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Commonwealth of Australia

SANDMINING ON
MORETON ISLAND

House of Representatives
Standing Committee on
Environment and Conservation

Report

October 1981

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HOUSE OF REPRESENTATIVES STANDING COMMITTEE ON
ENVIRONMENT AND CONSERVATION

TERMS OF REFERENCE

That a Standing Committee be appointed to inquire into and report on:

- (a) environmental aspects of legislative and administrative measures which ought to be taken in order to ensure the wise and effective management of the Australian environment and of Australia's natural resources, and
- (b) such other matters relating to the environment and conservation and the management of Australia's natural resources as are referred to it by:
 - (i) the Minister responsible for those matters, or
 - (ii) resolution of the House.

MEMBERS OF THE COMMITTEE IN THE 32ND PARLIAMENT

Chairman	Mr J.C. Hodges, MP
Deputy-Chairman	Dr H.A. Jenkins, MP
Members	Mr M.A. Burr, MP
	Mr E.C. Cameron, MP
	Mr P.H. Drummond, MP
	Mr B.L. Howe, MP
	Mr A.J. Mackenzie, MP
	Mr S.J. West, MP
Secretary	Mr J.R. Cummins

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CONTENTS

Chapter	Paragraph
1. Introduction	1
2. Moreton Island	4
Description	4
Moreton Island Impact Study	7
Committee of Inquiry into Moreton Island	10
Conservationist View	13
3. Conclusions	18
Appendix 1	Dissent
Appendix 2	Map of Moreton Island
Appendix 3	Recommendations of Committee of Inquiry on the Future Land Use of Moreton Island

REPORT
ON THE
PROGRESS OF THE
WORK DURING THE
YEAR 1900

The work of the Department during the year 1900 has been characterized by a steady and continuous progress in all the various branches of the service. The most important of the work done during the year has been the completion of the Census of the Marine Mammals, the completion of the Census of the Fishes, and the completion of the Census of the Birds. The work of the Department has also been characterized by a steady and continuous progress in all the various branches of the service. The most important of the work done during the year has been the completion of the Census of the Marine Mammals, the completion of the Census of the Fishes, and the completion of the Census of the Birds.

CHAPTER I INTRODUCTION

1. The Committee has received many representations concerning sandmining on Moreton Island.

2. Inspections were conducted on Moreton, Stradbroke and Fraser Islands on 11-12 September 1981. During this visit the Committee was accompanied by and held informal discussions with mining company representatives, conservationists and residents.

3. On 14 October 1981 the Committee resolved to report to the Parliament on sandmining on Moreton Island. The Committee decided to report without inquiry, not only because of its commitments to other inquiries but also because legislative mechanisms exist which would allow an inquiry to be undertaken by the Commonwealth Government. It is emphasised that while Members hold personal views on sandmining on the Island, as a Committee no decision opposing or supporting sandmining has been made.

CHAPTER II

MORETON ISLAND

Description

4. Moreton Island is a sand mass of 18,960 hectares, lying 40 kilometres offshore from Brisbane. Together with the other sand islands, Bribie Island and North and South Stradbroke Islands, Moreton Island forms the eastern boundary of Moreton Bay. The Island has been formed from quartz sands which are weathered from rocks on the Great Dividing Range and then carried to the sea by the rivers of northern New South Wales and southern Queensland.

5. The Island has only 4 small villages and its sand dune structure and associated biota give it an important scientific and scenic value. Parts of the Island are relatively flat and contain many dune lakes. Mt Tempest (280 metres) is reputed to be the highest sand dune in the world. Archaeological evidence shows that the Island was inhabited from about 3,000 years ago. Although only 40% of the Island has so far been surveyed more than 400 sites have been recorded including rock tool areas, shell middens, dinner camps and village sites.

6. Moreton Island was entered on the Register of the National Estate on 25 August 1981.

Moreton Island Impact Study

7. Following controversy on the possible land use on Moreton Island the Queensland Government in October 1975 commissioned the consultants A.A. Heath and Partners to carry out an environmental study of the island and make recommendations on its future land use. In advertising its investigation the consultants advised that the Queensland Government had directed that an independent body carry out a total environmental impact

study and strategic plan for Moreton Island taking account of the environment aspects of options for land use and development in respect of national parks, tourism, residential, recreational and mining prospects.

8. In April 1976 the consultants report was forwarded to the Queensland Government. The major findings of the Heath Report included:

- . major impacts of human land use are confined almost entirely to within 500 metres of the beach;
- . feral horses and goats have caused serious breakdown of frontal dunes;
- . serious long term erosion exists at various parts of the island;
- . a need for a program of scientific monitoring to safeguard the eco-system of the island;
- . sandmining should be excluded from the western escarpment of high dunes which face Moreton Bay;
- . most of the Island should be converted to a combination of national and environmental parks; and
- . that the whole of Moreton Island should be placed under the management of a single authority.

9. The consultants devised two preferred strategies. Strategy A allowed no sandmining. Strategy B allowed limited sandmining on approximately 7% of the Island where according to the consultants much of the landscape was degraded by overgrazing and other causes. Strategy B would permit access to 42% of the total heavy mineral on the Island and would leave 93% of the land undisturbed by mining.

Committee of Inquiry into Moreton Island

10. In July 1976 the Queensland Government appointed a Committee of Inquiry under the Commission's of Inquiry Acts 1950 to 1954 (Cook Inquiry) to make a full examination of the preferred strategies outlined in the Heath Report. The Committee of Inquiry reported to the Government in March 1977.

11. The Committee found that the interests of the Region and the State would be best served by permitting, with some minor modifications the limited amount of mining proposed in Strategy B of the Heath Report. The Committee emphasised that such mining should be strictly controlled and rehabilitation measures adequately supervised and that mining lessees put up a sufficiently high deposit, guarantee, indemnity or bond to ensure the fulfilment of all the conditions of mining.

12. Following receipt of the Cook report the Queensland Government established an interdepartmental committee to consider its findings. On 23 June 1981 the Queensland Government announced that it had decided to accept the recommendations of the Cook report which allows mining of 6.4% of the Island with 91.2% becoming a national park.

Conservationist View

13. The Moreton Island Protection Committee believes that sandmining is incompatible with conserving Moreton Island as it would endanger the ecological integrity and destroy the natural recreational values that presently attract so many people to the Island. Sandmining involves the complete removal of all vegetation in mining areas causing changes to water bodies, soil structure and topography which it is claimed is virtually impossible to restore to original condition. Sandmining would have an impact on the current increasing recreational use of the

Island. It is argued that an estimated 200 archaeological sites could be lost altogether if sandmining occurs.

14. The Moreton Island Committee argues that the value of Moreton Island's natural state is enhanced because of its proximity to Brisbane and the growing recreational needs of the population in South East Queensland. No other coastal area in South East Queensland is able to provide the nature based recreation which exists on Moreton Island.

15. This year the Queensland Conservation Council commissioned a public opinion poll in the Moreton region which showed that 68.1% of those polled opposed any mining of the Island.

16. The conservation movement argues that the Cook Report is now outdated as a result of significant archaeological finds and new scientific evidence about the natural dune sheet in the north east corner of the Island. Recreation use has increased approximately 1400% since the report was published and that most usage is in the proposed mining areas.

17. Before minerals from the Island can be exported, approval must be given by the Commonwealth Government. Given this Commonwealth involvement the conservation movement has called for a Federal inquiry.

CHAPTER III

CONCLUSIONS

18. While the more recent rehabilitation work which the Committee saw on other islands was impressive the Committee notes the arguments against allowing mining on Moreton Island particularly those relating to new evidence on degradation and archaeological sites and increased recreational usage since the publication of the Cook Report.

19. The Commonwealth Government is directly involved with Moreton Island because before minerals mined on the Island can be exported from Australia, approval must be given by the Commonwealth Government.

20. As Moreton Island has been listed on the Register of the National Estate the Australian Heritage Commission Act 1975 applies. Section 30 of the Act provides that before the Minister takes any action which adversely affects a place on the Register of the National Estate he must be satisfied that there is no feasible or prudent alternative to the taking of that action. Section 44 of the Act provides that the Minister may direct a public inquiry under the Environment Protection (Impact of Proposals) Act 1974 into any proposal likely to affect a listed place.

21. The public hearing provisions of the Environment Protection (Impact of Proposals) Act 1974 may be invoked independently of the Heritage Act. Section 5 of the Environment Protection Act states that the object is to ensure to the greatest extent that is practicable, matters affecting the environment to a significant extent, are fully examined and taken into account. Section 11 of the Act provides that the Minister may direct a public inquiry.

22. The Committee believes that before the Commonwealth approves the export of minerals a public inquiry should be conducted. Accordingly, the Committee recommends that:

before approval is given for the export from Australia of minerals mined on Moreton Island a public inquiry into the impact of sandmining of Moreton Island be undertaken under Section 11(1) of the Environment Protection (Impact of Proposals) Act 1974.

October 1981

J.C. HODGES
Chairman

APPENDIX 1

DISSENT BY MR BURR AND MR DRUMMOND

Pursuant to Paragraph 18 of the Committee's Resolution of Appointment we add this dissent to the Committee's Report.

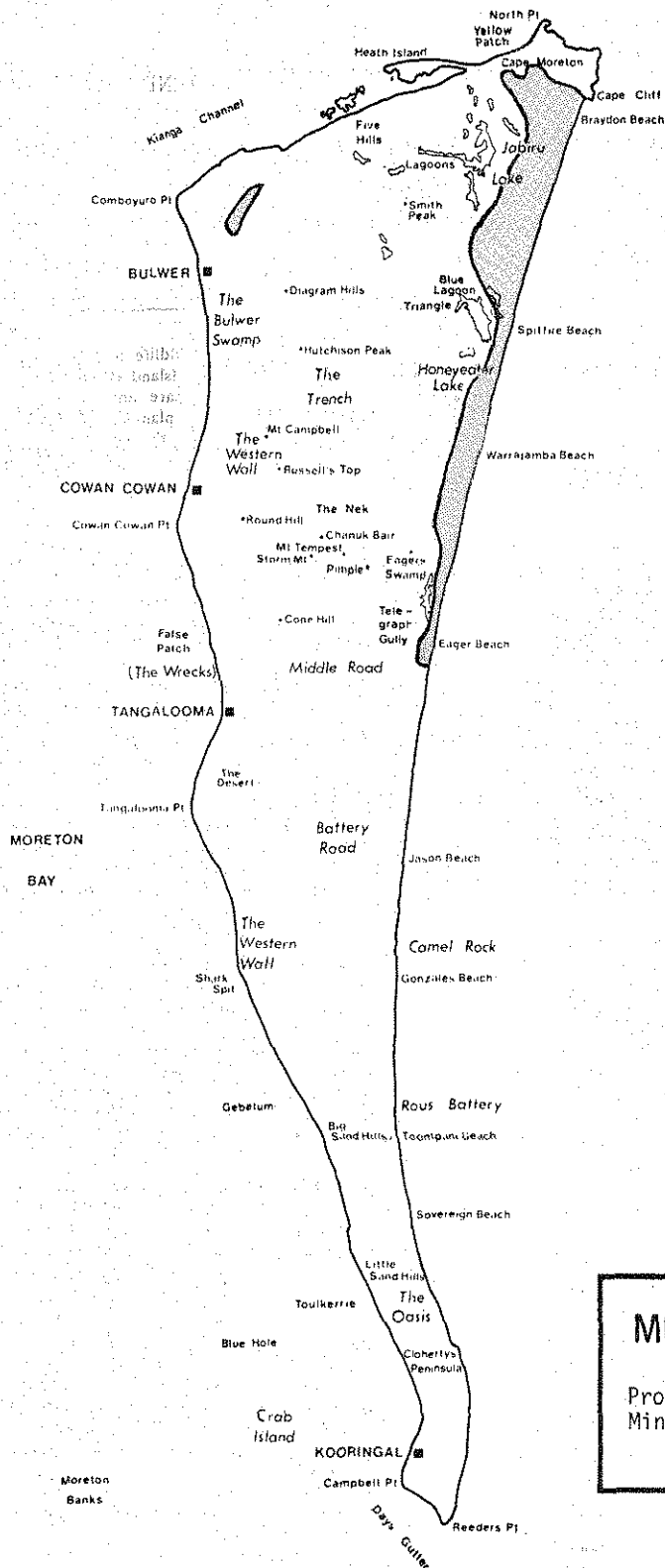
We cannot support the Committee's recommendation directing the Commonwealth Government to conduct a public inquiry under the Environment Protection (Impact of Proposals) Act 1974. We note that the proposal to mine Moreton Island has been subject to investigation by A.A. Heath and Partners, the Committee of Inquiry on the Future Land Use of Moreton Island and an interdepartmental committee established by the Queensland Government. The Government has complied with the agreed procedures for environmental assessment in Queensland.

A.A. Heath and Partners undertook an extensive examination of Moreton Island and produced the Moreton Island Environment Impact Study and Strategic Plan. The Heath Report is a document of over 400 pages of analysis, maps and technical papers. Twenty eight specialists from many disciplines contributed to the study. The Queensland Government appointed the Committee of Inquiry into the future land use of Moreton Island, under the Chairmanship of Mr N.J. Cook, to conduct a public inquiry into the recommendations of the Heath Report. The Committee sat for 43 days, heard evidence from 74 witnesses and took 2686 pages of evidence. In addition the Committee conducted extensive inspections of areas in Queensland and Northern New South Wales.

It is our view that little would be achieved by yet another inquiry. We recognise the statutory requirements placed on the Commonwealth Government by the Australian Heritage Act 1975 and the Environment Protection (Impact of Proposals) Act 1974 but note that the Commonwealth can fulfil its statutory obligations without resorting to a public inquiry.

We note the comments made concerning new evidence relating to the dunes in the north east corner of the Island and the possibility that important archaeological sites may be destroyed by mining. Under the Environment Protection (Impact of Proposals) Act the Minister for Science and the Environment may require additional information on any proposal. It is our view that the information relating to sand movement and archaeological sites can be obtained without public inquiry. In addition Section 29 of the Australian Heritage Commission Act allows the Heritage Commission to furnish a report to the Minister. Such a report could include matters which are of concern to the conservationists, again without resorting to an inquiry.

M.A. BURR
P.H. DRUMMOND



MORETON ISLAND

Proposed Sand
Mining Area



COMMITTEE OF INQUIRY ON THE FUTURE LAND USE OF MORETON ISLAND

RECOMMENDATIONS

The Committee of Inquiry—Future Land Use—Moreton Island, in accordance with Orders in Council of the fifteenth day of July, 1976, and the eleventh day of November, 1976, makes the following recommendations—

Future Land Use Strategy

The future land use of the Island, subject to the variations, conditions and procedures defined elsewhere herein, be as described in Strategy "B" of the Heath Report. The implementation of Strategy "B" as modified would mean, *inter alia*, that—

- (a) subject to (b) hereunder, the *long term* land use of the major part of the Island would be substantially that of a National Park (as provided for in the *Forestry Act 1959-1976*) but with provision for land not acceptable as a National Park being proclaimed an Environmental Park (under the *Land Act 1962-1975*);
- (b) provision would also be made for other long term and short term uses as set out in the other recommendations.

Policies to be adopted in the planning and management of Moreton Island be in conformity with the principle that, except as otherwise provided in the recommendations contained in this Report, the future of Moreton Island in the long term be that of a National Park providing recreation for the public.

(Section 7.1)

Summary of Proposed Land Use

Short Term	
National Park	Approx. 17 300 ha or 91.2% of the Island
Mining	Approx. 1 200 ha or 6.4% of the Island
Other uses (including roads)	Approx. 400 ha or 2.4% of the Island
Long Term	
National Park	Approx. 18 500 ha or 97.6% of the Island
Other uses (including roads)	Approx. 460 ha or 2.4% of the Island

Extension of National Park

(i) Except for those lands for which alternative uses are recommended elsewhere, and lands already held as leasehold under the *Land Act 1962-1975* or freehold or contained in Reserves, Moreton Island be declared a National Park under the provisions of the *Forestry Act 1959-1976*.

(ii) The National Parks and Wildlife Service, after consultation with the proposed Moreton Island Planning Advisory Committee (see Section 10.6) prepare and submit to the Government for approval a detailed plan for developing and managing the new National Park on the Island with a view to the Service assuming control of the Park at an early date—clearly this should include stationing an officer of the Service on the Island.

(iii) Subject to rehabilitation being completed to the satisfaction of the Minister for Mines and Energy and the National Parks and Wildlife Service mined areas on Moreton Island be progressively incorporated into the National Park.

(iv) In the event of previously mined areas not being suitable for incorporation into the National Park, such areas be declared Environmental Parks.

(v) The National Parks and Wildlife Service give consideration to zoning an area of the new National Park (as recommended by the Committee) for scientific study purposes. (Sections 4.9 and 7.7)

Mineral Sand Mining

(i) In the short term and subject to certain conditions herein specified, mining for heavy minerals should be permitted in those areas recommended for such usage in terms of Strategy "B", but with the exclusions and changes in location as proposed in succeeding paragraphs.

Areas where sand mining should be permitted

- (a) *S.M.L. 930, D.L. 1126, D.L. 1120* (Lessee—Tangalooma Minerals Proprietary Limited which company is a subsidiary of Associated Minerals Consolidated Limited)

The whole of the ore body, if the safeguards, set out herein, regarding Blue Lagoon and other water bodies can be met—if not, then mining should be confined to the area of the leases delineated by the Heath Report in Strategy "B".

- (b) *S.M.L. 1105 (North-eastern severance) and S.M.L. 1106* (These are applications for leases only, the applicant being Mineral Deposits Limited)

The whole of the ore body contained in the north-eastern severance of *S.M.L. 1105* and a narrow strip of *S.M.L. 1106* adjoining the north-eastern severance of *S.M.L. 1105* on the western side thereof (restricted to the less constrained land east of the ridges) provided certain safeguards, set out herein, regarding Eagers Swamp and other water bodies can be met—if not, then mining should be confined to the area of the lease delineated in the Heath Report in Strategy "B".

- (c) *M.L. 1130, D.L. 1119* (Lessee—Tangalooma Minerals Proprietary Limited, which Company is a subsidiary of Associated Minerals Consolidated Limited)

The whole of the ore body contained in that part of the leases adjoining or adjacent to the north-eastern severance of S.M.L. 1105 provided the safeguards, set out herein, regarding Eagers Swamp and other ore bodies can be met—if not, then mining should be confined to the area of the leases delineated in the Heath Report in Strategy "B".

- (d) *M.L. 1049* (Lessee—Mineral Deposits Limited)

That part of the ore body contained in the area delineated on the map shown as Figure 7.1, provided the safeguards as hereunder set out regarding Blue Lagoon and other water bodies in or adjacent to the mining areas can be met—if not, then mining should be excluded from the water bodies by means of a buffer zone as set out in Strategy "B" of the Heath Report. (It is to be noted that the area delineated by the Committee differs from the area defined in Strategy "B" on the north and the north-western boundary—this is occasioned by the fact that the Committee chooses to adopt as far as possible higher ground and watersheds as its boundary of the mining area.)

- (e) *S.M.L. 1107* (This is an application for a lease only, the applicant being Mineral Deposits Limited)

That part of the ore body north-east of Bulwer as delineated in the Heath Report Strategy "B".

Area proposed for sand mining in Strategy "B" but which the Committee considers should not be mined

- (f) *M.L. 1138, M.L. 1016* (These are applications for leases only, the applicant being Dillingham Constructions Pty. Ltd.)

That part of the ore body at Comboyuro Point as delineated for mining for heavy minerals in Strategy "B" of the Heath Report.

(ii) All mining tenures, including applications for leases and authorities to prospect, which, either wholly or in part, cover areas which the Committee does not recommend for mining should be terminated by negotiation or resumption and no further mineral sand mining leases, other than those set out in (iii) below, or permits to prospect for minerals should be granted.

(iii) In respect of those mining leases where it has been recommended that mining for heavy minerals be permitted, the following action be taken:—

- (a) Existing leases be terminated;

- (b) Leases, subject to (iv) below should be granted to cover the mining of the ore bodies recommended by the Committee—this should proceed contemporaneously with the actions mentioned in (ii) and (iii) (a) above.

(iv) Mining leases henceforth granted for areas on Moreton Island be subject to stringent and in many instances

new conditions of mining. An Annexure which forms part of the recommendations, provides guidelines for the formulation of these conditions.

(v) The Minister for Mines and Energy take steps to halt mining immediately any breach of the conditions of the lease becomes evident.

(vi) There be an absolute minimum of interference with other activities and the recommended long term use of the Island.

(vii) The mining lessees be required to make financial contributions, satisfactory to the Minister for Mines and Energy, towards the construction of roads, jetties or any other works as directed by the Minister.

(viii) There be established a Committee to be known as the Moreton Island Mining Advisory Committee, the functions of the Committee being to advise the Minister for Mines and Energy on mining on Moreton Island as it relates to existing or proposed land uses; and in particular those matters referred to in (ix) below.

(ix) The proposed Moreton Island Mining Advisory Committee advise the Minister for Mines and Energy on such specific matters as—

- (a) mining plans and ancillary works;
- (b) the provision of roads, jetties and other works including any contribution to be sought from the mining companies;
- (c) the performance of lease conditions and possible action for breaches of such conditions; and
- (d) the effectiveness of rehabilitation.

(x) The proposed Moreton Island Mining Advisory Committee be comprised of—

A senior technical officer of the Department of Mines (Chairman);

The Director, National Parks and Wildlife Service;

An Agronomist or a person of an allied discipline from the Beach Protection Authority;

An Agronomist or a person of an allied discipline from the Department of Primary Industries;

An officer of the Department of Aboriginal and Islanders' Advancement,

with power to co-opt other officers of the Public Service when considered appropriate in dealing with particular issues.

(xi) The proposed Committee meet and make inspections of all mining and associated works on the Island as often as may be required but in any case at intervals of no longer than six months duration.

(xii) As often as may be desired and, in any case, at intervals of no longer than six months, the proposed Committee furnish a report through the Under Secretary, Department of Mines to the Minister for Mines and Energy, upon the progress of mining, rehabilitation and any other relevant matters concerning the Island. The Committee should also draw the Minister's attention to any non-satisfactory compliance with the conditions of mining and ancillary works together with the remedial measures it recommends. If the mining company fails to respond to any direction issued as a result the Minister should take action as outlined in (v) above.

(Section 7.2)

Environmental Protection and Rehabilitation

That approval of mining plans, rehabilitation processes and environmental protection measures be in accordance, *inter alia*, with the following principles:—

- (a) Sand dunes encroaching on Eagers Swamp, Blue Lagoon or any other substantial surface water body be stabilised at the mining lessees' cost;
- (b) No mining to be permitted on any area containing Eagers Swamp, Blue Lagoon or any other substantial surface water body unless it can be reasonably certified that no appreciable damage of any kind, including eutrophication, will result to those bodies or that adequate measures have been taken by the mining lessees to reasonably ensure that such damage will be prevented;
- (c) Mining not be permitted in any area where appreciable damage is likely to occur to ground water bodies unless adequate measures have been taken by the mining lessees to prevent such damage;
- (d) The proposed Moreton Island Mining Advisory Committee determine the appropriate dimensions of buffer zones between mining operations and all other land uses (existing and proposed);
- (e) An environmental monitoring system be established to monitor the effectiveness of management programmes;
- (f) The use of power boats and other powered craft in or on the freshwater lakes and lagoons be prohibited;
- (g) Vehicular access to the freshwater lakes and lagoons be restricted to that necessary for management purposes and such other purposes as authorised by the National Parks and Wildlife Service;
- (h) The importation of soil, gravel and plants, without the authorisation of the National Parks and Wildlife Service be prohibited;
- (i) No mining to be undertaken in any area unless it can be certified that the proposed rehabilitation works are such as to reasonably ensure satisfactory reformation and stabilisation of the land form and satisfactory vegetation or revegetation of the mined and adjacent areas. "Satisfactory" in the context of vegetation means grassing of the frontal dunes, and, elsewhere as appropriate, firm establishment of brush and heath like vegetation within five to ten years and a growth of forest trees to a height such as would be expected in the same period;
- (j) The rehabilitation of the leased land or other areas involved in the mining operations be such as to ensure the areas, when mining has been completed, are acceptable for inclusion in a National Park (for preference) or, if not, in an Environmental Park—the only exception to this would be a comparatively small part of the area for which an alternative sequential use may be directed;

- (k) Rehabilitation processes to proceed progressively as closely as practicable in time after completion of mining of a particular part.

(Section 8.2)

Silica Sand Mining

(i) All alternative sources of supply of foundry sand be thoroughly explored before recourse is had to any deposits on Moreton Island.

(ii) A limited amount of silica sand mining might be permitted on Moreton Island (but only under the most stringent conditions as regards rehabilitation and disturbance of the environment), if in the opinion of the Minister for Mines and Energy, supplies of foundry sand are not reasonably available elsewhere.

(iii) If it be necessary to mine foundry sand on Moreton Island, a lease (or leases) subject as far as possible to the conditions outlined in the Annexure (referred to in 7.2 (iv)) be granted.

(iv) In respect of (ii) above the location of such mining be restricted to the ocean side of the Island and all materials be transported along the same route and loaded at the same delivery point on the western side of the Island as the heavy mineral concentrates.

(Section 7.3)

Peat Mining

No provision be made for peat mining in the future land use of Moreton Island.

(Section 7.4)

Harbour and Port Uses

(i) An area be reserved at Bulwer for possible future use by the Department of Harbours and Marine.

(ii) If and when required, a lighthouse be located at Comboyuro Point.

(iii) The relevant management authorities ensure that the continuing operation of the lighthouses on Moreton Island be free from obstruction and other interference.

(Section 7.5)

Visitor Accommodation

(i) Provision be made for a number of low cost (camping) areas consistent with the long term use of the Island.

(ii) For planning purposes such camping areas be located away from the existing Tangalooma Tourist Resort.

(iii) The establishment of an "isolation-type" tourist resort of acceptable standard on the east coast of the Island in the vicinity of Eager Beach be investigated.

(iv) the establishment of a new "International Resort" on the Island as proposed in the Heath Report not be provided for at this stage. The Committee believes that if one is planned in the distant future, it should not be such as will lessen the enjoyment of the Island by the general public.

(Section 7.6)

Other Uses

(i) The proposed Moreton Island Planning Advisory Committee investigate, as a matter of urgency, the proposed extension of the airstrip on S.L. 36221 and make a recommendation thereon to the Land Administration Commission or such other authority as may be appropriate.

(Section 7.8.1)

(ii) The proposal that Moreton Island be maintained as a bee sanctuary be investigated by the National Parks and Wildlife Service or such other appropriate government authority.

(Section 7.8.2)

Use of Water Resources

(i) The control of ground water on Moreton Island be vested in the Crown under the provisions of the *Water Act* 1926-1975, through the proclamation of the Island as a Sub-artesian District.

(ii) The control of all surface supplies of water on Moreton Island be vested in the Irrigation and Water Supply Commission.

(iii) Approval of the use of seawater for sand mining operations be dependent upon the investigation and analysis of the ecological implications.

(iv) Having regard to domestic use, the problem of keeping water supply sources and septic absorption trenches or other locations of sewage discharge separated be subject to investigation and subsequent monitoring. It is considered that this should be the responsibility of the Brisbane City Council in respect of their area of jurisdiction.

(Section 8.3)

Seagrass Meadows

The Department of Harbours and Marine should take such measures as may be appropriate to control boat traffic so that damage shall not be caused to seagrass beds or other marine vegetation on the bay side of the Island.

(Section 8.4)

Coastal Recession

The appointment of officers of the Beach Protection Authority to both the proposed Moreton Island Mining Advisory Committee and the proposed Moreton Island Planning Advisory Committee.

(Section 8.5)

Feral Animals

All feral animals on the Island be removed by whatever means the appropriate authority considers suitable.

(Section 8.6)

Fire Management

The fire hazard on the Island be dealt with by the National Parks and Wildlife Service, Rural Fires Board and the Department of Forestry with control being exercised by regular aerial ignition programmes and a minimum of clearing.

(Section 8.7)

Aboriginal Relics

Precautions satisfactory to the Director, Department of Aboriginal and Islanders' Advancement be taken to preserve aboriginal relics (middens etc.) on the Island.

(Section 8.8)

Accessibility

In respect of accessibility to Moreton Island—

(i) the following facilities be planned within the foreseeable future:—

- (a) Two public jetties and associated vehicle ramps —at Bulwer and at Kooringal;
- (b) The improvement of the boat anchorage at the Wrecks;

(ii) the Department of Harbours and Marine, in the planning of these facilities seek the view of the proposed Moreton Island Planning Advisory Committee.

(iii) commercial transportation services between Moreton Island and the mainland be subject to supervision and regulation for the purpose of effecting a measure of control over the number of persons and vehicles using the Island.

(iv) the National Parks and Wildlife Service investigate and report upon the desirability and practicability of imposing fees or charges on visitors to National Parks such as Moreton Island.

(Section 8.9)

In respect of accessibility on Moreton Island—

(i) a minimum road system consistent with the residential, mining, recreational and management needs of the Island be developed.

(ii) the minimum road system be comprised of—

- (a) a sealed road between Bulwer and Cape Moreton which would be used for the transport of all mineral concentrates from the proposed mining areas;
- (b) a gravel road linking Tangalooma Tourist Resort, Cowan Cowan Airstrip and Bulwer—the road to be located if practicable off the beach and along the eastern edge of the Bulwer Swamp at the foot of the western high wall;
- (c) the existing earth roads to be utilised and possibly upgraded or converted to walking tracks as may be decided by the National Parks and Wildlife Service.

(iii) if additional roads and tracks are needed, the basis for their need and their location be a matter for investigation by the proposed Moreton Island Planning Advisory Committee.

(iv) the roads from Bulwer to Cape Moreton and Tangalooma to Bulwer be constructed with the minimum of clearing, with vertical and horizontal alignments for maximum speeds of 60 kilometres per hour and carrying a speed limit in accordance with that limitation—it would be impracticable to travel even at this speed on the earth roads.

(Section 8.10)

In respect of vehicular usage—

(i) motor vehicles on Moreton Island be controlled by the appropriate authorities through the implementation of the relevant provisions of the *Motor Vehicle Control Act* 1975 and the *Main Roads Act* 1920-1975;

(ii) the number and type of vehicles brought, either temporarily or permanently to Moreton Island, be controlled having regard to the carrying capacity of the Island.

(Section 8.11)

Public Access to Beaches

No leases of any kind be granted which restrict the general public's accessibility to the beaches on Moreton Island and in this connection the position in respect of all existing leases, permits to occupy or any proposals which would have the effect of restricting such accessibility should be re-examined.

(Section 8.12)

Urban Development

- (i) Additional settlements not be developed.
- (ii) Future development and subdivision of land for permanent and semi-permanent residential and commercial purposes be restricted to the existing settlements of Bulwer, Cowan Cowan and Koorlingal and then only to the extent proposed by the Committee in (iii) below.
- (iii) Within the existing settlements, no further areas be made available for residential use except—
 - (a) as may be necessary to house officers and their families concerned with the management of the Island or of Port of Brisbane installations;
 - (b) as may be necessary to make provision for squatters;
 - (c) as may be required, as a temporary measure, to house persons associated with the proposed mining operations.
- (iv) Allotments which have not yet been released be reserved for Crown (particularly administrative) uses or special needs (as elsewhere recommended).
- (v) People already owning vacant land on the Island be permitted to build residences on their allotments subject to the consent of the Brisbane City Council and subject to their being made aware of the fact that there is a possibility that they may only be able to sell to the Crown at a pre-determined price.
- (vi) Temporary accommodation for mining employees be located either in existing settlement areas or on the leases in the permitted mining areas.
- (vii) The standards of all new buildings or alterations to buildings on the Island be in accordance with the standards normally enforced by the relevant authority.
- (viii) Any existing sub-standard buildings and other structures be brought up to the minimum health and building standards.
- (ix) Public expenditure on the existing settlements be such as is consistent with public health and safety.
- (x) The unnecessary clearing of timber be not permitted.
- (xi) The only signs allowed on the Island be those for directional and public information purposes; advertising signs be prohibited.
- (xii) Legislation be enacted to provide as follows:—
 - (a) A transfer or a lease of any private residential property on the Island otherwise than hereinafter provided will not be allowed unless such transferee receives the property as a beneficiary under a Will;
 - (b) If a person desires to divest himself of a private residential property now existing on the Island, the State Government should offer to acquire it at the prices ruling at the date this Report is presented plus or minus an allowance for the differing purchasing power of money between the date mentioned and the proposed date of acquisition less an allowance for depreciation and repairs;
 - (c) If a person desires to divest himself of a private residential property built on the Island after the date this Report is presented the State Government

should offer to acquire it at the value of land and any then existing structures at the date of presentation of this Report plus the cost price of any structure erected on a date subsequent to that date and plus or minus an allowance for the differing purchasing power of money between the two dates mentioned and the proposed date of acquisition less an allowance for depreciation and repair;

- (d) In order to give effect to these proposals, individual valuations of all the private residential properties on the Island should be performed as soon as possible and records and plans of the structures maintained by the Government;
- (e) The State Government, upon acquiring any property in accordance with (b) and (c) above, should not be able to dispose of it for private residential purposes but may utilise it for administrative purposes, for housing persons employed in administrative duties or in the provision of essential services on the Island. The Government may also lease it for recreational, educational, physical fitness, benevolent or like purposes. If the structure cannot be utilised for any such purpose it should be demolished.

(Section 8.13)

Squatters

The Land Administration Commission should take steps to terminate all unauthorised occupation of Crown land on the Island—in other words, regularise the occupation by squatters or have them removed. The procedure suggested is as follows:—

- (a) The unlawful occupiers be given a Permit to Occupy under the *Land Act* 1962–1975 for a maximum period of one year at the same time being informed that the provisions of that Act will be invoked at the end of the period to remove their habitations. If the provisions of the Act are not sufficiently wide to achieve the desired purpose, steps should be taken to amend the legislation;
- (b) Conditional upon the unlawful occupants removing their existing habitation, land should be made available to them on a priority basis in the recognised urban areas of Koorlingal, Bulwer or Cowan Cowan provided the Commission is satisfied, after making suitable enquiries, that they have been in occupation for say two years or more. The land should be made available initially under Special Lease tenure with the "squatters" meeting survey and other costs and paying a rental based on present day values;
- (c) The Land Administration Commission in conjunction with the proposed Moreton Island Planning Advisory Committee provide for the small extent of additional land that may be required at Koorlingal, Bulwer or Cowan Cowan to be offered on a priority basis to the "squatters".

(Section 8.14)

Litter and Waste Disposal

That the Brisbane City Council be requested and encouraged—

- (a) in co-operation with the Director, National Parks and Wildlife Service and the landowners or lessees on the Island, to undertake a concerted campaign to "clean up" the Island and maintain it in that condition;
- (b) institute and maintain a system or systems of solid and liquid waste disposal.

(Section 8.15)

Police and Emergency Services

(i) A police officer be permanently stationed on Moreton Island as soon as possible.

(ii) In the interim, the Water Police be requested to undertake more regular and frequent patrols of this area of Moreton Bay.

(Section 8.16)

Administration and Management

(i) The management of Moreton Island remain the responsibility of the Brisbane City Council, of the relevant State Government departments and instrumentalities, and of the relevant Commonwealth Departments in respect of their various fields of jurisdiction.

(ii) The Brisbane City Council continue to exercise the powers, duties and responsibilities of a Local Authority in respect of Moreton Island.

(iii) A committee, to be termed the Moreton Island Planning Advisory Committee, be set up to advise the appropriate authorities on the general planning of the Island in order to implement the recommendations of the Committee of Inquiry.

(iv) The proposed Moreton Island Planning Advisory Committee be comprised of:

- The Director, National Parks and Wildlife Service (Chairman);
- The Executive Planning Officer of the Department of Local Government;
- An officer of the Brisbane City Council;
- An officer of the Land Administration Commission;
- An officer of the Beach Protection Authority;
- An officer of the Department of Mines,

with authority to co-opt the services of other Government Departments as necessary.

(v) The proposed Moreton Island Planning Advisory Committee, after due investigation, advise the Land Administration Commission or such other relevant authority, as to—

- (a) an area to be reserved at Bulwer for possible future use by the Department of Harbours and Marine;
- (b) any area required to be set aside at Bulwer in connection with the mining operations, including housing and shipping requirements and the possible construction of a jetty and barge loading ramp;
- (c) any area required to be set aside at Koorlingal for the possible construction of a jetty and barge loading ramp;

(d) areas required to be set aside on the Island for camping and recreation purposes and on the ocean side of the Island in the vicinity of Eager Beach for an "isolation-type" of resort;

(e) areas suitable for reserves for the disposal of rubbish and refuse generally;

(f) any additional residential land to be provided at Bulwer, Cowan Cowan and Koorlingal for "squatters" on the Island.

(vi) The policies of the Committee be guided by the principle that except as otherwise provided in these recommendations, the future of Moreton Island be that of a National Park providing recreation for the public.

(vii) The State Government establish and maintain a permanent office on Moreton Island at Bulwer staffed by an officer (or officers) of the National Parks and Wildlife Service.

(Section 10.6)

Immediate Action Required

(a) The setting up of the Moreton Island Mining Advisory Committee and of the Moreton Island Planning Advisory Committee to perform their respective functions.

(b) The Mines Department, after consultation with the Mining Advisory Committee, should endeavour to negotiate with the mining lessees in accordance with the recommendations of the Committee of Inquiry with a view to mining commencing at an early date but of course not before the fulfilment of the pre-mining procedures recommended.

(c) The Director, National Parks and Wildlife Service, after consultation with the Planning Advisory Committee and the Mines Department should prepare and submit to his Minister plans for the development of the National Park so as to provide such facilities for campers and day to day visitors as will allow greater enjoyment of the Park by the public.

(d) The Moreton Island Planning Advisory Committee should plan the areas of special use as described in the Committee of Inquiry's recommendations and submit a report on the subject to the Land Administration Commission for consideration and possible implementation.

(e) The Land Administration Commission should commence action as proposed by the Committee of Inquiry in respect of the unlawful occupiers of Crown land on the Island.

(f) An examination of the Committee's recommendations should be made by the Government Departments involved, principally the Department of Mines, the Land Administration Commission, the National Parks and Wildlife Service, the Irrigation and Water Supply Commission, Department of Local Government and Department of Harbours and Marine (including the Beach Protection Authority) and advice furnished to the Government as to any amending legislation required.

(g) Consideration should be given to proposed legislation providing for the control of property sales on the Island.

(h) The Director, National Parks and Wildlife Service should confer with the Brisbane City Council regarding a "clean up campaign" on the Island.

(Section 11.1)

Financial Requirements

Funds should be made available progressively, commencing in the 1977-1978 year, to the various Government Departments involved in the implementation of the Committee's recommendations.

(Section 11.2)

ANNEXURE: Moreton Island Mining Lease Conditions—Recommended Guidelines

The guidelines outlined below are not intended to be all embracing—they have been specifically suggested either to underline their importance or because they are considered to be additional to, or a change in, existing conditions.

Furthermore, the wording of the recommended conditions is designed to indicate their intent—if adopted they will no doubt require some re-drafting.

Therefore, in respect of recommendation (iv), Section 7.2 the Committee RECOMMENDS that mining leases henceforth granted for areas on Moreton Island be subject, *inter alia*, to the following conditions:—

- (a) All mining for heavy minerals must be completed by certain dates agreed to by the Minister for Mines and Energy and in any case no later than the year 1990 (if agreed to, mining for foundry sand might continue beyond that date) and no land shall be mined more than once;
- (b) A lessee shall, not less than twelve months before mining commences, furnish to the Minister for Mines and Energy a vegetation and contour plan of the area to be mined and surrounds and shall at its own expense perform any boring or other work as will clearly indicate to the satisfaction of the Minister and the Commissioner of Irrigation and Water Supply, the extent, location and type of underground aquifers and surface bodies of freshwater;
- (c) The lessee shall contemporaneously with the action mentioned in (b) furnish to the Minister for Mines and Energy a proposed time table for the complete operation and a mining plan together with a detailed description of the works proposed to be undertaken in respect of—
 - (i) reforming and vegetating or revegetating of the landmass after mining;
 - (ii) works it proposes to ensure that surface and underground waterbodies are not destroyed or damaged to any extent, either in the long term or the short term—this includes damage to the environment by salt water intrusions and possible eutrophication of water bodies;
 - (iii) construction of roads, jetties, airstrips, buildings, electricity supplies, disposal of waste material and litter, accommodation, transport of material, minerals and personnel;
 - (iv) any other matter required by the Minister for Mines and Energy;
- (d) No mining shall be commenced until the Minister for Mines and Energy approves the timetable of mining and rehabilitation, the mining plan and other works including reformation and vegetation of the mined area. Such approvals shall then be regarded as forming part of the conditions of the mining lease;
- (e) Mining must be carried out strictly in accordance with the approvals mentioned in (d) and other conditions of lease in accordance with any variations for which prior approval has been obtained from the Minister;
- (f) No surface or underground water supplies, whether on a Mineral Lease or not, shall be used in mining operations unless with approval first had and obtained from the Commissioner of Irrigation and Water Supply—this approval or license is to be furnished to the Minister for Mines and Energy with the documents mentioned in paragraph (c) of these proposed conditions;
- (g) No salt water shall be used in the mining operations unless the mining lessee obtains from and forwards to the Minister for Mines and Energy a statement from the Commissioner of Irrigation and Water Supply, that there will be no danger of damage, or that works planned by the lessee are such as to reasonably ensure there will not be any appreciable damage to the natural supplies of water on the Island;
- (h) During the course of and finally at the conclusion of the mining and rehabilitation operations, the lessee shall, to the satisfaction of the Minister for Mines and Energy, ensure that the area—the subject of the lease—roads, and other areas utilised in the course of the mining operation are free from litter, refuse, abandoned machinery and material resulting from the mining operation and are in a clean, tidy and hygienic condition;
- (i) During the course of the mining and rehabilitation process the lessee shall not deny reasonable access to any *bona fide* person, with or without a vehicle, along any road existing before mining commenced or along any beach contained in the leased area—the term “reasonable access” includes alternative access provided the latter is not unduly longer or impracticable;
- (j) Any necessary clearing on the leased land or elsewhere on the island shall be performed only with the prior permission of the Director, National Parks and Wildlife Service, but that officer shall not exercise authority capriciously or in such a manner as will prejudice or prevent the mining operation;
- (k) Not less than one month prior to the commencement of mining operations on a lease, the lessee shall lodge with the Department of Mines, a deposit, guarantee, indemnity or bond in a form approved by the Solicitor-General to a value determined by the Minister for Mines and Energy to be held during the tenure of the lease and for any period thereafter determined by the Minister as a guarantee of good faith and security for the performance by the lessee of the conditions of the mining, rehabilitation and other conditions of the lease and any other works not included in the conditions stated, but in the approvals given by the Minister in accordance with condition (d) above;

- (l) If at any time the Minister for Mines and Energy is not satisfied with the performance of lease conditions and other works as outlined in (d), he may give written notice to the lessee to cease all operations and the lessee shall comply with such notice without the Crown being liable for compensation or damage in any way. The guarantee or other document mentioned in (k) may be utilised to perform or complete the performance of any rehabilitation or other works in respect of which the lessee is at fault, but may not be so used unless prior notice of the intention is given to the lessee;
- (m) The amount of the guarantee or other document mentioned in (k) shall be such as will cover the cost of the rehabilitation and of other works performed after mining on *at least* the area which it is estimated will be mined annually;
- (n) Upon completion of mining, the term of the mineral lease will be extended as may be required

to cover the period of rehabilitation of the mined area and any other disturbed area but no further mining will be permitted during such extended period;

- (o) The amount of the deposit, guarantee, indemnity or bond mentioned in paragraph (k) of these conditions shall be revised at the end of the second year of the term of the mining lease and thereafter at two yearly intervals during the term or the extended term, as the case may be, to any extent deemed necessary by the Minister for Mines and Energy;
- (p) Upon the Under Secretary, Department of Mines, certifying to the Minister that mining has been completed and that all conditions of the lease have been fulfilled, any deposit under (k) above shall be refunded and any existing guarantee, indemnity or bond shall be terminated to the extent that they have not been utilised in terms of condition (l).