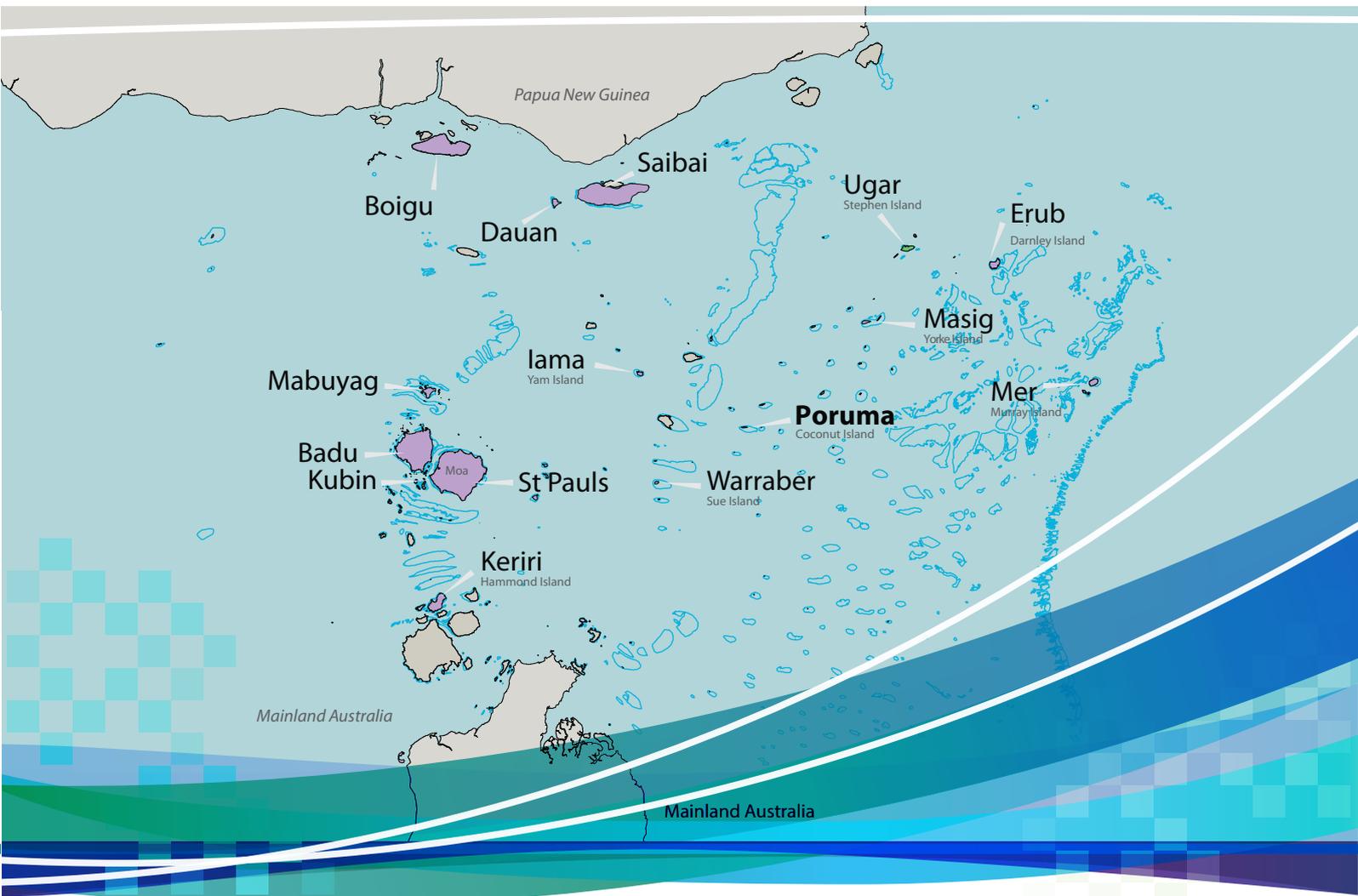




Poruma (Coconut) Island







Editor's Note –

Community Snapshot

Location

- Poruma Island is part of the Torres Strait central group of islands. It is located approximately 107km north east of Horn Island and 32km from Warraber Island.

Population

- According to the most recent census, there were 145 people living on Poruma Island in August 2011, however, the population is highly transient and this may not be an accurate estimate.

Natural Hazards

- Being a coral cay island, Poruma Island is low lying. Coastal hazards, including erosion and storm tide inundation, have an impact on Poruma Island and may become more significant and regular in the future due to climate change, and could affect the long term viability of the community.
- Due to the topography and vegetation cover over Poruma Island, natural hazards such as catchment flooding and landslide do not pose significant threats to the Poruma Island community.

Topography and Environment

- Poruma Island is an elongated coral cay that is reasonably flat other than the sand dunes along its southern coastline, which rise up to 12m in height.
- As a coral cay island, Poruma is largely composed of medium to coarse grain sand which is highly porous.
- Dominant habitat types include vine forests, coastal habitats and coastal dune systems. Coastal environments provide habitat for rare and threatened bird species and a range of migratory bird species.
- Native flora and fauna that have been identified on Poruma Island include beach stone curlew, little tern, spectacled flying fox, eastern curlew and sooty oyster catcher.
- On Poruma Island there are no discernable waterways.
- As with all Torres Strait Islanders, the Poruma Island community has close connections to land, sea and sky and consider themselves as part of Gogobithyai (a local word for land, sea and sky).



Township

- Poruma Island is approximately 2km long by 300m wide. The township is located along a coastal strip to the west of the township.

Community Aspirations ¹

- Aspirations for built community and sporting facilities include the establishment of a community training facility and cultural centre, an extension to the child care centre and health care centre, upgrades to the RIBS building and equipment, larger SES building, halfway house, state police station, upgrades to the waiting shed at the airstrip and a community garden.
- Possible enterprise opportunities include a traditional island weddings (utilising the church) and fishing adventure charters.

1. Many of the community aspirations listed here are taken from the Poruma Community Booklet 2012, which identifies community priorities relating to the National Indigenous Reform Agreement (NIRA) building blocks of early childhood, schooling, health, economic participation, healthy homes, safe communities, governance and leadership. Priorities that have a development implication are summaries here to provide an indication of the facility needs of the community. This is supplemented with information gained from community members during community consultation.

7.2.11

Poruma (Coconut) Island - local plan code

7.2.11.1 Application

The code applies where identified in the assessment criteria column of tables 5.5.1, 5.5.2, 5.6.1 or 5.8.1, in part 5 of this planning scheme.

When using this code, reference should be made to section 5.3.

7.2.11.2 Purpose

- (1) The purpose of the Poruma Island local plan code is to guide development on Poruma Island in a way that best meets the needs of the community.
- (2) The purpose of the Poruma Island local plan code will be achieved through the overall outcomes listed on the following pages under the headings of:
 - (a) Gogobithiay (land, sea and sky)
 - (b) Natural hazards
 - (c) Torres Strait people and townships
 - (d) Ailan kastom and cultural heritage
 - (e) Getting around
 - (f) Town infrastructure.

Note – For the purposes of this local plan code, the strategic framework maps in schedule 2 form part of the local plan maps. They contain information referred to in this code.

 **Editor's note** – To identify where the zones and precincts apply across the local plan area, refer to the maps in schedule 2.



TORRES STRAIT RANGER PROGRAM



Gogobithiay (Land, Sea and Sky)

- (1) Development minimises and mitigates impacts on areas of high and moderate environmental value within the environmental management and conservation zone.
- (2) All development within the environmental management and conservation zone:
 - (a) avoids areas of high and moderate environmental value, wherever possible; and
 - (b) where areas of high and moderate environmental value can not be avoided, is located, designed and operated in a way that minimises and mitigates impacts to areas of environment value.
- (3) The area of habitat available for rare, threatened and vulnerable species is increased by taking opportunities to connect tracts of fragmented habitat.
- (4) Within the township zone, development is designed to avoid or minimise impacts on environmental values, including existing vegetation, waterways, natural drainage lines and fauna movement corridors, wherever practical. Development should not occur within waterways.
- (5) The water quality and natural ecological and hydrological processes of the island's drainage systems are maintained. This includes important recreational and commercial fishing areas within the marine environment surrounding Poruma Island.

 **Editor's Note** – To identify areas of high environmental value and moderate environmental value or subject to natural hazards, refer to the maps in schedule 2.



Natural Hazards

- (1) Risks to people and property caused by coastal hazards, including erosion, storm tide inundation and the impacts of projected sea level rise, are minimised to the greatest extent possible by:
 - (a) Accommodating –
 - (i) Development within a coastal hazard area is:
 - (A) designed to withstand the erosion and storm tide inundation hazard; and
 - (B) designed to minimise susceptibility to erosion and storm tide inundation.
 - (ii) Essential community infrastructure is able to function effectively during and immediately after a coastal hazard.
 - (iii) Development provides for an evacuation route that is available at all times.
 - (iv) Development involving the manufacture or storage of hazardous materials does not increase risk to public safety or the environment caused by erosion and storm tide inundation.
 - (b) Protecting –
 - (i) The protective function of the sand dunes located along the southern extent of Poruma Island against the risk of erosion and storm tide inundation is maintained.
 - (ii) In other locations:
 - (A) To the greatest extent possible, development maintains environmental features and physical characteristics that provide protective functions for existing development against the risk of erosion and storm tide inundation; and
 - (B) As a last resort, coastal protection works may be considered to protect existing development.

 **Editor's Note** – It is critical that future development in the Torres Strait takes into account potential risks associated with coastal hazards such as erosion and storm tide inundation, both now and in the future as sea levels rise. Planning responses will vary from island to island depending on the geomorphology of the island; the location of the township and township expansion area in relation to coastal hazards; the nature and severity of the risk; and the desires and aspirations held by the local community. In many cases, decisions about how to respond to coastal hazards will take time for local communities to thoroughly consider and decide.

This planning scheme takes coastal hazards into account using the best available data (at the time of writing). It is anticipated that, over time, the communities of the Torres Strait will continue to discuss these issues and develop an agreed position on the most appropriate responses at the local level. The outcome of these decisions will need to be incorporated into future amendments or revisions to this planning scheme.

While the best available data has been used in this planning scheme, projections about climate change may alter over time. In addition, circumstances may change which means that previous projections about coastal hazards are no longer valid (for example, if a sea wall is constructed to protect a township, calculations about where sea levels may extend to as a consequence of storm tide inundation and sea level rise will no longer be accurate). These circumstances will be taken into account either through development application processes or through planning scheme amendments.

Note – For the purpose of section 13 of the Building Regulations 2006:

- (1) land shown as flood hazard areas and storm tide inundation areas on the maps in schedule 2 is designated as the flood hazard area; and
- (2) the defined flood level in both areas is declared to be 2.56m + 0.8m relative to 2010 MSL datum.

 **Editor's Note** – Dwelling houses and dual occupancies are not made assessable in the township zone under section 5 of this planning scheme. However, building works approval will be required. The declaration of flood hazard areas under the planning scheme trigger various requirements under the Building Codes of Australia.

 **Editor's Note** – Essential community infrastructure is used in this document to describe infrastructure that is critical during and after an emergency and includes land uses such as emergency services, hospitals, health care services, renewable energy facilities, telecommunications facilities, utility installations, substations and major electricity infrastructure (see the land use definitions in schedule 1.1).

This is different to the term community facilities, which is used in this document to describe facilities which provide important social services to the community. Land use examples of community facilities include cemeteries, child care centres, clubs, community care centres, community residences, community uses, crematoriums, detention facilities, educational establishments, emergency services, health care services, hospitals, places of worship, retirement facilities, residential care facilities and rooming accommodation (see the land use definitions in schedule 1.1).

Note – Land shown as bushfire hazard area on the maps in schedule 2 is designated as the bushfire prone area for the purposes of section 12 of the Building Regulation 2006. The bushfire hazard area (bushfire prone area) includes land covered by very high, high and medium hazard areas as well as the potential impact buffer category.



Torres Strait People and Townships

- (1) Economic and employment opportunities are critical for the long term sustainability and self-determination of the Poruma community and opportunities are taken for development to support these objectives. Opportunities may include enterprises such as a traditional island weddings and fishing adventure charters.
- (2) Development facilitates access to affordable, fresh and healthy foods, including community gardens, fresh food markets and home food gardens.
- (3) New development contributes to the creation of pleasant, safe attractive living environments and the health and wellbeing of Torres Strait Islanders.
- (4) A range of accommodation activities is provided within the township zone that responds to the needs of the community, including larger dwellings suitable for large families and smaller dwellings suitable for singles, young couples, older couples and small families.
- (5) New accommodation activities make efficient use of available unconstrained land within the township zone.
- (6) The township expansion precinct is developed primarily for the purpose of accommodation activities, well connected to the existing township, creates a pleasant living environment for internal and surrounding residents and able to be efficiently serviced by town infrastructure.
- (7) Outstations and camping areas are generally located within the environmental management and conservation zone and are an important part of Torres Strait Islander life, helping to keep communities connected to their traditional lands.
- (8) Development that requires connections to town services is located so that electricity, water supply and sewerage infrastructure can be provided in a cost effective and efficient way.
- (9) Safe and convenient access to community, sport and recreation facilities is available to meet the needs of the community, including people with special needs, older people, children, low income earners and people with disabilities.
- (10) New industrial activities are located where they will not unduly impact on the people's amenity, health or safety.

 **Editor's Note** – The existing township core of Poruma Island is located within an area that is under threat from erosion and storm tide inundation. As there is no alternative area of higher ground that could accommodate the township core, it is expected that it will remain in its current location over this life of this planning scheme.

 **Editor's Note** – The terms 'garden', 'community garden' and 'food garden' are used in this planning scheme to describe traditional gardens and home food production, which may be conducted by individuals, households or clan/family groups within a house lot or elsewhere in the community on traditional land. These terms are not the same as 'cropping', which is done for commercial purposes and defined elsewhere in this planning scheme (see the land use definitions in schedule 1.1).



Ailan Kastom and Cultural Heritage

- (1) Communities are developed based on Ailan Kastom. In particular, access to the sea and the natural environment is maintained, and important places and events used for traditional practices are protected from any impacts of development.
- (2) Places and items of heritage significance for cultural, historical or archaeological reasons are identified and protected for the benefit of current and future generations.

 **Editor's Note** – Places shown as sacred sites and significant trees on the maps in schedule 2 are potential locations of cultural heritage value. Other locations of cultural heritage will exist that are not shown on the maps and in some cases, locations are not recorded due to reasons of confidentiality.

It is important that all land users are aware of their obligations under the *Torres Strait Islander Cultural Heritage Act 2003*.

The Act recognises that Torres Strait Islander people are the guardians, keepers and knowledge holders of their cultural heritage. Importantly, the Act recognises that significant areas do not necessarily have markings or other physical evidence indicating occupation or denoting its significance. For example, geographical places of importance may such as places that are part of myths or legends (commonly referred to as 'storyplaces') are significant under the Act.

The most important part of the Act is the Duty of Care provisions that require those conducting activities in areas of significance to take all reasonable and practical measures to avoid harming cultural heritage.

In addition, historical cultural heritage that are not Indigenous in origin are protected under the *Queensland Heritage Act 1992*. These places are recorded in this planning scheme.



Getting Around

- (1) The Poruma Island airstrip, helicopter landing pad, barge ramp, finger pier and associated facilities are critical pieces of transport infrastructure for the Poruma Island community. Development does not impact on the integrity of these facilities or the efficient and safe operation of air and sea transport services.
- (2) Transport infrastructure is designed to minimise noise, lighting or other disturbances to residents and users of surrounding accommodation activities and community facilities.

 **Editor's Note** – Development within tidal areas may be assessable against Schedule 4A of the Coastal Protection and Management Regulation 2003 if defined as 'prescribed tidal works'. For a definition of 'prescribed tidal works' refer to the *Coastal Protection and Management Act 2003*.

 **Editor's Note** – Transport infrastructure is used in this document to describe infrastructure required to move people around. Examples include roads, jetties, barge ramps, airports, helipads and walkways.

It includes land use definitions such as air services, transport depot and landing (see the land use definitions in schedule 1.1).



Town Infrastructure

- (1) Reliance on local waste facilities for the disposal of construction waste is minimised to the extent possible.
- (2) Town infrastructure is located and designed to avoid or minimise negative impacts on the community including negative visual impacts.
- (3) The construction of a telecommunications facility on Poruma Island is a matter of priority in order to improve internet and mobile coverage within the township and support economic activity.

 **Editor's Note** – Town infrastructure is used in this document to describe infrastructure required to provide a basic range of town services. Examples include water supply, sewage treatment, waste collection and disposal, stormwater management, electricity and telecommunications. It includes land uses such as major electricity infrastructure, renewable energy facilities, sub-stations, telecommunication facilities and utility installation facilities (see the land use definitions in schedule 1.1).

Services provided by town infrastructure may or may not be available within the township zone but typically are not available outside of the township zone. For further information about the existing and planned infrastructure (water supply, sewerage, stormwater, transport, parks and land for community facilities) refer to the local government infrastructure plans (LGIPs) in part 4 of this planning scheme.

As noted in the LGIPs, it is difficult to predict future demand for town infrastructure in TSIRC communities due to the way development processes and funding takes place in the region. Therefore, decisions about infrastructure provision are likely to be made on a case by case basis, depending on funding availability and a range of other factors.

7.2.11.3 Criteria for assessment

Table 7.2.11.3 — Assessable development

Performance outcomes	Acceptable outcomes
Gogobithiay (land, sea and sky)	
<p>PO1</p> <p>In limited circumstances, land within the environmental management and conservation zone can be developed for urban purposes provided that the development:</p> <ul style="list-style-type: none"> (1) needs to be separated from where people live; or (2) needs to be located in a particular place or near a particular resource to be able to function; or (3) requires a large area of land that can not physically fit within the township zone; or (4) is for the purpose of town infrastructure; or (5) is required to support ailan kastom or traditional practices. <div style="background-color: #e0e0e0; padding: 5px; margin-top: 10px;"> <p> Editor's Note – Urban purposes is used in this document to describe all of the defined activity groups other than rural activities in schedule 1.1.1 in this planning scheme. An exception to this is part 4 of the planning scheme where urban purposes is defined as per the administrative definitions in schedule 1.2 of this planning scheme.</p> </div>	<p>No acceptable outcome is nominated.</p>
<p>PO2</p> <p>Development does not occur within the environmental management and conservation zone unless it:</p> <ul style="list-style-type: none"> (1) minimises and mitigates impacts to areas of high and moderate environmental value; (2) maintains connectivity of habitat and fauna movement corridors; and (3) connects tracts of fragmented habitat by vegetating rehabilitation areas where possible. 	<p>No acceptable outcome is nominated.</p>
<p>PO3</p> <p>For all development, vegetation along the foreshore and on coastal dune systems is retained.</p>	<p>No acceptable outcome is nominated.</p>

Performance outcomes	Acceptable outcomes
<p>PO4 Development is separated from waterways and wetlands to help maintain habitat values, water quality and natural ecological and hydrological processes.</p> <p> Editor's Note – There are no discernable waterways on Poruma Island, however, there may be localised natural drainage systems or areas where water ponds during heavy rainfall. These areas are not identified on the maps in schedule 2.</p>	<p>AO4.1 Development:</p> <ol style="list-style-type: none"> (1) provides a minimum buffer of 30m to any localised natural drainage systems, and 40m to marine habitats; or (2) is no closer to these areas than existing buildings on the site. <p>AO4.2 Within these buffer areas, vegetation is retained, no infrastructure is established and no earthworks are carried out.</p>
<p>PO5 Development does not introduce or spread known or potential pest or weed species by:</p> <ol style="list-style-type: none"> (1) removing existing weed or pest infestations, such as stinking passion flower, cobbler's pegs, sisal and leucaena; and (2) adopting measures to control the introduction of new pests, such as the cane toad and green tree frog, and weeds. 	<p>No acceptable outcome is nominated.</p>
<p>PO6 All landscaping and revegetation is done using plants native to Poruma Island such as the coastal she oak, goat's foot morning glory and other coastal legumes.</p>	<p>No acceptable outcome is nominated.</p>
Natural Hazards – Coastal Hazards	
<p>PO7 Development within a coastal hazard area is:</p> <ol style="list-style-type: none"> (1) designed to withstand the erosion and storm tide inundation hazard; and (2) designed to minimise susceptibility to storm tide inundation by ensuring floor levels are above the defined flood level. <p> Editor's Note – To demonstrate achievement with this PO, a report prepared by a suitably qualified RPEQ (Registered Professional Engineer of Queensland) with coastal engineering experience may be required.</p>	<p>No acceptable outcome is nominated.</p>
<p>PO8 Essential community infrastructure is able to function effectively during and immediately after a coastal hazard.</p>	<p>No acceptable outcome is nominated.</p>

Performance outcomes	Acceptable outcomes
<p>PO9 Development provides for an evacuation route that is available at all times.</p> <p> Editor's Note – Dwelling houses and dual occupancies are not made assessable under section 5 of this planning scheme, therefore, the planning scheme provisions do not apply to these land uses. However, building works approval will be required.</p>	<p>No acceptable outcome is nominated.</p>
<p>PO10 Development avoids the release of hazardous materials into floodwaters.</p>	<p>AO10.1.1 Materials manufactured or stored on-site are not hazardous or noxious, or comprise materials that may cause a detrimental effect on the environment if discharged during a coastal hazard.</p> <p>OR</p> <p>AO10.1.2 Structures used for the manufacture or storage of hazardous materials are:</p> <p>(1) located above the defined flood level; or (2) designed to prevent the intrusion of floodwaters.</p>
<p>PO11 Development:</p> <p>(1) maintains vegetation on coastal landforms where its removal or damage may:</p> <p>(a) destabilise the area and increase the potential for erosion; or</p> <p>(b) interrupt natural sediment trapping processes or sand dune or land building processes; and</p> <p>(2) maintains the sediment volumes of sand dunes and near-shore coastal landforms; and</p> <p>(3) maintains physical coastal processes outside the development, including longshore transport of sediment along the coast.</p>	<p>No acceptable outcome is nominated.</p>
<p>PO12 The protective function of the sand dunes located along the southern extent of Poruma Island against the risk of erosion and storm tide inundation is maintained.</p>	<p>No acceptable outcome is nominated.</p>
<p>Torres Strait People and Townships</p>	
<p>PO13 Industrial activities minimise any noise, odour or other emissions and do not impact on the community's ability to enjoy their lifestyle.</p>	<p>No acceptable outcome is nominated.</p>

Performance outcomes	Acceptable outcomes
<p>PO14 Multiple dwellings occur within the township zone and are located, designed and oriented to create pleasant, safe and attractive living environments, including through:</p> <ul style="list-style-type: none"> (1) provision of generous outdoor open space suited to tenant needs; (2) creation of privacy within individual dwellings; (3) provision of an attractive outlook from individual dwellings; (4) optimum access to cooling breezes to dwellings; (5) provision of main building entrances, verandahs and windows that allow overlooking of the street; and (6) screening along site boundaries or attached to dwelling openings to obscure any undesired views. 	<p>No acceptable solution is nominated.</p>
<p>PO15 Accommodation activities and community facilities are located and sited so that visual, lighting, noise and other impacts do not unduly affect residents and visitors to the site.</p>	<p>AO15.1 Accommodation activities and community facilities are separated from:</p> <ul style="list-style-type: none"> (1) existing and future substations by a minimum distance of 50m; and (2) existing and future sea and air transport infrastructure by a minimum distance of 100m.
<p>PO16 Development within the township expansion precinct:</p> <ul style="list-style-type: none"> (1) is primarily for the purpose of accommodation activities; (2) connects to surrounding streets and parks to allow easy movement for pedestrians and vehicles between older and newer parts of town; (3) minimises runoff, wastage of water and negative impacts on water quality by retaining natural drainage lines, maximising permeable surfaces and, where possible, maximising opportunities for reuse of water; (4) provides for building orientation that maximises access to cooling breezes; (5) is sequenced to allow efficient connections or upgrades to town infrastructure such as roads, water, waste water, drainage and electricity; and (6) includes landscaping in streets and public areas. 	<p>No acceptable solution is nominated.</p>

Performance outcomes	Acceptable outcomes
<p>PO17 Development for the purpose of accommodation activities within the township expansion precinct incorporates measures to prevent nuisance to residents caused by sand blowing landward from the sand dunes through:</p> <p>(1) the siting, design and orientation of accommodation activities;</p> <p>(2) placing a cover over parts of the sand dunes to keep sand particles in place; or</p> <p>(3) constructing a wall between the accommodation activities and the sand dunes.</p>	No acceptable solution is nominated.
<p>PO18 Community facilities, particularly those accommodating child care, educational, training and health services are located within the township zone.</p>	No acceptable solution is nominated.
<p>PO19 Development that may be incompatible with or compromise the ongoing operation or expansion of community facilities does not occur near these uses.</p>	No acceptable solution is nominated.
<p>PO20 Where possible, community facilities are co-located, multi-purpose and flexible to be able to respond to the changing needs of the community over time.</p>	No acceptable solution is nominated.
Ailan Kastom and Cultural Heritage	
<p>PO21 The continued practice of Ailan Kastom is facilitated and not impeded by development.</p>	No acceptable solution is nominated.

Performance outcomes	Acceptable outcomes
<p>PO22 Development does not cause run off, soil erosion or other impacts that may lessen the significance or use of nearby cultural heritage places and sacred sites.</p> <p> Editor's Note – Places shown as sacred sites and significant trees are potential locations of cultural heritage value. Other locations of cultural heritage value will exist that are not shown on the maps in schedule 2.</p> <p>It is recommended that, prior to the commencement of new development:</p> <ul style="list-style-type: none"> • consultation with Traditional Owners, the relevant native title prescribed body corporates and TSIRC and is undertaken to identify potential cultural heritage values and where these exist, appropriate responses; • cultural heritage surveys are undertaken prior to the ground disturbing activities taking place; and • a local Torres Strait Islander Traditional Owner is employed as a cultural heritage manager and monitor throughout construction works. 	<p>No acceptable solution is nominated.</p>
<p>Getting Around</p>	
<p>PO23 Development does not impact on Poruma Island's air and sea transport infrastructure, including the airstrip, helicopter landing pad, barge ramp, finger pier and associated facilities, or the efficient and safe operation of services from these facilities.</p>	<p>No acceptable solution is nominated.</p>
<p>PO24 Where upgrading existing, or establishing new, barge ramps or piers, development:</p> <p>(1) is designed to minimise noise, lighting and other disturbances to residents and users of accommodation activities and community facilities; and</p> <p>(2) provides for nearby set down or storage areas to avoid congestion around the facility.</p> <p> Editor's Note – Only development above high water mark is assessable against this planning scheme.</p>	<p>No acceptable solution is nominated.</p>

Performance outcomes	Acceptable outcomes
Town Infrastructure	
<p>PO25 Waste materials generated from construction activities are reused or recycled, wherever possible, to minimise reliance on local waste facilities.</p>	<p>No acceptable solution is nominated.</p>
<p>PO26 The visual impact of town infrastructure is minimised.</p>	<p>No acceptable solution is nominated.</p>
<p>PO27 Town infrastructure is located and designed to avoid or minimise impacts on the community resulting from noise, odour and other emissions.</p>	<p>No acceptable outcome is nominated.</p>
<p>PO28 The construction of a telecommunications facility on Poruma Island is a matter of priority in order to improve internet and mobile coverage within the township and support economic activity.</p>	<p>No acceptable outcome is nominated.</p>