

Operational policy

Visitor Management

Administering outstanding returns and fees for commercial activity permits and agreements

Operational policies provide a framework for consistent application and interpretation of legislation and for the management of non-legislative matters by the Department of National Parks, Sport and Racing. Operational policies are not intended to be applied inflexibly in all circumstances. Individual circumstances may require a modified application of policy.

Policy Issue

This policy details the key issues, policy statements and procedures to be adopted when the holders of commercial activity permits (CAPs) and commercial activity agreements (CAAs) fail to submit returns of operations and/or pay the required fees.

Background

Commercial activities conducted on QPWS-managed areas may be authorised by either a CAP or CAA and both types of authority will, on most occasions, require the holder to submit a return of operations (including a 'nil' return where applicable) and pay fees associated with the authorised commercial activity. CAPs and CAAs are authorised in accordance with provisions of relevant legislation administered by QPWS.

This legislation includes:

- s10 and s67 of the Nature Conservation (Administration) Regulation 2006
- s34 and s69 of the *Recreation Areas Management Act 2006*
- s56 of the *Forestry Act 1959*, and
- s8 and s 51 of the Marine Parks Regulation 2006*

* Note: This policy does not apply to joint Commonwealth and state authorities issued for the Great Barrier Reef World Heritage Area (GBRWHA). Returns and payments relating to joint GBRWHA authorities are followed up according to joint agency procedures.

Definitions

For the purposes of this policy, the following definitions apply:

Calendar month means any of the 12 months of the year.

Calendar quarter means the periods 1 January to 31 March, 1 April to 30 June, 1 July to 30 September and 1 October to 31 December.

Chief executive includes a person who has been delegated the powers of the chief executive under a statutory instrument

Commercial activity agreement (CAA) means an agreement entered into with a legal entity by the state authorising the person to conduct a commercial activity in a protected area, recreation area, State forest or

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forest reserve or marine park under s67 of the Nature Conservation (Administration) Regulation 2006, s69 of the *Recreation Areas Management Act 2006*, s56 of the *Forestry Act 1959* and s51 of the Marine Parks Regulation 2006.

Commercial activity permit (CAP) means a permit issued by the chief executive authorising the conduct of a commercial activity in a protected area, recreation area, State forest or forest reserve under s10 of the Nature Conservation (Administration) Regulation 2006, s34 of the *Recreation Areas Management Act 2006*, s56 of the *Forestry Act 1959* and s8 of the Marine Parks Regulation 2006.

Operator means the legal entity authorised by the chief executive to conduct the commercial activity under a CAA.

Permission holder means the holder of a permit issued under the *Marine Parks Act 2004*.

Principal holder means the holder of a CAP issued under the *Nature Conservation Act 1992*, *Recreation Areas Management Act 2006* and the *Forestry Act 1959*.

Prescribed period for a CAP means the period stated in a notice given by the chief executive for the submission of a return of operations and relevant fees payable to the State.

QPWS managed areas (for the purposes of this operational policy) include the following areas:

- protected areas (State land) under the *Nature Conservation Act 1992*;
- State forests and other lands managed under the *Forestry Act 1959*;
- recreation areas under the *Recreation Areas Management Act 2006*;
- marine parks under the *Marine Parks Act 2004*; and
- other areas where QPWS has control, trusteeship or otherwise manages the land.

Return of operations means the return provided by the principal holder or operator to the Department in accordance with the provisions of relevant legislation or under a condition of a CAA.

Suspension / cancellation action for the purposes of this operational policy means action commenced for CAPs, under:

- s53 of the Nature Conservation (Administration) Regulation 2006,
- s65(1)(c) of the *Recreation Areas Management Act 2006* or
- s58 of the *Forestry Act 1959*

for CAAs, under:

- s91 of the Nature Conservation (Administration) Regulation 2006,
- s92 of the *Recreation Areas Management Act 2006*,
- s58 of the *Forestry Act 1959* or
- s75 of the Marine Parks Regulation 2006

to suspend or cancel a CAP or CAA.

Legislation

Submission of returns / payment of fees

Various legislative and regulatory provisions associated with the submission of returns of operation and payment of fees apply to the holder of a CAP. In addition, legislation and regulations provide for an offence where the holder of a CAP fails to comply with a requirement to submit returns and / or pay fees. These provisions include the:

Nature Conservation (Administration) Regulation 2006

- s132. When return of operations must be given and the period for which they must be given

Nature Conservation (Protected Areas Management) Regulation 2006

- s65 Giving return of operations for particular permits

Recreation Areas Management Act 2006

- s219. Records and other information to be kept

Recreation Areas Management Regulation 2007

- s45. Giving information for commercial activity or relevant group activity permits
- s46 Fees to accompany information for commercial activity or relevant group activity permit

Marine Parks Act 2004

- s49 Noncompliance with conditions of an authority

Forestry Act 1959

- s60 Failure to comply with provisions of lease etc.

Suspension / cancellation provisions for a CAP / CAA

Failure to:

- give the chief executive a return of operations within the period during which the return must be given; and/or;
- pay a prescribed fee required to be given under the Act for the authority, by the date the fee must be paid,

are grounds for the commencement of action to suspend or cancel the authority.

The following legislative provisions apply where the holder of a CAP or operator of a CAA has failed to comply with the above requirements of the authority. Prior to any action being taken, the chief executive will provide notice to the holder of a CAP or operator of a CAA of any failure to meet these requirements.

Nature Conservation (Administration) Regulation 2006

- s52. Immediate amendment or suspension for failure to pay fee or royalty or give return
- s53. Suspending relevant authority other than immediately or cancelling relevant authority – grounds
- s54. Suspending relevant authority other than immediately or cancelling relevant authority – procedure
- s91 Amending agreement other than immediately
- s92 Process for amending agreement other than immediately

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- s93 Cancelling agreement or suspending authorisation under agreement other than immediately
- s94 Process for cancelling agreement or suspending authorisation under agreement other than immediately

Recreation Areas Management Act 2006

- s65. Cancelling a permit or suspending a permit (other than immediately)
- s91 Amending commercial activity agreements (other than immediately)
- s92. Cancelling commercial activity agreements or suspending authorisations under agreements (other than immediately)
- s93. Process for cancelling or suspending under s92

Forestry Act 1959

- s58. Power to cancel, suspend, permit, licence etc.

Marine Parks Regulation 2006

- s31 Suspending permission other than immediately or cancelling permission
- s32 Procedures for suspending a permission other than immediately or cancelling a permission
- s75 Amending agreement other than immediately
- s76 Process for amending agreement other than immediately
- s77 Cancelling agreement or suspending authorisation under agreement other than immediately
- s78 Process for cancelling agreement or suspending authorisation under agreement other than immediately

Return of operations for a CAP / CAA

In most circumstances, the holders of CAPs and CAAs are required to submit a Return of operations associated with the activities conducted under the authority. Returns are to be submitted within 20 business days of the end of the relevant prescribed period for the authority i.e. at the end of each calendar month or calendar quarter. Once received, an invoice for any additional daily fee payable for the CAP / CAA for the period to which the return relates must be provided to the authority holder. The invoice must state the due date for payment.

The authority holder must, by the due date, pay to the chief executive the fees payable under the Act for the period to which the return relates. Returns can be submitted via the following online link:

https://www.business.qld.gov.au/industry/tourism/parks-recreation-forests/forms-fees/_nocache

Variations to these requirements allowing the submission of returns in other format/s may only be approved with the prior approval of the relevant Assessments and Approvals (A&A) delegate.

The chief executive may also commence action to suspend or cancel a CAP or CAA where a principal holder / operator:

- fails to submit a return of operations or pay the relevant fees, and
- has been notified of their failure to comply with a legislative provision or condition of the agreement, and
- still fails to submit outstanding returns and fees as required.

Policy

Outstanding returns and fees – CAP / CAA

In circumstances where the principal holder of a CAP or operator of a CAA fails to submit a return of operations and / or pay relevant fees to the chief executive within the prescribed period, the following policy and procedures will apply:

Outstanding Returns of operation

1. A&A Permit Teams will forward a courtesy reminder email to principal holders / operators at the commencement of each calendar month advising them of the due date for submission of returns of operation.
2. An additional reminder in the form of a text message will also be forwarded one week prior to the due date for submission of quarterly returns only.
3. Where a return of operations is not submitted by the due date, A&A will issue a final reminder letter via email (where possible) to the principal holder / operator advising them of their legal obligations to comply with relevant statutory / agreement provisions, affording them a further **10 business days** in which to submit the outstanding returns.
4. If the return of operations is not submitted at the expiration of the 10 business day extension, relevant action (**'suspension / cancellation action'** – see definitions) will be commenced inviting the authority holder to make written representations within 20 business days why their CAP / CAA should not be suspended until such time as the outstanding returns have been submitted.
5. In the event the principal holder / operator fails to make satisfactory written representations within 20 business days why their CAP / CAA should not be suspended, the CAP / CAA will be suspended until such time as the outstanding returns are submitted.
6. Where returns of operation remain outstanding after a CAP / CAA has been suspended for a period of at least 30 business days, the chief executive may consider commencing relevant action (**'suspension / cancellation'** – see definitions) to cancel the CAP / CAA.
7. Where a principal holder / operator has failed to submit returns on two separate occasions resulting in action being taken to suspend their authority, consideration may be given by the Director Assessments and Approvals, to invite the authority holder to make written representations as to why their authority should not be cancelled.

Any action to suspend or cancel a CAP or CAA requires approval by the Director Assessments and Approvals.

Outstanding Invoices

1. Where an invoice remains unpaid beyond the initial due date for payment ie. after seven ordinary days, Queensland Shared Services (QSS) will forward a dunning letter to the client requesting remittance of payment within **seven ordinary days**.
2. Where the invoice remains unpaid beyond 14 days of the initial due date for payment, QSS will forward a second dunning letter requesting remittance of payment within a further seven ordinary days.
3. If the invoice remains unpaid beyond 21 ordinary days of the initial due date for payment, QSS will continue with normal debt recovery processes in accordance with relevant QSS guidelines to acquire payment. In circumstances where QSS either exhaust all attempts to acquire payment or receives a

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request to repay the debt by instalments, the matter is then to be referred to QPWS Finance and the relevant A&A Team Leader.

4. (a) Where all attempts by QSS to acquire payment have failed, the A&A Team Leader will immediately commence relevant action (**'suspension / cancellation action'** –see definitions) inviting the principal holder / operator to make written representations within 20 **business days as to** why their CAP / CAA should not be suspended until such time as the outstanding invoice has been paid.

(b) Where a request has been received to repay the debt by instalments, the request must include sufficient information to allow a formal decision concerning the application to be made by the Chief Finance Officer (CFO). At a minimum, the information must include:

 - an outline of the reasons for the current state of financial hardship;
 - the remedies proposed by the customer to rectify the situation; and
 - the proposed instalment payments for repayment of the outstanding debt.
5. In the event the principal holder / operator fails to make satisfactory written representations within 20 **business days** as to why their CAP / CAA should not be suspended, the CAP / CAA will be suspended until such time as the outstanding invoice has been paid.
6. Where a principal holder / operator makes written representations indicating financial hardship, any request to approve payment of the outstanding debt by instalments is initially to be referred to the Director A&A, who will then make a recommendation concerning the application to the CFO (as delegate) for decision. In circumstances where the CFO approves payment of the debt through an Instalment Agreement, the prescribed period for submission of future returns of operation will revert to a monthly basis.
7. Where an invoice remains outstanding after a CAP / CAA has been suspended for a period of at least **30 business days**, the chief executive may commence relevant action to cancel the CAP / CAA.
8. Where a principal holder / operator has failed to pay fees on more than two separate occasions resulting in action being taken to suspend their authority, consideration may be given by the Director A&A inviting the authority holder to make written representations why their authority should not be cancelled.
9. Following the commencement of action to cancel a CAP or CAA for non-payment of an invoice, A&A Team Leaders will refer the matter to the Director A&A with a recommendation for QPWS Finance to commence action (s 4.8.4 – 'Bad and Doubtful Debts' of the Financial Management Practices Manual) to recover the outstanding debt.

Note: Any action to suspend or cancel a CAP or CAA requires approval by the Director A&A.

Note: Copies of all suspension / cancellation letters issued are to be forwarded to relevant Regional Directors.

Process for suspending or cancelling authorities

Where the chief executive decides to suspend or cancel a CAP or CAA, the chief executive must give the principal holder / Operator, an 'information notice' about the decision (for permits issued under the Nature Conservation (Administration) Regulation 2006 see schedule 7 and for permits issued under the *Recreation Areas Management Act 2006*, see schedule 'Dictionary' section 3).

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Accordingly, such decisions are 'reviewable decisions' and information notices must contain information concerning review and appeal provisions as provided for under the relevant legislation. Decisions made under the *Forestry Act 1959* may be subject to judicial review.

Service of documents

S39 and 39A of the *Acts Interpretation Act 1954* provides for the service of documents when required to do so under an Act. These provisions have relevance to the service of documents as required under provisions of the Nature Conservation (Administration) Regulation 2006 and the *Recreation Areas Management Act 2006* relating to procedures associated with the suspension or cancellation of a permit or agreement.

S39 provides that if an Act requires or permits a document to be served on a person, the document may be served personally or by leaving it at, or by sending it by post, telex, facsimile or similar facility to, the address of the place of residence or business of the person last known to the person serving the document. In the case of a body corporate, documents may be served by leaving it at, or sending it by post, telex, facsimile or similar facility to, the head office, a registered office or a principal office of the body corporate.

Section 39A defines the meaning of service by post. If an Act requires or permits a document to be served by post, service may be affected by properly addressing, prepaying and posting the document as a letter and is taken to have been effected at the time at which the letter would be delivered in the ordinary course of post, unless the contrary is proved.

For the purposes of this policy, where there is a requirement to 'notify' or 'give' a person written notification of either a proposed action or of a decision to suspend or cancel a permit or agreement, the preferred method of service is by registered or certified mail wherever possible. Where this is not available, regular post is acceptable; however, additional service by electronic communication (email or fax) must also be given.

Where prior consent has been given, it is also permissible under the provisions of s12 of the *Electronic Transactions (Queensland) Act 2001* to effect service of a document on a person by means of electronic communication.

Accordingly, it may also be considered appropriate to effect service of documents by both mail and electronic communication.

Applications to amend, purchase, surrender, sub-contract, renew or transfer a permit or agreement

Upon receipt of an application from a principal holder or an operator to amend, purchase, surrender, renew or transfer (for commercial activity agreements only) a CAP or CAA, A&A administration officers will confirm whether there are any outstanding fees and / or returns of operation.

In circumstances where returns / fees are outstanding, CAP / CAA holders are to be advised that their application will be refused until such time as all outstanding returns of operation / invoices are submitted and paid. This action can be taken having regard to the provisions of s25(2) of the Nature Conservation (Administration) Regulation 2006, s53(2) of the *Recreation Areas Management Act 2006* and s56 of the *Forestry Act 1959*. Once received and / or paid, normal assessment of a new application (accompanied by the relevant application fee) may proceed.

Applicant suitability

The decision by a delegate to suspend or cancel a commercial activity permit or agreement can impact upon whether an applicant for a CAP or CAA is considered a suitable person when apply for the continuation of a

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relevant authority or new a new authority. Accordingly, where an applicant responds in the affirmative to the following applicant suitability question,

“In the last 3 years, have you or an associated person:

- held or been a party to any of the following permits or authorities which has been suspended or cancelled;
 - a commercial activity agreement or similar agreement in Qld or another state or country,
 - a protected area authority including a commercial activity permit?”

the delegate should give appropriate consideration as to whether the applicant is in fact a suitable person to hold the applied for authority.

Reference materials

Operational Policy: Commercial activities in QPWS managed areas

Compliance Support Manual: Penalty Infringement Notice (PIN)

EHP Enforcement Guidelines

Authorities

Acts Interpretation Act 1954

Electronic Transactions (Queensland) Act 2001

Forestry Act 1959

Marine Parks Act 2004

Nature Conservation (Administration) Regulation 2006

Recreation Areas Management Act 2006

Disclaimer

While this document has been prepared with care, it contains general information and does not profess to offer legal, professional or commercial advice. The Queensland Government accepts no liability for any external decisions or actions taken on the basis of this document. Persons external to the Department of National Parks, Sport and Racing should satisfy themselves independently and by consulting their own professional advisors before embarking on any proposed course of action.

Approved By

Ben Klaassen

Signature

Deputy Director-General
Queensland Parks and Wildlife Service

4 June 2013

Date

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