A framework for the next generation of onshore oil and natural gas in Queensland
Contents

Foreword .......................................................... 2
What is deep gas and oil? ........................................ 3
Location of deep gas and oil in Queensland .................. 4
Current exploration activities in Queensland ................. 5
Opportunities for economic development ..................... 5
The current regulatory framework ............................. 6
Our plan to develop Queensland’s resources ................... 8
  Recommendation 1: Provide greater tenure security for industry 9
  Recommendation 2: Develop a Cooper Basin industry development strategy 9
  Recommendation 3: Increase subsurface knowledge .......... 10
  Recommendation 4: Improve inter-jurisdictional collaboration .... 10
  Recommendation 5: Identify and support infrastructure needs .... 11
  Recommendation 6: Review and streamline electrical standards ... 11
  Recommendation 7: Review hydraulic fracturing conditions .... 12
  Recommendation 8: Update environmental impact statement guidelines 12
  Recommendation 9: Update the regulatory framework for the management of underground water 13
  Recommendation 10: Expand the role of the Queensland Government’s CSG Compliance Unit 13
  Recommendation 11: Amend current codes of practice .......... 14
  Recommendation 12: Proactively engage and inform the community 14
How you can have your say ...................................... 15
More information .................................................. 16
The Queensland Government is committed to growing a four pillar economy by focusing on development of the State’s resource, agriculture, construction and tourism industries. As resources form one of these pillars, it is important that Queensland has an onshore oil and natural gas industry that is safe, profitable, environmentally responsible and accepted by communities.

To harness the opportunities presented by the State’s resource potential, the Queensland Government has initiated ResourcesQ—which sets out a 30-year vision for the resource sector. ResourcesQ is a partnership with industry that aims to generate an economically strong, competitive and diverse resource sector.

Queensland has potentially large deep gas and oil deposits (shale gas and oil, tight gas and basin-centred gas), which could lead to the next phase of natural gas and oil development in Queensland. While activity is still in its early stages in Queensland with only a small number of exploration wells specifically targeting those resources, supporting the responsible development of this emerging industry will be an important part of the ResourcesQ vision.

Development of the State’s deep gas and oil resources is potentially worth billions to Queensland’s economy, as it could provide significant economic and regional development opportunities and employment benefits. It could also increase the security of gas supply for Queensland industries and consumers and potentially extend the life of Queensland’s liquefied natural gas (LNG) and associated service industries.

While the development of these resources in Queensland will ultimately depend on commercial factors, government can provide support by creating a policy and regulatory framework with clear stakeholder expectations.

As a result my department has been working with a wide variety of stakeholders, including Queensland Government departments and industry, to review the current policy and regulatory framework that applies to the natural gas and oil industry.

Although Queensland’s current regulatory framework for the development of natural gas and oil projects is robust and comprehensive, areas for improvement have been identified. This will help give industry the certainty it needs to develop Queensland’s deep gas and oil resources, and also give the community confidence that it can be done in an environmentally responsible way.

While more exploration and appraisal is needed over the next decade, early indications suggest Queensland has significant resource potential.

This framework identifies 12 recommendations that will help grow the industry and ensure it is responsibly managed.

The Honourable Andrew Cripps MP
Minister for Natural Resources and Mines
What is deep gas and oil?

Deep gas and oil refers to shale gas, shale oil, tight gas and basin-centred gas.

Conventional natural gas and oil may be found trapped in rocks with good porosity and permeability.

Deep gas and oil is found in rocks with low permeability and usually in deeper parts of basins. Shale oil and gas are trapped in shales; tight gas is trapped in sandstone or limestone; and basin-centred gas is found in thick accumulations of sedimentary rock typically located between 2000 to 4000 metres below the Earth’s surface.

These rock types need stimulation, such as hydraulic fracturing, to allow the gas or oil to flow through the well to the surface. Hydraulic fracturing is not a new process, it has been used safely by the natural gas and oil industry for decades in Queensland and also internationally.

Deep gas and oil are chemically the same hydrocarbons found in conventional reservoirs—they are natural gas and oil.

The image below illustrates gas and oil accumulation types.

Image 1  Diagram showing different types of natural gas and oil accumulations  
(Source: Image adapted from Schenk and Pallastro, 2002)
Location of deep gas and oil in Queensland

While exploration for deep gas and oil is still in its early stages in Queensland, indications show the presence of these resources at the following locations:

- Cooper Basin and the overlying Eromanga Basin (South-West Queensland)
- Southern Georgina Basin (Central-West Queensland)
- Isa Superbasin (North-West Queensland)
- Bowen Basin (South-East Queensland)
- Maryborough Basin (South-East Queensland)

The map below shows the location of some of these resources. However, there are other locations in Queensland that may also be suitable for deep gas and oil development.

Image 2  Queensland’s sedimentary basin cover showing areas that may have potential for deep gas and oil (Source: Geological Survey of Queensland, 2014)
Current exploration activities in Queensland

A number of companies are exploring for deep gas and oil in Queensland. As of May 2014, there were approximately 30 exploration wells targeting deep gas and oil. This number is expected to increase as the industry continues to further investigate Queensland’s resource potential.

Companies currently exploring for deep gas and oil include:
- Beach Energy, Icon Energy, Chevron, Senex Energy, Drillsearch, QGC and Santos, which are exploring in the Cooper Basin
- Merlin Energy, a subsidiary of Central Petroleum, which is exploring in the southern Georgina Basin
- Exoma-CNOOC joint venture and Pangaea Resources, which have undertaken exploration activities in the Eromanga basin
- Armour Energy, which has launched an exploration and appraisal program in North-West Queensland
- QGC, which has conducted exploration in deep sections of the Bowen Basin.

Opportunities for economic development

The long-term demand from both domestic and export gas customers is likely to drive operators in eastern Australia to increase their production of natural gas. There are strong commercial drivers that warrant extending the life of liquefied natural gas (LNG) plants beyond the CSG industry. There is potential for the LNG industry in Gladstone to use deep gas as an additional feedstock to augment existing CSG supplies.

By encouraging exploration and providing new opportunities for development, Queensland can also increase gas supply to Australia’s eastern gas market.

The time required for this industry to develop is dependant on a range of commercial and technological factors driving investment decisions. Some of these factors include high drilling and operating costs, limited drill rig availability and the need for different technological solutions as each deep gas and oil resource is different.

If the industry develops here in Queensland, it will grow the regions and potentially be worth billions of dollars to Queensland’s economy. It could also provide business and employment opportunities, particularly in areas where resource activities will be conducted.

As an example of the potential economic benefits for local communities and businesses, the three CSG/LNG projects currently nearing completion in Queensland have a local expenditure of $20.5 billion and supported an estimated 30,000 jobs as at May 2013.

There will be extensive opportunities for services like construction and civil works, systems integration, geological and drilling services, and pipeline services and maintenance. There will also be business opportunities to provide accommodation, food services and workforce transport.

Queensland businesses are ideally positioned to provide this investment as many of the value-chain opportunities already harnessed for Queensland’s CSG industry are likely to translate to the deep gas and oil industry.
The current regulatory framework

Queensland already has a comprehensive regulatory framework in place for the assessment and management of major projects and resource developments such as issuing exploration permits and production leases, protecting the environment, managing infrastructure requirements and protecting Indigenous cultural heritage.

Table 1  Current legislative framework for deep gas and oil projects

<table>
<thead>
<tr>
<th>Department</th>
<th>Relevant legislation</th>
<th>Responsibilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>State Department of Natural Resources and Mines</td>
<td>Petroleum and Gas (Production and Safety) Act 2004 Petroleum Act 1923, Water Act 2000, Chapter 3</td>
<td>• administers exploration and production of natural gas and oil, including safety and health, land access issues and well integrity</td>
</tr>
<tr>
<td></td>
<td>Office of Groundwater Impact Assessment</td>
<td>• provides advice on the underground water impacts of gas and oil activities and develops underground water impact reports for declared cumulative management areas</td>
</tr>
<tr>
<td>Department of Environment and Heritage Protection</td>
<td>Environmental Protection Act 1994 Water Act 2000, chapter 3 Waste Reduction and Recycling Act 2011</td>
<td>• issues environmental authorities to regulate environmental management by the Queensland gas and oil industry</td>
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<tr>
<td></td>
<td></td>
<td>• manages impacts to underground water caused by gas and oil companies exercising their underground water rights</td>
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<tr>
<td></td>
<td></td>
<td>• assesses applications for beneficial use approvals which result in a waste being considered a resource</td>
</tr>
<tr>
<td>Department of Transport and Main Roads</td>
<td>Heavy Vehicle National Law Act 2012 Transport Operations (Road Use Management) Act 1995</td>
<td>• imposes conditions on vehicles over 4.5 tonnes using public roads</td>
</tr>
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<td></td>
<td></td>
<td>• regulates the transportation of dangerous goods by road</td>
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<tr>
<td></td>
<td></td>
<td>• manages road use impacts and issues directions on road use, including payment of compensation</td>
</tr>
<tr>
<td>Department of State Development, Infrastructure and Planning</td>
<td>Regional Planning Interests Act 2014 State Development and Public Works Organisation Act 1971</td>
<td>• resolves potential land use conflicts arising from competing land uses, including agriculture and resources</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• facilitates timely, coordinated and environmentally responsible infrastructure planning and development for Queensland</td>
</tr>
<tr>
<td>State Gasfields Commission Queensland</td>
<td>Gasfields Commission Act 2013</td>
<td>• An independent statutory body that provides advice and helps rural landholders, regional communities and the onshore gas industry coexist in Queensland</td>
</tr>
<tr>
<td>Department</td>
<td>Relevant legislation</td>
<td>Responsibilities</td>
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<tr>
<td>Department of Aboriginal and Torres Strait Islander and Multicultural Affairs</td>
<td>Aboriginal Cultural Heritage Act 2003</td>
<td>• protects Aboriginal cultural heritage</td>
</tr>
<tr>
<td>Department of Energy and Water Supply</td>
<td>Gas Supply Act 2003</td>
<td>• gives the Minister power to intervene in the gas market to guarantee supply during emergency events if there are supply shortages</td>
</tr>
<tr>
<td>Department of National Parks, Recreation, Sport and Racing</td>
<td>Nature Conservation Act 1992 Forestry Act 1959</td>
<td>• manages state forests and protected areas such as national parks, and protections for native plants and animals</td>
</tr>
<tr>
<td>Department of Agriculture, Fisheries and Forestry – Biosecurity Queensland</td>
<td>Land Protection (Pest and Stock Route Management) Act 2002 Plant Protection Act 1989</td>
<td>• works to prevent, respond to, and recover from pests, diseases and chemical contaminants that threaten the economy and environment</td>
</tr>
<tr>
<td>Federal</td>
<td>Department of the Environment</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Environment Protection and Biodiversity Conservation Act 1999 Water Act 2007</td>
<td>• conducts environment assessments on matters protected by the Act to enable environment and heritage protection and biodiversity conservation • requires assessment of impacts on groundwater before authorising subsidence mining activities in a flood plain of the Murray Darling Basin</td>
</tr>
<tr>
<td>National Native Title Tribunal</td>
<td>Native Title Act 1993</td>
<td>• facilitates native title consent and registration of Indigenous Land Use Agreements</td>
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Our plan to develop Queensland’s resources

The Queensland Government wants to encourage the significant opportunities that could flow from the development of the state’s deep gas and oil. It is therefore important that the right policy and regulatory settings are in place to encourage ongoing investment in the industry, and that the following actions are taken:

- Provide a tenure framework that recognises the higher costs and longer lead times needed to develop deep gas and oil;
- Create an industry development strategy for the Cooper Basin—which is likely to be where the first production of deep gas and oil will occur in Queensland.
- Increase subsurface knowledge by identifying gaps in geoscientific knowledge of deep gas and oil and deliver a program targeting areas that maybe prospective.
- Reduce regulatory inconsistency across state and territory borders to reduce barriers to investment and minimise costs for explorers and producers.
- Identify and support infrastructure requirements for the industry.
- Review electrical standards for drill rigs to address variances in compliance standards with accredited international standards.

Although the natural gas and oil industry has been operating safely in Queensland since the 1960s, exploration and production of deep gas and oil has the potential to impact the environment and the community, just like all resource activities can. While Queensland’s rigorous framework of resource and environmental regulations and effective compliance helps manage these potential impacts, the following improvements have been identified:

- Review the way hydraulic fracturing is regulated and, if required, develop new hydraulic fracturing conditions.
- Assess whether EIS triggers need to be amended to cater for exploration and production of deep gas and oil.
- Review the underground water management regime for gas and oil projects to avoid, minimise and mitigate the impacts of water use on water bores or springs.
- Enhance community engagement by expanding the role of the Coal Seam Gas Compliance Unit to oversee deep gas and oil wells.
- Ensure that current codes of practice align with the specific needs of an industry targeting deep gas and oil.
- Commit to proactively educating the community and landholders about the emerging industry.

The following recommendations will be implemented to make it easier for companies to invest in the industry and to ensure a level of responsible environmental management that the community can have confidence in.
Recommendation 1: Provide greater tenure security for industry

Industry has identified a number of issues that are hampering exploration activities, with the most significant issues being length of tenure duration and inflexibility of work programs and relinquishment dates. Other significant challenges, particularly for companies exploring for deep gas and oil, are higher drilling costs and a shortage of appropriate equipment and service providers.

The Queensland Government is conducting a comprehensive review of its tenure framework for resource projects. The review aims to balance certainty for existing tenure holders while also making land available for new entrants. The review will deliver consistent, flexible, incentive-driven and best practice regulation for Queensland’s resources sector by the end of 2015.

Work has already commenced to address the short term issues relating to tenure duration and relinquishment. The Queensland Government has benefited from work done with the Ministerial Advisory Council on Exploration, which was convened to provide strategic advice and open dialogue with industry on exploration sector reform. One of its key roles was to encourage initiatives aimed at ensuring Queensland remains one of the leading destinations in the world for exploration opportunities and investment.

Recent legislative changes mean that eligible companies may now obtain a two year extension to their work program and relinquishment date. In addition, companies have been provided with the flexibility to administer work programs and relinquishment requirements across a project.

These reforms demonstrate the Queensland Government’s commitment to creating a flexible tenure framework that is practical, responsive to industry needs and competitive with other jurisdictions.

Recommendation 2: Develop a Cooper Basin industry development strategy

The Cooper Basin is likely to be where the first production of deep gas and oil will occur in Queensland. This is because it:

- has been a major producer of natural gas and oil since the 1980s and local industry has built up extensive knowledge and technical expertise during that time
- was the first basin to commercially produce deep gas in Australia, from the Moomba gas field in South Australia, and
- is serviced by existing infrastructure, such as processing facilities at Ballera and Moomba, and pipelines that access Brisbane, Sydney and Adelaide.

A strategy is needed to encourage commercial production of deep gas and oil in Queensland and articulate the specific government support and actions that will be taken.

DNRM and the Department of State Development, Infrastructure and Planning (DSDIP), in partnership with industry, will prepare a Cooper Basin industry development strategy by the end of 2014. As the Cooper Basin straddles the border between South Australia and Queensland, the strategy will be an important way to explore regulatory inconsistencies and reduce the costs associated with doing business across multiple jurisdictions.
Recommendation 3: Increase subsurface knowledge

Additional pre-competitive geoscientific data on Queensland’s deep gas and oil resources could reduce explorer and investor risk by helping to identify areas that are potentially prospective.

The Geological Survey of Queensland (GSQ) is working to increase government and industry understanding of Queensland’s deep gas and oil resource potential. For example, GSQ is already undertaking a regional assessment of the Toolebuc Formation in the Eromanga Basin, and is collaborating with Commonwealth and South Australian geoscience agencies to better understand the geology of the Georgina Basin and Cooper Basin. Further geoscientific investigation will continue to refine this understanding.

GSQ will also collaborate with industry to identify gaps in current geoscientific knowledge of deep gas and oil reservoirs and begin work identifying prospective areas.

Recommendation 4: Improve inter-jurisdictional collaboration

Some of the key geological basins being targeted by the emerging deep gas and oil industry underlie South Australia, Queensland and the Northern Territory.

Industry has highlighted its concerns about regulatory inconsistency between jurisdictions. Industry and its suppliers could therefore receive significant benefits through better collaboration and coordination to reduce inconsistent regulations across borders.

To reduce costs associated with regulatory inconsistency the Queensland Government will:

- engage with the South Australian Government through the development of the Cooper Basin industry development strategy
- engage with South Australia and the Northern Territory through the South Australian Roundtable for Unconventional Gas Projects, with standardising transport access arrangements and identifying constraints to development in the Cooper Basin as key priority areas to be resolved
- identify and address barriers to investment arising from inter-jurisdictional inconsistency through the Council of Australian Governments Energy Council.
Recommendation 5: Identify and support infrastructure needs

As the majority of the likely target formations for this emerging industry are located in remote areas, it is critical to plan for industry’s future infrastructure needs.

Over coming years, industry focus will likely be on identifying and maturing resources into reserves by working on technical solutions to unlock their economic potential. If these resources prove commercially extractable, critical infrastructure will need to be developed, such as pipelines.

To ensure appropriate planning for infrastructure, the Queensland Government will:

- engage with industry to identify what infrastructure is needed, when it will be required and how it can be delivered in an efficient manner. This will help develop the industry and minimise duplication and unnecessary impacts on the community and the environment
- engage with the South Australian and Northern Territory governments through the Infrastructure Working Group which has been set up as part of the Roundtable for Unconventional Gas Projects to identify specific infrastructure needs.

Recommendation 6: Review and streamline electrical standards

Australia’s natural gas and oil industry uses expensive drilling equipment that is often only able to be purchased from overseas. As most of the equipment has been built to the North American 110 volt standard, it must meet Australian standards before it can be imported into Australia. This frequently involves rewiring the equipment to the Australian 240 volt standard, which substantially adds to the original cost of the equipment and increases overall exploration costs. While there are ways to work around the requirement to rewire equipment, the solutions are time consuming and often uncertain.

The Queensland Government is reviewing the electrical standards for drilling rigs in preparation for the emerging industry. The Petroleum and Gas Inspectorate has identified existing Australian standards for electrical safety and electrical work that could be applied to electrical equipment and for electrical work on drilling rigs. Legislative amendments will be necessary if changes need to be made but industry will be consulted prior to any changes being implemented.
Recommendation 7: Review hydraulic fracturing conditions

While hydraulic fracturing is a process that has generated community concerns, it is important to note that it has been used safely by the natural gas and oil industry for decades, both in Queensland and internationally. Hydraulic fracturing refers to a range of activities that have low environmental risk when carried out in a properly designed and constructed well and in accordance with standard operating practices.

Detailed operating and monitoring conditions that regulate fracturing activities are applied to each project. The conditions are legally enforceable and heavy penalties apply for non-compliance.

Water and sand are the main components used in the fracturing process, and make up about 99 per cent of materials. Sand helps keep open the fractures created by the stimulation process, thereby allowing oil or gas to flow freely. Use of BTEX compounds (benzene, toluene, ethylbenzene and xylenes) in hydraulic fracturing is banned in Queensland.

The Queensland Government, through the Department of Environment and Heritage Protection (EHP), recently developed outcome-focused conditions for certain aspects of oil and gas activities, but did not review conditions relating to hydraulic fracturing. EHP will now review the current hydraulic fracturing conditions imposed on natural gas and oil activities to ensure that Queensland has a best practice framework in place for managing these activities and protecting the environment.

Recommendation 8: Update environmental impact statement guidelines

Natural gas and oil exploration and production in Queensland cannot occur without an approved environmental authority (EA). The EA regulates the environmental performance and environmental management of the project. Before EAs are decided there is sometimes a requirement for applicants to comply with an environmental impact statement (EIS) process.

In 2012, EHP reviewed the triggers for when coal seam gas projects require an EIS under the Environmental Protection Act 1994.

There is a need to review the triggers for when projects targeting deep gas and oil require an EIS to ensure there is certainty for both industry and the community. EHP will assess the activities to extract deep gas and oil to determine whether the EIS triggers need to be amended. If changes are needed, targeted consultation will be conducted and, if warranted, a new guideline for EIS triggers will be released.
**Recommendation 9:**
Update the regulatory framework for the management of underground water

The production of deep gas and oil is likely to require large volumes of water for well development. Oil and gas producers do not currently require a Water Act 2000 authorisation to access underground water; however they are required to make good impacts of the exercise of underground water rights on water bores.

The volume of water required for exploration and production will vary depending on the geology of the area. For example, a well drilled horizontally to target a deep gas reservoir with multiple stimulation zones could need approximately 10 to 20 megalitres of water for drilling and hydraulic fracturing. However, approximately one third of the water used in the hydraulic fracturing process may be reused through the recycling of flowback water. This technique is commercially beneficial for operators and is widely used to minimise water usage.

In order to manage long term use of underground water and limit impacts to existing users, various options need to be considered for refining the regulatory framework and sourcing water.

The Queensland Government will consider changes that may be required to the existing underground water management framework to ensure that water supply options adopted by proponents avoid, minimise or mitigate the impact on aquifers that support agriculture.

**Recommendation 10:**
Expand the role of the Queensland Government’s CSG Compliance Unit

The current Queensland Government model, which uses a specialist compliance unit to engage with landholders and communities about CSG activities, has achieved positive outcomes for the CSG industry and the community. If an industry targeting deep gas and oil develops in Queensland, it may be appropriate to apply the same model to it.

The CSG Compliance Unit within DNRM includes groundwater experts and staff skilled in environmental and land access issues. The Unit is currently responsible for ensuring CSG operators comply with their licensing requirements (other than environmental authorities) and current laws and policies, and building community confidence in the management of the industry. In addition, it provides a central contact point for community engagement; informs, educates and listens to landholder and community concerns; and manages and investigates complaints.

These roles are likely to be required if production of deep gas and oil proves commercially viable. DNRM will investigate whether expanding the role of the CSG Compliance Unit to include deep gas and oil production is warranted, and determine the appropriate timing for this to occur.
**Recommendation 11:**
Amend current codes of practice

Existing codes of practice in Queensland apply to the construction and abandonment of wells, and to the detection and reporting of well head emissions for the CSG sector.

Currently, the ‘Code of Practice for constructing and abandoning coal seam gas wells and associated bores in Queensland’ addresses safety and environmental issues in the construction and abandonment of CSG wells and water bores. The Code was developed to ensure that all CSG wells and bores are constructed and abandoned to a minimum acceptable standard for long-term well integrity, containment of gas and the protection of groundwater resources.

The ‘Code of Practice for well head emissions detection and reporting’ aims to ensure that risk to the public and CSG workers is managed to as low a risk-level as possible and that the life of CSG well site facilities is managed effectively through timely leak repair and periodic surveys.

As these codes relate specifically to the CSG sector, they need to be reviewed to ensure they appropriately capture the emerging industry. DNRM will review both codes in order to incorporate requirements for wells targeting deep gas and oil and will publicly release the updated codes once the review is completed.

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**Recommendation 12:**
Proactively engage and inform the community

Effective community engagement will be crucial for development of the deep gas and oil industry in Queensland. Communities, government and industry will need to openly discuss any concerns about new technologies and also the potential benefits.

Key principles for community engagement were endorsed by all states and territories, the Australian Local Government Association, and peak industry bodies in 2005. The Queensland Government expects each individual operator in the deep gas and oil industry to have a comprehensive community engagement plan incorporating those principles.

To enhance community and landholder understanding of the emerging industry, the Queensland Government will engage with these stakeholders and provide information through the DNRM website and other government websites.
How you can have your say

Landholders, communities and other stakeholders can have their say about proposed natural gas and oil projects and specific recommendations in this publication.

Comprehensive public consultation takes place in the assessment of EAs for all non-standard natural gas and oil projects under the *Environmental Protection Act 1994*. The assessment process ensures potential environmental impacts are identified, assessed and taken into account at the project design stage. In addition, where coordinated projects require an Environmental Impact Statement, stakeholders can provide input into strategies to mitigate any social impacts of a resource project. The public consultation process ensures that government decision-making considers the opinions and concerns of the public.

Work is already underway to implement the recommendations in this publication. In some cases, public consultation regarding the recommendations will be carried out by the relevant Queensland Government department.

You can take part in any consultation at www.getinvolved.qld.gov.au.
More information

For more information about deep gas and oil resources and opportunities in Queensland contact us on 13 QGOV (13 74 68) or visit our website at www.dnrm.qld.gov.au. There are a number of information resources available on the DNRM website.

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www.dnrm.qld.gov.au
or call 13 QGOV (13 74 68)