

PORT OF KARUMBA

LAND USE STRATEGY



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1.0 INTRODUCTION

1.1 The Port of Karumba - Background

Karumba began as a refuelling depot for flying boats on the Sydney to England run. Subsequent emerging roles in servicing fishing fleets and as a tourist destination, has seen the township develop on an economic base reliant primarily on the Port and tourism.

Karumba's existing port facilities revolve around its traditional role in servicing Gulf communities, activities associated with the fishing and prawning fleet and more recently live cattle loading facilities and mineral exports.

Regional Plans such as the Gulf Regional Development Plan and the Multiple Use Strategic Plan for the Lower Gulf of Carpentaria recognise the significance and potential of the Port of Karumba for the future economic development of the region.

1.2 Strategic Port Land

Section 169 of the *Transport Infrastructure Act 1994* requires the Corporation to prepare a Land Use Plan specifying:

- its Strategic Port Land;
- land it wishes to become Strategic Port Land; and
- current and proposed uses of the land.

Section 172 (1) of the *Transport Infrastructure Act 1994* states that Strategic port land is not subject to a planning scheme and therefore not subject to the local government planning requirements.

For the purposes of the *Transport Infrastructure Act*, Schedule 1 to this Strategy is the Land Use Plan for the Port of Karumba, and lists the Corporation's Strategic Port Land.

1.3 About the Land Use Strategy

The Corporation, as the port authority responsible for the Port of Karumba, recognises the importance of planning for the future of the Port to:

- accommodate the growth of port services and facilities to maximise its contribution to the economic development of the region; and
- manage the impacts of Port expansion on the environment, the township and its relationship with recreational port users.

The Port of Karumba Land Use Strategy (the Strategy) determines how the Ports Corporation will assess developments. The Ports Corporation's assessment manager's role applies only to developments on Strategic Port Land which is land under the direct control of the Ports Corporation. Strategic Port Land has been highlighted in the Plan attached.

The Strategy is intended to provide a coherent framework for the future planning and development of the Port which reflects the existing and future importance of the Port to regional economic development.

The Strategy is intended to be used in conjunction with the Port of Karumba's Environmental Management Plan (EMP). This document is published separately so that it can be reviewed and updated independently.

The EMP addresses specific environmental considerations and is an integral component of the Corporation's strategy for future development at the Port.

Both this Strategy and the EMP will be used by the Corporation in its roles as development facilitator and development manager and will form part of the laws and policies used by the Corporation in its role as Assessment Manager under the *Integrated Planning Act 1997* (IPA).

This Strategy is not intended to, and does not, affect any Native Title that may exist in relation to particular land which is the subject of this Strategy. In giving effect to this Strategy, the Corporation will have regard to relevant legislation and procedures relating to Native Title issues.

It is intended that the Strategy will be reviewed every three to six years to ensure it remains updated in a continually changing environment.

After six years the Strategy shall be reviewed in its entirety for its effectiveness in achieving its desired outcomes and a new strategy will be prepared. The Corporation will consult with relevant stakeholders, including government agencies and the Carpentaria Shire Council, when preparing the new strategy.

1.4 Key Issues

The Strategy has been prepared to promote flexibility in port planning and provides options for future development of the Port in accordance with the Corporation's economic and environmental responsibilities. The key issues considered in the preparation of the Strategy include:

- the difficulty in reliably predicting future land take up for port use at Karumba, particularly because of the uncertainties about the extent of future mineral and live cattle exports. For example, one major export operator can require significant land in the port;
- land availability for port expansion in the main port area is limited, even though some land is relatively under-utilised. This is because the Ports Corporation has no direct control over most waterfront port land;
- the need to protect riverfront land for core port activities involving the loading and unloading of cargo, and also to provide areas for industry which is closely related to, or supports the port operation;
- the need to ensure that future expansion of the port occurs in a manner that does not impact adversely on the existing township.

To respond to these issues, the Strategy recognises that the existing port area should continue to be the focus for the Corporation to facilitate port expansion, but there is a need to preserve opportunities for port expansion outside this area.

1.5 Strategy Approach

The Strategy adopts a performance based approach (as promoted by the *Integrated Planning Act 1997*) to managing future development of the Port.

This performance based approach involves considering the suitability of the use of the site by its impacts, rather than the traditional approach of allocating land into zones and stipulating the particular uses which can be established on a site.

Therefore, the Strategy:

- sets out development intentions for specific areas identified in the plan;
- provides performance criteria against which the economic and environmental performance of a proposed development will be assessed; and
- provides indicative uses for specific areas which are considered likely to be able to meet these performance criteria.

The Corporation will assess the consistency of any proposal on Strategic Port Land against the intent for the area and its ability to adequately meet these relevant performance criteria.

1.6 Integrated Planning Act 1997

As noted above, the Corporation will apply the Strategy in the assessment of development applications made in accordance with the IDAS (Integrated Development Assessment System) process under the *Integrated Planning Act 1997*.

As a general guide, IPA requires an application for development on Strategic Port Land where:

- It is a material change of use inconsistent with the Land Use Plan. In this case, referral would be required to the Minister for Transport as a concurrence agency. Public consultation may be required, as determined appropriate by the Minister for Transport.
- It is a material change of use of premises or land for an environmentally relevant activity (other than a mining activity).
- For an activity which has an environmental authority or development approval for an (existing or a new activity) Environmentally Relevant Activity (ERA), the development would involve works resulting in an increase of 10% or more in release of contaminant into the environment.
- The development involves clearing of vegetation including trees and mangroves (in certain circumstances)

Where the Corporation receives an application which does not comply with the intent of the Land Use Strategy, the Corporation's cannot approve such an application and the

application would be rejected or referred to the Minister of Transport's for his/her consideration. There is a mechanism that allows applications inconsistent with the Land Use Strategy to be referred to the Minister for Transport. The Ports Corporation intends to use this process.

This is a non-exhaustive list intended as a guide only, and requirements will change with changes in the law. For further information, refer to the *Integrated Planning Act 1997* and particularly Schedule 2 of the *Integrated Planning Regulations* (as amended).

The Ports Corporation has entered into an arrangement with the Carpentaria Shire Council that it will consult on all development applications received related to Strategic Port Land and the Carpentaria Shire Council will consult with the Corporation regarding development applications received by the Council within a defined area related to land neighbouring Strategic Port Land and land neighbouring areas below the high water mark controlled by the Corporation.

2.0 ROLE OF THE LAND USE STRATEGY

The Land Use Strategy is made up of these written provisions within this document relating to the purpose and future development intention for the Land Use Areas, the Port of Karumba Land Use Plan (included in Schedule 1), and the Karumba Land Use Plan Map (Figure 1).

2.1 Land Use Plan Map

The attached Figure 1, the “Port of Karumba Land Use Plan Map”, provides a graphic representation of the overall framework for current and future development of the Port area, identifying current Strategic Port Lands and their intended use.

Land Use Areas

The principal components identified within the Port area are referred to as ‘Land Use Areas’ (“Areas”). They are:

- Port Handling Activities Area
- Port and Industrial Park Area
- General Buffer Area

For each of these Areas this section sets out:

- an Intent – a statement of the desired land use outcomes for the area;
- Performance Criteria - impact related requirements to be met by development. In addition to the performance criteria for specific Areas, general performance criteria applicable to all development on strategic port land are set out in Section 2.2.
- Indicative Uses - an indication of forms of land use development preferred to establish within the Area. This list is not intended to be exhaustive and other uses may be appropriate where it can be shown that they satisfy the relevant performance criteria. It is intended that the indicative uses in this Strategy are consistent land use as referred to in the *Integrated Planning Regulation 1998*.

PORT HANDLING ACTIVITIES AREAS

Port Handling Activities Areas - designates wharf side areas directly associated with the loading, unloading and transport of commodities and/or the transfer of goods or providing key support activities.

Intent

This Area includes the majority of existing Port of Karumba activities including existing and future cargo handling facilities. It is intended to cater for future extension of these core port activities.

It is intended that these Areas be reserved for port handling activities which encourage increased utilisation of waterfront areas. Future development should be directly related to

the necessity to be located immediately adjacent to the waterfront and should meet the operational characteristics set out in the performance criteria for these Areas.

It is generally intended that these Areas will not be available for industrial activities which do not have these characteristics.

Performance Criteria

Development within these Areas is to comply with the following performance criteria:

- development should significantly improve or contribute to port efficiency by:
 - not replicating existing facilities, or
 - shortening the supply chain (eg distance from mine to port) or providing logistical benefits.
- development should not compromise the long term efficiency of the port.
- development must meet the performance criteria set out in section 2.2.

Indicative Uses

Indicative uses for these Areas include:

- wharfage and docking facilities
- cattle loading facility;
- fuel storage and handling facilities;
- sand/mineral storage and loading facility;
- cold storage facility;
- fertiliser import loading facility;
- port infrastructure for commercial and non-commercial services including coast guard/customs/AQIS/shipping agents;
- commercial shipping support facilities including towage/refuelling/service/repair; and
- any temporary activities associated with port use or construction activities involved in port development.

PORT AND INDUSTRIAL PARK AREAS

Port and Industrial Park Areas - designates the area allocated for activities which have a low impact on adjoining land holdings and shorten the supply chain and therefore require a location close to the waterfront but do not need to be located with wharf frontage.

It includes areas which are considered appropriate as “back up” land for port related activities (eg. low impact storage, warehouse/distribution) and for general low impact industrial uses which support or require a location close to, but not on, the waterfront.

Intent

This Area includes land that is suitable for land uses directly aligned to the port but which do not need direct waterfront access.

This Area also includes land that is suitable for a wide range of low impact industrial and commercial industry based land uses that would serve both the port and the wider community.

The land included in this Area is close to residential and school uses of Karumba and therefore any development proposed in this Area should have adequate regard to the location of the existing residential and school uses and mitigate against any adverse impacts on these areas. The impact may be mitigated through the establishment of adequate buffer zones (eg park land).

Performance Criteria

Development within the Area is to comply with the following performance criteria:

- development should demonstrate that its impacts on amenity of residential and school areas can be managed within acceptable standards;
- development must meet the performance criteria set out in section 2.2.

Indicative Uses

Indicative uses for this Area include:

- warehouse/cargo distribution activities;
- cold storage facilities;
- fuel storage facilities;
- necessary support industries which service the port; and
- other development including a range of general and low impact industries that are required to be close to the waterfront but do not require direct water access.

any temporary activities associated with port use or construction activities involved in port development.

GENERAL BUFFER AREAS

General Buffer Area - designates areas which provide a buffer between incompatible activities. The buffer areas could be used for community purposes and open spaces.

Intent

This Area is intended to provide an adequate buffer zone surrounding the port operations to minimise the impacts of port operations and development on adjacent Areas (such as residential) and prevent encroachment of incompatible land uses.

Performance Criteria

Development within the Area is to comply with the following performance criteria:

- Development should demonstrate that its impacts on the amenity of the adjacent residential areas and/or adjoining land uses are within acceptable standards.
- Development must meet the performance criteria set out in section 2.2.

Indicative Uses

- Community areas such as parkland and playgrounds.
- Open space.

2.2 Performance Criteria for All Development

The performance criteria are:

- areas adjoining the waterfront are to be utilised for activities which require direct port access
- public access to the waterfront will be encouraged in areas which are not strategic to the future land use associated with port operations, where consistent with industrial and operational safety
- development will be undertaken in a manner consistent with the Corporation's Environmental Management Plan for the port
- development shall be located and carried out in a manner which does not adversely impact on the General Buffer Areas identified on the Land Use Plan Map
- areas identified as having high environmental significance through individual site investigations are to be managed and protected from incompatible development
- development occurring adjacent to residential dwellings will incorporate measures to mitigate potential adverse impacts
- development shall comply as a minimum with water quality, air quality and noise emission standards administered through the *Environmental Protection Act*. The Corporation may request higher standards based on the outcomes of an Environmental Impact Statement
- any development should address the appropriate level of engineering infrastructure services required (including water supply, waste disposal, transport access, telecommunications and power)
- development is to be located such that an acceptable level of flood immunity is achieved and designed to cater for the effects of storm/tide surges.

2.3 Corporate Actions

The following identifies actions to be initiated by the Ports Corporation to support the achievement of the overall land use intent of this Strategy:

- liaise with the Carpentaria Shire Council in the planning and development of Karumba to collaboratively pursue the intent of the Land Use Strategy for non strategic port land;
- support the Gulf Regional Planning Advisory Committee and state and federal government departments in achieving the strategies of the Gulf Regional Development Strategy (particularly in relation to the provision of all weather road access to the Port) and the Regional Coastal Management Strategy;
- review and amend the Land Use Strategy and other Port Planning tools such as the Environmental Management Plan for consistency with the above mentioned strategies where appropriate;
- negotiate with government agencies regarding future land use options on state-controlled land;
- actively attempt to secure additional land holdings within the main port area to promote its expansion, and maximise utilisation of facilities by avoiding duplication and providing common user/ multiple access facilities; and
- liaise with relevant state agencies to secure land on the western side of Norman River to be managed for its environmental values.

3.0 FUTURE PORT EXPANSION

Because of the constraints to port expansion southwards (which in land use planning terms would otherwise be logical), the strategy identifies land north of the existing residential area (Lot 8,9,11 and 42 on RP 710167), as a location for future port expansion which cannot be accommodated in the existing port area.

It is intended that the development of this land would occur in consultation with the Carpentaria Shire Council to ensure that development does not adversely affect the existing residential area to the south.

The area below high water mark (ie. Norman River) is also of strategic importance to the Port operations and the Corporation. The Corporation will seek tenure over this area and the Minister's approval to include it as Strategic Port Land.

4.0 VISION FOR THE PORT OF KARUMBA

The previous discussion focussed directly on the development application and approval processes which the Corporation will follow for development applications on Strategic Port Land.

A large area of land along Yappar Street which is currently used for port related purposes is not owned by the Ports Corporation. As such, that land cannot under legislation be strategic port land. Hence, the Corporation's land use areas and related intent, performance criteria and indicative uses cannot be applied. The Carpentaria Shire Council is the appropriate planning body for these areas. The Ports Corporation is working closely with Council to ensure co-ordinated planning occurs.

The Carpentaria Shire Council is currently developing its Town Plan under the *Integrated Planning Act*. To ensure the Carpentaria Shire and the wider community is aware of the Ports Corporation's vision for the port the following has been included in this Strategy.

The Ports Corporation's vision for the Port of Karumba is based on the following principles:

To facilitate more efficient use of the port's scarce land and infrastructure resources, by preventing unnecessary duplication and promoting multiple use of facilities, the Corporation will actively try to increase its landholdings in the port area;

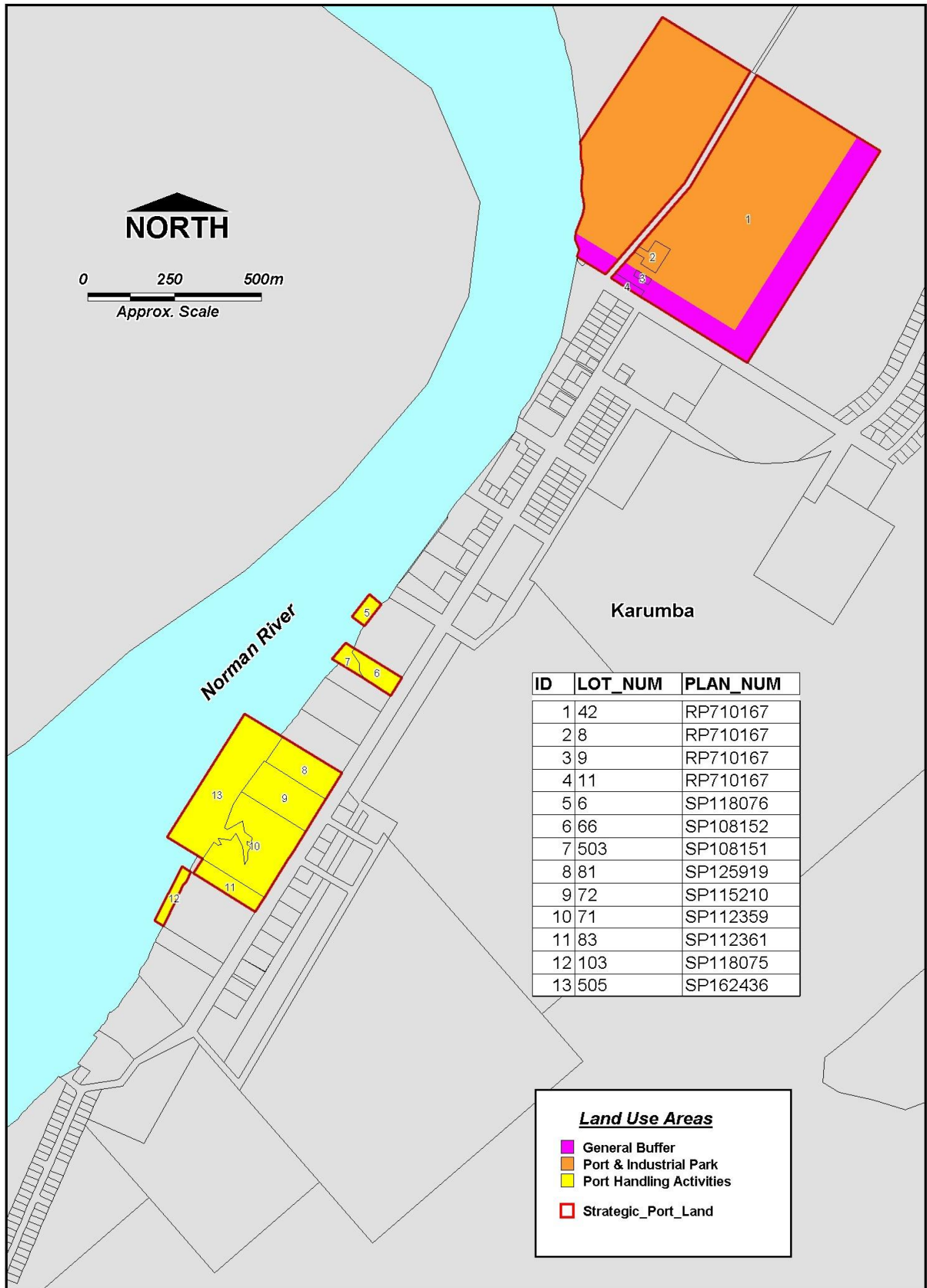
As a result of the limited land available in the main port area, the Corporation has identified and will continue to identify alternative areas along the Norman River for port development;

The Ports Corporation strongly believes that further development opportunities will result in further growth of trade through the port. Unless adequate land which is suitably located (along deep water) is available for the future expansion of the port such development opportunities may not eventuate. It is crucial to the port and the region's development that all relevant planning authorities recognise the future potential of the port against the limited existing resources (land and infrastructure).

SCHEDULE 1- PORT OF KARUMBA LAND USE PLAN

| Ref. No. | Lot Number | Plan Number | Present Use | Proposed Use ¹ | Area (sq m) | Tenure |
|----------|------------|-------------|---|---|-------------|-----------------|
| 1 | Lot 42 | RP710167 | Part Port and Industrial Park and Part General Buffer | Part Port and Industrial Park and Part General Buffer | 490,960 | Freehold |
| 2 | Lot 8 | RP710167 | Port and Industrial Park | Port and Industrial Park | 4,704 | Freehold |
| 3 | Lot 9 | RP710167 | Port and Industrial Park and Part General Buffer | Port and Industrial Park and Part General Buffer | 1,012 | Freehold |
| 4 | Lot 11 | RP710167 | Port and Industrial Park and Part General Buffer | Port and Industrial Park and Part General Buffer | 1,998 | Freehold |
| 5 | Lot 6 | SP118076 | Port handling activities | Port handling activities | 3,580 | Perpetual Lease |
| 6 | Lot 66 | SP108152 | Port handling activities | Port handling activities | 7,955 | Freehold |
| 7 | Lot 503 | SP108151 | Port handling activities | Port handling activities | 3,810 | Perpetual Lease |
| 8 | Lot 81 | SP125919 | Port handling activities | Port handling activities | 18,250 | Freehold |
| 9 | Lot 72 | SP115210 | Port handling activities | Port handling activities | 23,660 | Freehold |
| 10 | Lot 71 | SP112359 | Port handling activities | Port handling activities | 42,840 | Freehold |
| 11 | Lot 83 | SP112361 | Port handling activities | Port handling activities | 10,490 | Freehold |
| 12 | Lot 103 | SP118075 | Port handling activities | Port handling activities | 5,146 | Perpetual Lease |
| 13 | Lot 505 | SP162436 | Port handling activities | Port handling activities | 55,330 | Perpetual Lease |

¹ Uses identified under the Proposed Use column will be approved uses under the *Transport Infrastructure Act* (once the Minister for Transport has approved the Land Use Plan).



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Port of Karumba - Land Use Strategy - Map 1

NOTIFICATION

Transport Infrastructure Act 1994

Queensland Department of Transport
Brisbane, 3 June 2005

It is hereby notified in pursuance of the provisions of the Act that on 23 May 2005, the approval of the Honourable the Minister for Transport and Main Roads was given to amendments to the Ports Corporation of Queensland's land use plan for the Port of Karumba and its schedule of strategic port lands, as follows:

By including the following lot:

| Real Property Description | Tenure | Area Ha | Present Use | Future Use |
|----------------------------------|-----------------|----------------|--------------------------|--------------------------|
| Lot 505 on SP162436 | Perpetual lease | 5.53 | Port handling activities | Port handling activities |

and also by deleting the following areas from the schedule of strategic port land:

| Real Property Description | Tenure | Area Ha | Present Use |
|----------------------------------|-----------------|----------------|--------------------------|
| Lot 504 on SP125920 | Perpetual lease | 0.3115 | Port handling activities |
| Lot 502 on SP112360 | Perpetual lease | 0.134 | Port handling activities |
| Lot 501 on SP112358 | Perpetual lease | 1.46 | Port handling activities |

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