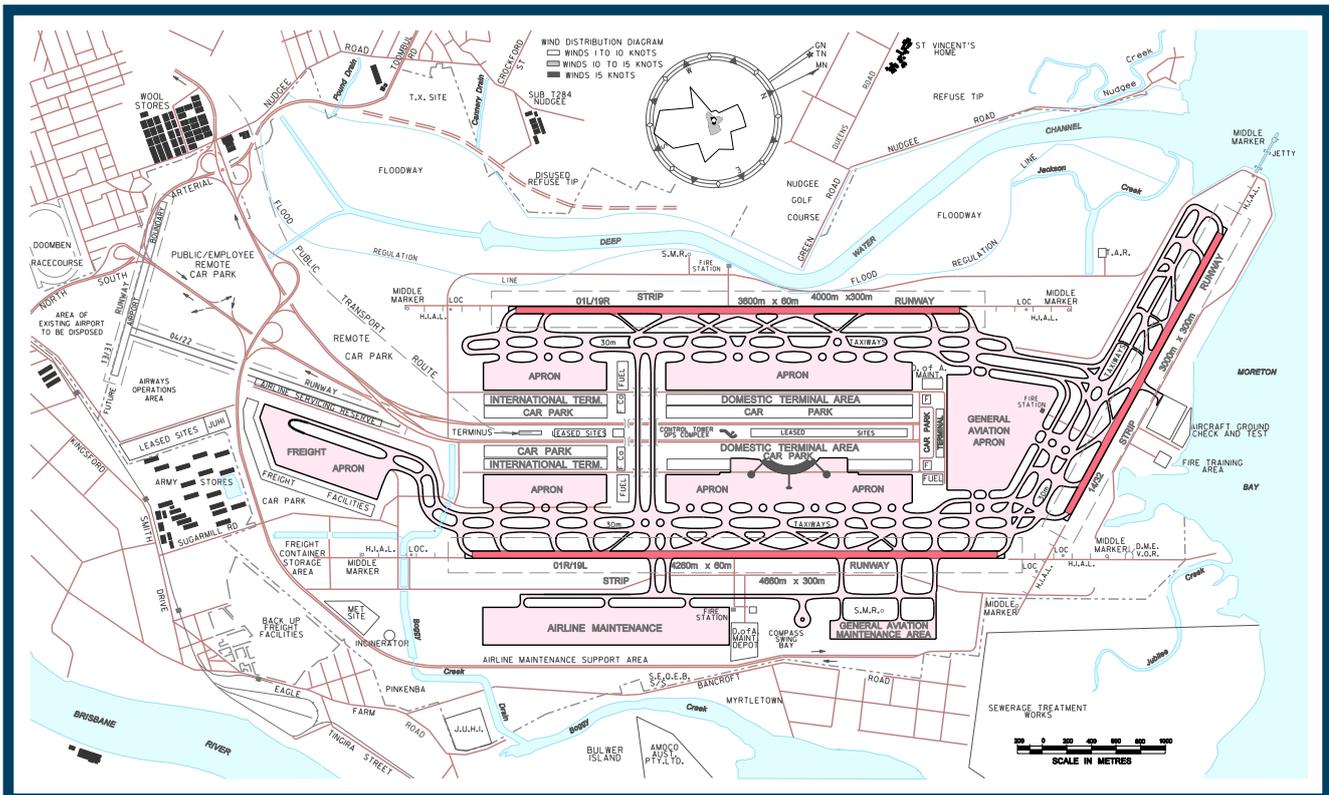


FIGURE 4.3: MASTER PLAN 1991 (FEDERAL AIRPORTS CORPORATION)

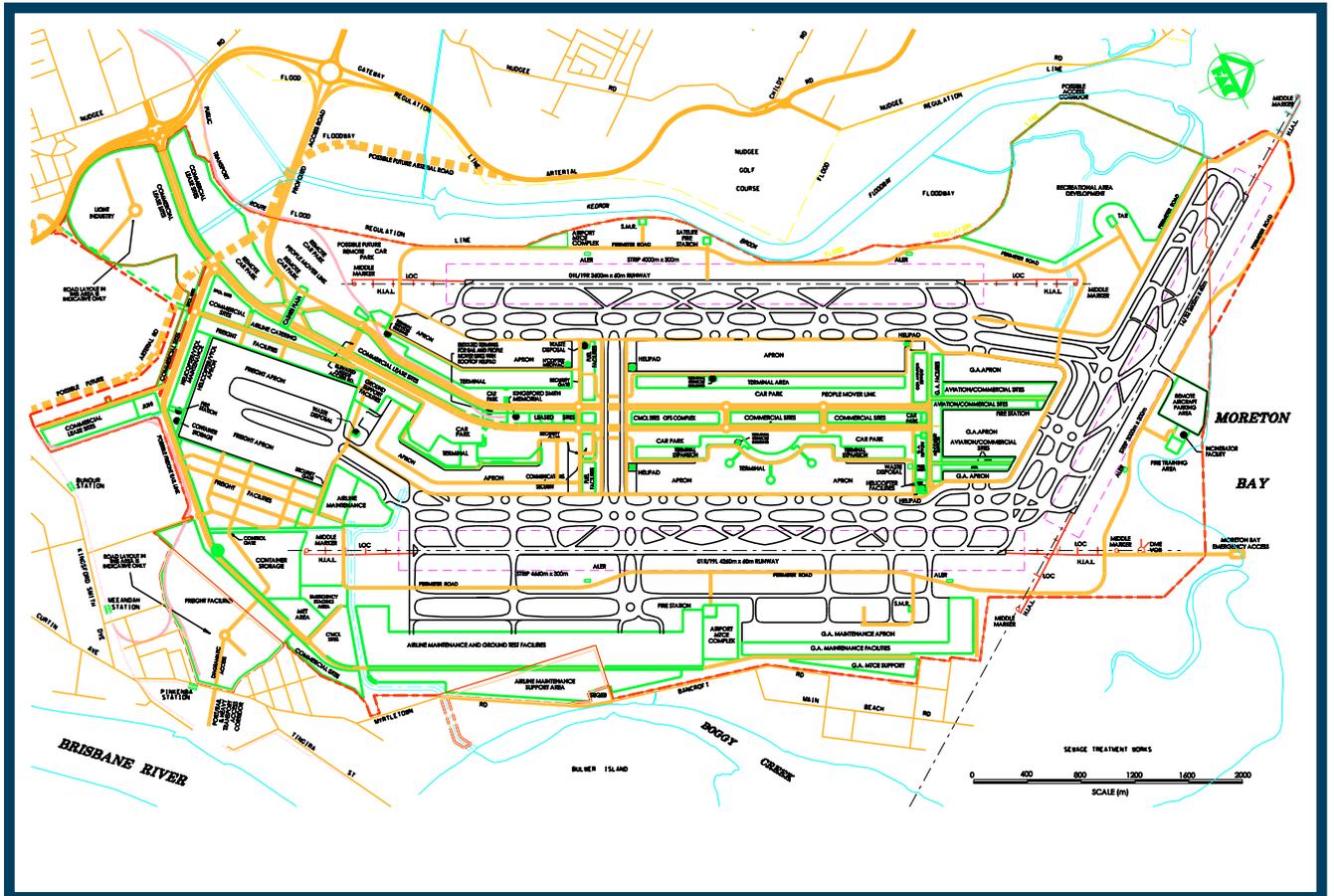
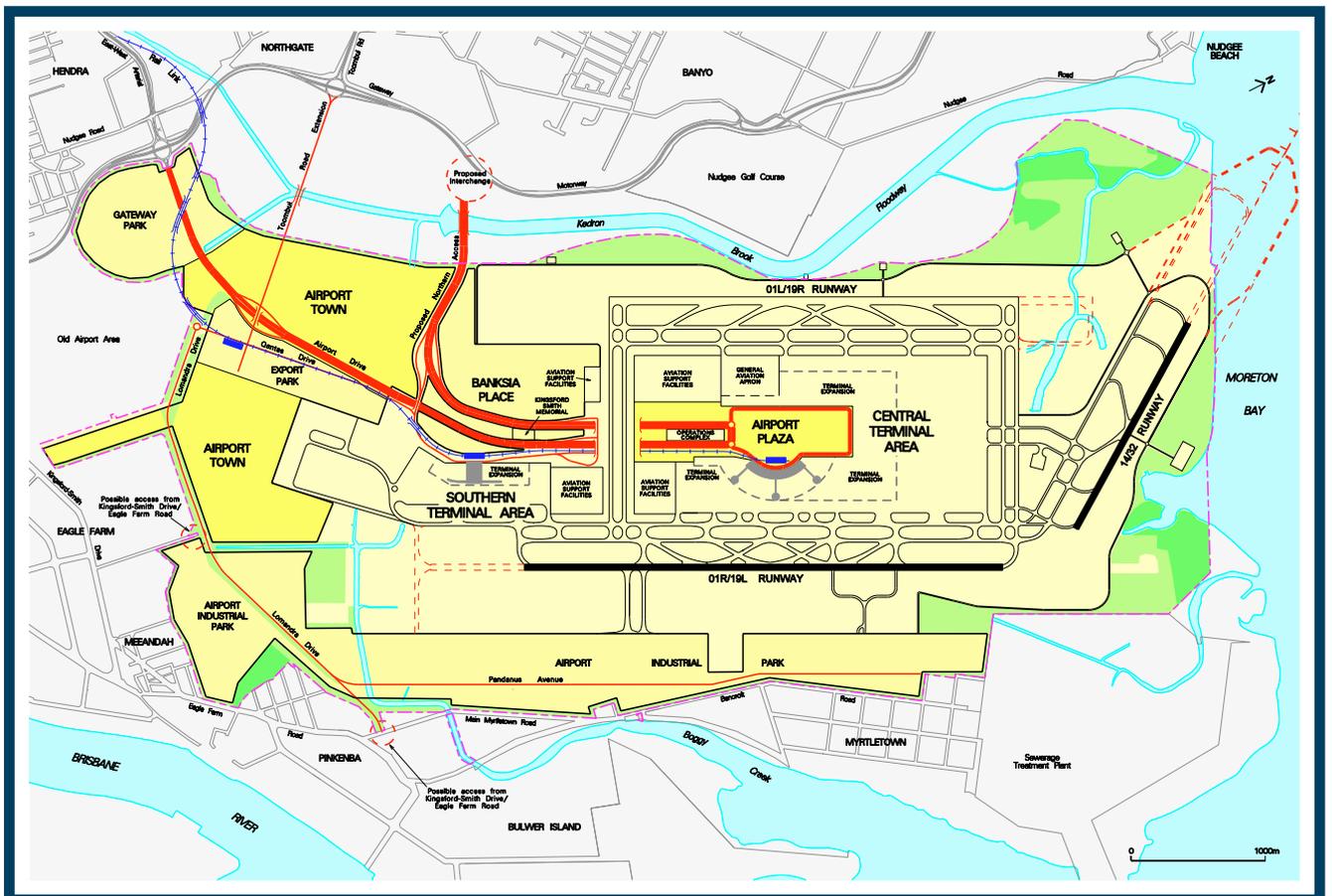


FIGURE 4.4: MASTER PLAN 1998 (BAC)



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FIGURE 4.5: MASTER PLAN 2003 (BAC)

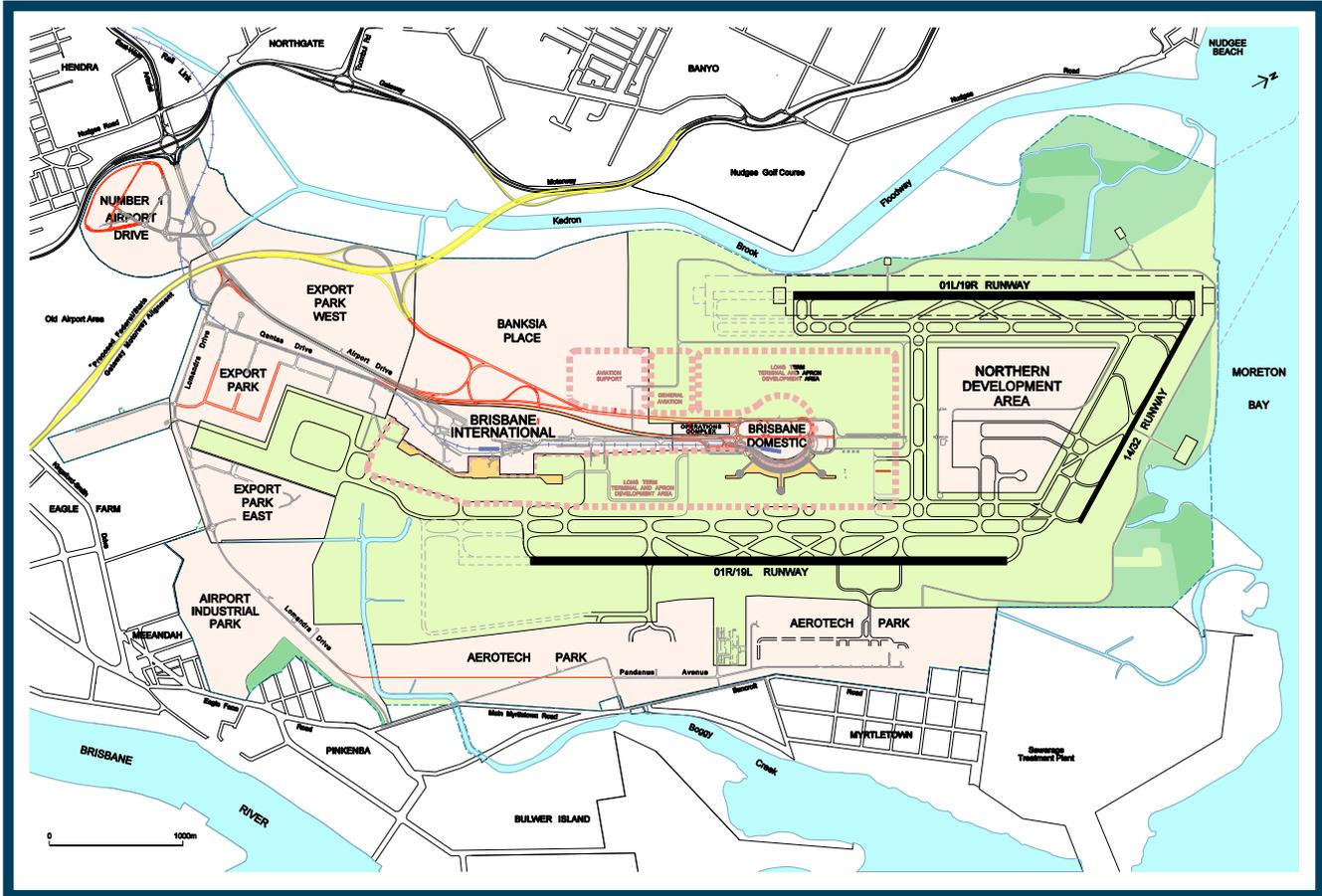


FIGURE 4.6: MASTER PLAN 2009 (BAC)

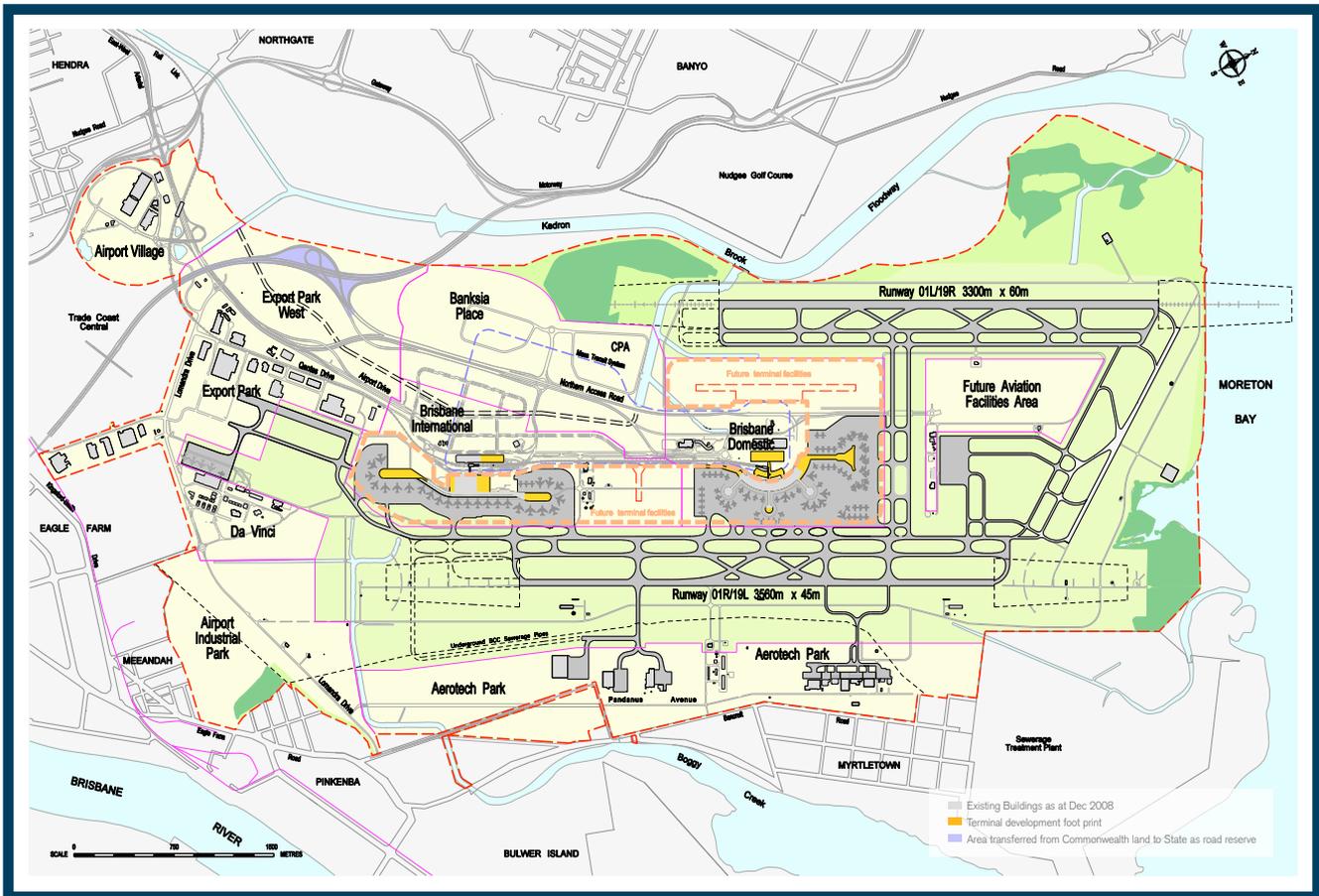
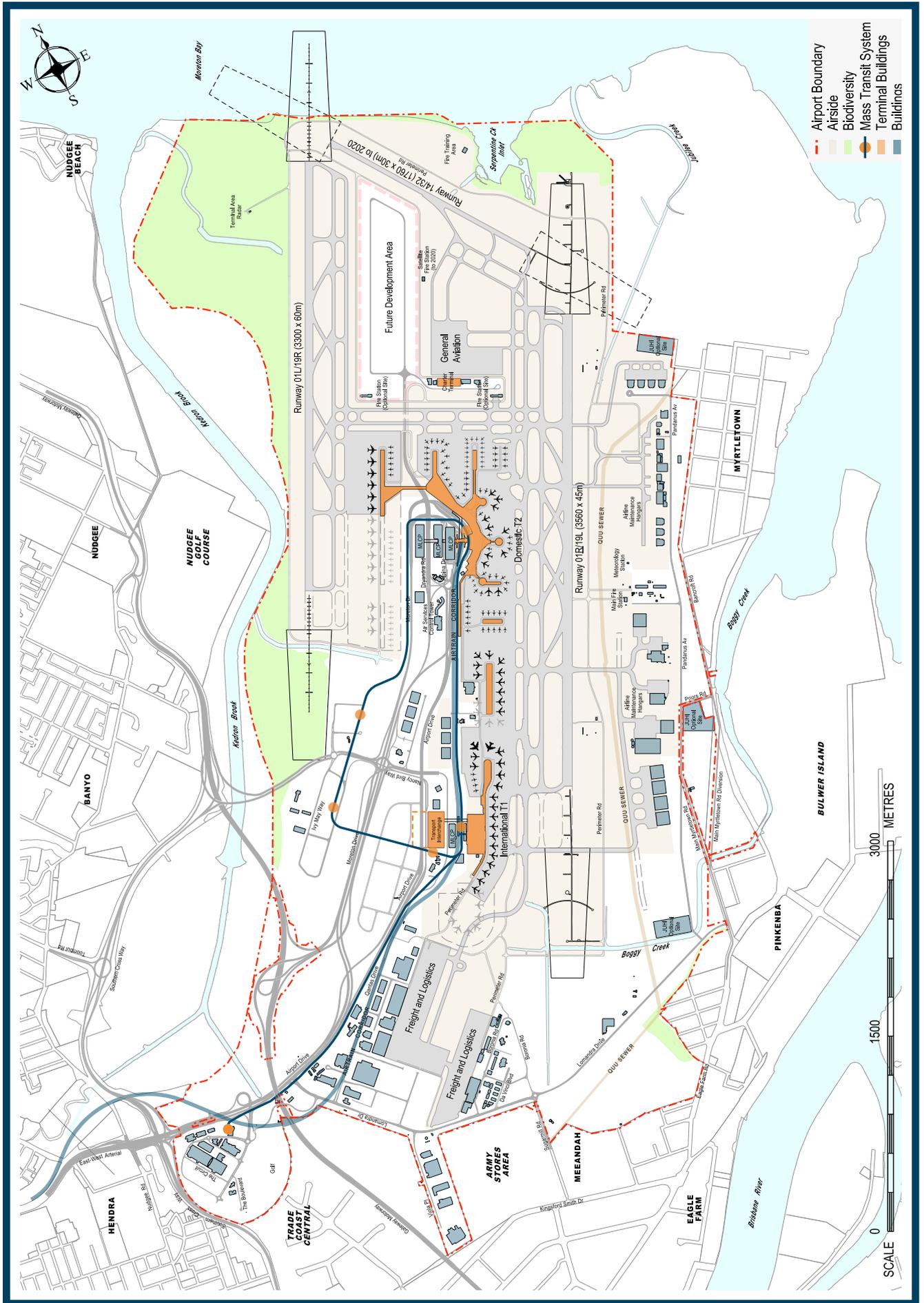


FIGURE 4.7: MASTER PLAN 2014 – PROPOSED AIRPORT DEVELOPMENT STRATEGY TO 2034



## 4 LEGISLATIVE ENVIRONMENT

### 4.11 Requirements of the Airports Act 1996 for Contents of a Master Plan

Table 4.1 sets out the requirements of the Airports Act in relation to the content of a Master Plan and provides information about where that requirement is addressed within this, the Brisbane Airport 2014 Master Plan.

**TABLE 4.1: REQUIREMENTS OF THE AIRPORTS ACT 1996 FOR CONTENTS OF A MASTER PLAN**

Regulatory Requirement	Relevant Section of this Master Plan
<b>71 (2) Contents of draft or final master plan</b>	
(a) the airport-lessee company's development objectives for the airport; and	Chapter 5.2-5.6 – Development Objectives
(b) the airport-lessee company's assessment of the future needs of civil aviation users of the airport, and other users of the airport, for services and facilities relating to the airport; and	Chapter 5.1 – Growth Forecasts Chapter 7 – Operations
(c) the airport-lessee company's intentions for land use and related development of the airport site, where the uses and developments embrace airside, landside, surface access and land planning/zoning aspects; and	Chapter 6.2 – Land Use and Precinct Development Chapter 12 – Ground Transport Plan
(d) an Australian Noise Exposure Forecast (in accordance with regulations, if any, made for the purpose of this paragraph) for the areas surrounding the airport; and	Chapter 8.8 – Australian Noise Exposure Forecast
(da) flight paths (in accordance with regulations, if any, made for the purpose of this paragraph) at the airport; and	Chapter 8.8 – Australian Noise Exposure Forecast
(e) the airport-lessee company's plans, developed following consultations with the airlines that use the airport and local government bodies in the vicinity of the airport, for managing aircraft noise intrusion in areas forecast to be subject to exposure above the significant ANEF levels; and	Chapter 8.8 – Australian Noise Exposure Forecast
(f) the airport-lessee company's assessment of environmental issues that might reasonably be expected to be associated with the implementation of the plan; and	Chapter 8 – Environment
(g) the airport-lessee company's plans for dealing with the environmental issues mentioned in paragraph (f) (including plans for ameliorating or preventing environmental impacts); and	Chapter 8 – Environment Chapter 13 – Airport Environment Strategy
(ga) in relation to the first 5 years of the master plan – a plan for a ground transport system on the landside of the airport that details: <ul style="list-style-type: none"> <li>(i) a road network plan; and</li> <li>(ii) the facilities for moving people (employees, passengers and other airport users) and freight at the airport; and</li> <li>(iii) the linkages between those facilities, the road network and public transport system at the airport and the road network and public transport system outside the airport; and</li> <li>(iv) the arrangements for working with the State or local authorities or other bodies responsible for the road network and the public transport system; and</li> <li>(v) the capacity of the ground transport system at the airport to support operations and other activities at the airport; and</li> <li>(vi) the likely effect of the proposed developments in the master plan on the ground transport system and traffic flows at, and surrounding, the airport; and</li> </ul>	Chapter 12 – Ground Transport Plan

Regulatory Requirement	Relevant Section of this Master Plan
(gb) in relation to the first 5 years of the master plan – detailed information on the proposed developments in the master plan that are to be used for: <ul style="list-style-type: none"> <li>(i) commercial, community, office or retail purposes; or</li> <li>(ii) for any other purpose that is not related to airport services; and</li> </ul>	Chapter 6.2 – Land Use and Precinct Development Chapter 6.3 – Utilities Chapter 6.4 – Drainage Chapter 10.3 – Indicative Implementation Program (2014 – 2019)
(gc) in relation to the first 5 years of the master plan – the likely effect of the proposed developments in the master plan on: <ul style="list-style-type: none"> <li>(i) employment levels at the airport; and</li> <li>(ii) the local and regional economy and community, including an analysis of how the proposed developments fit within the planning schemes for commercial and retail development in the area that is adjacent to the airport; and</li> </ul>	Chapter 6.1 – Economic Significance
(h) an environment strategy that details: <ul style="list-style-type: none"> <li>(i) the airport-lessee company's objectives for the environmental management of the airport; and</li> <li>(ii) the areas (if any) within the airport site which the airport-lessee company, in consultation with State and Federal conservation bodies, identifies as environmentally significant; and</li> <li>(iii) the sources of environmental impact associated with airport operations; and</li> <li>(iv) the studies, reviews and monitoring to be carried out by the airport-lessee company in connection with the environmental impact associated with airport operations; and</li> <li>(v) the time frames for completion of those studies and reviews and for reporting on that monitoring; and</li> <li>(vi) the specific measures to be carried out by the airport-lessee company for the purposes of preventing, controlling or reducing the environmental impact associated with airport operations; and</li> <li>(vii) the time frames for completion of those specific measures; and</li> <li>(viii) details of the consultations undertaken in preparing the strategy (including the outcome of the consultations); and</li> <li>(ix) any other matters that are prescribed in the regulations; and</li> </ul>	Chapter 13 – Airport Environment Strategy
<b>5.02 (1) Contents of draft or final master plan-general</b>	
(a) any change to the OLS or PANS OPS surfaces for the airport concerned that is likely to result if development proceeds in accordance with the master plan;	Chapter 7.3 – Airspace Protection
(b) for an area of an airport where a change of use of a kind described in subregulation 6.07 (2) of the Airports (Environment Protection) Regulations 1997 is proposed: <ul style="list-style-type: none"> <li>(i) the contents of the report of any examination of the area carried out under regulation 6.09 of those Regulations; and</li> <li>(ii) the airport lessee company's plans for dealing with any soil pollution referred to in the report.</li> </ul>	Chapter 13 – Airport Environment Strategy

## 4 LEGISLATIVE ENVIRONMENT

TABLE 4.1: REQUIREMENTS OF THE AIRPORTS ACT 1996 FOR CONTENTS OF A MASTER PLAN (CONTINUED)

Regulatory Requirement	Relevant Section of this Master Plan
(2) For section 71 of the Act, an airport master plan must, in relation to the landside part of the airport, where possible, describe proposals for land use and related planning, zoning or development in an amount of detail equivalent to that required by, and using terminology (including definitions) consistent with that applying in, land use planning, zoning and development legislation in force in the State or Territory in which the airport is located.	Chapter 6.2 – Land Use and Precinct Development
(3) For subsection 71 (5) of the Act, a draft or final master plan must: <ul style="list-style-type: none"> <li>(a) address any obligation that has passed to the relevant airport lessee company under subsection 22 (2) of the Act or subsection 26 (2) of the Transitional Act; and</li> <li>(b) address any interest to which the relevant airport lease is subject under subsection 22 (3) of the Act, or subsection 26 (3) of the Transitional Act.</li> </ul>	Chapter 6.2 – Land Use and Precinct Development
<b>5.02 A Contents of draft or final master plan – matters to be specified in environment strategy</b>	<b>Chapter 13 – Airport Environment Strategy</b>
(2) The environment strategy must specify any areas within the airport site to which the strategy applies that the airport-lessee company for the airport has identified as being a site of indigenous significance, following consultation with: <ul style="list-style-type: none"> <li>(a) any relevant indigenous communities and organisations; and</li> <li>(b) any relevant Commonwealth or State body.</li> </ul>	Chapter 13 – Airport Environment Strategy
(3) The environment strategy must specify the airport-lessee company's strategy for environmental management of areas of the airport site that are, or could be, used for a purpose that is not connected with airport operations.	Chapter 13 – Airport Environment Strategy
(4) The environment strategy must specify: <ul style="list-style-type: none"> <li>(a) the training necessary for appropriate environment management by persons, or classes of persons, employed on the airport site by the airport-lessee company or by other major employers; and</li> <li>(b) the training programs, of which the airport-lessee company is aware, that it considers would meet the training needs of a person mentioned in paragraph (a).</li> </ul>	Chapter 13 – Airport Environment Strategy
<b>5.02 B Contents of draft or final master plan – things to be addressed in environment strategy</b>	
(2) In specifying its objectives for the airport under subparagraph 71 (2) (h) (i) or (3) (h) (i) of the Act, an airport lessee company must address its policies and targets for: <ul style="list-style-type: none"> <li>(a) continuous improvement in the environmental consequences of activities at the airport; and</li> <li>(b) progressive reduction in extant pollution at the airport; and</li> <li>(c) development and adoption of a comprehensive environmental management system for the airport that maintains consistency with relevant Australian and international standards; and</li> <li>(d) identification, and conservation, by the airport-lessee company and other operators of undertakings at the airport, of objects and matters at the airport that have natural, indigenous or heritage value; and</li> <li>(e) involvement of the local community and airport users in development of any future strategy; and</li> <li>(f) dissemination of the strategy to sub-lessees, licensees, other airport users and the local community.</li> </ul>	Chapter 13 – Airport Environment Strategy – Identified in each action plan

Regulatory Requirement	Relevant Section of this Master Plan
<p>(3) In specifying under subparagraph 71 (2) (h) (ii) or (3) (h) (ii) of the Act, the areas within the airport site it identifies as environmentally significant, an airport-lessee company must address:</p> <ul style="list-style-type: none"> <li>(a) any relevant recommendation of the Australian Heritage Council; and</li> <li>(b) any relevant recommendation of the Department of Environment regarding biota, habitat, heritage or similar matters; and</li> <li>(c) any relevant recommendation of a body established in the State in which the airport is located, having responsibilities in relation to conservation of biota, habitat, heritage or similar matters.</li> </ul>	<p>Chapter 13 – Airport Environment Strategy</p> <ul style="list-style-type: none"> <li>– Heritage Action Plan</li> <li>– Biodiversity Action Plan</li> </ul>
<p>(4) In specifying the sources of environmental impact under subparagraph 71 (2) (h) (iii) or (3) (h) (iii) of the Act, an airport-lessee company must address:</p> <ul style="list-style-type: none"> <li>(a) the quality of air at the airport site, and in so much of the regional airshed as is reasonably likely to be affected by airport activities; and</li> <li>(b) water quality, including potentially affected groundwater, estuarine waters and marine waters; and</li> <li>(c) soil quality, including that of land known to be already contaminated; and</li> <li>(d) release, into the air, of substances that deplete stratospheric ozone; and</li> <li>(e) generation and handling of hazardous waste and any other kind of waste; and</li> <li>(f) usage of natural resources (whether renewable or non renewable); and</li> <li>(g) usage of energy the production of which generates emissions of gases known as ‘greenhouse gases’; and</li> <li>(h) generation of noise.</li> </ul>	<p>Chapter 13 – Airport Environment Strategy</p> <ul style="list-style-type: none"> <li>– Identified in each action plan</li> </ul>
<p>(5) In specifying under subparagraph 71 (2) (h) (iv) or (3) (h) (iv) of the Act the studies, reviews and monitoring that it plans to carry out, an airport-lessee company must address:</p> <ul style="list-style-type: none"> <li>(a) the matters mentioned in subregulation 5.02A (2) and subregulations 5.02B (3) and (4); and</li> <li>(b) the scope, identified by the airport-lessee company, for conservation of objects and matters at the airport that have natural, indigenous or heritage value; and</li> <li>(c) the approaches and measures identified by the airport-lessee company as its preferred conservation approaches and measures; and</li> <li>(d) the professional qualifications that must be held by a person carrying out the monitoring; and</li> <li>(e) the proposed systems of testing, measuring and sampling to be carried out for possible, or suspected, pollution or excessive noise; and</li> <li>(f) the proposed frequency of routine reporting of monitoring results to the airport environment officer (if any) for the airport, or to the Secretary.</li> </ul>	<p>Chapter 13 – Airport Environment Strategy</p> <ul style="list-style-type: none"> <li>– Environmental Management</li> </ul>
<p>(6) In specifying under subparagraph 71 (2) (h) (vi) or (3) (h) (vi) of the Act, the measures that it plans to carry out for the purposes of preventing, controlling or reducing environmental impact, an airport-lessee company must address:</p> <ul style="list-style-type: none"> <li>(a) the matters mentioned in subregulations (2) to (4); and</li> <li>(b) the means by which it proposes to achieve the cooperation of other operators of undertakings at the airport in carrying out those plans.</li> </ul>	<p>Chapter 13 – Airport Environment Strategy</p> <ul style="list-style-type: none"> <li>– Identified in each action plan</li> </ul>