From: Transport and Resources Committee

Subject:Qld State Government Transport and Resources Committee ref Double IslandAttachments:Double Island, QLD State Government Transport and Resources Committee

(1).pdf;

DNRME_-_term_lease_over_Double_Island_and_possible_lease_breaches_-_term_lea

se_213191_over_lot_20_on_SP119697 (1)[71].pdf

From: Tony Richards <

Date: Tuesday, 5 April 2022 at 4:45 pm

To:

Subject: Qld State Government Transport and Resources Committee ref Double Island

Committee Secretary

Transport & Resources Committee. Parliament House, George Street, Brisbane 4000

Subject: Double Island, offshore from Palm Cove, QLD Location - 16° 45′ 07″ S 145° 40′ 29″ EMany thanks

We are advised that the State Government Transport and Resources Committee is to hold an inquiry into the management, control and enforcement of Lease conditions on Queensland Islands

An inquiry to assess issues regarding significant breaches of the long term lease, governance and regulation responsibilities, development approvals, public interest and rights is regarded by the local population of the Cairns region as being absolutely essential.

The Island is clearly not being operated to the terms of the lease and the breaches are serious and are against the public interest.

Please refer to the attached files as submissions to this enquiry

Tony Richards	
Ph - +61	

Tropical Palm Cove



Subject: Double Island, offshore from Palm Cove, QLD

Location - 16° 45' 07" S 145° 40' 29" E

We are advised that the State Government Transport and Resources Committee is to hold an inquiry into the management, control and enforcement of Lease conditions on Queensland Islands

An inquiry to assess issues regarding significant breaches of the long term lease, governance and regulation responsibilities, development approvals, public interest and rights is regarded by the local population of the Cairns region as being absolutely essential.

The Island is clearly not being operated to the terms of the lease and the breaches are serious and are against the public interest.

We submit that the Lessee should be either:

- · required to perform to all the lease terms and conditions
- to sell their interest in the lease to another party who will perform
- forfeit their lease to the State for resale should they fail to rectify breaches that are formally notified to them

The best summation of the situation is undoubtedly the submission compiled by The Cairns Regional Council back In 2020 and directed as below:

13 May 2020	
Manager	
State Land Asset Management	
Department of Natural Resources Mines and Ene	rgy
Via email:	

Possible breach of term lease 213191 over lot 20 on SP119697, Double Island

The situation has only deteriorated further in the period since May 2020

A copy of this submission is attached and forms the basis of our submission the inquiry

Sincerely,

Tony Richards and Clive Abbott





ENQUIRIES:

Sharon Morgan

PHONE: OUR REF:

#6359407

13 May 2020

Manager
State Land Asset Management
Department of Natural Resources Mines and Energy
Via email:

Dear Ms Rolland

Possible breach of term lease 213191 over lot 20 on SP119697, Double Island

As you are aware, Fortune Island Holdings Company Limited holds the above term lease which expires on 26 November 2099. The conditions of the term lease state that the leased land is to be used for tourism purposes, namely a tourist resort, and the lessee is to:

- manage the vegetation;
- maintain all improvements in good repair; and
- provide a mooring and amenities for the general public that visit the island.

In 2017 and 2019, in response to public complaints received, site inspections were conducted by Council officers who have confirmed:

- the site is in no condition to provide any sort of facility for tourism and nor is it doing so;
- general and construction waste is accumulating with no methods for storage/disposal in place;
- significant coastal erosion is occurring and dune vegetation uprooted and present;
- · vegetation management needs improvement;
- the mooring has deteriorated and cannot be used; and
- there are no working effluent systems on the island to provide any sort of public amenities.

Attached is a copy of the detailed audit of the 2019 inspection outlining the possible breaches of the lease conditions. It also contains a copy of the term lease and a copy of the 1998 Development Management Plan.

Council continues to receive complaints from the public on the condition and neglect of the island. The matters outlined above were informally brought to the State's attention in August 2019 and given the length of time that has passed, Council is now providing formal notification of the potential breaches under the lease conditions, in particular that the use of the land "for tourism purposes namely a tourist resort" has been abandoned for some time.

Council looks forward to hearing from the department what measures will be put in place to enforce the lease conditions that are not being complied with.

Should you have further enquiries or require any additional information, please contact Council's Property Services Team Leader, Sharon Morgan, on the above phone number.

Yours sincerely

Kelly Reaston

General Manager, Planning and Environment

Enc.- Inspection Audit dated 12 July 2019, copy of the term lease conditions and copy of the 1998 Development Management Plan.





12 July 2019

Environmental Officer,
Regulatory Compliance Officer,
CRC Ref: 71/1/1-04 #6128266v1

AUDIT OF TERM LEASE OVER DOUBLE ISLAND - FORTUNE ISLAND HOLDING COMPANY LIMITED

SUBJECT SITE: Double Island lot 20 on SP119697

INTRODUCTION

Cairns Regional Council (Council) has undertaken site inspections at Double Island (DI) in 2017 and 2019 as a result of enquiries received from the general public, in relation to suspected breaches of CairnsPlan2016 Planning Scheme and development approvals. Following the initial inspection in 2017, Council issued correspondence requiring remediation works relating to unapproved building works and vegetation clearing. Compliance with the required actions therein was determined during Council's 2019 inspection.

Council holds reasonable belief that despite meeting the compliance requirements enforced by Local Government, the current operations at DI are not compliant with the terms and conditions of the term lease issued under the *Land Act 1994* held by Fortune Island Holding Company Limited (TL213191). A copy of the lease conditions is at appendix 1.

Audit outcomes of DI's current status pertaining to lease conditions, resulted in Council noting the following highlighted (*) areas of concern for review and discussion. Council is requesting input and direction from DNRME regarding stakeholder obligations and how to proceed. The highlighted areas for discussion are:

- Land use operations, duty of care and general deterioration.
- Noxious plants and landscaping.
- Waste collection, and disposal of stored waste and construction material.
- Development Management Plan requirements:
 - Uncertified accommodation, not to bushfire hazard standard;
 - Sediment and erosion control;
 - Vegetation management;
 - Storage of fuel and chemicals;
 - Pest management; and
 - o Infrastructure services (power).
- Restricted access to facilities, amenities, boardwalk and mooring, and the condition of these.

The following is to be read in conjunction with the term lease conditions at **Appendix 1** and Double Island Development Management Plan at **Appendix 2**.

CONDITIONS

A46

- (1)* The leased land has been occupied by the current live on caretaker for a period of four years, without functioning as tourist resort for tourism purposes, in accordance with the town planning approvals provided by Council.
- (2)* Meets criteria for forfeit or cancellation of lease.
- (3) Not applicable to Local Government.
- (4) Not applicable to Local Government.
- (5)* The distribution of noxious plants extended during the period from 2017 to 2019. In particular, Leucaena leucocephala subsp. Leucocephala was confined to the public boardwalk precinct in 2017; in 2019, L. leucocephala subsp. Leucocephala was present throughout the resort facilities precinct and within the future resort development precinct. Sphagneticola trilobata, Singapore Daisy distribution had extended from areas adjacent to access tracks into the remnant woodland vegetation. Garden escapees/environmental weeds, many planted as landscaping, were observed throughout both natural and developed areas in both 2017 and 2019. The following noxious plants were observed during 2019 inspection:
 - Priority weeds of concern consist of Lantana camara, Lantana which is scattered throughout the upper slopes of RE: 7.11.49 Woodland vegetation and large areas of Sphagneticola trilobata, Singapore Daisy on the lower extent of batters adjacent to access tracks.



• Environmental weeds of concern presenting risk to the natural areas consist of a mature stand of seeding *L. leucocephala subsp. leucocephala* within the areas adjacent to the jetty. Juvenile scattered *L. leucocephala subsp. leucocephala* adjacent to the resort and access track to the generator shed. *Passiflora foetida, Praxelis clematidea, Crotalaria pallida var. ovovata, Sphagneticola trilobata, Stachytarpheta cayennensis.*



• Garden escapees/environmental weeds of concern present around the resort facilities and establishing adjacent to boundary extent of the natural areas consist of *Catharanthus roseus*, *Delonix regia*, *Alocasia macrorizzora*, *Sansevieria trifasciata*, *Bryophyllum pinnatum*, *Tradescantia spathacea*, *Epipremnum aureum*, *Rivina humilis*.



Figure 1. Observed noxious plant locations - refer to DM#6125647 for data

(6)* Duty of care for the leased land was being undertaken by a care taker and supervised by Double Island representative for Fortune Holding Company Limited. Council observed that limited resources are being invested into island management to ensure duty of care. This is likely due to the lease not operating for tourism purposes as a tourist resort.

- (7) Previous breaches of Planning Scheme leading to enforcement by Local Government:
 - 2014 Unauthorised vegetation clearing.

Following the inspection in 2017, Council officers prepared an inspection report on the status of the revegetation and weed management surrounding an area cleared adjacent to the generator shed for solar panel installation generator shed. This inspection report was provided to Fortune Island Holding Company Limited, specifying Council's required actions in relation to weed and rehabilitation, which included routine submission of progress reporting for a 12-month duration and annual inspection. Council requested progress reporting during the subsequent 12-month period, and during this time provided DI with technical specification assistance, as well as pest and weed industry contacts to assist fulfilment of the required actions. The annual inspection was first postponed due to Christmas 2018 period, then due to logistical transport, mooring and weather event incidents. The 2019 inspection acted as the post 2017 annual inspection, refer to lease condition 5 for outcome. The cleared area is no longer visible from adjacent vistas due to natural recruitment of native species and therefore revegetation is no longer a Council requirement.

During the 2017 inspection, Council observed stored rubbish and building materials adjacent to access tracks, native vegetation and facilities. Removal and management of this material was discussed onsite and the requirement to remove and manage the materials prior to annual inspection was included within the site inspection report. Refer to lease condition C318 for non-compliance detail.

2015 – Erection of unapproved (solar panel) structure.

Approval has been sought and gained for this structure.

• 2015 – Failure to obtain a Building Permit and final certification for pool barrier.

Erection of compliant barriers achieved, remediation of minor non-compliance observed during 2019 inspection to be enforced by Council.

• 2018 – Unauthorised vegetation damage

Council officers issued a Compliance Notice for the unauthorised damage to *Casuarina* equisetifolia, She-oaks, surrounding an unauthorised helipad, see **Appendix 4**. Council enforced revegetation of the helipad and for the removal of the exposed obsolete irrigation pipe. During the enforcement period, Council provided DI with technical specifications to assist fulfilment of the required actions. Attempted revegetation has not been successful due to the adverse effects from salt and strong winds during storm tides and weather events. Irrigation pipe has largely been removed from the esplanade precinct, however is stockpiled for future disposal within the future resort development precinct.

- (8) Not applicable to Local Government
- (9) As per A46 (7). Council has not been alerted to any further unauthorised clearing of native vegetation subsequent to the 2014 and 2018 incidents.
- (10) Not applicable to Local Government

- A47
- (1) Not applicable to Local Government
- (2) Not applicable to Local Government
- **B40** Not applicable to Local Government
- C146 Not applicable to Local Government
- C260 Not applicable to Local Government
- C262 Not applicable to Local Government
- C318* No permanent waste and/or refuse collectors/containers for the use of persons occupying the leased esplanade precinct were observed during Council inspections. Arrangement for the collection and disposal of stored uncontained waste and/or refuse within the future resort development precinct has not been implemented.

During inspection in 2017, Council observed stored rubbish and building materials adjacent to access tracks, facilities and remnant/wetland vegetation. Council's 2019 inspection revealed accumulation of additional rubbish and building materials throughout the future resort development precinct, extending further into mangrove community. Dozens of pallets of besser blocks, piles of hardened uncovered cement, rusted machinery/car body and greater than 100m of redundant sediment fencing was observed. Redundant irrigation pipe has become exposed due to beach erosion, much of which has been removed from the esplanade precinct and is currently stockpiled within the future resort development precinct.







Caretaker stated that tourists regularly frequent island from private vessel and kayak/jet-ski hire operations at Palm Cove and Elis Beach. Council observed multiple tourist groups utilising the esplanade precinct during 2019 inspection. Fire pits and rubbish/glass present within esplanade precinct and future resort development precinct, both placed and washed ashore.

Double Island Resort Development Management Plan (DMP) - Document # 12344B, 03/09/1998

The DMP was prepared in response to the Council's resolution in context of subsequent discussions between officers of DNRM and Council. However, a full Development Control Plan as required under the DMP, has not been prepared by Council in conjunction with Island Holding Company Limited and all stakeholders. A review of the how the DI operations are meeting the obligations specified within the DMP Overarching Management Strategies is as follows:

*Building Design and Siting - Development to date has been generally constructed in accordance with development approval conditions. The four main unit blocks, containing six rooms each, have not been subject to building certification due to failure to comply with bushfire hazard regulations.

Building Materials and Colours - Development to date has been generally constructed in accordance with development approval conditions.

Population Density - Single occupant.

Heritage Protection - Recommendations provided within Cultural Heritage Impact Assessment, dated October 2006.

Stormwater Management – No stormwater drainage concerns to date.

*Sediment and Erosion Control – A Soil and Water Management Plan is required under the DMP for development within the future resort development and esplanade precinct. During 2019 inspection, significant beach erosion, with up to 9 meters of shoreline regression was observed within the south west esplanade precinct. Multiple mature She-Oaks and Coconut Palms have been uprooted. There is limited shoreline vegetation present for stabilisation and revegetation attempts have been unsuccessful due to the site constraints of coastal erosion from weather events.





Access Pathways - Pathways are generally constructed in accordance with development approval conditions.

*Vegetation Management - Plants which exhibit weed and exotic properties were incorporated into the landscaping within the resort facilities and public boardwalk precincts, contrary to DMP. These landscaping species have been observed within natural areas. Council has not been alerted to any further unauthorised clearing of native vegetation subsequent to 2014 and 2018 incidents.



*Storage of Fuel/Chemicals - During 2019 inspection, Council observed chemicals not being stored within secured, bunded areas, contrary to DMP. Bulk fuel is stored on DI for generators; mains electric power has not been connected from the mainland, contrary to DMP.









Fire Management - Council did not observe fire emergency plan or essential fire-fighting equipment during 2019 inspection.

*Pest Management – The required weed eradication program is not currently sufficient/active. Council did not observe any feral animal impacts during 2019 inspection.

Solid Waste Management – A tertiary septic system is in place and Council was advised that its filters are maintained by a contractor. The septic system pumps are connected to the currently inoperative solar power system and have not been switched to generator power. Council was advised that the parts to repair the solar power system, which would enable operation of the septic system have been ordered.





Liquid Waste Management – Council is not aware of an Environmental Protection Act license for the operation and maintenance of the sewage treatment plant, as required within DMP.

Construction Management – Council did not observe any current construction in 2017 or 2019. Construction waste has not been removed from site following prior development.

*Infrastructure and Servicing — Publicly accessible reticulated water from the mainland was observed to be in operation as a single tap within the esplanade precinct. A (currently unpowered) tertiary sewerage system is in place. Power has not been connected from the mainland network, as per DMP requirement.



Vehicle Limitations – During Council's 2019 inspection a quad motorbike and trailer were observed. Evidence was present of vehicular movement on a single dirt track along the future resort development precinct.

Counter-Disaster - Council is not aware of a disaster plan, as per DMP requirement.

- **G42** Not applicable to Local Government.
- *H111 During Council's 2017 and 2019 inspections, it was observed that the general public are not being provided with free and unrestricted access to the public boardwalk precinct and to the jetty from the beach, as required within the lease conditions. Neither are mooring facilities being provided in accordance with lease condition L83. Lack of progressive maintenance and weather impacts have resulted in dilapidated, unusable public and resort facilities.





- **H111** Not applicable to Local Government.
- 148 Not applicable to Local Government.
- *L83 During the 2019 inspection, Council observed signage positioned within the esplanade precinct advising the general public of restricted access to the resort facilities, where amenities are located. Due to the current land use not operating for tourism purposes, namely a tourist resort, the facilities and their unsigned location within the unused units are not appropriate for general public use.



- L83 As per H111, mooring facilities are unavailable to the general public due to dilapidated condition.
- M41 Noted.
- M312 Not applicable to Local Government.
- **U2** Not applicable to Local Government.
- **294** Council does not consider multiple improvements located on the subject leased area as a result of previous development to be maintained in a good and substantial state of repair.

Appendix 1 – copy of lease conditions for TL 213191

INTERNAL CURRENT STATE TENURE SEARCH NATURAL RESOURCES, MINES AND ENERGY, QUEENSLAND

Search Date: 16/07/2019 14:14 Title Reference: 40022913 Date Created: 03/12/1999

Previous Title: 17556170 DESCRIPTION OF LAND

Tenure Reference: TL 0/213191 Lease Type: ROLLING TERM LEASE LOT 20 SURVEY PLAN 119697

Local Government: CAIRNS

Area: 17.300000 Ha. (ABOUT)

No Land Description

No Forestry Entitlement Area

Purpose for which granted:

TOURISM

TERM OF LEASE

Term and day of beginning of lease

Term: 100 years commencing on 27/11/1999

Expiring on 26/11/2099

REGISTERED LESSEE

Dealing No: 715039660 17/04/2013

FORTUNE ISLAND HOLDING COMPANY LIMITED

CONDITIONS

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INTERNAL CURRENT STATE TENURE SEARCH NATURAL RESOURCES, MINES AND ENERGY, QUEENSLAND

Search Date: 16/07/2019 14:14 Title Reference: 40022913 Date Created: 03/12/1999

CONDITIONS

- A46 (1) The lessee shall use the leased land for tourism purposes namely a tourist resort .
 - In the event of the lessee ceasing to use the leased land as provided for in Condition A46 clause (1) above, the lease may

be forfeited or cancelled.

- The annual rent shall be paid yearly in advance and shall be determined in accordance with the provisions of the Land Act 1994.
- The lessee shall pay the cost of any required survey.
- The lessee must keep any noxious plants, on the leased land , under control.
- The lessee has the responsibility for a duty of care for the leased land.
- (7) The lessee shall ensure that the use and development of the leased land conforms to the Town Planning Scheme By-Laws and requirements of the Cairns City Council.
- The lessee must give the Minister administering the Land Act 1994, the information the Minister administering the Land Act 1994 asks for about the lease.
- The lessee shall not destroy any trees on the leased land unless in accordance with a tree clearing permit under the provisions of the Land Act 1994 or the provisions relating to the clearing for routine management purposes as prescribed in the Land Regulation 1995. (NOTE: - Routine Management provisions of the Land Act do not apply on leases over State Forests and Timber Reserves)
- (10) No compensation for improvements or developmental work shall be payable by the State at the expiration or surrender of the lease but the lessee shall either have the right to remove all moveable improvements within a period of three (3) months from the expiration or surrender of the lease, provided all moneys due by the lessee to the State on any account whatsoever have been paid, or be required to remove those improvements as specified in any further condition of lease.
- A47 (1) The lessee shall allow any person authorised under the Forestry Act 1959 access to the leased land for the purpose of cutting and removing timber or removing other forest products, or quarry material, or other material from the leased land .
 - (2) Except as hereinafter provided the lessee shall not interfere with any forest products or remove any quarry material (including any stone, gravel, sand, earth, soil, rock, guano or clay which is not a mineral within the meaning of the Mineral Resources Act 1989) or other material upon the leased land without the permission of the Minister administering the Land Act 1994 except under the authority of and in compliance in every respect with the requirements of a permit, licence, agreement or contract granted or made under the Forestry Act 1959

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INTERNAL CURRENT STATE TENURE SEARCH NATURAL RESOURCES, MINES AND ENERGY, QUEENSLAND

Search Date: 16/07/2019 14:14 Title Reference: 40022913 Date Created: 03/12/1999

CONDITTIONS

B40 For the purposes of this condition: "GST" means the goods and services tax which results from the enactment of A New Tax System (Goods and Services Tax) Act 1999 and the related Acts which constitute the Commonwealth taxation reform (as amended from time to time). The Parties acknowledge that GST may be payable in respect of a supply made under this lease. Where GST becomes payable in respect of a supply made under this lease, the State (lessor) may recover the GST from the lessee by increasing the consideration payable by the lessee to the State by an amount equal to that which the State is obliged to remit to the Commonwealth as GST on the supply, and that amount may be recovered from the lessee as part of the monies payable to the State under this lease. The State shall upon request by the lessee, issue to the lessee a valid GST tax invoice in respect of any taxable supply made under this lease.

C146 The lessee shall not in any way interfere with any navigation mark or light erected (whether erected before or after the date of

- commencement of the term of the lease) on the leased land or on any structure thereon, nor shall the lessee be entitled to make any objection or claim any compensation in respect thereof.
- C260 The lessee must supply, install and maintain, at the lessees' own expense, any navigation lights, buoys, marks and warning signs which the Regional Harbour Master considers necessary. All lights, buoys, marks and signs must be in accordance with the requirements of the Department of Transport.
- C262 All works by the lessee to be constructed in, on, over, through or across and below high water mark within the leased land require sanction pursuant to the provisions of the Harbours Act 1955 (as continued in force by Section 105 of the Transport Infrastructure Act 1994) and all works shall thereafter be maintained in accordance with drawings sanctioned in terms of such Act.
- C318 The lessee shall, at its own cost, provide waste and/or refuse collectors/containers for the use of persons occupying the leased land and such collectors/containers shall be to the reasonable satisfaction of the Department of Natural Resources and the Cairns City Council. The lessee shall, at its own cost, arrange to the reasonable satisfaction of the Cairns City Council for the collection and disposal of the contents of such collectors/containers. The lessee shall, at its own cost, ensure that arrangements made for the collection and disposal of the contents of such collectors/containers shall comply fully with the reasonable requirements of the Cairns City Council in regard thereto.

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Page 3/5

INTERNAL CURRENT STATE TENURE SEARCH
NATURAL RESOURCES, MINES AND ENERGY, QUEENSLAND

Search Date: 16/07/2019 14:14 Title Reference: 40022913
Date Created: 03/12/1999

CONDITIONS

- C322 The lessee shall comply with any lawful requirements of the Double Island Resort Development management Plan dated 3 September 1998, entered into between the Environmental Protection Agency, Department of Natural Resources, Cairns City Council and the lessees and shall manage the leased land in accordance with the Plan and subsequent variations thereto. All proposed development on the lease shall be assessed against and comply with the said Management Plan.
- G42 The lease is not eligible for conversion to freehold tenure in terms of Section 166 of the Land Act 1994.
- H111 The lessee shall at all times during the currency of the lease, allow the general public free and unrestricted access to: The Public Boardwalk Precinct as defined in item 4.2.2.1 of the Double Island Resort Development Management Plan dated 3 September 1998 and to the jetty which forms part of this lease and shall ensure that public access to the beach is available from the boardwalk. A set of stairs shall be provided from the boardwalk decking to the beach and shall be located on the southern side of the decking. Mooring facilities are to be provided in accordance with Condition L83 of this lease..
- H111 The lessee shall at all times during the currency of the lease, allow Telstra Corporation Limited, its agents, employees and invitees free and unrestricted access to its plant at all times and the lessess is responsible for ensuring that that the Telstra plant is not disturbed in any way without the prior approval of Telstra Corporation Limited.
- (a) The lessee shall and does hereby indemnify and keep indemnified the State against all damages, losses, costs, and expenses which the State may sustain, expend or be put to by reason or on account of any neglect or default on the part of the lessee to observe and perform any of the covenants or agreements on the part of the lessee herein contained or implied.(b) The lessee shall and does hereby indemnify and keep indemnified the State in respect of any accident howsoever occurring, other than through the negligent or wilful act or omission of the State its or their servants or agents, which may occur in

connection with the use by the lessee its agents, employees, invitees, licensees, servants, visitors and the public at large of any part of the lessed land and in connection with the use by the lessee its, agents, employees and servants of any installation thereon.

- L83 The lessee shall to the satisfaction of the Cairns City Council, provide toilets and showers which are available to the general public at all times. Maintenance and cleaning of the toilets and showers will be the responsibility of the lessee. All effluent therefrom shall be reticulated to the Double Island Resort's effluent treatment system on the leased land on the leased land.
- L83 The lessee shall to the satisfaction of the Cairns City Council, provide mooring facilities at the jetty which are available to the general public at all times on the leased land.

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INTERNAL CURRENT STATE TENURE SEARCH NATURAL RESOURCES, MINES AND ENERGY, QUEENSLAND

Search Date: 16/07/2019 14:14 Title Reference: 40022913
Date Created: 03/12/1999

CONDITIONS

- M41 Neither the State nor the Local Government shall be liable for any loss or damage to the leased land or to any improvements thereon caused by erosion or other elements of nature in the locality.
- M312 The lessee hereby covenants and agrees with the Minister administering the Land Act 1994, that by virtue of the execution of this lease, no liability is stated or implied or shall attach to the Minister administering the Land Act 1994 in respect of the effects of inundation by seawater through storm surge, other forms of tidal flooding, any variation in sea levels or other result or consequence caused by global climatic change.
- U2 This lease is not transferable, including changes in ownership structure occasioned by transfer of shares in the lessee company, without the prior consent of the Minister administering the Land Act 1994.
- 794 The lessee shall during the currency of the lesse maintain , to the satisfaction of the Department of Natural Resources and the Cairns City Council, all improvements located on the subject lesse in a good and substantial state of repair.

ENCUMBRANCES AND INTERESTS

 Rights and interests reserved to the Crown by Lease No. 40022913

ADMINISTRATIVE ADVICES - NIL UNREGISTERED DEALINGS - NIL

** End of Current State Tenure Search **

Information provided under section 34 Land Title Act(1994) or section 281 Land Act(1994)

Appendix 2 – Double Island – Development Management Plan (DMP)

Island Holdings Pty Limited

Our reference: Your reference: Double Island-Management PlantDAK

3 September, 1998

Cairns City Council 151 Abbott Street CAIRNS QLD 4870

(By Courier)

Dear Sir

Double Island - Management Plan

We confirm that the Development Management Plan was executed by all parties this morning.

We enclose the Council's copy of the bound document.

We thank you for your assistance,

PO Box 2645, CAIRNS QLD 4870

Yours faithfully

Drew Kellahan Director

Encl

Phone/Fax: (07) 40413677



Island Holdings Pty Ltd

Double Island Resort

Development Management Plan

September 1998



Gutteridge Haskins & Davey Pty Ltd

ACN 008 488 373

59 McLeod Street Caims QLD 4870 PO Box 819 Caims QLD 4870 Australia
Telephone: 61 7 4044 2222 Facsimile: 61 7 4051 1428 Email: Caimsmail@ghd.com.au

Gutteridge Haskins & Davey Pty Ltd 1998

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		Doc	ument Status		
Rev	Author	Reviewer	App	roved for Issue	
			Name	Signature	Date
Draft 1	APB	WGB	Andrew Batts	Andrew Batts	16/7/98
Draft 2	APB	GO	Andrew Batts	Andrew Batts	6/8/98
Draft 3	APB	KFC	Andrew Batts	Ken Conway	21/8/98
Final	APB	WGB	Andrew Batts	AndrusButos	1/9/98

Doubte felend Resort Sopment Management Plan



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Document Number; 123440 Job Number; 421-20774-01 Author: Androw Peter Balls Double Island Resort Development Management Plan





1. **Double Island Context**

1.1 Location

Double Island is a relatively small, near-shore continental island (about 17 hectares in area) located some 25 kilometres to the north-west of the Cairns Central Business District and some 1.2 kilometres to the north-east of Buchan

1.2 **Environmental Characteristics**

Double Island, and the adjacent smaller Haycock Island, are outcrops of weathered metamorphic rock, once part of the adjacent Macalister Range, which forms the backdrop to the Northern Beaches of Cairns. An historic rise in sea level resulted in the separation of the mountain peaks from the mainland, thus forming the islands.

Double Island is a relatively low island with elevations up to 70 metres above sea level, as compared to the nearby Macalister Range which rises up to 750 metres above sea level. The Island landforms are diverse, including nearshore fringing reef, mangroves, sandy beach, steep slopes and rocky headlands. The Island is 'saddle-shaped', with relatively high rock headlands at either end. The fringing reef extends from the shoreline in a southerly direction and also links Double and Haycock Islands, and is visible from the mainland at low tide.

The flora and fauna of the Island have not been extensively studied. However, discussions with officers of the Department of Environment and Heritage during the preparation of the Development Management Plan has identified that, in general, species which are found on the Island are also common to the adjacent mainland.

1.3 Scenic and Aesthetic Values

Double Island has a high scenic value due to its relatively natural state. The Island's steep, vegetated headlands rise out of the adjacent reef platform in strong contrast against the back drop of blue sky and open waters.

The aesthetic values derive from the natural appearance of the Island when viewed from the water and public areas on the adjacent mainland.

1.4 Tourism Values

Cairns and its coastal plain and hinterland constitute a significant tourist and recreation destination for both domestic and international tourists. The Northern Beaches, and consequently Double Island, are recognised as being of high tourism value, for both locals and visitors alike.





As a near-shore island, adjacent to existing developed resort facilities on the mainland and the nearby in-shore shipping channel, the Island offers significant potential for the development of low-impact tourist facilities.

1.5 Tenure

Double Island is described as Lot 19 on NR 4445, Parish of Dulanban, County of Nares. The island is subject to a Special Lease (Ref: SL 9/41812) for the purpose of Business (Tourist Facilities).

The current lease was issued for a period of fifty years and is due to expire in August 2028.

1.6 Planning and Administrative Context

1.6.1 Administrative Context

Double Island is currently part of the Cairns City local government area. However, prior to March 1995, Double Island was part of the Douglas Shire local government area.

As a result of the review of local government boundaries and structures undertaken by the Queensland Government in 1994/95, Double Island and parts of the mainland from Buchan Point to Simpson Point were transferred into the new Cairns City local government area (formed through the amalgamation of the former Cairns City and Mulgrave Shire areas, with parts of Douglas Shire and Marceba Shire).

1.6.2 Current Development Controls

Under the Local Government (Cairns, Douglas, Mareeba and Mulgrave) Regulation 1994 (the Regulation), the City of Cairns is required to control development in the individual areas (amalgamated to form the new city) in accordance with the individual Planning Schemes which were relevant at the time of amalgamation (or as amended/replaced in accordance with the relevant Act and the Regulation), until a comprehensive Planning Scheme is prepared for the whole of the city.

On this basis, development of the resort on Double Island is subject to the Planning Scheme for the Whole of the Area of the Shire of Douglas (gazetted 6 June 1981) and the Strategic Plan (gazetted 12 April 1986), as amended.

1.6.2.1 Zoning

The leased area of Double Island is included in the Resort Business zone, with the Island's Esplanade included in the Public Open Space zone.

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Double Island (teach Dovelopment Management Plan

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Within the Resort Business zone, the following uses (as defined in the Planning Scheme for the Whole of the Area of the Shire of Douglas) are determined to be self assessable development (within the meaning prescribed in the Integrated Planning Act 1997):

- Camping grounds
- Caretaker's residences
- Caterer's rooms
- General stores
- Health centres
- Indoor entertainments
- Motels
- Off-street car parks
- Recreation centres
- Refreshment services
- Shops.

All other land uses within the Resort Business zone, are determined to be impact assessable development (within the meaning prescribed in the Integrated Planning Act 1997).

1.6.2.2 Strategic Plan

Double Island is designated as Tourism - Minor Accommodation on the Strategic Plan map. This designation identifies that small, low impact tourist development is appropriate on Double Island.

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2. Basis for Development Management Plan

An application for 'Renewal of Lease' over Double Island was made to the Department of Natural Resources by Island Holdings Pty Ltd in December 1997, in accordance with Section 158 of the Land Act 1994.

The application was subsequently referred to Cairns City Council for its review and comment as part of the Department's assessment of the application under Section 159 of the Land Act 1994.

Cairns City Council at its Ordinary Meeting held on 9 March 1998 considered the application and resolved:

That Council advise the Department of Natural Resources it has no objection of (sic) cancellation of the current lease and subsequent renewal of a lease for a term of up to 100 years.

That the issues relating to building, environmental protection, solid waste disposal and storage of fuel be addressed separately by Council.

- Pursuant to Section 2.18 of the Local Government (Planning and Environment) Act, Council Instigate an amendment to the Planning Scheme for the Shire of Douglas by the inclusion of a Development Cantrol Plan for Double Island.
- The Director of Planning and Development have discussions with the owners representatives in relation to the cost of preparation of the Development Control Plan.

It is understood from correspondence dated 21 April 1998, that Council's resolution was discussed with Officers of the Department of Natural Resources and it was agreed that:

any proposed lease shall be subject to a Management Plan prepared by Council in confunction with Island Holding (sic) Pty and all stakeholders. This will be coordinated by Council and involve a shorter lead time to a full Development Control Plan.

This Development Management Plan has been prepared in response to the Council's resolution, as interpreted in the context of subsequent discussions between officers of the Department of Natural Resources and Cairns City Council.

Double Island Resort





3. Use of the Development Management Plan

3.1 Overview

This Development Management Plan has been prepared to be included in and form part of a 100 year lease agreement between Island Holdings Pty Ltd and the State of Queensland.

The Development Management Plan applies to the whole of Double Island and while the lease agreement is to be administered and enforced by the Queensland Government, any proposed development will require assessment against the Development Management Plan by Cairns City Council.

The Development Management Plan intends to provide residents of the City, public authorities and the lessee with confidence about future land use, the development and the preservation of Double Island.

3.2 Aims and Objectives

The broad aim of the Development Management Plan is:

To protect and enhance the environmental values and attractive character of Double Island through the provision of management guidelines and strategies which guide the development of touristoriented facilities on the Island.

In order to meet this broad aim, the objectives of the Development Management Plan are to:

- provide a sound framework by which to manage land use and development;
- effectively manage the development of the Island in accordance with the principles of ecologically sustainable development;
- minimise the impact of built structures, thereby allowing the natural landscape to predominate;
- maintain the natural setting of the Island by protecting and preserving the Island's cultural and natural resource values; and
- ensure the interests of Aboriginal and Torres Strait Islander people with traditional affiliations to the Island are recognised, protected and preserved where appropriate.

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Double Inland Resort
Development Management Place

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3.3 Plan Approach

This Development Management Plan is based on a performance approach to development and land use assessment. This approach recognises that there are a number of ways in which development can meet desired environmental, social and economic standards.

Any future development on Double Island shall be to Cairns City Council's satisfaction and demonstrate:

- Consistency with the aim and objectives of the Development Management Plan,
- Achievement of the desired future character for the specific management precinct in which the development is to be located, and
- Achievement of the applicable desired outcomes and implementation for each element of the overarching management strategies.

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Double Island Resort
Development Management Plan

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4. Management Structure

Delineation of Management Precincts 4.1

In order to convert the broad aim and objectives of the Development Management Plan into practical planning guidelines, the Island has been divided into a number of management precincts. The management precincts contain areas which are of a similar existing and/or desired future character.

Five (5) precincts have been delineated which cover the various parts of the Island as shown on the Development Management Plan map (refer Figure A).

4.2 Desired Future Character for Management Precincts

Future development is required to conform with the desired future character for the specific precinct in which it is to be located and shall be to the satisfaction of Cairns City Council.

4.2.1 Resort Facilities Precinct

4.2.1.1 Description

This precinct comprises the existing developed resort facilities and accommodation located on the south-western corner of the Island.

4.2.1.2 Desired Future Character

This precinct will include facilities for the recreational use and enjoyment of guests of the Resort, with built structures of low-impact design.

Facilities will include swimming pool(s), indoor games and meeting rooms, restaurant(s) and other low impact recreation facilities in a landscaped environment. Access for resort guests will be facilitated throughout the area via paved pedestrian pathways.

In addition to recreation and service facilities, further accommodation facilities will be developed in this area, in accordance with current and future development approvals.

Future development in this precinct designed and sited so as to be aesthetically pleasing and sustainable relative to the environmental capacities of the area.

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4 2.2 Public Boardwalk Precinct

4.2.2.1 Description

This precinct comprises the boardwalk entry structure which is to be for the use of the public. Uses of the structure include the restaurant, internal bar, sunset bar, external boardwalk dining, amenities area boutique shop and public ablution facilities.

This precinct is defined as the area designated on Figure A (the Development Management Plan map).

4.2.2.2 Desired Future Character

Development of the boardwalk structure in accordance with the Council approved plans and which is aesthetically pleasing and in keeping with the existing 'roundhouse' structures and the natural environment.

Future development shall ensure public access is not unduly impeded across the boardwalk structure and that public access remains available from the boardwalk structure to the beach.

4.2.3 Future Resort Development Precinct

4.2.3.1 Description

This precinct comprises those parts of the Island which are currently being investigated in relation to the future development of resort accommodation and ancillary recreational facilities.

4.2.3.2 Desired Future Character

Future development in this precinct designed and sited so as to be:

- sustainable relative to the environmental capacities of the area,
- visually inconspicuous relative to the prominent natural landscape features
 of the Island and its geographical setting, and
- appropriate to the tourism/recreation values of the Island and surrounding region.

Development of resort accommodation and ancillary recreation facilities within this area should, at a minimum, achieve a quality, integrated resort which fulfils the needs of future guests and protects the ecological and scenic values of the Island.

Intensity of development, its built form, servicing and standard of access shall exhibit environmentally sensitive measures appropriate for the site, its proximity to important marine habitat and its visual values.

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Specifically, development will comply with the Overarching Management Strategies specified in Section 4 of this Development Management Plan.

4.2.4 Island Landscape Precinct +

4.2.4.1 Description

This precinct comprises those parts of the Island which are generally intended to remain in an undeveloped state. Included in the precinct are the existing water storage tank and tea house structures.

4.2.4.2 Desired Future Character

Future development in this precinct designed and sited to be visually subservient to the existing natural landscape.

Development in this Precinct should be limited to low-impact recreation facilities (ie. walking tracks, seating, viewing platforms, etc) and essential infrastructure facilities.

4.2.5 Esplanade Precinct

4.2.5.1 Description

This precinct covers all of the registered Esplanade area, with the exception of the area which is currently being investigated for closure adjacent to Island's jetty.

4.2.5.2 Desired Future Character

This area will be maintained free of permanent or removable structures and facilities and kept in as near as natural state as possible.



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5. Overarching Management Strategies

These overarching management strategies are generally applicable to development in all Management Precincts.

Blemente Gurran Situation Desired Outcomes	 Development shall be designed and sited so that all new buildings, outbuildings and structures and extensions to existing buildings or structures do not dominate or detract from the scents and environmental qualities of the Island and the local serting. Specifically, development shall be designed so that the maximum height of buildings/structures do not extend above the existing tree line. 	 Development shall be designed with regard to the Best Design Practice Principles. 	 No permanent or removable accommodation buildings/structures shall be constructed within the Esplanade Management Precinct. 	No development shall occur on land which is constrained due to factors including landscape and visual quality, slope (generally greater than I in 3) and slope instability, which preclude it
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urcor	Development which maintains and enhances the scenie quality of the laturd. Development which is subservient to the Island landscape and which is inconspicuous when viewed from public wantage points and roadways on the adjacent mainland.			
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4	The natural landscape of the Island predominates when viewed from public areas on the adjacent mainland. Existing development is generally located within the coverage of existing vegetation and therefore is inconspicuous.			
1	The natural landscape of the Island predominates when viewed from public areas on the adjacent mainland. Existing development is generally located within the coverage of existing vegetation and therefore is inconspicuous.			
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Double Island Resort Development Management Pla

mplementation	In general, materials used in development shall be non-reflective and blend with the natural environment.	Building roofing materials shall be low in contrast and non-reflective.	Exterior building colours shall be non-reflective and generally blend with the natural colours of Double Island and the surrounding coastal landscape.	Broad expanses of a single colour on external surfaces are not desirable and, where possible, shall be broken up by use of appropriate design features.	Consistency in the use of colours shall be assessed at the time of lodgement of individual applications for Development Approval(s) for future development. The colour acteure for external walls, roofs and time shall be submitted for approval by Caims City Council.	Residential development is to be limited to the Resort Peclifites and Puture Resort Development Management Precincts. The site population density for the Resort Facilities Management Precinct shall not exceed the permitted density allowable with the approved Building Plans.
悬	•	•	•	•	•	• •
School Court Station 1 Desired Outcomes	Development which: uses materials and construction techniques which are appropriate the Island location to dissect and the second of the Island second. The second of the Island second second of the Island seco	promotes energy efficiency uses colours that blend with the background	 Colours used for external walls and roof areas which are non-reflective and low contrast. 			 Development at a density which is appropriate with regard to the environmental constraints of the Island, the capacity of physical infrastructure and the availability of community facilities and services.
篮	rally land	land				and to in in it.
	used general	Score L is				do do isions densi
Situation	Building materials used in existing structures generally reflects the tropical island	commerc. Corones generally blend with natural island (andscape.				Current planning controls over Double laland do not include specific provisions in relation to population density.
Current	Building existing reflects	blend wit				Current over Dou include sp relation to
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The Diement	CurrentSination	Diement Current Sinance Desired Outcomes!	Implemention all and
Population Density cont'd			The site population density for residential development in the Platre Resort Development Management Precinet shall not exceed 100 persons per hectare of developable area.
			 Developable area will be determined by Council in consultation with the lessee.
Hertage Protection	No specific study has been undertaken to determine the heritage values of the fallend	Completion of a cultural heritage assessment of the Island which documents the cultural and heritage	Development will not be allowed to compromise places of established cultural value.
	ANTENNA ANTENN	 Provision of opportunities for traditional owners and stakeholders to be consulted about the management of the Island 	No development shall be undertaken within Precinct 3 - Future Resort Development, until a cultural and heritage survey of the island has been undertaken and any necessary
		 Development which recognises and protects places of established cultural value. 	plan prep
Stormsvater Management	Natural stormwater flows and infiltration.		Existing drainage patterns shall be retained where practical.
		manumise the umpact of stormwater flows on the Island environment. Preserve the integrity of the marine environment by avoiding the channelling of stormwater onto the reef	Drainage systems shall be dosigned by properly qualified personnel, using recognised hydrologic, hydraulic, ecological parameters and design methodology.
		Tion.	Design will be tailored to promote minimal or no collection of rainwater from buildings so as to preserve the natural infiltration regime.
			Design and construction of drainage systems shall comply with the requirements of Council's Development Mannal.

EST.								
In plenestation of the second	A Soil and Water Management Plan shall be prepared for development within the Future Resort Development Product.	Development in the Future Resort Development Precinct shall be undertaken in accordance with, an approved Soil and Water Management Plan.	All Development on the Island shall include appropriate, soil exosion control measures identified in Cairns City Council's Sediment and Brosion Control Guidelines.	Access pathways shall be sited so as to minimise the extent of earthworks.	Access pathways shall designed and sited to ensure that inundation and scouring does not occur.	Approval of the Chief Executive of the Department of Natural Resources shall be obtained prior to any clearing/destruction of native trees/shrubs in accordance with the provisions of the Land Act 1994.	Any clearing/destruction of native vegetation shall be undertaken in accordance with the requirements of the written permission of the Chief Executive.	Provide a Landscape Plan that utilises endemic native species for decorative purposes. Plans that exhibit weed and exolic properties will not be incorporated into the Landscape Plan. The Plan is to include a species litt.
是	4	<u> </u>	•		•	•	•	•
Ection Cources Situation	Prevention of soil erosion and transportation of eroded soil outside the Island.			Pathways designed and sited to minimise impact on the Island environment.		Minimisation of clearance/disturbance of existing native vegetation on the Island.		
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朝	t laye			locati rrea as	pact	nent s less ty tr withou	Natur	
Current Sittation	Existing development layout includes standard sediment and erosion control features.			Existing pathways are located within the developed area and	are generally of low impact.	It is a specific requirement of existing lease that the lesses must not destroy any tree upon the leased land without the prior written permission of the Chief Excoutive of the	Department of Natural Resources.	
The State of the s	Sediment and Erosion Control			Access Pathways		Vegelation Managemont		



Willia Blement	Current Situation	Stement Studios Studios Derived Durick Duric	Implementation
Storage of Fuel/ Chemicals	Existing chemical storage in accordance with relevant legislative/policy	Chemical and fisel storage which complies with relevant legislative /policy requirements and standards.	Chemicals and finel associated with the operation and maintenance of the lease area shall be stored within secure, covered and
	Island Holdings have advised that no bulk fuel is to be stored on the island as mains electric power is to be utilised.		bunded area(s), which comply with relevant legislative/policy requirements and standards.
Fire Management	Existing water supply includes adequate provision for fire fighting purposes. Pire fighting equipment, as required by Queensland Fire and Rescue Authority, is provided as part of resort facilities.	Development designed to minimise risk of fire and to incorporate appropriate fire fighting equipment.	A Fire Energency Plan and essential field fire fighting equipment shall be prepared and maintained on the Island in accordance with applicable laws.
Pest Management	Specific requirement of existing leave that the leave maintains the leaved land free from noxious plants and does not introduce exotic plants onto the Island.	Orgoing management of noxious plants in accordance with Lease requirements. Prevent the establishment and harbourage of feral animals on the Island.	Weed eradication programs shall be implemented by resort maintenance staff on a continual basis, in line with the specific requirements of the Term Lesse. Implement appropriate feral animal control measures to prevent their establishment on the Infand at all times.
Solid Waste Management	Solid waste (particularly construction waste) is collected for temoval to mainland on regular basis.	 Ongoing management of solid waste generated by the development so as to prevent any negative impacts on the environment. 	All solid waste (including construction waste) shall be collected, stored and treated or removed from the Island in accordance with the requirements of the Term Lease. Burning of waste matter is prohibited.



Desired Situation Desired Situation Desired Situation Desired Situation Desired Situation Desired Orthonism to propose must apply for a conditions for the sewage treatment plant. Construction Construction works to data Desired Orthonism Desired Specification Desired Specificat	,								
A I	Implementation with the party of the party o	Implement an ongoing monitoring program to conform to enteria set out in the EPA licence conditions.	Develop and implement a DEH approved waste management plan as per EPA licence.	All construction works shall be carried out in accerdance with approved Building Plans/Specifications.	Construction contractors shall minimise the area disturbed during works. Construction areas shall be marked and finced prior to commencement of construction activities.	Areas disturbed by construction works shall be rehabilitated as soon as possible upon completion of works.	Construction waste, litter, used oil and containers shall be stored on-site in socure confined areas to enable weekly removal and disposal.	All construction activities shall be carried out in accordance with relevant workplace health and safety requirements.	Construction contractors shall be responsible for maintaining a neat and tidy site.
A I	çiğ.	1 80 8	÷	9	•	•	<u>.</u>	•	•
A I	Desired Outcome	Minimise the potential for impacts of liquid waste, effluent discharge into receiving waters, on the surrounding marine environment.		Construction works which have minimal impact of the environment.					
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	- 4			Construction Management					

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THE REPORT OF THE PROPERTY OF	Physical infrastructure shall be constructed and maintained in accordance with the requirements of relevant service providing/ anvironmental management agencies.	The use of vehicles shall be restricted to the transportation of guests/owners and the transfer of luggage, supplies, equipment, refuse and waste materials between the Jetty or any other approved landing point.	A disaster plan conforming to the requirements of the Cairis Counter Disaster Committee shall be maintained by the operator of the resort lease. The disaster plan shall deal with procedures for evacuation and with the provision of emergency shelter.
-	•	<u> </u>	•
Court Dement	Development serviced by physical infrastructure which is designed, operated and maintained in accordance with the requirements of relevant service providing / management agencies. The Island's electricity supply is to be connected to the mainland network.	1 1	Ensure a disaster plan is in place to deal write procedures for evacuation and the provision of emargency shelter.
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Sitte	d via d syst d syst tit is pu rite s and s and s ystems y supp	ntrol vehici luggag	od for
ucce	Redculated water supply is provided via connection to mainland system. Sewerage treatment is provided through an on-site secondary level system and some individual sceptic systems. Retriculated electricity supply is currently being investigated.	No control on vehicles. • Service vehicles are used to transfer luggage and supplies.	established for the Island.
F	₩ 27 Ħ 12 H 12 M 13 T 12	208 2	. 6
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	3rd September 1998.
	ACCORDINGLY the parties have executed this agreement on the day and first above written
	Signed by T.R. Mperce , a person duly authorised to act on behalthe Cairns City Council
	Signature:
	In the presence of:
	Signature: N. Maker.
	Signed by 1 - 12 Delegar
4	Signed by Luly like , a person duly authorised to act on behal the Department of Environment and Heritage
	Signature: DAGE
	In the presence of:
	Signature: N. Maker.
	Signed by John Resources, a person duly authorised to act on behal
	Signature:
	In the presence of:
	Signature: 18 acc IP (Ours)
	Signed by Drew Kellahan, a person duly authorised to act on behalf of Island Holdings Pty Limited
	Signature: Will
	In the presence of:
	Signature: N. Anarur





Figure A

Development Management Plan Map



