

KINGSTON AND ARTHUR'S VALE HISTORIC AREA



Source: J. Shevlin 2007

MANAGEMENT PLAN DRAFT FINAL

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EXECUTIVE SUMMARY

KAVHA on Norfolk Island is a place with very special values. It is an historic site on a remote Pacific island with a rural setting, buildings and archaeological remains dating from Polynesian times to today. It also has natural beauty, which contributes to its heritage value and is a living heritage site with the continuing use of the buildings, open spaces and the cemetery. The current Norfolk Island community is intimately associated with its history.

This Management Plan (MP) considers the natural setting, all phases of development, all the structures and the use of the place as well as its cultural landscape and archaeology. The special character of KAVHA includes the multiple layers of convict settlement as well as its Polynesian, Pitcairn, trading, whaling, administrative and physical characteristics. This MP and other detailed plans are prepared to manage the heritage values of KAVHA. The plan analyses the history and fabric of the place as well as its intangible values which contribute to the place's heritage significance. Policies based on this significance are developed to conserve and protect the values of the place primarily based on the Australia ICOMOS Burra Charter conservation principles, processes and practice.

The illustrations, historic images and copies of historic maps are overlaid with aerial photos and current plans to permit a more accurate understanding of the place and its qualities. It is supported by a database of over 900 historic images, making them available for reference and which can be added to in the future and to record change. In 1980 historic heritage items throughout the site were identified individually with a numbering system.

The physical fabric of the place is analysed for each settlement phase and groupings of items. Associated historical materials and intangible aspects are also analysed as part of the fabric of the place. The analysis has incorporated ideas like 'cultural landscapes', 'cultural traditions' and 'cultural identity' in line with international developments in the field of cultural heritage. Traditional practices and compatible uses are integrated into this MP because they represent the cultural traditions which give the place its identity.

The primary objectives of this MP are to:

- update the previous Conservation Management Plans, to correspond with current conservation methodology and practice and synthesise the overall findings of the Landscape and Archaeological and other studies which are listed elsewhere in this report and in the bibliography.
- establish the heritage significance of the Kingston and Arthurs Vale Historic Site, including its spectacular setting.
- formulate appropriate policies for the conservation of the cultural landscape of the historic site, taking into account all aspects of its cultural and natural significance, including its significance to the Norfolk Island community, the significant physical fabric, the island setting, uses and the management of the place by the KAVHA Board.
- formulate appropriate policies to allow the traditional and other compatible uses of the place to continue, to allow for appropriate new uses and to minimise the detrimental impact of use.
- formulate appropriate policies for the long term conservation of the heritage significance of the place. These policies are to include future usage, including tourism, on-going maintenance and management of the cultural landscape.

- to integrate and make accessible historic and management information about the place

The MP seeks to take account of issues such as the constraints and requirements arising from the site's significance, including significant uses and adaptations. It also considers the physical condition of the buildings and their setting and the client, owner and user requirements in the development of an overall framework for the conservation and management of the place.

It is intended that this MP be a dynamic document, added to on a regular basis to allow for the integration of new information and recording of maintenance. This should include the updating of historical information as new information from archival research or oral histories comes to light.

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1.0 INTRODUCTION

1.1 BACKGROUND TO THE MP

This MP was commissioned by the Kingston and Arthurs Vale Historic Area (KAVHA) Management Board. The Norfolk Island Government, the Attorney-General's Department (AGD) and the Department of the Environment, Water, Heritage and the Arts (DEWHA) are represented on the KAVHA Management Board. The abbreviation KAVHA is used throughout this report, meaning the Kingston and Arthurs Vale Historic Area. The MP is based on an initial draft prepared by the NSW Government Architect Office Heritage Group and Otto Cserhalmi and Partners Pty. Ltd.

This MP supersedes and consolidates the work of earlier versions of management plans from 1980 onwards and incorporates information from a range of other studies about the place. It is designed and prepared to manage the heritage values of KAVHA. The plan analyses the history and fabric of the place as well as its intangible values which are part of the place's heritage significance. Conservation policies based on this significance are developed to conserve and protect the values of the place primarily based on the Australia ICOMOS *Burra Charter* conservation principles, processes and practice. The conservation policies are to guide the future management of the place, recognising its possible World Heritage and its current National and Commonwealth Heritage values. In pursuing these policies it is recognised and self evident that resource constraints will affect the way policies are implemented, works undertaken and urgent unforeseen tasks dealt with.

There is a wealth of historic material and professional studies about KAVHA. The extent and diversity makes day-to-day reference to them difficult. This MP attempts to assemble the information in a more useful and accessible form and in a way that both facilitates its management and assists in its acceptance by the community.

The chronological historical outline in earlier studies has been enhanced and sources of information authenticated as a basis for interpretation and as a basis for a future guidebook. Additional research has been carried out in the National Archives Office and National Library as well as other places. New material such as early 20th Century photographs has helped to determine what is reconstructed and what is original. The MP includes chronologies and timelines for heritage elements.

1.2 STUDY AREA

Norfolk Island and the associated Phillip and Nepean Islands are located in the southwest Pacific Ocean (Latitude. 29°S, Long. 168°E), between New Caledonia and New Zealand. The Kingston and Arthur's Vale Historic Area (KAVHA) extends from the coastal lowland to the surrounding steep hills and includes two major valleys. The Norfolk Island and Australian Governments manage KAVHA as an historic site centred on Australian Government owned historic buildings at Kingston. The boundary of the area follows the 90 metre contour, the ridge line to the west and various property boundaries to the north as shown on **xxxx** and includes about 250 hectares. The specific area is included in the National Heritage List record and also applies to the Norfolk Island Heritage listing. The Commonwealth Heritage listing excludes all privately owned properties within KAVHA.

The area within the boundary was established as a Conservation Area in 1980 when the first Management Plan was also adopted. An identification system was developed at this time and is in general use. The place is divided into a number of areas, designated A- N and within each area items are numbered.

The management areas are as follows:

Area A	Government House Reserve
Area B	Lowlands
Area C	Cemetery Reserve
Area D	Quality Row
Area E	Uplands, land above the 100 ft [30m] contour and Stockyard Valley
Area F	Swamp (or as Kingston Common)
Area G	Prisoner's Compounds
Area H	Landing Place Ridge (known as Kingston Pier)
Area I	not used
Area J	Beachfront (or Slaughter Bay)
Area K	Windmill Ridge
Area L	Chimney Hill
Area M	Arthur's Vale and Watermill Valley
Area N	Bloody Bridge

1.3 METHODOLOGY

This Management Plan was prepared by the Department of the Environment, Water, Heritage and the Arts (DEWHA) based on a draft by Otto Cserhalmi & Partners Pty Ltd and the NSW Department of Commerce. Wherever the acronym DEWHA is mentioned in the MP it is to be taken to mean any succeeding agency. It generally follows the format and guidelines set out in *The Conservation Plan* by Dr. J. S. Kerr (2000). The terms *place*, *fabric*, *conservation*, *maintenance*, *preservation*, *restoration*, *reconstruction*, *adaptation* and *compatible use* used throughout this document are used as defined in the *Australian ICOMOS Charter for the Conservation of Places of Cultural Significance (The Burra Charter, 1999 as amended)*. (See definitions in Section 2.10).

The *Burra Charter* was revised in 1999. The revised charter introduced clauses about landscape and setting and the importance of associations and meaning. To assist in the development of the conservation policies other national and international conservation charters have also been referred to, which deal specifically with natural areas, living cultural heritage and vernacular structures.

This MP includes:

- a review of historical and archival material relating to the site and the analysis of the pattern of development and use of the historic area;
- additional archival research (resulting from the review of archival material);
- an investigation of the existing physical fabric to determine the extent and condition of original elements and the nature of subsequent changes; and
- the statutory statements of significance on which the conservation policy and implementation recommendations are based.

1.4 LIMITATIONS

Considerable archival research has been undertaken in previous studies of Kingston and Arthurs Vale. Further historical research was undertaken during the preparation of this Conservation Management Plan. Primarily this research involved the sourcing and

obtaining of good quality copies of maps, plans, photographs and descriptions of the place. The material held in the Public Records Office and the Tasmanian Archives has been renumbered since the initial copying of plans was undertaken. The current numbering system has been noted, as well as the former numbering system, where these have been able to be matched. The surveys and measured drawings included in this report have been taken from the range of previous studies commissioned by KAVHA. Their source is identified in each case.

The source material collected was to aid in the preparation of the contextual and historical outline and for the analysis of Cultural Significance. It is not intended that this Conservation Management Plan contain a definitive history of the place. Rather the history has been prepared to assist in the understanding of cultural significance, to guide the conservation policies and the implementation strategy and to form the basis of a guidebook.

Archival records about Norfolk Island are located all over the world including several collections in London, in New Zealand, collections in Sydney, Canberra, Hobart, Launceston, Melbourne and even in the USA. Much of this material is not readily accessible and the collections are extensive. The extensive records held in England have not been thoroughly researched in the course of this project. There has been limited searching of records in England, by team members. The appendices include lists of archival records, to assist in future research. New relevant material is likely to be found in the future. Where possible good copies have been obtained during the course of this study which will be made available on Norfolk Island on completion. Policies on further research recommend a long term aim of establishing a research collection on Norfolk Island with copies of the material held elsewhere.

1.5 AUTHORS

This MP was commenced in 2002 with detailed research and analysis and completed in 2007 with an overview and policies. It was prepared by the following;

Department of the Environment, Water, Heritage and the Arts
 Otto Cserhalmi and Partners PL
 NSW Department of Commerce, Government Architects Office

Subconsultants

Graham Wilson (2002 & 2007)	Historian/Archaeologist
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Detailed acknowledgements are at Appendix 1.

2.0 HISTORY

2.1 HISTORICAL OUTLINE

POLYNESIAN SETTLEMENT

The archaeological record indicates that Polynesians occupied Norfolk Island prior to Europeans. Remains at the Cemetery and Emily Bay areas were investigated in 1995, 1996 and 1997 by Professor Atholl Anderson. The Emily Bay site suggests a single phase of occupation in the period between c.1150 and c.1450 A.D. The evidence found indicates that this settlement may have been of brief duration with the settlers arriving from East Polynesia by way of the Kermadec Islands. Other evidence for possible prior Polynesian settlement was the discovery of bananas growing in Arthur's Vale in 1788 by Lieutenant Governor King as well as stone artefacts, remains of a canoe and human remains. Many other artefacts have been found since.

EUROPEAN DISCOVERY

On 10 October 1774 Captain James Cook RN, in command of the HMS *Resolution* sighted Norfolk Island and he claimed it for the British Crown on the following day. Cook noted the presence of large pines and abundant flax and this may have influenced the later British decision to settle the Island. The only other record of European visitors to the Island is that of the visit in 1788 of Jean-François de Galaup, Comte de La Pérouse, in the *Astrolabe* and *Boussole*, who sighted the Island but was unable to land.

FIRST PENAL SETTLEMENT 1788-1814

Arthur Phillip's instructions for the settlement of New South Wales included a directive that Norfolk Island was to be settled and secured as soon as possible after landing at Botany Bay. The *HMS Supply*, with Lieutenant Philip Gidley King and a party of settlers, arrived on the Island on 2 March 1788 with the remainder of the company following on the 6th. The party consisted of four military officers, four civil officers, nine male convicts and six female convicts. The site now occupied by Kingston was chosen for the settlement, due to the availability of fresh water and low, flat ground as well as the relatively safe anchorage. A rocky projection from the shoreline provided a landing place and this was used throughout the life of the settlement.

Clearing the thick undergrowth near the shore and the construction of shelters and storehouses was carried out in the months after landing. An area was cleared for cultivation in Arthur's Vale (Watermill Valley). Work on a timber house for King began on 9 April 1788 on an eminence overlooking the coastal clearing and facing the sea. By the end of 1788 the town on Sydney Bay, as King had named it, consisted of a number of thatched and weatherboard buildings placed on either side of a clearing that ran from the foot of Mount George (Flagstaff Hill) to the sea. Areas had been cleared both around the town and in Arthur's Vale at the head of the swamp, for crops and livestock. During 1789 channels were cut to drain the swamp behind the settlement allowing better access to the interior and providing ground for cultivation.

By 1790 areas under cultivation stretched from half way along Arthur's Vale to Cemetery Bay. The foreshores west of the Landing Place and along Sydney (Slaughter) Bay had also been cleared. New buildings had been erected east of the Landing Place and a barn had been constructed in the Vale. There were ongoing reports of

crop failures resulting from attacks of grubs, rats, birds and other setbacks due to gales which blew down trees and some structures. Following departure of the contracted transports of the First Fleet the new colony in New South Wales was entirely dependent on the two remaining vessels, *HMS Sirius* and *HMS Supply*, to maintain communication between the newly formed settlements and the outside world.

On 19 March 1790 the *HMS Sirius* was wrecked on the reef while attempting to anchor off Sydney Bay. Crew and passengers were forced to remain on the Island while King left the settlement on the *HMS Supply* leaving Major Ross of the Royal Marines in command. The Island was temporarily isolated and martial law had been proclaimed. The starving settlers survived on sparse rations and by eating ground nesting birds, including the so-called 'Providence Petrel', and their eggs. The loss of the *Sirius* placed the settlements at Norfolk Island and Port Jackson in even greater peril.

Under Ross a number of structures were built including a hospital, bakehouse, storehouse and a ditch for conveying clean water to the town. On King's return to the settlement in 1791 a log gaol and the penitentiary were constructed and lime burning commenced. King also attempted to regularise the layout of the town by pulling down the huts that were not in alignment and by removing the hovels. Work also began on the stone foundation of the new Government House, behind the old Government House. On completion the old Government House was removed and the surrounding yard fortified with a palisade fence. The population of the Island in the First Penal Settlement reached its maximum of 1156 in 1792. Punishment, which included the lash for offences such as stealing rum, appear severe now but were considered lenient then.

By 1793 the settlement, then called Sydney, was a small village with four main streets and roads leading to other parts of the island. It contained a school and theatre and many of the first timber houses and huts were being replaced with buildings of stone and mortar. During 1795 the convict Nathaniel Lucas constructed a dam and watermill in Arthur's Vale and a windmill for himself at the end of Point Hunter for grinding grain. William Neate Chapman's 1796 "Plan of the Town of Sydney" shows the location of buildings, gardens and property boundaries in detail.

Following King's departure, in October 1796, command of the settlement rested with officers of the New South Wales Corps. This saw a reduction in public works and an expansion in private trade, particularly the distilling of spirits. In June 1800 Major Joseph Foveaux took command of the Island and began a building campaign that saw the erection of new barracks, storehouses, a stone gaol as well as undertaking improvements to the landing facilities. At the end of 1800 there was a convict conspiracy on the island and two ringleaders were arrested and hanged without trial. In November 1802 Foveaux decided that the existing Government House was in such poor repair that a new building should be erected a short distance from the now crowded settlement at the landing place. Work on the new building started at the beginning of 1803 and was completed in the following year. Contemporary plans do not survive showing the location of buildings of this period in detail. Some are shown on later plans when remains of structures were reused.

Former convicts and members of the military were granted land for their private use. The grants varied in size and were concentrated between the main settlement at Sydney Bay in the south and Cascade in the north with most adjacent to the principal roads and all flanking permanent watercourses. Most of the northwest corner of the Island remained under Government control as did the lands north of Ball Bay. During

the early months of the settlement two subsidiary villages, Queenborough (formerly Charlotte Field) and Phillipburgh (formerly Cascade) had been formed adjacent to areas that were free of trees and thus easily cleared. Neither village developed beyond clusters of cottages.

On 23 September 1803 Foveaux left Norfolk Island for Port Jackson in order to recover from an attack of asthma. Foveaux had shown by his building programme that he expected the settlement on the Island to continue to develop despite the gradual decline in population to 960 in 1801. On his arrival in Port Jackson however, he discussed the situation on Norfolk with Governor King who favoured a reduced but permanent settlement on the Island. Foveaux considered that any settlement on the Island was not viable and advocated its abandonment. In 1803 a group of now free settlers petitioned to remain on Norfolk Island.

With the departure of Foveaux in late 1804 the position of commandant passed to Captain John Piper of the New South Wales Corps. A series of five evacuations to Van Diemen's Land took place in the years 1807 and 1808 reducing the population to just 255. In 1810 orders were given for the closure of the settlement. In February 1813 the process of removing the remaining settlers commenced. By March 1813 a caretaker population of 43, including only 3 soldiers, remained on the Island in order to slaughter and salt the remaining livestock and destroy the buildings. This work was completed on 28 February 1814. The final act in the life of the settlement was the destruction of its buildings by fire so that they could not be used at any future time by passing ships or escaped convicts from New South Wales. With the departure of the last settlers in 1814 the Island lay unoccupied with no record of official visitation.

The reasons for the abandonment included the failure to fulfil the original intentions for the settlement. Though considered unsuccessful agriculturally the First Penal Settlement saw the introduction of a considerable range of mainly agricultural plants to Norfolk Island. These would largely have died out following the abandonment of the settlement, however the lemon and the guava spread into the forest throughout the island and now grow wild¹⁸². Weeds such as lantana and wild olive (hedging plants) may also be remnants of the First Penal Settlement.

Although initially it had been envisaged that Norfolk would become self-sufficient, and would be able to export produce to Port Jackson, only small amounts of flour were ever sent to Port Jackson, and the badly salted pork occasionally produced was a loss making venture. It did however provide some relief for the Port Jackson settlement because it reduced the Port Jackson population and hence demand on short supplies at a critical time. Eventually, it was recognised that it was unlikely that Norfolk Island would be able to support itself independently of Port Jackson, and that the expense and danger involved in freighting from Norfolk Island was hardly warranted. Timber and flax had never been able to be supplied as envisaged but it has been estimated that the island they left had been cleared of about 30% of its forest cover. In February 1814 the brig *Kangaroo* sailed for Sydney with the remnants of the Norfolk community.

SECOND PENAL SETTLEMENT

With the departure of the last settlers in 1814 the Island lay unoccupied. During the Macquarie years there are few references to the Island following its abandonment. In August 1822 the report on Macquarie's administration of the colony of New South Wales, undertaken by Commissioner John Thomas Bigge, was published in Britain. The report included a recommendation that the settlement on Norfolk Island be re-opened.

Bigge's commission had been to ascertain how the existing system in the Colony could be improved to once again render Transportation a deterrent to crime. Macquarie with his leaning towards improvement and rehabilitation had strayed, in the opinion of the Home Government, from the primary function of the Colony as a place of punishment. The physical and social improvements made to the settlements in New South Wales and Van Diemen's Land had rendered them incapable of being returned to places of punishment and confinement. Even Macquarie's chosen settlements for secondary offenders, Newcastle and Port Macquarie, were considered too close to Sydney to afford the degree of isolation desired by Bigge.

During 1824 the decision was made by the British Home Government to re-open Norfolk Island as a penal establishment for the most intransigent convicts. On 22 July 1824 Earl Bathurst instructed Governor Brisbane to re-occupy the Island on the principles of a 'great Hulk or Penitentiary' as a means of secondary punishment, the absence of the hope of mitigation being the main object. Governor Darling's object was that it was to be a place for the most extreme punishment, short of death. In May 1825 Brisbane chartered the *Brutus* accompanied by the Colonial cutter *Mermaid* and issued orders for the re-occupation. A landing party under the command of Major Robert Turton of the 40th Regiment arrived on 6 June 1825. The initial settlers were a detachment of soldiers, six women and six children and fifty seven convicts, most of them 'mechanics'. Turton found the former settlement on Sydney Bay in ruins but had many of the original buildings roofed and occupied within two months. By December 1825 Turton had erected a storehouse at the Landing Place and had reconstructed Foveaux' Government House and the Gaol. The remainder of the settlement consisted of grass huts or tents. Roads were re-formed to Cascade and Ball Bay and the Garrison was placed behind Government House giving it a view of the Prisoners' Camp in the low land to the west and over the area of the Garrison Farm to the east. Turton also had a garden formed in Arthur's Vale for the detachment, and made ready facilities for the production of building materials while a plan of the place was prepared. In December 1825 a further thirty-one convicts arrived, as well as a number of women who may have been associated with the detachment.

In March 1826 Captain Vance Young Donaldson and the 57th Regiment relieved Turton. His orders included the removal of all women, both bond and free. This was a clear indication that the Second Penal Settlement was to be different to its predecessor. Women continued to be excluded until 1829 when officers' wives and families were allowed, but no female convicts. A convict uprising on 25th September 1826 resulted in four deaths and the later execution of two convicts in Sydney. In 1833 after a series of murders, authorities decided that accused prisoners should be tried on Norfolk Island and three prisoners were tried and executed. Hard labour included work in gangs generally and in the Crankmill and quarries. By 1833 there were 600 prisoners and 130 troops. A series of Commandants over the next eight years saw the construction of a number of significant buildings including the Prisoner's Barracks, the Old Military Barracks, the Lumber Yard, the Beach (or Pier) Store and Crank Mill.

An official report on the conditions described convicts working from dawn to dusk in building and agriculture. Well-behaved prisoners could be given land to cultivate vegetable gardens and could be given responsible positions. A further prisoner mutiny took place on 15th January 1834. It was controlled but nine convicts died and 13 more were found guilty and executed. Some of their headstones remain in the cemetery at Kingston.

The arrival of Major Joseph Anderson of the 50th Regiment in April 1834 heralded considerable changes to the place which had become known as Kingston. Much of its appearance today can be attributed to Anderson's tenure. The change of name was intermittent and gradual rather than by a formal name change. Anderson directed the construction of the Commissariat Store, the New Military Barracks and in 1836 commenced work on a New Gaol based on the radiating-wing principle. Other works included improvements to Kingston's drainage system, as well as the creation of an ornamental garden in the Kingston lowland. His administration was based upon discipline and the use of informers within the convict population, supported by a generally loyal civil and military staff, as well as by a body of former soldiers who were now under sentence. He was one of the most feared and hated of all the commandants. The lash was freely used, many laboured in chains, some in the water quarrying dripstones. The use of a plough was forbidden, and only manual labour was used. In 1836 Reverend Atkins refused to sign a report on the deaths of some prisoners who he claimed from the results of labour while they were critically ill. The year 1838 saw the arrival of the Royal Engineer, Lieutenant Lugard, who undertook surveys of the settlement and would later design a number of the buildings in Kingston. Lugard proposed improvements at the Landing Place and construction of the Kingston Pier commenced in 1839 and continued until 1847 but though it was bought into use it was never completed to the original extent intended.

Anderson was replaced in April 1839 with the arrival of Major Thomas Bunbury by which time there were 1200 prisoners and 180 soldiers. Bunbury reintroduced the plough, practical agricultural techniques and recommenced flax production. He constructed the first two of the underground silos, located on the hillside above the Commissariat Store, and made changes to the Watermill Dam system. He allocated easier labour to the well behaved, encouraged church services and allowed individual gardens. Bunbury's command was terminated abruptly in September 1839 after he attempted to stamp-out irregularities within the 80th Regiment by removing their private huts and gardens. This precipitated a mutiny by the troops on 1 July 1839 resulting in the immediate recall of Bunbury and the entire garrison and his replacement by a caretaker, Commandant Major Thomas Ryan of the 50th Regiment. Ryan was given control of the Island until the arrival of a new superintendent. During his brief tenure he continued with the building programmes that were already in progress. He is generally regarded as one of the most enlightened of the Island's commandants with a disciplined and humane approach to management of prisoners, staff and garrison.

The person chosen to take charge of the settlement was prison reformer Captain Alexander Maconochie RN. His observations on the penal system in Van Diemen's Land had impressed the Molesworth Committee on Transportation (1837-38) who supported the implementation of some of his ideas. Maconochie took command of the Island in March 1840. He noted that there was a lack of accommodation for the prisoners, inadequate mess facilities and an absence of schools and places of worship. Maconochie's early period on Norfolk Island was spent implementing his system of reform among the English prisoners, that is, convicts sent directly from Britain as opposed to the Colonial convicts who had been sent from New South Wales and Tasmania as the result of a second conviction. 1840 also saw the convict population reach its highest number of 1,872.

His concern for the English prisoners, who were deliberately stationed away from the influence of the Colonial prisoners in Kingston, resulted in the growth of the agricultural out-stations of Longridge and Cascade. Trusted prisoners were also permitted to establish their own quarters and gardens away from the main settlements. This also

reduced some of the overcrowding at Kingston. This period of development during 1840 and 1841 resulted in a reduction in building activity in Kingston itself. The most significant undertaking was the construction, between July and October 1840, of the Protestant and Catholic Chapels within the Prisoners' Barrack compound. These works were conducted without the permission of the New South Wales Colonial Secretary, and without the approval of the Commanding Royal Engineer in Sydney.

Maconochie suspended work on the building of the New Gaol and saw it as a place fit only for use as a 'quarry'. In early 1842 a number of Civil Officers were added to the establishment staff resulting in the need for new dwellings. These were to be substantial buildings placed along Military Road (Quality Row) in the line of the cottages already there, according to a plan that had been determined earlier by Anderson and Lugard in February 1839. Throughout 1842, 1843 and 1844 further houses were added to those already built in Quality Row but little other work was undertaken in the settlement, except for the resurfacing of the roads and general repairs to the buildings.

Maconochie's reforms were already facing criticism in 1843. Governor Gipps arrived on the Island to make an inspection for himself and found the settlement an orderly community. Opposition to Maconochie's scheme, however, was such that Major Joseph Childs RM was commissioned to take charge of the Island in January 1844. In 1843, following the suspension of transportation to New South Wales it had been decided to transfer control of the Norfolk Island Penal Station to Van Diemen's Land commencing in 1844. The removal of Maconochie and the administrative transfer of Norfolk Island to Van Diemen's Land resulted in a new order. Childs was required to enforce penalties and to introduce a greater degree of discipline. He was also placed in the difficult position of having to honour Maconochie's pledges to the convicts. Childs restored a harsh penal code and withdrew Maconochie's indulgences for good behaviour, including the opportunity to cultivate private gardens.

Childs' arrival also signalled the return of the Royal Engineers in the person of Captain Robert Gorges Hamilton who was transferred from Hobart to superintend work on the Island, including the completion of the New Gaol. He also continued building houses in Quality Row to house another influx of officers. Childs had a tenuous grasp of penal administration that was further compromised by his poor relationship with Stipendiary Magistrate, Samuel Barrow. Barrow had been sent to deal with the 'Ring', a group of recalcitrant old hands. His methods entailed the creation of a 'police' force answerable to himself and not to the Commandant. Further breakdowns in discipline forced Childs to tender his resignation in February 1846. Rev Naylor, chaplain, reported in detail a regime of brutal punishment. Continued reports of accounts of sadism and the imposition of non-judicial punishments prompted the administration in Van Diemen's Land to send Robert Pringle Stewart, a former commissioner and magistrate to report on its state of affairs. His report was critical and stressed the need for changes in a number of areas including the completion of the New Gaol.

Childs' resignation was accepted on 10 July 1846, nine days after the so-called 'Cooking Pot Uprising' of 1 July 1846. Barrow had ordered the withdrawal convicts' private cooking pots and Childs complied with the request. The subsequent uprising saw the murder of four minor officials and the beating of informers. Childs' replacement was a civilian, John Price.

Price arrived at the beginning of August 1846 to take charge of the situation and to administer punishment to those involved in the uprising. Twenty-six convicts implicated in the revolt were placed on trial; twelve were hanged in two groups of six each on 13

October 1846. They were buried in an old sawpit on the eastern side of the Cemetery in what is now known as 'Murderers' Mound'. Many of the civil officers were replaced and increased use of informers was instituted.

Price continued with the work on the New Gaol and by 1847 it was substantially complete. In the same year however, Earl Grey, Britain's Secretary of State for the Colonies, informed Sir Charles Fitzroy, Governor of New South Wales that the penal settlement on Norfolk Island was to be abolished. This saw an immediate reduction in the convict population from 1,820 in December 1846 to 857 in December 1847 and a halving of the garrison. Norfolk Island would henceforth be reserved for colonial prisoners only, and in consequence many works that had been authorised were now no longer necessary and were abandoned. Between 1849 and 1851 conditions associated with behaviour and treatment of convicts, particularly the increased use of corporal punishment, had become a matter of concern to the Administration in Hobart and Prices' position was becoming less secure.

Denison, Governor of New South Wales, wrote to Earl Grey in June 1852 indicating that he was in favour of the gradual reduction of the settlement and by the end of the year the convict population had been reduced to 495. Price left the Island in January 1853, marking the end of any building programme as it was now clear that the settlement would cease to function as a penal station. There were only 119 convicts on the Island in October 1854. Van Diemen's Land, under the name Tasmania, was preparing for a measure of self-government that entailed the cessation of transportation to its territories, including Norfolk Island.

PITCAIRN (THIRD) SETTLEMENT

In 1852 the British Home Office had decided to relocate the Pitcairners following several years of negotiations with Pitcairn community leaders. With closure imminent the Norfolk Island penal settlement was regarded by many, as a suitable site for re-settlement. The Pitcairn community had its origins in the mutiny on *HMS Bounty*. Under Captain Bligh *HMS Bounty* had sailed from Britain to Tahiti to acquire breadfruit plants to establish in the West Indies as a food supply for plantation slaves. On 28th April 1789, after leaving Tahiti, the crew led by Fletcher Christian mutinied and Bligh and eighteen others were forced into the ship's launch whilst the mutineers sailed the ship to Tahiti. Bligh sailed to Timor and returned to England in 1790. The mutineers and a group of Tahitian women left Tahiti seeking to settle on a remote island. They established a community on Pitcairn's Island where they scuttled the *HMS Bounty*. The community remained isolated until 1808 when it was visited by American whalers. By the mid 1800s the community were devout Christians and had outgrown the island.

On 20 September 1854 Sir William Denison, the new Governor of New South Wales requested of the Home Government that Norfolk Island, once it ceased its function as a penal station, be placed under his jurisdiction. He stated that "I shall take an interest in the establishment of the Pitcairn Islanders, and shall have better opportunities of watching over them than can fall to the lot of the Governor of Van Diemen's Land". By February 1855 however Denison's attitude had modified to the extent that he considered the Pitcairners should be free of external influence, although remain subject to the British Crown. In September 1855 Denison dispatched Captain Stephen Fremantle in *HMS Juno* to Pitcairn in order to ascertain whether the inhabitants were willing to remove to Norfolk Island. The people of Pitcairn voted to undertake the transfer. They sailed on the *Morayshire* landing at Kingston on 8 June 1856.

The Pitcairn Islanders were first accommodated in the "barracks", presumably the New Military Barracks, and were soon made familiar with the extent of the Island and introduced to the operation of the windmill and the blacksmith's shop. By 1857 the Islanders were in possession of the Kingston buildings but were unable to maintain them due to a lack of experience and skills including an inability to burn lime. The small number of adult males in the community also reduced the community's ability to maintain the buildings, and they concentrated on those for which they had a purpose. As part of the settlement process 50 acres of land away from Kingston were allotted to each head of household resident on the Island. Formal survey of the occupied lands did not take place until 1858 and titles were not issued until 1861. These titles were conditional and prevented the sales of land issued by grant from the Crown to non-Pitcairners. The issue of specific parcels of land by grant was a different prospect to the original expectation of unqualified use of the whole Island except for 700 acres reserved for public use.

The Pitcairn settlers had no need to construct substantial structures within Kingston during the early phase of settlement. The single most important structure erected by the Pitcairners was a Church constructed in 1870 on the former Parade Ground on Quality Row. This timber church was destroyed by a severe storm in 1874 and not rebuilt, instead the church transferred to the former Commissariat Store. Some of the buildings were used by shore whaling companies, another as a school and many as houses. Throughout the 1870s and 1880s a number of the buildings within the Kingston settlement decayed at a rapid rate. These were primarily buildings associated directly with the convicts and included the New Gaol, Lumber Yard, Convict Barracks and Civil Hospital.

During the final two decades of the Nineteenth Century few significant physical changes occurred within Kingston itself apart from the construction of a Court House within the New Military Barracks. Some modifications were made to a number of the buildings in association with their use by the Island whaling companies. On 15 January 1897 by an Order in Council administration of the Island was transferred to New South Wales in anticipation of direct annexation to New South Wales or to some future Federal body that New South Wales may form part of. The year 1897 also saw the commencement of a regular steamship service undertaken by Burns Philp between Sydney, Norfolk Island and Lord Howe Island.

The Order in Council of 1897 was revoked on 18 October 1900 and the administration of Norfolk Island was transferred to the Governor of New South Wales. This took effect on 1 January 1901. In regard to the physical fabric of Kingston the administration of the site by New South Wales would have a significant effect. In 1903 the New South Wales Government decided to issue licenses for occupation of the housing in Kingston that was not held by deed of grant in order to combat their continued decay. The licenses were conditional upon maintenance of the properties. In 1905 the eviction of a number of residents and on-going tensions resulted in the burning of a number of the Kingston buildings in 1908. The Norfolk Island Act of 1913 established the place as a territory under the Commonwealth of Australia. By the First World War attitudes to the now ruinous penal structures were such that their removal was seen as desirable.

During the 1920s a number of the former convict buildings were renovated for use by the administration as offices and residences. The increasing tourist trade also saw the construction of a guest house ('Dewville'), to the east of the Quality Row houses, and the creation of the Golf Links. The latter also contained a race track. Channelling and

drainage works were also undertaken throughout the Kingston lowlands during this period and into the 1930s.

The Second World War saw a number of changes to Kingston. The Pier was the main landing site for personnel and equipment associated with the construction of an airfield. Stone was quarried from Point Hunter and sand removed from Emily and Cemetery Bays and buildings were used as quarters. After the war the importance of tourism was increasingly recognised and during the 1950s repairs were undertaken to a number of buildings. Some of the ruins were removed leaving empty compounds for use as community facilities and other buildings were used as government offices.

In 1973 a concerted programme of restoration by the Commonwealth Department of Housing commenced and this continued throughout the 1970s. A degree of self-government was conferred in 1979 by the Norfolk Island Act (1979). In 1980 the "Kingston and Arthur's Vale Historic Area Management Plan" was prepared, including Kingston and its immediate environs, below the 90m contour, under the guidance of an Interdepartmental Committee. The Kingston and Arthur's Vale Historic Area Management Board was established in 1989 in order to manage the conservation of the area and to advise the Norfolk Island and Commonwealth Governments in regard to practice, implementation of conservation policy, and appropriate use of the site.

Since the completion of a major works program in 1988 and the subsequent establishment of the Board in 1989 the KAVHA Board and "Restoration Team" have continued to undertake repairs and maintenance and conducted restoration and interpretive works based on an annual funding programme. The buildings have continued in use before, during and since this programme with the New and Old Military Barracks and No 11 Quality Row housing the Norfolk Island Government and Administration, Government House as the Administrator's residence, the Quality Row houses generally as government officers' residences. The Museum's occupation has varied slightly with it currently using the ground floor of the Commissariat Store, the Protestant Chapel, the Pier Store, the Settlement Guardhouse and No 10 Quality Row. The main level of the Commissariat Store is the church and the Surgeon's Quarters is used primarily by the Lion's Club. Lighterage and the "Restoration" works team use the Boatsheds, Blacksmiths Compound and former Constables Quarters. Privately owned buildings continue in use as residences and tourist accommodation.

2.2 CHRONOLOGY

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2.3 HISTORICAL RECORDS

The historical records about KAVHA contribute to its significance. Documents record the political and social context, the day to day running of the settlement, the deterioration and restoration of the Penal Settlement buildings and the Pitcairn community occupation of the place. The photographic evidence, in particular, is important in documenting changes to the place.

Records of Norfolk Island are scattered around the world. British Admiralty records and those of the Colonial and War Offices are held in the Public Records Office in London. Hydrographic surveys and charts are held at the Hydrographic Office in Taunton. Kew Gardens holds journals of the botanical collectors and the botanical specimens. The National Library of Australia copied material held in institutions and private collections in England about the historical development of Australia. This material, known as the Australian Joint Copying Project or AJCP, is available in major libraries on the mainland. The Pacific Manuscripts Bureau has developed a joint copying project for material relating to the historical development of the Pacific Islands.

Other documents are held by NSW State Records, the Mitchell Library and Gallery, Sydney, Tasmanian Archives and the Allport Library, Hobart, as well as the National Archives, Canberra and the National Library of Australia. Smaller collections are held by the Alexander Turnbull Library, New Zealand and by the Queen Victoria Art Gallery and Museum, Launceston. Some original material, now lost, is held as copies in private collections on Norfolk Island.

SURVEYS AND MAPS

Norfolk Island was first mapped during Captain Cook's voyage. The originals and Gilbert's map of the course of Cook's visit to Norfolk are held in the Public Records Office in London along with later maps and surveys included in dispatches to the Colonial Office and the Admiralty in London. The State Library of NSW also holds maps and charts collected by David Scott Mitchell and William Dixson. A large collection of Royal Engineers maps, architectural drawings and surveys relating to the Second Penal Settlement are held in the Archives of Tasmania and in the Public Records Office.

In 1855 Captain Denham of the *HMS Herald* supervised a hydrographic survey of the Island. A copy of the published chart is in the National Library of Australia, as is a copy of a French chart prepared in 1879 also based on Denham's survey. In 1858 the Royal Engineers George Jamieson and Thomas Kennedy surveyed Norfolk Island producing an accurate map. Their surveyors' field books survive in the National Archives of Australia and have recently been conserved and digitized. They have not been examined in detail for this MP but it is known that they include information not used in the published chart. In particular the location of Emily's grave at Emily Bay is shown in Book 1, Series No. AA1964/13. Surveys, maps and plans of Norfolk Island are held in the various libraries and archives but other maps remain with the creating authority such as Hydrographic Surveys which with the British Admiralty.

OFFICIAL RECORDS & PUBLICATIONS

All lieutenant governors, superintendents and commandants placed in charge of the Island during the First and Second Penal Settlements prepared reports. They usually cover aspects of life in the settlements associated with the state of the Island's economy, agriculture, births, deaths and marriages, crime and punishment, Government expenditure and the physical condition of buildings and services. The amount of information provided varies considerably. The documentation associated

with Lieutenant Governor Philip Gidley King is voluminous whereas that associated with Captain John Piper, the last of the formal commandants of the First Penal Settlement, is almost non-existent. Official documentation also includes a series of inquiries held during the period of the Second Penal Settlement. The main inquiries were those of Robert Pringle Stewart in 1846, and Dr Hampton in 1848 and again in 1852.

During the early Pitcairn period the official documentation consisted of dispatches between the Governor of New South Wales and various arms of the home Government as well as with the Pitcairn community. During the 20th century the most important official documentation are the Administrators' annual reports and commissions of inquiry. Documentation associated with use of structures, landscape and facilities, and their management includes a number of Commonwealth and Norfolk Island Government initiated reports dating from the 1950s to the present day.

DIARIES AND LETTERS

Unofficial documents associated with the First Penal Settlement are generally associated with the officers who were stationed on the Island. The material includes family letters, diaries, journals and published memoirs. Convict memoirs include those of Joseph Holt and John Grant.

From the Second Penal Settlement are reminiscences of commanding officers such as Bunbury and Anderson, and the voluminous writings of the clergymen stationed on the Island including Rev T. B. Naylor, W. F Rogers, T. Sharpe and T. Atkins. The papers of other officials or their families include documents from 1855 by Thomas Stewart (Commissariat Storekeeper) and from 1845 by Elizabeth Robertson (daughter of the Superintendent of Agriculture at the Longridge outstation) that have now been transcribed and published. Personal narratives by convicts, often dictated to others, or compiled at a later date include those of Martin Cash, Thomas Cook and William Westwood.

The writings of the Rev George Hunn Nobbs, the spiritual leader of the Pitcairners, provide an insight into the transfer from Pitcairn Island to Norfolk Island and a narrative of the first years of the Pitcairn Settlement. This material includes correspondence from Norfolk to a number of individuals as well as his papers chronicling the events associated with the new settlement. Later in the 19th century the writings of those associated with the Melanesian Mission such as Selwyn and Patteson shed light on life on the Island. Biographies of Selwyn and Patteson include extracts from their letters collected by family and friends.

COLLECTORS RECORDS

Sir Joseph Banks, a wealthy amateur, arranged for collectors to gather samples during voyages of exploration. The State Library of NSW has digitally copied the Banks Papers that are now available on the Internet at www.slnsw.gov.au/banks. These papers contain images of Arthur's Vale and Watermill Valley and correspondence between Banks and various collectors.

William Paterson, in 1791, collected natural history specimens for Banks and supplied seed to nurseries in England. While based on Norfolk Island he compiled an account of the flora. A convict artist, John Doody, prepared the sketches, which survive in the Mitchell Library, as do Paterson's manuscripts and a letter to Banks. A number of plant species are named for Paterson, including the Norfolk Island Hibiscus or White Oak *Lagunaria patersonia*.

Botanical artist Ferdinand Bauer collected for Banks in 1804-5. Thousands of preliminary drawings of Australian and Norfolk Island flora were carried back to Europe. Bauer worked on the final drawings in London until 1814 when he returned to Vienna. They were published as *Prodromus Florae Norfolkiae* in 1833, seven years after the Bauer's death. There are plants on Norfolk Island named after him and Bauer's sketches of the topography of Norfolk Island are in the Natural History Museum of London, including a c. 1804 sketch of an unidentified valley showing a small first Penal Settlement cottage. The exquisite botanic drawings by Bauer are in the British Museum and the preliminary drawings are in Vienna.

George Caley, a Banks collector, visited Norfolk Island in 1805 where he collected 22 species. The originals of his journals are held in the Natural History Museum in London, with a copy in the Mitchell Library in Sydney. The last of Bank's collectors was Allan Cunningham in 1830. A copy of Cunningham's manuscript on the Flora of Norfolk Island is held in the National History Museum in London.

Fraser, the Colonial Botanist, visited Norfolk Island in 1825, presumably collecting plants for the grounds to Government House and the Domain, Sydney. The birds and insects and other aspects of the Natural History of Norfolk Island were also studied at length. Dr George Bennett, the former curator of the Australian Museum visited Norfolk Island in 1881 and an album of his photographs survives in the Mitchell Library.

Roy [Raoul] Bell, born on the isolated Raoul Island in the Kermadecs, collected bird data on Norfolk Island for Gregory Mathews from c. 1910. Mathews published a list of Birds of Australasia in 1931, including Norfolk Island. Bell's journal survives in the Mathews Ornithological Collection at the National Library of Australia. Bell lived on Norfolk Island for many years, working as a photographer. A number of the photographs in the Max Hobbins collection, on display in KAVHA, were taken by Roy Bell and are embossed with his stamp. Bell's photographs are also held in the State Library of NSW, by the Royal Victorian Historical Society and on Norfolk Island. He died on 28th March 1966.

PHOTOGRAPHS

The first photographs of Norfolk Island were taken c. 1849 by George Cherry, the Assistant Superintendent of Convicts on Norfolk Island. Cherry's photographs have not been found, and may not survive. His views of Kingston were turned into lithographs by R. V. Hood of Hobart. The earliest surviving photographic panorama of the site is 1857, taken by Mathew Fortescue Moresby. Moresby's photographs of groups of Pitcairners also survive. Albums of his photographs are held in the State Library of NSW and in the Alexander Turnbull Library in Wellington, New Zealand. Drawings of Kingston illustrate the description of the visit of the *HMS Fawn*, published in 1863.

Henry Hutchinson Montgomery, the then Bishop of Tasmania, visited Norfolk Island in October 1892. His descriptions of the visit were published as '*The Light of Melanesia*'. Montgomery and his assistants took photographs that were developed in Beattie's commercial studio in Hobart. Most of these photographs are now held in the Queen Victoria Museum and Art Gallery in Tasmania. Copies of Beattie's albums can be found in the Norfolk Island Museum, the Mitchell Library, the National Library of Australia and the Auckland Institute and Museum Library. A complete list of all of the images was published and a copy of this catalogue is held in the Pictorial Section of the National Library of Australia.

Spruson's report, "Norfolk Island: An Outline of its History from 1788 to 1884", included photos of Kingston, a number of which were printed back to front. Images included in

official publications are held by the State Library of NSW or the National Library of Australia. Charles Kerry photographed Kingston in the late nineteenth century, the exact date is not known. Both the State Library of Victoria and the State Library of NSW hold images taken by Kerry. The most extensive group of his images is the Tyrrell Collection, which was purchased by Australian Consolidated Press. The index to this collection is held in the Mitchell Library.

After World War 1 private individuals compiled photographic collections. The Royal Australian Historical Society holds correspondence between Roy Bell and Everard Studley Miller who was interested in colonial architecture. His collection of glass plate negatives and photographic albums is held by the Royal Victorian Historical Society. Frank Walker made a similar record of vanishing colonial architecture. His collection, including Norfolk Island, is held in the Mitchell Library. Henry Spencer-Salt photographed Norfolk Island during the 1930s-1950s. The National Library of Australia contains a series of these hand coloured glass plates.

A series of reports on the condition of the penal settlement ruins were prepared following World War II. The photographs from the 1953 Lucas Report, including images not included in the final report are held in the National Library of Australia. The Australian Council of National Trusts 1971 report on the Historic Buildings of Norfolk Island includes photographs of this period showing many buildings before extensive works were carried out. The images contained in the 1979 Archaeological report, including the fabric survey have been scanned for this MP and the negatives are in the KAVHA collection.

ART AS INFORMATION

Early drawings were by officers of Royal Navy, scientists and naturalists as they surveyed and mapped the place and documented the flora and fauna as part of their duties or whilst waiting for a passage elsewhere. These records were prepared, by hand, prior to the invention of photography and are now held in public collections, such as the Natural History Museum or archives such as the Public Records Office in London. Captain John Hunter and George Raper recorded the place while stranded by the wreck of the *HMS Sirius*. Raper prepared charts, sketches and paintings, including the map of Arthur's Vale showing the field boundaries and banana plantation and the *Melancholy Loss of the Sirius*. Hunter sketched plants, birds and fish, including species that are now extinct. Hunter's sketchbook is held in the National Library of Australia. A facsimile edition has been published recently. Raper's drawings are held in the Natural History Museum in London and can be accessed via their Internet catalogue.

A number of sketches of the First Penal settlement survive, many of which were subsequently lithographed or engraved for publication. During the Second Penal Settlement sketches of Kingston were prepared by visitors to the Island and by Military and Civil Officers. The amateur artists include Miss Mary Ann Maconochie, Francis Russell Nixon, and the Reverend Thomas Beagley Naylor. The sketches are primarily held in Australian institutions.

James Glen Wilson, the official artist on board the *Herald*, sketched Norfolk Island. His panoramic sketch of Kingston appears as a vignette on the top of the hydrographic chart. The originals of Wilson's sketches are held by the Hydrographic Office in Taunton and by the descendants of the Captain Denham in London. Wilson photographed the Pitcairn Islanders shortly after their arrival on Norfolk Island. The photographs have not been located, however the illustrations from Lady Belcher's book telling the story of the Bounty Mutineers has engravings taken from Glen Wilson's photographs.

The National Library of Australia holds a c. 1840 view of Kingston which is a souvenir index to a panoramic painting of Kingston which itself appears not to have survived. John Skinner Prout was painting in NSW in the 1840s and became a friend of the Bishop of Tasmania, Francis Russell Nixon. His view of Norfolk Island was described as being "*beautiful exceedingly - it is a paradise, of which man has made hell*". A pamphlet describing the views survives in the National Library of Australia Petherick Collection. It is not known whether Prout visited Norfolk Island or if the views were based on Nixon's sketches.

RECORDS OF THE CLERGY

Visitors and staff of the Melanesian Mission located on the northern side of Norfolk Island photographed and recorded Kingston. A series of albums of photographs compiled by Reverend Bice, of the Melanesian Mission, is in the National Library of Australia. Bice photographed a panorama of Kingston c. 1870. Other images taken by the staff of the Mission are in the Melanesian Mission Archives, at the University of London.

In 1846 the Roman Catholic Priest, Reverend Thomas Beagley Naylor, published an account which aimed to induce penal reform. The letters and memories of the Bishop of Tasmania, Francis Russell Nixon, were published in 1863 though he visited earlier including in 1852 and reported on conditions to London in 1847. The dates of his earlier visits are not known but may be able to be established by future research. The record of the visit of Bishop Selwyn and his wife Sarah at the commencement of the Pitcairn Settlement was published in New Zealand. The biographies of Bishop Selwyn and Bishop Patteson contain extracts from letters regarding Norfolk Island. Copies of letters by Bishop George Augustus Selwyn and Sarah Selwyn's reminiscences are held in the Auckland Institute and Museum, New Zealand.

MODERN RECORDS & PUBLICATIONS

In the period since the 1960s a large number of historical works relating to Norfolk Island have been produced. The works of Merval Hoare cover a wide range of Norfolk topics and provide the first well-researched framework for understanding the history of Norfolk Island. Much of this historical work was expanded by Dr Raymond Nobbs, incorporating essays by others, and these works are amongst the most accessible means of gaining an insight into the history of Norfolk Island. Following the creation of KAVHA, a variety of reports dealing with the physical fabric of the place, its landscape, plantings, interpretation and management have been produced.

3.0 DESCRIPTION

3.1 THE FABRIC OF THE PLACE

3.1.0 INTRODUCTION

Norfolk Island was described historically as "only a place fit for angels and eagles" and as "hell and paradise". KAVHA has a special sense of place that is derived from the combination of its natural setting, its structures, its use, its associations and its history.

Norfolk Island and the associated Phillip and Nepean Islands are located in the southwest Pacific Ocean (Latitude. 29°S, Long. 168°E), between New Caledonia and New Zealand. Norfolk Island is 3,480 ha (8,528 acres) and is primarily volcanic in nature with a plateau 90 – 120m above sea level. Precipitous cliffs bound most of the 16.5km long coastline. The only coastal lowland is on the southern side of the island and is 1km long and up to 0.8km wide with a fringing coral reef. There is a ridge on the foreshore of calcarenite, a sedimentary rock formed from wind blown deposits of coral sand. Behind the calcarenite ridge the stream draining Watermill Valley emptied into a swamp blocked from the sea by stranded dune deposits. Clay and organic matter were deposited in the swamp creating a distinctive saprophytic deposit containing tree trunks, known locally as the '*fossilised forest*'.

The islands possessed a unique ecosystem in response to the climate, geology and isolation which resulted in the development of endemic varieties, species and genera. Many plants and animal species now on the island have been introduced and many endemic species, particularly birds, have become extinct since human settlement. Some species survive only as historic archaeological remains on Norfolk Island. The Kingston and Arthur's Vale Historic Area (KAVHA) is on the coastal lowland and includes two major valleys and the surrounding steep hills, which form the setting.

The settlement of Kingston is on the coastal lowland surrounded by steep hills to the north and the Pacific Ocean to the south. On the southern foreshore are rocky headlands, two sandy beaches and Emily and Slaughter Bays protected from the ocean by a coral reef. Lookouts on the hills give extensive views over the town and ruins on the Kingston lowlands, to the lagoon, reef and ocean and Nepean and Phillip Islands.

During both the First and Second Penal Settlements Kingston was the centre of settlement but there was extensive development elsewhere on Norfolk Island. During the First Penal Settlement there were townships at Orange Vale, later Queenborough, and Phillipburgh as well as farms throughout the island. During the Second Penal Settlement there were major agricultural stations at Longridge and Cascade and farms throughout. Aspects of the settlements not surviving at KAVHA survive elsewhere and vice versa.

From the ships and the foreshore the convict built Georgian buildings of Kingston are visible against the backdrop of open green hills and groves of Norfolk Island pines. There are groups of small buildings at the pier and along the foreshore are the stone compound walls and building ruins that housed the convicts. There are stone bridges across the common, which is grazed by cattle and includes a small wetland. On the north of the common is a formal row of military buildings behind compound walls and a

row of Georgian houses and gardens. Government House is on a low rise to the east of the common and is surrounded by gardens.

Steep roads lead up to the plateau from the formal Military Row and foreshore roads. Two major valleys are incised into the plateau. The valley bottoms are grazed and the steep hillsides are generally open and grassed or planted with Norfolk Island pines. Arthurs Vale, the major valley to the west, has an intact large dam on the common formed by a stonelined earth wall and there are breached dam walls further up the valley on private property. Stockyard Valley is private farmland and has the remains of early agricultural buildings and dams.

To the east is the cemetery adjacent to an open beach. At low tide the "fossilised forest" that underlies the area can be seen at the waters edge. Further east the massive curved stone wall of what is now known as "Bloody Bridge" crosses the steep sided Music Valley.

The place is used as government offices, courthouse, works depots, official and private houses and the Administrator lives in Government House. Goods from ships are unloaded at the pier. The pier is also a recreational centre where small craft are launched and deep sea fishermen land their catch. Other recreational use includes walking, picnicking on the foreshore, golfing and swimming in the bays. Tourists visit the Museums, the theatre and can walk freely throughout the place. The locals collect reeds to make hats, attend church singing Pitcairn hymns and burials are announced by flags flying at half mast on the compound walls and at the war memorial. The arrival of the Pitcairners is celebrated annually on "Bounty Day" in a re-enactment of the landing, procession to the cemetery, reception at Government House and a community picnic. Foundation Day and ANZAC Day and a range of other events are commemorated at Kingston.

This use takes place in the buildings and amongst the ruins of the two penal settlements and earlier Polynesian habitation. The labour of the convicts, the philosophies of the Commandants, the control of the military, the designs of the Royal Engineers are all evident in the fabric of the place. The historical records, sometimes enhanced by myths, record how this place was hell for the convicts who experienced cruelty and rebellion, hunger, oppression, brutality and hopelessness. The fabric of their daily lives is evident in the agricultural valleys, the industrial sites, the pier and the hospital.

The evidence of the earlier settlements is less obvious being predominantly archaeological. Past excavations have found bones of the Providence Petrel, which saved the settlers and stranded crew from starvation after the *Sirius* was wrecked on the reef. Just under the surface are building footings and materials and occasionally shackles and cannonballs along with the evidence of daily life such as medicine bottles, buttons, crockery and clay marbles. The Polynesians left few physical remains, but enough to indicate they had links to the Kermadecs and were here long enough to make stone floors and wooden structures. Initially the Pitcairners, who arrived from a tiny isolated island on the opposite side of the Pacific, marvelled at the massive buildings and learnt about and adapted to European lifestyles. The descendants of the rebellious Bounty mutineers and their Tahitian wives found a new way of living but were able to maintain aspects of their inheritance, including their language and these are held in the highest regard by the Norfolkers of today. The Cemetery bears physical witness to the history that can be read in the headstones of convicts, military and Pitcairners alike.

This combination and juxtaposition of natural beauty, fine architecture and daily life with the reality of the history of the convict penal settlements give KAVHA a distinct sense of place and heritage value aspects of which are important to Norfolk Island, to Australia and to the world.

3.1.1 FIRST PENAL SETTLEMENT REMAINS

Initial development of the First Penal Settlement was at the landing place, near the present pier. The alignment of the First Penal Settlement differed from that of the Second with a central roadway leading up to the knoll on which the first Government Houses were built. Little physical evidence remains of the mostly timber structures due to the destruction, including burning, of the township at the close of the First Penal Settlement. The foundations of some these buildings, as well as underground drains and cuttings in the hillside, may survive in the archaeological evidence. This is indicated by extensive archaeological remains being found in the area when previous services excavations were undertaken. There is also considerable archaeological potential in the vicinity of Kingston Pier though erosion by the sea and subsequent development has removed some remains. Documentary records indicate there was a single burial in the vicinity of the Landing Place and burials at Emily Bay in the period before 1796-98. Any archaeological remains would be highly significant but are not confirmed.

FIRST GOVERNMENT HOUSES [H1]

Archaeological remains of the first two Government Houses remain under the later Surgeon's Quarters. Artefacts from excavations here, including samples of building materials, are held in the Norfolk Island Museum. The current road alignment, on the common to the north, skirts what was the Governors Garden in the 1790s. The current Government House, further east, contains vestiges of the third Government House constructed for Foveaux c. 1803. The structure is generally thought to have survived to approximately window sill height, as well as the chimneys.

OTHER BUILDINGS

Documentary evidence suggests that at least sixty buildings, with associated plantings, farmlands, roads, drainage channels and services existed within KAVHA in the First Penal Settlement of which there are only 15 known remains. Vestiges of some buildings are incorporated in the Second Penal Settlement buildings including the Double Boat Shed, the Settlement Guardhouse, and possibly the Surgeon's Kitchen. The first hospital, surgeon's quarters and the hospital garden sites lie beneath the site of the later Prisoners Compound and Lumberyard. This and the area to the west of the "new" gaol are likely to contain evidence in the archaeological deposits including that of the "old" gaol.

THE WRECK OF THE *HMS SIRIUS*

The wreck of the *HMS Sirius* remains on the seabed on the outer side of the reef at Slaughter Bay. Artefacts have been recovered from the wreck, some of which now form part of the collection of the Norfolk Island Museums. Other relics, including two of the *Sirius* anchors are on mainland Australia, with the large anchor on display in Macquarie Place, Sydney and another in the Maritime Museum in Sydney.

AGRICULTURAL ACTIVITIES

Physical evidence of First Settlement agricultural use of Arthurs Vale survives, with a section of the channelled stream remaining on its 1790s alignment and in the field boundaries that can be still seen in some light conditions. George Raper's map shows the first watermill, dam and millpond, the channel, the field boundaries, plantations, the government farm and small holdings to the edges of the valley. Chapman's 1796 plan of the town of Sydney shows buildings (small red rectangles) on each portion of land, predominantly along the creeks. There is archaeological potential at these sites. The first settlers planted lemon trees which naturalised and now occur throughout the island and the 'wild' guava may also be a First Penal Settlement introduction as guavas were one of the plants recorded to be grown by them. Building lime was manufactured at Kingston from c. 1792. The smallest of the three partly surviving limekilns at Chimney Hill, Lime-Kiln I [Building L3 in Area L], is thought to date from the First Penal Settlement.

REMNANT NATURAL FEATURES

From 1788 KAVHA was heavily cleared and exotic plants were introduced. Only the Norfolk Island pine on Point Hunter, a group of pines near Chimney Hill and a pine at the South West entrance of Government House, and some White Oaks in the Tributary Creek area, may predate the Penal Settlements. This is based on the size and mature form of these trees and known growth rates and that some of them appear in early illustrations. Other remnant species such as the ferns, hardwoods (ironwood), white oaks and palms survive in the sheltered gullies.

During the First Penal Settlement earthworks were carried out to modify the landscape for agriculture, roads and to create platforms for building. Roads were created up the Flagstaff Hill ridge, along the north side of Flagstaff Hill into Arthur's Vale, up the ridgeline in the vicinity of Middlegate Road and along Soldiers Gully. In some locations the formation remains in the landscape. The road up Flagstaff Hill was seriously eroded but has recently been stabilized and some of the line of the old road is intact. These features have not been studied in detail and some are on private land but their forms are evident in the landscape and in aerial photographs. In particular the old route of the road to Longridge is evident going up the hill and along the ridgeline to the west side of KAVHA. In Tributary Valley there are levelled cut and filled platforms on hillsides that are likely to have been building platforms. In Soldiers Gully there is evidence of a dam, a cutting in the hillside to its east and a road route along the east side of the valley (the road is visible in aerial photographs). The origin of these features and many similar features is unknown and cannot be established without archaeological investigation.

3.1.2 SUBSEQUENT SETTLEMENT

AREA A GOVERNMENT HOUSE

The Second Penal settlement was commenced in 1825, however little above ground physical evidence of the first five years survives. Archaeological evidence is likely to survive of a stockade in the grounds of Government House and possibly of the 'prisoners' camp, in the vicinity of the Sports Field. The military were accommodated in 'wattle and grass' huts and temporary weatherboard buildings the one near Government House for the military officers.

The present Second Settlement Government House incorporated First Settlement remains. The building is remarkably intact with high quality joinery in doors, architraves, chimney pieces, built in cupboards, window reveals and internal shutters. There are hinges bearing the broad arrow, the symbol used by the Board of Ordnance to indicate Crown property. Externally the stonework, including the quoins, sills and flagging to the verandah survives.

Since 1856 Government House continued to be used for official purposes with were minor alterations and additions. The house contains a collection of artworks depicting the historical development of Norfolk Island, including lithographs by James Glen Wilson.

Historically there was a flower garden to the front and north of the house, much the same as the garden today. An ornamental garden was developed further to the northwest of the house by Anderson and remade later. The rectangular garden was surrounded by Norfolk Island pines, now old trees. Recently several of these old pines have blown over in storms, having been weakened by a root parasite. There were originally geometric paths and flowers beds within and surrounding the pines and a row of pines along the road.

There have been several different routes for the driveways that survive though they are not all in current use. Government House was located to have a commanding view of the Penal Settlement however some modern plantings along the current front drive are starting to interfere with views.

Outbuildings and the rear service yard to Government House survive, including a carriage loop, stables and ammunition room. Other outbuildings, which fell into ruin during the Pitcairn Settlement from about 1900, have been re-roofed in the 1970s and 1980s for use as storerooms and workshops. On Quality Row the curved main entrance gateway to Government House has been reconstructed and some new coping stones added. There are remains of a gatekeepers lodge located adjacent to the rear gates. There are archaeological remains of the early stockyard and later structures remain along the southeast wall.

The southern side of Area A includes some of the dunes and pine plantings adjacent to Emily Bay. Recent archaeological excavations here have revealed a Polynesian campsite dating from c. 1200 AD. There is a dark coloured cultural layer below the sand, structural remains, an extensive artefact assemblage, as well as evidence of landscape modification. The structures include ovens, refuse pits, postholes and a paved structure interpreted as a rudimentary *marae* - a religious structure commonly encountered in East Polynesia. The remains have been left in situ and recovered with sand. Obsidian flakes found during the excavation were from Raoul or Mayor Islands in the Kermadecs. Some of the artefacts are held in the Norfolk Island Museums. The Polynesians probably introduced a species of rat but the subsistence nature of the Polynesian settlement has left little physical remains.

AREAS B & C LOWLANDS AND CEMETERY RESERVE

To the east of Government House the lowland was initially moving sand dunes. The cemetery on the east shore has been in use since c. 1798. The initial area set aside for the cemetery is still evident, with stone gateposts remaining and tombs and headstones

carved in calcarenite. Still partially visible east of the Cemetery is an area known as "*murderers' mound*", [B9] an unmarked burial site, in unconsecrated ground, in a former sawpit adjacent to the cemetery. Those buried were members of the 1846 convict uprising.

In 1836 a mound, known as the causeway or levee, was erected between Government House and the Cemetery, at the rear of Emily Bay, to stop sand encroachment. There were also roads in this area. The mound was substantially removed in the second half of the twentieth century for use as fill but a section remains. The layout of the current golf links dates from 1926. The Golf Course shares the site with the Racetrack, which has not been used for some years.

During the Third Settlement the cemetery was extended to the west and burials continued and marble headstones were introduced. Some re-cutting of lettering was undertaken in the 1960s, and repair and interpretation work (in the form of blacking) to deteriorated stones has been undertaken. The cemetery also retains some evidence of a hedge and other plantings.

A line of rock crushers on Quality Row between Government House and No 1 Quality Row produced roadbase for use in the construction of the airstrip during World War II. Evidence survives of the reworking of the quarry at the rear of Government House to provide the rock and the cutting where the crushers were located.

Very little physical evidence of modifications to KAVHA during WWII survives. At the golf course the concrete plinth of the Dept. of Civil Aviation Radio Mast has been removed and evidence of the radar shack. The headland at the south of Cemetery Bay is still known as 'The Target' following its use in WWII for target practice.

More recently Point Hunter has been quarried, and used as a tip. Sand is no longer quarried from within the Golf Course or at Emily Bay but from the area between the golf course and Cemetery Bay. The roads that crossed the golf course to the quarries and bay are now grassed and the remains of the road formation are evident in some locations.

AREA D QUALITY ROW

The 1830s formal layout of Kingston has the convict establishment along the foreshore (the Lumberyard/Mess Yard, Prisoners Barracks, Gaol and Civil Hospital) and the military establishment to the north on the other side of the swamp (the Commissariat, the two Military Barracks and the Officers Quarters).

THE MILITARY BARRACKS

The Old Military Barracks [D12] and the New Military Barracks [D16] were constructed within walled compounds. The two compounds each contained the main barracks for the soldiers, quarters for the officers, guardhouses, powder magazines, kitchens and outbuildings.

The Old Military Barracks now comprises the compound wall, with corner observation towers, the central 1832 barracks building and the flanking officers' quarters. Surviving ancillary buildings are the Officers outbuilding, the Officers Privy, the guard room, the powder magazine and the wells. Some evidence of recreational facilities also survives, in particular the sunken Fives Court and there may be archaeological remains of the

theatre in the north east corner. The 1830s Fives Court was a walled external space. It partially collapsed and was later used as a garden but has now been re-excavated. There has been extensive modification and reconstruction of some elements. In 1855 the main barracks was converted into a Methodist Church. The unstable upper (third) storey was removed and the surviving internal structure and a new roof constructed.

Burns Philp ran their Island operation from the Old Military Barracks compound. They were not yet in occupation in 1904 and had vacated the building by 1939. They added a first floor hardwood verandah which ran full length of the front of the building. The main barracks building was altered to provide a manager's flat and a garage constructed and a cool store inserted into the ruined kitchen of the former Officers quarters to west.

The Old Military Barracks compound was used as the Administration Works Depot, from c. 1945 until c. 1979. Quarters were used as stores and workshops and there were minor changes to accommodate these activities. In 1979 the Second Penal Settlement form of the compound was re-instated and the building complex is used by the Norfolk Island Legislative Assembly and Courts.

The New Military Barracks [D16] complex was constructed in 1835-1837, with a larger central barracks flanked by officers' quarters and a military hospital. The central building has two large rooms on each floor. Modern partitions having been inserted to create offices but the dormitories retain their original volume, turned timber columns, pattern of fenestration and some of the original internal plaster. The central stair hall also retains its sandstone flagging and stone stair although parts of the stair have been reconstructed in concrete.

Flanking the barracks was the officer' quarters and mess, which survives partly reconstructed, and the Military Hospital which is an archaeological remain. Only one of the three outbuildings survives, the Officers outbuilding, along with the soil pit to the rear, a well and a storage tank, which was part of the reticulated water supply. The Officer's outbuilding was converted into a lock-up by the NSW Government Architect c. 1910 and the cells and a walled exercise yard survive. The Powder Magazine, which originally had a slate roof, is largely intact as is the Guardhouse, though only the stonework is original. The compound walling, including the main archway and corner turrets survives, with a cattle grid installed in the central arch.

The large central barracks building was used by the Pitcairners for a variety of purposes. Initially the population was accommodated here, until the allotting of the individual houses had occurred and continued to be used for public purposes and administration. A school was here from 1856 to 1911 on the second floor and the Pitcairners' courtroom, built in 1896, was on the west side of the ground floor. The associated offices and facilities included a lockup and a padded cell. Evidence of modifications to the central barracks building survives, in particular the board and batten ceilings.

In 1924 the 'Bounty' gun, the two guns from Government House and the gun captured from the Turks were mounted in the Courthouse yard (now moved). In 1926 buildings in this compound were extensively renovated for use by the Administration of Norfolk Island. The crew of the wrecked *USS Ronaki* was quartered here in 1943 and their names, and those of troops, remain carved in the plaster on a wall. The previously disused upper floor of the New Military Barracks was renovated as government offices

in 1946. The courtroom was removed when the new courtroom was established in the Old Military Barracks.

THE FORMER COMMISSARIAT STORE [D17]

The large Commissariat Store is surrounded by a compound wall. Extensive earthworks were necessary to create the relatively level building platform. The building is largely intact with stone walls, timber internal floors and roof structure, windows and doors and the impressive front stair. On the parapet is a dedication to Major Anderson. During the nineteenth century a clock was located below the pediment. The clock is similar in style to the clock on the Hyde Park Barracks, and may have dated from the Penal Settlement phase, rather than being a later addition. The line of sheds along the north and west walls have been removed but evidence of their location survives in the walls of the compound.

The Commissariat Store was converted into an Anglican church by the Pitcairners in the 1874, after their timber church built on the Parade Ground blew down in a storm. The first floor was removed, to create a double height space, and a Gothic Revival style stained glass window inserted. The archaeological collection of the Norfolk Island Museums is now housed in the ground floor. There are currently flagstaffs on this and the two government compounds and an alarm bell, originally located in front of Government House, has been relocated to the southeast turret of the Commissariat Store.

OFFICERS QUARTERS QUALITY ROW [D1 to D11]

A series of first and second class residences for the Officers and their families were built along Military Road, later Quality Row, between 1832 and 1847. They have masonry walls, timber columns and roof structure and originally had timber shingled roofs. The design of each is very similar with a rear service courtyard, well, a separate kitchen block and servants quarters. Some have stables. Three first class quarters were built, D1, D7 and D9, six second class quarters and one duplex, to the east. The houses are on the north, or upper, side of the street except for two quarters, the first, D11, and the last, D1, which are on the other side. The first class quarters are slightly larger, having eight columns across the front, and larger rooms. The Second Class quarters have six columns and the plan layout differs. The ruin of a police hut survives at the end of Quality Row adjacent to the cemetery;

The phases of use of the Quality Row residences are summarised:

No. 1 Stipendiary Magistrates Quarters - First Class, now Golf Club House
Built 1845-47 Occupied by William Quintal in 1856, burnt in 1908, temporary golf club from 1926 rebuilt in 1974.

No. 2/3 Superintendent of Convicts Duplex (Semi-detached) - Second Class
Built 1844-45. East [D2] Occupied by Charles Driver Christian, West [D3] Occupied by Phillip McCoy, walls only standing in 1939, conserved as a ruin.

No. 4 Civil Commandants Chief Clerk's Quarters - Second Class
Built 1843-44, William Evans in 1856, occupied as weatherboard house in 1904, destroyed by fire 1908. Foundations and some walls conserved as ruin.

No. 5 Commissariat Storekeepers Quarters - Second Class

Built 1842-43 Occupied in 1856 by David Buffett, burnt out in 1908, walls only standing in 1939 and until rebuilt by private lessee Sally Cadish 1974, reverted to Commonwealth in c.1990 when Sally died, conserved and occupied as residence.

No. 6 Commissariat Clerks (or Officers) Quarters - Second Class Quarters
 Built 1842-43 Occupied by Frederick Young in 1856, Methodist parsonage in 1904, registrar's residence by 1925, renovated as cottage hospital in 1927-28, registrar's house again in 1939, renovated in 1978-79 as house museum but used for medical officer, continuously occupied. Retains its original roof framing, internal joinery, and floor structure. Conserved and occupied as residence.

No. 7 Protestant Clergyman's Quarters - First Class Quarters
 Built 1836 Occupied by John Buffet from 1856, occupied by GR Evans and Ida Olssen under license in 1939, subsequently a shop, renovated 1950s and c1985, continuously occupied, original roof and some joinery. Conserved and occupied as residence

No.8 Commissariat Officers Quarters - Second Class Quarters
 Built 1842-43 Occupied by Arthur Quintal in 1856, burnt in 1908, walls only were standing in 1939, restored in 1969-70, Conserved and designated under section 62 of the *Norfolk Island Act 1979* (Cth) as an official residence

No. 9 Royal Engineers Quarters - First Class Quarters
 Built 1839-40. Occupied by George Hunn Nobbs in 1856, converted to medical officers quarters in about 1911 until 1950, burnt again in 1939 and about 1950, ruin until renovated by lessee 1968, lease bought 1998 restored in 1999. Currently used as the KAVHA Interpretation and Research Centre.

No. 10 Foreman of the Works Quarters - First Class Quarters
 Built 1844. Occupied by the Church of England chaplain in 1904, official secretary's quarters in 1939, then police sergeant, then caretaker until c.1985, now conserved as a house museum with the reconstruction of some Pitcairn Period features.

No. 11 Roman Catholic Clergymen's Quarters - Second Class Quarters
 Built 1832-33. Occupied by Thursday October Christian in 1856, partly used as doctors surgery and by Stanley McCoy in 1904, government dispensary in 1939, leased to residents from 1940 to 1947, when roof reconstructed in gable form for school teacher's residence, reconstructed to 19th century configuration in 1975-76, with outbuildings which were missing.

These buildings form an impressive streetscape. They are set back from the road sitting on a high plinth with verandahs and a garden in front. There are masonry front walls and timber entry gates with a pathway leading from a front gate to the entry steps. The gardens included a front presentation area, rear gardens (utility and productive) and side and courtyard gardens (utility, productive or presentation). The rear boundary is enclosed by fencing or Tecoma hedging.

The houses were initially allocated to the Pitcairn families by a lottery. They lived in the houses along Quality Row, the two officers' quarters and hospital within the Old Military Barracks, the former Officers Quarters in the New Military Barracks and at the pier, the former Civil Officers Barracks as well as the Royal Engineers Office. Later a number of buildings in less desirable locations were occupied: the Government House barn, the Constables Quarters, sections of the Swamp Quarters and the Lime Kiln Police Hut

The Pitcairners built board and batten enclosures to the verandahs but none of these remain. During the Third Settlement the character of the gardens to the Quality Row houses was altered, with formal plantings replaced by tropical plants and fruits. Evidence of these tropical plantings survives, at No. 6, 9 & 10 Quality Row. Fences were also removed and the use of hedges for fencing proliferated. Outside Kingston Pitcairners occupied cottages and cultivated the valleys, particularly in Watermill and Stockyard Valleys.

Following a dispute with the Government of New South Wales in 1908 over the maintenance some buildings were deliberately destroyed by fire. These included Nos. 1, 5 & 8 Quality Row and one of the two officers' quarters in the Old Military Barracks [D12E]. No. 4 Quality Row was already deteriorated. By World War II a number of the Quality Row houses had been returned to the Crown, and were maintained by the Government and occupied by the doctor, the clergy and subsequently the official secretary. In the early to mid twentieth century, tourist accommodation, in the form of Dewville and the later Paradise Hotel was built at the eastern end of Quality Row. These have been demolished because of their intrusive nature.

Today the majority of these houses have been reconstructed, with the exception of Nos. 2/3 & 4 which are conserved as ruins. The exterior of No. 10 Quality Row has been reconstructed to give an indication of its appearance during the Third Settlement including the verandah and the covered way to the kitchen annex. During the recent conservation works to No. 9 Quality Row evidence of a later fire, was discovered. No. 9 Quality Row was to be trialled as tourist accommodation but is currently used for interpretation. After the wells were disused the residences, including Government House, relied on watertanks. Bore water is now reticulated from bores at the rear of Government House and at the rear of No. 2 – 3.

OPEN AREAS

The Parade Ground was formed c. 1834 with fill from the site of the Commissariat Stores and a public water 'tank' built, supplied from the vaulted drain under the Parade Ground. This is now called the Officers Bath. The sports field in front of Government House was formed c. 1840 for cricket, football and other games. Vaulted drains run under the Parade Ground and the sports field terminating in a long tank near the Bounty Street bridge. The drain across the sports field was extensively rebuilt after it collapsed in recent years and the long tank is now a water filled depression, and it is not clear if any of the stone walls survive.

A War Memorial was opened on ANZAC Day 1929 on the intersection of Quality Row and Middlegate Road. It is a simple memorial, white painted, on a stepped plinth and records the names of those buried elsewhere. Additional plaques recording the war dead were added during the Second World War. Four flagpoles are located in each corner of a fenced area.

RECONSTRUCTION PROGRAM

The restoration of buildings at KAVHA started with work to bag and stabilise the compound walls from 1962. The works to the Quality Row houses then commenced. The works at No. 8 were carried out with architectural advice in 1969-70 and this project set the trend for the subsequent restorations. The majority of the buildings at Kingston have been reconstructed to their mid nineteenth century configuration. Some details and finishes have been changed in this process including smooth render to the walls rather

than the rougher pebble-dash finish. Much of the joinery throughout Kingston has been replaced, including the small pane windows and external doors. Some samples of original joinery are held in the archaeological museum. Many of the buildings have white PCV rainwater goods and asbestos or fibre cement shingle roofing, some now replaced with timber shingles. In many locations works have been initialled and dated to indicate the date of modern work and who did it. There is extensive physical evidence at KAVHA of the changes in conservation practice. At certain buildings earlier 'restoration' work has been undone, where it was not accurate. In the more recent works evidence of the nature of the construction of the buildings has been retained. In addition some unreconstructed buildings are being stabilised to show the ruined condition and evidence of original construction and finishes.

AREA E UPLANDS AND STOCKYARD VALLEY

Behind Quality Row is Soldiers Gully where physical evidence survives of vegetable gardens - the Roman Catholic Priests garden [E21] and the Commissariat Storekeepers garden [E22]. There are remnants of the pigsties and a dwelling, built out of basalt obtained from Balls Bay, and cultural plantings including citrus and bananas. A level area crossed by drains in a rectangular pattern, north of the Parade Ground, is the site of the military officers' gardens [E24]. An unpaved road, possibly convict built, leads up the valley.

In the 1840s a reticulated water supply served the New Military Barracks, with unpolluted water from higher up the valley. Parts of this system survive in Soldiers Gully though the channel itself has been removed. There is evidence of the dam on Towns Creek in the Gully, in the form of earthworks and a timber element and there is likely to be further archaeological evidence.

There was a stockyard in this valley and one at the intersection of Middlegate Road and Country Road. Archaeological evidence survives. Nine large underground silos [E15] were excavated above the Commissariat Store for grain storage. The silos are bottle shaped with the neck of the bottle lined with stone and the base and walls cut into the earth. The silos have been capped and are substantially intact.

After the turn of the twentieth century '*Islander*' houses were built by the Pitcairners using timber frames, board and batten cladding and a sand paint finish. Pitcairner '*Islander*' houses survive to the rear of the Parade Ground and above the Commissariat Stores.

The Queen Elizabeth II Memorial on Rooty Hill was constructed to mark the Royal visit to Norfolk Island in 1974 to commemorate Cook's journeys. Recently interpretive signage has been installed and a guardrail. A panoramic view over the Settlement of Kingston can be gained from this point, and many historic views are taken from this vicinity. Water for the fire hydrants is supplied from a tank located on Rooty Hill filled with water pumped from Towns Creek.

Crops were grown in Watermill Valley and its hinterland and vestiges of agricultural buildings, in particular barns and cottages survive on the valley floor and in Tributary Valley, later known as Rosie Hessie's gully. In 1957 a eucalypt plantation was established on the north side of Flagstaff Hill to stabilise the eroding hillside. It was visually intrusive and was cut in 2002. There was very good regeneration under the plantation which was able to be removed with minimal damage to the understorey.

Planting, predominantly of Norfolk Island pines, continues to stabilise badly eroded areas in the uplands. Some private tourist accommodation is provided in the area at Islander Lodge, Panorama Apartments and Kingston Cottages.

AREA F KINGSTON COMMON (THE SWAMP)

In the section of Watermill Creek between Bounty Street and the Government House grounds the channel has been extensively altered. In its original configuration the stream flowed into the swamp to the west of Chimney Hill. A channel had been cut to drain the swamp by 1796. During the Second Penal Settlement a series of bridges was constructed, the earlier channel modified and Bligh Street built. In the mid 1830s, formal landscaping of a public parterre was undertaken and the watercourse was curved to flow through it but this serpentine channel was only in operation for some 5 years.

Two stone bridges built to cross the channel in the centre of the swamp are still used today. The Pier Street bridge is part of the Pier Street causeway. The Bounty Street bridge, further east, has subsided substantially and the arch on the east side has been replaced with concrete beam. A series of low bridges survives for the drives to Government House, indicating the changes to the course of the channel in this area. During the period 1938-1942 (after the 1936 flood) the channel through the swamp was formalised with a concrete lined channel built at the outer end. A tunnel was cut through Chimney Hill and a new outlet channel constructed into Emily Bay, including bridges and a set of steps. This channel bypasses the Penal Settlement channels and discharges directly into the bay.

The road now known as Quality Row was formed during the Second Penal Settlement along with the retaining wall to Mill Road near the Civil Hospital and many culverts and drains in stone which are still in use today. Country Road was constructed, linking Mill Road to Quality Row on the north of the Common. During this Settlement streetlights were installed and lights around the compounds. Archaeological remains may survive. Stone kerbing was also installed in areas such as Quality Row. Roads appear to have been 'unsealed' but there is evidence that the Bligh Street Bridge and road and part of Bay Street had a hardened surface.

In the 20th century roads throughout the island were generally topped with coral rock and had to be regularly graded. The later bitumen sealing of the roads has generally retained the character of the approach roads with grass verges. Longridge Road was abandoned due to erosion at the time of the arrival of the Pitcairners. Mill Road was probably abandoned at the time of sealing of Country Road and after earth and water from eroding Flagstaff Hill above blocked the road and collapsed its stone retaining wall.

Lower ranking officers were accommodated in quarters in less desirable locations, in particular in the swamp, the foundations of which are still visible today. The largest of these quarters were a row or terrace and there are the remains of a police hut.

AREA G PRISONER'S COMPOUNDS

With the exception of the archaeological remains, compound walls and the Protestant chapel (which has been substantially reconstructed) very little physical evidence of the convict establishment survives. After 1856 buildings not occupied as residences, or required for community purposes were used for building materials or left to deteriorate. Building materials were salvaged from the buildings of the Convict Establishment, and

supplied by the Pitcairn magistrates for other projects on the Island, including to the Melanesian Mission for the construction of the Patteson Memorial Chapel at St. Barnabas Mission on the other side of the island.

The west most compound is the 'new' gaol, construction of which spanned 15 years. Extensive earthworks were undertaken commencing in 1836 to create a level site. Nearly all the Gaol compound wall survives, including the impressive entrance gateway and vestiges of the radial cell block layout. There are also extensive underground structures in the form of water supply conduits and sewers, all constructed in stone, which carried waste to Slaughter Bay. The former service building and Gaolers Quarters was used by the Pitcairners and a lean to structure on the outer side of the compound was added at this point. Additional openings were made to the exterior. There may be remains of the boiling down works on the east side, near the Prisoners Barracks, which was shared by Nos. 1, 2, 3 and 4 Whaling Companies. Other companies involved at different times were the Norfolk Island Whaling and Sharking Company Limited, the Kingston Whaling Company, the South Seas Whaling and Sharking Company Limited and Andersons Meat Industries Limited.

The Prisoner's Barracks was built in c. 1829 with a large three storey central building. Today the buildings have substantially disappeared and the area has been levelled. The compound walls survive, partially reconstructed. There are archaeological remains of other structures within the compound and evidence survives in the compound wall of the external stair to the guardhouse. The former Protestant chapel has been reconstructed and is no longer its full size. It is now being used as the Museums' theatre and contains the Pitcairn courtroom. Today the compound is used for the Bounty Day picnic, large scale community events when a marquee is erected, for picnics and for weddings.

With the exception of the saw-pit and the base of the northern retaining wall, the Lumberyard compound is an archaeological remain. The outfalls from the drains can be seen in the surviving retaining wall to the north of the compound. Part of the Lumberyard was adapted as a separate mess yard with a series of open sided sheds and rooms surrounding an internal court. Evidence of the layout is likely to survive in the archaeological record. The Slaughter Bay change shed has been constructed within the area formerly occupied by the Mess Yard.

AREA H KINGSTON PIER (LANDING PLACE RIDGE)

The landing place has been used since 1788 but the layout of the landing place largely dates from the Second Settlement. Prior to the construction of the pier a section of the reef which projected into the water was used. A road was made along the top and two ramps cut into it to make access to the water easier. Evidence of this may survive under the present pier. The early "*rolling way*" overlaps the location of the current ramp which itself has been built, collapsed and been repaired many times. The current west wall is of cut stones laid in an irregular pattern consistent with the many repairs. The fill is rubble and the surface is a mixture of stone and concrete.

The first flagstaff was at the Landing Place and others were soon added on the hill above which became known as Flagstaff Hill and where there is still a flagstaff. The restored flaghouse at the Pier was built for the storage of the different pennants needed for signalling shipping and the adjacent buildings were privies.

KINGSTON PIER [H18]

Construction work commenced in 1839, and the structure was completed, to its present extent, in 1847. It is a substantial engineering structure constructed in a gentle curve with external stonework retaining the rubble filling. The upper stones are keyed together using a stone blocks perpendicular to the remainder of the stonework and steel clamps were also used to fix blocks together. The pier originally had two sets of stone stairs but only the outer set remains. Subsequent storm damage to the pier and damage due to the unloading of heavy vehicles in World War II resulted in the need to strengthen the structure. These repairs were carried out in the 1950s and again in 2006 with more modern materials, including sheet steel piles and concrete.

The method of unloading and loading of the boats remains the same through all the settlements to today. Goods are transferred from ships into small boats or lighters and brought ashore. A launch was introduced in 1919 to tow boats from the ship and new stiff leg cranes in 1911. Timber lighters are still used today and there are a number at the landing place, either disused and left as displays or in use and stored in the boat sheds. Tourists watch unloading at the pier from which fishing tours also operate.

THE SEAWALLS

A seawall was constructed along the length of the foreshore east of the pier. Associated with the seawall are several other structures and at the east end, remains of a 'roadway' on the seaward side made of rubble with a hardened surface. In 1943 the reef and sea wall was breached to take stores off the '*Ronaki*' shipwreck. The breach was then used to allow World War II amphibious vessels to come ashore. The extent of activity at the pier (in particular the landing of heavy equipment for the construction of the airstrip), caused extensive damage necessitating repairs in the early 1950s.

The sea continued to damage the wall necessitating continuing repairs, as indicated by the different stone and masonry styles present, and including the addition of a cement capping. The base of the wall near the Double Boat Shed was rebuilt and buttressed using stone quarried from either the New Gaol or Prisoners' Barracks. This is evidenced by the inclusion of dressed sills complete with bar-holes.

BOATSHEDS & WORKSHOPS

The calcarenite walls of the Double Boat Shed were constructed in c. 1841 on First Settlement remains. There were several changes in configuration of its roof during the Pitcairn Settlement. The building was used as a boatshed by whaling companies and is still used as such. The shingle roof has been reconstructed and later additions removed. Closer to the pier is the former Police Office, or Single Boatshed, which was used as a boatshed from the 1880s. The exterior has been restored to its 1890s configuration.

The carpenter's workshop and blacksmith's workshop and two saw pits were located near the boatsheds. The carpenters shop was later removed to allow for the construction of the Royal Engineers Office. The blacksmiths' compound survives, now used as the workshop and timber store and the two saw pits have been filled.

THE PIER STORE [H23] AND CRANKMILL [H28]

The Pier Store was commenced at the start of the Second Penal Settlement. It is a two storey stone building with internal timber stairs and floors surviving largely intact. In 1841 the upper floor and verandah of the Pier Store was converted to a Guardhouse enabling surveillance of the Boatshed. It was converted for milling with the installation

of handmills. Today the building is used as a museum with the lower floor housing the Sirius Collection and the upper floor the social history section.

The Crankmill is a pair to the Pier Store and originally contained a human powered mill for grinding grain. Sections of the wheels of the machinery survived in the basement of the ruined building where they were photographed in the 1930s and now held by the Norfolk Island Museum. Whale boats, built from New Zealand Kauri and Norfolk Island pine were built in the former Crankmill, when the building was in use by a whaling company as a boatshed in the mid 20th Century. The wide opening in the west wall of the Crankmill was made to allow the whale boats to be wheeled in and out and the place was also used as a boiling down works.

THE SETTLEMENT GUARDHOUSE

The small building near the Crankmill, known as the Settlement Guardhouse, was used as a guardhouse until 1841. The lower parts of the walls are thought to date from the First Penal Settlement and to have been incorporated into a single storey guardroom in c. 1826. The building was later used as a boatshed. The Settlement Guardhouse was extensively reconstructed in 1977-79 and is now a research centre.

HOSPITAL AND SURGEONS' QUARTERS [H6] [H1]

The Civil Officers quarters, later the Surgeon's Quarters, above the landing place is one of two prefabricated timber buildings that were sent over from Sydney and the beginning of the second Penal Settlement. Off-cuts of the dressed timber mouldings, wood shavings and Casuarina shingles found under the floor are held in the archaeological collection. Substantial remains of the stone walls of the Civil (or Convict) hospital survive east of the quarters. Excavations revealed artefacts such as syringes related to the Surgeon's occupation and these are now held in the archaeological museum. There is an informal collection of artefacts and building materials held in the Surgeon's Kitchen, north of the quarters. A collection of historic photos is displayed in the former Surgeon's Quarters by the Lions Club who leases the building.

ROYAL ENGINEERS OFFICE [H 30] & STABLES

The Royal Engineers office was built in two stages, the front two rooms in 1848. The front portico and additional rooms were added to the rear in 1851 and a stables block constructed. The front rooms retain their elaborate chimney pieces and evidence of vertical window shutters. In c. 1897 there were internal modifications such as the internal lining boards. Elements salvaged during recent renovations, including skirting boards are held in the museum. The Royal Engineers Office is used as the Museums bookshop and café. The stables block was unroofed from early in the Pitcairn period and has now been reconstructed with an elevated floor and is currently used as a toilet block.

QUARTERS FOR THE LOWER RANKS

Archaeological deposits remain of a series of overseer's quarters built in a line along the foreshore, to the east of the Blacksmiths Compound and of a series of quarters for the Coxswains, or boatmen, adjacent to the landing place, to the west of the Crankmill. There may also be remains of one of Machonochie's Ticket of Leave men's houses that was is the same location as the later Blacksmith's Compound.

Between 1850 and 1853 a row of six semi-detached cottages was constructed on the site of the Old Gaol (it is not known if there archaeological remains of the gaol but as the entire gaol was not built over, remains may exist). Each cottage had two rooms, a

privy and half a kitchen. A stone lined rectangular section sewer carried wastes to the sea wall. Only the Constables Quarters is intact, now used as the Restoration Office and known as Munna's. The remainder of the row is now low walls or archaeological deposits.

AREA J BEACHFRONT (SLAUGHTER & EMILY BAYS)

The bays have been used for bathing in all the settlements and there have been a range of bathing houses and at one stage a beach master's house. In the 1920s the Resolution was built in Emily Bay, from local timber, and launched down a slipway into the bay.

A substantial area of Norfolk Island pines was planted c. 1949 to stabilise the dunes at Emily Bay. There were several attempts at establishing plantings and replanting of unsuccessful areas. The pines have stabilised the dunes successfully and have both protected and obscured other features such as early road formations.

The road along Emily Bay was constructed in 1975 in the depression left by sand mining prior to this date. Modern change facilities for swimmers are at both Slaughter Bay and Emily Bay. A pontoon moored in the Bay has replaced the whale boats which previously anchored here.

A range of tours and events is provided by commercial operators including glass bottom boats tours commencing in Emily Bay. There are picnic tables and barbeques associated with this but little other physical fabric other than tracks formed by vehicles. Recreational activities including golfing, fishing and swimming occur in KAVHA including camping by locals, by permit, at Emily Bay. No permanent structures are associated with the camping but there are change sheds and toilets at several locations.

AREA K WINDMILL RIDGE

A windmill [K2] was constructed on Point Hunter, with an associated cottage for the Miller. It was a post-mill turning on a central post with an angled timber at the back, a tail-pole, enabling it to be turned into the wind and to stabilise it. A stone lined circle in the ground shows where the wheel of the tail-pole ran enabling the mill to be turned to face the prevailing wind. The solid masonry base of the windmill survives, and evidence of the foundations of the cottage and rubbish dump. Some of the remains are covered with earthworks for the golf course.

AREA L CHIMNEY HILL

Calcarenite was quarried at Chimney Hill, adjacent to the lime kilns, and from the reefs in Slaughter Bay and Cemetery Bay. There is also a quarry face on Nepean Island, outside KAVHA. Stone was used for building and for dripstones and grindstones. Maps prepared during the Second Penal Settlement label the reef to Slaughter Bay as dripstone reef and show a dripstone quarry at Cemetery Bay.

Two new lime kilns were added to the First Penal Settlement kiln on Chimney Hill. The kiln built into the quarry face [L4] survives intact while the others have been largely eroded by the sea. At the end of the Second Penal Settlement and the start of the Pitcairn Settlement the limestone quarries and kilns were not used. The surviving kiln was used on an occasional basis until WW2. Photographs from the 1920s show the kiln stoked with branches.

Associated with quarrying at Chimney Hill was the 1840s stonecutters yard [A8] the site of which is now covered by the pine plantation. A shingle-shed was located adjacent to the stand of pine trees at the western end of Emily Bay. There may be archaeological remains of some of these features. The flax shed was also located here on the foreshore but has been eroded by the sea. A police hut was at the Lime Kiln, later occupied as a dwelling and now an archaeological remain.

Two evaporation tanks for salt production survive on the point between Emily and Slaughter Bays. They are cut into the *Calcarenite* on the foreshore. Notches in the reef indicate that the evaporation tank was covered by a timber roof. On the point the form of the salt-house is evident from the ruins, and the massive square stone chimney survives intact. Archaeological remains of the earlier salt houses constructed near the landing place are also likely to survive but have not been investigated.

AREA M ARTHUR'S VALE / WATERMILL VALLEY

A watermill was one of the first buildings to have been constructed during the Second Penal Settlement near, or on, the 1790s mill. The millpond and ruins of the two storey mill and mill races survive. In the mid 20th century Watermill Dam was breached and the millpond was cultivated with rows of vegetables. In 1969 silt was cleared out and the dam wall repaired. The original head race remains but the inlet was sealed. Water now flows out through the dam wall near the overflow sluice into the original stream bed. Near the dam wall there are substantial remains of a basalt agricultural building.

Maconochie proposed to build 200 huts scattered over the island. There are some cuttings in the hillsides, which may be building platforms, and remains but there has been no archaeological investigation of these. Two huts survive substantially intact in Arthurs Vale that may be ticket of leave men's huts or may predate this. The masonry walls survive and have been roofed in corrugated iron. Other building platforms and chimney breasts survive. A number of gardens, each with a hut, are shown on Major Barney's 1840 survey of the island.

During the second half of the 20th century Norfolk Island pines were planted as memorials, in front of the former Commissariat Stores, on Pier Street and one hundred pines were planted in 1974 along Country Road in Watermill Valley to commemorate Aunt Jemima Robinson's 100 years (September 1870 – July 1971). Ike (Isaac) Robinson settled on Norfolk in c.1860 and his son Cobby was Jemima's husband. They had eight children and lived in the former Surgeon's Quarters until Cobby died in 1964. Above ground electrical power lines pass through Watermill Valley and within Kingston the supply is now underground.

A number of modern houses have been constructed in Watermill Valley and on the surrounding ridges. These buildings indicate the pattern of development of Norfolk Island during the 20th century but are not of heritage significance.

AREA N BLOODY BRIDGE

Bloody Bridge, east of the Cemetery, was constructed on the road to Ball's Bay in the mid 1830s. A section of the curved stone wall collapsed c. 1910 and has not been reconstructed. The road over the bridge was sealed in about 1960 and the level was raised. Evidence of an earlier creek lining or creek floor survives in the adjacent creek bed, to the north west of the bridge, in the form of timber planks [N5]. The Pitcairners

conducted tours of the Island for visitors and there are early photos of tour vehicles on the bridge but there is no surviving physical fabric. Place names, in particular Bloody Bridge, Quality Row and Gallows Gate appear to date from this period and may have been added to embellish the stories told to visitors.

3.2 INTANGIBLE HERITAGE

Intangible heritage derives from the practices, representations, expressions, knowledge and skills of the Norfolk Island community living and interacting with the Kingston and Arthur's Vale Area.

The following summary analyses the cultural identity of KAVHA, Norfolk Island and how it is expressed in the pattern of use of Kingston and Arthurs Vale today and the cultural practices of the community and raises points of attachment and community identity. These aspects are not embodied in the place but rather people's experiences of it.

3.2.1 CONTINUING PRACTICES AND NORFOLK IDENTITY

JUSTICE AND GOVERNMENT

The Old Military Barracks now house the Norfolk Island Government Legislative Assembly and the Courtroom and these administrative and legal functions have been carried out at Kingston since 1856. The Pitcairners bought their own laws which were incorporated into island governance, initially in "The Laws and Regulations for Norfolk Island" agreed with Governor Denison in 1857 and allowed women to vote in the elections. The Council of Elders was replaced by an Executive Council in 1903 and there have been subsequent changes. KAVHA is the place from where Norfolk has been governed and justice carried out reflected in the recent adaptations made to the courtroom and erection of a marquee in the grounds to allow a major trial to be carried out at the place.

CEMETERY, WORSHIP & REMEMBRANCE

The penal settlement cemetery, with additions, continues to be used by the community. Free burial is a tradition of the island. Flags are flown at half mast and shops throughout the island close their doors when a funeral procession passes. Floral wreaths are made and Pitcairn hymns are generally sung at the cemetery. The cemetery is also valued as the place where the forebears of the community are buried. It contains monuments to people such as George Hunn Nobbs and Sarah Nobbs and many others who were born on Pitcairn Island. It is important to the cultural identity of Norfolk Islanders as well as for personal remembrance and respect.

Kingston was the first place of worship for the devout Pitcairners and this continues in All Saints today. Traditional hymn singing on Sunday evening also attracts tourists to listen. ANZAC Day commemorations are held annually at the War Memorial adjacent to the church.

UNLOADING AT THE PIER

The isolation of the place has resulted in their being a strong connection with the pier. In the Penal Settlements communication and trade were by sailing ship with goods and people landed off anchored vessels via small boats. The boats had to negotiate a precarious passage round the end of the reef to the landing place. The experience is

described vividly in many journals and the type of vessel is shown in drawings. The dangerous landing conditions claimed many victims including the Sirius in 1790.

Throughout the 150 years of 'Pitcairner/Norfolker' life in the place, the same method of unloading ships has been used, enhanced now by the use of cranes and launches to pull the lighters. Whaling boats were similar to those used to unload sailing vessels and to the lighters used today. Whaling ceased in 1962 but many men remember working at the whaling station and many of them commenced work at KAVHA when whaling ceased. A replica whaleboat has been built as a community project and Norfolk whaling is also remembered in poems and ballads sung in Norfolk.

The method of loading and unloading and the skills involved are rooted in seafaring traditions and techniques handed down from the Bounty sailors, used on Pitcairn Island and reinforced on Norfolk by unloading facilities of the penal colony and by the American whalers. Tourists now watch the lighters negotiate the coral reef and men continue to take pride in their skills.

LANGUAGE

The Norfolk language is derived from a combination of Tahitian and the English of the Bounty sailors. It was an oral language, only recently written, and the use of the language often involves teasing, practical jokes and humour. The traditional hymns are sung in English and inscriptions on graves are in English. Use of the language was actively discouraged in the early 20th century but it is now hoped to maintain it as part of the cultural identity of the place. It started to be taught at the local school in the late 20th century and its use is encouraged in signage and in the names of tourist attractions. The United Nations Educational, Scientific and Cultural Organisation (UNESCO) has recognised the 'Norf'k' language as an endangered language. The NIG has debated the option of making Norfolk a co-official language.

SWIMMING AND CAMPING

The Pitcairn community first settled at Kingston, occupying the buildings constructed for the Penal Settlement. Whilst the Pitcairn Islanders disliked the masonry buildings, they retain a strong connection with the landscape of the place, the reef and Emily Bay. In contrast to the English missionaries they enjoyed the water, swimming, surfing and fishing, as they had on Pitcairn. The enjoyment of water sports, rather than bathing, whilst common amongst the Pacific Islanders, did not really develop until later amongst the English many of whom could not swim. Swimming was an important part of the summer holiday on Pitcairn. This tradition has continued, with locals camping at Emily Bay and under the pines at Cemetery Bay. The place is used for teaching children to swim and the school uses the place for swimming and other school sports.

In the 20th century holidaying locals rented houses at Kingston including the Royal Engineers Office, rooms upstairs in the Old Military Barracks and in the former Constable Quarters when these places were not otherwise occupied.

SPORT AND RECREATION

Kingston is a centre for sport and recreational facilities for the community. Norfolk Island residents have been using the sport ground at Kingston since their arrival for a range of sports and the bays for a range of water based recreation. Cycling, jogging and walking take place throughout the place daily. The foreshore and hillsides of Kingston have been a popular venue for picnics and barbeques, both family gatherings and larger scale community functions.

Horse riding was common with people riding to work and for recreational visits. People today remember that a tree near No 11 was used to store saddles during the working day. Horse riding is now rare, replaced by the car, but is still allowed. Horse numbers on the island have dwindled and the riding school is on the other distant side of the island. The golf course is common land but is fenced to keep cattle out. Theoretically it could still be used for horse racing but it has been some years since this took place.

COLLECTING RESOURCES AND COMMONAGE

At KAVHA as well as elsewhere on the island, locals collect materials for traditional crafts, food and art works. This includes reeds and flax for weaving, shells and drift items for artwork, bamboo and hihi (shellfish). The place is also used for teaching children traditional practices. KAVHA has always been a base for fishing with people traditionally cutting bamboo fishing poles on the way down through Watermill Valley. Fishing is now largely done off shore in boats. Fishermen clean fish on the pier and often give surplus fish away. The Pier is also the departure point for Phillip Island for those doing conservation work and for locals who stay at a hut on the island for short breaks or collect whale birds eggs (in season).

Sand extraction from KAVHA assisted in the construction of buildings on Norfolk Island. However, since the 1980s this has become a controversial practice because of its adverse impact on the heritage significance of an important area of KAVHA and because it is known to contain archaeological fossil remains of potential scientific significance.

The valley bottoms and roadsides at KAVHA and throughout the island are grazed by cows and calves under a commonage system. Pasturage rights are granted by the Norfolk Island Government for the grazing of cattle on common land.

ART, CONTEMPLATION AND ESCAPE

Kingston has long been a place for contemplation and escape for Islanders. When transport was by horse and took longer, people on the uplands came down to holiday and on excursions. Holidaying in the buildings no longer happens but locals can obtain permits to camp at Emily Bay during the camping season. The sense of place with sea views, feeling of isolation and picturesque scenery lends itself to quiet contemplation, and many value the place for this reason as well as contemplation of their history. Similarly for visitors the place inspires consideration of what happened here in the past. These aspects have led to the place being an inspiration to visual and other artists. Making art happened historically in the place and continues today.

3.2.2 TIES TO THE BOUNTY MUTINEERS

The story of the mutiny on the Bounty and names of the descendants were well known in the 19th, through publications, and films made in the 20th century have popularized it. The story of the Bounty Mutineers continues to fascinate visitors to the Island and is re-enacted by locals in stage shows and interpreted in local museums. Artefacts from the Bounty are displayed in NIM at Kingston.

ANNIVERSARY OR BOUNTY DAY

The Pitcairners' arrival is commemorated annually on Anniversary or Bounty Day. There is a re-enactment of the landing at Kingston Pier and a parade in costume of direct

descendants to the war memorial and cemetery where wreaths are laid. Tea is then served at Government House and children roll down the hill in front of Government House and walk to the picnic. The picnic location was previously on the north of the Prisoners Compound Wall and is now in the compound. The Bounty Day picnic has occurred since 1850 on Pitcairn Island. The event was transferred to Norfolk Island, with the addition of a re-enactment of the landing. The Anniversary Day and the Bounty Day picnic is now a tourist attraction and there is concern over the commercialisation of the tradition.

Traditional foods are served at the Picnic, many of which have their origins in the limited range of foods available on Pitcairn Island. These foods include roast pig, lemon tart, coconut tart, 'mudda' (Banana dumplings made with grated green banana), 'Hi Hi' pie (periwinkles in a white sauce) and Pilhi (a baked dish made from grated green banana and coconut). Pilhi is traditionally wrapped in banana leaves and may also be made with corn, kumera, pumpkin yam and taro. Local women make wreaths for Bounty Day and for funerals made from flowers gathered in their gardens.

"US VERSUS THEM" CRICKET MATCH

Cricket was played on Norfolk Island during the Second Settlement. The traditional "*Us versus Them*" Cricket Match, is played on Bounty Day between two groups of Pitcairn Islanders, those descended from the Bounty mutineers and those that arrived on Pitcairn subsequently.

NAMES

Pitcairn origins are evidenced in family names. Descendants share a few family names: Adams, Christian, McCoy, Quintal and Young are the "Bounty" names. Buffet, Evans and Nobbs are the "Pitcairn" names, and Blucher, Bataille, Robinson, Snell, Rossiter, and Bailey are among the "Norfolk" names. The range of Norfolk names indicate the opening up of the community to the outside world, Rossiter: from England, Bataille from Noumea and Robinson descended from an American whaler.

3.2.3 FIRST FLEET CONNECTIONS

Foundation Day is celebrated within KAVHA, on Norfolk Island, the date of establishment of the First Penal Settlement on the Island, as Australia Day is celebrated nationally, some five weeks prior. Foundation Day draws national and international visitors to Norfolk Island. The descendants of the First Fleet of convicts transported to Australia have links to Norfolk and there has been extensive genealogical research. The cemetery draws many visitors tracing their ancestors. Visitors who are descendants of the first European settlers visit the place in order to gain some insight or understanding of the physical environment in which their ancestors lived and worked to experience the sense of place.

The disaster of the wreck of the *Sirius* is prominent in Australia's perception of its convict heritage. The wreck of the *Sirius* on the reef off Slaughter Bay is part of the fascination of the place. Items from the wreck are displayed in Sydney as well as in the Museums in KAVHA. Recently a memorial has been erected to the wreck of the *Sirius*. There is also an interpretive panel at the Landing Place describing the 1788 landing and a stone memorial with the names of those who landed as well as plaques placed by First Fleeters.

3.2.4 ISOLATION AND CONTACT WITH THE OUTSIDE WORLD

The early Pitcairn community on Norfolk was isolated. Its culture was influenced by a range of contacts with the outside world many of which happened in KAVHA as it was the main landing place. The traditional and continuing warm welcome of visitors in part stems from the remoteness of the place and the infrequency of external contact. As early as 1856 wives of clergy travelling to Melanesia stayed with the Pitcairners at Kingston, in particular Sarah Selwyn. Later Pitcairners accompanied Bishop Patteson on his voyages, with young boys given to the Bishop to train by their families. Two Pitcairner boys, Fisher Young and Edwin Nobbs, were killed in Santa Cruz in 1864 with Patteson and are commemorated in the two centre windows of the stained glass window in All Saints Church in the Commissariat Store at Kingston.

The community on Pitcairn Island had been discovered in 1808 by an American whaling ship, and early contact with the outside world was via American whalers. Some Pitcairners went on trips with the whalers and in December 1823, John Buffett, who arrived on a British whaling vessel, settled with the Pitcairners. This contact with whalers continued at Norfolk Island and through it both Pitcairn and Norfolk Island communities had connections with American whalers. Whalers obtained supplies from Norfolk Island and Pitcairners crewed for the American Whalers, purchasing their own boat c. 1859, based at Kingston. There has been extensive research by others about American whalers in the South Pacific, and the information forms part of the Joint Copying Project undertaken by the Pacific Manuscripts Bureau in Canberra. Additional research may indicate the whaling network. Whaling contacts are believed to have been the origin of the celebration of Thanksgiving on Norfolk Island which now takes place in the former Commissariat Store. Whaleboats used to be anchored in Emily Bay and children swam to them and dived off them. The current pontoon replaces the whaleboats.

In the 19th century visitors arrived on the infrequent Mission vessels and trading ships. Locals took visitors for rides and recounted tales of the Bounty, the penal settlement and of the exploits of the Bishops. A fascination with '*convictism*' developed in Australia, fuelled by Beattie's images and this fascination continues. More general tourism started with the visits of cruise ships. Following World War I Norfolk Island became a destination for South Pacific Cruise liners with passengers disembarking at Kingston. Visitors to Norfolk originally stayed with local families or at the Mission. The first commercial accommodation was in guesthouses. '*Dewville*', four small holiday cabins, was built at the east end of Quality Row by Bob Dewey on leasehold land.

3.2.5 PLACE NAMES

The use of place names in KAVHA reflects the layers of development and aspects of the history and values of the place. In the early Penal Settlements there were official names given by the Governor or Commandant such as Sydney Bay, Arthur's Vale, Point Hunter and Queenborough. Other names reflect the activity that occurred there, or geographical feature, such as Watermill Valley, Flagstaff Hill and Chimney Hill. The name Chimney Hill was in use prior to 1796 and is one of the oldest surviving vernacular place names in Australasia.

Kingston was generally known as "*The Settlement*" or "*The Town*" in both penal settlements and the name Kingston was not used until late in the Second Penal

Settlement. The first recorded use of the name Kings Town is in 1835 either after Governor King or the King of England. The name Kingston is used on the 1825 plan by Turton and it may not be an abbreviation of Kings Town as usually assumed. People today still talk about Kingston as "*The Town*". Names associated with the Second Penal Settlement survive such as The Pier, The Landing Place, Emily Bay, Point Hunter and Government House and the names of buildings. "*Emily Bay*" is used on Sturt's 1832 plan and is an early use of the name. Emily's grave is shown in the 1856 surveyors' field books near the bay but the origin of the name is uncertain.

Roads to the other parts of the settlement are not named on most early maps. Roads are generally described as the '*road to*' Ball Bay or Longridge, etc. Some of these roads keep these names, such as Middlegate Road but others have Pitcairn period names such as Country Road and Rooty Hill Road and some have other colloquial names as well. Rooty Hill Road is also known as House Road and Middlegate Road is also known as Store Road. Names associated specifically with the Pitcairn Period also survive, in particular Bounty Street and Bligh Street. Pitcairn Street, along the north of the gaol and prisoners barracks, is now grassed over. There are also colloquial Norfolk names, mostly associated with people who lived at places e.g. Munna's, Maggie Tom's and Rosie Hessie's Gully.

Some names have changed since the Penal Settlements. Quality Row for instance possessed a typical Georgian name: Military Road. The name Quality Row was used in Administrators reports in the 1920s but it was shown as Quality Road on the plan accompanying a 1926 Royal Commission. The name Slaughter Bay was not used on the 1904 or 1926 maps, or a 1939 plan which all refer to the lagoon and to Sydney Bay.

KAVHA has places named for stories about events that occurred there, such as at Bloody Bridge where convicts are said to have killed an overseer and buried him in the partly constructed bridge. This name reflects the nature of the initial tourism and a fascination with often exaggerated tales of convict exploits. There is no documentary evidence to confirm that this event occurred. Similar stories are associated with bridges in Tasmania. The name is in official use by 1914 though is sometimes used with quotation marks. The name Slaughter Bay may have similar origins.

3.2.6 SYMBOLISM OF THE NORFOLK ISLAND PINE

The Norfolk Island pine is the recognised symbol of Norfolk Island and is on its flag. With its easily recognizable form, it was used as a specimen tree from the time of European settlement, initially in Sydney and subsequently around the world. During the First Penal Settlement the Norfolk Island pine rapidly gained a symbolic quality, Raper uses the Norfolk Island pine as a north point on his 1790 map of Arthurs Vale. The avenue of pines in Watermill valley was planted to commemorate Aunt Jemima Robinson's 100 years and those on the common as war memorials. The continued use of Norfolk Island pines as a memorial planting in KAVHA, as a specimen tree in the grounds of Government House, and as a symbol such as on the 2001 Federation coin issue, marks the attachment of the Norfolk Island community to the pine as a symbol of the place.

4.0 HERITAGE SIGNIFICANCE

INTRODUCTION

Following the nomination of the site and subsequent assessment by the Australian Heritage Council, and considering public comments, the Minister for the Environment and Water Resources decided that KAVHA has National Heritage value. The Minister's decision was announced in the Commonwealth of Australia Gazette on 1 August 2007. The values of the place have statutory value and in accordance with the *Environment Protection and Biodiversity Conservation Act 1999*, a constitutional corporation, the Commonwealth or a Commonwealth agency or a person must not take an action that has, will have or is likely to have a significant impact on the National Heritage values.

The place is also part of a serial nomination of 11 convict sites to the World Heritage List.

4.1 POSSIBLE WORLD HERITAGE VALUES

KAVHA is one of 11 sites that together form the serial nomination of *Australian Convict Sites* being nominated for the World Heritage List.

Criterion (iv) *An outstanding example of a type of building or architectural or technical ensemble of landscape which illustrates a significant stage in human history.*

KAVHA is part of a number of examples of the forced migration of convicts, demonstrating the main themes and features of the global system of transportation and convictism. These were:

- The use of transportation by nation states as a mechanism for the control of law and order. The establishment of penal colonies with harsh systems of punishment to deter crime in the home state was an immediate and long-term objective of transportation systems.
- The use of transportation as a strategic tool to expand the spheres of influence of the home state. State powers typically used convicts to build new colonies in order to expand their economic, military and political influence in the world.
- The use of transportation by state powers to reform the criminal elements of humanity. Penal systems were introduced to rehabilitate criminals into productive citizens and integrate them into the new colonies or the home state.

KAVHA as one of the nominated sites demonstrates an unparalleled range of architectural ensembles and cultural landscapes including administrative, military, industrial and penal structures and ruins, rural estates where convicts worked, and convict built public works. The spatial placement of buildings and open spaces at KAVHA demonstrate the significance of penal transportation in the Australian context. Britain created a penal colony at Norfolk Island as a site of secondary punishment and as a deterrent to crime at home. It quickly developed an international reputation as 'hell on earth' with no hope of return. KAVHA is an exceptional testimony to punishment and deterrence. Some of the key features of the site that illustrate this include the Crank Mill; Prisoners' Barracks; the New Gaol; the Police Office; the Civil Hospital; and the Cemetery. KAVHA is also a material record of the use of convicts as a geo-political tool. Norfolk Island had strategic military importance for its harbour, potential naval resources (pine and flax) and as an outpost of the colony of NSW to avert French colonial ambitions in the region. KAVHA is also significant as an example

of reformation under Commandant Alexander Maconochie including the introduction of the 'marks system'. Most of the surviving features of the penal station at KAVHA were there during the time of Maconochie and several other sites are strongly associated with his reformatory efforts. Surviving features that were constructed during Maconochie's period of control include Government House, a church, several officers' houses on Quality Row, the Boatshed and several elaborate convict graves.

Criterion (vi) *Associated* with global developments in ideas and beliefs about punishment and reform of criminal offenders in the modern era

KAVHA is one of a number of Australian Convict Sites that are of outstanding universal value for their association with global developments in the punishment of crime in the modern era.

KAVHA demonstrates this value by its association with Alexander Maconochie and his advocacy of penal reform claimed to be a century ahead of their time. These experiments in reform led to his dismissal after four years. KAVHA is a testimony to the influence of Maconochie and its features identified in criterion (iv). By way of contrast it also represents an example of the application of the 'separate system' where convicts were subject to psychological punishment. The punishment involved segregation of prisoners, and subject to total silence. The New Gaol at KAVHA is physical evidence of the 'separate system'.

4.2 NATIONAL HERITAGE LIST

To satisfy inclusion in the National Heritage a place must satisfy one or more of nine National Heritage criteria.

4.2.1 SUMMARY STATEMENT OF NATIONAL HERITAGE SIGNIFICANCE

The significance of KAVHA is associated with three distinct (European) settlement periods: the convict era referred to as the First and Second Settlements from 1788-1814 and from 1825-1855 respectively; and the Pitcairn period from 1856 to the present, referred to as the Third Settlement. KAVHA is also important for its association with pre European Polynesian occupation.

KAVHA is an outstanding convict settlement that spans the era of convict transportation to Eastern Australia between 1788 and 1855. It is a place which has the capacity to demonstrate differing penal systems, changes in penal philosophy and the principal characteristics of a long standing penal settlement.

Norfolk Island was proclaimed a British possession on 6 March 1788, six weeks after the arrival of the First Fleet at Port Jackson. The settlement faced starvation and the decision in 1790 to send a third of the population to Norfolk Island ensured the survival of the settlement and therefore played an important role in the development of the colony of New South Wales. KAVHA is significant for its association with Lieutenant Philip Gidley King who was responsible for establishing the First Settlement on KAVHA. There are significant archaeological remains of buildings and activities associated with the First Settlement

KAVHA was reopened as a penal colony in 1825 in response to the need by the British Government to reinforce the idea that transportation was a punishment to be feared. The Second Settlement operated until 1855 and an outstanding collection of Georgian

buildings, extensive archaeological remains, engineering works and landscaping are still in evidence from that time. The planning and operation of a nineteenth century penal settlement is clearly discernible.

During the Second Settlement, KAVHA gained a reputation as 'hell in paradise' for its brutal and sadistic treatment of inmates. It is an outstanding example of the severe punishment of convicts. Its reputation spread beyond the colonies to Britain and fuelled the anti-transportation debate. It is however also the site of experiments in convict reformation and recognised for its association with Alexander Maconochie, who formulated and applied most of the principles of modern penology while on Norfolk Island.

KAVHA is highly valued for its aesthetic qualities with the place and its setting being unimpacted by subsequent development. It is an evocative and picturesque historical landscape where the domestic scale and agricultural character of the setting is in marked contrast to the horror of the past signified by the convict ruins.

KAVHA is also valued for its Third Settlement period, as a distinctive place where a Polynesian/European community has lived and practised their cultural traditions since 1856. It is significant for its ongoing associations with Pitcairn Islanders.

The rich and varied history of KAVHA contributes to its potential to yield important information about the living and working conditions of convicts. The place also has the potential to yield significant information on pre-European Polynesian culture, exploration and settlement patterns.

4.2.2 NATIONAL HERITAGE VALUES

The National Heritage values of KAVHA are:

A
Events,
Processes

KAVHA is outstanding as a convict settlement spanning the era of convict transportation to eastern Australia. It is a cultural landscape comprising a large group of buildings from the convict era, some modified during the Pitcairn period (the third settlement), substantial ruins and standing structures, archaeological remains, landform and landscape elements.

KAVHA is of outstanding national significance in demonstrating the role of the penal systems and changes in penal philosophy in the Australian colonies from 1788-1855.

KAVHA is important for its role in the evolution of the colonies of both Van Diemen's Land and New South Wales. The buildings, archaeological remains and landforms of the First Settlement illustrate British convict settlement at the beginning of European occupation of Australia.

The design and layout, buildings, archaeological remains, engineering works and landscaping of the KAVHA Second Settlement (1825-1855) demonstrate the planning and operation of a nineteenth century penal settlement with a very high degree of integrity.

KAVHA is an outstanding example of a place of severe punishment. It was purposefully established to be the extreme element in the overall convict management system. Its aim was to create fear and prevent crime and re-offending. It became known as 'hell in paradise' for its brutal and

	<p>sadistic treatment of inmates and this reputation spread beyond the colonies to Britain and ultimately served to fuel the anti-transportation debate. The Second Settlement buildings and archaeological remains of the convict establishment, the New Gaol, the Prisoners' Barracks, and the Crankmill demonstrate the harshness and severity of the treatment of convicts.</p>
B Rarity	<p>Kingston and Arthurs Vale Historic Area (KAVHA) is uncommon as a place where a distinctive Polynesian/European community has lived and practised their cultural traditions for over 150 years. Aspects of the Third Settlement period including the artefacts, archives, Pitcairn language and ongoing use of the Cemetery are of national significance.</p>
C Research	<p>The KAVHA artefact collections, the buildings in their landscape setting, the archaeological remains and the documentary records have significant potential to contribute to understanding the living and working conditions of convicts, the military and civil establishment, women and children, and changes in penal practice and philosophy during the span of convict transportation.</p> <p>KAVHA has research potential to yield information on pre-European Polynesian culture, exploration and settlement patterns.</p>
D Principal characteristics of a class of places	<p>KAVHA demonstrates the principal characteristics of a longstanding penal settlement in its physical layout, governance arrangements, the management and control of convicts, and the functional arrangements associated with settlement.</p> <p>It has substantial ruins, standing structures and archaeological sub-surface remains related to its operation as a place of primary incarceration and early settlement, as a place of secondary punishment and finally as a place spanning both incarceration and secondary punishment.</p> <p>The 1829 Government House, one of the earliest and most intact remaining government house buildings in Australia, is positioned prominently on Dove Hill with commanding views of the military precinct, colonial administration, convict quarters, farmland and the pier. The military precinct on Quality Row contains two extant barracks complexes: the Old Military Barracks and officers quarters constructed between 1829-1834 surrounded by high walls giving it an appearance of a military fortress; and the New Military Barracks commenced in 1836 which follows a similar fortress-like design. The Commissariat Store (now All Saints Church) (1835) is the finest remaining colonial (pre 1850) military commissariat store in Australia. The Old Military Barracks, together with the Commissariat Store and the New Military Barracks, form a group of buildings which is the most substantial military barracks complex in Australia dating from the 1830s. The military complexes are positioned in view of the convict precinct located closer to the water and at a lower elevation to optimise surveillance. Nine houses in Quality Row built from 1832-47 provided quarters for military and civil officers.</p> <p>The archaeological remains of the two convict gaols, the perimeter walls and archaeological remains of the Prisoners' Barracks (1828-48) with the</p>

Protestant Chapel, show the development of penal philosophies with the original gaol built for barrack type accommodation while the extant remains of the New Prison and its perimeter walls (1836-40, 1845-57) provides a rare representation of a radial design. The role of harsh labour as punishment is evident in the archaeological remains of the blacksmith's shop (1846); lumber yard; water mill; the crankmill (1827-38), the remains of the only known human powered crankmill built in Australia before 1850; the salt house (1847); the windmill base (1842-43); lime kilns; the landing pier (1839-47) and sea wall, two of the earliest remaining large scale engineering works in Australia. The possibility of reform is evident in the Protestant and Catholic clergyman's quarters.

The settlement patterns are evident in the existing street layout and in the buildings along Quality Row which form the most extensive street of pre 1850 penal buildings in Australia. The functioning of the settlement is evident in the remains of institutions, buildings and precincts such as the commandant's house; magistrate's quarters; the ruins of the hospital, built on First Settlement remains (1829); the Surgeon's quarters and kitchen (1827), on the site of a First Settlement Government House, one of the earliest European dwellings in Australia; the Royal Engineer's office and stables (1850); the Beach Store, a former commissariat store (1825); a double boat shed (1841); the Police Office, now boatshed (1828-29); the flaghouse (1840s); Constable's Quarters, partly standing (1850-53); and the cemetery which has an outstanding collection of headstones and other remains dating from the earliest period of European settlement, including the first and second penal settlement periods and the Pitcairn period with associations with the Bounty, set in an evocative and picturesque historical landscape. Many stone walls, wells, drains, building platforms, bridges including Bloody Bridge, culverts, roads, quarry sites, privies and archaeological sites of former buildings remain which are important in demonstrating the rich patterns of KAVHA's settlement history. The remnant serpentine landscape is an outstanding example of colonial period (pre-1850) attitudes to landscape design in Australia.

E
Aesthetic
characteristics

KAVHA is outstanding for its picturesque setting, historic associations, part ruinous configuration and subsequent lack of development. The aesthetic qualities of the landscape have been acknowledged since the First Settlement, forming the subject matter of an artistic record that has continued to the present.

Elements that contribute to the aesthetic qualities of the place include the sea, reef and islands, historic graves, Quality Row buildings, the New Gaol and prisoner's barracks in a ruinous state, and the extent of the nineteenth century buildings. The picturesque landscape setting, with its domestic scale and agricultural character, is valued for the contrast it represents between the horror of the past and the charm of the present.

KAVHA is outstanding for its views across the site, within the site, from the site to the seascape, and views of the site in its landscape setting.

G
Social
value

KAVHA was the landing place of the Pitcairn Islanders in 1856. Their descendents today comprise nearly a third of Norfolk Island's population. They value KAVHA as a place of special significance because it has been

continually and actively used as a place of residence, work, worship and recreation.

KAVHA is valued by the Norfolk Island residents for being a place of traditional and ongoing uses, including the continuity of a working waterfront at the Landing Pier; the centre of Norfolk Island administration; continuing religious worship at All Saints Church and the community's burial place at the cemetery; areas for recreation and sports; and as the cultural centre with cultural and social events, museums and archaeological sites.

H Significant people KAVHA is significant for its association with Lt Phillip Gidley King RN in successfully establishing the First Settlement on Norfolk Island at the KAVHA site which contributed to the survival of the infant colony of New South Wales.

KAVHA is significant for its association with Alexander Maconochie who formulated and applied most of the principles on which modern penology is based during the period he was Superintendent of Norfolk Island.

4.2.3 NATIONAL HERITAGE VALUES FOR KAVHA AND THEIR CONDITION IN 2007

In the following table the terms used in the condition of value column have the following meanings:

Excellent

The value and its attributes are well understood and easily readable in the cultural landscape and have few threats. All attributes are being actively conserved including the setting, landscape, structures, interiors, movable collections and archaeology.

Good

The value and its attributes are reasonably well understood although some attributes require further research. The value is readable in the cultural landscape and most of the attributes are being actively conserved although some aspects need more research and active conservation.

Fair

The value and its attributes are able to be understood in the cultural landscape and more research and dedicated management strategies are required to ensure their conservation.

National Heritage List Value

Condition of Value 2007

Criterion A Processes

Condition Good

Attributes for Criterion A:

The whole of the place, the landscape setting, and in particular the Second Settlement buildings and archaeological remains of the convict establishment, the New Gaol, the Prisoners Barracks, and the Crankmill demonstrate the harshness and severity of the treatment of convicts.

<i>National Heritage List Value</i>	<i>Condition of Value 2007</i>
Criterion A Processes	Condition Good
Criterion B Rarity	Condition: Excellent
Attributes for Criterion B Aspects of the Third Settlement period including the artefacts, archives, Pitcairn language and ongoing use of the Cemetery are of national significance.	
Criterion C Research	Condition: Good
Criterion D Principal characteristics of a class of places	Condition: Good
Criterion E Aesthetic characteristics	Condition: Good
Criterion G Social value	Condition: Good
Criterion H Significant people	Condition: Good

4.3 COMMONWEALTH HERITAGE VALUES

Kingston and Arthur's Vale Historic Area (KAVHA) Commonwealth Tenure Area, comprises the area known as KAVHA with the exclusion of areas of freehold tenure.

The requirements arising out of this listing are included at section **xx** of this MP.

To satisfy inclusion in the Commonwealth Heritage a place must satisfy one or more of nine National Heritage criteria.

In the following table the terms used in the condition of value column have the following meanings:

Excellent

The value and its attributes are well understood and easily readable in the cultural landscape and have few threats. All attributes are being actively conserved including the setting, landscape, structures, interiors, movable collections and archaeology.

Good

The value and its attributes are reasonably well understood although some attributes require further research. The value is readable in the cultural landscape and most of the attributes are being actively conserved although some aspects need more research and active conservation.

Fair

The value and its attributes are understood in the cultural landscape and more research and dedicated management strategies required to protect and conserve the values.

Commonwealth Heritage List Value & Attributes

Condition of Value 2007

Criterion A Processes

Kingston and Arthur's Vale Historic Area (KAVHA) Commonwealth Tenure Area, comprises the area known as KAVHA with the exclusion of areas of freehold tenure. This Statement of Significance is based on the KAVHA record (RNE 13637). The place is significant for its association with four distinct settlement periods in one place: the pre-European, Polynesian occupation; and three periods of later settlement, two during the convict era referred to as the First and Second Settlements (1788-1814, 1825-1855); and the Pitcairn period (1856-present), referred to as the Third Settlement. KAVHA comprises a large group of buildings from the convict era, some modified during the Pitcairn period, substantial ruins and standing structures, archaeological sub-surface remains, landform and cultural landscape elements, which represent an outstanding example of the development of global convict transportation.

Condition: Good

KAVHA is closely associated, through fabric and artefacts, with the wreck of the Sirius in 1790, a calamitous event in the early history of the colony of New South Wales (NSW).

The place is important for its role in the evolution of the colony of NSW. Agricultural activity, during the initial settlement at the place, the remains of which are still visible, arguably saved the

*Commonwealth Heritage List Value & Attributes**Condition of Value
2007*

settlement at Sydney Cove from failure.

KAVHA is significant for demonstrating transportation as part of a world movement in penal practice. It was the centre of one of the two long lasting places of secondary punishment for British convicts in the nineteenth century (the other was Port Arthur) which, although partly ruined, has not been further substantially altered by subsequent development.

KAVHA is one of two places of secondary punishment of particular infamy for its treatment and degradation of convicts (the other was Macquarie Harbour) and intended at various times to be the extreme expression of the severity of the transportation system. As such it was the site of the one of the major experiments in penal reform in Australia in the period 1788-1855 for which physical evidence is still extant. Other evidence remains at Longridge on Norfolk Island.

KAVHA illustrates the role of the military, penal systems and changes in penal philosophy in the British Empire from 1788-1855. The place illustrates the continuity of administrative history since European settlement.

KAVHA is significant for its association with the arrival of the Pitcairn Islanders in 1856, descendants of Bounty mutineers and Polynesians and the subsequent development of the Norfolk Island community.

KAVHA is significant for its richness of settlement history and array of extant features. It contains areas, buildings and other elements of outstanding individual cultural significance including Government House (1829+), one of the earliest and most intact remaining government house buildings in Australia and the Old Military Barracks (now the Legislative Assembly and Norfolk Island Court) (1829+). The Old Military Barracks, together with the Commissariat Store and the New Military Barracks, forms a group of buildings which is the most substantial military barracks complex in Australia dating from the 1830s. The Commissariat Store (now All Saints Church) (1835) is the finest remaining colonial (pre 1850) military commissariat store in Australia. This building, together with the Old Military Barracks and the New Military Barracks (now Norfolk Island Government Administration offices) (1836), forms a group of buildings which is a most substantial military barracks complex dating from the 1830s. The soldiers' barracks is one of the finest military barrack buildings built in Australia in the nineteenth century.

There are nine houses providing quarters for military and civil officers (1832-47). Other features include: perimeter walls and archaeological remains of the Prisoners' Barracks (1828-48) including the Protestant Chapel; perimeter walls and archaeological remains of the New Prison (Pentagonal Prison) (1836-40, 1845-57); ruins of the hospital, built on First Settlement remains (1829); the Surgeon's Quarters and Kitchen (1827), on the site of a First Settlement Government House, one of the earliest European dwellings in Australia; the Landing Pier (1839-

Commonwealth Heritage List Value & Attributes***Condition of Value
2007***

47) and sea wall, two of the earliest remaining large scale engineering works in Australia; Beach store (1825); Settlement Guardhouse (1826), on the foundations of a First Settlement building; Crankmill (1827-38), the remains of the only known human powered crankmill built in Australia before 1850; Royal Engineer's office and stables (1850); double boat shed (1841); Police Office, now boatshed (1828-29); Flaghouse (1840s); Constable's Quarters, partly standing (1850-53); Blacksmith's Shop (1846); Salt House (1847); and Windmill base (1842-43). The Cemetery (1825-present) has an outstanding collection of headstones and other remains dating from the earliest period of European settlement, including the first and second penal settlement periods and the Pitcairn period with associations with the Bounty, set in an evocative and picturesque historical landscape. Many stone walls, wells, drains, building platforms, bridges, culverts, roads, quarry sites, privies and archaeological sites of former buildings are important remains. These include Bloody Bridge. The remnant serpentine landscape is an outstanding example of colonial period (pre-1850) attitudes to landscape design in Australia.

KAVHA is significant for its geology, particularly the petrified forest and calcarenite, Kingston Swamp and for its biology, including the marine areas.

Attributes for Criterion A:

All buildings and other associated fabric that demonstrate European and pre European phases of occupation, including fabric and artefacts associated with the wreck of the Sirius, archaeological evidence dating from the initial settlement phase, fabric that demonstrates penal practice and the role of the military and fabric associated with the Pitcairn Islanders. All of the buildings, structures, cemetery and landscape noted above, plus the natural values of the petrified forest, calcarenite and Kingston Swamp.

Criterion B Rarity

KAVHA is significant for its rare association with pre-European, Polynesian settlement, there being no other known pre-European Polynesian occupation sites in Australia. It demonstrates a rare occupation sequence of Polynesian and European settlement in the west Pacific.

Condition: Good

KAVHA is rare, being the site of, and probably containing extensive archaeological evidence of, the earliest European settlement from Australia to the south-west Pacific (1788), similar in size for a decade to the other initial settlement at Sydney Cove. Its significance is enhanced by the lack of substantial subsequent development. It contains areas and individual elements that are confirmed or well documented sites of First Settlement buildings and activities (1788-1814). The subsurface archaeological remains of the first and second Government Houses (1788-1803) are, along with First Government House Sydney (1788 - 1847), the oldest government house sites in Australia.

*Commonwealth Heritage List Value & Attributes**Condition of Value
2007*

The area contains the Cemetery Bay Dune area which is unique to the island in its plant and remnant lowland forest. Also associated with the dune area is the fossiliferous preservation of the island's past biota, and a minute remnant land mollusc population .

Attributes for Criterion B:

Evidence of Polynesian settlement, evidence and integrity of early European settlement, plus subsurface archaeological remains of the first and second Government Houses plus natural values of Cemetery Bay including plant and remnant lowland forest, fossiliferous preservation of the island's past biota and a minute remnant land mollusc population.

Criterion C Research

KAVHA is significant for its archaeological research potential to contribute to a wider understanding of the history of pre-European, Polynesian colonisation and occupation of Norfolk Island and the South Pacific. It is significant for its archaeological research potential to contribute to a wider understanding of the history of the First Settlement of Norfolk Island and Australia. It is significant for its archaeological research potential to contribute to a wider understanding of the history of the Second Settlement of Norfolk Island. This significance is enhanced by the lack of substantial subsequent development. KAVHA is also significant for the features and research importance of its Third Settlement Period.

Condition: Good

KAVHA is significant for its research potential to contribute to a wider understanding of the history and development of industrial processes, technology, architecture and engineering, particularly at the crankmill, the salt house, lime kilns and mills, the landing pier and jetty and bridges.

KAVHA is significant as a place of integrated research, in which the place with its individual building and archaeological elements, the landscape, archives, artefacts, Pitcairn language, ongoing traditions and anthropological research potential provide an unparalleled resource. It is a microcosm of society.

KAVHA is significant for its potential to demonstrate ongoing conservation and restoration techniques.

KAVHA is significant for its research potential to contribute to knowledge about previous life forms, including an extinct mollusc.

Attributes for Criterion C:

All of the subsurface stratigraphy, artefacts and remains that may relate to the Polynesian, First Settlement and Second settlement occupation phases. Also, all of the fabric associated with the crankmill, the salt house, lime kilns and mills, the landing pier, jetty and bridges, plus cultural landscape features,

*Commonwealth Heritage List Value & Attributes**Condition of Value
2007*

archives, artefacts, Pitcairn language, ongoing traditions and conservation and restoration techniques. Also, previous life forms including an extinct mollusc used for research.

Criterion D Characteristic values

KAVHA is a monument to the convict origins of European settlement in Australia, comprising a large group of buildings from the convict era, some modified during the Pitcairn period, substantial ruins and standing structures, archaeological sub-surface remains, landform and cultural landscape elements, which represent an outstanding example of the development of global convict transportation.

Condition: Good

The landscape demonstrates the way and pattern in which the land has been cleared, utilised, developed and the way of life of the inhabitants since European settlement in 1788. It demonstrates the impact of that settlement on a natural environment hitherto occupied by Polynesian peoples, possibly intermittently.

KAVHA is the primary site of the Second Settlement period (1825-55) and contains the landform, layout, extensive buildings, standing structures, archaeological remains and remnant landscape features of that period and continuing uses. Its significance is enhanced by the lack of substantial subsequent development, making the design features of the settlement very obvious. It is an outstanding rare example of a place of secondary punishment for nineteenth century British convicts in the world and demonstrates the extreme example of the severity of the transportation system. KAVHA demonstrates the range of activities and structures associated with a secondary punishment penal settlement. It is an outstanding example of different aspects of convict control and its use as a deterrent to crime in Britain. The built elements of Quality Row, formerly known as Military Row, form an intact Georgian administration centre and the most extensive street of surviving (although part reconstructed) pre-1850 penal settlement buildings in Australia. It contains a group of houses that is one of three streets of pre-1850 military officers' residences in Australia, illustrating a Georgian streetscape and town plan.

The KAVHA Second Settlement period demonstrates the planning and daily operation of a nineteenth century penal settlement, the physical segregation of classes of convicts, overseers, the military, magistrates and command quarters, changing attitudes to penology of the British Colonial Office and the Governors of New South Wales and Van Diemen's Land (Tasmania), the initial lack of religious guidance and the tenuous relationship between the Church and the State at Norfolk Island and information about the roles, work and conditions for women and children in a penal colony.

Along with the Tasman Peninsula buildings and Maria Island, Tasmania, KAVHA demonstrates the principal characteristics of buildings for secondary punishment of nineteenth century British

Commonwealth Heritage List Value & Attributes***Condition of Value
2007***

convicts in Australia. The fabric of the Second Settlement clearly shows the method of construction, building techniques and way of life.

Since 1856 KAVHA has been the administrative centre for the social, religious and political development of the Norfolk Island community, originally descendants of Polynesians and the participants in perhaps the most famous naval mutiny in modern British history. It retains rare evidence of this Third Settlement period and contains elements and groups of elements along with continuing uses that illustrate aspects of this significance.

Attributes for Criterion D:

Buildings, ruins, standing structures, archaeological sub-surface remains, landform and cultural landscape elements from the convict era, and their high integrity, including the built elements of Quality Row, with its Georgian streetscape and town plan. Also, post 1856 fabric that demonstrates continuing occupation of the island.

Criterion E Aesthetic characteristics

KAVHA is significant for its picturesque setting, historic associations, part ruinous configuration and subsequently undeveloped nature, enabling the visitor to appreciate aspects of the history of Britain, Australia and the South Pacific with rare thematic clarity. The aesthetic qualities of the landscape have been acknowledged since the First Settlement, forming the subject matter of an artistic record that has continued to the present, and is still recognisable in its present form.

Condition: Good

There are many elements that contribute to the aesthetic drama of the place, the sea, reef and islands, historic graves, Quality Row buildings in a ruinous state, and the extent of the nineteenth century character buildings. The picturesque landscape setting, with its domestic scale and agricultural character, is valued for the contrast it represents between the horror of the past and the charm of the present.

KAVHA is significant for its views across the site, within the site, from the site to the seascape, and views of the site in its landscape setting.

Attributes for Criterion E:

The whole place, its picturesque setting, historic associations, part ruinous configuration and subsequently undeveloped nature, plus its views across the site, within the site, from the site to the seascape, and views of the site in its landscape setting. Specific elements include the sea, reef and islands, historic graves, Quality Row buildings in a ruinous state, and the extent of the nineteenth century character buildings. Also, the domestic scale and agricultural character of the landscape setting.

Commonwealth Heritage List Value & Attributes**Condition of Value
2007****Criterion G Social value**

Norfolk Island is first and foremost the home of its residents who value KAVHA as a sacred site because it has been continually and actively used as a place of residence, work and recreation since the arrival at Kingston Pier in 1856 of the Pitcairn Islanders, from whom one third of the island's population is descended. It holds significant symbolic, ceremonial, religious, lifestyle and cultural associations in a unique built and natural environment.

Condition: Excellent

KAVHA is valued by the Norfolk Island residents for being a place of traditional and ongoing uses, including the continuity of a working waterfront at the Landing Pier; the centre of administration with the Norfolk Island Court, Legislative Assembly, Norfolk Island Government Administration and Administrator's Office and Official Residence being located in the place; the religious focus being All Saints Church and the cemetery; areas for recreation and both passive and active sports; and as the cultural centre providing a meeting place for cultural and social events, museums and archaeological sites.

Individual elements of the place identified by the Norfolk Island community for their social significance are the Landing Pier; the foreshores; the Prisoner's Barracks (known as the Compound); the commons; the sports oval; Point Hunter; the War Memorial; the Cemetery; the Commissariat Store; World War Two sites, including: Point Hunter, the Landing Pier, the Military Barracks, the Cemetery and Government House; the mix of land uses within the place including lease holdings, freehold titles, private dwellings, commercial activities, cultural and special events; the building uses are museums, a Church, administrative, the Official Residence, Parliament, lighterage, residential accommodation, industrial/commercial and Pitcairner; Bloody Bridge; the sand dunes; the Swamp; roads; and Government House.

KAVHA is valued by visitors for its rich history and genealogical connections

Attributes for Criterion G:

The whole of the historic and natural environment of KAVHA, and the particular elements identified above.

Criterion H Significant people

KAVHA is significant for its association with many of Australia's founding and other early personalities including King, Hunter, Foveaux, Wentworth, Anderson, Maconochie, Price and Cash.

Condition: Good

Attributes for Criterion H:

The whole of the historic and natural environment of KAVHA

4.4 NORFOLK ISLAND HERITAGE REGISTER

Kingston and Arthur's Vale was assessed as being worthy of inclusion on the Norfolk Island Heritage Register under the *Norfolk Island Heritage Act 2002* in 2003. The

boundary for this listing is currently the KAVHA Management Boundary at page xx, although this is currently being reviewed. The legislative requirements arising out of this listing are contained in section xx of this MP.

The following criteria are used in assessing whether or not an object or place should be listed in the Heritage Register are whether the object or place has special significance in Norfolk Island —

1. the object or place has special significance in Norfolk Island - 1. For the evolution of Norfolk Island's natural or cultural history.
2. the object or place has special significance in Norfolk Island - 2. Because it demonstrates, rare or endangered aspects of Norfolk Island's natural or cultural heritage.
3. the object or place has special significance in Norfolk Island - 3. Because it provides information that will contribute to an understanding of Norfolk Island's natural or cultural history.
4. the object or place has special significance in Norfolk Island - 4. In demonstrating the principal characteristics of the range of landscapes, environments or ecosystems, the attributes of which identify them as being characteristic of their class.
5. the object or place has special significance in Norfolk Island - 5. By virtue of aesthetic characteristics or through technical, creative, design or artistic excellence, innovation or achievement valued by the Norfolk Island community.
6. the object or place has special significance in Norfolk Island - 6. Because it has a strong or special association with the Norfolk Island community for social, cultural or spiritual reasons.
7. the object or place has special significance in Norfolk Island - 7. Because it has a special association with the life or works of a person or group of persons that have been significant in Norfolk Island's natural or cultural history.

STATEMENT OF HERITAGE SIGNIFICANCE FOR KAVHA UNDER THE *NORFOLK ISLAND HERITAGE ACT 2002*:

Kingston and Arthur's Vale Heritage Area (KAVHA) is significant for its association with four distinct settlement periods in one place: the pre-European Polynesian occupation; the First and Second Settlements during the convict era (1788-1814, 1825-55); and the Pitcairn period (1856 – present), referred to as the Third settlement.

KAVHA comprises a large group of buildings from the convict era; some modified during the Pitcairn period. The substantial ruins and standing structures, archaeological sub-surface remains, landform and cultural landscape elements are significant as an outstanding example of the development of global convict transportation.

KAVHA is significant for its close association with the wreck of the *Sirius* in 1790.

It is rare for being the site of the earliest European settlement of Australia and the Southwest Pacific (1788), containing areas and individual elements of First Settlement buildings and activities.

KAVHA is the primary site of the Second Settlement period and contains the landform, layout, extensive buildings, standing structures, archaeological remains and remnant landscape features of the period. It is an outstanding rare example of a place of secondary punishment for nineteenth century British convicts.

Since 1856, KAVHA has been the administrative centre for the social, religious and political development of an Australian island community. It retains rare evidence of this Third Settlement period and contains elements, groups of elements and continuing uses that illustrate aspects of this significance.

KAVHA is the primary site of the Second Settlement period and contains the landform, layout, extensive buildings, standing structures, archaeological remains and remnant landscape features of the period.

It is an outstanding rare example of a place of secondary punishment for nineteenth century British convicts.

KAVHA is important for its aesthetic qualities, which are valued by the Norfolk Island community and visitors. The combination of cultural expression, natural forces and their patterns enable a perception and interpretation of the place as a picturesque and romantic landscape.

The drama of its landform, sea, and panoramic views creates a picturesque setting enhanced by visual links integral to the functioning of the First and Second penal settlements.

Whereas, the subsequently undeveloped character and part ruinous configuration contribute to the romantic landscape, as does the strong streetscape quality of the built elements in Quality Row, Norfolk is first and foremost a site of continuous and active use as a place of residence, work and of recreation since the arrival at the Kingston Pier in 1856 of the Pitcairn Islanders, from whom one third of the Island's population is descended.

KAVHA holds significant symbolic, ceremonial, religious, lifestyle and cultural association in a unique built and natural environment.

KAVHA is significant for its association with the settlement of the Pitcairners and the evolution and development of the Norfolk Island community.

It is highly valued by the Australian community being one of a relatively small number of sites identified by a wide variety of Australians as landmarks of Australian's historical development.

KAVHA is significant for its archaeological research potential to contribute to a wider understanding of the history of pre-European Polynesian occupation of Norfolk Island.

It has archaeological research potential to contribute to a wider understanding of the history of the First and Second Settlements of Norfolk Island and Australia.

KAVHA is also significant for its archaeological research potential to contribute to the history of the Third Settlement period.

It is valued by the Norfolk Island, Australian, and international communities as a place of educational potential.

KAVHA is significant for its topography, the littoral, the watercourses and its connection to the lagoon and marine environment.

KAVHA contains wetland habitat and remnant vegetation. The wetlands are particularly valuable as a resting place for migratory birds and in supporting a population of rare crustaceans found only on Norfolk Island.

5.0 DEVELOPMENT CONTROL AND MANAGEMENT

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INTRODUCTION TO THIS CHAPTER

The significance of KAVHA has been recognised through its inclusion in the National Heritage List, the Commonwealth Heritage List and the Norfolk Island Heritage Register. KAVHA has been managed as a historic site since 1982. This management, originally an Australian Government responsibility, has since 1988 been a joint responsibility of the Australian and Norfolk Island Governments and has resulted in the active conservation of KAVHA's heritage values, including its role as a thriving part of Norfolk Island life. KAVHA is subject to a range of statutory controls, both under Commonwealth and Norfolk Island legislation. The legislation has mechanisms for community consultation on proposals for change. The primary aim of managing KAVHA as an historic area is to conserve and protect it as a significant heritage and cultural landscape site, as an administrative centre, as a functioning port and as a cultural, community and recreational facility.

The purpose of this chapter is to provide background for the development of conservation policies (see Chapter 7). Where there appears to be a difference between the comments in this chapter and conservation policies, then conservation policies are to take precedence. Where conservation policies are silent on an issue then expert heritage advice should be sought to assist with interpretation.

In cases where development applications in and around KAVHA have the potential to have an impact on the environment of KAVHA informal comment on the proposal can be obtained from the Heritage Division of the Department of the Environment, Water, Heritage and the Arts (or its successor).

5.1.0 COMMONWEALTH LEGISLATION

The Australian *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) protects the environment, particularly matters of National Environmental Significance. It streamlines national environmental assessment and approvals process, protects Australian biodiversity and integrates management of important natural and cultural places. Amendments to the EPBC Act that protect heritage values became effective on 1 January 2004. The EPBC Act is accompanied by the *Environment Protection and Biodiversity Conservation Regulations 2000* (EPBC Regulations).

On Norfolk Island, the EPBC Act protects:

- the environment of Commonwealth Land, including the Norfolk Island National Park and any land owned by or leased to or from the Australian Government;
- the Norfolk Island environment (in relation to actions by Australian Government agencies);
- places with heritage significance on the World Heritage List, National Heritage List or the Commonwealth Heritage List and Register of National Estate (RNE) places on Commonwealth land.
- matters of National Environmental Significance (NES) including threatened species, ecological communities, migratory species and the marine environment.

5.1.1 MATTERS OF NATIONAL ENVIRONMENTAL SIGNIFICANCE

The EPBC Act also puts in place an environmental assessment and approvals process, and establishes an integrated system for biodiversity conservation and the management of protected areas. The EPBC Act requires the approval of the Minister

before any actions that have, will have or are likely to have a significant impact on matters of NES, can proceed.

The Act regulates any action taken by the Australian Government or an Australian Government agency likely to have a significant impact on the environment (including all natural and cultural aspects). Several agencies have representatives, or do work, on Norfolk Island, including the Department of Transport and Regional Services and the Department of the Environment, Water, Heritage and the Arts (through Parks Australia).

5.1.2 WORLD HERITAGE

The possible World Heritage values for KAVHA are included in Chapter 4. Should KAVHA be included on the World Heritage List then the World Heritage Values of KAVHA will automatically be protected under the EPBC Act.

The requirements within the EPBC Act concerning World Heritage arise from Australia being a signatory to the World Heritage Convention. Information on the Convention can be found at <http://whc.unesco.org/en/convention/> and a copy of its operational guidelines can be found at <http://whc.unesco.org/en/guidelines/>.

The primary management objectives for World Heritage properties are part of Australia's general obligations under the World Heritage Convention:

- to protect, conserve and present the World Heritage values of the property;
- to integrate the protection of the area into a comprehensive planning program;
- to give the property a function in the life of the Australian community;
- to strengthen appreciation and respect of the property's World Heritage values, particularly through educational and information programs;
- to keep the community broadly informed about the condition of the World Heritage values of the property; and
- to take appropriate scientific, technical, legal, administrative and financial measures necessary for achieving the foregoing objectives.

In achieving these primary objectives due regard is given to:

- ensuring the provision of essential services to communities within and adjacent to a property;
- allowing provision for use of the property which does not have a significant impact on the World Heritage values and their integrity;
- recognising the role of current management agencies in the protection of a property's values; and
- the involvement of the local community in the planning and management of a property.

The Australian Convict Sites World Heritage serial nomination includes only those cultural heritage values of KAVHA related to the two Penal Settlement periods.

Impacts of World Heritage Listing

Sites on the World Heritage List are often places where international cooperation may attract financial assistance for heritage conservation projects from a variety of sources. The inscription of a site on the World Heritage List brings an increase in public awareness of the site and of its outstanding values, thus also increasing the tourist activities at the site. When these are well planned for and organized respecting sustainable tourism principles, they can bring important benefits to the place and to the local economy.

World Heritage listing does not affect ownership rights. Ownership remains as it was prior to nomination. World Heritage properties in Australia do not become Commonwealth property. Nor does ownership of these World Heritage properties pass to any international body or foreign power. The Australian Government has an international obligation to protect and conserve World Heritage properties, but there is no impediment to existing land uses unless they result in actions that are likely to threaten the outstanding universal natural and cultural values for which the property is listed.

5.1.3 NATIONAL HERITAGE LIST

The National Heritage values for KAVHA are included in Chapter 4. The National Heritage List contains places or groups of places with outstanding heritage value to Australia – whether natural, Indigenous or historic or a combination of these.

Approval is required under the EPBC Act (Section 15B) for any action occurring within, or outside, KAVHA that has, will have, or is likely to have a significant impact on KAVHA's National Heritage values.

To ensure the on-going protection of a National Heritage place, the EPBC Act provides for the preparation of management plans which set out how the significance of the site will be protected or conserved. This MP will be this management plan is consistent with the National Heritage management principles.

5.1.4 PROTECTING THE ENVIRONMENT OF COMMONWEALTH LAND

The EPBC Act protects the environment on any Commonwealth owned land, including places in the Commonwealth Heritage List and the RNE. The EPBC Act therefore applies to all land in KAVHA whether; Reserves, Crown Land; Crown land leased or occupied by the NIG and Crown land leased to private individuals. The environment includes heritage values of places.

The EPBC Act gives a framework for proponents of actions and to the persons representing the Commonwealth as the landlord on how to make decisions so that actions that have an adverse impact on the environment of Commonwealth land do not occur.

Under the EPBC Act approval is required for:

- 1) An action taken by any person on Commonwealth land that is *likely* to have a significant impact on the environment (subsection 26(1) of the EPBC Act);
- 2) An action taken by any person outside of Commonwealth land that is *likely* to have a significant impact on the environment on Commonwealth land (subsection 26(2) of the EPBC Act);
- 3) An action taken by a Commonwealth agency anywhere in the world that is *likely* to have a significant impact on the environment (section 28 of the EPBC Act).

'Action' is defined in the EPBC Act and includes site preparation and construction, operation and maintenance, and closure and completion stages of a project, as well as alterations or modifications to existing structures, landscape and infrastructure. It does not include change of land use nor subdivision, but only the physical works that may arise out of these processes.

It is important to note that an action may be outside an area of KAVHA specifically protected under the EPBC Act but may still be an action likely to impact on the EPBC Act protected land (i.e. WH, NHL, CHL or any RNE place on Commonwealth Land).

The listing of all Commonwealth owned land within KAVHA on the Commonwealth Heritage List provides additional guidance on the cultural and natural heritage values that must be protected, but it does not mean that there may not be additional environmental values (eg endangered species, rare geological formations) that also should be protected from adverse actions.

5.1.5 COMMONWEALTH HERITAGE LIST

The Commonwealth owned land within KAVHA is included in the Commonwealth Heritage List and is a *Commonwealth Heritage place*. The Commonwealth Heritage values for KAVHA are listed at Chapter 4.

This plan has been prepared to comply with the Commonwealth Heritage management principles and meet the requirements for a management plan set out in the EPBC Regulations. A Commonwealth agency must not contravene the MP made under the EPBC Act or authorise another person to do, or omit to do, anything that would be inconsistent with such a plan.

The Commonwealth Heritage management principles provide a guiding framework for excellence in managing heritage properties and set the standard and the scope of the way places should be managed in order to best protect heritage values for the generations ahead¹. The Commonwealth Heritage management principles may be found at <http://www.environment.gov.au/heritage/commonwealth/managing.html#principles>

5.2.0 NORFOLK ISLAND LEGISLATION

Land use, planning and development control in Norfolk Island is regulated by the Norfolk Island Government under a number of Acts and Plans but primarily by *the Norfolk Island Plan 2002*, which operates under the *Planning Act 2002 (NI)*. The conservation management of KAVHA is addressed by the *Norfolk Island Plan 2002* and also in the *Heritage Act 2002 (NI)* and in the *Public Reserves Act 1997 (NI)*. Other Norfolk Island legislation is outlined here which has the potential to inform heritage management decisions at KAVHA.

PRIMARY LEGISLATION

5.2.1 *The PLANNING ACT 2002 (NI) and The NORFOLK ISLAND PLAN.*

The Norfolk Island Plan 2002 (the Plan) consists of 2 parts, part A – Strategic Plan and part B – Planning Requirements, which includes the Zoning Scheme and General Planning Provisions.

All land within KAVHA is subject to planning and development control under the *Norfolk Island Plan 2002* and the *Planning Act 2002 (NI)*. The Act binds the Crown and the Administration of Norfolk Island. Any proposal for use or development within KAVHA must be considered in the context of the Plan to determine whether or not approval is required and whether the proposed use or development is permitted. Where a use or

¹ Department of the Environment, Water, Heritage and the Arts Heritage Fact Sheet 18. February 2004

development is prohibited it may only change to a permitted use or development by amendment to the Plan.

Development applications on Norfolk Island are determined by the Executive Member with responsibility for planning (currently the Minister for the Environment, Education and Social Welfare in the Norfolk Island Government or his/her nominee). The determination is based on advice from the Norfolk Island Planning and Environment Board, which in the case of KAVHA, must include a heritage advisor and be based on a heritage impact statement prepared by the applicant (and in some cases an archaeological survey and/or conservation management plan particular to the site) and will include any advice from the KAVHA Management Board.

The term 'development' within the Plan means (clause 118) the *Use* of any *Land* or the erection or *Use* of any *Building* or other *Structure* or the carrying out of *Building*, engineering, mining, or other operations in on, or under the *Land*, or the making of any material change to the *Use* of any premises. The term includes:

- (a) The construction, exterior alteration or exterior decoration of a *Building* or *Structure*; or
- (b) The *Demolition* or removal of a *Building*, *Structure* or *Works*; or
- (c) The construction or carrying out of *Works*; or
- (d) The subdivision or consolidation of *Land* including buildings or airspace; or
- (e) The placing or relocation of a *Building*, *Structure* or *Works* on *Land*; or
- (f) The construction or putting up for display of *Sign(s)* or hoarding(s).

The term 'use' (in relation to *Land*) within the *Norfolk Island Plan 2002* means (clause 118) the manner of utilising *Land*, but does not include the undertaking of *Development*.

The Strategic Plan

Under the Strategic Plan, all of KAVHA is within the High Rural/Conservation Value Preferred Dominant Land Use which focuses on areas with intrinsic rural character and natural and cultural heritage. Included objectives are to conserve and preserve areas that have very high natural and / or cultural heritage conservation values; allow for a very limited range of complimentary low intensity and low impact use or development in areas with very high natural and/or heritage conservation values; and to provide land that may buffer certain incompatible uses.

The Zoning Scheme

Much of the land, is zoned Rural (privately owned and Crown leasehold land) while the Crown land is zoned Conservation, Special Use and Open Space.

Development applications for permissible with consent use or development must be publicly displayed for comment and are referred to the Norfolk Island Planning and Environment Board, who makes a recommendation on the development application to the executive member. The executive member may refuse or approve such development and may impose conditions of approval.

The *Norfolk Island Plan 2002* includes provisions to ensure the conservation of heritage. The Plan allows development approval to be given to use or develop a heritage item for any purpose, including a purpose that would ordinarily be prohibited in the Plan, if the approval will not adversely affect the heritage significance of the item and if the approval contributes to the conservation and interpretation of the heritage item.

Some uses, works or developments may require approval from the Commonwealth Government (see 5.1.0).

Additional requirements for KAVHA

As well as the additional provisions that apply to all heritage items, the Norfolk Island Plan includes specific provisions for development applications within KAVHA (clause 110). These provisions recognise the significance of KAVHA and the need for special consideration to preserve the integrity of KAVHA. The Plan includes specific objectives for KAVHA and aims to achieve those objectives by encouraging use or development that is consistent with the KAVHA MP and avoiding use or development that is not in keeping with the heritage significance of KAVHA. The status of the MP is acknowledged in that the Plan states where there is an inconsistency between the intent of the applicable zone and the intent of the MP, the intent of the MP will prevail (clause 110(6)).

The Plan requires all development applications that relate to land within the area of KAVHA to be referred to the KAVHA Management Board for comment. The executive member is required to consider any comments received from the Board within 28 days of notification (clause 110(7)).

Development in the vicinity of KAVHA

For development applications relating to land in the vicinity of a heritage item, the executive member is required to take into account the likely effect of the proposed development on the heritage significance of the item (clause 107) and corporations are required to consider the potential impact of the action on KAVHA in accordance with the EPBC Act s. 15B and s. 26.

5.2.2 THE HERITAGE ACT 2002 (NI)

The *Heritage Act 2002 (NI)* (*The Heritage Act*):

- establishes the Norfolk Island heritage register and procedures for management of that register;
- establishes criteria for listing items in the heritage register;
- establishes a panel of heritage advisers;
- establishes procedures for a heritage conservation fund; and
- establishes requirements for and procedures for heritage impact statements and conservation management plans.

5.2.3 THE PUBLIC RESERVES ACT 1997 (NI)

Much of KAVHA's Crown Land is managed as Public Reserves (see table below). The *Public Reserves Act 1997 (NI)* ensures that the Public Reserves on Norfolk Island and Nepean Island are managed to:

- promote the conservation of the natural environment and landscape beauty of Norfolk Island;
- promote the conservation of the heritage of Norfolk Island; and
- preserve the way of life and the quality of life of the people of Norfolk Island.

The Act requires that management of Public Reserves must involve the community - each reserve is managed in accordance with a Plan of Management that has been subjected to community consultation and comment and then accepted by the Norfolk Island Government.

The Administrator is responsible for the care and control of all Public Reserves, in accordance with the Plan of Management for each reserve. Where there is any inconsistency between the intent of these Plans of Management and the intent of the approved KAVHA MP, the intent of the approved KAVHA MP shall prevail. The *Public Reserves Act 1997* does not bind the Crown, but does bind the Administration of Norfolk Island².

The following Plans of Management for Reserves apply within KAVHA:

Part A Norfolk Island Public Reserves: Plans of Management

Part B Plans of Management for Individual Reserves

▪ Cemetery Reserve	Burial Purposes	2.18 ha	Gaz. 04.02.1937
▪ Government House Grounds Reserve	Administrator's Residence	7.35 ha	Gaz. 17.10.1940
▪ Kingston Common Reserve	Pasturage & other Purposes	29.57 ha	Gaz. 17.10.1940
▪ Kingston Recreation Reserve	Recreation purposes	4.57 ha	Gaz. 17.10.1940
▪ Point Hunter Reserve	Recreation purposes	30.91 ha	Gaz. 17.10.1940
▪ War Memorial Reserve	Erection of a War Memorial	0.008 ha	Gaz. 24.03.1927

The Plans of Management 2003 for Norfolk Island Public Reserves within KAVHA contain the following environmental management measures:

- a requirement for ongoing stabilization of hillsides within KAVHA (in particular Flagstaff Hill) with appropriate clean fill and endemic plant species
- the removal of water hyacinth and other aquatic weeds from drainage channels; Watermill Dam and the wetlands
- the desilting of drainage channels and the Watermill Dam
- weed control in the reserves generally
- control of grazing cattle to avoid causing soil erosion and damage to significant structures and plantings
- control of feral fowl
- monitoring of funguses that may affect significant plantings.
- a prohibition on the erection of new buildings and permanent structures within the Reserves
- the requirement for an archaeological sensitivity plan prior to any excavations³
- prohibition on other inappropriate activities within KAVHA reserves such as forestry
- prohibition on any further monuments or memorials unless they are specifically allowed for in a KAVHA approved Interpretation Strategy.
- require permits for some other uses that have potential for negative heritage impacts.

Many of these issues are also addressed in this MP because they relate to the conservation of National and Commonwealth Heritage values, possible World Heritage values and Norfolk Island heritage values for KAVHA.

OTHER LEGISLATION

² Information taken from Norfolk Island Public Reserves: Plans Of Management Part A, 2003.

³ An archaeological sensitivity plan for KAVHA is provided at page 86 of the 1988 MP. Also in 1983 an *Archaeological Survey of Kingston and Arthur's Vale* (G. Wilson, and Davies, M.) was prepared.

5.2.4 TREES ACT 1999 (NI)

The *Norfolk Island Trees Act* requires a permit to be obtained to remove a protected tree and lists matters the executive member must take into account in considering an application for a permit. Protected Trees are listed in the *Trees Regulation 1999*. The list contains species and the height above which the species become a protected tree.

5.2.5 BUILDING ACT 2002 (NI), OTHER CODES & STANDARDS

All building activity in KAVHA is controlled in the *Building Act 2004* and the Norfolk Island Building Code. "Building work" is defined by Section 5 of the *Building Act* as: "the actual physical work for or in connection with the construction, erection, alteration, demolition or removal of a building or structure or services. The Norfolk Island *Building Regulations 2004* lists (among other items): details which shall accompany a building application (Regulation 16); the Norfolk Island Building Code (Schedule 2); compulsory inspection stages of building work (Schedule 3); and activities for which building approval is not required (Schedule 1).

Building applications are required for all building activities except those that are deemed not to be building activities in Schedule 1 of the *Building Act*. However, as KAVHA is a heritage item, most of those activities will require a development application under the requirements of clause 88 of the *Norfolk Island Plan*.

5.3.0 DEVELOPMENT APPROVAL

Most physical changes impacting on KAVHA (including painting, roadworks and new utility services) require development approval under Norfolk Island legislation. The Norfolk Island Government will be concerned with cultural and natural heritage impacts and other land use, social equity, safety and amenity issues. Other than minor exempted works, most physical changes will also require building approval under Norfolk Island legislation.

The EPBC Act will also require a Referral for works likely to have a significant impact on the heritage values, the environment of Commonwealth land or on matters of NES. It should be noted that works proposed outside the KAVHA boundary, but which impact on KAVHA will also be subject to these processes.

5.3.1 EARLY ADVICE

The use of a heritage advisor or the Heritage Division of DEWHA to give early advice to potential applicants for planning and other approvals would be beneficial in addition to heritage advisor/s being part of the Norfolk Island Planning and Environment Board when considering development applications within KAVHA as required by the legislation. Such heritage advisors should have heritage management experience and skills and will need a detailed understanding of the policies in this MP.

5.3.2 PUBLIC CONSULTATION & REFERRALS

Under the EPBC Act public consultation occurs at two major stages. Under Norfolk Island Legislation all development applications are publicly exhibited and public comments invited on the proposed development and certain referrals are required.

To achieve its compliance and enforcement objectives, DEWHA uses a range of flexible and targeted measures to promote self regulation. Compliance measures such as a communication and education activities, timely provision of information and advice,

cooperative assistance and collaboration are designed to encourage the community to abide by legislation.

Where these compliance approaches fail, enforcement mechanisms may be used. DEWHA employs a range of responsive enforcement sanctions that escalate in severity as the need arises. These sanctions rely on the deterrent effect of penalty-based instruments such as suspension or cancellation of permits, injunctions, remediation orders, pecuniary penalties, and criminal prosecution. Further information can be found at <http://www.environment.gov.au/epbc/compliance/index.html>

5.4.0 KAVHA MANAGEMENT

5.4.1 INTEGRATED MANAGEMENT OF KAVHA AS AN HISTORIC AREA

KAVHA was created with its current boundary in 1980 when it was entered in the Register of the National Estate. KAVHA was established to recognise and protect the cultural heritage significance of the area. The boundary has been unchanged since that time. The land within KAVHA includes both Commonwealth and private land and some of the Commonwealth land is leasehold.

From 1973 administration of an annual works program at KAVHA was the responsibility of a Commonwealth Interdepartmental Committee (IDC). The IDC was the predecessor of the KAVHA Management Board which was established in 1989.

The cooperative arrangements between the Australian and the Norfolk Island Governments for overseeing the management of KAVHA are currently set out in a Memorandum of Understanding (MOU). Funding for the management of KAVHA is subject to the annual budget allocations approved by the Commonwealth and Norfolk Island Governments.

The role of the KAVHA Management Board is to advise Commonwealth and NI Governments and the Administrator. The MOU details the KAVHA Management Board objectives, functions, membership, meetings and financial responsibilities.

The KAVHA Management Board objectives are to:

- co-ordinate the interests of the two Governments with respect to KAVHA and, subject to the Memorandum, other places of national estate significance on Norfolk Island;
- advise the Governments and the Administrator on measures for the care and control of KAVHA with particular reference to the administration, conservation (including interpretative, landscape and recreational aspects) and enhancement of its national estate values;
- advise the Administrator on the efficient management and the use of heritage assets and comparable activities in KAVHA; and
- administer funds in accordance with the Public Moneys Ordinance 1979 and the audit provisions of the *Norfolk Island Act 1979*.

The functions of the KAVHA Management Board are to:

- provide advice on the management of KAVHA in accordance with the MP, the two Governments having agreed in principle that the Conservation Management Plan forms the basis of the Board's work;

- make recommendations to the Government's for the necessary Government actions (such as appropriate legislation) required for the administration, conservation and enhancement of the national estate values of KAVHA;
- review and make recommendations to the Administrator on proposals for the use of KAVHA;
- identify and determine conservation works properties within KAVHA;
- develop annual conservation works programs;
- make recommendation to the Governments on the annual budgets required to implement programs;
- monitor the implementation of approved works programs; and
- commission studies as appropriate to assist the management of KAVHA, as agreed from time to time between the Governments, other places of national estate significance on Norfolk Island.

5.4.2 THE KAVHA MANAGEMENT PLAN

The KAVHA MP is written into the MOU between the Commonwealth and Norfolk Island Governments as the primary document directing conservation planning within KAVHA.

The KAVHA MP is required to:

- guide KAVHA's conservation, uses and future development
- provide a clear basis for deciding whether any proposed action is consistent with the heritage significance of KAVHA
- guide day-to-day maintenance and works planning.

Clause 110 (6) of the Norfolk Island Plan states:

Where there is any inconsistency between the intent of the applicable zone as shown in this Plan, and the intent of the Conservation Management Plan, the intent of the Conservation Management Plan shall prevail.

Monitoring and Review of the Management Plan

The EPBC Act requires that Management Plans for declared World Heritage Places be reviewed at intervals of not more than 7 years (Schedule 5 Australian World Heritage Management Principles - Principle 2.02 (h)). The EPBC Act (Schedule 5A clauses (j) and (k) and Schedule 7A clauses (j) and (k)) require that a management plan include in its policies guidance in relation to how the implementation of policies in the MP will be monitored and how the MP will be reviewed. Where a National Heritage place is located within one or more Commonwealth areas the EPBC Act requires the Minister to prepare a management plan. Where a National Heritage place is not entirely within one or more Commonwealth areas, the Commonwealth must use its best endeavours to ensure that a plan for management the place, not inconsistent with the National Heritage management principles, is prepared and implemented in co-operation with the State or Territory. Such management plans must be reviewed at least every 5 years. For Commonwealth Heritage places, a management plan must be reviewed every 5 years. For policies arising see Chapter 7.

Other KAVHA Documents

KAVHA also has in place key policy and guideline documents that also inform management decisions. These include guidance on issues such as:

- Archaeological Management and Conservation
- Landscape Management and Conservation
- Conservation and Management of the Kingston Cemetery and of specific precincts such as Government House and Garden and the Quality Row Houses and Gardens

- Interpretation Strategy
- Recreational Management
- Water Quality Management
- KAVHA Land Degradation
- Maintenance Manual
- Museums Planning

The general recommendations of existing support documents are included in this MP but they should be referred to for detailed information. These support documents should be regularly examined and updated when necessary.

While this KAVHA MP contains the overall conservation management direction for KAVHA, it will also be necessary to maintain up to date more detailed studies on particular heritage precincts and items and on particular conservation management issues.

5.4.3 PROGRAMMING WORKS & CYCLICAL MAINTENANCE

An ongoing program of conservation and cyclic maintenance works is undertaken at KAVHA each year following an inspection of all the key areas and also based on issues that have arisen during the previous year. This work is largely undertaken in accordance with the initial priorities listed in the KAVHA MP and Maintenance Plan, and is subject to available funding. Programmed works may still need approval under Norfolk Island and/or EPBC legislation depending on the nature of the work. For policies arising see Chapter 7.

5.5.0 LAND & ENVIRONMENTAL MANAGEMENT

5.5.1 LAND USE & TENURE

This section considers particular land uses and, where appropriate, discusses some of the particular management issues concerning such uses.

Public, Recreational & Community Uses

All of the existing public uses of the buildings and landscape at KAVHA are considered either compatible traditional uses or compatible contemporary uses. Most buildings within KAVHA considered to be public buildings are located on Crown Land. The long-term occupation of buildings on Crown Land such as Government offices, the Museum and residences in Quality Row are authorised as permissive occupancies or by agreement between the Norfolk Island Government and the Australian Government.

Other buildings are occupied under a long term license or lease under the *Crown Lands Act 1996 (NI)* such as the Surgeon's Quarters, occupied by the Lions Club of Norfolk Island, and No.1 Quality Row occupied by the Norfolk Island Golf Club. The use of Quality Row houses as official residences, a House Museum (No. 10), government offices (No.11), Golf Club House (No.1) and the KAVHA Interpretive Centre (No. 9) are compatible uses that operate in accordance with longstanding intergovernmental agreements and/or the provisions of the *Crown Lands Act 1996 (NI)* or s. 62 of the *Norfolk Island Act 1979 (Cth)*.

All Saints Church (the Commissariat Store) is freehold land owned by the Church of England however in many ways it can be considered a 'community' building. Parts of the building are leased to the Norfolk Island Museum.

Camping

Temporary summer camp sites are within Point Hunter Public Reserve and the Conservator for Public Reserves is responsible for managing camping. A permit is required and issued under the Public Reserves Act 1997. This is a traditional activity that occupies the same area each year. Locals also used to holiday in some of the buildings which were available to rent. Camping is managed to avoid pressure on archaeologically sensitive areas. If the camping area was to be re-landscaped, or if new areas were to be used for camping, development approval would be required, and possibly referral needed under the EPBC Act.

Events

Many community events including the Bounty Day celebrations occur in the Prisoners Barracks Compound. Munna's is now used as the KAVHA Works Team Office and lunch room. It is also used occasionally for events and functions. Other buildings and sites could be made available for community events or meetings if required and if they are available, for example the former protestant chapel, the boatsheds or the Lion's Club (former Medical Officer's Quarters). Use of various sites during the South Pacific Games was very successful and appropriate including the Compound for food provision and evening entertainment and the Parade Ground for parking.

Most sites suitable for events are located within the Kingston Common Reserve and any proposal to use or occupy them may require a permit under the Public Reserves Act 1997. Approval to use Munna's or to erect a marquee in the Compound is provided through a license issued under the Crown Lands Act 1996, as the sites are Crown land.

Development approval may also be required for a temporary community event depending on the nature of the use (eg "Place of Assembly" is categorized as use or development under the Plan). Referral to the DEWHA under the EPBC Act 1999 may also be required depending on the potential for impact on the heritage values.

There are some areas where the effects from public, recreational and community uses need to be monitored and conservation solutions considered. These mainly relate to

- Potential damage to heritage values from unregulated increased pedestrian and vehicular movements.
- The need to meet codes and regulations in relation to safety, disaster management and amenity (eg provision of public toilets)
- Structural issues within historic buildings such as floor loadings
- Potential impacts of regulatory and naming signage.

Continued resourcing is required to manage the pressures from the various uses at KAVHA, including monitoring, planning, and implementing positive conservation solutions.

Private Land Use – Including Residential & Agricultural Uses

The private land in KAVHA is mainly used for residential and agricultural uses with some tourism uses. The properties have ancillary agricultural structures and landscape features including sheds and fences in addition to residential buildings. Because of the sensitive nature of the landscape setting and its heritage significance, extreme care is needed when considering proposals likely to have a physical outcome or change likely to have a significant impact on the environment.

Involvement of the KAVHA Board in matters pertaining to private land is limited to that concerning proposed development or actions which could impact on KAVHA and also

to occasional liaison between owners and the KAVHA project team concerning issues such as cattle grazing, fencing, water access, erosion and weed control. .

Land Tenure

Most of the 'private' land within KAVHA is Crown leasehold land. These and the lots under freehold tenure are shown on Figure xx. Within KAVHA there are the following categories of land tenure:

- freehold tenure;
- Crown leasehold land leased to private occupiers;
- Crown leasehold land leased to the Norfolk Island Government; and
- Crown Land (also known as vacant Crown Land) – mostly Public Reserves.

As a result of the range of tenures, management of issues such as land degradation is spread between various bodies.

The Australian Government's policy is that no further land in KAVHA is to be freehold.

Public Reserves & Other Vacant Crown Land

The public reserves, commons and unoccupied sites within KAVHA are classified as vacant Crown Land. Such Crown Land is vested in or owned by the Australian Government and is under the care and control of the Norfolk Island Administrator. However, the Norfolk Island Government is responsible for the administration of Crown Land in terms of regulating activities on Crown Land. The Administrator may issue a license to use or occupy Crown Land under the *Crown Lands Act 1996* (NI) and in doing so relies on the advice of the Norfolk Island Government and any instructions issued by the Commonwealth under s. 7 of the *Norfolk Island Act 1979*. The Conservator of Public Reserves may issue a permit to use or occupy a public reserve under the *Public Reserves Act 1997* (NI).

Kingston Common

Kingston Common, since reclamation of the swamp during the Penal Settlements, has been used for grazing, agriculture and some sporting activities. The Pitcairners carried on the grazing use and continued and developed further sporting activities. These are both traditional uses that should be encouraged to continue. Parts of the area were fenced in all the earlier settlements to form paddocks. Currently the sports field is fenced, but other areas open to grazing and pedestrians. Certain aspects of the current pattern of use are detrimental to the natural values of the place and a balance between the two needs to be achieved. In particular sewerage discharge from buildings and cattle grazing in the area contribute to the high level of nutrients within the channel. Cattle also disturb archaeological remains. The War Memorial is on the edge of the common and is used for commemorative events. This is a compatible community use and part of the cultural traditions of the place.

Foreshore Land

The KAVHA Works Team under the KAVHA Project Manager has assumed responsibility for foreshore land within KAVHA (i.e. those not within reserves). The KAVHA Works Team also assists with land management on private land (freehold and leasehold) in and around KAVHA where there are issues such as erosion that may impact on the environment of KAVHA.

A number of documents supporting the KAVHA MP have also been developed for the whole of KAVHA; including a Land Degradation Plan and a Landscape Management Plan, 1994. The land management of all the Reserve Land and other vacant Crown Land needs to be coordinated to ensure that the best practice conservation of natural and cultural heritage values is consistently and sustainably applied.

5.5.2 MANAGING NATURAL RESOURCES

Responsibility for natural heritage management within KAVHA rests with the Land Use and Environment Section of the Norfolk Island Administration - including the Norfolk Island Conservator of Public Reserves and the Parks and Forestry Service who have professional skills in these areas. By agreement certain works continue to be carried out by the KAVHA Works Team.

The heritage significance of KAVHA includes the natural features of the place and they influence how the place was developed. The beaches and coral reef provide the attractive natural setting for the place and have natural heritage values themselves. The land-use within Kingston has the potential to contribute to a deterioration of the reef and a reduction of water quality. Although the reef itself is outside KAVHA activities within KAVHA should be managed to protect the reef and beaches. Use of the coastal zone has occurred in each settlement period including a Polynesian settlement at Emily Bay.

KAVHA Water Features

The springs, watercourses and other water features of KAVHA have cultural heritage value in addition to their value as a natural resource. A section of the channel in Watermill valley is on the original alignment, as dug in the early 1790s. Channels were also cut in the First Penal Settlement to drain the swamp, initially behind Chimney Hill, then through it, then in front of it. Second Penal settlement channels were also cut for ornamental purposes, however these were soon abandoned. Town Creek was also altered and channelled in Soldiers Gully and under the common.

There are springs throughout KAVHA some of which are accessed from Commonwealth land by the general Norfolk Island community. A spring in Rosie Hessie's Gully, off Arthur's Vale, fills a reservoir adjacent to Country Road where the water is collected by the community into receptacles mounted on trucks. The KAVHA Works Team generally maintains the reservoir although it is the responsibility of the NI Administration. The filling point on the roadside is in a dangerous position due to blind corners. In the long term a suitable alternative site should be considered.

Testing of the water quality in KAVHA's water features is the responsibility of the NI Administration Land Use and Environment Section, while management of the water features rests with both the Land Use and Environment Section and in some instances with the KAVHA Works Team. A Water Quality Study was prepared in 1997⁴. The KAVHA Management Board has adopted that study and it is gradually being implemented.

Many of the watercourses currently contain extensive water hyacinth growth. Weeds, including water hyacinth, are regularly removed, to maintain water flow and water quality, by the KAVHA Works Team and/or contractors. The KAVHA Project Manager consults with, and undertakes the clearing in accordance with strategies approved by, the NIG Environment Officer. The Norfolk Island Conservator has advised that a permit under the *Public Reserves Act 1997* to clear the weeds is not necessary.

⁴ *Kingston and Arthur's Vale Historic Area Water Quality Management Plan* - February 1997. Report to Works Australia on behalf of the KAVHA Management Board, Peter Davidson Pty Ltd, Norfolk Island.

The regular clearing of weeds from the water features should be undertaken in accordance with strategies approved by the KAVHA Management Board, the NIG and the Department of the Environment, Water, Heritage and the Arts. EPBC referral of the proposed action may be necessary as the creeks are within Commonwealth land (and also contain cultural heritage features protected under EPBC legislation). The application for approval of a five year program for regular weed clearance should be made rather than consulting widely each time it becomes necessary to clear the weeds.

Farm animals increase the nutrient levels in the creeks stimulating weed growth in the streams and, if not managed, has the potential to cause environmental degradation. The populations of migratory birds do not generally present any problems in terms of natural resource management, except for the Thaler Bird whose numbers have increased and which is now a predator of an endangered lizard on Phillip Island⁵.

Water quality is also affected by pollution and water flows occurring in the outside the KAVHA boundary. The 1980 KAVHA Management Plan identified the problem of contamination of the KAVHA environment from septic tanks. In addition there are issues of nutrients in waterways from fertilisers and pesticides. The Land Use and Environment Section of the Norfolk Island Administration is responsible for identifying and implementing appropriate water pollution management methods.

The KAVHA Wetland

The area between what is now Quality Row and the foreshore ridge was a swamp in 1788 and was drained for agriculture by forming a channel soon after the First Penal Settlement commenced. Part of the channel formed the central feature of an ornamental garden for the officers and their families known as the Serpentine (now largely an archaeological feature). Since then the area has occasionally been inundated by fresh or saltwater and in the 1990s the channel was partially barricaded to prevent nutrients entering the Bays by encouraging filtration through the surrounding grounds through coral fissures – thus forming the current artificial wetland.

The Norfolk Island Conservator of Public Reserves is responsible for the management of the KAVHA wetland. The KAVHA Management Board has been concerned in the past that heritage items in, or adjacent to, the wetland (eg stone bridges), are being affected by the water levels in the wetland, mainly due to silt and weed build-up and subsidence.

Silt and weeds have been regularly removed from the creeks by the KAVHA Works Team (and/or contractors). The KAVHA Project Manager consults with the NIG Land Use and Environment Branch including agreement that the action is maintenance and a permit is not necessary. However there have been community concerns about the methods used to clear the creeks, particularly in terms of impact on wildlife habitat and on other aquatic plants and animals that may have natural heritage values.

A recommendation of the Water Quality Study was to fence along sections of the creek banks to prevent cattle accessing the banks and increasing stream bank erosion that over time widens the creeks and affects water quality and also impacts on the archaeological values of the man-made channel. However the visual and archaeological impact of such fences would need careful consideration. A further recommendation was the installation of additional sluices to control the flow of water

⁵ Information from the Norfolk Island National Parks.

from the Creek into Emily Bay. Additional sluices could hold the water back from historic features and facilitate increased water filtration.

In the circumstances consideration of a new strategy for the management, cyclical monitoring and maintenance of all water features (with priority given to the wetland) within KAVHA would be timely. This should be submitted for development approval (including referral under the EPBC Act) and reviewed and resubmitted for approval every five years. This would be a sub-plan to this MP and to the Reserve Plans of Management. In addition to inclusion of issues and policies in this MP, the Plan should consider:

- other EPBC matters in relation to water features (eg migratory birds and threatened species)
- simple farm fencing all or some of the banks of the channels and the provision of watering points for cattle.
- the creation of additional weirs or other structures to prevent the wetland water levels impacting on the historic bridges and other elements (subject to engineering advice).
- assess the wetland against the Australian (EPBC) and the RAMSAR wetland criteria in addition to more detailed assessment of its cultural heritage values.
- the trapping of silt and nutrients higher in the water catchments.
- the views of users and the NI community generally including the need for a regular consultative process in accordance with the existing KAVHA Recreation Management Plan.

The Arthur's Vale Dam

The Arthur's Vale Dam is of cultural heritage significance. The KAVHA Project Manager is responsible for management of the Dam. The Dam is an effective silt trap that contributes towards the protection of water quality downstream. The Dam also supplies water to fire and other trucks when required. The Dam often fills with silt and with weed including pond weed from fishtank escapes and water hyacinth. Approximately 1,000 tonnes of silt is removed from the dam every two years and used for land restoration and stabilisation throughout KAVHA. At this time the dam wall is inspected and repaired as necessary. Statutory approval is required to drain and clear the dam. It has been suggested that a strategy for clearing the dam and extracting the silt be incorporated in the MP so that it will no longer be necessary to seek a permit each time.

Commonwealth Waters

The waters surrounding Norfolk Island below mean high water mark are Commonwealth waters, part of the Australian Exclusive Economic Zone (EEZ) and the Australian Fishing Zone. The Commonwealth has jurisdiction over these waters including coastal waters off KAVHA, the Kingston Lagoon, Sydney Bay and Cemetery Bay. There are very few NI controls at present over the use and management of the marine waters. Legislation was drafted within the Administration of Norfolk Island to create a marine reserve around the Island but this has not been progressed.

The management of the Commonwealth Waters adjacent to KAVHA has the potential to impact on KAVHA because of the contribution of the marine setting to KAVHA's heritage values. Similarly the management of KAVHA needs to take into account the potential to impact on any strategic or natural heritage values of the Commonwealth waters.

Emily Bay and Slaughter Bay are edged in a coral reef forming a lagoon. Both the reef and the lagoon are of natural heritage value in addition to contributing strongly to the

cultural landscape values of KAVHA. They also have high recreational value for Norfolk Island residents and visitors and high strategic value for Norfolk Island's tourism industry.

The KAVHA Recreation Management Plan includes policies to protect water quality in the Bays as well as addressing the needs of users and stakeholders. Under that Plan, the Executive Member of the Norfolk Island Government with responsibility for KAVHA is to meet with stakeholders annually to review the use and condition of the Lagoon.

Weed Control

There is extensive woody weed infestation throughout KAVHA, particularly on the hillsides. There is a long term program of removal of woody weeds by the KAVHA Works Team, including on private properties, in association with planting to stabilise steep slopes. It is understood that responsibility for weed control is also split similarly to other issues – NI Parks and Forestry in Public Reserves and KAVHA Works Team elsewhere.

Stabilisation of Steep Slopes

The slopes of the gullies within KAVHA are badly eroded and landslips have occurred. The erosion is exacerbated by grazing cattle. Clearing commenced in the First Settlement and continued in the Second Penal Settlement for a range of reasons. The results can be seen in photographs as early as 1884. A "Land Degradation Study and Management Plan" was prepared in 1993 by Graeme Clifton of the NSW Department of Conservation and Land Management. It identified the need for stabilisation of the eroded hillsides and roadsides of KAVHA and recommended plantings of trees, shrubs and grasses and woody weed removal. A Eucalypt plantation on Flagstaff Hill was trialled and the mature trees removed in 2003. Though the plantation was intrusive, it provided shelter for the regeneration of varied indigenous species.

The bare character of the slopes surrounding KAVHA was intentional in the Penal Settlements, but continued erosion exacerbated in parts by grazing endangers the whole place. The Landscape Management Plan (1993) recommended a compromise where planting is allowed for erosion control. Planting of predominantly Norfolk Island Pines and White Oaks has occurred to stabilise the slopes. Planting in rows though intrusive is necessary for efficiencies in planting and weed control on the steep slopes. This will become less obvious with time as the plantings mature. Plantings need to be controlled to conserve significant views to and from KAVHA (eg on Flagstaff Hill) and to retain the bare nature of the historic landscape, as far as is possible.

Cattle Grazing

Cattle grazing in KAVHA is a traditional use dating from the Pitcairn settlement. During the Penal Settlements cattle would have been in enclosures. The cattle are privately owned and are grazed on the vacant Crown land within KAVHA under pasturage rights issued annually by the Administration and managed by the Stock Inspector.

In addition to their impacts on steep slopes outlined above cattle can cause damage to water courses and to significant vegetation and structures. Some areas in KAVHA have fences and cattle grids to limit cattle both for conservation reasons and to protect amenity. This includes the Quality Row compounds and houses, the Government House grounds, the sports field, Golf Club, Cemetery and the foreshore areas. There are also cattle grids on Pier Street and Bounty Street. Some individual items (eg monuments) and signage are also fenced to protect them from cattle.

Cattle grazing has contributed to major widening of channels and pollution of waterways. It may be necessary to exclude cattle from sensitive areas and alternative

water sources may be required (eg troughs). However the Arthur's Vale Dam currently remains accessible to cattle and with suitable management cattle grazing may continue.

Other farm animals

Feral chickens and geese (some from the dumping of unwanted animals) roam KAVHA and add to the agricultural character of the place. However they are not historically significant and excessive numbers can cause some environmental problems including competition for food with significant species and adding to the nutrient value in the streams and fields. They can also be a hazard and nuisance for the community and for visitors. Feral chooks and geese are managed by egg collection. Horse riding has occurred in KAVHA and still occurs occasionally as a recreational pursuit. At this level there are no concerns about negative impacts.

Dune Management

The area of the golf course is a cultural landscape resulting from major earthworks and re-profiling of the former dunes during the second penal settlement when a levee was constructed to shelter agricultural land. Moving sand on Cemetery Bay has affected the Cemetery over the years. Pine plantings on Cemetery Bay along with log walls are intended as temporary stabilisation while indigenous dune species are established. Dune stabilisation is undertaken by the KAVHA Works Team.

The intent of dune stabilisation is to protect natural and cultural heritage values while managing the recreational use of the foreshore. Current practise should be reviewed to achieve clear access paths and prevent erosion through random pedestrian and vehicular access to the dunes.

Sand Extraction

Sand is extracted from a pit near the Cemetery within KAVHA for essential building purposes. However, sand extraction has the potential to destroy important archaeological remains.

The sand pit is within the Cemetery Reserve and the area where it is extracted has social, cultural and natural heritage values, in addition to recreational and aesthetic values. The site for the current extraction operation was established to protect significant archaeological and fossil layers in accordance with the *Survey of Sand Resources: Cemetery Reserve*, KAVHA, May 2001, prepared by archaeologist, Graham Wilson. As the upper layers of recently deposited sand are removed, the pit is backfilled with stabilised soil to provide firmer ground in which future graves may be dug⁶.

A permit is required from the Norfolk Island Conservator to obtain sand under the *Cemetery Reserve Plan of Management 2003* which limits the extent of the sand pit and notes that better vehicular management is required around the sand extraction area. The Conservator maintains records of sand extraction including the name of the applicant taking the sand, the date and the amount taken and provides a report to the KAVHA Management Board for each meeting. The extraction of sand is an activity that should cease if the heritage values of KAVHA are to be conserved. Until a suitable alternative is available close liaison with the KAVHA Management Board and Project Manager is necessary to ensure that both natural and cultural heritage values are protected. Alternative sources of sand will need to be investigated.

⁶ Cemetery Bay Reserve Plan of Management 2003, page 9.

Sand has also recently been extracted from build up in the Emily Bay water channel. This is compatible as the channel is a cultural heritage feature that should be clear of sand.

Waste Removal

The KAVHA Works Team is responsible for collection of waste from public bins throughout KAVHA and from the Administration and Legislative Assembly offices. The Norfolk Island Government funds the collection service. Residents are responsible for their own waste disposal. Any waste receptacles should be as unobtrusive as possible while at the same time being easy to use.

5.5.3 RISK MANAGEMENT

When considering risk to the environment, risk to human life will always take precedent. However in heritage areas and when considering change to heritage structures and landscapes it is usual to look for solutions which not only minimise risk to life but which have minimal impact on heritage values and which may also provide some minimisation of future risk to heritage values. This usually involves the consideration of alternatives.

Norfolk Island Emergency Management has undertaken an Island wide risk assessment that indicated that cyclones presented the greatest natural disaster threat to the Island. The Norfolk Island Meteorological Bureau monitors potential threat from cyclones. This issue is discussed further under 'Cyclone Preparedness & Climate Change' below.

Apart from the fact that the risk of flooding is low, the Emergency Management Co-ordinator noted the following potential risks in KAVHA:

- Potential rock fall in the slope near intersection of Country Road and Taylors Road;
- Landslip at the slope opposite the Cemetery has the potential to cause major damage to the Cemetery.

The aim of developing risk assessments and standard operating plans and procedures is to mitigate the effects of a disaster and to minimise the impacts. While it is important that Risk Assessment and Management Plans are prepared for specific groups of buildings and workplaces within KAVHA (particularly in relation to risk to people), it is also appropriate such a plan is prepared for the whole of KAVHA addressing the issues of risks to natural and cultural heritage values in addition to the risks to people. The risks to heritage values associated with the traditional use of KAVHA areas for cultural events also need to be included.

Emergency Response – Fire

Control of fires in the past was difficult because of the lack of water and devices to fight fires. Historically there have been serious building fires including the New Military Barracks Officer's Quarters and No 9 Quality Row. The timber floors, joinery and roof structures and shingles are susceptible to fire.

All buildings within KAVHA are fitted with smoke detector systems that trigger an immediate pager system that is constantly monitored. All fire service personnel carry pagers and those on duty respond to the call. A network of bore hydrants connected by underground pipes runs through KAVHA. The location of the hydrants ensures most buildings can be serviced by the hydrants in the event of a fire.

The hydrants are supplied by a tank located near Queen Elizabeth Avenue. During consultation for this MP it was noted that although this tank was originally constructed to supply the fire hydrant system, it now provides water to some of the buildings within KAVHA. It is best practice to have general and fire water services separate but, as a minimum, the tank should always be managed so that there is adequate supply for fire suppression. In the long term the hydrant and water supply system should be separated. There are hose reels in all major buildings except the former Protestant Chapel (now the Museum Theatre). Each of the residences is fitted with a fire extinguisher. The maintenance of the fire warning and hydrant systems are crucial conservation measures. Water to supply the fire tender is also available from Watermill Dam and saltwater from the shore.

Forest fire risk on Norfolk Island is significantly less than on the Australian mainland due to the milder maritime climate. The risk of uncontrolled forest fire in reserves has been minimized by maintaining short grass in public picnic/barbecue areas, car parks and along walking tracks, and also by the positioning and use-training of hydrant and other water systems for fire control. (Information is taken from Norfolk Island Public Reserves: Plans of Management Part A 2003).

Fire safety measures in KAVHA should be considered from a fire engineering point of view to minimise risk while retaining the significance of the place. Fire safety should continue to be managed to maximise occupant safety.

Cyclone Preparedness & Climate Change

A *Climate Change Vulnerability Assessment Study* was carried out for Norfolk Island in 1999⁷. The study investigated KAVHA as a Coastal Study Area and considered the potential for damage to the Pier and seawall, shoreline erosion, sand and saltwater intrusion into streams and impacts on marine organisms. Measures recommended to mitigate potential impacts of climate change included a comprehensive coastal study, monitoring and modelling.

The study identified areas or processes might have an impact in KAVHA as a result of changes in climate and subsequent changes in meteorology (rainfall, temperature, winds, barometric pressure) and oceanography (tides, ocean temperatures, currents and salinity). Options for planning and management to address climate change are recommended for the KAVHA Coastal Study Area.

Emergency Management is currently working with Geoscience Australia to gather data to assess the potential for tsunamis affecting the Island. Geoscience Australia is currently planning to locate a new Tsunami Warning Station on Norfolk Island as part of a network of such Stations at strategic sites around Australia and nearby regions. The Stations are designed to constantly monitor seismic activity to provide warnings and predictions of potential tsunamis⁸. At present tsunami warnings are issued from Geoscience Australia in Canberra to Emergency Management. General procedures are in place to advise government departments, Government House, residents and boat owners when a tsunami warning is received.⁹ It is suspected that a flooding event at Kingston in the 1840's may have been due to a tsunami however it is understood that the risk of a tsunami on Norfolk Island is not high.

⁷ Australian Coastal Vulnerability Assessment case Studies - Climate Change program Commonwealth Coastal Action Program Norfolk Island case Study July 1999, prepared for Environment Australia and the Administration of Norfolk Island by Watkins Consulting Ltd (NZ)

⁸ Information supplied by South Pacific Planning & Projects 9.11.06

⁹ Information supplied by NI Conservator 7.11.06

High winds associated with cyclones sometimes bring down trees resulting in damage to the historic assets. Headstones and a tomb in the cemetery were seriously damaged by a falling tree in the late 1990s. A large tree to the west of the cemetery was later removed to protect the monuments. One of the measures practised by the KAVHA Works Team in the past has been to lop trees considered to pose a risk to historic structures.

Asbestos Monitoring

The presence of asbestos in structures within KAVHA was assessed in 2006. A program of removal and/or encapsulation of asbestos is currently underway including replacement of asbestos cement roof shingles. Asbestos removal and replacement procedures should avoid any adverse impacts on heritage values.

5.5.4 INFRASTRUCTURE MANAGEMENT

Infrastructure Management Generally

In this MP the term 'Infrastructure' encompasses all the services needed for the contemporary functions and operations within KAVHA including issues of parking areas, roads, bridges, utility services, communications, transport, signage and public grounds amenities.

While infrastructure is essential to a sustainable environment and in some ways to heritage conservation (eg by providing access for traditional uses) it also has the potential to impact negatively on heritage values if not given careful consideration. Infrastructure is most appropriately managed through strategic planning. Such methods ensure that any negative impacts are avoided. For example service trenching can impact on archaeological values, therefore it is preferable to group services in trench systems to minimise the extent of any excavations.

Infrastructure installations, upgrades and works occurring within KAVHA and classified as use or development¹⁰ may require development approval and referral to the KAVHA Management Board for comment. Referral under the EPBC Act may also be required. Some works or activities may also require a permit under the Public Reserves Act or a license under the Crown Lands Act or a building application. If the proposed works / activity/use/development are undertaken in accordance with a MP approved by the Australian and Norfolk Island Governments then work exempted under clause 88 of the *Norfolk Island Plan* does not require development approval under Norfolk Island Legislation. The Board should still be informed of the specific proposal.

Parking / Vehicular Management

Parking needs to be accommodated. Parking generally occurs on an informal basis, with the exception of parking within the Compounds, the gravel areas in front of the New Military Barracks Compound, the boat sheds and Pier Store and at Slaughter Bay. Parking on the site is by both visitors and those using the site for work and recreational purposes, in particular at the sports ground and the beach. Present arrangements appear haphazard and result in vehicles being prominently and intrusively parked in front of historic restored and stabilised buildings as well as being parked indiscriminately within important landscape vistas. This practice detracts from the heritage value of the place and the efforts of stabilisation by the KAVHA Works Team. In some areas vehicle use is causing deterioration of archaeological remains or other heritage structures, in particular around the Pier Store.

¹⁰ Clause 2 of the Norfolk Island Plan defines use or development of land as use or development that is categorized into one or more of the categories of use or development defined in clauses 118 and / or 121 of the Plan.

Parking and access throughout KAVHA needs a strategic management approach, in particular parking of vehicles in the vicinity of the Pier, Pier Store Museum, Royal Engineers Café, Museum Research Centre, Crank Mill, Surgeons Quarters, east of the Blacksmith's Compound and behind Emily Bay where the glass-bottomed boats park.

The identification and use of small areas of roadside and off road parking areas is preferable to large car park areas that would have a negative impact on the cultural landscape. In the future a review of the level of traffic should be made. With the potential for KAVHA to gain international tourist attention the level of tourist vehicles and parked cars may become even more visually intrusive. Planning should now occur to cater for alternative arrangements, such as a park and ride scheme for tourists. This should also be addressed in any review of the Reserves Plan of Management.

Because of the heritage values of KAVHA are strongly associated with current community uses it is not appropriate to restrict vehicle access and parking by Norfolk Island residents – although obviously there needs to be appropriate restrictions in terms of safety and aesthetics (eg parking restricted in view corridors).

No new gravelled or paved car parking areas should be formed. In specific areas timber kerb rails similar to those existing at Emily Bay should restrict access to cars. The use of bush log barriers is more intrusive and should be discontinued. When and if car parking reaches a level that substantial grassed areas are becoming bare, cut up or eroded, consideration should be given to limiting the car parking available at the place, rather than creating new carparks. Alternatively reinforced turf surfaces could be trialled.

Vehicles driving off roads have the potential to impact on archaeological remains. This has occurred adjacent to the Crankmill where erosion caused by tourist buses has exposed remains. Such areas need protection, careful design and treatment. Rather than increasing hard paved areas the use of reinforced turf should be considered.

Parking areas are generally the responsibility of the Norfolk Island Government. Plans to establish new parking areas or to undertake works to existing parking areas may require development approval and EPBC Act referral.

Parking of Moveable Structures

Parking or permanent siting of boats, trailers and the like are controlled by the Crown Lands Act 1996 and the Public Reserves Act 1997. Moveable vehicles and equipment relating to permissible uses (eg glass bottomed boats) may be parked at the place however garages and sheds should not be built. At present the only moveable structures that are parked permanently or for extensive periods in KAVHA are the glass bottom boats located at the rear of Emily Bay within the Point Hunter Public Reserve. Glass Bottom Boat tours are an interpretive activity enhancing equitable access to the natural heritage values of the Bays and the reef. They are a compatible use provided impacts on the reef, dune and the character of KAVHA generally are minimised.

It is understood that permits to park the glass bottom boats and trailers at this site are not in place because this practice precedes the introduction of the *Public Reserves Act 1997* (NI). However, a permit or license would be required to relocate one of the boats depending on the proposed location. If for commercial reasons, the activity ceases, then the boats would need to be removed from KAVHA.

A moveable kiosk is located at Emily Bay most days throughout the summer and operates under a permit under the Public Reserves Act. Mobile kiosks are defined as use or development under the Norfolk Island Plan (Food Premise) and require development approval.

Kingston Pier & the Royal Engineer's Precinct

The main traditional use of the Precinct is the use of the Pier for boating, fishing and unloading cargo and associated continued use of boatsheds to house the lighters. The Norfolk Island Museums is a compatible modern use of the Pier Store, the Settlement Guardhouse and Royal Engineers Office. The KAVHA Works team uses the Blacksmiths Compound and former Constables Quarters for works offices and buildings in this area were used for similar purposes during the Second Penal Settlement. Tourism and recreational activities are now major uses in the area. Tourism is a compatible use, as is interpretation of the place. Both these activities need management. The use of the area for building works and for boats is traditional, one being a continuous use, the other a tradition revived by KAVHA, based on the occupation of the area by the Royal Engineers.

The KAVHA Works Team is responsible for all aspects of the maintenance of the Kingston Pier and other structures and grounds in the Royal Engineer's Precinct¹¹. The Norfolk Island Fishing Club maintains the crane on the Pier. The structure of the Kingston Pier was upgraded in 2006 in order to ensure it could take contemporary loading requirements. The works were project managed by an external contractor.

A detrimental impact of the high level of visitation in this area is parking on and driving over archaeological sites. Certain areas need to be protected from traffic. This has been occurring on an occasional basis during major events such as Anniversary Day. A detailed plan of the area indicating archaeological sites and areas suitable for parking needs to be prepared and implemented in order that the archaeological and historical resources can be protected. This plan could also consider interpretive opportunities for working areas associated with lighterage.

Roads, Bridges & Other Access Routes

The main access to KAVHA was by sea until WW2. Sea access is still used for freight and recreation and is an historic use. With the introduction of air travel and cars to Norfolk Island, Burnt Pine developed as the main commercial centre and the main access to Kingston for people is now by road. Many of the roads used today are those developed in the Second Penal Settlement so routes of moving through the place are also historic. The old road pattern should continue and no new roads should be constructed. The private road across the lower part of Watermill Valley and up its west side is intrusive and should be screened by planting and be removed when the opportunity arises.

Some traditional routes are no longer used though some of the formation remains. There is potential for them to be used for interpretation as walking routes reducing the conflict between pedestrians and vehicles. This has been successfully done on Flagstaff Hill. There is the potential to develop other walking routes. However, where parts of these cross private land, consultation and agreement with landowners would be essential. The road around Emily Bay is a modern road.

The road system within KAVHA provides a desirable low key visitor and user experience, requiring a relatively slow speed throughout the area. Until the 1950s the roads in KAVHA were not sealed. The roadways are still narrow, with no defined kerbs. Road

¹¹ See **xx** for the boundaries of the Royal Engineer's Precinct.

edges and drains were earth cut, or grassed with some stone edging. Upgrading works should recognise that the current state of the roads is part of the historic character of the area. Consequently, roads designed to improve traffic flow are not consistent with the historic character of the area, and improvements made to facilitate faster motoring should be avoided. Alternatively, it is preferable to reduce vehicle speeds, rather than undertake major road upgrading. Although originally there was no road signage, it is necessary to erect some road signage for safety reasons and because of changed usage and vehicles. Road signs should be designed to minimise any intrusive impact to the cultural landscape.

Stormwater drainage should be carefully designed in an unobtrusive manner in order that it does not dominate the landscape. Pits and other features should not project above the ground line.

The road system within KAVHA is mostly on Vacant Crown Land. For any roadworks within KAVHA, the Works Department of the Norfolk Island consults with the KAVHA Project Manager. Roadworks are undertaken in accordance with an annual roads program adopted by the NI Administration. The KAVHA Management Board is not usually currently consulted about general roadworks unless substantial excavation is necessary and no other formal approvals are obtained.

The current condition of the formal roads within KAVHA is good. The 1988 MP identified the need to formalise the turning circle at Bloody Bridge and this is still recommended as the size of the circle is increasing and may impact on the stream and bridge. The road system also includes many historic features such as bridges, retaining walls, culverts and possibly pavement remnants that need active conservation.

Road works in general are not classified as use or development that requires development approval under the Norfolk Island Plan. However, works carried out for the maintenance and repair of roads, track and footpaths may require development approval if there are heritage implications.

Road works such as re-sealing, culvert construction and the erection of roadside barriers and signage may have a significant impact on the aesthetics and heritage values of KAVHA depending on scale and extent of works. It is considered necessary that the KAVHA Board is given an opportunity to be consulted on all road works within KAVHA. There is a potential for incremental change to the road system that could ultimately have a negative impact on heritage values. An overall plan for roadwork should be agreed every five years and the necessary development approvals obtained.

Utility Services

Utility services include power, communications, water supply, sewerage and stormwater drainage. These services have not been accurately mapped within KAVHA. This should be done particularly for underground services.

Underground services are preferable for aesthetic reasons but new trenches have the potential to disturb archaeological deposits and adjacent historic elements (eg field boundaries). When new underground services are proposed existing disturbed trenches should be utilised to avoid disturbing remains. Where new underground services are contemplated, archaeological supervision would be required. The current practice is for the location of any new trenches to be approved by the KAVHA Management Board. Works to services (eg electricity or telecommunications) can usually be

classified as public works. Major public works under the Norfolk Island Plan require development approval and may also require EPBC referral.

Water Services

A water supply is reticulated throughout KAVHA. The main source of water at present is a tank located near Queen Elizabeth Lookout. However, that tank was initially installed to supply water for fire protection and the supply is not suitable for reticulation as a domestic water supply. The tank is fed by a spring located behind the Officers' Bath. Water is pumped up to the tank and gravity fed to supply water to a ring main reticulated throughout KAVHA.

This water supplies public toilets (except those located at far end of Emily Bay and the Cemetery), bathing sheds, administration offices (New Military Barracks) Legislative Assembly offices (Old Military Barracks), museum buildings, All Saints Church and the Norfolk Island Golf Club.

Government House is supplied with water from a reservoir. The houses in Quality Row are supplied with water from a separate tank and bore located near the former Paradise Hotel site. Some Quality Row houses (not Numbers 8 and 10) have historic underground wells, while No 9 has a more modern reservoir. An underground tank is also in place at the New Military Barracks. None of these underground water storage facilities are currently in use. In the interests of water conservation the activation of their use should be considered.

The use of water tanks in KAVHA is not prohibited in the MP. Some metal water tanks put in place in the Pitcairn period were removed in the late 20th century because they were considered visually intrusive. Also in the past the tanks could not be used because many of the roofs of buildings within KAVHA contained asbestos. However most of the asbestos has now been removed. The installation of above ground water tanks could be considered for some of the Quality Row houses. Such installations would require development approval.

Sewage Treatment & Stormwater

In many of the buildings within KAVHA sewage is directed to septic tanks that are pumped out or drained into sullage trenches. This includes all the houses in Quality Row, New Military Barracks and Old Military Barracks. Government House is serviced by a recently constructed on-site sewage treatment plant. Public toilets located along the Kingston foreshore and Cemetery Bay have holding tanks that are regularly pumped out.

The extensive use of sullage trenches has the potential to affect water quality in aquifers, the creek and ultimately the lagoon as the effluent seeps into the ground and ultimately the water table. It is also important to protect the water quality of the wetlands, creek and lagoon. Since bore water is used extensively in KAVHA, it is important to ensure that the bore water is maintained at acceptable quality levels and that is suitable for domestic use. New sewage treatment solutions will require development approval and possibly EPBC Act referral.

Stormwater drainage should be carefully designed in an unobtrusive manner in order that it does not intrude in the cultural landscape. Pits and other features should not project above the ground line.

Telecommunications

Most telecommunications can be classified as Public Works and require development approval under the Norfolk Island Plan. Particular care needs to be taken with aerial structures so that they do not impact on the significant cultural landscape setting or views within KAVHA. Television reception is poor in KAVHA and some residences have dish receivers which need to be located discreetly.

Signage

Directional, regulatory and traffic signage within KAVHA is the responsibility of the Norfolk Island Government. The Works Department of the Administration of Norfolk Island undertakes the work to erect such signage after consultation with the Executive Member for Roads. It is understood that no further consultation or approvals are currently pursued.

Other signage types include usage naming (eg 'Museum'), commercial signage, interpretative signage and temporary signage for tourism operations and community events. Existing signs already are generally appropriate with the exception of a proliferation of portable signs. Uncontrolled signage can have an impact on heritage values by incremental change. The erection of signs may require development approval.

5.5.5 PUBLIC GROUNDS MANAGEMENT

The KAVHA Works Team is responsible for all public grounds management in KAVHA such as erosion controls at the beaches, fences, park furniture and the like. Responsibilities in this area overlap with the Conservator of Public Reserves where the land affected is within a Public Reserve. The Works Department of the Norfolk Island Administration is responsible only for maintenance of the raft in Emily Bay. Some works such as the erection of fences and park furniture may require development approval.

Public Toilets

The Works Department of the Administration of Norfolk Island is responsible for the public toilets. Those at the east end of Emily Bay and the Cemetery utilise tanks for water supply. Public toilets are located at:

- far east end of Emily Bay;
- Emily Bay
- Slaughter Bay
- the Compound
- Munna's and the Royals Engineers Stable
- the Sportsfield (No. 11 Quality Row)

Portaloos have been used in the past for major events such as the Millennium Celebrations. It is intended to ensure that there are sufficient public toilets available to service public / community events at the Compound. A proposal to construct a new public toilet and bathing shed at Slaughter Bay is currently progressing. The previously used portaloos were not modern sealed units. It is probable that portaloos will again be required in the future for community events and modern sealed units may need to be acquired to suit this need. New and redeveloped structures such as bathing sheds and the like require development approval and may require EPBC Act referral.

Park Furniture

It would be desirable to develop consistency of infrastructure within KAVHA including park furniture, fences etc. This would allow for improved economies in the maintenance of such infrastructure.

Picnic tables with attached seats are located at picnic sites and near barbeques. Some are moveable and are occasionally relocated depending on needs. This form of park furniture is appropriate in KAVHA and should continue to be located at picnic areas. As these facilities are generally in public reserves they are subject to reserves plans of management and require NI Administration approval as well as any heritage consideration.

Memorials

Memorials in KAVHA have taken many forms ranging from structures to tree plantings and if uncontrolled, together with road signs and interpretation signage, can contribute to a visual clutter. There are many memorials within KAVHA because of its heritage values; because of the presence of the Norfolk Island Government Offices and because it is a site for major community events. Previous MPs have recognised that uncontrolled additional memorials (other than in the Cemetery) would have the potential to overly clutter the site. Policies need to be put in place to allow decisions to be made about what additional memorials are acceptable and where they could be sited. Some existing memorials and monuments have been identified as intrusive and opportunities should be taken in the future to replace or relocate them.

A series of memorials have been installed near the waterfront, including the Sirius Anchor, the King memorial boulder and the current Sirius Memorial (2001). The installation of memorials should be limited. Proposals for memorials should demonstrate a strong connection with the site and should follow the same process of assessment of heritage impact, as new structures. Memorial seats have been located at various foreshore sites in KAVHA, generally placed by community groups. Their simple form and materials are appropriate but the number should be controlled so they do not dominate the place.

Fencing Gates and Grids

Construction and maintenance of fencing is undertaken by the KAVHA Works Team and a higher standard of timber post and rail fence has recently been constructed along Quality Row at the Golf Club. The responsibility for maintaining cattle grids belongs to the Works Section of the NI Administration and forms part of a regular works programme.

6.0 OPPORTUNITIES & CONSTRAINTS

CHAPTER CONTENTS

This section analyses issues as a basis for formulation of policies which follow in the next chapter.

- 6.1 Obligations Arising from Heritage Significance
 - 6.1.1 Australian Charters
- 6.2 Managing KAVHA as a Cultural Landscape
 - 6.2.1 Setting, Character & Vistas
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INTRODUCTION

The conservation of heritage places cannot be considered in isolation from the operational, geographic, political, economic and social environments in which they exist. Aspects of these environments can be both a constraint and an opportunity to the conservation management of the place. One of the aims of this chapter is to provide background for the development of conservation policies (see Chapter 7). Where there appears to be a difference between the comments in this chapter and conservation policies, then conservation policies are to take precedence. Where conservation policies are silent on an issue then it will be necessary to seek expert heritage advice to assist with interpretation.

Resources necessary to implement conservation policies, carry out works programmes, or undertake urgent repairs depend on budget allocations. Subject to the availability of the most suitable resources, the administrative arrangement and management body should recognise the need to prioritise work depending on the relative importance of the policy, the significance of the place, and or the element needing attention. Expert assistance may be necessary to determine such priorities.

6.1 OBLIGATIONS ARISING FROM HERITAGE SIGNIFICANCE

The heritage values contained in this MP demonstrate that KAVHA is a place of heritage significance and it should be managed in accordance with accepted best practice heritage conservation principles so that these heritage values will be retained for current and future generations of residents and visitors to KAVHA.

In addition to the process of understanding heritage values and other issues before making decisions there are many other approaches that make up best practice heritage conservation. These are included throughout this MP and include issues such as taking into account all heritage values, allowing for community participation, establishing interpretation policies and being careful to protect unforeseen or sensitive elements such as the historic values, traditional uses, ecosystems and archaeological deposits.

It is important that all those making decisions about KAVHA or carrying out work in KAVHA be given the opportunity to understand and discuss the recommendations in this MP and these general best practice approaches. The aim is for people to support the approach and to know when to take stock and re-assess or seek guidance.

The provision of mechanisms for the participation of stakeholders and the community in the conservation, interpretation and management of KAVHA, including the need to recognise, respect and encourage the cultural values of all periods and groups associated with KAVHA is part of best practice heritage conservation. Such participation and consultation is also promoted in best practice cultural and natural heritage management guides and in legislation.

6.1.1 AUSTRALIAN CHARTERS

The Australia ICOMOS *Burra Charter* 1999 (the Burra Charter) is internationally recognised as a standard of practice for those who provide advice, make decisions about, or undertake works to places of cultural significance, including owners, managers and custodians. The Charter can be applied primarily to of places of cultural and historic significance but can also inform places of natural and indigenous significance. However where natural values exist reference should be made respectively to The *Australian Natural Heritage Charter*.

Australia ICOMOS recommends that the *Burra Charter* be referred to as a whole, particularly because many articles are interdependent. The explanatory notes in the *Burra Charter* give sound guidance on its application and use. The *Burra Charter* (and its companion documents) can be downloaded in full at www.icomos.org/australia

The *Australian Natural Heritage Charter* is also relevant to those aspects of KAVHA's heritage significance, under the Commonwealth Heritage List (under the EPBC Act) and under the *Norfolk Island Heritage Act 1999*, which can be considered natural, rather than cultural heritage values.

6.2 MANAGING KAVHA AS A CULTURAL LANDSCAPE

Changes to the area have the potential to impact not only on the built fabric, but also on the wider cultural landscape.

Cultural Landscape is a term, which encompasses all the cultural values of KAVHA. A cultural landscape approach is an integrated heritage management approach, taking account of the historic, natural and Indigenous heritage values of a place. The definition for '*environment*' in the EPBC Act is pertinent to cultural landscapes in that it includes ecosystems, natural and physical resources, characteristics, heritage values and social and economic aspects of the place. The definition for '*place*' in the EPBC Act also has implications for KAVHA and its cultural landscape in that it includes in relation to the protection, maintenance, preservation or improvement of a place – the immediate surroundings of a location, area or region or a number of locations, areas or regions and a building or other structure or group of buildings or other structures.

Cultural landscapes are environments that, unlike built heritage items, exist both as artefacts and as systems; that is, it is both a process and a product. Perceptions, beliefs, stories, experiences and practices give shape, form and meaning to cultural landscapes and their attributes are expressed in the physical built and natural landscape. The sense of place at Kingston and at Arthur's Vale is contained in its appearance, vistas, atmosphere, sounds and smells as well as by physical elements. There is also a strong sense of continuity with the island's isolation and the role of this isolation in its history.

The cultural landscape of KAVHA is subject to pressures and natural influences, such as shifting sand dunes and living significant vegetation, but also because it contains practices and systems which are significant. It is just as important that KAVHA continue to accommodate practices and operational functions as it is to ensure that heritage fabric (as the context for such activities) be protected and conserved. This includes conserving heritage values and at the same time ensuring that operational requirements such as administration, safety, community access and parking continue.

6.2.1 SETTING, CHARACTER & VISTAS

The statutory listings describe the aesthetic heritage value of KAVHA. The ruined elements of KAVHA are important to both its historic character and to an understanding of all aspects of KAVHA's history. The Pitcairners avoided using the places of convict incarceration and punishment and instead mined these sites for building materials for use throughout the Island. The agricultural character of KAVHA is not only made up of the pastures and traditional practices such as cattle grazing, but there are significant agricultural elements such as irrigation management, road and field relationships, field boundaries and field huts which contribute to the landscape character.

The landscape setting is now identified in the Norfolk Island Plan, which controls development within the cultural landscape setting. One of the objects of conserving the place is to protect important vistas from within KAVHA, such as the view from the pier, as well as views across the site from vantage points such as Flagstaff Hill and the Queen Elizabeth II lookout. It is also important to protect the views of KAVHA from places outside the area such as from the waters adjacent to the site and Philip Island. Management involves the assessment of the impact of development within KAVHA and within the vicinity of KAVHA to be considered to ensure that it does not have a detrimental impact on the setting and character of the place.

The need to maintain historic structures and an agricultural setting have the following implications when conserving the heritage values of KAVHA such that where:

- change is limited to that which will not have a negative impact on the cultural landscape;
- structures in a part ruinous condition are not reconstructed to an 'as new' appearance, but retain their sense of being historic and archaeological elements contributing to the significance of the place;
- preservation of the agricultural setting and associated agricultural elements (including interpretation where appropriate).

The management of erosion by overly extensive tree planting can also impact on the views and the important overall open 'agricultural' heritage setting of KAVHA.

6.2.2 FABRIC CONSERVATION GENERALLY

Given KAVHA's high cultural heritage values it is essential that future conservation of KAVHA be carried out in accordance with best conservation practice and methodology. It is general practice in conservation works for the significant fabric to be conserved in situ. Occasionally repair works need to be undertaken in a workshop, requiring the temporary removal of building elements. It is not appropriate to totally dismantle sections of buildings or whole buildings.

This MP, in line with previous CMPs for KAVHA, takes the approach that the whole of the Area is significant and all aspects of the place are important and worthy of protection and conservation.

Generally all authentic fabric must be conserved. For example the only original fabric in the Old Military Barracks is the stone walls and the whole of the interior is reconstructed, whereas in the New Military Barracks most of the fabric is original. Thus the management of any intervention in the New Military Barracks must be much more closely controlled.

Note that conservation of other heritage values of the place may lead to other options for treatment of fabric outside those set out here. For instance conserving historic values may depend on interpretation, conserving landscape may require replanting and conserving traditions may need an organisational or educational response.

Monitoring of Fabric

As part of the conservation of KAVHA it is important to monitor condition of the fabric to prioritise remedial works and identify whether other management measures are necessary. Of particular importance is the monitoring of any structures identified as having structural defects. Stabilised ruins should also be monitored and additional

works programmed if measures have failed or further stabilisation measures are necessary.

Maintenance of Fabric

Maintenance is fundamental to *conservation* and should be undertaken where fabric is of cultural significance and its *maintenance* is necessary to retain that cultural significance, (Burra Charter Article 16). A regular programme of maintenance works to aspects of the built and landscape fabric has been occurring since the formation of the KAVHA Board. Works occurred on a more intermittent basis before that date, subject to funding. Maintenance is carried out according to a maintenance plan.

Advice from conservation professionals is sought where required for specific issues and the previous MPs have been used for guidance. Annual programs are developed by the KAVHA Project Manager. The routine maintenance programme at KAVHA is a very successful one, both in utilising local resources and in achieving a high standard of maintenance of the place. The maintenance programme concentrates on the main buildings of KAVHA and needs to be expanded to address other elements such as significant plantings and ruins.

Removed Fabric & Moveable Heritage

Readily movable heritage items associated with KAVHA, including building fabric salvaged during conservation works, are generally already in the Norfolk Island Museum and are conserved and protected. Many of these items are important to understanding the history of KAVHA and are highlighted in interpretive signs.

Other items are still in situ in various buildings and ruins and should generally remain there unless there is no other alternative to their ongoing protection. In accordance with longstanding intergovernmental agreements, moveable items are protected by Norfolk Island legislation and are a responsibility of the Norfolk Island Museum. The Act requires listing of items for protection. Treatment of movable items should be managed in consultation with the Norfolk Island Museum and relevant sections of the NI Administration.

In addition to items being stored for reference purposes in NIM, elements salvaged from buildings that are to be used in future conservation projects are also retained by KAVHA. The NIM collection is stored in the Archaeological Museum under the Commissariat Store and KAVHA building items are located in the Surgeons Kitchen. At present a comprehensive catalogue of the collection has not been prepared. Much of this material is not appropriate for a museum collection but is necessary for building work and as a conservation resource. Current and former KAVHA Works team members may be able to identify many items and they should be consulted.

Elsewhere there are also several stockpiles of calcarenite stone, which is now scarce. The stockpiles have been pilfered over the years. Recently a large unsorted stockpile of stone and rubble removed from the Pier has been established below Watermill Dam. Consideration should be given to the development of a strategy to appropriately store and protect the stone and to make it readily available for conservation works. One option is to re-establish a stone cutters yard and interpret the stone and the masons' work.

Movable items in situ include iron pots in ruins, and carved stones such as the mill stone in the New Military Barracks compound. There are also historical images displayed on

the walls in some buildings. These items are generally the property of the NIG or Administration or of individuals.

Every attempt must be made to conserve items in situ but if removal is necessary their original location must be recorded and the items tagged and appropriately stored for reinstatement in their historic location as and when the opportunity arises. This may be in the NIM or in a building materials store. Items should be appropriately treated and / or protected from the weather if they are subject to deterioration. A list of items shall be kept by KAVHA with information about where they came from.

Skills & Training For Fabric Conservation

At KAVHA, professional advice is sought as needed from heritage architects, conservators, landscape architects, engineers, experts in prehistory, maritime and historic archaeologists, researchers, etc. Conservation advice is also available from the DEWHA Heritage Division. Most conservation work to cultural heritage fabric in KAVHA is undertaken by the KAVHA Works Team. The team has many members with experience and trades skills in painting, plastering and carpentry and an understanding of the conservation approach taken at KAVHA. Some team members have specialist skills such as shingle splitting and French polishing though sometimes skills are lost when people change jobs. Both local (when available) and other specialist trades people are employed when required e.g. masons. The skills base of the KAVHA Works Team should be maintained and complemented depending on the nature of the works programme. This is likely to involve trades training.

There are a number of traditional building techniques that are essential to the conservation and maintenance work undertaken at KAVHA. Briefings and inductions on conservation issues relevant to their work should be provided and monitoring is essential to ensure the heritage values of the place are not put at risk.

Keeping Records

Existing fabric, use, associations and meanings should be adequately recorded before any changes are made to the *place*, (Burra Charter 27.2 Managing Change). Such records are important to provide information to enable a clear understanding of the place in the future but are also an important tool for management. Records indicate the rate of deterioration and former configurations. They should be maintained and made accessible to those planning work at the place and for research, interpretation and education.

Design & Documentation Of Conservation Works

Conservation works need to be designed and documented and designers need to carefully distinguish between reconstructed work and the surviving original fabric. Conservation works should focus on the interpretation of the fabric, revealing the method of construction, evidence of earlier finishes: paint, limewash or decoration, or the location of earlier fittings, timber plugs &c.

It is not intended that structures, interiors and landscape elements appear brand new on completion of a program of conservation works, rather the patina of age of each element and finish should be retained so that visitors can appreciate the age of the settlement. Likewise conservation works should retain evidence of the various phases of development of the place, including the Pitcairn settlement.

6.2.3 CONSERVING BUILDINGS & STRUCTURES

Conserving Fabric in Buildings & Structures

Kingston contains a range of significant Colonial Georgian buildings, including Government House, two substantially intact Barracks compounds, two Stores: and the Quality Row houses. These buildings were designed by military engineers, the Royal Engineers, based on standard designs. The Royal Engineers drawings of buildings for the place show the original designs.

Some buildings have been occupied continuously and retain most of their fabric eg Government House, No. 6 and 10 Quality Row, the New Military Barracks, Commissariat Store and various buildings at the Pier. Some buildings have been substantially reconstructed, recreating the character of the original design of the place. The authentic fabric and reconstructions should be retained with emphasis on conserving the authentic fabric and interpreting reconstructions. These buildings were intended to be utilitarian and this is reflected in their restrained and austere detailing. Internally the buildings are and were plain with no elaborate decoration.

Though there are complex layers of history in the KAVHA story there is little physical evidence of some phases. Apart from removing building material from penal buildings, the Pitcairners made few physical changes to convict period houses for example, and most of these have been lost through deterioration or have been removed. The alterations to the Quality Row Houses such as filled in verandas no longer survive and the walkway between the house and annex at No. 10 is a re-creation. Thus any remaining authentic physical evidence is of greater importance and must be conserved. Similarly there is little obvious evidence of whaling and World War II activities in KAVHA even though these uses modified the place substantially.

Conserving Ruins

Although there has been much reconstruction, many ruins remain. They range from footings to near complete buildings. The treatment of each ruin should be according to the needs to preserve fabric and should be considered on a case by case basis. Footings may only require filling of open joints with mortar and protection from vehicles and cattle. Taller walls may require propping. Ruins, which have internal finishes or floors, may require protection from the elements.

The purpose of retention varies from indicating the location of structures, providing evidence of structures, demonstrating historical events that led to the ruin and retaining the atmosphere evoked by the ruins. The ruin at No. 2/3 Quality Row demonstrates in detail the construction of the buildings including internal finishes and ovens. The gaol ruin shows the layout of the gaol and its drains and its character evokes the sinister character of the place and later settlers' rejection of it. Conserved ruins include the crankmill, gaol, prisoners' barracks, lumberyard, salt house, windmill, police huts, No. 2/3 and No. 4 Quality Row and structures in the Common, Watermill Valley, Towns Creek and Tributary Creek.

Materials & Techniques

The vernacular buildings at KAVHA were largely built by hand using building materials collected and worked in the vicinity. Not all of these materials are available today and some techniques are labour intensive and therefore costly. Where possible, financially feasible, and practical, it is preferable that local materials and traditional techniques should continue to be used.

In past conservation works the form of the buildings has been reconstructed, however the traditional roughcast external finish has not and attempts to reproduce the finish have not been successful. The buildings have been rendered with a smooth finish and

painted giving the buildings a different appearance. Historic photographs also show that the walls were dark in colour and the sills were light, the reverse of current practice. The acrylic paint now used is not porous, forming a skin, which traps salt and water and requires frequent repainting. New porous paint formulas if available are preferable.

Norfolk Island pine shingles were the original roofing materials of the buildings (except one powder magazine which was slate and the surgeon's quarters) and are the ideal roofing material for authenticity. However they deteriorate quickly and require regular replacement, which is costly and uses scarce resources. At present supplies of Norfolk Island pine suitable for shingles are inadequate for large-scale use for shingles. Should supplies of Norfolk Island pine become available and/or treatment methods be developed which extend the life, they should be used as the preferred roofing fabric. Norfolk Island pine is readily available as boards and small structural timbers and is appropriate to use as required.

Casuarina torulosa shingles from NSW are currently used for the roofs of small prominent buildings. This material was the original material of the Surgeons Quarters roof, which was imported from Sydney. The shingles are available in limited supplies only and are expensive but durable. The longevity of the material should be monitored and alternate durable species trialled if the supply becomes inadequate. Shingle trimming and laying on site adds to the interpretation of the area. Demonstrations are given for occasional events and tourists can watch.

The extremely harsh marine conditions also limit the selection of other building materials and techniques. Generally the use of metals should be minimised. Materials such as copper gutters and plumbing fittings are unsuitable as they corrode rapidly. Any stainless steel or aluminium used should be the highest marine grade. Timber is much less affected by the marine environment and plastics, though a modern material, are durable in salty conditions.

Despite the extreme conditions the fabric of most buildings has not suffered significant damage from salt attack. This is due to the high porosity and large pore spaces in calcarenite. Damage is concentrated in joints. This is normal and joints should be re-pointed on an ongoing and programmed basis. Internal plasters are also affected, particularly where previously wet walls dry out after rectification of damp problems. Such areas should be desalinated before recoating. The extreme humidity leads to decay of timbers, enhances conditions for borers and results in 'musty' spaces. Ventilation can assist but sometimes the external air is more humid and salt laden than the internal. In some spaces, Museums and Government House, dehumidifiers are used effectively but require either manual emptying of receptacles or piping of waste water outside and are costly. Practical methods of dehumidification should continue to be investigated to aid in conservation.

New Work in Existing Buildings

Additions and alterations have been made to the interiors of many of the buildings in KAVHA. Some of these now have heritage value in their own right. For example, the conversion of the former Commissariat Store to All Saints Church. The Pitcairn period courtroom fitout should in the long term be returned to its original location and use when the opportunity arises. More recent additions include office partitioning in the New Military Barracks and vaults at each end of the ground floor. The fitout in the former Officers Mess (D16B) is also modern and does not follow the traditional spatial arrangement. Both use stud walling to door head height and glass above distinguishing them as modern elements and allowing appreciation of the space. Using modern

materials and techniques can be an effective way in distinguishing new work from the original.

In the long term it would be preferable to remove the structural division from at least one major room in the New Military Barracks (D17A) so that the original space can be appreciated. Such additions may need alteration occasionally and the opportunity should be used where possible to retrieve the heritage value.

New work may be required to adapt the place to the requirements of existing and new uses. All new work should be reversible allowing removal without damaging original fabric. New work should not dominate the existing structure and should be kept within the building envelope. It should be carefully designed and well built. Existing spaces should be retained; subdivision of large spaces should be avoided. Removing original walls to make small spaces into larger spaces is inappropriate, as it requires removal of significant fabric. Spaces such as halls and the major stairwells should not have additions and alterations, as these are public spaces and design features of the buildings.

Design of new work must also take into account the construction and structural capacity of the original. It should not overload or weaken existing elements. Change is allowed to reconstructed fabric and this can be taken advantage of when planning new work. Generally additions and alterations should be within the overall volume of a building and not be visible externally. In some cases there are historic precedents for lean-to structures or veranda enclosures but these should not be in visually prominent locations. Examples of where such additions may be acceptable are to the single boatshed where there were rooms on the south side of the existing building and on the west of the Surgeons Kitchen where there was a coach shed historically. Such additions would only be appropriate if required for conservation, for a significant traditional use or for interpretation.

These policies generally apply to the Colonial Georgian structures. The principles can also apply to other significant buildings such as Pitcairner houses where these are assessed and identified as historically significant.

New Services in Existing Buildings

It is recognised that new services will be required in buildings. In preference these new services should be inserted into areas of reconstructed fabric. If there is no option but to install services in areas of nineteenth century masonry or Third Settlement timber linings then the services should be carefully surface mounted and painted out. Great care is required in working out the routes of services to ensure that significant fabric is not damaged during their installation.

Installation of environmental control/air conditioning can be particularly damaging and intrusive. It should be avoided in preference to natural ventilation and dehumidification. It may be preferable to locate uses requiring air conditioning elsewhere or in new structures. Change of atmospheric conditions also has the potential to damage fabric, for example it may increase rising damp and efflorescence.

In some cases design features of the building may be able to be utilised to improve the internal environment. For instance, ensuring windows or roof vents operate to improve ventilation. A number of buildings including the former Protestant Chapel had roof vents and they may be able to be reintroduced to modify temperatures in the building,

which is now used by the Museums. Such options should be explored before introducing air conditioning.

6.2.4 CONSERVING ARCHAEOLOGY

Archaeological Management

The archaeological resource in KAVHA is of very high heritage value and covers all settlement periods. It includes pre-historic deposits, and relatively undisturbed historic deposits that date from the first period of European settlement in Australasia. The comparable settlements in Sydney, NSW have been disturbed by the development of the city. The deposits in KAVHA provide a unique resource.

The archaeological remains identified within KAVHA include visible remains (ruins), subsurface structural remains, deposits and artefacts. In many instances the locations and extent of these remains are known but for many others, particularly those associated with the period of Polynesian settlement and the First Penal Settlement there are significant gaps in our knowledge. It has to be assumed that archaeological sites of significance have the potential to exist within the whole of KAVHA except in those areas that have been previously stripped to bedrock or subsoil. Overlays of historic plans have been prepared to help predict possible sites and they indicate sites throughout the area.

The following constraining principles arise from the identified archaeological values:

- KAVHA contains a range of related elements from all phases of settlement and occupation that are often interrelated or mutually supporting. Changes made to one element (or elements from a particular phase) may have the potential to adversely impact on others.
- change should not intrude upon the ability to understand and appreciate the visible and subsurface archaeological remains within the broader landscape.
- any disturbance of archaeological remains should be overseen by a professional archaeologist.
- the archaeological deposits should be conserved with the least possible intervention. Where deposits are found they should be left in situ and stabilised against subsequent decay and disturbance.

There are opportunities for the enhancement of KAVHA heritage values through archaeological evidence. Ways to utilise this important resource are to:

- protect and conserve archaeological remains that have known value or have potential to provide information that contributes to the significance of the place.
- use the information gained from archaeological investigations and studies to assist in revealing the site's history, periods of settlement and development.
- interpret KAVHA and its elements, using the information revealed by archaeological research throughout the site and the associated artefact assemblages as displayed by the NIM.

KAVHA was identified as an important archaeological site in the 1979 *Archaeological Report*. Since the initial published report a series of Archaeological Reports have been prepared. These are in the bibliographic database that forms an appendix to this MP and copies are held in the KAVHA Archive.

It is recommended that sites already disturbed be mapped to indicate areas where work can be located to avoid disturbing remains. For instance, trenches on the Parade Ground found no early remains and indicated that the level had been raised by a mud slide or other deposit of eroded material. Thus this area is of low archaeological

sensitivity to the depth of that trench. Where there has not been monitored disturbance, areas must be regarded as having high sensitivity. Mapping of such information is important.

Demolition carried out in the course of conservation or other works may reveal remains in cavities, under floors, etc. For example wood shavings found under the Surgeons Quarters dating from the original construction or fragments of slate in the New Military Barracks Powder magazine roof. Such remains should be treated as archaeological remains. There are many small features such as culverts that may be important or may be built over earlier features that may be uncovered during the course of works in the vicinity. When engineering works were recently undertaken at the pier unknown stone lined drains were discovered. When discoveries such as these are made work should halt and expert advice sought.

Archaeological excavation can be destructive and any feature removed from its physical context during excavation can never be replaced. Excavation should be considered as a last recourse and should be professionally undertaken. In the past material has been removed from trenches without proper recording or identification. When disturbance of the KAVHA archaeological resource is unavoidable a qualified archaeologist should be engaged who will: record the site prior and during disturbance and identify, record and catalogue all deposits and artefacts removed; advise on conservation and/or in-situ stabilisation.

Prehistoric Remains

The excavation of the Polynesian site at Emily Bay has revealed physical remains and artefacts. Drillings have been carried out to look for Polynesian sites ruling out the existence of the Polynesian cultural layer in some areas. This should also be mapped to aid management of the archaeological resource.

There are also important palaeontological deposits in KAVHA. These include fossilised bird bones and snail shells in the sand deposits adjacent to Cemetery Bay. This area is currently used for sand extraction that should cease when other sources become available. There is also a saprophytic deposit locally known as the 'fossilised forest' underlying KAVHA. These deposits are mentioned as key attributes in the Commonwealth Heritage Values (section xx) and must be protected, conserved and interpreted.

Recovered Artefacts

Artefacts recovered from archaeological excavations are handed to the Norfolk Island Museum to be stored and managed. The majority of the artefacts are held in the Archaeological Museum in the basement of the former Commissariat Stores (All Saints Church). The responsibility for the management of the artefact collection is set out in an agreement between the two governments.

Recovery of artefacts should include identification, tagging and reporting on their recovery. Items that lack provenance often lose much of their research and interpretive value. Many artefacts, such as those recovered from under the Surgeon's Quarters, have the potential to inform conservation works and should be used in research on sites prior to documenting works and in designing interpretation.

6.2.5 LANDSCAPE CONSERVATION

Historic Landscape Features

Unlike built fabric the early trees and plants at the place have a finite life. Parts of KAVHA are subject to an infestation of a root fungus (Phellinus) which spreads from infected trees via the roots, and possibly Phytophthora a soil borne disease that causes root rot. The habit of the fungi and the methods of control are not known at this stage and a program is underway to research this at the National Park. Trees at Government House are affected.

Traditional cultural plantings continue in the Quality Row and Government House gardens including fruit and vegetables. Old plantings remain in some valleys including bamboo and fruit trees and new plantings of banana trees have been made in some valleys to interpret the traditional use. The valley floors are grazed grass, though some were formerly farmed. Grazing can retain the rural character although mowing is also possible and at some time in the future it may be possible to farm parts of the site. Grazing can conflict with the conservation of ruins and drainage channels that are damaged by cattle. There is a need therefore to balance use of the land for grazing with conservation obligations.

When significant plantings die of old age or other cause or become infected they may have to be removed. This should be planned for and seeds of the existing trees propagated for future replacement. Some intrusive plantings have been identified and some Norfolk Island pines have seeded in locations that will eventually endanger structures or impede views. Some mature pines are now senescent and endanger people and structures. Pines have blown over in the cemetery damaging headstones and in Government House gardens damaging stone walls. The large pine at the east of the cemetery has been removed because it endangered the exceptionally significant headstones.

Dangerous senescent trees should be removed and where appropriate replacements replanted if the trees are significant. New plantings of large trees should avoid locations, which could endanger structures in the future, which interfere with view vistas or which unduly alter to open cultural landscape character of the place. Where possible small trees may be moved and intrusive plantings removed. Where removal is not acceptable intrusive plantings should not be replaced when they eventually die. Most tree removal and the planting of new trees within KAVHA require approval under NI legislation. It should also be carried out in consultation with NI Forestry.

The large grove of pines behind Emily Bay was planted to stabilise the area. It provides shelter to Emily Bay from easterly and northerly winds. No further large pine plantations should be planted on the low areas in KAVHA. The cemetery MP recommends screen planting to reduce wind damage to headstones. Future planting to stabilise dunes should, where possible, use endemic dune species to retain the historic character and avoid large scale trees. Any introduced species should not be invasive.

Within KAVHA there are a series of memorial plantings, which date from the twentieth century, including the line of memorial Norfolk Island pines (Aunt Jemima's Pines), and the pines on Pier Street. Such plantings have value to the Norfolk Island community but conflict with the open character of the convict period landscape, particularly the open visual link between Government House and the penal settlement. An option is to not replace such plantings in these locations if and when they become a safety liability and when they die. Alternative measures, other than tree planting, should be introduced to continue the memorial role.

Earthworks / Landscape Modifications

Major earthworks were carried out to construct the Kingston settlement landscape. These were to create building platforms, fields and access roads, and dams. There is evidence of cuttings for roads and huts at various locations that may be from the First Penal Settlement but this can only be confirmed by archaeological investigation. In Watermill Valley, vestiges survive of earth mounds, which formed field boundaries from the 1790s. They are gradually being reduced by use and there is an opportunity to preserve and emphasise them.

Breached dam walls survive (on private land) in the upper reaches of Town Creek and Watermill Creek and there is the intact dam. An earth mound was also constructed between Emily and Cemetery Bays to prevent the sand dunes from further encroaching on farm land. The only surviving section is at the east end in what is now the golf course. It is increasingly manicured and tending to lose its form. There is an opportunity to emphasise it by alternate maintenance practices eg letting the grass or herbs grow on it. The hillside was excavated for the Commissariat Store and New Military Barracks and the spoil used to build up the common south of these buildings and the Parade Ground.

The Cemetery

There have been burials at KAVHA since the first settlement, with the current cemetery being one of the oldest cemeteries in continuous use in Australia and is believed to have the earliest extant headstone. Conservation work, including screen planting, has been carried out in the cemetery to minimise deterioration. The text has recently had traditional blacking applied to the letters so they can be read. The results need to be monitored.

There are many likely grave sites in the convict section which have no headstones. There are also unknown and unmarked graves in the later section occasionally discovered when new graves are dug. It would be desirable to locate all graves so that disturbance can be avoided and to inform management and interpretation. Consideration should be given to using remote sensing techniques to locate graves subject to a study of cost and other effectiveness.

In the First Penal Settlement there were burials at other locations. Early plans and records indicate a burying ground near Chimney Hill at Emily Bay and human remains have been found in this vicinity in the past. The exact site is not known and should be further researched and in the interim treated according to the precautionary principle of avoiding taking any action that might have the potential to disturb evidence.

New Landscaping

Landscape schemes for individual areas within KAVHA should recognise the development of the landscape of KAVHA as a whole, as well as the character of each area. Conservation of the cultural landscape is covered earlier and this section deals with new work. An overall landscape MP has been prepared, as well as a detailed study of the gardens of the Quality Row residences all now in need of updating. The current landscaping reflects the different phases of occupation of the place, ranging from remnant Norfolk Island pines, which predate the settlement to exotic species introduced during the Third Settlement.

In general gardens, both kitchen and ornamental were associated with the residences to Quality Row and at Government House. These gardens contribute greatly to the character of the place and are being conserved and enhanced. However the majority of the historic buildings on the site are utilitarian buildings not intended to have

a modern 'landscaped' setting. Care needs to be taken in dealing with the former military and stores buildings to ensure that this utilitarian character is reflected in the surrounding landscaping.

Private property owners use their land for agriculture and have household gardens and screen plantings. Where this activity is screened or is not intrusive on the cultural landscape character of KAVHA, this is appropriate and follows the historic pattern of domestic gardens throughout the occupation of the place. The over-riding landscape policies apply particularly of keeping Watermill and Soldiers Valleys largely cleared and in agricultural use.

6.2.6 INTANGIBLE HERITAGE VALUES

Cultural traditions and practices; patterns of use of a place; and associations with events and persons are now recognised as important to heritage significance, rather than concentrating principally on the surviving heritage and archaeological fabric. The NHL, CHL and Norfolk Island legislation values statements at Chapter 4 clearly show that KAVHA has important intangible or social value to the Norfolk Island community. Nevertheless, to protect and conserve such intangible social values it is often necessary to link the values to particular physical qualities and or features.

A number of cultural traditions survive some of which are evident in the day to day use of the place but for which there is little or no physical evidence such as language. On the other hand social activities such as ceremonial and sporting events can be represented by the landing place and sports fields. Some of the traditions, such as the use of the Pitcairn language are not restricted to KAVHA, but occur across the Norfolk Island as does cricket, football, school carnivals and horse riding. Other traditions however, such as burials, the Bounty Day picnic, and Thanksgiving occur primarily within KAVHA. Future planning for KAVHA should encourage the continuation of the cultural traditions and patterns of use, which have been identified as being of cultural significance, primarily by conserving those places in and on which these ceremonies occur.

Norfolk Islanders continue to retain a strong connection with the overall cultural landscape of KAVHA. There is opportunity to carry out a more detailed social values assessment in the future.

6.2.7 INTERPRETATION & TOURISM

Interpretation Generally

Some aspects of cultural significance are not readily apparent in KAVHA. These include the original configuration of places now ruins, the extent of reconstruction, structures for which there is scant physical evidence, the historic purpose and use of structures and associated records of the place. These aspects can be explained by interpretation, which aims to enhance understanding and enjoyment.

KAVHA is a tourist destination and a large proportion of visitors come specifically to see KAVHA. Interpretation needs to provide orientation to enable visitors to access the place and also to provide a range of information to suit diverse audiences and enough detailed historical information to satisfy those interested in the history. The NIM provides a range of interpretation including displays, house museum, tours, open days, an historical drama, occasional events such as period dinners and a research centre. KAVHA has an interpretive program including conservation works, walkways and access bridges (as in No 2/3 Quality Row and Arthur's Vale), lookouts, a brochure (with

the Museum), building identification signs and the future publication of a guide linked to the signs and walking paths are planned.

Interpretation is vital to understanding many aspects of the place and the layers of its history. It also has the potential to enable a better understanding of what is authentic fabric and what has been reconstructed. Significance and heritage values can also be addressed. Interpretive devices could however dominate the place and spoil its beauty. Previous schemes for elevated viewing platforms in prominent locations have been rejected for this reason. Care should be taken to locate interpretive devices discretely. Interpretation should be physically and culturally appropriate.

An interpretation plan was developed and adopted for the place in the early 1990s. The interpretation strategy, which followed was not. Elements of the strategy are no longer considered appropriate. An alternate strategy was developed and agreed by the KAVHA Board in the late 1990s. It calls for building identification and introductory signs to be developed in the short term, a guidebook in the medium term, walking trails to be developed in the long term and that proposals for elevated viewing platforms in the gaol and reconstruction of the Crankmill not proceed. The development of the walking trail on Flagstaff Hill was able to be brought forward because of financial assistance from Rotary.

Living history is an important part of KAVHA and this should be recognised in interpretation. The Australian Heritage Commission's publication *Successful Tourism at Heritage Places: a guide for tourism operators, heritage managers and communities 2001* notes the need to provide personal connections and this is particularly relevant to KAVHA. The Museums activities incorporate living history and there is potential to utilise oral history in interpretation. This may require infrastructure or support in the future, developed in conjunction with the Museums. Local KAVHA and Museums staff can also interact with visitors to enhance this experience and this happens on both a formal and informal level. This should be seen as part of the work of staff and appropriate training and briefing may be necessary.

Some buildings within KAVHA are conserved as ruins. The former use of the structure and the reason it became a ruin should be presented to visitors using signage or other interpretive techniques. Where appropriate, walkways can be constructed to direct the visitors and to reduce wear and tear on fragile areas. Stabilisation works to the fabric will be required.

The Norfolk Island Museum

The Norfolk Island Museum is primarily an institution for the Norfolk Island Community but also provides a range of services important for cultural tourism. The Museum is managed solely by the Norfolk Island Government.

Important aspects of interpretation and artefact conservation in KAVHA are undertaken by the Norfolk Island Museum. In addition to operating a series of museums, the Royal Engineers Office Café and bookshop, the museums also maintain an archival collection of published materials and historic images, which are held in a research centre and are listed in a database. A range of events is co-ordinated by the Norfolk Island Museum, including regular tours, an annual open day and a play.

In previous years the Museum curator has been the KAVHA Secretary and at present attends the KAVHA Board as an observer. The activities of the NIM are complimentary to those of the Board and its agents both in interpretation and artefact conservation,

while the Board maintains the place. Particularly as funds and skills are in demand it is important to liaise to maximise conservation outcomes. The MOU records the need for greater integration of approach and cooperation between the KAVHA Board and the NIM in the future.

Accuracy of Interpretive Information

The interpretation of the site should have an educational role, to explain the development of the place over time, and the idiosyncrasies of the fabric. Interpretation should be based on documentary evidence and oral histories, as well as the information provided by the surviving physical fabric. Conjectural drawings or information should be avoided; rather copies of the actual evidence should be used. This approach has been taken in the preparation of the building identification and introductory signage for KAVHA.

Interpretive Works

Much of the restoration work previously undertaken at KAVHA interprets the place. Quality Row reconstructions enable the visitors to understand the character of a Georgian streetscape. The current program is based on presenting the place to visitors in particular ways. No 10 Quality Row, which has authentic internal fabric, is presented as a house museum and should use authentic finishes as part of the presentation. The main rooms of Government House have recently been decorated using finishes and furnishings in the style of the mid nineteenth century. No 2 / 3 Quality Row is conserved as a ruin and is proposed to be interpreted to explain construction methods and cooking facilities as well as its use as a house. It has timber walkways through the building to allow and control visitor access.

Other areas such as Watermill Valley have bridges and walkways to allow access for visitors. Inscriptions on headstones in the Cemetery have been blacked to allow visitors to read them. The Channels in the Serpentine and its bridges were partly conserved in the early 1990s to present this aspect of the place's landscape. Visitors congregate west of the Pier Store to watch the unloading of ships generally sitting on the grass. Some seating is provided and this is appropriate but should not become intrusive with adjusting of the grassed banks and edges being preferable to extensive seating.

The interpretive opportunities of the annual maintenance programme should be utilised to continue to enhance visitor experience and the presentation of the place. The manner of presentation of buildings should be reviewed whenever work is carried out to them. In the long term further access is intended to be provided for walking trails and viewing areas.

There is currently floodlighting of some buildings at night providing dramatic night time effects. This is an appropriate modern intervention to enhance interpretation and is utilised by commercial operators of a sound and light show. The lighting near the pier has some glare problems and may need future adjustment. Lighting is also provided at some barbeque areas. The current level is acceptable but this should not be augmented.

Signs

Introductory signs have been installed at QE11 lookout, Watermill Dam and at the Pier. They include maps as well as a general overview of each area. Building identification signs are currently being installed to the major elements of the place. They are free standing, small and deliberately located so as not to be obtrusive. The programme is

limited to about 40 signs and should not be extended so signs dominate the site and detract from its heritage value.

Publications / Guidebooks

While there are some historical books about Norfolk Island a new comprehensive, illustrated guidebook to the site would be useful. The guidebook could indicate the changes to the configurations of the buildings over time, and indicate the use of the buildings during the Third or Pitcairn Settlement. Information is available from the heritage citations and from this and earlier MPs and other research documents.

The numbering system developed for the Archaeological reports in 1979-80 has been continued in the recent interpretive signage. This allows for both the signage and the guidebook to be cross-referenced.

A brochure on KAVHA has been produced for some years and distributed to visitors to the Island on entry. This is valuable to encourage visitation and gives basic information. It has recently been upgraded and includes two self guided walking trails, one along the foreshore "shipwrecks, gaols and industries" and one at the landing place and up Flagstaff Hill. Part of the brochure is translated into the Norfolk language.

The future establishment of an internet site dedicated to KAVHA is particularly relevant because of the remote location of Norfolk Island. It would promote appropriate tourism and be a way to disseminate accurate historical information locally and internationally.

Open Days

The public areas of Government House are currently occasionally open for inspection. The Open Days are usually staffed by volunteers and the money raised from the modest entrance fee is given to local charitable causes. The Administrator also regularly hosts official and community functions. Government House is both a formally recognised Vice-Regal residence and a private home for the Administrator and his or her family. Any community or visitor access must be compatible with this use. Similar occasional access would be desirable for other places not generally open to the public such as the powder magazines, the Legislative Assembly and items on private land such as the silos. Such Open Days should be encouraged.

Traditional Trades Demonstrations

When traditional trades are being undertaken on any of KAVHA's heritage landscapes or precincts the work is of extreme community and visitor interest. The KAVHA Works Team has incorporated such work in the past with a more interpretive demonstration and explanation of the craft for the community and visitors (eg shingle splitting, fence construction).

Interpreting Intangible Heritage / Scarce Evidence

There are opportunities to use the Norfolk language in interpretation and to use Norfolk names for places. This is also a way of interpreting the Third Settlement Period for which there is little physical evidence. This has been done on the recent brochure and there is potential to use it in other ways such as menus, publications, and audio presentations. The place is still used by the descendants of the Pitcairners but they made few physical changes, apart from removing construction materials, and few survive. There is little physical evidence of whaling and World War II activities. The remaining evidence needs to be presented by interpretation.

Tourism Generally

Tourism is Norfolk Island's major industry. The number of tourists visiting the island has grown from around 30,000 annually in the late 1990's to almost 40,000 in 2001. Numbers have increased throughout 2006. Existing infrastructure and accommodation is designed to handle 45,000 tourists per annum in accordance with current tourism planning policies¹². Most tourists to Norfolk Island visit Kingston at least once during their visit. The great majority of tourist visitors to Kingston are honeymooners or over 50 years old and on holiday; are on package tours including at least one visit to Kingston; stay a week on Norfolk; hire a car; and are from professional, clerical, management or self-employed backgrounds¹³.

Four companies run vehicle tours to Kingston and give a commentary on the site. One tour operator stages a sound and light show at night. There are also three Glass Bottom Boat operators based at Emily Bay each of who run daily tours on the lagoon. KAVHA is used for commercial picnics and dinners for tourists occasionally. Permits are required to conduct commercial activities within KAVHA under the Norfolk Island *Public Reserves Act 1997*.

There is a strategy to attract a more diverse market to Norfolk Island including higher yield age groups and families. Tourism Norfolk Island has joined the Australian Regional Tourism Network, which provides opportunities for promotion and enhanced development of the Norfolk Island Tourism product. In 2004 the Norfolk Island Tourism Symposium recognised the key role that KAVHA plays in Norfolk Island tourism and that World Heritage listing of KAVHA would be an added benefit. Tourist accommodation exists within KAVHA.

There is a total of 34 accommodation units giving a total of 86 visitor accommodation beds within KAVHA. None of the units is rated less than 3.5 stars. Tourist numbers on Norfolk Island are currently regulated by the quotas on accommodation available on Norfolk Island regulated under the Tourist Accommodation Act 1984. The quota at 2005-2006 has been filled and no applications for additional tourist accommodation units within KAVHA can be considered.

Tourism Operations

Tourism operators within KAVHA provide services which interpret the historic and natural heritage values of KAVHA and / or which provide recreational and other educational services. Some tour operations in KAVHA are regulated by licenses issued under the *Crown Lands Act 1996* or permits issued under the *Public Reserves Act 1997*. However many tour operations precede the introduction of these regulations and operate without a licence or permit. Tourist / interpretation services are also run by government including Norfolk Island Museum services, interpretive signage and brochures.

There is concern that despite the high number of tourist vehicles visiting KAVHA few actually allow visitors adequate time to experience the place. Also there is no service for those who do not have cars to independently visit KAVHA from Burnt Pine. Therefore many tourists are missing out on the opportunity to spend time in KAVHA and the Norfolk Island Museum.

¹² Information is largely taken from Norfolk Island Public Reserves: Plans Of Management Part A, 2003, with some additional information from Jodie Brown of South Pacific Planning and Projects.

¹³ Stet

Tourism Pressures

While the promotion of all heritage values, including social values is supported; tourism has the potential to have a negative impact on some cultural and natural heritage values of KAVHA. These are discussed in this section or reference is made elsewhere in this document. Potential negative impacts include increased vehicular traffic and parking pressures, erosion and compaction of landforms, damage to structures and archaeology and intrusion by tourism on memorial services, other traditions and on traditional recreational activities.

Open-Air Museum

The concept of an *Open Air Museum* is now widely accepted in Australia. Open Air Museums are common in the Europe where a range of vernacular buildings is presented to the public. In a number of these examples timber buildings are moved to the site to ensure their long-term protection. In Australia the concept is applied to building groups remaining on their original sites. Rather than a series of static museum displays, the whole of a site, often an industrial site, forms the museum and visitors are encouraged to wander around at their own pace.

KAVHA, in particular the common lands and beachfront, has been publicly accessible since the commencement of the Third Settlement, for both a range of leisure activities and tourism, which commenced in the late Nineteenth Century. Free public access is crucial for local enjoyment and the open museum concept. Access restrictions such as entry booths or fencing are not appropriate. Free access to compounds and entry halls of public buildings should continue with only access to private residences restricted and public buildings locked after hours.

The use of the site for tourism should be consistent with the need for use of the place for local enjoyment, for both ceremonial, port and a range of leisure activities. The local community should also be consulted if access needs to be limited because an area traditionally able to be accessed is required for conservation purposes.

There are elements within the historic site, which greatly contribute to its character, such as the lighters that are no longer used. They have special significance to the community and are used as backdrops to photos taken by both visitors and residents. They contribute to the presentation of the place as an open museum and should continue to be located in KAVHA.

Preferred Tourist Activities

Tourism in KAVHA is centred on the recreational opportunities of the place and its heritage values. Recreational and cultural tourist activities need to be managed so they do not detract from heritage values.

Many of these activities are appropriate and present the place well. Some current activities of tourist operators give cursory attention to the place and some misrepresent the history and/or physical fabric. Provision of information and training could encourage more appropriate and balanced presentation of the heritage values of the place. It is preferable that cultural tourism be focused on understanding the heritage values of KAVHA. The use of the place by the Pitcairn Islanders should form part of cultural tourism programs for the area. Licensing of tourist operators is by the NI Administration but there are currently no controls on the focus of activities. The NIM provides the most appropriate formal tourist activities, including tours and historical drama as well as the museums themselves. NI Administration, Museums and KAVHA

should cooperate and liaise to control and develop existing and new cultural tourist activities.

6.2.8 RECORDS & RESEARCH

Mapping & Drawing KAVHA

A series of electronic overlays of maps have been prepared during the preparation of this MP. The maps indicate sites of archaeological potential though the level of accuracy of early plans should be taken into account. Historic plans are overlaid over the electronic map, which is part of the Norfolk Island Plan, and over recent aerial photographs. Exercises such as this enable changes to the landscape and buildings to be recognised, understood and recorded. The collecting of maps and aerial photographs of the site should continue.

A survey plan of KAVHA was previously developed by the Commonwealth Department of Works. This plan includes detailed plans of most buildings and some services. It is highly accurate in some areas but inaccurate in others. It should continue to be developed by the Norfolk Island Government and utilised in planning and recording works within KAVHA.

More mapping of services would allow the location of all sites that are known to have been disturbed. This information should form the basis of determining where new service lines are to run, i.e. service lines should continue to be run in disturbed areas. There are a number of significant underground features such as Town Creek whose location should be recognised and avoided when documenting services that require trenches or excavation.

There are original drawings of many buildings in KAVHA and architectural drawings associated with projects. There are few accurate measured drawings. For instance those of Government House and the New Military Barracks were found to be incorrect. Accurate measured drawings are important as a means to understand and interpret a place and to use in its conservation. They also have the potential to reveal information about the place, such as phases of development of Government House. Where possible they should be prepared in the course of works in each case. In the long term they should be prepared for all the structures in KAVHA.

Historic Documents Copying & Other Research Projects

Many of the documents relating to the historical development of Norfolk Island are held in overseas institutions and are not available for study by researchers on Norfolk Island. During the preparation of this MP a collection of copies of source documents has been made. On completion of the study these documents will form part of the KAVHA archive and should continue to be used for research purposes. Other documents are included in the bibliographic database and their sources noted.

During the Bicentennial of Australia a Joint Copying Project was undertaken, to copy material in British archives and libraries that related to colonial Australia. This material is on microfilm and is available at major libraries on the Australian mainland and in New Zealand. Printed indexes to the material are also available. A Joint Copying Project could be established for Norfolk Island that would provide for the progressive copying of material available as part of the Australian Joint Copying Project and material copied by the Pacific Manuscripts Bureau, as well as copying of material not included

in these collections. These could then be made available on Norfolk Island generally and for research for KAVHA.

This project is beyond the resources of KAVHA program and relates to the whole of the island. Items copied for this MP and held in the KAVHA Archive are available to the public and could commence the process of making source material available on island. The concept should be discussed with organisations holding original material, potential partners on Norfolk Island and potential providers of funds such as private donors and institutions.

Other research projects have been mentioned elsewhere in this report. Some could be carried out by volunteers and students under professional supervision. These include measured drawings and cataloguing of the store of removed building elements and of moveable items in situ. Volunteer works programs are available at many European heritage sites and may be appropriate at KAVHA both to do the work and to encourage a different type of visitor.

KAVHA Records

There has been an active conservation program for over forty years. In this time the presentation of historic sites worldwide has been reviewed, resulting in a more conscious effort to base the presentation of a place on documentary and physical evidence. The underlying philosophy to the conservation of KAVHA has not been studied in detail; however it reflects changes to conservation methodology and practice both nationally and internationally.

The collection of reports in the KAVHA archive is important in recording past changes and will, in the future, be the basis of in depth studies. The reports have previously been catalogued by the Commonwealth Department of Works and this catalogue is now contained in an electronic bibliographic database held in the KAVHA Archive. The KAVHA archive contains all of the consultant reports that have been prepared detailing individual conservation projects and archaeological excavations. The records, and a series of maps and drawings, are stored in No. 11 Quality Row. Another set of reports is held by the Project Manager for day to day use by the KAVHA Works Team.

It is desirable that a sequence of historic photographs be maintained, with similar images taken at regular intervals. A comprehensive photographic survey of KAVHA was taken in 1979-1980, with the negatives published in the Archaeological Survey. It is recommended that recording of the site be undertaken on a regular basis, using the same viewpoint each time. In addition these images should be supplemented with aerial photographs of the site.

Oral histories can provide an insight that cannot be gained from official records. Oral history is one of the responsibilities of Norfolk Island Museums. Staff or consultants with responsibilities for aspects of management in KAVHA should consult the Museum on oral history matters. A program should be established to interview long term KAVHA staff, long-standing board members and professionals with long associations with the place.

Associated Heritage Sites

Research and interpretation of KAVHA's relationship with other historic places is warranted. Many of the themes related to the development of KAVHA, and the corresponding aspects of cultural significance apply to Norfolk Island as a whole. Kingston is still known today as "*daun au taun*". KAVHA is the main landing place,

administrative headquarters for the island, a favoured recreation site, used for commemorative events, for business and for tourism. The continuing existence of KAVHA as a living cultural landscape is interdependent with the remainder of the Island.

Aspects of the significance of KAVHA can only be interpreted or understood with reference to other parts of Norfolk Island. The historic role of Kingston was also as an administrative centre for the convict agricultural outstations. Today it is the administrative centre in contrast to the commercial centre of Burnt Pine and the associated airport. The Kingston Pier is of commercial importance as a landing place. The wreck of the Sirius together with other archaeological sites, historic structures and landscapes survive across the Island and although outside the KAVHA boundary contribute to an understanding the development of KAVHA and Norfolk Island as a whole. This is recognised in the current MOU, which refers to commissioning of studies of KAVHA and other places of national estate significance on Norfolk Island.

The heritage values of KAVHA and Norfolk Island are also linked with other places. For instance with Polynesia pre 1788, with England, the colony and state of New South Wales and Van Diemen's Land (Tasmania) as a penal colony.

6.2.9 NATURAL HERITAGE VALUES

Many of the world's outstanding cultural landscapes include both natural and cultural heritage values. KAVHA has obvious natural heritage values expressed in its geological formation as well as those physical elements such as Emily and Slaughter Bays and the fragile coral reef. It is also home to a number of Norfolk's indigenous plants and animals and to some migratory species. KAVHA is also recognised for its geomorphologic values. Natural heritage values should be subject to best practice management as set out in the *Australian Natural Heritage Charter*.

7.0 CONSERVATION POLICIES

CHAPTER BACKGROUND

Previous chapters identify analyse and assess the significance of KAVHA as a basis for formulation of the following policies taking into account the operational constraints and opportunities. The policies must also protect and conserve the potential World and the National, Commonwealth and Norfolk Island heritage values of KAVHA.

The Kingston and Arthur's Vale Historic Area (KAVHA) Norfolk Island Conservation Management Plan (1988) remains Norfolk Island's only management plan adopted by Australian and Norfolk Island jurisdictions for the management of KAVHA. Subsequent revisions of that plan, and draft plans were not finalised or endorsed.

To ensure its implementation, and to satisfy statutory obligations, the Commonwealth must use its best endeavours to ensure that a plan for managing the National Heritage listing of KAVHA, consistent with the National Heritage management principles is prepared and implemented in co-operation with Norfolk Island (EPBC Act s. 324X). DOTARS, as the Commonwealth agency responsible for owning or controlling that part of KAVHA included in the Commonwealth Heritage List, must prepare a management plan in accordance with s. 341S of the EPBC Act as well as assisting the Minister complete a plan for a National Heritage place (EPBC Act s. 324Z). The following conservation policies are intended to apply to both listings and to satisfy EPBC Act sections 324X, 324Z, 341S and 341T and:

- protect, conserve, present and transmit the statutory values of KAVHA to all generations;
- satisfy the requirements of National and Commonwealth and potential World Heritage management principles; and
- provide guidance on management processes, community consultation, planning and management of works, unforeseen disturbances, obtaining expert advice, monitoring and reporting on heritage values condition, recording actions and maintenance, management training and the interpretation of the values.

National Heritage management principles refer to the objectives of managing National Heritage values, using best practice and best available expertise, ensuring the integration of different jurisdictions responsibilities, the presentation of the heritage values, community involvement, and regular monitoring, review and reporting on heritage values. Best practice as it applies to KAVHA involves complying with the Australia ICOMOS Burra Charter and the Australian Natural Heritage Charter. These conservation policies are intended to incorporate and apply the articles of these charters.

In some heritage places as extensive as KAVHA there is the potential for there to be inconsistencies between planning and land use control and heritage conservation policies. In the case of the Norfolk Island Plan, a condition notes that where there is potential inconsistency between the Norfolk Island Plan and the MP, then the intent of the MP prevails. In any case it is often useful to review the planning and land use controls to avoid any conflict or misunderstanding occurring in the first place.

In order to ensure that the conservation policies and strategies are used as intended and are implemented in a way that ensures the ongoing protection and conservation of the place, it will be necessary in most, if not all circumstances for those administering

the place and those involved in any work in KAVHA to seek the advice of heritage experts.

Where there is potential for conflict between the conservation policies and discussions in Chapters 5 and 6, the conservation policies take precedence.

Conservation Policy Statement

KAVHA and all its heritage values together with its setting should be managed and maintained in accordance with best heritage practice and protected from inappropriate works and activities and uses. All of the fabric of the place including the landform, layout and vegetation should be conserved and interpreted to the public. Detracting elements, activities and uses, including some plantings, should, when the opportunity arises, be removed or cease. New work and activities should only occur as a result of conservation and interpretation or to:

- introduce new services to compatible uses;
- provide signs and small structures necessary to the compatible use of the place;
- adapt interiors of buildings with regard to their significance and compatible use;
- permit new plantings within particular areas or in accordance with the conservation policies.

No new buildings or structures, particularly a building of substantial size, or any building in a sensitive location should be permitted in KAVHA. A sensitive location is likely to be one where a structure is visible and intervenes in the generally bare and open cultural landscape. Some structures may be permitted in other areas as long as they are not visible from a public place, thoroughfare, from any existing publicly accessible building within KAVHA, or within the view catchment including from the ocean between Norfolk and Philip Islands. A building or structure of substantial size is one that is capable of accommodating any habitable use or function, or is an additional part of such a structure. One of the principal difficulties for managing a place such as KAVHA is the range of property ownerships and the different interests represented by the owners. Where land is located in sensitive locations there is the possibility for a conflict of interest between owners and leaseholders and the management of heritage values.

The fabric of the place may be investigated for research purposes but only when guided by specific research goals.

Interpretation activities should illustrate the significant aspects of all settlement periods and elements of outstanding individual significance such as the Crankmill and Commissariat store. Interpretation should endeavour to explain the nature of each Settlement Period by illustrating its background, the functional and physical relationships of surviving fabric or changes that accompanied the lifestyle of the particular period. Existing reconstructed buildings should remain and when the opportunity arises, introduced and incompatible structures removed and incompatible fabric should be removed and replaced with fabric that is compatible and sympathetic. No further new reconstruction should occur and existing ruins should remain as ruins. Where important fabric that represents or explains a significant heritage value needs to be protected, consideration may be given for lightweight structures to protect the significant fabric. A major interpretive device could be a comprehensive guide book, supported by other interpretive measures such as signs and museums.

The majority of the present uses of the place and its buildings, services and equipment should be retained. Uses sympathetic to the heritage values of the place include

administrative uses, recreational uses, tourist or grazing uses and uses related to community functions and ceremonies. Existing incompatible uses such as sand mining, tourist accommodation, private housing and concentrated and excessive parking should be discouraged and no expansion of these uses allowed, except where there will be no impact on the heritage values of the place.

The National Heritage values of the KAVHA include artefact collections as well as buildings in their landscape setting, archaeological remains and documentary records. Conservation policies must ensure the protection and conservation of all these elements in order to satisfy the requirement of a MP to protect and conserve the heritage values of a National Heritage place.

The KAVHA Management Board was established in 1988. The current management system now deals with both Commonwealth and NI legislation passed over the last decade. There is a potential for administrative complexity when applying all the legislation affecting KAVHA and preserving and conserving the heritage values of KAVHA.

The primary management objective is to ensure the ongoing conservation of KAVHA's outstanding heritage values. An effective system for managing the place is to be maintained to satisfy the statutory obligations and to manage KAVHA to implement and manage the conservation policy objectives.

INTRODUCTION

The purpose of this MP is to guide and manage KAVHA in a way that identifies, protects, conserves, presents and transmits its heritage values to current and future generations, and where opportunities arise and are consistent with this MP, recovers, reinstates, restores and reconstructs all of KAVHA's cultural and natural heritage values, as prescribed in the National Heritage List, Commonwealth Heritage List and the Norfolk Island Heritage Register. Conservation policies should also anticipate the possibility of the listing of KAVHA in the World Heritage List. Inclusion of KAVHA in these statutory lists imposes obligations on owners and managers.

The MP is intended to be used by those involved in making decisions that result in any work, operational activity or land use function in KAVHA as well as those involved in carrying out any decision or implementing any policy that has an impact on KAVHA. The principal users will be the Australian and Norfolk Island governments and their agencies.

Once this MP has passed through the statutory process, it becomes a legal document. When this occurs, the Commonwealth and each Commonwealth agency must take all reasonable steps to ensure it exercises its powers and performs its functions in a way that is not inconsistent with the MP. Any actions proposed by Norfolk Island Government, its agencies and corporate individuals should also comply with the MP.

The EPBC Act protects the environment of a place included in the National Heritage List and the definition of the environment includes the heritage values of places and controls impacts proposed by the Commonwealth.

The policies set out in this part of the MP describe actions that are to be addressed and implemented. They are set out in two parts. The first part deals with general and generic policies that set the standards for the management of the place. They are intended to satisfy the statutory obligations. Policies are stated usually in general terms and a commentary explanation for the reasons leading to the policy is provided for further explanation. The implementation strategies aim to augment the policy in more detail or to provide additional guidance. Usually policies are couched in the imperative to make the intention clear and precise and in a way that avoids misinterpretation.

The second part relies on the implementation process and the review and completion of an inventory. The inventory, which must be consistent with this MP, deals with policies to protect, conserve and manage specific aspects and individual elements and in some cases provides detailed strategies to assist managers and others to deal with them. The completion of a review of the inventory is a priority task.

CONSERVATION POLICIES

Policy 1. Protect and conserve the values and significance of KAVHA as the basis for all future planning and actions

The heritage values of KAVHA, the statement of significance and the statement of significance for individual elements provide the basis for management, future planning and work in KAVHA. In addition, an action occurring outside KAVHA and likely to have an impact on the heritage values of KAVHA or its setting could also trigger consideration of these policies.

Commentary. Before any major works are undertaken, review all research evidence to avoid conjecture, to avoid misunderstanding policies or to avoid the need to make assumptions or any other influences not supported by best conservation practice. The best way to do this is to seek expert advice, including advice from the Department of the Environment, Water, Heritage and the Arts (DEWHA).

Some adaptation of elements within KAVHA may be acceptable as long as no heritage value is diminished, or as long as there is no intervention in significant heritage fabric.

Implementation Strategies

- 1.1 Retain, enhance and retrieve the cultural significance of the place as opportunities arise, taking into account operational requirements and funding sources;
- 1.2 Assess all significant impacts on the place and avoid work that is likely to result in a change to the significance or integrity of any heritage fabric (see policies 6 and 8) or result in a change to the capacity of the heritage fabric to represent the heritage values.

Policy 2. Apply the conservation principles, processes and practices of the Burra Charter and Australian Natural Heritage Charter as best practice standard for the management of KAVHA

The conservation and management of the area, its fabric and uses, will be carried out in accordance with the conservation principles, processes and practices of the Australia ICOMOS *Burra Charter* (1999) and the *Australian Natural Heritage Charter* (1997) and any revisions of the Charters that might occur.

Commentary. Some elements within KAVHA have specific values that require individual attention to ensure their protection and conservation. The inventory when revised is intended to provide detailed information on these elements (see Policies 11 and 16).

Implementation Strategies

- 2.1 Conserve all original and significant fabric including the land form, setting, layout, buildings, built features, landscape features, vegetation, ceremonies and community activities, and compatible uses.
- 2.2 Conserve, repair and maintain all reconstructed elements.
- 2.3 Remove incompatible or intrusive fabric as identified in individual assessments or the revised inventory.
- 2.4 Stabilise ruins or parts of ruins in a way that does not change their current form using best practice traditional technical skills and appropriate fabric.
- 2.5 Replace inappropriate reconstructed fabric with fabric similar or sympathetic with the original material, when the opportunity arises and where the original fabric is known.
- 2.6 Conserve, protect and maintain the landform and planned layout of the built environment, including the system of roads, waterways and the largely treeless character of the place.

- 2.7 Replace trees and other vegetation that become senescent or die by a new plant of the same species in near proximity using seed propagated from the same plants (see 8.1 *Commentary*).

Commentary: Should new uses be contemplated for parts of the place or elements within KAVHA, new uses should be selected which are compatible with the heritage significance of the place or element and its fabric. Proposed changes of use to any place or built element should be considered in the context of a heritage impact assessment that considers impact of a proposal on the whole place and/or element.

- 2.8 Proponents of an action will need to consider whether the action has, will have or is likely to have a significant impact on possible World, National, Commonwealth or Norfolk Island heritage values of the place.

Commentary: The most appropriate way to assess impacts when considering a proposal is by undertaking a heritage impact assessment, identifying the nature and extent of the impact of any proposed action or new use on the heritage values of the place or individual elements, applying best heritage practice principles and policies.

Policy 3. Comply with legislation

The Australian and Norfolk Island Governments and their respective agencies will comply with all relevant legislation and related instruments and any relevant subsidiary requirements arising from the legislation or any subsequent legislation applying to KAVHA, including the:

Environment Protection and Biodiversity Conservation Act 1999

Planning Act 2002 (NI) and Norfolk Island Plan 2005

Planning Regulations 2004

Norfolk Island Planning and Environment Board Act 2002

Heritage Act 2002 (NI)

Heritage Regulations 2003

Public Reserves Act 1997

Museum Trust Act 1987

Protection of Movable Cultural Heritage Act 1987

Protection of Movable Cultural Heritage Regulations 1988

Trees Amendment Act 2002

Trees Regulations 1999

Building Act 2002

Building Regulations 2004

Crown Lands Act 1996

Land Titles (Amendment) Act 2005

Telecommunications Act 1992

Electricity Supply Act 1985

Electricity Supply Regulations 1986

Other Acts that may also have some role in KAVHA are:

Fencing Act 1913

Pasturage and Enclosure Act 1949

Implementation Strategies

- 3.1 The Australian Government and its agencies will comply with its obligations under ss. 324S and 341S of the EPBC Act dealing with National and Commonwealth Heritage places and the related regulations to:
- publish a notice about the making, amending or revoking of this MP;
 - advise the Minister for the Environment and Water Resources (or successor) about the making, amending or revoking of this MP;
 - seek and consider comment in accordance with statutory obligations; and
 - refer an action which has, will have or is likely to have a significant impact on the environment of KAVHA.
- 3.2 The Norfolk Island Government and its agencies will comply with its obligations under the EPBC Act and the related regulations and its own legislation.

Commentary: Generally, when parliaments enact legislation the expectation is that all Acts will be complied with and that any differences that might exist would be reconciled with all obligations satisfied. However, where there is conflict or duplication between Commonwealth and Norfolk Island legislation, then Commonwealth legislation prevails. To resolve possible conflicts see Policies 4, 5 and 6.

Policy 4. Use expert heritage conservation advice

The significance of KAVHA at local, national and potentially World Heritage level requires the use of persons with relevant expertise and experience in heritage conservation and heritage management. The use of independent expert advice, while not completely eliminating outcomes that have a significant impact on the heritage values of the place, will minimise adverse results.

Implementation Strategies

- 4.1 Before considering any action, all jurisdictions or responsible authorities will engage persons with suitable heritage expertise for advice on:
- o the design and review of any work or new use impacting the values and affecting the significance of the place;
 - o the resolution of disputes on conservation issues (see Policy 6);
 - o the implementation of this MP.
- 4.2 The Australian and Norfolk Island Governments and their agencies will identify the names of employees, consultants, tradespeople and companies with relevant expertise and experience in the management of conservation of heritage properties, for actions implementing or extending this MP and for other heritage related tasks (see Policy 12).

Commentary: A selection process should apply to ensure that persons with recognised heritage expertise are included in a register. In developing the expert register the Norfolk Island Government will consider the work undertaken by English Heritage and the experience of State heritage agencies in preparing lists of heritage experts. Part of the selection process should involve professional and technical bodies in an accreditation assessment and peer review.

- 4.3 The Norfolk Island Government will develop, in conjunction with Australian Government agencies, and maintain for ongoing reference a register of

competent employees, consultants, tradespeople and companies with previous or relevant experience in conservation of heritage places and related research relevant to KAVHA to provide advice on the protection and conservation of KAVHA.

Commentary: DEWHA has prepared guidelines and a draft self assessment process to assist agencies with the identification of the significance of an impact.

- 4.4 Consult with DEWHA and use guidelines to assist in assessing the significance of any impact on the heritage values of KAVHA.

Policy 5. Maintain an administrative structure, management body and processes to manage KAVHA, to comply with statutory obligations and to consider and process works applications and actions

The management regime currently in place for KAVHA involves a combination of Australian and Norfolk Island government agencies administering a range of Commonwealth and Norfolk Island legislation, all requiring careful co-ordination.

Commentary: The current KAVHA Management Board provides advice only, leaving decisions to other responsible authorities, agencies and jurisdictions. To ensure that the management of KAVHA takes full account of the heritage significance of the place, administrative arrangements should avoid conflict and duplication, to simplify procedures and to minimise delays in reaching decisions. Any administrative arrangements for the place should hold adequate authority to control the site and have access to best practice heritage advice. Until alternative administrative arrangements are considered, continue to use the existing framework, as well as consulting with heritage experts.

Implementation Strategies

- 5.1 Investigate whether current administrative structures to manage the heritage values of KAVHA could be improved;
- 5.2 An administrative structure and decision making body and process should involve;
- representation and formal delegation from both Australian and Norfolk Island jurisdictions and agencies to deal with all matters related to KAVHA in a co-ordinated, non-duplicative, least adversarial and effective manner;
 - commitment to and understanding of the significance and values of KAVHA and the protection and conservation of their physical attributes;
 - access to best heritage practice expertise and advice;
 - consultation with internal and external stakeholders relevant to any issue or decision;
 - an understanding of the relevant statutory obligations affecting KAVHA and the steps to ensure compliance.

Commentary: There is an extensive range of legislation, particularly Norfolk Island Government legislation applying to KAVHA. For the heritage values of KAVHA to be identified, protected, conserved, presented and transmitted to all generations, the administrative decision processes need careful co-ordination. Given the importance

of tourism to Norfolk Island, and the special role that KAVHA plays in this business, any new administrative arrangement and management body for KAVHA must ensure that the protection and conservation of its heritage values are the principal priority.

- 5.3 The administrative arrangements and management body for KAVHA should have a significant role when identifying programmes of work, including:
- maintenance, repair, recovery, research, restoration, interpretation, adaptation and new work (see policy 19);
 - maintaining a log of decisions with cross referencing to relevant registers (see policy 11);
 - recording, monitoring and reporting on the condition of heritage values;
 - the heritage induction training of those administering and working in KAVHA.

- 5.4 Where some work programme is not able to be undertaken because of resource constraints, the administrative arrangements and management body should prioritise the work.

Commentary: priorities will depend on

- the level of significance of the place or the element requiring work,
- the extent and nature of any threat to the heritage value,
- the level of risk involved,
- the condition of the item or element concerned, and
- the nature of any threat to the heritage values.

The identification of priorities may require expert advice, (see Policy 6).

- 5.5 If administrative arrangements are varied, review and where necessary revise this MP.
- 5.6 Australian and Norfolk Island Governments and their agencies will co-operate in the management of KAVHA in a way that protects its possible World and its National, Commonwealth and Norfolk Island heritage values;

Commentary: The Attorney General's Department will carry out its responsibilities and obligations under the EPBC Act to comply with its heritage strategy and assist the Minister where necessary to prepare a management plan for the place in a way that identifies, protects, conserves, presents and transmits to all generations, the National and Commonwealth Heritage values and possible World Heritage values.

Policy 6. Ensure conflict resolution arrangements are established and maintained in a formal, structured, transparent manner

Commentary: There is the potential for different operational and conservation policy requirements to conflict. A suitable method for resolving apparent conflicts is needed (recognising the prevalence of Commonwealth legislation, where there is apparent duplication or conflict with Norfolk Island legislation). The resolution of any conflict should be transparent and carried out at a senior level in the KAVHA administration.

The decision making person or body will recognise that if legal certainty is required then it would be necessary to refer a proposal that has, will have or is likely to have a significant impact on the National or Commonwealth Heritage values of KAVHA to DEWHA. A process to follow to assess the significance of impacts is available from DEWHA (see Policy 4).

Implementation Strategies

- 6.1 Establish in accordance with the Attorney General's Department heritage strategy and in conjunction with the Norfolk Island Government a suitable position, committee or group that will have access to heritage expertise to decide differences, or refer a proposed action to DEWHA.
- 6.2 If a conflict arises between the achievement of different operational objectives, implementing conservation policies, protecting and conserving the heritage values, or in satisfying different legislative requirements, design, develop and implement a the process for resolving any conflict which considers the following factors:
- operational imperatives;
 - consultation with the community and other stakeholders;
 - implementation of the MP;
 - involvement of heritage expertise (see Policy 4);
 - advice from DEWHA, or its successor;
 - the decision where necessary of the Minister in accordance with the EPBC Act and government policy.
- 6.3 Apply the DEWHA process for deciding the significance of impacts (see Policy 4).
- 6.4 The conflict resolution process should include an obligation to provide reasons for any decisions or conclusions (see Policy 19) and make them publicly available.

Policy 7. Protect, conserve and manage the cultural landscape of KAVHA consistent with operational and community functions

KAVHA is significant for its cultural landscape qualities which are reflected in the seaside setting, the fabric of buildings, the coastal strip, its views and vistas as well as its wide range of operational functions, community uses and related facilities (see Policy 2).

Commentary: The treatment of existing components of KAVHA and the protection and conservation of the built elements and other fabric will be in accordance with their level of significance (see inventory and Policy 16).

Exceptional Significance:

Retain all of the fabric. Preserve and maintain in accordance with the Burra Charter. Allow adaptation only if necessary for the continued significant traditional use of the place, minimise change, do not remove or obscure significant fabric. Design changes so they are reversible. Only modify areas of lesser significance, or areas already modified or reconstructed, particularly if installing new services.

Considerable Significance:

Aim to retain all of the fabric, as above. Adaptation or removal in part is accepted to allow the continuation of a traditional use, or a new compatible use that supports or enhances the significance of the heritage values, or for the conservation of fabric of greater significance. In any adaptation minimise changes, do not remove or obscure significant fabric. Design changes so that they are reversible. Install services in areas that have already been modified or are reconstructed.

Some Significance:

Aim to retain most if not all of the significant fabric and to conserve the overall form and configuration. Compatible new construction may be added and fabric may be removed in part to accommodate new compatible uses. If adaptation is necessary more changes can be made than would be possible to fabric of considerable significance, but the same principles apply. Design changes so that they are reversible wherever possible.

Contributory Significance:

Retain, modify or adapt as required for future use, without damaging significant fabric.

Neutral Significance

Reconstructed fabric is of neutral significance, but its form and configuration may be significant. Unless necessary retain the form and configuration of Neutral fabric. If the form and configuration of the fabric is not significant neutral fabric can be removed.

Intrusive:

Remove or alter intrusive fabric to reduce the adverse impact, when the opportunity arises and without damaging significant fabric.

Implementation Strategies

- 7.1 Protect and conserve the cultural landscape, the historic fabric, the setting, moveable objects and archaeological remains by maintaining the existing physical character of KAVHA, including:
- vistas from vantage points within KAVHA and to KAVHA when viewed from vantage points including vistas from the sea and nearby islands;
 - building fabric and settings of individual elements in the landscape;
 - open, roughly grassed and grazed lowlands and the rustic and rural character of the setting avoiding additional fencing;
 - formal town plan and spatial and building layout;
 - the dominant non-commercial character of the place;
 - undeveloped open grassed hillsides;
 - significant trees and remnant natural vegetation;
 - any night vistas revealed by further investigations.

Commentary: The cultural adaptation of the place over 200 years by three periods of European settlement (each significant in its own way) has created a landscape character of outstanding National importance. The significance extends to the road layout of the settlements, the well spaced structures and the largely open unfenced character of the place. Protection and conservation of the heritage values of the place must follow Burra Charter and Australian Natural Heritage Charter principles and practices. When replacement of significant trees and remnant vegetation is necessary, a suitable process should be followed.

- 7.2 propagate plants from the seeds of the existing tree species.

Any archaeological intervention should require supervision by experts.

- 7.3 Where any archaeological remains are revealed, work should cease and approval to continue sought from an archaeologist.
- 7.4 Continue uses compatible with the historic and cultural significance of the place. These are:
- administrative buildings and functions related to the responsibilities of the Australian and Norfolk Island governments;
 - community sporting and recreational activities and their facilities;
 - port functions and related facilities;
 - museum facilities and tourist functions and activities;
 - current community ceremonies, festivals, commemorations, spiritual worship, burial services, processions and other community practices.

The Norfolk Island Plan notes that where there is potential conflict between the MP and the Norfolk Island Plan, then the intent of the MP prevails. To avoid any potential conflict the Norfolk Island Plan should be reviewed to ensure compatibility with the MP.

- 7.5 Review where necessary the Norfolk Island Plan to ensure its compatibility with the intent of this MP.

Commentary: Any new building or structure within or adjacent to KAVHA has the potential to have a significant impact on the cultural landscape of KAVHA. Similarly, any alteration or addition to an existing structure has the potential to have a significant impact on the heritage values of the place and trigger EPBC Act provisions. One of the management issues facing KAVHA is the range of stakeholder interests. It is preferable therefore to retain as much of KAVHA in single (public) ownership, and where appropriate for Commonwealth purposes.

- 7.6 Limit changes to current land tenure arrangements unless freehold owners or lessees agree to surrender land or leases to the Commonwealth;
- 7.7 Avoid the development or installation of any new building or structure or any alteration or addition to existing buildings on leasehold or freehold land unless the site has been identified and assessed as suitable for such development;

Commentary: Any alterations or additions to buildings such as the installation of communication devices and infrastructure should be carefully located to mitigate any adverse effect on the heritage values. This might involve locating satellite dishes and solar water systems in places where they will not have any visual impact.

- 7.9 Undertake necessary work to maintain and repair important elements and fabric in accordance with a programme of work (see Policy 18);
- 7.10 Seek expert advice (including from the Department of the Environment, Water, Heritage and the Arts Heritage Division) before contemplating any alteration or addition to an existing structure or before preparing detailed designs for any new structure (see policy 4);

- 7.11 Small structures, such as fences, signposts and other elements necessary for the use of the place may be constructed if designed and located to avoid visual intrusion;
- 7.12 Investigate new sources of sand or sand replacement and prepare a programme to cease the extraction of sand from Cemetery Reserve.

Commentary: The extraction of sand from Cemetery Reserve has in the past had an adverse impact on important archaeological remains. Cemetery Reserve sand is a finite resource and the current extraction arrangements only have limited application. Alternatives must be sought at an early stage to enable sand extraction in the vicinity of the cemetery to cease.

The continuing need to access Kingston by vehicles has led to indiscriminate and sometimes invasive parking practices. Conversely, it is not consistent with the significance of the place to establish formal marked and fenced parking areas. Parking is therefore best directed and managed by public education supported by community pride in the place. As demand for car parking increases with tourist activity, consideration will be needed to limit or control the impact. Slow, incremental change should not go unrecognised and studies into parking in KAVHA should be instigated at an early date. Some areas, such as the site of the First Government House and inside the Prisoners Barracks are already suffering.

- 7.13 Monitor the use of motor vehicles and parking practices and investigate ways to manage and control parking, before it becomes an intrusive feature of the cultural landscape.

The use of the place by tourist buses has led to an informal turning circle at Bloody Bridge. This turning facility should be improved.

- 7.14 Investigate suitable measures to formalise the turning area at Bloody Bridge and implement the least intrusive alternative.

Dumping of rubbish anywhere in or around Norfolk Island is unacceptable behaviour and an affront to the community. Such a practice is particularly reprehensible in KAVHA. Suitable measures including an education programme are needed to prohibit the practice.

- 7.15 Consider and implement suitable measures (other than signs) to eliminate the practice of dumping rubbish in KAVHA;
- 7.16 Intervention in the place is permissible for new services necessary for the compatible use of the place, having regard to the need to avoid areas of archaeological significance (see Policy 18).

Some plantings are located in inappropriate places and detract from or diminish the bare, open cultural landscape (see 7.1 *Commentary* when replacing trees of significance). Although there are areas where replanting may be necessary for controlling landslip, other plantings of a formal, memorial or contrived nature can detract from the heritage values. Planting of trees should only occur where the tree planting is not visible from public areas, public thoroughfares, publicly accessible buildings and view catchments, including the ocean between Norfolk and Philip Islands.

- 7.15 Review the planting programme for KAVHA in order to limit the extent of planting, particularly the planting of trees and identify where trees and plantings can be removed to reinstate the open, bare cultural landscape of the three settlement periods (see strategy 2.7);
- 7.16 In order to re-instate the views from Government House to the former convict barracks area, when the opportunities arise, and eventually when senescence occurs, remove and do not replace trees planted on the alignment of the former Bligh Street.

Policy 8. Preserve, conserve, maintain, repair and present heritage values of KAVHA and stabilise ruins as ruins

Commentary: In the past the understanding of heritage significance often relied on reconstruction of a heritage place. Heritage philosophies have changed and now greater emphasis is placed on retaining and protecting the integrity of original fabric. Much reconstruction and adaptation has already occurred on KAVHA. Although not to the exclusion of some adaptation, the thrust of future works programme in KAVHA should now focus on conserving, repairing and maintaining the place and its values, including the stabilisation of ruins.

Implementation Strategy

- 8.1 Programmes of work for the protection, conservation, presentation and transmission of National, Commonwealth and potential World Heritage values will be designed to focus on the conservation, repair, maintenance, stabilisation and interpretation of the heritage values of the place (see Policy 18).

Policy 9. Preserve, conserve and maintain the fabric of the cemetery by reviewing and revising the Cemetery MP to be consistent with this MP

One of the most significant places within KAVHA is the cemetery. A Cemetery MP already exists. It should now be reviewed and where necessary updated to be consistent with this MP.

Policy 10. Link the management of KAVHA with similar interests outside KAVHA and establish liaison arrangements as necessary

Commentary: KAVHA has links to other places on Norfolk Island that were settled at the time of each of the three settlement periods. Some structures outside KAVHA were constructed using material carted from Kingston in the third settlement period. KAVHA also has connections with other penal settlements in Australia.

Implementation Strategy

- 10.1 Recognise and promote the relationship between KAVHA and other heritage places on Norfolk Island with historic links to KAVHA and its settlements, and other places in Australia.

Such co-operation could be achieved by liaising with other owners and considering ways such a relationship could lead to mutual benefits.

Policy 11. Maintain a heritage register to monitor and report on change to KAVHA

Commentary: A heritage register can be a primary source for preparing reports on the condition of the heritage values of KAVHA and monitoring their conservation. It is also useful when preparing annual reports to deal with environmental matters (EPBC Act s516A). A KAVHA heritage register could be based on the inventory (see Policy 16).

Implementation Strategies

- 11.1 Create a heritage register for KAVHA based on the inventory or adapting the inventory, to be maintained and kept publicly available on Norfolk Island;
- 11.2 Record in the heritage register all actions that are undertaken in KAVHA including decisions made to resolve conflicts, any intervention in fabric, maintenance work and repairs programmes and/or new works;
- 11.3 Monitor, review and where necessary report on the condition of National and Commonwealth Heritage values annually to satisfy s. 516 of the EPBC Act and Regulations.

Commentary: Regulations Schedules 5B and 7B of the EPBC Act require a management plan to have a policy to monitor, review and report the condition of National and Commonwealth Heritage values respectively. Where there are no changes to the condition of the heritage values there may be no need for a report other than a nil response. The management body of KAVHA, in conjunction with other stakeholders, should prepare a report if and when major changes have an impact on the heritage values. Although the requirement for monitoring and reporting on the condition of heritage values would appear to be separate from the obligation to review this MP when circumstances change or at least once every 5 years, the obligation to monitor and report on the heritage values of the place can be incorporated into any MP review, possibly as an appendix.

With respect to movable heritage, suitable expertise is needed to supervise its conservation, collection, storage and museum protection. Wherever possible all objects and artefacts should be retained and conserved at their place of origin.

- 11.4 Record and carefully store under supervision all fabric and moveable heritage associated with KAVHA, where it cannot be retained *in situ*;
- 11.5 Where objects are preserved in a museum or house, suitable curatorial measures should be implemented to ensure that the objects and items are protected and interpreted and made available for research and public access;
- 11.6 Conserve and display KAVHA objects and items of heritage significance within KAVHA, unless there is no prudent or feasible alternative.

Policy 12. Identify, record and maintain contact with stakeholders and community groups that have an interest in KAVHA

Commentary: Stakeholder and community groups with an interest in KAVHA can contribute to the identification, assessment and subsequent management of heritage values. National and Commonwealth management principles require community input to decisions and actions that may have a significant impact on heritage values of the place. Community consultation is also an essential component when reviewing and/or replacing a MP.

Policy 13. Use traditional building materials and techniques, applying modern techniques and materials only where there is scientific evidence to support the performance necessary or to satisfy a legislative requirement.

It is important for those working in KAVHA, particularly the Works Team to be familiar with traditional building and conservation techniques, specific to Norfolk Island. Where necessary, Works Team members should be trained to understand material performance and apply traditional construction techniques.

Commentary: It is likely that new members of the Works Team would benefit from exposure to information about the significance of KAVHA as would new staff involved in any administrative role. A person, group or agency with expertise should be identified as having responsibility for undertaking skills training and advising on training needs.

Implementation Strategies

- 13.1 Identify and resource a person or group with responsibility for identifying training needs and skills, charged with:
- o Developing training programmes for Works Team members on Norfolk Island;
 - o Procuring specialist trade services where skills are not available locally;
 - o Briefing and inducting all those working on the site, including external contractors, on the significance of the place.

Commentary: Legislative requirements often oblige the use of contemporary materials. For example, lead based paints are no longer permitted. In these cases and where there is an occupational health and safety issue or where there are disability or discrimination obligations some compromise may be needed. It is often the case when considering the level of risk that there may be no need to undertake any intervention in historic fabric or to alter the historic structure if any identified hazard can be contained and controlled. The level of risk can often be found by analysing records of events, balancing these against the level of significance of the heritage values, and undertaking a heritage impact assessment.

- 13.2 Resolve any apparent conflict between compliance with legislative obligations and conserving the heritage values of the design, structure or fabric by considering the level of risk and applying policy 6.

Policy 14. Develop programmes to provide and maintain heritage skills training and heritage awareness information for those involved in KAVHA management and those with a heritage liaison role

Commentary: To ensure ease of communication and to recognise what values require protection and conservation, new and existing staff associated with the management of KAVHA or members or representatives of agencies that liaise with KAVHA and its stakeholders should be familiar with the heritage values of KAVHA, be

able to understand its management regime and be familiar with Burra Charter (and where necessary Australian Natural Heritage Charter).

Implementation Strategy

- 14.1 Within the structure implemented to satisfy policy 13, introduce induction training programmes based on Burra Charter principles for those administration employees with an involvement in KAVHA.

Policy 15. Interpret KAVHA using a range of measures

Commentary: An informative Interpretation Guide to KAVHA already exists. However other measures need to be considered in the context of an interpretation plan. The current Interpretation Plan needs to be reviewed and revised in the light of this MP. Interpretation devices should include limited use of signs, displays and museums.

In implementing this policy the contemporary heritage philosophic focus on repair, maintenance and interpretation works (see Policy 8) rather than reconstruction and reinstatement should be kept in mind.

Implementation Strategies

- 15.1 Review and revise the existing interpretation plan recognising that ruins should remain as ruins (see Policy 8) and applying Burra Charter and Australian Natural Heritage Charter principles (see Policy 2);
- 15.2 When preparing works programmes, the emphasis and focus will be on repair, maintenance and interpretation work;
- 15.3 Ensure that any interpretation structure such as a sign has a minimum impact on the heritage significance of the place;
- 15.4 Avoid the introduction of viewing platforms and other major structures as interpretation devices;
- 15.5 Avoid the reconstruction of any ruin or parts of a ruin for interpretation purposes;
- 15.5 Keep the interpretation guide under review in particular to maintain its relevance and where new information becomes available.

Policy 16. Review and revise existing inventories as necessary and prepare an inventory to supplement the MP

Commentary: Commencing with the 1980 records and subsequent inventory and condition reports, prepare an updated inventory of elements (both moveable and fixed) and their condition as the basis and datum against which changes can be measured. The inventory and condition report, together with any heritage register, can assist in subsequent reviews of this MP in preparing reports on the implementation of the MP and in monitoring and reporting on the heritage values of the place.

Implementation Strategy

- 16.1 Review and update the existing inventory to be consistent with this MP and to recognise and record the significance and condition of individual places and elements of KAVHA;
- 16.2 Use the inventory to monitor and prepare reports in accordance with Policy 11.

Policy 17. Avoid disturbance of or intervention in significant fabric

Commentary: When buildings or the ground is disturbed, unforeseen discoveries may have an impact on the significance of the place. Unless absolutely necessary, or because there is no feasible or prudent alternative, or to reveal more important fabric for identification or repair, no intervention should occur in significant fabric.

Implementation Strategies

- 17.1 Where essential work and maintenance is being carried out and some artefact or fabric is revealed, the work should cease to await expert archaeological or other heritage advice.
- 17.2 Record all changes that result from works, repairs, maintenance, stabilisation, or accident or disaster photographically and in drawn form to be kept on durable stock and in a permanent archive.
- 17.3 Where work is unavoidable (rather than as a preference), and necessary to protect or conserve other significance fabric, or where any work for which there is no feasible or prudent alternative is likely to have an impact on heritage values, the work should be undertaken under expert supervision and in a manner that minimises any impact.

Policy 18. Prepare a programme of work to maintain and repair the significant elements and fabric of the place.

Commentary: Maintenance and repair work is usually needed for all buildings in order to keep a building operating to its optimum capability. Deferred maintenance can have a significant adverse impact on the heritage values of heritage places and when eventually undertaken is more costly than regularly programmed maintenance. This should be avoided and the National and Commonwealth Heritage management principles require agencies with responsibility for managing places entered in the National and Commonwealth Heritage Lists to monitor, review and report on the conservation of their heritage values. Additionally, the EPBC Act Regulations require agencies to have policies in Management Plans that provide guidance on how records of intervention and maintenance of a heritage place are kept. To comply with these requirements it is necessary for those responsible to take appropriate action.

Implementation Strategy

- 18.1 Prepare a programme of work to maintain and repair the significant elements and fabric of the place;

- 18.2 Undertake the repair and maintenance work in accordance with the availability of prioritised funds;
- 18.3 Record all works, intervention, maintenance, repair or stabilisation on the heritage register and/or inventory.

Policy 19. Review and implement the MP in accordance with statutory obligations

National and Commonwealth Heritage management principles require regular monitoring, review and reporting on the conservation of National and Commonwealth Heritage values. With respect to a place included in the National Heritage List that is not entirely within one or more Commonwealth areas, the Commonwealth must use its best endeavours to ensure that a plan for managing the place is consistent with the statutory principles (EPBC Act ss. 324X and 324Y). Where a place is included in the Commonwealth Heritage List the Commonwealth agency that owns or controls the place must prepare a management plan in accordance with its Heritage Strategy (EPBC Act s. 341S). For a place entered in the World Heritage List Schedule 5 of the EPBC Act regulations applies.

Commentary: A review will follow the *Burra Charter* process and take into account:

- any new information or research, or if the MP is found to be out of date with regard to its significance assessment or new information is revealed from specific studies of individual elements, buildings or places;
- any proposed action or works that has, will have or is likely to have a significant impact on the heritage values of KAVHA; or
- changes to the management environment that are likely to influence the degree that the policies are no longer appropriate to, or adequate for the changed circumstances.

Implementation Strategies

- 19.1 Review this MP at least once every 5 years from the date that the Minister (in accordance with the EPBC Act and its Regulations) agrees that the plan is consistent with National and Commonwealth Heritage management principles and if applicable World Heritage management principles;
- 19.2 Review this MP whenever major changes to the place are proposed, or in the case of fire or natural disaster;
- 19.3 Update this MP whenever there is a decision making, administrative or management process change or if legislative changes occur that co-ordinate functions and/or if administrative arrangements change management obligations, or policy directions, or to ensure consistency with current management circumstances.

Conservation management planning for individual areas or elements within KAVHA may lead to changed circumstances and need a review of this MP. Reviews carried out in accordance with the EPBC Act involve extensive community consultation and consideration of *Burra Charter* and *Australian Natural Heritage Charter* principles and processes. Unforeseen discoveries or disturbance of heritage may, depending on the extent of the impact on known heritage values, or the significance of the discovery, require a review of this MP to manage the disturbance or an additional plan to protect and conserve the discovery.

- 19.4 Augment this MP with additional management plans of a more detailed and specific nature for individual elements, buildings or places, as necessary;
- 19.5 Review and revise this MP when new information emerges from additional studies of individual elements, buildings or places;
- 19.6 Prepare a programme for the preparation of detailed management plans or management statements for particular areas, operational requirements and/or elements of KAVHA should be prepared, all to be consistent with this MP.

Commentary: Existing plans such as the landscape management plan and the cemetery reserve plan of management should be updated and adapted to comply. New plans should include a risk management plan as well as plans for the provision of all infrastructure services and utilities, archaeological studies, signage, memorials, vehicle management and parking, roads bridges and other public access walking routes. Aerials and other tall structures and buildings should not be constructed in KAVHA, recognising that the construction of such elements in adjacent areas could have a significant adverse impact on KAVHA and trigger EPBC Act considerations.

- 19.7 Review the implementation of this MP annually and re-assess the priorities depending on resources, or any other relevant factor such as operational change (see policies 19 and 21).

Commentary: The MP review will consider the degree to which policies and strategies have been met or implementation completed in accordance with the programme (see policy 18) as well as the actual condition of the place. Prioritisation will occur in accordance with strategies 5.2 and 5.3 if resource constraints do not allow the implementation of actions as programmed.

Policy 20. Adopt the conservation policies

The policies included in this MP should be endorsed as the primary management and planning tool for KAVHA by all jurisdictions and agencies with management and planning responsibility for KAVHA and any agency or community organisation with an interest in and association with KAVHA.

Implementation Strategy

- 20.1 The Australian and Norfolk Island Governments and their respective agencies will, through existing formal processes (and if necessary any additional statutory measure, process or revision) recognise, adopt and administer this MP and its policies and strategies.

Policy 21. Implement the conservation policies and programmes of work

Commentary: When implementing the conservation policies and programmes of work those responsible for preparing the programme should use the inventory as one of the references to assist in preparing maintenance and repairs (see Policy 18).

8.0 IMPLEMENTATION

INTRODUCTION

This MP is for use by any person or body planning works in, or changing uses within or adjacent to KAVHA and which may impact on the heritage significance of KAVHA.

The legislation requires that this MP be placed on public exhibition. The final version of the MP, will be amended, where appropriate, in response to comments received during the public exhibition process.

Policies recommend a re-structure of the way that KAVHA is administered to facilitate the way the place is managed to protect and conserve its outstanding heritage values.

Currently, the role of KAVHA Management Board (KMB) is to advise the Governments in accordance with the KAVHA MP. In particular the KMB is responsible for: establishing works priorities; developing a works program; making recommendations on budgets required; monitoring and reviewing the works program; and commissioning studies to assist the management of KAVHA.

The KAVHA Works Team carries out the works program on behalf of the KMB, however some aspects are the responsibility of the NIG, which among others include the management of public reserves, infrastructure and the Museums. The Works team comprises tradespeople and a project manager and secretary. Professional advice is obtained as required.

Particular MP policies affect property owners and users (including tourism operators and community groups). A range of NIG and Australian Government legislation controls activities (for example planning approvals, leases and licences).

A revised administrative arrangement is desirable with the authority and the will to be able to manage the place and to implement the conservation policies as well as abide by statutory obligations.

MONITORING CONDITION OF HERITAGE VALUES

Chapter 4 includes an indication of the condition of the heritage values of KAVHA at the time of writing of this MP. Conservation policies (Chapter 7) identifies when these need to be completed, generally co-ordinated with the obligation to review the MP at least once every 5 years. Conservation policies also identify when to report on the implementation of the MP.

KAVHA WORKS PROGRAM & BUDGET

There is an annual works program and budget for KAVHA developed by the KAVHA project manager for Board approval and based on the current Maintenance Plan. This works programme and budget is subject to the overall resource allocations approved by the Australian and Norfolk Island Governments. This MP recommends a review of the Maintenance Plan to ensure it covers all the attributes of KAVHA which contribute to its National, Commonwealth and Norfolk Island heritage values and its possible World Heritage values. This means maintenance of not only the key historic buildings, but also of the whole cultural landscape including ruins, plantings, natural values, historic earthworks and traditional uses. The conservation policy to monitor and report on the

condition of the heritage values and the implementation of the MP will include consideration of this annual works programme and take it into account.

MONITORING KEY PERFORMANCE INDICATORS (KPIs)

The following KPIs have been developed in response to the World, National and Commonwealth heritage principles and to other statutory requirements for the conservation of KAVHA. Some of these KPIs are similar to monitoring reported in previous KAVHA Management Board Annual Reports.

It is suggested that a review of the status of these KPIs be carried out by independent qualified assessors initially and again at every second review (eg coinciding with review of MP). It is important that such a review be undertaken by those with suitable heritage expertise and that advice be obtained from the Department of the Environment, Water, Heritage and the Arts or its successor.

KPIs that would be worthy of inclusion in a review are:

1. The implementation of the MP policies and strategies.
2. The impacts of management decisions and actions on the statutory heritage values of KAVHA.
3. The use and application of heritage skills and expertise in maintenance and repair programmes and works actions affecting KAVHA.
4. The implementation and success of heritage training programmes.
5. Community consultation procedures and stakeholder liaison processes and outcomes.
6. Compliance with statutory obligations apart from the above such as EPBC Act referrals.

APPENDIX

APPENDIX 1 ACKNOWLEDGMENTS

The project team gratefully acknowledges the assistance of the following in the preparation of this Management Plan for the Kingston and Arthurs Vale Historic Site. This list has been compiled in alphabetical order, by organisation.

AUSTRALIAN HERITAGE COMMISSION (2002)

Ms Kirsty Altenburg
 Ms Jane Lennon - Commissioner & KAVHA Board
 Dr Ken Heffernan
 Dr Barry Reville

DEPT OF THE ENVIRONMENT AND HERITAGE/DEPARTMENT OF THE ENVIRONMENT, WATER, HERITAGE AND THE ARTS (2007)

Mr Shane McWhinney
 Ms Lorraine Haslem
 Ms Ilse Wurst
 Ms Elizabeth Boyle

DEPT OF TRANSPORT & REGIONAL SERVICES/ATTORNEY GENERAL'S DEPARTMENT

Ms Maureen Ellis (2002)
 Ms Di Gayler (2002)
 Mr David Kennedy (Consultant) (2002)
 Ms Sue Strickland(2002)
 Mr Roger Gottlob(2007)
 Mr Graham Wolfe (2007)
 Ms Karen Stewart (2007)

GIS MAPPING (2002)

Mr Paul Shea

KAVHA Staff

Mr G. E. (Puss) Anderson (2002 & 2007) Project Manager
 Ms Anita French (2007) Secretary

LOCAL HISTORIANS (2002)

Mrs Merval Hoare (now deceased)
 Mrs Nan Smith
 Mr Les Brown

NORFOLK ISLAND ADMINISTRATOR'S OFFICE

Mr Anthony Messner (2002)
 Mr Owen Walsh (2002 & 2007)

NORFOLK ISLAND GOVERNMENT

Mr Geoff Gardener (2002 & 2007) KAVHA Board
 Mr David Buffett AM (2002 & 2007) KAVHA Board
 Mr John McCoy (2002)
 Ms Vicky Jack (2007) KAVHA Board
 Mr Andre Nobbs (2007) KAVHA Board

NORFOLK ISLAND COMMUNITY (2002 & 2007)

Jack Anderson (now deceased)

Dr John Duke

Owen and Beryl Evans

Tom and Jean Sims

Tim and Tom Lloyd

Margaret Meadows

NORFOLK ISLAND ADMINISTRATION STAFF

Mr Allen (Ikey) Battaile(2002 & 2007)

Ms Jodie Quintal (nee Brown) (2002)

Mr Boyd Buffet (2002)

Ms Cheryl (Salu) le Cren (2002 & 2007)

Mr Peter Davidson (2002 & 2007)

Mr Nigel Erskine (2002)

APPENDIX 2 PREVIOUS REPORTS

This Management Plan is the latest in a range of Conservation Management Plans since 1980. The initial 1980 report was prepared by a Working Group which included members from the Department of Home Affairs, the Norfolk Island Legislative Assembly, Department of Housing and Construction, National Capital Development Commission, Australian Heritage Commission and Department of Home Affairs. However because of the nature of the interdepartmental committee that supervised its preparation, it suffered from being focussed on restoration works rather than the conservation of the place and was criticised by conservation experts at the time.

The 1980 report was comprehensively revised in 1988 by a team of consultants coordinated by Clive Lucas Stapleton and Partners and recognised by the then Australian Heritage Commission as best conservation practice. The inventory included in this report is generally drawn from the 1979 Archaeological Survey. Previous reports generally incorporated in this report are listed below as well as reports on individual projects.

KAVHA Management Plan, April 1980.

Archaeological Survey, KAVHA, Wilson & Davies, 1980 printed 1983 (the green book).

The Architectural Historical Record of KAVHA, Department of Housing and Construction, 1981 (the brown book).

Conservation Management Plan, Clive Lucas, Stapleton & Partners.1988.

Land Degradation Study and Management Plan, Graeme Clifton. NSW. Dept of Conservation and Land Management, 1993.

Interpretative Plan, Volume 1: Policy, McLaren, Peter, 1993, (note volume 2 was never adopted).

Government House Norfolk Island : Conservation and Management Plan, Philip Cox & Partners Pty Ltd, 1983.

Landscape Management and Conservation Plan, prepared by Tropman and Tropman Architects.1994.

Kingston Cemetery Study and Management Plan, Tropman and Tropman Architects,1994.

Recreation Management Plan, by Gary Prosser and Jill Lang, 1995.

MP: Government House and Quality Row Residences Gardens, Tropman & Tropman Architects.1997.

Water Quality Management Plan, by Peter M. Davidson Pty Ltd, 1997.

Prehistoric Human Colonisation of Norfolk Island, Atholl Anderson, 1997.

There is also a range of smaller reports which were referred to (held in the KAVHA Office).

APPENDIX 3 AREAS FOR FURTHER RESEARCH

The following libraries, library catalogues, archives and government agencies were consulted during the preparation of this study. Many archival and library catalogues are available on the World Wide Web and their addresses are given below:

Alexander Turnbull Library, Wellington, NZ	www.natlib.govt.nz/
Anglican Church, Hobart	www.anglicantas.org.au/parishes/
Archives Office of Tasmania	www.tased.edu.au/
Auckland Museum (Te Papa Whakahiku)	www.akmuseum.org.nz/
Australian Land Information Group (Auslig)	www.auslig.gov.au/
Bounty Folk Museum, (Norfolk Island) <i>now closed, location of collection not known</i>	
British Library (London)	www.bl.uk
Melanesian Mission, School of Oriental & African Studies (London)	www.soas.ac.uk/Archives
KAVHA Archives <i>partially catalogued, not available on the internet</i>	
National Archives of Australia	www.naa.gov.au
National Library of Australia	www.nla.gov.au
National Register of Archives and Manuscripts (Te Rarangi Puranga, Tuhinga Ake o te Motu, NZ)	www.nram.org.nz
National Maritime Museum (Greenwich, London)	www.nmm.ac.uk
Natural History Museum (London)	www.nhm.ac.uk
Norfolk Island Administration - Norfolk Island Museums - Catalogue not available on the Internet	
NSW State Records Office	www.records.nsw.gov.au/
NSW Department of Public Works and Services Catalogue not available on the Internet	
New Zealand Aerial Mapping	www.nzam.com/
Mitchell Library (part of the SLNSW)	www.slsw.gov.au/
Picture Australia	www.pictureaustralia.org/
Public Records Office (London)	www.pro.gov.uk
Royal Botanic Gardens, Kew	www.rbgkew.org.uk/
ScreenSound Australia	www.screensound.gov.au/
Selwyn College, Cambridge	www.sel.cam.ac.uk/
State Library of Tasmania	www.tased.edu.au/
State Library of NSW	www.slsw.gov.au/
Sydney Archdiocesan Archives <i>no internet catalogue</i>	
Queen Victoria Museum, Launceston	www.gqmag.tased.edu.au/
Personal Collections (Norfolk Island)	
Mr Les Brown	
Ms Merval Hoare (now deceased)	
Mr Max Hobbins	

Further research projects have been identified in the implementation strategy. It is envisaged that additional research will be required should specific projects, such as the development of detailed interpretive signage, be undertaken.

It is envisaged that the supplementary volumes be added to as more source material is located. This material has been compiled in the form of a database that easily allows for the addition of new material. These volumes can be used independently to assist in the preparation of further detailed studies.

APPENDIX 4 ABBREVIATIONS

The following abbreviations are used in the document:

ANPWS	Australian National Parks & Wildlife Service
ADG'S	Attorney General's Department
DA	Development Application
DCP	Development Control Plan
DEWHA	Department of the Environment, Water, Heritage and the Arts
DOTARS	Department of Transport & Regional Services (Australia)
EIS	Environmental Impact Statement
EPBC	Environment Protection and Biodiversity Conservation (Act).
GA	Government Architect (of NSW)
ICOMOS	International Council of Monuments and Sites
KAVHA	Kingston and Arthurs Vale Historic Area
MP	Management Plan
NAA	National Archives of Australia (Canberra)
NHM	Natural History Museum (London)
NI	Norfolk Island
NIA	Norfolk Island Administration
NIG	Norfolk Island Government
NIHR	Norfolk Island Heritage Register
NIM	Norfolk Island Museums
NIP	Norfolk Island Plan
NLA	National Library of Australia (Canberra)
NMM	National Maritime Museum (London)
NSW	New South Wales
NZ	New Zealand
PRO	Public Records Office, London
RAHS	Royal Australian Historical Society
REO	Royal Engineers Office
RNE	Register of the National Estate (Australian Heritage Commission)
UNESCO	United Nations Education, Scientific and Cultural Organisation

APPENDIX 5 DEFINITIONS

The following definitions explain the terms commonly used in Conservation Planning. They have been drawn from the Burra Charter, from the NSW Heritage Office publication, *Heritage Terms and Abbreviations (1996)* and the Department of the Environment, Water, Heritage and the Arts homepage.

Adaptation means modifying a *place* to suit the existing *use* or a proposed use.

Aesthetic significance An item having this value is significant because it has visual or sensory appeal, landmark qualities and/or creative or technical excellence.

Archaeological Assessment A study undertaken to establish the archaeological significance (research potential) of a particular site and to propose appropriate management actions.

Archaeological Significance A category of significance referring to scientific value or 'research potential' that is, the ability to yield information through investigation.

Archaeological Site A place that contains evidence of past human activity. Below-ground archaeological sites include building foundations, occupation deposits, features and artefacts. Above ground archaeological sites include buildings, works, industrial structures and relics that are intact or ruined.

Archaeological Zoning Plan A graphic plan of a place indicating relative archaeological potential of areas or zones within this. An archaeological zoning plan is prepared by undertaking broad scale archaeological assessment over a large area.

Associations means the special connections that exist between people and a *place*.

Burra Charter (and its guidelines) Charter adopted by Australia ICOMOS in 1999 that establishes the nationally accepted principles for the conservation of places of cultural significance.

Conservation means all the processes of looking after a place so as to retain all its cultural significance.

The earlier version of the Burra Charter noted that conservation includes *maintenance* and may according to circumstance include *preservation*, *restoration* and *adaptation* and will more commonly be a combination of these.

Contemporary Community Esteem The valuing of a heritage item by a recognised local, regional or state-wide community because it forms a strong part of their cultural identity.

Compatible Use means a use which respects the cultural significance of a *place*. Such a use involves no, or minimal, impact on cultural significance.

Cultural Identity includes the language of a people, their collective memory, historiography and myths; their iconic figures, their ideologies and religion.

Cultural Landscape Those areas of the landscape which have been significantly modified by human activity. They include rural lands such as farms, villages and mining towns as well as country towns.

Cultural Significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its *fabric, setting, use, associations, meanings, records, related places and related objects*. Places may have a range of values for different individual components, fixtures, contents and objects.

Cultural Tradition includes all traditional customary practices and beliefs relating to the aspects of community life.

Curtilage The geographical area that provides the physical context for an item and which contributes to its heritage significance. Land title boundaries and heritage curtilages do not necessarily coincide.

Development Control Plan (DCP) A plan prepared by a local government agency to provide more detailed development controls and guidelines to accompany a broader planning instrument, such as the Norfolk Island Plan. Often used for Heritage Conservation Areas.

Environmental Heritage means those places, buildings, works, relics, moveable objects and precincts, of State or local heritage significance (Section 4 of the NSW Heritage Act 1977)

Environment Protection and Biodiversity Conservation Act

The Commonwealth *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act), came into force on 16 July 2000. The EPBC Act and subsequent amendments replace six Commonwealth statutes:

Environment Protection (Impact of Proposals) Act 1974;

Endangered Species Protection Act 1992;

National Parks and Wildlife Conservation Act 1975;

World Heritage Properties Conservation Act 1983;

Whale Protection Act 1980; and

Wildlife Protection (Regulation of Exports and Imports) Act 1982

This Commonwealth legislation focuses Commonwealth interests on matters of national environmental significance, Commonwealth Areas and actions, establishes an environmental assessment and approvals process and establishes an integrated regime for biodiversity conservation and the management of important protected areas.

Fabric means all the physical material of the *place* including components, fixtures, contents and objects.

Heritage Route A Heritage Route is composed of tangible elements of which the cultural significance comes from the exchanges and a multi-dimensional dialogue

across countries or regions, and that illustrate the interaction of movement, along the route in space and time. (UNESCO World Heritage Newsletter, June 1995)

Heritage Significance of aesthetic, historic, scientific, cultural, social, archaeological, natural or aesthetic value for past, present or future generations.

Historical Significance An item having this value is significant because of the importance of its relationship to the evolving pattern of our cultural history.

Integrity A heritage item is said to have integrity if its assessment and statement of significance is supported by sound research and analysis, and its fabric and curtilage are largely intact.

Interpretation means all of the ways of presenting the *cultural significance* of a *place*.

Local Significance Items of Heritage Significance which are fine examples, or rare, at the local community level.

Maintenance means the continuous protective care of the *fabric*, contents and setting of a place, and is to be distinguished from repair. Repair involves restoration or reconstruction.

Meanings denote what a *place* signifies, indicates, evokes or expresses.

Moveable Heritage Heritage Items not fixed to a site or place, for example, furniture, locomotives and archives.

National Parks and Wildlife Act (Federal) The National Parks and Wildlife Act of 1975 has been superseded by the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act).

Oral Histories Historical research carried out by interviewing people associated with a heritage item, in a planned manner to answer questions which is archivally recorded on audio equipment so that it can be transcribed and analysed.

Place means site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views.

Preservation means maintaining the *fabric* of a *place* in its existing state and retarding deterioration.

Rarity An item having this value is significant because it represents a rare, endangered or unusual aspect of our history or cultural heritage.

Reconstruction means returning a *place* to a known earlier state and it is distinguished by the introduction of new material into the *fabric*.

Related Object means an object that contributes to the cultural significance of the *place*, but is not at that place.

Related Place means a *place* that contributes to the cultural significance of another place.

Representativeness Items having this value are significant because they are fine representative examples of an important class of significant items or environments.

Restoration means returning the existing *fabric* of a *place* to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.

Setting means the area around a *place*, which may include the visual catchment.

Social Significance Items having this value are significant through their social, spiritual or cultural association with a recognisable community.

Statement of Heritage Impact (SOHI) Analyses the impact of proposed works on the significance of a heritage item.

Technical/Research Significance Items having this value are significant because of their contribution or potential contribution to an understanding of our cultural history or environment.

Use means the functions of a *place*, as well as the activities and practice that may occur at the *place*.

APPENDIX 6 GLOSSARY

Adze A tool for cutting away the surface of wood.

Assemblage A collection of related objects either excavated during an archaeological excavation or as part of the movable heritage of a heritage place.

Barbette The platform from which a gun fires over a parapet.

Battery An emplacement for one or more guns, such as Dawes Point Battery at Sydney Cove.

Boulting Sieving or sifting, undertaken with a 'boulter' or 'bolter', a sieve or shifting machine.

Brick Nog A form of infilling to half timbering or timber frame construction composed of a single skin of non structural brickwork.

Calc- includes Lime

Calcarenite Limestone found at Kingston

Clinker A boat building technique, where the planks used to form the hull overlap.

Coble A clinker built boat with a squared off stern. These flat bottomed boats could be bought straight up onto a beach and were used where no natural harbour existed. The design is a traditional one, thought to be Nordic in origin. These vessels continue to be used as fishing vessels in the north of England and in Cornwall.

Cobleman A boatman, or waterman, who operates a Coble

Commissariat an Imperial department, especially military, for supply of food &c.

Coxswain The coxswain directs the speed and rhythm of a boat crew.

Culvert A channel or conduit carrying water under a road.

Drift Voyage A relatively imprecise form of navigation relying on currents and tradewinds.

Endemic Flora or fauna native to a particular geographic area only, for instance the Norfolk Island Pine is endemic only to Norfolk Island.

Fauna The term applied to the animals of a particular region, both endemic and introduced species.

Flora The term applied to the plants of a particular region, both endemic and introduced species.

Harling A vernacular term for rough-cast render on a wall, made with sand, lime, water and small gravel. [Great Britain].

Lighter Clinker built boat used for loading and unloading vessels moored at sea.

Mechanic An old fashioned term for a labourer.

Obsidian A dark vitreous lava or volcanic rock that appears like bottle glass. Black volcanic glass obtained from Raoul Island in the Kermadecs & Mayor Island prized by Maoris and Polynesians as a cutting edge.

Overshot Term used to describe the method of operation of a water powered mill.

Parterre Formerly laid out garden beds, often divided by small hedges, in the French manner.

Penitentiary A reformatory prison, the term being derived from the word Penitent, meaning to repent.

Pike (the weapon not the fish) A long wooden shaft with a pointed steel or iron head. This form of infantry weapon was superseded by the bayonet.

Post Mill A form of windmill that revolved around a central post, and could be turned to face the wind.

Quern Mill turned by hand in order to grind grain.

Quick Lime A white caustic alkaline earth (calcium oxide) obtained by heating limestone, used for making fertiliser and mortar.

Roughcast Form of external plastering or render composed of lime, sand and water and small particles of gravel, pebbles or crushed stone, thrown into an undercoat of render before the render has dried, also called pebble-dash.

Refractory Stubborn, unmanageable or rebellious, a term often applied to prisoners or convicts.

Saltire A heraldic device, or 'ordinary' in the form of a Saint Andrews or diagonal cross X, formed by the crossing of a bend and a bend sinister.

Slab A floor or external area made from concrete, either with or without reinforcing. The term is also applied to a vernacular form of construction, using large coarsely hewn planks of timber.

Slaked Lime Quicklime combined with water, forming calcium hydroxide. This form of lime is used to make mortar and white wash.

Sloop A small, single-masted, fore and aft rigged sailing vessel with a single headsail jib. Historically the term applied to a small warship that carried guns on her upper deck.

Stipendiary Magistrate a paid, professional magistrate.