



Notice is given that an Ordinary Meeting of Council of the Shire of Christmas Island is to be held at the Council Chambers on **Tuesday 23 April 2024** commencing at 7.00pm

David Price  
Chief Executive Officer

## AGENDA

- 1 **Declaration of Opening of Meeting/Announcement of Visitor**
- 2 **Record of Attendance/Apologies/Leave of Absence/Declaration of Financial/Proximity/Impartiality Interests**
  - 2.1 Attendance
  - 2.2 Leave of Absence
  - 2.3 Apologies
  - 2.4 Declaration of Interests
- 3 **Response to Previous Public Questions Taken on Notice**
- 4 **Public Question Time**
- 5 **Applications for Leave of Absence**
  - 5.1 Cr Azmi Yon (pg 1-2)
  - 5.2 Cr Hafiz Masli (pg 3-4)
- 6 **Petitions/Deputations/Presentations**
- 7 **Confirmation of Minutes of Previous Meetings/Business arising from the Minutes of Previous Meetings**
  - 7.1 Minutes of Ordinary Council Meeting held on 19 March 2024 (pg 5-9)
  - 7.2 Business Arising from the Minutes of Previous Meetings
- 8 **Announcements by Presiding Member Without Discussion**
- 9 **Reports of Committees**
- 10 **Reports of Officers**
  - 10.1 **Chief Executive Officer**
    - 10.1.1 Lease of Project Team Old Workshop (pg 10-12)
    - 10.1.2 Telecommunication Infrastructure- (Equipment Building with Ancillary Facilities) (pg 13-23)
    - 10.1.3 Development Application Gaze Road Motel (pg 24-120)
    - 10.1.4 Appointment of Acting CEO (pg 125-125)
  - 10.2 **Director Planning Governance & Policy**
    - 10.2.1 Policy Manual Review (pg 126-140)
    - 10.2.2 Local Heritage Survey, Batch Two Adoption (pg 141-178)
    - 10.2.3 Local Heritage List Policy Adoption (pg 179-194)
  - 10.3 **Director Community/Recreation Services & Training**
    - 10.3.1 Celebrating 26<sup>th</sup> Anniversary Seniors Week 2024 (pg 195-196)
  - 10.4 **Director Works, Services & Waste**
  - 10.5 **Director Finance & Administration**
    - 10.5.1 Schedule of Accounts – March 2024 (pg 197-202)
    - 10.5.2 Financial Statements – March 2024 (pg 203-244)
    - 10.5.3 CEO Delegated Authority-Finance 24/25 (pg 225-226)
    - 10.5.4 Write of Bad Debts (pg 227-230)
- 11 **Elected Members Motions of which Previous Notice has been given**
- 12 **New Business of an Urgent Nature Introduced by Decision of the Meeting**
- 13 **Behind Closed Doors**
- 14 **Closure of Meeting**
- 15 **Date of the next Ordinary Meeting**  
**28 May 2024**



## SHIRE OF CHRISTMAS ISLAND

---

SUBMISSION TO	Ordinary Council Meeting 23 April 2024
AGENDA REFERENCE	5.1
SUBJECT	Cr YON – Leave of Absence
LOCATION/ADDRESS/APPLICANT	N/A
FILE REFERENCE	2.13.3
INTEREST DISCLOSURE	None
DATE OF REPORT	20 March 2024
AUTHOR	David Price, CEO
SIGNATURE OF CEO	SIGNED

---

### **RECOMMENDATION**

**That the leave of absence application submitted by Cr Azmi YON (29/03/2024 to 04/05/2024) be approved.**

### **BACKGROUND**

Cr Azmi Yon (29/03/2024 to 04/05/2024) submitted a Leave of Absence application to the CEO.

### **COMMENT**

N/A

### **STATUTORY ENVIRONMENT**

There are no statutory environment implications arising from this matter.

### **POLICY IMPLICATIONS**

There are no significant policy implications arising from this matter.

### **FINANCIAL IMPLICATIONS**

There are no significant financial policy implications arising from this matter.

### **STRATEGIC IMPLICATIONS & MILESTONES**

There are no significant strategic implications arising from this matter.

### **VOTING REQUIREMENTS**

A simple majority is required.



## SHIRE OF CHRISTMAS ISLAND

### APPLICATION FOR LEAVE OF ABSENCE


I Councillor Azmi YON

Hereby apply to the Council of the Shire of Christmas Island for

Leave of absence from 29 / 03 / 2024 to  
04 / 05 / 2024

In accordance with section 2.25 (1) of the Local Government Act (CI).

Yours sincerely

  
\_\_\_\_\_  
Signature

20 / 03 / 2024

Date



## SHIRE OF CHRISTMAS ISLAND

---

SUBMISSION TO	Ordinary Council Meeting 23 April 2024
AGENDA REFERENCE	5.1.2
SUBJECT	Cr MASLI – Leave of Absence
LOCATION/ADDRESS/APPLICANT	N/A
FILE REFERENCE	2.13.13
INTEREST DISCLOSURE	None
DATE OF REPORT	16 April 2024
AUTHOR	David Price, CEO
SIGNATURE OF CEO	SIGNED

---

### RECOMMENDATION

**That the leave of absence application submitted by Cr Hafiz Masli (19/04/2024 to 03/05/2024) be approved.**

### BACKGROUND

Cr Hafiz Masli (19/04/2024 to 03/05/2024) submitted a Leave of Absence application to the CEO.

### COMMENT

N/A

### STATUTORY ENVIRONMENT

There are no statutory environment implications arising from this matter.

### POLICY IMPLICATIONS

There are no significant policy implications arising from this matter.

### FINANCIAL IMPLICATIONS

There are no significant financial policy implications arising from this matter.

### STRATEGIC IMPLICATIONS & MILESTONES

There are no significant strategic implications arising from this matter.

### VOTING REQUIREMENTS

A simple majority is required.





**SHIRE OF CHRISTMAS ISLAND**

APPLICATION FOR LEAVE OF ABSENCE

I Councillor HAFIZ MASLI

Hereby apply to the Council of the Shire of Christmas Island for

Leave of absence from 19/04/24 to 03/05/24

In accordance with section 2.25 (1) of the Local Government Act (CI).

Yours sincerely

  
Signature

16/04/24  
Date



## **UNCONFIRMED MINUTES**

**Ordinary Meeting of the Shire of Christmas Island held at the George Fam Chambers at 7.00pm on Tuesday 19 March 2024**

### **1 DECLARATION OF OPENING/ANNOUNCEMENT OF VISITORS**

1.1 The Shire President declared the meeting open at 7.00pm.

### **2 RECORD OF ATTENDANCE/APOLOGIES/LEAVE OF ABSENCE/DECLARATIONS OF FINANCIAL INTEREST**

1.2 Record of Attendance

Shire President

Deputy President

Councillors

Cr Gordon **THOMSON**

Cr Azmi **YON**

Cr Philip **WOO**

Cr Hafiz **MASLI**

Cr Vincent Cheng-Siew **SAW**

Cr Kelvin Kok Bin **LEE**

Cr Kee Heng **FOO**

Cr Steve **PEREIRA**

Cr Swee **TUNG**

Chief Executive Officer

Director Planning, Governance & Policy/Minute Taker

Director Works, Services & Waste

David **PRICE**

Chris **SU**

Troy **DAVIS**

2.2 **Leave of Absence**

2.3 **Apologies**

2.4 **Declarations of Financial/Impartiality/Proximity Interest**

### **3 RESPONSE TO PREVIOUS PUBLIC QUESTIONS TAKEN ON NOTICE**

### **4 PUBLIC QUESTION TIME**

4.1 Cr PEREIRA raised a query about seating at the CI Cinema. Noted that there is bench seating that had been tagged out for some time and said that an update on their status would be welcome.

CEO David PRICE advises that the CI Cinema Club has been engaged with; SOCI had performed some repairs and maintenance in recent months.

CEO David PRICE advised that SOCI can meet with cinema committee and report back to Council.

Cr PEREIRA stated that seating had been removed without being replaced. Danger tape had been put up at one stage, but it is missing and needs replacement.

CEO David PRICE advised he will report back at the next council meeting.

- 4.2 Cr PEREIRA raised poultry control in the residential areas on behalf of community members. Cr PEREIRA put that it had been a growing issue for some time affecting the quality of life in the township in some areas.

CEO David PRICE informed the council that the Ranger and additional personnel had been assigned to remove roosters in the township as an immediate priority recently.

Director of Works and Services Troy DAVIS advised that 20 additional cage traps had been ordered, and would be arriving on the next ship. Noted that on occasion it seemed that people had been releasing chickens from these traps.

CEO David PRICE informed the meeting that SOCI is engaging with Parks Australia on a wider control program for pockets of poultry population in the township. Areas such as the cemetery was identified as priority control area.

Shire PRESIDENT Gordon THOMSON acknowledged that the poultry population seemed to have been increasing, with other residents observing chickens at national parks locales such as the blowholes and Dales areas.

Cr Melissa TUNG observed that the Poon Saan retail precinct has an undesirable population of poultry that had begun to establish itself. This population was overly familiar with human interaction.

CEO David PRICE to provide an update.

- 4.3 Cr PEREIRA asked if the Lily Beach shelter was to have lighting inside the shelter?

Director of Works and Services Troy DAVIS advised that 3 photo-voltaic motion controlled lights had been installed in recent weeks. Will follow up to see if they are functioning.

- 4.4 Cr PEREIRA reported on community feedback around the cleaning of storm drains in the aftermath of the storm front earlier in the month. Raised that the drainage at bottom of Phosphate Hill road had accumulated during the recent storm.

Director of Works and Services Troy DAVIS advised that the works team were currently completing storm drainage works. CEO David PRICE advised that the tractor needed for the work had just been repaired and has since been deployed for this and other needed works.

- 4.5 Cr PEREIRA asked if the bbq pit area in the Flying Fish Cove precinct fell under Council or Administration responsibility? Director for Works and Services Troy DAVIS and CEO David PRICE advised that the Flying Fish Cove precinct fell under Administration's responsibility.

- 4.6 Cr PEREIRA reported feedback received from community members about an apparent lack of visibility of Shire workers assisting; reported that when a community member asked SOCI about assistance the morning of Monday March 11<sup>th</sup>, the response received was that SOCI didn't have the manpower at that point. Requested to understand what was SOCI's commitment to manpower in these kind of events?

Shire President Gordon THOMSON advised that the Shire works and services team were present on the storm day of Monday 11<sup>th</sup> March; he was there as well witnessing the sandbagging efforts SOCI manpower assisted with.

Director of Works and Services TROY DAVIS advised the meeting that the Administration / PRL / SOCI / AFP were in constant contact throughout the day regarding co-ordinating responses. Director Troy DAVIS advised that the AFP had requested as a priority that SOCI ensure branches were made safe on the road to Ethel Beach to ensure that emergency boat launches could still be done. This occurred on the morning of March 11<sup>th</sup> 2024. At this task was completed during the day, members of the SOCI works team were then deployed to the Flying Fish Cove precinct to assist in sandbagging and other duties in the afternoon.

Director Troy DAVIS reported a lack of co-ordination in the preparation to and day of the storm strike itself.

Shire President Gordon THOMSON restated that the AFP had directed SOCI to deploy its assets and manpower early on Monday 11<sup>th</sup> March to ensure the emergency boat launch capability at Ethel Beach could continue to be accessible at this time.

Shire CEO David PRICE put that the deployment of Shire human resources later in the day to Flying Fish Cove when the sand and bags were made available onsite was more optimal than deploying staff earlier in the day when the resources were not there.

Shire President Gordon THOMSON noted that the Emergency Management Committee was convened after 4pm on Monday 11<sup>th</sup> March which was after the sandbagging was completed; this meant that the sandbagging was not an action of EMC co-ordination, but the outcome of different groups on the island from the private and public sectors reactively self-coordinating. Councillors noted that reactive self-coordinating between groups as a response an unfolding event was not optimal. The meeting noted that strategic pre-coordination prior to an event is needed to ensure all parties plan appropriately for resource and manpower allocation with agreed lines of responsibility for delivery of actions in specific sequence. This did not occur.

## 5 APPLICATIONS FOR LEAVE OF ABSENCE

## 6 PETITIONS/DEPUTATIONS/PRESENTATIONS

## 7 CONFIRMATION OF MINUTES OF PREVIOUS MEETINGS/BUSINESS ARISING FROM THE MINUTES OF PREVIOUS MEETINGS

### 7.1 Minutes of Ordinary Council Meeting held on 6 February 2024

Members considered the unconfirmed minutes.

<b>Council Resolution</b>			
<b>Moved: Cr LEE</b>	<b>Seconded: Cr TUNG</b>	<b>Res. No:</b>	<b>8/24</b>
That Council adopt the unconfirmed minutes of the 6 February 2024 Council Meeting.			
<b>Carried:</b>	<b>9/0</b>		
<b>For:</b>	<b>Cr THOMSON</b>	<b>Cr FOO</b>	<b>Cr TUNG</b>
	<b>Cr SAW</b>	<b>Cr LEE</b>	<b>Cr PEREIRA</b>
	<b>Cr WOO</b>	<b>Cr MASLI</b>	<b>Cr YON</b>
<b>Against:</b>			

### 7.2 Business Arising from the Minutes of Previous Meetings

## 8 ANNOUNCEMENTS BY PRESIDING MEMBER WITHOUT DISCUSSION

8.1 Shire President Gordon THOMSON noted that the Community Consultative Committee (CCC) met on March 11<sup>th</sup> and received a presentation from community representatives around cat local laws and the enforcement thereof.

The CCC also received a visit from the Health and Disability Services Complaints Office (HADSCO) and WA Seniors Card (WASC). HADSCO and WASC had a successful visit, a write up in the Islander will follow this week summarising the work done with seniors.

## 9 REPORTS OF COMMITTEES

## 10 REPORTS OF OFFICERS

### 10.1 Chief Executive Officer

#### 10.1.1 2024 ALGA Conference

##### Council Resolution

**Moved: Cr WOO**

**Seconded: Cr SAW**

**Res. No: 9/24**

That Council –

1. Confirm registration to attend the 2024 Australian Local Government Association National Assembly conference scheduled for 2 to 4 July 2024 in Canberra,
2. Nominates the Shire President, the CEO and Councillors YON and LEE to attend the conference for the purpose of registration, travel and accommodation arrangements,
3. Advise the CEO of any Motions by 29 March 2024 that Council may want to have included in the Conference Agenda Papers and,
4. Confirm Cr YON as voting delegate and Cr LEE as the proxy delegate for the conference.

**Carried: 9/0**

<b>For:</b>	<b>Cr THOMSON</b>	<b>Cr FOO</b>	<b>Cr TUNG</b>
	<b>Cr SAW</b>	<b>Cr LEE</b>	<b>Cr PEREIRA</b>
	<b>Cr WOO</b>	<b>Cr MASLI</b>	<b>Cr YON</b>

**Against:**

### 10.2 Director Finance & Administration

#### 10.2.1 Schedule of Accounts – February 2024

##### Council Resolution

**Moved: Cr MASLI**

**Seconded: Cr SAW**

**Res. No: 10/24**

That Council approves the expenditure as presented in February 2024 Schedule of Accounts

**Carried: 9/0**

<b>For:</b>	<b>Cr THOMSON</b>	<b>Cr FOO</b>	<b>Cr TUNG</b>
	<b>Cr SAW</b>	<b>Cr LEE</b>	<b>Cr PEREIRA</b>
	<b>Cr WOO</b>	<b>Cr MASLI</b>	<b>Cr YON</b>

**Against:**

#### 10.2.2 Financial Statements – January & February 2024

##### Council Resolution

**Moved: Cr YON**

**Seconded: Cr MASLI**

**Res. No: 11/24**

That Council receives the Financial Statements of January and February 2024 for the Municipal Fund.

**Carried: 9/0**

<b>For:</b>	<b>Cr THOMSON</b>	<b>Cr FOO</b>	<b>Cr TUNG</b>
-------------	-------------------	---------------	----------------

<b>Cr SAW</b>	<b>Cr LEE</b>	<b>Cr PEREIRA</b>
<b>Cr WOO</b>	<b>Cr MASLI</b>	<b>Cr YON</b>
<b>Against:</b>		

### 10.2.3 Christmas Island – Compliance Audit Return (CAR) 2023

<b>Council Resolution</b>		
<b>Moved: Cr LEE</b>	<b>Seconded: Cr SAW</b>	<b>Res. No: 12/24</b>
Audit Committee review the Christmas Island-Compliance Audit Return (CAR) 2023 and present to council for adoption.		
<b>Carried: 9/0</b>		
<b>For:</b>	<b>Cr THOMSON</b>	<b>Cr FOO</b>
	<b>Cr SAW</b>	<b>Cr LEE</b>
	<b>Cr WOO</b>	<b>Cr MASLI</b>
		<b>Cr TUNG</b>
		<b>Cr PEREIRA</b>
		<b>Cr YON</b>
<b>Against:</b>		

### 10.3 Director Community/Recreation Services & Training

### 10.4 Director Works, Services & Waste

#### 10.4.1 Direct Purchase Report

<b>Council Resolution</b>		
<b>Moved: Cr YON</b>	<b>Seconded: Cr FOO</b>	<b>Res. No: 13/24</b>
Council receives the Direct Purchase Report from the Director of Works, Services and Waste		
<b>Carried: 9/0</b>		
<b>For:</b>	<b>Cr THOMSON</b>	<b>Cr FOO</b>
	<b>Cr SAW</b>	<b>Cr LEE</b>
	<b>Cr WOO</b>	<b>Cr MASLI</b>
		<b>Cr TUNG</b>
		<b>Cr PEREIRA</b>
		<b>Cr YON</b>
<b>Against:</b>		

### 10.5 Director Planning, Governance & Policy

**11 ELECTED MEMBERS MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN**

**12 NEW BUSINESS OF AN URGENT NATURE INTRODUCED BY DECISION OF THE MEETING**

**13 BEHIND CLOSED DOORS**

**14 CLOSURE OF MEETING**

The Shire President closed the meeting at 7.35pm

**15 DATE OF NEXT MEETING: 23 April 2024**



## SHIRE OF CHRISTMAS ISLAND

---

SUBMISSION TO	Ordinary Meeting 23 April 2024
AGENDA REFERENCE	10.1.1
SUBJECT	Lease of Project Team Old Workshop
LOCATION/ADDRESS/APPLICANT	N/A
FILE REFERENCE	6.1.18
INTEREST DISCLOSURE	None
DATE OF REPORT	2 April 2024
AUTHOR	David Price, CEO
SIGNATURE OF CEO	SIGNED

---

### RECOMMENDATION

That Council approves a new lease free of charge of the Old Parks & Garden Depot to Island Care for 24 months with an option of a further 24 months on the following conditions.

- Island Care have the necessary public liability insurance for volunteers
- Island Care pays for the power and water utilities usage
- The premises is to be used for the following purposes
  - Office and operational facilities for Island Care
  - Storage of collected categorised waste
  - The recycling of plastic waste by low heat methods
- Non Passive use of the premises will only be undertaken during the hours of 7am and 5pm Monday to Friday and on Saturday 7.30am until 2pm.
- Island Care will ensure their vehicles do not block access behind the depot
- Signage is allowed subject to the CEO's written permission

### BACKGROUND

At The ordinary meeting of Council 11/2/2020 council pass the following resolution.

*That Council approves the lease free of charge of the Old Parks & Garden Depot to Island Care for 24 months with an option of a further 24 months on the following conditions.*

- *Island Care have the necessary public liability insurance for volunteers*
- *Island Care pays for the power and water utilities usage*
- *The premises is to be used for the following purposes*
  - *Office and operational facilities for Island Care*
  - *Storage of collected categorised waste*
  - *The recycling of plastic waste by low heat methods*
- *Non Passive use of the premises will only be undertaken during the hours of 7am and 5pm Monday to Friday and on Saturday 7.30am until 2pm.*
- *Island Care will ensure their vehicles do not block access behind the depot*
- *Signage is allowed subject to the CEO's written permission*

Island Care has continued to occupy the Old Parks & Garden Depot within that Lease which expired on 20 February 2024.

**COMMENT**

The Shire has received a request from Island Care a volunteer not-for-profit organisation for the continued utilisation of the old workshop with Eco-crab industries to base its operation through a new lease arrangement.

During the past lease arrangement Island Care has conformed to all the conditions as outline in the Council resolution of 11/2/2020.

A further lease between the S hire and Island Care would continue to develop the relationship with Island Care in supporting the recycling of plastic waste collected from the beach clean-ups.

**STATUTORY ENVIRONMENT**

Nil

**POLICY IMPLICATIONS****FINANCIAL IMPLICATIONS**

Nil

**STRATEGIC IMPLICATIONS**

Nil

**VOTING REQUIREMENTS**

A simple majority is required.

**ATTACHMENTS**

10.1.1.1 – Lease extension request for Island Care





To: David Price  
George Fam Centre  
2 Murray Road,  
Christmas Island 6798

28<sup>th</sup> March, 2024

Hi David Price,

As discussed in our recent face to face meeting Island Care wishes to extend the lease for the next 24 months on the 9 Club Road premises for our community group purposes and regular Island Care meetings.

We still share many synergies with the Shire of Christmas Island in relation to waste management. Island Care has continued its commitment to reducing single-use plastics and educating the community about preventing plastic from entering landfills by hosting community education events such as the recent marine debris monitoring afternoon in conjunction with Tangaroa Blue. We are hoping to continue these collaborations into the future.

In addition to this, Island Care is planning a series of waste-wise events aimed at source reduction to keep as much as we can out of the landfill. It would be great to work with the Shire to inspire change within our local community.

We are still sharing the space with Eco Crab and it is hoped that their operations will recommence later in the year.

Thanks again for your assistance in presenting our submission to the councillors at the next Council meeting.

Yours Sincerely,

A handwritten signature in black ink, appearing to read 'Hayley Cook', written in a cursive style.

Hayley Cook  
Chairperson  
Island Care



## SHIRE OF CHRISTMAS ISLAND

---

SUBMISSION TO	Ordinary Council Meeting 23 April 2024
AGENDA REFERENCE	10.1.2
SUBJECT	Telecommunications Infrastructure – (Equipment Building with Ancillary Facilities)
ADDRESS	Christmas Island Airport, Lot 589 Irvine Hill Road, Christmas Island
APPLICANT	Ben McDonnell on behalf of AMPLITEL PL 1750/35
FILE REFERENCE	6.2.02/24
INTEREST DISCLOSURE	Nil
DATE OF REPORT	March 2024
AUTHOR	Halsall and Associates
SIGNATURE OF CEO	SIGNED

---

### Resolution

**That Council grants approval for the development and use of the site to accommodate Telecommunications Infrastructure – (Equipment Building with Ancillary Facilities) subject to the following conditions:**

- 1. All development shall be in accordance with the approved development plans (attached) that form part of this development approval.**
- 2. This development approval will expire if the approved development is not substantially commenced within two (2) years of the date of issue of this approval, or, within any extended period of time for which the Shire of Christmas Island has granted prior written consent.**
- 3. Prior to development, tie down details certified by structural engineers and fencing footing details are to be provided.**
- 4. On application of a building licence, the applicant shall provide engineer certified drawings demonstrating that all structures are compliant with Region B – Wind Actions (AS/NZ 1170.2.2011) and Earthquake Actions (AS 1170.4.2007).**
- 5. Construction works associated with the proposal are to be undertaken between the hours of 7am – 6pm.**

- 6. The operational term of this approval is to accord with any lease agreement made with the Department of Infrastructure, Transport, Regional Development, Communications and the Arts.**
- 7. Legal access from a gazetted constructed road to the lease area is to be maintained for the term of the lease.**

#### **Advice notes**

1. This is development approval only. The applicant/owner is advised that it is their responsibility to obtain a building licence prior to construction commencing.
2. The Shire of Christmas Island advises that where a development approval contains conditions which are required to be fulfilled prior to the commencement of site works, to commence development prior to fulfilling these conditions is contrary to this approval and therefore unauthorised development.
3. In regard to Condition 2, if the lease transaction is not entered into within this period, a new application will be required.
4. Any storage of fuel on site is to comply with legislation and relevant licencing in regard to fuel storage as applicable.
5. Depending on the agreed surface, a drainage management plan may be required to demonstrate how run-off from the hardstand areas will be managed.
6. Access to be constructed to Shire specifications.
7. External colours are to be compatible with the immediate locality.
8. Any such crane or other equipment utilised in construction that exceeds the height of the OLS will require a separate assessment by CASA.
9. This proposal is to accord with a 120m<sup>2</sup> lease area being established with the Department of Infrastructure, Transport, Regional Development, Communications and the Arts.

## **Background**

The shire has received the proposal for consideration of Mobile Telecommunication Infrastructure being an equipment building with ancillary facilities within a portion of the reserve associated with the Christmas Island Airport. This is identified as Reserve for consideration of 'Public Purpose' – 'Airport'. The proposal is subject to establishment of a 120m<sup>2</sup> lease area at the airport which is being negotiated with the Indian Ocean Territories Government Arrangements at the Department of Infrastructure, Transport, Regional Development, Communications and the Arts, who have provided 'owners consent' for the proposal, which is appended to this report. The Department have also confirmed that while this lease is still being finalised they support the proposal as both airport owners and co-funders under the Regional Connectivity Program and do not anticipate issue with establishing this lease arrangement.

The proposed telecommunications facility is proposed to incorporate the following:

- Establishment of a 120m<sup>2</sup> lease area;
- Installation of one (1) 25 metre monopole;
- Mounting of a circular headframe at the top of the pole;
- Installation of four (4) Telstra standard equipment shelters;
- Installation of ancillary equipment including transceivers, remote radio units, cable trays, access;
- ladder, feeders, cabling, electrical equipment, signage, and other associated equipment, and
- Access to the facility via Irvine Hill Road and an internal airport road.

The area associated with the proposal will be fenced with gated vehicle access plans depicting the development are attached for review.

Once installed, telecommunications facilities are unstaffed and operated remotely. Occasional access is required for maintenance up to approximately three (3) times per year by a single passenger vehicle for approximately one (1) day. Occasional heavy vehicle access would also be required when upgrading or replacing equipment on the monopole. Of note, the proposal does not generate any significant traffic and will have no impact on the adjoining services and storage area of the airport operations.

The objective of the proposal is to maintain and improve telecommunication service to the airport and to Christmas Island in general. The site is distant from any sensitive land uses or residential development and the siting has regard for visual amenity.

## The site

The proposed site and reserve area is largely characterised by a distribution of development and infrastructure associated with Airport operations. The location of the proposal is evident in the image below.

**Figure 1 – Broad location Plan**

Source: Plan WA



**Figure 2 - Location of proposal**

Source: Plan WA



Access to this location of the proposed site is constructed through to the interconnecting road system.

Surrounding land is primarily vacant crown land maintained in a native vegetated state.

## **Statutory Environment Shire of Christmas Island Local Planning Scheme No.2**

The subject site is zoned 'Reserve - Public Purposes' for Airport operations under the Scheme. Part 3 of the Scheme deals with reserves and Clause 3.3 recognises that local reserves exist including those for public purposes.

Clause 3.4 of the Scheme refers to use and development of local reserves and states the following:

*"3.4.1 A person must not –*

- a) use a local reserve; or*
- b) commence or carry out development on a local reserve without first having obtained planning approval under part 9 of the Scheme.*

*3.4.2 In determining an application for planning approval the Local Government is to have due regard to –*

- a) Part 9 of the Deemed Provisions; and*
- b) the ultimate purpose intended for the reserve.*

*3.4.3 In the case of land reserved for public purposes of a public authority, the Local Government is to consult with that authority before determining an application for planning approval."*

The Scheme therefore clearly requires planning approval for the proposed development and the purpose of the reserve is to be taken into account. Given the site is identified for airport operations and has already been utilised for such activity, the proposed telecommunications facility is considered compatible and complementary to this existing use as it will support airport operation and customers of the airport. The facility will also improve safety for residents/businesses during emergencies and is incidental to the predominant use of the reserve for airport activities.

As such, it is considered that the development is consistent with the purpose of the reserve.

Clause 61 of the Deemed Provisions also identifies development for which development approval is not required. The Scheme at Schedule A – Supplementary Conditions are to be read in conjunction with the Deemed Provisions (Schedule 2). It is noted that at clause 61(2) (g) *'the use of the land in a reserve, where such land is held by the local government or vested in a public authority for the purpose for which the land is reserved under the Scheme'*.

In this instance development and an associated use are proposed in conjunction as such the proposal is not exempt from the need for planning approval.

With respect to the Deemed Provisions, Part 9, Clause 67 of the Deemed Provisions provides for matters to be considered by local government. This is worded as follows:

**“Clause 67 Matters to be considered by local government**

*In considering an application for development approval the local government is to have due regard to the following matters to the extent that, in the opinion of the local government, those matters are relevant to the development the subject of the application –*

- a) *the aims and provisions of this Scheme and any other local planning scheme operating within the Scheme area;*
- b) *the requirements of orderly and proper planning including any proposed local planning scheme or amendment to this Scheme that has been advertised under the Planning and Development (Local Planning Schemes) Regulation 2015 or any other proposed planning instrument that the local government is seriously considering adopting or approving;*
- c) *any approved State planning policy;*
- d) *any environmental protection policy approved under the Environmental Protection Act 1986 section 31 (d);*
- e) *any policy of the Commission;*
- f) *any policy of the State;*
- g) *any local planning policy for the Scheme area;*
- h) *any structure plan, activity centre plan or local development plan that relates to the development;*
- i) *any report of the review of the local planning scheme that has been published under the Planning and Development (Local Planning Schemes) Regulations 2015;*
- j) *in the case of land reserved under this Scheme, the objectives for the reserve and the additional and permitted uses identified in this Scheme for the reserve;*
- k) *the built heritage conservation of any place that is of cultural significance;*
- l) *the effect of the proposal on the cultural heritage significance of the area in which the development is located;*
- m) *the compatibility of the development with its setting including the relationship of the development to development on adjoining land or on other land in the locality including, but not limited to, the likely effect of the height, bulk, scale, orientation and appearance of the development;*
- n) *the amenity of the locality including the following –*
  - (i) *environmental impacts of the development;*
  - (ii) *the character of the locality;*
  - (iii) *social impacts of the development;*
- o) *the likely effect of the development on the natural environment or water resources and any means that are proposed to protect or to mitigate impacts on the natural environment or the water resource;*
- p) *whether adequate provision has been made for the landscaping of the land to which the application relates and whether any trees or other vegetation on the land should be preserved;*
- q) *the suitability of the land for the development taking into account the possible risk of flooding, tidal inundation, subsidence, landslip, bush fire, soil erosion, land degradation or any other risk;*
- r) *the suitability of the land for the development taking into account the possible risk to human health or safety;*

- s) *the adequacy of –*
  - (i) *the proposed means of access to and egress from the site; and*
  - (ii) *arrangements for the loading, unloading, manoeuvring and parking of vehicles;*
- t) *the amount of traffic likely to be generated by the development, particularly in relation to the capacity of the road system in the locality and the probable effect on traffic flow and safety;*
- u) *the availability and adequacy for the development of the following –*
  - (i) *public transport services;*
  - (ii) *public utility services;*
  - (iii) *storage, management and collection of waste;*
  - (iv) *access for pedestrians and cyclists (including end of trip storage, toilet and shower facilities);*
  - (v) *access by older people and people with disability;*
- v) *the potential loss of any community services or benefit resulting from the development other than potential loss that may result from economic competition between new and existing businesses;*
- w) *the history of the site where the development is to be located;*
- x) *the impact of the development on the community as a whole notwithstanding the impact of the development on particular individuals;*
- y) *any submission received on the application;*
- za) *the comments or submissions received from any authority consulted under clause 66;*
- zb) *any other planning consideration the local government considers appropriate.”*

Given the above, an assessment of the proposal needs to be given particularly having regard for the compatibility of the development within its setting including the relationship to the development on adjoining land or other land in the locality including but not limited to the likely effect of the height, orientation and appearance and compatibly with the objectives of the reserve. As detailed previously, the Assistant Director of Indian Ocean Territories Government Arrangements has provided written ‘owners consent’ to the proposal and the current leaseholder ‘Toll’ have also reviewed the proposal and have no objections. The proposal was also referred to CASA who also support the proposal. The proposal will also provide an overall benefit to the operation of the airport and the community at large in regard to improvements to telecommunications infrastructure.

The proposal is interpreted as follows:

***‘Telecommunications Infrastructure’*** – *means land used to accommodate any part of the infrastructure of a telecommunications network and includes any line, equipment, apparatus, tower, antenna, tunnel, duct, hole, pit or other structure used or for use in or in connection with, a telecommunications network’.*

The proposal clearly falls under the interpretation provided above.



Table 2 (Development Table) also outlines specific requirements for various uses. Telecommunications infrastructure is not specifically referenced. It would appear that the proposal is consistent with the characteristics of existing development within the immediate vicinity in terms of built form and bulk. The use is also considered consistent with the objectives of the reserve to provide for airport infrastructure given the purpose of the proposal is to cater for telecommunications network equipment and ancillary power systems in a controlled environment which will benefit communications at this location and also provide support of communications services for Christmas Island.

## **Referral**

### **CASA**

The proposal was referred to CASA who confirmed that the 25m AGL (or 28.4m AGL inclusive of antennas and other infrastructure) telecommunications tower will be below the Christmas Island OLS – specifically the transitional surface. Therefore, CASA has no marking or lighting requirements, and no objection to the proposed telecommunication tower.

CASA make comment in regard to crane or equipment used during construction and this will be applied as an advice note on the approval. Comment response is appended to this report.

### **Water Corporation**

The proposal was referred to the Water Corporation who have reviewed the proposal and raised no objection.

### **Toll Governance and Defence**

The Water Corporation raised potential concern with the location of private water mains in proximity of the lease area. Confirmation was received that the airport has no issue with the OLS or location of adjacent servicing. This response is appended to this report.

### **Local Planning Strategy ('the Strategy')**

Under clause 5.8 of the Strategy it is noted that the purpose of the location and surrounding area is to cater for the extension of the Airport. It is recognised that the airport is an important piece of infrastructure and land use priorities include identifying and protecting areas for the future expansion of the runway and terminal facilities. The proposal is considered ancillary to the predominant use of the airport with a limited footprint and will be beneficial to the ongoing development and operations on site into the future.

In regard to servicing, the site is provided with access to internal water lines with overhead power in proximity to the site. The airport operator 'Toll' have confirmed that the location of water assets in proximity of the location of the proposal will have no impact.

## ***Telecommunications Act 1997***

This legislation establishes the criteria for 'Low Impact' telecommunication facilities. As the proposal involves construction of a 25m monopole, it does not constitute a low impact facility under the *Telecommunications (Low Impact Facilities) Determination 1997* (as amended). As such Shire approval is required under the Act.

### **Servicing implications**

Nil

### **Policy Implications**

Nil.

### **Financial Implications**

Nil.

### **Strategic Implications and Milestones**

Nil.

### **Voting requirements**

Simple majority

### **Attachments**

- 10.1.2.1 -Site plan and Elevations
- 10.1.2.2 -Comment from CASA
- 10.1.2.3 -Comment from TOLL

**Subject:** RE: Proposed Mobile Telecommunication's Facility - Christmas Island Airport, Christmas Island  
[SEC=OFFICIAL]

**OFFICIAL**

Hi Viv,

I have some information back for you.

What is needed most is the impact is on the Obstacle Limitation Surface (OLS):

- Defined location for assessment.
- Obstacle height in metres AHD.
- OLS surface where the comms tower will be located.
- The height in m AHD of the OLS surface where the comms tower will be located.

Without this information, the assessment cannot proceed. Once you have obtained that information, send the collated information back to [airspace.protection@casa.gov.au](mailto:airspace.protection@casa.gov.au)

If there are any more questions, please let me know.

Kind Regards,

Dan

**Daniel Smith**

Airspace Project Specialist  
Office of Airspace Regulation

**Civil Aviation Safety Authority**

**P:** +61 8 9366 2825

Level 18, Allendale Square

77 St Georges Tec Perth WA 6000

GPO Box 2005, Canberra ACT 2601

[www.casa.gov.au](http://www.casa.gov.au)



---

**From:** Vivienne Clarke <[vivienneclarke@westnet.com.au](mailto:vivienneclarke@westnet.com.au)>

**Sent:** Thursday, February 22, 2024 2:55 PM

**To:** Smith, Daniel R <[Dan.R.Smith@casa.gov.au](mailto:Dan.R.Smith@casa.gov.au)>

**Subject:** Proposed Mobile Telecommunication's Facility - Christmas Island Airport, Christmas Island

**Importance:** High

Hi Dan,

Thanks for the call back today.

Please find attached the application that we have received for consideration of a proposed Telecommunications facility at the Christmas Island Airport.

I've attached the planning report as well as the plans which are also incorporated.

Would you mind referring this to the relevant CASA department and let us know if you have any comment or concerns with the proposal?

## Vivienne Clarke

---

**From:** Don Bridges <Don.Bridges@tollgroup.com>  
**Sent:** Tuesday, 19 March 2024 2:52 PM  
**To:** Vivienne Clarke  
**Subject:** RE: Proposed Telecommunication facility - Airport - Shire of Christmas Island

Hi Vivienne,

I have reviewed the proposal and the airport has no objections to the location both in regard to underground services and with regard to the Obstacle Limitation Surface.

Whilst here are underground services adjacent to the front of the site, the lease area is set back from these services.

Thanks,

**Don Bridges**  
Airport Program Manager  
**Toll Government and Defence**  
M +61 447 109 145

---

Internal

**From:** Vivienne Clarke <vivienneclarke@westnet.com.au>  
**Sent:** Tuesday, March 19, 2024 1:46 PM  
**To:** Don Bridges <Don.Bridges@tollgroup.com>  
**Subject:** Proposed Telecommunication facility - Airport - Shire of Christmas Island  
**Importance:** High

**CAUTION:** This email originated from outside the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hi Don,

Just wondering if you might have had a moment to review this query and if you could confirm if the location of the infrastructure is acceptable in this regard?

Just let us know if you have any queries.

Thanks  
Viv



Senior Planner  
Bachelor of Urban and Regional Planning



## SHIRE OF CHRISTMAS ISLAND

---

SUBMISSION TO	Ordinary Council Meeting 23 April 2024
AGENDA REFERENCE	10.1.3
SUBJECT	Development Application Gaze Road Motel
LOCATION/ADDRESS/APPLICANT	Off2site Projects, Ann Tuppen Lot 4 Gaze Road Christmas Island
FILE REFERENCE	1750 40
INTEREST DISCLOSURE	Nil
DATE OF REPORT	April 2024
AUTHOR	Halsall and Associates
SIGNATURE OF CEO	SIGNED

---

### RECOMMENDATION

That Council grant planning approval for the proposed Motel at Lot 4 Gaze Road, Christmas Island, subject to the following conditions:

1. Unless otherwise permitted under other conditions of this approval, all development shall be in accordance with the approved development plans (attached) that form part of this development approval.
2. This planning approval is valid for 2 years, if development has not substantially commenced in that time this approval shall lapse and have no further effect.
3. A Landscape Management Plan is to be prepared and approved by the local government prior to the commencement of site works identifying the existing vegetation on site to be retained and vegetation to be replaced as a result of site works and detailing landscape works to be undertaken.
4. The approved Landscape Management Plan is to be implemented to the satisfaction of the local government.
5. All external fixtures such as air conditioning units are to be adequately screened or located such that they are not visible from key viewing areas to the satisfaction of the local government.

6. A minimum 14 car-parking bays being provided for the exclusive use of the Motel being clearly marked including a disabled bay being provided in accordance with AS 2890.6-2009. The proposed crossover, accessway and car parking areas shall be constructed and drained to an appropriate standard to the satisfaction of the local government prior to operation of the use.
7. Parking associated with the use of the site shall not impact on the function of the public road network or surrounding landowners and shall be designed such that vehicles can exit the site in a forward direction.
8. On application of a building licence, the applicant shall provide engineer certified drawings demonstrating that all structures are compliant with Region B – Wind Actions (AS/NZ 1170.2.2011) and Earthquake Actions (AS 1170.4.2007).
9. Structural certification will be required for the construction of buildings in accordance with site and wind classification determined for the subject site.
10. Detail regarding fire wall rating is to be submitted at building permit stage.
11. Signage limited to the name, number and address of the building, purpose of the building and the name and address of the managing agent thereof to a maximum size of 0.2m<sup>2</sup> is exempted from the need for planning approval.
12. All vehicles connected with the premises including loading and unloading activities shall be parked within the boundaries of the premises.
13. A building permit is required to be issued by the Shire prior to consideration of a demolition permit which is required for removal of any existing development on site.
14. This motel be for the short-term accommodation of guests only - (no more than three (3) months in a twelve (12) month period).
15. An Interpretation Strategy which addresses the history and significance of Mandor's House and the former Labour Contractor's Quarters in the context of the early Chinese settlement of the area shall be provided prior to occupancy and operation of the use. The Interpretation Plan should consider an interpretation outcome for the

demolished Mandor's House and the retained former Labour Contractor's Quarters. Interpretation outcomes should be implemented prior to occupancy of the new hotel development.

16. Construction works shall be limited as follows:

a) Monday to Friday, 8am to 5pm.

17. The breakfast room operation is limited to use of guests of the motel only.

18. The Proponent shall submit, at the time of application for a building permit, documentation in compliance with the *Building Regulations 1989* and the *Building Code of Australia 2004*, including in particular detailed plans and specifications for site works, including finished ground and floor levels, storm water and roof run-off disposal, existing easements, parking areas including pavement type, lighting, loading bays, refuse bulk bin areas and fire resilience where applicable, to the satisfaction of Council.

19. All works to the former Labour Contractor's Quarters should be carefully undertaken to ensure that minimal damage occurs to the original building fabric. Cleaning and repair work to the original limestone walls should follow best practice conservation methods and technique and/or be guided by a heritage professional. Low pressure water washing and soft brush cleaning of masonry/stonework is recommended to ensure no pitting or raking of the surface stone occurs.

20. An historical archaeologist should be consulted regarding the potential to impact existing archaeological evidence and if necessary an Archaeological Management Plan is to be prepared to include appropriate procedures for identification, assessment, documentation and management of any archaeological material encountered during ground disturbance work. Implementation of an archaeological watching brief by a suitably qualified archaeologist at the commencement of any ground disturbance work may be necessary to manage the site's archaeological potential.

21. An updated Heritage Impact Assessment (HIA) is to be undertaken to consider any direct or indirect significant impacts for adjoining Commonwealth land. This is to be prepared and endorsed by the Shire prior to issue of a building permit.

**22. Preparation of an archival record of both heritage ruins is required to the satisfaction of the local government prior to any works/demolition being undertaken.**

**23. External finishes/treatments for the proposal shall as per the 'Gaze Road Finishes' schedule attached. All external treatments and colours should be consistent with that prevailing in the Settlement Heritage precinct.**

**Advice Notes:**

- a) This is development approval only. The applicant/owner is advised that it is their responsibility to obtain a building permit prior to construction commencing.
- b) The Shire of Christmas Island advises that where a development approval contains conditions which are required to be fulfilled prior to the commencement of site works, to commence development prior to fulfilling these conditions is contrary to this approval and therefore unauthorised development.
- c) The proposal will need to comply with NCC volume one amendment 1, class 3 building, and that building permit documentation should address this, specifically with regard to access and fire resistance.
- d) The proposal must clearly document how the building will achieve the requirements of Sections NCC 2019 Volume one Section D Access and egress (D3 Access for people with a disability) and Section C Fire Resistance.
- e) In regard to condition 21, the Environment Protection and Biodiversity Conservation Regulations 2000 (EPBC Regulations) requires a permit for activities which may cause death, injure, take, trade, keep or move a member of a protected species and/or damage or destroy a nest or dwelling place of a member of a protected species. These matters should also be considered within an updated HIA self-assessment. Please see the DCCEEW website for further information on the requirements of a permits. Commonwealth Territories of Cocos (Keeling) Islands, Christmas Island and the Coral Sea Islands | Protected species permits – DCCEEW
- f) You are advised of the need to comply with the requirements of the following other legislation:



- l) *Health (Miscellaneous Provisions) Act 1911* and Department requirements in respect to the development and use of the premises.

## **NOTE**

The proposal was referred to adjoining neighbours and two (2) letters supporting the proposal were received.

## **BACKGROUND**

The Shire has received an application for consideration of an 18-room Motel at the subject site, together with a separate reception and associated carparking and infrastructure. The site incorporates a former caretaker's residence and labour contractor's quarter's which are retained in a dilapidated condition.

The former Mandors House incorporates a former two (2) storey building which housed single women on the island from the 1930's and was also dubbed the Virgins Castle. The caretaker's residence was built before 1910 and is a single storey separate structure.

The proposal is informed by a Structural Assessment completed by Inter Engineering. This report was originally prepared in 2018 and was subsequently updated in March 2023. Both the original and updated report identifies that the former caretaker's residence is suitable to be retained and refurbished, with the 2023 assessment stating that that the overall structural condition of the caretakers dwelling is still generally unchanged from the condition reported in the original inspection as undertaken. Both reports are appended to this proposal and summarised in a later section. The reports also identify that the former Mandor's House is not capable of re-use given it is structurally unsound.

The proposal is further informed by a Heritage Impact Assessment that was undertaken by GML Heritage. In February 2019. This report was referred to the Commonwealth Heritage Commission (CHC) and response received from this authority notes the recommendation from GML Heritage states -

*'the proposed action to redevelop the site would not have a significant impact on the heritage values of Settlement include the identified values of Mandor's House and the Former Labour Contractor's Quarters. As such it was determined that a referral under the EPBC Act was not required''.*

The proposal was subsequently referred to the Heritage branch Department of Planning, Lands and Heritage for review given the site has pre-existing heritage values and it is noted that freehold properties with heritage values on Christmas Island are now to be protected and managed at a local level in accordance with the *Heritage Act 2018 (W.A) (C.I.)*. Comment from this authority has been incorporated within conditional requirements above and is detailed in a later part of this report.

The proposal is also informed by comment from the Commonwealth Heritage Division. Although the Commonwealth no longer subject to referral to this authority given the proposal is on private land, they have provided comment given the site is proximate to Commonwealth vested land and comment in this regard is provided in a later section of this report.

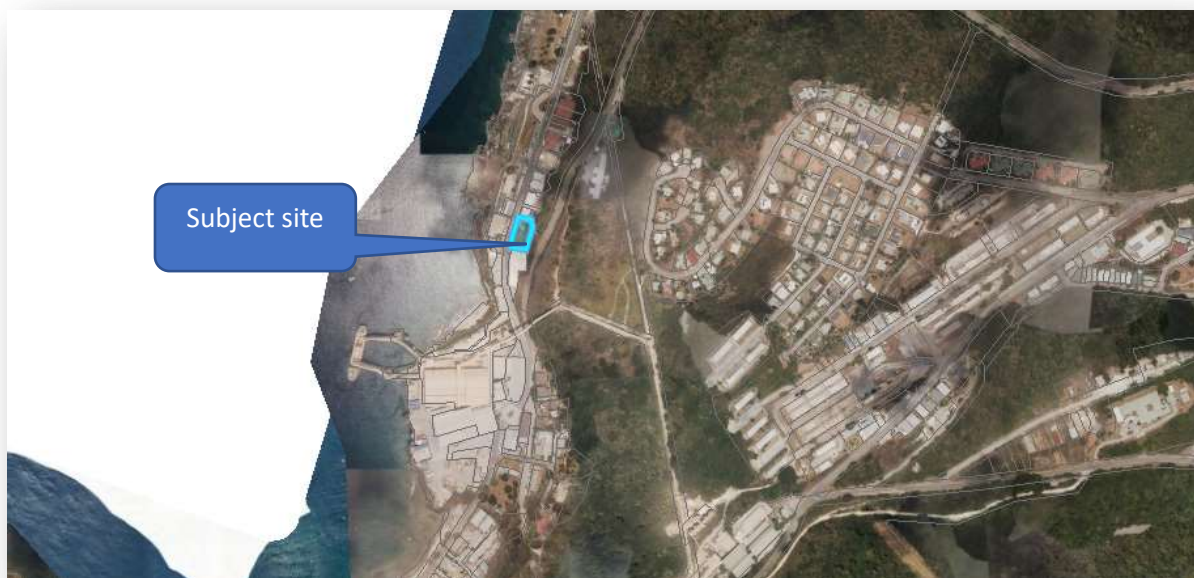
Plans of the proposed development are included with the agenda for Councillors review.

### **The Subject Site**

The subject site is identified as Lot 4 Gaze Road, Christmas Island ('the site'). The site is approximately 1700m<sup>2</sup> in area. The site is located in the 'Settlement' precinct. The location of the site is to the north of Flying Fish Cove on the eastern alignment of Gaze Road. The location of the site is evident in **Figure 1** below with the characteristics of the site evident in **Figure 2**.

**Figure 1** - Location Plan

Source: PlanWA



**Figure 2 – Site characteristics**

Source: Plan WA

The subject site is provided with gazetted road frontage to Gaze Road along the extent of the



western boundary alignment. Land adjoining to the north accommodates an established building and a temple owned by the Chinese Literary Association of Christmas Island. The site also adjoins the location of the Christmas Island Metro Supermarket directly to the south. To the rear the site adjoins Crown land with a steeply elevated gradient. The site is provided with a reticulated water connection and has power available with a powered substation SUB504 located mid-way along the southern boundary. Drainage generated by the development is to be retained on site.

As detailed in the introduction, the subject site currently accommodates derelict structures originally associated with the island contractors house (caretakers house) and the former Mandor's house, a two-storey building that housed single women from the 1930's and was dubbed 'The Virgins Castle'. The former caretakers house was built prior to 1910.



The site is undulating and has a gradient towards Gaze Road. Further character of the site from the site frontage is evident Figure 3, 4 and 5 below.

**Figure 3** – Existing structure (former caretakers house) to be retained  
Heritage

Source: DPLH

**Figure 4** – Second structure – Mandor’s House – to be removed  
Heritage

Source: DPLH



**Figure 5** – Image of existing structures from road frontage

Source: DPLH Heritage



The subject site adjoins areas that have been constructed to accommodate car parking including within the immediate street frontage and on the opposite side of the street in association with the location of the visitor's centre and the adjoining supermarket.

The structures on site have been the subject of review by Inter Engineering in 2018 this review identified that the former caretaker's residence is suitable to be retained and refurbished. However, given the length of time that has transpired from the preparation of the original report and lodgement of the proposal, an updated report was also undertaken over this structure in 2023. The revised report confirms this structure is still structurally sound to be the subject of refurbishment and incorporation into the motel design by way of this proposal. The structural report (2018) established that that the former Virgins Castle has also been found to be too dilapidated for refurbishment to occur and is therefore proposed for removal from the site.



The site has also been the subject of a Heritage Impact Assessment undertaken by GML Heritage in 2019. The assessment demonstrates that the development will not have significant impact on the heritage values of Settlement however the proposal was subsequently referred to the Heritage and Property Services are of the Department of Planning, Lands and Heritage to obtain comment from this department given the nature of development and associated heritage considerations. This is summarised in a later section of this report.

## **The Proposal**

The proposal is for consideration of a motel development that will accommodate 18 rooms, reception and breakfast room that will accommodate refurbishment of the existing heritage structure (former caretakers residence), together with associated car parking and outdoor facilities including a swimming pool and guest seating. The characteristics of the proposal are evident in the application plans at **Attachment 1**.

The site will take access from the Gaze Road frontage by way of a bitumised driveway alignment and will also retain existing retaining which will be retained and entry pathways which will be partially retained or replaced. The proposal also includes landscaped areas about the property, and a guest laundry is also provided. All facilities on site are for guest use only.

Importantly, the site has connection to the island's main water supply and has two sewer connections, and power is readily available. A powered substation – 'SUB504' is located midway along the southern boundary. The applicant has advised that the design and layout of the motel has taken into account access to this substation. Pedestrian access for IOTPA contractors is provided in front of the stairs to the upper floor of the Motel. It is noted that if equipment needs to be replaced, it can be removed via a hiab onto a truck parked on the road directly in front of the sub-station location. The sides of the reception building will need to be a two (2) hour fire and blast wall to meet Code requirements.

As previously stated, the motel will accommodate 18 rooms, which will incorporate a mixture of standard rooms, twin rooms including an accessible room on the ground floor and a family suite. As such the proposal has been formulated with a view to appeal to a mixture of various groups of visitors to the island which is an accommodation scope not currently being provided for on the island.

There is a distribution of thirteen (13) car parking bays and a disabled car parking bay on site. It is further noted that there is additional car parking available in the street frontage with further available in proximity to the site.

The proposal has been reviewed by a certified building surveyor who has informed that the development can address BCA requirements and this can be further assessed through submission of a building permit application if approval of the development is ultimately supported.

The proposal incorporated the refurbishment of the former Caretaker's residence which is informed by a structural investigation. This structure will be retained and will become the reception for the motel operation as well as providing a breakfast room with al-fresco area on the verandah area for guests of the motel operation.

In the site frontage, there is a distribution of landscaping proposed with adjustments to the current retaining and access stairwells. The north-western stair access from Gaze Road is to be removed and replaced and the existing retaining in the site frontage to be retained as well as the centrally located stair access.

Car parking is located centrally and will be constructed, line marked and drained to the specifications of the shire's engineering department and this will be applied as a condition of approval to be addressed at building permit stage. Vehicular access provided by way of a constructed crossover and bitumen driveway incorporating 1:14 grade ramp access.

The motel accommodation incorporates accommodation rooms that include bathroom facilities and a single and double bed arrangement with kitchenette facilities. The ground floor also accommodates a laundry for guest use which is adjacent to a clothes drying court which is well screened from the site frontage.

Room 1 is designated as fully accessible and this is situated immediate to the disabled car parking bay and also the disabled access ramp to the reception/tearoom area. Pathway connection is provided by an internal pathway network about the development and through to the location of the guest seating, bbq and pool area which will be located to the southern extent of the overall proposal.

The upper storey accommodates nine (9) rooms inclusive of a family room (room 18) as well as some alternative configurations to provide alternative accommodation options together with an accessible balcony walkway and individual seating arrangements.

The development plans are appended to this this proposal at **Attachment 1**

## **Statutory Environment**

### **Shire of Christmas Island**

#### **Local Planning Scheme No.2**

With respect to Clause 10.2 of the Scheme this outlines the matters to be considered by Local Government. This clause is in fact superseded by Clause 67 of the Deemed Provisions which is for all intents and purposes almost identical. This is worded as follows:

#### **“Clause 67 Matters to be considered by local government**

*In considering an application for development approval the local government is to have due regard to the following matters to the extent that, in the opinion of the local government, those matters are relevant to the development the subject of the application –*

- a) *the aims and provisions of this Scheme and any other local planning scheme operating within the Scheme area;*
- b) *the requirements of orderly and proper planning including any proposed local planning scheme or amendment to this Scheme that has been advertised under the Planning and Development (Local Planning Schemes) Regulation 2015 or any other proposed planning instrument that the local government is seriously considering adopting or approving;*
- c) *any approved State planning policy;*
- d) *any environmental protection policy approved under the Environmental Protection Act 1986 section 31 (d);*
- e) *any policy of the Commission;*
- f) *any policy of the State;*
- g) *any local planning policy for the Scheme area;*
- h) *any structure plan, activity centre plan or local development plan that relates to the development;*



- i) *any report of the review of the local planning scheme that has been published under the Planning and Development (Local Planning Schemes) Regulations 2015;*
- j) *in the case of land reserved under this Scheme, the objectives for the reserve and the additional and permitted uses identified in this Scheme for the reserve;*
- k) *the built heritage conservation of any place that is of cultural significance;*
- l) *the effect of the proposal on the cultural heritage significance of the area in which the development is located;*
- m) *the compatibility of the development with its setting including the relationship of the development to development on adjoining land or on other land in the locality including, but not limited to, the likely effect of the height, bulk, scale, orientation and appearance of the development;*
- n) *the amenity of the locality including the following –*
  - (i) *environmental impacts of the development;*
  - (ii) *the character of the locality;*
  - (iii) *social impacts of the development;*
- o) *the likely effect of the development on the natural environment or water resources and any means that are proposed to protect or to mitigate impacts on the natural environment or the water resource;*
- p) *whether adequate provision has been made for the landscaping of the land to which the application relates and whether any trees or other vegetation on the land should be preserved;*
- q) *the suitability of the land for the development taking into account the possible risk of flooding, tidal inundation, subsidence, landslip, bush fire, soil erosion, land degradation or any other risk;*
- r) *the suitability of the land for the development taking into account the possible risk to human health or safety;*
- s) *the adequacy of –*
  - (i) *the proposed means of access to and egress from the site; and*
  - (ii) *arrangements for the loading, unloading, manoeuvring and parking of vehicles;*
- t) *the amount of traffic likely to be generated by the development, particularly in relation to the capacity of the road system in the locality and the probable effect on traffic flow and safety;*
- u) *the availability and adequacy for the development of the following –*
  - (i) *public transport services;*

- (ii) *public utility services;*
- (iii) *storage, management and collection of waste;*
  - (iv) *access for pedestrians and cyclists (including end of trip storage, toilet and shower facilities);*
- (v) *access by older people and people with disability;*
- v) *the potential loss of any community services or benefit resulting from the development other than potential loss that may result from economic competition between new and existing businesses;*
- w) *the history of the site where the development is to be located;*
- x) *the impact of the development on the community as a whole notwithstanding the impact of the development on particular individuals;*
- y) *any submission received on the application;*
- za) *the comments or submissions received from any authority consulted under clause 66;*
- zb) *any other planning consideration the local government considers appropriate.”*

Given the above, an assessment of the proposal has been undertaken particularly having regard for the compatibility of the development within its setting including the relationship to existing structures and also heritage considerations. This includes an assessment of the locality including but not limited to the likely effect of the height, bulk, scale, orientation and appearance of the development. Input was sought from the Heritage arm of the DPLH and formal response has been received which is appended to this report. The DPLH have considered the proposal in the context of the cultural heritage significance and identify that the site has a high potential for archaeological material in select areas. Further, that the hotel has a similar bulk, form and scale of the original Mandor's house ruin, with complimentary materials palette. Findings also identify that the proposal will have a moderate positive impact on Settlement Precinct through the restoration and effective re-use of the former Labour Contractor's Quarters, a place of contributory significance. The proposal will re-activate a long vacant, ruinous heritage site within the main Settlement area, providing a rare opportunity for conservation and interpretation within the islands early Chinese settlement area. DPLH recommended advice has been adapted within conditional requirements.

Further comment was received from the Commonwealth Government Heritage Division. Freehold land is no longer subject to the prohibition established by s 26(10), or ss 27A(1) or (20) of the *Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)*. However, this Authority is proximate to Commonwealth land and this authority consider the scope of the

proposal altered from the Heritage Impact Assessment (HIA) undertaken in 2019 and that it may be valuable to undertake an updated HIA to consider the final works proposed and any wider precinct impacts. To address Commonwealth concerns a condition recommending that an updated HIA is undertaken prior to issue of a building permit has been included, with Commonwealth advice also attached for review.

The subject site is zoned 'Mixed Use' under Local Planning Scheme No.2. Under Table 1 of the Scheme the use class of a 'Motel' is a 'P' use meaning the use is permitted by the Scheme providing the use complies with the relevant development standards and the requirements of the Scheme. Under Schedule 1 of the Scheme a motel is defined as follows –

***'Motel** – Means a premises used to accommodate patrons in a manner similar to a hotel but in which specific provision is made for the accommodation of patrons with motor vehicles and may comprise premises licensed under the Liquor Control Act 1988 (WA) (CI).'*

As evident on the plans attached and in the proposal section of this report, the proposal is for consideration of a Motel which can be considered in the zone. The proposal requires consideration of planning approval as it is not exempt under Clause 61 of the *Planning and Development (Local Planning Schemes) Regulations 2015* the proposal is also located in a heritage area and has been informed by a Heritage Assessment. This will be for the short-term accommodation (no more than three (3) months in a twelve (12) month period) of guests at the site and provision is also made for the accommodation of car parking bays on site in association with this use. The proposal also accommodates a separate reception building inclusive of a breakfast room which is ancillary to the motel operation and intrinsic to the management of the proposal. This will occupy the existing former caretakers' quarters on the site and will accommodate refurbishment of this structure to accommodate such operation and is informed by structural evaluation that supports this.

The objective of the mixed- use zone is to provide for a range of compatible residential, commercial and tourism development within the specific area to complement the overall development of the precinct.

Table 2 (Development Table) also outlines specific requirements for various uses. A motel is required to comply with various matters however rear setbacks and plot ratio are to be

determined by Council in each particular case. One (1) car parking bay is required for every two (2) rooms, plus 1 space per 25m<sup>2</sup> of service area.

The motel accommodates a total of eighteen (18) rooms and reception area. Car parking as provided accommodates a total of thirteen (13) car parking bays plus a disabled car parking bay located adjoining the accessible room. This is compliant with car parking ratios as specified under the scheme and to accommodate servicing requirements at Table 2.

The scheme at Table 2 provides that for a Motel, side setbacks are specified at 6 metres, front setbacks are 4 metres and landscaping is to be provided at 20% of the site area. In this instance the proposal seeks to utilise the existing footprint associated with the former caretaker's residence for the reception portion of the operation which has been historically established and will result in improvements to the existing standard of the ruin at this location however this represents a significant variation to the side setback. Variations to site and development standards and requirements can be considered under clause 5.6 of the scheme, where if a development application does not comply with a standard or requirement prescribed under the Scheme, the local government may, despite the non-compliance, approve the application subject to conditions as they see fit. The proposal has been notified to all adjoining neighbours and no objections were received. The location of the structure is proximate to the adjoining boundary and as such was referred to a building surveyor for consideration of fire rating requirements. Given proximity of the structure to the adjoining boundary firewall considerations have been noted and detail in relation to this is to be provided at building permit stage.

The proposal accommodates a 1.5m setback to the rear of the site, which replicates the current structural footprint and can be determined as acceptable by the local government in each instance. A further setback variation is proposed to the southern side boundary to a minimum width of 3m, however this adjoins the existing supermarket at this location which is located in close proximity to the adjoining boundary. As such, the location of development at the setback proposed is commiserate with development in the immediate vicinity and no issues were raised during the notification process such that the side setback can be considered acceptable in this instance.

The proposed Motel structure is setback in excess of 4 metres from the site frontage with existing boundary retaining and stair access currently located in the front setback area which

will be retained. The front setback area will be subject to landscaping and will be informed by a landscaping plan as required as a condition of approval.

The overall height of the retained structure from Natural Ground Level is generally commiserate with development adjoining. The finished floor level is in excess of 500mm from natural ground level primarily in the frontage of the retained structure that accommodates a veranda and dining area. A review of the implications with regard to overlooking and privacy take into consideration that the siting and orientation of adjoining development which consists of a temple. The proposal was notified for comment with this adjoining landowner. Again, the adjoining landowner also did not have any objections in regard to the siting of the proposal.

Based on all the information above, it is considered that the proposal is generally consistent with the Scheme and in keeping with the general character of the area. A review of the immediate area identifies that there are a range of retail operations and short-term accommodation options. The proposal is considered to complement existing uses in the vicinity and also provide an alternative accommodation option at the site whilst revitalising an existing heritage structure.

It is acknowledged that stability of the site and structures under all weather conditions is an important consideration and therefore a condition has been imposed to address this.

To ensure that the character and amenity of the area is retained, it is considered important that the colour and finishes of all aspects of the proposal are confirmed and approved by the Shire prior to construction. As such a condition has been included in this regard.

#### **POLICY IMPLICATIONS**

None

#### **FINANCIAL IMPLICATIONS**

None

#### **STRATEGIC IMPLICATIONS & MILESTONES**

None

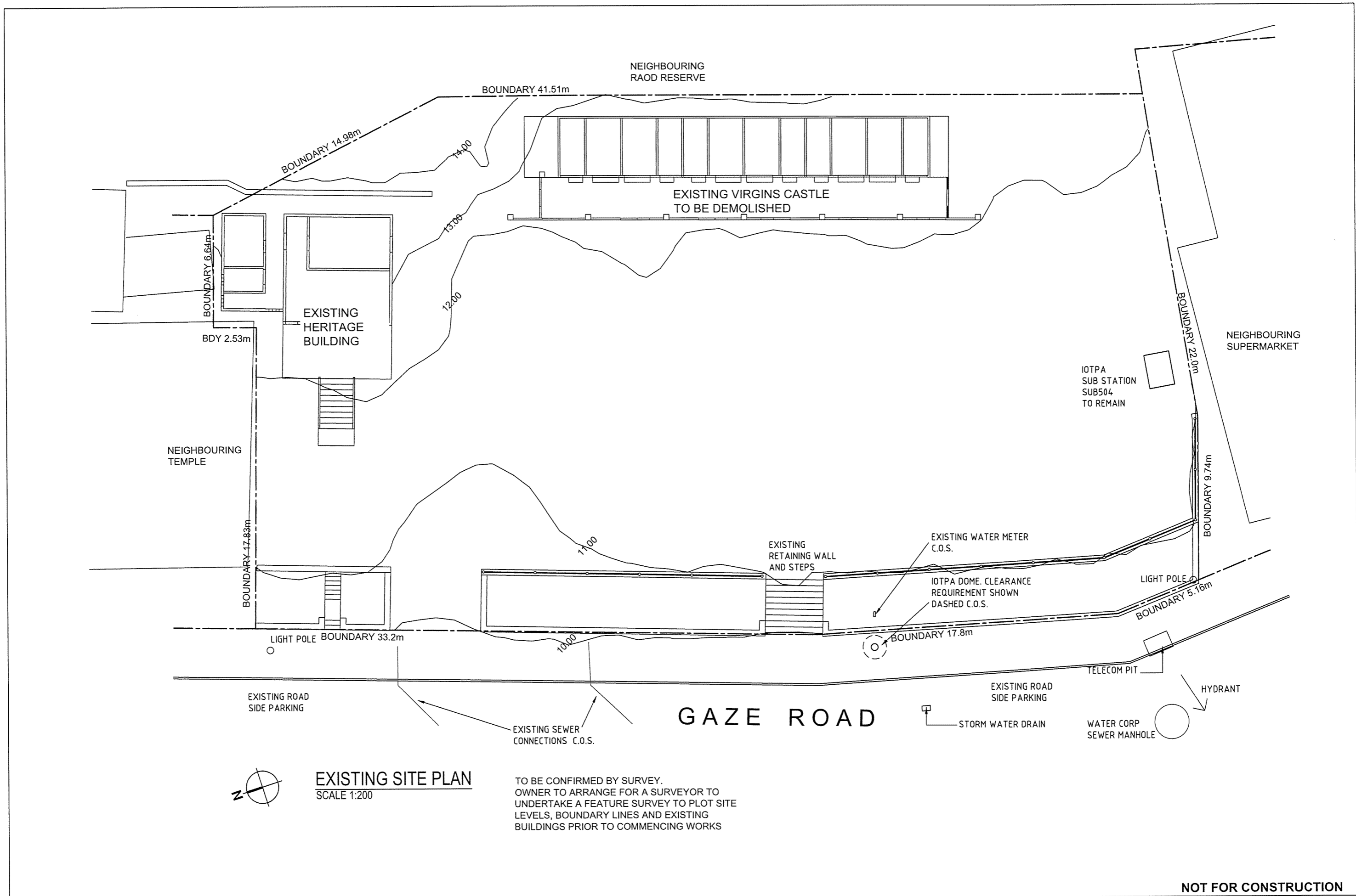
#### **VOTING REQUIREMENTS**

Simple Majority

#### **ATTACHMENTS**

- 10.1.3.1 - Submitted Plans
- 10.1.3.2 - Comment from WAPC Heritage Branch
- 10.1.3.3 - Comment from Commonwealth Heritage
- 10.1.3.4 - Comment of support from notification period
- 10.1.3.5 - Structural certification

10.1.3.6 - Heritage HIA



**NOT FOR CONSTRUCTION**

**OFF2SITE PROJECTS**  
OFF2SITE PROJECTS PTY LTD  
PHONE: 0412 281 407  
EMAIL: off2site@inet.net.au

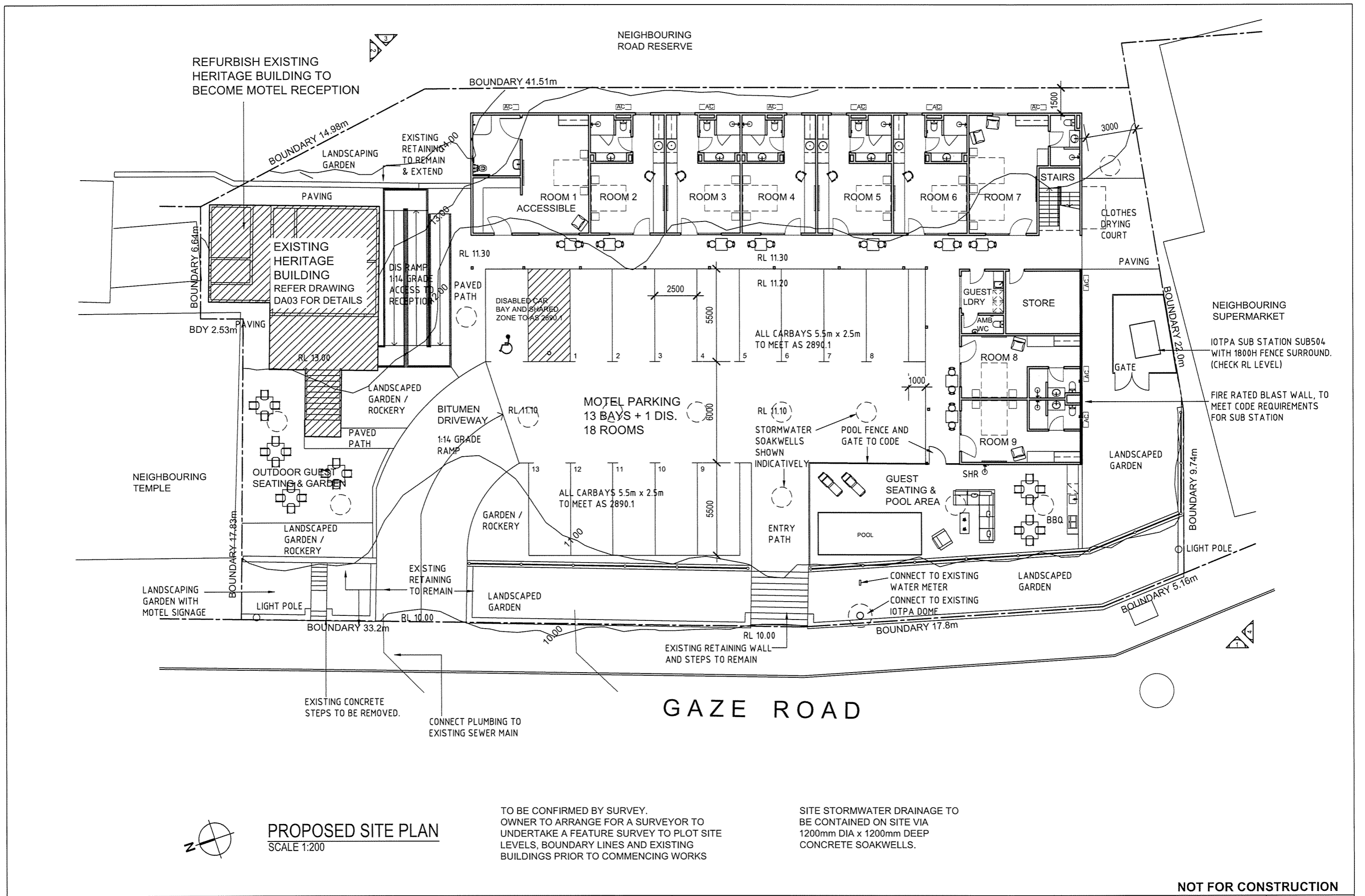
revision schedule		
A	03.02.2023	ISSUE FOR APPROVAL
B	06.12.2023	PRELIMINARY
C	13.12.2023	ISSUE FOR APPROVAL

client  
**ACKER PTY LTD**

PROPOSED MOTEL  
LOT 337  
4 GAZE ROAD  
CHRISTMAS ISLAND  
SHIRE OF CHRISTMAS ISLAND  
PLAN DIAG 2142/953 AREA 1699qm ZONED MIXED USE

drawing name  
**EXISTING SITE PLAN**

date FEBRUARY 2023
drawing # <b>22063_DA01</b>
revision <b>C</b>
scale AS SHOWN @ A3



**PROPOSED SITE PLAN**  
SCALE 1:200

**NOT FOR CONSTRUCTION**

**OFF2SITE**  
PROJECTS

OFF2SITE PROJECTS PTY LTD  
PHONE: 0412 281 407  
EMAIL: off2site@inet.net.au

revision schedule		
B	06.12.2023	PRELIMINARY
C	08.12.2023	PRELIMINARY
D	13.12.2023	ISSUE FOR APPROVAL
E	20.03.24	ISSUE FOR APPROVAL

client  
**ACKER PTY LTD**

DO NOT SCALE - IF IN DOUBT, ASK. ALL DIMENSIONS IN MILLIMETERS. VERIFY ALL SETOUTS ON SITE BEFORE COMMENCING ANY WORKS.  
IT IS AN INFRINGEMENT OF COPYRIGHT IN THIS DRAWING AND DESIGN TO COPY OR COMMUNICATE ITS CONTENTS TO ANY THIRD PARTY WITHOUT WRITTEN CONSENT OF OFF2SITE PROJECTS

PROPOSED MOTEL

LOT 337  
4 GAZE ROAD  
CHRISTMAS ISLAND  
SHIRE OF CHRISTMAS ISLAND  
PLAN DIAG 2142/953 AREA 1699sqm ZONED MIXED USE

drawing name

**PROPOSED SITE PLAN**

date  
FEBRUARY 2023

drawing #

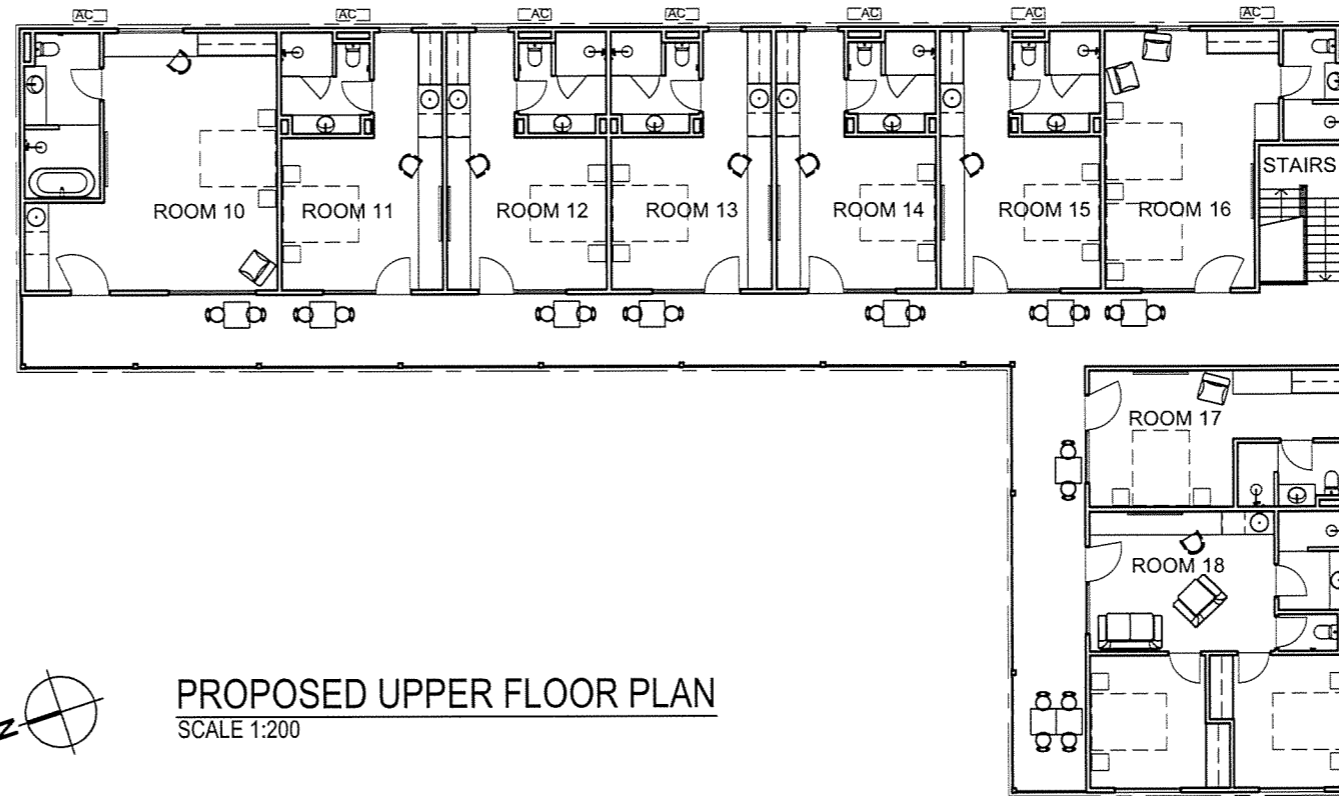
**22063\_DA02**

revision

**E**

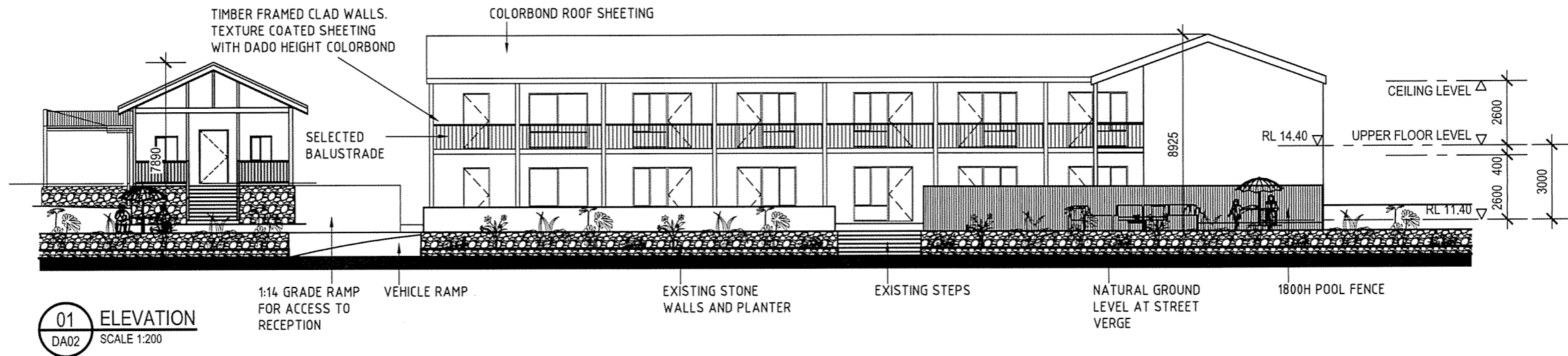
scale  
AS SHOWN @ A3





**PROPOSED UPPER FLOOR PLAN**  
SCALE 1:200

FIRE RATED BLAST WALL, TO MEET CODE REQUIREMENTS FOR SUB STATION



**01 ELEVATION**  
DA02 SCALE 1:200

**NOT FOR CONSTRUCTION**

**OFF2SITE PROJECTS**

OFF2SITE PROJECTS PTY LTD  
PHONE: 0412 281 407  
EMAIL: off2site@inet.net.au

revision schedule		
B	06.12.2023	PRELIMINARY
C	08.12.2023	PRELIMINARY
D	13.12.2023	ISSUE FOR APPROVAL
E	12.03.24	ISSUE FOR APPROVAL

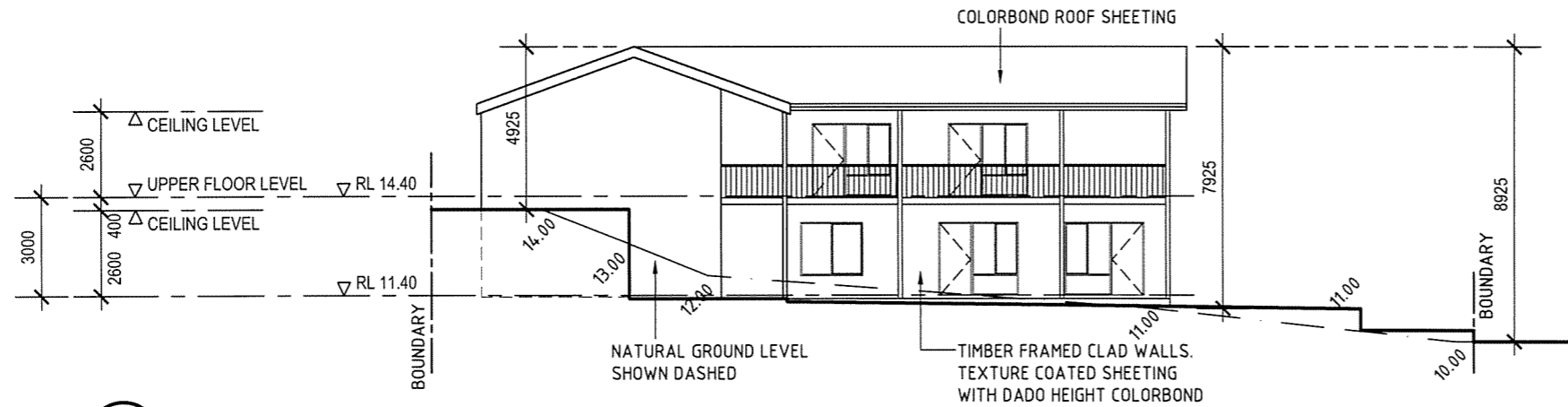
client  
**ACKER PTY LTD**

DO NOT SCALE - IF IN DOUBT, ASK. ALL DIMENSIONS IN MILLIMETERS. VERIFY ALL SETOUTS ON SITE BEFORE COMMENCING ANY WORKS. IT IS AN INFRINGEMENT OF COPYRIGHT IN THIS DRAWING AND DESIGN TO COPY OR COMMUNICATE ITS CONTENTS TO ANY THIRD PARTY WITHOUT WRITTEN CONSENT OF OFF2SITE PROJECTS

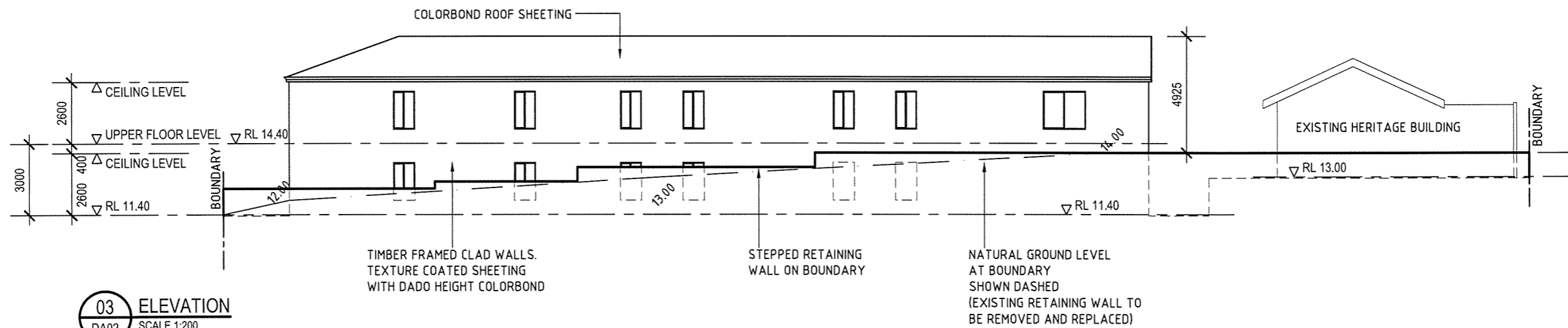
**PROPOSED MOTEL**

LOT 337  
4 GAZE ROAD  
CHRISTMAS ISLAND  
SHIRE OF CHRISTMAS ISLAND  
PLAN DIAG 2142/953 AREA 1698qm ZONED MIXED USE

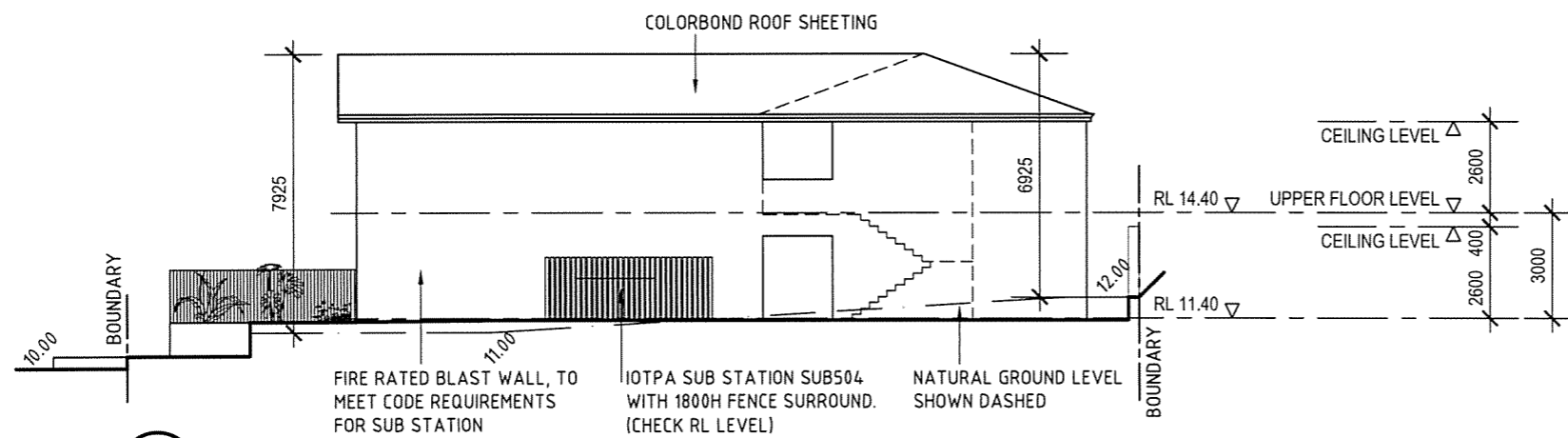
drawing name		date	
<b>PROPOSED UPPER FLOOR PLAN &amp; STREET ELEVATION</b>		FEBRUARY 2023	
drawing #	revision	scale	
<b>22063_DA03</b>	<b>E</b>	AS SHOWN @ A3	



**02 ELEVATION**  
DA02 SCALE 1:200



**03 ELEVATION**  
DA02 SCALE 1:200



**04 ELEVATION**  
DA02 SCALE 1:200

**NOT FOR CONSTRUCTION**

**OFF2SITE**  
PROJECTS

OFF2SITE PROJECTS PTY LTD  
PHONE: 0412 281 407  
EMAIL: off2site@inet.net.au

revision schedule

A	09.03.2024	ISSUE FOR APPROVAL
B	12.03.2024	ISSUE FOR APPROVAL

client

ACKER PTY LTD

DO NOT SCALE - IF IN DOUBT, ASK. ALL DIMENSIONS IN MILLIMETERS. VERIFY ALL SETOUTS ON SITE BEFORE COMMENCING ANY WORKS.  
IT IS AN INFRINGEMENT OF COPYRIGHT IN THIS DRAWING AND DESIGN TO COPY OR COMMUNICATE ITS CONTENTS TO ANY THIRD PARTY WITHOUT WRITTEN CONSENT OF OFF2SITE PROJECTS

PROPOSED MOTEL

LOT 337  
4 GAZE ROAD  
CHRISTMAS ISLAND  
SHIRE OF CHRISTMAS ISLAND  
PLAN DIAG 2142/953 AREA 1698qm ZONED MIXED USE

drawing name

ELEVATIONS

drawing #

22063\_DA03a

revision

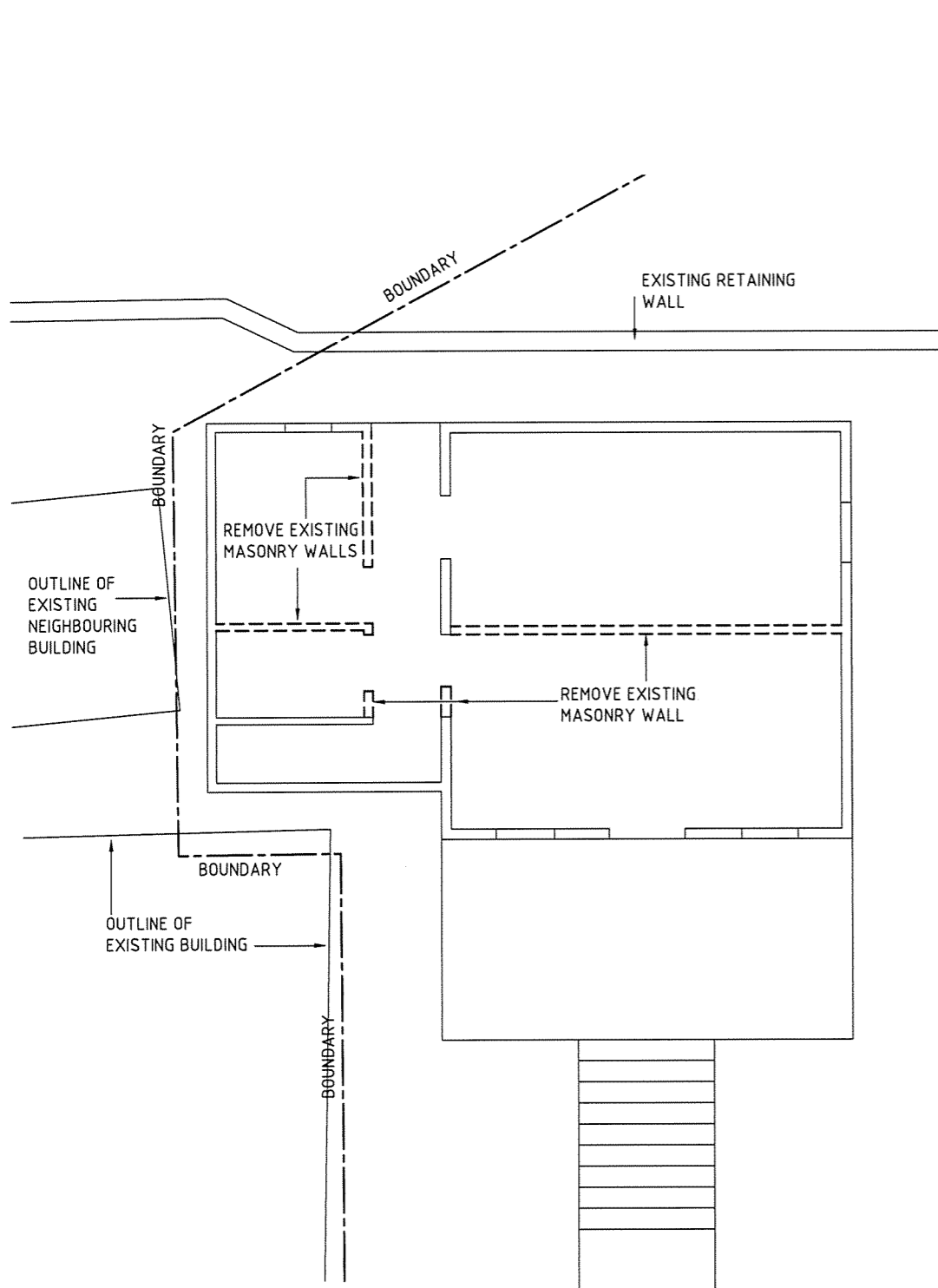
B

scale

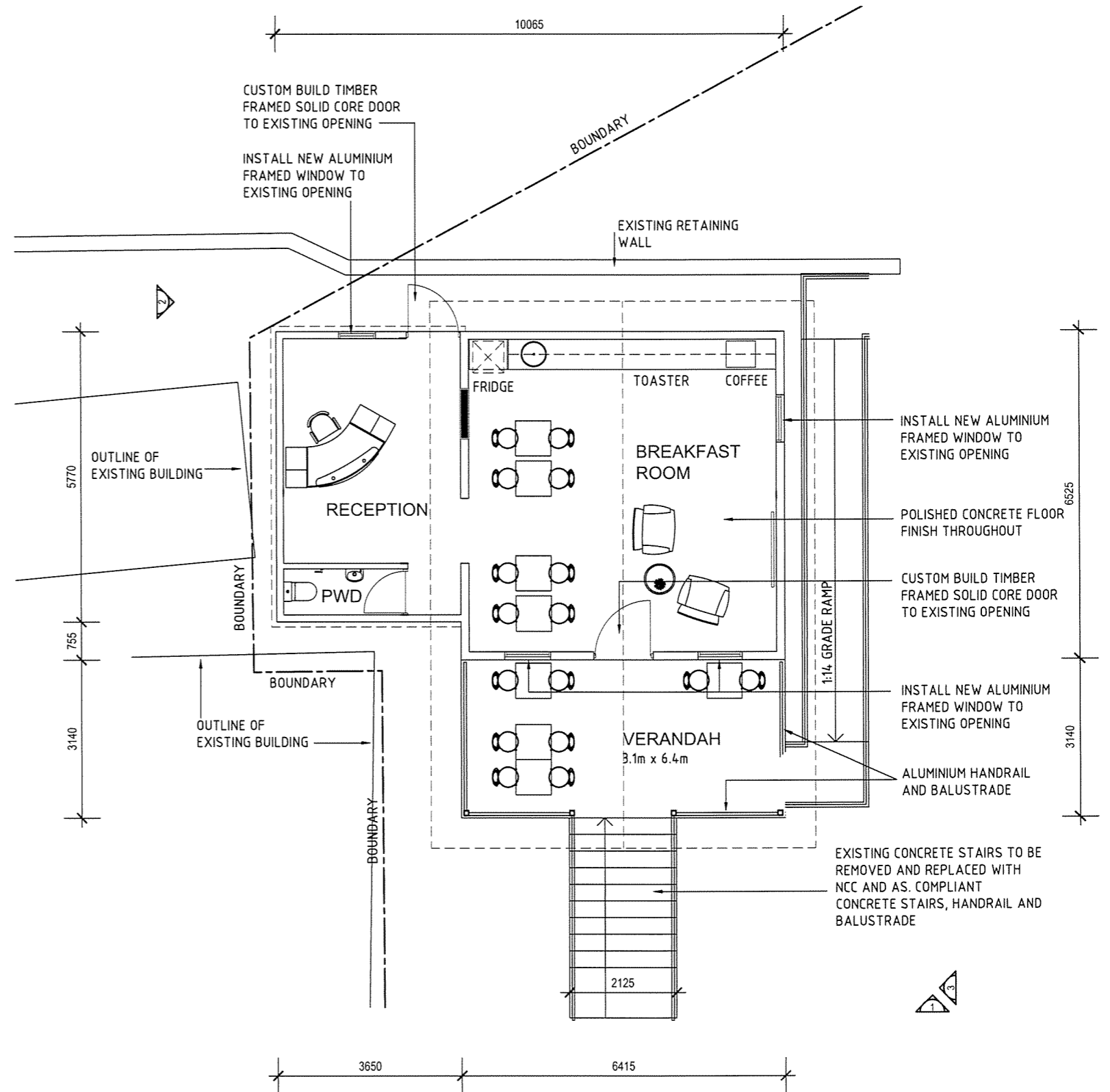
AS SHOWN @ A3

date

FEBRUARY 2023



**EXISTING PLAN**  
SCALE 1:100



**PROPOSED PLAN**  
SCALE 1:100

REFURBISH EXISTING CARETAKERS BUILDING TO BECOME MOTEL RECEPTION AND GUEST BREAKFAST ROOM

EXISTING MASONRY WALLS TO BE PRESSURE BLAST AND MADE GOOD

**NOT FOR CONSTRUCTION**

**OFF2SITE PROJECTS**  
OFF2SITE PROJECTS PTY LTD  
PHONE: 0412 281 407  
EMAIL: off2site@inet.net.au

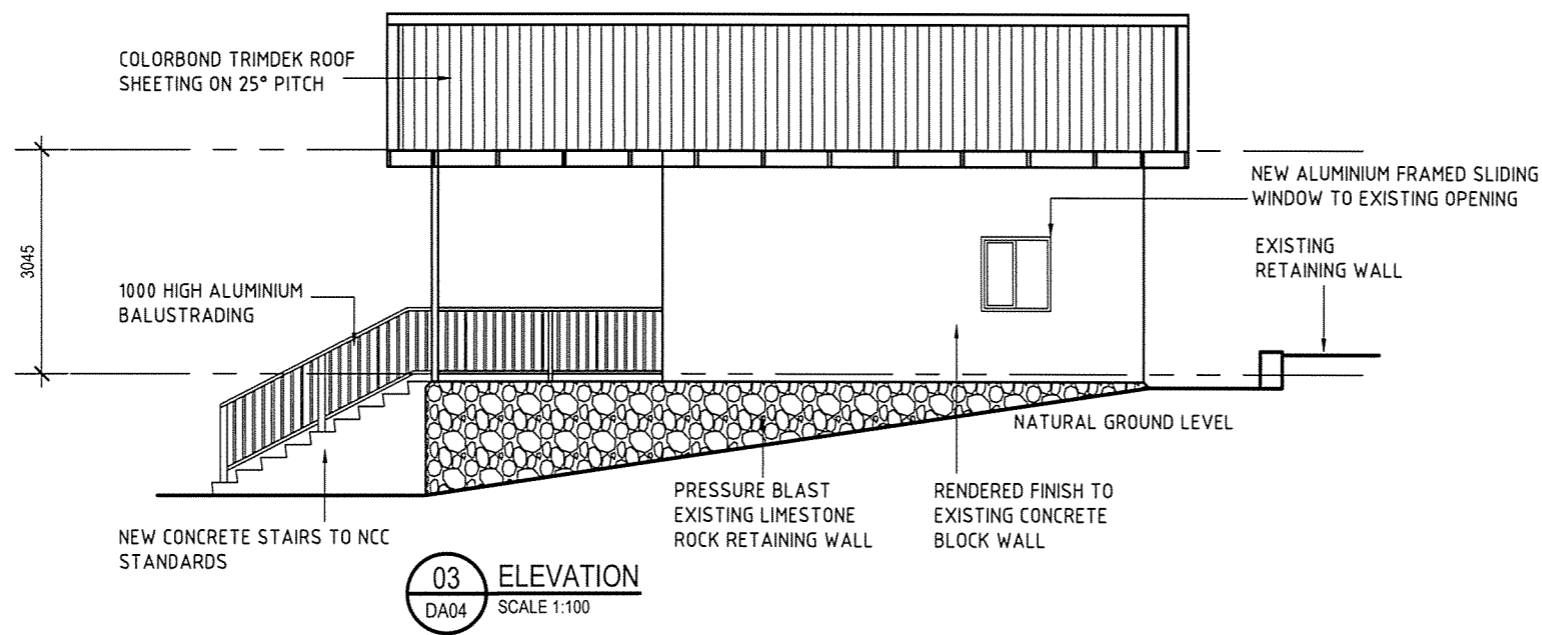
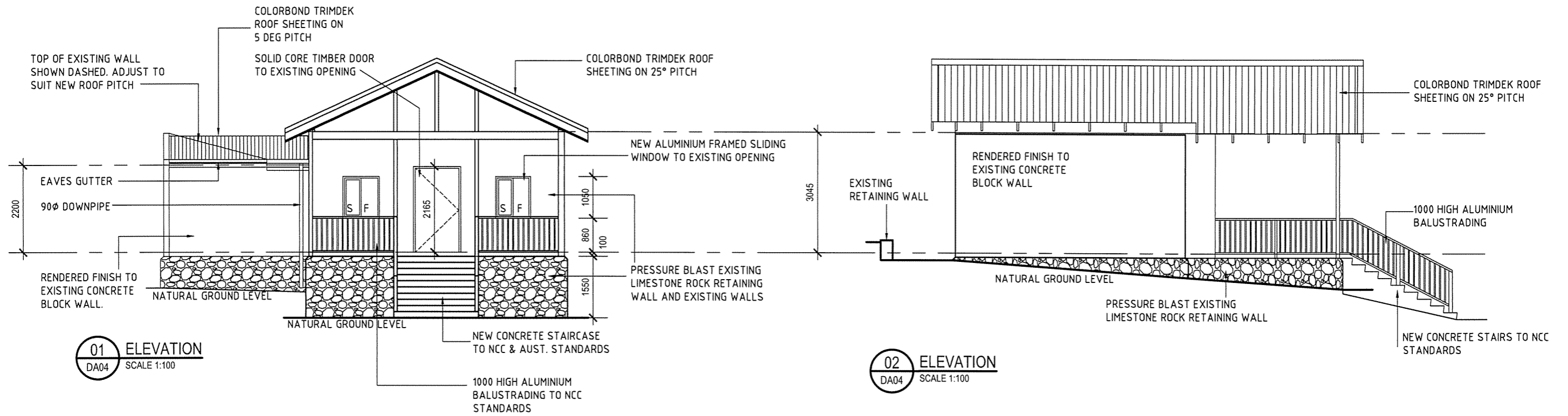
revision schedule		
A	03.02.2023	ISSUE FOR APPROVAL
B	06.12.2023	PRELIMINARY
C	08.12.2023	PRELIMINARY
D	13.12.2023	ISSUE FOR APPROVAL

client  
**ACKER PTY LTD**  
  
DO NOT SCALE - IF IN DOUBT, ASK. ALL DIMENSIONS IN MILLIMETERS. VERIFY ALL SETOUTS ON SITE BEFORE COMMENCING ANY WORKS.  
IT IS AN INFRINGEMENT OF COPYRIGHT IN THIS DRAWING AND DESIGN TO COPY OR COMMUNICATE ITS CONTENTS TO ANY THIRD PARTY WITHOUT WRITTEN CONSENT OF OFF2SITE PROJECTS

PROPOSED MOTEL  
  
LOT 337  
4 GAZE ROAD  
CHRISTMAS ISLAND  
SHIRE OF CHRISTMAS ISLAND  
PLAN DIAG 2142/953 AREA 1699sqm ZONED MIXED USE

drawing name  
**PROPOSED RECEPTION FLOOR PLANS**  
drawing # **22063\_DA04**

date  
FEBRUARY 2023  
revision  
**D**  
scale  
AS SHOWN @ A3



**NOT FOR CONSTRUCTION**

**OFF2SITE**  
PROJECTS

OFF2SITE PROJECTS PTY LTD  
PHONE: 0412 281 407  
EMAIL: off2site@iinet.net.au

revision schedule		
A	03.02.2023	ISSUE FOR APPROVAL
B	06.12.2023	PRELIMINARY
C	13.12.2023	ISSUE FOR APPROVAL

client  
**ACKER PTY LTD**

DO NOT SCALE - IF IN DOUBT, ASK. ALL DIMENSIONS IN MILLIMETERS. VERIFY ALL SETOUTS ON SITE BEFORE COMMENCING ANY WORKS.  
IT IS AN INFRINGEMENT OF COPYRIGHT IN THIS DRAWING AND DESIGN TO COPY OR COMMUNICATE ITS CONTENTS TO ANY THIRD PARTY WITHOUT WRITTEN CONSENT OF OFF2SITE PROJECTS

**PROPOSED MOTEL**

LOT 337  
4 GAZE ROAD  
CHRISTMAS ISLAND  
SHIRE OF CHRISTMAS ISLAND  
PLAN DIAG 2142/953 AREA 1699qm ZONED MIXED USE

drawing name		date
<b>PROPOSED ELEVATIONS</b>		FEBRUARY 2023
<b>RECEPTION</b>		
drawing #	revision	scale
<b>22063_DA05</b>	<b>C</b>	AS SHOWN @ A3

Your ref: N/A  
Our ref: P23696-51244  
Enquiries: Lara Watson (08) 6552 4023

Halsall & Associates  
Town Planning Consultants  
[viv@halsall.net.au](mailto:viv@halsall.net.au)

Attention: Vivienne Clarke – Senior Planner

Dear Vivienne

**MANDOR'S HOUSE AND FORMER LABOUR CONTRACTOR'S QUARTERS, 4  
GAZE ROAD, CHRISTMAS ISLAND - SETTLEMENT – SERVICE PRECINCT**

Thank you for referring proposal described below to the Department of Planning,  
Lands and Heritage:

Place Number	P23696
Place Name	MANDOR'S HOUSE AND FORMER LABOUR CONTRACTOR'S QUARTERS, SETTLEMENT – SERVICE PRECINCT - CHRISTMAS ISLAND (EXT)
Street Address	4 Gaze Road, Settlement, Christmas Island
Referral date	14 February 2024
Proposal Description	Proposed new hotel development

We received the following information:

Cover letter from Off2Site Projects, dated 12 December 2023

Structural Condition Assessment - Contractor's House, 2807-02, by Inter Engineering, dated 27/03/2018

Heritage Impact Assessment, 4 Gaze Roads, by GML Heritage, February 2019

Revised Structural Assessment, Lot 4 Gaze Road. Christmas Island, by WA Structural, dated 14/03/2023

Drawings prepared by Off2Site Projects:

Dwg 22063-DA01-Rev.C – Site Plan

Dwg 22063-DA02-Rev.D – Proposed Site Plan

Dwg 22063-DA03-Rev.D - Proposed Upper Floor Plan and Street Elevations

Dwg 22063-DA04-Rev.D - Proposed Reception Floor Plans

Dwg 22063-DA05-Rev.C – Proposed Elevations Reception

The Australian Government has responsibility for the external territories of Christmas Island and the Cocos (Keeling) Islands, collectively known as the Indian Ocean Territories (IOT).

The Western Australian Department of Planning, Lands and Heritage ('Department') provides State planning, lands and heritage services to the IOT under a service delivery arrangement (SDA) with the Australian Government. Services are funded by the Australian Government through the Department of Infrastructure, Transport, Regional Development, Communications and the Arts (DITRDCA).

The Department's Heritage Services division has considered the proposal in the context of the cultural heritage significance of the place and offers the following advice:

## Findings

- Settlement Precinct is entered on the Commonwealth Heritage List (CHL). The precinct comprises *Settlement - Residential Precinct* (HCWA Place No. P23685) which is the early European residential precinct, and *Settlement - Service Precinct* (HCWA Place No. P23696) which is the early Chinese settlement area.
- The subject site is located within *Settlement – Service Precinct*. It contains two ruins - Mandor's House (HCWA Place No. P23710), also known as 'Virgin's Castle' or 'Virgin's Quarters', and the former Labour Contractors Quarters (no HCWA Place No. assigned) also known as 'Mandor's Terrace'.
- *Settlement – Service Precinct* has cultural heritage significance for its historic associations with the establishment of the early Chinese settlement, the provision of services for employees of Christmas Island Phosphate Company and post-1949 substantial expansions in service and commercial developments of the British Phosphate Company. The Precinct has a high potential for archaeological material in select areas, including the area occupied by the former Labour Contractor's Quarters and Mandor's House.
- The Shire of Christmas Island ('Shire') is currently working with the Department to satisfy State government requirements for local heritage identification and protection under the *Heritage Act (2018) (WA) (CI)* and the *Planning and Development (Local Planning Scheme) Regulations 2015*, as applicable to Christmas Island.
- The Shire adopted a local heritage survey in 2022. However a heritage list, to identify local places worthy of built heritage conservation under the local planning scheme, is yet to be prepared and adopted.
- Settlement Precinct is included in the local heritage survey, where it is noted for its 'exceptional' local heritage value. Neither Mandor's House nor the Labour Contractor's Quarters is specifically mentioned in the local heritage survey.
- A Heritage Review, prepared by Godden Mackay Logan on behalf of the Australian Government in 1998, identifies the former Labour Contractor's Quarters as of "high" relative heritage value for the precinct, with a recommendation that the place is "retained and interpreted as a ruin or sympathetically restored and adapted to a new use". Mandor's House is assigned a "low" relative heritage value, with a recommendation that the place be "archivally recorded prior to any new work".
- The proposal includes demolition of Mandor's House, construction of a new two-storey, 18-room framed and clad hotel building, and conservation and adaptive re-use of the former Labor Contractor's Quarters as the hotel reception and breakfast room.
- The restoration of the former Labour Contractors Quarters will retain the existing external walls and most of the internal walls. A timber framed roof with Colorbond cladding and fascia will be built to compliment the surrounding buildings. Existing openings for windows and doors will be

retained and fitted with new frames. The existing external wall finish will be retained and pressure washed to remove any debris and made good.

- The new hotel building will occupy the approximate site of the demolished Mandor's House ruin and has been designed to be of similar bulk, form and scale as the original building, with a complimentary materials palette that takes its cue from, but does not attempt to mimic, the original building.
- The proposal will have a moderate positive impact on Settlement Precinct primarily through the restoration and adaptive re-use of the former Labour Contractor's Quarters, a place of contributory significance. The proposal will re-activate a long vacant, ruinous heritage site within the main Settlement area, providing a rare opportunity for conservation and interpretation within the Island's early Chinese settlement area.

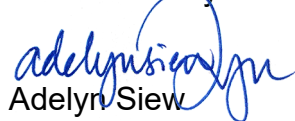
### **Comment**

The Department recommends consideration of the following advice conditions as part of the local government planning approval:

1. All works to the former Labour Contractor's Quarters should be carefully undertaken to ensure that minimal damage occurs to original building fabric. Cleaning and repair work to the original limestone walls should follow best practice conservation methods and technique and/or be guided by a heritage professional. Low pressure water washing and soft brush cleaning of masonry/stonework is recommended to ensure no pitting or raking of the surface stone occurs.
2. An historical archaeologist should be consulted regarding the potential to impact extant archaeological evidence and if necessary an Archaeological Management Plan is to be prepared to include appropriate procedures for identification, assessment, documentation and management of any archaeological material encountered during ground disturbance work. Implementation of an archaeological watching brief by a suitably qualified archaeologist at the commencement of any ground disturbance work may be necessary to manage the site's archaeological potential.
3. An Interpretation Strategy which addresses the history and significance of Mandor's House and the former Labour Contractor's Quarters in the context of the early Chinese settlement of the area shall be provided prior to the application for a Building Permit. The Interpretation Plan should consider an interpretation outcome for the demolished Mandor's House and the retained former Labour Contractor's Quarters. Interpretation outcomes should be implemented prior to occupancy of the new hotel development.

Should you have any queries regarding this advice please contact Lara Watson at [lara.watson@dplh.wa.gov.au](mailto:lara.watson@dplh.wa.gov.au) or on 6552 4023.

Yours faithfully



Adelyn Siew  
Director  
Historic Heritage Conservation

28 March 2024



## Vivienne Clarke

---

**From:** Prowse, Jasmine <Jasmine.Prowse@dcceew.gov.au>  
**Sent:** Monday, 8 April 2024 10:20 AM  
**To:** vivienneclarke@westnet.com.au  
**Cc:** Kidd, Alexandra; Eldridge, Sarah  
**Subject:** FW: Revised Plans - Motel- Lot 4 Gaze Road, Christmas Island [SEC=OFFICIAL]

Dear Viv,

Thank you for sending through the design information and heritage impact assessment for Lot 4 Gaze Road motel development. I'd like to apologise for the delay in our response.

As you may be aware, proposed actions on freehold land on Christmas Island that is neither owned nor leased by the Commonwealth or a Commonwealth agency, nor included in a Commonwealth reserve, are no longer subject to the prohibitions established by s 26(1), or ss 27A(1) or (2), of the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act). This is because such freehold land is no longer 'Commonwealth land'. We note this affects Lot 4 Gaze Road, as we understand it is currently privately owned and occupied.

However, as other nearby areas on Christmas Island are still Commonwealth land, any development is required to assess whether there is the potential for proposed works to cause a direct or indirect impact on Commonwealth Land. From our review of the documentation including the Heritage Impact Assessment (HIA), the proposed actions on Lot 4 Gaze Road may still impact on surrounding Commonwealth land and therefore should be assessed for whether these actions are likely to have a significant impact. Further information on actions that may cause a significant impact are available online: [Significant Impact Guidelines](#).

We recommend that further consideration of the proposed action be undertaken in relation to the surrounding Commonwealth land, specifically the heritage values described in the [Settlement Christmas Island, Gaze Road](#), Commonwealth Heritage listing. As the HIA was produced in 2019 and the scope of works for the development have changed, you may consider it valuable to commission an updated HIA. This updated HIA could consider the finalised scope of works and any indirect impacts on the wider precinct as described in the heritage listing mentioned above.

In addition to the above matters relating to heritage values and impacts, the Environment Protection and Biodiversity Conservation Regulations 2000 (EPBC Regulations) requires a permit for activities which may cause death, injure, take, trade, keep or move a member of a protected species and/or damage or destroy a nest or dwelling place of a member of a protected species. These matters should also be considered within your updated self-assessment. Please see the DCCEEW website for further information on the requirements of a permits. [Commonwealth Territories of Cocos \(Keeling\) Islands, Christmas Island and the Coral Sea Islands | Protected species permits - DCCEEW](#)

Should any updated self-assessment conclude that the proposed development on Lot 4 Gaze Road will not have a significant impact to any surrounding Commonwealth land, we recommend the proponent keep a record of this self-assessment for future reference. If you remain unsure whether your action may have a significant impact on Commonwealth land and/or you require further legal certainty, you may choose to refer the action for assessment.

Kind regards,  
Jasmine

**Jasmine Prowse** (She/her)  
Senior Policy Officer

Heritage Division | World and National Heritage Branch | Cultural Heritage Section  
Ngunnawal Country, John Gorton Building, King Edward Terrace, Parkes ACT 2600 Australia  
Department of Climate Change, Energy, the Environment and Water



EXTRA DIVERS AUSTRALIA PTY LTD  
49 C GAZE ROAD  
CHRISTMAS ISLAND, WA 6798  
+61 (0)467670449  
christmasisland@extradivers.org  
www.extradivers.com.au

David Price  
CEO  
Shire of Christmas Island

RE: PROPOSED MOTEL DEVELOPMENT – LOT 4 GAZE ROAD, CHRISTMAS ISLAND

Dear David,  
We have reviewed the plans submitted to the shire on 15th February 2024.

As a tourism business based on Christmas Island, we wish to support the development at the location.

Christmas Island is in need of more tourist accommodation in the Settlement area for visitors and this proposal will support that need.

We hope that the areas around the premises can be improved, so that the area can become more amenable for visitors.

Regards

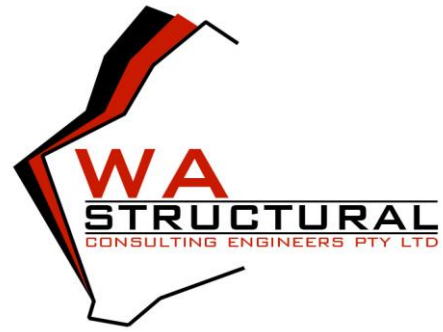
A handwritten signature in black ink, appearing to read 'D Watchorn', written over a white rectangular box.

David Watchorn  
Director  
Extra Divers Australia Pty Ltd.

Ref Number: S231108-LER-01

14<sup>th</sup> March 2023

Acker Pty Ltd  
58 Gaze Road,  
Christmas Island WA 6798



**Attention: Rustam Razak**

Dear Rustam,

WA Structural – Consulting Engineers Pty Ltd  
PO BOX 118  
NORTH BEACH WA 6920  
**P:** 0433 943 481  
**E:** enquiries@wastructural.com.au  
**ABN:** 19 154 238 436

**RE: LOT 4 GAZE ROAD, CHRISTMAS ISLAND, WA  
STRUCTURAL ENGINEERING REPORT**

At the request of Acker Pty Ltd, WA Structural Consulting Engineers Pty Ltd were engaged to conduct a structural review of the existing structure located at the above address. A previous structural engineering report (Refer Inter Engineering report 2807-02 dated the 27<sup>th</sup> March 2018, based on an inspection conducted on the 11<sup>th</sup> February 2018) was provided for reference, and this report serves as an update to the condition. A visual site inspection was conducted on the 16<sup>th</sup> May 2023 for the purpose of this report.

With reference to the previous mark ups indicating the crack extents, additional cracks were noted (Refer to attached Appendix), however these were also visible in the prior photographs and hence further movement is not considered to have occurred.

With respect to the cause of the cracks, based on the lack of failure to the supporting retaining walls, we are of the opinion that these are not caused by foundation movements. A few cracks are evidently caused by the corrosion of embedded steel items or the failure/removal of previously load-bearing timber door and window frames. For example the timber lintel supporting the entrance to R3 has visible signs of rot or termite attack which has allowed for it to drop (notably this had already dropped in Photo 4 of the Inter Engineering report), however long-term swelling of timber may have also caused some of the diagonal cracking propagating from lintel level by expansion of the timber. Other commonly occurring cracks are more likely caused by a combination of daily and seasonal movements that occur with thermal changes (especially at the previously interior walls that are now exposed to direct sunlight), and typical degradation of the mortar with age. Several of the walls have evidently been repointed in the past, and therefore it is more likely that the repointing has failed in a number of areas. This is also supported by the appearance of cracks in common flexural areas, such as at return walls, and to window/door openings.

Based on our observations we consider the overall structural condition to be generally unchanged from the condition reported during the previous inspection on the 11<sup>th</sup> February 2018, and therefore the same recommendations are considered applicable. To provide further information with respect to the HeliFix crack repair, HeliFix Crack Stitching (i.e. installation of HeliFix bars every ~344mm vertically, extending 500mm either side of the crack) and installation of HeliTies or similar to return will bridge the cracks to reduce the risk of

recurrence of the larger cracks > 1mm. For the minor hairline cracks, simple repointing of mortar and making good is considered sufficient.

All works conducted are to be in accordance with manufacturer specifications (where applicable), the National Construction Code and applicable Australian Standards.

Should you wish to discuss this further please do not hesitate to contact the undersigned.

Yours faithfully,



16/05/2023

Josh Gibbings  
CPEng NER MIEAust 3029423  
Structural Engineering Director  
WA Structural Consulting Engineers Pty Ltd.

#### **DISCLAIMER**

This document has been prepared based on assumptions as reported throughout and upon information and data supplied by others.

While WA Structural Consulting Engineers PTY LTD has taken all reasonable care to ensure the facts and opinions expressed in this document are accurate, it does not accept any legal responsibility to any person for any loss or damage suffered by him resulting from his use of this report however caused and whether by breach of contract, negligence or otherwise.

Appendix:

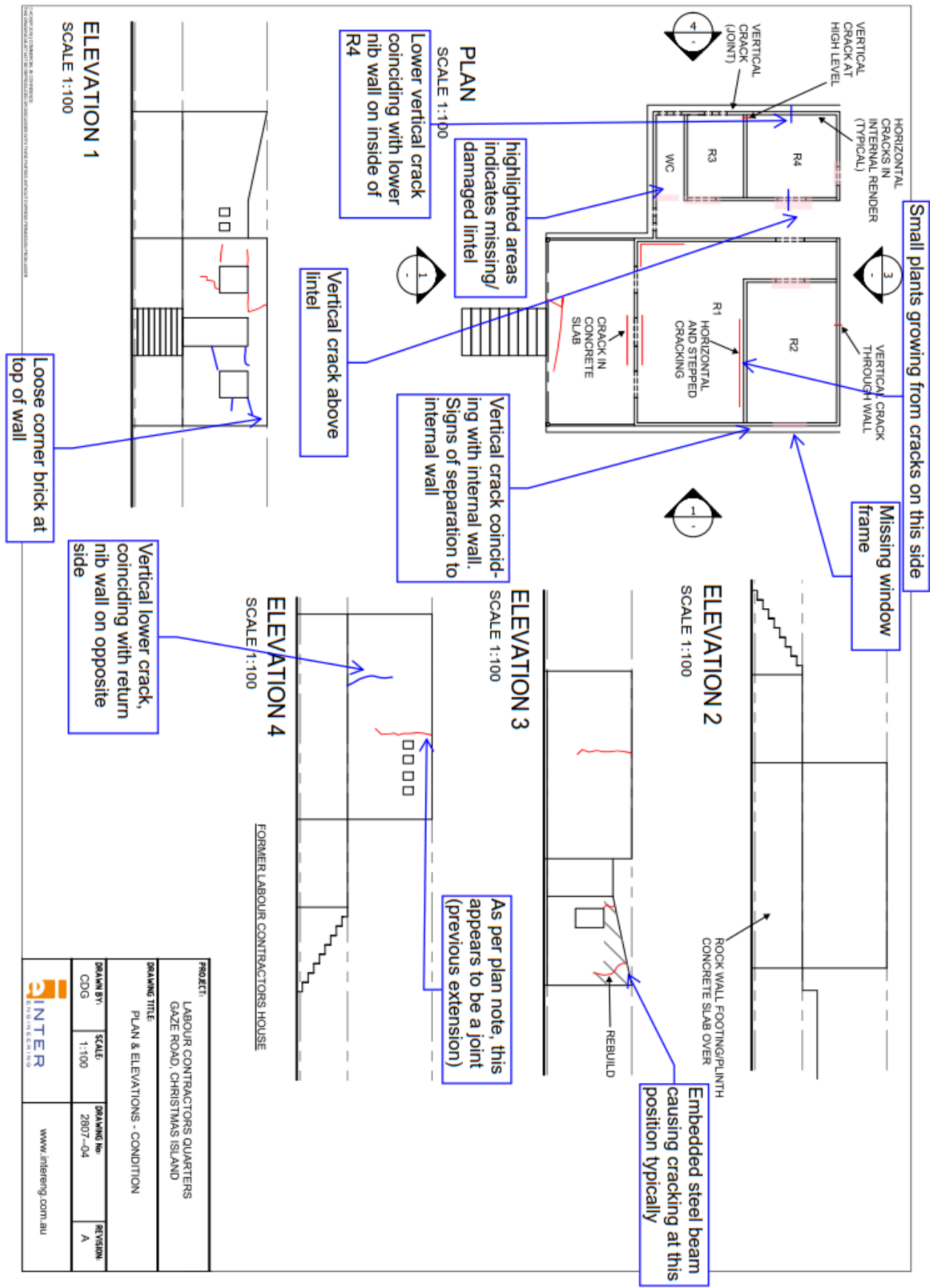


Figure 1: Updated mark up with additional comments noted in blue.





**Figure 2: Loose brick at upper corner of front elevation.**



**Figure 3: Plant growth occurring at cracks to internal wall. Separation cracking at the return external wall is also visible.**





**Figure 4: External elevation, showing missing window frame, and also vertical cracking coinciding with return wall.**



**Figure 5: View showing two missing door frames (fore ground and back ground). Note the horizontal crack extending from lintel level to the door frame in the fore ground.**





Figure 6: Close-up of dropped lintel to R3 doorway.



Figure 7: Vertical crack visible on external wall of Elevation 4.





Figure 8: View showing lower return nib wall coinciding with crack visible in Figure 7.



Figure 9: Cracked brick to corner wall, caused by corroding embedded anchor.



# Structural condition assessment



## Contractor's House, Gaze Road Christmas Island 2807-02

Revision				
No.	Date	Revision	Prepared:	Checked and approved:
B	27/03/18	FINAL	G A Gaynor	N/A
A	26/03/18	For comment	G A Gaynor	N/A

# CONTENTS

1.	INTRODUCTION .....	3
2.	DESCRIPTION OF THE BUILDING.....	3
3.	INSPECTION & OBSERVATIONS.....	3
4.	UPGRADE TO MEET CURRENT STANDARDS.....	3
5.	SUMMARY .....	4

Attachment A – Photographs

Attachment B – Drawings 2807-SK04

## 1. INTRODUCTION

Inter Engineering was appointed by Acker Pty Ltd to carry out a structural inspection of the Contractor's House, Gaze Road, Christmas Island, to assess its structural condition and provide advice on the feasibility of repairs and retention in a future development.

The building has been unused and derelict for some time.

An inspection of the building was carried out on 11<sup>th</sup> February 2018.

## 2. DESCRIPTION OF THE BUILDING

The building is a single storey structure comprising masonry walls with a concrete ground floor slab. It is positioned on an elevated plinth with rock wall retaining walls on three sides.

The building comprises 2 sections separated by a corridor or lobby. The right-hand section (when viewed from the front) is the former accommodation and the left-hand section includes toilets, wash facilities, etc.

The building as inspected is a shell with only walls remaining; the roof has disappeared.

## 3. INSPECTION & OBSERVATIONS

The inspection comprised a visual inspection of the building internally and externally. The following observations were made regarding the condition of the building (refer to photographs and drawing attached):

- The roof over the walls had disappeared, most likely due to white ant attack and general deterioration.
- There were no balustrades at the edge of the elevated plinth on the front elevation.
- The concrete slab had minor cracking parallel to the front wall (both sides) and across the steps.
- In both sections of the building there were numerous horizontal and vertical cracks in the walls, most likely due to historical foundation movement.
- The walls did not appear to be out of alignment or bulging.
- There was no evidence of movement or structural distress of the retaining walls on the sides and front elevation.
- The walls in their current condition are not unstable and make-safe works are not required.

## 4. UPGRADE TO MEET CURRENT STANDARDS

Any new construction must be designed and constructed to current codes and standards. The implications for this building include:

- the ground floor and walls would have to be damp-proofed which would require overlays of the existing slab and installation of DPM and DPC.
- cracks in walls would have to be repaired by filling and/or stitching. This can be carried out

using proprietary repair products (e.g. Helifix masonry repair system).

- a new roof will be required with tie-downs to resist wind uplift
- the building is single storey and would not require special upgrade to resist earthquake loading
- an access ramp will be required for universal access
- replacement of stairs to comply with current standards
- installation of balustrades at the edge of the plinth

## 5. SUMMARY

The walls and floors of the building can be repaired to ensure structural stability.

The whole building can be upgraded to meet current building standards and returned to use in a future development.

Report prepared by:



Geoff Gaynor

BSc MSc DIC MBA MIStructE, CEng, MIEAust CPEng NER

Director - Inter Engineering Pty Ltd

*ENGINEERS AUSTRALIA Reg 3303920*

**ATTACHMENT A – Photographs**



**Location**





**1. Front elevation**



**2. Rear elevation**





**3. Rear wall of main building**



**4. Corridor from rear**



**5. Rear wall of smaller unit**



**6. Front wall of main building**





**7. Front wall (internal view)**



**8. Internal walls - cracking**



**9. Wall cracking**

## **ATTACHMENT B – Drawings**

2807–SK04 Plan & elevations - condition



## 4 Gaze Road, Christmas Island Heritage Impact Assessment

Report prepared for Acker Pty Ltd

February 2019



Sydney Office Level 6, 372 Elizabeth Street Surry Hills NSW Australia 2010 T +61 2 9319 4811  
Canberra Office 2A Mugga Way Red Hill ACT Australia 2603 T +61 2 6273 7540  
GML Heritage Pty Ltd ABN 60 001 179 362

[www.gml.com.au](http://www.gml.com.au)

## Report Register



The following report register documents the development and issue of the report entitled 4 Gaze Road, Christmas Island—Heritage Impact Assessment undertaken by GML Heritage Pty Ltd in accordance with its quality management system.

Job No.	Issue No.	Notes/Description	Issue Date
17-0262A	01	Draft Report	29 June 2018
17-0262A	02	Final Report	6 February 2019

## Quality Assurance

GML Heritage Pty Ltd operates under a quality management system which has been certified as complying with the Australian/New Zealand Standard for quality management systems AS/NZS ISO 9001:2008.

The report has been reviewed and approved for issue in accordance with the GML quality assurance policy and procedures.

<b>Project Manager:</b>	Hannah Griffiths	<b>Project Director &amp; Reviewer:</b>	Rachel Jackson
<b>Issue No.</b>	02	<b>Issue No.</b>	02
<b>Signature</b>		<b>Signature</b>	
<b>Position:</b>	Heritage Consultant	<b>Position:</b>	Principal
<b>Date:</b>	6 February 2019	<b>Date:</b>	6 February 2019

### Copyright

Historical sources and reference material used in the preparation of this report are acknowledged and referenced at the end of each section and/or in figure captions. Reasonable effort has been made to identify, contact, acknowledge and obtain permission to use material from the relevant copyright owners.

Unless otherwise specified or agreed, copyright in this report vests in GML Heritage Pty Ltd ('GML') and in the owners of any pre-existing historic source or reference material.

### Moral Rights

GML asserts its Moral Rights in this work, unless otherwise acknowledged, in accordance with the (Commonwealth) *Copyright (Moral Rights) Amendment Act 2000*. GML's moral rights include the attribution of authorship, the right not to have the work falsely attributed and the right to integrity of authorship.

### Right to Use

GML grants to the client for this project (and the client's successors in title) an irrevocable royalty-free right to reproduce or use the material from this report, except where such use infringes the copyright and/or Moral Rights of GML or third parties.

**Cover image:** Mandor's House, Settlement, Christmas Island. (Source: Acker Pty Ltd, 2017)

<b>Contents</b>	<b>Page</b>
<b>Executive Summary</b> .....	<b>i</b>
<b>1.0 Introduction</b> .....	<b>1</b>
1.1 Project Background .....	1
1.2 Legislative Framework .....	1
1.2.1 <i>Environment Protection and Biodiversity Conservation Act 1999</i> .....	1
1.2.2 <i>Christmas Island Act 1958</i> .....	2
1.2.3 <i>Shire Council of Christmas Island</i> .....	2
1.3 Methodology .....	2
1.4 Site Identification .....	3
1.5 Limitations .....	4
1.6 Documentation .....	4
1.7 Authorship and Acknowledgements .....	4
1.8 Endnotes .....	5
<b>2.0 Environmental Context</b> .....	<b>6</b>
2.1 Introduction .....	6
2.2 Settlement .....	6
2.2.1 <i>Commonwealth Heritage Values for Settlement</i> .....	6
2.3 Settlement Service Precinct .....	7
2.3.1 <i>Identified Heritage Values for the Settlement Service Precinct</i> .....	8
2.4 Site Description—4 Gaze Road .....	10
2.4.1 <i>Mandor's House</i> .....	10
2.4.2 <i>Former Labour Contractor's Quarters</i> .....	14
2.5 Endnotes .....	18
<b>3.0 Proposed Action</b> .....	<b>20</b>
3.1 Introduction .....	20
3.2 Demolition of the Mandor's House Ruin .....	20
3.2.1 <i>Environmental Impact Statement</i> .....	21
3.3 Proposed Construction of a New Hotel .....	21
3.4 Refurbishment of the Former Labour Contractor's Quarters Ruin .....	23
3.5 Endnotes .....	26
<b>4.0 Design Measures</b> .....	<b>27</b>
4.1 Introduction .....	27
4.2 Design in Context .....	27
4.2.1 <i>New Uses for Heritage Places</i> .....	27
4.2.2 <i>Christmas Island Heritage Development Control Policy</i> .....	28
4.2.3 <i>Settlement Service Precinct DCPs and Management Policies</i> .....	29
4.3 Endnotes .....	30
<b>5.0 Heritage Impact Assessment</b> .....	<b>31</b>
5.1 Introduction .....	31
5.2 Assessing the Heritage Impact .....	31
5.2.1 <i>Method for Assessing Potential Heritage Impacts</i> .....	31



**GML Heritage**

5.3 Heritage Impact Assessment ..... 32

5.4 Summary Statement of Heritage Impact ..... 33

5.5 Recommendations ..... 34

    5.5.1 Former Labour Contractor’s Quarters ..... 34

    5.5.2 Mandor’s House ..... 34

5.6 Endnotes ..... 34

**6.0 Appendices ..... 35**

    Appendix A  
        *Commonwealth Heritage List Citation for Settlement*

    Appendix B  
        *Extracts from ‘Christmas Island Heritage Review, DCPs and Development Guidelines’*

    Appendix C  
        *Acker Design Intent Statement for New Hotel*

## Executive Summary

---

Acker Pty Ltd (Acker) engaged GML Heritage Pty Ltd (GML) to prepare a Heritage Impact Assessment (HIA) for the redevelopment of 4 Gaze Road, Settlement, Christmas Island. Settlement is a place included in the Commonwealth Heritage List (CHL) for its cultural heritage values (Place ID: 105315).

The block at 4 Gaze Road contains two ruins—Mandor's House (also known as Virgin's Castle) and the Former Labour Contractor's Quarters—both of which have been individually assessed in the 'Christmas Island Heritage Review, DCPs and Development Guidelines' report prepared by Godden Mackay Logan (now GML) in 1998 (1998 Report) as places of cultural heritage significance.

Acker is proposing the demolition of Mandor's House ruin, construction of a new three-storey hotel with a two-storey western wing, and refurbishment of the Former Labour Contractor's Quarters ruin, which is intended to function as the new hotel's reception building.

Acker engaged GML early to consult with the Department of the Environment and Energy (DoEE; the Department) and provide preliminary heritage advice with recommendations for the next steps for the proposal to redevelop the site. This HIA forms one of those recommendations and fulfils Acker's obligations under the *Environment Protection and Biodiversity Conservation Act 1999* (Cwlth) (EPBC Act) to self-assess any potential action that may result in a significant impact on the environment. Further, the HIA demonstrates the integration of design advice provided to Acker by GML.

The assessment set out in this report determines that Acker's proposed action would not have a significant impact on the heritage values of Settlement, including the identified values of the Mandor's House and the Former Labour Contractor's Quarters, as places within the CHL area of Settlement. As such, a referral under the EPBC Act is not required.

## 1.0 Introduction

---

### 1.1 Project Background

Acker Pty Ltd (Acker) engaged GML Heritage Pty Ltd (GML) to prepare a Heritage Impact Assessment (HIA) for the proposed redevelopment of 4 Gaze Road, Settlement, Christmas Island. Acker's proposed action includes the demolition of the Mandor's House ruin (also known as Virgin's Castle), the construction of a new three-storey hotel with a two-storey western wing, and the refurbishment and re-use of the Former Labour Contractor's Quarters ruin, which is intended to function as the new hotel's reception building.

The purpose of the HIA is to assess the potential heritage impacts of the proposed action on the environment—the listed Commonwealth Heritage values of Settlement and the identified values of Mandor's House and the Former Labour Contractor's Quarters, located within Settlement.

### 1.2 Legislative Framework

#### 1.2.1 Environment Protection and Biodiversity Conservation Act 1999

The *Environment Protection and Biodiversity Act 1999* (Cwlth) (EPBC Act) and the *Environment Protection and Biodiversity Regulations 2000* (EPBC Regulations) form the primary Commonwealth legal framework for the protection and management of nationally and internationally important flora, fauna, ecological communities, and heritage places.<sup>1</sup>

Under the EPBC Act Section 26(1), a person must not take on Commonwealth land an action that has, will have, or is likely to have a significant impact on the environment. The definition of 'environment' in the EPBC Act includes the heritage values of places.<sup>2</sup>

Any action that has, will have or is likely to have an impact on the environment need to be assessed. If potentially significant impacts are identified, opportunities for their avoidance, reduction, or management must be sought. If a proposed action is likely to result in a significant impact, it must be referred to the Minister responsible for the EPBC Act (currently the Minister for the Environment and Energy).

Christmas Island does not have a state level of government protection, which means that the Australian Government is responsible for the provision of state-type laws and services through its Department of Infrastructure, Regional Development and Cities.<sup>3</sup>

In addition to Commonwealth agencies being required to protect Commonwealth Heritage values, freehold landowners in the Indian Ocean Territories (IOTs) have the same requirement in lieu of state or local heritage legislation. Therefore, they have responsibilities under the legislation where the EPBC Act identifies current privately owned freehold land purchased from the Commonwealth in the IOT as being part of the 'Commonwealth area'. This application of 'Commonwealth area' under the EPBC definition does not apply to the mainland of Australia.

#### 2006 Amendment

Section 341ZF, 'Advice for authorising actions in Indian Ocean Territories', and Section 341ZD, 'Requirement to ask the Minister for advice', were repealed in the 2006 amendment to the EPBC Act.

The intention of Section 341ZF was that the Shire Councils (both are considered 'an authority established for the government of the Territory of Christmas Island or the Territory of Cocos [Keeling]

## GML Heritage

Islands’) seek heritage advice from the Minister of the Department about actions that may affect Commonwealth Heritage places.<sup>4</sup>

The reason for repealing Section 341ZF was to remove the duplication of processes for authorities (Shire Councils) in the IOT potentially needing to make a referral under the EPBC Act and also to seek advice from the Minister under Section 341ZD of the EPBC Act in relation to the same action.<sup>5</sup>

Currently, there is no provision in the EPBC Act for the Shire Councils to seek, on behalf of freehold landowners, heritage advice from the Minister without making a referral.

### 1.2.2 Christmas Island Act 1958

The *Christmas Island Act 1958* (Cwlth) provides the legislative basis for the administrative, legislative and judicial system of Christmas Island. The Act:

- applies the Western Australian laws on Christmas Island, including the *Local Government Act 1995* (WA) (CI);
- provides the Minister responsible for the Territories (currently the Minister for the Department of Infrastructure, Regional Development and Cities) with the power to make ordinances for the peace, order and good government of Christmas Island;
- provides the responsible Minister with all state-level ministerial and administrative powers under applied Western Australian laws, as well as the power to vest or delegate these powers; and
- automatically vests administrative powers in Western Australian officials where there is a service delivery arrangement between the Australian Government and Western Australian Government.<sup>6</sup>

### 1.2.3 Shire Council of Christmas Island

The Shire Council of Christmas Island (Shire Council) was established in 1992 to provide local government services and act as an agent for the Commonwealth.<sup>7</sup> The Shire Council administers the *Local Planning Scheme No. 2 District Zoning Scheme*, the purposes of which include the control and guidance of land use and development and setting out procedures for the assessment and determination of planning applications.<sup>8</sup> It has the same responsibilities as a local government on the Australian mainland under the *Local Government Act 1995* (WA) (CI).<sup>9</sup>

## 1.3 Methodology

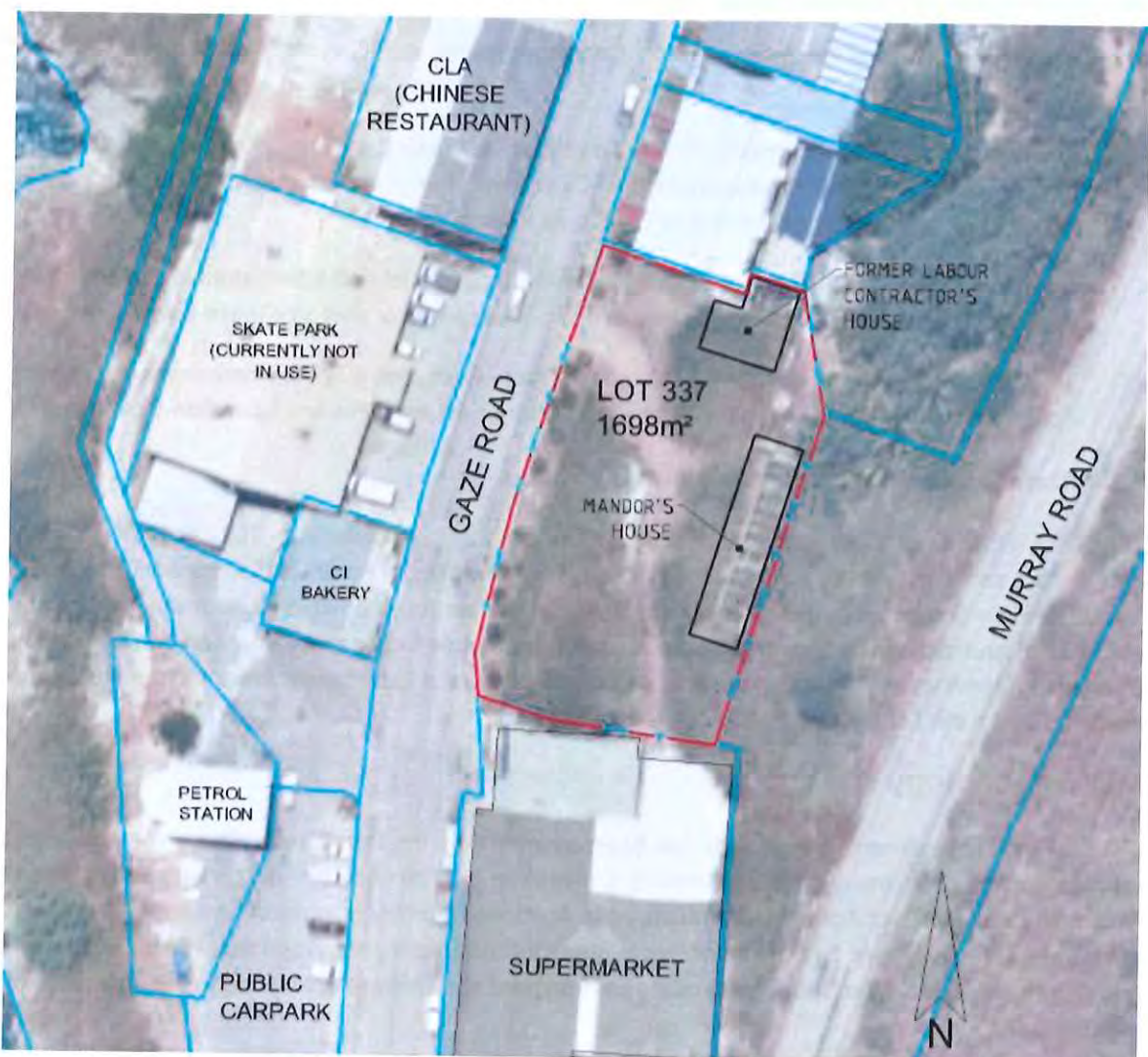
GML’s impact assessment methodology has been adapted from the Commonwealth’s self-assessment process included in the *Significant Impact Guidelines 1.2 for Actions on, or impacting upon, Commonwealth land and Action by Commonwealth Agencies* (Significant Impact Guidelines 1.2). These guidelines were developed by the former Department of Sustainability, Environment, Water, Population and Communities (now the Department of the Environment and Energy) to respond to the provisions of the EPBC Act.

The Significant Impact Guidelines 1.2 are for a proponent undertaking a self-assessment of a proposed action to help them decide whether or not an action will have, or is likely to have, a significant impact on the environment. The environment is defined in the EPBC Act as including the heritage values of places entered in the Commonwealth Heritage List (CHL)—in this case the Commonwealth Heritage place of ‘Settlement, Christmas Island’.

The Significant Impact Guidelines 1.2 consider the intensity, scale, duration and timing/frequency of the proposed action in determining the severity of the impact and help to determine if a referral needs to be submitted for an approval decision by the Australian Government Minister responsible for the EPBC Act (currently the Minister for the Environment and Energy).

## 1.4 Site Identification

Mandor's House and the Former Labour Contractor's Quarters are located at 4 Gaze Road (Lot 334), Settlement, on the north of Christmas Island. The site is located in the Settlement Service Precinct, one of five precincts identified in the 1998 'Christmas Island Heritage Review, DCPs and Development Guidelines' report (1998 Report), prepared by Godden Mackay Logan (now GML) for the former Department of Transport and Regional Development. An aerial view of Mandor's House and the Former Labour Contractor's Quarters is shown in Figure 1.1.



**Figure 1.1** Aerial image of Gaze Road, Settlement, Christmas Island. The Mandor's House ruin and the Former Labour Contractor's Quarters ruin are shown in Lot 337. (Source: Acker Pty Ltd, 2017)

## 1.5 Limitations

A site visit was not undertaken for this report. The findings of the report have relied on information, including photographs and site plans, provided by Acker.

The most comprehensive and relevant heritage documentation available on Christmas Island and the buildings in Settlement is the 'Christmas Island Heritage Review, DCPs and Development Guidelines', prepared by GML in 1998. While this is an old document, it is the only one available that provides heritage and development guidance on Christmas Island.

## 1.6 Documentation

In preparing this report, GML has examined the following documentation:

- Revised plans and elevations prepared by Acker, received December 2018;
- Hotel Proposal Presentation by Acker, received 9 November 2017;
- Pre-Referral Discussion by Acker, received 25 October 2017;
- Hotel Design Intent Statement, prepared by Acker, received 31 May 2018;
- Hotel Colour Palette, prepared by Acker, received 27 November 2018;
- Environmental Impact Statement for the Demolition Activity at Lot 334 Gaze Road, prepared by EnviroBiz for Acker, dated November 2017;
- Structural Condition Assessment: Mandor's House, Gaze Road, Christmas Island, 2807-01, prepared by Inter Engineering, dated 26 March 2018; and
- Structural Condition Assessment: Contractor's House, Gaze Road Christmas Island, 2807-02, prepared by Inter Engineering, dated 27 March 2018.

For heritage guidance, GML has examined the following documentation:

- Christmas Island Heritage Review, DCPs and Development Guidelines, prepared by Godden Mackay Logan (now GML) in 1998;
- Indian Ocean Territories Heritage Inventory, report prepared by Godden Mackay Logan (now GML) in 2009;
- *Design in Context: Guidelines for Infill Development in the Historic Environment*, prepared by the NSW Heritage Office in 2005; and
- *New Uses for Heritage Places: Guidelines for the Adaptation of Historic Buildings and Sites*, prepared by the NSW Heritage Office in 2008.

## 1.7 Authorship and Acknowledgements

This report has been prepared by Hannah Griffiths, GML Heritage Consultant. Peer review and specialist input has been provided by Rachel Jackson, GML Principal.

GML gratefully acknowledges the assistance of Rustom Razak and Ken Chin of Acker.

## 1.8 Endnotes

- <sup>1</sup> Department of the Environment and Energy 2017, 'Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)', viewed 10 December 2017 <<http://www.environment.gov.au/epbc>>.
- <sup>2</sup> Department of Sustainability, Environment, Water, Population and Communities 2013, 'Actions on, or impacting upon, Commonwealth land, and actions by Commonwealth agencies' (Significant Impact Guidelines 1.2), p 3.
- <sup>3</sup> Department of Infrastructure, Regional Development and Cities 2018, 'Legal framework and administration', viewed 22 January 2018 <<http://regional.gov.au/territories/christmas/governanceadministration.aspx>>.
- <sup>4</sup> EPBC Act with amendments up to Act No. 88, 2003.
- <sup>5</sup> Environment and Heritage Legislation Bill (No.1) 2006, Explanatory Memorandum for the duplication and inconsistent processes within the EPBC Act.
- <sup>6</sup> Department of Infrastructure, Regional Development and Cities 2018, 'Legal framework and administration', viewed 22 January 2018 <<http://regional.gov.au/territories/christmas/governanceadministration.aspx>>.
- <sup>7</sup> Shire of Christmas Island 2015–2018, 'Shire of Christmas Island', viewed 1 February 2018 <<https://shire.gov.cx/>>.
- <sup>8</sup> Western Australian Government Gazette 2016, *Shire of Christmas Island: Local Planning Scheme No.2 District Zoning Scheme*, 17 February, Part 1, clause 1.5.
- <sup>9</sup> Department of Infrastructure, Regional Development and Cities 2018, 'Legal framework and administration', viewed 22 January 2018 <<http://regional.gov.au/territories/christmas/governanceadministration.aspx>>.



## 2.0 Environmental Context

---

### 2.1 Introduction

According to the Significant Impact Guidelines 1.2, it is necessary to identify the environmental context of an action and general features or components of the environment in the area where the proposed action will take place. This section provides a description and the historic heritage values of the site and its setting within Settlement.

Understanding the Commonwealth Heritage values of Settlement as whole, and Mandor's House and the Former Labour Contractor's Quarters, is critical when assessing the likely or potential significant impacts that any action may have.

### 2.2 Settlement

Settlement is located in the northern portion of Christmas Island, approximately 8km northwest of the Christmas Island Airport. It comprises the main residential area and was historically the main area where European staff, services and administrative officers were housed following the establishment of commercial mining by the Christmas Island Phosphate Company Limited in 1899.<sup>1</sup> The area includes two key precincts: the European residential area and early Chinese settlement (the Residential Precinct), and the Service Precinct.

The Residential Precinct was first developed in the 1930s when a new manager's residence—Rumah Tinggi—was built. The precinct includes several bungalows believed to date from before World War II and mixed single and married quarters dating after the British Phosphate Company's (BPC) assumption of control of the island in 1949.<sup>2</sup> Most of the existing structures were built after 1952. Since the 1990s, houses have been privately owned and a range of alterations and additions to the houses have occurred.<sup>3</sup> It is noted that the unity of the area is strengthened by the consistent garden plantings, ornamentation and the linear nexus of Gaze Road.<sup>4</sup>

The Service Precinct was formerly a residential area for the Chinese labourers, with lines of timber and thatch barracks erected on either side of a central track (now Gaze Road). The labourers were mostly employed at the wharf and in general construction, as miners lived at separate settlements at Phosphate Hill and later at South Point.<sup>5</sup> In the postwar phases, the existing buildings were replaced with more substantial brick and concrete buildings, serving similar purposes. The Trade Store replaced the earlier market, and social facilities such as the cinema, a hall for the Chinese Literary Association and a swimming pool were provided.<sup>6</sup> A severe storm in 1988 resulted in substantial damage to buildings in the area and many were subsequently demolished. From the 1990s, older buildings have changed uses and new buildings have been constructed for both private housing and commercial purposes.<sup>7</sup>

The Service Precinct served as the island's meeting place where Asian and European workers came together through a common reliance on retail, health, recreational and other services.<sup>8</sup> It contains several buildings highly significant to the community.

#### 2.2.1 Commonwealth Heritage Values for Settlement

The heritage values of Settlement have been recorded in the CHL citation (attached at Appendix A), the 1998 Report (extracts are attached at Appendix B), and the 'Indian Ocean Territories Heritage Inventory' prepared by Godden Mackay Logan (now GML) in 2009 (2009 Report).

The Mandor's House ruin and the Former Labour Contractor's Quarters ruin at 4 Gaze Road are located within the Settlement heritage conservation area included in the CHL, which is a place with aesthetic,

historic, scientific and social significance. The CHL citation, 1998 Report and 2009 Report indicate that Mandor's House and the Former Labour Contractor's Quarters are of individual heritage value. Mandor's House is specifically referenced in the CHL citation description of Settlement:

*Places of significance include the Mandor's House which was constructed before 1910 for Chinese foremen. This is one of the oldest structures on the island and is associated with the earlier phase of mining; it originally comprises a number of terrace style apartments with semi-detached service wing running along the rear of the building.*<sup>9</sup>

The summary statement of heritage significance for Settlement is taken from the official CHL citation:

*The Main Settlement Area of Flying Fish Cove contains the main European residential precinct and the Services area and former early Chinese settlement. The buildings that make up the residential precinct are of architectural significance, relatively intact and display considerable unity in a style derived from the British experience in Singapore/Malaya (Criteria D.2 and F.1). This unity combines with consistent garden planting and ornamentation and the linear nexus of Gaze Road to create a strong streetscape (Criterion F.1). The presence of semi-detached servants' quarters are also of historic importance and are indicative of the social and economic stratification which prevailed on the island during the colonial period (Criteria A.4 and B.2). The residential area is also historically significant as a reminder of the phase of Christmas Island history when the island came under the control of the British Phosphate Commission and the mining industry and the supporting community, underwent substantial expansion (Criterion A.4).*

*The Services precinct is of social and historic significance. It includes a number of early Chinese terraced houses as well as a range of structures representing each of the various phases of phosphate mining, including one of the oldest structures on the Island. It was also the Island's main meeting place where Asian workers and European staff came together through a common reliance on retail, health, recreational and other services. The precinct contains a number of buildings of special significance to the community and, along with the three cemeteries, strongly reflects the mixed racial origins of the Island (Criterion G.1).*<sup>10</sup>

The attributes for Settlement are included under each Commonwealth Heritage criterion and are listed in Table 2.1Table 2.2.<sup>11</sup>

Table 2.1 Attributes for Settlement as Identified in the CHL Citation.

Criteria	Attributes
A—Historic	The whole of the residential area that dates from the time the island came under control of the British Phosphate Company and particularly the buildings constructed shortly after 1952, as well as the semi-detached servants' quarters connected to many of the residences.
B—Rarity	The semi-detached servants' quarters connected to many of the residences.
D—Representative	The structures, their location in the precinct, plus residential and streetscape landscaping that demonstrate building styles and social structures in the European and Chinese settlements, plus the buildings and other structures, cemeteries and public spaces in the Service area.
F—Creative/Technical	The buildings in the precinct and particularly their unity of style. Also, the streetscape qualities that derive from the way in which the parts of the precinct are linked along Gaze Road, in combination with garden planting and ornamentation.
G—Social	The structures and cemeteries noted above.

## 2.3 Settlement Service Precinct

The 1998 Report identifies five 'heritage precincts' within Settlement—4 Gaze Road is included in the Settlement Service Precinct.

The following description of the precinct has been drawn from the 2009 Report:

*Generally, to provide the whole context, Settlement on Christmas Island is an urbanised crescent shaped area around the tip of Rocky Point. It consists of several visually and functionally distinct precincts with two broad areas—the*

## GML Heritage

*northern one with standard pattern, married quarter, single residences; and the southern one, a service area with multiple unit residences, social and retail facilities. Settlement also has different designated areas for different ethnic groups of settlers and three cemeteries for the Christian, Chinese and Malay community.*

*A service area of retail and social facilities is established along the western shore line of Settlement and contains a mix of commercial, utility and multi-unit residential buildings either side of the central Gaze Road. Most buildings are single storey with some two-storey buildings set back on the west or below road level on the east side.*

*The northern end of the service area contains former hospital buildings, including barracks type accommodation (now motel units), cottages originally built for police and teachers (now shops), police station, fuel tanks and cinema. An old Chinese cemetery site is located opposite the old hospital. The old, unused Malay Pedang, an open grassed area, formerly used for ethnically segregated barracks accommodation with an early Malay cemetery, and remnant railway function infrastructure, is also located here. One remnant barracks building for Malay workers remains.*

*Opposite the Malay Pedang are the old barracks, fairly modest former residential buildings built by the British Phosphate Commission for housing resident government employees. They are now used for retail. The Police Station, a two-storey building adjacent to the barracks building in this area, has a strong law-enforcement presence in the precinct.*

*The southern end of the service area contains the buildings of the Chinese Literary Association, Chinese Temple, further commercial retail and residential buildings and the footings of a former power station site. Residential terraces and barracks, one dating from before 1910 for Chinese foremen and known as Mandor's Terrace, and one for single women staff dating from the 1930s and formerly locally known as the 'Virgin's Quarters', are of note, as are the Asian labourers' quarters dating from the 1950s, for their design with central 'breezeways' between the blocks to address the climatic need for good air flows.*

*Overall the diverse service area of Settlement is unified by a colour palette of grey stonework, grey asbestos or corrugated-iron roofs with newer green or terracotta corrugated-iron roofs.<sup>12</sup>*

### 2.3.1 Identified Heritage Values for the Settlement Service Precinct

The 1998 Report details the significance of the Settlement Service Precinct:<sup>13</sup>

- as a focal point of the occupation of Christmas Island since mining commenced at the turn of the twentieth century;
- as a traditionally prime Chinese residential area and a social and commercial centre for the Chinese community, with the Temple Court Temple and Chinese Literary Association building continuing with these links;
- for containing the main services and utilities, such as hospital, power station, restaurants and trade store, recreational facilities such as the cinema and pool (both demolished);
- the central road, originally a vital link in the railway between the base of the incline and the wharf, which has developed as a primary thoroughfare to the Settlement Residential Precinct area, the cemeteries and to Waterfall; and
- the commercial character continued in the re-use of the residential buildings at Temple Court and the Barracks as retail premises after the destruction of the earlier shops in a 1988 storm.

The 2009 Report provided a revised and more detailed assessment of significance for the precinct, shown at Table 2.2.



Table 2.2 2009 Revised Assessment of the Settlement Service Precinct.

Criteria	Assessment of Significance
<b>A—Historic</b>	<p>The Settlement Service Precinct has significance for its historic associations with the establishment of the early Chinese settlement, the provision of services for employees of the Christmas Island Phosphate Company, and post-1949 substantial expansions in service and commercial developments under the management of the British Phosphate Company.</p> <p><b>Attributes</b> Physical evidence of the mixed racial groups and services provided in the precinct, for example including the old Chinese terraces, the Chinese temples and Chinese Literary Association, Cocos Malay padang and quarters, 1950s Asian labourers' quarters, the former hospital, police station, barracks building, bakery and hospital staff accommodation.</p>
<b>B—Rarity</b>	Settlement Service Precinct does not meet this criterion.
<b>C—Scientific</b>	<p>With a history that extends back to the late-nineteenth century, buildings dating to the early years of the twentieth century and a succession of changes associated with modernisation and expansion, it is highly likely that the Settlement area has high potential for archaeological material in select areas. In particular the Cocos Malay padang area, old Chinese settlement areas, land around former railway sites, the ruins of the Former Labour Contractor's Quarters and demolished power station may have potential scientific significance.</p> <p><b>Attributes</b> The archaeological evidence of the Cocos Malay padang area, Former Labour Contractor's Quarters, old cinema, passenger platform, historic railway and incline which connected Settlement to Drumsite.</p>
<b>D—Representative</b>	<p>The Service Precinct contains the main service buildings for the residents of Settlement. The precinct is representative of grouped service facilities in the Indian Ocean Territories, and displays characteristic differences in buildings and landscapes to the Residential Precinct of Settlement.</p> <p><b>Attributes</b> Physical evidence of the mixed racial groups and services provided in the precinct, for example including the old Chinese terraces, the Chinese temples and Chinese Literary Association, Cocos Malay padang and quarters, 1950s Asian labourers' quarters, the former hospital, police station, barracks building, bakery and hospital staff accommodation.</p>
<b>E—Aesthetic</b>	<p>Settlement is currently not listed for aesthetic values and there is a vast contrast between the Service Precinct and Residential Precinct. The Settlement Service Precinct presents as an urban and commercial area with a generally degraded landscape setting, unlike the Residential Precinct. Some of the individual buildings and landscape areas have distinct aesthetic qualities, including the barracks building, and 1950s Asian labourers' quarters in the Cocos padang.</p> <p>Further investigation and analysis is necessary for a judgement about whether areas within Settlement meet the threshold for listing under this criterion.</p>
<b>F—Creative/Technical</b>	Settlement Service Precinct does not meet this criterion.
<b>G—Social</b>	<p>Settlement Service Precinct has traditionally been a social and commercial centre for the Chinese community on Christmas Island.</p> <p>The Cocos Malay padang is assumed to have importance to the Malay population from its associations as an ethnically segregated accommodation area in the 1950s when a Malay population was established at Settlement.</p> <p>All claimed social values should be further researched and tested.</p> <p><b>Attributes</b> Physical evidence of the mixed racial groups and services provided in the precinct, for example including the old Chinese terraces, the Chinese temples and Chinese Literary Association, Cocos Malay padang and quarters, 1950s Asian labourers' quarters, the former hospital, police station, barracks building, bakery and hospital staff accommodation.</p>
<b>H—Associative</b>	Settlement Service Precinct has associations with the managers and workers of the Christmas Island Phosphate Company and British Phosphate Company as the main location for retail and recreation. Settlement Service Precinct does not meet this criterion.
<b>I—Indigenous</b>	This criterion is not applicable to Settlement Service Precinct.

## 2.4 Site Description—4 Gaze Road

The Mandor's House ruin and the Former Labour Contractor's Quarters ruin are located on Lot 334, 4 Gaze Road, on a parcel of land approximately 1700m<sup>2</sup> in size and approximately 1.5m above road level.<sup>14</sup> Both ruins are situated in front of a vegetated limestone cliff and are positioned near a supermarket. The site is near a Chinese restaurant and opposite a skate park, which Acker reports is in the process of being refurbished and re-used as a multi-use building with office, shop, restaurant, visitor centre and community hall.<sup>15</sup> The site is also within walking distance to the tourism information centre, petrol station, shops, cafes, the pub and the beach.<sup>16</sup> The site is heavily overgrown with vegetation and access is currently blocked off.

### 2.4.1 Mandor's House

Mandor's House was constructed before 1910 and is one of the oldest extant structures on Christmas Island.<sup>17</sup> The building originally functioned as the residence of the 'mandor' or foreman and from the 1930s served as a boarding house for young women, for which the name 'Virgin's Castle' was used. Now a ruin, Mandor's House has been uninhabited for some time and has been blocked off for safety reasons. The building is heavily obscured and impacted by vegetative overgrowth.

The condition is described in the CHL citation for Settlement as being substantially altered with internal partitions and enclosures of the breezeway and service block. It also notes that white ant attacks are evident as is spalling and cracking of the masonry.<sup>18</sup>



**Figure 2.1** Photograph of Mandor's House, dated 20 May 1930. (Source: Fran Yeoh via 'Christmas Island past and present' Facebook page, post dated 22 August 2016)





Figure 2.2 Photograph of Mandor's House, dated 20 August 1998. (Source: Godden Mackay Logan [now GML])

A report prepared by the former Department of Arts, Sport, the Environment, Territories and Tourism in 1991 advised that the building was structurally unsound.<sup>19</sup>

In 1998, the building was classified as being in a 'poor' condition and categorised as having a 'low' heritage ranking.<sup>20</sup> The 1998 Report describes Mandor's House as a remnant building, of which only the rear section survives. The remaining structure is elevated above road level and is a long, linear rectangular building that runs parallel to Gaze Road. The building is made from rendered masonry with multi-unit rooms along the access way.<sup>21</sup>

The condition and integrity of Mandor's House is also specifically referenced in the CHL citation for Settlement:

*The Mandor's House has been substantially altered with internal partitions and enclosures of the breezeway and service block. White ant attacks are evident and spalling and cracking of the masonry has occurred.*<sup>22</sup>

In 2018, Acker commissioned Inter Engineering to prepare a structural condition assessment of the ruin. Inter Engineering inspected the building on 11 February 2018 and found:<sup>23</sup>

- that the roof over the first-floor walls was no longer extant, most likely due to white ant (termite) attack and general deterioration;
- that there were no balustrades to the first-floor front elevation;
- rust staining to the soffit of the concrete slab, indicating possible corrosion of steel reinforcement;
- structural cracking throughout;
- vegetation blocking the southern stairs;
- asbestos cement cladding panels below the southern stairs;

## GML Heritage

- a collapsed brick column to the northern end of the front wall;
- a brick column to the southern end of the front wall leaning with corroded steel beam section;
- discarded steel sections adjacent to the southern stairs, possibly removed during the modification to the building;
- infill wall panels not tied or bonded to the brick columns; and
- deterioration from weathering to exposed brickwork throughout.

In concluding, the report found that the front elevation of Mandor's House is severely deteriorated and unstable due to the condition of the columns and lack of tying to the walls, and that the front elevation and balcony slab should be removed as a matter of safety. The report further advised that while the remaining structure would be stable, the preservation would involve extensive work to return it to an adequate structural condition and would not constitute a viable option.<sup>24</sup>

The photographs included below show the most recent condition of the Mandor's House ruin.

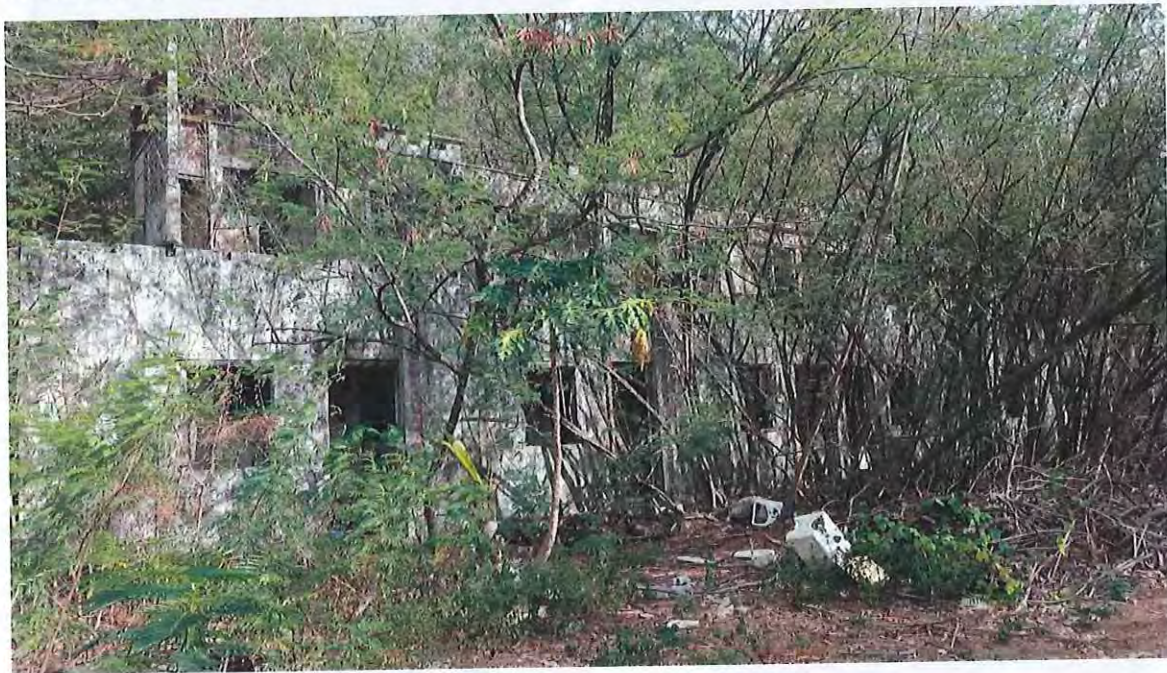


Figure 2.3 Front (west) elevation of Mandor's House. (Source: Acker Pty Ltd, 2017)





**Figure 2.4** West elevation obscured by substantial vegetation. (Source: Acker Pty Ltd, 2017)



**Figure 2.5** Rear (east) elevation of Mandor's House. (Source: Acker Pty Ltd, 2017)



**Figure 2.6** Missing roof to the first floor. (Source: Inter Engineering, 2018)



**Figure 2.7** Northern stairs, first floor. (Source: Inter Engineering, 2018)



**Figure 2.8** North elevation showing breezeway. (Source: Acker Pty Ltd, 2017)



**Figure 2.9** Detail of east elevation. (Source: Acker Pty Ltd, 2017)





**Figure 2.10** Looking north along the ground floor corridor.  
(Source: Acker Pty Ltd, 2017)



**Figure 2.11** Detail of room interior showing substantial deterioration.  
(Source: Acker Pty Ltd, 2017)

#### **2.4.2 Former Labour Contractor's Quarters**

The Former Labour Contractor's Quarters is described in the 1998 Report as a ruin, historically important as the only privately owned house on Christmas Island until the 1990s, and as the residence of the labour contractor, upon which all supply of human labour depended until the mid-1950s.<sup>25</sup>

It has associative significance as a symbol of all the labour contractors who were involved in Christmas Island and of the practice of labour contracting as it was carried out. As a private residence and in its elevated situation, it is illustrative of the wealth and power obtained through monopoly control of virtually all aspects of the labourers' lives.<sup>26</sup>





**Figure 2.12** Photograph of the Former Labour Contractor's Quarters, dated 20 August 1998. (Source: Godden Mackay Logan [now GML])



**Figure 2.13** Photograph of the Former Labour Contractor's Quarters and north end of Mandor's House in July 2000. (Source: Rachel Jackson/Australian Heritage Database)



## GML Heritage

The building's outer walls comprise ashlar limestone masonry standing on concrete slab and a retaining wall approximately 1.5m above ground level. The building is approached by a set of concrete stairs.<sup>27</sup> The 1998 inventory states that surviving walls' and floors' structures appear sound.

Acker commissioned a structural condition assessment of the Former Labour Contractor's Quarters ruin, which was completed by Inter Engineering in February 2018. The report found that:<sup>28</sup>

- the roof was no longer extant, possibly due to white ant attack and general deterioration;
- there were no balustrades to the front verandah;
- the concrete slab had minor cracking parallel to the front wall on both sides and across the steps;
- numerous horizontal and vertical cracks were evident in the walls, mostly likely due to historical foundation movement;
- there was no bulging to the existing walls and they were in alignment;
- there was no evidence of movement or structural distress of the retaining walls on the sides and front elevation; and
- the walls are stable and make-safe works are not required.

In concluding, the report found that the walls and floors of the Former Labour Contractor's Quarters can be repaired to ensure structural stability and that the whole building can be upgraded to meet current building standards and returned to use in future development.<sup>29</sup>



**Figure 2.14** Front stairs leading to the Former Labour Contractor's Quarters. (Source: Acker Pty Ltd, 2017)



**Figure 2.15** View looking north across the Former Labour Contractor's Quarters. (Source: Acker Pty Ltd, 2017)





Figure 2.16 Front stair and west elevation. (Source: Acker Pty Ltd, 2017)



Figure 2.17 Rear (east) elevation. (Source: Acker Pty Ltd, 2017)



Figure 2.18 South and east elevation. (Source: Acker Pty Ltd, 2017)



Figure 2.19 Internal detail of room. (Source: Acker Pty Ltd, 2017)



Figure 2.20 Internal detail of corridor. (Source: Acker Pty Ltd, 2017)



Figure 2.21 Internal detail. (Source: Acker Pty Ltd, 2017)



## GML Heritage



**Figure 2.22** Internal detail of toilet. (Source: Acker Pty Ltd, 2017)



**Figure 2.23** Internal detail of room. (Source: Acker Pty Ltd, 2017)

## 2.5 Endnotes

- 1 Australian Heritage Database 2004, 'Settlement Christmas Island, Gaze Rd, Settlement, EXT, Australia', Australian Heritage Database, CHL citation.
- 2 Australian Heritage Database 2004, 'Settlement Christmas Island, Gaze Rd, Settlement, EXT, Australia', Australian Heritage Database, CHL citation.
- 3 Godden Mackay Logan (now GML) 1998, 'Christmas Island Heritage Review, DCPs and Development Guidelines', Volume 2, Part B1, p 1.
- 4 Australian Heritage Database 2004, 'Settlement Christmas Island, Gaze Rd, Settlement, EXT, Australia', Australian Heritage Database, CHL citation.
- 5 Godden Mackay Logan (now GML) 1998, 'Christmas Island Heritage Review, DCPs and Development Guidelines', Volume 2, Part B2, p 1.
- 6 Godden Mackay Logan (now GML) 1998, 'Christmas Island Heritage Review, DCPs and Development Guidelines', Volume 2, Part B2, p 1.
- 7 Godden Mackay Logan (now GML) 1998, 'Christmas Island Heritage Review, DCPs and Development Guidelines', Volume 2, Part B2, p 1.
- 8 Australian Heritage Database 2004, 'Settlement Christmas Island, Gaze Rd, Settlement, EXT, Australia', Australian Heritage Database, CHL citation.
- 9 Australian Heritage Database 2004, 'Settlement Christmas Island, Gaze Rd, Settlement, EXT, Australia', Australian Heritage Database, CHL citation.
- 10 Australian Heritage Database 2004, 'Settlement Christmas Island, Gaze Rd, Settlement, EXT, Australia', Australian Heritage Database, CHL citation.
- 11 Australian Heritage Database 2004, 'Settlement Christmas Island, Gaze Rd, Settlement, EXT, Australia', Australian Heritage Database, CHL citation.
- 12 Godden Mackay Logan (now GML) 2009, 'Indian Ocean Territories Heritage Inventory', p 73.
- 13 Godden Mackay Logan (now GML Heritage) 1998, 'Christmas Island Heritage Review, DCPs and Development Guidelines', Volume 2, part B2, p 1.
- 14 Acker 2017, 'Demolition of the Derelict Mandor's House and Proposed Hotel Development', pp 1–2.
- 15 Acker 2017, 'Demolition of the Derelict Mandor's House and Proposed Hotel Development', p 1.
- 16 Acker 2017, 'Demolition of the Derelict Mandor's House and Proposed Hotel Development', p 1.
- 17 Australian Heritage Database 2004, 'Settlement Christmas Island, Gaze Rd, Settlement, EXT, Australia', Australian Heritage Database, CHL citation.
- 18 Australian Heritage Database 2004, 'Settlement Christmas Island, Gaze Rd, Settlement, EXT, Australia', Australian Heritage Database, CHL citation.
- 19 Referenced in Inter Engineering 2018, 'Structural Condition Assessment, Mandor's House, Gaze Road, Christmas Island', 26 March, p 3.

- <sup>20</sup> Godden Mackay Logan (now GML Heritage) 1998, 'Christmas Island Heritage Review, DCPs and Development Guidelines', Volume 2, Part B2, p 57.
- <sup>21</sup> Godden Mackay Logan (now GML Heritage) 1998, 'Christmas Island Heritage Review, DCPs and Development Guidelines', Volume 2, p 57.
- <sup>22</sup> Australian Heritage Database 2004, 'Settlement Christmas Island, Gaze Rd, Settlement, EXT, Australia', Australian Heritage Database, CHL citation.
- <sup>23</sup> Inter Engineering 2018, 'Structural Condition Assessment, Mandor's House, Gaze Road, Christmas Island', 26 March, pp 3–4.
- <sup>24</sup> Inter Engineering 2018, 'Structural Condition Assessment, Mandor's House, Gaze Road, Christmas Island', 26 March, p 6.
- <sup>25</sup> Godden Mackay Logan (now GML Heritage) 1998, 'Christmas Island Heritage Review, DCPs and Development Guidelines', Volume 3, pp 2–5.
- <sup>26</sup> Godden Mackay Logan (now GML Heritage) 1998, 'Christmas Island Heritage Review, DCPs and Development Guidelines', Volume 3, pp 2–5.
- <sup>27</sup> Godden Mackay Logan (now GML Heritage) 1998, 'Christmas Island Heritage Review, DCPs and Development Guidelines', Volume 3, pp 2–5.
- <sup>28</sup> Inter Engineering 2018, 'Structural Condition Assessment, Contractor's House, Gaze Road, Christmas Island', 26 March, p 3.
- <sup>29</sup> Inter Engineering 2018, 'Structural Condition Assessment, Contractor's House, Gaze Road, Christmas Island', 26 March, p 4.



## 3.0 Proposed Action

---

### 3.1 Introduction

Acker is proposing to demolish the Mandor's House ruin, refurbish the Former Labour Contractor's Quarters ruin, and build a new three-storey hotel with a two-storey western wing in the central commercial district of Christmas Island.<sup>1</sup> It is expected that the new development will provide much-needed accommodation for visitors and tourists, support local businesses and the community and contribute to future development within the precinct.<sup>2</sup>

GML provided Acker with general design advice following submission of the draft HIA to ensure the design and presentation of the new hotel and refurbished Former Labour Contractor's Quarters was more sympathetic to the character of Settlement. The advice referred to materials, colour palette, the style of eaves, doors, windows and balusters, and has been incorporated into the final design described in this section.

A design intent statement for the proposed hotel was prepared by Acker and is attached at Appendix C. Please note that while the figures have been updated, the statement does not reflect the changes incorporated by Acker following GML's design advice.

### 3.2 Demolition of the Mandor's House Ruin

Acker proposes the complete demolition of the Mandor's House ruin, which is currently in a state of disrepair and has become overgrown with vegetation. Acker reports that the retention of the existing structure is not viable, and demolition is required for the following reasons:<sup>3</sup>

- the very poor physical and structural condition of the building;
- the building's relative individual heritage ranking of 'low'—as considered in the 1998 Report; and
- the prohibitive cost of reconstruction works.

Demolition would involve earthworks to remove concrete slabs, below ground tanks, bricks and footings by excavator or backhoe, and the manual removal of internal fittings and fixtures, including windows, doors and trims.<sup>4</sup>



**Figure 3.1** View from Gaze Road of the existing Former Labour Contractor's Quarters, with a photomontage of Mandor's House to show its location, which is currently obscured by vegetation. (Source: Acker, 2018)



GML acknowledges that reconstruction of the Mandor's House ruin is challenging for the current owners for the following reasons:

- the building is in a ruinous state and undertaking reconstruction would pose a greater challenge than is feasibly possible on Christmas Island;
- the expectation for reconstruction following best heritage practice through use of available historical data, such as historical drawings and archival photographs, in addition to physical evidence is not feasible. Acker is not in a position to reconstruct without conjecture and this is not recommended for a heritage conservation project;
- the remote location of Christmas Island means there is a lack of availability of skilled heritage tradespeople;
- access to appropriate and quality materials is difficult and transportation costs are likely to be cost and time prohibitive; and
- the engineering advice suggests the structure of the ruin is incapable of being redeveloped.

### 3.2.1 Environmental Impact Statement

In 2017, Acker commissioned Range to Reef Environmental (EnviroBiz Pty Ltd) to prepare an Environmental Impact Statement (EIS) for the demolition of Mandor's House. The EIS confirmed that the lot at 4 Gaze Road is completely disturbed with approximately 60–70% of the entire area covered by buildings.<sup>5</sup> No important fauna habitats were identified, and the extant vegetation is noted as being a combination of highly adaptable weed species (ie *Delonix regia* and *Leucaena leucocephala*) and native species.<sup>6</sup>

The EIS found that the most severe environmental impacts would be temporary noise and dust pollution from the project works and waste generation and disposal, with less severe impacts including erosion (obstructed drainage), disruption to threatened fauna species and the clearing of native vegetation.<sup>7</sup> The report offers several measures to mitigate the potential impacts.

### 3.3 Proposed Construction of a New Hotel

Acker is proposing to construct a new hotel with consideration of the design of Mandor's House—a simple two-storey building with a gable roof structure, street-facing balconies and a verandah to the front elevation.<sup>8</sup> The proposed hotel would be a three-storey building running north to south with a two-storey western wing. It would contain no more than 36 rooms, a swimming pool, small cafe, and restaurant and bar. The pitched roof is to be designed to reflect the existing roof character of the area and would be constructed of a Colorbond custom orb in a dark grey.

The main hotel building would run parallel to Gaze Road, as Mandor's House currently is, and be set approximately 17 metres back from the street verge at the base of the vegetated limestone cliff.<sup>9</sup> The projecting two-storey wing would be set back five metres from the street verge.<sup>10</sup> The structural columns would reflect those of Mandor's House.<sup>11</sup> Following GML's general design advice, the base of the building and columns would be finished with a mock stone cladding consistent with the local limestone.

The proposed colour scheme of white and tonal cream for the new hotel intends to reflect the scheme of Mandor's House.<sup>12</sup> The verandah balustrades would be constructed of steel or anodised aluminium with top and bottom aluminium rectangular sections and a rectangular or circular baluster infill. The hotel rooms are intended to have a sliding door entrance to the street facing side (west).



Figure 3.2 Photomontage of the proposed hotel and the refurbished Former Labour Contractor's Quarters. (Source: Acker, 2019)

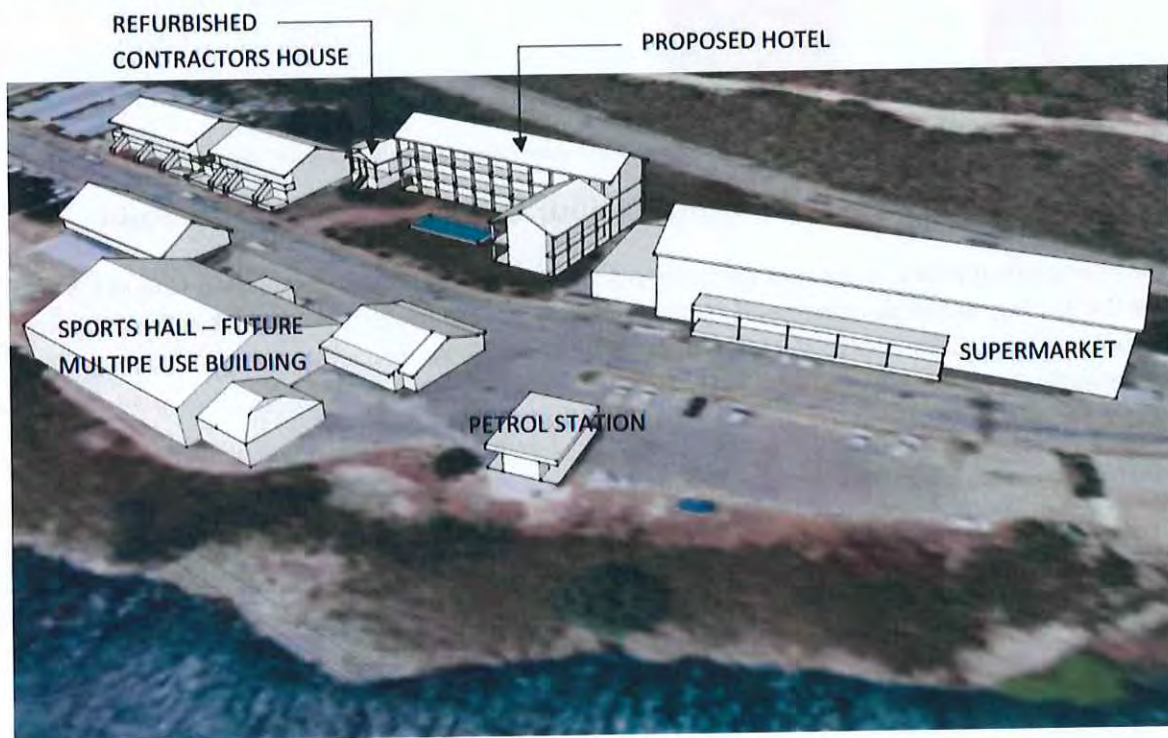


Figure 3.3 Concept 3D schematic of the proposed hotel and refurbished Former Labour Contractor's Quarters. (Source: Acker, 2017)

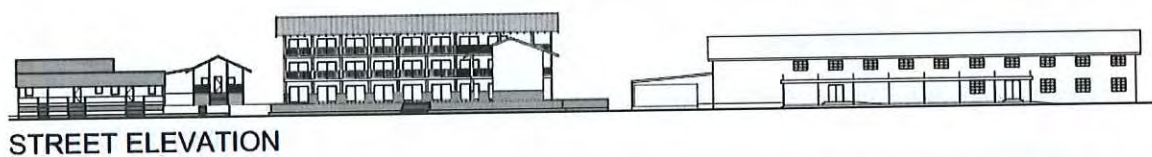


Figure 3.4 Street elevation of the refurbished Former Labour Contractor's Quarters and the new hotel. (Source: Acker, 2018)



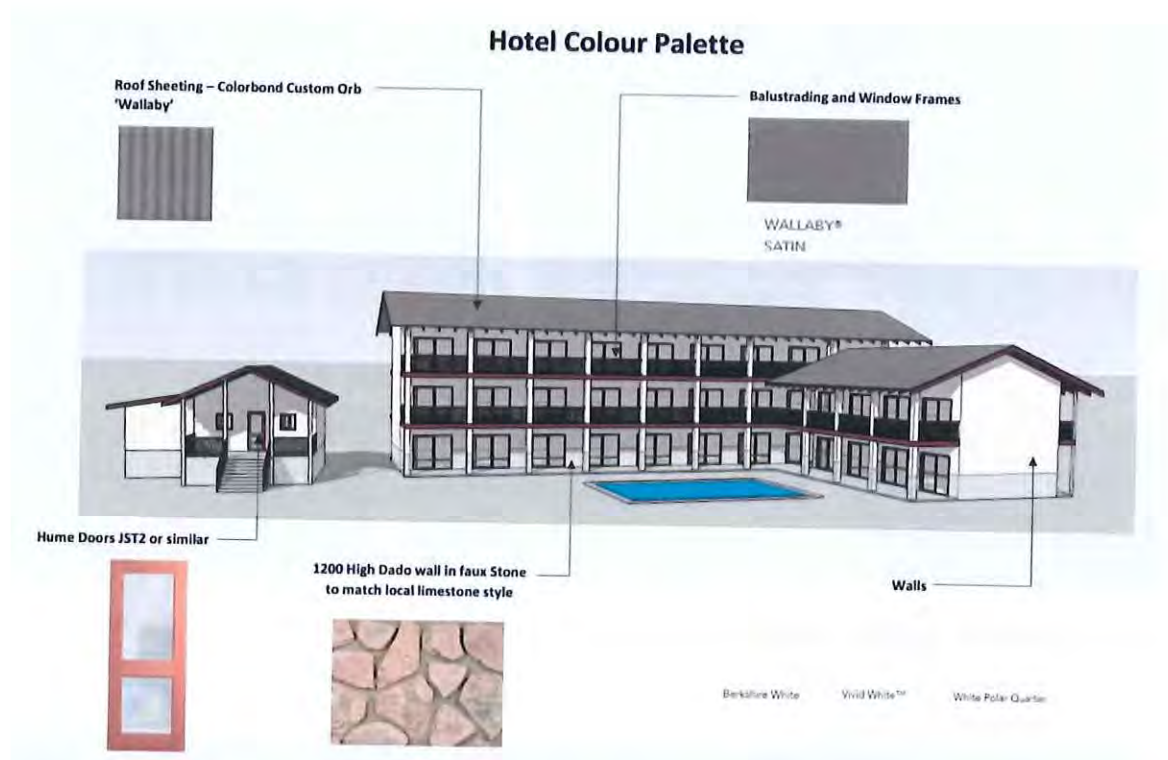


Figure 3.5 Proposed colour palette for the new hotel and refurbished Former Labour Contractor's Quarters. (Source: Acker, 2018)

### 3.4 Refurbishment of the Former Labour Contractor's Quarters Ruin

The conservation policy in the heritage inventory for the Former Labour Contractor's Quarters states that the building should be conserved in accordance with the Settlement Service Precinct development control policies (DCPs).<sup>1</sup> It also states the building should either be retained and interpreted as a ruin or sympathetically restored and adapted to a new use.<sup>1</sup>

Acker proposes to reconstruct the Former Labour Contractor's Quarters ruin and adapt it to suit a new function as the reception desk for the proposed hotel.

The 2018 condition assessment report of the Former Labour Contractor's Quarters prepared by Inter Engineering confirmed that the building was suitable for upgrading and re-use and recommended the following works, which Acker would undertake:

- damp proofing to the ground floor and walls, requiring overlays to the existing slab and installation of a damp proof membrane (DPM) and a damp proof course (DPC);
- repair of cracks in the walls by filling and/or stitching;
- installation of a new roof with tie-downs to resist wind uplift;
- installation of an access ramp;
- replacement of the front stairs to comply with current standards; and
- installation of balustrades to the edge of the plinth.<sup>13</sup>

The existing masonry walls and the retaining wall of the Former Labour Contractor's Quarters are to remain.

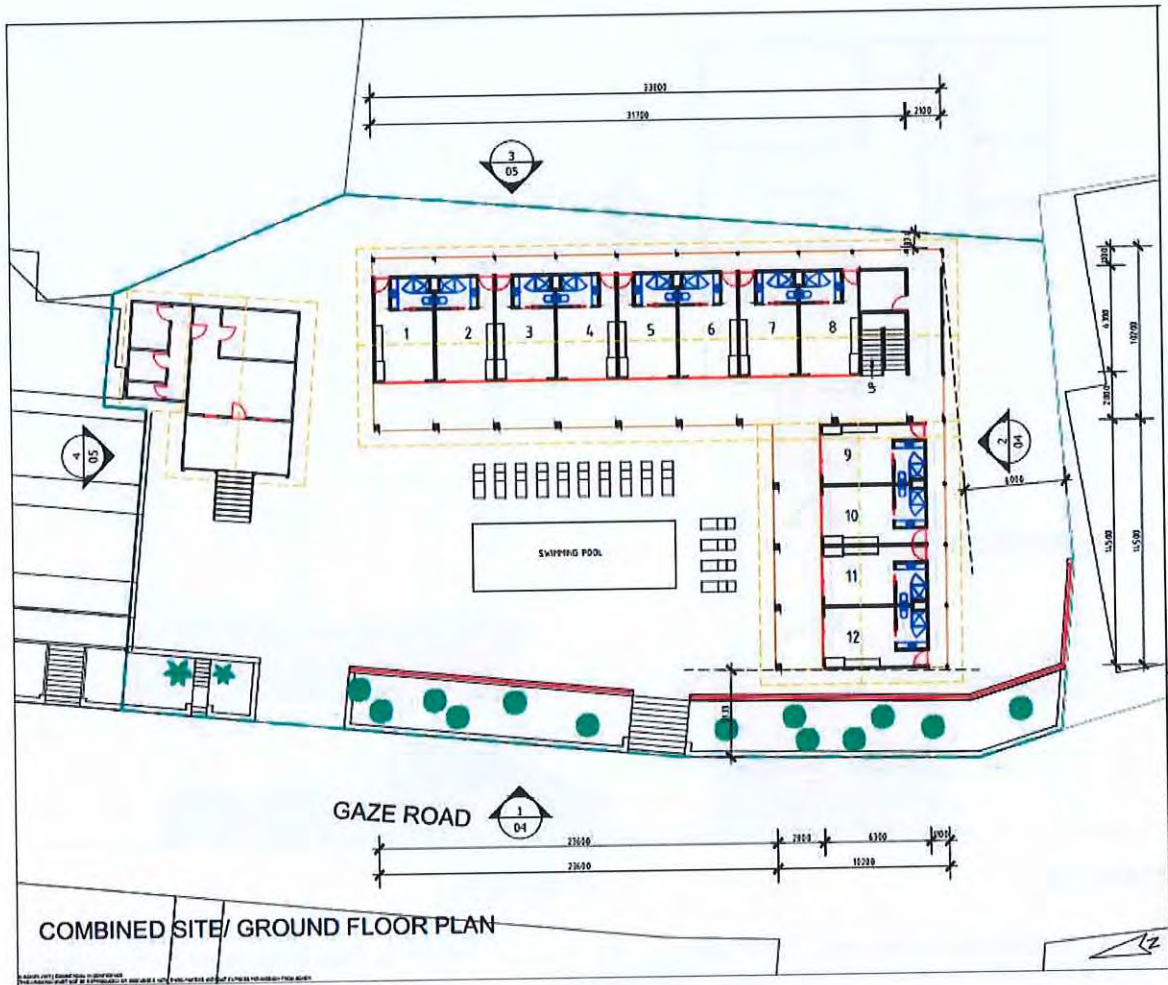


Figure 3.6 Combined site/ground floor plan for the new hotel and refurbished Former Labour Contractor's Quarters. (Source: Acker, 2018)



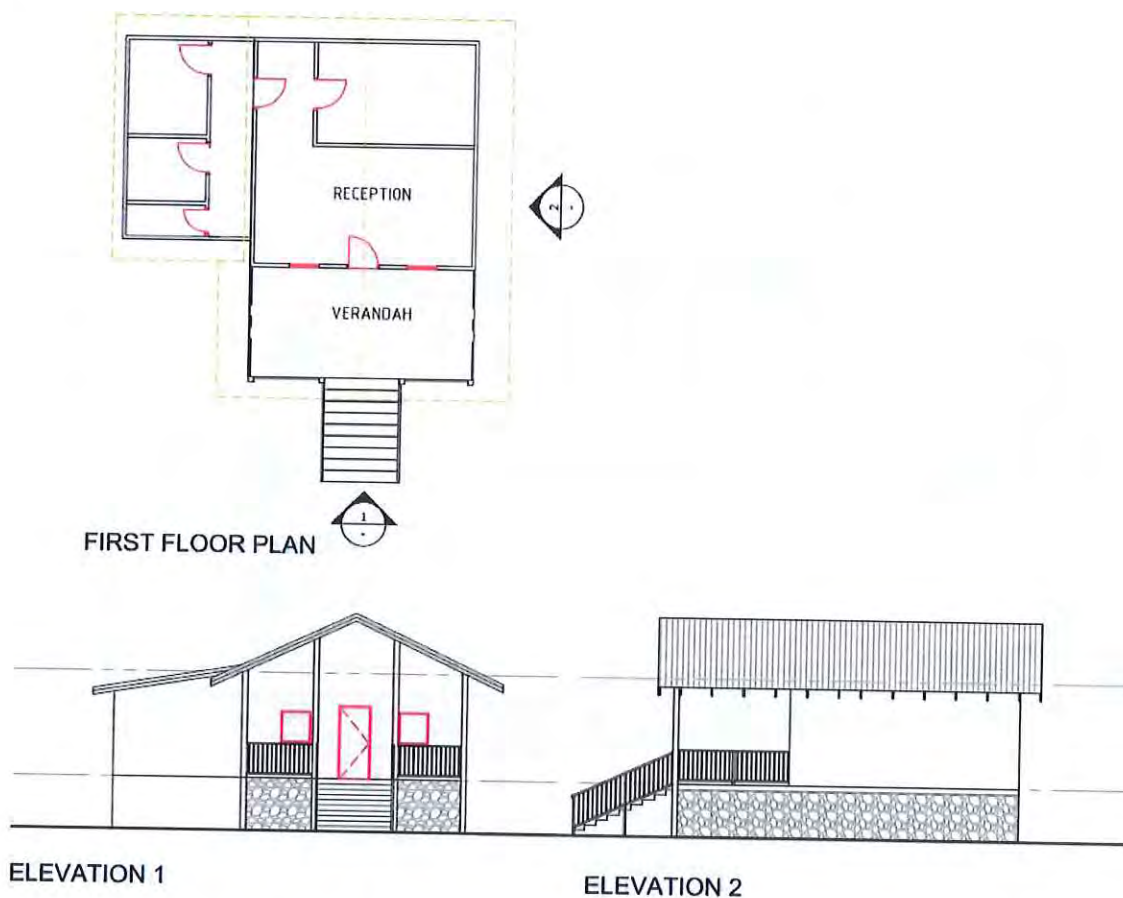


Figure 3.7 Floor plan and elevations for the Former Labour Contractor's Quarters. Note that the design of the baluster has since changed to evenly spaced vertical balusters rather than crosses. (Source: Acker, 2017)

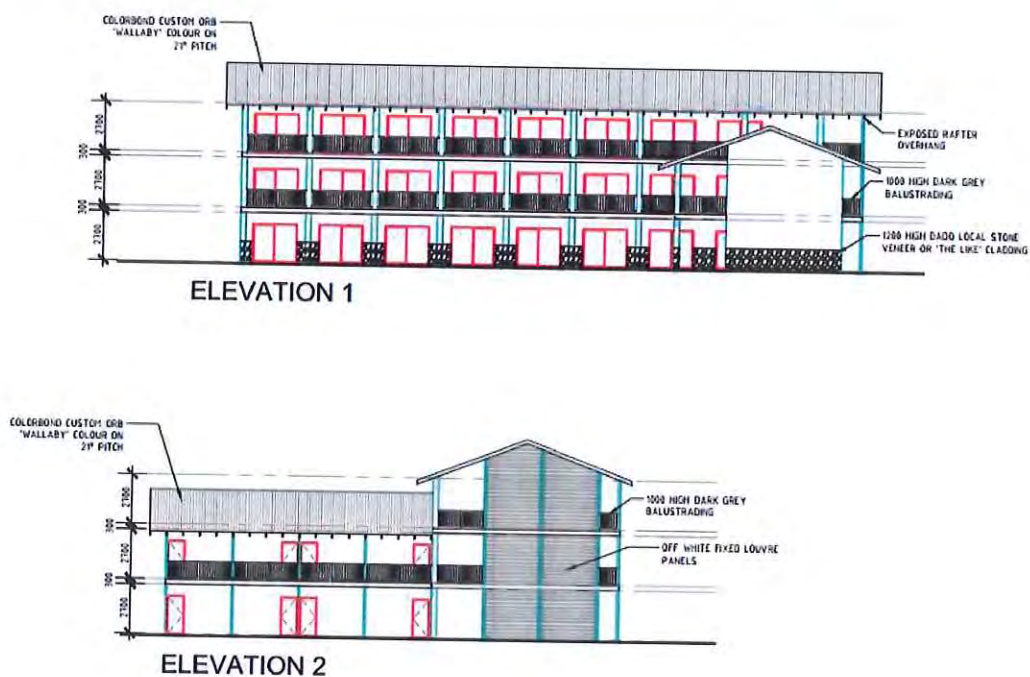


Figure 3.8 West and north elevations of the proposed hotel. (Source: Acker, 2017)

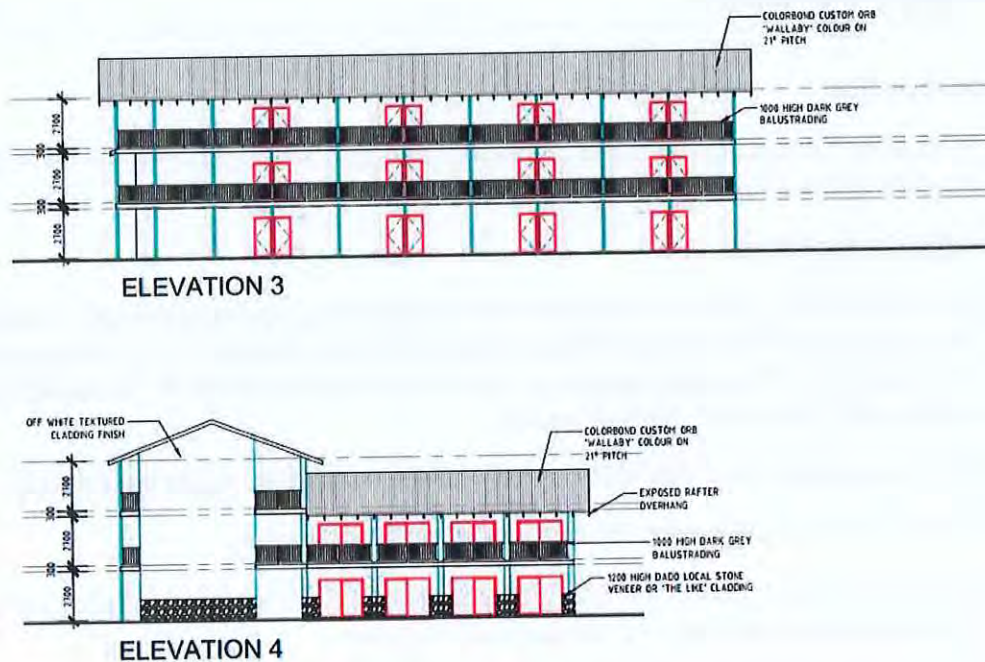


Figure 3.9 East and south elevations of the proposed hotel. (Source: Acker, 2017)

### 3.5 Endnotes

- 1 Acker Pty Ltd 2017, 'Demolition of the Derelict Mandor's House and Proposed Hotel Development', p 3.
- 2 Acker Pty Ltd 2017, 'Demolition of the Derelict Mandor's House and Proposed Hotel Development'.
- 3 Acker Pty Ltd 2017, 'Demolition of the Derelict Mandor's House and Proposed Hotel Development', p 3.
- 4 EnviroBiz 2017, 'Environmental Impact Statement for the Demolition Activity at Lot 334 Gaze Road', p 7.
- 5 EnviroBiz 2017, 'Environmental Impact Statement for the Demolition Activity at Lot 334 Gaze Road', p 7.
- 6 EnviroBiz 2017, 'Environmental Impact Statement for the Demolition Activity at Lot 334 Gaze Road', p 7.
- 7 EnviroBiz 2017, 'Environmental Impact Statement for the Demolition Activity at Lot 334 Gaze Road', p 7.
- 8 Acker 2018, 'Design Intent Statement', p 1.
- 9 Acker 2018, 'Design Intent Statement', p 1.
- 10 Acker 2018, 'Design Intent Statement', p 1.
- 11 Acker 2018, 'Design Intent Statement', p 1.
- 12 Acker 2018, 'Design Intent Statement', p 1.
- 13 Inter Engineering 2018, 'Structural condition assessment—Contractor's House, Gaze Road Christmas Island', pp 3–4.

## 4.0 Design Measures

---

### 4.1 Introduction

The following section provides policies and guidelines to assist Acker in managing the demolition and new works proposed for 4 Gaze Road, Settlement.

### 4.2 Design in Context

In addition to the DCP for Settlement, and for best practice design advice in the context of heritage places, GML refers to the NSW Heritage Office's *Design in Context: Guidelines for Infill Development in the Historic Environment*. The guidelines provide practical and detailed advice for the sensitive design of new development in places with heritage values.

Key guidelines that pertain to the proposed development at 4 Gaze Road include the following:<sup>1</sup>

- Enhance and maintain the area's distinct identity and sense of place.
- Preserve the special qualities that give the place character in a way that respects the old while reflecting the new and meeting the amenity needs of users.
- Recognise the predominant scale (height, bulk, density, grain) of the setting and respond sympathetically with the infill development.
- Ensure that new infill responds to, or reinforces, existing ridgelines, roof slopes, and other features.
- Where there is an established pattern of side setbacks that contribute to the character of the streetscape this should also be reinforced by new buildings.
- New buildings should allow for the retention of significant views and vistas to and from the building.
- Natural features of significance should be retained, such as mature trees.
- Materials and colours of surrounding buildings need not be simply copied but used as a point of reference in a new build. Modern materials can be used if their proportions and details are harmonious within the surrounding historic context. Colour, texture and tonal contrast can be unifying elements. The quality of new materials should be commensurate with those of existing buildings.
- New planting schemes should recognise and reinforce the height, form and character of existing planting schemes or plant types that contribute to the character of the area.

#### 4.2.1 New Uses for Heritage Places

The NSW Heritage Office's *New Uses for Heritage Places: Guidelines for the Adaptation of Historic Buildings and Sites* provides practical and detailed advice on the adaptive re-use of heritage places.

Key guidelines that pertain to the proposed development at 4 Gaze Road include the following:<sup>2</sup>

- Understand the significance of the place.
- Continue significant associations and meanings in any new use.

## **GML Heritage**

- New additions and adjacent or related new construction should be undertaken in a way that, if they are removed in the future, the essential form and integrity of the historic place is unimpaired.
- Non-reversible changes to a heritage place will only be considered when there is no alternative way of retaining the place as a viable asset.
- Existing fabric, use, associations and meanings should be recorded and archived before changes are made.
- Conserve the relationship with the setting and preserve significant views.
- Reveal and interpret the heritage significance of the place as an integral and meaningful part of the adaptation project.
- Locate new services and service areas so that they do not impact on significant spaces or fabric.

### **4.2.2 Christmas Island Heritage Development Control Policy**

The Heritage DCPs provide detailed controls and guidelines for the proposed development affecting a building, object, structure or place listed as a heritage item and/or located within a heritage precinct.<sup>3</sup>

It is important to note that while the 1998 Report provides important and essential information on the history and heritage values of places and precincts on Christmas Island, it is now a 20-year-old document that requires substantial updating. GML has relied on much of the information provided in the 1998 Report to inform this report but has provided additional commentary and revision where necessary. The key points outlined below are still considered important and relevant.

#### **Alterations and Additions to Existing Buildings**

The principles outlined below pertain to the proposed reconstruction and re-use of the Former Labour Contractor's Quarters.<sup>4</sup>

- Refer to the heritage assessment form (HAT) (1998 Report, Volume 3, reference number P2-5) to understand what makes the building significant.
- Locate and design alterations and additions so that they will have the least impact on the most significant parts of the building.
- Locate and design alterations and additions so that they will have the least impact on the significant characteristics of the heritage precinct.
- Ensure that the appropriate setting or curtilage is retained.
- Allow for appropriate siting and setbacks.
- Ensure compatibility with the existing scale, form and character.
- Ensure harmony with existing materials and details.

#### **New Infill Buildings**

The principles outlined below pertain to the proposed new hotel.<sup>5</sup>



- Analyse the heritage significance of the precinct (Settlement Service Precinct) and those elements that contribute to its heritage values.
- Infill development should not copy or replicate neighbouring heritage buildings. This can blur the distinction between old and new and confuse the understanding of the history of the precinct.
- New infill buildings should relate to the traditional forms of surrounding buildings and reflect the elements that contribute to the heritage values of surrounding heritage buildings—new elements can be designed in a way that refers to and respects them.
- New buildings may reflect current design approaches, but these should be of sufficiently high design quality to compare favourably with the existing heritage buildings.
- Retain the appropriate setting or curtilage for surrounding heritage buildings.
- Allow for appropriate siting and setbacks.
- Ensure compatibility with the existing scale, form and character.
- Utilise materials and details sympathetic to the existing.

#### **4.2.3 Settlement Service Precinct DCPs and Management Policies**

The principles and policies pertain to the proposed development at 4 Gaze Road and include the following.<sup>6</sup>

- The original form, scale and detail of heritage buildings shall be retained and enhanced, where possible.
- New development shall respect the low scale and modest character of the Settlement Service Precinct buildings, which generally comprise groups of single-storey buildings of a repetitive form set either parallel or perpendicular to Gaze Road and separated by open space.
- New development shall generally respond to and not obscure the natural topography, manmade landform, historic townscape structure and/or the established form and pattern of development in the Settlement Service Precinct.
- Additions and alterations to existing buildings shall be carefully sited and designed to retain intactness of heritage buildings and the characteristics that contribute to the significance of the Settlement Service Precinct.
- The characteristic materials and colours of the precinct shall be used for additions and alterations. Sympathetic materials and colours may be used in infill development.
- Contributory landscape elements, such as local stone walls and palm planting, shall be retained and enhanced, where possible.

Retain:

- groups of buildings separated by open space, sometimes attractively landscaped;
- weathered local stone walls used to retain terraced levels, which step down gently from the base of the escarpment to the seafront;

## GML Heritage

- important views to the sea, sometimes screened by planting close to the seafront, between groups of buildings; and
- buildings generally well set back from the road.

### Avoid:

- right angled carparking directly off the main Gaze Road;
- informally arranged carparking areas;
- satellite dishes, antennae, garbage enclosures, wall or window mounted A/C units placed in intrusive locations;
- intrusive metal pipe rail and wire mesh fencing in unsympathetic locations (ie facing Gaze Road);
- brick retaining walls instead of local stone;
- replacement windows, which introduce different profiles and materials to the same building; and
- additions that dominate the scale of the existing heritage building or other neighbouring heritage buildings.

## 4.3 Endnotes

- <sup>1</sup> NSW Heritage Office, 2005, *Design in Context: Guidelines for Infill Development in the Historic Environment*, Parramatta, NSW.
- <sup>2</sup> NSW Heritage Office, 2008, *New Uses for Heritage Places: Guidelines for the Adaptation of Historic Buildings and Sites*.
- <sup>3</sup> Godden Mackay Logan (now GML), 1998, 'Christmas Island Heritage Review, DCPs and Development Guidelines', Volume 2, Part A, p 1.
- <sup>4</sup> Godden Mackay Logan (now GML), 1998, 'Christmas Island Heritage Review, DCPs and Development Guidelines', Volume 2, Part A, pp 9–10.
- <sup>5</sup> Godden Mackay Logan (now GML), 1998, 'Christmas Island Heritage Review, DCPs and Development Guidelines', Volume 2, Part A, pp 11–12.
- <sup>6</sup> Godden Mackay Logan (now GML), 1998, 'Christmas Island Heritage Review, DCPs and Development Guidelines', Volume 2, Part B2, pp 3–10.

## 5.0 Heritage Impact Assessment

---

### 5.1 Introduction

Under the EPBC Act, Acker must ensure that it does not take any action on Commonwealth land that has, will have, or is likely to have a significant impact on the Commonwealth Heritage values of any place in its ownership or control, unless there is no feasible or prudent alternative to taking that action. It must ensure that all measures that can reasonably be taken to mitigate the impact are taken.

The impact assessment of the proposed action to demolish Mandor's House, refurbish the Former Labour Contractor's Quarters and construct a new hotel is outlined in Table 5.2.

### 5.2 Assessing the Heritage Impact

A 'significant impact' is an impact that is important, notable, or of consequence, with regard to its context or intensity. The factors to be considered for determining whether or not an action is likely to have a significant impact depend upon the sensitivity, value, and quality of the environment that is impacted, and upon the intensity, duration and magnitude of the impacts.

The following graded scale of impact has been adopted and applied for this impact assessment. To assist in distinguishing between different relative levels of severity of potential heritage impacts, the Significant Impact Guidelines 1.2 provide a scale to refer to, which is as follows:

- **Severe**—Severe impacts generally have two or more of the following characteristics: permanent/irreversible; medium–large scale; moderate–high intensity.

Note: A severe impact would be considered 'significant' as defined by the Significant Impact Guidelines 1.2 and would require an EPBC Act referral to the Minister for the Environment and Energy.

- **Moderate**—Moderate impacts generally have two or more of the following characteristics: medium–long term; small–medium scale; moderate intensity.
- **Minor**—Minor impacts generally have two or more of the following characteristics: short-term/reversible; small-scale/localised; low intensity.

The severity of impacts alone does not necessarily indicate a significant impact on the overall heritage values of a place. The potential impacts of the action must be considered in the context of the environment or the place in which the action will take place.

The scale of an action and its impacts require consideration when predicting the severity of impacts; generally, a larger-scale action with widespread impacts is more likely to have a significant impact on the heritage values than a smaller-scale action with localised impacts. Considering the scale in conjunction with the intensity and duration/frequency of the impacts is important. Intensity refers to the strength and concentration of potential impacts.

#### 5.2.1 Method for Assessing Potential Heritage Impacts

The methodology used for assessing the potential heritage impacts of the proposed development options is outlined in

Table 5.1.

Table 5.1 Methodology for Assessing Potential Heritage Impacts.

Item	Discussion
Heritage Values and Attributes	The heritage values and attributes specific to the space or area of the development options to be described.
Potential Impact Analysis	Discussion of potential impacts on the heritage values.
Heritage Impact Statement	Heritage impact statement identifying the severity of the impact such as from scale and intensity.
Mitigation Measures	Are there any measures that can be explored or introduced to avoid or mitigate impacts?

### 5.3 Heritage Impact Assessment

Table 5.2 Assessment of Heritage Impacts of the Proposed Hotel Development at 4 Gaze Road, Settlement.

Assessment of Heritage Impacts on Settlement
<p><b>Heritage Values and Attributes</b></p> <p>The values and attributes of Settlement relevant to the proposed action are summarised below and have been drawn from the 1998 Report and 2009 Report:</p> <ul style="list-style-type: none"> <li>the whole of Settlement dating from the time the island came under the management of the British Phosphate Company and as a focal point of the occupation of Christmas Island since mining commenced, and as a residential, social and commercial centre, particularly for the Chinese community;</li> <li>the structures, their location in the precinct, plus residential and streetscape landscaping that demonstrate building styles and social structures in the European and Chinese settlements, plus the buildings and other structures, cemeteries and public spaces;</li> <li>the buildings in the precinct and particularly their unity of style (generally the form, heights, materials and character);</li> <li>the streetscape qualities along Gaze Road, in combination with vegetation, garden planting and ornamentation;</li> <li>Mandor's House as one of the oldest remaining structures on Christmas Island and its association with the early mining phase; and</li> <li>the Former Labour Contractor's Quarters, historically important as the only privately owned house on Christmas Island until the 1990s and as the residence of the labour contractor upon which all supply of human labour depended until the mid-1950s. It is also associatively significant as a symbol of all the labour contractors who were involved in Christmas Island and of the practice of labour contracting as it was carried out.</li> </ul>
<p><b>Potential Impact Analysis—Discussion</b></p> <p><b>A. Demolition of the Mandor's House Ruin</b></p> <p>Mandor's House is a significant historical attribute of Settlement and its removal would result in the loss of remaining physical evidence of an early and important building in Settlement and Christmas Island. However, Mandor's House has been substantially altered, is in poor structural condition and is a ruin.</p> <p>Acker has determined that demolition is the only feasible and prudent alternative for the Mandor's House ruin both because of its present state and the undue difficulty in obtaining the resources and expertise to reconstruct the ruin to a functional and known earlier state.</p> <p><b>B. Construction of a New Hotel</b></p>



### Assessment of Heritage Impacts on Settlement

The proposed three-storey hotel with two-storey western wing would constitute a substantial new development on Gaze Road. Gaze Road is significant for its contribution to the strong streetscape in Settlement along with the consistent garden planting and ornamentation, and a unity of building style.

The new hotel would be larger in footprint and height than Mandor's House and other buildings in the immediate area. The design and presentation of the new hotel has been considered to be sympathetic to the character of Settlement.

#### C. Reconstruction of the Former Labour Contractor's Quarters Ruin

The Former Labour Contractor's Quarters is a ruin and uninhabitable although it is structurally sound. The proposed action to refurbish the remaining structure would result in the building being re-used. Reconstruction for re-use would prevent the building from further deterioration and retain the core structure.

### Heritage Impact Statement

#### A. Demolition of Mandor's House Ruin

##### Heritage Impact

The proposed action to demolish the Mandor's House ruin would result in a **moderate** impact as the works are irreversible/permanent, small-scale/localised and of low intensity.

#### B. Construction of New Hotel

##### Heritage Impact

The proposed action to construct a new three-storey hotel with two-storey western wing would result in a **moderate** impact as the works are permanent, medium-scale and of moderate intensity.

#### C. Reconstruction of the Former Labour Contractor's Quarters Ruin

##### Heritage Impact

The proposed action to reconstruct and re-use the Former Labour Contractor's Quarters would result in a **minor** impact as the works, though permanent, would be small-scale/localised and of low intensity.

### Mitigation Measures

#### A. Demolition of Mandor's House Ruin

The impact from the demolition of Mandor's House cannot be mitigated. However, great care should be taken to safeguard the Former Labour Contractor's Quarters and mature plants/trees not requiring removal from impacts arising out of the demolition works.

#### B. Construction of New Hotel

Follow the design measures outlined in Section 4.0 of this HIA.

#### C. Refurbishment of the Former Labour Contractor's Quarters

Follow the design measures outlined in Section 4.0 of this HIA.

Conserve the original form, scale and character of the building, including original outbuildings.<sup>1</sup>

Do not build any new structures in front of the building.<sup>2</sup>

## 5.4 Summary Statement of Heritage Impact

The proposed action at 4 Gaze Road, Settlement, involves the following three components:

- A. the demolition of the Mandor's House ruin;
- B. the construction of a new, three-storey hotel with a two-storey western wing; and
- C. the refurbishment of the Former Labour Contractor's Quarters.

The collective impact from the components of the proposed action would not have a significant impact on the Commonwealth Heritage values of Settlement.

## **GML Heritage**

As such, an EPBC referral is not necessary provided the design and mitigation measures included in Section 4.0 and 5.0 are implemented for the development of a hotel at the site of the Mandor's House ruin and of the Former Labour Contractor's Quarters.

### **5.5 Recommendations**

The recommendations below follow best heritage practice and encourage a sensitive approach to minimising the potential heritage impacts, but do not fully mitigate impacts arising from demolition. GML also recommends that Acker provide this document to Christmas Island Shire Council and DoEE for their information and records.

#### **5.5.1 Former Labour Contractor's Quarters**

It is recommended that Acker:

- undertake historical research of the site to better understand the building's significant history and provide information and resources to use for heritage interpretation; and
- prior to refurbishment works, undertake an archival recording of the building and ensure a copy of the recording is given to the Christmas Island Shire Council and the National Library of Australia and can be made publicly accessible.

#### **5.5.2 Mandor's House**

It is recommended that Acker:

- undertake historical research of the site to better understand the building's significant history and provide information and resources to use for heritage interpretation;
- remove the vegetative overgrowth obscuring the building, prior to undertaking new works;
- undertake an archival recording of the building following removal of the vegetative overgrowth; and
- ensure a copy of the archival recording is given to the Christmas Island Shire Council and the National Library of Australia and can be made publicly accessible.

### **5.6 Endnotes**

- <sup>1</sup> Godden Mackay Logan (now GML), 1998, 'Christmas Island Heritage Review, DCPs and Development Guidelines', Volume 3, pp 2-5.
- <sup>2</sup> Godden Mackay Logan (now GML), 1998, 'Christmas Island Heritage Review, DCPs and Development Guidelines', Volume 3, pp 2-5.

## **6.0 Appendices**

---

### **Appendix A**

Commonwealth Heritage List Citation for Settlement

### **Appendix B**

Extracts from 'Christmas Island Heritage Review, DCPs and Development Guidelines'

### **Appendix C**

Acker Design Intent Statement for New Hotel

**GML Heritage**



## **Appendix A**

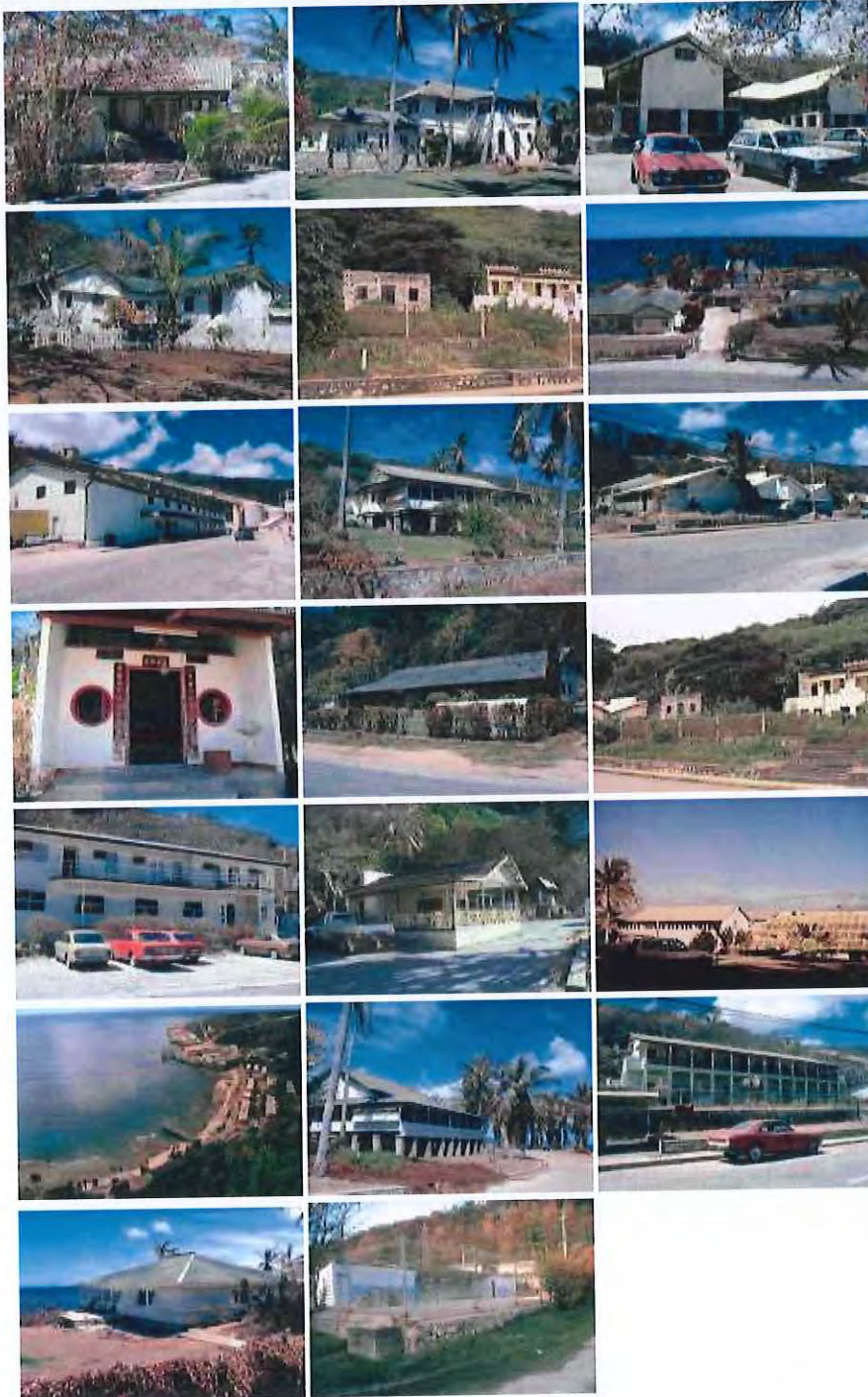
Commonwealth Heritage List Citation for Settlement

# Place Details

[Send Feedback](#)

## Settlement Christmas Island, Gaze Rd, Settlement, EXT, Australia

### Photographs



**List** Commonwealth Heritage List

**Class** Historic

**Legal Status** [Listed place](#) (22/06/2004)

**Place ID** 105315

**Place File No** 9/03/001/0004

### Summary Statement of Significance

The Main Settlement Area of Flying Fish Cove contains the main European residential precinct and the Services area and former early Chinese settlement. The buildings that make up the residential precinct are of architectural significance, relatively intact and display considerable unity in a style derived from the British experience in Singapore/Malaya (Criteria D.2 and F.1). This unity combines with consistent garden planting and ornamentation and the linear nexus of Gaze Road to create a strong streetscape (Criterion F.1). The presence of semi-detached servants' quarters are also of historic importance and are indicative of the social and economic stratification which prevailed on the island during the colonial period (Criteria A.4 and B.2). The residential area is also historically significant as a reminder of the phase of Christmas Island history when the island came under the control of the British Phosphate Commission and the mining industry and the supporting community, underwent substantial expansion (Criterion A.4). The Services precinct is of social and historic significance. It includes a number of early Chinese terraced houses as well as a range of structures representing each of the various phases of phosphate mining, including one of the oldest structures on the Island. It was also the Island's main meeting place where Asian workers and European staff came together through a common reliance on retail, health, recreational and other services. The precinct contains a number of buildings of special significance to the community and, along with the three cemeteries, strongly reflects the mixed racial origins of the Island (Criterion G.1).

---

**Official Values**

**Criterion A Processes**

The residential area is historically significant as a reminder of the phase of Christmas Island history when the island came under the control of the British Phosphate Commission, and the mining industry and the supporting community underwent substantial expansion.

The presence of semi-detached servants' quarters are also of historic importance and are indicative of the social and economic stratification which prevailed on the island during the colonial period.

**Attributes**

The whole of the residential area that dates from the time the island came under control of the British Phosphate Company and particularly the buildings constructed shortly after 1952. Also, the semi-detached servant's quarters connected to many of the residences.

**Criterion B Rarity**

The semi-detached servants' quarters are indicative of the social and economic stratification, which prevailed on the island during the colonial period.

**Attributes**

The semi-detached servant's quarters connected to many of the residences.

**Criterion D Characteristic values**

The Main Settlement Area of Flying Fish Cove contains the main European residential precinct and the Services area and former early Chinese settlement displaying intactness and unity of style.

**Attributes**

The structures, their location in the precinct, plus residential and streetscape landscaping that demonstrate building styles and social structures in the European and Chinese settlements, plus the buildings and other structures, cemeteries and public spaces in the Service area.

**Criterion F Technical achievement**

The buildings that make up the residential precinct are relatively intact and display considerable unity in a style derived from the British experience in Siugapore/Malaya. This unity combines with consistent garden planting and ornamentation and the linear nexus of Gaze Road to create a strong streetscape.

**Attributes**

The buildings in the precinct and particularly their unity of style. Also, the streetscape qualities that derive from the way in which the parts of the precinct are linked along Gaze Road, in combination with garden planting and ornamentation.

**Criterion G Social value**

The Services precinct is of social and historic significance. It includes a number of early Chinese terraced houses as well as a range of structures representing each of the various phases of phosphate mining, including one of the oldest structures on the Island. It was also the Island's main meeting place where Asian workers and European staff came together through a common reliance on retail, health and recreational and other services. The precinct contains a number of buildings of special significance to the community and, along with the three cemeteries, strongly reflects the mixed racial origins of the Island.

**Attributes**

The structures and cemeteries noted above.

**Description**



Christmas Island was named in 1643 when William Mynors, master of a ship homeward bound from the East Indies, sighted the Island on Christmas Day, although the Island was previously known to many seafarers. The first recorded landing was made in 1688 by men under the command of the British sailor William Dampier. In the 1820s John Clunies-Ross from the Shetland Islands considered the Island as the site for a plantation but instead moved onto the Cocos-Keeling Islands, although the family continued to use Christmas Island as a stopping place en route to Java. The value of the phosphate deposits on the Island was recognised in 1887 by Scottish scientist John Murray who successfully lobbied the British to annex the Island. The Island came under British control in 1888. There were no steps taken to administer the Island until 1890 when the Island was incorporated for administrative purposes into the Straits Settlement of Singapore. A District Officer was sent to the Island in 1901. Commercial mining of phosphate commenced in 1899 with the Christmas Island Phosphate Company Limited, with one third owned by Murray, one third by the Clunies-Ross family and the other third sold to raise working capital. The basic family ownership of the company did not alter significantly until December 1948 when the company was purchased by the Australian and New Zealand Governments. The Settlement was the main area in which European staff, services and administrative officers were housed. It includes two main precincts, the European residential area and early Chinese settlement and the Services precinct. The European residential precinct was originally set aside for European staff and includes several bungalows believed to date to before World War Two and mixed single and married quarters dating from after the British Phosphate Company (BPC) assumption of control of the island in 1949. Many of these residences have semi detached servants' quarters. Most of the existing structures were built after 1952 during the intensive phase of development that took place after the Australia/New Zealand/BPC assumed control of the island. This was the most important phase of mining to Australia, as the application of predominantly Christmas Island phosphate to the phosphate deficient soils of Australia, allowed agricultural expansion and supported the food production boom of the 1950s and 1960s. This precinct also includes the Manager's House built in 1952. This is marginally smaller than the Administrator's House and was designed to reflect the dominant position of the BPC Manager. The architectural qualities of the area are clearly influenced by the British experience in Singapore/Malaya with semi-detached servants' quarters indicating the social and economic stratification which prevailed on the Island. The unity of the area is strengthened by the consistent garden plantings and ornamentation and the linear nexus of Gaze Road. This precinct also includes an ammunition bunker and possible dummy gun emplacement and the Rumah Tinggi Mess, built c 1936 in the pre BPC era. This area also includes the Service Precinct. This was the Island's meeting place where Asians workers and European staff came together through their reliance on the retail, health, recreational and other services provided. Places of significance include the Mandor's House which was constructed before 1910 for Chinese foremen. This is one of the oldest structures on the island and is associated with the earlier phase of mining; it originally comprised a number of terrace style apartments with semi-detached service wing running along the rear of the building. This precinct also contains the Hospital; Government Quarters block; Police Station all stylistically related; the main Chinese Temple, still considered the most important Chinese temple on the island; Chinese Literary Association building; the Malay Kampong No 2 comprising Sydney Williams style huts for the main living areas with traditional masonry service wing at the rear; the Chinese Labour quarters and Spinsters quarters. This area lacks the consistency of design and overall unity present in the European residential area. The area also includes three cemeteries, Christian (1950), Malay and Chinese (both pre dating the Christian cemetery), located along Golf Course Road, south of the Settlement residential precinct. The cemeteries contain memorials to past members of the Island community and are of aesthetic interest for their diversity of design, shape and ornamentation. The grave memorials also provide historic evidence of the rate, age and causes of death on the Island.

#### **History Not Available**

#### **Condition and Integrity**

The Mandor's House has been substantially altered with internal partitions and enclosures of the breezeway and service block. White ant attacks are evident and spalling and cracking of the masonry has occurred. The building was assessed as unsound by the Department of the Arts, Sport, the Environment, Territories and Tourism (DASETT) in 1991. Other buildings also have structural problems. March 1989 storm damage has resulted in the demolition of a small row of shops from the gym to the police quarters, while the theatre and pool were badly damaged and are proposed for demolition. The Hospital, Police Station and Police Quarters were also damaged. Leases sold by the Commonwealth to date in the Settlement include the Spit and Chips (former Pork Butcher), the building opposite the Hospital, the old Nurses Home and the former Manager's Residence. (1993)

The precinct is generally intact, with few intrusions. Rumah Tinggi is now a backpacker hostel head office and is in good-poor condition. Seaview Lodge is in generally good condition, and is being used; there are some minor unsympathetic alterations. The pre-war and post-war bungalow groups vary but are generally in sound condition. The BPC married and single quarters group is similar. The preschool is in good condition; the verandah is now painted red and there is new plasterboard panelling. The service area is very mixed, with buildings ranging from ruins to serviceable condition. The hospital was recently refurbished. Regarding the Cocos Malay building and Padang, there are upgrading proposals at hand; the rear building is sound, while the front one is poor; the roof is collapsing. The barracks group is currently leased and will be sold; condition generally sound. Also sound is the Chinese Literary Association Building, and the George Fam Centre. (Jan 2001)

#### **Location**

About 50ha, comprising the whole of the township from the Community Centre (former Youth Centre) near Isabel Beach to the Chinese Cemetery, being the area bounded by a line commencing at Low Water Mark (LWM) on Isabel Beach at latitude 10deg25'26"S, then proceeding due east to the western side of Murray Road, then northerly via that side of that road to latitude 10deg25'21"S, then due east for about 120m to a road between Settlement and Silver City, then northerly via the western side of that road to 50m ASL at approximately the intersection of the latter road and Murray Road, then northerly and easterly at that altitude to longitude 105deg41'22"E, then due north to LWM, the easterly via LWM to the commencement point.

---

**Bibliography**

Forrest, P., 1989, 'Christmas Island Cultural Heritage Study'.

Godden Mackay Heritage Consultants, July 1998, 'Christmas Island - Conservation Management Plan', Volume 1 - Industrial Mining Heritage. Volume 2 - Conservation Management Strategy, Inventory. NEGP Report.

Godden Mackay Logan, November 1998, 'Christmas Island Heritage Review', vol.3. Prepared for Department of Transport and Regional Development.

---

Report Produced Mon Jun 25 09:25:05 2018

---

[Accessibility](#) | [Disclaimer](#) | [Privacy](#) | © Commonwealth of Australia



## **Appendix B**

Extracts from 'Christmas Island Heritage Review, DCPs and Development Guidelines'

C1 Heritage Assessment Table  
Part B2 – Settlement Service Precinct

Christmas Location Number	Building Type	Description	Heritage Significance	Heritage Ranking	Management/Comment
CL/No.337	Mandor's House	Only the rear section of this house survives. The remaining structure is elevated above the road level and is a long, linear rectangular building that runs parallel to the main road. Rendered masonry building with multi-unit rooms running along an access way. Corrugated asbestos cement sheet gable roof.	Remnant of building only.	Low	Currently the building is in a poor condition. It should be archivally recorded prior to any new work.
CL/No.371	371 block (Ocean View Apartments)	Single-storey, rendered masonry breezeway style, multi-unit building. Long, rectangular building located perpendicular to street alignment. Corrugated asbestos cement sheet gable roof over living wing and skillion roof over services wing. Original breezeway infilled with aluminium-framed windows.	Component of Settlement Service Heritage Precinct. Example of staff accommodation provided by BPC. Indicative of racial and class distinctions prevalent at time of construction.	High	Retain existing building and roof form. Retain and minimise changes to existing original fabric. Retain low stone wall along street alignment. Continue to maintain courtyard space between blocks.





Mandor's House.



111 Beach.



111 Beach.

**CHRISTMAS ISLAND HERITAGE ASSESSMENT FORM**

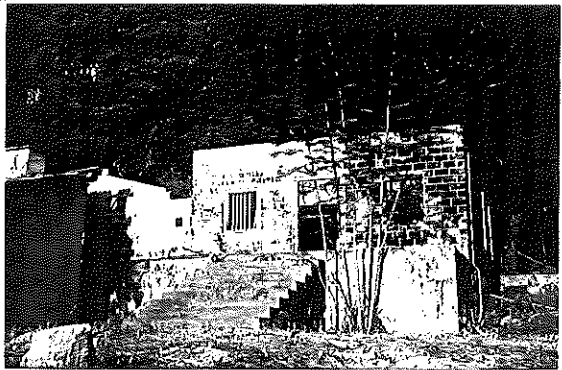
38

Name: Chinese Literary Association Building		Reference No: P2-1
<b>History</b> The CLA building was erected in the early 1950s as one of the community facilities for the Chinese on Christmas Island. It was initially viewed as a place where Chinese language and culture were taught and promoted and Chinese children were formally taught their language, particularly in the written area. After the closure of the mine and the damage to the Chinese shops and restaurants in the 1988 storm, the building has housed a café-type restaurant as well as functioning as a community meeting place.		
<b>Description:</b> The CLA Building is a single-storey, rectangular, rendered concrete-masonry building with a gabled roof clad in corrugated asbestos cement. It features an overhanging verandah created by extension of the roof along the full length of the eastern elevation, carried on timber posts. The building is aligned longitudinally with Gaze Road and the verandah terminates at the road edge. Internally, it consists of two main rooms with a kitchen and toilets at the southern end. The central large room contains a restaurant.		
<b>Condition:</b> The Chinese Literary Association Building is generally in sound physical condition.		
<b>Conservation Policy:</b> Conserve in accordance with the Settlement Service Precinct DCP. There is considerable scope for adaptation and alteration of both the exterior and the interior. Additions should preferably be located on the westfront side of the building.		RNE <input checked="" type="checkbox"/> CISC List <input checked="" type="checkbox"/>
<b>Bibliography:</b> Neale, M and Adams, J. We Were the Christmas Islanders, Bruce Neale, ACT, 1988 Neale, M and Adams, J. Christmas Island - The Early Years, Bruce Neale, ACT, 1988 Williams and Macdonald, The Phosphorers, Melbourne University Press, Melbourne, 1985 Williams, M Three Islands, The Griffin Press, Adelaide, 1971		

Goddard Mackay Logan Pty Ltd, 78 George Street, Redfern NSW 2016 Phone: (02) 9319 4811 Fax: (02) 9319 4383

**CHRISTMAS ISLAND HERITAGE ASSESSMENT FORM, OCTOBER 1998**

Settlement Service

Name: Former Labour Contractor's Quarters (Ruin)	Reference No: P2-5
	Database No: 018500
Other Names:	Principal Group: Residential Buildings
	Legal Status: Part of Settlement Listing for RNE
Nearest Town: Settlement	Admin Status:
Distance: Direction From:	Property Information
Road Frontage: Gaze Road Area (ha):	IR: Shire of Christmas Island
Address/Location/Boundary: East side of Gaze Road, opposite the Chinese Literary Association Building	
Relative Heritage Value: High Historic <input checked="" type="checkbox"/> Aesthetic <input type="checkbox"/> Social <input type="checkbox"/> Scientific <input type="checkbox"/> Rarity <input checked="" type="checkbox"/> Representative <input checked="" type="checkbox"/> Associative <input checked="" type="checkbox"/> Creative/Technical <input type="checkbox"/>	
<b>Statement of Significance:</b> The ruin of the former Labour Contractor's Quarters is historically important as the only privately-owned house on the Island until the 1990s and as the residence of the Labour Contractor upon which all supply of human labour depended until the mid-1950s. It has associational significance as a symbol of all the Labour Contractors who were involved in Christmas Island and of the practice of labour contracting as it was carried out. As a private residence and in its elevated situation, it is illustrative of the wealth and power obtained through monopoly control of virtually all aspects of the Labourers' lives.	
Photo 	

Goddard Mackay Logan Pty Ltd, 78 George Street, Redfern NSW 2016, Phone: (02) 9319 4811 Fax: (02) 9319 4383

# CHRISTMAS ISLAND HERITAGE ASSESSMENT FORM, OCTOBER 1998

<b>Name</b> Former Labour Contractor's Quarters (Ruin)	<b>Reference No</b> P2-5
<p><b>History</b>                  The provision of labour services to the Christmas Island Phosphate Company in the early twentieth century was contracted to a Chinese businessman, Ong Boon Tat, who maintained a presence on the Island and operated the kongsi (general store) and most of the commercial activities and entertainment for the workers on the Island. After World War II, the contractor was Koh Ee Whee, who performed a similar function until 1955, when the British Phosphate Commission took over labour and contracting directly. The Labour Contractor's Residence was the only privately-owned accommodation on the island until the 1990s. After the departure of Koh Ee Whee, the house remained in the ownership of his family, who continued to have a commercial interest in the Island through their operation of several restaurants and shops in the Teagardens, and was occupied for periods by various family members. After the closure of the mine in 1988, coinciding with the storm damage and subsequent demolition of much of the Teagardens and Chinese Shops buildings, the building was abandoned.</p>	
<p><b>Description:</b>                  The ruin of the Labour Contractor's Quarters is located on the western side of Gaze Road opposite the Chinese Literary Association Building and comprises the outer walls of a small cottage built with ashlar limestone masonry, standing upon a concrete slab and retaining wall approximately 1.5m above ground level. It is approached by a set of concrete stairs. The cottage has an ablutions and kitchen block on its northern side, also roofless.</p>	
<p><b>Condition:</b>                  The surviving walls and floor structure of this ruin appear sound.</p>	
<p><b>Conservation Policy:</b>                  Conserve in accordance with the Settlement Service Precinct DCP. This building should be either retained and interpreted as a ruin or sympathetically restored and adapted to a new use. The original form, scale and character of the building, including original outbuildings, should be conserved. No structures should be erected in front of the building.</p>	RNE <input checked="" type="checkbox"/> CISC List <input checked="" type="checkbox"/>
<p><b>Bibliography:</b>                  Neale, M and Adams, J We Were the Christmas Islanders, Bruce Neale, ACT, 1988                  Neale, M and Adams, J Christmas Island – The Early Years, Bruce Neale, ACT, 1988                  Williams and Macdonald, The Phosphateers, Melbourne University Press, Melbourne, 1985                  Williams, M Three Islands, The Griffin Press, Adelaide, 1971</p>	

**Godden Mackay Logan Pty Ltd, 78 George Street, Redfern NSW 2016 Phone: (02) 9319 4811 Fax: (02) 9319 4383**

## **Appendix C**

Acker Design Intent Statement for New Hotel





**ACKER PTY LTD**

PO BOX 390

CHRISTMAS ISLAND

WA 6798

Tel (08) 9164 7916

Fax (08) 9164 7318

E-mail acker@pulau.cx

---

### Hotel Design Intent Statement

Acker proposes to design and build a hotel on 4 Gaze Road Christmas Island with consideration of a design that is sympathetic to the existing Mandor's House.

The existing Mandor's house was a simple two storey building with a gable roof structure and street facing balconies and verandah that runs parallel to the road. The voids between the verandah columns were then filled with brickwork as an alteration.

Acker intends to design hotel up to three storeys high and a two storey wing adjacent on the supermarket end with the setback of the three storey main building approximately 17m from the street verge and approximate 5m from the street to the front of the two storey end wing.

The main three storey building will run parallel to the road in the same direction as the existing Mandors house with an additional secondary wing to the right (adjacent to the supermarket).

The three storey section of the building will be less intrusive in the overall streetscape from Gaze Road due to the far setback with the rear of the building closer to the cliff face where the road ascends uphill.

Surrounding buildings in the area have a variety of different colours. The adjacent temple is painted blue and further north of a cream colour. On the opposite side of the road, the Chinese Literary Association Restaurant is of a dark green colour.

The existing Mandor's house had a cream to white colour finish to the existing areas that was not exposed to weathering. The proposed hotel will colour finish will be an exploration of tonal cream colours or white similar to the colour of the Mandor's house.

Selection of the roof style will be a gable roof. This is to match the existing roof style of the surrounding buildings. The material of the roof sheeting will be a colorbond custom orb in Surfmist colour which is an off-white colour.

The rooms will typically have an entrance sliding door at the street facing side. This is to ensure that the rooms will capture a maximum amount of natural lighting and ventilation from the ocean sea breeze. Selection of slightly darker tone of colours will be selected for the framing and any architraves to create a subtle outline.

The balustrade will be constructed of steel or anodized aluminium with top and bottom aluminium rectangular sections, and rectangular or circular baluster infill. The colour finish will be of a white colour to match the sliding window frames.

Structural columns will be of large sectional members to imitate the columns of the existing Mandor's House. Darker earth colours or faux stone cladding will be explored to establish visual depth to the building.

The design selection was to ensure that it will not cause a severe visual impact in the overall shape and that the features of the Mandor's house were still considered and incorporated into the design.



## SHIRE OF CHRISTMAS ISLAND

---

SUBMISSION TO	Ordinary Council Meeting 23 April 2024
AGENDA REFERENCE	10.1.4
SUBJECT	Appointment of Acting CEO
LOCATION/ADDRESS/APPLICANT	N/A
FILE REFERENCE	1.9.87 & 1.9.53
INTEREST DISCLOSURE	None
DATE OF REPORT	17 April 2024
AUTHOR	David Price, CEO
SIGNATURE OF CEO	SIGNED

---

### RECOMMENDATION

**That Council appoints the Director Works, Services & Waste Troy Davis as the acting CEO for the period 1 June to 9 July 2024 and that the applicable higher duties apply.**

### BACKGROUND

Council is advised that the CEO will be absent from the Island for the period 1 June 2024 to 9 July 2024, being on leave from 1 June to 28 June 2024 and Council business in Canberra between 1 July to 9 July 2024. In the past Council has appointed an Acting CEO when the CEO has been absent from the Island for any period of time longer than one week.

### COMMENT

Council has previously appointed the Director Works, Services & Waste as Acting CEO's during periods of absence by the CEO of more than 1 week.

### STATUTORY ENVIRONMENT

There is 1 Council or Committee meetings scheduled during the CEO's absence.

### POLICY IMPLICATIONS

Nil

### FINANCIAL IMPLICATIONS

The Acting CEO to be paid higher duties remuneration (or equivalent) for the period of absence by the CEO in accordance with past practice.

### STRATEGIC IMPLICATIONS

Nil

### VOTING REQUIREMENTS

A simple majority is required.



## SHIRE OF CHRISTMAS ISLAND

---

SUBMISSION TO	Ordinary Council Meeting 23 April 2024
AGENDA REFERENCE	10.2.1
SUBJECT	Policy Manual Review
LOCATION/ADDRESS/APPLICANT	Nil
FILE REFERENCE	2.11.1
INTEREST DISCLOSURE	Nil
DATE OF REPORT	17 April 2024
AUTHOR	Chris Su, Director of Planning, Governance & Policy
SIGNATURE OF AUTHOR	SIGNED
SIGNATURE OF CEO	SIGNED

---

### RECOMMENDATIONS

**That Council adopts the following reviewed policies –**  
***Financial Policy 2 Purchasing***  
***Financial Policy 2.1 Purchasing – Petty Cash***

### BACKGROUND

Council Policies are high-level statements articulating the intent of the Shire's strategic objectives and provides high level guidance for the Shire's operations.

They are developed by senior management in accordance with feedback from operations staff and external auditors from time to time. They aim to strengthen good governance and support consistency in decision-making and outcomes.

Council were presented reviewed copies of both these policies in the December 2023 Ordinary Council Meeting; the Finance section have provided feedback to assist in the streamlining of these for the 2024 edition.

### COMMENT

The Policy Manual requires require a review every two years for best practice. The period for the last review was the second quarter of 2022 completed at the recommendation of the Office of the Auditor General's audit team RSM.

RSM also recommended inputting the date of review in a long-term calendar to ensure the next review is completed in two years which is quarter two 2024.

Whilst policy review is not a statutory requirement, unlike local law reviews which are to be done at least once in seven years, regular formalized reviews ensure that policies are kept updated and relevant to any changes in the local government space.

### STATUTORY ENVIRONMENT

Local Government (Administration) Regulations 1996

### FINANCIAL IMPLICATIONS

None

### STRATEGIC IMPLICATIONS & MILESTONES

Supports governance outcomes.

**VOTING REQUIREMENTS**

A simple majority is required.

**ATTACHMENTS**

- 10.2.1.1 Financial Policy 2 - Purchasing
- 10.2.1.2 Financial Policy 2.1 – Purchasing – Petty Cash
- 10.2.1.3 Summary of Changes



Authority: Section 3.57 Local Government Act 1995 (WA) (CI); Section 4 Local Government (Functions and General) Regulations 1996; Local Government (Functions and General) Amendment Regulations 2007

## **Financial Policy 2 – PURCHASING**

### **Objective**

- To provide compliance with the Local Government Act, 1995 and the Local Government Act (Functions and General) Regulations, 1996 (as amended in March 2007).
- To deliver a best practice approach and procedures to internal purchasing for the Shire of Christmas Island.
- To ensure consistency for all purchasing activities that integrates within all the Shire of Christmas Island operational areas.
- To efficiently and effectively purchase goods and services recognising that the remoteness of Christmas Island limits the Shire's capacity to implement competitive purchasing strategies and recognising that the Shire is expending public monies that must be accounted for.

### **Policy**

The Shire of Christmas Island is committed to setting up efficient, effective, economical and sustainable procedures in all purchasing activities. This policy:

- Provides the Shire of Christmas Island with a more effective way of purchasing goods and services.
- Ensures that purchasing transactions are carried out in a fair and equitable manner.
- Strengthens integrity and confidence in the purchasing system.
- Ensures that the Shire of Christmas Island receives value for money in its purchasing.
- Ensures that the Shire of Christmas Island considers the environmental impact of the procurement process across the life cycle of goods and services.
- Ensures the Shire of Christmas Island is compliant with all regulatory obligations.
- Promotes effective governance and definition of roles and responsibilities.
- Upholds respect from the public and industry for the Shire of Christmas Island's purchasing practices that withstands probity.

### **ETHICS & INTEGRITY**

All officers and employees of the Shire of Christmas Island shall observe the highest standards of ethics and integrity in undertaking purchasing activity and act in an honest and professional manner that supports the standing of the Shire of Christmas Island.

The following principles, standards and behaviours must be observed and enforced through all stages of the purchasing process to ensure the fair and equitable treatment of all parties:

- full accountability shall be taken for all purchasing decisions and the efficient, effective and proper expenditure of public monies based on achieving value for money;
- all purchasing practices shall comply with relevant legislation, regulations, and requirements consistent with the Shire of Christmas Island policies and code of conduct;
- purchasing is to be undertaken on a competitive basis in which all potential suppliers are treated impartially, honestly and consistently;
- all processes, evaluations and decisions shall be transparent, free from bias and fully documented in accordance with applicable policies and audit requirements;
- any actual or perceived conflicts of interest are to be identified, disclosed and appropriately managed; and
- any information provided to the Shire of Christmas Island by a supplier shall be treated as commercial-in-confidence and should not be released unless authorised by the supplier or relevant legislation.

## **VALUE FOR MONEY**

Value for money is an overarching principle governing purchasing that allows the best possible outcome to be achieved for the Shire of Christmas Island. It is important to note that compliance with the specification is more important than obtaining the lowest price, particularly taking into account user requirements, quality standards, sustainability, life cycle costing, and service benchmarks.

An assessment of the best value for money outcome for any purchasing should consider:

- all relevant whole-of-life costs and benefits whole of life cycle costs (for goods) and whole of contract life costs (for services) including transaction costs associated with acquisition, delivery, distribution, as well as other costs such as but not limited to holding costs, consumables, deployment, maintenance and disposal.
- the technical merits of the goods or services being offered in terms of compliance with specifications, contractual terms and conditions and any relevant methods of assuring quality;
- financial viability and capacity to supply without risk of default. (Competency of the prospective suppliers in terms of managerial and technical capabilities and compliance history);
- a strong element of competition in the allocation of orders or the awarding of contracts. This is achieved by obtaining a sufficient number of competitive quotations wherever practicable.

Where a higher priced conforming offer is recommended, there should be clear and demonstrable benefits over and above the lowest total priced, conforming offer.

## SUSTAINABLE PROCUREMENT

Sustainable Procurement is defined as the procurement of goods and services that have less environmental and social impacts than competing products and services. Shire of Christmas Island is committed to sustainable procurement and where appropriate shall endeavour to design quotations and tenders to provide an advantage to goods, services and/or processes that minimise environmental and negative social impacts. Sustainable considerations must be balanced against value for money outcomes in accordance with the Shire of Christmas Island's sustainability objectives.

Practically, sustainable procurement means the Shire of Christmas Island shall endeavour at all times to identify and procure products and services that:

- Have been determined as necessary;
- Demonstrate environmental best practice in energy efficiency / and or consumption which can be demonstrated through suitable rating systems and eco-labelling.
- Demonstrate environmental best practice in water efficiency.
- Are environmentally sound in manufacture, use, and disposal with a specific preference for products made using the minimum amount of raw materials from a sustainable resource, that are free of toxic or polluting materials and that consume minimal energy during the production stage;
- Products that can be refurbished, reused, recycled or reclaimed shall be given priority, and those that are designed for ease of recycling, re-manufacture or otherwise to minimise waste.
- For motor vehicles – select vehicles featuring the highest fuel efficiency available, based on vehicle type and within the designated price range;
- For new buildings and refurbishments – where available use renewable energy and technologies.

## PURCHASING THRESHOLDS

Where the value of procurement (excluding GST) for the value of the contract over the full contract period (including options to extend) is, or is expected to be:-

Amount of Purchase	Policy
Up to \$1,000	Direct purchase from suppliers using petty cash or purchase order.
\$1,001 to \$5,000	Seek at least 3 written or verbal quotations or via WALGA Vendor Panel CEO & Directors may direct purchase (comments to justify direct purchase must be entered when raising requisition).
\$5,001 - \$50,000	Seek at least 3 written or verbal quotations or via WALGA Vendor Panel Requisition must be approved by CEO or Director. CEO & Directors may direct purchase (comments to justify direct purchase must be entered when raising requisition).
\$50,001 - \$100,000	Seek at least 3 written quotations or via WALGA Vendor Panel Requisition must be approved by CEO or Director. CEO & Directors may direct purchase (comments to justify direct purchase must be entered when raising requisition). .
\$100,001 - \$250,000	Obtain at least 3 written quotation or via WALGA Vendor Panel

	Requisition must be approved by CEO or Director No direct purchase at this tier
\$250,001 and above	Conduct a Public Tender process.

Where it is considered beneficial, tenders may be called in lieu of seeking quotations for purchases under the \$250,001 threshold (excluding GST). If a decision is made to seek public tenders for Contracts of less than \$250,001, a Request for Tender process that entails all the procedures for tendering outlined in this policy must be followed in full.

Direct purchase is where there are no competitive quotes sought.

### **Under \$1,000**

Where the value of procurement of goods or services is under \$1,000, staff may make purchases via Purchase Order or petty cash.

### **\$1001-\$5,000**

Between \$1,001 to \$5,000, purchase on the basis of up to at least three verbal or written quotations have been sought. However it is recommended to use professional discretion and occasionally undertake market testing with a greater number or more formal forms of quotation to ensure best value is maintained.

CEO and Directors may direct purchase with appropriate comments on requisition authority.

This purchasing method is suitable where the purchase is relatively small and low risk. Staff are permitted to make purchases up to the value of \$5,000 if they have the job responsibility to procure goods and services in their position description. Staff are not able to engage in any procurements above this threshold and are to refer to the Director in their section for assistance.

Record keeping requirements must be maintained in accordance with record keeping policies.

### **\$5,001 - \$50,000**

This category is for CEO and Directors to procure goods or services where the value of such procurement ranges between \$5,001 - \$50,000. Staff are not permitted to engage for procurements at this or any higher level.

At least three verbal or written quotations (or a combination of both) should be sought. Where this is not practical, e.g. due to limited suppliers, it must be noted through records relating to the process.

CEO and Directors may direct purchase with appropriate comments on the requisition authority.

The general principles for obtaining verbal quotations are:

- ensure that the requirement / specification is clearly understood by the Shire of Christmas Island employee seeking the verbal quotations;



- ensure that the requirement is clearly, accurately and consistently communicated to each of the suppliers being invited to quote;
- read back the details to the Supplier contact person to confirm their accuracy; and
- written notes detailing each verbal quotation must be recorded.

Record keeping requirements must be maintained in accordance with record keeping policies.

### **\$50,001 to \$100,000**

For the procurement of goods or services where the between \$50,001 to \$100,000, CEO and Directors are required to seek at least three written quotes.

The CEO and Directors may opt to directly purchase from a supplier, but must justify the purchase when raising the requisition.

The CEO and Directors are expected to demonstrate due diligence seeking quotes and to comply with any record keeping and audit requirements.

Record keeping requirements must be maintained in accordance with record keeping policies.

The Shire can still access a WALGA Preferred Supply Contract for these types of purchases.

**NOTES:** The general principles relating to written quotations are;

- An appropriately detailed specification should communicate requirement(s) in a clear, concise and logical fashion.
- The request for written quotation should include as a minimum:
  - Written Specification
  - Selection Criteria to be applied
  - Price Schedule
  - Conditions of responding
  - Validity period of offer
- Invitations to quote should be issued simultaneously to ensure that all parties receive an equal opportunity to respond.
- Offer to all prospective suppliers at the same time any new information that is likely to change the requirements.
- Responses should be assessed for compliance, then against the selection criteria, and then value for money and all evaluations documented.
- Respondents should be advised in writing as soon as possible after the final determination is made and approved.

## **\$100,001 to \$250,000**

For the procurement of goods or services where the value exceeds \$100,000 but is less than \$250,001, Directors and the CEO are required to obtain at least three written quotations containing price and a sufficient amount of information relating to the specification of goods and services being purchased.

Record keeping requirements must be maintained in accordance with record keeping policies.

For this procurement range, the selection should not be based on price alone, and it is strongly recommended to consider some of the qualitative factors such as quality, stock availability, accreditation, time for completion or delivery, warranty conditions, technology, maintenance requirements, organisation's capability, previous relevant experience and any other relevant factors as part of the assessment of the quote.

## **\$250,001 and above**

For the procurement of goods or services where the value will be \$250,001 or more, the CEO and Directors need to put the procurement to tender.

## **REGULATORY COMPLIANCE**

### **Tender Exemption**

In the following instances public tenders or quotation procedures are not required (regardless of the value of expenditure):

- An emergency situation as defined by the Local Government Act 1995;
- The purchase is under a contract of WALGA (Preferred Supplier Arrangements), Department of Treasury and Finance (permitted Common Use Arrangements), Regional Council, or another Local Government;
- The purchase is under auction which has been authorised by Council;
- The contract is for petrol, oil, or other liquid or gas used for internal combustion engines;
- Any of the other exclusions under Regulation 11 of the Functions and General Regulations apply.

### **Sole Source of Supply (Monopoly Suppliers)**

The procurement of goods and/or services available from only one private sector source of supply, (i.e. manufacturer, supplier or agency) is permitted without the need to call competitive quotations provided that there must genuinely be only one source of supply. Every endeavour to find alternative sources must be made. Written confirmation of this must be kept on file for later audit.

## **Anti-Avoidance**

The Shire of Christmas Island shall not enter two or more contracts of a similar nature for the purpose of splitting the value of the contracts to take the value of consideration below the level of \$250,000.

## **Tender Criteria**

The Shire of Christmas Island shall, before tenders are publicly invited, determine in writing the criteria for deciding which tender should be accepted.

An evaluation panel shall be established prior to the advertising of a tender and shall include a mix of skills and experience relevant to the nature of the purchase. The panel must contain a minimum of 3 members.

## **Advertising Tenders**

Tenders are to be advertised in a state wide publication e.g. "The West Australian" newspaper, Local Government Tenders section, preferably on a Wednesday or Saturday.

Tenders must remain open for at least 14 full days after the date the tender is advertised.

The notice must include;

- a brief description of the goods or services required;
- information as to where and how tenders may be submitted;
- the date and time after which tenders cannot be submitted;
- particulars identifying a person from who more detailed information as to tendering may be obtained;
- detailed information shall include;
  - such information as the Shire of Christmas Island decides should be disclosed to those interested in submitting a tender;
  - detailed specifications of the goods or services required;
  - the criteria for deciding which tender should be accepted;
  - whether or not the Shire of Christmas Island has decided to submit a tender; and
  - whether or not tenders can be submitted by facsimile or other electronic means, and if so, how tenders may so be submitted.

As a general rule, advertising of tenders by state-wide notice as required in the Regulations will be addressed by advertising in The Islander and by public notice. Where the goods or services are not available on Island, notice will be advertised off Island.

## **Issuing Tender Documentation**

Tenders will not be made available (counter, mail, internet, referral, or other means) without a robust process to ensure the recording of details of all parties who acquire the documentation.

This is essential as if clarifications, addendums or further communication is required prior to the close of tenders, all potential tenderers must have equal access to this information in order for the Shire of Christmas Island not to compromise its duty to be fair.

### **Tender Deadline**

A tender that is not received in full in the required format by the advertised Tender Deadline shall be rejected.

### **Opening of Tenders**

No tenders are to be removed from the tender box, or opened (read or evaluated) prior to the Tender Deadline.

Tenders are to be opened in the presence of the Chief Executive Officer's delegated nominee and at least one other Council Officer. The details of all tenders received and opened shall be recorded in the Tenders Register.

Tenders are to be opened in accordance with the advertised time and place. There is no obligation to disclose or record tendered prices at the tender opening, and price information should be regarded as commercial-in-confidence to the Shire of Christmas Island. Members of the public are entitled to be present.

The Tenderer's Offer form, Price Schedule and other appropriate pages from each tender shall be date stamped and initialled by at least two Shire of Christmas Island Officers present at the opening of tenders.

### **No Tenders Received**

Where the Shire of Christmas Island has invited tenders, however no compliant submissions have been received, direct purchases can be arranged on the basis of the following:

- a sufficient number of quotations are obtained;
- the process follows the guidelines for seeking quotations between \$50,000 & \$250,000 (listed above);
- the specification for goods and/or services remains unchanged;
- purchasing is arranged within 6 months of the closing date of the lapsed tender.

### **Tender Evaluation**

Tenders that have not been rejected shall be assessed by the Shire of Christmas Island by means of a written evaluation against the pre-determined criteria. The tender evaluation panel shall assess each tender that has not been rejected to determine which tender is most advantageous.



## **Addendum to Tender**

If, after the tender has been publicly advertised, any changes, variations or adjustments to the tender document and/or the conditions of tender are required, the Shire of Christmas Island may vary the initial information by taking reasonable steps to give each person who has sought copies of the tender documents notice of the variation.

## **Minor Variation**

If after the tender has been publicly advertised and a successful tenderer has been chosen but before the Shire of Christmas Island and tenderer have entered into a Contract, a minor variation may be made by the Shire of Christmas Island.

A minor variation will not alter the nature of the goods and/or services procured, nor will it materially alter the specification or structure provided for by the initial tender.

## **Notification of Outcome**

Each tenderer shall be notified of the outcome of the tender following Council resolution. Notification shall include:

- The name of the successful tenderer
- The total value of consideration of the winning offer

The details and total value of consideration for the winning offer must also be entered into the Tenders Register at the conclusion of the tender process.

## **Records Management**

All records associated with the tender process or a direct purchase process must be recorded and retained. For a tender process this includes:

- Tender documentation;
- Internal documentation;
- Evaluation documentation;
- Enquiry and response documentation;
- Notification and award documentation.

For a direct purchasing process this includes:

- Quotation documentation;
- Internal documentation;
- Order forms and requisitions.

Record retention shall be in accordance with the minimum requirements of the State Records Act.

Keywords Tender, Goods and Services, Purchases

Related Policies F11 regional Price Preference Policy

Related Procedures/  
Documents Tender/Procurement Procedure  
WALGA Purchasing and Tender Guide

Delegation Level Council, CEO

First endorsed by Council 13 March 2007

Version	Approved, Amended, Rescinded	Date	Officer	Resolution number	Key changes/ notes	Next Review date	File Ref No.
1	Approved	13/3/2007	CEO	30/07			2.11.12
2	Approved	26/9/2017	GRPG	88/17		2019	2.11.12
3	Approved	27/9/2022	GRPG	89/22		2024	2.11.12
4	Approved	24/10/2023	DGPG	100/23	Changes to thresholds based on advice from DFCS	2024	2.11.12
5		23/4/2024	DFCS			2026	2.11.12

Authority: Section 3.57 Local Government Act 1995 (WA) (CI); Section 4 Local Government (Functions and General) Regulations 1996; Local Government (Functions and General) Amendment Regulations 2007

## **Financial Policy 2-1 – PURCHASING – Petty Cash**

### **Objective**

- To provide compliance with the Local Government Act, 1995 and the Local Government Act (Functions and General) Regulations, 1996 (as amended in March 2007).
- To deliver a best practice approach and procedures to Petty Cash purchasing for the Shire of Christmas Island.
- To ensure consistency for all purchasing activities that integrates within all the Shire of Christmas Island operational areas.

### **Policy**

The Shire of Christmas Island shall have a Petty Cash reimbursement system for staff to obtain reimbursements for approved work purchases of less than \$100.

The Shire of Christmas Island shall have a float of \$500 in cash in a secured box under the care of the Executive Assistant for this purpose.

All requests for Petty Cash reimbursements must be made on the approved form, the Petty Cash reimbursement form.

This approved form is to be made available only through the Executive Assistant at the front desk.

Upon processing of a reimbursement for Petty Cash reimbursement, the Executive Assistant is to record it in file and report it to the Finance Manager.

### **Procedure**

1. Staff have to confirm that the item they need is not immediately available at a Shire storeroom or supply cabinet and has a value of \$100 or less.
2. Staff to obtain a receipt from a supplier for a purchase made for work purposes. The staff member does not have to obtain permission from a line manager to make the purchase as long as the staff member considers in their judgement that the purchase is necessary for work and that the item cannot be currently obtained from a Shire storeroom or supply cabinet.
3. As soon as practicable the staff member is to obtain a Petty Cash Claim Form from the Executive Assistant at the front desk.
4. Staff member to include the receipt when filling in the Petty Cash Claim Form. Requests for reimbursement without a receipt will not be entertained.
5. Staff member has to get their line manager to counter-sign the Petty Cash Claim form. Staff member is expected to be able to provide a rationale to their line manager to explain the purchase if so needed.

6. Line Manager is to provide the appropriate GL number on the Petty Cash Claim Form.
7. Once the Line Manager and Staff have signed, the GL number provided, the form is dated and receipt provided, the Executive Assistant will reimburse with cash to the staff member.
8. Executive Assistant to record the details in file to report to the Finance Manager.

## PETTY CASH ETHICS & INTEGRITY

All officers and employees of the Shire of Christmas Island shall observe the highest standards of ethics and integrity in undertaking purchasing activity and act in an honest and professional manner that supports the standing of the Shire of Christmas Island.

Staff are only to buy items under the value of \$100 as needed if the store room or supply cabinet has none of the item.

### Records Management

All records associated with the Petty Cash process must be retained. The Executive Assistant is responsible for this.

Record retention shall be in accordance with the minimum requirements of the State Records Act, and the Shire of Christmas Island's internal records management policy.

Keywords Petty Cash, Purchases

Related Policies Financial Policy 2, Purchases Policy

Related Procedures/  
Documents Petty Cash Claim Form

Version	Approved, Amended, Rescinded	Date	Officer	Resolution number	Key changes/ notes	Next Review date	File Ref No.
1	Approved	24/7/2021	Chris Su	67/21		2023	2.11.40
1	Approved	27/9/2022	Chris Su	89/22		2024	2.11.40
2		11/4/2024	Chris Su			2025	2.11.40



## Summary of Proposed Changes

[chris@shire.gov.cx](mailto:chris@shire.gov.cx)

April 2024 Ordinary Council Meeting

<b>Policy</b>	<b>Changes</b>	<b>Rationale</b>
Financial Policy 2 - Purchasing	Review and update purchasing thresholds  Public Tender ceiling revised up from \$150,000 to \$250,000.  Requirement to obtain three written quotes ceiling revised up from \$50,000 to \$100,000.	Readjustment upwards of purchasing thresholds provides greater financial prudence.  <i>Division 2, part 11 of the Local Government (Functions and General) Regulations 1996 provides guidance for purchasing thresholds.</i>
Financial Policy 2.1 - Purchasing Policy Petty Cash	Increase of reimbursement limit from \$50 to \$100	Given nature of petty cash purchases being dominantly stationery and other consumables and with the ceiling of \$50 being considered low with price inflation, finance deemed it low-risk to increase petty cash reimbursements to \$100



## SHIRE OF CHRISTMAS ISLAND

---

SUBMISSION TO	Ordinary Council Meeting 23 April 2024
AGENDA REFERENCE	10.2.2
SUBJECT	Local Heritage Survey, Batch Two Adoption
LOCATION/ADDRESS/APPLICANT	Nil
FILE REFERENCE	2.10.2
INTEREST DISCLOSURE	Nil
DATE OF REPORT	17 April 2024
AUTHOR	Chris Su, Director Planning, Governance & Policy
SIGNATURE OF AUTHOR	SIGNED
SIGNATURE OF CEO	SIGNED

---

### RECOMMENDATIONS

**That Council adopts the following batch of places nominated by the public for the first *Christmas Island Local Heritage Survey* in accordance with the *Heritage Act (WA)(CI) 2018*.**

### BACKGROUND

The *Heritage Act (WA)(CI) 2018* was put in effect on Christmas Island from 1 July 2022 as part of the necessary legislation needed for the completion of the Commonwealth's *Christmas Island Strategic Assessment*. Even though the CISA has been paused as of June 2023, the *Heritage Act (WA)(CI)2018* is still in force.

Under this Act and its applicable regulations, Council is required to develop a Heritage Survey and a separate Heritage List.

Council's Public Notice 25/22 '*Christmas Island Heritage Survey*' of 17 June 2022 requested nominations from the public for local areas and built forms that they would like to see on the list. A total of 20 buildings, retired mining plant, precincts and one shipwreck were submitted by the public and these were adopted in Resolution 100/2022 at the October 2022 Ordinary Council Meeting.

### COMMENT

The SOCI research desk contacted officers from the Dept. Planning, Lands and Heritage for guidance on the creation of a Local Government Heritage Survey. Director Adelyn SIEW and Assistant Manager for the Historic Heritage Conservation unit Lara WATSON provided great assistance to Council staff.

Research officer Karin LWIN-LINES utilized archived secondary research and conducted new primary research for the project. The new primary research sheds light on some gaps in the existing literature on Island heritage, dominantly the 1988 Godden Mackay Logan's *Christmas Island Heritage Review* and the 1999 Peter Forrest *Christmas Island Cultural Heritage Survey*.

In recent 2024 consultations with DPLH Assistant Manager Lara WATSON requested that SOCI consider documenting the known spiritual values of specific trees on Christmas Island. DPLH provided that these trees can be added to a Heritage Survey by a local government and noted that some councils consider inclusion of trees considered significant by indigenous groups in their municipal area.

**STATUTORY ENVIRONMENT**

Heritage Act (WA)(CI)2018

**FINANCIAL IMPLICATIONS**

None

**STRATEGIC IMPLICATIONS & MILESTONES**

Supports the framework needed for the Commonwealth's *Christmas Island Strategic Assessment* program.

**VOTING REQUIREMENTS**

A simple majority is required.

**ATTACHMENTS**

10.2.2.1 – Christmas Island Heritage Survey, batch two

- 10.2.2.2 –
- i) Four Faced Buddah Banyan Tree Grove
  - ii) Mahayana Temple Gaze Road Banyan Trees and Mountain Shrine
  - iii) Drumsite Banyan Tree

# Christmas Island Heritage Survey 2024



*Flying Fish Cove, circa 1963*

## Executive Summary

Local Governments in WA are required to produce a *Heritage Survey*, formerly known as a *Municipal Inventory*, of places of cultural, historical, spiritual, scientific or natural heritage value in their local government area in conjunction with the community under the *Heritage Act (WA)(2018)*.

This Act was put in force on the Territory of Christmas Island by the Commonwealth for the 1<sup>st</sup> July 2022 as it is needed to assist in the legislative framework for the Commonwealth's *Strategic Assessment* of Christmas Island under the *Environment Protection and Biodiversity Conservation Act (Cth)(1999)*.

The existing service delivery agreement with the WA Department of Planning, Lands and Heritage was extended to fund the officers in the Heritage division to assist in the management and application of the provisions of the Heritage Act (WA)(2018) on Christmas Island.

A local government's Heritage Survey exists at the local level of heritage inventory management. The tier structure is as below –

Cultural heritage places in Australia can be recorded under many different heritage listings. Some of these listings give statutory protection to heritage places, and others are simply lists with unofficial or semi-official designations, often arising from local, community-based or thematic surveys as is a Local Government's Heritage Survey.

Statutory listings are issued by government organisations such as the Heritage Council, the Australian Heritage Council or local governments. The listing types are:

<b>Listing Type</b>	<b>Organisation</b>	<b>Legislation</b>
State Register of Heritage Places	Heritage Council of WA	WA Heritage Act 2018
Protection Order	Heritage Council of WA	WA Heritage Act 2018
Heritage Agreement	Heritage Council of WA	WA Heritage Act 2018



Listing Type	Organisation	Legislation
Heritage List	Local governments	WA Planning and Development Act 2005; Local Planning Schemes
Heritage Survey	Local Governments	WA Heritage Act 2018
National heritage list	Australian Heritage Council	Environment Protection and Biodiversity Conservation Act (1999)

Note that it is the Local Heritage **Survey** from which a Local Heritage **List** will be drawn from. Items in the Local Heritage List under the WA Planning and Development Act 2005 and named in the local government’s Local Planning Scheme instrument carry statutory protection. The Local Heritage **Survey** affords no statutory protection.

**CONTENTS**

**PAGE**

1. Administration Building	5
2. The Barracks Shops	7
3. Cocos Padang Malay Quarters	9
4. Roundabout Flats – Former Asian Quarters	11
5. Tong Chee House	13
6. General Electric Locomotive	15
7. MS Eidsvold	17

## **ADMINISTRATION BUILDING**

### **HERITAGE VALUE: EXCEPTIONAL**

Historic/Aesthetic/Representative/Scientific/Social/Associative/Rarity

**AUTHENTICITY:** High

### **ADDRESS/LOCATION:**

Administration Precinct-Gaze Road. **Road Frontage** - West side of Gaze Road

### **STATEMENT OF SIGNIFICANCE:**

The Administration Building is historically significant as a rare surviving pre-WWII building and one of the first rendered brick and masonry buildings erected by the British Phosphate Company (CIPCo). It served as the main Mine Office and played a significant role in the management of the mine from the time of its construction in 1926, until the mine closed in the 1980's. The building is pivotal in the experience and lifestyle of Europeans associated with the management of the mine's production of phosphate, is hosted broader administrative functionalities such as the welfare office, Post Office and bank. The building has aesthetic qualities, its understated Georgian styling is noted in its axial symmetry and strict uniformity designed to optimize its function as a government building. The former Mine Office is associated with the pattern design of British colonial entrepreneurs. It's construction adheres to cubed proportions of colonial Georgian architecture, and demonstrates a high degree of technical and creative skill to wed its style to functional features in its approach to the tropical weather. It is representative of the self-perceptions and privileged life style of European workers and mine managers. The former Mine Office is strongly associated with colonial principles of stratification of race and class, demarcation favouring European managers and employees over Asian workers, the Administration building is illustrative of the dominant colonial culture of the period in the context of Christmas Island.

### **HISTORY:**

The Administration building was the first building erected in 1926 in rendered brick and concrete to function as a Mine Office for the Christmas Island Phosphate Company (CIPCo). It served broader functionalities as a bank, welfare office and Post Office for the majority of the 20<sup>th</sup> century. It was central in the management of Phosphate mining on Christmas Island throughout the 20<sup>th</sup> century. Japanese troops took control of the building during their occupation of Christmas Island from 1942 to 1945, this restricted the activities of the Phosphate Commissioners and led to defected plant and equipment upon the reluctant retreat of the Japanese. Post WWII, damage sustained to the mine's infrastructure underwent reconstruction using the Commissions resources. The Administration building played a significant role in reconstructing the successful production of phosphate in response to a post-war increase in demand. The British Phosphate Commission took over the building on the 1<sup>st</sup> of January 1949 and the New Zealand and the Australian Governments collaborated to

purchase the Christmas Island Phosphate company's interests from the British Commissioners, this was enabled the management of the phosphate mine, which was then administered under the Christmas Island Phosphate Commission (CIPCo). Singapore transferred sovereignty to Australia in 1958, and in 1981 the mine closed. In the 1990's the mining company was dissolved and the Australian Government took over the building. The building was used to host officials responsible for the administration of Christmas Island, which has continued since that time. In the late 1960's a mine office was erected in the Drumsite precinct for supervisors and engineers, Australian managers remained in the Administration building until 1988 when the mine closed. In the 1990s, post the mining company being dissolved, the building was taken over by the Australian Commonwealth Government. The Administration building currently hosts the main office of the Island Administrator, and provides broader functionalities such as an office for property management, court matters, motor vehicle registry, collector of public monies (utilities), and administrative government departments.

### **DESCRIPTION/CONDITION:**

The Administration Building is a simply detailed, two storey, rendered brick office, of the standard pattern design of a colonial government office building. Erected in 1926, it originally had an open verandah demarking the first and second level, this is now enclosed. It has a gabled corrugated modern colorbond iron roof which appropriately replaced the asbestos clad gabled roof, at the northern side a hipped gabled end replicates the original structure. It adheres to a colonial version of Georgian design, its cubed proportions determine the system of windows relative to wall areas, the space occupied by the first and second floor windows are roughly proportioned to a square. Its Georgian style axial symmetry, proportions and understated elegance is enhanced by square columns supporting the upper floor over a ground floor verandah which continues around the eastern side of the building. Elevated steel, multi framed windows, on the northern and western side, have been replaced with modern, single-pane metal windows. The rectangular windows on the southern and eastern side of the building have retained their original steel multi-paned frames. Its plain wall surfaces are undecorated, projecting window sills and openings, and the string course between floors appropriately break the surface. A two storey wing attached on the western façade replicates the original form, detailing and proportions of the main building. At the first floor level, a flat concrete verandah roof is supported on steel posts which flows around the the northern and western side of the building.

### **Integrity/Authenticity:**

Very good condition /High authenticity

Structure and Character Intact/ Appropriate Additions and Alterations to its original Georgian styling/Functionality- remains as a government building.

Domestic Architecture [Georgian Architecture] 1700-1960, University of the West of England, Bristol, 2009 . [Fet.uwe.ac.uk]  
Godden Mackay, L., 1988. *Heritage Review, DCPs and Development Guidelines, Christmas Island*. Christmas Island [Collection] Christmas Island.  
Neale, M and Adams, J. *We Were the Christmas Islanders*, Bruce Neale, ACT, 1998.  
Neale, M and Adams, J. *Christmas Island the Early Years*, Bruce Neale, ACT, 1998.

## **THE BARRACKS SHOPS**

### **HERITAGE VALUE: HIGH**

Historic/Aesthetic/Rarity/Representative/Associative

**AUTHENTICITY:** High

**ADDRESS/LOCATION:** Gaze Road western side, Southern end of former hospital. Road frontage-Gaze Road

### **STATEMENT OF SIGNIFICANCE:**

The Barracks are historically significant, originally as a group of residential buildings provided as accommodation for resident government employees by the British Phosphate Commission. Erected in the early 1950s by the British Phosphate Commission (BPC), the Barracks demonstrate the difference in the social status of government employees compared to employees of the phosphate mine. They are illustrative of the size of the Government services associated with the social stratum of the period in the Island context. In 1988, damage by a severe weather event left ten of the Barracks buildings standing, as the last residential group to survive on their side of Gaze Road, their reuse for retail purposes and not as residences for government employees, is indicative of the type of buildings which were removed. They are significant as a group of low-scale buildings with aesthetic qualities, which relate well to the tropical environment and their situation roadside, opposite the area of the Cocos Padang.

### **HISTORY:**

The Barracks buildings were erected in the late 1950s by the British Phosphate Commission as living quarters for government employees in which teachers and clerks resided. A comparison with housing provided for employees of the mine is associated with a difference in social status between government employees and employees of the mine and is strongly associated with the nature of Christmas Island as a mining township. Under the administration of Singapore and until the 1980s the police were sent from Singapore and enforced Singapore laws, they resided in the barracks accompanying the Police Station during the period from the 1950s to the 1980s. The Barracks buildings were damaged in the cyclone of 1988 and abandoned for approximately five years, some had to be removed, and in the mid 1990's the Australian government released them for repair and then for private purchase, they were occupied progressively by retail premises.

### **DESCRIPTION/CONDITION:**

The Barracks group of buildings are located opposite the Cocos Malay Padang on the western side of Gaze Road. There are currently seven main buildings attached to a single storey Barracks block, in



Christmas Island Heritage Survey

Karin Lwin

research@shire.gov.cx

1963 the Barracks at the southern-most end, were converted into a purpose built two storey police station. At the rear of the Police Station is a steel framed intrusive storage shed and a garage clad in corrugated iron. The rest of the Barracks buildings are contemporary in style with 6 buildings comprised of four pairs of semi-detached cottages, and two single cottages second and third from the north end. All the buildings are rendered in concrete masonry with an alteration of modern corrugated iron roofs. At the rear is the addition of a variety of skillion roofs with the front line of the roof extending over a front verandah, supported by timber posts. Built in the 1950s as government housing, the Barracks have undergone a range of renovations, alterations and additions since the 1990s, some continue to operate as retail shops, some as accommodation with the exception of the Police Station at the south-west end. The Barracks are in relatively good condition with some further appropriate restoration necessary, to conserve the structure, character and survival of the buildings.

**Integrity/Authenticity:** moderate condition/High authenticity

Relatively good form/Structure and Character Intact/Requires funding to promote conservation and restoration for future re-use of several unoccupied buildings.

Christmas Island Heritage Review, DCPs and Guidelines

Godden Mackay, L., 1988. *Heritage Review, DCPs and Development Guidelines, Christmas Island*. Christmas Island [Collection] Christmas Island.

Neale, M and Adams, J. *We Were the Christmas Islanders*, Bruce Neale, ACT, 1998.

Neale, M and Adams, J. *Christmas Island the Early Years*, Bruce Neale, ACT, 1998.

Williams and Macdonald, *The Phosphateers*, Melbourne University Press, Melbourne 1985.

The Shire of Christmas Island, Building archives, [accessed] 2022

F. Leblanc, 2022. *Cultural heritage conservation terminology* [online] <http://ip51.icomos.org/feblanc/documents/terminology/doc>

Research: The Shire of Christmas Island Heritage Survey, 2022.

## **COCOS PADANG MALAY QUARTERS**

### **HERITAGE VALUE: HIGH**

Historic/Aesthetic/Rarity/Associative/Social

**AUTHENTICITY:** High

#### **Address/Location:**

42-56 Gaze Road, east side of Gaze Road between the lower terminal of the phosphate haulage way at the incline and the laundry.

#### **STATEMENT OF SIGNIFICANCE:**

The Cocos Malay Quarters and Cocos Padang is historically significant, the location was used by the Cocos Malay community when they were recruited to work by the British Phosphate Company for the mine in the mid 1950s. The area is socially significant as the Cocos Malays are a distinctly individual cultural group with much of their practiced culture associated with Indonesian heritage with traits influenced early by Scottish entrepreneurs, unlike the Christmas Island Malays with their culture associated with traditions from Malaysia and traits influenced early by British entrepreneurs. The Cocos Quarters and Padang has social and scientific significance due to its potential to yield information that will contribute to an understanding of Christmas Island's cultural heritage and the specific association with the works and life of the Cocos Malays on Christmas Island. The Cocos Padang is aesthetic, it has established Tropical flowering trees and palms on a open green space which was used for social and cultural practices and represents the principle characteristics of a Cocos Malay environment, the Cocos Malay quarters are associated with the social stratum of employees of the Christmas Island phosphate mine, they are low scale Asian residential buildings of a condensed size compared to the spacious accommodation provided for Europeans by the British Phosphate Commission which is illustrative of social status in the island context at the time.

#### **HISTORY:**

From 1925 to the mid 1950s, the base of the incline at the Cocos Padang was the area used for Marshalling rail trucks. In the mid 1950s the British Phosphate Commission recruited workers from the Cocos Islands as post-WWII much of the economic activity in their environment had collapsed. A dedicated set of Cocos Malay quarters were erected at the base of the former incline in Settlement, isolated from the early 19<sup>th</sup> century, the Cocos Malays developed a unique culture with a distinct identity dissimilar to the Christmas Island Malays, this was acknowledged in the allocation of a separate area and facilities. The Cocos Malay Padang was also known as the Kampong Cocos Baru which signified that it was a new Cocos Village erected by the British Phosphate Commission during the 1950s building program and designed in the standard pattern of Asian Labourers Barracks. In the late 1960s when the British terminated the Asian labour contract scheme and replaced the employment with European tradesmen, the Cocos Malays were rehoused in the new standard

Singapore buildings erected in the Kampong. The Malay quarters then became a scouts and guides hall. After many years of neglect the building was renovated in 2014, retaining its structure, form and original character and reopened as the Cocos Padang Lodge for tourist accommodation.

**DESCRIPTION/CONDITION:**

The Malay Quarters are situated on an area of open land referred to as the Cocos Padang, which has established tropical palms and frangipani trees. The Cocos Malay Quarters underwent renovations, restorations and refurbishments but retain the buildings original structure/ form and character for re-use as an appropriate Cocos Padang Lodge for tourists. The addition of dark beige solar panels on the roof, serves a necessary function to provide clean energy to avoid releasing homogenous emissions in the Cocos Padang environment. The sleeping and living areas are at the front with a separate kitchen and bathroom at the rear where there's a connected covered breezeway.

**Integrity/Authenticity:** Excellent condition/ Authenticity High

Appropriate additions, alterations, refurbishments, restorations and renovations/ Structure intact/  
Character intact/Form intact

Godden Mackay, L., 1988. *Heritage Review, DCPs and Development Guidelines, Christmas Island*. Christmas Island [Collection] Christmas Island.

Neale, M and Adams, J. *We Were the Christmas Islanders*, Bruce Neale, ACT, 1998.

Neale, M and Adams, J. *Christmas Island the Early Years*, Bruce Neale, ACT, 1998.

Williams and Macdonald, *The Phosphateers*, Melbourne University Press, Melbourne 1985.

A Christmas Island Tourism Association. *A Step Back in Time*, Australian Government., 2019.

F.LeBlanc, 2022. *Cultural heritage conservation terminology* [online]<http://ip51.icomos.org/feblanc/documents/terminology/doc>

Research: The Shire of Christmas Island, 2022.

## **ROUNABOUT FLATS / FORMER ASIAN STAFF QUARTERS**

### **HERITAGE VALUE: EXCEPTIONAL**

Historic/Associative/representative/Aesthetic/Creative- Technical

**Authenticity:** High

### **ADDRESS/LOCATION:**

East side of Gaze Road – Road frontage Gaze Road

### **STATEMENT OF SIGNIFICANCE:**

The pre-war Roundabout Flats or former Asian Staff Quarters is significant as they provided residential quarters for non-laboring Asian staff. Characteristic of their colonial period, they provide a contrast in size, location, and layout to European pre-war residences and are demonstrative of class, race and social structures. The Pre-War two storey design provides a contrast to pre-war single storey European residences. They are associated with the WWII Japanese Occupation of Christmas Island, in that the two Roundabout buildings were used to house prisoners of war. There is aesthetic significance, as two storey pre-war buildings the Asian Quarters contribute a visual impact to their streetscape position between the traffic roundabout and the Murray Road intersection. They are a strong distinct landmark constructed in the 1920s with an identical approach to the tropical climate a characteristic of their colonial-architecture in contrast to the buildings constructed post-war by the British Phosphate Commission.

### **HISTORY:**

The Asian Staff Quarters, locally known as the Roundabout Flats, were erected in the early 1920s in association with the Christmas Island Phosphate Company Administration . As part of the group of residential builds in the Administration Precinct, the Roundabout Flats are significantly associated with the Japanese occupation and were used to house prisoners of war during WWII. They continued to operate as Asian Staff Quarters until de-segregation occurred in the 1970s. The buildings have been purchased privately since 1990 as residential flats.

### **PHYSICAL DESCRIPTION:**

The former The Asian Staff Quarters are 1920s historic pre-war group of residential buildings (locally known as the Roundabout Flats), consisting of two buildings, constructed in rendered brick concrete-masonry. Almost identical, the buildings are accessed via the concrete steps central to each building. In each building there is a breezeway attached at the rear of four, two-storey flats. The upper floor is supported by a rendered masonry wall, serving as a verandah banister. The external walls have vent holes in the upper surfaces to allow for a flow of hot tropical air. Since 1990 private owners have purchased the property. The buildings are in generally moderate condition but require stages of renovation to paint, refurbish and conserve to halt progress of deterioration.

Christmas Island Heritage Survey

Karin Lwin

research@shire.gov.cx

**Integrity/Authenticity:**

Exceptional/High - Moderately good form/ Structure Intact/Character Intact

Godden Mackay, L., 1988. *Heritage Review, DCPs and Development Guidelines, Christmas Island*. Christmas Island [Collection] Christmas Island.

Neale, M and Adams, J. *We Were the Christmas Islanders*, Bruce Neale, ACT, 1998.

Neale, M and Adams, J. *Christmas Island the Early Years*, Bruce Neale, ACT, 1998.

Williams and Macdonald, *The Phosphateers*, Melbourne University Press, Melbourne 1985.

Forrest, P. *Christmas Island Cultural Heritage Survey*, 1989

Hunt, J. *Suffering Through Strength: the men who made Christmas Island*, John Hunt 2011.

F. Leblanc, 2022. *Cultural heritage conservation terminology* [online] <http://ip51.icomos.org/feblanc/documents/terminology/doc> Shire of Christmas

Island. Building Archives/Property File – Tong Chee Road 10946 , [ accessed] 2022.

Research: Shire of Christmas

Island, Heritage Survey, 2023.



## **TONG CHEE HOUSE**

### **HERITAGE VALUE: EXCEPTIONAL**

Historic/Aesthetic/Rarity/Technical/Associative

**AUTHENTICITY:** High

### **ADDRESS/LOCATION:**

6 Tong Chee Road – Directly east of the Roundabout

### **STATEMENT OF SIGNIFICANCE:**

Tong Chee House is historically significant as one of the few pre-WWII buildings surviving on Christmas Island. It is attached on its east side to the Former Asian Staff Quarters, now known as the Roundabout Flats, these buildings were originally constructed in the 1920s as accommodation for non-European staff. The Former Asian Staff quarters and Tong Chee House, are associated with the Japanese occupation of the island in WWII, the Japanese used the Former Asian Quarters to house European Prisoners of War, Tong Chee house is attached to these quarters on its east side, (referred to as the “no.33 building”) and used to force Chinese women taken from the White House brothel nearby, into sexual servitude, systematically abused and raped by Japanese soldiers during their occupation of Christmas Island, (Hunt, J. 2011) (Foster, I. 2019) (McCarthy, J. 2020). The building has scientific value in its ability to yield information that will contribute to an understanding of the Island’s social cultural history and its violation under Japanese occupation during WWII. The building is historically significant as a colonial British pre-war building constructed for non-European workers and utilized by the Japanese in WWII. It played a significant role as accommodation for Asian staff of the Christmas Island Phosphate company administration and as part of a group of administration buildings, located in the vicinity of the main Administration Building. The building continued to house Asian residents, since the 1970s racial distinctions have been desegregated. Since the 1990s the building has been privately purchased by Europeans, in 2000 it was re-purchased and appropriately refurbished, employing contemporary South East Asian styling whilst preserving its South East Asian Heritage and colonial structure. It continues in its role to provide accommodation Tong Chee House serves as a lodge for tourists, on Christmas Island.

### **HISTORY:**

Tong Chee house was originally erected in the 1920s by the British, a single storey, square residential building attached to the west side of the former Asian Quarters. During the Japanese occupation of Christmas Island, senior imperial troops and demanded that collaborator Jimmy (Kang Kiang) and his unwilling accomplice MandorTong Chi, (Chee), bring Chinese prostitutes from the White House Brothel (previously located along the site of the current Tourist bureau) to live in sexual-servitude for troops at no.33 building (Japanese numbering), as was replicated by Japanese forces across South East Asia. The women were repeatedly raped and abused by Japanese soldiers and forbidden to leave the building for the duration of the Japanese occupation on Christmas Island from 1942 to 1945. The site was addressed by the Japanese as “no.33 building”, and is documented to have been attached on the left of the former Asian Quarters (now colloquially known as the

Roundabout Flats) on Tong Chee Road. Post-WWII the building was re-addressed as no. 6 Tong Chee Road, and used as accommodation, before being re-purposed as “Yews Coffee Shop.” After storm damage was sustained by a free-falling tree in 1991, the building was re-roofed, refurbished and purchased by an Australian couple who renamed it as “Yew’s 2” coffee shop. It was on-sold in 2005, restored and appropriately renovated as the ‘Tong Chee House Villa’ for tourist accommodation, at 6 Tong Chee Road.

**DESCRIPTION/CONDITION :**

The building is in excellent condition. In 2005 it was sold to an architect who preserved its character, scale and structure, included were appropriate additions of an outside bathroom and timber balcony. Alterations denote an appropriate reference to its South East Asian heritage. Restored concrete steps lead up to the addition of a polished timber balcony, which is in sight of the entrance to Tong Chee House marked by a large Indonesian carved teak door at the main entrance. The steps are flanked on either side by concrete arched air-wells proving a sophisticated approach to the Island’s tropical weather. The building’s original colonial architecture is evident, its form and character is preserved with additions appropriately reflecting its South East Asian heritage. Modern steel framed and meshed doors attached to the rear ablution blocks and to bedrooms, serve as a sophisticated approach to the Island’s humid climate and insects. The building’s appropriate alterations and additions demonstrate its aesthetic value and its renewed functionality as an upmarket tourist accommodation which will aid its longevity and conservation.

**Integrity/Authenticity:** Excellent condition/Authenticity high

Appropriate additions, alterations, refurbishments, restorations and renovation/ Structure intact/

Character intact/Form intact

Christmas Island Tourism Association. A Step Back in Time, Australian Government, 2019.

F,LeBlanc, 2022. *Cultural heritage conservation terminology* [online]<http://ip51.icomos.org/feblanc/documents/terminology/doc>

Foster, I. A teacup in a Storm-Christmas Island in WW2, Australian War Memorial, Canberra (2019) .

Godden Mackay, L., 1988. *Heritage Review, DCPs and Development Guidelines, Christmas Island*. Christmas Island [Collection] Christmas Island.

Hunt, J. *Suffering Through Strength: the men who made Christmas Island*, John Hunt 2011.

Mc Carthy, J. *Why These WWII Sex Slaves Are Still Demanding Justice*, NPR Legacy, Pulitzer Center, 2020 .

Neale, M and Adams, J. *We Were the Christmas Islanders*, Bruce Neale, ACT, 1998.

Neale, M and Adams, J. *Christmas Island the Early Years*, Bruce Neale, ACT, 1998.

Williams and Macdonald, *The Phosphateers*, Melbourne University Press, Melbourne 1985.

Shire of Christmas Island, *Building Archives/Property File – Tong Chee Road 10946*

Research: *The Shire of Christmas Island Local Heritage Survey*, 2023..

## **GENERAL ELECTRIC LOCOMOTIVE (1943)**

### **HERITAGE VALUE: HIGH**

Historic/Rarity/Associative/Technical

**AUTHENTICITY:** High

**ADDRESS/LOCATION:** Tip Site – 5-9 Quarry Road Christmas Island.

### **STATEMENT OF SIGNIFICANCE:**

The 1943 USA built General Electric 9402 (B/No. 17938), was sent to Sydney from America under lease conditions after WWII. The British Phosphate Commission purchased the unit from the N.S.W.G.R in 1974, shipping the locomotive to the Island was more complex than expected, it was found to be in need of rewiring and a complete overhaul due to a lack of maintenance in the latter years of its service. It was rebuilt in Perth, and on its side are inscribed the words “British Phosphate Commission, Christmas Island, Indian Ocean”. This locomotive is historically significant as it played a significant role in the success of the British Phosphate Commissions transport and restoration of the production of Phosphate post WWII. It is strongly associated with the operation of the mine until the 1980s. It is significant as one of the final choices in type of locomotives used to transport Phosphate by the British Phosphate Commission and retained this role under the Australian owned Christmas Island Phosphate Company. The 1943 GE locomotive is scientifically significant in providing information about the Christmas Island Phosphate Company’s employees and the operation of the phosphate mine, the last train driver of the G.E 9402 locomotive was mining employee Mr J De Cruz, who parked it at the end of its phosphate journey in Drumsite near the locomotive workshops. It is the last surviving locomotive to have travelled the standard gauge rail system, it is significant in demonstrating a high degree of technical achievement in the transport of phosphate in the period and was part of the hub of mining activity in the latter period of utilization of the standard gauge rail system on Christmas Island. The 9402 locomotive is strongly associated with the life and work of employees of the Christmas Island phosphate mine and demonstrates of a high degree of technical achievement in the period, associated with the successful diversification of the phosphate mine’s economy, from 1990 it transported phosphate mined from left over stockpiles and used the rail bridges that accessed the loadout at Drumsite, these have since been demolished. The 1943 General Electric 9402 locomotive demonstrates a rare example of phosphate mining entrepreneurship across two significant periods of the administration of the mine in the context of Christmas Island.

### **HISTORY:**

The General Electric Locomotive 9402, was used to transport phosphate approximately south-west from the power station along Murray Road, six kilometers from Drumsite and from where Phosphate mining continued to take place (later from stockpiles left over from previous mining) until the 1990’s, the railway sidings are slowly being removed but had indicated that the brake applications of the G.E locomotive had to be kept to a minimum during the red crab migration. The G.E 9402 was one of the

Christmas Island Heritage Survey

Karin Lwin

research@shire.gov.cx

final choices of locomotive by the BPC to transport phosphate for the Christmas Island Phosphates Company, it was frequently utilized for most of the latter life of the standard gauge rail system and present in the Drumsite hub of mining activity. Singaporean scrap metal merchants took most of the redundant locomotives and much of the railway track-work on Christmas Island for scrap metal, but the 1943 G.E locomotive remains, albeit in very poor condition, at the Quarry Road Tip-Site.

**PHYSICAL DESCRIPTION:**

The integrity of the 1943 General Electric locomotive is suffering from progressive deterioration; it is immersed in jungle vegetation at the Christmas Island Tip Site, and is in a near dilapidated condition. Its integrity has been stalled through neglect as a lack of funding inhibited efforts towards its conservation. The structure and character of the locomotive is still visible through the foliage, it is not absolutely impossible to restore, however it would require expertise, time and a vast amount of funding for its effective conservation. Its heritage is of High value and its history is significant in the context of Christmas Island.

**INTEGRITY:** Extremely poor condition

Godden Mackay, L., 1988. *Heritage Review, DCPs and Development Guidelines, Christmas Island*. Christmas Island [Collection] Christmas Island. 1988.

Neale, M and Adams, J. *We Were the Christmas Islanders*, Bruce Neale, ACT, 1998.

Neale, M and Adams, J. *Christmas Island the Early Years*, Bruce Neale, ACT, 1998.

Williams and Macdonald, *The Phosphateers*, Melbourne University Press, Melbourne, 1985.

Hunt, J. *Suffering Through Strength: the men who made Christmas Island*, John Hunt 2011.

Fortrest, P. *Christmas Island Cultural Heritage Survey*, 1989.

Jehan, D. *Shays, Crabs and Phosphate*, Light railway Research Society of Australia, Melbourne, 2008.

Research: *The Shire of Christmas Island Heritage Survey*, 2023.

## **M.S EISVOLD**

### **HERITAGE VALUE: UNDETERMINABLE**

Historic/Rarity/Associative

**AUTHENTICITY:** High

**LOCATION:** Smith Point

#### **STATEMENT OF SIGNIFICANCE:**

The M.S Eidsvold, is historically significant, it arrived at Flying Fish Cove on Christmas Island during WWII on the 12<sup>th</sup> of January 1942, to load phosphate and transport it to Fremantle in Western Australia. On the 21<sup>st</sup> of January 1942 she was torpedoed by a Japanese submarine and sunk.

#### **HISTORY:**

The M.S Eidsvold was built in 1934 in Sweden, for Norwegian company (Skibs-A/S Edsiva) who operated under the Sverre-Ditler – Simonsen Co. The Eidsvold was 116.64 metres long, with a beam of 16.89 metres, the 6-cylinder, 4 stroke diesel engine, propelled the vessel at 12.2 knots ( 22.6 km per hour). She was a 6,184 Gross Register Tonnage motor vessel and she arrived in Flying Fish Cove to be loaded with Phosphate on the 13<sup>th</sup> and 14<sup>th</sup> of January. The loaded phosphate was to be transported to Fremantle in Western Australia but a storm delayed the voyage and on the 20<sup>th</sup> of January, the captain reported an incident when the wake of a torpedo was spotted from the bridge. by the 2<sup>nd</sup> mate. The life boats were brought out and equipment checked, and the Eidsvold brought closer to land, assuming the cannon and the fort on the cliff top above would protect them. On the 21<sup>st</sup> of January 1942 she was sunk by Japanese submarine 1-159 Yoshimatsu, loaded with 3700 tonnes of phosphate. All 31 members of the crew survived and made it to shore, locals brought them in to various homes until the HMS Durban picked them up two weeks later on February the 6<sup>th</sup> and took them to Batavia in the Dutch West Indies.

#### **PHYSICAL DESCRIPTION:**

The wreckage was visible in the 1950s, the torpedo had broken it in two. Today one half of the Eidsvold sits between 5 and 18 metres, the other half has fallen over the edge and is not accessible for exploration by divers. The remains of the hull remain visible and in full reach of divers to explore, it has become a home for colourful tropical fish and colonies of coral.

#### **Integrity/Authenticity:**

Decrepit, destroyed/ Authenticity/ remnants High

The Eidsvold is a destroyed ship wreck that lies in Smith Point, it was torn in half on impact of the torpedo, it has low integrity due to its condition, but its remnants have high authenticity and historical value.

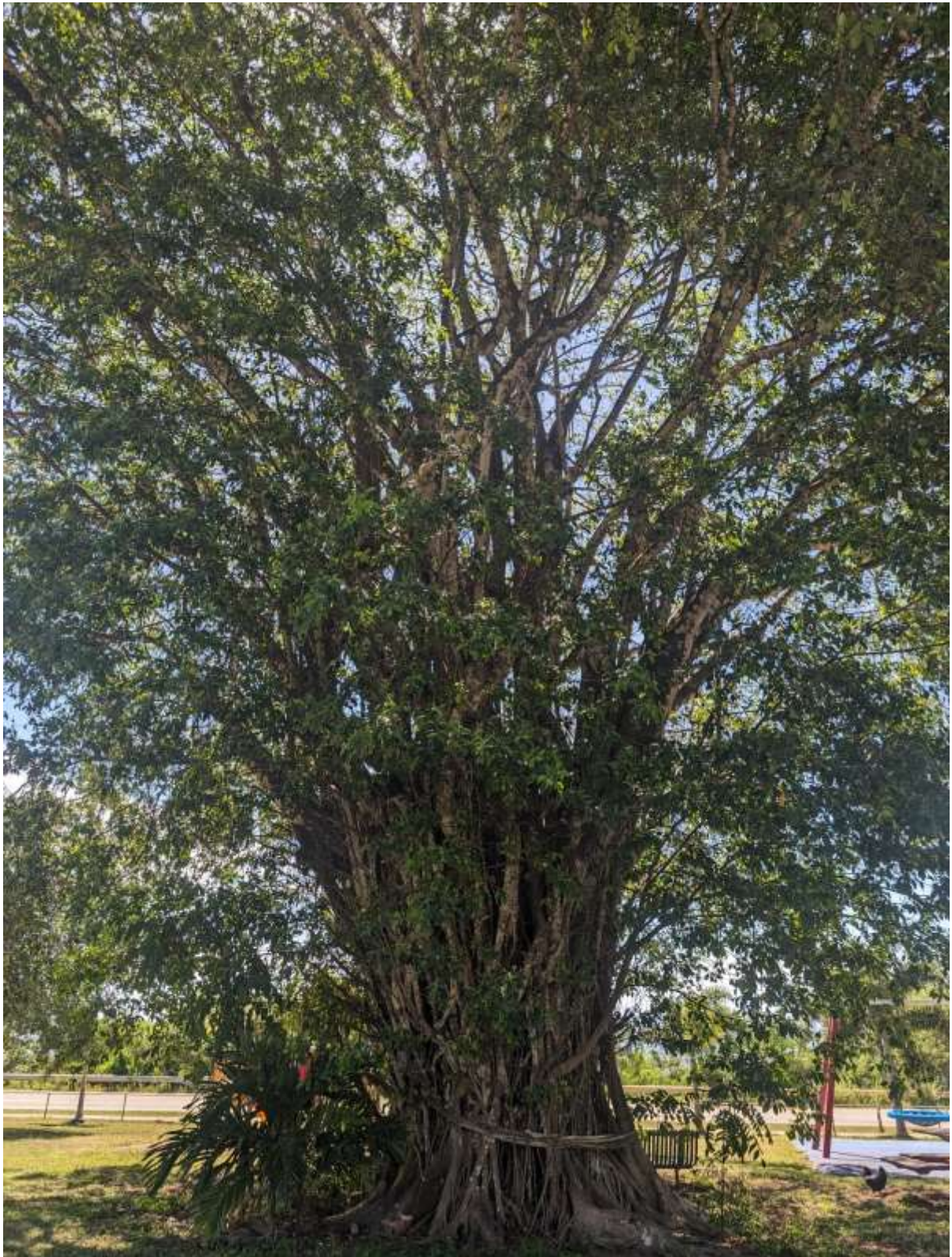


Christmas Island Heritage Survey  
Karin Lwin  
research@shire.gov.cx

## Drumsite Banyan Tree

<b>Integrity / Authenticity</b>	High
<b>Address/Location</b>	Drumsite Park, Christmas Island
<b>Statement of Significance</b>	<p>The banyan trees of Christmas Island are regarded as places of spiritual significance to followers of the Chinese Taoist folk religion on Christmas Island. Many of the Chinese believe that local spirits inhabit the tree; these spirits are recognized with offerings of food, drinks and incense. Devotees make increased offerings at this other banyan trees like it during the Ullambana Ghost Festival of the seventh lunar month in recognition of the ancestral wandering spirits on Christmas Island during the festival.</p>
<b>History</b>	<p>Chinese migrants to Christmas Island brought with them their cultural and religious practices which often included elements of the Taoist folk religion prevalent in their southern Chinese homelands. Taoism encompasses a diverse array of beliefs and practices characterised by their fluidity and adaptability.</p> <p>At the core of Taoist folk religion are various observances and rituals, such as ancestral worship, where reverence is paid to deceased ancestors as a means of honoring and seeking their guidance. Additionally, practitioners may engage in the worship of a pantheon of Taoist deities, each associated with different aspects of nature, spirituality, and human affairs.</p> <p>One distinctive aspect of Taoism is its openness to incorporating influences from other belief systems, including Buddhism and Confucianism. Buddhist concepts and practices, such as meditation and karma, may be integrated into Taoist rituals and worldview. Similarly, Confucian teachings on ethics, social harmony, and filial piety are often embraced by Taoist practitioners, creating a syncretic blend of spiritual traditions.</p> <p>In this way, the Taoists of the Chinese diaspora have a reverence for the banyan tree, which is held in high esteem by practitioners of Buddhism. Buddhists think that Siddhartha Gautama, the Buddha, attained enlightenment under the shade of a banyan tree. Hence, it is an important symbol to the Buddhist schools of India, and eventually the schools of Buddhism that took root across South East Asia and China.</p> <p>On Christmas Island, the practice of Taoism among Chinese migrants reflects this history of melding Buddhist ideals within wider Chinese folk</p>

	<p>beliefs. Taoist shrines are sometimes embedded within the tree; these may range from a humble collection of bricks capable of holding joss sticks to a dedicated wooden shrine capable of providing shelter to offerings made at it.</p> <p>Followers make offerings to typically not the tree itself, nor any particular deity in the Taoist pantheon, nor to their ancestors, but to the spirits of the area.</p>
<p><b>Description / Condition</b></p>	<p>The banyan tree is healthy, with no signs of infestation.</p> <p>The Drumsite banyan tree has a yellow sash draped at its base. This is a form of offering to the spirit of the tree, and the spirits in the area, acknowledging their presence. It is periodically changed by followers on the island.</p>



*Banyan Tree in Drumsite Park, Christmas Island. Note the yellow sash at the base*





*Close up of yellow sash at base of Drumsite Banyan Tree*





*The bricks are used as an adhoc offering altar. Note the red joss stick container in the background; followers make offerings and burn incense sporadically here.*

## Four Faced Buddah Banyan Tree Shrines

<b>Integrity / Authenticity</b>	High
<b>Address/Location</b>	Taman Sweetland, Christmas Island
<b>Statement of Significance</b>	<p>The banyan tree and two wooden joss house shrines it houses are examples of folk Taoist worship in the Christmas Island residential areas. The banyan tree is a tree of great significance to the Taoist Chinese.</p> <p>Followers make offerings of food, drinks and incense at the wooden joss houses periodically. An increased amount of offerings are made during the Ullambana Ghost Festival in the seventh month of the lunar calendar. The Four Faced Buddah shrine is adjacent.</p>
<b>History</b>	<p>The banyan tree precedes the construction of the Four Faced Buddah shrine in Taman Sweetland park. Both are valued by residents as part of the Taman Sweetland public park area.</p> <p>As with other banyan trees in the township that have achieved significant size, local Chinese Taoist followers create makeshift altars at the base and in this instance, set two wooden joss houses at the base.</p>
<b>Description / Condition</b>	<p>The banyan tree is in healthy condition, although it has lost a number of branches in the 2024 wet season.</p> <p>Worshippers have added two wooden joss houses to the base of the tree; one is many years older than the other. The older of the two is on a stand, with the newer one close to the floor.</p> <p>Offerings are made inside the joss houses as well as at a red paving stone altar featuring a red brick to hold incense sticks.</p> <p>There is a makeshift storage shed next to the newer joss house. It holds some chairs and miscellaneous items. A new storage shed is located adjacent to the Four Faced Buddah Shrine 20metres away.</p>



*Note the two wooden joss houses at the base of the banyan tree erected by local Taoist followers.*





*Close up of the older of the two wooden joss houses*



*Note a makeshift offering altar with a red brick to receive incense offerings.*





*Note the Four Faced Buddah Shrine in the background*



*Close up of the wooden shrine. Incense and an offering of sweet coconut at the altar.*

## Banyan Tree Grove, Bell Arch and Mountain Shrines

<b>Integrity / Authenticity</b>	High
<b>Address/Location</b>	Lower Terrace escarpment, Christmas Island
<b>Statement of Significance</b>	<p>The banyan trees of Christmas Island are regarded as places of spiritual significance to followers Buddhism on Christmas Island.</p> <p>The Banyan Tree Grove in the escarpment of the lower terrace is tended by the Mahayana Buddhists at a nearby temple.</p> <p>Note that offerings to the ancestral spirits of the seventh lunar month during the Ullamana Ghost Festival are not made at these banyan trees. A nearby temple undertakes annual karmic prayer recitals to assist Chinese ancestral spirits.</p>
<b>History</b>	<p>The elders of the CI Mahayana Buddhist Society Temple on Gaze Road report that the Banyan Tree Grove in the lower escarpment as well as within the Temple and Chinese Literary Association precinct were planted by visiting monks many years ago.</p> <p>Buddhists consider the Banyan Tree, sometimes called Bodhi Tree following the Sanskrit name, as a revered symbol in Buddhism as Siddhartha Gautama was said to have attained enlightenment under one in India.</p> <p>Several of the trees in the grove feature a yellow sash tied at the base to recognize the spiritual significance of that tree.</p> <p>It is unknown when the mountain shrine was constructed amongst the banyan grove, or the bell archway installed at the steps leading to the site.</p> <p>The mountain shrine provides a sheltered place for the placement of religious artifacts. Offerings are made there from local Mahayana practitioners.</p> <p>Of note the only bell-arch on Christmas Island is at the top of the staircase leading to the Banyan Tree Grove and mountain shrine. Bells are a symbol of enlightenment in some schools of Buddhism, particularly in Tibet. It is said to be an echo of the voice of the Buddha, leading the way to enlightenment.</p>

<p><b>Description / Condition</b></p>	<p>A makeshift concrete staircase moulded into the rockface leads to the Banyan Tree Grove and Mountain Shrines.</p> <p>The banyan trees in the grove are healthy, with no signs of infestation. Yellow sash is roped around the base of several of the trees in the grove. The grove features some cemented flooring to provide an evenness to the volcanic rock. Buddhist flags are hung up in the area.</p> <p>The top of the concrete staircase features the island's only bell arch. The bell is hung about six foot off the ground and is about a foot in length itself. Visitors to the grove find they have to bow their heads to enter the area; this is possibly a design feature of the bell arch.</p> <p>The mountain shrine is made in a natural rock fissure, with makeshift bamboo and tarp housing covering the top that is maintained by local followers of the temple. A series of religious artifacts lay in the shrine.</p> <p>There are two other mountain shrines in the vicinity, one within the grove and the other at the base of the staircase.</p>
---------------------------------------	---





*Staircase to the Banyan Tree Grove and Mountain Shrine*





*Close up of the Bell-Arch, marking the entry to the Banyan Tree Grove*



*Note the yellow sashes tied at the base of trees in the grove. Worshippers have erected simple retaining walls and fencing in the area to demarcate the mountain shrine.*





*Buddhist Mountain Shrine within the Banyan Tree Grove. Offerings and religious ornaments are on the altar.*



*Two other mountain shrines are in the vicinity of the Banyan Tree Grove. The Chinese community still make offerings at these sites. The one above has the altar moulded into the rock face. The one below features scrap sheet metal to shade over the tablet and offering area. The use of scrap building material such as red bricks and sheet metal is a feature of the resourcefulness of the people.*







## SHIRE OF CHRISTMAS ISLAND

---

SUBMISSION TO	Ordinary Council Meeting 23 April 2024
AGENDA REFERENCE	10.2.3
SUBJECT	Local Heritage List Policy Adoption
LOCATION/ADDRESS/APPLICANT	Nil
FILE REFERENCE	6.8.2
INTEREST DISCLOSURE	Nil
DATE OF REPORT	17 April 2024
AUTHOR	Chris Su, Director Planning, Governance & Policy
SIGNATURE OF AUTHOR	SIGNED
SIGNATURE OF CEO	SIGNED

---

### RECOMMENDATIONS

**That Council adopts the Western Australian Local Government Association's *Heritage List Guidelines* to develop the first Shire of Christmas Island Local Heritage List.**

### BACKGROUND

The WA Planning and Development (Local Planning Schemes) Regulations 2015 require local governments to develop a Local Heritage List.

Note a Local Heritage List and Local Heritage Survey are two different statutory planning documents. A place on the List carries higher statutory obligations than a place in the Survey in consideration of planning matters affecting it.

Places on the List are to be drawn from the Survey after the Survey is completed. Councils are required to correspond with owners of property that are proposed to be included in the List.

### COMMENT

WALGA and DLGSCI both provide guidance to local governments to aid in the development of their required Local Heritage Lists to comply with the regulations.

The regulations themselves set the minimum requirements in the *Planning and Development (Local Planning Schemes) Regulations 2015 Part 2 – Local Planning Framework, Division 2 – Local Planning Policies*.

The pro-forma documentation in the *WA Planning Commission's Guidelines for Establishing a Heritage List* includes the Heritage List Template, and forms for members of the public to propose nomination to or removal of a place from the local government's Heritage List. WALGA also provides its version of such in *the Heritage List Guidelines*.

Adoption of the WALGA *Heritage List Guidelines* will allow policy direction for Council to write to owners of property on the Heritage Survey for their feedback on their proposed addition to the List as per s.8(3)(a) and (b) of the regulations. Once completed Council can report to the Heritage Council of Australia as per s.8(4)(a) to complete our statutory requirements.



**STATUTORY ENVIRONMENT**

Heritage Act (WA)(CI)2018, Planning and Development (Local Planning Schemes) Regulations 2015

**FINANCIAL IMPLICATIONS**

None

**STRATEGIC IMPLICATIONS & MILESTONES**

Supports the framework needed for the Commonwealth's *Christmas Island Strategic Assessment* program. Supports the Shire's statutory obligations under the Planning and Development (Local Planning Schemes) Regulation 2015.

**VOTING REQUIREMENTS**

A simple majority is required.

**ATTACHMENTS**

10.2.3.1 – WALGA Heritage List Guidelines

# The Heritage List

---

## 1. INTRODUCTION

The planning framework allows for special provisions to be applied to heritage places, which can ensure that consideration is given to the heritage significance of the place or area when making a planning decision. Under normal circumstances, to be able to apply heritage provisions the subject site should either be under the protection of the *Heritage of Western Australia Act 1990* (the Heritage Act), or recognised under the local planning scheme by inclusion in the heritage list or in a heritage area.

Including a place in a heritage list does not limit or restrict the ability of a local government to determine a planning application in a particular way. It does, however, give the local government the opportunity to consider heritage matters when making its determination. It also provides a sound basis for defending any subsequent challenge or reviews to the State Administrative Tribunal (SAT) if an application is refused, or conditions are imposed, on heritage grounds.

Inclusion in a heritage list also ensures that the local receives an application for development or demolition of a single residence, which in many cases would not otherwise require planning approval.

These guidelines provide a standard for setting out a heritage list, and make recommendations on developing a local planning policy for the creation and use of the heritage list. A sample policy is included and may be adapted and revised as necessary.

Related documents include:

*Local Planning Policies for Heritage (State Heritage Office 2016)*

*Assessment of Local Heritage Places (State Heritage Office 2016)*

### 1.1 When to use these guidelines

The guidelines can be of use as supporting information whenever heritage management processes are being considered. This may be to inform decision-makers, assist in training of staff or elected members, or as reference material for ongoing use. They can also assist the local government in determining the content of a related local planning policy, particularly in regard to the discretionary elements of the policy.

It is recommended that a policy for the creation of a heritage list is adopted before a review of a local government inventory (commonly referred to as a municipal inventory [MI]) is initiated. This allows the local government and its consultants to fully explain the outcomes of any heritage listing. It also allows the local Council to consider heritage policies in a neutral context and make strategic decisions before it is asked to determine any individual case.

Many elements of the policy can be tailored to meet local needs, particularly when determining thresholds for inclusion in the heritage list. Each local government should ensure that the proposed policy meets its requirements and is consistent with the local planning scheme, the *Planning and Development Act 2005*, and the *Planning and Development (Local Planning Schemes) Regulations 2015*.

## 1.2 Format and References

The policy should take the format and approach developed for its local planning policies by each local government and be adopted and maintained consistent with the local planning scheme.

General requirements for local planning policies are contained in Part 2, Division 2 of the deemed provisions to the *Planning and Development (Local Planning Scheme) Regulations 2015* (the deemed provisions).

A suggested footnote identifies Schedule 2 of the *Planning and Development (Local Planning Scheme) Regulations 2015* as the 'deemed provisions', which are then quoted within the policy. References to a clause in the deemed provisions may be replaced with the relevant clause of the local planning scheme (LPS) once an integrated LPS has been established.

DRAFT

## 2. THE SAMPLE POLICY EXPLAINED

An introduction will generally set the context and objectives of the policy, with any additional information that may assist in consistent and transparent application of the policy. Other relevant policies, documents and related information may be referenced here.

### 2.1 Format of the heritage list

The purpose of the heritage list is to identify places ‘that are of cultural heritage significance and worthy of built heritage conservation’ (cl.8(1) of the deemed provisions). In practice, this means that the heritage list must include relevant information to describe what is covered in the listing and the heritage values that are assigned to the place. The LPS therefore requires the heritage list to ‘set out a description of each place and the reason for its entry in the heritage list’ (cl.8(2)(a) of the deemed provisions)).

The minimum content for a heritage list is identified in Schedule 1 of the sample policy, being based on the standard place record as described in the Heritage Council publication *Assessment of Local Heritage Places*. This information is considered sufficient to describe the place and identify key heritage values leading to its inclusion in the heritage list.

Making the heritage list readily available is critical to ensure that owners and their agents are fully aware of the heritage status of the site and the need to obtain approval for works. While the minimum requirement of the LPS is for the heritage list to be available for inspection with Scheme documents, the policy states that it will also be made available on the local government website. While this is highly recommended, this statement should be removed if the list is not published online.

For the purposes of providing a definitive heritage list, each local government should retain a hard copy of the heritage list associated with the most recent resolution of Council adopting the list. This should include the relevant fields where completed.

Until such time as the heritage list is reviewed, the existing heritage list remains valid, even where it does not contain the data required to demonstrate significance or describe the place.

The Heritage Council's online database inHerit provides a centralised resource that enables local governments to manage and publish both their MI and heritage list. An inHerit entry notes whether a place is included in the heritage list and provides all data that has been entered for the place. The policy therefore notes the use of inHerit as an alternative source for the heritage list and local governments are strongly encouraged to make use of this resource.

### 2.2 Threshold for inclusion in the heritage list

Assessment of cultural heritage significance is a substantial exercise that is undertaken in the establishment and adoption of an MI. Values and designation of heritage significance for local government purposes can therefore be considered to be those identified in the MI. Development of a heritage list will not generally, therefore, require a separate exercise to

determine significance. Assessing cultural heritage significance is covered in the Heritage Council publication *Assessment of Local Heritage Places*.

Where the local government has any doubt about the validity, currency or completeness of information used to establish the MI, consultation should include a full review of this data. A minimum level of consultation is set in cl. 8(3) of the deemed provisions and must be applied whether or not the MI data is considered to be sufficient.

Each local government should determine the threshold of significance that will be applied when considering whether a place should be included in the heritage list. As a minimum, it is recommended that all places included in the State Register are added to the heritage list, plus those places identified in the MI as having 'Exceptional' or 'Considerable' significance for the local area. These are usually described as 'Category 1' and 'Category 2' places, but the local MI may use different descriptions and the table should be adjusted accordingly.

Most MIs include places of 'little' significance that are worthy of noting for reference, or for community interest, but which do not need to be monitored and controlled through the planning framework. These may be sites of earlier buildings, places of some local interest but low authenticity or integrity, or places that are otherwise useful to note but not retain.

Places included in the MI as Category 4 would commonly be considered to be 'below threshold' and not included in the heritage list. Unless part of a heritage area, development of places of little significance would be allowed without reference to heritage values.

Information on these places is still of value and data in the MI may inform heritage trails, creation of heritage areas, investigations into local history, educational activities and more.

Places in Category 3 often make up the majority of entries in an MI but their inclusion in a heritage list is not always appropriate. This has led some local governments to operate either an opt-in or opt-out model for inclusion of Category 3 places, as discussed below.

### *2.2.1 Optional inclusion*

Where the threshold for inclusion in the heritage list is set as Category 4, places assessed as being Category 3 would be eligible for inclusion in the list; however, conservation of these places may be considered to be a lower priority than places in Categories 1 and 2.

Opting-in to a heritage list means that the default position is for places in Category 3 **not** to be included in the heritage list, but that provision is made for the owner to request inclusion. This is normally associated with access to development or other incentives that require a heritage status. This is the approach recommended by the Heritage Council.

An alternative is to include all Category 3 places but to allow owners to request that their property is excluded without having to challenge the assessed level of heritage significance. The place would then be ineligible for incentives relating to heritage.

If a policy document on heritage incentives and development bonuses has been adopted it would be relevant to reference it at this point, as it may be of relevance when discussing the opt-in or opt-out provisions.

It is important to note that this option would not be open to owners of places in Categories 1 or 2, for which objections should focus on the heritage assessment. Similarly, owners within a heritage area may opt out in relation to an individual listing, but a declared heritage area would apply to all places within the defined boundaries.



A local government may alternatively choose to include all Category 3 places in the heritage list with no easy 'opt-out' offered; or determine that Category 3 will also be below threshold with no 'opt-in' facility provided. If either of these options is chosen the policy and table should be revised accordingly.

As part of the policy it is useful to determine how the view of multiple owners will be assessed in terms of a request for inclusion or exclusion of a place that is in joint ownership. The suggested approach is to require 75% of the owners to consent to the proposal, with the onus on the applicant to demonstrate this level of support. The local government may have established processes and standards for engagement, which may provide an alternative approach.

## **2.3 Changes to the heritage list**

An assessment of significance is completed as part of the process of including a place in the MI. It does not, therefore, require a further process to assign significance for a heritage list.

### *2.3.1 Initiating an entry to the heritage list*

The trigger for including a place on a heritage list will generally be a decision on its level of cultural heritage significance, usually associated with adoption or review of an MI. It is therefore recommended that nominations of a heritage place are invited only in relation to assessment for inclusion in the MI. If separate information, guidelines or forms are available for nominating a place to the MI this should be referenced in this policy.

If the place is assigned a level of significance that meets the threshold for inclusion in the heritage list, then this would follow as an administrative process under the local planning policy and should be carried out within a defined period. Local governments may have different preferences as to whether the consultation and progression onto the heritage list would be carried out in batches or as they arise, and the intended timeframe can be revised accordingly.

The deemed provisions direct that stakeholders are consulted on any change to the heritage list, and are notified of the Council's decision. This requires written notice of any modification or addition to each owner and occupier, with a period of at least 21 days allowed for submissions.

Other consultation is optional and a local planning policy can be useful in identifying the level and type of consultation that will generally be carried out. Where particular groups such as the local historical society are nominated, this should be based on prior agreement and an understanding of the role and resources of the group.

It is also of benefit to provide guidance in a local planning policy on how objections to inclusion in a heritage list will be resolved. As a basic principle, inclusion in the heritage list should be based on an assessment of significance. It is therefore recommended that objections are entertained only where they provide evidence supporting a different level of significance. If considered appropriate, the policy may require completion of a specified form and clarification on what associated evidence should be provided to support the objection.

### *2.3.2 Modifying an entry in the heritage list*

Proposals for changes to the heritage list can result from new research, completion of approved development works, or updated information from the owner, community or other source. In some cases this will result in a re-assessment of the heritage values of a place, with the potential for this to change the assigned level of cultural heritage significance.

Regardless of the extent or type of change to the heritage list, each owner and occupier must be given written notice and allowed a period of at least 21 days to make a submission on the proposed change. The policy therefore notes that requests for change will be considered on an individual basis with discretion exercised as to whether the change is progressed.

### *2.3.3 Removing an entry from the heritage list*

As with objections to inclusion in the heritage list, requests to remove a place should be based on consideration of cultural heritage significance. A proposal to remove an entry would also be a change to the heritage list and therefore triggers the need for consultation as specified in the deemed provisions.

The minimum requirement for consultation is an invitation to each owner and occupier to make a submission, but the local planning policy may identify other consultation that would be required. As a general rule, a requirement for wider consultation to include a place on a heritage list would suggest that a similar process for removal of a place would be appropriate.

The policy can also note grounds it considers reasonable for removal of a place from the heritage list. In general, it would not be sufficient to argue for removal simply because of economic factors or to allow demolition. If the Council wishes to support the demolition of a heritage place it can do so, but should acknowledge that it is placing other priorities ahead of conservation outcomes.

## **2.4 Significant interiors**

Clause 61(1)(a) of the deemed provisions allows internal building work to be carried out without development approval unless the work relates to a place identified in the heritage list as having an interior with cultural heritage significance or the place is included in the Register of Heritage Places (the State Register).

Designation of an interior with cultural heritage significance should be clear and unambiguous and is best achieved by notation in a specified field in the heritage list. This should be based on a statement about interior features within the statement of significance, or clear evidence within the physical description or history.

The inHerit online database provides a simple option for this designation – when noting a place as being included in the heritage list, it can be associated with a status of ‘significant interior’. Those places without this designation would have a status of simply ‘adopted’ or ‘yes’.

As a preference, designation of an interior with cultural heritage significance should be made based on a recent survey, undertaken with the permission of the property owner. Where an interior has not been included in a survey but there is evidence to support the existence of significant features (e.g. written reports, oral histories, earlier photographs, or other primary sources) the designation may be made.

It should be noted that adding a designation of 'an interior with cultural heritage significance' is considered to be a modification to the place's entry in the heritage list and must therefore follow the consultation procedure set out in cl.8(3) of the deemed provisions.

DRAFT

### 3. HERITAGE INCENTIVES AND ASSISTANCE

A policy on the creation of the heritage list will be most effective when integrated with a broader policy on incentives and assistance. This recognises that retention and conservation of heritage places provides a community benefit, and that local government acts on behalf of the community to assist private owners in delivering this benefit.

Access to incentives is a practical and accessible way for local governments to recognise the contribution of owners to the conservation of heritage places, and can also encourage participation in an optional listing if used.

A local planning policy on heritage can provide information on incentives that are available within the planning framework and criteria for eligibility for incentives. A separate document would generally be required to identify non-planning incentives available in relation to heritage.

Further information and guidance is included in the State Heritage Office publication *Local Planning Policies for Heritage*.

DRAFT

## 4. SAMPLE LOCAL PLANNING POLICY – THE HERITAGE LIST

### Introduction

The local planning scheme allows for special provisions to be applied to heritage places, which ensure that consideration is given to the cultural heritage significance of the place or area when making a planning decision.

The heritage list allows the City/Town/Shire to identify those places whose cultural heritage significance is, in its opinion, such that these additional provisions are necessary and appropriate. By inclusion in the heritage list, notice is given to present and future owners that heritage, and the impact on heritage, should be addressed as part of a development application.

Inclusion in a heritage list does not limit the ability of an applicant to propose any works, nor does it limit the ability of the City/Town/Shire to determine an application in the manner it considers most appropriate. However, proposals that respect and retain the heritage values of the place are likely to be encouraged and may, where appropriate, be required.

Clause 61(b) of the deemed provisions<sup>1</sup> requires that works to the interior of a building require development approval where a place is noted in the heritage list as having an interior of cultural heritage significance. This policy identifies how this will be assessed and how the designation will be indicated.

### Application

This policy applies to the administration and operation of the heritage list associated with Local Planning Scheme   .

### Objectives

The objectives of the policy are:

- to achieve transparency and consistency in the designation of a heritage list;
- to provide clear guidelines on how challenges to inclusion will be assessed;
- to ensure that the heritage list is maintained in a manner and form that is consistent with the local planning scheme; and
- to clarify which places will fall outside the scheme provisions for heritage.

<sup>1</sup> Schedule 2 of the *Planning and Development (Local Planning Scheme) Regulations 2105* lists a range of 'deemed provisions' that have effect and may be enforced as part of the local planning scheme. Requirements noted within the deemed provisions are therefore required under the local planning scheme.



## Policy

### 1. *Format of the heritage list*

The definitive version of the heritage list is the most recent dated document of that designation that has been adopted by a resolution of Council. The heritage list is available for inspection during business hours at the City/Town/Shire offices and on the local government website.

The heritage list will be compiled in a format consistent with the template given in Schedule 1 of this policy. While best efforts will be made to provide information for all parts of the heritage list, absence of data in one or more fields does not invalidate the inclusion of a place in the heritage list.

Due to the extent of information associated with the statement of significance and physical description, this information may be provided on an individual place record, which should be considered to be part of the heritage list.

The City/Town/Shire will endeavour to include all relevant information relating to the heritage list in the Heritage Council's online database *inHerit* ([www.inherit.stateheritage.wa.gov.au](http://www.inherit.stateheritage.wa.gov.au)). If there is any inconsistency between sources, the City/Town/Shire's hard copy is determined to be the correct version.

### 2. *Threshold for inclusion in the heritage list.*

Establishment and maintenance of the heritage list is a requirement of clause 8(1) of the deemed provisions. Inclusion in the heritage list will be based on an assessment of cultural heritage significance and the designation of this significance as detailed in the City/Town/Shire's local government inventory, also known as the municipal inventory or MI.

Inclusion in the heritage list will be based on the level of cultural heritage significance identified in the MI, as indicated in Table 1.

<b>Level of Significance</b>	<b>Category</b>	<b>Description</b>	<b>Heritage List</b>
Exceptional significance	1	Essential to the heritage of the locality. Rare or outstanding example.	All places included in heritage list.
Considerable significance	2	Very important to the heritage of the locality. Shows a high degree of integrity/ authenticity.	All places included in heritage list.
Some / Moderate significance	3	Contributes to the heritage of the locality. Has some altered or modified elements, not necessarily detracting from the overall significance of the place.	Places may be included in the heritage list
Little significance	4	Has elements or values worth noting for historical interest but otherwise makes little contribution.	Below the threshold for the heritage list.

*Table 1. Heritage significance and inclusion in the heritage list*

Places of some/moderate significance (Category 3) will be included in the heritage list unless and until a request to the contrary is made in writing by the owner(s\*) of the affected property.

OR [delete as appropriate]

Places of some/moderate significance (Category 3) may be included in the heritage list at the written request of the owner(s\*) of the affected property.

\* In the case of a property under multiple ownership, the request must demonstrate the consent of at least 75% of owners. It is the responsibility of the applicant to provide supporting evidence that this criterion has been met.

### *3. Changes to the heritage list*

Consultation requirements for modifying the heritage list are set out in cl.8(3) of the deemed provisions. This process applies to the initial entry of a place, subsequent changes or removal of an entry.

#### *3.1 Initiating the entry of a place in the heritage list*

Requests for the City/Town/Shire to assess the heritage values of a place shall be made as a nomination for the MI and must provide sufficient information to determine the place and to indicate the values attributed to it by the nominee.

If the place is adopted in the MI by a resolution of Council and its assigned level of cultural heritage significance meets the threshold for inclusion in the heritage list, the City/Town/Shire will begin the consultation process to consider inclusion of the place in the heritage list.

Consultation for including a place in the heritage list will be initiated by the City/Town/Shire within three months of a resolution adopting the place in the MI.

In addition to inviting submissions from owners and occupants of each nominated place, consultation on heritage assessments may be carried out by inviting comment:

- from the general community through the City/Town/Shire website;
- from the local historical society;
- as part of a community forum or workshop held for that purpose; or
- in any other manner that may reasonably result in providing relevant information on the cultural heritage values of the place.

Submissions on the proposed inclusion of a place in the heritage list will be accepted for a minimum period of 21 days.

The City/Town/Shire will consider objections to inclusion in the heritage list only in relation to the level of cultural heritage significance assigned to a place.

#### *3.2 Modifying an entry in the heritage list*

Changes to an entry in the heritage list may be initiated by the City/Town/Shire as part of the administration of the list, or by nomination using the prescribed form. The City/Town/Shire will consider requests for change but is not obliged to make such a change.

A decision on progressing the change will take into account the relevance, necessity and benefits of updated information and the administrative requirements of the consultation process. In general, minor and inconsequential changes to the heritage list will not be progressed, but may be deferred for later consideration.

### *3.3 Removing an entry from the heritage list*

Removal of a place from the heritage list may be appropriate where the local government considers that the heritage significance of a place has substantially changed, to the extent that it no longer displays the values for which it was included in the heritage list. This may be the result of substantial demolition of, or damage to a place, or presentation of new evidence about the place.

A proposal to remove a place may be made by the local government or its officers, or by the owner of a place. If proposed by an owner, the onus will be on them to demonstrate that the cultural heritage significance of the place is below the threshold for inclusion on the heritage list.

In addition to consultation with owners and occupants for each place for which removal is requested, consultation on such an action may be carried out by inviting comment:

- from the general community through the City/Town/Shire website;
- from the local historical society;
- as part of a community forum or workshop held for that purpose; or
- in any other manner that may reasonably result in providing relevant information on the cultural heritage values of the place.

The Council's opinion as to the cultural heritage significance of a place is determined solely by a resolution of Council at a properly convened meeting.

Substantial development, demolition or loss of fabric will not automatically result in removal from the heritage list, as the place may still retain sufficient cultural heritage significance to support inclusion in the heritage list, particularly if the heritage values relate to social or historical significance.

The City/Town/Shire will retain a record of all places removed from the heritage list.

### *4. Designation of significant interiors*

Works to the interior of a building require development approval only where a place has been designated in the heritage list as having an interior with cultural heritage significance, or the place is included in the Register of Heritage Places.

The designation of an interior with cultural heritage significance will be based on the assessment of significance associated with the place, and will be noted as part of the entry of the place in the heritage list. Where, in the opinion of Council, there is reasonable evidence to support the designation of a significant interior, the designation may be made even where the assessment process has not included an interior survey.

DRAFT

## Schedule 1. The Heritage List

Place number	Place Name	Address	Location	Significant Interior	Statement of Significance	Physical Description
00000	<i>Text</i>			<i>Y/N</i>	<i>See individual record</i>	<i>See individual record</i>

### Definitions:

Place Number:	Unique reference number assigned by the State Heritage Office.
Place Name:	Identifier based on primary use or other designation.
Address:	Registered property address or other land information as determined by Landgate.
Location:	Additional information or historic address
Interior significance:	Indicates whether place has been assessed as having an interior of cultural heritage significance
Statement of Significance:	Summary of heritage values as identified in the Municipal Inventory
Physical description:	Information identifying which elements or buildings are included in the listing.





## SHIRE OF CHRISTMAS ISLAND

---

SUBMISSION TO	Ordinary Meeting of 23rd April 2024
AGENDA REFERENCE	10.3.1
SUBJECT	Celebrating 26 <sup>th</sup> Anniversary Seniors Week 2024
LOCATION/ADDRESS/APPLICANT	Nil
FILE REFERENCE	4.2.3
INTEREST DISCLOSURE	None
DATE OF REPORT	16 <sup>th</sup> April 2024
AUTHOR	Olivier Lines, Director Community, Recreation Services & Training
SIGNATURE OF AUTHOR	SIGNED
SIGNATURE OF CEO	SIGNED

---

### RECOMMENDATION

**That the Shire of Christmas Island coordinates the 2024 Seniors Week celebration from the 22<sup>nd</sup> to 28<sup>th</sup> July 2024 and invites sponsorship from community organisations to assist in facilitating this annual event.**

### BACKGROUND

The Shire of Christmas Island has coordinated the Seniors Week Celebrations for the last twenty five years. The 1<sup>st</sup> Seniors Week was held in conjunction with the International Year of Older Persons (IYOP) in July 1999.

Seniors Week remains looked forward to by Christmas Islands senior community with a wide range of programs and activities provided. Seniors Week typically concludes with a Grand Dinner hosted by the Shire with invited seniors, sponsors & Shire Councillors.

The Shire is providing \$8000 in funding to facilitate the coordination of the week's celebration activities. Cash contributions and in-kind support are also sought from community organisations and individuals to join in facilitating this annual event. Surplus donations from the Seniors Week have been transferred to the Senior Citizens Centre Building Fund and seniors activities. The Senior Citizens Centre Building Fund was established in 2002.

### COMMENT

The proposed dates for 2024 Seniors Week are from the 22<sup>nd</sup> to 28<sup>th</sup> July 2024. Seniors Week is a time to promote positive understanding of ageing in our community, to encourage seniors to enjoy activities and a healthy lifestyle, as well as enable community groups and organisations to organise events and activities that can be enjoyed by the community's senior residents, seniors defined as people 65 years and over.

Seniors Week also provides an opportunity for all sectors of the community to acknowledge and appreciate the diversity of our community and the value and contribution that seniors make to our lives in general.

The Shire is confident that many organisations will continue to build on the developments and achievements of the Seniors Week.

**STATUTORY ENVIRONMENT**

There are no specific statutory implications arising from this matter.

**POLICY IMPLICATIONS**

There are no major implications arising from this matter.

**FINANCIAL IMPLICATIONS**

An amount of \$8000 will be budgeted for the celebration of Seniors Week 2024.

**STRATEGIC IMPLICATIONS & MILESTONES**

Social Environment: 1.1 “Develop processes to work closely with the Commonwealth in relation to the planning, funding, delivery and evaluation of community services; and to address service gaps, e.g. in related to aged care and health care.

Social Environment: 1.2 “Develop policy and procedures for consultation with the community in relation to community services”

**CONSULTATION**

Community members are advised of this event through Shire Public Notices and articles in *The Islander*.

**VOTING REQUIREMENTS**

A simple majority is required.



## SHIRE OF CHRISTMAS ISLAND

---

SUBMISSION TO	Ordinary Council Meeting 23 April 2024
AGENDA REFERENCE	10.5.1
SUBJECT	Schedule of Accounts - March 2024
LOCATION/ADDRESS/APPLICANT	N/A
FILE REFERENCE	3.1.14
INTEREST DISCLOSURE	None
DATE OF REPORT	11 April 2024
AUTHOR	Wei Ho, Assistant Director of FCS
SIGNATURE OF AUTHOR	SIGNED
SIGNATURE OF CEO	SIGNED

---

### RECOMMENDATION

**That Council approves the expenditure as presented in March 2024 Schedule of Accounts**

### BACKGROUND

The Local Government Act 1995 (WA)(CI) requires Council to maintain a Municipal Fund, a Reserve Fund and a Trust Fund and to manage and report on these accounts in accordance with this Act and Regulations.

Outstanding creditors as at 31 March 2024: **\$ 164,917.26**

### COMMENT

A schedule of accounts is attached to this report, setting out expenditure from the Municipal and Trust Funds. This report is provided in compliance with the Act and Regulations.

### STATUTORY ENVIRONMENT

Section 6.10 of the Local Government Act 1995 (WA)(CI) authorizes payment from Municipal and Trust Funds.

Regulation 12 of the Local Government (Financial Management) Regulations 1996 requires a local government to compile a list of Creditors each month.

Regulation 13 of the Local Government (Financial Management) Regulations 1996 requires that if a Local Government has delegated to the CEO the exercise of its power to make payments from the Municipal Fund or the Trust Fund, the CEO is to compile each month a list of accounts paid since the last payment such list was prepared.

### POLICY IMPLICATIONS

There are no significant policy implications arising from this matter. The CEO is to ensure that all expenditure incurred is in accordance with the Annual Budget and any approved variations.

## **FINANCIAL IMPLICATIONS**

The financial implications arising from expenditure from the Municipal, Reserve and Trust funds are reported on a monthly/quarterly basis to Council via Financial and cash flow statements in accordance with the Act and Regulations.

## **STRATEGIC IMPLICATIONS & MILESTONES**

Objective 1 of the Government Environment is to “Provide good governance in line with the requirements of the Local Government Act and the culture of the Island”. Objective 4 of the same Environment is to “Effectively manage the resources of the Shire in line with the objectives of the Strategic Plan”.

## **VOTING REQUIREMENTS**

A simple majority is required.

## **ATTACHMENTS**

10.5.1.1 Certification of CEO and Chairperson of the Meeting.

10.5.1.2 Schedule of Accounts – March 2024 (including Credit Card Transaction in accordance with Financial Regulation 13A)

“Pursuant to s 5.25 (j) of the Local Government Act, and Regulation 14 (2) of the Local Government (Administration) Regulations, this attachment is not available to the public.”



## SHIRE OF CHRISTMAS ISLAND

---

SUBMISSION TO	Ordinary Council Meeting 23 April 2024
AGENDA REFERENCE	10.5.2
SUBJECT	Financial Statements –March 2024
LOCATION/ADDRESS/APPLICANT	N/A
FILE REFERENCE	3.1.14
INTEREST DISCLOSURE	None
DATE OF REPORT	11 April 2024
AUTHOR	Kevin Wilson, Director of FCS
SIGNATURE OF AUTHOR	SIGNED
SIGNATURE OF CEO	SIGNED

---

### **RECOMMENDATION**

**That Council receives the Financial Statements of March 2024.**

### **BACKGROUND**

The Local Government Act 1995 (WA)(CI) requires the local government to prepare a monthly or a quarterly financial report in accordance with this Act, Financial Regulations and other relevant legislation.

### **COMMENT**

A monthly or a quarterly financial report is attached to this report, setting out expenditure from the Municipal and Trust Funds. This report is provided in compliance with the Act and Regulations. Also included is a status report on Asset Acquisition expenditure for the period.

This financial statement are prepared in a new accrual type format including the statement of financial activity (operating income and expenditure) and statement of financial position (balance sheet).

This new format provides council with a more comprehensive of financial information and is in line with all other local government monthly financial report.

### **STATUTORY ENVIRONMENT**

Section 6.4 of the Local Government Act 1995 (WA) (CI) requires a local government to prepare a financial report.

Regulation 34 of the Local Government (Financial Management) Regulations 1996 requires a local government to prepare a monthly or a quarterly financial report.

Regulation 35 of the Local Government (Financial Management) Regulations 1996 requires the local government to prepare the quarterly report in the form as set out.

### **POLICY IMPLICATIONS**

There are no significant policy implications arising from this matter. Each Manager and the CEO are to ensure that the expenditure is incurred in accordance with the Annual Budget and or any variations as approved.



## **FINANCIAL IMPLICATIONS**

The financial implications arising from expenditure from the Municipal and Trust funds are reported on a monthly/quarterly basis to Council via Financial and cash flow statements in accordance with the Act and Regulations.

## **STRATEGIC IMPLICATIONS & MILESTONES**

Objective 1 of the Government environment is to “Provide good governance in line with the requirements of the Local Government Act and the culture of the Island”. Objective 4 of the same Environment is to “Effectively manage the resources of the Shire in line with the objectives of the Strategic Plan”.

## **VOTING REQUIREMENTS**

A simple majority is required.

## **ATTACHMENTS**

10.5.2.1 Financial Statements March 2024

# SHIRE OF CHRISTMAS ISLAND

## MONTHLY FINANCIAL REPORT

(Containing the required statement of financial activity and statement of financial position)

For the period ended 31 March 2024

*LOCAL GOVERNMENT ACT 1995*

*LOCAL GOVERNMENT (FINANCIAL MANAGEMENT) REGULATIONS 1996*

### TABLE OF CONTENTS

#### *Statements required by regulation*

Statement of Financial Activity	2
Statement of Financial Position	3
Note 1 Basis of Preparation	4
Note 2 Statement of Financial Activity Information	5
Note 3 Explanation of Material Variances	6

**SHIRE OF CHRISTMAS ISLAND**  
**STATEMENT OF FINANCIAL ACTIVITY**  
**FOR THE PERIOD ENDED 31 MARCH 2024**

	Supplementary Information	Adopted Budget Estimates (a) \$	YTD Budget Estimates (b) \$	YTD Actual (c) \$	Variance* \$ (c) - (b)	Variance* % ((c) - (b))/(b)	Var.
<b>OPERATING ACTIVITIES</b>							
<b>Revenue from operating activities</b>							
General rates	10	1,847,948	1,386,078	<b>1,849,856</b>	463,778	33.46%	▲
Grants, subsidies and contributions	12	8,686,178	6,450,900	<b>7,772,251</b>	1,321,351	20.48%	▲
Fees and charges		1,071,262	950,184	<b>1,284,880</b>	334,696	35.22%	▲
Interest revenue		44,190	33,135	<b>78,951</b>	45,816	138.27%	▲
Other revenue		58,735	14,116	<b>17,222</b>	3,106	22.00%	▲
Profit on asset disposals	6	5,575	27,057	<b>0</b>	(27,057)	(100.00%)	▼
		<b>11,713,888</b>	<b>8,861,470</b>	<b>11,003,160</b>	2,141,690	24.17%	
<b>Expenditure from operating activities</b>							
Employee costs		(8,556,758)	(6,032,406)	<b>(5,791,500)</b>	240,906	3.99%	▲
Materials and contracts		(2,906,777)	(1,854,160)	<b>(941,824)</b>	912,336	49.20%	▲
Utility charges		(123,552)	(93,729)	<b>(70,867)</b>	22,862	24.39%	▲
Depreciation		(1,779,000)	(1,259,172)	<b>(1,152,499)</b>	106,673	8.47%	▲
Insurance		(171,646)	(141,048)	<b>(206,766)</b>	(65,718)	(46.59%)	▼
Other expenditure		(450,809)	(232,977)	<b>(813,901)</b>	(580,924)	(249.35%)	▼
Loss on asset disposals	6	0	0	<b>(13,006)</b>	(13,006)	0.00%	▼
		<b>(13,988,542)</b>	<b>(9,613,492)</b>	<b>(8,990,363)</b>	623,129	6.48%	
Non-cash amounts excluded from operating activities	Note 2(b)	1,773,425	1,232,115	<b>1,165,505</b>	(66,610)	(5.41%)	▼
<b>Amount attributable to operating activities</b>		<b>(501,229)</b>	<b>480,093</b>	<b>3,178,302</b>	2,698,209	562.02%	
<b>INVESTING ACTIVITIES</b>							
<b>Inflows from investing activities</b>							
Proceeds from capital grants, subsidies and contributions	13	1,582,914	1,412,709	<b>191,172</b>	(1,221,537)	(86.47%)	▼
Proceeds from disposal of assets	6	35,079	35,079	<b>0</b>	(35,079)	(100.00%)	▼
		<b>1,617,993</b>	<b>1,447,788</b>	<b>191,172</b>	(1,256,616)	(86.80%)	
<b>Outflows from investing activities</b>							
Payments for property, plant and equipment	5	(1,557,104)	(960,474)	<b>(340,269)</b>	620,205	64.57%	▲
Payments for construction of infrastructure	5	(1,232,914)	(924,686)	<b>(494,178)</b>	430,508	46.56%	▲
<b>Amount attributable to investing activities</b>		<b>(1,172,025)</b>	<b>(437,372)</b>	<b>(643,275)</b>	(205,903)	(47.08%)	
<b>FINANCING ACTIVITIES</b>							
<b>Inflows from financing activities</b>							
Transfer from reserves	4	400,000	0	<b>0</b>	0	0.00%	
		<b>400,000</b>	<b>0</b>	<b>0</b>	0	0.00%	
<b>Outflows from financing activities</b>							
Transfer to reserves	4	(929,733)	0	<b>0</b>	0	0.00%	
		<b>(929,733)</b>	<b>0</b>	<b>0</b>	0	0.00%	
<b>Amount attributable to financing activities</b>		<b>(529,733)</b>	<b>0</b>	<b>0</b>	0	0.00%	
<b>MOVEMENT IN SURPLUS OR DEFICIT</b>							
<b>Surplus or deficit at the start of the financial year</b>		2,294,274	2,294,274	<b>2,410,554</b>	116,280	5.07%	▲
Amount attributable to operating activities		(501,229)	480,093	<b>3,178,302</b>	2,698,209	562.02%	▲
Amount attributable to investing activities		(1,172,025)	(437,372)	<b>(643,275)</b>	(205,903)	(47.08%)	▼
Amount attributable to financing activities		(529,733)	0	<b>0</b>	0	0.00%	
<b>Surplus or deficit after imposition of general rates</b>		<b>91,287</b>	<b>2,336,996</b>	<b>4,945,581</b>	2,608,586	111.62%	▲

**KEY INFORMATION**

▲▼ Indicates a variance between Year to Date (YTD) Budget and YTD Actual data as per the adopted materiality threshold.

\* Refer to Note 3 for an explanation of the reasons for the variance.

This statement is to be read in conjunction with the accompanying Financial Statements and Notes.

**SHIRE OF CHRISTMAS ISLAND**  
**STATEMENT OF FINANCIAL POSITION**  
**FOR THE PERIOD ENDED 31 MARCH 2024**

	Supplementary Information	30 June 2024	31 March 2024
		\$	\$
<b>CURRENT ASSETS</b>			
Cash and cash equivalents	3	7,575,610	10,354,647
Trade and other receivables		247,846	344,681
Inventories	8	441,417	431,872
Other assets	8	9,726	12,637
<b>TOTAL CURRENT ASSETS</b>		<b>8,274,599</b>	<b>11,143,837</b>
<b>NON-CURRENT ASSETS</b>			
Other financial assets		23,600	23,600
Property, plant and equipment		14,730,799	14,698,239
Infrastructure		22,924,527	22,626,029
<b>TOTAL NON-CURRENT ASSETS</b>		<b>37,678,926</b>	<b>37,347,868</b>
<b>TOTAL ASSETS</b>		<b>45,953,525</b>	<b>48,491,705</b>
<b>CURRENT LIABILITIES</b>			
Trade and other payables	9	428,309	164,917
Other liabilities	11	286,029	877,096
Employee related provisions	11	1,996,788	1,996,787
<b>TOTAL CURRENT LIABILITIES</b>		<b>2,711,126</b>	<b>3,038,800</b>
<b>NON-CURRENT LIABILITIES</b>			
Employee related provisions		30,977	30,977
<b>TOTAL NON-CURRENT LIABILITIES</b>		<b>30,977</b>	<b>30,977</b>
<b>TOTAL LIABILITIES</b>		<b>2,742,103</b>	<b>3,069,777</b>
<b>NET ASSETS</b>		<b>43,211,422</b>	<b>45,422,174</b>
<b>EQUITY</b>			
Retained surplus		14,516,945	16,727,669
Reserve accounts	4	4,884,658	4,884,658
Revaluation surplus		23,809,820	23,809,820
<b>TOTAL EQUITY</b>		<b>43,211,423</b>	<b>45,422,147</b>

This statement is to be read in conjunction with the accompanying notes.

## NOTES TO THE STATEMENT OF FINANCIAL ACTIVITY FOR THE PERIOD ENDED 31 MARCH 2024

### 1 BASIS OF PREPARATION AND SIGNIFICANT ACCOUNTING POLICIES

#### BASIS OF PREPARATION

This prescribed financial report has been prepared in accordance with the *Local Government Act 1995* and accompanying regulations.

##### **Local Government Act 1995 requirements**

Section 6.4(2) of the *Local Government Act 1995* read with the *Local Government (Financial Management) Regulations 1996*, prescribe that the financial report be prepared in accordance with the *Local Government Act 1995* and, to the extent that they are not inconsistent with the Act, the Australian Accounting Standards. The Australian Accounting Standards (as they apply to local governments and not-for-profit entities) and Interpretations of the Australian Accounting Standards Board were applied where no inconsistencies exist.

The *Local Government (Financial Management) Regulations 1996* specify that vested land is a right-of-use asset to be measured at cost, and is considered a zero cost concessionary lease. All right-of-use assets under zero cost concessionary leases are measured at zero cost rather than at fair value, except for vested improvements on concessionary land leases such as roads, buildings or other infrastructure which continue to be reported at fair value, as opposed to the vested land which is measured at zero cost. The measurement of vested improvements at fair value is a departure from AASB 16 which would have required the Shire to measure any vested improvements at zero cost.

*Local Government (Financial Management) Regulations 1996*, regulation 34 prescribes contents of the financial report. Supporting information does not form part of the financial report.

Accounting policies which have been adopted in the preparation of this financial report have been consistently applied unless stated otherwise. Except for cash flow and rate setting information, the financial report has been prepared on the accrual basis and is based on historical costs, modified, where applicable, by the measurement at fair value of selected non-current assets, financial assets and liabilities.

#### THE LOCAL GOVERNMENT REPORTING ENTITY

All funds through which the Shire controls resources to carry on its functions have been included in the financial statements forming part of this financial report.

All monies held in the Trust Fund are excluded from the financial statements. A separate statement of those monies appears at Note 14 to these financial statements.

#### Judgements and estimates

The preparation of a financial report in conformity with Australian Accounting Standards requires management to make judgements, estimates and assumptions that effect the application of policies and reported amounts of assets and liabilities, income and expenses.

The estimates and associated assumptions are based on historical experience and various other factors believed to be reasonable under the circumstances; the results of which form the basis of making the judgements about carrying values of assets and liabilities that are not readily apparent from other sources. Actual results may differ from these estimates.

The balances, transactions and disclosures impacted by accounting estimates are as follows:

- estimated fair value of certain financial assets
- impairment of financial assets
- estimation of fair values of land and buildings, infrastructure and investment property
- estimation uncertainties made in relation to lease accounting
- estimated useful life of intangible assets

#### SIGNIFICANT ACCOUNTING POLICES

Significant accounting policies utilised in the preparation of these statements are as described within the 2023-24 Annual Budget. Please refer to the adopted budget document for details of these policies.

#### PREPARATION TIMING AND REVIEW

Date prepared: All known transactions up to 00 January 1900



**SHIRE OF CHRISTMAS ISLAND**  
**NOTES TO THE STATEMENT OF FINANCIAL ACTIVITY**  
**FOR THE PERIOD ENDED 31 MARCH 2024**

**2 STATEMENT OF FINANCIAL ACTIVITY INFORMATION**

	Supplementary Information	Adopted Budget Opening 30 June 2023	Last Year Closing 30 June 2023	Year to Date 31 March 2024
		\$	\$	\$
<b>(a) Net current assets used in the Statement of Financial Activity</b>				
<b>Current assets</b>				
Cash and cash equivalents	3	873,084	7,575,610	10,354,647
Trade and other receivables		247,846	247,846	344,681
Other financial assets		23,600	0	0
Inventories	8	441,417	441,417	431,872
Other assets	8		9,726	12,637
		1,585,947	8,274,599	11,143,837
<b>Less: current liabilities</b>				
Trade and other payables	9	(427,461)	(428,309)	(164,917)
Other liabilities	11	(286,629)	(286,029)	(877,096)
Employee related provisions	11	(1,996,787)	(1,996,788)	(1,996,787)
		(2,710,877)	(2,711,126)	(3,038,800)
<b>Net current assets</b>		<b>(1,124,930)</b>	<b>5,563,473</b>	<b>8,105,037</b>
<b>Less: Total adjustments to net current assets</b>	Note 2(c)	1,130,864	(3,152,919)	(3,159,456)
<b>Closing funding surplus / (deficit)</b>		<b>5,934</b>	<b>2,410,554</b>	<b>4,945,581</b>

**(b) Non-cash amounts excluded from operating activities**

The following non-cash revenue and expenditure has been excluded from operating activities within the Statement of Financial Activity in accordance with *Financial Management Regulation 32*.

Non-cash amounts excluded from operating activities		Adopted Budget	YTD Budget (a)	YTD Actual (b)
		\$	\$	\$
<b>Adjustments to operating activities</b>				
Less: Profit on asset disposals	6	(5,575)	(27,057)	0
Add: Loss on asset disposals	6	0	0	13,006
Add: Depreciation		1,779,000	1,259,172	1,152,499
<b>Total non-cash amounts excluded from operating activities</b>		<b>1,773,425</b>	<b>1,232,115</b>	<b>1,165,505</b>

**(c) Current assets and liabilities excluded from budgeted deficiency**

The following current assets and liabilities have been excluded from the net current assets used in the Statement of Financial Activity in accordance with *Financial Management Regulation 32* to agree to the surplus/(deficit) after imposition of general rates.

		Adopted Budget Opening 30 June 2023	Last Year Closing 30 June 2023	Year to Date 31 March 2024
		\$	\$	\$
<b>Adjustments to net current assets</b>				
Less: Reserve accounts	4	(4,884,658)	(4,884,658)	(4,884,658)
- Current financial assets at amortised cost - self supporting loans				
<b>Other Liabilities -balancing</b>				(6,537)
Add: Current liabilities not expected to be cleared at the end of the year:				
- Current portion of employee benefit provisions held in reserve	4	1,731,739	1,731,739	1,731,739
<b>Total adjustments to net current assets</b>	Note 2(a)	<b>(3,152,919)</b>	<b>(3,152,919)</b>	<b>(3,159,456)</b>

**CURRENT AND NON-CURRENT CLASSIFICATION**

In the determination of whether an asset or liability is current or non-current, consideration is given to the time when each asset or liability is expected to be settled. Unless otherwise stated assets or liabilities are classified as current if expected to be settled within the next 12 months, being the Council's operational cycle.

SHIRE OF CHRISTMAS ISLAND  
NOTES TO THE STATEMENT OF FINANCIAL ACTIVITY  
FOR THE PERIOD ENDED 31 MARCH 2024

3 EXPLANATION OF MATERIAL VARIANCES

The material variance thresholds are adopted annually by Council as an indicator of whether the actual expenditure or revenue varies from the year to date actual materially.  
The material variance adopted by Council for the 2023-24 year is \$10,000 or 5.00% whichever is the greater.

Description	Var. \$	Var. %	
	\$	%	
<b>Revenue from operating activities</b>			
General rates	463,778	33.46%	▲ Rates paid in full.
Grants, subsidies and contributions	1,321,351	20.48%	▲ Financial Assistance Grant paid in 2 Instalments change cashflow
Fees and charges	334,696	35.22%	▲ Full Year charges for waste services linked to rates notices, change cashflow
Interest revenue	45,816	138.27%	▲ Increase in interest rates
Other revenue	3,106	22.00%	▲ Increase in rates penalty charges
Profit on asset disposals	(27,057)	(100.00%)	▼ Asset sales have not happened at time of reporting
<b>Expenditure from operating activities</b>			
Employee costs	240,906	3.99%	▲ Employment Oncosts well under budget and underspend in admin, parks & gardens and public works overheads
Materials and contracts	912,336	49.20%	▲ Underspend due to classification between this under other expenses category
Utility charges	22,862	24.39%	▲ Slightly under budget
Depreciation	106,673	8.47%	▲ Slightly under budget
Insurance	(65,718)	(46.59%)	▼ Need to change cashflow as invoice for insurance received in July
Other expenditure	(580,924)	(249.35%)	▼ Overspend due to classification between this under other materials & contracts category
Loss on asset disposals	(13,006)	0.00%	▼ Assets sold at loss not budgeted
Non-cash amounts excluded from operating activities	(66,610)	(5.41%)	▼ Depreciation expense less than budget
<b>Inflows from investing activities</b>			
Proceeds from capital grants, subsidies and contributions	(1,221,537)	(86.47%)	▼ Major capital works, LRCIP4, R2R and CRA works not started as yet
Proceeds from disposal of assets	(35,079)	(100.00%)	▼
<b>Outflows from investing activities</b>			
Payments for property, plant and equipment	620,205	64.57%	▲ Majority of capital works projects and acquisitions have not started as yet
Payments for construction of infrastructure	430,508	46.56%	▲ Delay in roadworks projects
Surplus or deficit at the start of the financial year	116,280	5.07%	▲ Increase in surplus following audit
Surplus or deficit after imposition of general rates	2,608,586	111.62%	▲ Increase of revenue over expenditure at end of this reporting period.
Due to variances described above			

**SHIRE OF CHRISTMAS ISLAND**  
**SUPPLEMENTARY INFORMATION**

**TABLE OF CONTENTS**

1	Key Information	8
2	Key Information - Graphical	9
3	Cash and Financial Assets	10
4	Reserve Accounts	11
5	Capital Acquisitions	12
6	Disposal of Assets	14
7	Receivables	15
8	Other Current Assets	16
9	Payables	17
10	Rate Revenue	18
11	Other Current Liabilities	19
12	Grants and contributions	20
13	Capital grants and contributions	20
14	Trust Fund	20

SHIRE OF CHRISTMAS ISLAND  
SUPPLEMENTARY INFORMATION  
FOR THE PERIOD ENDED 31 MARCH 2024

1 KEY INFORMATION

Funding Surplus or Deficit Components

Funding surplus / (deficit)				
	Adopted Budget	YTD Budget (a)	YTD Actual (b)	Var. \$ (b)-(a)
Opening	\$2.29 M	\$2.29 M	\$2.41 M	\$0.12 M
Closing	\$0.09 M	\$2.34 M	\$4.95 M	\$2.61 M

Refer to Statement of Financial Activity

Cash and cash equivalents			Payables			Receivables		
	<b>\$10.35 M</b>	% of total		<b>\$0.16 M</b>	% Outstanding		<b>\$0.16 M</b>	% Collected
Unrestricted Cash	\$5.47 M	52.8%	Trade Payables	\$0.16 M		Rates Receivable	\$0.18 M	90.7%
Restricted Cash	\$4.88 M	47.2%	0 to 30 Days		87.3%	Trade Receivable	\$0.16 M	% Outstanding
			Over 30 Days		12.7%	Over 30 Days		34.3%
			Over 90 Days		6.1%	Over 90 Days		0.0%

Refer to 3 - Cash and Financial Assets

Refer to 9 - Payables

Refer to 7 - Receivables

Key Operating Activities

Amount attributable to operating activities			
Adopted Budget	YTD Budget (a)	YTD Actual (b)	Var. \$ (b)-(a)
(\$0.50 M)	\$0.48 M	\$3.18 M	\$2.70 M

Refer to Statement of Financial Activity

Rates Revenue			Grants and Contributions			Fees and Charges		
YTD Actual	<b>\$1.85 M</b>	% Variance	YTD Actual	<b>\$7.77 M</b>	% Variance	YTD Actual	<b>\$1.28 M</b>	% Variance
YTD Budget	\$1.39 M	33.5%	YTD Budget	\$6.45 M	20.5%	YTD Budget	\$0.95 M	35.2%

Refer to 10 - Rate Revenue

Refer to 12 - Grants and Contributions

Refer to Statement of Financial Activity

Key Investing Activities

Amount attributable to investing activities			
Adopted Budget	YTD Budget (a)	YTD Actual (b)	Var. \$ (b)-(a)
(\$1.17 M)	(\$0.44 M)	(\$0.64 M)	(\$0.21 M)

Refer to Statement of Financial Activity

Proceeds on sale			Asset Acquisition			Capital Grants		
YTD Actual	<b>\$0.00 M</b>	%	YTD Actual	<b>\$0.49 M</b>	% Spent	YTD Actual	<b>\$0.19 M</b>	% Received
Adopted Budget	\$0.04 M	(100.0%)	Adopted Budget	\$1.23 M	(59.9%)	Adopted Budget	\$1.58 M	(87.9%)

Refer to 6 - Disposal of Assets

Refer to 5 - Capital Acquisitions

Refer to 5 - Capital Acquisitions

Key Financing Activities

Amount attributable to financing activities			
Adopted Budget	YTD Budget (a)	YTD Actual (b)	Var. \$ (b)-(a)
(\$0.53 M)	\$0.00 M	\$0.00 M	\$0.00 M

Refer to Statement of Financial Activity

Borrowings		Reserves	
Principal repayments	\$0.00 M	Reserves balance	\$4.88 M
Interest expense	\$0.00 M	Interest earned	\$0.00 M
Principal due	\$0.00 M		

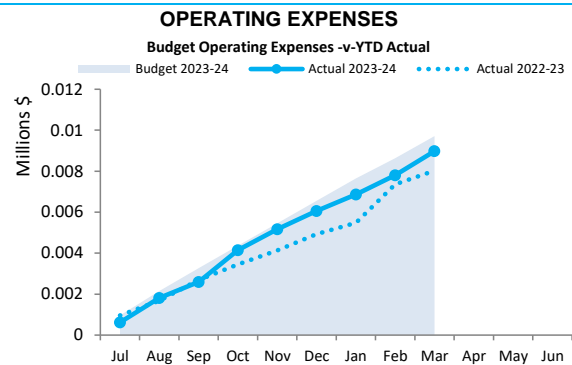
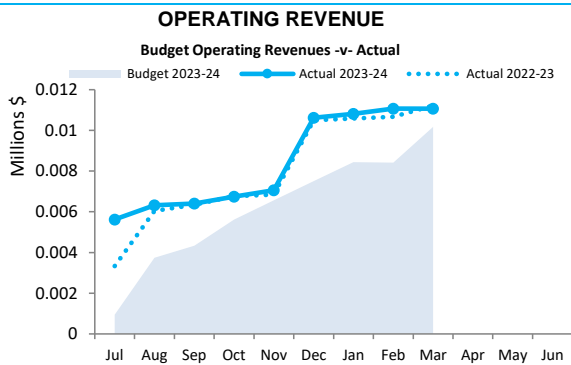
Refer to 4 - Cash Reserves

This information is to be read in conjunction with the accompanying Financial Statements and notes.

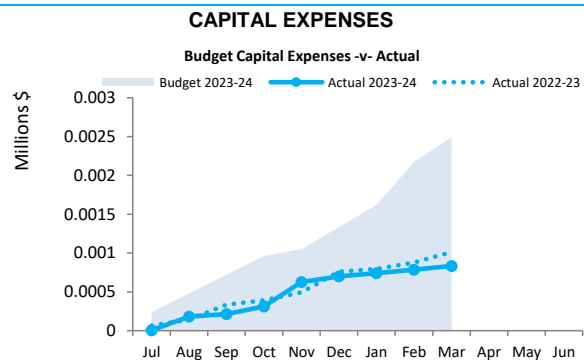
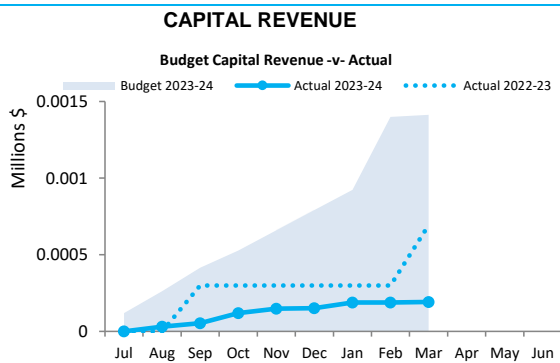
**SHIRE OF CHRISTMAS ISLAND  
SUPPLEMENTARY INFORMATION  
FOR THE PERIOD ENDED 31 MARCH 2024**

**2 KEY INFORMATION - GRAPHICAL**

**OPERATING ACTIVITIES**



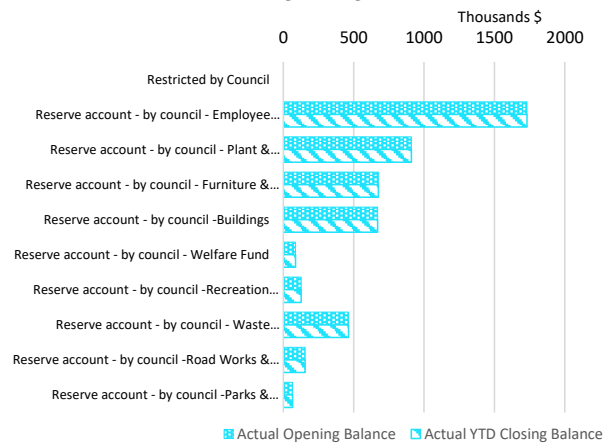
**INVESTING ACTIVITIES**



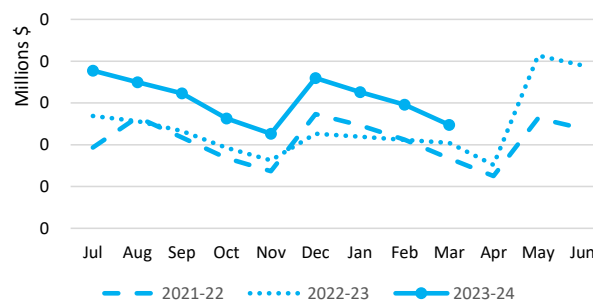
**FINANCING ACTIVITIES**

**BORROWINGS**

**RESERVES**



**Closing funding surplus / (deficit)**



This information is to be read in conjunction with the accompanying Financial Statements and Notes.



SHIRE OF CHRISTMAS ISLAND  
SUPPLEMENTARY INFORMATION  
FOR THE PERIOD ENDED 31 MARCH 2024

3 CASH AND FINANCIAL ASSETS

Description	Classification	Unrestricted \$	Restricted \$	Total Cash \$	Trust \$	Institution	Interest Rate	Maturity Date
Municipal Bank Account	Cash and cash equivalents	1,463,005		1,463,005		Westpac		N/A
Community Welfare fund	Financial assets at amortised cost	0	2,585	2,585		Westpac		N/A
Reserve Funds	Financial assets at amortised cost	87,932	595,533	683,465		Westpac		N/A
Term Deposit - Municipal	Cash and cash equivalents	629,141		629,141		Westpac	4.32%	17-08-24
Term Deposit - Municipal	Cash and cash equivalents	505,142		505,142		Westpac	4.24%	19-06-24
Term Deposit - Municipal	Cash and cash equivalents	507,009		507,009		Westpac	4.16%	19-06-24
Term Deposit - Municipal	Cash and cash equivalents	500,000		500,000		Westpac	4.32%	19-04-24
Term Deposit - Municipal	Cash and cash equivalents	500,000		500,000		Westpac	4.40%	19-05-24
Term Deposit - Municipal	Cash and cash equivalents	500,000		500,000		Westpac	4.08%	20-05-24
Term Deposit - Municipal	Cash and cash equivalents	200,000		200,000		Westpac	4.08%	20-05-24
Term Deposit - Municipal	Cash and cash equivalents	500,000		500,000		Westpac	4.16%	20-06-24
Term Deposit - Trust	Cash and cash equivalents	0			59,204	Westpac	4.32%	14-09-24
Term Deposit - CWF	Financial assets at amortised cost	515	23,626	24,140		Westpac	4.32%	17-08-24
Term Deposit - CWF	Financial assets at amortised cost	732	33,606	34,338		Westpac	4.32%	14-09-24
Term Deposit - CWF	Financial assets at amortised cost	587	26,931	27,518		Westpac	4.32%	14-09-24
Term Deposit - Reserve	Financial assets at amortised cost	39,110	1,795,903	1,835,014		Westpac	4.32%	17-08-24
Term Deposit - Reserve	Financial assets at amortised cost	0	522,127	522,127		Westpac	4.80%	26-03-25
Term Deposit - Reserve	Financial assets at amortised cost	1,461	67,067	68,527		Westpac	4.32%	14-09-24
Term Deposit - Reserve	Financial assets at amortised cost	16,627	763,508	780,135		Westpac	4.32%	14-09-24
Term Deposit - Reserve	Financial assets at amortised cost	9,397	528,730	538,127		Westpac	4.24%	10-05-24
Term Deposit - Reserve	Financial assets at amortised cost	9,332	525,042	534,374		Westpac	4.24%	10-05-24
<b>Total</b>		<b>5,469,989</b>	<b>4,884,658</b>	<b>10,354,647</b>	<b>59,204</b>			
<b>Comprising</b>								
Cash and cash equivalents		5,304,297	0	5,304,297	59,204			
Financial assets at amortised cost		165,692	4,884,658	5,050,350	0			
		<b>5,469,989</b>	<b>4,884,658</b>	<b>10,354,647</b>	<b>59,204</b>			

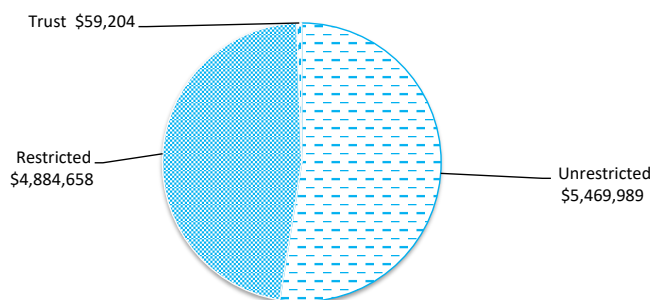
KEY INFORMATION

Cash and cash equivalents include cash on hand, cash at bank, deposits available on demand with banks and other short term highly liquid investments with original maturities of three months or less that are readily convertible to known amounts of cash and which are subject to an insignificant risk of changes in value. Bank overdrafts are reported as short term borrowings in current liabilities in the statement of net current assets.

The local government classifies financial assets at amortised cost if both of the following criteria are met:

- the asset is held within a business model whose objective is to collect the contractual cashflows, and
- the contractual terms give rise to cash flows that are solely payments of principal and interest.

Financial assets at amortised cost held with registered financial institutions are listed in this note other financial assets at amortised cost are provided in Note 4 - Other asse



SHIRE OF CHRISTMAS ISLAND  
 SUPPLEMENTARY INFORMATION  
 FOR THE PERIOD ENDED 31 MARCH 2024

4 RESERVE ACCOUNTS

Reserve name	Budget Opening Balance	Budget Interest Earned	Budget Transfer s In (+)	Budget Transfer s Out (-)	Budget Closing Balance	Actual Opening Balance	Actual Interest Earned	Actual Transfer s In (+)	Actual Transfer s Out (-)	Actual YTD Closing Balance
	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
<b>Restricted by Council</b>										
Reserve account - by council - Employee Benefits	1,731,739	14,000	190,000		1,935,739	1,731,739				1,731,739
Reserve account - by council - Plant & Machinery	909,796	2,000	400,000	(400,000)	911,796	909,796				909,796
Reserve account - by council - Furniture & Equipment	676,080	1,000	100,000		777,080	676,080				676,080
Reserve account - by council -Buildings	669,236	1,000	50,000		720,236	669,236				669,236
Reserve account - by council - Welfare Fund	87,174				87,174	87,174				87,174
Reserve account - by council -Recreation Services	127,186	210	46,000		173,396	127,186				127,186
Reserve account - by council - Waste Management	463,077	258	80,000		543,335	463,077				463,077
Reserve account - by council -Road Works & Materials	154,706	265	45,000		199,971	154,706				154,706
Reserve account - by council -Parks & Gardens	65,664				65,664	65,664				65,664
	<b>4,884,658</b>	<b>18,733</b>	<b>911,000</b>	<b>(400,000)</b>	<b>5,414,391</b>	<b>4,884,658</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>4,884,658</b>

5 CAPITAL ACQUISITIONS

Capital acquisitions	Adopted		YTD Actual	YTD Actual Variance
	Budget	YTD Budget		
	\$	\$	\$	\$
Buildings - non-specialised	170,000	124,158	0	(124,158)
Buildings - specialised	80,000	60,000	0	(60,000)
Furniture and equipment	294,000	16,488	8,947	(7,541)
Plant and equipment	1,013,104	759,828	331,322	(428,506)
<b>Acquisition of property, plant and equipment</b>	<b>1,557,104</b>	<b>960,474</b>	<b>340,269</b>	<b>(620,205)</b>
Infrastructure - roads	700,704	525,528	222,080	(303,448)
Infrastructure - Other	532,210	399,158	272,098	(127,060)
<b>Acquisition of infrastructure</b>	<b>1,232,914</b>	<b>924,686</b>	<b>494,178</b>	<b>(1,670,918)</b>
<b>Total capital acquisitions</b>	<b>2,790,018</b>	<b>1,885,160</b>	<b>834,447</b>	<b>(2,291,123)</b>
<b>Capital Acquisitions Funded By:</b>				
Capital grants and contributions	1,582,914	1,412,709	191,173	(1,221,536)
Other (disposals & C/Fwd)	35,079	35,079	0	(35,079)
Reserve accounts				
Reserve account - by council - Plant & Machinery	400,000		0	0
Contribution - operations	772,025	437,372	643,274	205,902
<b>Capital funding total</b>	<b>2,790,018</b>	<b>1,885,160</b>	<b>834,447</b>	<b>(1,050,713)</b>

**SIGNIFICANT ACCOUNTING POLICIES**

Each class of fixed assets within either plant and equipment or infrastructure, is carried at cost or fair value as indicated less, where applicable, any accumulated depreciation and impairment losses.

Assets for which the fair value as at the date of acquisition is under \$5,000 are not recognised as an asset in accordance with *Financial Management Regulation 17A (5)*. These assets are expensed immediately.

Where multiple individual low value assets are purchased together as part of a larger asset or collectively forming a larger asset exceeding the threshold, the individual assets are recognised as one asset and capitalised.

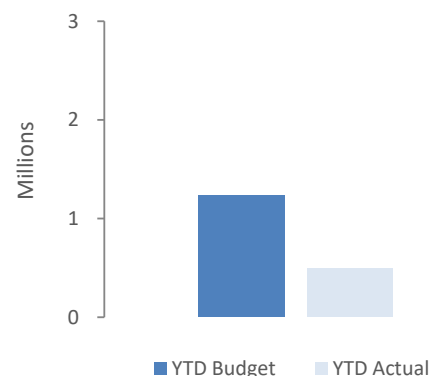
**Initial recognition and measurement for assets held at cost**

Plant and equipment including furniture and equipment is recognised at cost on acquisition in accordance with *Financial Management Regulation 17A*. Where acquired at no cost the asset is initially recognise at fair value. Assets held at cost are depreciated and assessed for impairment annually.

**Initial recognition and measurement between mandatory revaluation dates for assets held at fair value**

In relation to this initial measurement, cost is determined as the fair value of the assets given as consideration plus costs incidental to the acquisition. For assets acquired at zero cost or otherwise significantly less than fair value, cost is determined as fair value at the date of acquisition. The cost of non-current assets constructed by the Shire includes the cost of all materials used in construction, direct labour on the project and an appropriate proportion of variable and fixed overheads.

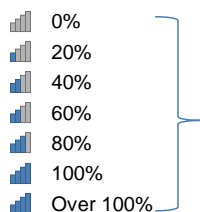
Payments for Capital Acquisitions



5 CAPITAL ACQUISITIONS - DETAILED

Capital expenditure total

Level of completion indicators



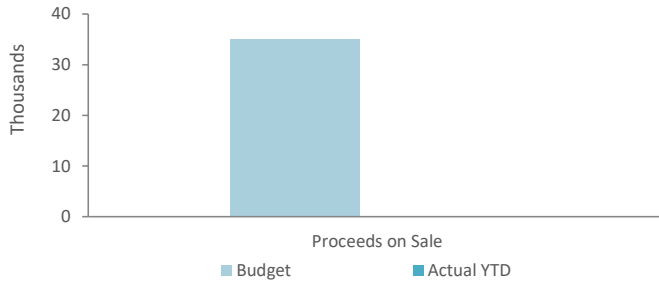
Percentage Year to Date Actual to Annual Budget expenditure where the expenditure over budget highlighted in red.

Level of completion indicator, please see table at the end of this note for further detail.

		Adopted			Variance
Account Description		Budget	YTD Budget	YTD Actual	(Under)/Over
		\$	\$	\$	\$
	427800	12,000	8,994	8,947	47.48
	1077800	5,000	3,747	0	3747
	1137800	5,000	3,747	0	3747
	1127805	250,000	187,500	272,098	-84597.7
	1127806	22,000	16,494	0	16494
	907228	35,000	26,253	0	26253
	907212	40,000	29,997	0	29997
	907223	40,000	26,664	0	26664
	907238	15,000	11,247	0	11247
	907230	40,000	29,997	0	29997
	107811	80,000	60,000	0	60,000
	1207230	556,897	348,055	38,913	309,142
	72617	337,521	253,143	37,099	216043.9
	72618	194,689	121,680	0	121680
	72930	300,705	225,531	146,068	79463.46
	72107	300,705	225,522	0	225522
	1217500	20,104	15,078	16,171	-1093
		<b>3,247,621</b>	<b>2,338,399</b>	<b>834,447</b>	<b>1,503,952</b>

6 DISPOSAL OF ASSETS

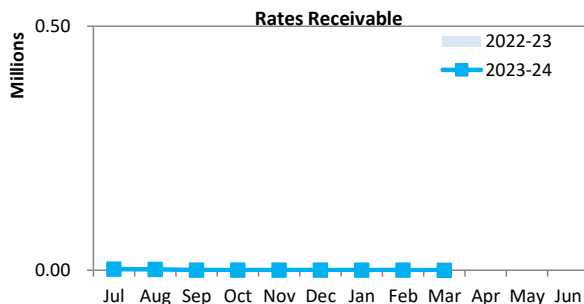
Asset Ref.	Asset description	Budget				YTD Actual			
		Net Book Value	Proceeds	Profit	(Loss)	Net Book Value	Proceeds	Profit	(Loss)
		\$	\$	\$	\$	\$	\$	\$	\$
	<b>Plant and equipment</b>								
	Various Plant & Machinery	29,504	35,079	5,575	0	13,006	0	0	(13,006)
		<b>29,504</b>	<b>35,079</b>	<b>5,575</b>	<b>0</b>	<b>13,006</b>	<b>0</b>	<b>0</b>	<b>(13,006)</b>





7 RECEIVABLES

Rates receivable	30 June 2023	31 Mar 2024
	\$	\$
Opening arrears previous years	114,373	114,373
Levied this year		1,849,857
Less - collections to date	0	(1,781,106)
Gross rates collectable	114,373	183,124
<b>Net rates collectable</b>	<b>114,373</b>	<b>183,124</b>
% Collected	0.0%	90.7%



Receivables - general	Credit	Current	30 Days	60 Days	90+ Days	Total
	\$	\$	\$	\$	\$	\$
Receivables - general	0	57,469	48,709	1,440	53,939	161,557
Percentage	0.0%	30.1%	0.9%	33.4%	0.0%	
<b>Balance per trial balance</b>						
Trade receivables		57,469	48,709	1,440	53,939	161,557
<b>Total receivables general outstanding</b>						<b>161,557</b>

Amounts shown above include GST (where applicable)

KEY INFORMATION

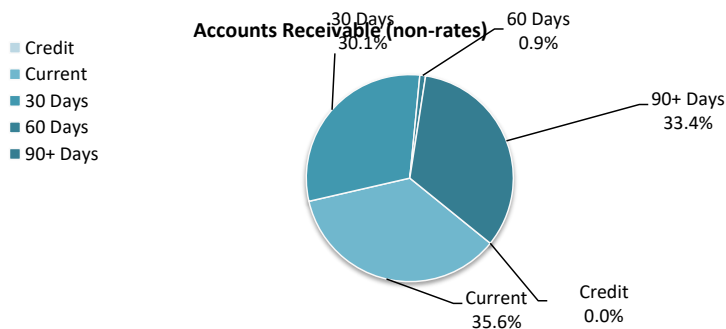
Trade and other receivables include amounts due from ratepayers for unpaid rates and service charges and other amounts due from third parties for goods and services performed in the ordinary course of business.

Trade receivables are recognised at original invoice amount less any allowances for uncollectable amounts (i.e. impairment). The carrying amount of net trade receivables is equivalent to fair value as it is due for settlement within 30 days.

Classification and subsequent measurement

Receivables which are generally due for settlement within 30 days except rates receivables which are expected to be collected within 12 months are classified as current assets. All other receivables such as, deferred pensioner rates receivable after the end of the reporting period are classified as non-current assets.

Trade and other receivables are held with the objective to collect the contractual cashflows and therefore the Shire measures them subsequently at amortised cost using the effective interest rate method.



8 OTHER CURRENT ASSETS

	Opening Balance 1 July 2023	Asset Increase	Asset Reduction	Closing Balance 31 March 2024
	\$	\$	\$	\$
<b>Other current assets</b>				
<b>Inventory</b>				
Fuel & Materials	441,417	181,694	(191,239)	431,872
<b>Other assets</b>				
Prepayments	5,108	12,147		17,255
Accrued income	4,618		(9,236)	(4,618)
<b>Total other current assets</b>	<b>451,143</b>	<b>193,841</b>	<b>(200,475)</b>	<b>444,509</b>

Amounts shown above include GST (where applicable)

KEY INFORMATION

**Inventory**

Inventories are measured at the lower of cost and net realisable value.

Net realisable value is the estimated selling price in the ordinary course of business less the estimated costs of completion and the estimated costs necessary to make the sale.

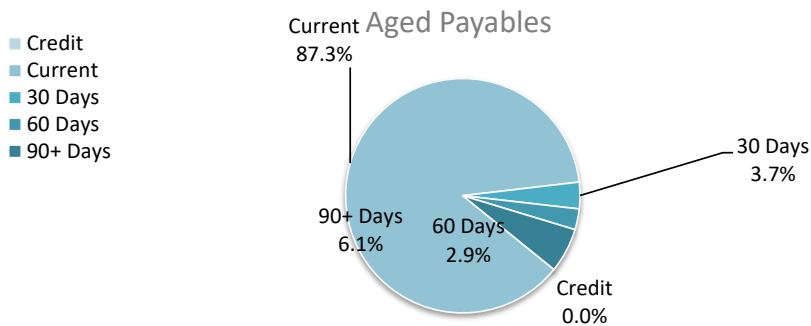
9 PAYABLES

Payables - general	Credit	Current	30 Days	60 Days	90+ Days	Total
	\$	\$	\$	\$	\$	\$
Payables - general	0	143,984	6,050	4,743	10,140	164,917
Percentage	0.0%	87.3%	3.7%	2.9%	6.1%	
<b>Balance per trial balance</b>						
Sundry creditors		143,984	6,050	4,743	10,140	164,917
<b>Total payables general outstanding</b>						<b>164,917</b>

Amounts shown above include GST (where applicable)

KEY INFORMATION

Trade and other payables represent liabilities for goods and services provided to the Shire prior to the end of the period that are unpaid and arise when the Shire becomes obliged to make future payments in respect of the purchase of these goods and services. The amounts are unsecured, are recognised as a current liability and are normally paid within 30 days of recognition. The carrying amounts of trade and other payables are considered to be the same as their fair values, due to their short-term nature.



10 RATE REVENUE

General rate revenue

RATE TYPE	Rate in \$ (cents)	Number of Properties	Rateable Value	Budget		YTD Actual		Total Revenue	
				Rate Revenue	Total Revenue	Rate Revenue	Reassessed Rate Revenue		
				\$	\$	\$	\$	\$	
<b>Gross rental value</b>									
Gross Rental Value - Resident	0.1044	456	8,769,508	915,431	915,431	915,182		915,182	
Gross Rental Value - Commercial	0.1044	89	1,960,676	204,671	204,671	204,671		204,671	
Gross Rental Value - DIAC	0.0000	20	1,197,820	0	0	0		0	
Gross Rental Value - Unallocated	0.1044	4	63,960	6,677	6,677	6,677		6,677	
Gross Rental Value - Rural	0.1044	2	45,280	4,727	4,727	4,727		4,727	
Gross Rental Value - Industrial	0.1044	12	227,160	23,713	23,713	23,713		23,713	
Gross Rental Value - Exempt	0.1044	209	0	0	0	0		0	
<b>Unimproved value</b>									
Unimproved Value - Industrial	0.4200	1	940,000	394,800	394,800	394,800		394,800	
Unimproved Value - Mining	0.4200	6	689,568	289,619	289,619	300,962		300,962	
<b>Sub-Total</b>		<b>799</b>	<b>13,893,972</b>	<b>1,839,638</b>	<b>0</b>	<b>1,839,638</b>	<b>1,850,732</b>	<b>0</b>	<b>1,850,732</b>
<b>Minimum payment</b>									
<b>Minimum Payment \$</b>									
<b>Gross rental value</b>									
Gross Rental Value - Resident	630	5		3,150	3,150	3,150		3,150	
Gross Rental Value - Commercial	630	16		10,080	10,080	10,080		10,080	
Gross Rental Value - Unallocated	630	37		23,310	23,310	23,310		23,310	
Gross Rental Value - Rural	630			0	0	0		0	
Gross Rental Value - Industrial	630	5		3,150	3,150	3,780		3,780	
Gross Rental Value - Exempt	630			0	0	0		0	
<b>Unimproved value</b>									
Unimproved Value - Industrial	380	1		380	380	0		0	
Unimproved Value - Mining	380	2		760	760	758		758	
<b>Sub-total</b>		<b>66</b>	<b>0</b>	<b>40,830</b>	<b>0</b>	<b>40,830</b>	<b>41,078</b>	<b>0</b>	<b>41,078</b>
Discount					(31,520)				(41,953)
Concession					(1,000)				
<b>Total general rates</b>						<b>1,847,948</b>			<b>1,849,857</b>

## 11 OTHER CURRENT LIABILITIES

	Note	Opening Balance 1 July 2023	Liability transferred from/(to) non current	Liability Increase	Liability Reduction	Closing Balance 31 March 2024
		\$	\$	\$	\$	\$
<b>Other current liabilities</b>						
<b>Other liabilities</b>						
Contract liabilities		184,391	0	468,943	(326,031)	327,305
Capital grant/contributions liabilities		101,638	0	639,326	(191,173)	549,791
<b>Total other liabilities</b>		286,029	0	1,108,269	(517,203)	877,096
<b>Employee Related Provisions</b>						
Provision for annual leave		1,018,579	0			1,018,579
Provision for long service leave		978,209	0			978,208
<b>Total Provisions</b>		1,996,788	0	0	0	1,996,787
<b>Total other current liabilities</b>		<b>2,282,817.00</b>	<b>0.00</b>	<b>1,108,269.40</b>	<b>(517,203.40)</b>	<b>2,873,883.00</b>
<b>Amounts shown above include GST (where applicable)</b>						

A breakdown of contract liabilities and associated movements is provided on the following pages at Note 12 and 13

### KEY INFORMATION

#### Provisions

Provisions are recognised when the Shire has a present legal or constructive obligation, as a result of past events, for which it is probable that an outflow of economic benefits will result and that outflow can be reliably measured.

Provisions are measured using the best estimate of the amounts required to settle the obligation at the end of the reporting period.

#### Employee Related Provisions

##### Short-term employee benefits

Provision is made for the Shire's obligations for short-term employee benefits. Short-term employee benefits are benefits (other than termination benefits) that are expected to be settled wholly before 12 months after the end of the annual reporting period in which the employees render the related service, including wages, salaries and sick leave. Short-term employee benefits are measured at the (undiscounted) amounts expected to be paid when the obligation is settled.

The Shire's obligations for short-term employee benefits such as wages, salaries and sick leave are recognised as a part of current trade and other payables in the calculation of net current assets.

##### Other long-term employee benefits

The Shire's obligations for employees' annual leave and long service leave entitlements are recognised as employee related provisions in the statement of financial position.

Long-term employee benefits are measured at the present value of the expected future payments to be made to employees. Expected future payments incorporate anticipated future wage and salary levels, durations of service and employee departures and are discounted at rates determined by reference to market yields at the end of the reporting period on government bonds that have maturity dates that approximate the terms of the obligations. Any remeasurements for changes in assumptions of obligations for other long-term employee benefits are recognised in profit or loss in the periods in which the changes occur. The Shire's obligations for long-term employee benefits are presented as non-current provisions in its statement of financial position, except where the Shire does not have an unconditional right to defer settlement for at least 12 months after the end of the reporting period, in which case the obligations are presented as current provisions.

#### Contract liabilities

An entity's obligation to transfer goods or services to a customer for which the entity has received consideration (or the amount is due) from the customer.

#### Capital grant/contribution liabilities

Grants to acquire or construct recognisable non-financial assets to identified specifications be constructed to be controlled by the Shire are recognised as a liability until such time as the Shire satisfies its obligations under the agreement.



12 GRANTS, SUBSIDIES AND CONTRIBUTIONS

Provider	Unspent grant, subsidies and contributions liability					Grants, subsidies and contributions revenue					YTD Revenue
	Liability	Increase in Liability	Decrease in Liability	Liability	Current Liability	Adopted Budget Revenue	YTD Budget	Annual Budget	Budget Variations	Expected	
	1 July 2023		(As revenue)	31 Mar 2024	31 Mar 2024						
	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
<b>Grants and subsidies</b>											
CI Fisheries Management DITRDCA Grant	178,391	418,944	(326,030)	271,305	271,305	452,059	339,039			0	326,030
Saluting Their Service Commemorations Grant	6,000			6,000	6,000	6,000	4,494			0	0
Financial Assistance Grant				0	0	6,866,660	5,085,657	6,866,660	(85,790)	6,780,870	6,780,870
Commonwealth _ Community Service Obligations				0	0	500,459	375,342	500,459		500,459	500,459
Building Better Regions Grant				0	0	20,000	15,000	20,000		20,000	11,000
Landfill Environmental Management Plan		50,000		50,000	50,000					0	0
Parks Australia Grading Grant				0	0	800,000	600,000			0	123,750
	<b>184,391</b>	<b>468,944</b>	<b>(326,030)</b>	<b>327,305</b>	<b>327,305</b>	<b>8,645,178</b>	<b>6,419,532</b>	<b>7,387,119</b>	<b>(85,790)</b>	<b>7,301,329</b>	<b>7,742,109</b>
<b>Contributions</b>											
CI Marathon Contributions				0	0	10,000	7,500			0	8,428
Ranger Pool Car contributions				0	0	835	621			0	555
Australia Day/UWA Cultural Heritage Study/Contributions				0	0	1,000	664			0	14,558
Territory Week Contribution				0	0	0	0			0	6,600
Bus Contribution				0	0	30,000	22,500			0	0
	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>41,835</b>	<b>31,285</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>30,141</b>
<b>TOTALS</b>	<b>184,391</b>	<b>468,944</b>	<b>(326,030)</b>	<b>327,305</b>	<b>327,305</b>	<b>8,687,013</b>	<b>6,450,817</b>	<b>7,387,119</b>	<b>(85,790)</b>	<b>7,301,329</b>	<b>7,772,251</b>

13 CAPITAL GRANTS, SUBSIDIES AND CONTRIBUTIONS

Provider	Capital grant/contribution liabilities					Capital grants, subsidies and contributions revenue					YTD Revenue
	Liability	Increase in Liability	Decrease in Liability	Liability	Current Liability	Adopted Budget Revenue	YTD Budget	Annual Budget	Budget Variations	Expected	
	1 July 2023		(As revenue)	31 Mar 2024	31 Mar 2024						
	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
<b>Capital grants and subsidies</b>											
Road to Revocery Grant (R2R)				0	0	300,704	451,053	300,704	300,704	601,408	0
Central Road Authority (CRA)		300,000	(32,435)	267,565	267,565	600,000	450,000			0	32,435
Local Road & Community Infrastructure Program Phase 4		319,326	(37,099)	282,227	282,227	532,210	399,156			0	37,099
Lily Beach Redevelopment	101,638	20,000	(121,638)	0	0	150,000	112,500			0	121,638
	<b>101,638</b>	<b>639,326</b>	<b>(191,173)</b>	<b>549,791</b>	<b>549,791</b>	<b>1,582,914</b>	<b>1,412,709</b>	<b>300,704</b>	<b>300,704</b>	<b>601,408</b>	<b>191,173</b>

SHIRE OF CHRISTMAS ISLAND  
SUPPLEMENTARY INFORMATION  
FOR THE PERIOD ENDED 31 MARCH 2024

14 TRUST FUND

Funds held at balance date which are required by legislation to be credited to the trust fund and which are not included in the financial statements are as follows:

Description	Opening Balance	Amount Received	Amount Paid	Closing Balance
	1 July 2023			31 Mar 2024
	\$	\$	\$	\$
Taman Sweetland Reserve (POS)	56,893	2,311		59,204
	<b>56,893</b>	<b>2,311</b>	<b>0</b>	<b>59,204</b>



## SHIRE OF CHRISTMAS ISLAND

---

SUBMISSION TO	Ordinary Council Meeting 23 May 2023
AGENDA REFERENCE	10.5.3.
SUBJECT	CEO Delegated Authority-Finance 24/25
LOCATION/ADDRESS/APPLICANT	N/A
FILE REFERENCE	3.1.12
INTEREST DISCLOSURE	None
DATE OF REPORT	11 April 2024
AUTHOR	Kevin Wilson
SIGNATURE OF AUTHOR	SIGNED
SIGNATURE OF CEO	SIGNED

---

### RECOMMENDATION

In accordance with Section 5.42 (1) and 5.44 of the Local Government Act 1995 (WA)(CI) Council delegates the following authority to the Chief Executive Officer for the financial year 24/25.

- To make payments on behalf of Council in accordance with Council Signatory/Authorization of EFT Procedure
- To sign cheques on behalf of council for an amount not exceeding \$250,000 s6.10 (d);
- To incur expenditure and to issue official orders not exceeding \$250,000 for non-capital expenditure s6.10 (d);
- To decide free of charge use of community facilities in accordance with CS2 – Use of Community Facilities Policy of Council;
- Power of entrance, etc. in relation to road works;
- To write off debts or rates incorrectly raised & other bad debts up to \$200;
- To approve budget variations/new budget items not exceeding \$250,000;
- To obtain reassessment of the value of ratable property in the event of property improvement or property subdivision;
- To invest money held by council not required for immediate use s6.14;
- To arrange appropriate insurance in respect of all council properties;
- To negotiate terms and conditions of property leases;
- To negotiate terms and conditions and enter into lease agreements on Shire Houses where the weekly rent does not exceed \$600 per week;
- To dispose of property with no book value;
- To reimburse to an owner or occupier where property is damaged through the performance of a function of the local government to the maximum amount of \$2,000;
- To give notice to an occupier and or owner requiring them to do something in relation to land specified in Schedule 3.1 – Powers Under Notices to Owners or Occupiers of Land of the Local Government Act (WA) (CI) 1995
- To arrange for works to be carried out where the owner or occupier does not carry out required action in relation to land, and to recover the costs as a debt;
- To issue certificates of the local government pursuant to section 23 of the Strata Titles Act 1985 (WA)(CI).

- To change leases for the cost of insurance cover in respect to leased properties;
- As the principal Accounting Officer of Council, to prepare the annual financial reports;
- To affix the common seal of the Shire of Christmas Island as required; and
- In relation to recurrent expenditure, to pay amounts above the \$250,000 limit for:
  - Wages and salaries
  - Pay As You Earn taxation
  - Fringe Benefits taxation
  - insurance premiums
  - Electricity charges
  - Lease payments
  - MRWA projects
  - Superannuation
- To contract works or capital projects that have been previously approved by a resolution of Council
- Within the provisions of Section 3.50 (1) (1a) (2) (4) (8) of the Local Government Act 1995 (WA) (CI) to:
  - 1) To close any thoroughfare that the SOCI manages for the passage of vehicles, wholly or partially, for a period not exceeding four (4) weeks;
  - 2) To close any thoroughfare that the SOCI manages for the passage of vehicles, wholly or partially, for a period exceeding four (4) weeks

#### **BACKGROUND**

All delegations to employees under the Local Government Act 1995 (WA)(CI) expires on 1 July 2023. New delegation to the CEO is required.

#### **COMMENT**

The Council makes the delegation to the CEO and therefore the Council is required to review the CEO's delegation yearly. The proposed delegations for the Chief Executive Officer are exactly the same as last year.

#### **STATUTORY ENVIRONMENT**

Section 5.42(1) of the Local Government Act 1995 (WA)(CI) states, "A local government may delegate to the CEO the exercise of any of its powers or the discharge of any of its duties under this Act other than those referred to in section 5.43." Section 5.42(2) and Schedule 9.3.19 of the Local Government Act 1995 (WA)(CI) requires the review of the CEO's delegation.

#### **POLICY IMPLICATIONS**

There are no significant policy implications arising from this matter.

#### **FINANCIAL IMPLICATIONS**

There are no financial implications arising from this matter.

#### **STRATEGIC IMPLICATIONS & MILESTONES**

Objective 1 of the Government environment is to "Provide good governance in line with the requirements of the Local Government Act and the culture of the Island". Objective 4 of the same Environment is to "Effectively manage the resources of the Shire in line with the objectives of the Strategic Plan".

#### **VOTING REQUIREMENTS**

An Absolute Majority is required.



## SHIRE OF CHRISTMAS ISLAND

---

SUBMISSION TO	Ordinary Council Meeting 23 April 2024
AGENDA REFERENCE	10.5.4
SUBJECT	Write Off Of Bad Debts
LOCATION/ADDRESS/APPLICANT	Nil
FILE REFERENCE	3.1.9
INTEREST DISCLOSURE	Nil
DATE OF REPORT	10 April 2024
AUTHOR	Kevin Wilson, Acting DFA
SIGNATURE OF AUTHOR	SIGNED
SIGNATURE OF CEO	SIGNED

---

### RECOMMENDATIONS

**That Council writes al bad debts totaling \$504 as it has been outstanding for over 1580 days; this debt was for waste collection services at the old Casino site.**

### BACKGROUND

This debtor has been outstanding for well over the normal debt management timeline and due to the fact that recovery action has proved fruitless it is recommended that we do not waste any more resources in pursuing the debt.

### COMMENT

The debtor in question is as follows:

- Softstar Pty Ltd - \$ 504 days outstanding 1580

### STATUTORY ENVIRONMENT

Local Government Act 1995

### POLICY IMPLICATIONS

Nil

### FINANCIAL IMPLICATIONS

Immediate loss of revenue totaling \$504 but clearing these bad debts from the general ledger is good financial practice. If in the event these individuals of businesses have new business with the Shire these debts can be reactivated.

### STRATEGIC IMPLICATIONS & MILESTONES

Nil

### VOTING REQUIREMENTS

Simple Majority

### ATTACHMENT

10.5.4.1- Aged Debtors Invoices



# SHIRE OF CHRISTMAS ISLAND

ABN: 94 494 925 146  
 COUNCIL OFFICE: GEORGE FAM CENTRE  
 PO BOX 863  
 CHRISTMAS ISLAND, INDIAN OCEAN 6798  
 Telephone: (08) 9164 8300  
 Facsimile: (08) 9164 8304  
 Office Hours: Mon - Fri 7.30am - 4.00pm  
 Cashier Hours: 9.00am - 12.00pm

Softstar Pty Ltd  
 P O BOX 888  
 CHRISTMAS ISLAND 6798

**TAX INVOICE 19234**

Date: 02/01/2020

CHARGE CODE	DESCRIPTION	AMOUNT
0311	Your ref : . Garbage Services 1/01/2020 to 31/03/2020 COMMERCIAL REFUSE FEE Garbage Services 1/01/2020 to 31/03/2020 2.00 @ 84.00 ea	168.00
This invoice includes no GST		

Interest of 10% pa will be charged on overdue balances

**TOTAL PAYABLE \$168.00**

Christmas Island is not subject to Goods and Services Tax (GST) and exemption is claimed under Australian Tax Office Ruling - Section 37 of the Taxation Administration Act 1953

**Payment is due within 30 days**

Please detach and return this slip with payment

**SHIRE OF CHRISTMAS ISLAND**  
 POST OFFICE BOX 863, CHRISTMAS ISLAND, 6798

REMITTANCE ADVICE CASH/CHEQUE



Billers Code: 787424  
 Ref: 2000670067

**Telephone & Internet Banking BPAY**  
 - Call your bank, credit union or building society to make this payment from your cheque, savings or credit card account.

**NAME** Softstar Pty Ltd  
**DEBTOR NO** CI003  
**INVOICE NO** 19234  
**AMOUNT** \$ 168.00

**DIRECT BANK DEPOSITS : BSB 036-189 Account 25-1181**  
 Account Name - SOCI Municipal Fund Account





# SHIRE OF CHRISTMAS ISLAND

ABN: 94 494 925 146  
 COUNCIL OFFICE: GEORGE FAM CENTRE  
 PO BOX 863  
 CHRISTMAS ISLAND, INDIAN OCEAN 6798  
 Telephone: (08) 9164 8300  
 Facsimile: (08) 9164 8304  
 Office Hours: Mon - Fri 7.30am - 4.00pm  
 Cashier Hours: 9.00am - 12.00pm

Softstar Pty Ltd  
 P O BOX 888  
 CHRISTMAS ISLAND 6798

**TAX INVOICE 19335**

Date: 02/04/2020

CHARGE CODE	DESCRIPTION	AMOUNT
0311	Your ref : . CI Resort Garbage Services 1/04/20 to 30/06/20 COMMERCIAL REFUSE FEE CI Resort Garbage Services 1/04/20 to 30/06/20 2.00 @ 84.00 ea	168.00
This invoice includes no GST		

Interest of 10% pa will be charged on overdue balances

**TOTAL PAYABLE \$168.00**

Christmas Island is not subject to Goods and Services Tax (GST) and exemption is claimed under Australian Tax Office Ruling - Section 37 of the Taxation Administration Act 1953

**Payment is due within 30 days**

Please detach and return this slip with payment

**SHIRE OF CHRISTMAS ISLAND**  
 POST OFFICE BOX 863, CHRISTMAS ISLAND, 6798

REMITTANCE ADVICE CASH/CHEQUE



Billers Code: 787424  
 Ref: 2000670067

**Telephone & Internet Banking BPAY**  
 - Call your bank, credit union or building society to make this payment from your cheque, savings or credit card account.

**NAME** Softstar Pty Ltd  
**DEBTOR NO** CI003  
**INVOICE NO** 19335  
**AMOUNT** \$ 168.00

**DIRECT BANK DEPOSITS : BSB 036-189 Account 25-1181**  
 Account Name - SOCI Municipal Fund Account



# SHIRE OF CHRISTMAS ISLAND

ABN: 94 494 925 146  
 COUNCIL OFFICE: GEORGE FAM CENTRE  
 PO BOX 863  
 CHRISTMAS ISLAND, INDIAN OCEAN 6798  
 Telephone: (08) 9164 8300  
 Facsimile: (08) 9164 8304  
 Office Hours: Mon - Fri 7.30am - 4.00pm  
 Cashier Hours: 9.00am - 12.00pm

Softstar Pty Ltd  
 P O BOX 888  
 CHRISTMAS ISLAND 6798

**TAX INVOICE 19453**

Date: 01/07/2020

CHARGE CODE	DESCRIPTION	AMOUNT
-------------	-------------	--------

0311	Your ref : . CI Resort Garbage Services 1/7/20 to 30/9/20 COMMERCIAL REFUSE FEE CI Resort Garbage Services 1/7/20 to 30/9/20 2.00 @ 84.00 ea	168.00
------	--	--------

This invoice includes no GST

Interest of 10% pa will be charged on overdue balances

**TOTAL PAYABLE**

**\$168.00**

Christmas Island is not subject to Goods and Services Tax (GST) and exemption is claimed under Australian Tax Office Ruling - Section 37 of the Taxation Administration Act 1953

**Payment is due within 30 days**

Please detach and return this slip with payment

**SHIRE OF CHRISTMAS ISLAND**  
 POST OFFICE BOX 863, CHRISTMAS ISLAND, 6798

REMITTANCE ADVICE

CASH/CHEQUE



Billers Code: 787424  
 Ref: 2000670067

**Telephone & Internet Banking BPAY**  
 - Call your bank, credit union or building society to make this payment from your cheque, savings or credit card account.

**NAME** Softstar Pty Ltd

**DEBTOR NO** CI003

**INVOICE NO** 19453

**AMOUNT** \$ 168.00

**DIRECT BANK DEPOSITS : BSB 036-189 Account 25-1181**  
 Account Name - SOCI Municipal Fund Account