

Kingston, Norfolk Island
Daun'taun, Norf'k Ailen

Kingston and Arthur's Vale Historic Area

Heritage Management Plan
Public Consultation Draft

July 2024



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Australian Government
Kingston Cultural Area
Norfolk Island



Cover image

Kingston and Arthur's Vale Historic Area, Norfolk Island. (Source: Kit Wilson; reproduced with permission from Department of Infrastructure, Transport, Regional Development, Communications and the Arts)

Executive Summary

The Kingston and Arthur's Vale Historic Area (Kingston or the site) on Norfolk Island is a place of outstanding heritage value to the people of Norfolk Island, Australians, and the global community—a living cultural landscape.

Kingston's heritage values are multilayered and complex; the place is recognised for its evocative and picturesque character, unique evidence of Polynesian settlement within Australian territory, outstanding Georgian buildings and ruins, archaeological remains, and Pitcairner descendant history, all set within a striking coastal landscape. The site comprises important natural systems as well as perceptions, beliefs, stories, experiences and practices, and is significant both individually and as part of the broader Australian story.

It was initially occupied by seafaring Polynesians between approximately 1150 and 1540, then settled by the British from 1788 as a convict penal settlement. The first British Colonial Settlement period between 1788 and 1814 was followed by a subsequent phase of British Penal Settlement from 1825 to 1856. In 1856 the site was settled by the Pitcairner Island descendants of the HMS *Bounty* mutineers and Tahitians, and today the site plays an important continuing role in the life, identity and culture of the Norfolk Island community.

The heritage significance of Kingston is recognised locally, nationally and internationally by its inclusion on the Norfolk Island Heritage Register, the Commonwealth and National Heritage Lists, and the World Heritage List as part of the Australian Convict Sites World Heritage property.

Under the UNESCO World Heritage Convention, the Australian Government has obligations to ensure Kingston's heritage values are identified, protected, conserved, presented and transmitted to future generations. The Norfolk Island community, in partnership with the Australian Government, has invested in and managed Kingston for more than a century. The Australian Department of Infrastructure, Transport, Regional Development, Communications and the Arts (the Department) has overall responsibility for management of Kingston. Other parties play important roles in conserving, celebrating and promoting its heritage values, including the Norfolk Island Regional Council (NIRC), landholders, tourism operators, and the Norfolk Island community.

As an important heritage site, Kingston requires a management plan under the *Environment Protection and Biodiversity Conservation Act 1999* (Cth) (EPBC Act), and management arrangements are also needed under Australia's obligations as a signatory to the UNESCO World Heritage Convention. This Heritage Management Plan (HMP) will be the principal guiding document for the heritage values of Kingston. Its main function is to guide the Department and other site users in the conservation, protection and presentation of Kingston's heritage values, and to help manage change. This HMP will guide the conservation and management of Kingston's heritage values, ensuring this unique site can be protected, used and celebrated into the future. It will guide positive change that ensures Kingston remains a meaningful and memorable place to the Norfolk Island community, visitors, and the Australian and international communities.

This HMP has been prepared in accordance with the EPBC Act and complies with the Environment Protection and Biodiversity Conservation Regulations 2000.

Because heritage values evolve and change over time, this HMP includes a review of the existing identified heritage values for Kingston. The review of values confirms Kingston's significance as part of the Outstanding Universal Value of the Australian Convict Sites, as well as the National Heritage, Commonwealth Heritage and Norfolk Island Heritage Register values.

This HMP identifies key constraints and opportunities associated with the management of Kingston, to inform the development of policies and principles for the site that respond to these issues. A series of strategic principles have been developed relating to key themes in the management of Kingston, providing a foundation for the philosophical approach to the policies and recommendations set out in subsequent sections of the report.

The report provides the Department with clear policy directions to guide the future conservation, management and interpretation of the heritage values associated with Kingston. In total, 11 policy areas have been identified, and alongside the conservation policies this HMP includes recommended actions, along with prioritisation, timeframes and responsible parties for implementation.

The implementation and monitoring of these policies is essential to the management of Kingston's heritage values, ensuring the sustainability of the site for the local, national and international community into the future.

Summary of Key Findings

- Kingston and Arthur's Vale Historic Area is an internationally significant heritage site, which must be managed to a standard commensurate with its importance for the protection, conservation, presentation and transmission of its heritage values.
- The current heritage listings of Kingston accurately reflect its heritage values and these values should guide decision-making about the site.
- Although the heritage values of Kingston are in good condition, there are opportunities to improve its management for the benefit of the site and its users, and to avoid risks to its heritage significance and fabric.
- Kingston is unique in Australia for the combination of its significance, history, remote location and cultural context, and these factors present both opportunities and constraints that shape the site's management.
- Due to Kingston's size and unique characteristics, a suitable governance structure that effectively addresses its opportunities and constraints is imperative to achieve good outcomes for the site.
- Appropriate funding and resourcing are essential to ensuring Kingston's heritage values can be effectively conserved and managed. Australian Government funding has increased significantly in recent years and a variety of opportunities are being considered for additional revenue streams. Increased resourcing (including funding and staffing) is needed to address management requirements for the site and avoid risks to its heritage significance, such as those that come with delays to maintenance and capital works.
- Kingston is an exceptionally important place in the life of the Norfolk Island community. The community's connection to Kingston should be understood and integrated into the place's

management, including facilitating culturally significant community uses and involving the community in decision-making.

- Kingston’s movable cultural heritage in the form of artefacts and collections is an important attribute of its heritage values. Funding and forward planning are needed to ensure these items are protected, conserved and celebrated. Opportunities to improve the storage, condition and management of collections should be explored as a priority, taking into account the options considered in the Site Master Plan.
- Strategic planning for the future of Kingston is needed to maximise community use, interpretation, museums, access and engagement, and landscape management. The Site Master Plan should be used to inform future planning for Kingston, alongside this HMP and other key documents like the Cultural Landscape Management Plan (CLMP) and the Archaeological Zoning and Management Plan (AZMP).
- Sustainable practice is essential to ensuring the conservation and longevity of Kingston. Conservation, development, tourism, climate change and water quality must all be managed sustainably to ensure Kingston and its heritage significance can continue to benefit current and future generations.

Key Actions for Policy Areas

The urgent and high priority actions that arise from the HMP are listed below by policy area.

- **Urgent actions** must be completed within 0 to 12 months of commencement of this HMP.
- **High priority actions** must be completed within 6 months to 2 years of commencement of this HMP.

1. Heritage Conservation

1.1. Urgent Actions

- 1.1.1. Develop and implement a **built structures management strategy**, including:
 - a schedule of traditional, compatible and incompatible uses for each structure and/or feature
 - a conservation and asset audit that identifies significant fabric, condition and tolerance for change of buildings, precincts and heritage fabric
 - an assessment of whether any ruins are suitable for interpretation through sensitive potential partial restoration or reconstruction
 - a monitoring program and schedule for all heritage assets that is correlated with existing impacts and existing fabric conditions
 - a means to record the nature and outcomes of works, alterations and additions to significant buildings and structures in a centralised asset management database.
- 1.1.2. Prepare a strategic forward plan that identifies, prioritises and creates an implementation schedule for significant capital conservation works for Kingston, taking into account the conservation and asset audit and the recommendations of the Site Master Plan.

1.2. High Priority Actions

- 1.2.1. Develop and implement a regular maintenance program at Kingston in accordance with the guidance and schedule in the Heritage Maintenance Manual.

1. Heritage Conservation

- 1.2.2. Develop conservation guidelines documents for Kingston that provide concise and accessible advice and dos and don'ts for managing heritage for landholders and leaseholders, and provide these to landholders/leaseholders.
- 1.2.3. Develop and implement a **cemetery management strategy**, including:
- a program for non-invasive ground penetration radar survey work to identify the extent and location of burials in the Cemetery
 - a program for cemetery conservation works, which provides guidance on appropriate maintenance schedules and methodologies for cemetery and headstone management.
- 1.2.4. Develop and implement a **movable cultural heritage management strategy**, including:
- policies and procedures for the accessioning, storage and conservation of excavated and other relevant artefacts, discovered through archaeological excavation, for inclusion as part of the KAVHA Collection
 - an inventory, condition and significance assessment, and where necessary determine their ownership, of the movable cultural heritage collections housed both in and off the site
 - an assessment of the current collection and exhibition storage, conditions and locations for the three collections housed in Kingston, to assess their suitability and identify strategies to support high-quality collections management and interpretation
 - a program to ensure all movable cultural heritage housed in Kingston is conserved, stored and presented to a consistently high standard and in accordance with industry collection management guidance and in accordance with any specific management documents (e.g. HMS Sirius HMP)

2. Communications and Community Engagement

2.1. Urgent Actions

- 2.1.1. Develop and implement a communication and stakeholder management strategy, including:
- an analysis of the various stakeholders in terms of their ability to influence an outcome, right to be informed/involved and importance they place on an issue being resolved
 - options and strategies for communicating with various stakeholders including use of Norf'k, use of social media, regular newsletters, etc.

2.2. High Priority Actions

- 2.2.1. Develop and implement an **intangible cultural heritage management strategy**, including:
- an inventory of the intangible cultural heritage of Kingston, researched and prepared in collaboration with the Norfolk Island community
 - investigation of the potential significance of tourism and the presence of visitors as part of Kingston's intangible cultural heritage
 - a suite of programs to support the community transmission of traditional uses, activities and intangible cultural heritage associated with Kingston
 - recommendations on how the identified cultural traditions, uses and intangible cultural heritage of Kingston can be included in the interpretation of the site.
- 2.2.2. Develop and implement a community engagement strategy, including:

2. Communications and Community Engagement

- options to engender greater involvement of the Norfolk Island community with the conservation of the site
- programs developed in conjunction with specific diverse community groups to encourage their traditional use of and engagement with the site
- specific opportunities to involve Norfolk Island Central School students (of all age levels) in Kingston, including volunteer works on archaeological investigations, close study of materials in museums, etc.

3. Site Management

3.1. Urgent Actions

3.2. High Priority Actions

- 3.2.1. Develop and implement a land use management strategy, including:
 - reviewing the current systems and structures used to manage land-use across the site
 - developing a coherent set of sub-divisions (i.e. precincts or equivalent) that are applicable to managing all development and other impacts on the site
 - reviewing the boundary of the Commonwealth Heritage Listing for Kingston to avoid any inconsistencies in types of land tenure covered by the listing
 - establishing a regular avenue or forum for the Australian Government to give advice and share knowledge to assist landholders in the site with heritage management
 - establishing procedures to identify any heritage impacts and inform relevant approvals and any alterations or mitigation measures to reduce impacts, when considering activities within or adjacent to the site
 - an updated Development Control Plan
 - a policy requiring any existing leases/tenancy agreements, and/or new leases/tenancy agreements, to protect heritage values and that gardens in Quality Row properties are not changed
 - a register of vehicular damage to heritage assets that quantifies the extent and value of impacts caused by traffic movement and parking around the site
 - an approach to parking and traffic management that ensures the heritage significance and fabric of the site are protected while supporting community use
- 3.2.2. Meet with all Crown leaseholders within Kingston to provide information about the responsibilities and obligations that come with their leases.
- 3.2.3. Prepare a strategic plan to identify the sustainability and trajectory of Kingston's current sand resources, set limits on sand use, and address the long-term goal of ceasing sand mining in Kingston.
- 3.2.4. Prepare an events policy that outlines protective measures that must be taken during events to conserve heritage attributes, e.g. ensuring event infrastructure is temporary, avoiding physical contact with heritage fabric, adding protective layers between event infrastructure and heritage items, and controlling access to particularly sensitive or poor-condition areas.
- 3.2.5. Prepare an environmental management strategy, including:
 - a comprehensive survey of current biodiversity within and relating to the site

3. Site Management

- a sustainability policy that includes carrying capacity and other relevant indicators for use
 - a waste management policy to ensure waste generated, both at and outside the site, avoids impacts on the site's heritage significance.
- 3.2.6. Establish and implement a program to undertake regular monitoring and annual reporting on water quality in Kingston.
- 3.2.7. Report on the impacts of poor water quality (particularly water acidity) on Kingston's heritage fabric, including landscape and built fabric, to the Norfolk Island Water Quality Working Group, the Norfolk Island Team and relevant Departmental executives, and the Australian Convict Sites Steering Committee, and implement conservation actions to address these impacts.
- 3.2.8. Identify and implement opportunities to work with relevant parties to improve water quality impacts on Kingston associated with upstream activities and its broader setting, inside and outside the heritage boundary.
- 3.2.9. Undertake a data collection project to identify heritage values most at risk from climate change and their condition, and implement a program of monitoring and reporting on any changes to condition over time.
- 3.2.10. Address any climate change risk to Kingston identified from data collection and research projects.
- 3.2.11. Prepare a vegetation management strategy, including:
- an identification register, condition assessment and management plan of culturally significant trees and/or vegetation
 - a schedule for replacement or removal of significant trees and plantings across the site as they progress through their natural lifespan
 - a weed management program to reduce impacts on natural and cultural heritage values
 - plant lists for the kitchen and ornamental gardens in buildings such as the Quality Row properties and Government House.

4. Research and Document Management

4.1. Urgent Actions

- 4.1.1. Identify a suitable location and format for a centralised database of all records related to the conservation, management and interpretation of Kingston, e.g. a centralised asset management system as per the Asset Management Plan (2020).

4.2. High Priority Actions

- 4.2.1. Develop and implement a research management strategy, including:
- a research prospectus that identifies priorities for archaeological investigation within the site
 - identify potential partners to undertake archaeological investigation and projects that provide information on all phases of Norfolk Island's settlement.
- 4.2.2. Develop and implement an archives and document management strategy, including:
- a procedure to provide for the collation and retention of conservation related correspondence, reports, records and associated data
 - recommendations for a dedicated (ideally off-the-shelf) electronic record-keeping system

4. Research and Document Management

- the ongoing cataloguing, conservation and storage of records including information on the locations of existing graves and burial sites (note: 75% of all records to be digitised by 31 December 2028).

5. Visitor Experience

5.1. High Priority Actions

- 5.1.1. Undertake a market research program to understand the needs and opportunities of the Kingston tourism market and to inform tourism initiatives.
- 5.1.2. Develop and implement a commercial activities management strategy for the site, including:
 - outline acceptable commercial activities within the site
 - provide guidance to potential commercial users of the site
 - establish a system to allow for a financial contribution from commercial tourism activities to be spent on conservation and management of the site.

6. Site Administration

6.1. Urgent Actions

- 6.1.1. Establish an induction program for all Department staff, contractors, government agencies and all other suppliers working on projects related to Kingston to familiarise them with Kingston's heritage significance, management principles and requirements for working with heritage places before undertaking any work. Ensure that any prepared scopes of work/approach to market documents refer to this HMP and other guiding documents.
- 6.1.2. Provide this HMP to the Australian Heritage Council and Minister for the Environment and Water for endorsement and approval under the EPBC Act.
- 6.1.3. Make this HMP available to the public and to all site users.

6.2. High Priority Actions

- 6.2.1. Establish a streamlined governance model for Kingston that:
 - creates a clear management framework
 - allocates responsibility and ensures accountability
 - facilitates strategic planning and delivery of outcomes
 - creates the capacity and flexibility to recruit specialised staff to secure roles when needed
 - has structures to provide appropriate funding for the site through government operational and capital budget allocations, revenue generation and reinvestment.
- 6.2.2. Ensure that all Kingston staff are integrated into one overarching management structure and are accountable to the established governance hierarchy.
- 6.2.3. Prepare a site plan of management which identifies the key policies and documents required to efficiently and effectively manage the site, including:
 - identification and description of the key management documents

- relevant policies (note: site management policies will follow a standardised format) and be contained in a single document referred to as the 'Plan of management'
 - identification of any gaps in the current suite of management documents and/or policies
 - a statement clearly outlining the roles and responsibilities of the Australian Government, NIRC and others in the management of the site.
- 6.2.4. Develop and implement a sustainable funding strategy, including:
- the estimated costs of managing the site in accordance with the Australian Government's obligations as a signatory to the UNESCO World Heritage Convention
 - opportunities to obtain additional funding for Kingston through both Australian Government and alternative revenue streams.
- 6.2.5. Identify and implement opportunities for collaboration between the Australian Government, the NIRC and the community, sharing information and improving accountability and transparency.
- 6.2.6. Develop and implement a staff capacity development strategy, including:
- an audit of the capability needs of the 15+ positions (management, administration, conservation and heritage management, museum and collections management, maintenance, and grounds) across the site
 - an assessment of the current staff capacities
 - proposals for targeted training programs, and associated funding, to build staff capability to complete their duties to an acceptable standard.
- 6.2.7. Develop and implement a risk management strategy that:
- draws upon other strategies such as the commercial activities management strategy, environmental management strategy, movable cultural heritage management strategy, to identify and codify all potential risks impacting on the site
 - populates the relevant sections (e.g. risk, risk owner, risk source, consequence, controls, treatments, etc) of the register
 - includes a review mechanism to assess the effectiveness of any treatments.
- 6.2.8. Undertake a program to identify and categorise natural and human-caused risks to Kingston's heritage fabric and values (including from visitation, use, management systems, water quality and climate change), and develop and implement protective measures against these risks.
- 6.2.9. Develop an evaluation and monitoring framework, including:
- describing the performance metrics to be used to assess the effectiveness of the proposed actions contained in the HMP
 - identifying actions completed on time and the outcomes resulting from those actions
 - identifying actions that are overdue and the proposed steps to bring them back on schedule
 - identifying any changes in the state of the heritage values and condition of the fabric of the site as a result of the actions.

Report Structure

Section 1

Introduction

- Provides introductory material about the report and Kingston.

Section 2

Vision and Management Objectives

- Provides the overarching vision and key objectives for the HMP.

Section 3

Understanding the Place: Historical Context

- Provides a summary of the historical development of Kingston.

Section 4

Understanding the Place: Physical and Cultural Context

- Describes the physical fabric and context of Kingston and analyses its physical development.
- Provides an overview of the archaeological potential and cultural context of Kingston.

Section 5

Management Context

- Outlines the legal and administrative management context for Kingston.

Section 6

Heritage Significance

- Describes the listed World, National, Commonwealth and local heritage values of Kingston.
- Assesses the significance of Kingston to identify any additional heritage values and provides a Statement of Significance that summarises the heritage values of the place.

Section 7

Developing Policy: Opportunities and Constraints

- Discusses the opportunities and constraints at Kingston arising from its significance, relevant statutory requirements, and other considerations relating to its context and future management.

Section 8

Strategic Management Principles

- Outlines overarching principles developed from Kingston’s significance, opportunities and constraints, which have informed the development of policy, and presents a strategic approach to management of Kingston.

Section 9

Conservation Policies and Recommendations

- Provides overarching policies for managing Kingston and its heritage values. This section includes detailed policies for operations and management and aspects of the place’s conservation that are relevant across the site, including interpretation, new works and site uses.
- Provides conservation and management actions for implementing this HMP.

Section 10

Policy Implementation

- Outlines the prioritisation of recommended actions and guidance for implementation.

Appendices

Appendices

Appendix A—Glossary and Abbreviations

Appendix B—Methodology

Appendix C—Heritage List Citations

World Heritage List

National Heritage List

Commonwealth Heritage List

Norfolk Island Heritage Register

Appendix D—Assessment of Condition and Integrity of Heritage Values

Appendix E—EPBC Act and Regulations Compliance Checklist

Appendix F—Australian Convict Sites Strategic Management Framework

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Know what the goals of this document are	Section 2
Find out about the history of Kingston	Section 3
Understand the landscape and buildings of Kingston	Section 4
Learn about Pitcairner descendant culture today	Section 4.7
Know how Kingston is managed	Section 5
Know what laws and regulations apply to Kingston	Section 5.3
Find out what makes Kingston locally, nationally and internationally significant	Section 6
Know what the opportunities and constraints are for Kingston's management	Section 7
Understand the strategic principles for managing Kingston	Section 8
Know how to conserve Kingston's heritage significance	Section 9
Know what development is allowed at Kingston	Section 9, Policy Area 3: Site Management
Know how the Norfolk Island community will be involved in Kingston's management	Section 9, Policy Area 2: Communications and Community Engagement, Policy Area 5: Visitor Experience
Know what the priority activities are for Kingston over the next 10 years	Section 9, Section 10
Know how to implement the policies and activities in this document	Section 9, Section 10

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Introduction



1 Introduction

1.1 Background

The Kingston and Arthur's Vale Historic Area (Kingston) is a historic site, cultural landscape, administrative centre and place of community recreation and cultural tradition located on Norfolk Island in the Pacific Ocean. For the Norfolk Island community, including many whose Pitcairn ancestors contributed to the development of the island, the place is generally referred to as Kingston, or Daun'taun, while the acronym KAVHA has been commonly used to describe the place in heritage listings and documentation. A living site and a centre for the life of the community, Kingston is managed by the Australian Department of Infrastructure, Transport, Regional Development, Communications and the Arts (the Department) and is a major focal point of Norfolk Island for both the local community and tourists.

Kingston is included on the World Heritage List as part of the Australian Convict Sites World Heritage property. It is also included on Australia's National Heritage List, the Commonwealth Heritage List, and the Norfolk Island Heritage Register. The *Environment Protection and Biodiversity Conservation Act 1999* (Cth) (EPBC Act) requires heritage management plans to be prepared for World, National and Commonwealth Heritage places, to identify, protect, conserve, present and transmit the heritage values of the place. This Heritage Management Plan (HMP) should be adopted as the principal guiding document for the heritage values of Kingston. Its main function is to guide the Department and other site users in the conservation, protection and presentation of Kingston's heritage values, and to help manage change at the place.

This HMP has been prepared in accordance with the requirements of the EPBC Act and the Environment Protection and Biodiversity Conservation Regulations 2000 (EPBC Regulations). A compliance table showing how this HMP meets the requirements of the EPBC Act and its Regulations is included at Appendix E—EPBC Act and Regulations Compliance Checklist.

The previous HMP for Kingston was prepared in 2016. In accordance with sections 319, 324W and 341Z of the EPBC Act, the 2016 HMP has been reviewed. The review assessed the 2016 HMP for its consistency with the EPBC Regulations, considered the effectiveness of the 2016 HMP and the implementation and relevance of its policies, and provided recommendations that have informed the development of this HMP.

Several other management and guidance documents for Kingston, including the Cultural Landscape Management Plan (CLMP), the Development Control Plan (DCP), the Archaeological Zoning and Management Plan (AZMP) and the Site Master Plan, were referred to during the development of this HMP to ensure consistency in conservation and management policies.

1.2 The Site

Norfolk Island lies in the Pacific Ocean, approximately 1400km east of mainland Australia (Figure 1.1). Edged by sharply dramatic and incised coastal cliffs, the island is a plateau 90–120 metres above sea level. The southern part of the island, where Kingston is situated, includes a coastal lowland and bay with a fringing reef. Kingston and Arthur's Vale Historic Area comprises the lowland, the surrounding steep hills and two major valleys, Arthur's Vale (commonly known as Watermill Valley) and Stockyard

Valley (Figure 1.2). The site covers an area of approximately 250 hectares, of which 78 hectares are within public reserves. The prominent buildings at Kingston are on the lowland plain.



Figure 1.1 Location of Norfolk Island
 (Base map source: Google Maps © Google Maps, all rights reserved)



Figure 1.2 Location of Kingston and Arthur's Vale Historic Area on Norfolk Island
 (Base map source: Protected Matters Search Tool, Department of Climate Change, Energy, the Environment and Water (DCCEEW), (c) DCCEEW, all rights reserved)

Set on a coastal plain surrounded by hills (Figure 1.3), Kingston contains a substantial set of nineteenth-century and reconstructed Georgian-style buildings as well as extensive ruins and standing structures, archaeological features, and landform and landscape elements. These include remnant eighteenth and nineteenth-century agricultural settlement landscape features, some of the earliest surviving in Australia. Many of the buildings have been modified and some have been in continual use since the 1820s or since they were built after the second arrival of Pitcairn settlers in 1856. The coastal Kingston Plain is the primary area of historical and modern settlement, in an east–west alignment that rises to escarpments to the north and west. Watermill Valley (also known as Arthur’s Vale), at the western end of the site, is a descending valley providing access to the Kingston Plain from the island’s raised central plateau. The valley is a picturesque, largely undeveloped cultural landscape that retains late eighteenth and early nineteenth-century characteristics.

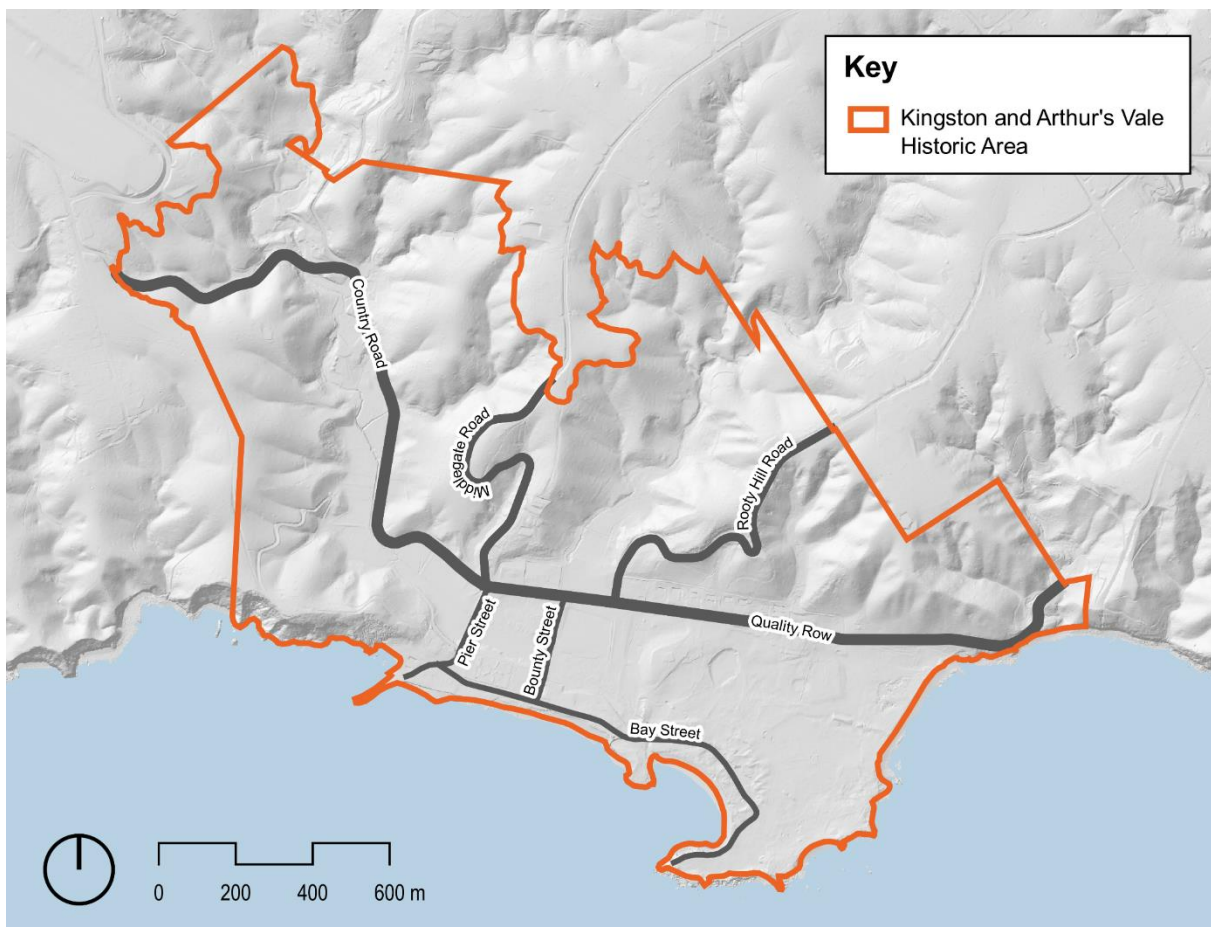


Figure 1.3 Map of Kingston and Arthur’s Vale Historic Area showing topography of site
(Base map source: Gallant, J, Petheram, C 2020, Norfolk Island LiDAR. V1. Commonwealth Scientific and Industrial Research Organisation (CSIRO). Data Collection (c) CSIRO, all rights reserved)

Most of the land within Kingston is owned by the Australian Government. Of the land parcels wholly or partly within the site, there are seven main tenure types:

- freehold land owned by residents (15)
- freehold land owned by the Norfolk Island Regional Council (NIRC) (2)
- freehold land owned by the Commonwealth (1)

- freehold land owned by the Church of England (1)
- Commonwealth Crown land leased to residents/organisations or subject to a licence to occupy (17)
- Commonwealth Crown land declared to be public reserves (9)
- Commonwealth Crown land that is vacant or not leased or licensed (16).

The Crown leases within Kingston comprise rural, residential and rural residential leases, and one special purpose lease.

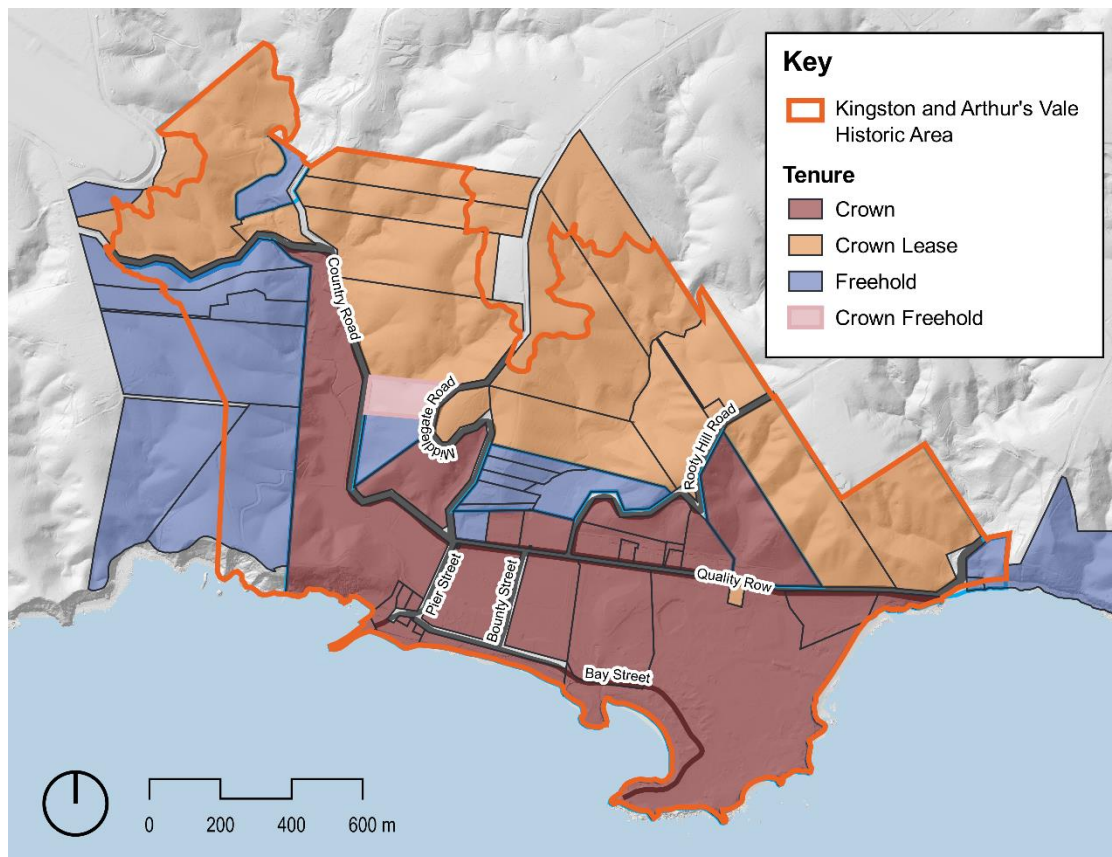


Figure 1.4 Land tenure in Kingston

(Base map source: Gallant, J, Petheram, C 2020, Norfolk Island LiDAR. V1. CSIRO. Data Collection (c) CSIRO, all rights reserved)

1.3 Heritage Context and Site Boundaries

Kingston is formally recognised for its heritage values on several statutory heritage lists, identified below. Further detail on these heritage listings is available in Section 6.

- **Australian Convict Sites World Heritage property (Australian Heritage Database [AHDB] Place ID 106209).** Kingston is one of the places that make up the Australian Convict Sites World Heritage property, which was inscribed on the World Heritage List on 31 July 2010. This is a serial listing of 11 sites that together represent key elements of the story of forced migration of convicts and present the best surviving examples of large-scale convict transportation and

the colonial expansion of European powers through the presence and labour of convicts.¹ As part of a World Heritage property, Kingston has statutory protection under the EPBC Act.

The 11 sites that make up the Australian Convict Sites property are:

- Kingston and Arthur's Vale Historic Area, Norfolk Island (1788–1814 and 1824–1856)
- Old Government House and Domain, Parramatta Park, New South Wales (1788–1856)
- Hyde Park Barracks, Sydney, New South Wales (1819–1848)
- Brickendon–Woolmers Estates, Longford, Tasmania (1820–1850s)
- Darlington Probation Station, Maria Island National Park, Tasmania (1825–1832 and 1842–1850)
- Old Great North Road, Wisemans Ferry, New South Wales (1828–1835)
- Cascades Female Factory, South Hobart, Tasmania (1828–1856)
- Port Arthur Historic Site, Port Arthur, Tasmania (1830–1877)
- Coal Mines Historic Site, Norfolk Bay, Tasmania (1833–1848)
- Cockatoo Island Convict Site, Sydney, New South Wales (1839–1869)
- Fremantle Prison, Fremantle, Western Australia (1852–1886).

Additional information: [UNESCO Australian Convict Sites World Heritage property](#).

- **Kingston and Arthurs Vale Historic Area (AHDB Place ID 105962).** Kingston was included in the National Heritage List as Kingston and Arthur's Vale Historic Area on 1 August 2007. As a National Heritage place, the National Heritage values of Kingston are also protected under the EPBC Act.

Additional information: [Kingston and Arthurs Vale Historic Area National Heritage Place](#).

- **Kingston and Arthurs Vale Commonwealth Tenure Area (AHDB Place ID 105606).** The combined Commonwealth tenure areas of Kingston were included on the Commonwealth Heritage List on 22 June 2004. The Commonwealth Heritage values of Kingston are protected under the EPBC Act as listed values and as part of the environment within a Commonwealth area.

Additional information: [Kingston and Arthurs Vale Commonwealth Tenure Area Commonwealth Heritage Place](#).

- **Kingston and Arthur's Vale Historic Area Norfolk Island Heritage Place.** Kingston and Arthur's Vale Historic Area was included on the Norfolk Island Heritage Register in 2003. The island's locally listed heritage values are protected under the Norfolk Island *Heritage Act 2002*. Additional information: [Norfolk Island Heritage Register](#).

- Kingston was also included on the now-inactive Register of the National Estate in 1980 in two listings: **Kingston and Arthurs Vale Conservation Area** (Place ID 13637) and **Kingston and Arthurs Vale Commonwealth Tenure Area** (Place ID 103650). The Register of the National Estate identified places of heritage significance in Australia. The register was closed in 2007

and replaced by the National Heritage List and Commonwealth Heritage List, supported by state and local heritage registers.

Additional information: [Kingston and Arthurs Vale Conservation Area](#), [Kingston and Arthurs Vale Commonwealth Tenure Area](#).

There are several relevant site boundaries for Kingston’s heritage listings (Figure 1.5)

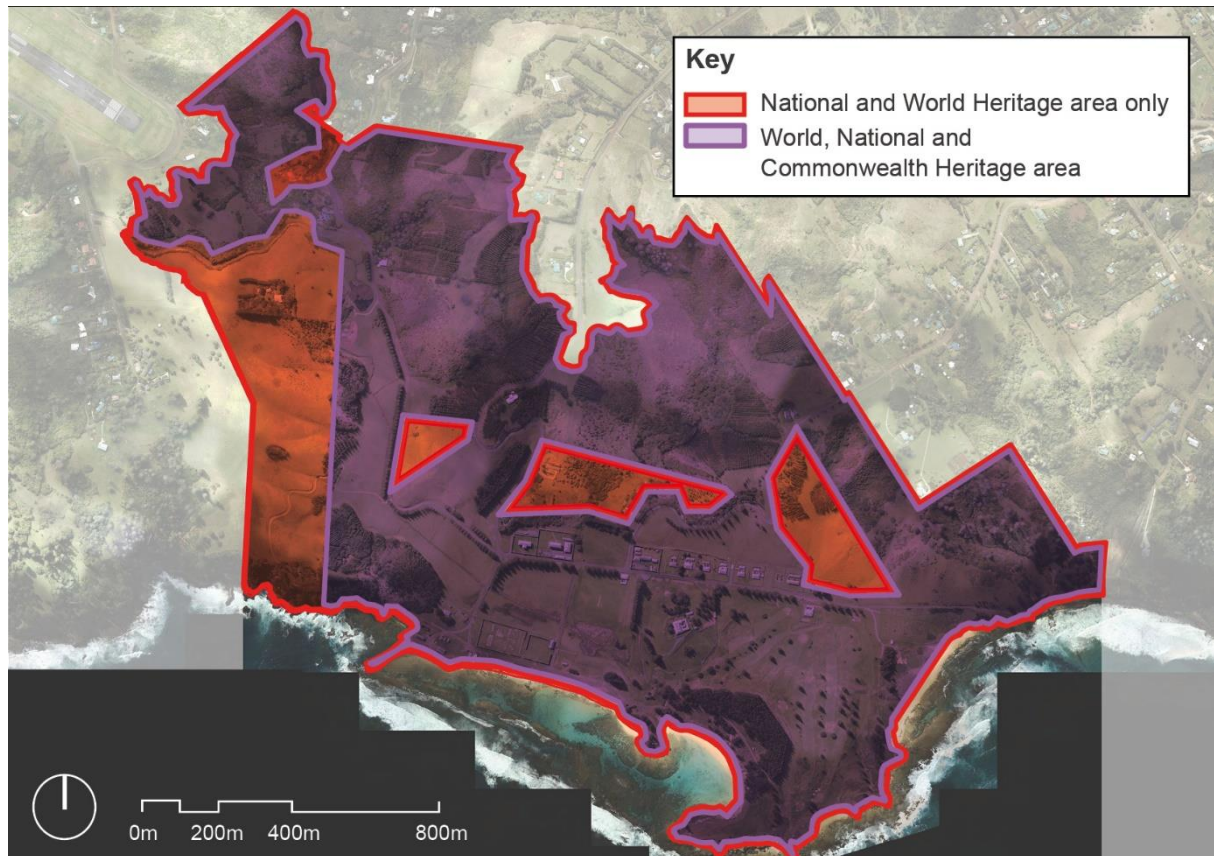


Figure 1.5 Relevant site boundaries for Kingston’s heritage listings
 (Base map source: Department of Infrastructure, Regional Development, Transport, Communications and the Arts; overlay by GML)

The World Heritage and National Heritage boundaries of Kingston are the same, and capture all of Kingston and Watermill Valley (historically known as Arthur’s Vale). This reflects the boundary of the Kingston and Arthur’s Vale Historic Area, as first defined in the 1980 Management Plan, and subsequently in the now-defunct Register of the National Estate listings. The Commonwealth Heritage boundary encompasses a smaller area within the World and National Heritage place.

1.3.1 Clarification of Commonwealth Heritage Site Boundary

Under the EPBC Act, Commonwealth Heritage places must be entirely within a ‘Commonwealth area’, but do not have to encompass the full extent of this area. As an external territory, all of Norfolk Island is defined as a Commonwealth area under section 525 of the EPBC Act, and so all of Kingston, whether Crown or freehold, is eligible to be within the Commonwealth Heritage place.

The Commonwealth Heritage boundary for ‘Kingston and Arthurs Vale Commonwealth Tenure Area’ primarily encompasses Crown and Crown lease land and excludes private freehold, though there are

some inconsistencies. Some lots of Crown land are not in the Commonwealth Heritage boundary whereas some pockets of freehold are captured (Figure 1.4 and Figure 1.5).

- The land portion 67n (the easternmost ‘island’ excluded from the Commonwealth Heritage boundary of the Kingston and Arthurs Vale Commonwealth Tenure Area) is in Crown tenure and has always been so, but is not within the Commonwealth Heritage place. Several Crown leases have been issued on this land portion over the twentieth and twenty-first centuries. It is not freehold land.
- Pockets of freehold land at the All Saints Church and east of the Bloody Bridge are within the Commonwealth Heritage boundary of Kingston.

The Commonwealth Heritage boundary of Kingston should be updated to remove any inconsistencies in the type of land covered by the listing. In the meantime, all of Kingston’s heritage values are protected as part of the World and National Heritage listings and as part of a ‘Commonwealth area’ under the EPBC Act. The practical management requirements remain the same for all areas within Kingston, whether they are within the Commonwealth Heritage boundary or not.

1.3.2 Buffer Zone

Unlike other Australian Convict Sites, the World Heritage boundary of Kingston does not include a buffer zone (formally or informally). This decision was made at the time of listing due to the site being ‘comprehensively protected by a natural buffer zone within the boundaries of the site’, particularly the 90-metre contour, which is a natural buffer set mostly in steep, inaccessible land, and the Pacific Ocean.² The boundaries and natural buffer zone ‘protect all of the significant fabric, views, vistas and landscape elements. They also guard against encroachment by development.’³

1.4 Terminology

Site-Specific Terminology

In this report, ‘Kingston’ refers to the Kingston and Arthur’s Vale Historic Area site, including Watermill Valley/Arthur’s Vale. The acronym KAVHA is used in specific instances; for example, when referring to specific report titles or organisations.

The Norfolk Island community generally refers to the listed area as Kingston, or Daun’taun, while KAVHA has been commonly used to describe the place in the recent past, and is used in several heritage listings.

- ‘Kingston and Arthurs Vale Historic Area’ (KAVHA) is the statutory name for the listed National Heritage place that includes the general area of Kingston and Watermill Valley (historically known as Arthur’s Vale).
- ‘Kingston and Arthurs Vale Commonwealth Tenure Area’ is the statutory title of the listed Commonwealth Heritage place.
- Kingston and Arthur’s Vale Historic Area is part of the ‘Australian Convict Sites’ World Heritage property.

Daun’taun comes from the local language Norf’k, which is spoken on Norfolk Island alongside English. Norf’k is a unique mix of Tahitian and Old English, inherited from the HMS *Bounty* descendants.

Different nomenclature, numbering and dates have been used to refer to the various settlement periods on Norfolk Island. The three phases of European settlement have commonly been referred to as the First, Second and Third Settlement periods. In this HMP:

- ‘Polynesian Settlement’ refers to the Polynesian settlement, from c1150 to c1450
- ‘British Colonial Settlement’ refers to the period between 1788 and 1814
- ‘British Penal Settlement’ refers to the period between 1825 and 1856
- ‘Pitcairn and Modern Settlement’ refers to the period from 1856 to the present.
 - The ‘Pitcairn and Modern Settlement’ era can be divided into two categories. The ‘Pitcairn Arrival and Settlement’ from 1856 to approximately 1942, and the ‘Post-Aerodrome Era’ period from 1942 to the present, following the construction of the island’s first airfield.

Although the settlement naming relates to the first arrivals in each period, the HMP adopts an inclusive approach to all sections of the Norfolk Island community and people from many cultural backgrounds who have lived on Norfolk Island over time.

A full glossary of terms used in this HMP is provided in Appendix A—Glossary and Abbreviations.

Technical Terminology

This report follows the Burra Charter and the EPBC Act in its use of the following terms and definitions, unless otherwise noted:

Term	Definition
Place	Means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.
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 individuals or groups.
Cumulative impact	The impacts arising from a range of past, present and future projects and activities in an area that in combination may have an overall significant effect on a single heritage place or asset. ⁴
Conservation	Means all the processes of looking after a place so as to retain its cultural significance. <u>Additional commentary:</u> The process of ‘conservation’ includes maintenance and may according to circumstance include preservation, restoration, reconstruction or adaptation and will be commonly a combination of more than one of these.
Fabric	Means all the physical material of the place including elements, fixtures, contents and objects.
Heritage value	A place’s natural and cultural environment having aesthetic, historic, scientific or social significance, or other significance, for current and future generations of Australians.
Maintenance	Means the continuous protective care of a place, and its setting. Maintenance is to be distinguished from repair, which involves restoration or reconstruction.
Preservation	Means maintaining a place in its existing state and retarding deterioration.
Restoration	Means returning a place to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material.

Term	Definition
Reconstruction	Means returning a place to a known earlier state and is distinguished from restoration by the introduction of new material. <u>Additional commentary:</u> This term is not to be confused with either re-creation or conjectural reconstruction, which are outside the scope of the Burra Charter.
Adaptation	Means changing a place to suit the existing use or a proposed use.
Use	Means the functions of a place, including the activities and traditional and customary practices that may occur at the place or are dependent on the place.
Compatible use	Means a use that respects the cultural significance of a place. Such a use involves no, or minimal, impact on cultural significance.

The full Burra Charter can be accessed on the Australia ICOMOS website at <https://australia.icomos.org/publications/burra-charter-practice-notes>.

1.5 Images

The source of images in this report is GML or the Department of Infrastructure, Transport, Regional Development, Communications and the Arts, unless otherwise stated. Images supplied by the Department or GML may be used in accordance with copyright provisions.

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The maps and diagrams in this report were created by GML, unless otherwise stated.

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- Current and former KAVHA Advisory Committee members Jane Harrington, Kevin Sumption, Kristal Buckley, David Evans, Duncan Evans, and Susan Prior.

1.7 Endnotes

¹ UNESCO, 'Australian Convict Sites', accessed 1 September 2021 <<https://whc.unesco.org/en/list/1306/>>.

² Australian Government, 2008, 'Australian Convict Sites World Heritage Nomination', accessed 25 May 2022 <<https://www.dcceew.gov.au/parks-heritage/heritage/publications/australian-convict-sites-world%20heritage-nomination>>, p 140.

- ³ Australian Government, 2008, 'Australian Convict Sites World Heritage Nomination', accessed 25 May 2022 <<https://www.dcceew.gov.au/parks-heritage/heritage/publications/australian-convict-sites-world%20heritage-nomination>>, p 140.
- ⁴ Definition adapted from Heritage Victoria, 2021, *Guidelines for preparing heritage impact statements*, accessed 17 October 2022 <https://www.heritage.vic.gov.au/data/assets/pdf_file/0023/507047/Guidelines-for-preparing-heritage-impact-statements-June-2021.pdf>.



Vision and Management Objectives



2 Vision and Management Objectives

2.1 Background to Kingston and Arthur's Vale Historic Area

Kingston and Arthur's Vale Historic Area is a unique site, with a specific management context that is not shared by any other heritage place around Australia. Because Kingston is a World, National, Commonwealth and local heritage place on a small island in the Pacific, management of the site is shaped by the opportunities and constraints created by its circumstances.

Kingston is geographically isolated by its remote location on Norfolk Island, which affects access and supply, but also contributes to its unique character. Its location is one of the reasons for its past as a Polynesian stopping-point, convict outpost and Pitcairn Islander settlement. The small size of Norfolk Island means that the impact of activities outside Kingston can reach into the site and affect its use, environment and heritage significance, while the management of Kingston can also have implications for daily life on the rest of the island. The remoteness of Norfolk Island can present difficulties in bringing heritage supplies and expertise to manage Kingston and makes it vulnerable to external events (such as extreme weather or pandemics), but also encourages independence, innovation and sustainable management approaches. Kingston's location on a low-lying plateau on a Pacific island means that the changing climate poses a serious risk, but there are opportunities to address this challenge in all aspects of Kingston's management.

The Norfolk Island community is deeply connected to Kingston—it is both historically important to the community for its past as a convict site and place of settlement for Pitcairn Islanders, and has ongoing contemporary social and cultural importance as a place of governance, recreation, work, memory, ceremony and social activity. Unlike many heritage sites around Australia, Kingston is used daily by the surrounding local community. The community's connection with the site actively contributes to its cultural significance, and shapes its management context. The community's aspirations for Kingston are a key factor in any future planning for the site.

Norfolk Island and Kingston's governance arrangements also shape the management of the site. Over its history Kingston has been governed under multiple different arrangements. Norfolk Island is an external territory of Australia, formerly administered from the United Kingdom, New South Wales and Van Diemen's Land, and part of the Commonwealth of Australia as a territory since 1914. Norfolk Island was a self-governing Australian territory between 1979 and 2015. Under this model, the Norfolk Island Administration had all local, state and some federal responsibilities such as customs and border control. During this time, the Norfolk Island Administration and the Australian Government shared responsibility for the management and funding of KAVHA.

Since 2016 the Australian Government has assumed responsibility for delivering a range of functions, including new management arrangements for Kingston, while the NIRC also has a role at Kingston. The island-wide governance changes since the 1970s have created some complexity in the management responsibilities for Kingston. The Norfolk Island community is strongly invested in the governance arrangements for Kingston and Norfolk Island generally, and parts of the community have aspirations for change.

These circumstances have implications for the management of Kingston, and create the potential for specific responses to the site's needs. The strengths and benefits of Kingston's circumstances—for example, its unique island character and story, and highly invested community—should be maximised

as positive opportunities for the place. Complexities that prevent the site from reaching its full potential should be addressed, including resolving questions around future governance of the site and effective project planning to achieve results in a constricted supply/resource environment.

2.2 Vision and Mission Statement

A vision statement for Kingston was prepared as part of the 2016 HMP, and adopted as part of that document by the KAVHA Advisory Committee. The statement was crafted in response to the management needs, governance and heritage context of Kingston, and is an aspirational statement, which outlines a goal to achieve Kingston's full potential.

The Kingston and Arthur's Vale Historic Area is a place of outstanding heritage value to the people of Norfolk Island, and the Australian and international communities.

The rich and interwoven natural and cultural landscape of Kingston and Arthur's Vale Historic Area will be conserved, managed, protected and presented with authenticity as a vibrant place through effective governance, good management, improved support, best practice techniques/tools and enduring community partnerships.

2.3 Key Objectives

This HMP aims to be a practical document that will guide future planning for Kingston and provide a standard against which to assess the heritage impact of future proposals.

The key objectives of this HMP are:

- to provide an understanding of Kingston through investigation of its context, history, physical fabric, community significance and meanings, and research potential
- to provide an integrated practical management plan for the heritage values of Kingston at World, National, Commonwealth and local levels
- to provide direction to assist in the conservation, protection, management, continuation and transmission of all heritage values of Kingston to benefit current and future generations
- to function together with other site management documents for Kingston to develop a consistent and effective management approach targeted at the vision for the site
- to provide guidance on a skilled and transparent organisational, decision-making and advisory structure for Kingston to support its conservation, interpretation and use, commensurate with its status as one of the 11 sites that comprise the Australian Convict Sites World Heritage property
- to recognise the different roles and cultural perspectives of participants and the shared public and private responsibility for the conservation and management of Kingston
- to identify requirements including funding, human resources, knowledge and skills, and to promote capacity building in conservation and relevant site management skills for local people
- to ensure that management of Kingston is inclusive and continues to respect, celebrate and take into account the cultural practices and recreational life of the community of Norfolk Island
- to ensure that any future development and uses of Kingston do not significantly impact on the heritage values of the site and are environmentally and economically sustainable

- to identify mechanisms for open and respectful communication between landholders and other stakeholders, the Norfolk Island community and Kingston site management staff and advisors, so as to guide and inform decision-making
- to ensure that the authenticity of the tangible and intangible attributes at Kingston is managed and maintained through facilitating traditions, techniques, design, use of materials and specific functions
- to identify opportunities to establish and grow high-quality sustainable tourism and visitor experiences at Kingston—including commercial, recreational and sporting activities—through effective partnerships and collaboration with tourism operators and the community.



Understanding the Place: Historical Context



3 Understanding the Place: Historical Context

3.1 Introduction

The history of Norfolk Island has been extensively researched and documented in multiple reports and studies. The landscape and heritage values of Kingston have been shaped by the natural environment and those who have interacted with the place over hundreds of years.

Table 3.1 Historical timeline of Kingston key events, based on a historical timeline prepared by Extent Heritage.¹

Date	Event
c1150 AD	Polynesian settlement on Norfolk Island was established by this point.
c1450 AD	Polynesian settlers abandoned the island.
1774	James Cook, commanding HMS <i>Resolution</i> , sighted Norfolk Island on 10 October and claimed it for the British Crown.
1788	The colonial outpost at Norfolk Island was settled on 6 March.
1790	HMS <i>Sirius</i> was wrecked on the reef at Sydney Bay on 19 March. Materials were salvaged from the wreck.
1790	Martial law was proclaimed as Governor King left for mainland Australia after the loss of HMS <i>Sirius</i> ; Major Ross of the Royal Marines took command.
1791	King returned to Norfolk Island. A new Government House with a stone foundation was built near the original timber structure.
1796	King left Norfolk Island; command was given to officers of the New South Wales Corps.
1800	Major Joseph Foveaux took command in June. A building campaign commenced, resulting in new barracks, storehouses, a stone gaol and improvements to landing facilities. Kingston Cemetery was established.
1803/1804	Foveaux built a new Government House some distance from the first at the site of the current Government House.
1804	Captain John Piper of the New South Wales Corps became Commandant.
1807–1808	Five evacuations to Van Diemen's Land took place and the population of Norfolk Island was reduced to 255.
1810	Orders were given for the settlement's closure.
1814	The brig <i>Kangaroo</i> sailed for Sydney with the last of the Norfolk Island community.
1824	On 22 July, Earl Bathurst instructed Governor Brisbane to reoccupy Norfolk Island as a place of secondary punishment.
1825	A landing party commanded by Major Robert Turton arrived on 6 June 1825.
1829	Government House was completed.
1833–1841	The Prisoners' Barracks, the Old Military Barracks, the Lumber Yard, the Beach Store (Pier Store) and Crankmill were constructed.
1834	A prisoner mutiny occurred on 15 January; nine convicts died and thirteen were found guilty and executed.

Date	Event
	The settlement was now called Kingston instead of its previous name, Sydney. Major Joseph Anderson arrived in April and directed the construction of the Commissariat Store and the New Military Barracks.
1836	Work commenced on the New Gaol based on the radiating-wing principle.
1839	Construction of Kingston Pier began. Major Thomas Bunbury took command in April and reintroduced the plough, practical agricultural techniques and flax production.
1840	Captain Alexander Maconochie took command of the penal settlement.
1842	As civil officers were added to the establishment staff, new dwellings were needed. These were added to the line of buildings already placed along Military Road (Quality Row).
1844	Control of Norfolk Island Penal Station was transferred to Van Diemen's Land (Tasmania). Permissions for cultivating private gardens were revoked by the new commandant, Major Joseph Childs RM.
1846	Civilian John Price took command at the beginning of August. Twenty-six convicts were placed on trial for murdering officials in an uprising resulting from the withdrawal of convicts' private cooking pots, and thirteen were hanged. They were buried on the eastern side of the Cemetery, now known as 'Murderers' Mound'.
1847	Construction of the Kingston Pier was completed.
1852	Governor William Denison of New South Wales proposed gradual reduction of the population of the settlement. The British Home Office decided to relocate the inhabitants of Pitcairn Island to Norfolk Island.
1854	Van Diemen's Land (Tasmania) prepared to cease transportation to Norfolk Island.
1855	The Pitcairn Islanders agreed to transfer to Norfolk Island.
1856	The Pitcairn Islanders travelled to Norfolk Island aboard the <i>Morayshire</i> and landed at Kingston on 8 June.
1897	Administration of Norfolk Island was transferred to New South Wales from Britain on 15 January.
1900	Administration of Norfolk Island was transferred to the Governor of New South Wales on 18 October, becoming effective on 1 January 1901.
1914	The <i>Norfolk Island Act 1913</i> (Cth) established the place as a territory under the Commonwealth of Australia.
1920s–1930s	Channelling and drainage works were undertaken throughout the Kingston lowlands.
1936	Human remains dating to the Polynesian Settlement period were exposed at Emily Bay following a flood and high seas; they were later reburied at Kingston Cemetery.
1942	An airfield was constructed at Longridge during the Second World War.
1950s	Repairs were undertaken to several buildings. Some ruins were removed, leaving empty compounds for use as community facilities. Some buildings were used as government offices.
1962–1970s	A restoration program by the Commonwealth Department of Housing began, continuing through the 1970s.
1979	The <i>Norfolk Island Act 1979</i> (Cth) established a degree of self-governance.
1980	The first Kingston and Arthur's Vale Historic Area Management Plan was prepared.

Date	Event
1988	A major works program was completed.
1989	The Kingston and Arthur's Vale Historic Area Management Board was established.
2010	The Australian Convict Sites (including Kingston and Arthur's Vale Historic Area) property was inscribed on the World Heritage List.
2015	The <i>Norfolk Island Legislation Amendment Act 2015</i> (Cth) came into effect and the Australian Government resumed full governance control of Norfolk Island. The KAVHA Management Board was disbanded and the KAVHA Advisory Committee was established.
2016	The NIRC was established. The 2016 Kingston and Arthur's Vale Historic Area HMP was published.
2021	The KAVHA Community Advisory Group was established.

3.2 Kingston Site History

3.2.1 Polynesian Settlement (c1150–c1450)

For over 400 years prior to European settlement, Norfolk Island had been occupied by seafaring Polynesians. Voyagers slowly began settling the islands of the Pacific Ocean approximately 3,000 years ago, moving eastwards from Asia, New Guinea and the Solomon Islands into the Pacific.² The islands now known as New Zealand were among the last of the Pacific islands to be settled, in around 1250–1300 AD, by Polynesian migrants who sailed double-hulled canoes from East Polynesia. Polynesians often occupied island chains in the Pacific, travelling between islands to access resources, and trading across vast distances. In addition to fishing, Polynesians grew a variety of crops depending on the local environment, such as bananas, coconuts, taro and breadfruit, and travelled with pigs, chickens and dogs; the Pacific rat was also an unintentional companion.³

Historical evidence shows that the Kermadec Islands and Norfolk Island, both lying north of New Zealand, were occupied by Polynesian settlers, possibly as stopover points during travel.⁴ Evidence for prior Polynesian settlement includes the discovery of bananas growing in Arthur's Vale in 1788, as well as finds of stone artefacts, the remains of a canoe at Ball Bay, and fragments of human remains from burials exposed by high seas in the 1930s and demonstrated by radiocarbon dating as likely to be from the pre-European era.⁵ Polynesian archaeological remains at Cemetery Bay and Emily Bay were investigated in 1995 and 1997 by teams from the Australian National University and Museum of Sydney. The archaeological findings at the Emily Bay site, such as stone tools, charcoal, and bird, rat and fish bones, suggest that Polynesians lived on Norfolk Island in a single phase of occupation for several hundred years, in the period between c1150 and c1450 AD. Settlers probably arrived from eastern Polynesia by way of the Kermadec Islands.

3.2.2 British Colonial Settlement (1788–1814)

Norfolk Island was first sighted by the British in 1774. On 10 October 1774, Captain James Cook's second expedition travelled south from New Caledonia the HMS *Resolution* and came across the island. Cook claimed the island in the name of the British Crown and named it Norfolk Isle after the Duchess of Norfolk.⁶ Following a landing on the northern side of the island, Cook believed that the

pine trees and flax growing there would be a useful resource for the Royal Navy. Although the coastal beach of Kingston is shown on Cook's chart of the island (Figure 3.1), he never set foot there.

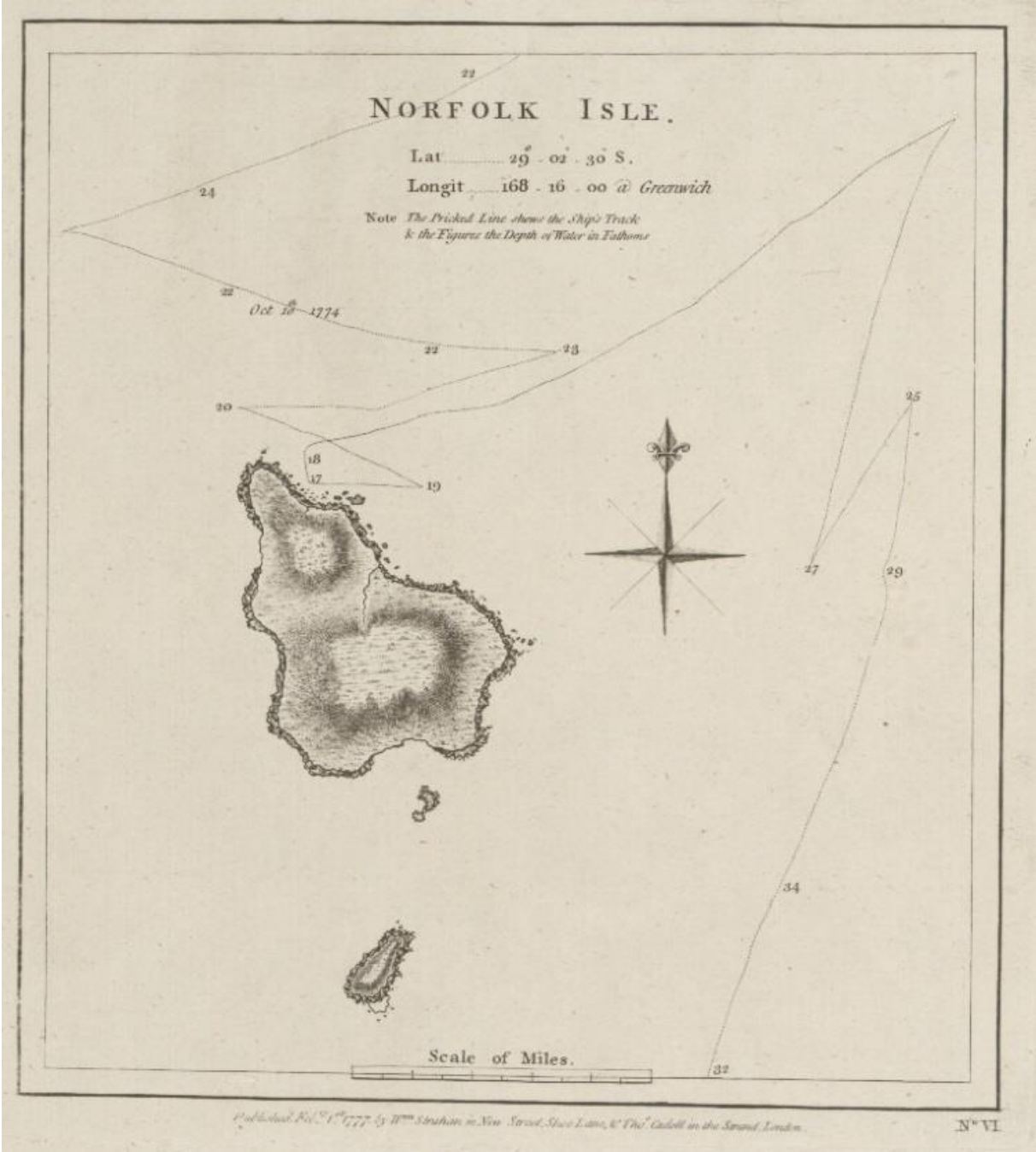


Figure 3.1 Norfolk Isle, by Thomas Cadell, James Cook, and William Strahan, 1777
 (Source: National Library of Australia, Call No. MAP NK 2456/48)

In 1787, Governor Arthur Phillip decreed that Norfolk Island was to be settled and secured as soon as possible after landing at Botany Bay. HMS *Supply*, with Lieutenant Philip Gidley King on board, arrived at the island on 2 March 1788, and King and 22 others landed four days later. The landings occurred at the future location of the Kingston Landing Place. The list of people who landed with King included seven other free persons (civil and military officers), nine male convicts and six female convicts.⁷ The

settlement site had fresh water, flat ground and a landing place formed by a rocky projection from the shoreline.

During the initial months, thick undergrowth near the shore was cleared, shelters and storehouses were constructed, and areas were cleared for cultivation and livestock. Work on a timber house for King began on 9 April 1788. By the end of the year, the town on Sydney Bay (as King named it) had a number of thatched and weatherboard buildings. In 1789 channels were cut to drain the swamp. By 1790 cultivated areas stretched from Arthur's Vale (Watermill Valley) to Cemetery Bay. The foreshore was cleared, new buildings had been built in the town, and a barn was constructed in the vale. There were crop failures from grub, rat and bird attacks, and setbacks due to gales.

The colony's only links to the outside world were the ships *Sirius* and *Supply*. On 19 March 1790, *Sirius* was wrecked on the reef. The crew and passengers were forced to remain while King left on *Supply*. Major Ross of the Royal Marines took command and proclaimed martial law. The settlers survived on sparse rations and by eating ground-nesting birds and their eggs, including the so-called 'bird of Providence' (the Providence Petrel, *Pterodroma solandri*). Under Ross, a hospital, bakehouse, storehouse and a ditch for conveying clean water to the town were built. When King returned in 1791, a log gaol and penitentiary were constructed and lime burning commenced to assist with the provision of building materials.



Figure 3.2 Plan of the Town of Sydney on the southern side of Norfolk Island with the adjacent grounds, by William Neate Chapman, 1794. The promontory to the east is Point Hunter (Source: State Library of NSW, Call No. M2 819.21/1795/1)

Despite the initial optimism that Norfolk Island would be a source of wood and flax for naval vessels, Norfolk Island Pines (*Araucaria heterophylla*) were found unsuitable for shipbuilding, and production of canvas from flax was unsuccessful. Aware that Māori from New Zealand wove textiles from flax, the British sailed to New Zealand in 1793 and kidnapped two Māori men, Tuki and Huru, attempting to gain their knowledge on weaving.⁸ This attempt was a failure, as flax weaving was the work of Māori women and Tuki and Huru had little information to share on the topic. King sought to win over the two men, and hosted them in Government House. During his time on Norfolk Island Tuki drew one of the earliest known Māori maps of New Zealand. After living on Norfolk Island for around nine months, King returned Tuki and Huru to New Zealand in November 1793. Despite the means by which they were brought to Norfolk Island, their experience influenced other Māori to consider the possibilities of further Pacific travel. For example the chief of Te Hikutu, Te Pahi, travelled with four of his sons from the Bay of Islands to Norfolk Island on a whaling ship in 1805, and then on to Port Jackson (Sydney) where they stayed with King at Government House.⁹

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. William Neate Chapman's 1796 *Plan of the Town of Sydney* shows the growth of the settlement. In October 1796, King returned to England due to ill health, leaving the island under the command of officers of the New South Wales Corps.¹⁰

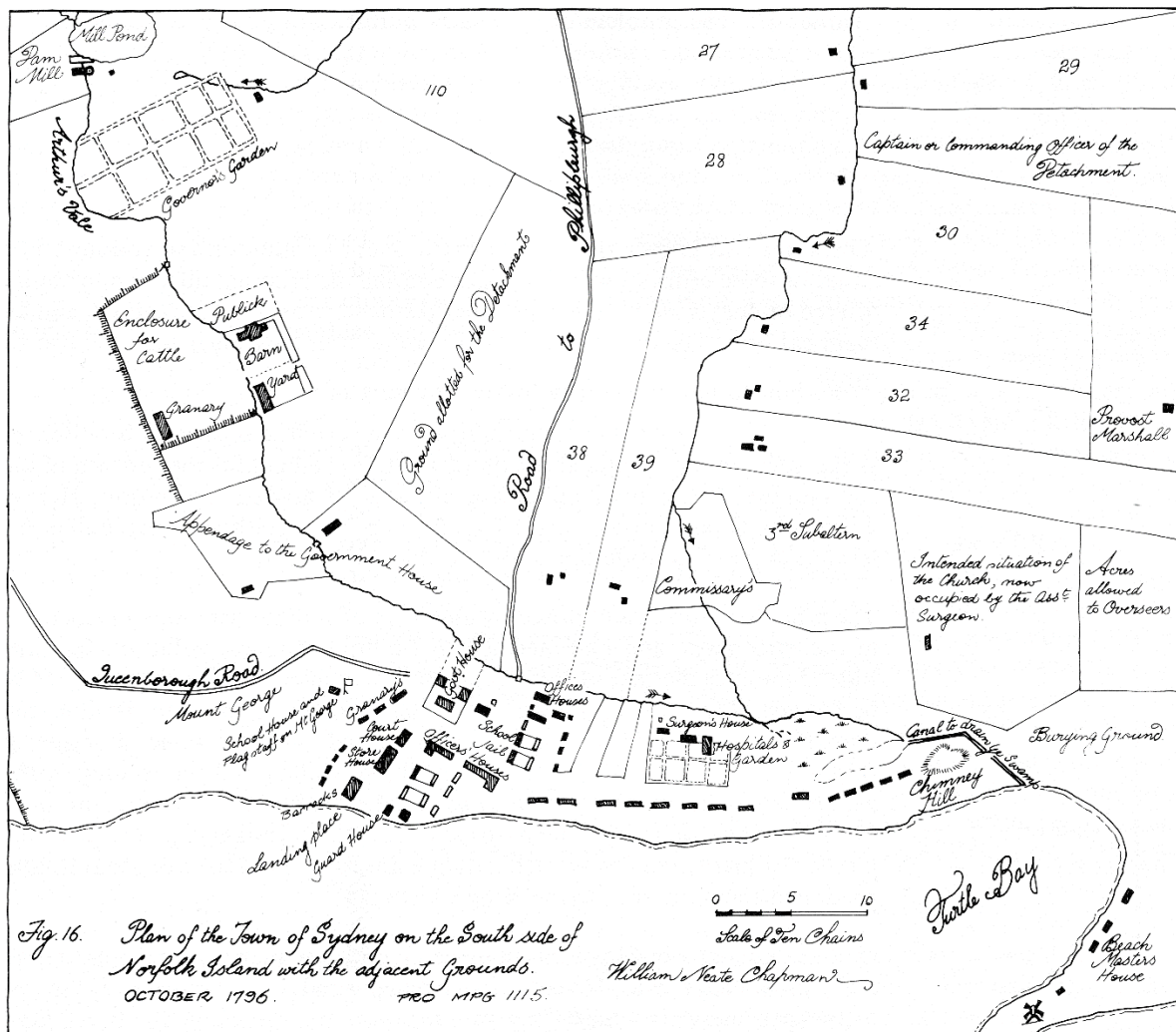


Figure 3.3 William Neate Chapman, Plan of the town of Sydney, 1796
(Source: Public Records Office, London, MPG 1/1115 (2))

Former convicts and the military were granted land for private use across the island. Two villages—Queenborough (formerly Charlotte Field) and Phillipburgh (formerly Cascade)—had been formed adjacent to areas that were free of trees. Norfolk Island's convict population included English and Irish prisoners and some Aboriginal Australians, such as Eora resistance leader 'Musquito', who was transported to the island from New South Wales in 1805.¹¹

In 1803, a group of ex-convicts turned free settlers petitioned to remain on Norfolk Island. However, it was eventually recognised that Norfolk Island could not support itself independently of Port Jackson, and that the expense and danger of sending freight was too great. In late 1804, Captain John Piper of the New South Wales Corps became Commandant. A series of five evacuations to Van Diemen's Land took place in 1807 and 1808, reducing the population to 255 from its height of around 1,000 people.¹²

In 1810, orders were given for the settlement's closure, and the removal of the remaining settlers commenced in February 1813. By March 1813 only a caretaker population of 43, including three soldiers, remained to slaughter and salt the remaining livestock. In February 1814 the brig *Kangaroo*

sailed for Sydney with the remnants of the Norfolk Island community. The island was unoccupied for the next 11 years.

3.2.3 British Penal Settlement (1825–1856)

In August 1822, Commissioner John T Bigge reported on how transportation could again be made a deterrent to crime and recommended that Norfolk Island be re-opened. On 22 July 1824, Earl Bathurst instructed Sir Thomas Brisbane, NSW Governor from 1821 to 1825, to re-occupy the island on the principles of a 'great hulk or penitentiary',¹³ as a means of secondary punishment for those who had already been transported to Australia and committed further crimes on the mainland. The absence of the hope of mitigation of suffering was a key goal, and the object of Brisbane's successor as NSW Governor, Sir Ralph Darling, was for Norfolk Island to be a place for the most extreme punishment short of death.

Under the command of Major Robert Turton of the 40th Regiment, a party of 57 convicts landed on Norfolk Island on 6 June 1825.¹⁴ Roads were re-formed and the Garrison was placed behind Government House, giving it a view of both the Prisoners' Camp and the Garrison Farm. Gardens were formed in Arthur's Vale for the detachment, and facilities to produce building materials were prepared.

In December 1825 another 31 convicts arrived, as well as a number of women who may have been associated with the detachment. A Commissariat Store was built in 1825 (now known as the Pier Store), and the Back Store (now the Crankmill ruin) was built in 1827. The Back Store originally held the commissariat granary, but was later used as quarters for married soldiers and their families. In March 1826, Captain Vance Young Donaldson and the 57th Regiment relieved Turton. Donaldson's orders included the removal of all women, both bond and free. Women continued to be excluded until 1829 when officers' wives and families were permitted back onto the island. Female convicts were also present on the island as servants, but were not transported to Norfolk Island for imprisonment.

Hard labour included work in gangs, in the mills and at quarries. By 1833 there were 600 prisoners and 130 troops on the island. A series of commandants over the next eight years oversaw the construction of the Prisoners' Barracks, the Old Military Barracks, and the Lumber Yard. The Commissariat Store was built in 1835 after a flood inundated the Pier Store in 1834. The Crankmill was installed in 1837, within the walls of the original Back Store.

By the time Major Joseph Anderson of the 50th Regiment arrived in April 1834, the settlement was known as Kingston. Anderson directed construction of the Commissariat Store, the New Military Barracks, and in 1836 commenced work on a New Gaol. This prison design consisted of a central guard tower and radiating wings, ensuring the prisoners were always under close observation. Other works included improvements to drainage and the creation of an ornamental garden to the west of Government House.¹⁵

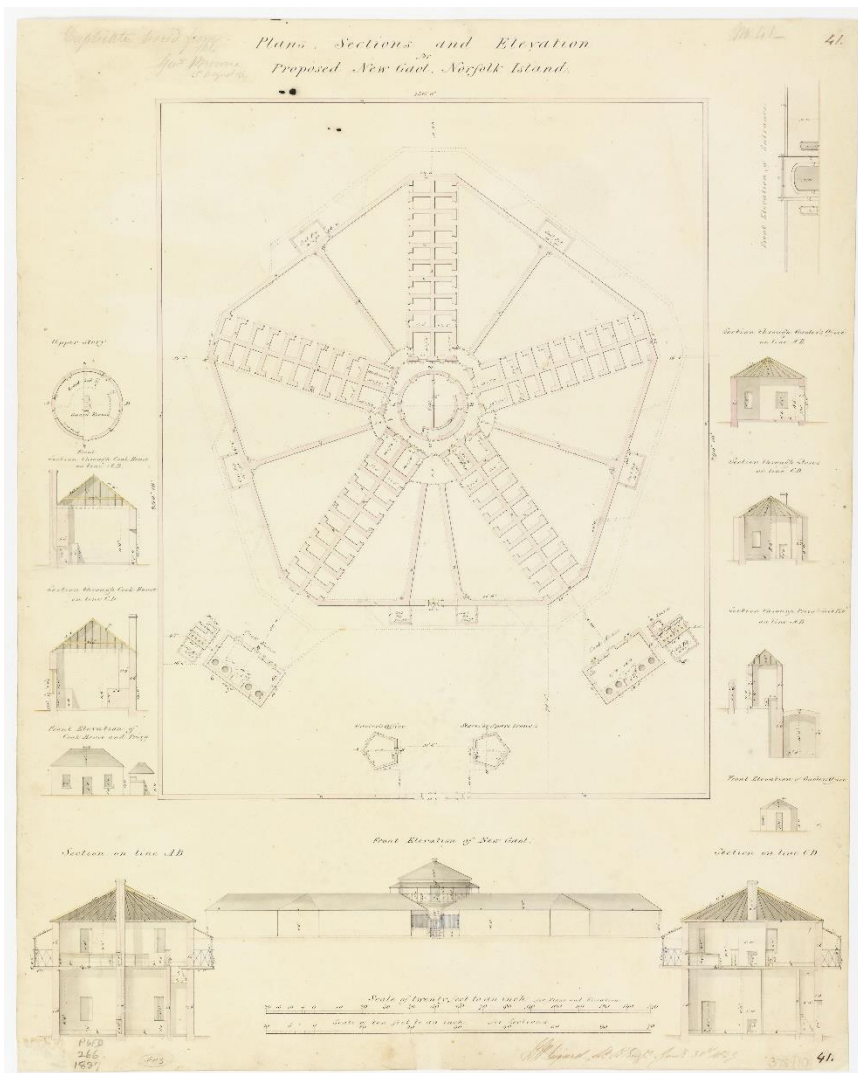


Figure 3.4 Plan for New Gaol on Norfolk Island, 1837
 (Source: Libraries Tasmania, Item No.: PWD266-1-1887)

1838 saw the arrival of Lieutenant Henry Lugard of the Corps of Royal Engineers, who surveyed the settlement and later designed several of the buildings. Lugard proposed improvements at the Landing Place, and construction of the Kingston Pier commenced in 1839 and continued until 1847, but it was never completed to the extent proposed in the original design.

When Major Thomas Bunbury replaced Anderson in April 1839, there were 1,200 prisoners and 180 soldiers on the island. Bunbury reintroduced the plough, practical agricultural techniques and flax production. Flax production occurred under the instruction of a Māori woman married to a free coxswain living on the island, who received a government pension for teaching several convicts to prepare hemp. Bunbury then set older and disabled convicts to this work.¹⁶ He constructed two underground silos on the hillside above the Commissariat Store, and made changes to the Watermill dam system. He allocated easier labour to the well-behaved convicts, encouraged church services and allowed individual gardens. Bunbury's command was terminated abruptly in September 1839 after he attempted to stamp out irregularities in the 80th Regiment by removing their private huts and gardens.



Figure 3.5 Settlement at Norfolk Island, circa 1839, Thomas Seller
(Source: National Library of Australia, Call No. PIC Drawer 6021 #R236)

Prison reformer Captain Alexander Maconochie RN took command in March 1840, when the convict population had reached its highest number of 1,872. He found a lack of accommodation for prisoners, inadequate mess facilities and an absence of schools and places of worship. Maconochie implemented an approach to the penal system that had a greater focus on reform and the incentivisation of prisoners to improve their behaviour. This system of reform was only permitted to be applied among the English prisoners—that is, convicts sent directly from Britain—as opposed to the colonial convicts sent to Norfolk Island as the result of a second conviction.¹⁷

Maconochie suspended work on the New Gaol and saw it as a place fit for use only as a ‘quarry’. From 1842 to 1844, more houses were needed for additional civil officers; these were built on Military Road (Quality Row) to a plan developed by Anderson and Lugard in February 1839. By 1843 Maconochie’s reforms were facing criticism. He was replaced by Major Joseph Childs of the Royal Marines, who was commissioned to take charge of the island in January 1844. Following the suspension of transportation to New South Wales, control of the Norfolk Island Penal Station was transferred to Van Diemen’s Land from 1844.

Childs implemented a harsh system of discipline, withdrawing privileges allowed by Maconochie such as permission for small garden plots and their own saucepans to cook food. Childs’ regime culminated in an outbreak of violence known as the Cooking Pot Rebellion on 1 July 1846, where convicts who had had their cooking utensils rioted and killed four convict overseers. This breakdown in discipline forced Childs to resign in February 1846. The Reverend Thomas Naylor reported in detail on Norfolk Island’s regime of brutal punishment and the report of Robert Pringle Stewart, a former commissioner and magistrate, was critical and stressed the need for changes. Childs’s resignation was accepted on

10 July 1846. His replacement was a civilian, John Price. Price arrived at the beginning of August 1846 to take charge and to administer punishment to those involved in the rebellion. Twenty-six convicts were placed on trial for murdering officials in the uprising, and thirteen were hanged. They were buried on the eastern side of the Cemetery, now known as 'Murderers' Mound'. Price also continued with the work on the New Gaol, and by 1847 it was substantially complete.

In 1847 Britain's Secretary of State for the Colonies informed the Governor of New South Wales that the penal settlement on Norfolk Island was to be abolished. The convict population was reduced from 1,820 in December 1846 to 857 in December 1847, and the size of the Garrison was halved. Norfolk Island was to be used for colonial prisoners only, and works no longer needed were abandoned.

The convict population was reduced to 495 by the end of 1852, and Price left the island in January 1853. Van Diemen's Land, soon to be renamed Tasmania, was preparing for a measure of self-government that entailed the cessation of transportation to its territories, including Norfolk Island. On 20 September 1854 Sir William Denison, the new Governor of New South Wales, requested that Norfolk Island be placed under his jurisdiction. There were only 119 convicts on the island by October 1854. After the main convict settlement was abandoned, the Commissariat Storekeeper Thomas Stewart and his wife, as well as five of the other best-behaved convicts, remained on the island as caretakers until settlers from Pitcairn arrived in June 1856.¹⁸

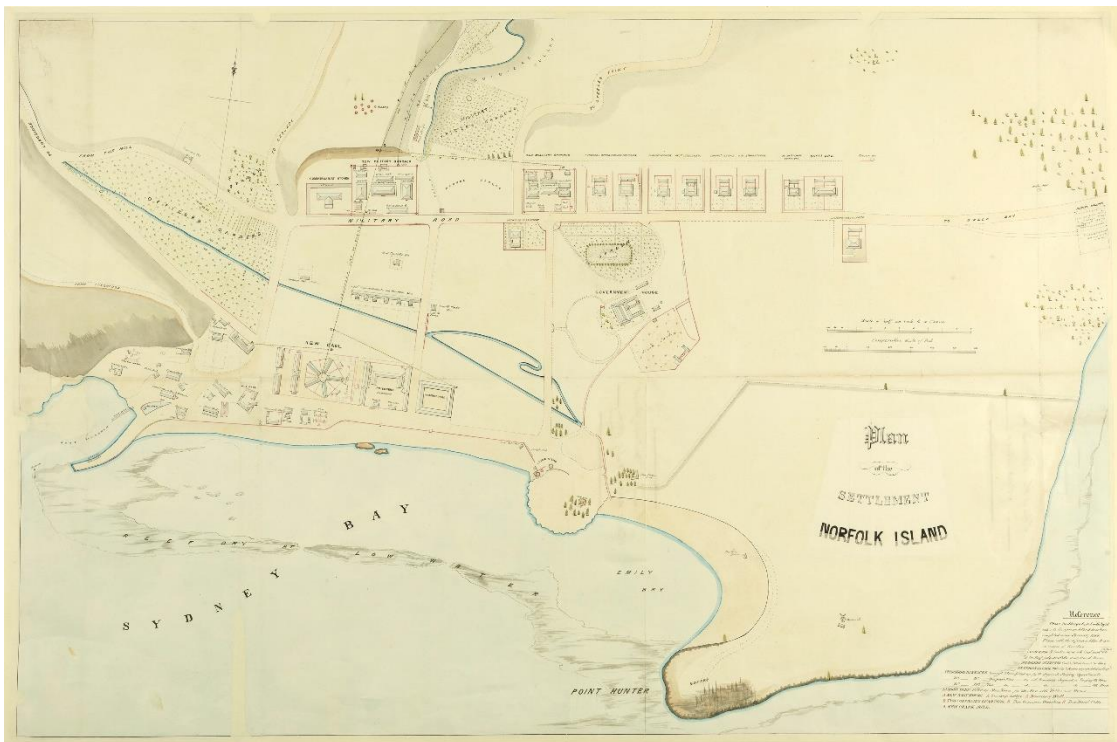


Figure 3.6 Plan of Norfolk Island Settlement, 1850
(Source: Tasmanian Archives, GO33/1/99)

3.2.4 Pitcairn and Modern Settlement (1856–Present)

Pitcairn Arrival and Settlement (1856–1942)

The Pitcairn community had its origins in the mutiny on HMS *Bounty*. Under Captain Bligh the *Bounty* had sailed from Britain to Tahiti to acquire breadfruit plants to establish a food supply for plantation slaves in the West Indies.

On 28 April 1789, after leaving Tahiti, the crew led by Fletcher Christian mutinied. Bligh and 18 others were forced into the ship's launch, and the mutineers sailed the *Bounty* to Tahiti. Bligh sailed to Timor and returned to England in 1790. The mutineers and a group of Tahitians left Tahiti, seeking to settle on a remote island. They established a community on Pitcairn Island, where they scuttled the *Bounty*.

Following several years of negotiations with the people of Pitcairn Island, the British Home Office decided in 1855 to relocate the Pitcairners. By this time the community were devout Christians and had outgrown Pitcairn Island, and they petitioned Queen Victoria to find them a suitable new home. Given the imminent closure of the penal settlement, Norfolk Island was deemed to be a suitable place. The people of Pitcairn voted to make the transfer to Norfolk Island and sailed on the *Morayshire*, landing at Kingston on 8 June 1856. Norfolk Island was legally separated from the Colony of Van Diemen's Land and became a distinct settlement under the oversight of a Governor of Norfolk Island. The Governor of New South Wales at the time, Sir William Denison, was appointed as the Governor of Norfolk Island.¹⁹

The Pitcairn Islanders first stayed in the New Military Barracks, and were made familiar with the place and the operation of the mills and the blacksmith's shop. They were allocated accommodation in many of the Kingston buildings.

Each household head was also allocated a 50-acre lot, outside the Government lands in Kingston. A formal survey of the entire island was made in 1858–59 by the Royal Engineers, and land titles to the 50-acre blocks were issued in 1859. All the lands that were not subdivided into 50-acre blocks remained unalienated Crown land. Regulations were put in place to prevent the sale of land issued by grant from the Crown to people who did not have permission to live on the island. In 1867 the Anglican Church established the headquarters of its Melanesian Mission, founded to evangelise the people of Melanesia, on Norfolk Island. Students from throughout Melanesia came to the island to study, with up to 200 Melanesians studying at the mission at any one time.²⁰ The most striking legacy of this era, St Barnabas Chapel, was built in the west of the island in 1880. The students and missionaries lived alongside the Pitcairners on the island until the mission's closure in 1920.

Throughout the 1870s and 1880s, several buildings at Kingston deteriorated or were legitimately salvaged and used for building materials elsewhere—these were primarily buildings associated directly with the convicts, such as the New Gaol, Lumber Yard, Convict Barracks and Civil Hospital. This process continued into the twentieth century, although some of the original convict structures were retained in remarkably intact condition.



Figure 3.7 Norfolk Island Cricket Ground, looking southeast from the New Military Barracks, 1890
(Source: National Library of Australia, Call No. PIC Album 1272 #PIC/19988/2)

At the end of the nineteenth century it was decided that the existing governance arrangements for Norfolk Island were unsatisfactory, and the UK Government requested that New South Wales take over the control of Norfolk Island.²¹ This transfer of control was opposed by many Norfolk Islanders, but was enacted in 1897, though the UK retained legislative power.

As part of Federation in 1901, provision was made to transfer the administration of Norfolk Island from the Governor of the Colony of New South Wales to the Governor of the new State of New South Wales.²² In 1903, under authority of the King's Privy Council, the decision was made to issue licences for occupation of buildings in Kingston that were not held by deed of grant. The licences specified that the buildings would be leased to a family at no cost, for a duration lasting the entire lifespan of up to three generations of that family. After the death of the last member of the third generation, the licences would be renegotiated. The generous terms of the lease were contingent on the occupying families keeping the houses in good maintenance. Multiple families refused to sign the licences and this, combined with other unrest, culminated in the burning of several structures along Quality Row in 1908.²³ The *Norfolk Island Act 1913* (Cth) established the place as a separate territory under the Commonwealth of Australia, ending its status as a dependency of NSW.

During the 1920s several of the former convict buildings were renovated for use as offices and residences by the administration. The 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 course (which also contained a racetrack). Channelling and drainage works were undertaken.

Post-Aerodrome Era (1942–Present)

During World War II, an airfield was constructed on Norfolk Island because of its strategic location between air bases in Australia and New Zealand.²⁴ The Kingston Pier was the main landing site for personnel and equipment associated with the construction of the airfield. Stone was quarried from Point Hunter, sand was removed from Emily Bay and Cemetery Bay and from the convict-era causeway running across what is now the golf course, and buildings were used as quarters.



Figure 3.8 *Detail of an aerial photo of Norfolk Island, 1944, by New Zealand Aerial Mapping*
(Source: National Library of Australia, Call No. MAP G9262.N6A4 1944)

After World War II, the airport enabled many more visitors to reach the island than had been possible by ship, and as tourist numbers grew, tourism became (and remains today) the mainstay of the island's economy. In the 1950s several buildings were repaired. Some ruins were removed, leaving empty compounds for use as community facilities, and other buildings were used as government offices.

The Commonwealth Department of Housing commenced a program of limited restoration in 1962, which intensified in the 1970s and 1980s. The significance of Kingston was recognised by the publication in 1980 of the Kingston and Arthur's Vale Historic Area Management Plan; a process that was initially guided by an interdepartmental committee, before self-government was conferred under the *Norfolk Island Act 1979* (Cth).²⁵ The Kingston and Arthur's Vale Historic Area Management Board

was established under a Memorandum of Understanding in 1989 (revised in 1994) to manage the conservation of the area and advise the Norfolk Island and Australian governments.



Figure 3.9 *Tourists in the ruins of the New Gaol, Norfolk Island, 1969*

(Source: National Library of Australia, Call No. PIC/10555/2432 LOC Box PIC 10555 © John Crowther, all rights reserved)

The former KAVHA Management Board was discontinued in September 2015 and replaced by the KAVHA Advisory Committee, which provides expert and independent advice to the Department. The Committee is made up of expert members with experience in heritage, public land management and/or cultural tourism and Norfolk Island community members, and is chaired by the Administrator of Norfolk Island.²⁶ On 1 July 2016 the Australian Government assumed responsibility for funding and delivering national and state level services to Norfolk Island. NIRC provided landscape, garden and asset maintenance, as well as interpretation and public program services, for Kingston under a service delivery agreement with the Australian Government. In mid-2022 these responsibilities were transferred to the Department, and NIRC staff worked under Departmental oversight.

The 2016 changes also affected immigration and settlement rules for Norfolk Island, removing earlier restrictions on permanent settlement and contributing to further demographic changes as more Australians and others have settled on Norfolk Island and joined its community. Visitation to the site by tourists has increased, as has use of the site by local families.

The Norfolk Island community has a distinctive culture and traditions that reflect its history and long period of continuous occupation of Norfolk Island, spanning from the nineteenth century to the present. For more information on this, refer to Section 4.7.

3.3 Endnotes

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- ⁸ Binney, J 2004, 'Tuki's Universe', *New Zealand Journal of History*, 38, 2, p 215.
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- ¹³ Historical Records of Australia, ser. I, vol. XI, Bathurst to Thomas Brisbane, Governor of NSW, 22 July 1824, p 321.
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- ¹⁵ Tropman and Tropman Architects, 'Government House and Quality Row Residences Garden Conservation', prepared for the KAVHA Management Board, June 1997, p 2.
- ¹⁶ Bunbury, T 1861, *Reminiscences of a Veteran*, Charles J Skeet, London, p 303.
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- ¹⁸ University of Tasmania, 'Thomas Samuel Stewart', accessed 1 July 2022 <<https://sparc.utas.edu.au/index.php/thomas-samuel-stewart>>.
- ¹⁹ Commonwealth of Australia, Royal Commission into Matters Relating to Norfolk Island, 1977, Norfolk Island Govt. Printer, Canberra, accessed 2 December 2022 <<http://nla.gov.au/nla.obj-1745299894>>, p 40.
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Understanding the Place: Physical and Cultural Context



4 Understanding the Place: Physical and Cultural Context

4.1 Site Description

The settlement of Kingston is on the coastal lowland. On the foreshore are rocky headlands, two sandy beaches and Emily and Slaughter Bays, protected by a coral reef. Lookouts give views over the town to Nepean Island and Phillip Island. The convict-built Georgian buildings of Kingston are seen against the backdrop of open green hills and groves of Norfolk Island Pines.

4.2 Precincts

The 1980 Management Plan for Kingston defined 14 management precincts within the site, identified by the letters A to N. This arrangement of precincts has since been used to clearly divide the site into distinct management areas (Figure 4.1).

The management precincts are:

- A Government House Reserve
- B Lowlands
- C Cemetery Reserve
- D Quality Row
- E Uplands (land above the 100-foot [30-metre] contour) and Stockyard Valley
- F Swamp (known as Kingston Common)
- G Prisoners' Compounds
- H Landing Place Ridge (known as Kingston Pier)
- I not used, as it might be confused with the number '1'*
- J Beachfront (known as Slaughter Bay and Emily Bay)
- K Windmill Ridge
- L Chimney Hill
- M Arthur's Vale / Watermill Valley
- N Bloody Bridge

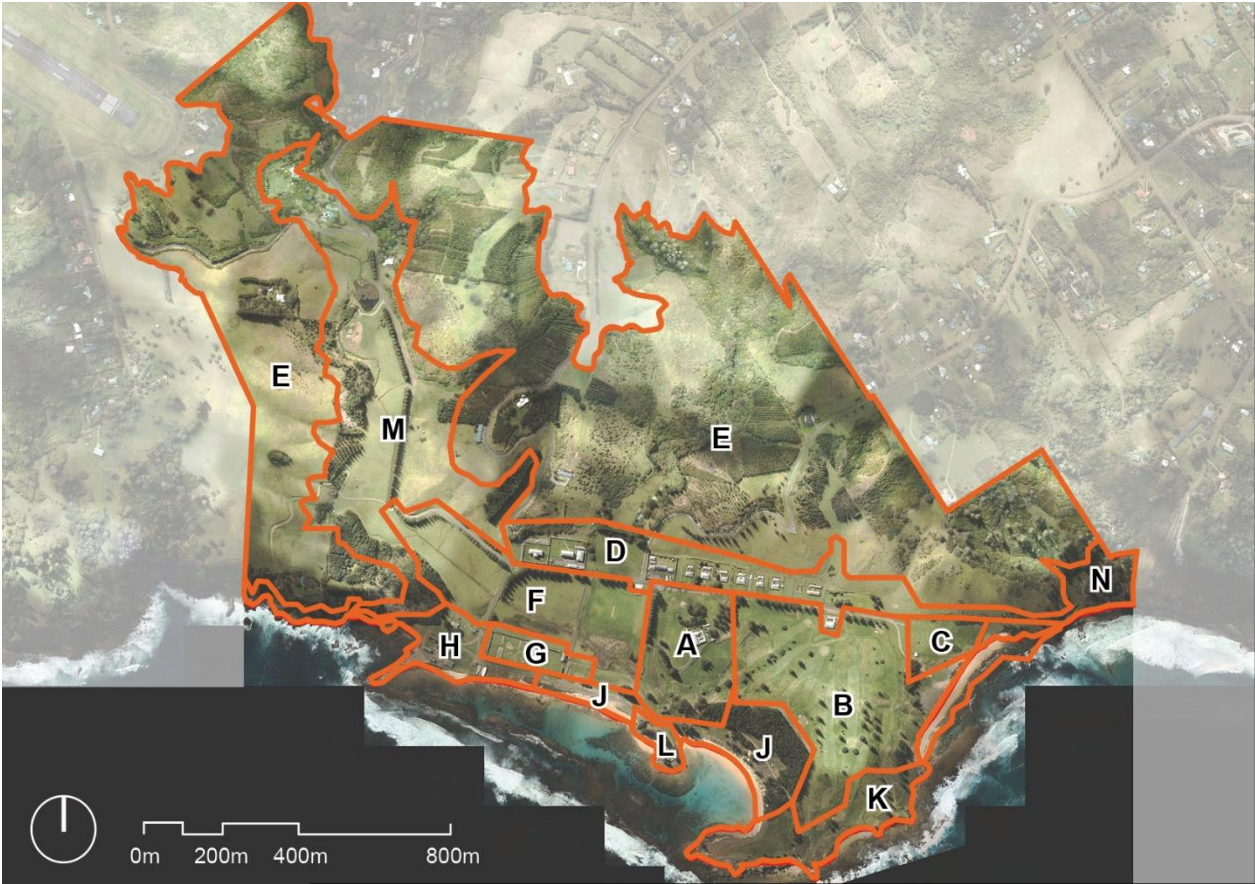


Figure 4.1 Management precincts for Kingston
(Base map source: The Department; overlay by GML)

4.3 Site Layout

Within each precinct are a number of key heritage items, identified in site management and inventories for Kingston. Figure 4.2 identifies the locations and names of key heritage items.

Kingston and Arthur's Vale Historic Area

Daun'taun

- KAVHA site boundary
- Precinct boundaries
- Roads
- 1 Arthur's Vale / Windmill Valley
- 2 Colonial / penal settlement agricultural ruins
- 3 Ticket of leave settler's huts
- 4 Centopath war memorial
- 5 Pier Street Bridge / causeway
- 6 Royal Engineer's Office (R.E.O.)
- 7 Double boatshed
- 8 Single boatshed / former police office
- 9 Kingston Pier
- 10 Pier Store
- 11 Settlement guard house
- 12 Crankmill
- 13 Landing place
- 14 Surgeon's quarters
- 15 Site of First and Second Government House
- 16 Small cottage / kitchen
- 17 Civil hospital
- 18 Blacksmith's compound
- 19 HMS Sirius wreck site
- 20 Pentagonal Gaol
- 21 Prisoner's Barracks (ruins)
- 22 Former Protestant Prisoner's Chapel
- 23 Lumber / Mess Yard (ruins)
- 24 Lime Kiln
- 25 Site of Polynesian settlement / ceremonial Marae
- 26 Colonial settlement burial ground
- 27 Salt house (ruins)
- 28 Lone Pine
- 29 Point Hunter
- 30 Windmill
- 31 Bounty Street bridge / causeway
- 32 Commissariat Store / All Saints Church
- 33 New military barracks
- 34 Officers' bath
- 35 No. 11 Quality Row
- 35 Old military barracks
- 37 Government House
- 38 No. 10 Quality Row
- 39 No. 9 Quality Row
- 40a-d No. 5 - No. 8 Quality Row
- 41a-b No. 2 and No. 3 Quality Row duplex / ruins of No. 4 Quality Row
- 42 No. 1 Quality Row (Golf Clubhouse)
- 43 Golf Course
- 44 Cemetery
- 45 Murderer's Mound
- 46 Bloody Bridge

- L1 Queen Elizabeth II Lookout
- L2 Flagstaff Hill Lookout

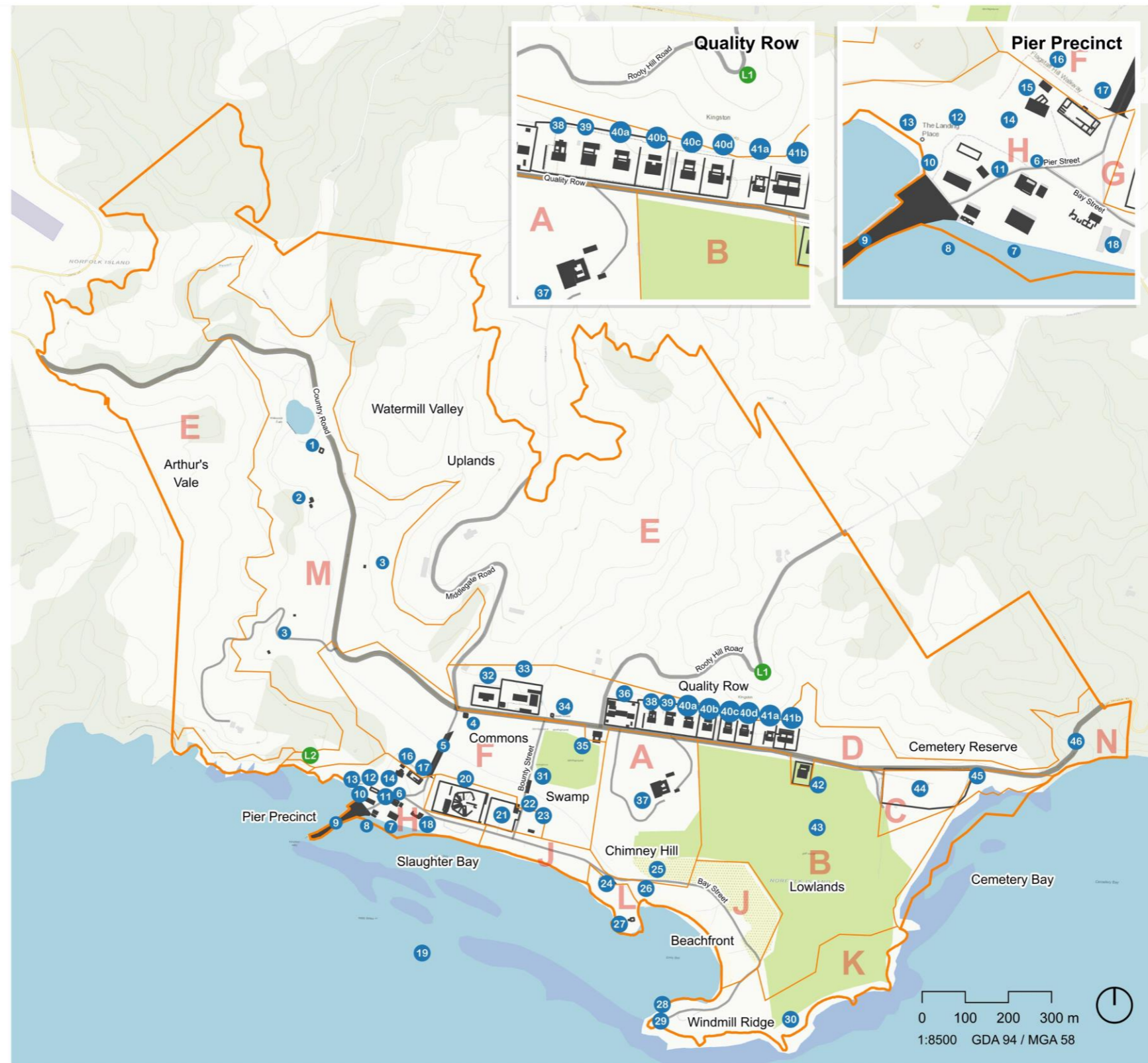


Figure 4.2 Map of Kingston showing key site features
(Source: GML; basemap from the Australian National Basemap)

4.4 Natural Features

4.4.1 Geology and Landscape Topography (Precincts A–N)

Norfolk Island, the setting for Kingston, is the remnant of an extinct volcanic cone. Uplift, dissection and coastal erosion subsequently shaped the island's topography. It has a general elevation of 100–120 metres, falling away to steep cliffs. Kingston is in a unique area on the southern side of the island, in a break in the cliffs that surround the island. The site consists of two distinct land types: the low-lying Kingston Plain area (approximately 200 hectares); and the hills to the north and the west. The highest point of Kingston is the 90-metre contour; the highest points on the island are Mt Bates (321 metres) and Mt Pitt (318 metres).

There are three general soil types in Kingston: basalt-derived, clayey alluvial, and sandy. Soils on the steeper land of the hills (called Rooty Hill Clay) are basalt-derived and have a high clay content. Cracking is evident in these soils as they dry out. Decomposed basalt appears in the profile at about 1 metre depth.¹ Clayey alluvial soils have developed in the valley floors. They are overlaid with sediment that has washed from the hill slopes since European settlement.² This sediment-rich soil is evident as wet black soil in swampy and soak situations, including on parts of Kingston Common. The low-lying land of Kingston generally consists of calcarenite, a limestone formed of consolidated current-bedded calcareous sand.³



Figure 4.3 *Slaughter Bay, looking towards Kingston Pier, showing the dunes, the low plain of Kingston and Flagstaff Hill rising in the distance*

The dunes at Kingston are most developed behind the Emily Bay and Cemetery Bay beaches, and there is a narrow line of dunes behind the beach at Slaughter Bay.

The island is drained by both permanent and seasonal streams. Watermill Creek and Town Creek drain into and through Kingston and have alluvial flats in their lower reaches (within Kingston), and there is an area of low-lying sandy soil around the buildings in Kingston. Many of the hills are dissected by gullies, and the slopes have gradients of up to 30 degrees.⁴

4.4.2 Natural Vegetation and Fauna (Precincts A–N)

Before colonial settlement in 1788, lush subtropical rainforest covered most of Norfolk Island. The only naturally treeless areas on Norfolk Island were the seacliffs, which were instead covered with the flax *Phormium tenax*.⁵

Since the British Colonial Settlement began in 1788, the vegetation across Kingston and its setting has undergone substantial change, particularly as a result of the substantial land clearing for agriculture and settlement. Natural plantings (native, self-propagating vegetation) are visible alongside cultural plantings (vegetation planted by humans, from the British Colonial, British Penal and Pitcairn and Modern Settlement Periods).

Significant natural species recorded within Kingston include the rare coastal native herb *Euphorbia obliqua* and the endemic daily *Senecio hooglandii* (*Paratya norfolkensis*), found in the Point Hunter Reserve. Other species include freshwater shrimp, Short-finned and Long-finned Eels (*Anguilla australis* and *A. reinhardtii*), seabirds including the Wedge-tailed Shearwater (*Ardenna pacifica*), several species of native terrestrial birds such as the White-faced Heron (*Egretta novaehollandiae*) and Sacred Kingfisher (*Todiramphus sanctus*), and migratory waders such as the Ruddy Turnstone (*Arenaria interpres*), Pacific Golden Plover (*Pluvialis fulva*), Bar-tailed Godwit (*Limosa lapponica*) and, occasionally, the Sharp-tailed Sandpiper (*Calidris acuminata*).⁶ Norfolk Island has a diverse land snail fauna. Nine species of land snail were recorded within Kingston Common in 1997.⁷ Recent detailed biodiversity studies have not been undertaken in Kingston; preparing a comprehensive list of fauna species and their conservation status is an area for further investigation.

Within the Cemetery Reserve, the key natural features are copses of Melki Tree (*Excoecaria agallocha*) and White Oak (*Lagunaria patersonia* subsp. *Patersonia*), sand dune vegetation (particularly *Calystegia*), and fossil deposits and remains, primarily of seabirds but also some landbirds and mammals.⁸

Watermill Creek and Town Creek feature freshwater marsh and wetland habitats. The freshwater marsh and wetland provide habitat for a wide range of flora, aquatic fauna and avifauna. Outside the listed boundary of Kingston, but intimately connected to the land-based environment, is a coral reef in Emily and Slaughter Bays. These are the easternmost reefs in Australian waters, and the 'shallow-water habitats of Norfolk Island support diverse tropical and temperate species of fish, corals and other marine organisms' with 'a unique reef fish assemblage of endemic, sub-tropical and temperate species'.⁹ Water drains from Kingston into this habitat, which is part of the Norfolk Marine Park.

4.4.3 Introduced Vegetation and Fauna (Precincts A–N)

Several introduced species are found within Kingston and its reserves. These include chickens, geese, pigeons, quail, mallard ducks, Tarler birds, and feral cats and rats. The destructive armyworm

(which may be a native species, based on King's description of damage to crops in the British Colonial Settlement period) has affected the grass cover within Kingston's public reserves.

Grazing stock is recognised as a significant feature of the cultural landscape, but contributes to ongoing land management issues such as erosion through overgrazing. Grazing also has significant impacts on archaeological features, natural vegetation and water quality.

Woody weeds such as Lantana (*Lantana camara*), African Olive (*Olea europaea* subsp. *Cuspidata*), Red Guava (*Psidium cattleianum*) and Willow-leaved Hakea (*Hakea Salicifolia*) are apparent on site, but are being actively managed, particularly on Crown lands. Thistles (*Cirsium vulgare*), Hawaiian Holly (*Schinus terebinthifolia*), Wild Tobacco (*Solanum mauritianum*) and Poison Bush (*Solanum sodomaeum*) can occur on the bank of the Watermill Creek channel. Root fungus (*Phellinus noxius*) has affected several mature Norfolk Island Pines and White Oaks within the Government House Reserve.

Marram grass (*Ammophila arenaria*), though not native to Norfolk Island, plays an important role in dune stabilisation. It is likely to have been introduced to Kingston to stabilise the foreshore after sand mining at Emily Bay and Cemetery Beach.

4.5 Settlements and Structures

Within Kingston's landscape setting are many items, remnant structures and buildings associated with current and former settlements. Much of the built environment within Kingston was constructed from local materials, including local timber and calcarenite. These features are described below, divided into the historical periods they are associated with.

4.5.1 Polynesian Archaeology and Features (Precincts A, B, J)

There is no evidence of pathways or routes through the landscape from the Polynesian Settlement period, nor of where along the seafront or beach these settlers arrived and departed by sea. However, documentary and archaeological evidence of their occupation exists in different locations within the site.

Kingston has high potential for archaeological remains from the Polynesian Settlement period, including some extant fabric, primarily in Precincts A, B and J. These include stone paving, earth ovens and building platforms, food storage pits, shell middens and possible burials.¹⁰ Archaeological excavations in the 1990s revealed a Polynesian habitation site at Emily Bay dating from c1200 AD.¹¹ There is a dark-coloured cultural layer below the sand, structural remains, an extensive artefact assemblage and evidence of landscape modification. The structures include ovens, refuse pits, postholes and a paved structure interpreted as a rudimentary marae. Local calcarenite was used during the Polynesian Settlement for hearth stones, while the marae was formed from slabs of massive calcarenite. The remains are covered with sand. Obsidian flakes were found during the excavation and were determined by analysis to be from the Kermadec Islands. These and other artefacts from the excavations are held in the Norfolk Island Museum and Australian National University. The discovery of bananas by King in 1788 in Arthur's Vale (now known as Watermill Valley) was also a historical indicator of Polynesian settlement. Since 2016, the marae site at Emily Bay has been cleared of overlying tree cover and interpreted for visitors and the community.

4.5.2 British Colonial Settlement 1788–1814 (A, C, E–H, J, M)

The landing place used in 1788 was near the present pier but has eroded. A central road led from there to the first Government House. Foundations, underground drains and cuttings in the hillside survive as evidence of the mostly timber structures destroyed in 1814. Previous services excavations found extensive archaeological remains. There was one burial near the Landing Place, and burials at Emily Bay before 1796–1798. Human remains, if found, would be highly significant.

First Government Houses

Archaeological remains of the first two Government Houses (1788 and 1792) are under the extant Surgeon's Quarters. Artefacts from these, including samples of building materials, are in the Norfolk Island Museum collections. The road alignment of the historic Longridge Road, on the Common to the north, skirts what was the 1790s Governor's Garden. A third Government House was constructed on the rise to the rear of Chimney Hill c1803–1804. This building was burned when the British Colonial Settlement era ended and the British departed, but some ruins remained and were incorporated into later works.¹² The full extent of the remaining ruins is unclear, but historical records suggest vestiges of this building are incorporated into the current Government House, as an engineer was directed to 'renovate' the third Government House in 1826 when constructing the current Government House.¹³



Figure 4.4 *Archaeological remains of 1792 Government House, with Surgeon's Kitchen and Surgeon's Privy to the rear, 2022*

Other Buildings

At least 60 buildings—with associated plantings, farmlands, roads, drainage channels and services—existed within Kingston before 1814. The remains of only 15 are known, including vestiges incorporated in later buildings. The first hospital, Surgeon's Quarters and the hospital garden sites are beneath the site of the later Prisoners' Compound and Lumber Yard—this, and the area west of the New Gaol, may have archaeological deposits.

HMS *Sirius*

Although the HMS *Sirius* wreck itself is outside the boundary of the Kingston heritage listings, it is strongly associated with the settlement of the place. Access to the site is difficult due to frequent rough seas and swell.

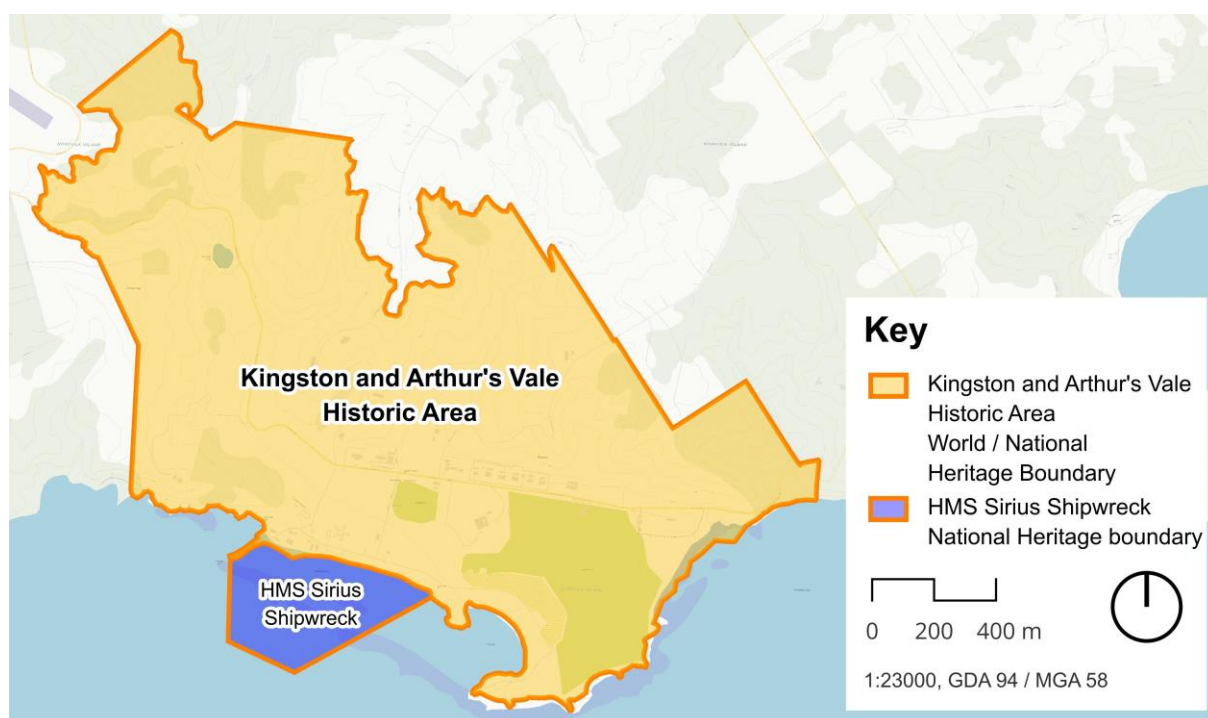


Figure 4.5 Map showing HMS *Sirius* Shipwreck National Heritage place in relation to Kingston and Arthur's Vale Historic Area.

The visible features of the *Sirius* wreck lie on the outer edge of the fringing reef, some 200 metres east of the pier, and 150 metres from the shore. Most of the seabed here consists of even, gently sloping sandstone, but the wreckage lies among boulders in isolated fissures between 3 and 6 metres from the surface.¹⁴ The draft HMS *Sirius* HMP notes that there is a 'causeway' 'composed of calcareous stone between reefs adjacent to the primary shipwreck site'.¹⁵ The straight angles of the causeway suggest it is not a natural formation. Its significance is uncertain, but it could be associated with salvage attempts of the *Sirius* wreck, the later *Ronaki* wreck, or with quarrying stone for the buildings of Kingston.

Artefacts from the wreck have been recovered, and some of the more significant objects, including an anchor and cannonades, are displayed in the Norfolk Island Museum. Two more anchors are on mainland Australia. Five official expeditions to recover artefacts from the wreck site were conducted

between 1983 and 2002, and these artefacts now make up the HMS *Sirius* Collection displayed in the Norfolk Island Museum.

Agricultural and Industrial Activities

In Watermill Valley a section of channelled stream remains in its 1790s alignment, while faint field boundaries also remain. These are the same as shown on maps prepared in 1790 by Lt George Raper, an officer on the *Sirius* from 1786 to 1972, which show the first watermill, dam and millpond, channel, field boundaries, plantations, the government farm and small holdings in the valley. Lemon and guava trees became naturalised from orchard plantings, and now occur throughout the island. Weeds such as Lantana and Wild Olive (planted as hedging plants) may have escaped from early gardens. Building lime was manufactured from c1792; one partly intact kiln in Kingston may date from pre-1814.

Landscape Modifications

Earthworks were constructed for agriculture, roads and building. Roads were made up Flagstaff Hill, into Arthur's Vale, up a ridge near current Middlegate Road, and along Soldiers Gully. The road up Flagstaff Hill eroded but has been stabilised. The road to Longridge is evident on the ridgeline. In Soldiers Gully there is a dam, a cutting in the hillside and a road route, some of which may date from the British Colonial Settlement.

4.5.3 British Penal Settlement (1825–1856) and Pitcairn and Modern Settlement (1856–Present)

The British Penal Settlement was the basis for almost all the landscape features, buildings and structures visible at Kingston today. Before the closure of the British Colonial Settlement the buildings were intentionally burned, and over the 30-year occupation of the penal settlement, new structures were built for administration, punishment, agriculture and industry.

In 1856, following negotiations with the British Home Office, the Pitcairn community moved from Pitcairn Island to Norfolk Island. The community used and repurposed the existing buildings from the British Penal Settlement as they established themselves on the island, maintaining and adapting buildings of use to them, while leaving other buildings (often associated directly with the convict system) aside. Consequently, although many of the areas and structures in Kingston were established in the British Penal Settlement phase, the original Pitcairner community and, later, the broader Norfolk Island community have used many of these to the present day. The community have often adapted the physical fabric of the buildings and the landscape and given them new purposes and meanings.

The features associated with these areas are grouped as per the Kingston Precincts A–N, described in Section 4.2.

A Government House Reserve

Few structures survive from 1825–1830, but there may be subsurface remains of a stockade near Government House, the prisoners' camp near the sports field, wattle and grass huts, and temporary weatherboard buildings. Rebuilt in 1825, Government House is remarkably intact with high-quality joinery in doors, architraves, chimney pieces, built-in cupboards, window reveals and internal shutters. Hinges are stamped with the broad arrow. External stonework survives, including quoins, sills and verandah flagging. The house is still used as an official residence.



Figure 4.6 Government House southeast verandah facing north, 2021

The flower garden layout immediately surrounding the building is similar to how it was historically. The two oak trees in front of the house date from roughly the 1840s, based on documentary and later photographic evidence. There are also archaeological remains of a rectangular ornamental garden surrounded by Norfolk Island Pines, now old trees, while the walled gardens have been refurbished for community use. Driveways survive, and recent tree removal has reinstated views along Quality Row and towards the Cemetery while also reducing risks to the heritage buildings. The rear service yard and some outbuildings remain, and other ruins were re-roofed between 1970 and 1980 for use as storerooms and workshops. Since 2016, traditional lime repairs made using lime produced on-island have been undertaken on the garden cottage, and perimeter fences have been repaired and restored. A curved stone gateway has been partly reconstructed. There are possible subsurface remains of a gatekeeper's lodge and early stockyards.

A conservation management plan is currently being prepared for Government House, which will provide further detail on the building and its significance.

B and C Lowlands and Cemetery Reserve

The Cemetery has been in use since c1798 and is still used today. The original area has a stone gate, corner posts and memorials, all constructed of calcarenite during the British Penal Settlement. After 1856 the Cemetery was extended beyond the gates, to the west, and marble headstones were used. Various approaches have been taken to maintaining headstones in the past—at times some lettering

has been re-cut and blackened, and a range of cleaning products have been used, some of which have affected the condition of the headstones.¹⁶ Convict graves have recently undergone conservation works in accordance with the Heritage Maintenance Manual. Farther east, on land that was at that time unconsecrated ground, is Murderers' Mound—the unmarked burial site of members of the 1846 convict uprising.



Figure 4.7 *Norfolk Island Cemetery, looking west, 2022. The oldest gravestones are positioned to the front of the image, and newer gravestones towards the rear*

In 1836 a long mound was formed to stop drifting sand. Much of the mound was removed by c1950 for fill but a small section near Cemetery Bay remains. In 2016 a protocol was introduced to better manage sand removal from the dunes, which is still an ongoing practice. The Cemetery Bay retaining wall has undergone stabilisation works, and provisions for further repair and replacement are being considered. Road formations remain to Point Hunter and to the quarries and windmill. By the early twentieth century the area was a golf course, which shared the site with a racetrack. A cutting remains where there was a line of rock crushers during World War II, when the old quarry was also reworked, producing road base for the airstrip. Point Hunter was also quarried; the hole was later used as a tip and is now a picnic area. A conservation management plan is currently being prepared for the Cemetery.

D Quality Row

The 1830s formal layout of Kingston had the convict establishment on the foreshore and the military establishment on the northern side of the swamp.

The Old Military Barracks

The compound wall, with corner observation towers, encloses the central 1832 barracks and flanking officers' quarters. Ancillary buildings are the former officers' outbuilding, officers' privy, guard room, powder magazine, military hospital and wells, and the site contains the archaeological remains of outbuildings and a theatre.¹⁷ The remains of a handball court dating from the mid-1830s are present in the southeastern corner of the Barracks walls and may be the oldest surviving handball court in Australia.¹⁸ Since 2016 temporary buildings (tents and marquees) have covered part of the handball court. In 1855 the main barracks became a Methodist church; the unstable upper (third) storey was removed and a new gable roof was added. The Burns Philp company made additions to the structure in the early twentieth century, which were removed several decades later together with changes made to the compound for the c1945–1979 works depot. In 1979 the earlier form was partly reinstated and the buildings were adapted for the Norfolk Island Legislative Assembly and Court. The main barracks building still serves as the court house.

The New Military Barracks

This complex, constructed in 1835–1837, has a larger central barracks flanked by officers' quarters (reconstructed after a fire) and the archaeological remains of a military hospital. The New Military Barracks Site includes the archaeological remains of hospital outbuildings, including a dissection room, and barracks outbuildings and privies.¹⁹ The central building has two large rooms on each floor (now subdivided internally by partitions, although they retain their original volume and some of the original plaster finish). The internal rooms are expressed externally through the visible pattern of windows. A series of turned timber columns support the front verandah at ground level. The central stair hall has sandstone flagging and a stone stair. The officers' outbuilding became a lock-up c1910. Conservation works on the officers' mess in the last several years have repaired and stabilised the verandah and conserved the balcony and its understructure. The powder magazine, which originally had a slate roof, is largely intact, as is the Guardhouse, although only the stonework is original. The compound wall, including the main archway and corner turrets, survives.

In 1856, Pitcairners initially lived in the barracks. The school was on the second floor from 1856 to 1906, when a school was started at Middlegate,²⁰ and the Pitcairners' courtroom (built in 1896) was on the ground floor. The board-and-batten ceilings are from this time. In 1926, buildings in this compound were extensively renovated to accommodate the administration of Norfolk Island. The disused upper floor was renovated for use as offices in 1946. The courtroom joinery was removed after 1974 and is in the Norfolk Island Museum collections.

The Former Commissariat Store

The building is largely intact, including its stone walls, timber internal floors, roof structure and the impressive front stairs. On the parapet is a dedication to Major Anderson. Sheds along the northern and western walls have been removed, but their rooflines are evident in the compound wall. When the building was converted into the All Saints Church in 1874, the first floor was removed to create a double-height space, and a stained-glass window was added. The museum's archaeological collection is now on the ground floor, and the upper floor is used for document storage.



Figure 4.8 Panoramic view of Commissariat Store, 2021

Officers' Quarters, Quality Row

In 1832–1847, 11 residences were built and now form an impressive streetscape. They are set back from the road, sitting on a high plinth with verandahs. They have masonry walls, timber verandah columns and roof structures, and originally had timber-shingled roofs. The roof of 2/3 Quality Row has recently been restored from tin to the original timber shingle. Each has a central hall with two rooms on either side, a rear service courtyard, a separate kitchen block and servants' quarters. Remains of wells have been identified at Nos 1, 3, 7 and 10, and archaeological remnants of wells are at 8, 9 and 11, with potential further remnants at 5 and 6.²¹ Four larger first-class quarters were built (Nos 1, 7, 9 and 11), in addition to six second-class quarters and one duplex (Nos 2–3).²² Stone front walls with timber gates enclose a front presentation garden, rear garden (utility and productive) and side and courtyard gardens (utility, productive or presentation).

The houses were allocated to Pitcairn families by a lottery. Their board-and-batten additions have been removed. Introduced tropical plants and fruit trees survive at houses 9 and 10, as well as hedges of tecoma, hibiscus and red leaf.²³ In the past, Nos 1, 2/3, 4, 5, 8 and 9 Quality Row have been damaged or destroyed by fire, and other houses have deteriorated. Nos 2 and 3 have been reconstructed, and No. 4 is conserved as ruins. No. 1 is the golf clubhouse, No. 9 is a research centre, No. 10 is a house museum and No. 11 is offices. The others are residences; only Nos 5 and 6 are currently leased. In the early and mid-twentieth century, tourist accommodation—Dewville and the later Paradise Hotel—were built east of 2/3 Quality Row but later demolished. The site is now a picnic area. The ruin of a police hut survives farther east. Another convict-era structure and outbuildings were recently identified to the immediate northeast of 2 Quality Row, in the valley behind the former Paradise Hotel site.

The Parade Ground was formed c1834 with fill from the Commissariat Store site, and a stone vaulted drain was built over the creek. A sunken public water tank was built, now called the Officers' Bath.

Reconstruction Program

From 1962 compound walls were stabilised and rendered with cement-rich render. Architects supervised works at 8 Quality Row in 1969–1970, developing the approach used subsequently. Buildings have been reconstructed to their mid-nineteenth century configuration. The external appearance of the buildings has been drastically changed from their original forms. Roughcast render has been replaced with smooth render, and the external colours (light walls, dark sills and stonework) are the opposite of the form the buildings had when built. Although there are examples of surviving joinery, paint finishes and wall treatments, much was replaced during the 1960s/1970s restoration program, and original joinery and other samples are now preserved in the museum collection. PVC

rainwater control guttering is evident as is fibre cement shingle roofing, some of which has now been replaced with timber shingles. Often works were initialled and dated. Physical evidence shows changes in conservation practice. In the last several years further repairs and upgrades have been undertaken in line with modern health and safety requirements, including replacement of earlier asbestos roof tiles, upgrades of services and facilities, and installation of fire detection systems.

E Uplands and Stockyard Valley

Lying north of the buildings and houses along Quality Row, Stockyard Valley includes remains of the Roman Catholic Priests' and Commissariat Storekeepers' gardens, basalt pigsties and caretaker's dwelling, and cultural plantings, including citrus and bananas. A nearby level area is the site of the military officers' gardens, and is crossed by drains in a rectangular pattern, though these are not visible from the surface. An unpaved road leads up the valley to the north. Parts of the 1840s reticulated water supply, and earthen and timber remains of a dam survive in this area, as does archaeological evidence of stockyards. Large underground grain storage silos above the Commissariat Store have bottle-shaped necks lined with stone, and bases and walls cut into the earth.

Two Islander houses, built after 1900, have timber frames, board-and-batten cladding and a sand paint finish. There is a panoramic view from the Queen Elizabeth II Lookout, where there is a memorial that marks the royal visit to Norfolk Island in 1974. Water for the fire hydrants is supplied from an underground reservoir located on Rooty Hill, which is filled with water pumped from Town Creek.

In 1957 eucalypts were planted to stabilise the northern side of Flagstaff Hill. They were removed in 2002, leaving good regeneration in the understorey. The Longridge Road, formed around the 1840s, travelled from the buildings at the Kingston Pier towards Longridge station near the location of the current airport, and is still visible in the landscape. However, the remainder of the road is at risk of being erased due to the spontaneous growth of Norfolk Island Pines and the construction of a new pathway on Flagstaff Hill alongside, but not aligned with, Longridge Road.

Tree planting, mostly of Norfolk Island Pines, has been used to stabilise badly eroded hillsides, but has expanded beyond original plantation boundaries through self-seeding. Private tourist accommodation buildings include Islander Lodge, Panorama Seaside Apartments and Kingston Cottages.

F Kingston Common (the Swamp)

The channel was cut to drain the swamp, and a road (now Pier Street) was built across it by 1796. By 1839 two more roads and several stone bridges were constructed and are still in use today. In the mid-1830s a public parterre was formed and the watercourse was curved, forming a serpentine channel that was subsequently filled in. The stone and concrete-lined open drain was built in 1938–1942. The road network was formed prior to 1856 and there are many stone retaining walls, kerbs, culverts and drains. In the early twentieth century, roads were topped with coral rock (later bitumen) and sealed with grass verges. Longridge Road was abandoned due to erosion by 1856, as was Mill Road. Foundations remain of lower-ranking officers' quarters built in the swamp, including a row or terrace and a police hut.



Figure 4.9 *View across Kingston Common looking north, showing the creek and swampland, grazing cows and sports field to the rear, 2022*

A sports field was formed c1840 for cricket, football and other games. Levelling work was undertaken on it in the 1960s and 1970s, which may have impacted on archaeological evidence of the parterre. The vaulted drain under the sports field was rebuilt after it collapsed in recent years; it ends near the Bounty Street Bridge. The War Memorial, which opened on Anzac Day 1929, is of white-painted masonry on a stepped plinth. Plaques were added after World War II.

G Prisoners' Compounds

The buildings of the convict establishment are not intact and were not used after 1856. Building materials were salvaged for other projects on the island, including construction of the Saint Barnabas Chapel.



Figure 4.10 *Archaeological remains of the pentagonal cells of the New Gaol, 2013*

Extensive earthworks from 1836 levelled the site for the New Gaol—a pentagonal prison built over the following 15 years. The compound wall survives, with an impressive entrance, and vestiges of the radial cell blocks, service buildings and gaoler’s quarters, and extensive underground drainage. The compound walls of the c1829 Prisoners’ Barracks survive but the large three-storey building was demolished. There is evidence in the compound wall of former attached structures. Part of the former Protestant Chapel has been reconstructed and is now part of the museum, holding the HMS *Sirius* Collection. Work has been undertaken in the last several years to address damp penetration and salt efflorescence at the Protestant Chapel, involving the progressive removal of acrylic paints and reinstatement of traditional lime mortars and finishes internally and externally.



Figure 4.11 *Interior of the Prisoners' Barracks Compound, and the Protestant Chapel to the left (now HMS Sirius Museum), 2021*

The compound is used for the Anniversary (Bounty) Day picnic and general community use. In the Lumber Yard compound, the only visible evidence is the large saw pit and the base of the northern and southern walls. Evidence of the layout and other structures is likely to survive underground. The modern change shed is in the area of the former mess yard.

H Kingston Pier (Landing Place Ridge)

After 1825, ramps were cut into the reef to land—these may be under the pier. The current ramp has been rebuilt many times and its eastern wall comprises cut stones in an irregular pattern, the fill is rubble and the surface is now concrete. The restored flaghouse was used to store different pennants used for signalling shipping, and the adjacent buildings were privies. The flagstaves were on the hill to the west.

Kingston Pier

This substantial engineering structure is constructed in a gentle curve with external stonework and rubble fill. One of two sets of stone stairs remains. The pier sustained damage in World War II from excessive use by heavy equipment, and was repaired after the war. In 2006 it was repaired again with modern materials, including sheet steel piles and concrete. Goods are still transferred from moored ships into small boats or lighters and brought ashore. The lighters are stored in the boatsheds. Major capital works recently commenced to expand the pier channel, requiring careful monitoring of the pier structure and potential strengthening works.

The Seawalls

East of the pier is a stone seawall along the whole foreshore. There are attached structures including the remains of a roadway (at the eastern end on the seaward side) made of rubble with a hardened surface. The seawall has been subject to regular breaches and repairs over time since its original

1830s construction. In 1943 the wall was breached to take stores off the *Ronaki* shipwreck. A breach in the seawall was also made during World War II to allow amphibious craft to land.²⁴ The wall was repaired in the early 1950s and at other times in the later twentieth century. Some repairs use stone from buildings, including dressed sills with bar holes.

Boatsheds and Workshops

The calcarenite walls of the double boatshed were constructed c1841 on remains from the British Colonial Settlement, 1788–1814. There were several changes in roof configuration after 1856. The timber-shingled roof has now been reconstructed and modern additions to it have been removed. The exterior of the single boatshed, the former Police Office, has been restored to its 1890s configuration. The blacksmith's compound is now used as a workshop and timber store.

The Pier Store and Crankmill

The 1825 Pier Store is a two-storey stone building that was originally designed as a commissariat store. Yet the building was prone to flooding, so when the new store was built it was converted for milling with the installation of handmills. In 1841 it was converted to a guardroom and the verandah was added for surveillance. The internal timber stairs and flooring are recent and today it is used as a museum.

The Crankmill is a pair to the Pier Store and originally housed a human-powered mill for grinding grain. Sections of the Crankmill machinery are in the museum collection. In the mid-twentieth century, the Crankmill was used by a whaling company as a boatshed and boiling-down facility, and the opening in the western wall was made for boats. After this use ceased it was conserved and interpreted as a ruin.

Both the Pier Store and the Crankmill have undergone recent structural assessments to inform future conservation works, and vehicle barriers have been installed near the Crankmill to protect the site.



Figure 4.12 *Ruins of the Crank Mill, with the Pier Store behind, 2021*

The Settlement Guardhouse

The lower parts of the walls are thought to date from the British Colonial Settlement 1788–1814, and to have been incorporated into the single-storey guardhouse c1826. The building was a guardhouse until 1841 and later altered to be a boatshed. It was reconstructed in 1977–1979 and is now used as an un-staffed visitor introduction centre for Kingston. Work has been undertaken, as with the Protestant Chapel, to remove external and internal modern acrylic and cement-rich render and to re-render the building in traditional lime mortar. Damp ingress and salt efflorescence have occurred at the building, and are being remediated at the time of writing.

Hospital and Surgeon's Quarters

Built for civil officers, these quarters are one of two prefabricated timber buildings sent from Sydney c1827. Off-cuts of the dressed timber mouldings, wood shavings and casuarina shingles found under the floor are held in the archaeological collection. It was used as a residence after 1856 and is now occupied by the Lions Club, and the verandah has recently been restored. Substantial remains of the stone walls of the Civil (or Convict) Hospital are east of the quarters. Excavations revealed artefacts related to the hospital, now held in the museum. There is an informal collection of artefacts in the Surgeon's Kitchen—a two-room stone cottage with a timber-shingled roof.

Royal Engineer's Office and Stables

The Royal Engineer's Office was built in 1848 with a hall and two front rooms. The portico and additional rooms were added soon after, as was a stables block. The building is stone with a timber-shingled gable roof and a formal stone portico with columns and pediment. The front rooms have elaborate chimney pieces and evidence of internal window shutters. In c1897, internal modifications included lining boards. The building has been used by the museum, including previously as a café but

is now used as the museum shop and a temporary exhibition space. The stables block was unroofed by 1892 and was later reconstructed as a toilet block.

Quarters for the Lower Ranks

Archaeological deposits remain of quarters built in a line along the foreshore, east of the blacksmith's compound, and others west of the Crankmill. One building remains of a row of six semi-detached cottages built in 1850–1853. Each had two rooms, a privy and a detached kitchen. The remaining cottage is now the office of the site maintenance team and is known as Munna's.

J Beachfront (Slaughter and Emily Bays)

At Emily Bay there has been a range of bathing houses, and at one stage a Beach Master's house. In the 1920s, a ship named the *Resolution* was built and launched in Emily Bay. Subsurface remains of the bathing houses may exist, but it is unlikely as there has been sand mining in the area. Norfolk Island Pines were planted c1949 to stabilise the dunes. The current road around Emily Bay was built in 1975 in the depression left by sand mining. A pontoon is moored in the bay where whale boats previously anchored and, in World War II, air-sea rescue craft. There are change facilities, picnic tables and barbeques in several locations.

This area was part of the British Colonial Settlement, and during this era burials were not necessarily centred in one particular cemetery location, but appear to have taken place at various places around the settlement depending on where the person died. A burial ground in the 1790s is also recorded east of the swamp drainage channel to Emily Bay.²⁵ It is therefore possible that graves may still exist in the sand in Slaughter Bay, Emily Bay and Flagstaff Hill.

K Windmill Ridge

The solid masonry base of the 1842–1844 windmill survives as do the foundations of the miller's cottage. Some remains are covered with earthworks for the golf course. It was a post-mill turning on a central post with angled timber at the back (a tail-pole), enabling it to be turned into the wind and to stabilise. A stone-lined circle in the ground shows where the wheel of the tail-pole ran.

L Chimney Hill

One complete lime kiln remains, built into the quarry face; there are also the remains of two others, largely eroded by the sea. The surviving kiln was used occasionally until World War II. There are archaeological remains of a police hut, later occupied as a dwelling, and there may be remains of the 1840s stonecutters yard and a shingle shed. Two evaporation tanks for salt production are cut into the calcarenite on the foreshore. The stone walls and the massive square stone chimney of the salt house are on the point. A convict-era timber sluice has been reinstated at the site to facilitate water management and reduce erosion pressures on structures at Chimney Hill and Emily Bay.



Figure 4.13 *Chimney Hill, looking south towards Emily Bay and Windmill Ridge, 2022*

M Arthur's Vale / Watermill Valley

The new watermill was built in 1828. The millpond and ruins of the two-storey mill survive, along with races and footings of outbuildings. The original head race remains but the inlet is sealed. Water now flows out of the dam into the original stream bed. There are substantial remains of a basalt agricultural building. The masonry walls survive of two huts that may be c1840 ticket-of-leave men's huts, or may pre-date this. They have been roofed to protect the walls. Other building platforms and chimney breasts survive, as well as vestiges of barns and cottages. One hundred pines were planted in 1974 along Country Road to commemorate Aunt Jemima Robinson's 100 years. There are several modern houses in the valley and on surrounding ridges. Capital works and environmental restoration have been undertaken to conserve and protect the valley landscape and historic structures, including installing drainage channels, restoring the creek boundary and fencing to restrict damage from stock, planting endemic species, and rehabilitating the creek bed and banks.

N Bloody Bridge

This stone bridge was constructed on the road to Ball's Bay (now known as Ball Bay) in the mid-1830s. A section of the stone wall collapsed c1910 and was not reconstructed in the same alignment. The road over the bridge was sealed c1960. Norfolk Islanders conducted tours for visitors and there are early photos of tour vehicles on the bridge.

4.6 Archaeology

The archaeological resources of Kingston include relics, ruins and standing structures, as well as subsurface deposits and artefacts, from the Polynesian, British Colonial, British Penal, and Pitcairn and Modern Settlement periods.

In addition to known archaeological resources (Section 4.5), the AZMP for Kingston assessed it as having moderate to high potential to provide evidence of occupation from all four main phases of Norfolk Island's development: Polynesian Settlement (c1150–c1450 AD), British Colonial Settlement (1788–1814), British Penal Settlement (1825–1856), and Pitcairn and Modern Settlement (1856–present).²⁶

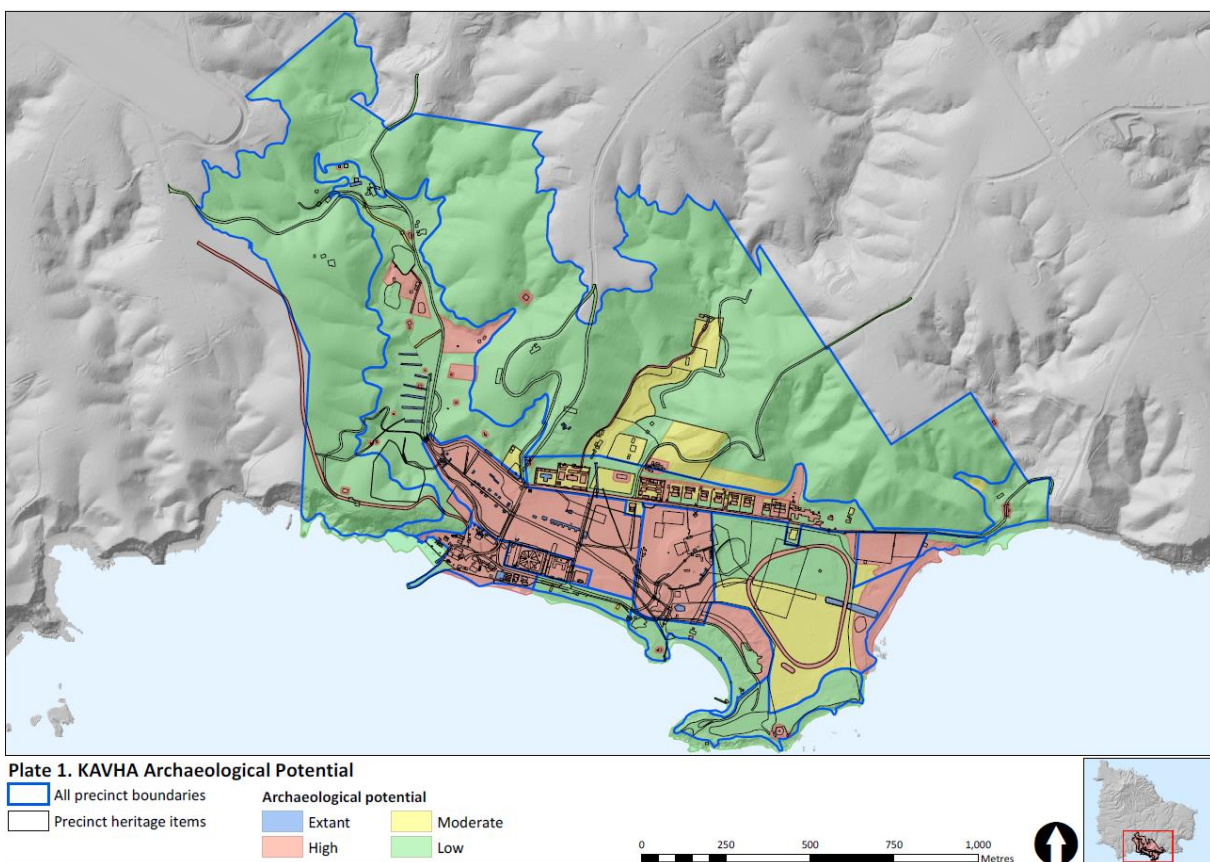


Figure 4.14 Map showing assessed archaeological potential of KAVHA
(Source: *Extent Heritage, Archaeological Zoning and Management Plan 2020, Volume 2*)

The AZMP provided the following summary statement for Kingston's archaeological significance:

KAVHA is a rare example of a surviving settlement with tangible evidence of a range of different forms of human occupation extending over a period of almost one thousand years. The archaeological resources within KAVHA have significant potential to contribute to a greater understanding of the site's continuous development during each period of occupation.

The values detailed in the statement of significance cover a wide range of existing and potential resources. These values may vary in their ability to contribute to the core reasons for conserving and interpreting the site.

The core values for the site are those associated with:

- the Polynesian settlement (rare; potentially a high degree of integrity; high research value);
- the First (Colonial) Settlement (rare; relatively undisturbed; key part of the broader operation of the British penal system; high research value);
- the Second (Penal) Settlement (the ultimate expression of Britain's global system of penal discipline; high research value); and
- the Third (Pitcairn) Settlement (the operation of a culturally distinct Polynesian/European community living within a broader European context; high research value).²⁷

Further information on the archaeological resources and significance of Kingston, including a detailed inventory of items identified in archaeological surveys, is available in the AZMP.

4.7 Culture and Traditions

The Norfolk Island community has a distinctive culture and traditions that reflect its history. The resettlement of the Pitcairners to Norfolk Island in 1856, along with the establishment of a particular system of laws and administration, has resulted in a contemporary community that strongly values and celebrates its traditions and culture. Today, the strong cultural influences of the Pitcairner descendants, which derive from the first phase (approximately 1856–1942) of the Pitcairn and Modern Settlement, are interwoven with other cultural influences and expressions. These include the influences of the Melanesian Mission on Norfolk Island, arrivals from the Australian mainland and New Zealand, and more recent Melanesian and Polynesian migrants and others (e.g. American whalers). This section briefly summarises some of the distinctive aspects of Norfolk Islander culture and traditions that are relevant to Kingston.

Key aspects of this distinctive culture include the Norfolk language, a strong sense of independence and self-reliance, celebratory events, land use and farming practices, crafts and maritime skills. The mutiny, the relocation to Norfolk Island and the understanding of a gifting of Norfolk Island to the Pitcairners by Queen Victoria are important foundational stories.²⁸ Although many believe the story of the 'gifting' of the entire island, extensive research on the topic has taken place since 1896 and in that time no evidence has been uncovered to prove the story.²⁹

To Pitcairner descendants, their customs and language, cuisine, crafts and dancing provide an important foundation for Norfolk Islander identity. The language, known as Norfolk or Norfolk, is a blend of eighteenth-century English, West Indies creole, Tahitian and other elements, and is used alongside English on Norfolk Island. On the island, Norfolk is often spoken by locals. Although there is a standard orthography for Norfolk, many people who speak and write the language disagree with the orthography and use their own. Language learning is now part of the school curriculum.³⁰ Norfolk was listed as an endangered language by the United Nations in 2007.³¹ Family names of Norfolk Islanders still indicate specific historical connections. Adams, Christian, McCoy, Quintal and Young are the *Bounty* names; and Buffet, Evans and Nobbs are the Pitcairn names.

Community events are an important way in which connections to the past are signified. Anniversary (Bounty) Day marks the arrival of the Pitcairners on Norfolk Island on 8 June 1856, and is the island's major day of celebration.

The main goal of Bounty Day is to celebrate heritage and family. Bounty Day begins with Norfolk Islanders, dressed in the traditional clothing worn by the mutineers and their families, landing at Kingston Pier. They travel to the Cenotaph to lay wreaths in honour of those who died during war before proceeding to the island's cemetery at the end of Quality Row where children place flowers on the graves of ancestors while family members sing hymns.

In the past the tradition included receiving the community at Government House for morning tea. In recent years, families have visited the Golf Club at No. 1 Quality Row. Afterwards, children find it fun to roll down the hill from Government House, before proceeding to All Saints Church for the awarding of the shield for the best turned out family group and best beard. In this context, 'turned out' means more than costumed; it includes the number of generations included in the group. People then proceed to the huge picnic celebrated by the whole Norfolk Island community. The community picnic involves traditional foods, island dancing and music. Children often play cricket during the picnic while adults relax with friends and family. The present picnic site is in the shelter of the Prisoners' Compound walls. Previously it was to the north of the Prisoners' Compound wall.

Another annual celebration, started in 1850 on Pitcairn Island, marks the anniversary of the burning of HMS *Bounty* on 23 January. It continues to be celebrated on Pitcairn Island each year, and in recent times has also been taken up as a celebration on Norfolk Island. Yet another important celebration is Foundation Day, which marks the date of the first penal settlement on Norfolk Island. Norfolk Island also celebrates Thanksgiving Day, a tradition linked to American whalers.

Food is a key part of important celebrations such as Anniversary (Bounty) Day, where passed-down family recipes are used to cook up a shared feast. Norfolk cuisine uses local wild produce (e.g. lemons, bananas and guavas) in distinctive dishes such as *pilhi* and *mudda*,³² as well as locally caught fish and Norfolk-raised beef and pork. Norfolk cuisine is presented in some local restaurants. Crafts still practised include the making of wreaths for Anniversary (Bounty) Day, funerals and other memorial services; these are made from flowers gathered from private gardens. Flax and other plant materials (over 10 different types of plants are used) are plaited into hats and baskets.



Figure 4.15 *Flax plaiting on Norfolk Island to make hats*

From the beginning of the Pitcairn and Modern Settlement, the Pitcairner customs of sharing were evident in the new settlement on Norfolk Island. Examples include the establishment of a common store for food and the designation of common grazing lands at Kingston and elsewhere on the island, indicating the community's continued sharing of resources as an important cultural tradition.³³ When Pitcairners arrived on Norfolk Island approximately 40 per cent of the land on the island had been cleared.³⁴ Over the following decades, vegetation was gradually allowed to return, but areas of land such as the Common remained cleared and used for grazing, and Watermill Valley also remained in use for agriculture and grazing. In the second half of the nineteenth century Norfolk Island was surveyed and families were granted land, primarily outside Kingston. People were generally encouraged to move 'up country' away from Kingston, and pasture dominated, a state which generally continues to the present day.³⁵

As well as community celebrations and events, Kingston is a significant focus for family and leisure activities such as swimming, surfing and fishing. Local families would holiday at Kingston, renting space in one of the buildings or camping at Emily Bay. Swimming at Emily Bay has been a continuing tradition.³⁶ Many other activities are also enjoyed at Kingston; it is a place for picnics, walking, playing golf or other sports, or just relaxing. The convict-era buildings have been used for schooling, court and government administration. The church established there in 1874 continues to be used as a place of worship today.

The sea provided the sole communication channel and trading route for Norfolk Island prior to the construction of the airport. Maritime skills, used in the past in whaling and the unloading of ships using wooden lighters, were vital and remain highly regarded.

Norfolk Island's relative isolation, its biogeography and cultural landscape are also integral to aspects of its culture. The Norfolk Island Pine has been adopted as a symbol of the island since the British Colonial Settlement, and today this tree graces the Norfolk Island flag. Memorial plantings of the Norfolk Island Pine occur across the island and within Kingston, illustrating its symbolic importance to Norfolk Islanders.³⁷ Memorial plantings include the row of Norfolk Island Pines planted in association with the War Memorial (Cenotaph) along the eastern side of Pier Street, and the Norfolk Island Pines marking the location of the first burial ground at Emily Bay. Commemorative tree plantings include the Norfolk Island Pines planted on Middlegate Road to commemorate self-governance in 1979; the row of Norfolk Island Pine trees planted to commemorate the 100th birthday of Aunt Jemima Robinson; and the pair of Norfolk Island Pines planted in the Government House grounds in 1988 by Governor-General Sir Ninian Stephen to commemorate the bicentenary of European settlement of Norfolk Island.³⁸ In some areas, such as the hillsides surrounding Kingston, the Norfolk Island Pines have become a dominating monoculture, or now obscure important historical views on the site.³⁹ Hence, though the species is of symbolic importance to Norfolk Island, certain specific pine trees or plantings in Kingston are traditionally important while others are intrusive or not significant.

Timber was a familiar building material to the Pitcairners, and they used it widely for their buildings, preferring it over masonry.⁴⁰ Timber vernacular architecture expressed in traditional Islander houses is highly regarded, although it has only limited expression in Kingston.

The Cemetery at Kingston has been a burial place since the 1790s, and continues to be today. Many Norfolk Islanders feel a deep connection to the Cemetery, seeing it as a place that connects them to their ancestors. Funerals are significant events within this small community. Similarly, the War Memorial, unveiled on Anzac Day in 1929, reflects the impact that those deaths at war must have had on a small community. The island has a long tradition of military service, commemorated in the motto of the Norfolk Island RSL '*We nawa gwen forget dem*' or 'We will never forget them'.⁴¹ Over half of the eligible islanders volunteered to fight in World War I and 26 Norfolk Islanders have lost their lives while in service.



Figure 4.16 Norfolk Island War Memorial at the corner of Quality Row and Pier Street, 2022

4.8 Cultural Landscape

Together, the combined work of nature and humans at Kingston has created a cultural landscape. A cultural landscape is a type of place that has been shaped by both nature and humans. Cultural landscapes can be defined as:

cultural properties that represent the ‘combined works of nature and man’ [people] [...]. They are illustrative of the evolution of human society and settlement over time, under the influence of the physical constraints and/or opportunities presented by their natural environment and of successive social, economic, and cultural forces, both external and internal.⁴²

The three main categories of cultural landscapes are:

- designed landscapes created intentionally by people—mainly parks and gardens
- organically evolved landscapes, which may be relict or continuing
- associative cultural landscapes.

Kingston, with its combination of relic landscape features from discrete processes that came to an end in the past (the Polynesian, British Colonial and British Penal settlements) and a continuing landscape with an active role in contemporary society, can be considered an organically evolved cultural landscape.⁴³ Within the site, however, are areas that can be considered designed and associative cultural landscapes.

As a designed landscape, the British Colonial and Penal Settlement layouts and spatial relationships are products of intentional design, not for aesthetic reasons but to reinforce notions of power and authority. As an ‘associative cultural landscape’, Kingston is powerfully evocative, for its picturesque landscape setting and the natural beauty of the seascape.

Kingston’s cultural landscape is made up of layers of the natural environment, the historical features and landscapes created at the site by humans over time, and the cultural associations the community has with the site. Features of the cultural landscape include the fabric of the place itself, its cultural connections, uses, associations and meanings, as well as its visual and aesthetic qualities, relationships with other places and the evocative reaction that the site (or its individual elements) has on the people who regard it as important.

More specifically, the cultural landscape context of Kingston is created through the following elements, identified in the Cultural Landscape Management Plan:⁴⁴

- Topography
- Underlying geology
- Visual setting of Kingston
- Bucolic landscape
- Terrestrial watercourses
- Remnant natural vegetation
- Lagoon and littoral zone
- Emily Bay and Cemetery Bay
- Norfolk Island Pines—naturally occurring species and formal plantings
- Flax plants
- Fauna—migratory birds, land snails and crustaceans
- Polynesian Settlement—physical evidence and association
- Physical evidence of historical evolution
- British Colonial Settlement (1788–1814) structures
- Ruins—British Colonial Settlement (1788–1814)
- Buildings—British Penal Settlement (1825–1856)
- The Cenotaph
- Infrastructure—British Colonial Settlement (1788–1814), British Penal Settlement (1825–1856) and Pitcairn and Modern Settlement (1856–present) periods
- Coastal retaining wall
- Buildings, structures and created landscape—Pitcairn and Modern Settlement (1856 to the present)
- Archaeological deposits (intact)
- Cemetery—layout and headstones
- Government House—particularly the intact form, physical and visual presence, and garden setting
- Gardens of Quality Row houses
- Connections with other Australian convict sites, both those within the Australian Convict Sites World Heritage property and others
- Connections with other historic places on Norfolk Island
- Cultural connections—association with Anniversary (Bounty) Day
- Cultural connections—association with Foundation Day

- Cultural connections—continuing association of private landholdings with Pitcairner descendant landholders
- Cultural connections—amenity value for Norfolk Islanders
- Cultural connections—connection with contemporary cultural practices
- Cultural connections—family associations for visitors

4.9 Endnotes

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- ²⁶ Extent Heritage, KAVHA Archaeological Zoning and Management Plan, prepared for DITRDC, 2020, p i.
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Management Context



5 Management Context

5.1 Introduction

There are a number of pieces of legislation, regulations and guidelines that establish the management context for Kingston. The governance and administration of Kingston play a key role in the conservation and management of its heritage values.

This section provides an overview of the statutory and non-statutory management and planning context that applies to Kingston.

5.2 Management and Governance of Kingston and Arthur's Vale Historic Area

UNESCO summarises the three key elements of a heritage management system in *Managing Cultural World Heritage* as:

- *a legal framework which defines and protects heritage,*
- *an institutional framework that creates organisations which can deliver actions, and*
- *resources that create operational capacity and facilitate processes.*¹

Kingston's institutional framework is a shared system with responsibilities distributed among several organisations and parties.

The Department of Infrastructure, Regional Development, Transport, Communications and the Arts is responsible for Kingston as a heritage property, but other parties also have management roles and responsibilities for the land, buildings, collections and other heritage assets in the listed area.

The responsibilities of the various parties involved in governance and management are interconnected and overlapping. All these parties work within the same geographical area, and their activities can variously help conserve, or impact on, heritage values at the site. Decisions made by one party can affect the area of responsibility of others. Although in some cases responsibilities are consolidated, in others closely connected responsibilities are dispersed across organisations.

Norfolk Island is an external territory of Australia and one of its most geographically isolated communities. The island has been an Australian territory as part of the Commonwealth of Australia since 1914. Prior to this it was under the control of the United Kingdom and the colonies of New South Wales and Van Diemen's Land at various times. Norfolk Island was a self-governing Australian territory between 1979 and 2015. Under this model, the Norfolk Island Legislative Assembly had all local, state and some federal responsibilities (more than any other government in Australia). The *Norfolk Island Legislation Amendment Act 2015* (Cth) provided for the introduction of Australian taxes and laws, and island residents' access to Australia's health and social security systems. It also provided for the Australian Government to assume responsibility for a range of functions, including the delivery of new management arrangements for Kingston.

The relationship between Norfolk Island and the Australian Government has continued to develop over time, and has implications for the conservation and management of Kingston.

Table 5.1 summarises the current management arrangements for Kingston, followed by a more detailed discussion.

Table 5.1 Kingston management and governance responsibilities.

Organisation/Party	Responsibilities
Administrator of Norfolk Island	<ul style="list-style-type: none"> Chair of the KAVHA Advisory Committee.
Department of Infrastructure, Transport, Regional Development, Communication and the Arts (DITRDCA)	<ul style="list-style-type: none"> Overall responsibility for management of KAVHA. Employment of designated responsible officer/s for KAVHA. Membership of Australian Convict Sites Steering Committee. Preparation of HMPs and heritage strategies for the Department's Commonwealth Heritage places. Building and grounds maintenance and management of museum collections (KAVHA/Sirius collections).
Norfolk Island Regional Council	<ul style="list-style-type: none"> Development applications. Permits for activities in public reserves. Visitor information. Cattle management. Cemetery management. Public reserve management.
Private landholders and Crown leaseholders	<ul style="list-style-type: none"> Day-to-day management decisions for owned or leased property within Kingston.
KAVHA Advisory Committee	<ul style="list-style-type: none"> Expert and independent advice to DITRDCA.
KAVHA Community Advisory Group	<ul style="list-style-type: none"> Advice and information to the KAVHA Advisory Committee and DITRDCA.
Department of Climate Change, Energy, the Environment and Water (DCCEEW)	<ul style="list-style-type: none"> Administration of the EPBC Act and EPBC Act approvals. Delivery of Australia's World Heritage obligations.
Australian Convict Sites Steering Committee (ACSSC)	<ul style="list-style-type: none"> Strategic coordination across all Australian Convict Sites.

Department of Infrastructure, Transport, Regional Development, Communications and the Arts

The Australian Government Department of Infrastructure, Transport, Regional Development, Communications and the Arts has overall responsibility for the management of Kingston. The Department manages assets in Kingston, funds and undertakes projects, employs the designated responsible officer for KAVHA and other project staff, is part of the Australian Convict Sites Steering Committee, and prepares management documents and guidelines for Kingston. Under the EPBC Act the Department must prepare a HMP for KAVHA, and a heritage strategy for managing all the Commonwealth Heritage places it is responsible for.

Building and grounds maintenance and management of Commonwealth-owned museum collections were seconded to the Department in mid-2022 from NIRC.

Norfolk Island Regional Council

NIRC has responsibility for Kingston as part of its local government powers on Norfolk Island. NIRC processes development applications, approves permits for activities in the public reserves in Kingston, provides front line visitor information, and manages cattle agistment within the Commonwealth property.

NIRC staff are seconded under a Memorandum of Understanding with the Department to provide a variety of services at Kingston under the management of the Department, covering grounds and maintenance, cemetery maintenance, and museum and interpretation services.

Private Landowners and Crown Leaseholders

Kingston has some private landholders and Crown leaseholders within the boundaries of the heritage property. Within Kingston there are Crown leases (exclusive possession and proprietary interest) and licences. Crown leases are registered under the *Land Titles Act 1996* (NI) whereas licences are not.

Private landholders and Crown leaseholders are primarily on the hills surrounding the lowland plain. These areas of Kingston contribute to its heritage significance and in some cases have heritage items within their boundaries, for example convict-era grain silos. Landholders manage plantings, stock and water on their properties, which can affect the heritage features and values of Kingston.

KAVHA Advisory Committee

The KAVHA Advisory Committee provides expert and community input to the Department to guide management of Kingston, including advice on:

- *best practice techniques to conserve the existing fabric and heritage objects present on the site;*
- *actions that will protect and present, with authenticity, the rich and interwoven natural and cultural landscape of Kingston;*
- *strategies to achieve effective governance and good management;*
- *opportunities to improve tourism use and the financial sustainability of the site; and*
- *approaches for facilitating enduring community partnerships.²*

The KAVHA Advisory Committee is chaired by the Administrator of Norfolk Island, and consists of up to three Norfolk Island community members and up to three expert members with skills and experience in heritage, public land management or cultural tourism.³ The members are appointed by the Department through an expression of interest process.

KAVHA Community Advisory Group

The KAVHA Community Advisory Group provides community input to the management and conservation planning and actions at Kingston. Its purposes include to assist communication between the local community, the KAVHA Advisory Committee, and the Department, to facilitate the active participation of the local community in conservation and tourism activities, and to exchange information about, and raise awareness of, issues involving the local community and the management of Kingston.

Through the group, the KAVHA Advisory Committee and the Department receive information and advice on management decisions, including the development of plans, policies and guidelines, and

maintain a high degree of community contact through the input of the group. Membership of the Community Advisory Group is determined by the Chair of the KAVHA Advisory Committee, based on expressions of interest.

Australian Convict Sites Steering Committee

The Australian Convict Sites Steering Committee is established under the *Australian Convict Sites Strategic Management Framework* (2018). Signed by the Australian, New South Wales, Tasmanian and Western Australian governments, the *Australian Convict Sites Strategic Management Framework* complements the statutory planning and management context that applies to the Australian Convict Sites World Heritage serial listing. This Framework establishes objectives and arrangements for management, consultation, cooperation, review and administration. It provides an overarching framework for the management of the serial listing, sitting above HMPs for the individual convict sites, including this HMP.

The four strategic objectives for management of the Australian Convict Sites have been derived from the World Heritage Convention and its *Operational Guidelines for the Implementation of the World Heritage Convention* (Operational Guidelines). These objectives are:

- to collaboratively manage the property's Outstanding Universal Value
- to conserve and protect the property's Outstanding Universal Value for current and future generations
- to present and interpret the property's Outstanding Universal Value, emphasising each site's contribution to the whole
- to give the property a function in the life of the community.⁴

The signatories to the Framework have agreed to work cooperatively to share information and develop appropriate management strategies for the benefit of the Australian Convict Sites World Heritage property.⁵ The Framework provides a model for the cooperative management, conservation, interpretation and presentation of the geographically dispersed places based on the collective resources, experience and expertise at each of the 11 convict sites. It identifies opportunities through information sharing and exchange, research, promotional activities and visitation, the development of interpretation, and the pooling of expertise and resources for conservation.

Implementation of this Framework is the responsibility of the Australian Convict Sites Steering Committee (ACSSC). Under the ACSSC Terms of Reference, the site manager and an additional government representative can sit on the ACSSC as representatives for Kingston.

Among other things, the Terms of Reference state that members of the ACSSC must:

- actively contribute towards achieving the strategic objectives of the Australian Convict Sites as identified in the Strategic Management Framework
- accurately represent the views of their site or jurisdiction
- share information and provide advice to the ACSSC on conservation, interpretation, stakeholder issues, site or jurisdiction issues that are relevant to the ACSSC and associated sites

- notify the Chair and the ACSSC of any issues that are likely to impact the Outstanding Universal Value of the Australian Convict Sites
- progress ACSSC projects and follow up on ACSSC actions as minuted
- encourage opportunities to collaborate on projects and joint initiatives, and to share resources.⁶

Kingston's site managers must communicate with the rest of the ACSSC about major issues and developments happening at Kingston, such as EPBC Act referrals, conservation issues and upcoming projects. As a member of the ACSSC, the Department should incorporate the strategic objectives and principles of the Framework into the management of Kingston.

The Framework is included as Appendix F—Australian Convict Sites Strategic Management Framework.

Department of Climate Change, Energy, the Environment and Water

DCCEEW administers the EPBC Act, the Australian Government's primary piece of environmental legislation. The EPBC Act imposes several obligations on site owners at Kingston to manage and protect Kingston's heritage values, including preparing a HMP and avoiding heritage impacts. DCCEEW provides approval for activities being undertaken at Kingston, and the EPBC Act applies to the entire site, both Crown and privately owned / Crown leased land. DCCEEW also acts as the secretariat for the ACSSC. It acts as the nodal point for all World Heritage matters in relation to Australia's role as a State Party to the World Heritage Convention, and as the contact point for communication with the World Heritage Centre.

5.3 Statutory Management Framework

5.3.1 World Heritage Convention

The *Convention Concerning the Protection of the World Cultural and Natural Heritage* (World Heritage Convention) was established in 1972. It aims to promote cooperation among nations to protect the world's natural and cultural heritage, and creates a list of properties that have Outstanding Universal Value to the global community. The Convention is administered by the World Heritage Committee.⁷

The Australian Convict Sites World Heritage property was included on the World Heritage List on 31 July 2010 and is made up of 11 sites, including Kingston and Arthur's Vale Historic Area.

World Heritage listing does not affect the ownership or control of sites. Although site ownership does not change, as the State Party to the Convention, the Australian Government is responsible for meeting Australia's international obligations, and so works closely with state and territory governments and site owners to ensure it meets these obligations.

The *Australian Convict Sites Strategic Management Framework* provides an overview of Australia's obligations under the World Heritage Convention, which has informed the below discussion.

Obligations under the World Heritage Convention

Australia's obligations under the World Heritage Convention are outlined in several sources, including the Convention and the Operational Guidelines.

The primary obligations are articulated in Articles 4 and 5 of the Convention:

Article 4

Each State Party to this Convention recognizes that the duty of ensuring the identification, protection, conservation, presentation and transmission to future generations of the cultural and natural heritage referred to in Article 1 and 2 and situated on its territory, belongs primarily to that State. It will do all it can to this end, to the utmost of its own resources and, where appropriate, with any international assistance and co-operation, in particular, financial, artistic, scientific and technical, which it may be able to obtain.⁸

Article 5

To ensure that effective and active measures are taken for the protection, conservation and presentation of the cultural and natural heritage situated on its territory, each State Party to this Convention shall endeavor, in so far as possible, and as appropriate for each country:

- a. to adopt a general policy which aims to give the cultural and natural heritage a function in the life of the community and to integrate the protection of that heritage into comprehensive planning programmes;*
- b. to set up within its territories, where such services do not exist, one or more services for the protection, conservation and presentation of the cultural and natural heritage with an appropriate staff and possessing the means to discharge their functions;*
- c. to develop scientific and technical studies and research and to work out such operating methods as will make the State capable of counteracting the dangers that threaten its cultural or natural heritage;*
- d. to take the appropriate legal, scientific, technical, administrative and financial measures necessary for the identification, protection, conservation, presentation and rehabilitation of this heritage; and*
- e. to foster the establishment or development of national or regional centres for training in the protection, conservation and presentation of the cultural and natural heritage and to encourage scientific research in this field.⁹*

The Operational Guidelines facilitate the implementation of the World Heritage Convention and set out procedures for matters such as:

- inscription of properties on the World Heritage List and the List of World Heritage in Danger
- protection and conservation of World Heritage properties
- international assistance under the World Heritage Fund
- mobilisation of national and international support.

The Operational Guidelines are periodically revised to reflect the decisions of the World Heritage Committee. In accordance with the Operational Guidelines, every six years, State Parties to the Convention are expected to submit to the World Heritage Committee a periodic report on the application of the World Heritage Convention, including the state of conservation of the World Heritage properties in their territories.

In practice, Australia's obligations under the World Heritage Convention are enacted through provisions in the EPBC Act, as well as the Australian Intergovernmental Agreement on World Heritage.¹⁰ The EPBC Act provides measures to implement Australia's World Heritage obligations, including in relation to HMPs, approval of developments and community engagement. The Intergovernmental Agreement sets out a series of high-level principles and specifies the roles and responsibilities of Commonwealth, state and territory governments in relation to the nomination, listing and management of World Heritage properties in Australia.

5.3.2 Commonwealth Legislation

Norfolk Island Act 1979 (Cth) and Norfolk Island Legislation Amendment Act 2015 (Cth)

The *Norfolk Island Act 1979* (Cth) and subordinate regulations apply to Norfolk Island. Significant changes were made to the Norfolk Island Act in 2015. These came into effect through the *Norfolk Island Legislation Amendment Act 2015* (Cth). These amendments provided for the Australian Government to assume responsibility for funding and delivering national and state level services and for the establishment of the NIRC from 1 July 2016.¹¹

The NIRC is responsible for all local council-type functions on Norfolk Island including waste management, land rates and planning. The NIRC also delivers some state-type functions under an agreement with the Department.¹²

All Commonwealth legislation applies to Norfolk Island unless expressly provided otherwise.¹³

Environment Protection and Biodiversity Conservation Act 1999 (Cth)

The EPBC Act is the Australian Government's central piece of environmental legislation. A principal object of the EPBC Act is 'to provide for the protection of the environment, especially those aspects of the environment that are matters of national environmental significance'.¹⁴ The EPBC Act creates a streamlined environmental assessment and approvals process, and provides for the protection and management of important natural and cultural places.¹⁵ It is administered by DCCEEW.

The EPBC Act requires an independent review at least once every 10 years to determine its effectiveness. The results of the most recent review were publicly released in January 2021. Future legislative reforms resulting from this review may change how certain aspects of World, National and Commonwealth Heritage places are managed.

Queries about the operation of the EPBC Act in relation to KAVHA can be directed to DCCEEW. Advance discussions with DCCEEW are advisable in circumstances where heritage impacts are being assessed and works approvals sought.

Protected Environmental Matters

The EPBC Act protects specific features and areas of the environment in Australia. It protects nine 'matters of national environmental significance' (MNES), as well as the environment within Commonwealth land and Commonwealth marine areas. If an action is being taken by a Commonwealth agency, the whole of the environment (whether Commonwealth land or not) is protected from that action.¹⁶ The EPBC Act is supported by state, territory and local legislation, which may apply alongside the EPBC Act and to areas that are not protected by the Act.

The nine MNES are:

- World Heritage properties
- National Heritage places
- wetlands of international importance (listed under the Ramsar Convention)
- listed threatened species and ecological communities
- migratory species protected under international agreements
- Commonwealth marine areas
- the Great Barrier Reef Marine Park
- nuclear actions (including uranium mines)
- a water resource, in relation to coal seam gas development and large coal mining development.

The EPBC Act definition of ‘Commonwealth area’ includes land in an external territory. Consequently, all of Kingston, and all of Norfolk Island in general, is a Commonwealth area, and all of the environment of Kingston is protected under the EPBC Act.

World Heritage List and National Heritage List

The National Heritage List comprises places that have been assessed as having ‘outstanding’ heritage value to the nation against the criteria established in the EPBC Act. National Heritage places may be in any jurisdiction and owned or controlled by any party. All World Heritage properties in Australia are also included on the National Heritage List.

Kingston is both part of a World Heritage property and a National Heritage place. Therefore, the Outstanding Universal Value of the Australian Convict Sites (including Kingston) and the National Heritage values of Kingston are protected under the EPBC Act and the rules and regulations for National and World Heritage places must be followed when making decisions about Kingston.

The Environment in Commonwealth Areas and the Commonwealth Heritage List

The EPBC Act also protects all of the environment on Commonwealth land. The definition of ‘environment’ in the EPBC Act includes all the heritage values of places.

Heritage value is defined in the EPBC Act as a place’s ‘natural and cultural environment having aesthetic, historic, scientific or social significance, or other significance, for current and future generations of Australians’.¹⁷ This definition covers both listed and non-listed heritage values; heritage values may occur in the environment without being listed, for example in nominated heritage places. Kingston has both cultural and natural heritage values (refer to Section 6 for more detail).

Other aspects of the environment on Commonwealth land and in Commonwealth marine areas are also protected, including biodiversity, ecosystems, species and natural and physical resources. All these features are present at Kingston, and frequently intersect with its cultural and natural heritage values.

To assist in identifying heritage on Commonwealth land, the EPBC Act established the Commonwealth Heritage List (CHL). The CHL comprises those places owned or controlled by the

Commonwealth of Australia that have been assessed as having ‘significant’ heritage values against the Commonwealth Heritage criteria. The Commonwealth Heritage listing for Kingston includes both cultural and natural heritage values—all of these values are protected under the EPBC Act.

Development Approvals and ‘Controlled Actions’

Under the EPBC Act, anyone taking an action that is likely to have a ‘significant impact’ on a protected matter must refer the action to the Minister for the Environment and Water for approval. Proponents are required to undertake a self-assessment to determine whether impacts are likely to be significant.

In Kingston, anyone taking an action needs to first consider (self-assess) whether the action is likely to have a significant impact on the Outstanding Universal Value of the Australian Convict Sites property, the National Heritage values of the National Heritage place, or any other heritage values in Kingston. Based on the finding of this self-assessment, they may need to refer the action for approval.

What is a significant impact?

The EPBC Act does not define ‘significant impact’, but the Australian Government has provided guidance material that clarifies the term.

According to the *Significant Impact Guidelines 1.1 Matters of National Environmental Significance*, a significant impact is (emphasis added):

an impact which is **important, notable, or of consequence**, having regard to its **context or intensity**. Whether or not an action is likely to have a significant impact depends upon the **sensitivity, value, and quality** of the environment which is impacted, and upon the **intensity, duration, magnitude and geographic extent** of the impacts.¹⁸

The *Significant Impact Guidelines 1.1 Matters of National Environmental Significance* and *Significant Impact Guidelines 1.2: Actions on, or Impacting upon, Commonwealth Land and Actions by Commonwealth Agencies* provide guidance on matters that are likely to have a significant impact on heritage values.

Actions are likely to have a significant impact if there is a real chance or possibility the action will cause one or more heritage values to be lost; degraded or damaged; or notably altered, modified, obscured or diminished.

Examples of actions likely to have a significant impact on heritage places include those where there is a real chance or possibility that the action will:

- permanently **remove, destroy, damage or substantially alter** the fabric of a heritage place in a manner that is inconsistent with relevant values
- **extend, renovate, refurbish or substantially alter** a heritage place in a manner which is inconsistent with relevant values
- permanently **remove, destroy, damage or substantially disturb archaeological deposits or artefacts** in a heritage place
- involve activities in a heritage place with **substantial and/or long-term impacts** on its values
- involve **construction of buildings or other structures within, adjacent to, or within important sight lines** of, a heritage place which are inconsistent with relevant values
- make **notable changes to the layout, spaces, form or species composition in a garden, landscape or setting** of a heritage place which are inconsistent with relevant values.¹⁹

Actions that occur outside the boundaries of a heritage place may still have a significant impact on its heritage values and could need approval.

Significant **cumulative impacts** can occur on a site. For example, an action that involves changes to an altered landscape or heritage place may be more likely to be a significant impact if, together with the changes made already, it alters the nature of the site beyond an acceptable threshold, increasing cumulative impacts to unacceptable levels.²⁰ For example, multiple small changes to the original heritage fabric of several buildings could together create a significant cumulative impact.

The Minister for the Environment and Water decides whether a referred action requires approval under the EPBC Act. If the Minister decides a proposal is not likely to have a significant impact ('non-controlled action') it may proceed without further approvals. If the action is likely to have a significant impact, it is subject to further assessment and approval under the EPBC Act ('controlled action'). The Minister may also decide that a proposed action is not likely to be significant if undertaken in a particular manner ('non-controlled action – particular manner'), or that it is clearly unacceptable.

In addition to these requirements, the EPBC Act puts specific obligations on the Commonwealth and Commonwealth agencies such as the Department.

The Department must not take an action that is likely to have an adverse impact on the National or Commonwealth Heritage values of Kingston unless:

- there is no feasible and prudent alternative to taking the action
- all measures that can reasonably be taken to mitigate the impact of the action are taken.²¹

Before taking any activities, the Department and its staff must consider whether the above criteria have been met.

Management Plans, Heritage Strategies and Property Divestment

The EPBC Act requires Commonwealth agencies to prepare a management plan to protect and manage their Commonwealth Heritage places.²² For each National Heritage place and World Heritage property in a Commonwealth area, the Minister for the Environment and Water must make a HMP.²³ The EPBC Act requires the Department to take all reasonable steps to assist the Minister to make these HMPs. In practice this means the Department must prepare a HMP for Kingston, to be approved by the Minister.

The plans must not be inconsistent with the Commonwealth, National and World Heritage management principles included in the EPBC Regulations and extracted at Appendix E—EPBC Act and Regulations Compliance Checklist. The principles encourage identification, conservation and presentation of a place's heritage values through applying best available skills and knowledge, community (including Indigenous) involvement and cooperation between various levels of government.

When a HMP is made under the EPBC Act, the Commonwealth and Commonwealth agencies (including the Department) must not contravene the plan or authorise anyone to do anything that would contravene the plan.²⁴ If there is no plan made under the EPBC Act, the Department must take all reasonable steps to ensure its activities relating to the place are not inconsistent with the Commonwealth, National and World Heritage management principles.

In addition to preparing HMPs, if a Commonwealth agency owns or controls one or more places, it must prepare a heritage strategy for managing the places to protect and conserve their Commonwealth Heritage values. The EPBC Act has various requirements for heritage strategies, and the Department must seek advice from the Australian Heritage Council and the Minister for the Environment and Water before making or updating its heritage strategy.

The EPBC Act has requirements for divestment (sale or lease) of all or part of Commonwealth or National Heritage places that are on Commonwealth land. If the Department (or another Commonwealth agency) sells or leases all or part of the area within the National/Commonwealth Heritage boundary, it must give the Minister for the Environment and Water at least 40 days' notice.²⁵

The Department must also include a covenant in the contract to protect the heritage values of the place. If such a covenant is unnecessary, unreasonable or impracticable, the Department must justify this to the Minister in writing and seek their advice on alternative measures to ensure the ongoing protection of the heritage values.

After the extension of the EPBC Act to Norfolk Island in 2016, the Department now requires new leases to include additional covenants or schedules to take account of the requirements of the Act. New licences also include additional covenants or schedules, though since they are not a lease they do not need to comply with the EPBC Act requirements for divestment.

EPBC Act Enforcement and Penalties

The EPBC Act includes a range of enforcement mechanisms for managing suspected or identified non-compliance and for reviewing the compliance of referred projects. These mechanisms can apply to a person or organisation that undertakes an action impacting a protected heritage place without the appropriate approvals, and may include:

- civil or criminal penalties for individuals and corporations that contravene the environmental approvals requirements under the Act, including the provision of false or misleading information to obtain approval
- remediation orders and determinations to repair or mitigate environmental damage resulting from a contravention of the EPBC Act
- enforceable undertakings to negotiate civil penalties and provide for future compliance.²⁶

Civil and criminal penalties for breaching the EPBC Act include fines and imprisonment.

Every five years, the Minister for the Environment and Water must undertake a review of the Commonwealth and National Heritage Lists and table a report in both Houses of Parliament. This report must include details on how many HMPs have been made, and compliance with the EPBC Act in relation to the heritage-listed places.²⁷

Marine Parks

Under the EPBC Act the Norfolk Marine Park is established around Norfolk Island. Australian marine parks are in Commonwealth reserves, and the marine environment is recognised as a MNES under the EPBC Act. This means that actions that could have a significant impact on the marine park need approval under the EPBC Act.

The Director of National Parks, supported by Parks Australia, is responsible for managing marine parks, including preparing management plans. Other parts of the Australian Government, including the Department, must not perform functions or exercise powers in relation to these parks that are inconsistent with management plans.²⁸

Norfolk Marine Park is managed under the Temperate East Marine Parks Network Management Plan (2018). The report is available at <<https://parksaustralia.gov.au/marine/pub/plans/temperate-east-management-plan-2018.pdf>>. The marine park management plan should be considered alongside this HMP, and has implications for the management of Norfolk Island's natural heritage values. Kingston is recognised as having natural heritage significance for its geology and biology, including the marine areas.²⁹ The management of Kingston's cultural and natural heritage values must be informed by this context.

Parks Australia handles queries about the management of the Norfolk Marine Park in and around Kingston.

Underwater Cultural Heritage Act 2018 (Cth)

Although Kingston is entirely on land, it is closely associated with the underwater cultural heritage of the HMS *Sirius* shipwreck, offshore to the south of Kingston, and the collections from this wreck, which are held at museums on the site.

The *Underwater Cultural Heritage Act 2018* (Cth) (UCH Act) protects Australia's shipwrecks, as well as sunken aircraft and other types of underwater cultural heritage that are more than 75 years old, including Australia's Aboriginal and Torres Strait Islander underwater cultural heritage in Commonwealth waters.³⁰ Shipwrecks and aircraft that have been underwater less than 75 years, and other types of underwater cultural heritage, can be protected through individual declarations based on an assessment of heritage significance.

All persons must report their possession of protected underwater cultural heritage artefacts under the UCH Act, and ensure they have the appropriate permits for the possession, sale or transfer of legally held artefacts.

When visiting the HMS *Sirius* shipwreck or any other underwater cultural heritage site, people must comply with certain legal requirements:

- Do not disturb or damage underwater cultural heritage and the surrounding environment.
- Do not remove artefacts or other articles from underwater heritage sites without a permit.
- Do observe the requirements of protected zones and obtain a permit to enter a zone if necessary.
- Do provide authorities with a notification of any new underwater heritage discovery.³¹ This can be done online through the Australasian Underwater Cultural Heritage Database.

This means that visitors must not disturb or damage the HMS *Sirius* site or any artefacts connected to the shipwreck. Any artefacts that are discovered cannot be removed from the place where they are found and need to be immediately reported. The Norfolk Island Museum holds artefacts from the HMS *Sirius* and can also advise on discoveries. As a Commonwealth and National Heritage place, a HMP for the HMS *Sirius* is required, and should be referred to for guidance on management requirements for the site, including associated artefacts and locations.

Civil and criminal penalties apply for breaches of the UCH Act.

Protection of Movable Cultural Heritage Act 1986 (Cth)

The *Protection of Movable Cultural Heritage Act 1986* (Cth) protects Australia's movable cultural heritage and provides for the return of foreign cultural property that has been illegally exported from its country of origin and imported into Australia. If any cultural heritage objects associated with Kingston are to be bought or sold, the purchase should be compliant with the relevant cultural property laws.

This regulation is administered by the Arts portfolio in the Department of Infrastructure, Transport, Regional Development, Communication and the Arts, which should be contacted for advice when objects relating to Kingston are proposed to be bought or sold.

5.3.3 Norfolk Island Legislation and Regulations

The Norfolk Island Government enacted laws for Norfolk Island. The *Norfolk Island Act 1979* (Cth) and *Norfolk Island Legislation Amendment Act 2015* (Cth) provided for laws made by the Norfolk Island Government to continue in effect after the end of self-government unless specified otherwise. As such, most of this legislation continues to remain in effect alongside other legislation enacted or applied to Norfolk Island since 2016.

Norfolk Island legislation relevant to Kingston is discussed below.

Planning Act 2002 (NI)

The *Planning Act 2002* (NI) promotes the conservation of Norfolk Island's natural and cultural heritage, and sets out the development approval processes. The Act requires that a Norfolk Island Plan is developed to promote the island's land use and development objectives, and identify environmental management standards. All proposals for use or development must be considered in the context of the *Norfolk Island Plan 2002* to determine whether approval is required and whether the proposed use or development is permitted. Development proposals need to be submitted for approval to NIRC.

The term 'development' includes 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.*³²

It also includes construction, alteration, demolition, subdivision, relocation, and sign(s) or hoarding(s).³³

Applications for development within Kingston are currently determined by the responsible federal Minister or their delegate. Development applications must be publicly displayed for comment.

Norfolk Island Plan 2002

The *Norfolk Island Plan 2002* (the Plan) provides for a strategic planning framework for the preferred future use, development and management of land on Norfolk Island. The Plan's requirements guide decision-making by NIRC on development applications. The Plan includes an overarching Strategic Plan (Part A), Planning Requirements (Part B), and associated maps.

Under Part A—Strategic Plan, Kingston is in the 'High Rural/Conservation Value Preferred Dominant Land Use' area, the objectives for which include conservation and preservation of these areas. The objectives allow for a limited range of complementary, low-intensity and low-impact use or development, and provide land that may provide a buffer for certain incompatible uses.

Under Part B—Zoning Scheme, some of the land within Kingston is zoned Rural (privately owned and Crown leasehold land), whereas the Crown land is zoned Conservation, Special Use and Open Space.

The Plan includes specific objectives and planning controls for Kingston. It encourages use or development consistent with the KAVHA Conservation Management Plan (CMP); and seeks to avoid use or development that is not in keeping with the archaeological, historical, landscape, cultural and built heritage significance of Kingston.³⁴ Where there is an inconsistency between the intent of the zone and the intent of the CMP, the Plan specifies that the CMP will prevail.³⁵ This HMP now serves the function of the earlier KAVHA CMP.

Kingston is included in the Heritage Items Regulatory Map and further described in clause S1.1 of Schedule 1. The 'Kingston and Arthur's Vale Historic Area' is listed in the Norfolk Island Heritage Register and within the Heritage Overlay established in the Plan. The Heritage Overlay aims to conserve the environmental heritage of Norfolk Island, integrate heritage conservation into planning and development control processes, provide for public involvement in the conservation of environmental heritage, and ensure that use or development does not adversely affect the heritage significance of land subject to the Heritage Overlay. This is managed through planning controls specific to the Heritage Overlay. These controls include the following provisions.

- Most use and development proposals require consent and are subject to additional matters to be considered in assessing a development application.³⁶
- For development applications in the vicinity of a heritage item, the responsible Minister (or his or her delegate) is required to take into account the likely effect of the proposal on the heritage significance of the item.³⁷

The Norfolk Island Plan must be reviewed every five years. A review commenced in July 2021 and is under way at the time of preparing this HMP. The 2021 review is focused on matters that can improve the application and implementation of the Plan without major changes. A more substantial review is expected to take place following the completion of several relevant studies, including a population strategy. This major review will inform a larger overhaul of land use planning strategies; a new statutory land use plan for Norfolk Island is anticipated.³⁸

Heritage Act 2002 (NI)

The *Heritage Act 2002* (NI) (the Heritage Act) establishes the Norfolk Island Heritage Register. It also provides criteria for listing items in the Heritage Register; the creation of a panel of heritage advisors; procedures for a heritage conservation fund; and requirements for heritage impact statements and CMPs.

Lands that contain, or are considered to be, a heritage item of significance can be entered on the Heritage Register and are covered by the 'Heritage Overlay' for planning purposes under Part B2 of the *Norfolk Island Plan 2002*. For development applications that are in relation to, or likely to affect, a heritage item, the Heritage Act requires the applicant to prepare a heritage impact statement, and requires that the responsible Minister (or their delegate) has regard to the heritage impact statement. The responsible Minister/delegate may also require an applicant to prepare a CMP in relation to a heritage item.

Kingston was included on the Norfolk Island Heritage Register on 17 December 2003.

Public Reserves Act 1997 (NI)

Several areas of land within Kingston are designated as public reserves and managed and protected under the *Public Reserves Act 1997* (NI) (Public Reserves Act). The areas are:

- Kingston Common
- Kingston Recreation
- Government House grounds
- Point Hunter

- the Cemetery
- the War Memorial.

The Public Reserves Act specifies that the reserves should be managed to:

- conserve the island's natural environment and landscape beauty
- conserve the natural and cultural heritage
- preserve the quality and way of life of the people of Norfolk Island.

Day-to-day management of the reserves is vested in the Conservator for Public Reserves. The Conservator is employed by NIRC. The Sexton is responsible for the day-to-day maintenance of the Cemetery and also plays a role in delivering funeral services.

Consistent with the Public Reserves Act, each of the public reserves has a plan of management, which sets out management issues, objectives, strategies and actions. Management objectives cover cultural and natural heritage, pest species, recreation, education and interpretation.

Certain activities within the reserves are controlled and regulated through permits and approvals. Permits and approvals are assessed and issued by the Conservator of Public Reserves.

The KAVHA HMP (this document) is the guiding document for the management of Kingston, including the Norfolk Island reserves within the site, replacing the earlier KAVHA CMP. The reserve plans of management state that where there is any inconsistency between the plans of management and the approved KAVHA HMP, the intent of the KAVHA HMP shall prevail. The plans of management for the public reserves within KAVHA are due for review.



Figure 5.1 Location of public reserves

(Source: Department of Infrastructure, Regional Development, Transport, Communications and the Arts; overlay by GML)

Trees Act 1997 (NI)

The *Trees Act 1997* (NI) requires a permit to be obtained prior to the removal of a protected tree. The Act designates certain species of trees as protected species, which are listed in the *Trees Regulations 1999* (NI). Once a tree of a protected species reaches a certain height (stated in the Regulations) it becomes a protected tree. Several Norfolk Island Pines and White Oaks within Kingston are protected by the *Trees Act 1997*. For example, the Lone Pine at Point Hunter is protected under this statute.

In addition to trees protected under the *Trees Act 1997*, there are other culturally significant plantings in Kingston that are protected as part of its heritage (refer to Section 4.7 and 4.8).

Building Act 2002 (NI) Building Codes and Standards

Building activity within Kingston is managed by the *Building Act 2002* (NI) and the Norfolk Island Building Code. The Norfolk Island Building Regulations 2004 list (among other items) details that shall accompany a building application,³⁹ the Norfolk Island Building Code,⁴⁰ compulsory inspection stages

of building work,⁴¹ and activities for which building approval is not required.⁴² Building applications are required for all building activities.

Museum Trust Act 1987 (NI)

The *Museum Trust Act 1987* (NI) establishes the Norfolk Island Museum Trust to acquire and manage the collections of heritage objects for Norfolk Island's museums. The Act defines heritage objects as:

*a movable object that is of cultural significance to Norfolk Island for ethnological, archaeological, historical, literary, artistic, scientific or technological reasons.*⁴³

The Trust's functions include ensuring the safe custody of objects, preventing their damage and decay, cataloguing objects, obtaining and recording information about them, and preparing them for museum display.⁴⁴ The Trust is able to acquire objects by purchase or lease, as gifts or on loan, or as a trustee.

The Trust cannot dispose or part with possession of objects (either temporarily or permanently) unless in accordance with an agreement under which an object was provided to the Trust; for the purposes of displaying the object in a museum that has been approved by the relevant Minister; or with the written permission of the Minister.⁴⁵

The Trust's collection is primarily made up of artefacts that relate to Norfolk Island's history since 1856, the start of the Pitcairn and Modern Settlement period.

Protection of Movable Cultural Heritage Act 1987 (NI)

The *Protection of Movable Cultural Heritage Act 1987* (NI) protects Norfolk Island's heritage of movable cultural objects as well as Australian and foreign protected objects. It provides protection and controls for the import and export of movable cultural heritage items.

The Norfolk Island Cultural Control List, prescribed by the Protection of Movable Cultural Heritage Regulations, identifies objects that are subject to export control. Special permission from the relevant Commonwealth Minister is needed to export Class A or Class B items from Norfolk Island.⁴⁶

- **Class A items:**
 - Objects recovered from the wreck in 1790 at Pitcairn Island of HM Armed Vessel *Bounty*.
 - Objects landed in Norfolk Island on 8 June 1856 and brought from Pitcairn Island on the vessel *Morayshire*.
- **Class B items:**
 - Objects recovered from or located in Kingston and Arthur's Vale Historic Area and relating to convicts, free settlers, military or naval personnel associated with the penal settlement of Norfolk Island before 8 June 1856.
 - Objects recovered from ships wrecked before 1 January 1938 in territorial waters within the meaning of the *Territorial Waters Act 1926* (NI).

This means that any objects that meet these definitions, including museum collections and other artefacts that may not be in a museum, cannot be exported from Norfolk Island without permission.

The artefact collections of Kingston are also protected under the EPBC Act as part of its recognised heritage values (refer to Section 5.3.2).

5.4 Development Approval Process

Most physical changes that may impact on Kingston (including new constructions, painting, erecting a structure, roadworks and new utility services) require development approval. The EPBC Act, the *Norfolk Island Plan 2002*, the Heritage Act and the Public Reserves Act all set planning requirements for Kingston.

To provide guidance on the approval processes for use and development of Kingston, the KAVHA Development Control Plan (DCP) was prepared in 2020. This document intends to give greater clarity and certainty to landholders and site managers.

5.4.1 KAVHA Development Control Plan (2020)

The planning provisions under the *Norfolk Island Plan 2002* and associated DCPs allow a range of land uses and provide some controls. The role of the KAVHA DCP is to provide site-specific detailed standards and guidelines for people preparing development applications for Kingston. It is also intended to assist the NIRC and the relevant Minister in their consideration and determination of these applications.

The objectives of the DCP are to:

- clarify the process for development applications within Kingston
- provide direction as to the permissible development within Kingston
- facilitate the continued use of the site by the Norfolk Island community for cultural, educational, economic, tourism and leisure purposes.⁴⁷

The DCP uses the identified precincts of Kingston (refer to Section 4.2), together with land use zoning, as the principal means to arrange development and use controls for the site.⁴⁸ It provides information on the historical background, use and significance of each precinct, as well as objectives and controls for the precincts, for heritage elements, and general controls. It includes flow charts and advice to inform decision-making for those using the document.

The objectives in each section of the DCP outline what the section is trying to achieve, while the controls indicate how it can be achieved. The objectives and controls are supplemented with explanation regarding where the objective or control has been drawn from or guidance to provide further context as to the intent.⁴⁹

The KAVHA DCP applies if a person is seeking development approval for use or development as defined in the *Norfolk Island Plan 2002*. Temporary activities, such as to support cultural and sporting events, do not require development approval. Permission to undertake these activities is generally granted in consultation with KAVHA management through a permit issued by the Administrator for activities at Crown land, or by the Conservator of Public Reserves.⁵⁰

The KAVHA DCP takes precedence over all other DCPs associated with the *Norfolk Island Plan 2002* for development and use within Kingston.

How does this plan relate to other plans?

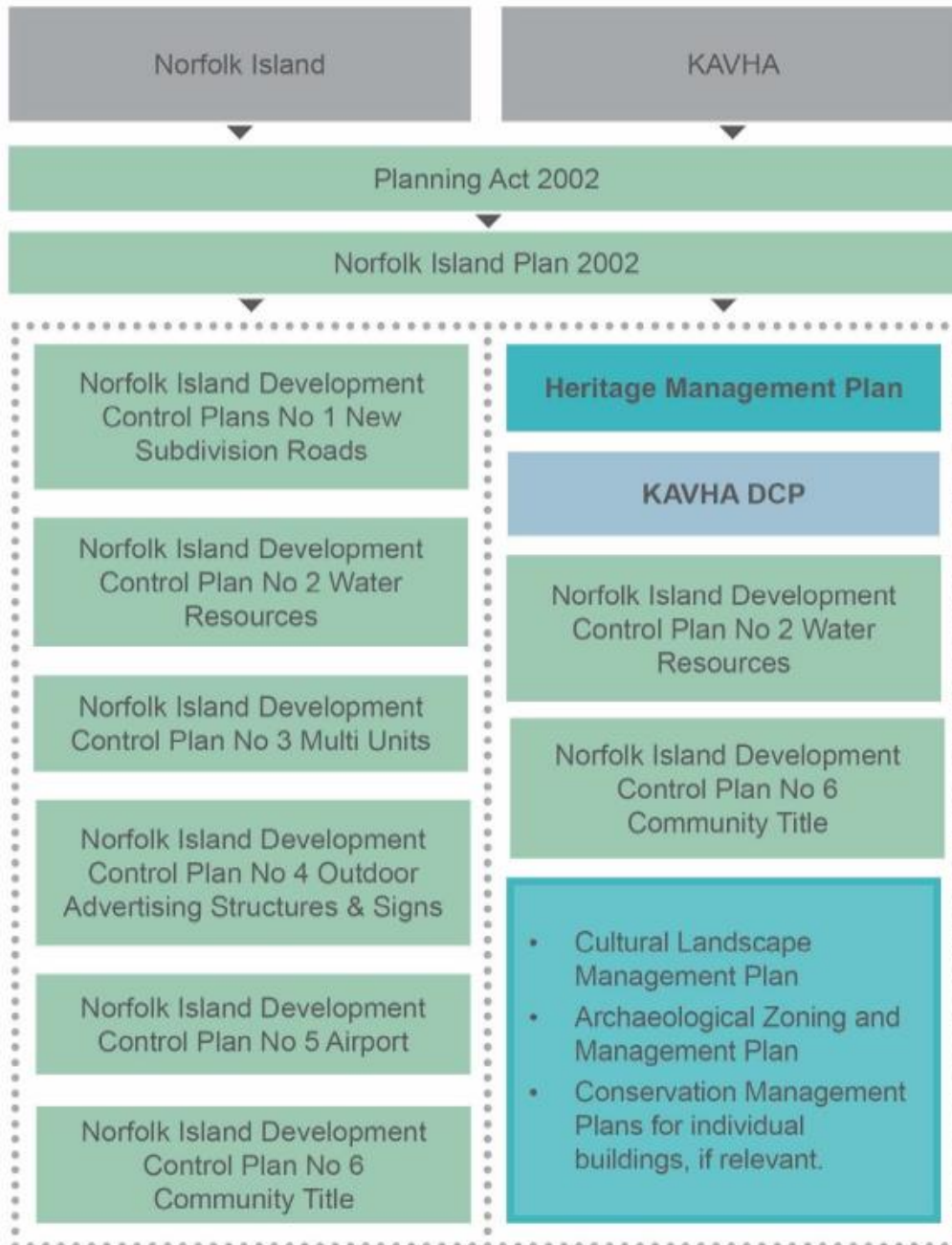


Figure 5.2 Flow chart from KAVHA DCP outlining how the DCP relates to other planning documents for Kingston

(Source: KAVHA DCP, AECOM, 2020, p 3)

Although the DCP addresses the development approval processes for Kingston under Norfolk Island legislation and regulations, it does not comprehensively address the development approval process for Kingston under the EPBC Act. In addition to the requirement to refer actions likely to have a significant impact on National or World Heritage values, as is discussed in the DCP, actions that

impact on any heritage values on Norfolk Island (whether listed or not) must be considered for referral to the Minister for the Environment and Water, as detailed in Section 5.3.2.

Anyone planning any use, development or activity in Kingston is encouraged to consult with the NIRC's Planning Department to determine whether development approval is required for the proposed activity and for guidance on any other approval, licence or permit requirements.

5.5 Endnotes

- 1 UNESCO 2013, *Managing Cultural World Heritage*, p 64.
- 2 Department of Infrastructure, Transport, Regional Development, Communications and the Arts, 2022, 'Kingston and Arthur's Vale Historic Area Advisory Committee', Australian Government, accessed 19 December 2022 <https://www.infrastructure.gov.au/territories-regions-cities/territories/norfolk_island/KAVHA-Advisory-Committee>.
- 3 Department of Infrastructure, Transport, Regional Development and Communications, 2020, 'KAVHA Advisory Committee Information Pack', Australian Government, accessed 9 August 2021 <https://kingston.norfolkisland.gov.au/sites/default/files/documents/KAVHA_AC_Information_Pack.pdf>.
- 4 Department of the Environment and Energy 2018, *Australian Convict Sites Strategic Management Framework*, Commonwealth of Australia, p 12.
- 5 Department of the Environment and Energy 2018, *Australian Convict Sites Strategic Management Framework*, Commonwealth of Australia, p 5.
- 6 Australian Convict Sites Steering Committee 2021, 'Meeting and Membership Guidelines: Version 4.1 October 2021', pp 5, 9.
- 7 Department of the Environment and Energy, *Australian Convict Sites Strategic Management Framework 2018*, Australian Government, p 6.
- 8 UNESCO 1972, *Convention Concerning the Protection of the World Cultural and Natural Heritage*, accessed 19 December 2022 <<https://whc.unesco.org/en/conventiontext/>>, Article 4.
- 9 UNESCO 1972, *Convention Concerning the Protection of the World Cultural and Natural Heritage*, accessed 19 December 2022 <<https://whc.unesco.org/en/conventiontext/>>, Article 5.
- 10 Australian Government 2009, *Australian World Heritage Intergovernmental Agreement*, Department of Environment, Canberra.
- 11 Department of Infrastructure, Transport, Regional Development and Communications, 2020, 'Norfolk Island Governance', Australian Government, accessed 8 August 2021 <https://www.regional.gov.au/territories/norfolk_island/governance/index.aspx>.
- 12 Department of Infrastructure, Transport, Regional Development and Communications, 2021, 'Norfolk Island Regional Council', Australian Government, accessed 8 August 2021 <https://www.regional.gov.au/territories/norfolk_island/governance/nirc.aspx>.
- 13 Department of Infrastructure, Transport, Regional Development and Communications, 2020, 'Territories Legislation Amendment Bill 2020', Australian Government, accessed 8 August 2021 <https://www.regional.gov.au/territories/norfolk_island/files/fact-sheet-tlab-oct-2020.pdf>.
- 14 *Environment Protection and Biodiversity Conservation Act 1999* (Cth) (EPBC Act), s 3.
- 15 Department of Agriculture, Water and the Environment, 'About the EPBC Act', accessed 22 July 2020 <<https://www.environment.gov.au/epbc/about>>.
- 16 Department of Agriculture, Water and the Environment, 'Glossary', accessed 22 July 2020 <<http://www.environment.gov.au/epbc/about/glossary#significant>>.
- 17 Australian Government, *Working Together—Managing Commonwealth Heritage Places: A Guide for Commonwealth Agencies*.
- 18 Department of the Environment 2013, 'Matters of National Environmental Significance Significant Impact Guidelines 1.1 Environment Protection and Biodiversity Conservation Act 1999', Australian Government, p 2.

- ¹⁹ Department of the Environment 2013, 'Matters of National Environmental Significance Significant impact guidelines 1.1 Environment Protection and Biodiversity Conservation Act 1999', Australian Government, pp 17, 21.
- ²⁰ Department of the Environment 2013, 'Actions on, or impacting upon, Commonwealth land, and actions by Commonwealth agencies, Significant impact guidelines 1.2 Environment Protection and Biodiversity Conservation Act 1999', Australian Government, p 10.
- ²¹ EPBC Act, s 341ZC.
- ²² EPBC Act, s 341S.
- ²³ EPBC Act, ss 316, 324S.
- ²⁴ EPBC Act, ss 318, 324U, 341V.
- ²⁵ EPBC Act, s 341ZE, 324ZA.
- ²⁶ Department of Agriculture, Water and the Environment, 2021, 'Compliance and Enforcement', Australian Government, accessed 24 November 2021 < <https://www.dcceew.gov.au/environment/epbc/compliance>>.
- ²⁷ EPBC Act, ss 324ZC, 341ZH.
- ²⁸ EPBC Act, s 362.
- ²⁹ DCCEEW, Australian Heritage Database, Kingston and Arthur's Vale Commonwealth Tenure Area.
- ³⁰ Department of Agriculture, Water and the Environment, 2019, 'Underwater Cultural Heritage Act 2018', Australian Government, accessed 8 August 2021 <<https://www.environment.gov.au/heritage/underwater-heritage/underwater-cultural-heritage-act>>.
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- ³² *Norfolk Island Planning Act 2002*, Section 6.
- ³³ *Norfolk Island Planning Act 2002*, Section 6.
- ³⁴ *Norfolk Island Plan 2002*, Clause 77(5).
- ³⁵ *Norfolk Island Plan 2002*, Clause 77(6).
- ³⁶ *Norfolk Island Plan 2002*, Clause 74.
- ³⁷ *Norfolk Island Plan 2002*, Clause 75.
- ³⁸ Norfolk Island Regional Council, October 2022, 'Media Release: Norfolk Island Plan 2002 Draft Housekeeping Amendment 2022', accessed 2 December 2022 <http://www.norfolkisland.gov.nf/sites/default/files/docs/NIRC/MediaReleases/2022_10_28%20MR%20-%20NI%20Plan%20Draft%20Housekeeping%20Amendment%202022.pdf>.
- ³⁹ Norfolk Island Building Regulations 2004, Regulation 16.
- ⁴⁰ Norfolk Island Building Regulations 2004, Schedule 2.
- ⁴¹ Norfolk Island Building Regulations 2004, Schedule 3.
- ⁴² Norfolk Island Building Regulations 2004, Schedule 1.
- ⁴³ *Museum Trust Act 1987* (NI), s 3.
- ⁴⁴ *Museum Trust Act 1987* (NI), s 6.
- ⁴⁵ *Museum Trust Act 1987* (NI), s 7.
- ⁴⁶ *Protection of Movable Cultural Heritage Act 1987* (NI), Part 3.
- ⁴⁷ AECOM, KAVHA Development Control Plan, 2020, prepared for Department of Infrastructure, Transport, Regional Development and Communication, p 9.
- ⁴⁸ AECOM, KAVHA Development Control Plan, 2020, prepared for Department of Infrastructure, Transport, Regional Development and Communication, p 6.
- ⁴⁹ AECOM, KAVHA Development Control Plan, 2020, prepared for Department of Infrastructure, Transport, Regional Development and Communication, p 6.
- ⁵⁰ AECOM, KAVHA Development Control Plan, 2020, prepared for Department of Infrastructure, Transport, Regional Development and Communication, p 4.



Heritage Significance



6 Heritage Significance

6.1 Introduction

Identifying the many layers of heritage value at Kingston ensures an understanding of the place's significance. This forms the knowledge base needed for heritage management and conservation policies, as well as a basis for the interpretation and celebration of Kingston's heritage values.

This section of the HMP provides information on the listed cultural and natural heritage values of Kingston, and assesses and identifies any additional heritage values that are not currently listed.

6.1.1 What is Heritage Significance?

Heritage significance, or heritage value, is the importance or value that a community bestows on forms of heritage, including places, buildings, items and practices. Heritage values can be cultural (both Indigenous and non-Indigenous), natural or both, i.e. associated with natural or human-created forms of heritage. The Burra Charter defines cultural significance as 'aesthetic, historic, scientific, social or spiritual value for past, present or future generations',¹ and the EPBC Act has a similar definition.² This definition of heritage value informs the Commonwealth and National Heritage criteria, which assist in the identification of Commonwealth and National Heritage value.

The Operational Guidelines for the World Heritage Convention define Outstanding Universal Value as meaning 'cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity.'³

Heritage values are embodied in attributes, such as the setting, function, form and fabric of a place. Intangible attributes may also be significant, including use, associations, access, traditions, cultural practices, knowledge, and the sensory and experiential responses that a place evokes.

Kingston is valued by Norfolk Islanders, the wider Australian community, and the international community. For the Norfolk Island community, Kingston is part of their identity and a place that plays a vital role in their everyday life.

Over time a richer and more detailed appreciation of Kingston has evolved. The values and significance attributed to the site have been periodically revised to reflect the shifting perceptions and understanding of the natural environment, history and social values of the community. Today, the heritage values of Kingston are understood to be deep, varied and mutable.

Heritage values are often recognised through the use of formal heritage lists or registers. The statutory heritage listings that apply to Kingston are included in Table 6.1 below. To ensure the sustainable conservation of Kingston over the long term, it is essential to manage and safeguard the full spectrum of its values. Generally, the various listings reflect and reinforce the same key values; however, there are some differences.

Table 6.1 Heritage listings for Kingston.

Place Name	Register	Relevant Legislation and Regulations	Date Listed
Australian Convict Sites	World Heritage List	World Heritage Convention EPBC Act (Cth)	31 July 2010
Kingston and Arthurs Vale Historic Area	National Heritage List	EPBC Act (Cth)	1 August 2007
Kingston and Arthurs Vale Commonwealth Tenure Area	Commonwealth Heritage List	EPBC Act (Cth)	22 June 2004
Kingston and Arthur’s Vale Historic Area	Norfolk Island Heritage Register	<i>Heritage Act 2002 (NI) and Norfolk Island Plan 2002</i>	2003

6.2 World Heritage Listing—Outstanding Universal Value

The World Heritage List recognises places of Outstanding Universal Value to all of humanity. To be deemed of Outstanding Universal Value, a property must meet one or more of the 10 World Heritage criteria, as well as the conditions of integrity and/or authenticity (authenticity only applies for cultural heritage places), and it must also have an adequate protection and management system.

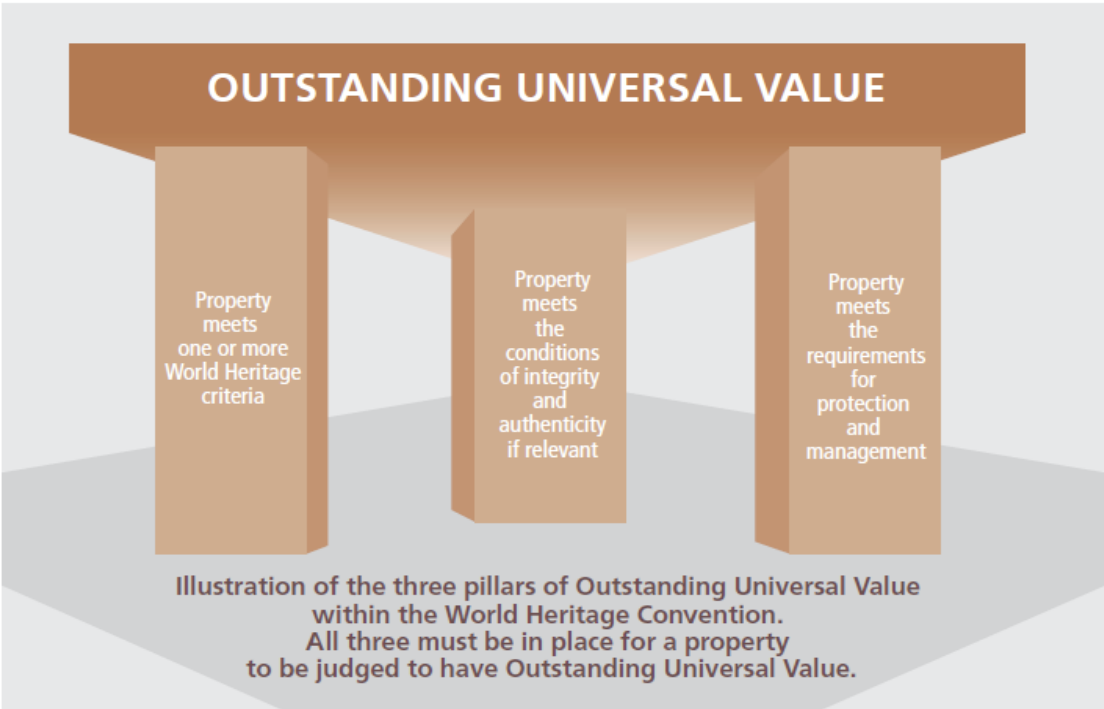


Figure 6.1 The three pillars of Outstanding Universal Value, as presented by UNESCO (Source: *Managing Cultural World Heritage*, UNESCO, 2013, p 35)

Kingston is one of the 11 sites that comprise the Australian Convict Sites World Heritage property.⁴ The Australian Convict Sites are collectively considered to be a testament to the transcontinental migration and forced transportation of convicts.

The Australian Convict Sites were deemed to satisfy criteria (iv) and (vi).

(iv) to be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history;

(vi) to be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance.

At the time of listing in 2010, UNESCO adopted a Statement of Outstanding Universal Value for the Australian Convict Sites, which addresses their cultural and natural significance, authenticity and integrity, and protection and management requirements. A Statement of Outstanding Universal Value is a brief summary of why a World Heritage property is considered to be of international importance. It is intended to be an overview of a site's Outstanding Universal Value and may not document all attributes protected by World Heritage listing.

The Outstanding Universal Value of the Australian Convict Sites is represented across the 11 convict sites, which were each selected for their ability to contribute to the site's Outstanding Universal Value. The full Statement of Outstanding Universal Value for the Australian Convict Sites is included at Appendix C—Heritage List Citations.

Table 6.2 presents a summary of the two World Heritage criteria—(iv) and (vi)—as they are identified and represented across the Australian Convict Sites.

Table 6.2 Australian Convict Sites thematic elements. (Source: Adapted from Cockatoo Island Heritage Management Plan 2017, Sydney Harbour Federation Trust, p 70)

Site	Criterion IV			Criterion VI		
	Expanding Geopolitical Spheres of Influence	Punishment and Deterrence	Reformation	Thematic Element Transportation as Dominant Model of Punishment	Influence of Enlightenment: Shift from Punishment of Body to Mind	Influence on Emergence of National Penitentiaries
Kingston And Arthur's Vale Historic Area	✓	✓	✓		✓	
Old Government House and Domain			✓	✓		
Hyde Park Barracks			✓	✓		
Brickendon–Woolmers	✓		✓		✓	
Darlington Probation Station			✓		✓	
Old Great North Road		✓		✓		
Cascades Female Factory	✓	✓			✓	

	Criterion IV				Criterion VI	
Cockatoo Island	✓					✓
Port Arthur	✓	✓	✓		✓	✓
Coal Mines		✓				✓
Fremantle Prison	✓				✓	✓

6.2.1 Kingston and Arthur's Value Historic Area's Significance in the Australian Convict Sites

Kingston specifically illustrates criterion (iv) with key elements of the forced migration of convicts including expanded geopolitical spheres of influence, punishment and deterrence, and the reformation of convicts. It illustrates criterion (vi) under the influence of the Enlightenment: shift from punishment of the body to the mind.

Expanding Geopolitical Spheres of Influence

Convicts at Norfolk Island were used as a geopolitical tool to secure the island's strategic military importance, potential naval resources and role as an outpost of NSW from other European powers. Kingston is a material record of this, through its surviving layout and most of the penal colony's structures. Additionally, the harbour, pier and outbuildings maintain their function as parts of a port, and many pine trees from the convict period remain. Some of the most significant collections of convict materials are housed at Kingston such as artefacts, official documents, personal narratives, paintings, poetry and fictionalised accounts of convict life. Thematic elements of criterion (vi) illustrated at Kingston include key elements of penology development in the modern era, such as the 'separate system'.

Punishment and Deterrence

The British Penal Settlement 1825–1856 at Kingston was designed to deter crime in Britain and the colonies by reviving the fear of transportation. The place soon earned an international reputation as 'hell on earth' through the severity of punishment, comparable to some of the world's harshest penal settlements. Key features that illustrate this are the Crankmill, the Convict Barracks, the New Gaol, the Police Office, the Civil Hospital and the Cemetery. In the Crankmill, 96 convicts at a time were used to crank heavy machinery to grind maize in strict silence. Although more efficient and productive technologies were available at the time, advancement of the economy was secondary to the goal of severe punishment. In the Convict Barracks, thousands faced near-starvation, arbitrary and severe punishment, and violence, death and suicide were frequent. The New Gaol illustrates one of the most extreme forms of psychological punishment where convicts were lowered through a trapdoor to the underground solitary 'dumb' cells to remain in darkness and silence day and night, as if buried alive. Convicts received their sentences in the Police Office, which functioned as a courthouse. The Civil Hospital was a place of severe overcrowding and was also where the 1834 uprising began. Hundreds of convicts died at Kingston and many of their graves survive at the Cemetery, including the graves of those who took part in the 1834 uprising and the mass burial ground for those executed after the 1846 mutiny.

Reformation

Kingston provides a significant record of how transportation was used to rehabilitate criminals through Maconochie's reformatory 'mark system'. Under this system of rewards or 'marks', convicts became responsible for the length of their sentence and could progress through the classes from separate imprisonment to 'social treatment', where small groups of convicts worked together, which aimed to teach social responsibility and mutual dependence. Marks were earned or deducted based on behaviour, and harsh punishments were abolished as loss of marks became the main form of punishment. Each convict was given a plot of soil to encourage cultivation and a sense of property rights. A school was set up with educational resources, and music therapy taught collaboration and discipline. During Maconochie's term of office, convicts constructed two churches, several officers' houses on Quality Row, and the double boatshed. The Protestant Chapel housed the convict library. The Catholic Chapel did not survive although the Commissariat Store (converted to a church in 1874) is fit out with many features of the two churches. The Cemetery is strongly associated with Maconochie, who instituted a policy to allow all convicts (except rebels) to be given headstones to commemorate their death. Several elaborate convict graves reflect Maconochie's reforms, such as the graves of convicts killed in violent knife clashes, illustrating the permitted use of knives at mealtimes. The result of Maconochie's penal experiment was success in the form of a productive and orderly convict population with a low re-offending rate.

Influence of Enlightenment: Shift from Punishment of Body to Mind

Global debates and practices of penology (influenced by Maconochie's ideals) were exemplified on Norfolk Island where Maconochie's radical system generated intense opposition in Britain and Australia, resulting in his dismissal after only four years. A British Deputy Commissioner argued that Norfolk Island 'bore no more resemblance to a penal settlement than a playhouse to a church', to which Maconochie claimed that he 'found the island a turbulent, brutal hell, and left it a peaceful, well-ordered community.'⁵ By the 1850s most elements of the 'mark system' were implemented in Fremantle Prison in Australia, and in England. Maconochie's ideas are also reflected in the American Prison Association's *Declaration and Reformation Principles* (1870) and Britain's introduction of the indeterminate sentence (1850s). It was not until well into the twentieth century that his idea of prison as a mental hospital would win full acceptance.

The growth of scientific penology following the Enlightenment Age led to the establishment of the 'separate system' at various prisons in America and Europe in the early 1830s, and at Norfolk Island around 1847. This system of solitary confinement segregated prisoners from each other so they could not learn new criminal behaviours. It aimed to force prisoners to reflect on their past and think about ways to improve it. The New Gaol at Kingston provides physical evidence of this system.

6.3 National Heritage Values

KAVHA was included on the National Heritage List on 1 August 2007 (AHDB Place ID: 105962). The national values of Kingston predominantly relate to its significance as a convict settlement spanning the period from 1788 to 1855. Other values are also recognised in the listing. The criteria and official National Heritage values for KAVHA are included at Appendix C—Heritage List Citations.

6.4 Commonwealth Heritage Values

Kingston and Arthurs Vale Commonwealth Tenure Area comprises the land area of Kingston excluding freehold tenure areas. This area was included on the CHL on 22 July 2004 (AHDB Place ID: 105606).

The Commonwealth Heritage values further reinforce the values of Kingston recognised under its World and National Heritage listings. However, the Commonwealth Heritage listing also identifies additional value. Kingston has both cultural and natural Commonwealth Heritage values.

The complete Commonwealth Heritage values for Kingston, including listed attributes, are at Appendix C—Heritage List Citations.

6.5 Local Heritage Values

In 2003, Kingston and Arthur's Vale was included on the Norfolk Island Heritage Register under the Norfolk Island *Heritage Act 2002*. Listing on the register indicates that a place has special significance for Norfolk Island. In the case of Kingston, this significance comprises:

- **historical** significance for its evidence of the four settlement periods—reflected in the buildings, ruins, archaeology, landscape, association with the HMS *Sirius* wreck, and for its archaeological research potential in relation to each settlement period
- **aesthetic** significance as a picturesque and romantic cultural landscape set against a dramatic landscape and seascape
- **social** significance to the Norfolk Island community for its continuous use by Pitcairners and their descendants, and its contribution to the formation of the Norfolk Island community, giving it symbolic, ceremonial, religious, lifestyle and cultural importance
- **social** significance to the Australian community as a landmark in Australia's historical development
- **natural** significance for its diverse land and water forms, its biodiversity and wetland values, and rare species.

Table 6.3 Norfolk Island Heritage Register values for KAVHA.

Statement of Heritage Significance for the KAVHA site 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 one 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 19th 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 19th 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.

6.6 Natural Heritage Values

Kingston has natural heritage values that are recognised under two heritage lists: the CHL and the Norfolk Island Heritage Register. Natural heritage comprises:

*... the natural living and non-living components, that is, the biodiversity and geodiversity, of the world that humans inherit. It incorporates a range of values, from existence value to socially-based values.*⁶

More specifically, the Australian Natural Heritage Charter defines 'natural heritage' as:

- *natural features consisting of physical and biological formations or groups of such formations, which demonstrate natural significance*
- *geological and physiographical formations and precisely delineated areas that constitute the habitat of indigenous species of animals and plants, which demonstrate natural significance, and/or*
- *natural sites or precisely-delineated natural areas which demonstrate natural significance from the point of view of science, conservation or natural beauty.*⁷

Natural heritage is related to, but separate from, concepts such as biodiversity and ecosystems. Natural heritage is related to the way the natural environment is valued for its natural features, while biodiversity and ecosystems are components of the natural environment that can have natural heritage value.

Kingston's natural heritage values identified in the CHL and Norfolk Island Heritage Register are summarised in Table 6.4.

Table 6.4 Kingston listed natural heritage values.

	Commonwealth Heritage List	Norfolk Island Heritage Register
Natural Heritage Value	<p><i>Criteria (a)</i>—KAVHA is significant for its geology, particularly the petrified forest and calcarenite, Kingston Swamp and for its biology, including the marine areas.</p> <p><i>Criteria (b)</i>—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.</p> <p><i>Criteria (c)</i>—KAVHA is significant for its research potential to contribute to knowledge about previous life forms, including an extinct mollusc.</p>	<p>KAVHA contains important 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.</p> <p>KAVHA is significant for its topography, the littoral, the watercourse and its connection to the lagoon and marine environment. The Watermill Dam and inshore [within 15 NM seaward from land]⁸ marine areas of KAVHA have been listed as an important Commonwealth wetland in the second edition of ‘A Directory of Important Wetlands in Australia’.</p>

Kingston’s natural heritage values are protected alongside its cultural heritage values under Commonwealth and Norfolk Island legislation, as discussed in Section 5.

Kingston’s natural environment and flora and fauna are also important separately to its natural heritage values, e.g. for its biodiversity, ecological communities and habitats for threatened species. Kingston’s natural environment is protected and managed under Commonwealth and Norfolk Island legislation to protect threatened species, biodiversity and ecosystems, jointly with the natural heritage protections.

Relationship Between Natural and Cultural Heritage

Places may have both natural and cultural heritage values, which can be related and overlapping. However, not all flora and fauna’s significance comes from their natural heritage value. Features such as Kingston’s gardens, memorial tree plantations and curated, open grassed areas are human creations with cultural heritage value, rather than natural significance. Vegetation may be a natural planting, self-propagated, or a cultural planting, i.e. planted by humans. Species native to Norfolk Island (e.g. Norfolk Island Pine) may be natural or cultural plantings.

Natural features also contribute to the cultural landscape of Kingston, which reveals the interaction between humans and their natural environment. In Kingston, natural elements such as its topography, terrestrial watercourses, remnant natural vegetation and native fauna are layered with the historical features and landscapes added at the site by humans over time to create a landscape that is the combined work of nature and humans. Management of cultural landscapes can support the protection of both natural and cultural values. Kingston’s cultural landscape is discussed in Section 4.8.

6.7 Heritage Values Review

The heritage values of places should be periodically reviewed to ensure they remain accurate. Heritage values can change and evolve over time, because of new research, changing community appreciation or changing use of a place.⁹ Inadequate or out-of-date heritage values limit opportunities to celebrate these values, and are a risk to effective conservation and management.

Under the EPBC Act and Regulations, Commonwealth agencies must also identify, assess and monitor listed and possible National and Commonwealth Heritage values of places they own or manage, and respect all heritage values of the places they manage.

This section of the report reviews Kingston’s heritage values. Kingston’s heritage values have been extensively assessed over time. Reviewing these values involves testing their ongoing presence against the categories of heritage significance such as aesthetic, historic, technical, scientific and social significance.

A review of Kingston’s heritage values is separate to an assessment of the condition of existing values (refer to Appendix D—Assessment of Condition and Integrity of Heritage Values).

6.7.1 Authenticity and Integrity

For World Heritage listing, authenticity and integrity of heritage values form one of the three pillars of establishing whether a site demonstrates Outstanding Universal Value.

Authenticity as a concept refers to whether the cultural values of a site are truthfully and credibly expressed through a variety of attributes.¹⁰ The authenticity of heritage values can be expressed in different ways for different sites—through form and design; materials and substance; use and function; traditions, techniques and management systems; location and setting; language and other intangible attributes; spirit and feeling; and other ways.¹¹

Integrity is a measure of the wholeness and intactness of the natural and/or cultural heritage and its attributes.¹² This includes considering whether a property includes all elements necessary to express its Outstanding Universal Value, is of adequate size to ensure the representation of the features that contain its significance and is not suffering from adverse effects of development or neglect.

6.7.2 Historical Themes

The former Australian Heritage Commission developed a framework of ‘Australian Historic Themes’ to assist with identifying, assessing, interpreting and managing heritage places and their values.¹³

The framework establishes nine national themes, with a series of sub-themes, which are linked to human activities in their environmental context. Themes link places to the stories and processes that formed them, rather than to the physical ‘type’ of place represented. Themes can assist in understanding heritage values, conducting comparative analysis, and developing interpretive stories and messages.

The multiple heritage listings for Kingston address several historical themes. These themes are summarised below.

Table 6.5 Historic themes from the Australian Historic Themes Framework that are relevant to Kingston.

Theme	Sub-theme
Theme 1: Tracing the Evolution of the Australian Environment	1.2 Tracing the emergence of Australian plants and animals
	1.4 Appreciating the natural wonders of Australia
Theme 2: Peopling Australia	2.2 Adapting to diverse environments
	2.3 Coming to Australia as a punishment
	2.4 Migrating
	2.5 Promoting Settlement

Theme	Sub-theme
Theme 3: Developing Local, Regional and National Economies	3.4 Utilising natural resources
	3.5 Developing primary production
	3.8 Moving goods and people
	3.11 Altering the environment
	3.14 Struggling with remoteness, hardship and failure
Theme 4: Building Settlements, Towns and Cities	4.5 Making settlements to serve rural Australia
	4.6 Remembering significant phases in the development of settlements, towns and cities
Theme 5: Working	5.1 Working in harsh conditions
	5.8 Working on the land
Theme 7: Governing	7.1: Governing Australia as a province of the British Empire
	7.2 Developing institutions of self-government and democracy
	7.8 Establishing regional and local identity
Theme 8: Developing Australia's Cultural Life	8.1 Organising recreation
	8.2 Going to the beach
	8.5.1 Preserving traditions and group memories
	8.14 Living in the country and rural settlements

In addition to the themes above, Kingston also has aesthetic and social heritage significance. This can be seen in:

- the aesthetic significance of Kingston to visitors and the local community, with its picturesque setting, natural environment, domestic and agricultural character, and historic buildings
- the social importance of Kingston to the residents of Norfolk Island as a place of residence, work and recreation, including for its symbolic, ceremonial, religious, lifestyle and cultural associations. Individual elements of the site also have social significance to the Norfolk Island community, such as the Kingston Pier, the Commons and the Cemetery. Kingston also has social significance to visitors for its rich history, including family associations with ancestors.

6.7.3 Heritage Values Analysis and Findings

Analysis reveals that the significant heritage themes and values at Kingston, discussed above, are well represented in its current listed heritage values.

The World Heritage listing for the Australian Convict Sites property addresses both national and international historical themes, recognising Kingston and the other convict sites for their ability to demonstrate the process of transportation to Australia for punishment, testimony to a legal form of punishment that existed in the eighteenth and nineteenth centuries in the British Empire and other large colonial European states. The World Heritage listing recognises that the convict system was the starting point for the colonial settlement of Australia, as Europeans spread and settled throughout the Australian landmass, often forcing Australia's Aboriginal population out of their Country. Kingston bears witness to how Australia was governed as part of the British Empire, and the governance and administration of its phases of settlement show unique aspects of the development of Australian government and democracy. Based on information currently available, Kingston authentically expresses these heritage values, which can be truthfully and credibly interpreted through its attributes.

The National Heritage listing for Kingston recognises the site for its importance in telling the story of convictism, and the people associated with this. The National Heritage values for Kingston identify that the site is a cultural landscape, made up of buildings from the different settlement eras, ruins, archaeological remains, and landform and natural landscape elements. The cultural landscape of Kingston is the manifestation of several historic themes and forms of importance, including settling and developing Australia, and both appreciating and altering its natural environment for the development of settlements and agriculture. The social and aesthetic significance of the site to the Norfolk Island community, which holds strong cultural associations with the site and its landscape features, also contributes to the cultural landscape of Kingston.

The existing National Heritage values for Kingston also recognise its significance in demonstrating historic themes around settling in rural areas, working on the land, establishing regional and local identities, and recreation as part of Australia's cultural life. These themes are also well represented in the Commonwealth Heritage listing for Kingston and the Norfolk Island Heritage Register. As well as being a working settlement in the British Colonial and Penal Settlement phases, Kingston has been the administrative centre for the social, religious and political development of the Norfolk Island community since 1856. For this community, Kingston and individual elements of the place have traditional and ongoing uses—for stock grazing, lighterage, governance and administration, religious worship, and community activities. Kingston is a focal point for community events and sports, a meeting place, and a place of recreation, both on land and in water. It is a place where traditions such as Bounty Day celebrations and funeral processions occur, and the home for private residents who live on site. The continuing uses and activities at the site build a sense of a unique shared community identity, as traditions are experienced and reinforced at Kingston, making the place deeply interconnected with the establishment of Norfolk Island's local identity. This local identity is also represented through the Norfolk language. The Norfolk language is an important part of the intangible cultural heritage of the Norfolk Island community, but is also recognised for its association with Kingston under the National Heritage values.

Across Norfolk Island, other heritage places are closely linked to Kingston and its heritage significance. The Arched Building at Longridge was directly associated with the British Penal Settlement of Norfolk Island, an important part of the island's agricultural infrastructure. This large, ruined building is individually included on the CHL, and has historic, rarity and aesthetic heritage value. Similarly, the wreck of the HMS *Sirius*, which occurred during the British Colonial Settlement, represents a tangible link to the most significant vessel associated with the early migration of European people to Australia. The HMS *Sirius* is included on both the National and Commonwealth Heritage Lists. Cascade Reserve on the northern side of Norfolk Island was used as a landing place for the first European settlers to Norfolk Island, and was the location of the smallest of the three villages of the British Colonial Settlement period. It continues to be used as a landing place today and is included on the CHL. The importance of these sites is recognised in the Commonwealth Heritage listing for Kingston; the individual listings for these sites provide further comprehensive detail on their values.

Overall, the current heritage values for Kingston recognise all elements of its significance and do not need to be revised at this time.

6.8 Statement of Significance

The following summary Statement of Significance has been prepared for Kingston. Taking into account the values identified in its World, National, Commonwealth and local heritage listing, this statement summarises and reflects the historic, aesthetic, social, technical and scientific/research values in these assessments, and provides a reference point for management going forward.

The Kingston and Arthur's Vale Historic Area is a historic cultural landscape that, in the course and pattern of Australian and world history, presents an extraordinary record of convict settlement, agricultural production and labour spanning the era of penal transportation to Australia from 1788 to 1855. Kingston is associated with four distinct settlement periods: pre-European Polynesian occupation, the convict-era British Colonial and Penal settlements, and the Pitcairn and Modern settlement since 1856. Kingston is significant as a place where a distinctive Polynesian/European community has lived and practised its cultural traditions for over 150 years. It is also significant for the physical evidence it contains of the westernmost known extent of East Polynesian migration. The landscape demonstrates the way and pattern in which the land has been cleared, utilised, developed and used to sustain the way of life of the inhabitants across settlement phases.

The presence of the remains of the Polynesian settlement at Emily Bay provide evidence of the navigational skills of the Polynesians and illustrates their ability to undertake extraordinary oceanic voyages across many thousands of kilometres. The possible marae, house, earth ovens, midden and artefacts evoke the traditional Polynesian lifestyle of the period 1200–1600 AD. This element of the site resonates strongly among members of the Norfolk Island community descended from Pitcairn settlers, who are themselves of Polynesian descent, as well as other Polynesians and Māori in the Norfolk Island community.

That the first British settlers arrived on Norfolk Island in March 1788, only six weeks after the First Fleet landed in Sydney, highlights its significance in the European occupation of Australia, and Kingston is significant as a place that played a key role in the evolution of the colony of New South Wales. The buildings, landforms and archaeological remains of the British Colonial Settlement (1788–1814) illustrate British convict settlement, and living and working conditions at the beginning of the nineteenth century. The design and layout, the outstanding collection of fine Georgian buildings, the extensive archaeological remains, engineering works and landscaping of the British Penal Settlement (1825–1856) clearly show the planning and operation of a nineteenth-century penal settlement purposefully designed to be an extreme punitive element in the convict management system. The use of calcarenite, lime and timber in the construction of buildings and other settlement infrastructure demonstrates the adaptation of techniques and the evolution of technology in response to the local environment and its natural materials. Kingston's significance as a convict site is recognised in its inclusion with 10 other sites as part of the Australian Convict Sites property inscribed on the World Heritage List.

Kingston is unique as a place where a distinctive Polynesian/European community has lived and practised their cultural traditions for over 150 years. Since 1856 the Pitcairners and their descendants, who call the area Daun'taun, have lived and maintained strong cultural traditions and attachments to the place through language, religion, ceremony, stories, song and work cultural practices. Parts of the place have been, or were previously, occupied by particular families for several generations; for them it is home or the home of their forebears. The contemporary Norfolk Island community, comprising both Pitcairner descendants (who refer to themselves as Norfolk Islanders) and subsequent

generations of settlers from elsewhere, has continually and actively used the site as a place of residence, recreation, cultural practices, work, worship and burial. Norfolk Islanders express a deep and continuing attachment to the site, which contributes to community identity, giving it symbolic, ceremonial, spiritual and broader cultural importance. Kingston is also significant to those with continuing family and historical connections to the site, such as Australians whose convict ancestors lived on Norfolk Island. The site is of significance to the broader Australian community as a landmark in Australia's convict and settler history.

The site has outstanding aesthetic qualities and characteristics and deep intangible attributes. The aesthetic values are evidenced through the site's evocative and picturesque setting. Stunning views are afforded from a range of vantage points—out to sea fringed by rocky coastal cliffs and windswept vegetation, and across, within and over the site. The contrasting textures and deep tones of the natural vegetation (such as the iconic Norfolk Island Pine) in organic and formal planting compositions, combined with the materiality and form of the buildings, create a compelling visual drama that stimulates emotive and sensory responses that are simultaneously poignant and beautiful. The beauty of the site is strongly evocative for Norfolk Islanders who appreciate its history, and offers a picturesque landscape setting that is much appreciated by visitors.

Kingston is significant for its historical association with Lieutenant Philip Gidley King RN, who established the colonial settlement on the island, and Captain Alexander Maconochie RN, who formulated and applied principles of modern penology.

Kingston has natural heritage significance for its natural landscape and its immediate setting, including the littoral environment, geological and fossilised formations, topography, the terrestrial watercourses, lagoon and the Watermill Dam. It contains important wetland habitat and remnant vegetation, and the wetlands provide a resting place for migratory birds and support a population of crustaceans found only on Norfolk Island.



Figure 6.2 View of Kingston from Queen Elizabeth Lookout, looking southwest, 2022

6.9 Heritage Attributes

The summary Statement of Significance above and Kingston’s heritage listings set out the heritage values of the site. These values are embodied in Kingston’s heritage attributes, which express its significance—the fabric of the place itself, its uses, associations and meanings, as well as its visual and aesthetic qualities, relationships with other places and the reaction that the site (or its individual elements) evokes in people who regard it as important.

Table 6.6 sets out some of the specific attributes that contribute to the overall heritage value of Kingston.

Table 6.6 Heritage attributes of Kingston.

Attributes	Comment	Precinct (refer to Figure 4.1)
Topography	The underlying topography of Watermill Valley, the hillslopes surrounding Kingston and the dramatic sweep of the coastline provide the physical and visual palette for Kingston.	A–N
Underlying geology	There are fossilised geological formations beneath Kingston and the remains of the calcarenite ridge from which stone was quarried.	A–N
Visual setting of Kingston	The evocative and picturesque setting affords dramatic views, particularly the vista out to sea towards Phillip Island, as well as the backdrop provided by the upland hills, and vegetation such as Norfolk Island Pines and mature White Oaks (both planted and naturally occurring).	A–N
Bucolic landscape	The agricultural/pastoral landscape, particularly within Arthur’s Vale (Watermill Valley), is historically and aesthetically significant. It includes arguably the only	A–N

Attributes	Comment	Precinct (refer to Figure 4.1)
	eighteenth-century farming land still discernible in Australia, with features such as a partial 1790s stream alignment and faint field boundaries.	
Terrestrial watercourses	The watercourses define the physical structure of Kingston, reflect natural water flow patterns (to some extent) and support life.	A, F, E, M
Remnant natural vegetation	Despite more than two centuries of European settlement, areas and specimens of native flora remain, particularly including Norfolk Island Pines, White Oaks and understorey vegetation.	B, C, E, K, M, N ¹⁴
Lagoon and littoral zone	The interface between the structured cultural landscape, the littoral zone, the reef and the ocean is a defining feature of Kingston, creating a challenge for shipping, as well as important marine habitat.	H, J, K, L, N
Emily Bay, Slaughter Bay and Cemetery Bay	The site as a whole, and in particular the three bays, provides an important recreational venue for local people, a distinctive edge to the site and important marine habitat.	H, J, K, L, N
Norfolk Island Pines—naturally occurring species and formal plantings	<p>The Norfolk Island Pines, even if deliberately planted, are one of the visual defining features of Kingston.</p> <p>Notable pines include (but are not limited to):</p> <ul style="list-style-type: none"> the Lone Pine on Point Hunter Norfolk Island Pines dating from the British Colonial and Penal Settlement periods. <p>Memorial and commemorative plantings include:</p> <ul style="list-style-type: none"> the row of Norfolk Island Pines planted in association with the War Memorial (Cenotaph) along the eastern side of Pier Street the Norfolk Island Pines marking the location of the first burial ground at Emily Bay. the Norfolk Island Pine plantation on Middlegate Road to commemorate self-governance in 1979 the row of 100 Norfolk Island Pine trees planted to commemorate the 100th birthday of Aunty Jemima the pair of Norfolk Island Pines planted in the Government House grounds in 1988 by Governor-General Sir Ninian Stephen to commemorate the bicentenary of European settlement of Norfolk Island. <p>However, the extended plantations of Norfolk Island Pines on some hillslopes, and planted or spontaneously grown specimens that obscure important historical views are not an attribute of significance.</p>	A–N
Flax plants	Flax plants, even if deliberately planted, evoke one of the reasons for the British Colonial Settlement, and are a reminder of cross-cultural industry in the British Penal Settlement.	Distribution unknown ¹⁵
Fauna—migratory birds, land snails and crustaceans	Kingston provides important habitat for migratory birds and endemic fauna including land snails and crustaceans.	A–N
Polynesian Settlement—physical evidence and association	Norfolk Island is the only place in Australia with pre-European Polynesian settlement. Both surviving physical	A, B, J, potential elsewhere

Attributes	Comment	Precinct (refer to Figure 4.1)
	evidence and the association of the place with Polynesian culture are important.	
Physical evidence of historical evolution	Kingston is an evolved cultural landscape in which the combination of landscape and built elements provides a physical chronicle of more than two centuries of colonial and post-colonial settlement. Some later elements contribute to the totality of the site's history, while others—through location or design, or both—may detract from heritage values.	A–N
British Colonial Settlement 1788–1814 structures	Surviving structures from the British Colonial Settlement 1788–1814 offer outstanding and rare evidence of eighteenth-century colonisation and penal practice.	A, E–H, J
British Colonial Settlement 1788–1814 ruins	Ruins associated with the British Colonial Settlement 1788–1814, such as remains of First Government House, provide important physical evidence, and are also highly evocative of the passage of time and the evolution of history.	A, E–H, J
British Penal Settlement 1825–1856 structures	Buildings from the British Penal Settlement 1825–1856 provide one of the finest collections of surviving colonial Georgian structures in the world. Several of these structures have considerable historic and aesthetic value.	A–N
British Penal Settlement 1825–1856 ruins	Ruins associated with the British Penal Settlement 1825–1856 provide important physical evidence, and are also highly evocative of the passage of time and the evolution of history.	A–N
The Cenotaph	The Cenotaph is an important marker of Norfolk Island's twentieth-century history and the role played by Norfolk Islanders in major wars. It has considerable social value to the contemporary Norfolk Island community.	F
British Colonial Settlement 1788–1814, British Penal Settlement 1825–1856 and Pitcairner infrastructure	Kingston is defined by roads, a canal, retaining walls and drains that date from the British Colonial Settlement 1788–1814 and British Penal Settlement 1825–1856. These elements are integral to the fabric and structure of the place.	A–N
Coastal retaining wall	The coastal retaining wall defines Kingston and provides a physical barrier that protects important site elements such as the British Penal Settlement prison.	H
Historical association with both British Colonial (1788–1814) and British Penal (1825–1856) Settlement periods	An important aspect of Kingston is what is known/believed about its convict history in both the British Colonial Settlement 1788–1814 and British Penal Settlement 1825–1856 periods, including specific stories and beliefs about individual structures or places.	A–N
Pitcairner buildings, structures and created landscape, 1856 to the present	The form of the landscape and structures built or adapted since 1856 continue to be an important contributor to the totality of Kingston history.	A–N
Authentic historic fabric from all settlement phases	Original fabric related to the seminal phases of construction is a fundamental aspect of the authenticity of Kingston. Original fabric is of far greater heritage value than reconstructed fabric.	A–N
Intact archaeological deposits	The research potential of much of the remaining archaeology at Kingston lies in intact archaeological deposits, many of which are subsurface remains that are undisturbed and unexcavated.	A–N

Attributes	Comment	Precinct (refer to Figure 4.1)
Movable heritage and collections related to all phases of settlement	The physical history of Kingston is also represented through movable heritage including artefacts, building components and other objects, irrespective of ownership or current location.	D, H, G, potential for artefacts elsewhere and outside Kingston
Historical records associated with all phases of settlement	A vast suite of historical records, including primary and secondary documents, photographs, maps and other archival material, allows an understanding of Kingston and provides an ongoing research resource. New primary research material is still being uncovered in the archives particularly in Tasmania (e.g. court records and written testimonies regarding the cooking pot rebellion). It points to further research potential and warrants a concerted effort to promote research and disseminate the full story of Kingston.	D, H, G, potential for records elsewhere and outside Kingston
HMS <i>Bounty</i> artefacts	Artefacts associated with HMS <i>Bounty</i> —whether on or off site and irrespective of ownership—are integral to the Pitcairner story, the settlement of Norfolk Island and therefore Kingston.	D, H, G, potential for artefacts elsewhere and outside Kingston
HMS <i>Sirius</i> artefacts	Artefacts associated with HMS <i>Sirius</i> connect directly with the British Colonial Settlement 1788–1814 period, but more broadly with the story of the First Fleet and the colonisation of Australia.	D, H, G, potential for artefacts elsewhere and outside Kingston
Association with the wreck of HMS <i>Sirius</i>	The wreck site of HMS <i>Sirius</i> contains remnant archaeological evidence and has a strong and continuing association with Kingston.	A–N
Government and institutional functions within the Military Barracks	For virtually all of the colonial and post-colonial period, the Military Barracks precinct has been used for public functions.	D
All Saints Church	All Saints Church, located within the Commissariat Store, is a place of fine aesthetic quality with particular social value to the Anglican community on Norfolk Island.	D
Cemetery—use, layout and headstones	The Cemetery provides a comprehensive social record of Norfolk Island history; it is a place of outstanding social and personal meaning to Norfolk Islanders and descendants of those buried there in the colonial and penal periods, a place of historical importance to both the Norfolk Island community and visitors, a highly scenic landmark and an important research resource. Its ongoing use adds to its historical and social significance.	C
Government House—particularly the intact form, physical and visual presence, and garden setting	Government House offers a physical manifestation of the unusual colonial and post-colonial governance arrangements on Norfolk Island, as well as a focal point of visual interest within the cultural landscape of Kingston. Its ongoing use in the context of government functions is significant both historically and socially.	A
Gardens of Quality Row houses	The gardens surrounding the houses along Quality Row make an important contribution to the setting of both individual buildings and the streetscape itself, as well as providing opportunities for interpretation and education.	D
Association with Celebration of Anniversary (Bounty) Day	Anniversary (Bounty) Day is an event of fundamental importance to the Pitcairner descendant community that is strongly linked to Kingston—the focus for Anniversary (Bounty) Day celebrations and activities.	Whole of site

Attributes	Comment	Precinct (refer to Figure 4.1)
Association with Celebration of Foundation Day	Foundation Day is a major event for the wider Norfolk Island community and is strongly linked to activities that traditionally occur at Kingston.	Whole of site
Connections with other Australian convict sites, both those within the Australian Convict Sites World Heritage property and others	Kingston is not only important as part of the World Heritage listed Australian Convict Sites, but also as an outstanding element at the national level within the total set of places associated with convict transportation and the establishment of the Australian nation through a process of forced convict migration.	A–N
Connections with other historic places on Norfolk Island	Kingston is part of a wider set of historic convict and Pitcairner sites on Norfolk Island.	A–N
Continuing association of private landholdings with Pitcairner descendant landholders	Parts of Kingston have been occupied by particular Pitcairner descendant families for several generations, and have strong and enduring links with these families and their Pitcairner heritage.	D, E, M, H
Connection with contemporary cultural practices	Kingston is a focus for continuing cultural practices that are distinctive, particular and important to the Norfolk Island community, including language, religion, ceremony, stories, crafts, work and song.	A–N
Amenity value for Norfolk Islanders	Kingston has an important and continuing value to the Norfolk Island community and to visitors as a place for recreation, relaxation, enjoyment and family/social events.	A–N
Family associations for visitors	Kingston has particular associations and meanings for visitors who have historical and familial connections with convict or early settlers.	A–N

6.9.1 Intrusive Elements

Certain features of Kingston have been identified as ‘intrusive’, on the basis that they obscure or detract from transmission of the heritage values of the place, or have adverse visual or physical impacts on important attributes of heritage value; this includes some uses of the site.

A list of these elements, adapted and updated from the 2019 CLMP, is provided in Table 6.7.

Table 6.7 Intrusive elements identified at Kingston.

Category	Intrusive Element
Circulation, Access and Parking	<ul style="list-style-type: none"> Visual intrusion and bulk of parked vehicles throughout the site, at vantage points and close to historic buildings on normal days. (It is acknowledged that there are significantly more parked vehicles on peak days.) Wear tracks from cars going off-road. Unrestricted access of vehicles throughout the site and the speed of vehicles moving through the site.
Livestock	<ul style="list-style-type: none"> Central fence and its angled alignment in Pound Paddock.
Vegetation Management	<ul style="list-style-type: none"> Escalating reeds and weedy vegetation along waterway edges, in particular within and at the edges of the lowland and plain swamps/wetland system. Weedy vegetation on the surrounding hillsides, including African Olive (<i>Olea europaea</i> subsp. <i>africana</i>), Hawaiian Holly (<i>Schinus terebinthifolius</i>), Lantana (<i>Lantana camara</i>), Red Guava (<i>Psidium cattleianum</i>), Wild Tobacco (<i>Solanum</i>

Category	Intrusive Element
	<p><i>mauritanum</i>), Poison Bush (<i>Solanum linnaeanum</i>), and French Clover (possibly <i>Desmodium spp</i>)¹⁶.</p> <ul style="list-style-type: none"> Spray lines in grass from weed control activity at footings of buildings, structures and ruins and accidental lines running between buildings, structures and ruins. Large grassed areas of mechanically mown lawn, the picturesque qualities of which detract from transmission of the site's layered history and significance as an industrial and productive landscape.
Waterways, Creeks, Swamps and Drainage	<ul style="list-style-type: none"> Black water not draining from lowlands swamp/wetland system. Reeds and weedy vegetation along waterway edges, in particular in and at the edges of the lowlands and plain swamps/wetland system.
Built Elements	<ul style="list-style-type: none"> Property fences of masonry/brick on approach roads (hedges and open fences preferred, and transparent fences that allow views and the setting of Kingston to be appreciated). The impression of abandonment given by currently unused, vacant buildings in Kingston. Public toilets near the Lumber Yard intrude on the setting of Kingston Common and on the main view lines of Quality Row across Kingston Common to the seafront and reef, and ocean. Visual intrusion of the Panorama Apartments on the setting, when viewed from Country Road and the Kingston area. Reconstructed pathways and paving/pavers of modern mechanically produced pavers (concrete, concrete pavers) at the Quality Row houses (in central courtyards and some front gardens), the New Military Barracks, the Old Military Barracks and the Settlement Guardhouse. Uniform paint finishes (of unsuitable materials) to individual buildings and stonework conceal the authenticity of original fabric and finishes, conceal hand-made individual characteristics of each building, and prevent new work from being readily identifiable. Uniformity of paint finishes that obscures the ability of buildings to demonstrate the different layers of development across the site and thus transmit the values of the cultural landscape as an evolved landscape. Cement render and bagging to stonework of standing structures and ruins conceal the authentic fabric of the walls and the handmade, individual characteristics of each building.
Landscape Character of Surrounding Hillside	<ul style="list-style-type: none"> Eroded and weedy hillsides. Erosion on roadside verges on approach roads to Kingston. The dominance of monocultural pine plantations on surrounding hillsides. Monocultural pine plantation on the dune behind Emily Bay and the golf course. Requires thinning/management to reduce density. The golf course, for its manicured lawn over a vast area of the site. Equipment stored and rubbish dumped in an area adjacent to and visible from Quality Row (southern side) within the golf course reserve.
Government House and Gardens	<ul style="list-style-type: none"> Norfolk Island Pine trees causing damage to physical fabric (stone walls, for example). Unmanaged spontaneous growth of Norfolk Island Pines and White Oaks within the Government House grounds. Unmanaged productive gardens within animal enclosures in the Government House grounds. Dumping of grass clippings and garden waste on garden beds on the southern side of the retaining wall in the Government House grounds.

Category	Intrusive Element
Norfolk Island Pine Trees	<ul style="list-style-type: none"> • Overdominance of Norfolk Island Pine trees; the cumulative effect of a dominant single species throughout the site as a whole. • Norfolk Island Pine trees that obscure important historic visual relationships between the Military Barracks (Old and New) located on higher ground, and the New Gaol (ruins) and Prisoners' Barracks (ruins). • Norfolk Island Pine trees that obscure the visual prominence of Government House. • Norfolk Island Pine trees that obscure the views between Government House and the flagstaff on Flagstaff Hill.
Commemorative Elements	<ul style="list-style-type: none"> • Part of the commemorative monument at Slaughter Bay (pavement fabric intrusive only). • Alignment of the Flagstaff Hill walk (c2003), which does not reflect the historical path alignment and adds a new pathway alongside the early Longridge Road, with the beginnings of erasure of the early Longridge Road from spontaneous growth of Norfolk Island Pines. • Commemorative seats along the walk to Flagstaff Hill. • Siting of commemorative stone monument within triangular intersection of Pier and Bay streets. Consultation with historical society before relocation would be essential. • Establishment of commemorative elements in an ad hoc way, without an overarching strategic approach to installation/management.

6.10 Condition of Values

The EPBC Regulations require HMPs to review the condition of heritage values. Reviewing previous assessments of heritage values against their existing condition allows for monitoring of any changes to the presence or nature of the heritage values. This shows whether any changes are needed to management and conservation.

6.10.1 Methodology for Assessing Condition

The heritage values of Kingston are embodied in its tangible and intangible attributes, which represent and demonstrate its heritage values. The heritage values of Kingston can be considered to be in good condition if they are well demonstrated and strongly manifest at the site. Values in good condition have not been weakened or lost their expression due to poor conservation; decay of fabric, communities or traditions; intrusive elements that obscure the site's ability to express its values; or, ultimately, a loss of attribution of cultural significance to the site by the community.

Various factors contribute to whether values are in good condition, including good physical condition of the heritage fabric, landscape and other tangible attributes, high integrity and intactness of the place, and the strong maintenance of use, association, access, traditions, cultural practices, knowledge or experiences associated with the intangible heritage of the site. Conservation practice, regular maintenance, site management and governance arrangements, and interpretation can all contribute to maintaining heritage values in good condition. For cultural World Heritage properties, the concept of authenticity is also relevant to the condition of heritage values.

The condition of heritage values is associated with, but not equivalent to, the condition of a place's fabric and attributes. In Australia, condition of heritage fabric is used as a measure of the deterioration of a place or attribute, and thus its ability to survive into the future without remedial action. It should

not be used interchangeably with integrity, which is the measure of the wholeness and intactness of the place and its attributes. Consideration of integrity can include whether a place’s boundaries contain the complete complement of all the attributes necessary to sustain the place’s value.¹⁷ Some heritage places may have high integrity yet be in very poor condition.

The relationship between the condition and integrity of a heritage place (its attributes) can be an indicator of its health and the condition of heritage values:

*A place in good condition with a high degree of integrity of elements that contribute to significance will retain heritage values, while one in poor condition and with a low degree of integrity of significant features is likely to have lost heritage values to varying degrees.*¹⁸

Therefore, consideration of both the condition and integrity of a heritage place’s attributes is necessary to understand the condition of the place’s heritage values.

Guidelines for judging physical condition and integrity of heritage places and their attributes are outlined in Table 6.8. They have been adapted from the State of the Environment guidelines for assessing condition and integrity across a range of heritage places.¹⁹

Table 6.8 Criteria for assessing physical condition and integrity.

Condition of Fabric	Integrity
<p>Good</p> <p>The important features of a site, or place, are well maintained. For example, a garden is well kept, or a building is structurally sound, weather tight, and with no significant repair needed. Internally, walls, floors and joinery are well maintained.</p>	<p>High</p> <p>The features, or attributes, that contribute to the value of the place are very largely intact and not compromised by significant removals, modifications or additions.</p>
<p>Fair</p> <p>A site, or place, retains its important features, including landscape elements, vegetation, associated movable objects etc., but these are in need of conservation action and maintenance. For example, a building is structurally sound, but has inadequate maintenance and is in need of minor repair.</p>	<p>Moderate</p> <p>There has been some loss of important elements, or attributes, but the site or building still retains sufficient significant fabric for its values to be understood and interpreted. Intrusions are not substantial.</p>
<p>Poor</p> <p>A site, or place, demonstrates damage to, or loss of, significant fabric including landscape elements, movable objects, archaeological deposits, etc. For example, a building exhibits signs of damage from water penetration, rot, subsidence, fire damage etc. Internally, walls, floors or joinery are missing, or in dilapidated condition.</p>	<p>Low</p> <p>A site, or place, has had important features, or attributes, removed or substantially altered. For example, original cladding of the walls or roof may have been removed or destroyed, or re-arranged entirely, interiors may have been removed or destroyed, or re-arranged with the insertion of a new interior.</p> <p>Where the values of a site, or place, do not relate directly to fabric (such as in a place valued for its association with a historical event, or for community associations or use), judgement must be made on the impact of changes in diminishing the ability of the viewer to understand the associations of the place.</p>

The assessment of the condition of Kingston’s heritage values is based on a site inspection undertaken in April 2022. This assessment has involved a holistic consideration of the condition and integrity of the site and authenticity of its values, its tangible and intangible attributes, and its

conservation and management arrangements to establish whether Kingston’s heritage values are soundly preserved and transmitted and in good condition.

The site inspection involved a high-level review of the condition of the site and its fabric, but did not involve a detailed investigation of condition of fabric (including built and archaeological elements) or of natural heritage. Consultation with the Norfolk Island community has informed the assessment of the condition of intangible cultural heritage, because ultimately the Norfolk Island community is the appropriate community to provide definitive advice on the condition of its cultural practices, traditions and uses.

6.10.2 Condition and Integrity of Heritage Values

Based on investigations, Kingston’s heritage values are overall in good condition and maintain their integrity. The physical attributes that express these heritage values have been conserved through a cyclical maintenance program and capital works. Kingston’s intangible heritage, including its social and aesthetic significance, is intact and maintained by community tradition and engagement.



Figure 6.3 Interior of Nos 2 and 3 Quality Row duplex ruins, 2022

Although initial investigations indicate that the condition of Kingston’s heritage values has been maintained or improved since 2016, the need for ongoing care and maintenance remains. For example, the cyclical maintenance program for Kingston should be continued and periodically reviewed, while the management and condition of collections and artefacts housed in Kingston is an important aspect of the maintenance of Kingston’s heritage values. Community engagement and investment in the site is a key element of maintaining the strength of its heritage significance, and

should be supported to maintain Kingston’s central role in the life of the community. Policies and principles for ensuring the ongoing maintenance of Kingston’s heritage significance are included at Sections 8 and 9.

A detailed assessment of the condition and integrity of Kingston’s heritage values is included at Appendix D—Assessment of Condition and Integrity of Heritage Values.

6.11 Endnotes

- ¹ Australia ICOMOS Inc, *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance 2013*, Australia ICOMOS Inc, Burwood, VIC.
- ² *Environment Protection and Biodiversity Conservation Act 1999* (Cth), section 528.
- ³ World Heritage Committee, Operational Guidelines for the Implementation of the World Heritage Convention, UNESCO, 2019, para 49.
- ⁴ This discussion is adapted from the Department of the Environment, Water, Heritage and the Arts, 2008, *Australian Convict Sites World Heritage Nomination*, ISBN 978 0 642 55390 4, Canberra ACT.
- ⁵ Quoted in Department of the Environment, Water, Heritage and the Arts, 2008, *Australian Convict Sites World Heritage Nomination*, ISBN 978 0 642 55390 4, Canberra ACT, accessed 16 December 2022 <<https://www.dcceew.gov.au/parks-heritage/heritage/publications/australian-convict-sites-world%20heritage-nomination>>, p 94.
- ⁶ Australian Heritage Commission 2002, *Australian Natural Heritage Charter: For the Conservation of Places of Natural Heritage Significance*, second edition, Australian Heritage Commission, Canberra.
- ⁷ Australian Heritage Commission 2002, *Australian Natural Heritage Charter: For the Conservation of Places of Natural Heritage Significance*, second edition, Australian Heritage Commission, Canberra, Art 1.1.
- ⁸ Australian Maritime Safety Authority January 2023, ‘National Standard for Commercial Vessels Part B General requirements’, accessed 13 March 2024 <<https://www.amsa.gov.au/vessels-operators/national-standard-commercial-vessels-nscv/general-requirements-b>>, p 30.
- ⁹ Australia ICOMOS, 2013, ‘Practice Note: Understanding and assessing cultural significance’, p 6.
- ¹⁰ World Heritage Committee, Operational Guidelines for the Implementation of the World Heritage Convention, UNESCO, 2019, para 82.
- ¹¹ World Heritage Committee, Operational Guidelines for the Implementation of the World Heritage Convention, UNESCO, 2019, para 82.
- ¹² World Heritage Committee, Operational Guidelines for the Implementation of the World Heritage Convention, UNESCO, 2019, para 88.
- ¹³ Australian Heritage Council, 2001, *Australian Historic Themes—A framework for use in heritage assessment and Management*, Commonwealth of Australia, 2001, p 2.
- ¹⁴ Invasive Species Council and TierraMar 2021, *The Native Plant Communities of Norfolk Island*, Invasive Species Council, Katoomba, New South Wales, Australia, p 27.
- ¹⁵ Invasive Species Council and TierraMar 2021, *The Native Plant Communities of Norfolk Island*, Invasive Species Council, Katoomba, New South Wales, Australia, p 22, 27.
- ¹⁶ Ian Lean, *Proposal for Improving Ruminant Livestock Performance on Norfolk Island*, prepared for Department of Infrastructure, Regional Development and Cities, March 2019, p 10.
- ¹⁷ World Heritage Committee, Operational Guidelines for the Implementation of the World Heritage Convention, UNESCO, 2019, para 88.
- ¹⁸ Australia, State of the Environment 2011, Supplementary Information, Study of condition and integrity of historic heritage places, Michael Pearson and Duncan Marshall for the Department of Sustainability, Environment, Water, Population and Communities, p 28.
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Developing Policy: Opportunities and Constraints



7 Developing Policy: Opportunities and Constraints

This section discusses the key issues affecting the future conservation, management and interpretation of Kingston’s heritage values and contextualises the development of conservation policies, strategic principles and implementation actions provided in Sections 8 and 9. These opportunities and constraints are grouped under five strategic management themes.

Theme 1—Heritage Conservation

7.1 Implications of Heritage Significance

7.1.1 Management of Heritage Values

The World, National, Commonwealth and local heritage values of Kingston, and the review of values in Section 6, confirm that Kingston is a place of heritage significance.

As part of a globally important heritage site, Kingston’s management should demonstrate best international heritage practice, and compliance with Australia’s World Heritage obligations. The heritage significance of Kingston gives rise to a range of requirements, the most fundamental of which is to ensure Kingston is conserved in accordance with its heritage values. HMPs are a tool to facilitate this management.

This HMP should be adopted as the principal guiding document for the heritage values of Kingston, to guide the Department and other site users in conserving, protecting and presenting Kingston’s heritage values, and to help manage change. It has been prepared in accordance with the requirements for management plans for World, National and Commonwealth Heritage places under the EPBC Act.

‘Conservation’ includes maintenance, restoration, reconstruction and adaptation, and can cover significant areas, elements and fabric of the place as well as key visual and physical relationships. Proposals for change at Kingston should be carefully considered for the pressure they place on its heritage values. As part of any proposal for change, a proactive approach must be taken to avoid impacts as the first choice, with mitigation of impacts a secondary option.

Changes within and outside Kingston can affect its heritage values, and numerous small changes can accumulate into significant cumulative impacts. All parties who manage Kingston, or parts thereof, are responsible for making sure their activities do not combine to create larger impacts on its heritage values, and this HMP should inform holistic decision-making.

Balancing Multilayered Heritage Values

Kingston has multiple layers of heritage significance that must be managed. It has cultural and natural heritage significance from a local to international level of importance, including historical, archaeological, social, built and landscape heritage values.

All the heritage values of Kingston should be respected and managed in accordance with the HMP, the Burra Charter, the World and National Heritage management principles and Australia’s obligations

under the World Heritage Convention. In some circumstances, decisions will need to balance complex or competing values. For example, the earliest Polynesian settlement of the site has been overlaid, impacted and shaped by later cultural heritage. The importance of Kingston as a living heritage place that is used by the community for recreation, events and other services is significant but can also impact heritage fabric.

The treatment of all site attributes and components (including areas, elements, fabric and intangible cultural elements) should directly relate to the nature and degree of their significance, with priority given to the conservation of attributes and components of highest significance.

Generally, conservation of the attributes that contribute to the Outstanding Universal Value of the Australian Convict Sites should take precedence in the management of Kingston. However, the management of activities at Kingston should be considered on a case-by-case basis, taking into account all elements of its heritage significance, appropriate conservation and management techniques for each scenario, immediate and cumulative impacts, community feedback and other factors such as site activation and future-proofing needs, and hazards and risks that may call for a nuanced approach to balancing the management of values.

Refer to Policies 6.44–6.47

7.1.2 Heritage Practice Standards and Expertise

Expert advice and standards must be incorporated into Kingston's management. The conservation principles, processes and practices set out in the Burra Charter give heritage management and conservation guidance. The EPBC Act also includes World, National and Commonwealth Heritage management principles, which set requirements for managing heritage places that must be followed. The Operational Guidelines for the World Heritage Convention also provide guidance on the standards for management of World Heritage properties. All of these best practice standards—the Burra Charter, the EPBC Act and the Operational Guidelines—have informed this HMP.

To meet these standards, appropriately qualified personnel, consultants and contractors should be engaged to guide the management and conservation of the heritage values. Regular training opportunities should be provided for Kingston staff to continue to build heritage conservation skills.

Professional heritage consultants should be engaged to provide advice regarding heritage significance assessments, interpretation, impact assessments, and when planning or undertaking conservation works or interpretation works. Contractors and tradespeople with specialist expertise should be engaged to undertake conservation works and any specialist maintenance tasks.

Refer to Policies 6.19–6.32

7.1.3 Other Guidelines, Strategies and Plans

In addition to this HMP, Kingston is the subject of an extensive suite of guidelines, strategies and plans that have been prepared to manage and regulate the site. Some of these documents are targeted at conservation of its heritage values, individual buildings and precincts, whereas some focus on other issues. These include all the documents included at Appendix B—Methodology, as well as other documents prepared for Kingston and Norfolk Island such as the plans of management for Norfolk Island Reserves, CSIRO studies on water quality and climate, Norfolk Island environmental and tourism strategies, various governance reviews and other reports. HMPs for the Arched Building

at Longridge and the wreck of the HMS *Sirius* are required under the EPBC Act, and individual buildings in Kingston such as Government House also have a variety of existing guiding conservation management documents.

These documents in general provide detailed, well-evidenced information and recommendations on the management of Kingston or Norfolk Island in relation to their subject matter. They should be referred to when relevant and their recommendations implemented where possible. In particular, the CMPs and HMPs for other heritage places on Norfolk Island should be referred to alongside this HMP when planning for Kingston. Some documents are out of date and need revision, e.g. the plans of management for Kingston reserves.

Opportunities should be taken to establish an information management system to ensure all documents are accessible in one location (refer to Section 7.14.3). This will help address the challenge of the scale and breadth of documentation about Kingston, making it easier for users to access and consider all relevant guidance (refer to Section 7.14.3).

Refer to Policies 4.15–4.24, 6.45, 6.46

7.2 Physical Conservation

7.2.1 Conservation Practice

Understanding the significance and condition of Kingston's heritage fabric is essential to informing decisions about conservation practice. Different heritage fabric at Kingston has been subject to varying types of change, reconstruction and conservation over time. Some buildings are extensively reconstructed and have a greater tolerance for change; others retain much original fabric. Some parts of the landscape have been altered, for example during their industrial history, whereas others continue to be used for their historical purpose.

It is general practice in conservation works for significant fabric to be conserved in situ. However, different techniques may be needed for different types of values. For instance, conserving landscapes may require replanting; and conserving traditions may need an organisational or educational response.

Generally, authentic original fabric should be preserved. For example, the only original fabric in the Old Military Barracks main building is the stone walls (the whole of the interior is reconstructed), whereas most of the fabric in the New Military Barracks main building is original. Therefore, intervention in the New Military Barracks should be closely managed.

The buildings at Kingston originally varied considerably in their textures and colours, reflecting their utilitarian and austere usage. Work is under way to remove uniform paint finishes on buildings and stonework. The application of PVA and acrylic paints impacts the integrity and condition of the fabric and structures of Kingston, increasing issues with damp and salt attack.¹ The uniform paint style also conceals the authenticity of original fabric and obscures the ability to understand the historical layers of development across the site.

There is an opportunity to undertake a more detailed analysis of Kingston's heritage fabric to help site managers with practical decision-making. A prioritised conservation and asset audit, particularly of Kingston's buildings but also its landscape setting, must be prepared to provide this information. The 2003 KAVHA CMP prepared by Otto Cserhalmi and Partners provides an extensive inventory of

Kingston's history building fabric, and conservation recommendations. The CMP is an invaluable resource that has a different focus to this HMP, and an updated condition and conservation audit could build on the 2003 report as the basis for practical conservation advice. This advice should then be integrated with other resources such as the KAVHA Asset Management Plan (2020) to help with day-to-day decision-making about conservation works and projects at Kingston, and with larger strategic projects such as implementing the Site Master Plan recommendations. Individual CMPs should also be prepared for significant complexes, areas or buildings at Kingston (such as the Kingston Pier area or the New and Old Military Barracks). In the interim, this HMP and other management documents can guide decision-making for Kingston.

Refer to Policies 1.1–1.31

7.2.2 Site Maintenance

Maintenance is fundamental to conservation. A regular program of built and landscape maintenance works has occurred at Kingston over several decades. A cyclical maintenance program has been reinstated since the 2016 HMP, further supported by the development of the 2019 Heritage Maintenance Manual. Enhanced training and funding for maintenance has supported the improved conservation of the site.

Maintenance must be undertaken on an ongoing basis, addressing both routine works such as mowing and painting as well as more complex and costly activities. The cyclical maintenance program for Kingston should be continued and periodically reviewed. Conservation of Kingston's museum collections and artefacts is also part of the physical conservation of the site's significance and must be incorporated into maintenance and conservation planning.

The KAVHA Asset Management Plan establishes an 'asset management system', comprising a schedule of building maintenance and repairs. The Asset Management Plan supports the maintenance and conservation of Kingston's heritage fabric; however, it is not intended to be a heritage conservation document. The Asset Management Plan's schedule of maintenance and repairs should be funded and completed according to the established time frame, but should be undertaken alongside and in the overarching context of this HMP and the Heritage Maintenance Manual for Kingston.

Any maintenance activities should be undertaken cautiously, to avoid impacting heritage values and significant heritage fabric. This may mean using different or more constrained maintenance or repair methods than might be used for a building without heritage value, reflecting the Burra Charter principle of doing 'as much as necessary and as little as possible' (Article 3). Maintenance activities should comply with the policies in this document, as well as the principles of the Burra Charter and the EPBC Regulations heritage management principles. In the case of any uncertainty, the designated responsible officer for Kingston's heritage management (refer to Section 7.13.1) should be consulted and a specialist heritage contractor engaged if required, to prepare a heritage impact assessment and obtain any necessary approvals.

Refer to Policies 1.38–1.42

7.2.3 Conservation of Ruins

Some structures in Kingston have been conserved as ruins. The importance of significant ruins lies in their ability to demonstrate historical processes and events, provide evidence of former structures and

their locations, and contribute to the visual and evocative qualities of Kingston. For example, the ruin at No. 2/3 Quality Row has been partially reconstructed and demonstrates the construction of the buildings, including internal finishes and ovens. The Gaol ruin shows the layout of the Gaol and its drains; it evokes the sinister character of the place and its rejection by later settlers.

There is community interest in the appropriate and sustainable adaptive re-use of some ruins. The ongoing adaptation and re-use of heritage buildings has been common practice on Norfolk Island since the British Penal Settlement. This reflects Norfolk Island's geographic isolation and an associated desire to adaptively re-use premium available space, most notably adjacent to the main pier and port of entry for goods and passengers. This practice also emphasises Kingston's important status as a living heritage place.

It is important to clearly communicate the heritage significance of buildings that are highly valued by the community, so their value in a ruined state can be understood. It is also important that any proposed new building, structure or adaptive re-use respects the significance of the conserved ruins and forms part of a strategic assessment of the space and the need that the proposal is addressing. Any proposed new construction or addition needs to respect historic fabric and be clearly discernible.

Reconstruction of heritage ruins is a complex and sensitive issue, raising questions of authenticity and integrity, community engagement and good conservation practice. Care needs to be taken to avoid obscuring the ability to understand what makes a heritage site significant. The Burra Charter states:

reconstruction is appropriate only where a place is incomplete through damage or alteration, and only when there is sufficient evidence to reproduce an earlier state of the fabric. In some cases, reconstruction may also be appropriate as part of a use or practice that retains the cultural significance of a place.

Reconstruction should be identifiable on close inspection or through additional interpretation.²

The Australian Heritage Council's publication *Ruins: A guide to conservation and management* provides guidance on the management of ruins.³ It identifies 'Coming alive again' as a potential approach to managing ruins, where there may be a desire or need to bring a place back to life, or where a compatible use or activity may be proposed. The report states that bringing a place alive again or returning it to its former state may be appropriate:

- if the place's significance does not depend on it remaining as a ruin
- where there is sufficient evidence to reinstate lost elements
- when a new compatible use is proposed to support ongoing conservation and interpretation
- when adaptive re-use will not impact on the significance of the place
- when the return of a past use or activity would help retain or recover the heritage values of the place
- where there is a strong and enduring association between the place and a community group that could be reinstated
- where maintenance as a ruin is not acceptable to the owners or the community.⁴



Figure 7.1 No. 2/3 Quality Row, 2021

In principle, some level of reconstruction may be suitable for certain buildings at Kingston that meet the above criteria. For example, the Crankmill is a unique example of a human-powered mill for grinding grain, demonstrating in a tangible way the harsh realities of the convict system. The Crankmill was in use until the mid-twentieth century, most recently as a boatshed up to the late 1940s. Some reconstruction of this building, if undertaken sensitively and in accordance with best practice as presented in the Burra Charter and *Ruins: A guide to conservation and management*, may enhance the ability to interpret its convict-era heritage significance, while also perpetuating the cultural tradition of using the building for adapted purposes. This could take the form of securing the structure of the building with roofing and flooring, allowing the interior of the building to be used for interpretive purposes.

Other ruins may be less suitable for reconstruction, for example where the heritage significance associated with the ruins is already well demonstrated in coordination with existing buildings. For example, Quality Row has a combination of ruins and complete buildings that combine to show different layers of their history. This approach is also consistent with the caution advocated in the CLMP, which allows for potential reconstruction of landscape elements (for example, walls, fences, paths and gardens), provided that the reconstruction is evidence-based, new elements are consistent with the conservation and meaning of surrounding elements and fabric, and that reconstruction would improve and enhance the landscape's ability to transmit a greater diversity of significant land use themes.⁵

Other issues to be considered when determining what to do with ruins include whether resources and strategic priorities permit sustained ongoing management and maintenance of the ruin or reconstructed building, the likely community engagement with a reconstructed ruin, and options already available to activate existing buildings.

Expert heritage advice would be required to determine whether historical evidence is available to a standard that will allow sensitive reconstruction, as well as ensuring appropriate heritage building

techniques are used, and that the design developed allows for the identification of the reconstruction. The decision-making process would need to be documented. A business case for the reconstruction of ruins to a new standing building should be prepared to justify the benefits of reconstruction or of retaining it as a ruin, and a heritage impact assessment and appropriate approvals would be needed before any changes are made.

Refer to Policies 1.32–1.35.

7.2.4 Museums and Conservation of Movable Cultural Heritage

Conservation of Movable Heritage Items

Kingston’s heritage significance includes important items of movable cultural heritage—the KAVHA Collection and the HMS *Sirius* Collection, both owned by the Commonwealth, and items in the Norfolk Island Collection, owned by the Norfolk Island Museum Trust. These items, including objects associated with the Pitcairn and Modern Settlement, are part of the listed heritage values of Kingston, and their conservation is an essential part of the conservation of Kingston’s World, National and Commonwealth Heritage values. Their management is also regulated by the Norfolk Island and Commonwealth *Protection of Movable Cultural Heritage Acts* (refer to Sections 5.3.2 and 5.3.3).

Table 7.1 Norfolk Island Museum collections and locations.

Collection	Content	Location	Collection Ownership
KAVHA Collection	More than 14,000 artefacts recovered from Kingston during conservation works and archaeological investigations. Mainly archaeological artefacts and cover the Polynesian, British Colonial and Penal settlements.	No. 10 Quality Row; Commissariat Store	Australian Government
HMS <i>Sirius</i> Collection	Approximately 6,000 artefacts recovered during official maritime archaeology projects at the HMS <i>Sirius</i> shipwreck between 1983 and 2002.	Old Protestant Chapel	Australian Government
Norfolk Island Collection	Community-based collections, including objects from the Norfolk Island Historical Society, particularly artefacts that relate to the Norfolk Island story since 1856.	Pier Store; No. 10 Quality Row	Norfolk Island Museum Trust

All three collections are cared for by Museum staff whose roles are funded by the Australian Government. The HMS *Sirius* Collection and the KAVHA Collection are currently managed and stored by the Norfolk Island Museum on behalf of the Commonwealth, alongside the Norfolk Island Collection.

The three collections housed in Kingston should be stored in appropriate conditions for the conservation and protection of objects. Opportunities are currently being considered to upgrade storage or move collections to buildings that provide appropriate conditions regarding climate,

humidity, pest control, access and staff working conditions, which are not currently provided by the Commissariat Store, former Protestant Chapel, Pier Store and the Royal Engineer's Office.

Inappropriate storage puts the condition of the artefacts at risk, and consequently risks the heritage values of Kingston overall. Identifying which locations and items in the collection are most at risk is an important first step to address this issue, and is a proposed project of the Site Master Plan. Extensive guidance is available on the right conditions for storing, handling and conserving movable cultural heritage, for example in Museums and Galleries of NSW's online resources.⁶

Although adaptations of the currently used buildings may make them better suited to collection storage and display, the option of potential locations for a new storage facility and museum complex or zone are considered in the Site Master Plan. Relocating collections could also open up opportunities for other uses of the existing heritage buildings.

Taking these opportunities for the HMS *Sirius* and KAVHA collections could also benefit the Norfolk Island Collection, which, although not owned by the Commonwealth, is stored and managed alongside the Commonwealth-owned collections and contributes to Kingston's heritage values. Including the Norfolk Island Collection in any upgrades to collections care, in consultation with the Norfolk Island Museum Trust, could be an efficient way to improve the condition and conservation of those objects for future generations of Norfolk Islanders to access and enjoy.

Opportunities should be sought to exhibit artefacts currently in storage. This could include sharing objects across museum locations to present integrated stories of Kingston's heritage (refer also to the discussion at Section 7.22). A new museums complex, as suggested in the Site Master Plan, could support this goal.

Refer to Policies 1.43–1.50.

Museums and Collections Management

The Norfolk Island Museum manages three significant collections in Kingston and presents exhibitions at five locations: the Royal Engineer's Office, the Pier Store, No. 10 Quality Row, the Commissariat Store and the former Protestant Chapel. The Norfolk Island Museum also conducts several activities, including Cemetery and tag-along tours, research services at No. 9 Quality Row, temporary exhibitions and other events.

The Norfolk Island Research Centre at No. 9 Quality Row is open on weekdays and makes both archival resources and expertise available to those interested in undertaking research about Kingston and its people, particularly convicts.

As discussed in Section 7.13, museum staff have been seconded to the Department to work under the oversight of the Department's designated responsible officer. Staff work across multiple museum locations, delivering interpretation and collections management. The secondment arrangements are a positive move towards a coordinated approach to collections management and interpretation. Opportunities should be sought to build on this; a strategic, coordinated vision for collections, staffing and interpretation across the site will improve the conservation and presentation of Kingston's heritage values.



Figure 7.2 Exterior of Old Protestant Chapel, which houses the HMS *Sirius* Museum, 2021

There is an inherent logic in consolidating the resources and functions of the Norfolk Island Museum and the Research Centre as part of the overall Kingston site vision, management and interpretation and this opportunity should be realised. However, practical constraints must be resolved regarding venues, resourcing, responsibilities, roles and coordination of collections.

A suitable location would provide safe conditions for the museum collections and appropriate spaces for exhibitions and visitor services, and would avoid adverse heritage impacts from its adaptation or development (refer to Section 7.2.4). Sufficient financial and staff resourcing will ensure the collections can be well managed and all museum functions can be delivered (refer to Sections 7.12 and 7.13).

The Norfolk Island community has a strong emotional connection to the Norfolk Island Collection, and occasionally donates objects to it. This collection is owned by the Norfolk Island Museum Trust, but stored and managed alongside the Commonwealth-owned KAVHA and HMS *Sirius* collections. All three collections housed in Kingston contribute to its heritage significance. This system benefits all collections by enabling efficient resourcing and sharing of staff responsibilities, rather than requiring two separate streams of funding and staff running concurrently on the site for the Commonwealth and Norfolk Island Museum Trust-owned collections. The joint management of museum collections is common practice in the museum sector. Nevertheless, it is important that coordinated collections management recognises the Norfolk Island community's particular connection to the items of the Norfolk Island collection and that these items are not owned by the Commonwealth.

The Site Master Plan considers three projects for the museum collections and experience. Alongside an assessment of the collection to identify at-risk items and conservation needs (refer to Section 7.2.4), the Site Master Plan recommends, and suggests locations for, a purpose-designed storage facility and a multi-winged museum complex. These proposals complement the interpretation recommendations of the *Kingston and Arthur's Vale Historic Area Interpretation Plan* (2020),

particularly the proposed longitudinal assets consolidation and development project, which seeks to develop a live digitised asset database of primary material available for interpretation at Kingston.

Further investigation of these proposals should be pursued—they offer the opportunity to improve museum administration, collections management and interpretation. Kingston’s exceptionally important heritage values must also be considered, including the possible adverse impacts of adapting heritage buildings and/or adding new structures to an aesthetically and visually sensitive cultural landscape. For example, much of the structural stonework of the main New Military Barracks building is original and exceptionally significant.

Refer to Policies 5.14–5.19

7.3 Land and Building Use

7.3.1 Existing and Traditional Uses

The existing uses of Kingston’s buildings and landscape are either compatible traditional uses or compatible contemporary uses. Most buildings, generally thought of as public buildings, are located on Crown land owned by the Commonwealth. All Saints Church (the Commissariat Store) is a government owned building situated on freehold land owned by the Church of England; however, in many ways it is considered a community building. Part of it is used by the Norfolk Island Museum. Some uses of buildings on Crown land have been long-term, e.g. as government offices, the museum and residences in Quality Row. Other buildings are occupied under a licence or lease, for example the Lions and golf clubs. The current uses of Quality Row houses are compatible uses that operate in accordance with longstanding arrangements.

Temporary summer camping in Point Hunter Public Reserve is a traditional activity that occupies the same area each year, subject to the issuing of permits by the Conservator of Public Reserves. Camping must be managed to avoid pressure on archaeologically sensitive areas, such as the Polynesian marae site.

The private land within Kingston is mainly used for residential and agricultural uses, although some is used for tourism. The properties have residential buildings, ancillary agricultural structures and landscape features including sheds and fences. Government involvement in private land is generally limited to consideration of proposed developments or actions. There is ongoing liaison concerning issues such as cattle grazing, fencing, water access, erosion and weed control, and heritage conservation.

Many community events including the Anniversary Day (Bounty Day) celebrations occur in the Prisoners’ Compound. Other buildings and sites could be made available for community events or meetings if required (and if available), for example the boatsheds or the Surgeon’s Quarters (currently the Lions clubhouse). Use of various sites for large events is longstanding, including the old Prisoners’ Compound, the foreshore and areas of Point Hunter, for large community events and entertainment. Continued, and likely increased, resourcing is required to manage pressures from the various uses at Kingston, including monitoring, planning and implementing positive conservation solutions.

Refer to Policies 2.10–2.11.

7.3.2 Compatible Uses

Kingston has a wide variety of uses, both traditional and contemporary. The site is a freely and publicly accessible living heritage and community place, as well as a heritage site used for tourism, research, heritage conservation and interpretation, for the administration of the island and its court services, and one of the island's major points of entry for shipping freight and passengers. Different areas of the site are used in different ways: buildings are used for museums, offices, community events and programs, and residences, while open spaces are used for recreation, commemoration, traditional events and celebrations. Uses are both public and private, commercial and free.

Within this broad scope, management should ensure ongoing and future uses of the site are compatible with Kingston's heritage values. The Burra Charter defines 'compatible use' as 'a use which respects the cultural significance of a place. Such a use involves no, or minimal, impact on cultural significance'.⁷ Compatible uses for Kingston include significant traditional and community uses, and provision of visitor services, and interpretation of Kingston.

The cultural heritage significance of Kingston is addressed in detail in Section 6 of this report. Understanding how an element that will be developed or used contributes to Kingston's significance is essential to establishing whether a use is compatible.

Kingston is a cultural landscape, and compatible uses for the landscape are consistent with this significance. For community spaces and open recreational areas in Kingston, uses should be considered to decide whether they will support the ongoing traditional and community uses of the site, whether they may impact or obscure significant heritage features or fabric, and whether they improve understanding of Kingston's heritage significance.

Compatible future uses for heritage buildings, precincts and structures within Kingston should be selected to suit the existing space and character of the building, and be subject to a heritage impact assessment before occurring.

- The cultural significance of the place should not be compromised, and the new use should not detract from the significance of the place. For example, this should consider a building's individual historic and cultural significance as well as its position within the broader landscape.
- Significant fabric should be conserved wherever possible.
- Any proposed new uses should not result in an unacceptable level of wear and tear on the building.
- The integration of modern services and facilities should minimise damage to significant fabric or spaces.
- New work to facilitate adaptation should be reversible and should not prevent future conservation.

Some buildings and structures are currently under-utilised, and opportunities are being considered to sensitively adapt and re-use these to accommodate compatible uses. These structures may include the single and double boatsheds in the pier area, No. 11 Quality Row, and the Military Barracks precincts.

Opportunities to alter or phase out existing uses that are incompatible with Kingston's heritage values should also be considered. For example, reconsideration should be given to the storage of equipment

and waste within the golf course reserve, and the siting of works maintenance compounds, workshop and equipment storage within key convict buildings and the pier precinct from the British Colonial Settlement.

Refer to Policies 3.8–3.15.

7.3.3 New Development

Kingston is a heritage place that has a high sensitivity to change. Any proposals for new buildings need to be carefully considered for compatibility with Kingston's heritage values.

Subject to appropriate investment, new buildings may be constructed to accommodate compatible uses, continue a significant traditional use, or as part of the conservation or interpretation of the site, including for visitor services. The location and design of such buildings must be based on an understanding of the cultural landscape, heritage significance and character of Kingston—buildings that are obtrusive and could disturb heritage fabric or key views and vistas must not be allowed. The DCP for Kingston provides guidance on suitable areas for new buildings, with the objective of avoiding impact on Kingston's historical views, layout, character and setting.⁸

In general, and as stated in the DCP, new buildings and permanent structures within the low-lying coastal plain of Kingston (zones A, B, C, D, F, G, H, and J; refer to Figure 4.1) are at greater risk of impacting the heritage values of Kingston and should be avoided. In the first instance, options should be sought to place new development outside these areas. Any proposals for development in these areas should have an identifiable benefit to the conservation and interpretation of the site before being considered for potential approval.

The hills surrounding the broader Kingston site (Zone E and limited parts of precincts M and N) have greater tolerance for new development, and buildings or works and associated infrastructure to accommodate visitor orientation may be considered. This should occur only where sited and designed to avoid adverse visual and physical impacts on the visual qualities of Kingston and its setting.

Any new visitor orientation centre and associated parking should not be visible from the low-lying land of the Kingston area or key viewpoints. The topography of the hills, appropriate screening vegetation, design and siting should be utilised to avoid adverse visual impacts.

Refer to Policies 3.16–3.29.

7.4 Cultural Plantings and Vegetation

Kingston has a wide variety of cultural plantings (meaning vegetation deliberately planted as opposed to naturally occurring) in different forms, including gardens and groups and rows of trees. Cultural plantings may come from the British Colonial, British Penal or Pitcairn and Modern Settlement Periods. Some of these cultural plantings are significant, whereas others are not.

The site also has naturally occurring trees and other vegetation, such as remnant trees and areas of remnant vegetation (some of which has regenerated over time), and reeds and vegetation growing along the watercourses (refer also to Section 7.5).

The plantings and vegetation in Kingston have been influenced by factors such as the natural environment prior to European settlement, water flows and drainage patterns, land clearing and different land management approaches over time, the increase of agriculture, and the needs of

settlers in different periods, such as for punishment and surveillance, food production, industry, ornamental spaces and gardens, memorials and public recreational spaces. Gardens in Quality Row and Government House are in some cases significant remnants from the convict settlement periods of the island, some large trees also date from the convict periods, and there are memorial plantings from the Pitcairn and Modern Settlement period around the site.

Norfolk Island Pines are a prominent feature of Kingston. These pines fall into several categories. Some are significant historical cultural plantings, such as memorial trees or trees associated with the convict periods. Some are trees from forestry plantations, particularly on the hillsides, or trees that have been intentionally planted to aid landscape management. Some are self-propagated pines, around the hillside plantations and on the coastal plain, on the dune at Emily Bay and in the Government House gardens.

Although Norfolk Island Pines are native to the island, some of the intentionally planted or self-propagating trees have negative impacts on Kingston's heritage values. In some areas the self-propagating pines have become dominant in the landscape, especially the monocultural hillside plantations but also in lowland plain areas around Government House. This detracts from the ability to understand the historic landscape. In some cases it also causes issues for owners or leaseholders who may not have the capacity to manage the plantations and were not intended to be responsible for this task when the plantations were started. In other cases, pines that were intentionally planted as ornamental features or to define boundaries have obscured the historic landscape and significant visual relationships between heritage features, and the historical prominence of Government House in the landscape. This is the case for some of the pines near Government House planted in the later twentieth century.

Other issues include the management of Quality Row gardens, given that the cottages are leased to tenants, and the proliferation of excess reeds along the watercourses in Kingston.

Kingston's gardens, vegetation and plantings are an important element of its significance, and play a key role in expressing its heritage values, creating the cultural landscape, and defining the visual and physical character of the site. They must be managed to avoid and minimise negative impacts, strengthen the site's significance, and enhance the ability to understand the significance of the place.

The CLMP (2019) provides detailed analysis and mapping of the plantings and vegetation in Kingston, their significance, and vegetation management issues at the site, including a series of vegetation management proposals (Kingston and Arthur's Vale Historic Area: Proposals for High Priority Cultural Landscape Issues as at September 2019, GML + Context). Other documents that give guidance are:

- Government House Grounds Landscape and Garden Maintenance Advice (August 2017, Inspiring Place)
- Government House and Quality Row Residences Gardens Conservation Management Plan (January 1997, Tropman and Tropman)
- the Kingston and Arthur's Vale Landscape Management and Conservation Plan (March 1994, Tropman and Tropman).

Several of these documents are now out of date (though still useful) and could be reviewed and integrated into an asset management tool, as noted in the CLMP. These documents should be referred to for detailed guidance on managing Kingston's vegetation and plantings.

Refer to Policies 3.80–3.91.

7.5 Natural Heritage Conservation

As part of the listed heritage values of Kingston, the natural environment must be protected as an important part of conserving Kingston’s heritage values. Natural environmental issues in Kingston include wetland and drainage channel management, water quality, erosion, dune and cliff stabilisation, habitat rehabilitation, sand mining, biodiversity management, and pest and weed control.

The Norfolk Island Marine Park adjoins Kingston. The natural heritage significance of the marine environment is recognised as part of the broader natural environment of Kingston in its listed heritage values, and the Park overlaps with the closely related HMS *Sirius* heritage listing. Forty-six plants, five birds, two reptiles and five land snails on Norfolk Island are listed as threatened species under the EPBC Act.⁹ It is not yet clear which of these threatened species call Kingston home, and this should be investigated further. The fossils, topography and geology of Kingston also have natural heritage value.

Various government agencies manage Kingston’s natural environment, such as the Department, Parks Australia, Australian Marine Parks, NIRC and the CSIRO. Their activities include weed management, water quality monitoring, biodiversity surveying and management, and land restoration. Community groups such as the Norfolk Island Flora and Fauna Society and individuals also play an important role, contributing their time and energy towards removing invasive species and restoring habitat for native flora and fauna.

Some environmental management plans are relevant to Kingston, for example the *Norfolk Island Environment Strategy 2018–2023* and a lighting plan to control lighting around the site for the benefit of native seabirds. The Norfolk Island Native Vegetation Mapping Project, undertaken between 2018 and 2021, has provided island-wide vegetation maps, which show that some native vegetation remnants remain, mainly around Flagstaff Hill, Cemetery Bay and Windmill Ridge.¹⁰ Implementing these plans, and considering their guidance before commencing asset management or construction activities, will contribute to conserving Kingston’s natural heritage values.

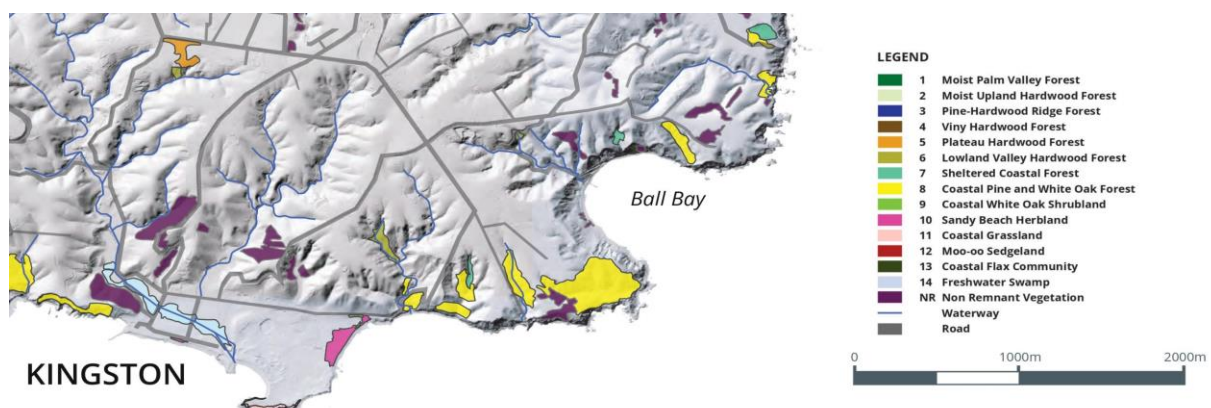


Figure 7.3 *Native plant communities in Kingston, extracted from Map 2, Norfolk Island Native Plant Communities Present in 2020*

(Source: Invasive Species Council and TierraMar, 2021, *The Native Plant Communities of Norfolk Island*, Invasive Species Council, Katoomba, New South Wales, Australia (c) Invasive Species Council, all rights reserved)

Creating an overarching environmental management strategy presents an opportunity to bring together considerations of natural heritage, ecology and biodiversity, terrestrial and marine environments, and flora and fauna to ensure they are managed at Kingston in a holistic way. This strategy should be shared with all parties who may be making decisions that could affect the natural heritage values of the site.

Sand mining in Kingston has environmental and heritage impacts, and should not occur in a World Heritage property. Extraction of sand in Cemetery Reserve has impacts on the natural dune system and can also affect archaeological remains that may be in the area. The remoteness of Norfolk Island has put pressure on this natural resource to provide sand for construction and other projects, but as a practice it is inconsistent with UNESCO guidelines. In 2013 the World Heritage Committee urged all State Parties to not permit extractive activities in World Heritage properties.¹¹ In 2020 the International Union for Conservation of Nature (IUCN), the leading international organisation on the conservation of nature and an advisor to UNESCO, made a declaration on the urgent need to manage marine and coastal sand resources. It stated that authorities should support the implementation of strategic plans for the management of sand, ensure sand is managed in a sustainable way, use alternative solutions and take steps to restore sand resources.¹²

New and innovative sources of sand, such as glass crushers, provide the opportunity for Norfolk Island to obtain necessary materials while reducing sand mining. Sand management and restoration should be pursued, consistent with the IUCN declaration. Alternative sand sources should be used in all possible scenarios, and a strategic plan should be made for the sustainable management of sand mining, consistent with the IUCN declaration. This plan should limit the uses for sand mined from Kingston and the amounts to be mined, identify the sustainability and trajectory of Kingston's current sand resources, and address the long-term goal of ceasing sand mining in Kingston.

Improved water quality is an important environmental issue that affects both Kingston's natural heritage values and broader sustainability. Further discussion can be found in Section 7.20

Refer to Policies 1.67–1.71.

Theme 2—Life in the Community

7.6 Community Involvement and Accessibility

7.6.1 Community Accessibility and Use

For the Norfolk Island community, Kingston is important as part of its heritage, a place for leisure and recreation and an important attraction for visitors.

There is strong agreement in the community that free access to Kingston should continue to be available for Norfolk Islanders, and that the site should continue to be used for community events and traditions, including recreation and leisure activities. The ongoing use of Kingston for a variety of activities is an important part of its conservation, and buildings and structures need to be regularly used to support their being maintained in good condition. The community ascribes importance to the quality of the landscape and building maintenance, and wants the scenic beauty of the area to be protected.

Using Kingston for recreation and other activities is essential to maintaining the cultural traditions and meanings associated with the site, and keeping the community invested in its condition. The desire to retain community access, uses, events and traditions reflects the importance of Kingston as part of local identity and community life. Kingston's contemporary daily uses by the community should continue. Although these may not be inherently perceived as 'heritage' activities, many of these uses contribute to Kingston's social heritage significance and its listed heritage values.

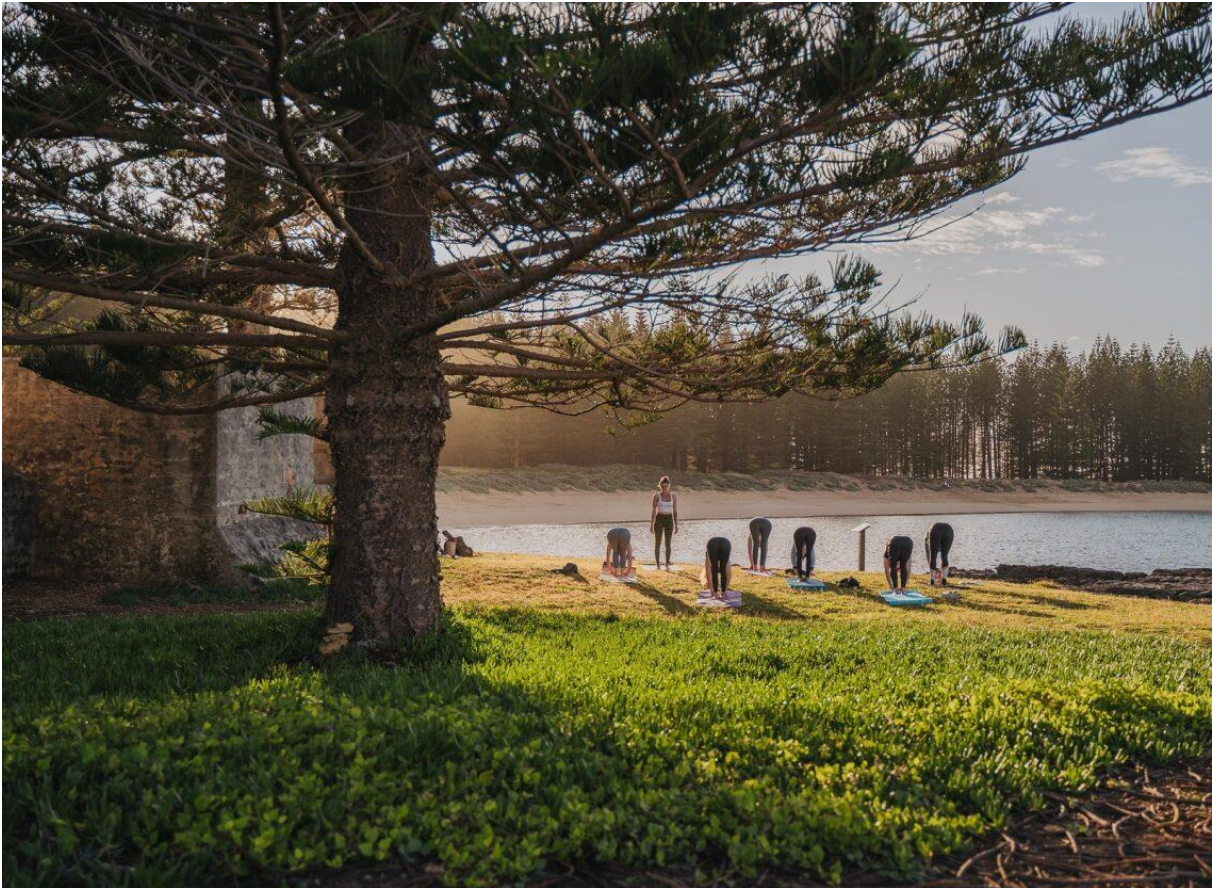


Figure 7.4 *Kingston in use by the community, with Emily Bay in the background*

The DCP facilitates use of Kingston by the community for cultural, educational, economic, tourism and leisure purposes. Temporary activities receive permits from NIRC.

Consultation undertaken in 2018 recorded proposals from individuals and community groups about possible longer-term uses for Kingston. Suggestions put forward included expanding facilities at Emily Bay and providing long-term leases of facilities, among others.¹³ The suitability of these and other opportunities should be considered, as uses that increase Kingston's accessibility to a diversity of users should be prioritised. Activities that dedicate areas of the site to a single use or purpose are less desirable, because they may restrict Kingston's ability to continue to grow as a living heritage place as the community also continues to grow and change.

The Site Master Plan recognises that Kingston's ongoing use is critical to its success and central to its significance, and makes suggestions for projects to enhance community uses, such as providing a community events space at the Prisoners' Compound and gathering spaces at Kingston Pier, facilitating recreation and access at Emily Bay and creating an interpretive playspace. These suggestions are being considered for possible implementation, which would include preparation of a heritage impact assessment to establish whether they are appropriate.

There may also be opportunities to enable more community traditions to be demonstrated in Kingston; for example, harvesting flax for weaving and using conservation projects to demonstrate traditional skills. The policies provided in this HMP should support and enhance ongoing community connections to the site, and respect for all its heritage values.

Parking and Traffic

Kingston has significant traffic movement, and many locations on the site are used for parking. A traffic survey undertaken by the Department in 2021 identified almost 200,000 vehicle movements on Pier Street over a six-month period, averaging 1156 vehicles a day. Up to 42% of vehicles on Pier Street and 61% of vehicles on Bay Street during the surveyed period were travelling over the speed limit, and occasional extreme speeds were recorded in areas that are frequented by pedestrians.

Although roads are defined, parking is largely uncontrolled and there are limited defined pedestrian pathways. At times, cars may inadvertently drive over or park on and damage significant archaeological remains, or cause accidental damage to buildings. The visual intrusion of carparking in some areas of the site can impact on its natural beauty and aesthetic heritage significance, which is highly valued by the community. Uncontrolled traffic is also a hazard to people visiting Kingston—community members of all ages and abilities access the site in cars and buses, on foot and on bikes. As identified in the Safety Hazard Scoping Study, the grassed verge is often used as a pedestrian route but is not accessible for all users.¹⁴ Traffic control and predictability of parking would assist in ensuring the safe coexistence of different groups at the site, improving its enjoyment for all.

Traffic and carparking must be controlled to improve safety for pedestrians and visitors and to reduce risks to the World, National, Commonwealth and local heritage values and fabric of Kingston, including archaeological resources and key views and vistas. A strategic approach to traffic management should be developed that supports traditional and community uses of Kingston in a way that avoids impact on other aspects of the site's cultural significance (particularly buildings and archaeological remains). The CLMP identified the need for a traffic management plan, and the Site Master Plan identifies possible locations for new structured parking at Kingston. These opportunities should be further investigated by the Department and informed by quantitative data on traffic movement as well as an understanding of community uses and needs for Kingston.

Refer to Policies 2.10–2.21, 3.77

7.6.2 Community Involvement in Decision-making

Because of the pivotal role Kingston plays as a community space, and the local community's strong, multifaceted connections with the site, Norfolk Islanders have strong views about its conservation, use and management. A clear finding of multiple consultation processes has been that the Norfolk Island community desires a strong and continuing role in informing the governance and management of the site, and through its local workforce.

Opening up communication between the Australian Government and the Norfolk Island community and enabling the community to engage more actively in decisions about future uses and activities across the site is important. The consultation undertaken to date for the management of Kingston has demonstrated community interest in a greater level of involvement. It has also indicated a strong desire that Kingston's management be transparent and accountable. The KAVHA Community Advisory Group supports this, by providing community input to the management and conservation planning and actions at Kingston. The group facilitates the active participation of the local community in conservation and tourism activities, and provides an avenue to raise awareness of issues involving the management of Kingston.

Opportunities to engage the Norfolk Island community in the management and conservation of Kingston are being considered through an ongoing governance review. The community should be

encouraged to actively engage in conserving and managing Kingston—opportunities may exist for Norfolk Islanders to help implement the outcomes of consultation through involvement in community works programs, visitor engagement, and education and interpretation.

Refer to Policies 2.22–2.30.

7.7 Cultural Landscape

Kingston is a living cultural landscape, which includes ecosystems, the natural environment, physical and social characteristics, heritage values, and social and economic aspects. Relationships between buildings and other elements, and the setting of a building or of other structures, are important in their own right. Perceptions, beliefs, stories, experiences and practices can also be considered part of the cultural landscape. Appearances, vistas, spatial qualities, sounds, smells and the overall atmosphere contribute to the sense of place at Kingston and Arthur’s Vale. The living heritage of the Norfolk Island community, including those of Pitcairner descent, gives meaning to the place and is important for understanding the significance of the cultural landscape.

An integrated approach is needed to manage the cultural landscape of Kingston, and the CLMP provides this overarching management framework. The cultural landscape is subject to use pressures and natural influences, and balance is needed between catering for traditional practices and contemporary activities on the site that go towards making up the significance of the landscape, including its social value, and protecting and conserving heritage fabric. The visual setting and aesthetic values of Kingston, and the social values of the place, must be conserved and managed, as should significant vegetation, the spatial relationships between elements of the site, and all other attributes that contribute to making up the landscape.



Figure 7.5 Cattle grazing in Kingston.

Fragmented management of the cultural landscape affects the appearance, condition and visitor experience of Kingston, and the ability of the cultural landscape to transmit its heritage value. The conservation policies of the CLMP should be implemented for Kingston, but equally important is taking a ‘whole-of-landscape approach’ to ensure management of the cultural landscape is integrated into all decisions for the site, for example under the DCP and AZMP. Resolving issues related to governance and site management will also be essential to ensuring Kingston’s cultural landscape can be protected and celebrated.

7.7.1 Kingston Common

Kingston Common, or Precinct F, extends across public reserves that are protected under Norfolk Island legislation. The Common is managed under the *Public Reserves Act 1997* (NI), and each public reserve has its own plan of management, with particular objectives and requirements. The DCP assists in the interpretation of permissible uses or developments within the Common, and the plans of management for the public reserves are due for review.

Kingston Common is used for sporting activities and as a public place for which the Norfolk Island community feels a special affinity and right to use. Parts of the Common are used for cattle grazing, a traditional activity that contributes to the local economy, but this practice also creates significant environmental and water quality impacts and damages sensitive heritage fabric. The importance of the Common in expressing the heritage significance of Kingston, and contributing to its conservation and management, should be taken into account when planning for the site.

Refer to Policies 1.58–1.66.

7.8 Intangible Cultural Heritage

Kingston is a site associated with a rich intangible cultural heritage (ICH). The UNESCO *Convention for the Safeguarding of the Intangible Cultural Heritage* defines intangible cultural heritage as:

*the practices, representations, expressions, knowledge, skills – as well as the instruments, objects, artefacts and cultural spaces associated therewith – that communities, groups and, in some cases, individuals recognise as part of their cultural heritage.*¹⁵

ICH may be expressed in several domains, including but not limited to oral traditions and expressions, including language; performing arts; social practices, rituals and festive events; knowledge and practice about nature and the universe; and traditional craftsmanship.¹⁶ Australia is not a signatory to the ICH convention, but its provisions provide useful guidance for managing Kingston.

The ICH associated with Kingston is implicitly recognised in its National, Commonwealth and local heritage listings, which state the important social value of Kingston as a place that has been continually and actively used for residence, work, worship and recreation by the community since the Pitcairn settlers arrived. The site is frequently recognised as a ‘living’ heritage place, and the Norfolk Island community feels strongly about the practices and uses they associate with Kingston, such as cattle grazing and mustering, community celebrations and commemorations, and family gatherings and recreation. The ICH associated with Kingston is closely interconnected with the ICH of the Norfolk Island community more generally. It is also related to the tangible heritage recognised in Kingston’s National, Commonwealth and local heritage listings. Managing and conserving the ICH associated with Kingston contributes to conservation of these listed values. The cultural traditions associated with Kingston are discussed in Section 4.7.

Although Kingston’s unique culture and traditions are recognised, a clear, agreed understanding of the ICH associated with Kingston among the community or among site managers would benefit the site. Statements of social and intangible heritage are frequently generalised and high-level, and the current heritage listings are framed with reference to tangible elements and places rather than intangible activities or uses. It is not always clear which practices are and are not considered ICH. For example, some aspects of Kingston’s agricultural use are core elements of a significant cultural practice associated with the site, while other agricultural activities could be more practical matters without particular cultural importance. The historical and ongoing community involvement in conservation activities for Kingston is a process of knowledge sharing and transmission of skills that is likely to have intangible significance to the community. Some features of the traditions, shared knowledge and community identity that make up ICH have been captured in reports such as this HMP and the CLMP, but others (like the use of language and flax weaving) have been less explored.



Figure 7.6 Weaving flax hats on Norfolk Island.

Working with the community to better understand and identify the ICH associated with Kingston, and Norfolk Island more generally, is an important opportunity to protect and celebrate its unique cultural heritage significance. This identification is important because it can raise awareness about ICH, encourage the expression and practice of ICH, and provide a basis for making plans to conserve and manage the relevant ICH.

When there is uncertainty about the definition and significance of cultural practices that the Norfolk Island community associates with Kingston, the ability to celebrate and protect this heritage is constrained. Decisions about which practices are to be protected and supported may appear to be ad hoc, causing community concern.

In contrast, a clear understanding of the ICH associated with Kingston would give the community confidence in knowing which practices and uses will be recognised by all parties as significant, and enable them to make strategic decisions to protect and strengthen these practices for current and future generations.

This will also help ensure a balanced approach to decision-making about the site. Managing Kingston, a complex place with many layers of cultural and natural significance, requires decisions to be made about how to balance diverse elements, including community needs, heritage fabric, the cultural and natural landscape and the marine environment. A better understanding of the ICH associated with Kingston would mean that highly significant aspects of cultural practice could be better protected, while identifying where compromise is possible with the needs of other features of the site. Guidance such as UNESCO's *Guidance Note on Inventorying Intangible Cultural Heritage* and *Identifying and Inventorying Intangible Cultural Heritage* can assist this process.

Refer to Policies 2.1–2.9

7.9 Landholding Arrangements

Non-government landholders in Kingston are private landholders or Crown leaseholders. Kingston includes approximately 98 hectares of Crown lease land and 35 hectares of privately owned freehold. This land is mainly across the hillslopes, which form an important landscape backdrop to Kingston, but also partly on the plain, such as the All Saints Church and the grain silos near the Commissariat Store. Significant historic features associated with the phases of settlement at Kingston are located on some of these properties. The families of some landholders have occupied freehold properties for several generations. The landholders recognise that the site is an important part of Norfolk Island and Australian history, as well as a part of their own Pitcairner descendant and Norfolk Island heritage.

7.9.1 Landholders and Conservation

In the past, landholders expressed frustration with the perceived complexities of planning approval processes for Kingston. In response the KAVHA DCP was prepared, to give clearer development guidelines for private landholders.

Private occupation of land is part of Kingston's history. Landholders feel a strong affinity for Kingston and Watermill Valley, reflecting their own longstanding connections to this area. They would like to be regarded as partners in the management of the site.

There are opportunities to support landholders to deliver good conservation outcomes and to integrate this into decision-making processes. To be effective partners in management, landholders are also responsible for managing Kingston in accordance with the principles of this HMP, relevant rules and legislation, and other guidance documents. Although the Australian Government has oversight of Kingston as a World Heritage place, landholders conserve and protect its heritage values for the land in their control.

Landholders within Kingston are subject to the provisions of the EPBC Act and Norfolk Island *Heritage Act 2002* (discussed in detail in Section 5.3). They must get the required approvals under these regulations before undertaking activities that could affect Kingston's heritage values—for example, constructing new buildings or structures, undertaking works that could impact archaeological remains, or making changes that would impact on important historical views.

Private freehold land should be managed in accordance with the World, National and Commonwealth Heritage management principles. The key principle of these standards is that the objective in managing a heritage place is to identify, conserve, present, transmit to all generations and, if appropriate, rehabilitate its heritage values. To do this, landholders must care for and maintain heritage features within their heritage property and avoid activities that could damage these features.

Department staff should work alongside landholders to help them meet these responsibilities. Individual landholders play a unique role in the management of Kingston but may not have the resources or expertise to conserve and protect its internationally significant heritage values on their own. As the organisation with ultimate responsibility for the heritage values of Kingston, the Department may need to assist landholders with financial, practical or administrative support to help them effectively play their part in protecting Kingston's heritage significance.

The DCP provides guidance on regulatory processes. However, landholders could be assisted prior to the development approval stage, when making decisions about the maintenance of their land, to ensure they are supported in making choices with good conservation outcomes. By working together, all landowners and managers can seek to overcome issues that are spread across the site, including weed management (especially woody weeds on the slopes), erosion control, thinning of pine plantations and water quality. This could be supported by the development of short conservation guideline documents that provide quick, practical and easily followed advice and dos and don'ts for managing heritage in Kingston.

Financial assistance to private landholders may be needed from the Australian Government from time to time, for example if a highly significant piece of heritage fabric on private land needs specialist conservation and repair. As is standard when providing government grants or funding, financial support would be expected to have mutually beneficial terms that ensure the funding contributes to the long-term benefit of Kingston's heritage.

Similarly, the financial support that some landholders or Crown leaseholders may receive through beneficial leasing arrangements should account for the responsibilities for Kingston's heritage that come with these benefits. Currently, Crown leases have few provisions about the protection of heritage values, and where provisions exist they are general and high-level. As parties involved in the management of parts of Kingston, lessors and licence-holders have specific requirements to conserve, protect and promote Kingston's heritage significance, and it is important these conditions are complied with.

Newly drafted leases and licences should reflect these obligations in their terms, and historical leases and licences should be reviewed and revised as necessary to include requirements to protect heritage values, including the obligation to work with the Department where needed.

Landholders are represented by the community members of the KAVHA Advisory Committee and are included on the KAVHA Community Advisory Group, and this membership arrangement should continue. As the governance and management arrangements for Kingston are reviewed, other opportunities may be identified for integrating landholders into decision-making (refer to Section 7.10 for further detail).

Refer to Policies 3.1–3.7

7.9.2 Divestment of Property

Land within Kingston is owned and managed partly by the Australian Government through the Department, and partly by private landholders and leaseholders. The Commonwealth of Australia is the majority landholder in Kingston and has ultimate responsibility for protecting its heritage values under the World Heritage Convention.

The Australian Government should continue to retain the land that it owns and leases in Kingston, and should not divest property except in exceptional circumstances, for example if the legislative or management framework for Kingston changed to warrant its transfer to another entity that becomes responsible for the management of Kingston. Retaining land management under Australian Government control will help it to effectively meet its legal obligations to protect Kingston’s heritage under the World Heritage Convention and EPBC Act. It will also mean that the Department can implement strategic planning for Kingston across the site, for example delivering the proposals of the Site Master Plan within a clear site management framework.

From time to time, landholders in Kingston may wish to divest their property or leaseholders may wish to end their leases. In these cases, the Department should ensure that information is available for new landowners/leaseholders on their obligations to protect Kingston’s heritage, particularly through establishing lease terms for new Crown leaseholders.

The Australian Government should investigate the feasibility of purchasing or leasing land that comes up for sale in Kingston, particularly if it contains significant heritage assets or land needed for site operational purposes. This could benefit the conservation of Kingston and streamline its governance, improving the site management experience for users. The benefits this offers for improving delivery of a unified management approach across the site, with consistent maintenance, interpretation, visitor experience and conservation standards, must be considered against the significance of ongoing community occupation and use of Kingston. In particular, any changes in land tenure must not prevent the Norfolk Island community from using the site and practising its cultural traditions.

Refer to Policies 3.5–3.7.

Theme 3—Governance and Capacity

7.10 Current Governance and Management Context

The current governance of Kingston is an evolving system that is working to reduce complexities for the community, staff and site users to understand and support the site to reach its full potential.

Kingston's governance model should support the best practice management of the site and provide the Australian Government with the capacity to meet its obligations under the World Heritage Convention. Although there are complicated legal, management, financial, administrative and operational issues facing the future management for Kingston, work is under way to implement practical resolutions to these issues.

Meeting the requirements for protection and management of a World Heritage property is one of the three key pillars of Outstanding Universal Value under the World Heritage Convention (refer to Section 6.2). Effective governance ensures this requirement is being met, and that the condition, integrity and authenticity of a place's heritage values are conserved and protected. Because Kingston makes up just one part of a serial listed World Heritage property, ineffective management and deleterious impacts on the site could have negative consequences for the state of conservation of the Outstanding Universal Value of the Australian Convict Sites as a whole, and its ability to meet the World Heritage eligibility requirements.

The current governance arrangements place overall responsibility for management of Kingston with the Australian Government, currently managed by the Department. This reflects the Australian Government's role as the State Party under the World Heritage Convention. NIRC is responsible for matters such as development applications, permits for public reserves, and visitor and tourism information. Building and ground maintenance and museum staff functions formerly delivered by NIRC under a service delivery agreement have, since mid-2022, been seconded to Departmental management under a memorandum of understanding.

The Department's core responsibilities relate to the development and delivery of major infrastructure policies and projects. As a heritage site, Kingston has unique requirements around accommodating development and major works. Its significance makes it highly sensitive to major projects that may be uncontentious in other locations. It also opens up opportunities to access funding and identify and implement important projects that may not be accessible to other heritage sites.

At the time of preparing this report, the governance of Kingston is under review. The review seeks to identify an effective model that will best allow Kingston to meet its vision and be managed and conserved into the future to a high standard. The finalised governance model for Kingston will allow for strategic decisions to be made about the site's future and for appropriate parties to be allocated responsibility for carrying these forward and delivering on outcomes over time. The priority objectives include establishing a mechanism for collecting, retaining and reinvesting revenues; empowering local decision-making; and ensuring that management is effective in providing good heritage outcomes for the site.

Refer to Policies 6.1–6.10

7.10.1 Revision of Governance and Management Framework

Effective governance of Kingston is a priority of the Department and the KAVHA Advisory Committee. A 2010 governance review by the Attorney-General's Department identified that there were complicated legal, management, financial, administrative and operational issues concerning the management of Kingston.¹⁷ At this time, the KAVHA Management Board was in place, created under a Memorandum of Understanding between the Australian and Norfolk Island governments. The review found that the Board could only make recommendations and there was no single entity responsible for implementing these. The review recommended the creation of an entity for Kingston with responsibility and control of its own financial and other corporate functions, not relying on third parties.

The 2016 HMP also identified the importance of governance in managing the site. The KAVHA Management Board was replaced by the KAVHA Advisory Committee in 2015. This committee was established to provide expert and independent advice to the Australian Government on the management of Kingston. Since 2016 further progress in governance has occurred. The KAVHA Community Advisory Group was established in 2019 to provide input to the management and conservation planning and actions at Kingston. In 2020 consultation was undertaken with the Norfolk Island community to inform future planning for the island, and the outcomes of this consultation are being incorporated into an ongoing review of governance.

In addition to opportunities, the organisations currently responsible for governance of Kingston have a variety of limitations on their operational powers and responsibilities, which constrains implementation of effective management. Multiple entities work in Kingston, including several different areas of the Department and the NIRC, and division of responsibilities and lines of decision-making could be improved and clarified, including opportunities to ensure information is efficiently shared within the Department—governance review is progressing work towards this goal.

As an Australian Government department, the Department is subject to Australian Government policies relating to issues such as staffing and recruitment abilities, and standard government budgeting frameworks. This has implications for the Department's staffing numbers and ability to employ specialist staff. The Department is also not able to directly access government grant funding. Recent initiatives have seen an increase in staffing numbers and the engagement of additional heritage expertise through contracted services. An increasing number of Departmental staff are based on-island, and a director-level position has been created to oversee matters relating to Kingston specifically.

Kingston is managed through a range of Commonwealth and continued Norfolk Island legislation. These regulations have varying lines of authority, and efforts are being made to better clarify responsibilities on-island for Kingston, which are shared across the Department and NIRC. Since mid-2022, arrangements for Kingston staff have been revised, and maintenance and museum staff are now seconded to the Department, rather than working under a service delivery agreement between the Department and NIRC.

As the relevant local government authority, NIRC will have an ongoing role through its responsibilities for planning and development under the *Planning Act 2002* (NI), particularly through administration of the KAVHA DCP, and for public reserves under the *Public Reserves Act 1997* (NI). To facilitate greater coordination in decision-making, the current governance review recommends that updated

plans of management be prepared for the public reserves within the site that include a requirement that the Conservator consult with the Department's heritage staff prior to approving activities in public reserves in Kingston. Further analysis should be undertaken to identify how NIRC's roles with respect to Kingston should be aligned with the responsibilities of other agencies.

The Department's resolution of the governance structures of Kingston continues to be a priority for the Advisory Committee. The overarching aim is to effectively conserve and present the site. Due to Kingston's small scale and unique characteristics, a suitable governance structure that effectively addresses the opportunities and constraints identified in this section is an imperative.

The finalised governance model for Kingston should also allow for strategic decisions to be made about the site's future and for appropriate parties to be allocated responsibility for carrying these forward and delivering on outcomes over time. A suitable governance model will also support the financial resourcing of Kingston. Organisations responsible for the governance and management of Kingston should have the appropriate tools, resources and division of responsibilities to ensure its ongoing conservation and management.

The chosen governance model for Kingston should consider the input of the Norfolk Island community, and the paramount consideration must be to ensure that it is effective in providing good heritage outcomes for the site.

Refer to Policies 6.3–6.9

7.11 Framework of Heritage Legislation and Regulations

Kingston is protected under the EPBC Act and Norfolk Island legislation. This HMP enshrines a commitment to collaboration and coordination between the Australian Government and NIRC in the regulation and conservation of Kingston. This framework should continue to be strengthened over time to provide effective oversight and protection of Kingston's heritage values.

Unlike many other heritage places, Norfolk Island's unique status and governance history means there is no state or territory equivalent legislation for heritage protection. Within Australia's 'tiered' heritage system, local, state/territory, national and international heritage regulations work in concert to protect different aspects of Australia's heritage. State/territory-level heritage legislation typically regulates activities that are more significant and complex than would be dealt with by a local government authority, but not impactful enough to trigger federal legislation. Without an equivalent to state/territory-level heritage protection, statutory heritage regulation on Norfolk Island relies on the federal-level EPBC Act and the local Norfolk Island *Heritage Act 2002*.

The EPBC Act is poorly adapted to protect heritage below National and World Heritage significance and to provide oversight for low to moderate intensity activities, which may not warrant referral under the EPBC Act, but would benefit from heritage advice and guidance. The trigger for referral under the EPBC Act is 'significant' impact, but actions may detrimentally impact Kingston's heritage without reaching a significant impact threshold, leaving these impacts uncontrolled. The Department is also required to avoid all adverse impact on Kingston's heritage values, but this EPBC Act requirement does not apply to non-Commonwealth entities. In addition, multiple lower-impact activities may combine to create a cumulative impact on the heritage significance of Norfolk Island, an effect that needs to be identified and accounted for. Activities outside the boundary of Kingston can also impact on its heritage values and degrade its natural and cultural attributes: for example, new developments

with visual impacts, or water management practices that result in poor-quality water flows through to Kingston.

The Norfolk Island *Heritage Act 2002* has controls and supporting measures to protect Norfolk Island's heritage, such as an approvals process, creation of a panel of experts and conservation fund, yet the systems are not in place to deliver these. For example, there is currently no panel of experts to advise on approvals, nor is there a conservation fund. This places further reliance on the EPBC Act to protect Kingston's heritage values (and heritage on Norfolk Island generally). The KAVHA DCP provides information on which activities and developments could be approved at the site, but partially relies on the Heritage Act for some of the processes for development applications.

Opportunities must be investigated for regulatory or legislative reform that would ensure more effective heritage regulation. For example, reviewing and updating the Heritage Act, or adopting or adapting high-quality state or local heritage legislation as a template for Norfolk Island. This would improve heritage protection for Kingston and provide more clarity and certainty for site managers and users, so actions would be approved by the appropriate level of government for their scale. This may also facilitate improved consistency in management of other heritage places on Norfolk Island, for example the Arched Building at Longridge. Existing systems could be drawn on to support current processes—for example, the KAVHA Advisory Committee may be able to play a role in advising on development applications.

Until this reform occurs, it is important to ensure that this HMP is followed as a guiding management document for Kingston, along with the best practice standards outlined in Section 7.1.2.

Refer to Policies 6.1–6.10

7.12 Resources and Funding

7.12.1 Conservation and Management Resourcing

Resources are recognised by UNESCO as one of the three key necessary elements of a management system for World Heritage properties.¹⁸ Adequate resources and funding are important to ensure Kingston's heritage values can be effectively conserved and managed. Kingston's forecasted funding needs currently exceed the recent trend of its budget allocations.

The Department's KAVHA Asset Management Plan, published in 2020, highlighted the need for significant expenditure in the forward estimates to allow maintenance and conservation projects to be progressed in a timely way to avoid further deterioration of the heritage assets.

Capital works funding for Kingston is allocated on an annual basis from the Territories Administered Capital Budget. Underfunding of capital works projects places a burden on the maintenance budget for Kingston. Assets or fabric that were due to be conserved or upgraded under the capital works program may instead require additional maintenance past their replacement date. The maintenance budget can also be diverted to capital works away from required maintenance tasks. The Asset Management Plan maintenance cost-estimates include building maintenance, mechanical, electrical and hydraulic repairs, and road assets and sewer works. They do not cover capital works.



Figure 7.7 Works in progress at the blacksmith's shop, known locally as 'Munna's', 2022.

Australian Government funding for the site has increased significantly in recent years, leading to some improved outcomes in conservation and visitor services. However, staffing and funding constraints could result in delays to critical maintenance, a backlog of capital works projects, and could compromise the implementation of major site activation and engagement projects.

Insufficient resourcing could escalate to a critical risk to the World and National Heritage values of Kingston if heritage fabric is poorly maintained and conservation issues are not addressed early. Both regular maintenance and capital works are essential to the protection of Kingston's heritage values and compliance with the Australian Government's obligations under the EPBC Act and World Heritage Convention. Compliance with these obligations can be the subject of scrutiny from the general public and from groups such as the World Heritage Committee and Australian Convict Sites Steering Committee via reporting requirements.

Financial resources should be increased, and projects that benefit the conservation, protection and promotion of Kingston's heritage values should be prioritised for funding—for example, supporting the conservation of heritage fabric that is in poor repair, or delivering interpretation infrastructure. Security of future funding has important implications for attracting and retaining expert staff, which is particularly important in the context of Norfolk Island's remote location.

There is the opportunity to prepare a strategic vision for funding for Kingston, engaging with the need for ongoing and adequate resourcing for the effective conservation of Kingston's heritage values to a standard commensurate with its international significance. The Site Master Plan will be an important resource for this forward planning.

Funding for Kingston and Other Heritage Places on Norfolk Island

In addition to Kingston, there are other Commonwealth-owned heritage sites on Norfolk Island that the Department is responsible for, such as the Arched Building at Longridge and Cascade Reserve, which are both Commonwealth Heritage-listed.

Consideration should be given to each Commonwealth Heritage place on Norfolk Island having sufficient and distinguishable resourcing. Ensuring funding for each place is clearly allocated benefits all heritage places by creating an accurate record for how resources are being spent, to inform strategic decision-making and adjustments to future funding needs. This will contribute to positive heritage outcomes for Kingston and other heritage places across the island.

Refer to Policies 6.11–6.18

7.12.2 Funding Opportunities

The Australian Government provides direct funding for Kingston; however, the site and the Department have limited access to Australian Government grants programs, particularly the Australian Heritage Grants Program, one of the few heritage grant opportunities for National Heritage places.

The Department now has the ability to facilitate the reinvestment of revenue in the site through the inclusion of Kingston in a Special Account.

Another option being explored is the potential for non-government institutions or organisations to seek Australian Government grant funding for projects in Kingston, which can assist with developing partnership relationships.

Some activities in Kingston (e.g. the Golf Club) operate financially independently, in some cases benefitting from below-market-rate lease arrangements. Consultations for the Site Master Plan have reinforced the desire for further commercial activity at the site. At present, there is no direct financial contribution from private tourism operators in Kingston towards conservation and management, and tourists do not pay a fee to visit the site.

The Norfolk Island community is against imposing an entry fee on the site for islanders; this is not being considered as an option. However, the need for increased funding is widely acknowledged, and there are many ideas across the community as to how this could be achieved, including a fee or levy on tourists or supporting the introduction of additional sustainable commercial activities.

Kingston is a key contributor to the Norfolk Island economy, and that reinvesting revenue generated from the site could improve visitor experience and conservation funding, in turn generating increased visitation. A Site Master Plan is being developed to provide a design framework to consider potential future opportunities for the site. The Site Master Plan will guide potential future development, balancing cultural heritage values and statutory heritage obligations with the current and future needs and expectations of site users (the Norfolk Island community, visitors and tourists) to ensure the site has a sustainable future.

Identifying and drawing on all possible sources of revenue for Kingston is important for its ongoing resourcing and sustainability into the future. A suitable governance model is also important to maximise these opportunities, which are being considered as part of the governance review. A governance model that activates opportunities to receive and reinvest income, access grant funding, and draw on other income streams such as charitable donations will reduce Kingston's reliance on the core government budget to fund all aspects of its functions and management.

7.13 Staffing and Human Resources

7.13.1 Staff Roles and Responsibilities

The Department currently employs a director (EL2-level officer) responsible for KAVHA on a permanent ongoing basis. This director has oversight of the management of Commonwealth-owned heritage on Norfolk Island, and is leading the Kingston governance review. The director is located on-island and supported by a site manager, an archaeologist and a small number of island and Canberra-based staff.

The placement of Australian Government staff on-island allows the Department to be more closely engaged in the management of Kingston and to coordinate its management with other services on the island. It also allows for the ongoing development of relationships between the Australian Government and the Norfolk Island community, as important custodians of Kingston's heritage. Commonwealth staff have multiple responsibilities across Kingston and Norfolk Island more generally. Employing staff with heritage expertise based on Norfolk Island to oversee conservation of Kingston's heritage values is an important part of the site's management. Due to the remoteness of Norfolk Island it is important to have expertise on-island in conservation practice, staff, project and organisational management, and building stakeholder and community relationships.

The roles of Kingston's heritage staff include:

- directing and managing the maintenance of public infrastructure within Kingston in accordance with Australian Government requirements, applicable federal and territory laws, agreed plans, specifications and building codes
- managing budgets and reporting on Kingston's financial activities and status
- leading and managing Kingston staff
- developing measures to collect and distribute information regarding conservation and promotion activities undertaken within Kingston
- developing strategic plans for Kingston
- facilitating achievement of Kingston's objectives by developing and maintaining relationships with stakeholders
- developing and maintaining effective workplace health and safety (WHS) standards, disability access and public safety within Kingston.

Most of the staff working within Kingston are NIRC employees seconded to the Department, split between maintenance of the grounds, gardens and buildings, Norfolk Island Museum, and the operation of the Research Centre. Many of these staff are included within a works crew of approximately 12 tradespeople (responsible for the conservation and maintenance of buildings, structures, gardens, landscape and infrastructure), and museum staff. The secondment in 2022 of maintenance and museums staff under the oversight of Department has streamlined the management arrangements for Kingston and facilitated a more coordinated approach to conservation across the

site. This also provided an opportunity for the Kingston maintenance team to provide a more dedicated conservation service for Kingston, rather than being diverted to other projects.

Government House grounds maintenance and staff are contracted directly to the Office of the Administrator and work separately to the NIRC maintenance staff. Future opportunities may exist to consolidate these activities.

Refer to Policies 6.19–6.32

7.13.2 Skills and Training and External Advisors

Norfolk Island's remote location means ensuring staff with the necessary skills and expertise are available to work at Kingston is an important challenge that must be addressed. Kingston staff on-island must maintain and develop their skills, and expert advice from outside Norfolk Island may need to be engaged when the relevant skills are not available on-island.

Kingston's maintenance crew is island-based and plays an essential role in the site's conservation. The relatively small works crew is skilled and experienced enough to undertake the required maintenance work on the grounds, gardens, buildings and structures, supplemented where necessary by specialist trades.

In response to the KAVHA Economic Feasibility Study, increased funding and a cyclical maintenance program have been established, embedding the role of the Kingston maintenance team in the management of the site. The 2016 HMP recommended that a skills training and trades program should be developed for conservation works, to support the Kingston maintenance team in developing and transferring skills and experience. The 2019 Heritage Maintenance Manual for the site also includes a commitment to traditional skills development. Enhanced training and the development of improved maintenance guidelines and a cyclical program has improved the team's capacity to undertake effective conservation. Skills training for the Kingston maintenance team was undertaken in 2018–19 and 2019–20, and staff have also attended training in Tasmania at Australia's best course for traditional building skills, the Longford Academy. Skills brought back have led to the reintroduction—after a 30-year lapse—of lime mortar production, lime plastering and lime washing in preference to use of synthetic materials that are now known to be damaging to heritage structures. Staff are developing skills in the application of lime wash and copper as surface treatments that recreate the original materials palette used at Kingston until the 1950s. They are also developing timber use on-island, including the production of traditional timber roofing shingles.

Ongoing training and professional development opportunities for the maintenance team and other staff should continue to be provided, as well as opportunities to transfer intergenerational knowledge about the care and conservation of Kingston. This could be integrated with the work to identify and support the ICH of Kingston, which identifies the transmission of knowledge as a core element of ICH practice (refer to Section 7.8 for further detail).

Although the Kingston maintenance crew has expertise in heritage conservation, other parties also undertake works at Kingston that affect its heritage fabric. These include other permanent Australian Government and NIRC employees and external contractors. The heritage and conservation skills of these other parties may not necessarily be as advanced as those of the Kingston maintenance team, and works undertaken without heritage advice or oversight present a risk to heritage values. All parties undertaking work at Kingston must be either suitably qualified to undertake work at a heritage site of

Kingston's international importance, or should act under the approval or oversight of a qualified individual. Induction on Kingston's heritage values and familiarity with this HMP is essential.

In some cases, expertise needed to help manage Kingston is not available on-island. For example, where there are complex issues relating to heritage management and conservation, museums, heritage architecture, specialist engineering and specific heritage trades. Technical knowledge and expertise in governance, public communication, business, tourism or other areas may also be useful. The Department may recruit permanent staff or temporary contractors/consultants with these skills depending on the scale of advice needed and the nature of the project. In these cases the roles should be advertised widely to capture the broadest possible group of potential applicants. Recruitment should prioritise engaging staff with skills that are of most practical benefit to Kingston's conservation.

Refer to Policies 6.24, 6.25, 6.31

7.13.3 Museum Staffing

The Norfolk Island Museum consists of five exhibition centres, displaying both Commonwealth-owned and Norfolk Island Museum Trust community-owned collections. The museums (including the Research Centre) are currently staffed by three permanent staff, casual museum and research centre attendants, and volunteers from time to time. Management responsibility for the museum was seconded from NIRC to the Australian Government in 2022. The Museum Manager is located on-island and has oversight of the day-to-day operations of the museums and collections and of interpretation at Kingston.

Museum staff work across multiple locations, delivering interpretation and collections management; however, the existing staffing structure is insufficient for the scale of collections and locations that need to be managed, and these levels are also under review, particularly to avoid circumstances that may require museum locations to be unexpectedly closed to the public. The resourcing challenges have led to a backlog in collections management and conservation, presenting risks that include but are not limited to objects falling into poor condition, significant items being lost because of insufficient records and other problems, and staff burnout. The concentration of institutional knowledge in a handful of people is also a risk to the collections housed in Kingston (as well as to staff wellbeing). These risks have been recognised as a high priority for attention by Kingston staff, the KAVHA Advisory Committee and by the community (in recent community consultation for the Site Master Plan). They present, in turn, a risk to the World and National Heritage values of Kingston.

Additional staffing, and consolidating museum and research centre locations, will benefit effective management of Kingston's heritage values. It would offer opportunities to improve workload distribution among current staffing levels. The possibility of consolidation is recognised in the Site Master Plan, which recommends the development of a purpose-designed storage facility and a multi-winged museum complex or zone. These facilities would require a workforce plan to suitably engage and enable employment opportunities and skills development for Norfolk Islanders.

A training program for museum staff would contribute to continuing improvements in the conservation and management of artefacts in the Research Centre and Museum.

Refer to Policies 5.18, 5.19

7.14 Monitoring, Record Keeping and Reporting

7.14.1 Monitoring

Monitoring heritage places and their values is an important management tool. The EPBC Act requires the Department to assess and report on the condition of the heritage values of Kingston. By monitoring the condition of values, fabric and other elements, it is possible to measure changes and evolution in Kingston's heritage values.

The Department should use the cyclical maintenance program for Kingston (refer to Section 7.2.2) to inspect and monitor the condition of Kingston's heritage values and fabric, identify any conservation issues, and record findings. Monitoring of other specific issues like water quality and safety hazards should also be recorded.

The findings of monitoring provide a baseline of information to identify changes in condition and conservation issues to address, and should be used by the Department to inform decision-making. The Department should monitor reporting for any changes or trends in the condition of Kingston that are revealed through this data, for example increasing decay of certain materials. This will also inform monitoring of the condition of the heritage values and assist with reporting on changes in the HMP every five years.

This HMP gives numerous policies and actions to implement for the management of Kingston, and monitoring of their implementation should be part of this process. This will inform the HMP review report, which must be prepared every five years under the EPBC Act.

Refer to Policies 1.51–1.57, 6.48–6.53,

7.14.2 Record Keeping

Record keeping is essential to effective heritage management of Kingston. Maintenance and conservation work undertaken, observations from monitoring and other changes should all be recorded in a centralised location. These records will ensure current and future site managers can understand issues such as conservation trends, the extent of original and repaired/reconstructed fabric, the history of funding, decision-making and cyclical conservation priorities, and avoid duplications or conflicts in management decisions from lack of information.

The Burra Charter highlights the importance of creating a record of significant places prior to any changes occurring. Prior to undertaking any changes, including conservation works or any new development, adequate records (ie a photographic record accompanied by a detailed description) of the existing fabric and condition of the elements should be prepared.

Alternative methods of recording aspects of the site could also be explored, such as preparing oral histories by former workers, residents, visitors and users of the place, or by digitally recording the site through video or 3D mapping. These methods are also useful for interpretation initiatives.

One of the challenges at Kingston is the lack of a centralised data and information management system, which would help effective monitoring and record keeping. This is discussed further at Section 7.15.

Refer to Policies 4.17, 4.18, 6.48–6.53,

7.14.3 Reporting

The findings of monitoring and conservation works should be reported to the appropriate decision-makers for Kingston.

An annual report on the condition and management of Kingston should be prepared and provided to the responsible authority within the Department, the KAVHA Advisory Committee, the Australian Convict Sites Steering Committee and DCCEEW. Any specific conservation or management issues (such as urgent conservation concerns) that arise in relation to Kingston should also be reported to ensure decision-makers about Kingston are fully informed. This report should also cover progress on implementation of the HMP, and can inform the five-yearly HMP review report.

External reporting requirements for Kingston include EPBC Act reporting to the Minister for the Environment and Water, as outlined in the Department's Heritage Strategy, and Periodic Reporting to UNESCO under the World Heritage Convention, which is delivered by Australia to the World Heritage Committee approximately every eight years. DCCEEW must also report to UNESCO on significant projects or impacts at World Heritage sites—this information must be provided to DCCEEW by the Department when any such projects or impacts occur.

Opportunities for public reporting on the condition and management of Kingston should be identified, empowering the community to feel engaged and informed about the site's management. For example, an annual update should be published for the Norfolk Island community on the implementation of the HMP and the status of KAVHA's heritage.

Refer to Policies 6.48–6.53

7.15 Information Management

Effective information management is essential to support evidence-based decision-making for Kingston.

Understanding the state of conservation of Kingston's heritage attributes and values, change that has occurred over time, and the needs and pressures on the site are all pieces of information that are needed to determine whether a management system is working effectively and meeting Australia's obligations under the World Heritage Convention. Regular monitoring, record keeping and reporting ensures this information can be gathered and shared between site management organisations.

The extensive repository of reports, documentation and other information on Kingston presents an opportunity for a coordinated and accessible information management system. More recent documents are easier for Kingston's managers to access, but many older management documents from the 1970s/1980s onwards that have valuable data on the management history of Kingston are stored in a variety of locations, including the Department's office at No. 11 Quality Row, the Research Centre, and with individual roles such as the Cemetery Sexton. Little of this material is digitised, and cataloguing systems vary and are not integrated. The volume of management documents for Kingston makes it difficult to analyse and draw useful conclusions from the material available, and new records will continue to be created.

Information on Kingston should be accessible in a central database, preferably both a physical and a digital repository. The existing Research Centre would be well placed to be expanded into a more

comprehensive Kingston research centre, where all records could be readily accessed and stored (supported by off-site storage as needed). The Asset Management Plan (2020) recommends the procurement of an asset management information system for Kingston, which could provide the opportunity to improve record keeping for Kingston. An options study would need to be conducted to ascertain all available options and decide the most suitable approach. Norfolk Island's remote location means an electronic database would be particularly beneficial by enabling those managing Kingston on-island and on the Australian mainland to all access and share the same information in real time. There is the opportunity to catalogue and digitise Kingston's records to create this comprehensive central database.

Making this information accessible to all bodies that have management and decision-making responsibilities would benefit Kingston, ensuring that all decision-making occurs with a shared baseline of understanding. In addition to recording the site prior to undertaking changes, this information would serve as a useful reference tool, including for interpretation opportunities.

Effective and accessible information management will also strengthen community engagement, empowering the community to feel engaged and informed about the management of the site. Any public-facing element of this information management system should complement the internal system.

Refer to Policies 4.15–4.25

Theme 4—Sustainability

7.16 Sustainable Development

Sustainable development is an important aspect of protecting the heritage values of Kingston, ensuring that they are conserved for future generations. Sustainably managing Kingston's heritage values requires a holistic approach that considers Norfolk Island's environment, cultural values, and traditional and deep emotional connections to place. It can improve tourism opportunities and engage people in joint stewardship for the management of Kingston and the economic success of Norfolk Island.

Sustainable development facilitates the long-term goal of sustainability for Kingston, for Norfolk Island, and for the broader environment. Kingston holds both natural and cultural resources for Norfolk Island, and sustainable development occurs through four key elements of society, environment, culture and economy.¹⁹ These dimensions are all considered for their contribution when planning for a sustainable future. The EPBC Act outlines a set of principles of ecologically sustainable development that should be considered as a reference point when making decisions about Kingston:

- a) *decision-making processes should effectively integrate both long-term and short-term economic, environmental, social and equitable considerations;*
- b) *if there are threats of serious or irreversible environmental damage, lack of full scientific certainty should not be used as a reason for postponing measures to prevent environmental degradation;*
- c) *the principle of inter-generational equity—that the present generation should ensure that the health, diversity and productivity of the environment is maintained or enhanced for the benefit of future generations;*
- d) *the conservation of biological diversity and ecological integrity should be a fundamental consideration in decision-making;*

- e) *improved valuation, pricing and incentive mechanisms should be promoted.*²⁰

Using a sustainable development approach to the management of Kingston also contributes towards achieving the United Nations' 17 Sustainable Development Goals,²¹ which include ensuring access to affordable and clean energy, climate action, building resilient and sustainable infrastructure, making sustainable cities and communities, ensuring responsible consumption and production, and conserving and sustainably using land and water. The Sustainable Development Goals were established in 2015 and are intended to be a 'blueprint for peace and prosperity for people and the planet, now and into the future.'²² The goals are a call to action to achieve this purpose. This global goal is also beneficial to Norfolk Island, and so the managers of Kingston should respond to these calls to action.

Kingston is a unique heritage site, being situated on a remote oceanic island. The Operational Guidelines note that effective management includes managing the broader setting of a site, because of the setting's role in supporting a site's Outstanding Universal Value.²³ The environmental management and sustainability of Kingston is inextricably linked with the sustainability of the island and with its global context, considering Norfolk Island's vulnerability to threats such as climate change and pandemics. Sustainability principles and controls should be implemented across Norfolk Island to ensure that the sustainability of Kingston and its heritage values can be maintained, and to address the environmental impacts that come from outside the site boundaries. Issues such as water quality, energy consumption and waste management must be managed at an island-wide level if Kingston is to be effectively managed. A sustainable approach avoids issues such as over-reliance on imported materials, with associated variations in supply, cost, difficulty of imports, and susceptibility to external forces like extreme weather events and pandemics, ahead of local resources. As stated in the Norfolk Island Environment Strategy 2018–2023, 'the future of Norfolk Island is directly linked to the sustainable use and preservation of the Island's natural resources'.²⁴

On Norfolk Island and within Kingston itself, sustainable development practices may be implemented through multiple avenues. The preservation of natural resources should be encouraged as part of the relationship between people and the environment. Reductions in energy and water consumption may be achieved through the application of environmental sustainability initiatives. Renewable energy sources, appliances and mechanical systems should be investigated and, if appropriate, used to reduce energy consumption and improve the carbon footprint of the heritage place. Methods of improving water quality and efficiency should also be investigated and implemented.

Opportunities exist to draw on Kingston's position as part of the Australian Convict Sites World Heritage property as a trigger for sustainable economic development, attracting investment in projects and programs, and supporting locally based jobs that can enact a sustainable approach to land use, consumption and production. High-quality conservation should be undertaken to mitigate risks related to natural and human-made disasters, such as climate change and severe weather events. Meanwhile, acknowledging and conserving the diversity of Kingston's natural and cultural heritage will enhance the community's sense of place and the environment as a common good.²⁵

Refer to Policies 3.97–3.108

7.17 Climate Change

The impacts of a changing climate will increasingly affect both cultural and natural heritage values throughout Australia and the world. The 2021 Australian State of the Environment report identified

rising sea levels, extreme weather events, changing rainfall, rising temperatures and fire as climate threats to heritage places.²⁶ Kingston's position on a low-lying plateau on an isolated Pacific island means that it is vulnerable to all of these risks of climate change, which is a significant issue for the survival of the site.

The risks to heritage fabric coming from Norfolk Island's environmental conditions of mild to warm temperatures, extreme weather events and water inundation are expected to intensify from the effects of climate change. The location of Kingston at sea level presents obvious risks to the site considering the forecasted global 0.7 metre rise in sea levels by the end of the century as an impact of climate change.²⁷ Climate models predict that Norfolk Island's spring and winter will be drier in future, and the frequency and severity of dry periods will increase. As identified by the CSIRO:

*annual and seasonal temperatures for Norfolk Island are also projected to increase into the future. Seemingly small long-term reductions in rainfall can result in large reductions in groundwater recharge and runoff.*²⁸

Specific climate change risks to cultural heritage identified in 2019 by ICOMOS's Climate Change and Heritage Working Group include:

- increased rate of chemical decay of artefacts due to temperature fluctuations, increased humidity, increase in pests etc
- accelerated structural deterioration or degradation, for example from increased crystallisation of efflorescent salts, deterioration of building fabric due to extreme temperature cycles
- erosion and site damage from flooding, extreme weather events and rising water tables, with associated corrosion, risk of mould, coastal erosion etc
- impact on cultural landscapes from loss of flora and fauna, changes in capacity to grow traditional crops and the need to alter traditional landscape practices
- inability to engage in traditional practices and transmit ICH due to changes to their relevant environmental context.²⁹

Kingston's natural heritage is at risk from degrading water quality, decline or loss of native species, coral bleaching and increasingly extreme weather fluctuations. The coral reef surrounding Kingston also protects the site from inundation and storm surges from the sea.

Kingston must be a resilient heritage place to ensure it can cope with these present and future threats. Good management is essential to achieving this. Addressing the opportunities and constraints identified in this HMP, such as governance, conservation practice, training and development of expertise and community engagement, will strengthen Kingston's heritage fabric and management framework and put it in the best position to adapt to the impacts of climate change.

In addition, practical measures should be taken to mitigate and adapt to the risks and impacts of climate change. Site-specific investigation is needed into how climate change will impact Kingston and which aspects of its heritage are most at risk. A strategic plan should be prepared to address these risks and this should be integrated into the management of the site.

Refer to Policies 3.106–3.108

7.18 Sustainable Conservation Practice

Well-maintained heritage is important to ensure the long-term sustainability and resilience of Kingston as a heritage site. Future repairs should retain as much of the existing fabric within Kingston as possible and maintain it in good condition so that it has a long life. New works should endeavour to retain, re-use and complement the existing site material, which is of a high standard, rather than replacing it with new fabric. When original replacement materials are not available, local and sustainable replacements should be sought—for example, on Norfolk Island stone was quarried from nearby Nepean Island and may be able to be sourced from there again. In contrast, local sand mining in Kingston is no longer sustainable and is detrimental to its heritage significance, and other sources should be found.



Figure 7.8 Ruins of the Crankmill, made of local rubble calcarenite limestone, 2021

Any systems to enhance the long-term sustainability of Kingston should be installed in a way that respects the heritage values and does not detract from significant elements or views. Heritage advice could be sought to provide advice on environmental sustainability initiatives and manage potential impacts to heritage values.

Refer to Policies 3.97–3.105

7.19 Sustainable Cultural Tourism

7.19.1 Compatible Tourism Uses

Kingston is a fundamental part of the Norfolk Island tourism industry as a must-see attraction that is included in virtually every tourist's itinerary. Many Norfolk Island people are employed in the tourism industry, often on a part-time or casual basis, depending on seasonality, visitation levels and the nature of tourism events. If managed appropriately, tourism can contribute to local economic development and the long-term sustainability of both the site itself and the local community. It can also serve as a key interpretive tool. Tourism at Kingston must be sustainable and compatible, and serve the overall objectives of protecting, conserving, presenting and transmitting Kingston's heritage values for the benefit of current and future generations.

In the context of tourism at Kingston, sustainability involves a core obligation to look after the place itself. Kingston's heritage is a local resource that must be sustained for the benefit of the community, for the social, cultural, economic and environmental contribution it makes to Norfolk Island. In practice, this means that tourism activities, though welcome, must not adversely impact either the natural or cultural environment. Activities that support local traditions and cultural expressions, or that can promote economic benefits for local people, should be encouraged.

Tourism that is offered purely for commercial purposes without benefitting Kingston's heritage values, or that prioritises commercial concerns over Kingston's heritage fabric and significance, is an incompatible use and should not be permitted on site (refer to Section 7.3.2 for further discussion of compatible uses). Tourism activities must not cause physical damage to significant historic fabric or cultural traditions, and must not cause wider environmental impacts such as erosion or pollution. Overcrowding should be avoided so that the visitor experience of Kingston is not detrimentally impacted. The 'carrying capacity' of heritage sites in light of growing tourism trends such as cruise ship tourism has attracted concern from UNESCO and other bodies.

Tourism should also promote sustainability and conservation of the intangible aspects of Kingston's heritage significance—the interpretation of Kingston's heritage values by tourism operators should accurately and effectively communicate its history and heritage values. Accurate presentation of Kingston's heritage significance is an opportunity to strengthen and sustain Kingston's heritage as a cultural resource. Inaccurate or ineffective cultural tourism can distract from and undermine people's understanding of Kingston's history and heritage values.

It is therefore appropriate that tourism is proactively managed through a collaborative and two-way process involving Kingston site managers and local tourism industry representatives. Consideration of proposals for new tourism activities should have particular regard to potential impact on natural or cultural values and the quality of the visitor experience.

Refer to Policies 3.28, 5.20–5.32

7.19.2 Tourism Opportunities

Tourist numbers have declined generally over the last decade, but there has been some recent improvement, likely the result of effective marketing by Norfolk Island Tourism and the impact of cruise visitation. The Norfolk Island Tourism Strategic Plan 2013–2023 recognises the importance of Kingston and acknowledges the need for greater focus on niche markets, development of new products and experiences, and the role of cultural tourism. There are currently limited facilities

available in Kingston for tourist activities and considerable opportunities for new tourism-based commercial activities, ranging from food and beverage outlets to accommodation, events, and shared information and interpretive resources to support the directions of the Norfolk Island Tourism Strategic Plan 2013–2023.

The impact of the COVID-19 pandemic on international travel has resulted in an increase in domestic visitors to Kingston, presenting new opportunities for interpretation and activation but also increasing pressure on the conservation of the site. The long-term impacts of the COVID-19 pandemic on tourism will need to be investigated and identified, including the potential for changing visitor numbers as well as changing visitor demographics. Market research will be an important tool to identify appropriate opportunities for Kingston—early work towards this has occurred as part of the Site Master Plan.

The development of a Site Master Plan supports the coordination of a strategic tourism offering. The Site Master Plan considers site arrival and entry, visitor engagement, food and beverage and accommodation options. These need to be coordinated in a managed and sustainable way, without impacting on the heritage significance of Kingston. For example, modern or reconstructed buildings that have high tolerance for change may be suitable for conversion to new tourism offerings, while the integrity of historic fabric of Kingston’s internationally significant heritage attributes must be maintained, as these are the features that give the place its importance.

The tourism industry is a key stakeholder in the conservation and management of Kingston. Representatives from the industry should be actively involved through communication, consultation and collaboration, and should have the opportunity to identify needs and opportunities. Projects that concurrently benefit Kingston and support tourism should be identified and implemented. Equally, Kingston’s site managers should partner with the Norfolk Island tourism industry in shaping overall tourism strategies. Accurate information on Kingston’s heritage values should be accessible to tourism providers, and the opportunity exists to work with industry to establish a recognition or endorsement scheme that visitors could use to select guaranteed high-quality offerings.

Arrangements should be instigated for the introduction of a direct financial contribution towards the conservation and management of Kingston from all commercial tourism activities. These arrangements should be developed with the assistance of specialist tourism consultants, who can integrate expert industry knowledge with consultation from local tourism operators.

Refer to Policies 5.33–5.42

7.20 Water Quality

Water quality on Norfolk Island is a multifaceted issue, with many impacts stemming from upstream and island-wide activities and the geography of Kingston. Balancing the important considerations of water management and heritage conservation means opportunities should be sought to address water quality issues at the source, reducing the need to undertake measures within the boundary of Kingston that may affect its heritage significance.

There are significant, ongoing concerns about the water quality in Watermill Creek, Town Creek and the discharge into Emily Bay. Recent studies indicate that water quality is influenced by the grazing of cattle, local septic tank management outside the Kingston boundary and management of the wetland area between the Bounty Street Bridge and Emily Bay. Local issues with Kingston’s septic systems were addressed in 2021 with groundwater monitoring and upgrades, and are the subject of a revised

capital wastewater management scheme that was scheduled for implementation in 2022 (pending EPBC Act approval). In addition, work has recently been undertaken to restore waterways, particularly within Watermill Valley, with fencing to restrict cattle and creek damage, creek bed and bank rehabilitation, and planting of endemic species.

CSIRO undertook the Norfolk Island Water Resources Assessment project to provide an overarching picture of Norfolk Island's water resources. In June 2021 this project was expanded to include water quality investigation, with results expected to improve the understanding of potential risks to marine water quality and inform development of catchment management innovations.³⁰ In a changing climate and without easily accessible external water sources, decreased rainfall and poor water quality on Norfolk Island are important community issues.

Among other issues, the CSIRO report identified that 'disturbance of the water cycle through a drying climate has reduced groundwater recharge and surface runoff, resulting in increased acidity of surface and groundwaters' and that 'the reliance of the community on groundwater supplies further compounds the management of acid groundwaters.'³¹ This acidic drainage water is causing long-term degradation of infrastructure in Kingston, 'producing widespread corrosion/dissolution of calcarenite and cement mortar and rusting metal.'³² Most of Kingston's historic structures are built of calcarenite, meaning poor water quality is directly responsible for damage to heritage fabric.

The CSIRO work builds on a review of water quality for Watermill Creek (Emily Bay) catchment, commissioned by the Norfolk Island administration in 2013, which identified potential sources of both human and agricultural pollution, including septic tanks and cattle grazing. The 2013 report concluded that the Watermill Creek catchment water quality is consistent with the mix of urban, residential and rural land uses that occur on the fringe of any major metropolitan area or regional city.³³ The report provides advice about a range of potential measures that could address water quality issues and potential contaminants within the Emily Bay catchment. The Norfolk Island Environment Strategy 2018–2023 identified that many of the island's freshwater resources are impacted by contaminants associated with human activities.³⁴ Discharge of wastewater occurs from sewerage infrastructure, and livestock also affect water quality—nutrient-rich water then flows downstream, for example into Emily Bay, creating environmental and safety hazards.

Poor-quality water that discharges through Kingston into Emily, Slaughter and Cemetery Bays impacts on the natural heritage of Kingston's marine environment, part of the Norfolk Island Marine Park. A 2020 study identified that 'the coral reefs at Norfolk Island's Emily and Slaughter Bays are in poor health, due to historic and ongoing wastewater management issues'.³⁵ The reefs are important to the community and tourism, and without steps to improve Norfolk Island's water quality the reefs and associated ecosystems are at risk of irreversible damage. Kingston's marine environment would also be less resilient to other threats such as climate change. Collapse of the reef structure would lead to coastal erosion that would make Kingston more vulnerable to storm surges and inundation.

In 2019 the CLMP identified that:

Issues associated with site drainage and water quality within the KAVHA site are complex and multifaceted, and their resolution needs to ensure conservation and transmission of the heritage values of the cultural landscape and the channels and drains that date from First (Colonial) and Second (Penal) Settlement, which are integral to the fabric and structure of the place. Resolution of site drainage and water quality issues also needs to consider the context of the wider catchment, the natural levels and hydrology of the site, and environmental values.³⁶

The CLMP provides a series of policies and recommendations to address water management within the context of the cultural landscape of Kingston. Management of water quality as it pertains to Kingston must use approaches that ensure the nationally and internationally significant heritage values of Kingston can be conserved and protected.

A Water Quality Working Group, including Norfolk Island Regional Council, Parks Australia and Departmental representatives, has been formed to coordinate management actions on issues impacting the Norfolk Island Marine Park, including the coral reef and human health through use of the bay. The Working Group should also consider and act on water quality issues that impact the cultural and natural heritage significance of Kingston.

Refer to Policies 3.51–3.59

7.21 Hazards and Risks

7.21.1 Management Risks

Usage and poor management or maintenance of heritage features put pressure on Kingston and its buildings, and have the potential to impact significant fabric or use of the place.

Norfolk Island has a subtropical climate characterised by mild temperatures, high humidity and occasional cyclones.³⁷ Strong winds and storms may cause structural fatigue and damage to Kingston assets. Assets located in low-lying areas may be damaged by inundation from the foreshore, flash floods and storm surges.³⁸ High temperatures, humidity and salt-laden air accelerate corrosion of metal elements. Climate change is expected to further exacerbate these environmental conditions.

Kingston is a living heritage site that is actively used by the Norfolk Island community and visitors for a variety of purposes. Its function as a living, working place is a significant and celebrated aspect of the site, but also, inevitably, presents associated risks to Kingston's heritage fabric. Managing these risks provides an opportunity to continue cultural practices at Kingston while minimising impacts to heritage fabric. Uses such as cattle grazing and agriculture can impact the physical fabric of the site and have downstream effects on issues like water quality. Building uses and on-site activities can put pressure on the site, for example due to traffic movement or the risk of inappropriate developments or building adaptations that are inconsistent with Kingston's heritage values. Tourism numbers can impact a heritage site due to pressure on its fabric and services. Kingston's role as a key tourist destination and the increasing numbers of coach groups visiting the site adds significantly to local usage levels and impact. These risks need to be monitored and managed to ensure a balance between the ongoing use and activation of the site and conservation of its heritage values.

The vulnerability and exposure of Kingston to both natural and human-caused risks should be evaluated to determine the level of risk posed to the place and its heritage values. Heritage impacts should be considered when establishing any systems or processes for early warning, prevention and management of disasters and risks.

Refer to Policies 6.38– 6.43

7.21.2 Hazards to Users

As a frequently used site at the heart of the community, Kingston is not free from health and safety risks. These were identified in the 2018 Safety Hazard Scoping Study and are the subject of active

ongoing monitoring, management and investment by the Department. These include safety risks to visitors and the local community associated with building conditions and services, natural environmental hazards, traffic and movement hazards, as well as hazards associated with environmental contamination and water quality. Continuing to maintain Kingston in good condition generally is important to mitigate these risks, as is implementing specific risk management strategies, as identified in the Safety Hazard Scoping Study. Risks to users should continue to be identified, monitored and addressed as part of the management of the site.

Refer to Policies 6.38– 6.43

Theme 5—Interpretation, Research and Education

7.22 Interpretation

7.22.1 Interpretation of Heritage Values

Interpretation is an essential part of the conservation process as defined by the Burra Charter. The term interpretation means ‘all the ways of presenting the cultural significance of a place’.³⁹ This includes the treatment of heritage fabric through maintenance, restoration, and so on, as well as the use of a place and the introduction of explanatory material, events and activities.⁴⁰ Successful interpretation encourages personal appreciation and enjoyment of the experience of a place. Interpretation can also be an engaging educational tool in explaining the significance of and layers of change at a heritage place,⁴¹ inspiring or deepening connections between people and places.⁴²

The active interpretation of heritage places supports community recognition, enjoyment and understanding of the site’s heritage values and significance. Importantly, the maintenance and retention of the attributes of the heritage place fulfils an interpretive role in itself.

Refer to Policies 5.1–5.13

7.22.2 Opportunities for Future Interpretation

Currently, interpretation at Kingston is primarily provided through location-based signage, museums, and tourism operators, supported by occasional events, printed visitor guides, a privately owned app called ‘Visit Norfolk Island’, and the Kingston and museum websites.⁴³ The 2020 KAVHA Interpretation Plan identified that much of the interpretive infrastructure needs updating, and could be better coordinated to provide a consistent interpretive narrative that tells an inclusive story of Norfolk Island’s unique culture and history.⁴⁴ Improving consistency in the delivery of high-quality interpretation among diverse tourism providers is an important opportunity to effectively communicate the heritage values of Kingston, and therefore to conserve its significance.

Kingston’s user base for the purpose of interpretation includes three key groups: the local community, education groups, and tourists. These groups have different needs and interests. The Interpretation Plan proposed a user-focused strategy offering, which will help foster knowledge of and participation in the site. As well as a user-focused strategy, the plan also recommends an agreed interpretive framework, drawing on primary and secondary resources, and upgraded interpretive elements.

Opportunities for interpretation identified in the Interpretation Plan, as well as proposed longitudinal interpretation projects, are being pursued and implemented for Kingston. Longitudinal projects include a visual identity project to provide a coherent visual identity for the site, a circulation project for wayfinding and orientation, and assets consolidation and development, waypoints, digital modelling and interpretation infrastructure projects.⁴⁵ Individual projects include site-wide Wi-Fi infrastructure, an app, an orientation centre, training of tour guides and community members, and use of heritage skills for interpretation.

Particularly important is the identification and documentation of existing material, allowing for the rationalisation of interpretive devices on site. Heritage items and materials from the Norfolk Island Museum are an important interpretive resource and could be used in a variety of ways, including putting previously inaccessible objects on display or researching and reinterpreting material from the Research Centre into interpretation.

The meaningful incorporation of the Norfolk language as a fundamental part of the philosophy and execution of revised signage, as agreed with representatives of the local community, has been warmly supported, and will continue to be a priority. As discussed in Section 7.19, high-quality interpretation is important to sustainable cultural tourism, and training for tourism providers can help ensure ‘appropriate, consistent and rigorous presentation of the heritage values of the place.’⁴⁶

The recommendations of the Interpretation Plan are supported by the proposals of the Site Master Plan. The Site Master Plan considers several projects to improve interpretation at Kingston, such as guide training and operator licensing, a designed route through the site for storytelling to visitors, a dedicated visitor centre, new wayfinding signage and improvement of existing interpretive signage, and a series of new interpretation experiences and spaces that tell the stories of Kingston on topics like industry, agriculture, convict labour and Pitcairn Islander settlement. The CLMP also provides guidance on interpreting Kingston’s cultural landscape—for example, interpreting historical field boundaries with fencing, and considering the feasibility of reconstructing productive gardens. Signage and other interpretive devices should avoid adverse visual and physical impacts on the setting, views and appreciation of Kingston’s cultural landscape.

Interpretation also provides an opportunity to tell a broader story of Norfolk Island’s heritage and history. The wreck of the HMS *Sirius* and the Arched Building at Longridge are heritage-listed individually and also recognised within Kingston’s heritage values. Draft HMPs exist for both these buildings and provide guidance on appropriate management, conservation and interpretation activities. Drawing interpretive connections with these sites will build a richer and more layered understanding of Kingston’s heritage. Outside of Norfolk Island, the 10 other Australian Convict Sites that make up the World Heritage property are closely connected to Kingston and this connection should be reflected in its interpretation. Other international sites can also provide context to Kingston’s story, for example other convict sites in the South Pacific like New Caledonia.

Consistent branding and presentation for Kingston is also important in facilitating the communication and interpretation of its heritage values—a coherent look and feel to interpretation, visitor services and museums will resonate with audiences, reduce confusion and support an experience of Kingston as one holistic site. The preparation of the Kingston Cultural Area Style Guide has set the basis for this, and its use should be expanded across the site.

Refer to Policies 5.1–5.13

7.23 Research

Kingston presents many opportunities for research that can reveal more information about the place and its conservation.

Kingston’s National and Commonwealth Heritage values identify that the place is highly significant for its research potential. It has potential to yield information on pre-European Polynesian settlement of the South Pacific, the convict system and the settlement phases of Norfolk Island, the development of industrial processes, previous life forms and other aspects of natural and ecological values, and the culture and society of the Norfolk Island community. This potential is associated with all the heritage fabric of Kingston, including its archaeological remnants, remaining buildings and ruins, archives and artefacts, the Norfolk language and ongoing traditions.⁴⁷

Research at Kingston to date has included archaeological, historical and cultural investigations. The AZMP investigated the archaeological potential of Kingston's precincts, and provided a series of broad and specific research questions that can be used as the basis of further investigation—at the broadest level, 'research questions can be formulated to investigate how the four phases of settlement at Kingston compare with similar events and situations elsewhere in the world'.⁴⁸ The Norfolk Island community has shared stories of their history and cultural traditions, and some study has focused on the Norfolk language.⁴⁹ Research occurs to prepare exhibitions at the Norfolk Island Museum and as part of preparing management documents for the site, and individuals research their family history and other topics at the Research Centre at No. 9 Quality Row.

Despite this, there is much untapped research potential at Kingston. The AZMP provides possible directions for archaeological research that should be explored and supported. Gaps in the research record of Kingston should be identified, and projects that address these should be prioritised for funding. For example, as discussed in Section 7.8, there is the opportunity to better understand Kingston's ICH. Kingston's industrial past could also be further explored. Projects that connect Kingston to a wider cultural, historical and natural context present the opportunity to enrich understandings of Kingston and should be pursued, particularly with reference to the other Australian Convict Sites. Research by or with external researchers and organisations should also be encouraged to increase Kingston's profile and connections.

The information that is discovered would inform conservation decisions and planning for new projects or activities on the site, shape the content and nature of interpretation, and identify opportunities for connection with other heritage places on Norfolk Island and elsewhere. Research projects investigating Kingston's cultural traditions and ICH could be community-led and provide findings that could shape how the Norfolk Island community is involved in the management of Kingston.

University-based researchers are expressing interest in various projects and it is important that these researchers are supported in partnership with KAVHA staff and their priorities. A Research Policy and protocols are being finalised to guide and facilitate external approaches.

Research Resources

There are many historical and archival resources relating to Kingston, some of which are stored at the Research Centre and elsewhere on Norfolk Island. Historical documents relevant to Kingston are also held by other libraries and databases around Australia.

Improving access to these documents and building connections between different databases relevant to Kingston would open up new opportunities for research. Options such as further digitisation and the development of an electronic database at the Research Centre should be investigated as valuable opportunities to expand research relating to Kingston and facilitate research that academics and others have expressed interest in undertaking. Refer also to Section 7.15.

Refer to Policies 4.1–4.14

7.24 Education

Educational programs also provide opportunities to protect and promote Kingston's heritage values. Kingston is a unique educational resource that is directly accessible, particularly to the Norfolk Island community. Kingston's rich, layered history and culture, and its accessibility, make it well placed to cater for educational programs for schools. These could be linked to the school curriculum, and could

provide resource material for students and teachers and school excursions to Kingston. Students could be involved in hands-on conservation practice and interpretation activities at Kingston, and programs could be linked to other educational activities such as Norfolk language education. Less-structured educational opportunities could also occur at Kingston, such as school holiday programs and cultural knowledge sharing sessions, practising traditions and learning from community elders within Kingston's cultural landscape.

The potential also exists to respond to the growing interest in web-based educational programs, to develop online and outreach resources.

Educational opportunities also exist for other sectors, including universities and heritage trades. Kingston could host projects such as archaeological expeditions for students, and workshops to share and expand heritage conservation skills, similar to the Longford Academy at the Brickendon and Woolmers Estates in Tasmania, another Australian Convict Site. Projects that constructively contribute to the key objectives and strategic goals of Kingston should be prioritised.

Refer to Policies 2.22–2.30

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Strategic Management Principles



8 Strategic Management Principles

8.1 Introduction

Kingston is a highly significant heritage place, with many associated opportunities and constraints. Drawing on the preceding analysis of these issues, this section of the report provides a series of principles for the five key strategic themes for Kingston, which will guide overarching decision-making and an approach to management for the site.

Significance and heritage values must be central to all understanding and management of Kingston. Conservation and interpretation of Kingston should reflect best practice heritage management principles as established in the Burra Charter, the World, National and Commonwealth Heritage management principles under the EPBC Regulations, the Operational Guidelines on the World Heritage Convention and the *Australian Convict Sites Strategic Management Framework*. These heritage management principles:

provide a guiding framework for excellence in managing heritage properties. They set the standard and scope for the way places should be managed in order to best protect the heritage values for the generations ahead.¹

Places on the World, National and Commonwealth Heritage Lists are required to have management plans that set out how their heritage values will be managed and protected over time. The five overarching strategic principles set out in this section of the HMP embody the World, National and Commonwealth Heritage management principles (refer to Appendix E—EPBC Act and Regulations Compliance Checklist).

Kingston needs committed action and focus so that heritage values are conserved and transmitted in accordance with the requirements of the World Heritage Convention (and its Operational Guidelines); to enable the Australian Government to comply with the EPBC Act; to meet the World, National and Commonwealth Heritage management principles; and for the Department and NIRC to meet their obligations to Kingston, its environment and the Norfolk Island community.

The principles that follow inform the philosophical approach to the policies and recommendations set out in subsequent sections of the report. For each principle, a relevant citation is provided from the Operational Guidelines, along with key principles that have emerged from background research and stakeholder consultation and engagement.

8.2 Heritage Conservation

Operational Guidelines Statement

Protection and management of World Heritage properties should ensure that their Outstanding Universal Value, including the conditions of integrity and/or authenticity at the time of inscription, are sustained or enhanced over time.²

Key Principles

- Management of Kingston must be based on understanding and conservation of identified heritage values and significance.
- Kingston should be conserved in accordance with this HMP, the Burra Charter, and the World, National and Commonwealth Heritage management principles.
- Conservation should focus on authenticity and integrity.
- Adequate resources must be allocated to conserve heritage values.
- The condition of heritage values must be monitored.

Kingston is recognised as a place with both natural and cultural attributes of significant heritage value, as is evident in individual site elements, the totality of the landscape, authentic and reconstructed historic fabric, plus a rich array of important uses, strong associations and powerful meanings. The values are multiple, complex, interrelated and not always readily apparent. Some values are universally held, whereas others relate to particular people or communities. All values—local, national or international, whether reflected in individual tangible and intangible elements or in the totality of the place—need to be identified; management decision-making should be framed by the guiding principle that all of these values should be retained.

Kingston has other values, such as those related to amenity or economic activity, that may not necessarily be integral aspects of heritage value. These values are also important considerations for management decisions. As a means of ensuring that management is well-informed and values-based, the conservation and management of Kingston should accord with the Burra Charter. The Burra Charter provides a structured framework for understanding heritage significance, evaluating relevant issues, and thereby developing balanced conservation policies. The Burra Charter also provides useful principles, processes and guidelines for cultural heritage place management.

One of the most outstanding attributes of Kingston is its authenticity. The place presents an extremely rare eighteenth and nineteenth-century cultural landscape, with one of the finest collections of Georgian period buildings in a structured rural setting. The totality of the composition, including landscape elements, archaeological resources, structures and associations that attach to what is known or believed about the place, displays a high degree of integrity and authenticity. As a cultural resource, the place is rare, precious and fragile; it is irreplaceable (either in whole or in part) if damaged or destroyed. Conservation and management decisions, including consideration of opportunities for change or intervention, should therefore be framed by an overall intention to conserve original design elements and historic fabric. Physical conservation also involves maintenance, which may require the replacement of defective fabric with new fabric of the same form and function. New uses or other changes may be appropriate, but these cases should be guided by the important principle that change should be reversible. Traditions and cultural expressions may require support for their continuation or revival.

Monitoring decisions and physical works is required to ensure that Kingston is being conserved and managed in a manner that retains its identified values. Regular evaluation of the condition of Kingston's heritage fabric and values should be undertaken. Such an evaluation should inform the Commonwealth's compulsory Periodic Reporting on the Australian Convict Sites to the World Heritage Committee.

Despite the allocations of funding made for Kingston by the Australian Government, the resources currently available for Kingston's conservation, including physical work and other conservation activities such as interpretation, are not commensurate with the calibre of the place, and the essential need to conserve, interpret and promote the site to a standard consistent with its international status as part of a World Heritage property. Recognising the current limits on available Commonwealth and Norfolk Island funding, it is important to instigate additional resource streams including, for example, commercial income from appropriate new site uses, contributions from tourism or access to additional grant funding.

One of the most important resources for effective conservation of Kingston is adequate knowledge, skills and expertise. To this end, the existing knowledge and highly developed skills of the current staff who contribute to the conservation and management of Kingston should be recognised, recorded and passed on to future generations; and access should be available to relevant specialist professional and heritage trades expertise.

8.3 Life in the Community

Operational Guidelines Statement

State Parties to the World Heritage Convention have the responsibility to adopt general policies to... give the heritage a function in the life of the community.³

Key Principles

- Local people and their cultures should be respected.
- Celebration of ICH, local traditions, uses and activities, including recreation and leisure, should be encouraged and continued.
- The Norfolk Island community, including landholders, should be given the opportunity to continue to be engaged with Kingston and to participate in its conservation, interpretation and management.

Kingston is part of the everyday and celebratory life of the community of Norfolk Island. This area represents the origins of the Norfolk Island community, being the focus of three eighteenth and nineteenth-century settlements, including the first home for the Pitcairn Islanders when they settled on Norfolk Island in 1856. Through continuing community use, it represents a palimpsest of community connections and values.

Respect for local people, culture and traditional practices is fundamental. Kingston represents key stories that are a significant part of community identity. In this place, the Norfolk Island community celebrates and connects with the past through traditions and celebrations, engaging, recognising and including the whole community from Pitcairner descendants through to newcomers. Kingston is also a place where a wide range of community traditions continue; from enacting the Pitcairner landing on Anniversary (Bounty) Day to gathering *hi hi* and unloading ships using lighters. Kingston also contains the island's cemetery, which is a place of great importance to the Norfolk Island community.

Kingston is also a place enjoyed by Norfolk Islanders for its beauty, as a place of reflection, and as a focus for a range of recreation, sport and leisure activities and events. Many of these activities are longstanding and contribute to what it means to be a Norfolk Islander—examples include fishing, having a picnic and swimming in Emily Bay.

Maintaining the important roles of Kingston in the life of the Norfolk Island community means ensuring that Norfolk Islanders can continue to engage with the site in both traditional and contemporary ways. This continuing engagement can and should respect and conserve both tangible and intangible values of Kingston. Traditions and cultural expressions are not immutable; over time, adaptations may occur that help to retain them as part of community life. Revival of activities on Kingston may further enhance important aspects of local culture, as well as offering new ways for visitors to engage with the site and local people.

The local community is a key stakeholder. The depth of community connection to Kingston means that it is vital to engage the community in the consideration of actions that will affect the overall conservation, use and development of the site. Community engagement should also include opportunities to be actively involved in caring for and interpreting the history of Kingston, especially in relation to people's own experiences and their family history. Kingston includes both public and private land, and land uses and land management practices across the site are also an expression of Norfolk Islander values. Effective partnerships between public and private landholders are needed to tackle problematic issues and conserve evidence of each settlement period, regardless of land tenure.

8.4 Governance and Capacity

Operational Guidelines Statement

All properties inscribed on the World Heritage List must have adequate long-term legislative, regulatory, institutional and/or traditional protection and management to ensure their safeguarding.⁴

Key Principles

- One organisation should be responsible for the care, control and management of Kingston.
- Kingston site management should have a simple organisational structure, with clarity in roles and appropriate delegations.
- The organisational culture should foster collaboration, shared information, accountability and transparency.
- High-performance, effective systems and processes are required.
- Governance of Kingston should continue to include community representation through the KAVHA Advisory Committee and Community Advisory Group.
- Where multiple governmental entities are involved memoranda of understanding and partnership protocols should be established.

The heritage values of Kingston require high-performance systems and processes to ensure effective management.

Kingston has shared land ownership between the Australian Government and the Norfolk Island community. Both these parties play an important role in managing and protecting Kingston's heritage significance. Ultimate legal and management responsibility vests with the Australian Government, as the State Party to the World Heritage Convention and owner of most of the site and its assets. NIRC

plays a role in shaping Kingston, and landholders and leaseholders make a contribution through the control and management of their lands.

Although multiple parties are responsible for the management of Kingston, the Australian Government is the appropriate overarching legal entity and should contribute significant resources for the care, control and management of the site. To address Kingston’s need for clear and effective governance, a fundamental requirement is a clear organisational structure with all personnel and operating units reporting through a framework that has clarity in roles, consistent ‘rules’ for all, appropriate levels of delegation, a culture of collaboration, shared information and transparent, effective processes.

This model should account for the roles of the Australian Government and its various representatives (the Department, Norfolk Island Administrator, maintenance and museum staff etc), NIRC and its representatives (e.g. Conservator of Public Reserves), Crown leaseholders and private landholders. The Department’s designated responsible officer or officers for Kingston should be supported by additional staffing and resources under their oversight and control.

The model should also facilitate the ability to make practical governance and management decisions for Kingston—for example, the ability to hire staff, generate and invest revenue, and set the long-term strategic direction for the site.

The Department and the KAVHA Advisory Committee should seek expert advice, as required, where conservation and heritage management or other matters, such as engineering, architecture, landscape architecture, ecology, climate change, and land use development and planning, are outside of their technical expertise.

8.5 Sustainability

Operational Guidelines Statement

World Heritage properties may support a variety of ongoing and proposed uses that are ecologically and culturally sustainable and which may contribute to the quality of life of communities concerned.⁵

Key Principles

- Management of Kingston should be undertaken in accordance with the principles of ecologically sustainable development, as stated in the EPBC Act.
- Sustainability across Norfolk Island should be recognised for its importance to the management of Kingston.
- Sustainability initiatives should be implemented in the management of the site.
- Uses and programs at the site should draw on local resources and skills to enact a sustainable approach to site use and management.
- Tourism should be sustainable, supporting local traditions and providing local benefits, minimising impacts on heritage values, and contributing to the conservation and management of the site.
- Identification of the impacts of a changing climate and severe weather events on Kingston should guide decision-making that ensures the long-term sustainability and viability of Kingston as a living heritage site.

Sustainability and sustainable development involve balancing environmental, cultural, social and economic demands to deliver intergenerational equity, to meet the needs of current generations without compromising the needs of future generations.

As the cultural, economic and environmental context of Kingston continues to change over time, sustainable development will be essential to its ongoing conservation and viability as both a heritage site and a living place for the community.

The EPBC Act principles of ecologically sustainable development should guide decision-making at Kingston, as should the broader context of the UN Sustainable Development Goals.

Sustainability initiatives, for example in relation to management of water, energy generation and use, and waste reduction, should be implemented to reduce the environmental impacts associated with the running of Kingston and the risk of exhaustion of resources, which could have consequences for its future viability. These initiatives should be implemented both in Kingston and across Norfolk Island more broadly, recognising the interconnection between the two as a heritage place and its setting, and the impacts that can come from activities outside the site boundary.

Norfolk Island, like many places, is at risk from natural and human-made disasters, such as climate change and severe weather events. Well-maintained heritage is important in addressing environmental risks to the place, and all decision-making about the site should consider whether it contributes to securing the sustainability of Kingston into the future in the context of social, economic and environmental changes.

Kingston is well positioned to maximise the sustainability opportunities that come from drawing on local resources and skills. Norfolk Island is reliant on local resources and imported materials. There are many opportunities to support Kingston in functioning as a sustainable site, with the added benefit of reducing reliance on external supply chains that can be affected by unforeseen events. These opportunities include training local staff and community members in the management of the site, promoting on-island business initiatives to partner with Kingston, and using local products and materials in site conservation and delivery of tourism services.

Tourism is a key part of Norfolk Island's economy and the conservation and promotion of Kingston's heritage values. Norfolk Island is a recognised international tourism destination and Kingston makes an important contribution as a key attraction. It is appropriate that tourism in Kingston is perceived as a community resource. Sustainable cultural tourism in Kingston should deliver both economic and social benefits to local people through tourism, alongside community involvement and collaborative partnerships. It should promote the conservation of Kingston through accurate and effective interpretation of its heritage value. To do this, tourism must be managed in a way that protects and conserves Kingston's heritage significance, which is a local resource that benefits the community through its key role in the tourism industry. Engaging the tourism industry in conservation to facilitate its local benefits will integrate the environmental, cultural, social and economic needs of Kingston for the benefit of a sustainable tourism model.

8.6 Education, Interpretation and Information

Operational Guidelines Statement

*State Parties to the World Heritage Convention have the responsibility to ... use educational and information programmes to strengthen appreciation and respect by their peoples of the cultural and natural heritage.*⁶

Key Principles

- Heritage values should be transmitted to current and future generations.
- Outstanding interpretation should be provided on and off site.
- Interpretation of Kingston should present a full range of stories related to all the phases of settlement.
- Research programs should be coordinated, collaborative and prioritised.
- Educational outreach should be provided locally and off site, and include web-based programs for outreach.
- Links and networks should be established with other Norfolk Island heritage places, the other properties that form part of the Australian Convict Sites property and other related sites.

Education, interpretation and the provision of information is essential to protecting and promoting Kingston's heritage values for current and future generations.

The on-site interpretation of Kingston is varied. Some elements, including the Norfolk Island Museum and Research Centre, are well developed and present engaging, thoroughly researched objects, displays and stories. By contrast, some parts of Kingston have out-of-date interpretation, or none at all. A new brand identity, orientation and wayfinding resources, and some interpretive signs have been implemented at Kingston in response to the 2020 Interpretation Plan. However, further work should occur to progress not only the interpretation program for the site, but also educational outreach and activities.

Kingston deserves a comprehensive program of interpretation that is consistent and commensurate with the values of the place itself. This interpretation is needed by both visitors to the site and those using external resources, such as the internet or other published material. It should include both specific interpretive projects as outlined in the Interpretation Plan and considered in the Site Master Plan, such as the possibility of a visitor or orientation centre, and long-term projects such as the consolidation of interpretation assets and rationalisation of infrastructure. There are opportunities for better integration and coordination of current interpretation activities between the Norfolk Island Museum, the Research Centre, tourism vendors and the Department. Further, there are opportunities for strategic marketing and cross-promotion with the other sites that form part of the Australian Convict Sites World Heritage property.

Interpretation should cover a full spectrum of narratives and stories, including the Polynesian, convict and Pitcairner descendant settlements, and the changing face and situation of Norfolk Island in the twentieth century, as well as more focused information; for example, physical conservation techniques, nature, genealogy or World Heritage. Broader interpretation will assist the local community and visitors to understand the full extent of Kingston's significance, not just as a convict site but as a contemporary place that is highly important in the day-to-day life of the Norfolk Island community. Kingston should be presented and understood in the context of other heritage places on Norfolk Island, particularly the wreck of HMS *Sirius*, other convict sites on-island such as the Arched

Building at Longridge, and the sites of the Australian Convict Sites World Heritage property, thereby communicating a wider story and engaging with this national convict network.

Kingston, both alone and in conjunction with the other properties that are part of the Australian Convict Sites, presents a wonderful educational resource that could be better utilised to deliver curriculum outcomes—initially to the schools on Norfolk Island, but subsequently extended as an educational resource for schools in Australia or New Zealand—thereby potentially encouraging future school field trips and educational programs. More contemporary delivery mechanisms, including social media, also warrant further consideration.

Fostering research capacity and expertise should strengthen the understanding and appreciation of conservation and management objectives, and deliver useful resources. Encouraging and supporting research activity by external researchers or organisations is also vital. This knowledge can provide much-needed data and information required for well-informed decisions and future interpretation initiatives. The understanding and communication of values is critical to the successful continuation and transmission of these values to future generations.

8.7 Endnotes

- ¹ Department of Agriculture, Water and the Environment, 2021, 'Managing National Heritage Places', Australian Government, accessed 24 November 2021 <<https://www.dcceew.gov.au/parks-heritage/heritage/about/national/managing-national-heritage-places>>.
- ² World Heritage Committee, *Operational Guidelines for the Implementation of the World Heritage Convention*, UNESCO, 2019, para 96.
- ³ World Heritage Committee, *Operational Guidelines for the Implementation of the World Heritage Convention*, UNESCO, 2019, para 15.
- ⁴ World Heritage Committee, *Operational Guidelines for the Implementation of the World Heritage Convention*, UNESCO, 2019, para 97.
- ⁵ World Heritage Committee, *Operational Guidelines for the Implementation of the World Heritage Convention*, UNESCO, 2019, para 119.
- ⁶ World Heritage Committee, *Operational Guidelines for the Implementation of the World Heritage Convention*, UNESCO, 2019, para 15.



Conservation Policies and Recommendations



9 Conservation Policies and Recommendations

9.1 Introduction

Conservation policy is based on the principles and processes of the Burra Charter. The Burra Charter, developed by Australia ICOMOS, is the accepted national standard for heritage management and conservation by practitioners, advocacy groups and all Australian government heritage bodies.

The policies for Kingston are founded on its heritage values, the constraints and opportunities identified and analysed in this HMP, and the strategic principles, which are designed to guide management of the site (refer to Sections 6, 7 and 8). Where a matter falls outside the jurisdiction/scope of the conservation policies, the strategic principles (Section 8) can inform decision-making.

The objective of the conservation policies is to provide clear guidance for the ongoing and future management of Kingston, and to be integrated into decisions about management, development, interpretation, maintenance and long-term conservation. The policies outline a best practice management approach to conservation that applies to all decision-makers, while also providing detailed guidance for specific activities, landscapes, and subject areas, and practical advice for management 'on the ground'.

The active implementation of these policies and actions will ensure that Kingston is managed in accordance with best practice heritage management and conservation standards (the Burra Charter). The implementation of the following conservation policy framework will facilitate positive heritage outcomes and provide guidance on managing potentially conflicting objectives.

9.1.1 Policy Structure, Priorities and Timing, and Responsibilities

Policy Structure

Each policy area follows the same structure, outlined below to assist in navigating the chapter:

Table 9.1 Guidance on policy structure and terminology.

Policy Section	Explanation
Policy Area	This is the policy area that is being addressed. There are six policy areas, grouped based on management issues and themes. Within each policy area several different topics are addressed.
Policies	Policies provide direction for all management and activities relating to that policy area and its associated topics.
Actions	These are recommended actions to respond to and implement the policies of this HMP. The actions are listed and numbered in tables after the relevant policy areas, and identify the level of priority for their implementation.

Priorities and Timing

The actions identified for each policy area are allocated a priority status based on their importance and contribution to the management of Kingston. Actions should be implemented within specific time frames depending on their level of priority.

Table 9.2 below defines the priority levels used for the actions, explaining the basis for the classification of an action at a certain priority, and the implementation timing for each level.

This HMP must be reviewed and updated every five years in accordance with the EPBC Act. All actions from urgent to medium priority must be completed by the time of the next review and update of the HMP. Low priority actions must commence before the revision of the HMP but may continue into the next planning period.

Delivery of the actions in the HMP must be reported in an annual report to stakeholders and the community, and in statutory reporting under the EPBC Act and the World Heritage Convention:

- three-yearly review of the Department's Heritage Strategy (section 341ZA of the EPBC Act)
- five-yearly review of the KAVHA HMP (section 341Z of the EPBC Act)
- Periodic Reporting to UNESCO, approximately every eight years (scheduled by World Heritage Committee).

Table 9.2 Explanation of action priorities and timing.

Priority	Timing	Classification Explanation
Urgent	Must commence on finalisation of HMP, must complete within 12 months	Actions that should be undertaken immediately (within 12 months) to mitigate key risks to the heritage values. These actions are an essential component of the HMP and, without them, heritage values are likely to suffer adverse impacts.
High	Must commence within 6 months, must complete within 2 years	Actions that should be planned and implemented to reduce the risk of identifiable future damage, loss or detriment to significant fabric, areas or infrastructure.
Medium	Must commence within 1 year, must complete within 3 years	Actions that should be planned for in order to conserve the heritage values. Resources should be organised in advance to enable their implementation and to ensure conservation of the heritage values.
Low	Must commence within 3 years, must complete within 5 years	Actions forming part of a longer-term management or maintenance strategy, to maintain and enhance significance.
Ongoing/as required	–	Actions to be commenced within the year and implemented cyclically or continuously in line with work programs.

Responsibilities

The responsibility for implementation, review and monitoring of the HMP lies with the Department's Norfolk Island Operations Team or an equivalent governing body. The Department has overall responsibility for the management of Kingston, including strategic planning, capital works, maintenance and management of Commonwealth-owned museum collections.

The NIRC and the Office of the Administrator have responsibilities for Kingston through their management of development applications and public spaces. Crown leaseholders and private landholders within Kingston also play a role in managing and conserving its heritage values.

Although the Department has overall responsibility for the implementation of this HMP, all organisations and individuals who have responsibilities in Kingston should adopt the policies and decision-making processes outlined in the HMP and develop an understanding of the site's heritage values.

Within the policies section, where parties other than the Department are responsible for actions this has been made clear.

9.2 Conservation Policies and Actions

9.2.1 Policy Area 1: Heritage Conservation

Conservation Practice

- 1.1. Continue to conserve, manage and transmit the fabric and layered heritage values of Kingston that are attributed to the historic structures, buildings, ruins, movable items and objects, elements and other attributes.
- 1.2. Conservation and presentation of heritage at Kingston will have regard to all significant heritage values and attributes of the place, including those that contribute to the Outstanding Universal Value of the Australian Convict Sites, and those associated with Pitcairner descendant history and heritage.
- 1.3. All conservation and maintenance works proposed for significant buildings, structures or ruins or other elements or attributes within Kingston will be consistent with the policies and principles of this HMP and the Heritage Maintenance Manual, as informed by the Burra Charter.
- 1.4. When making decisions about the management of Kingston that may affect other heritage places on Norfolk Island (such as the Arched Building at Longridge), existing CMPs/HMPs for these places must be referred to and their guidance taken into account.
- 1.5. Conservation projects will involve appropriately skilled and trained professionals and tradespeople.
- 1.6. Traditional building materials and techniques will be used where possible to retain the handmade individual characteristics of each building.
- 1.7. Activities and actions will minimise alterations to existing fabric, and activities that may impact on significant heritage fabric will be avoided.
- 1.8. Fabric conservation will respect the historic layering of individual buildings, structures and ruins.
- 1.9. The authenticity and integrity of historic buildings, structures and objects will be conserved to enhance the appreciation and understanding of heritage values.
- 1.10. Original fabric will be retained, repaired, re-used and stabilised, in preference to the introduction of replacement fabric. Remaining unaltered original finishes and materials will be replaced only when unsafe or beyond repair.
- 1.11. When replacing sections of heritage fabric, the original materials, finishes and construction techniques will be matched as closely as possible, including restoring unsympathetic repairs or alterations to original materials when possible and when consistent with a heritage item's significance.
- 1.12. When replacement of original materials is proposed, and 'like for like' materials are not available, use sustainable and locally sourced materials that are appropriate, complementary to the heritage values and that provide a good conservation outcome. Seek expert advice in cases of uncertainty.

- 1.13. New fabric should be discernible as such in accordance with the principles of the Burra Charter, but must respect and have minimal impact on the cultural significance of the place (Article 22). Avoid introduced material that is visually or materially incoherent in relation to intact or largely intact expanses of significant fabric, or that will damage significant original fabric.
- 1.14. Conservation works will be prioritised to address unstable or deteriorated fabric first.
- 1.15. Intrusive and incompatible fabric, as identified in this HMP, will be removed as and when appropriate.
- 1.16. The Commonwealth, private landholders and Crown leaseholders at Kingston will communicate regularly and share knowledge and information to build expertise in the management and conservation of Kingston.

Alterations, Additions and Works to Significant Buildings and Structures

- 1.17. Adaptation works to buildings or attributes must not adversely impact heritage values.
- 1.18. Alterations and additions will generally be located within existing building envelopes. External additions may be considered provided they have historical precedent, result in minimal or no heritage impact, are not visually prominent, are distinguishable from original features, and are reversible.
- 1.19. The external configuration and internal spaces of significant buildings will be retained and internal spaces restored to earlier layouts, where practicable and appropriate (e.g. removal of intrusive modern partitions). Spatial qualities will be conserved by retaining existing configurations including large spaces, avoiding additions in halls and stairwells, utilising existing windows and doors, and using transparent materials, where necessary.
- 1.20. New work to a significant building or structure should be used as an opportunity to enhance or recover heritage value.
- 1.21. Proposed new uses that require major alteration to significant fabric should be avoided. Preference will be given to changing the use rather than the fabric.
- 1.22. Where a new use involves the reintroduction of a significant traditional use, the heritage values to be impacted by changing either the fabric or the use should be carefully analysed to seek the best solution.

Archaeological Conservation

- 1.23. The archaeological resources of Kingston will be managed to both retain their cultural heritage values and realise, where appropriate, their research potential.
- 1.24. Archaeological sites and features will be identified, protected and conserved in accordance with this HMP and the AZMP. These include relics, ruins and standing structures such as walls, bridges, remnant buildings etc, as well as subsurface deposits and artefacts.
- 1.25. Pre-colonial sites will be accorded the same level of protection and management as historical archaeological sites.

- 1.26. Damage of or intervention to archaeological features will be avoided and any impact will be strictly managed through approved works only, in conjunction with the supervision of an archaeologist.
- 1.27. New development works and maintenance activities that involve substantial ground disturbance will be preceded by a site-specific assessment of archaeological sensitivity (informed by the AZMP).
- 1.28. New development, works and maintenance will be designed and managed to avoid or minimise impact on archaeological resources, including making changes during works when archaeological features are encountered.
- 1.29. Impact on archaeological resources will be taken into account in assessing the overall heritage and environmental impacts of development and works proposals.
- 1.30. If archaeological deposits are encountered while undertaking works, work will be stopped and the unanticipated finds protocol provided in the AZMP will be implemented.
- 1.31. Advice and assistance will be provided to landholders regarding archaeological resources, issues and requirements, in appropriate circumstances.

Ruins

- 1.32. Ruins will be conserved, managed and interpreted in accordance with the principles and approach in *Ruins: A guide to conservation and management*, this HMP and the Burra Charter.
- 1.33. Reconstruction and restoration of ruins will generally be avoided unless essential for physical conservation, interpretation or compatible uses, but may be considered for specific ruins that meet appropriate principles and criteria for conservation practice as provided for in this HMP.
- 1.34. Standing ruins will be interpreted using devices that are designed to make them 'come alive again' so as to enhance visitor appreciation, enjoyment and understanding, and that avoid significant physical impacts or reconstruction.
- 1.35. In the New Gaol compound, consideration will be given to removing areas of grass, or other minor works projects, that may reveal the historic layout and form of the gaol and aid interpretation, but that will not adversely impact on significant heritage values.

Cemetery

- 1.36. The headstones and gravesites within the Cemetery will be conserved, taking account of ancestral cultural practices on-island.
- 1.37. The landscape and layout of the Cemetery, including its plantings and aesthetic picturesque setting in a historic landscape, will be conserved and maintained.

Maintenance

- 1.38. Cyclical maintenance of significant buildings, structures and ruins at Kingston will be undertaken as a normal part of day-to-day site management by all site owners and managers (including government and private landholders), and will follow the guidance of the Heritage Maintenance Manual.

- 1.39. Low impact maintenance practices should be used to ensure no impacts on the heritage fabric or values of Kingston occur (e.g. avoiding weed control practices that physically or chemically degrade heritage fabric).
- 1.40. If damage to significant fabric occurs during works, work in the area will cease and appropriate advice will be sought.
- 1.41. In the case of emergency conservation or large-scale damage to heritage fabric, operate in accordance with the principles of this HMP, the Heritage Maintenance Manual and Burra Charter, and relevant statutory provisions. Preference in situ stabilisation of fabric and elements wherever safe and feasible.
- 1.42. Consultation and cooperation will occur with leaseholders and private landholders to facilitate appropriate maintenance of significant buildings and features on freehold and leasehold land. In cases where private landholders are financially or practically unable to maintain heritage attributes on their land, mutually beneficial arrangements may be made for Commonwealth support, with associated conditions that ensure this assistance benefits Kingston's heritage.

Movable Cultural Heritage and Artefacts

- 1.43. Kingston's movable cultural heritage items and artefacts will be protected, conserved and managed as part of their significance.
- 1.44. Movable cultural heritage items that reflect the significant values of Kingston should be identified and documented.
- 1.45. Movable cultural heritage items in Australian Government ownership will be conserved, securely stored, displayed appropriately and accessible as reference points for people to foster and maintain traditional skills and cultural practices (recognising that some movable items that relate to Kingston may be held off site or in other public and private collections).
- 1.46. Movable cultural heritage items from HMS *Sirius* and HMS *Bounty* will be recognised as part of Kingston's story and remain on Norfolk Island.
- 1.47. Collaboration on the management of the Commonwealth-owned collections and the Norfolk Island Museum Trust collection will be encouraged for the conservation and interpretation benefit of both collections.
- 1.48. Archaeological artefacts will be managed as part of the authentic significant fabric and movable heritage of Kingston.
- 1.49. Excavated artefacts will be analysed, catalogued and physically conserved, consistent with best practice archaeological standards.
- 1.50. Budgets for archaeological investigations (whether undertaken in conjunction with works or as research projects) will include upfront budgetary provisions for artefact analysis, cataloguing, conservation and long-term curation.

Monitoring of Fabric

- 1.51. The condition of the heritage values, the state of conservation of the tangible and intangible attributes, and the impact of use will be monitored in accordance with this HMP, the Heritage Maintenance Manual (2019) and the Asset Management Plan (2020).
- 1.52. Structures with known structural defects will be monitored, taking into account engineering advice, so that any movement can be reported and addressed immediately.
- 1.53. Stabilised ruins will be monitored at least annually.
- 1.54. Structural timbers in occupied buildings will be monitored for defects (including borer damage and rot) whenever maintenance work is carried out, and at least once every three years.
- 1.55. Rainwater disposal systems will be inspected after severe storms and at least annually, and any repairs or defects will be addressed immediately.
- 1.56. Adequate and accurate records of monitoring should be kept in accordance with the process provided in the Heritage Maintenance Manual.
- 1.57. The results of monitoring will be reported to the KAVHA Advisory Committee and the Department to consider and identify any decline of values or fabric condition or sign of overuse, as well as remedial measures.

Cultural Landscape

- 1.58. Conserve and manage Kingston's cultural landscape and transmit its values in a way cognisant of its authenticity as evolved and as part of the life of the community, with reference to the KAVHA CLMP (2019).
- 1.59. The historic spatial layout and form of the evolved and partially reconstructed cultural landscape of Kingston and its setting will be sustained, conserved and interpreted, paying particular attention to aspects of authenticity.
- 1.60. Systems, processes, skills and resources will be strengthened to ensure cultural landscape management practices enhance and transmit heritage values. The Norfolk Island community will be involved in activities to conserve and enhance Kingston's cultural landscape.
- 1.61. The historical system of roads, pathways and field boundaries will be documented, conserved, managed and interpreted.
- 1.62. Kingston's cultural landscape will be recognised and managed as a landscape that includes primary production, such as grazing and agricultural activities.
- 1.63. Any conflicts between natural and cultural values will be resolved through consideration of all values and attributes, as appropriate.

Views and Vistas

- 1.64. Significant views and vistas across, within, to and from Kingston (as defined in the CLMP and KAVHA DCP) will be maintained, interpreted and, when possible, restored.

- 1.65. New development and other activities will be designed and located so that they do not impact on the ability to appreciate and understand significant historical visual connections within Kingston and between its components.
- 1.66. Significant visual relationships and historical views should be restored and reinstated, including through careful removal of intrusive trees or other elements.

Natural Heritage Conservation

- 1.67. Protect and manage the natural environment of Kingston in such a way that sustains both natural systems and heritage values.
- 1.68. The littoral zone, geology, coastal and terrestrial landforms, watercourses, flora and fauna will be managed and conserved to ensure natural heritage values are sustained in keeping with their listed values and with regard to the other heritage values of Kingston.
- 1.69. If natural heritage values within Kingston are threatened by impacts that originate wholly within Kingston, measures to conserve such natural values will be implemented within Kingston in a strategic manner and in a way that minimises cultural heritage impacts.
- 1.70. If natural values within Kingston are threatened by impacts that originate outside Kingston, measures to conserve such values will first be negotiated with the outside parties creating the impacts. Measures should address the external source of natural heritage impacts and avoid impacting cultural heritage within Kingston to compensate for impacts generated outside the site.
- 1.71. Kingston staff and other organisations working in Kingston (e.g. Parks Australia, CSIRO) should work with the community in the implementation of environmental improvement programs.

Policy Area 1: Heritage Conservation—Actions and Implementation

Action	Priority
<p>1.1. Develop and implement a built structures management strategy, including:</p> <ul style="list-style-type: none"> a schedule of traditional, compatible and incompatible uses for each structure and/or feature a conservation and asset audit that identifies significant fabric, condition and tolerance for change of buildings, precincts and heritage fabric an assessment of whether any ruins are suitable for interpretation through sensitive potential partial restoration or reconstruction a monitoring program and schedule for all heritage assets that is correlated with existing impacts and existing fabric conditions a means to record the nature and outcomes of works, alterations and additions to significant buildings and structures in a centralised asset management database. 	Urgent
1.2. Develop and implement a regular maintenance program at Kingston in accordance with the guidance and schedule in the Heritage Maintenance Manual.	High
1.3. Prepare CMPs for all significant buildings within Kingston (these may be grouped into CMPs for different complexes or areas). Prepare and prioritise a schedule for developing CMPs based on significance of fabric, risks and threats to condition, and forward planning of major works (taking into account the recommendations of the Site Master Plan).	Medium
1.4. Prepare a strategic forward plan that identifies, prioritises and creates an implementation schedule for significant capital conservation works for Kingston, taking	Urgent

Action	Priority
into account the conservation and asset audit (refer to Action 1.1) and the recommendations of the Site Master Plan.	
<p>1.5. Develop conservation guideline documents for Kingston that provide concise and accessible advice and dos and don'ts for managing heritage for landholders and leaseholders, and provide these to landholders/leaseholders.</p>	High
<p>1.6. Develop and implement a cemetery management strategy, including:</p> <ul style="list-style-type: none"> • a program for non-invasive ground penetration radar survey work to identify the extent and location of burials in the Cemetery • a program for cemetery conservation works, which provides guidance on appropriate maintenance schedules and methodologies for cemetery and headstone management. 	High
<p>1.7. Develop and implement a movable cultural heritage management strategy, including:</p> <ul style="list-style-type: none"> • policies and procedures for the accessioning, storage and conservation of excavated and other relevant artefacts, discovered through archaeological excavation, for inclusion as part of the KAVHA Collection • an inventory, condition and significance assessment, and where necessary determine their ownership, of the movable cultural heritage collections housed both in and off the site • an assessment of the current collection and exhibition storage, conditions and locations for the three collections housed in Kingston, to assess their suitability and identify strategies to support high-quality collections management and interpretation • a program to ensure all movable cultural heritage housed in Kingston is conserved, stored and presented to a consistently high standard and in accordance with industry collection management guidance and in accordance with any specific management documents (e.g. HMS Sirius HMP) 	High
<p>1.8. Prepare and implement a strategy that identifies local skills and resources available for the management and conservation of Kingston and an approach to their use.</p>	Medium

9.2.2 Policy Area 2: Communications and Community Engagement

Cultural Traditions and Intangible Cultural Heritage

- 2.1. The distinctive culture, practices and traditions of the Norfolk Island community will be identified and acknowledged in a manner that is inclusive of different people, perspectives and practices.
- 2.2. Knowledge and living cultural traditions of the Norfolk Island community associated with Kingston will be respected, supported and celebrated as part of the expression of Kingston's intangible cultural heritage.
- 2.3. The use of Norfolk language will be supported.
- 2.4. Facilitation and revival of cultural traditions and traditional practices associated with the site and its movable heritage collections will be encouraged.
- 2.5. The expression and cultivation of traditional skills will be actively supported. Such skills may include, for example, the harvesting and weaving of flax and reeds, collecting and cooking traditional foods, seamanship in the unloading of ships, traditional boat construction and traditional building techniques.
- 2.6. In collaboration with the wider Norfolk Island community, Norfolk Island traditions, stories and cultural activities may be shared with visitors where appropriate. Visitors will be asked to respect the privacy of some Norfolk Islander events such as funerals and commemorations.
- 2.7. Where identified heritage values appear to be in conflict, seek to achieve, wherever possible, the coexistence and, therefore, retention of all values, and to balance heritage values in accordance with this HMP.
- 2.8. Knowledge about the history, traditions and cultural expressions associated with the wider community of Norfolk Island will be recorded and presented at Kingston, with community approval.
- 2.9. The expression, sharing, continuation and transmission of cultural traditions and knowledge at Kingston will be designed to benefit the Norfolk Island community.

Traditional and Community Uses

- 2.10. The Norfolk Island community will continue to have free access and use of public areas of Kingston to encourage and support traditional cultural practices. Traditional uses may include recreation, sports, religious, residential, administration, legal, and other land and sea uses, and may be associated with a variety of communities. Such uses of the site must comply with all required permits and regulations. It is acknowledged that uses may change over time as Norfolk Island culture changes.
- 2.11. Where an existing long-term use is no longer compatible with the heritage or environmental values of the space within which it occurs, or where the space is not able to accommodate the changing needs of that use without compromising the heritage values of that space, relocation of the use may occur. Prior to relocation, the traditional aspects of the use will be documented.

- 2.12. The reintroduction or revival of traditional uses and activities will be based on community consultation and prior research.
- 2.13. The public open spaces at Kingston will continue to be available for the Norfolk Island community to visit free of charge.
- 2.14. Community engagement with Kingston from all parts of the Norfolk Island community should be encouraged to support the ongoing social and community significance of the site.
- 2.15. Kingston will be recognised as a commemorative landscape where the contribution of Norfolk Island to the defence of the Australian nation is remembered, in keeping with other heritage values of Kingston.
- 2.16. Kingston will continue to be available to the Norfolk Island community for significant celebrations and commemorations, such as the Anniversary (Bounty) Day re-enactment, picnic and cricket match, Foundation Day, Australia Day, Anzac Day and Thanksgiving.
- 2.17. The Cemetery will continue to be used for burials as consistent with Norfolk Island culture and traditions. Research into and documentation of the locations of previous and new burials will be supported.
- 2.18. The sustainable agricultural use of the freehold and leasehold within Kingston will be encouraged and supported, especially where such use assists in interpreting the phases of settlement and helps protect the heritage values.
- 2.19. Traditional agricultural and grazing uses on the public land areas of Kingston, including the Common, may be continued, but must be managed to prevent adverse impacts on heritage or environmental values.
- 2.20. The significant traditional agricultural use of Watermill Valley, including the use of the dam, will be continued.
- 2.21. The potential to reintroduce a wider range of agricultural and horticultural uses to interpret the historical landscape will be investigated but would need to be managed so that there are no adverse impacts on heritage or environmental values, particularly the cultural landscape.

Community Participation, Education and Engagement

- 2.22. Management of Kingston will foster information sharing and support for a common vision for the conservation of Kingston through effective and inclusive communication with the Norfolk Island community and other stakeholders.
- 2.23. The Norfolk Island community, including landholders in Kingston, will be engaged and involved through education, training opportunities and other programs to:
 - contribute to conservation and management of heritage values in Kingston
 - build upon existing appreciation of environmental values, and identify issues and solutions
 - understand and help improve water management and quality

- continue to contribute to weed management and other remediation projects within Kingston
 - be aware of heritage obligations and responsibilities under relevant legislation (e.g. EPBC Act, Norfolk Island Heritage Act).
- 2.24.** The KAVHA Community Advisory Group (or subsequent successor governance bodies) will provide community input to management and conservation planning and actions at Kingston, facilitating the active participation of the local community in the site's management.
- 2.25.** Key stakeholders—individuals and organisations—will be identified and actively involved in the implementation of the HMP through effective processes of communication, involvement and collaboration.
- 2.26.** The issues on which the Norfolk Island community and other stakeholders will be engaged, and methods for engagement, will be identified and publicly documented.
- 2.27.** Stakeholders will be provided with opportunities to comment on proposed changes that affect the conservation and management of Kingston.
- 2.28.** Opportunities will be pursued for Norfolk Islanders to contribute to Kingston through volunteer involvement and partnerships between the Kingston staff and the Norfolk Island Central School, as well as programs such as work experience, apprenticeships or internships.
- 2.29.** The local community and visitors to the island will be encouraged to help conserve the values for current and future generations.
- 2.30.** Public events including seminars and talks will be offered periodically to educate and engage people about the history and significance of Kingston.

Communication

- 2.31.** A single point of contact will be established for the Kingston site management organisation.
- 2.32.** Consultation delivered by the Department or its representatives will seek input from a wide variety of diverse community voices, be undertaken with an approach of mutual respect, and be targeted at positive, outcomes-focused decision-making.
- 2.33.** A program of effective and ongoing external communication should be used to increase community and stakeholder access to information about the research, conservation, interpretation and management of the site, including the implementation of this HMP.
- 2.34.** Education will be provided to the community, stakeholders and any consultation participants regarding the heritage values of Kingston, their meaning, and the legislative obligations that relate to the protection of its heritage.
- 2.35.** Communication on Kingston's heritage significance should be delivered in a targeted manner that is adapted and understandable to various audiences, including the local community, visitors and school groups.
- 2.36.** Recognising the cultural importance of the Norfolk language, opportunities to communicate in language will be developed.

- 2.37.** The Department’s responsible officers for the management of Kingston will actively communicate with the other properties that form part of the Australian Convict Sites World Heritage property to build a more outward-looking and engaged organisational culture.
- 2.38.** Targeted consultation with relevant stakeholders will be undertaken when preparing to implement sections/actions of this HMP.
- 2.39.** When planning developments or changes to Kingston, consultation on projects will be undertaken with the Norfolk Island community in accordance with the **communication and stakeholder management strategy**.

Policy Area 2: Communications and Community Engagement—Actions and Implementation

Action	Priority
<p>2.1. Develop and implement a communication and stakeholder management strategy, including:</p> <ul style="list-style-type: none"> an analysis of the various stakeholders in terms of their ability to influence an outcome, right to be informed/involved and importance they place on an issue being resolved options and strategies for communicating with various stakeholders including use of Norfolk, use of social media, regular newsletters, etc. 	Urgent
<p>2.2. Develop and implement an intangible cultural heritage management strategy, including:</p> <ul style="list-style-type: none"> an inventory of the intangible cultural heritage of Kingston, researched and prepared in collaboration with the Norfolk Island community investigation of the potential significance of tourism and the presence of visitors as part of Kingston’s intangible cultural heritage a suite of programs to support the community transmission of traditional uses, activities and intangible cultural heritage associated with Kingston recommendations on how the identified cultural traditions, uses and intangible cultural heritage of Kingston can be included in the interpretation of the site. 	High
<p>2.3. Work with the Norfolk Island community to prepare and implement a strategy to expand the meaningful use of Norfolk language across Kingston for a variety of audiences.</p>	Medium
<p>2.4. Develop and implement a community engagement strategy, including:</p> <ul style="list-style-type: none"> options to engender greater involvement of the Norfolk Island community with the conservation of the site programs developed in conjunction with specific diverse community groups to encourage their traditional use of and engagement with the site specific opportunities to involve Norfolk Island Central School students (of all age levels) in Kingston, including volunteer works on archaeological investigations, close study of materials in museums, etc. 	High

9.2.3 Policy Area 3: Site Management

Ownership and Land Tenure

- 3.1. The natural and cultural heritage values of Kingston will be protected across different land ownership and tenures.
- 3.2. Government-owned assets within Kingston may be leased to a public or private entity or individual to accommodate a compatible use.
- 3.3. Landholders will be recognised as playing a role in the conservation and management of Kingston's heritage values on their land.
- 3.4. The protection of heritage values, responsibility for maintenance, and limitations on modifications or use will be included in any lease or tenancy agreement for tenanted government-owned land, sites or buildings, including garden areas and tree plantations.
- 3.5. Commonwealth-owned property in Kingston should not be divested or disposed of except in exceptional circumstances (e.g. a major reform of the Australian Government entity that governs Kingston).
- 3.6. In the instance of any disposal or divestment of property by the Australian Government, appropriate steps will be undertaken to ensure the heritage significance of the area is protected into the future and that all regulations are complied with.
- 3.7. Privately owned land in Kingston that is offered for sale should be considered for purchase by the Commonwealth, subject to availability of funds.

Use

- 3.8. Uses that are an expression of the heritage values of Kingston or that actively contribute to an understanding of its significance will be actively encouraged and supported, where resources permit.
- 3.9. Compatible uses (as per the Burra Charter definition) of Kingston's buildings, structures and other features will be allowed, where they do not have adverse heritage impacts and are in accordance with regulations and approvals.
- 3.10. Kingston will continue to be available for significant traditional uses and cultural traditions, community uses and other uses compatible with its heritage values identified through research and community consultation, in accordance with the principles of this HMP (refer to Policy Area 2).
- 3.11. Uses and activities that lessen, obscure or confuse the heritage values or that are unrelated to Kingston's significance will be discouraged.
- 3.12. Interior spaces may be adapted to allow significant traditional uses and cultural traditions to continue, provided impact on other heritage values is minimised.
- 3.13. Historic buildings will be actively and appropriately used, where possible, and public buildings should be sensitively adaptively re-used, rather than left vacant, to enhance and transmit heritage values.

- 3.14. Buildings that are currently in use should not be vacated without a specific plan for a new compatible use that will be effectively implemented and will support the building's ongoing conservation.
- 3.15. Continuing or reinstating a significant use is appropriate and may proceed, subject to balancing any consequent adverse impact on significant historic fabric.

New Buildings and Works

- 3.16. Development at Kingston must be consistent with its heritage values and avoid adverse impacts, to ensure the protection, conservation, presentation and transmission of its heritage values for the benefit of present and future generations.
- 3.17. This HMP, the KAVHA DCP, and other planning documents should be referred to for guidance on new buildings and works within and adjacent to Kingston.
- 3.18. New buildings and works in Kingston should only be constructed for accommodating compatible uses, continuing a significant traditional use or as part of the conservation or interpretation of heritage values, including visitor orientation.
- 3.19. New buildings and works will not detract from the heritage values or character of Kingston and its setting, nor disturb archaeological remains or significant underground features. New buildings or structures that have negative heritage impacts will not be permitted.
- 3.20. Introduced works will be sustainable, durable and fit for purpose.
- 3.21. The design of any new buildings and development works within Kingston will be based on an understanding of the pattern of development and reflect the overall design concept of Kingston and its townscape character.
- 3.22. New buildings and development works will be carefully designed and sited to ensure they are unobtrusive and consistent with the visual qualities of their setting and the cultural landscape.
- 3.23. Subject to planning approval, small-scale residential, agricultural or tourist facilities may be built within Area E and limited parts of areas M and N, provided that they are designed and sited to have no impact on significant views and vistas from Kingston or from key viewpoints.
- 3.24. New buildings and development works will exhibit design excellence and be detailed with care, use modern materials and techniques to distinguish new from old, be comparable to the old in quality, use the existing buildings and planning as a starting point for design, and address the existing built form in scale, massing, materials, colour and texture without mimicry or replication.
- 3.25. Major new bridges, roads, slipways, piers or other major engineering structures will not be constructed within Kingston. New culverts may be constructed provided that they do not impact on archaeological remains or other heritage fabric.
- 3.26. Any proposed new building that is outside the Kingston site boundary, but that could impact on the heritage values of Kingston (via works, view lines, runoff or any other matter) will be assessed for heritage impact in accordance with relevant legislation and regulations, including EPBC Act and NIRC approval.

Commercial Development

- 3.27. No new large-scale commercial development will be permitted within Kingston. The scale of development will be determined with reference to the setting of a proposal and the scale of the surrounding landscape and buildings, including height, massing and bulk of the surrounding built form context, screening and presence in significant views and vistas.
- 3.28. Small-scale commercial development and activities associated with a compatible use, interpretation, or visitor orientation and services may be considered, subject to planning approval and consideration of heritage impacts.
- 3.29. Small-scale commercial activities essential to re-establishing or supporting compatible or traditional uses, including agriculture, will be encouraged.

Infrastructure and Services

- 3.30. Infrastructure, facilities and services will support the use and enjoyment of Kingston without damaging the heritage values and will be delivered in accordance with the guidance in the DCP.
- 3.31. Existing roads, bridges and access routes will be conserved and may continue to be used.
- 3.32. Weight limits or other measures may be used to protect significant structures, walls, bridges, culverts and roads adjoined to heritage infrastructure where necessary.
- 3.33. Services infrastructure, particularly electricity, will be assessed and upgraded as necessary, consistent with conservation requirements, user needs and workplace health and safety considerations.
- 3.34. New services will be carefully designed to avoid disturbing or damaging significant fabric and will be, where possible, installed in areas of reconstructed or new fabric, or in a manner that minimises damage to original fabric.
- 3.35. Original design features such as roof vents and fanlights will be utilised to improve the internal environment of significant buildings, in preference to changes to original fabric or configurations, or the introduction of new services.
- 3.36. Air-conditioning and other modern services will not be installed in areas of high significance or where they would be intrusive or impact on significant fabric.

Heritage Impact Assessment

- 3.37. All actions, including development proposals, changes of use and the annual works program, should be assessed by those proposing to undertake the activity for potential heritage impacts on Kingston's World, National, Commonwealth or local (Norfolk Island Heritage Register) values, or any other identified heritage values.
- 3.38. Guidance should be sought from the Norfolk Island Team and the Department responsible for the EPBC Act to help determine whether the works are appropriate and any heritage impacts.
- 3.39. Impact assessments should identify the likelihood of an adverse or significant impact on heritage values as required under Commonwealth and Norfolk Island legislation, and be prepared in accordance with the EPBC Act Significant Impact Guidelines 1.1 and 1.2.

- 3.40. Alternative options and design changes should be identified and implemented to minimise adverse heritage impacts as part of the project development and approval process.
- 3.41. Heritage impact assessment will include evaluation of the impact of proposals on significant views.
- 3.42. Minimise identified adverse heritage impacts as much as possible.
- 3.43. Impacts of works, including alterations, must be assessed and mitigated to ensure that incremental changes or cumulative impacts of multiple minor actions do not cause the gradual loss of Kingston's heritage values.
- 3.44. Excavation or other ground disturbance to Kingston will be preceded by investigation to determine whether there could be adverse impact or whether technical advice or assistance is necessary.

Approval Processes

- 3.45. Before commencing any work anyone undertaking activities on Kingston, including government and private proponents, should ensure they have complied with heritage protection regulations and obtained necessary approvals, including under Commonwealth and Norfolk Island legislation and the DCP.
- 3.46. Proposals for new work that are likely to have a significant impact on the identified heritage values of Kingston must be referred to the Minister for the Environment and Water for approval in accordance with the EPBC Act.
- 3.47. Any activity that is subject to an EPBC Act referral or that requires planning and development applications must be assessed to ensure compliance with this HMP.
- 3.48. Approval will be required under Norfolk Island regulations for change of use, development and construction works.
- 3.49. Government agencies involved in planning approvals will cooperate to achieve integrated processes and consistent outcomes.
- 3.50. Information and advice about heritage values, application procedures and any technical requirements will be provided to applicants seeking development or use approvals.

Water

- 3.51. In line with both good heritage management practices and safe water quality practices, water levels, quality and flows will be managed so as to not impact on cultural and natural heritage values, especially historic structures and features, or the cultural landscape as a whole.
- 3.52. Water resources will be managed to sustain diverse marine and terrestrial ecosystems and habitats.
- 3.53. Water quality will be regularly monitored using industry and scientific best practice testing methods to ensure optimal water quality standards are achieved throughout the site and for discharge to the marine environment.

- 3.54. Water quality infrastructure measures will be low-impact and use natural methods adapted to the landscape character of Kingston and with consideration to the possible presence of acid sulfate soils.
- 3.55. In line with both good heritage management practices and safe water quality practices, aquatic weeds and excessive water-borne nutrient and sediment loads within or from the site will be controlled and reduced.

Waste Management

- 3.56. Waste will be managed so that it does not impact on the natural and cultural values of Kingston.
- 3.57. Waste generated in Kingston will be reduced, re-used and recycled wherever possible, in coordination with NIRC waste management programs.
- 3.58. Sewage and other liquid waste generated within Kingston will be managed to prevent pollution of groundwater or surface water.
- 3.59. Kingston staff should work collaboratively with those generating waste outside Kingston that impacts on the place to lessen external waste impacts on its cultural and natural heritage values.

Biodiversity

- 3.60. Biodiversity within Kingston will be identified, managed and conserved in conjunction with the recognised cultural heritage values of the site.
- 3.61. A comprehensive understanding of the species and ecological attributes present on the site, the associated natural heritage values, and the current state of conservation will inform the conservation of biodiversity in Kingston.
- 3.62. Measures should be implemented to reduce impacts on and loss of biodiversity, including significant species or ecosystems.
- 3.63. Kingston staff should collaborate and share knowledge with other parties (e.g. CSIRO, Parks Australia, NIRC, Norfolk Island Flora and Fauna Society), working in partnership to manage environmental values.

Weed Control and Introduced Species Management

- 3.64. A strategic approach to weed management and control should be undertaken across the whole Kingston site, including waterways.
- 3.65. Woody weed infestations should be actively managed and progressively eradicated from both public and private lands within Kingston.
- 3.66. Landholders should be involved in developing and implementing programs to manage weeds.
- 3.67. Crown leaseholders will adhere to the obligations of their leases with regards to weed management.
- 3.68. Cattle and wild domestic species represent significant aspects of Pitcairner descendant history and the wider agricultural history of the site, and will be retained in places within

Kingston; but their numbers will be managed and their access to the site may be limited to protect other natural and cultural values, including archaeological values, and to facilitate unimpeded and comfortable visitor access to the area.

- 3.69. Management of cattle will be informed by industry and scientific best practice approaches to support significant cultural practices while avoiding heritage impacts.
- 3.70. Management of other introduced species will occur as required to conserve natural values, biodiversity and cultural heritage values.

Land Management

- 3.71. Measures will be implemented, where possible, to stabilise eroded slopes and roadsides through the introduction of appropriate stormwater management, weed removal, planting and grazing regimes.
- 3.72. Existing hill and slope plantings of Norfolk Island Pines will be managed through selective thinning, pruning and other appropriate measures in line with the CLMP recommendations, to achieve improved cultural landscape and land management outcomes including protecting these slopes from erosion.
- 3.73. Sand dunes will continue to be stabilised through planting, management of access and use, and other appropriate measures.
- 3.74. Sand is only to be extracted from the site when all other on-island options (e.g. crusher dust, ground glass, etc) have been exhausted and only when adverse heritage impacts from extraction can be avoided and mitigated. The amount of sand which can be extracted will be limited based on evidence-based information on impacts.

Setting and Landscape Management

- 3.75. The landscape setting will be conserved and managed to reflect the natural and cultural heritage values and character of Kingston.
- 3.76. Development and activities within the landscape setting will be controlled and managed to not impact on or detract from the setting of Kingston or the understanding, appreciation and experience of its heritage values.
- 3.77. Carparking and traffic movement should be rationalised and located to avoid impacts on heritage values and fabric and to not intrude upon significant views and vistas, while still allowing for community access to Kingston.
- 3.78. Reinstate former historical routes and pathways to support non-vehicular movement around the site, prioritising reinstating historical routes over creation of new paths.
- 3.79. The introduction of additional fencing should be avoided, except where fencing or walling is required for conservation or public safety, or designed to interpret historical fenced boundaries. When any fencing is being proposed, alternatives such as virtual fencing or temporary measures should be sought and implemented whenever possible.

Significant Cultural Plantings

- 3.80.** Significant cultural plantings (ie: significant intentional plantings from the British Colonial, British Penal and Pitcairn and Modern Settlement periods) and naturally occurring vegetation (such as Norfolk Island Pines and naturally occurring understorey vegetation) will be managed and their health monitored in accordance with their relative significance, and the guidance of the CLMP and its Appendix 'Proposals for High Priority Cultural Landscape Issues as at September 2019' (GML+Context).
- 3.81.** Significant plantings and trees will be inventoried, and any other significant trees not previously identified will be recorded.
- 3.82.** Where trees pose a risk to public health and safety (e.g. unsafe overhanging branches or unstable roots), or to other heritage values, they will be removed, in whole or part.
- 3.83.** All tree pruning will be undertaken in compliance with Standards Australia's AS4373-2007 'Pruning of Amenity Trees' standard.
- 3.84.** A licensed arborist of level 3 or higher will be consulted before commencing any pruning of significant trees, or any felling of trees near significant trees.
- 3.85.** Best practice work methods will be employed when pruning or felling trees to minimise the risk of accident or injury, and to minimise the risk of unintended damage to trees and the spread of pathogens.
- 3.86.** A seed bank and/or plant cuttings system will be established and made available to provide replacement stock for replanting, based on a survey of significant species on site.
- 3.87.** New tree plantings will be designed and located so as to not impact on views, potential or known archaeological resources, buildings or structures.
- 3.88.** The replacement or removal of existing significant trees when they become senescent or die will be informed by the heritage significance of the plantings and best practice cultural landscape management as outlined in the CLMP.
- 3.89.** The existing significant memorial trees will be maintained within their life expectancy. When memorial or commemorative avenue trees become senescent or die, or if a memorial avenue tree must be removed for reasons of public safety or tree health, they will not be replaced in the same location unless there is significant social heritage value to an identified community or cultural group, which has been assessed and identified.
- 3.90.** Agricultural plantings and crops will be permitted in some areas of Kingston in recognition that it is (in part) a landscape with a history of grazing and agriculture, and to interpret the cultural landscapes of the British Colonial, British Penal and Pitcairn and Modern settlements, particularly in Watermill Valley and its tributaries. Any such plantings or crops will be based on historical or archaeological evidence, subject to environmental and heritage impact and risk assessment, and considered having regard to the appropriateness of species and the labour required for ongoing management, so that it is sustainable.
- 3.91.** Landholders will be encouraged and supported to conserve and manage any significant cultural plantings on land under their management, and future cultural plantings, and to manage intrusive vegetation in accordance with this policy.

Public Gardens

- 3.92. The garden design and plantings of Commonwealth-owned houses in Kingston, particularly Government House and Quality Row, must be maintained in accordance with relevant landscape garden plans.
- 3.93. The health and vigour of current garden plantings will be assessed. Gardens will be regularly maintained and monitored to ensure high standards of presentation and visitor experience.
- 3.94. Cattle and other introduced species will be actively managed and excluded where required to ensure gardens are conserved and damage is prevented.
- 3.95. Significant senescent garden plants will be removed and replaced with same or similar species, where practical.
- 3.96. The introduction of fruit and vegetable gardens will be considered to interpret the history of self-sufficiency across successive settlement periods on Norfolk Island.

Environmental and Cultural Sustainability

- 3.97. Manage the heritage values of Kingston sustainably in accordance with the requirements of the EPBC Act to ensure that they are conserved for future generations.
- 3.98. Management of Kingston will balance environmental, cultural, social and economic demands to deliver intergenerational equity.
- 3.99. Kingston will be managed in accordance with the principles of ecologically sustainable development as stated in the EPBC Act.
- 3.100. Environmental and sustainable management of Kingston's setting, including Norfolk Island more broadly, will consider impacts on Kingston's cultural and natural significance and resources.
- 3.101. Activities and programs at Kingston will prioritise using local resources and skills where possible to implement a sustainable approach to site management.
- 3.102. Sustainability initiatives will be incorporated into the management of Kingston to increase the long-term sustainability of the site.
- 3.103. Uses of Kingston will encourage suitable and sustainable public access and engagement with the site's heritage values.
- 3.104. Sustainable practices for use of Kingston's agricultural, pastoral and natural landscape should be encouraged.
- 3.105. Initiatives to enhance the long-term sustainability of Kingston will respect the heritage values and not detract from significant elements or views.

Climate Change

- 3.106.** Patterns of environmental change and risks to natural and cultural values from climate change should be understood and considered in management planning for Kingston.
- 3.107.** Potential mitigative and adaptive management strategies designed to reduce potential adverse impacts from climate change will be developed, communicated widely and implemented into the management of Kingston.
- 3.108.** Risk preparedness and disaster planning for Kingston will be regularly reviewed and updated, and will consider climate change risks.

Policy Area 3: Site Management—Actions and Implementation

Action	Priority
<p>3.1. Develop and implement a land use management strategy, including:</p> <ul style="list-style-type: none"> reviewing the current systems and structures used to manage land-use across the site developing a coherent set of sub-divisions (i.e. precincts or equivalent) that are applicable to managing all development and other impacts on the site reviewing the boundary of the Commonwealth Heritage Listing for Kingston to avoid any inconsistencies in types of land tenure covered by the listing establishing a regular avenue or forum for the Australian Government to give advice and share knowledge to assist landholders in the site with heritage management establishing procedures to identify any heritage impacts and inform relevant approvals and any alterations or mitigation measures to reduce impacts, when considering activities within or adjacent to the site an updated Development Control Plan a policy requiring any existing leases/tenancy agreements, and/or new leases/tenancy agreements, to protect heritage values and that gardens in Quality Row properties are not changed a register of vehicular damage to heritage assets that quantifies the extent and value of impacts caused by traffic movement and parking around the site an approach to parking and traffic management that ensures the heritage significance and fabric of the site are protected while supporting community use 	High
<p>3.2. Review the existing permitting and approvals process for Kingston that is distributed among the Department, the Office of the Administrator, and NIRC to investigate the potential for rationalising and simplifying the process.</p>	Medium
<p>3.3. Meet with all Crown leaseholders within Kingston to provide information about the responsibilities and obligations that come with their leases.</p>	High
<p>3.4. Prepare a strategic plan to identify the sustainability and trajectory of Kingston's current sand resources, set limits on sand use, and address the long-term goal of ceasing sand mining in Kingston.</p>	High
<p>3.5. Prepare and implement a strategy to rationalise carparking and traffic movement within Kingston to minimise heritage impacts, including reinstating historical routes and pathways for non-vehicular traffic, in accordance with the CLMP, the Site Master Plan and this HMP.</p>	Medium
<p>3.6. Prepare an events policy that outlines protective measures that must be taken during events to conserve heritage attributes, e.g. ensuring event infrastructure is temporary, avoiding physical contact with heritage fabric, adding protective layers between event infrastructure and heritage items, and controlling access to particularly sensitive or poor-condition areas.</p>	High
<p>3.7. Prepare an environmental management strategy, including:</p> <ul style="list-style-type: none"> a comprehensive survey of current biodiversity within and relating to the site 	High

Action	Priority
<ul style="list-style-type: none"> a sustainability policy that includes carrying capacity and other relevant indicators for use a waste management policy to ensure waste generated, both at and outside the site, avoids impacts on the site's heritage significance. 	
3.8. Establish and implement a program to undertake regular monitoring and annual reporting on water quality in Kingston.	High
3.9. Report on the impacts of poor water quality (particularly water acidity) on Kingston's heritage fabric, including landscape and built fabric, to the Norfolk Island Water Quality Working Group, the Norfolk Island Team and relevant Departmental executives, and the ACSSC, and implement conservation actions to address these impacts.	High
3.10. Identify and implement opportunities to work with relevant parties to improve water quality impacts on Kingston associated with upstream activities and its broader setting, inside and outside the heritage boundary.	High
3.11. Identify and implement opportunities to reduce environmental impacts through natural resource management, energy and water consumption, and sustainable design when planning for Kingston, in accordance with the environmental management strategy .	Ongoing
3.12. Undertake a data collection project to identify heritage values most at risk from climate change and their condition, and implement a program of monitoring and reporting on any changes to condition over time.	High
3.13. Prepare a climate risk strategy to identify risks to Kingston's heritage significance from climate change and potential risk management methods.	Medium
3.14. Address any climate change risk to Kingston identified from data collection and research projects.	High
3.15. Prepare a vegetation management strategy , including: <ul style="list-style-type: none"> an identification register, condition assessment and management plan of culturally significant trees and/or vegetation a schedule for replacement or removal of significant trees and plantings across the site as they progress through their natural lifespan a weed management program to reduce impacts on natural and cultural heritage values plant lists for the kitchen and ornamental gardens in buildings such as the Quality Row properties and Government House. 	High
3.16. Establish and implement a program to monitor the success and health of significant cultural plantings (i.e. significant intentional plantings from the British Colonial, British Penal and Pitcairn and Modern Settlement periods) and gardens.	Medium
3.17. Review and update Quality Row HMPs to include plant lists for the kitchen and ornamental gardens within Kingston, and ensure this information is maintained in other building-specific CMPs/HMPs (refer to Action 1.4).	Medium
3.18. Prepare a sustainable primary production strategy , including: <ul style="list-style-type: none"> recommendations for grazing and watering of cattle, including stocking rates, across the site recommendations, supported by historical and archaeological evidence, as to which agricultural activities should be allowed and the most appropriate locations for them across the site, avoiding impacts on other aspects of heritage significance. 	Medium
3.19. Facilitate propagation and access to identified significant plant stock through liaison with Parks Australia and planting programs to provide replacement stock for replanting on site; this may include seed collection from early varieties (whether original to the site or reintroduced), cuttings or retention of the genetic material of the plant.	Medium
3.20. Revise and update the plans of management for reserves in Kingston, for potential consolidation into one plan.	Medium

9.2.4 Policy Area 4: Research and Document Management

Research

- 4.1. Kingston staff will identify opportunities to learn from the educational programs and activities at other sites that are part of the Australian Convict Sites World Heritage property.
- 4.2. Research projects that expand the understanding of Kingston's heritage significance will be encouraged and pursued.
- 4.3. Research by or with external researchers and organisations will be encouraged to increase the profile and connection of Kingston.
- 4.4. Heritage skills training and research projects will be implemented to build knowledge about the site.
- 4.5. Family history research focused on the Cemetery will be promoted and encouraged.
- 4.6. Existing graves and burial sites (both marked and unmarked) will continue to be identified on a plan that includes information provided through research.
- 4.7. Research into, and documentation of, the cultural landscape history of Kingston will be supported with the aim of understanding change over time.

Archaeological Research and Records

- 4.8. Archaeological research will be encouraged and facilitated, with preference given to projects that bring benefit to the Norfolk Island community and visitors, align with existing Kingston management plans and goals, and contribute to current heritage management or interpretation needs and priorities.
- 4.9. All archaeological research projects will occur in accordance with the KAVHA Research Policy and Procedures and the procedures of the AZMP, and will be approved and undertaken in accordance with an archaeological research design that sets out an agreed methodology and demonstrates how the proposed research will benefit current and future generations.
- 4.10. Research projects should be preceded by the preparation of a thorough archaeological assessment that gathers and considers information already available from previous research or documentary sources, and should avoid impacts to the archaeological resource (e.g. destruction from excavation).
- 4.11. Archaeological investigation and research into potential Polynesian occupation of Kingston will be encouraged.
- 4.12. Comprehensive archival records, including text, photographs and sketches, will be made in all cases where archaeological features or deposits are disturbed, in accordance with the AZMP and other best practice recording protocols.
- 4.13. Archaeological investigations (whether undertaken in conjunction with works or as research projects) will include the preparation of post-investigation reports, including comprehensive research archives of all relevant records, responses to research design questions and recommendations for future archaeological heritage management. All investigations will be carried out according to an approved specific research design and methodology.

- 4.14. Information from archaeological investigation and research will be made available to the Department's responsible officers for managing Kingston, and incorporated into site management inventories, interpretation and other relevant resources.

Records Management and Access to Information

- 4.15. Documents relating to the history, conservation, management and interpretation of Kingston will be collected and stored in a centralised, accessible and enduring location and format.
- 4.16. Existing archival records related to Kingston will be retained, catalogued and conserved. As resources allow, existing hardcopy archival records will be transferred to electronic media.
- 4.17. An inventory of works undertaken at Kingston should be maintained in accordance with the Heritage Maintenance Manual (Purcell, 2019).
- 4.18. Comprehensive archival records, including digital photographic records, will be made of changes to any building, ruin, work, site or landscape area.
- 4.19. Hardcopy records will be archived, curated and made available within Kingston for legitimate management and research purposes.
- 4.20. A central electronic repository will be established to contain:
- all reports prepared at Kingston
 - historical images and historical reference material
 - an inventory of site features
 - schedules of works undertaken and proposed, linked to the inventory of site features.
- 4.21. Electronic records will be made available online for legitimate management and research purposes.
- 4.22. Information on management roles and responsibilities, and approval processes and guidelines, will be documented for landholders, site tenants, tourist operators and others.
- 4.23. Landholders will have ready access to information about the history, heritage values and conservation needs of places within Kingston.
- 4.24. Kingston staff will identify opportunities for sharing information with other properties that are part of the Australian Convict Sites World Heritage property to improve access to and understanding of the history and significance of convictism.
- 4.25. Sensitive information and documentation associated with Kingston—for example, personal information—will be managed appropriately and in accordance with the *Privacy Act 1988* (Cth), and not made public without the consent of appropriate stakeholders in line with the Australian Public Service Code of Conduct and Privacy Policy.

Policy Area 4: Research and Document Management—Actions and Implementation

Action	Priority
<p>4.1. Develop and implement a research management strategy, including:</p> <ul style="list-style-type: none"> a research prospectus that identifies priorities for archaeological investigation within the site identify potential partners to undertake archaeological investigation and projects that provide information on all phases of Norfolk Island's settlement. 	High
<p>4.2. Prepare a data management system to hold all archaeological records for Kingston in an accessible and enduring location and format, incorporating GIS data, digital and hardcopy records, and artefacts.</p>	Medium
<p>4.3. Identify a suitable location and format for a centralised database of all records related to the conservation, management and interpretation of Kingston, e.g. a centralised asset management system as per the Asset Management Plan (2020).</p>	Urgent
<p>4.4. Develop and implement an archives and document management strategy, including:</p> <ul style="list-style-type: none"> a procedure to provide for the collation and retention of conservation related correspondence, reports, records and associated data recommendations for a dedicated (ideally off-the-shelf) electronic record-keeping system the ongoing cataloguing, conservation and storage of records including information on the locations of existing graves and burial sites (note: 75% of all records to be digitised by 31 December 2028). 	High
<p>4.5. Collate and make available at an accessible centralised location all information about Kingston's heritage significance, archaeological potential, historical plans, inventories and other information for legitimate research and to support applicants in the planning assessment process.</p>	Medium
<p>4.6. Establish opportunities for heritage skills and training programs on Norfolk Island for the academic and heritage sectors.</p>	Medium

9.2.5 Policy Area 5: Visitor Experience

Interpretation

- 5.1. Interpretation will stimulate and enchant visitors and enrich their understanding and experience of the heritage values of Kingston.
- 5.2. Interpretation of Kingston will be guided by its heritage significance and occur in accordance with the Interpretation Plan (2020).
- 5.3. The local community will be encouraged to participate in the planning and delivery of interpretation activities on and off site.
- 5.4. Interpretation of Kingston will emphasise and communicate its World Heritage status, with branding and presentation as one of the 11 places that comprise the Australian Convict Sites World Heritage property.
- 5.5. Opportunities to use interpretation to connect Kingston to its broader heritage context (e.g. other heritage sites in Norfolk Island, around Australia and internationally) will be pursued.
- 5.6. A broad range of stories will be interpreted at Kingston to ensure that the layered and living history of the site (including the Pitcairner descendant, current Norfolk Islander and Polynesian history and heritage) is transmitted.
- 5.7. Kingston's familiar convict-era stories will be reviewed and reinterpreted for contemporary audiences, and the findings of recent historical research will be included in interpretation to tell new stories that are not commonly known.
- 5.8. Interpretation will deliver material on topics that are regularly enquired about or not well-understood by tourists and the local community, based on the findings of regular recording and canvassing of questions raised by visitors and locals.
- 5.9. Consideration will be given to innovative forms and different modalities of interpretation, including installations, artworks and soundscapes, to accommodate different audiences, age groups and abilities.
- 5.10. Consideration will be given to the development of an online digital interpretive experience so as to reach a wider audience.
- 5.11. Interpretation of Kingston will have a consistent visual and branding identity and narrative.
- 5.12. Movable cultural heritage items will be used to tell the stories of people and places in and associated with Kingston, to strengthen interpretation and visitor engagement.
- 5.13. Pre-colonial, colonial and post-colonial archaeological sites and stories will be included in Kingston site interpretation.

Museum Activities and Services

- 5.14. The Research Centre and Norfolk Island Museum will collaborate to present the values and stories of Kingston, and will work towards an alignment of activities and processes.
- 5.15. The management of Norfolk Island Museum will deliver the effective protection and conservation of Kingston's heritage values, through conservation of movable cultural heritage and heritage places.

- 5.16. The Norfolk Island Museum will work with the Department's designated responsible officer/s for Kingston to ensure clear and direct communication and coordination.
- 5.17. The Norfolk Island Museum will seek opportunities to share resources with other services and functions in Kingston to deliver improved visitor services.
- 5.18. The Norfolk Island Museum will continue to receive sufficient funding to manage and deliver visitor services.
- 5.19. Kingston staff will actively shape and contribute to interpretation and storytelling across Kingston.

Sustainable Tourism

- 5.20. Tourism within Kingston will be sustainably managed to provide visitor experiences that exceed expectations, minimise site impacts and deliver benefits for local people through collaborative partnerships with the tourism industry.
- 5.21. Sustainable tourism at Kingston will balance environmental, cultural, social and economic considerations, thereby meeting the needs of current generations without compromising the needs of future generations.
- 5.22. Requirements for conservation will take precedence over requirements for tourism within Kingston.
- 5.23. Tourism activities will not cause damage to significant historic fabric or heritage values.
- 5.24. Tourism activities will not adversely affect the natural environment and will be managed to avoid wider environmental impacts (both on and off site), such as erosion or pollution.
- 5.25. Tourism activities will respect and not hinder or impede continuing cultural traditions. Where appropriate, cultural traditions will be included within tourism activities.
- 5.26. Consideration of proposals for new tourism activities or facilities will be preceded by assessment of potential impacts on natural or cultural heritage values.
- 5.27. Tourism at Kingston will be recognised as an essential element of the Norfolk Island economy, as well as contributing to the long-term sustainability of the place itself and the local community.
- 5.28. Tourism will be actively managed and encouraged within Kingston as an integral aspect of its present and future conservation and management, and will occur in a way that retains, recognises and interprets natural and cultural heritage values.
- 5.29. Tourism within Kingston will be managed as a Norfolk Island community resource and will deliver economic and social benefits to local people through specific partnership arrangements and wider community involvement.
- 5.30. Tourism activities that support local traditions and cultural expressions and provide economic benefits for local people will be encouraged.
- 5.31. Participants in the tourism industry at Kingston will model best practice interpretation, service delivery and visitor engagement behaviours and practices.

- 5.32.** Cooperative opportunities for promotion of heritage values to visitor markets linked to other properties that are part of the Australian Convict Sites World Heritage property will be explored, as outlined in the Australian Convict Sites Strategic Management Framework.

Tourism and Communication of Heritage Values

- 5.33.** Tourism will have a vital, ongoing role in communicating the natural and cultural heritage values of Kingston.
- 5.34.** Tourism will effectively and accurately communicate Kingston's heritage in accordance with the principles of sustainable cultural tourism and the KAVHA Interpretation Plan (2020).
- 5.35.** The history and significance of Kingston, including individual elements and related places, will be communicated to visitors, both on and off site.
- 5.36.** Primary research and historical evidence will inform and guide the development of tourism experiences.
- 5.37.** The tourism industry and Kingston site managers will collaborate to ensure that appropriate training and education are available for tourism industry personnel, and that heritage values and other relevant information are communicated to visitors in a coordinated, accurate and consistent manner.

Visitor Experience

- 5.38.** Visitor experience will be developed in consultation with the tourism industry and operators on-island to open up opportunities for the sector while improving the site-based experience for all.
- 5.39.** Delivery of positive and engaging experiences that meet or exceed visitor needs and expectations will be a primary objective of tourism activity within Kingston.
- 5.40.** Appropriate visitor behaviour will be identified and encouraged for all visitors.
- 5.41.** Appropriate experiences will be offered to cater to different tourism market segments, so that the full range of visitors will have a positive experience.
- 5.42.** Regular visitor evaluation will guide and inform the development of tourism products and experiences.

Industry Partnership

- 5.43.** The tourism industry will be recognised as a key stakeholder in the conservation and management of Kingston.
- 5.44.** Tourism industry representatives will have ready access to historical research and information available from the Norfolk Island team in order to ensure their product is as accurate as possible.
- 5.45.** The Australian Government will participate in and contribute to the strategic development of the tourism industry on Norfolk Island and the implementation of the Norfolk Island Strategic Plan, as part of its role in the conservation and management of Kingston.

- 5.46.** Tourism at Kingston will be managed through a collaborative process involving Kingston site managers, local tourism industry representatives and tourism specialists to guide the development of tourism strategies.
- 5.47.** Representatives from the tourism industry will be provided with opportunities to become actively involved through communication and collaboration.
- 5.48.** Representatives from the tourism industry will be consulted to identify their needs, constraints and opportunities.
- 5.49.** Participants in the tourism industry will be recognised as contributing partners in the conservation and management of Kingston.
- 5.50.** Projects that concurrently benefit Kingston and support tourism will be identified and accorded implementation priority.
- 5.51.** Provision will be made for a financial contribution from commercial tourism activities towards the conservation and management of Kingston. These arrangements will be developed and introduced through a collaborative process to minimise impact on the tourism industry and maximise the reinvestment potential of tourism into Kingston in a sustainable manner for both heritage and tourism.
- 5.52.** Private community events (such as weddings) will be encouraged. All such events will obtain any necessary permits and comply fully with relevant regulations.
- 5.53.** Opportunities will be provided to the tourism industry to learn about the history and heritage values of Kingston.

Policy Area 5: Visitor Experience—Actions and Implementation

Action	Priority
<p>5.1. Review and update (where appropriate) the KAVHA Interpretation Plan (2020), including the following steps:</p> <ul style="list-style-type: none"> undertaking an audit of interpretive and visitor materials to ensure they are up to date, and present a consistent and authentic narrative of the site, its significance and intangible cultural heritage developing a public events program to communicate the heritage values of Kingston to a variety of audiences identifying opportunities to coordinate interpretation with other heritage sites on Norfolk Island and elsewhere, e.g. the wreck of HMS <i>Sirius</i>, Arched Building at Longridge, other Australian Convict Sites. 	Medium
<p>5.2. Prepare a digital interpretation experience on the Kingston website, to be accessible to local and remote audiences.</p>	Medium
<p>5.3. Develop and implement a tourism management strategy for the site, including:</p> <ul style="list-style-type: none"> a prospectus that identifies new types of tourism products that are desirable within the site, particularly including appropriate cultural traditions and activities an analysis of the improved visitor amenities (e.g. food and beverage services, toilets, etc) required on the site a training program for tourism industry personnel in the history, heritage value and management of the site so as to facilitate the delivery of consistent, accurate messages a Code of Conduct for tourism industry operators and visitors to the site that specifies appropriate visitor behaviour and industry practices 	Medium

Action	Priority
<ul style="list-style-type: none"> an ongoing mechanism for monitoring of visitor experience and satisfaction such as regular visitor surveys a strategy to engage with the other Australian Convict Sites to identify opportunities for cross-promotion and collaboration on tourism offerings. 	
5.4. Prepare a resource package with appropriate tourism activities and content for Kingston and with reference to the conservation of its heritage values.	Medium
5.5. Investigate the development of a recognition or endorsement program for tourism operators whose operations meet quality standards on the communication of Kingston's heritage values.	Medium
5.6. Undertake a market research program to understand the needs and opportunities of the Kingston tourism market and to inform tourism initiatives.	High
5.7. Develop and implement a commercial activities management strategy for the site, including: <ul style="list-style-type: none"> outline acceptable commercial activities within the site provide guidance to potential commercial users of the site establish a system to allow for a financial contribution from commercial tourism activities to be spent on the conservation and management of the site. 	High
5.8. Investigate the benefits and feasibility of creating a Kingston visitor centre, including consideration of its location, purpose and functions, within the context of the recommendations of the Site Master Plan, including: <ul style="list-style-type: none"> investigating the benefits of refitting an existing building such as the New Military Barracks or another building preliminary design and cost estimates. 	Medium
5.9. Prepare a strategy to integrate and coordinate research, curatorial and interpretive activities across the three collections housed in Kingston, including a shared vision for the collections and allocation of funding, taking into account the recommendations of the Site Master Plan.	Medium

9.2.6 Policy Area 6: Site Administration

Governance and Management

- 6.1. Determine and subsequently build the institutional capability (capacity, governance, structures, etc) necessary to manage, conserve and share information on the cultural and natural values of Kingston.
- 6.2. One organisation, the Australian Government as represented by the Department of Infrastructure, Transport, Regional Development, Communications and the Arts, will have overall responsibility for management of Kingston. It will be informed by the KAVHA Advisory Committee, comprising community and expert members.
- 6.3. Kingston will have a simple management structure, with clear roles and appropriate delegations.
- 6.4. A designated Department responsible officer or officers will be responsible for coordinating conservation and management activities across the entire Kingston site, including Commonwealth lands, public reserves, private landholdings and Crown leaseholds.
- 6.5. The designated responsible officer/s will have overall responsibility for the care, control, coordination and management of Kingston and its heritage values, including contract management responsibilities, and will report to the Department.
- 6.6. Kingston staff will have appropriate levels of delegation to deliver their responsibilities for heritage conservation at the site.
- 6.7. The Australian Government will provide strategic advice to the designated responsible officer/s on priority actions and funding priorities.
- 6.8. Clear and unambiguous two-way lines of internal communication and reporting will be established within the Kingston site management framework, and Kingston staff will be responsible for implementing policies on communication and participation.
- 6.9. Changes to the role, purpose and structure of Kingston site management arising from this HMP will be widely communicated to ensure these changes are understood.
- 6.10. All site management documents prepared for Kingston will be consistent with this HMP.

Funding

- 6.11. The Australian Government will have primary responsibility for funding the care, control and management of Kingston.
- 6.12. Adequate and specific funding must be available for the ongoing heritage management and conservation of Kingston.
- 6.13. The governance model for Kingston should include the ability to generate and reinvest revenue for the benefit of the conservation of its heritage significance.
- 6.14. The delivery of capital and maintenance funding will be prioritised based on conservation, management and interpretation needs in accordance with the policies of this HMP and the 5-year strategic plan. Decisions about funding are to be determined by the Australian Government in consultation with the Department's designated responsible officer/s,

KAVHA Advisory Committee, KAVHA Community Advisory Group, and landholder and wider community input, consistent with this HMP.

- 6.15.** Programs and projects at Kingston will be prioritised from most important to least in the following order:
1. Requirements for safe working conditions and visitor safety.
 2. Conservation of World Heritage, National Heritage, Commonwealth Heritage and local heritage values.
 3. Cyclical maintenance needs.
 4. Interpretation of World Heritage, National Heritage, Commonwealth Heritage and local heritage values.
 5. Visitor facilities.
 6. Commercial opportunities.
- 6.16.** Funding from additional resource streams will be actively pursued, including:
- commercial income from appropriate new site uses
 - contributions from tourism (determined by specialist tourism experts in conjunction with the Norfolk Island tourism industry)
 - access to additional grant funding
 - philanthropy
 - sponsorship.
- 6.17.** Crown leaseholders and private landholders will be eligible to receive financial support for projects with conditions that ensure the funding contributes to the long-term benefit of Kingston's heritage. Grant applications for private conservation projects that protect and conserve Kingston's heritage values will be supported by the Department.
- 6.18.** The Australian Government will continue to contribute significant resources to the conservation and management of Kingston. However, other parties may also contribute to the resourcing requirements e.g. via regular management of freehold/leasehold land, industry partnership contributions, etc.

Staffing and Institutional Capacity

- 6.19.** Kingston will have access to professional and technical skills in cultural heritage site management.
- 6.20.** The Department's designated responsible officer/s for management of Kingston will develop and foster a culture of collaboration, shared information, accountability and transparency.
- 6.21.** Staff positions and roles at Kingston will be determined according to priorities for conservation, management and interpretation established by the Department based on

strategic planning. The priorities will be based on expert advice and community consultation and the advice of this HMP.

- 6.22.** Sufficient staff will be employed to ensure Kingston's effective management and capacity to deliver heritage obligations and actions from this HMP.
- 6.23.** Kingston site personnel will be engaged based on skills and experience that relate directly to the requirements for conserving, managing and interpreting the site. Wherever possible, preference should be given to engaging local suppliers.
- 6.24.** Opportunities will be identified for Kingston staff and landholders to undertake relevant training and skills acquisition in heritage skills.
- 6.25.** Opportunities will be identified to facilitate the intergenerational transfer of best practice traditional heritage skills, e.g. timber shingling.
- 6.26.** Kingston site managers will apply consistent standards and expectations of heritage management and behaviour for all staff and other stakeholders (including agencies, tourism vendors, and landholders), based on this HMP and other site management documents.
- 6.27.** Organisational and practical knowledge built up over time will be recognised, valued and documented to ensure its transmission to future staff, managers and advisors.
- 6.28.** An organisational culture of knowledge and information sharing will be fostered.
- 6.29.** Kingston staff's skills in community engagement, conflict resolution and consensus building will be enhanced through training and mentoring opportunities.
- 6.30.** Consideration will be given to sharing expertise and resources regarding conservation and management activities with other properties that are part of the Australian Convict Sites World Heritage property.
- 6.31.** Contractors and tradespeople with relevant expertise will be engaged to advise and undertake conservation works and specialist maintenance tasks outside the skills of existing staff.
- 6.32.** Advice will be sought from professional heritage consultants regarding heritage significance assessments, interpretation and impact assessments.

Intergovernmental Relationships and Roles

- 6.33.** Ultimate responsibility for the conservation and management of Kingston vests in the Australian Government as a majority landowner and the relevant State Party to the World Heritage Convention. However, governance of Kingston will include opportunities for participation by landholders and the Norfolk Island community.
- 6.34.** NIRC will be identified as a key stakeholder in Kingston's conservation and management, which will bring with it associated responsibilities for the site.
- 6.35.** Kingston's managers will regularly liaise with the Australian Convict Sites Steering Committee, including consulting on significant management or development decisions for Kingston and exploring opportunities for cooperation on promotion, interpretation, research etc.

KAVHA Advisory Committee

- 6.36. The KAVHA Advisory Committee will provide expert and community input to the Department to guide management of Kingston.
- 6.37. The Australian Government will identify annual priorities for the KAVHA Advisory Committee to consider, ensure that adequate opportunities are provided to consult with the Norfolk Island community, and report on progress and achievements.

Hazards and Risks

- 6.38. Heritage considerations will be integrated into safety and risk management for Kingston.
- 6.39. Hazards and risks to site users will be identified and safety and risk management processes will be implemented to reduce risks.
- 6.40. Risks to Kingston's heritage values will be identified and protective measures will be implemented and monitored.
- 6.41. Proposed upgrades for safety compliance (e.g. building code compliance, fire services) must be sympathetic to the heritage values of Kingston.
- 6.42. Risks to users of Kingston will be managed through mitigation measures that are compatible with the heritage significance of the site and are in accordance with the Safety Hazard Scoping Study.
- 6.43. Security on the site will be sufficient to protect public safety and Kingston's heritage significance.

Adoption and Status

- 6.44. This HMP will be adopted as the primary document for the management of Kingston.
- 6.45. This HMP will be read alongside other site management documents for Kingston to guide decision-making.
- 6.46. The principles and policies of the HMP will prevail over other Kingston site management documents in the event of inconsistencies, including previous reports and non-statutory guidelines.
- 6.47. This HMP will be the basis for evaluating proposed programs and actions at Kingston.

Monitoring, Record Keeping, Reporting and Implementation

- 6.48. Regularly monitor and record the condition of Kingston's heritage values in accordance with the inspection schedule outlined in the Heritage Maintenance Manual.
- 6.49. Record monitoring reports and the nature and outcomes of management decisions, conservation and maintenance works, alterations and additions to significant buildings and structures in a centralised asset management database (refer to Policy Area 4).
- 6.50. Undertake photographic archival recording of relevant areas prior to any major works or new developments, and record the results in a centralised database.

- 6.51.** Annually collate and review all monitoring data to identify trends and the condition of the heritage values, and report any changes in the condition and status of the heritage values to the KAVHA Advisory Committee and the responsible Departmental officers.
- 6.52.** This HMP will be implemented in accordance with the policies and principles outlined in the document.
- 6.53.** Review and update this HMP every five years to comply with the EPBC Act.

Policy Area 6: Site Administration—Actions and Implementation

Action	Priority
<p>6.1. Establish a streamlined governance model for Kingston that:</p> <ul style="list-style-type: none"> creates a clear management framework allocates responsibility and ensures accountability facilitates strategic planning and delivery of outcomes creates the capacity and flexibility to recruit specialised staff to secure roles when needed has structures to provide appropriate funding for the site through government operational and capital budget allocations, revenue generation and reinvestment. 	High
<p>6.2. Ensure that all Kingston staff are integrated into one overarching management structure and are accountable to the established governance hierarchy.</p>	High
<p>6.3. Prepare a site plan of management which identifies the key policies and documents required to efficiently and effectively manage the site, including:</p> <ul style="list-style-type: none"> identification and description of the key management documents relevant policies (note: site management policies will follow a standardised format) and be contained in a single document referred to as the 'Plan of management' identification of any gaps in the current suite of management documents and/or policies a statement clearly outlining the roles and responsibilities of the Australian Government, NIRC and others in the management of the site. 	High
<p>6.4. Review the suitability of the KAVHA precincts (A to N) as tools for managing subsections of the site.</p>	Medium
<p>6.5. Develop and implement a sustainable funding strategy, including:</p> <ul style="list-style-type: none"> the estimated costs of managing the site in accordance with the Australian Government's obligations as a signatory to the UNESCO World Heritage Convention opportunities to obtain additional funding for Kingston through both Australian Government and alternative revenue streams. 	High
<p>6.6. Review and support suitable applications by landholders and others for grants when the opportunity arises.</p>	As required
<p>6.7. Identify and implement opportunities for collaboration between the Australian Government, the NIRC and the community, sharing information and improving accountability and transparency.</p>	High
<p>6.8. Develop and implement a staff capacity development strategy, including:</p> <ul style="list-style-type: none"> an audit of the capability needs of the 15+ positions (management, administration, conservation and heritage management, museum and collections management, maintenance, and grounds) across the site an assessment of the current staff capacities proposals for targeted training programs, and associated funding, to build staff capability to complete their duties to an acceptable standard. 	High
<p>6.9. Establish an induction program for all Department staff, contractors, government agencies and all other suppliers working on projects related to Kingston to familiarise</p>	Urgent

Action	Priority
them with Kingston's heritage significance, management principles and requirements for working with heritage places before undertaking any work. Ensure prepared scopes of work/approach to market documents refer to this HMP and other guiding documents.	
6.10. Identify opportunities and implement a strategy to facilitate the intergenerational transfer of best practice traditional heritage skills held by the Norfolk Island community as part of staffing arrangements and projects.	Medium
6.11. Develop and implement a risk management strategy that: <ul style="list-style-type: none"> draws upon other strategies such as the commercial activities management strategy, environmental management strategy, movable cultural heritage management strategy, etc to identify and codify all potential risks impacting on the site populates the relevant sections (e.g. risk, risk owner, risk source, consequence, controls, treatments, etc) of the register includes a review mechanism to assess the effectiveness of any treatments. 	High
6.12. Undertake a program to identify and categorise natural and human-caused risks to Kingston's heritage fabric and values (including from visitation, use, management systems, water quality and climate change), and develop and implement protective measures against these risks.	High
6.13. Develop an evaluation and monitoring framework , including: <ul style="list-style-type: none"> describing the performance metrics to be used to assess the effectiveness of the proposed actions contained in the HMP identifying actions completed on time and the outcomes resulting from those actions identifying actions that are overdue and the proposed steps to bring them back on schedule identifying any changes in the state of the heritage values and condition of the fabric of the site as a result of the actions. 	High
6.14. Prepare an annual report on the condition and management of Kingston and implementation of this HMP and provide it to the responsible authority within the Department, the KAVHA Advisory Committee, Australian Convict Sites Steering Committee and DCCEEW, addressing the requirements of the evaluation and monitoring framework.	As required
6.15. Annually record the nature and outcomes of significant works, interventions and maintenance at Kingston on the Department Heritage Register, as required by the EPBC Act.	As required
6.16. Publish an annual update for the Norfolk Island community on the implementation progress of the HMP.	As required
6.17. Comply with external reporting requirements, including Periodic Reporting to the World Heritage Committee and EPBC Act reporting to the Minister for the Environment and Water, and as stipulated in the Department's Heritage Strategy.	As required
6.18. Develop and implement a legislative reform strategy , including: <ul style="list-style-type: none"> an options paper on legislative reform to strengthen heritage protection for the site, which will include i) an analysis of the need (i.e. pros and cons) for any change, ii) options for any change, including which legislation may be amended or the value of new legislation iii) an indicative timetable to realise the change. 	Medium
6.19. Provide this HMP to the Australian Heritage Council and Minister for the Environment and Water for endorsement and approval under the EPBC Act.	Immediately
6.20. Make this HMP available to the public and to all site users.	Immediately



Policy Implementation



10 Policy Implementation

10.1 Implementation of Priority Policies and Actions

UNESCO recognises implementation and reporting as two of the three key processes of a heritage management system, alongside planning.¹ The effective implementation of this HMP will require committed leadership and a focus on major priority areas. This will lead to delivery of the three results of a heritage system, summarised by UNESCO as:

- outcomes (achieving objectives)
- outputs (deliverable results)
- improvements to management systems.²

This section of the HMP summarises actions with reference to their related policy area, organised by priority. It provides a summary reference to assist in planning the implementation of actions in this HMP by their priority timelines.

Because this HMP is a strategic document, further work will be required to scope, plan, resource, implement and monitor the recommended actions. The nominated priorities and timing may be affected by other events and circumstances, and may therefore change over time.

Table 10.1 Policy areas and associated prioritised actions.

	Policy Area	Priority	Action
1	Heritage Conservation	Urgent	1.1, 1.4
		High	1.2, 1.5, 1.6, 1.7
		Medium	1.3, 1.8
		Low	–
		Ongoing/as required	–
2	Communications and Community Engagement	Urgent	2.1
		High	2.2, 2.4
		Medium	2.3
		Low	–
		Ongoing/as required	–
3	Site Management	Urgent	–
		High	3.1, 3.3, 3.4, 3.6, 3.7, 3.8, 3.9, 3.10, 3.12, 3.14, 3.15
		Medium	3.2, 3.5, 3.13, 3.16, 3.17, 3.18, 3.19, 3.20
		Low	–
		Ongoing/as required	3.11
4	Research and Document Management	Urgent	4.3
		High	4.1, 4.4
		Medium	4.2, 4.5, 4.6

Policy Area	Priority	Action
5	Low	–
	Ongoing/as required	–
	Urgent	–
	High	5.6, 5.7
	Medium	5.1, 5.2, 5.3, 5.4, 5.5, 5.8, 5.9
6	Low	–
	Ongoing/as required	–
	Urgent	6.9, 6.19, 6.20
	High	6.1, 6.2, 6.3, 6.5, 6.7, 6.8, 6.11, 6.12, 6.13
	Medium	6.4, 6.10, 6.18
6	Low	–
	Ongoing/as required	6.6, 6.14, 6.15, 6.16, 6.17

10.2 Implementation Planning

10.2.1 Approach to Implementation

The specific tasks identified in this HMP should be implemented in accordance with the Conservation Policies and Recommendations section of this document (Section 9) and the specified time frames. Strategic planning for the implementation of this HMP should be integrated into the Department's planning and site maintenance processes for Kingston.

The Department should seek to achieve high-quality standards in heritage conservation and management in all aspects of implementation of this plan commensurate with Kingston's international significance, and in accordance with its legislative responsibilities and policies. In implementing the HMP, the Department should follow the principles and policies outlined in this document, in particular those in Section 8 and Section 9.

10.2.2 Resources and Responsibility for Implementation

The Department has overall responsibility for the implementation of this HMP. Within the Department, different teams, staff and contractors will be responsible for the implementation of specific actions and elements of this HMP. Other parties also have responsibilities under this HMP, particularly NIRC and landholders in Kingston. As part of the implementation of this HMP, staff should be provided with a copy of this document. Each party responsible for delivering actions should review its relevant actions and take steps to incorporate them into their forward planning on the timelines identified.

The Department must adequately resource the actions in this plan to ensure it is implemented as a source of practical heritage guidance for Kingston. Adequate funding and staffing must be recognised as a core element of the statutory responsibilities to manage the site, and prioritised with reference to the heritage and conservation needs of the site, the policies and principles of this HMP, and the priority categorisation of actions in Section 9.

10.2.3 Monitoring and Outcomes of Implementation

The Department is responsible for reporting to the Minister for the Environment and Water on the management of its heritage places under the EPBC Act as part of its Heritage Strategy, and the EPBC Act requires a HMP to enable continuing monitoring and reporting on the state of the World, National and Commonwealth Heritage values of a property.

Regular internal reporting will ensure that the heritage values of Kingston are monitored over time and any changes to their condition can be identified and responded to early. This will reveal the outcomes of activities to determine whether the objectives of the HMP are being achieved, and to ensure clear, deliverable results can be presented to show the benefits of the conservation approaches and resourcing for Kingston. External reporting and communication, to stakeholders such as the Australian Convict Sites Steering Committee and the Norfolk Island community, will build confidence and engagement in the management of Kingston, and create opportunities to incorporate external feedback into site management.

The implementation of this HMP will be monitored and reported on in accordance with the policies and actions in Policy Area 6: Site Administration. Reporting on the outcomes of implementation will inform updates and adjustments to management programs on a regular basis, and form the basis for the review of this document in five years (2029). Reporting will inform these reviews and ensure that a baseline of information on Kingston can be used to test the effectiveness of the HMP's policies and to shape future policies that respond to the needs of the site.

10.3 Endnotes

- ¹ UNESCO 2013, *Managing Cultural World Heritage*, p 80.
- ² UNESCO 2013, *Managing Cultural World Heritage*, p 99.



Appendices



Appendices

Appendix A—Glossary and Abbreviations

The following definitions explain the terms commonly used in conservation planning or in this document. They have been drawn from a variety of sources, including the Burra Charter, the NSW Heritage Office publication *Heritage Terms and Abbreviations* (1996), the Department of Climate Change, Energy, the Environment and Water’s website, or as otherwise indicated in brackets.

Term	Meaning
Adaptation	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 and Management Plan	A graphic plan of Kingston prepared to indicate relative archaeological potential of areas or zones and to assist with appropriately managing the archaeology from all phases of Kingston’s history. An archaeological zoning plan is prepared by undertaking broad-scale archaeological assessment over a large area. The plan contains an assessment of the significance of the archaeology at Kingston; precinct-based maps that show the likelihood of archaeology being encountered in a given location; proposed strategies and guidelines to manage these resources appropriately; and guidance to identify and record what is found on site.
Arthur’s Vale	The historical name of a valley in the northwestern part of Kingston, which was the site of an original stream and subsequently used and developed for different purposes over the various settlement periods. Now known as Watermill Valley. (Refer also to the definition for ‘Watermill Valley’.)
Associations	Special connections that exist between people and a place.
Authenticity	The degree to which the cultural values of a World Heritage property are truthfully and credibly expressed through a variety of attributes including form and design, materials, use and function, traditions, techniques and management systems, location and setting, language and other forms of intangible heritage. In some contexts, authenticity is specifically used to refer to the extent to which the fabric is in its original state.
British Colonial Settlement	The first British settlement on Norfolk Island in the period between 1788 and 1814. Referred to in some texts as the ‘First Settlement’.
British Penal Settlement	The British settlement on Norfolk Island in the period between 1825 and 1856, part of the convict system. Referred to in some texts as the ‘Second Settlement’.
Burra Charter (and associated Practice Notes)	<i>The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance, 2013</i> , a document adopted by Australia ICOMOS in 2013 that

Term	Meaning
	establishes the nationally accepted principles for the conservation of places of cultural significance.
Calc (at the beginning of a word)	A prefix indicating ‘includes lime’.
Calcarenite	Limestone found at Kingston.
Commissariat	An imperial department, especially military, for supply of food, etc.
Commonwealth Heritage value	Heritage value determined in accordance with the Commonwealth Heritage criteria of the <i>Environment Protection and Biodiversity Act 1999</i> (Cth).
Compatible use	A use which respects and involves no, or minimal, impact on cultural significance.
Conservation	All the processes of looking after a place so as to retain all its cultural significance. Conservation includes maintenance and may (according to circumstance) include preservation, restoration and adaptation, and will more commonly be a combination of these.
Cultural landscape	The totality of the landscape that has been significantly modified by human activity, including rural lands such as farms, villages and towns.
Cultural Landscape Management Plan	A management plan prepared to guide the landscape and precinct management of Kingston as a living and evolving cultural landscape.
Cultural planting	Cultural plantings are trees or vegetation deliberately planted by humans, as opposed to naturally occurring vegetation. This includes trees planted in the British Colonial and Penal Settlement periods, and in the Pitcairn and Modern Settlement period. Cultural plantings may or may not be significant.
Cultural significance	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.
Culvert	A channel or conduit carrying water under a road.
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. (Refer also to the definition for ‘KAVHA Development Control Plan’.)
Endemic	Flora or fauna native to a particular geographic area only; for instance, the Norfolk Island Pine is endemic to Norfolk Island.
<i>Environment Protection and Biodiversity</i>	Commonwealth legislation that came into force on 16 July 2000. It focuses Commonwealth interests on matters of national environmental significance, Commonwealth areas and actions; establishes an environmental assessment and

Term	Meaning
Conservation Act 1999 (Cth) (EPBC Act)	approvals process; and establishes an integrated regime for biodiversity conservation and the management of important protected areas.
Fabric	The physical material of the place including components, fixtures, contents and objects.
Fauna	The animals of a particular region, both endemic and introduced species.
Flora	The plants of a particular region, both endemic and introduced species.
Heritage impact assessment (HIA)	<p>A HIA is a report that analyses the potential impacts of a proposal on the heritage values of a place.</p> <p>The HIA also identifies mitigation and management measures to reduce the severity of impacts, where possible. Mitigation measures can include retaining and re-using building fabric on site, interpreting heritage values, preparing an archival recording, undertaking oral history interviews and preparing a publication on the history and heritage values of the site.</p> <p>Key inputs to a HIA include the alternatives considered in the planning process for the proposal. A HIA can include a heritage assessment if this has not been prepared to date. A HIA assists with deciding if a proposal needs to be referred under the EPBC Act. HIAs should be prepared with reference to the EPBC Act Significant Impact Guidelines 1.1 and 1.2.</p>
Heritage significance	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.
ICOMOS	The International Council for Monuments and Sites. ICOMOS is one of the advisory bodies to the World Heritage Committee, and provides advice with regard to cultural heritage.
Intangible cultural heritage (ICH)	The practices, representations, expressions, knowledge, skills—as well as the instruments, objects, artefacts and cultural spaces associated therewith—that communities, groups and (in some cases) individuals recognise as part of their cultural heritage. This intangible cultural heritage, transmitted from generation to generation, is constantly recreated by communities and groups in response to their environment, and interaction with nature and history, and provides them with a sense of identity and continuity, thus promoting respect for cultural diversity and human creativity.
Integrity	A measure of the wholeness and intactness of a World Heritage property and its attributes, particularly whether it includes all elements necessary to express its Outstanding Universal Value, is of adequate size to ensure the complete representation of the features and processes that convey its significance, and/or is adversely affected by development or neglect.
Interpretation	All of the ways of presenting the cultural significance of a place.
KAVHA	Kingston and Arthur's Vale Historic Area. This term is used colloquially in some instances to refer to the general area of Kingston and Watermill Valley (Arthur's Vale). This term is not always used precisely with reference to the place that is included on the National Heritage List and forms one of the 11 properties that together constitute the Australian Convict Sites. The Norfolk Island community generally refer to the area by 'Kingston' (refer to the 'Kingston' definition, below). In

Term	Meaning
	this report KAVHA is used in specific instances on a case-by-case basis, for example when referring to specific report titles or governance organisations.
KAVHA Advisory Committee	The Kingston and Arthur’s Vale Historic Area Advisory Committee appointed in 2015 to develop a strategic vision for the KAVHA site and provide advice on conservation and management priorities. The KAVHA Advisory Committee includes a minimum of five members with no fewer than two Norfolk Island community members, no fewer than two members who are experts in heritage and collections, plus a senior Australian Government official as Chair.
KAVHA Community Advisory Group	An advisory group made up of community members that provides input to the management and conservation planning and actions at Kingston.
KAVHA Development Control Plan	A plan prepared by the Norfolk Island Regional Council to provide detailed and practical development controls and guidelines for Kingston, to accompany broader planning instruments, such as the Norfolk Island Plan.
Kingston	<p>The social, cultural and administrative centre on Norfolk Island, and a term used to refer to the area of the Kingston and Arthur’s Vale Historic Area.</p> <p>Kingston is situated on the lowland plain on the southern coast of Norfolk Island, and is the location of the historic Polynesian, British Colonial and British Penal settlements, as well as a key part of the Pitcairn and Modern Settlement phase. It is included within the World Heritage boundary of the site that makes up part of the Australian Convict Sites serial listed property, as well as the National Heritage and Commonwealth Heritage place.</p> <p>The Norfolk Island community generally refer to the area of Kingston and Arthur’s Vale by ‘Kingston’. In this report, Kingston is used as a shortened form to reference the Kingston and Arthur’s Vale Historic Area site, including Arthur’s Vale / Watermill Valley.</p>
Lighter	Clinker-built boat used for loading and unloading vessels moored at sea.
Local significance	Items of heritage significance that are important to a local community and have heritage values, including fine or typical examples, or that are rare at the local community level.
Maintenance	The continuous protective care of the fabric, contents and setting of a place. Maintenance is to be distinguished from repair, which involves restoration or reconstruction.
Meanings	Denote what a place signifies, indicates, evokes or expresses.
Movable heritage	Heritage items not fixed to a site or place, for example furniture, locomotives and records.
National Heritage value	Heritage value determined by the Australian Heritage Council in accordance with the National Heritage criteria of the EPBC Act (Cth).
Norfolk Island community	The people of Norfolk Island and those with continuing family and historical connections who do not live on Norfolk Island. The HMP is inclusive of all people associated with Norfolk Island, while recognising that there are also distinctive cultural groups.
Norfolk Island Government	The governing body for Norfolk Island that was in place from 1979 until 18 June 2015.

Term	Meaning
Norfolk Island Regional Council (NIRC)	A council established under the <i>Norfolk Island Legislation Amendment Act 2015</i> (Cth).
Obsidian	A dark vitreous lava or volcanic rock that appears like bottle glass. Obsidian found on Norfolk Island was determined to have been obtained from Raoul Island in the Kermadecs and Mayor Island. It was prized throughout Polynesia for its cutting edge.
Operational Guidelines	The Operational Guidelines for Implementation of the World Heritage Convention. These guidelines are regularly reviewed and were most recently revised in 2021.
Outstanding Universal Value	Heritage value for all of humanity as determined by the World Heritage Committee, in accordance with the criteria of the Operational Guidelines to the World Heritage Convention.
Parks Australia	The Australian Government agency responsible for Australia’s six Commonwealth national parks, including Norfolk Island National Park. Parks Australia is part of the federal Environment Portfolio and reports to the Director of National Parks.
Parterre	Formerly laid out garden beds, often divided by small hedges, in the French manner.
Penitentiary	A reformatory prison derived from the word ‘penitent’, meaning to repent.
Pitcairn and Modern Settlement	The settlement on Norfolk Island in the period from 1856 to the present, and the third settlement to occur after Polynesian occupation. The Pitcairn and Modern Settlement commenced with the arrival of Pitcairners in 1856, but also includes the full period since, during which people from many other cultural backgrounds have come to live on Norfolk Island. Although the settlement naming relates to the first arrivals in each period, the HMP adopts an inclusive approach to all sections of the Norfolk Island community.
Place	Site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views.
Polynesian Settlement	The settlement of Polynesian people on Norfolk Island; archaeological evidence suggests a single phase of Polynesian occupation from c1150 to c1450 AD.
Preservation	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	Returning a place to a known earlier state, distinguished by the introduction of new material into the fabric.
Related place	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	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.

Term	Meaning
Ruin	A place that currently, through abandonment, redundancy or condition, is disused and incomplete, is usually no longer maintained and appears unlikely to regain its original or a substantive use, function or purpose other than interpretation.
Service Delivery Agreement	An agreement between the Australian Government and NIRC under which NIRC delivers certain services on Kingston.
Setting	The area around a place, which may include the visual catchment.
Significant building	A building that has heritage value and contributes to the heritage value of Kingston. Most, but not all, significant buildings within Kingston are publicly owned.
Significant impact	An impact that is important, notable, or of consequence, having regard to its context or intensity. Whether or not an action is likely to have a significant impact depends on the sensitivity, value and quality of the environment that is impacted, and on the intensity, duration, magnitude and geographic extent of the impacts.
Social significance	Items having this value are significant through their social, spiritual or cultural association with a recognisable community.
Strategic Management Framework	The <i>Australian Convict Sites Strategic Management Framework</i> , published by the Commonwealth Department of the Environment, Water, Heritage and the Arts (2010), which functions as a management plan for the Australian Convict Sites.
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	The functions of a place, as well as the activities and practices that may occur at the place.
Values	The various values embodied in cultural heritage are considered in order to assess significance. Values may compete and change over time, and different people may have different values. The various values together show cultural heritage significance.
Watermill Valley	The name now commonly used for the valley formerly known as Arthur's Vale. Refer to 'Arthur's Vale'.
World Heritage Convention	The <i>Convention Concerning the Protection of the World Cultural and Natural Heritage</i> adopted by the General Conference of the United Nations Educational, Scientific and Cultural Organization (UNESCO) meeting in Paris, 1972.

The following abbreviations are used in the document:

Term	Abbreviation
AHDB	Australian Heritage Database
AZMP	Archaeological Zoning and Management Plan
CHL	Commonwealth Heritage List

Term	Abbreviation
CLMP	Cultural Landscape Management Plan
CMP	Conservation Management Plan
Cth	Commonwealth
DA	Development Application
DCP	Development Control Plan
DCCEEW	Department of Climate Change, Energy, the Environment and Water
DITRDCA or the Department	Department of Infrastructure, Transport, Regional Development, Communications and the Arts
EIS	Environmental Impact Statement
EPBC Act	<i>Environment Protection and Biodiversity Conservation Act 1999</i> (Cth)
EPBC Regulations	Environment Protection and Biodiversity Conservation Regulations 2000
GIS	Global Imaging System
GML	GML Heritage Pty Ltd
HIA	Heritage Impact Assessment
HMP	Heritage Management Plan
ICH	Intangible cultural heritage
ICOMOS	International Council of Monuments and Sites
KAVHA	Kingston and Arthur's Vale Historic Area
LEP	Local Environmental Plan
MNES	Matter of National Environmental Significance
NHL	National Heritage List
NI	Norfolk Island
NIRC	Norfolk Island Regional Council
NSW	New South Wales

Term	Abbreviation
RNE	Register of the National Estate (Australian Heritage Commission)
UCH Act	<i>Underwater Cultural Heritage Act 2018 (Cth)</i>
UNESCO	United Nations Educational, Scientific and Cultural Organization

Appendix B—Methodology

This report has been prepared in accordance with relevant documentation, legislation and industry heritage guidelines.

Key documents that have guided the development of this plan include:

- *Environment Protection and Biodiversity Conservation Act 1999* (Cth) (EPBC Act)
- *The Operational Guidelines for the Implementation of the World Heritage Convention* (UNESCO 2021) (Operational Guidelines)
- *Working Together: Managing National Heritage Places* (Department of the Environment, Water, Heritage and the Arts, 2008)
- *Working Together: Managing Commonwealth Heritage Places* (Department of Agriculture, Water and the Environment, 2019)
- *Managing Cultural World Heritage* (UNESCO, 2013)
- the Environment Protection and Biodiversity Conservation Regulations 2000
- the relevant principles and guidelines of *The Australia ICOMOS Charter for Places of Cultural Significance, 2013*, commonly known as the Burra Charter (ICOMOS Australia, 2013).

This Heritage Management Plan (HMP) is consistent with the principles of *The Conservation Plan*, prepared by James Semple Kerr for the National Trust (2000).

The HMP process has been inclusive and collaborative, consistent with the Australia ICOMOS *Code on the Ethics of Coexistence in Conserving Significant Places*. While focusing on sustainable conservation of Kingston through retention of heritage values, the HMP takes account of local community interests and concerns, and potential tourism opportunities.

The development of this HMP has involved:

- review of the 2016 HMP and identification of required revisions and inclusions
- consideration of works and policies delivered in accordance with the recommendations of the 2016 HMP and subsequent management documents, including the Cultural Landscape Management Plan (CLMP), Development Control Plan (DCP), Archaeological Zoning and Management Plan (AZMP), and Interpretation Plan
- review and synthesis of additional information on the history, fabric and significance of Kingston, including additional historical research, findings of stakeholder consultation, new information synthesised in documents prepared since 2016 (e.g. CLMP, AZMP), and identification of key material to develop an understanding of the place and guide its future conservation and management
- consideration of statutory requirements, management systems and processes for the management and governance of Kingston and Norfolk Island
- site inspection of the fabric and condition of Kingston

- on-island consultation and discussion with the Norfolk Island community, organisations and stakeholders about the significance and management of the site
- consultation and advice from the Australian Government Department of Infrastructure, Transport, Regional Development, Communications and the Arts
- consultation and collaboration with the project team developing the Site Master Plan for Kingston
- engagement with members of the KAVHA Advisory Committee and KAVHA Community Advisory Group
- identification of key constraints, opportunities and issues for Kingston, and preparation of principles, policies and actions for conservation and management.

This report is primarily based on information available in reviews of existing reports and management documents for Kingston. Limited historical research was undertaken on key topics; this HMP does not include a comprehensive revised historical analysis of Kingston.

The site description and analysis were prepared following a site visit to Norfolk Island by GML Heritage consultants in March/April 2022. This site visit involved high-level consideration of heritage significance and community consultation, but no new comprehensive site investigation or fabric assessment has been conducted.

This HMP complies with the requirements of the EPBC Act, providing for:

- conservation of heritage values and the associated tangible and intangible attributes
- engagement with the local community, providing for their involvement in site management and demonstrating how heritage can benefit local people
- providing opportunities for positive (and income-generating) visitor experiences and transmission of Kingston's heritage values
- aligning the aspirations and responsibilities arising from heritage recognition with existing and potential resources, to ensure sustainable and effective conservation and presentation of Kingston's values.

Relationship between Heritage Management Plan and Site Master Plan

Concurrently to the development of this HMP, a Site Master Plan is in the process of being prepared for Kingston. Preparation of the Site Master Plan has been undertaken by a project team led by Conrad Gargett architecture and design practice, and including heritage advice provided by GML, tourism and landscape experts. The purpose of the Site Master Plan is to look holistically at Kingston and identify opportunities for future use and sustainable development, drawing on architectural, heritage, history, landscape and tourism considerations.

The preparation of this HMP has involved collaboration with the Site Master Plan project team, ensuring that the HMP can provide necessary guidance to assist with master planning of Kingston, and incorporates key opportunities identified in that document. The information and policies in this HMP inform and complement the proposals recommended in the Site Master Plan. Site master

planning for Kingston must be undertaken in accordance with this HMP, the Burra Charter, the EPBC Act and Australia’s World Heritage obligations.

Relevant Documentation

A large amount of background material was reviewed in the preparation of this HMP, and the HMP updates and incorporates information from earlier plans. Key documents referred to are collated in the table below.

Table B.1 Key documentation referred to in this HMP.

Title	Publication Date
Kingston and Arthur’s Vale Historic Area Conservation Management Plan, prepared by Otto Cserhalmi and Partners Pty Ltd	2003
Kingston and Arthur’s Vale Historic Area (KAVHA) Heritage Management Plan, prepared by Jean Rice Architect, Context and GML Heritage	2016
Report on Condition of Values of KAVHA, prepared by Eric Martin and Associates	2016
KAVHA Economic Feasibility Study, prepared by the Centre for International Economics	2017
KAVHA Condition and Conservation Report, prepared by Purcell	2017
KAVHA Safety Hazard Scoping Study, prepared by GML Heritage	2018
Cultural Landscape Management Plan, prepared by GML Heritage and Context	2019
KAVHA Heritage Maintenance Manual, prepared by Purcell	2019
KAVHA Interpretation Plan, prepared by Convergence Design	2020
KAVHA Development Control Plan, prepared by AECOM Australia	2020
KAVHA Archaeological Zoning and Management Plan, prepared by Extent Heritage	2020
KAVHA Asset Management Plan, prepared by AECOM Australia	2020
Kingston Site Master Plan, prepared by Conrad Gargett	2023

Key updates between 2016 HMP and 2024 HMP

Key updates from the 2016 HMP to the 2024 HMP are noted below. These updates have been made in discussion with the Department staff and based on feedback from community and stakeholder consultation.

Table B.2 Summary of updates between 2016 HMP and 2024 HMP.

Issue	Comment
Formatting	<ul style="list-style-type: none"> 2024 HMP updated to use new KAVHA style guide.
Report Structure	<ul style="list-style-type: none"> Some restructuring—most notable change is including Actions (‘Recommendations’ in 2016 HMP) in the same section as Conservation Policies. An updated ‘Implementation’ section is included, complying with the requirements of the EPBC Act. ‘Challenging Issues’ section has been updated to ‘Developing Policy: Opportunities and Constraints’. ‘Priority Programs’ section in 2016 HMP has been absorbed into other sections of the 2024 HMP, in particular Section 8: Strategic Management Principles, Section 9: Conservation Policies and Recommendations, and Section 10: Policy Implementation.

Issue	Comment
Naming Conventions	<ul style="list-style-type: none"> • 2024 HMP now primarily refers to site as 'Kingston' rather than 'KAVHA' to reflect community usage. • Description of phases of settlement are primarily based on name of community who settled in that phase, rather than 'first', 'second' phase etc. • 'Third (Pitcairn) Settlement' is now described as 'Pitcairn and Modern Settlement', and is divided into two sub-periods: 'Pitcairn Arrival and Settlement' and 'Post-Aerodrome Era'.
Section 3: Understanding the Place—Historical Context	<ul style="list-style-type: none"> • Additional text added to provide more information on different cultural groups who have lived on Norfolk Island, including the early Polynesian settlement, First Nations and Māori residents and later Melanesian settlers.
Section 4: Understanding the Place—Physical and Cultural Context	<ul style="list-style-type: none"> • Descriptions of different management precincts updated to account for changes and works since 2016 HMP, e.g. conservation activities to buildings. • Findings of 2019 KAVHA Cultural Landscape Management Plan and 2020 Archaeological Zoning and Management Plan incorporated into physical and cultural description of site.
Section 5: Management Context	<ul style="list-style-type: none"> • Section updated to reflect changes in management and legislative arrangements since 2016, in particular the latest governance arrangements for Norfolk Island regarding the role of the Commonwealth and NIRC. • New introductory subsection added breaking down the roles and responsibilities of different management bodies. • References to findings and requirements of 2020 KAVHA DCP incorporated into this section.
Section 6: Heritage Significance	<ul style="list-style-type: none"> • New specific discussion of natural heritage values included at Section 6.6, reflecting the Commonwealth Heritage and NIRC heritage listed values of the site. • Review of heritage values undertaken at Section 6.7, as per EPBC Act requirements. • List of intrusive elements added, drawing on findings of 2019 CLMP (with updates to reflect community feedback and current condition of site). • New Condition of Values section added at Section 6.10, and a detailed breakdown at Appendix D, as per requirements of the EPBC Act. <ul style="list-style-type: none"> – This section and Appendix D together update and replace the 2016 Eric Martin and Associates 'Condition of Values' report, incorporating it into the HMP itself.
Section 7: Developing Policy: Opportunities and Constraints	<ul style="list-style-type: none"> • This section has been extensively reviewed and updated to address changes that have occurred in Kingston's management context since 2016. Feedback from community consultation in 2022 has informed the discussion of issues in this section. <ul style="list-style-type: none"> – Extensive updated discussion of the management and governance arrangements for Kingston, taking into account the changes since 2016, ongoing governance review, changes in staff, reporting and the Service Delivery Agreement. – Governance, funding and staffing constraints and opportunities are discussed. The need for a clear governance model, suitable funding and staffing and potential regulatory or legislative reform is identified.

Issue	Comment
	<ul style="list-style-type: none"> - References to plans completed since 2016 have been incorporated into the 2024 HMP (2019 CLMP, 2020 AZMP, 2020 Asset Management Plan, 2020 KAVHA Interpretation Plan, 2018 KAVHA Safety Hazard Scoping Study). - Updated guidance on restoration and reconstruction of ruins, threats and opportunities for Kingston’s movable cultural heritage, compatible uses for the site and buildings. - New section on natural heritage conservation at Section 7.5. - Updated discussion of parking and traffic based on latest traffic monitoring data. - New section on intangible cultural heritage and its importance for Kingston at Section 7.8. - Expanded and clarified discussion on opportunities and responsibilities for Kingston landholders. - New discussion of, and guidance on, divestment of property in Kingston. - New and updated discussion of sustainability issues, including climate change risks, water quality and sustainable cultural tourism. - Recommendations on information management of records.
<p>Section 9: Conservation Policies and Recommendations</p>	<ul style="list-style-type: none"> • Structure of policies has been altered to improve navigation by numbering each policy and sub-policy. • Most policies from the 2016 HMP were relevant and have been retained. However, policy sections have been reordered for logical flow, and some policies have been updated throughout where required, for example to: <ul style="list-style-type: none"> - reflect new governance arrangements - consider other management documents prepared since 2016 - address new management areas that have been expanded on in the 2024 HMP, e.g. natural heritage, intangible cultural heritage, sustainability and climate change. • Actions and their priority, timing and responsible parties have been incorporated into Section 9 for ease of reference to the user and to make clearer how different actions relate to management policies. • All recommendations have been combined in Section 9 rather than being in a separate section.
<p>Section 10: Policy Implementation</p>	<ul style="list-style-type: none"> • New section in 2024 HMP. This section provides an easy reference table for each action and its priority to help guide implementation, and provides guidance on monitoring and reporting outcomes.
<p>Other</p>	<ul style="list-style-type: none"> • 2024 HMP includes references to Site Master Plan process and key recommendations throughout. In particular, it provides advice on the constraints and opportunities relating to a new visitor centre/consolidated museum, and sensitivities around new development, compatible uses and sustainable tourism.

Appendix C—Heritage List Citations

World Heritage List

Decision: 34 COM 8B.16¹

The World Heritage Committee,

1. Having examined Documents WHC-10/34.COM/8B and WHC-10/34.COM/INF.8B1,
2. Welcoming the additional information provided by the State Party;
3. Inscribes the Australian Convict Sites, Australia, on the World Heritage List on the basis of criteria (iv) and (vi);
4. Adopts the following Statement of Outstanding Universal Value:

Brief synthesis

The property consists of eleven complementary sites. It constitutes an outstanding and large-scale example of the forced migration of convicts, who were condemned to transportation to distant colonies of the British Empire; the same method was also used by other colonial states.

The sites illustrate the different types of convict settlement organized to serve the colonial development project by means of buildings, ports, infrastructure, the extraction of resources, etc. They illustrate the living conditions of the convicts, who were condemned to transportation far from their homes, deprived of freedom, and subjected to forced labour.

This transportation and associated forced labour was implemented on a large scale, both for criminals and for people convicted for relatively minor offences, as well as for expressing certain opinions or being political opponents. The penalty of transportation to Australia also applied to women and children from the age of nine. The convict stations are testimony to a legal form of punishment that dominated in the 18th and 19th centuries in the large European colonial states, at the same time as and after the abolition of slavery.

The property shows the various forms that the convict settlements took, closely reflecting the discussions and beliefs about the punishment of crime in 18th and 19th century Europe, both in terms of its exemplarity and the harshness of the punishment used as a deterrent, and of the aim of social rehabilitation through labour and discipline. They influenced the emergence of a penal model in Europe and America. Within the colonial system established in Australia, the convict settlements simultaneously led to the Aboriginal population being forced back into the less fertile hinterland, and to the creation of a significant source of population of European origin.

Criterion (iv): The Australian convict sites constitute an outstanding example of the way in which conventional forced labour and national prison systems were transformed, in major European nations in the 18th and 19th centuries, into a system of deportation and forced labour forming part of the British Empire's vast colonial project. They illustrate the variety of the creation of penal colonies to serve the many material needs created by the development of a new territory. They bear witness to a penitentiary system which had many objectives, ranging from severe punishment used as a deterrent to forced labour for men, women and children, and the rehabilitation of the convicts through labour and discipline.

Criterion (vi): The transportation of criminals, delinquents, and political prisoners to colonial lands by the great nation states between the 18th and 20th centuries is an important aspect of human history, especially with regard to its penal, political and colonial dimensions. The Australian convict settlements provide a particularly complete example of this history and the associated symbolic values derived from discussions in modern and contemporary European society. They illustrate an active phase in the occupation of colonial lands to the detriment of the Aboriginal peoples, and the process of creating a colonial population of European origin through the dialectic of punishment and transportation followed by forced labour and social rehabilitation to the eventual social integration of convicts as settlers.

Integrity and authenticity

The structural and landscape integrity of the property varies depending on the site, and on the type of evidence considered. It has been affected by local history, at times marked by reuse or lengthy periods of abandonment. The integrity varies between well preserved groups and others where it might be described as fragmentary. Apart from certain visual perspectives in urban settings, the level of the property's integrity is well controlled by the site management plans. Despite the inevitable complexity of a nomination made up of a series of eleven separate sites with more than 200 elements that convey the value of the property, the authenticity of the vast majority of them is good.

Protection and management requirements

All the sites forming the property are inscribed on the National Heritage List. They are also protected by the Environment Protection and Biodiversity Conservation Act 1999.

There is no direct major threat to the sites forming the serial property.

The general protection and management of the property are satisfactory. Conservation is articulated around a positive dynamic driven by the application of the conservation plans at each of the sites. The Brickendon and Woolmers Estate domains are an exception, and require ongoing assistance, both in terms of protection and conservation.

The management systems of the sites forming the property are appropriate, and they are adequately coordinated by the Strategic Management Framework for the property and its Steering Committee. For the sites involving the participation of private stakeholders for visitor reception, improved interpretation is however necessary; that includes the common objectives outlined in the Strategic Management Framework. It is also important to consider visitor reception facilities and their development in a way which respects the landscape conservation of the sites.

5. Recommends that the State Party give consideration to the following:

- a) Specify the surface area of the property and its buffer zone for Hyde Park Barracks and Great North Road, along with the number of inhabitants;
- b) Ensure the regular and effective participation of all the site committees in the functioning of the Steering Committee for the ensemble of the serial property;
- c) At those sites where private partners are involved, notably Kingston and Arthur's Vale (site No 1) and in the buffer zone of Port Arthur (site No 8), to strengthen and develop consultation between the site committee and these private stakeholders. The establishment of a shared

charter of good conduct for the conservation and management of these two sites would be useful;

- d) Give consideration to removing the anachronistic structures or constructions at Old Government House (site No 2), Cascades (7), and Fremantle (11);
- e) Distinguish between the structural components by period and use at Darlington (5) and Cockatoo Island (10);
- f) Give consideration to consolidating the perimeter walls at Cascades Female Factory (7);
- g) Make sure that the development or rehabilitation of visitor facilities at the various sites respects the visual integrity and the landscape values of the sites;
- h) Pay attention to managing the landscape values of the sites in or close to urban areas by studying the visual impact of their current environment and any projects liable to affect those values;
- i) Make sure that volunteer conservation work is performed in strict accordance with the conservation and/or archaeology plans, under the supervision of experienced professionals;
- j) Publish the table of monitoring indicators and their frequency of application at each of the sites.

National Heritage List

Kingston and Arthurs Vale Historic Area²

Place ID: 105962

Listed Date: 01 August 2007

Location:

About 250ha, at Kingston, being an area bounded by a line commencing at the High Water Mark approximately 120m to the south east of Bloody Bridge, then proceeding westerly via the High Water Mark to about 230m west of the eastern boundary of Block 91a, then from high water level following the watershed boundary along the ridge west of Watermill Creek up to the 90m contour, then north-westerly via that contour to the boundary of Block 176, then following the western and northern boundary of Block 176 or the 90m ASL (whichever is the lower) to the north west corner of Block 52r, then via the northern boundary of Block 52r and its prolongation across Taylors Road to the western boundary of Block 79a, then northerly and easterly via the western and northern boundary of Block 79a to its intersection with the 90m ASL, then easterly via the 90m ASL to its intersection with the eastern boundary of Block 64b, then south easterly via the eastern boundary of Block 64b to its intersection with Block 65d2, then northerly and southerly via the northern and eastern boundary of Block 65d2 to Rooty Hill Road, then directly across this road to the north east corner of Block 67a, then south easterly via the north east boundary of Block 67a to its intersection with the north west boundary of Block 67c, then north easterly and south easterly via the north west and north east boundary of Block 67c to Driver Christian Road, then easterly via the southern side of Driver Christian Road to a point where it veers south (approximately 60 metres to the east), then southerly via the western road reserve boundary of Driver Christian Road and its prolongation to the High Water Mark (point of commencement).

Criterion	Values
<p>(a) the place has outstanding heritage value to the nation because of the place's importance in the course, or pattern, of Australia's natural or cultural history.</p>	<p>Kingston and Arthurs Vale Historic Area (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.</p> <p>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</p>

Criterion	Values
	<p>of a nineteenth century penal settlement with a very high degree of integrity.</p> <p>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 reoffending. It became known as ‘hell in paradise’ for its brutal and 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>
<p>(b) the place has outstanding heritage value to the nation because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history.</p>	<p>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>
<p>(c) the place has outstanding heritage value to the nation because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history.</p>	<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. KAVHA has research potential to yield information on pre-European Polynesian culture, exploration and settlement patterns.</p>
<p>(d) the place has outstanding heritage value to the nation because of the place's importance in demonstrating the principal characteristics of: (i) a class of Australia's natural or cultural places; or (ii) a class of Australia's natural or cultural environments.</p>	<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. 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</p>

Criterion	Values
	<p>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 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.</p> <p>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);</p>

Criterion	Values
	<p>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.</p>
<p>(e) the place has outstanding heritage value to the nation because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group.</p>	<p>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.</p> <p>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.</p> <p>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</p>
<p>(g) the place has outstanding heritage value to the nation because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.</p>	<p>KAVHA was the landing place of the Pitcairn Islanders in 1856. Their descendants 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.</p> <p>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.</p>
<p>(h) the place has outstanding heritage value to the nation because of the place's special</p>	<p>KAVHA is significant for its association with Lt Philip Gidley King RN in successfully establishing the First Settlement on Norfolk</p>

Criterion	Values
association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history.	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.

Commonwealth Heritage List

Kingston and Arthurs Vale Commonwealth Tenure Area³

Place ID: 105606

Listed Date: 22 June 2004

Location:

About 225ha, at Kingston, being an area bounded by a line commencing at the High Water Mark approximately 120m to the south east of Bloody Bridge, then proceeding westerly via the High Water Mark to its intersection with the alignment of the eastern boundary of Block 91a, then northerly via the eastern boundaries of Blocks 91a, 78b and 78a to the north east corner of Block 78a, then westerly via the northern boundary of Block 78a to its intersection with the 90m ASL contour, then following the western and northern boundary of Block 176 or the 90m ASL (whichever is the lower) to the north west corner of Block 52r, then via the western, southern and eastern boundary of Block 52r to its most north easterly point, then directly across Taylors Road to the western boundary of Block 79a, then northerly and easterly via the western and northern boundary of Block 79a to its intersection with the 90m ASL, then easterly via the 90m ASL to its intersection with the eastern boundary of Block 64b, then south easterly via the eastern boundary of Block 64b to its intersection with Block 65d2, then northerly and southerly via the northern and eastern boundary of Block 65d2 to Rooty Hill Road, then directly across this road to the north east corner of of Block 67a, then south easterly via the north east boundary of Block 67a to its intersection with the north west boundary of Block 67c, then north easterly and south easterly via the north west and north east boundary of Block 67c to Driver Christian Road, then easterly via the southern side of Driver Christian Road to a point where it veers south (approximately 60 metres to the east), then southerly via the western road reserve boundary of Driver Christian Road and its prolongation to the High Water Mark (point of commencement). The following Blocks are excluded: 67n, 80b3, 81a, 81d, 81f, 81g, 81h, and 81i.

Criterion	Values
(a) the place has significant heritage value because of the place's importance in the course, or pattern, of Australia's natural or cultural history.	Kingston and Arthurs 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.

Criterion	Values
	<p>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).</p> <p>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 settlement at Sydney Cove from failure.</p> <p>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.</p> <p>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.</p> <p>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.</p> <p>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.</p> <p>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</p>

Criterion	Values
	<p>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 (1839-47) 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.</p> <p>KAVHA is significant for its geology, particularly the petrified forest and calcarenite, Kingston Swamp and for its biology, including the marine areas.</p> <p><u>Attributes</u></p> <p>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,</p>

Criterion	Values
(b) the place has significant heritage value because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history	<p>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.</p> <p>All of the buildings, structures, cemetery and landscape noted above, plus the natural values of the petrified forest, calcarenite and Kingston Swamp.</p>
	<p>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.</p> <p>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.</p> <p>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 [<i>sic.</i>] preservation of the island's past biota, and a minute remnant land mollusc population.</p>
	<p><u>Attributes</u></p> <p>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 [<i>sic.</i>] preservation of the island's past biota and a minute remnant land mollusc population.</p>
(c) the place has significant heritage value because of the place's potential to yield information that will contribute to an understanding of	<p>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</p>

Criterion	Values
<p>Australia's natural or cultural history</p>	<p>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.</p> <p>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.</p> <p>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.</p> <p>KAVHA is significant for its potential to demonstrate ongoing conservation and restoration techniques.</p> <p>KAVHA is significant for its research potential to contribute to knowledge about previous life forms, including an extinct mollusc.</p> <p><u>Attributes</u></p> <p>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, archives, artefacts, Pitcairn language, ongoing traditions and conservation and restoration techniques. Also, previous life forms including an extinct mollusc used for research.</p>
<p>(d) the place has significant heritage value because of the place's importance in demonstrating the principal characteristics of:</p>	<p>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.</p> <p>The landscape demonstrates the way and pattern in which the land has been cleared, utilised, developed and the way of life of</p>

Criterion	Values
(i) a class of Australia's natural or cultural places; or	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.
(ii) a class of Australia's natural or cultural environments	<p>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.</p>
	<p>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.</p>
	<p>Along with the Tasman Peninsula buildings and Maria Island, Tasmania, KAVHA demonstrates the principal characteristics of buildings for secondary punishment of nineteenth century British convicts in Australia. The fabric of the Second Settlement clearly shows the method of construction, building techniques and way of life.</p>
	<p>Since 1856 KAVHA has been the administrative centre for the social, religious and political development of the Norfolk Island</p>

Criterion	Values
	<p>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.</p> <p><u>Attributes</u></p> <p>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.</p>
<p>(e) the place has significant heritage value because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group</p>	<p>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.</p> <p>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.</p> <p>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.</p> <p><u>Attributes</u></p> <p>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.</p>

Criterion	Values
<p>(g) the place has significant heritage value because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.</p>	<p>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.</p> <p>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.</p> <p>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.</p> <p>KAVHA is valued by visitors for its rich history and genealogical connections.</p> <p><u>Attributes</u></p> <p>The whole of the historic and natural environment of KAVHA, and the particular elements identified above.</p>
<p>(h) the place has significant heritage value to the nation because of the place's special association with the life or works of a person, or</p>	<p>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.</p>

Criterion	Values
group of persons, of importance in Australia's natural or cultural history.	<u>Attributes</u> The whole of the historic and natural environment of KAVHA.

Norfolk Island Heritage Register

Kingston and Arthur's Vale Historic Area⁴

Statement of Significance

Kingston and Arthur's Vale Historic 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. 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 Australia's historical development. KAVHA is significant for its rare association with pre-European Polynesian settlement. 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 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 Island is first and foremost the home of its residents, who value KAVHA as a site of continuous and active use as a place of residence, of work and of recreation since the arrival at 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 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 education potential. KAVHA contains important 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. KAVHA is significant for its topography, the littoral, the watercourse and its connection to the lagoon and marine environment. The Watermill Dam and inshore marine areas of KAVHA have been listed as an important Commonwealth wetland in

the 2nd edition of 'A Directory of Important Wetlands in Australia'. The Plans of Management for reserves in the KAVHA were approved by the Norfolk Island Legislative Assembly on 21 May 2003.

Description

KAVHA is Norfolk Island's most tangible link with its torrid past. The area contains the majority of the island's convict ruins, some of which are restored to their original condition. The stark contrast of the convict built buildings against the backdrop of rolling hills and re-vegetated slopes enhances the uniqueness of this area. To the south of KAVHA are perhaps the most picturesque views from Norfolk Island including the islets of Phillip and Nepean and the headlands of Point Hunter and Point Ross. The coastal bays of Emily and Slaughter are protected by the exposed reef, which provides a sheltered marine environment that attracts locals and visitors to the island. The Norfolk Island Pine plantation, amenities and occasional picnic benches being the only visible signs of modern day developments in the Emily Bay area. The Compound and pentagonal Gaol are foreboding structures hinting at the confined imprisonment of the convicts and the laborious tasks of constructing such confines. The commons and wetland are vast areas that provide habitat for native fauna as well as grazing grounds for local cattle, and migrating and vagrant birds. The Watermill Creek cuts a sharp incision through the unbroken fields of pastures. The golf course and Cemetery fill the eastern third of KAVHA – the manicured greens and fairways and the polished orderly headstones further enhancing the beauty of the area. There is little tree cover and native flora species diversity is low (occasional wind pruned White Oaks *Lagunaria patersonia* subsp. *patersonia* and Norfolk Island Pine *Araucaria heterophylla*).

Condition & Integrity

The KAVHA has been largely cleared of native vegetation for agriculture, grazing, and building. As such, there is little native flora species diversity. Many weed species are transported from other areas on the island via Watermill Creek – the second largest catchment on Norfolk Island. However, there is only minor weed invasion along the creek. The dominant vegetation is Kikuyu grasslands that provide grazing ground for cattle as well as a sports oval for local athletes. The ruins of the area are gradually being restored to their original form. Exposure to the elements has caused considerable degradation to the roofing and some of the limestone resulting in some of the ruins being barely visible today. Buildings that have been restored are frequented by tourists and locals. These buildings closely resemble their former appearance and many are open to the public as examples of previous settlements of Norfolk Island.

Location

The KAVHA is located on the southern coast of Norfolk Island and includes Point Hunter peninsula. KAVHA has an area of approximately 250ha, comprising the area bounded by a line commencing at high water mark in the vicinity of Bloody Bridge, then generally westerly along the high water mark to a point about 230m west of the eastern boundary of portion 91a, then northerly from high water mark along the ridge west of Watermill Creek up to the 90m contour, then following the 90m contour generally northwesterly to portion 176a1, then generally northeasterly following the 90m contour or the northwestern boundary of portion 176a1 whichever is the lower to Watermill Creek then following that creek generally southeasterly to the northern boundary of portion 52r, then southeasterly along the northeastern boundary of portion 52r and the prolongation of that boundary across Taylors Road to the western boundary of portion 79a, then northeasterly along the northwestern boundary of portion 79a and easterly along the northern boundary of portion 79a to its intersection with the 90m contour,

then following the 90m contour generally southerly, northeasterly and easterly to its intersection with the northeastern boundary of portion 64b, then generally southeasterly along the northeastern boundary of portion 64b, then generally northeasterly following Town Creek, then generally southeasterly along the northeastern boundary portions 65d2 and 67a to the northwestern corner of portion 67c, then northeasterly along the northwestern boundary of portion 67a and southeasterly along the northeastern boundary of portion 67a and the prolongation of that boundary across Driver Christian Road to the northern boundary of portion 57a4 then north easterly along the northern boundary of 57a4 and southerly along the eastern boundary of portion 57a4 adjacent to Driver Christian Road then the prolongation of that boundary southerly across portion 57a4 to high water mark then generally westwards along high water mark to the point of commencement in the vicinity of Bloody Bridge. Norfolk Island Official Survey, Sheet Nos. 11, 12, 15, 16, 44, 45, 46, 56, 94, 95, and 96.

Endnotes

- ¹ UNESCO, 2010, 'Decision : 34 COM 8B.16 Cultural Properties - Australian Convict Sites (Australia), accessed 16 December 2021 <<https://whc.unesco.org/en/decisions/3995>>.
- ² Environment Protection and Biodiversity Conservation Act 1999 INCLUSION OF EIGHT CONVICT-RELATED PLACES IN THE NATIONAL HERITAGE LIST (2007, August 1). Commonwealth of Australia Gazette. Special (National : 1977 - 2012), p 1, accessed 16 December 2021 <<https://www.dcceew.gov.au/parks-heritage/heritage/places/national/kavha>>.
- ³ Australian Government, 2004, 'Kingston and Arthurs Vale Commonwealth Tenure Area', Australian Heritage Database, accessed 16 December 2021 <http://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;place_id=105606>.
- ⁴ Norfolk Island Regional Council, 2003, 'Kingston and Arthur's Vale Historic Area', accessed 16 December 2021 <<http://www.norfolkisland.gov.nf/sites/default/files/docs/planandbuild/NIPlan/Heritage%20Register.pdf?>>.

Appendix D—Assessment of Condition and Integrity of Heritage Values

The following assessment considers the condition and integrity of Kingston’s heritage values. The full statements of heritage value are available at Appendix C—Heritage List Citations.

Table D.1 Assessment of condition of World Heritage values.

Criteria	Summary of Heritage Values	Relevant Attributes	Condition of Attributes	Integrity	Condition of Value and Commentary
(iv), (vi)	<ul style="list-style-type: none"> • Example of the transformation of 18th and 19th century European prison systems to a system of transportation and forced labour, with a variety of types of penal colonies and objectives. • Example of the transportation of prisoners to colonies by European powers as an event in human history with penal, political and colonial dimensions. 	<ul style="list-style-type: none"> • Visual setting of the Kingston site • Bucolic landscape • Terrestrial watercourses • Norfolk Island Pines—naturally occurring species and formal plantings • Flax plants • Physical evidence of historical evolution • British Colonial Settlement 1788–1814 structures • British Colonial Settlement 1788–1814 ruins • British Penal Settlement 1825–1856 structures • British Penal Settlement 1825–1856 ruins • British Colonial Settlement 1788–1814, British Penal Settlement 1825–1856 and Pitcairner infrastructure • Historical association with both British Colonial Settlement 1788–1814 and British Penal Settlement 1825–1856 periods • Authentic historic fabric from all settlement phases • Intact archaeological deposits • Movable heritage and collections related to all phases of settlement • HMS <i>Sirius</i> artefacts • Association with the wreck of HMS <i>Sirius</i> • Government and institutional functions within the Military Barracks • All Saints Church • Cemetery—use, layout and headstones • Government House—particularly the intact form, physical and visual presence, and garden setting • Gardens of Quality Row houses • Connections with other Australian convict sites, both those within the Australian Convict Sites World Heritage property and others • Connections with other historic places on Norfolk Island, 	Fair–good	Moderate–high	<p>Good</p> <p>The heritage values of Kingston that contribute to the Outstanding Universal Value of the Australian Convict Sites property are in good condition but could be improved with additional management and conservation.</p> <p>The physical attributes that demonstrate the convict history of Kingston are overall in fair to good condition, though some elements require more conservation than others. This includes conservation of the physical fabric of buildings and ruins, appropriate management of archaeological resources, and management of landscape issues such as drainage, weed management and stock grazing.</p> <p>The integrity of the place is high. It retains buildings, ruins and archaeology from the British Colonial and Penal Settlement periods, which together create an intact and complete site possessing all the attributes necessary to sustain the property’s heritage value and convey its significance. These attributes demonstrate how Kingston functioned as a place of secondary punishment, one of the types of places that made up the convict system. They also demonstrate the role of the penal system in the Australian colonies and Kingston’s part in changes in penal philosophy from 1788 to 1855.</p> <p>Kingston authentically expresses its heritage values. The forms, materials, structures, location and setting of Kingston allow it to credibly express its heritage significance. Kingston has some intrusive elements that obscure its ability to demonstrate the different layers of development across the site. However, these do not constitute a significant impact on its authenticity, and the impacts could be reduced by effective management and conservation processes.</p> <p>Buildings and structures in Kingston are in fair to good condition, and generally well maintained. There are, however, issues such as biological growth, damp and salt attack, metal corrosion, and the side effects of using unsympathetic materials in the past, such as acrylic paint and cementitious renders, and inappropriate cleaning practices (Condition and Conservation Report, Purcell 2017).</p> <p>Government House appears to be generally well maintained, particularly the areas of the house that are routinely occupied. However, there is evidence of ongoing problems with dampness in several areas and salt attack (not associated with the presence of acrylic paint and cementitious renders) in the cellar. Door hardware in the cellar is also in poor condition and presents risks to adjoining fabric.</p> <p>The Cemetery and its calcarenite memorials and headstones are environmentally exposed due to their seaside location and are subject to harsh wind conditions and salt-laden air. Despite this, the Cemetery’s monuments are in sound condition when compared to similarly dated monuments at other convict sites including the Isle of the Dead at Port Arthur Historic Site (Condition and Conservation Report, Purcell 2017). Cleaning and conservation techniques regarding the re-cutting and re-blackening of lettering require stakeholder engagement and review.</p> <p>The condition of these attributes would be enhanced by contemporary and evidence-based conservation practice, including targeted works where necessary, informed by a prioritised conservation and asset audit.</p> <p>Efforts should be made to maintain a sustainable use (consistent with the applicable values, form and past function) for all operable buildings. In particular, efforts should be made to find a sustainable new use for the recently vacated sections of the New Military Barracks. The management and maintenance of parts of the site on property not under direct Departmental management (e.g. the grain silos and All Saints Church) should be consistent with other parts of the site. The good condition of the</p>

Criteria	Summary of Heritage Values	Relevant Attributes	Condition of Attributes	Integrity	Condition of Value and Commentary
					<p>use and layout of the Cemetery (Precinct C) could be enhanced by ensuring interpretation and conservation practices associated with the headstones are informed by best heritage practice.</p> <p>The generally good condition and high integrity of the agricultural/pastoral landscape, particularly within Arthur’s Vale (Watermill Valley), of the Kingston site could be improved through further conservation and management of intrusive elements (e.g. Norfolk Island Pines). Norfolk Island Pines are generally in good physical condition across Kingston, subject to natural variations in lifecycle and health. However, the overdominance of the pines within Kingston is inconsistent with the site’s heritage values. This impacts on the integrity of the pines as an attribute that expresses Kingston’s heritage values, and the integrity of the site generally.</p> <p>Vegetation surveys indicate limited remnants of pre-European settlement flax communities, degrading the condition and integrity of this attribute in demonstrating an early reason for settlement, though some intentionally planted flax is present in Kingston.</p> <p>The terrestrial watercourses in Kingston retain their important features as early watercourses that define the physical structure of Kingston, reflect natural and adapted water flow patterns and support life. However, poor water quality and invasive species must be addressed to avoid degradation of the watercourses and reduction of their integrity as a feature in the landscape. Existing programs occurring both in Kingston and upstream to address invasive species and improve water quality will help reduce these risks.</p> <p>A number of the buildings associated with the British Penal Settlement period have been subject to varying degrees of reconstruction in the past; typically the external walls represent intact authentic fabric, and reconstruction is apparent in roofing, joinery and interiors. Although the reconstructed fabric largely aids the interpretation of these buildings within the context of the greater Kingston site, there is scope to revisit and improve the authenticity of the construction techniques and materials used during previous reconstruction works within future upgrade and maintenance works.</p> <p>Archaeological deposits in Kingston (e.g. subsurface remnants, standing ruins etc) are generally in good condition, but some conservation and maintenance are needed. For example, deposits have been damaged by traffic movement, uncontrolled grazing and community use. Particular areas requiring ongoing active monitoring and management include sensitive areas of the site used for vehicular traffic, parking, grazing and intensive community use that may result in accidental disturbance or damage to subsurface elements.</p> <p>Collections are generally understood to be in fair to good condition, but a lack of data on the condition of movable cultural heritage items limits a full condition assessment. Similarly, the integrity of collections is understood to be generally good to high, but a full inventory is required to establish whether there are gaps in the ability of the collections to express Kingston’s heritage values.</p> <p>The environmental conditions associated with the display and storage of movable heritage and collections are a risk to condition and integrity, and could be improved. The cataloguing, storage, and access to records associated with the place could also be improved. Although the fabric and artefacts associated with the HMS <i>Sirius</i> are in good condition and on display, the environmental conditions associated with their display in the former Protestant Chapel are not ideal and could be improved.</p> <p>The extant fabric and site history of Kingston has a strong inherent connection to other Australian Convict Sites and heritage sites on Norfolk Island, yet further interpretation of these values would make them more readily apparent to visitors.</p>

Table D.2 Assessment of condition of National Heritage values.

Criteria	Summary of Heritage Values	Relevant Attributes	Condition of Attributes	Integrity	Commentary
(a) Processes	<p>Outstanding significance:</p> <ul style="list-style-type: none"> As a convict settlement spanning the era of convict transportation to eastern Australia. As a cultural landscape comprising a large group of buildings from the convict era, some modified during the Pitcairn period, substantial ruins and standing structures, archaeological remains, landform and landscape elements. In demonstrating the role of the penal systems and changes in penal philosophy in the Australian colonies from 1788 to 1855. 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 British Colonial (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 British Penal (Second) Settlement demonstrate the planning and operation of a nineteenth-century penal settlement with a very high degree of integrity. As an example of a place of severe punishment, purposefully established to be an extreme element of the overall convict management system. 	<ul style="list-style-type: none"> Topography Visual setting of Kingston Bucolic landscape Terrestrial watercourses Norfolk Island Pines—naturally occurring species and formal plantings Flax plants Physical evidence of historical evolution British Colonial Settlement 1788–1814 structures British Colonial Settlement 1788–1814 ruins British Penal Settlement 1825–1856 structures British Penal Settlement 1825–1856 ruins British Colonial Settlement 1788–1814, British Penal Settlement 1825–1856 and Pitcairner infrastructure Historical association with both British Colonial Settlement 1788–1814 and British Penal Settlement 1825–1856 periods Authentic historic fabric from all settlement phases Intact archaeological deposits Movable heritage and collections related to all phases of settlement Historical records associated with all phases of settlement HMS <i>Sirius</i> artefacts Association with the wreck of HMS <i>Sirius</i> All Saints Church Cemetery—use, layout and headstones Government House—particularly the intact form, physical and visual presence, and garden setting Connections with other Australian convict sites, both those within the Australian Convict Sites World Heritage property and others Connections with other historic places on Norfolk Island. 	Fair–good	Moderate–high	<p>Good</p> <p>The National Heritage values of Kingston identified under National Heritage criterion (a) are in good condition but could be improved further with additional management and conservation.</p> <p>For further discussion of the condition and integrity of the values and attributes, refer to Table D.1.</p>
(b) Rarity	<ul style="list-style-type: none"> Uncommon as a place where a distinctive Polynesian/European community has lived and practised their cultural traditions for over 150 years. Aspects of the Pitcairn and Modern Settlement period including the artefacts, archives, Pitcairn language and ongoing use of the Cemetery are of national significance. 	<ul style="list-style-type: none"> Bucolic landscape Emily Bay, Slaughter Bay and Cemetery Bay Physical evidence of historical evolution The Cenotaph British Colonial Settlement 1788–1814, British Penal Settlement 1825–1856 and Pitcairner infrastructure Pitcairner buildings, structures and created landscape from 1856 to the present Authentic historic fabric from all settlement phases Movable heritage and collections related to all phases of settlement 	Fair–good	High	<p>Good</p> <p>The National Heritage values of Kingston identified under National Heritage criterion (b) are in good condition but could be improved with further management and conservation.</p> <p>The attributes that demonstrate this value are in fair to good condition; some are well maintained, and some require additional conservation and support.</p> <p>Physical attributes such as the historic buildings, ruins and infrastructure from the Pitcairn and Modern Settlement period are generally in good condition, though some need additional conservation, for example to address damage from pests and weather. Collections are generally understood to be in fair to good condition with good integrity, though this would benefit from more investigation. For further discussion of the condition and integrity of these values and attributes, refer to Table D.1.</p>

Criteria	Summary of Heritage Values	Relevant Attributes	Condition of Attributes	Integrity	Commentary
		<ul style="list-style-type: none"> Historical records associated with all phases of settlement HMS <i>Bounty</i> artefacts Government and institutional functions within the Military Barracks All Saints Church Cemetery—use, layout and headstones Gardens of Quality Row houses Association with Anniversary (Bounty) Day Association with Foundation Day Continuing association of private landholdings with Pitcairner descendant landholders Connection with contemporary cultural practices Amenity value for Norfolk Islanders Family associations for visitors. 			<p>There are multiple intangible heritage attributes associated with this value, including associations with significant days and contemporary cultural practices. The association of significant days with Kingston is in good condition, and contemporary practices and uses of the site continue to be expressed and their connection to Kingston understood. For example, Norfolk Islanders visit and use the site regularly and Norfolk language is taught and used by the community on Norfolk Island. The Cenotaph continues to be ceremonially used and kept in good condition. The condition of intangible cultural heritage practices should be conserved and maintained by supporting Norfolk Islanders in these practices, for example through facilitating site use and transmission of the Norfolk language. Active uses of Kingston and its building should be sought, for example a new use for the New Military Barracks.</p> <p>The integrity of the place is high; the layered cultural landscape, artefacts, archives, Pitcairner language and ongoing use of the Cemetery provide evidence of these unique cultural traditions. Kingston authentically expresses these heritage values through its materials, structures, setting and intangible cultural heritage practices. Contemporary cultural practices and associations are expressed by the Norfolk Island community in a community-led manner, and opportunities exist to further support the community in identifying, recording and transmitting these practices within the context of the broader Kingston site.</p>
(c) Research	<ul style="list-style-type: none"> The artefact collections, buildings in their landscape setting, archaeological remains and 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. Potential to yield information on pre-European Polynesian culture, exploration and settlement patterns. 	<ul style="list-style-type: none"> Visual setting of Kingston Polynesian Settlement—physical evidence and association Physical evidence of historical evolution British Colonial Settlement 1788–1814 structures British Colonial Settlement 1788–1814 ruins British Penal Settlement 1825–1856 structures British Penal Settlement 1825–1856 ruins British Colonial Settlement 1788–1814, British Penal Settlement 1825–1856 and Pitcairner infrastructure Historical association with both British Colonial Settlement 1788–1814 and British Penal Settlement 1825–1856 periods Authentic historic fabric from all settlement phases Intact archaeological deposits Movable heritage and collections related to all phases of settlement Historical records associated with all phases of settlement HMS <i>Sirius</i> artefacts Association with the wreck of HMS <i>Sirius</i> Cemetery—use, layout and headstones Government House—particularly the intact form, physical and visual presence, and garden setting Gardens of Quality Row houses Connections with other Australian convict sites, both those within the Australian Convict Sites World Heritage property and others Connections with other historic places on Norfolk Island. 	Fair–good	Moderate–high	<p>Good</p> <p>The National Heritage values of Kingston identified under National Heritage criterion (c) are in good condition but could be improved with further management and conservation.</p> <p>The attributes associated with this value retain significant potential to reveal more information about the convict era of Norfolk Island and pre-European Polynesian culture, as identified in the 2020 Archaeological Zoning and Management Plan. Extant archaeological remains (both subsurface and standing structures) are present in buildings, ruins and infrastructure. Particularly within the lowland Kingston Plain, it is likely that there is archaeological fabric that survives intact. In other areas it is possible that archaeological fabric survives, despite being subject to some disturbance or loss of integrity.</p> <p>Kingston’s artefact collections also hold potential to reveal information about the convict era of Kingston. The collections have extensive scope to be further investigated and interpreted—best practice significance assessment and cataloguing of these collections will maximise their potential.</p> <p>Connections with other heritage places, including other Australian Convict Sites, still have further potential to be explored to reveal new information or reinterpret existing knowledge about Kingston.</p> <p>Archaeological deposits in Kingston (e.g. subsurface remnants, standing ruins etc) are generally in good condition, but some conservation and maintenance are needed. For example, deposits have been damaged by traffic movement, uncontrolled grazing, and community use. Particular areas requiring ongoing active monitoring and management include areas used for vehicular traffic, parking, grazing and intensive community use that may result in accidental disturbance or damage to subsurface elements. The integrity of the archaeological remains is expected to vary in different areas of Kingston. In some areas remains have high integrity, whereas in others they have been substantially disturbed or no longer survive. Overall, the integrity of the remains is in a moderate state. Nevertheless, deposits that remain have significant potential as a whole.</p> <p>Collections are generally understood to be in fair to good condition, but a lack of data on the condition of movable cultural heritage items limits a full condition assessment. Similarly, the integrity of collections is understood to be generally good to high, but a full inventory is required to establish whether there are gaps in the ability of the collections to express Kingston’s heritage values. The environmental conditions associated with the display and storage of movable heritage and</p>

Criteria	Summary of Heritage Values	Relevant Attributes	Condition of Attributes	Integrity	Commentary
					collections are a risk to condition and integrity could be improved. The cataloguing, storage, and access to records associated with the place also could be improved.
(d) Class of Place	<ul style="list-style-type: none"> Demonstrates the principal characteristics of a penal settlement as a class of place in its physical layout, governance arrangements, the management and control of convicts, and the functional arrangements associated with settlement. Characteristics of its substantial ruins, standing structures and archaeological subsurface 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. Government House is positioned prominently 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: Old Military Barracks, surrounded by high walls, giving it the appearance of a military fortress; and New Military Barracks, which follows a similar fortress-like design. The Commissariat Store is the finest remaining colonial military commissariat store in Australia. The Old Military Barracks, the Commissariat Store and the New Military Barracks, form a group of buildings that 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. Houses in Quality Row provided quarters for military and civil officers. The archaeological remains of the two convict gaols, the perimeter walls and archaeological remains of the Prisoners' Barracks with the Protestant Chapel, show the development of penal philosophies. The role of harsh labour as punishment is evident in the archaeological remains of the blacksmith's shop; the Lumber Yard; the water mill; the crankmill; the salt house; the windmill base; lime kilns; and the landing pier and seawall, 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. Settlement patterns are evident in the existing street layout and buildings along Quality Row, which form the most extensive street of pre-1850 penal buildings in Australia. Functioning of the settlement is evident in the remains of institutions, buildings and precincts. 	<ul style="list-style-type: none"> Visual setting of Kingston Bucolic landscape Terrestrial watercourses Physical evidence of historical evolution British Colonial Settlement 1788–1814 structures British Colonial Settlement 1788–1814 ruins British Penal Settlement 1825–1856 structures British Penal Settlement 1825–1856 ruins British Colonial Settlement 1788–1814, British Penal Settlement 1825–1856 and Pitcairner infrastructure Coastal retaining wall Historical association with both British Colonial Settlement 1788–1814 and British Penal Settlement 1825–1856 periods Authentic historic fabric from all settlement phases Intact archaeological deposits Government and institutional functions within the Military Barracks All Saints Church Cemetery—use, layout and headstones Government House—particularly the intact form, physical and visual presence, and garden setting Gardens of Quality Row houses Connections with other Australian convict sites, both those within the Australian Convict Sites World Heritage property and others Connections with other historic places on Norfolk Island Amenity value for Norfolk Islanders. 	Fair–good	Moderate–high	<p>Good</p> <p>The National Heritage values of Kingston identified under National Heritage criterion (d) are in good condition but could be improved with further management and conservation.</p> <p>Kingston continues to demonstrate the principal characteristics of a penal settlement to a high standard. The British Colonial and Penal Settlement structures, ruins and infrastructure, as well as their layout and relation to each other as part of a cultural landscape, show the functional arrangements associated with the control of convicts. The position of military and administrative buildings and ruins in locations that allow oversight and connection between key viewpoints, and the places of accommodation, punishment and labour also express these values. The characteristics of the British Colonial Settlement are predominantly demonstrated through archaeological remains, whereas the British Penal Settlement retains more standing structures.</p> <p>These attributes are in fair to good condition. The important features of the British Penal Settlement are retained in the fabric of the structures and ruins, and their position in the landscape. The structures and ruins themselves in some cases need additional conservation and maintenance. Similarly, the agricultural landscape and watercourses are in fair to good condition, with some conservation needed. The coastal retaining wall is generally in good condition, but sections have collapsed at times. Ongoing monitoring and maintenance of sea-fronting retaining walls, drainage channel stability near Emily Bay and stabilisation of Bounty Bridge is required. For further discussion of the condition and integrity of these values and attributes, refer to Table D.1.</p> <p>Archaeological deposits in Kingston (e.g. subsurface remnants, standing ruins etc) are generally in good condition, but some conservation and maintenance are needed. Refer to Table D.2 criterion (c) for further discussion.</p> <p>The attributes that express these values are of moderate integrity. The loss of some features of the British Penal Settlement, particularly aspects of the industrial landscape, is obscured by loss of fabric. Historical roads and paths are substantially maintained but in some cases are obscured, for example by the introduction of a new path on Flagstaff Hill that was not on the historical alignment. Similarly, intrusive elements such as large, grassed areas of mown lawn, uniform paint finishes, and intrusive buildings such as toilet blocks reduce the ability of Kingston to authentically express its heritage significance as a characteristic class of place. Some structures from the British Penal Settlement have previously been reconstructed to varying degrees, typically with the external walls representing intact authentic fabric, and a greater amount of reconstruction apparent in roofing, joinery, detailing and interiors. There is scope to revisit and improve the authenticity of the construction techniques and materials used during previous reconstruction works during future upgrade and maintenance works.</p> <p>The integrity of the archaeological remains is expected to vary in different areas of Kingston. In some areas remains have high integrity, while in others they have been substantially disturbed or no longer survive. Overall, the integrity of the remains is in a moderate state. Nevertheless, deposits that remain have significant potential as a whole.</p>

Criteria	Summary of Heritage Values	Relevant Attributes	Condition of Attributes	Integrity	Commentary
	<ul style="list-style-type: none"> 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 Kingston's settlement history. The remnant serpentine landscape is an outstanding example of colonial-period (pre-1850) attitudes to landscape design in Australia. 				
(e) Aesthetic	<ul style="list-style-type: none"> Outstanding for its picturesque setting, historic associations, part ruinous configuration and subsequent lack of development. Aesthetic qualities of the landscape have been acknowledged since the British Colonial (First) settlement, forming the subject matter of an artistic record that has continued to the present. Aesthetic elements include the sea, reef and islands, historic graves, Quality Row buildings, the New Gaol and Prisoners' 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. Kingston 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. 	<ul style="list-style-type: none"> Visual setting of Kingston Bucolic landscape Terrestrial watercourses Remnant natural vegetation Lagoon and littoral zone Emily Bay, Slaughter Bay and Cemetery Bay Norfolk Island Pines—naturally occurring species and formal plantings Physical evidence of historical evolution British Colonial Settlement 1788–1814 structures British Colonial Settlement 1788–1814 ruins British Penal Settlement 1825–1856 structures British Penal Settlement 1825–1856 ruins British Colonial Settlement 1788–1814, British Penal Settlement 1825–1856 and Pitcairner infrastructure Pitcairner buildings, structures and created landscape from 1856 to the present Authentic historic fabric from all settlement phases Cemetery—use, layout and headstones Government House—particularly the intact form, physical and visual presence, and garden setting Connection with contemporary cultural practices Amenity value for Norfolk Islanders. 	Fair–good	Moderate–high	<p>Good</p> <p>The National Heritage values of Kingston identified under National Heritage criterion (e) are in good condition but could be improved with further management and conservation.</p> <p>Kingston maintains its picturesque setting and aesthetic qualities, which are appreciated by the local, national and international community. The Kingston landscape brings together structures, ruins and infrastructure from three phases of settlement within a bucolic landscape shaped by Kingston's underlying topography and its proximity to the sea. These features are observable from multiple locations around the site and continue to be enjoyed by locals and visitors.</p> <p>The condition of the attributes that contribute to this value varies from fair to good. Structures from the British Colonial, British Penal, and Pitcairner and Modern settlements are generally in good condition, though conservation work is needed to ensure they continue to have a presence in the aesthetic landscape of Kingston. For further discussion of the condition and integrity of these values and attributes, refer to Table D.1.</p> <p>The watercourses, lagoon and littoral zone and bays of Kingston are in fair condition but are at risk of deterioration from poor water quality and invasive species. Weeds degrade the condition of natural and created watercourses, and the effects of poor water quality and climate change on the lagoons and reefs risk long-term decay of their physical fabric, which could ultimately obscure or remove them from the landscape. Existing programs to address invasive species and improve water quality will help reduce these risks. The relationship between Kingston and the lagoons and littoral zone is largely intact and can be understood.</p> <p>The integrity of these attributes is moderate to high. The ability to appreciate and interpret Kingston's aesthetic value is authentically expressed through the attributes on site, but some intrusive elements exist that distract from the significance. In particular, modern toilet blocks, reconstructed pathways and fencing, and uniform paint finishes. Norfolk Island Pines are in good health, subject to natural variation. However, the proliferation of the pines across the site obscures:</p> <ul style="list-style-type: none"> important visual relationships between the Military Barracks (Old and New) located on higher ground, and the New Gaol (ruins) and Prisoners' Barracks (ruins) the visual prominence of Government House views between Government House and the flagstaff on Flagstaff Hill. <p>The integrity of the place could be improved by selective management of the Norfolk Island Pines.</p>
(g) Social	<ul style="list-style-type: none"> Valued by Pitcairner descendants as a place of special significance because it has been continually and actively used as a place of residence, work, worship and recreation. Valued by Norfolk Island residents for being a place of traditional and ongoing uses, including the continuity of a working waterfront at the Landing 	<ul style="list-style-type: none"> Bucolic landscape Emily Bay, Slaughter Bay and Cemetery Bay Norfolk Island Pines—naturally occurring species and formal plantings The Cenotaph 	Fair–good	High	<p>Good</p> <p>The National Heritage values of Kingston identified under National Heritage criterion (g) are in good condition. They should be maintained and conserved in collaboration with the Norfolk Island community.</p> <p>Kingston maintains its special significance for the Norfolk Island community as a place of traditional and ongoing use that has been a central focus of the community</p>

Criteria	Summary of Heritage Values	Relevant Attributes	Condition of Attributes	Integrity	Commentary
	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.	<ul style="list-style-type: none"> Pitcairner buildings, structures and created landscape from 1856 to the present Authentic historic fabric from all settlement phases Movable heritage and collections related to all phases of settlement Historical records associated with all phases of settlement HMS <i>Bounty</i> artefacts Government and institutional functions within the Military Barracks All Saints Church Cemetery—use, layout and headstones Association with Anniversary (Bounty) Day Association with Foundation Day Continuing association of private landholdings with Pitcairner descendant landholders Connection with contemporary cultural practices Amenity value for Norfolk Islanders Family associations for visitors. 			<p>since the arrival of Pitcairn settlers in 1856. The community continues to use the site for work, recreation, commemoration and other uses.</p> <p>The condition of the tangible and intangible attributes that express this value is fair to good. Pitcairner descendant buildings, structures and created landscapes are generally well maintained but require ongoing maintenance and conservation. Movable cultural heritage, including artefacts and historical records, is understood to be in fair to good condition, although more investigation is needed for an up-to-date condition assessment. For further discussion of the condition and integrity of these values and attributes, refer to Table D.1.</p> <p>The Cemetery remains a highly important place of memory and commemoration to the community. Emily Bay continues to be an important recreational location; works to improve water quality will ensure this can continue.</p> <p>Conservation of some intangible cultural heritage, namely cultural practices, requires support for community-led activities that will strengthen the condition of these cultural practices. For example, the movement of administrative functions away from Kingston to Burnt Pine could risk the condition of intangible values by weakening community connections to Kingston. Opportunities are being explored to seek new and alternative uses for structures and places in Kingston that will ensure the community continues to have reasons to visit and use the place.</p> <p>The integrity of this value is high. It is authentically expressed through the heritage fabric and intangible cultural heritage practices of the community.</p>
(h) Significant People	<ul style="list-style-type: none"> Significant for its association with Lt Philip Gidley King RN in successfully establishing the British Colonial (First) Settlement on Norfolk Island, which contributed to the survival of the infant colony of New South Wales. Significant for its association with Alexander Maconochie RN, who formulated and applied most of the principles on which modern penology is based during the period he was Superintendent of Norfolk Island. 	<ul style="list-style-type: none"> British Colonial Settlement 1788–1814 structures British Colonial Settlement 1788–1814 ruins British Penal Settlement 1825–1856 structures British Penal Settlement 1825–1856 ruins British Colonial Settlement 1788–1814, British Penal Settlement 1825–1856 and Pitcairner infrastructure Historical association with both British Colonial Settlement 1788–1814 and British Penal Settlement 1825–1856 periods Authentic historic fabric from all settlement phases Intact archaeological deposits HMS <i>Sirius</i> artefacts Association with the wreck of HMS <i>Sirius</i> Government and institutional functions within the Military Barracks Government House—particularly the intact form, physical and visual presence, and garden setting Connections with other Australian convict sites, both those within the Australian Convict Sites World Heritage property and others Connections with other historic places on Norfolk Island. 	Good	High	<p>Good</p> <p>The National Heritage values of Kingston identified under National Heritage criterion (h) are in good condition.</p> <p>Due to its historical nature, Kingston's association with significant people is well maintained and has a resilience to change or external pressure. Lt Philip Gidley King RN and Alexander Maconochie RN continue to be strongly associated with Kingston.</p> <p>As an intangible association, this value and its associated attributes are in good condition. Features such as the British Penal and British Colonial Settlement structures, ruins and infrastructure remain on site as tangible connections with these historically significant people. This value has high integrity, being well expressed through the site and its associations.</p>

Table D.3 Assessment of condition of Commonwealth Heritage values.

Criteria	Summary of Heritage Values	Relevant Attributes	Overall Physical Condition	Integrity	Commentary
(a) Processes	<ul style="list-style-type: none"> Significant for its association with four distinct settlement periods in one place: the pre-European, Polynesian occupation, and the British Colonial, British Penal and Pitcairn Settlement phases. Comprises a large group of buildings from the convict era, some modified during the Pitcairn period, substantial ruins and standing structures, archaeological subsurface remains, landform and cultural landscape elements, which represent an outstanding example of the development of global convict transportation. Closely associated, through fabric and artefacts, with the wreck of the <i>Sirius</i> in 1790. Important for its role in the evolution of the colony of NSW. Agricultural activity, the remains of which are still visible, arguably saved the settlement at Sydney Cove from failure. 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, have not been further substantially altered by subsequent development. Significant as one of two places of secondary punishment of particular infamy for its treatment and degradation of convicts and intended at various times to be the extreme expression of the severity of the transportation system. As such it was the site of 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. Illustrates the role of the military, penal systems and changes in penal philosophy in the British Empire from 1788 to 1855. The place illustrates the continuity of administrative history since European settlement. Significant for its association with the arrival of the Pitcairn Islanders in 1856, descendants of <i>Bounty</i> mutineers and Polynesians, and the subsequent development of the Norfolk Island community. Significant for its richness of settlement history and array of extant features. It contains areas, buildings and other elements of outstanding individual cultural significance. Government House is one of the earliest and most intact remaining government house buildings in Australia. The Old Military Barracks, the Commissariat Store and the New Military Barracks form a group of buildings that is the most substantial military 	<ul style="list-style-type: none"> Topography Underlying geology Visual setting of Kingston Bucolic landscape Terrestrial watercourses Remnant natural vegetation Lagoon and littoral zone Emily Bay, Slaughter Bay and Cemetery Bay Norfolk Island Pines—naturally occurring species and formal plantings Fauna—migratory birds, land snails and crustaceans Polynesian Settlement—physical evidence and association Physical evidence of historical evolution British Colonial Settlement 1788–1814 structures British Colonial Settlement 1788–1814 ruins British Penal Settlement 1825–1856 structures British Penal Settlement 1825–1856 ruins British Colonial Settlement 1788–1814, British Penal Settlement 1825–1856 and Pitcairner infrastructure Coastal retaining wall Historical association with both British Colonial Settlement 1788–1814 and British Penal Settlement 1825–1856 periods Pitcairner buildings, structures and created landscape from 1856 to the present Authentic historic fabric from all settlement phases Intact archaeological deposits Movable heritage and collections related to all phases of settlement Historical records associated with all phases of settlement HMS <i>Bounty</i> artefacts HMS <i>Sirius</i> artefacts Association with the wreck of HMS <i>Sirius</i> Government and institutional functions within the Military Barracks All Saints Church Cemetery—use, layout and headstones Government House—particularly the intact form, physical and visual presence, and garden setting 	Fair–good	Moderate–high	<p>Good</p> <p>The Commonwealth Heritage values of Kingston identified under Commonwealth Heritage criterion (a) are in good condition, but could be improved further with additional management and conservation.</p> <p>Kingston demonstrates its association with four distinct settlement periods in one place through the combination of its cultural landscape, buildings, structures, infrastructure, archaeological remains, gardens and plantings, as well as its artefacts, collections, and intangible cultural heritage practices and associations.</p> <p>The condition of the attributes that express these values is fair to good. For further discussion of the condition and integrity of elements relating to the British Colonial and Penal settlements, refer to Table D.1; for further discussion of Pitcairner descendant uses and associations, refer to Table D.2, criterion (g).</p> <p>The geology of Kingston is in good condition overall. One area requiring conservation is Kingston’s sand resources; cessation of sand mining in Cemetery Reserve is planned, and must be enacted to continue to ensure the conservation of this important element of Kingston’s geography into the future. Similarly, acidic water and runoff pose a risk to Kingston’s calcarenite, which is being addressed through several programs to address water quality within Kingston and upstream. However, the integrity of these features remains high because the natural heritage significance of Kingston’s geology is able to be interpreted.</p> <p>Kingston’s biology, including that of its marine areas, is in fair to good condition. Kingston’s marine areas are part of the Norfolk Island Marine Park. They retain important features such as the reef and endemic species, but conservation is needed to address threats from poor water quality and climate change. On land, endemic fauna is present in Kingston but further investigation is needed to confirm the condition and integrity of this attribute. Native fauna is at risk from invasive species, human activity, climate change and other factors. On Norfolk Island more generally, several species are listed as endangered or vulnerable under the <i>Environment Protection and Biodiversity Conservation Act 1999</i> (Cth) (Parks Australia, Norfolk Island National Park and Norfolk Island Botanic Garden Management Plan 2020).</p>

Criteria	Summary of Heritage Values	Relevant Attributes	Overall Physical Condition	Integrity	Commentary
	<p>barracks complex in Australia dating from the 1830s. The Commissariat Store (now All Saints Church) is the finest remaining colonial (pre-1850) military commissariat store in Australia. Other significant features include multiple other buildings, ruins, structures, infrastructure and engineering works.</p> <ul style="list-style-type: none"> The Cemetery 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 <i>Bounty</i>, 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. The remnant serpentine landscape is an outstanding example of colonial period (pre-1850) attitudes to landscape design in Australia. Significant for its geology, particularly the petrified forest and calcarenite, Kingston Swamp and for its biology, including the marine areas. 	<ul style="list-style-type: none"> Gardens of Quality Row Houses Association with Anniversary (Bounty) Day Connections with other Australian convict sites, both those within the Australian Convict Sites World Heritage property and others Connections with other historic places on Norfolk Island Connection with contemporary cultural practices Amenity value for Norfolk Islanders. 			
(b) Rarity	<ul style="list-style-type: none"> 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. Rare as the site of, and probably containing extensive archaeological evidence of, the earliest European settlement from Australia to the Southwest Pacific. Its significance is enhanced by the lack of substantial subsequent development. The subsurface archaeological remains of the first and second Government Houses are, along with First Government House in Sydney, the oldest government house sites in Australia. 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. 	<ul style="list-style-type: none"> Underlying geology Terrestrial watercourses Remnant natural vegetation Lagoon and littoral zone Emily Bay, Slaughter Bay and Cemetery Bay Flax plants Fauna—migratory birds, land snails and crustaceans Polynesian Settlement—physical evidence and association Physical evidence of historical evolution British Colonial Settlement 1788–1814 structures British Colonial Settlement 1788–1814 ruins British Penal Settlement 1825–1856 structures British Penal Settlement 1825–1856 ruins The Cenotaph British Colonial Settlement 1788–1814, British Penal Settlement 1825–1856 and Pitcairner infrastructure Authentic historic fabric from all settlement phases Intact archaeological deposits HMS <i>Bounty</i> artefacts. 	Fair–good	High	<p>Good</p> <p>The Commonwealth Heritage values of Kingston identified under Commonwealth Heritage criterion (b) are understood to be in good condition but further investigation is needed to confirm this status.</p> <p>Kingston is the only known pre-European Polynesian occupation site in Australia and this rare aspect of significance continues to be connected with and expressed at the site through its attributes, such as the archaeological remains and historical association with Polynesian settlers.</p> <p>The association of Kingston with Polynesian settlement is in good condition and has good integrity—it is recognised by the community and site managers and is the subject of increasing investigation. The physical evidence of Polynesian settlement (artefacts and archaeological remains) generally retains important features, but requires ongoing conservation and management.</p> <p>The archaeological remains of the first and second Government Houses, in the Kingston Pier precinct, are generally in good condition. Their integrity as archaeological remains is high. Refer to Table D.2, criterion (c), for further discussion of archaeological conditions.</p> <p>The Cemetery Bay Dune area remains intact and in fair to good condition as a unique feature on the island. However, sand mining in Cemetery Reserve must be ceased to protect the condition of this unique feature, and its associated fossiliferous remains. The dune area has high integrity and is authentically able to demonstrate its natural heritage significance, which can be maintained through avoiding sand mining. Further investigation would confirm the condition and integrity of this attribute.</p>

Criteria	Summary of Heritage Values	Relevant Attributes	Overall Physical Condition	Integrity	Commentary
(c) Research	<ul style="list-style-type: none"> 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. Significant for its archaeological research potential to contribute to a wider understanding of the history of the British Colonial (First) and British Penal (Second) Settlement of Norfolk Island and Australia. This significance is enhanced by the lack of substantial subsequent development. Significant for the features and research importance of its Pitcairn and Modern (Third) Settlement period. 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. 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. Significant for its potential to demonstrate ongoing conservation and restoration techniques. Significant for its research potential to contribute to knowledge about previous life forms, including an extinct mollusc. 	<ul style="list-style-type: none"> Lagoon and littoral zone Fauna—migratory birds, land snails and crustaceans Polynesian Settlement—physical evidence and association Physical evidence of historical evolution British Colonial Settlement 1788–1814 structures British Colonial Settlement 1788–1814 ruins British Penal Settlement 1825–1856 structures British Penal Settlement 1825–1856 ruins British Colonial Settlement 1788–1814, British Penal Settlement 1825–1856 and Pitcairner infrastructure Historical association with both British Colonial Settlement 1788–1814 and British Penal Settlement 1825–1856 periods Pitcairner buildings, structures and created landscape from 1856 to the present Authentic historic fabric from all settlement phases Intact archaeological deposits Movable heritage and collections related to all phases of settlement Historical records associated with all phases of settlement HMS <i>Bounty</i> artefacts HMS <i>Sirius</i> artefacts Association with the wreck of HMS <i>Sirius</i> All Saints Church Cemetery—use, layout and headstones Government House—particularly the intact form, physical and visual presence, and garden setting Gardens of Quality Row Houses Connections with other Australian convict sites, both those within the Australian Convict Sites World Heritage property and others Connections with other historic places on Norfolk Island Connection with contemporary cultural practices. 	Fair–good	Moderate–high	<p>Good</p> <p>The Commonwealth Heritage values of Kingston identified under Commonwealth Heritage criterion (c) are in good condition.</p> <p>Kingston is a diverse, multilayered site that provides many opportunities for potential research. The only known location of pre-European Polynesian settlement in Australia, Kingston is uniquely positioned with its potential to reveal information about this historical era. The remains of the British Colonial and Penal settlements remain largely undisturbed and offer extensive research potential, as identified in the Archaeological Zoning and Management Plan (2020). The potential for research associated with the Pitcairn and Modern Settlement period continues to be high, and presents the opportunity to engage with the community to understand more about Norfolk Island’s unique culture. Discussion of the condition and integrity of Kingston’s archaeological research potential is at Table D.2, criterion (c).</p> <p>Kingston continues to have potential to demonstrate and further conservation and restoration techniques, though this element of significance could be improved by further support for the Kingston maintenance team and additional funding to deliver traditional conservation practices. Conservation practices such as lime wash and reintroduction of timber shingles are increasingly being explored and used, strengthening the condition of this value and associated attributes. The integrity of the intangible cultural heritage attributes associated with this value is moderate to high. Conservation and restoration techniques are likely to continue to change over time based on new knowledge, skills and expertise, but historical techniques continue to be used as an authentic expression of connection to historical practices.</p> <p>Kingston’s research potential to contribute to knowledge about previous life forms is intact, but further investigation could confirm this potential. Evidence of previous life forms is likely to be contained in sand dunes, calcarenite and other subsurface remains. The condition and integrity of these attributes is generally good, but must be conserved and managed to avoid the risk of decay (refer to Table D.3, criterion (b) for discussion).</p>
(d) Class of Place	<ul style="list-style-type: none"> Significant as 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 subsurface remains, landform and cultural landscape elements, 	<ul style="list-style-type: none"> Visual setting of Kingston Bucolic landscape Terrestrial watercourses Remnant natural vegetation Emily Bay, Slaughter Bay and Cemetery Bay 	Fair–good	Moderate–high	<p>Good</p> <p>The Commonwealth Heritage values of Kingston identified under Commonwealth Heritage criterion (d) are in good condition but could be improved with further management and conservation.</p> <p>Kingston continues to demonstrate the principal characteristics of a penal settlement and a monument to convict settlement in Australia to a high standard. The British Colonial and Penal Settlement period structures, ruins and infrastructure, as well as</p>

Criteria	Summary of Heritage Values	Relevant Attributes	Overall Physical Condition	Integrity	Commentary
	<ul style="list-style-type: none"> which represent an outstanding example of the development of global convict transportation. 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. Demonstrates the impact of that settlement on a natural environment hitherto occupied by Polynesian peoples, possibly intermittently. Is the primary site of the British Penal Settlement period 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. 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. Kingston demonstrates the range of activities and structures associated with a secondary punishment penal settlement. 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 form an intact Georgian administration centre and the most extensive street of surviving (although partly 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. British Penal 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, Kingston demonstrates the principal characteristics of buildings for secondary punishment of nineteenth-century British convicts in Australia. The fabric of the British Penal (Second) Settlement clearly shows the method of construction, building techniques and way of life. Since 1856 Kingston has been the administrative centre for the social, religious and political 	<ul style="list-style-type: none"> Norfolk Island Pines—naturally occurring species and formal plantings Physical evidence of historical evolution British Colonial Settlement 1788–1814 structures British Colonial Settlement 1788–1814 ruins British Penal Settlement 1825–1856 structures British Penal Settlement 1825–1856 ruins British Colonial Settlement 1788–1814, British Penal Settlement 1825–1856 and Pitcairner infrastructure Coastal retaining wall Historical association with both British Colonial Settlement 1788–1814 and British Penal Settlement 1825–1856 periods Pitcairner buildings, structures and created landscape from 1856 to the present Authentic historic fabric from all settlement phases Intact archaeological deposits Association with the wreck of HMS <i>Sirius</i> Government and institutional functions within the Military Barracks All Saints Church Cemetery—use, layout and headstones Government House—particularly the intact form, physical and visual presence, and garden setting Gardens of Quality Row houses Association with Anniversary (Bounty) Day Association with Foundation Day Connections with other Australian convict sites, both those within the Australian Convict Sites World Heritage property and others Connections with other historic places on Norfolk Island Continuing association of private landholdings with Pitcairner descendant landholders Connection with contemporary cultural practices Amenity value for Norfolk Islanders. 			<p>their layout and relation to each other as part of a cultural landscape, show the functional arrangements associated with the control of convicts. The position of military and administrative buildings and ruins in locations that allow oversight and connection between key viewpoints, and the places of accommodation, punishment and labour, express these values. The characteristics of the British Colonial Settlement are particularly demonstrated through archaeological remains, whereas the British Penal Settlement retains more standing structures.</p> <p>Further discussion of the condition and integrity of the assets associated with this value is at Table D.1 and Table D.2, criterion (d).</p> <p>Kingston also continues to demonstrate the characteristics of a central administrative, social, religious and political place for the Norfolk Island community. It retains heritage fabric associated with the Pitcairner and Modern Settlement, including archaeological remains and adaptation of British Colonial and Penal Settlement buildings, and associations with unique Norfolk Islander intangible cultural heritage practices and ways of life, such as Bounty Day celebrations and the use of Norfolk language.</p> <p>Further discussion of the condition and integrity associated with these attributes is at Table D.2, criterion (g).</p>

Criteria	Summary of Heritage Values	Relevant Attributes	Overall Physical Condition	Integrity	Commentary
	development of the Norfolk Island community, originally descendants of Polynesians and the participants in the <i>Bounty</i> mutiny. It retains rare evidence of this Pitcairn Settlement period and contains elements and groups of elements along with continuing uses that illustrate aspects of this significance.				
(e) Aesthetic	<ul style="list-style-type: none"> 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 British Colonial (First) Settlement, forming the subject matter of an artistic record that has continued to the present, and is still recognisable in its present form. Many elements 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. 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. 	<ul style="list-style-type: none"> Visual setting of Kingston Bucolic landscape Terrestrial watercourses Remnant natural vegetation Lagoon and littoral zone Emily Bay, Slaughter Bay and Cemetery Bay Norfolk Island Pines—naturally occurring species and formal plantings Physical evidence of historical evolution British Colonial Settlement 1788–1814 structures British Colonial Settlement 1788–1814 ruins British Penal Settlement 1825–1856 structures British Penal Settlement 1825–1856 ruins British Colonial Settlement 1788–1814, British Penal Settlement 1825–1856 and Pitcairner infrastructure Pitcairner buildings, structures and created landscape from 1856 to the present Authentic historic fabric from all settlement phases Cemetery—use, layout and headstones Government House—particularly the intact form, physical and visual presence, and garden setting Connection with contemporary cultural practices Amenity value for Norfolk Islanders. 	Fair–good	Moderate–high	<p>Good</p> <p>The Commonwealth Heritage values of Kingston identified under Commonwealth Heritage criterion (e) are in good condition but could be improved with further management and conservation.</p> <p>Kingston maintains its picturesque setting and aesthetic qualities, which are appreciated by the local, national and international community. The Kingston landscape brings together structures, ruins and infrastructure from three phases of settlement within a bucolic landscape shaped by Kingston’s underlying topography and its proximity to the sea. These features are observable from multiple locations around the site and continue to be enjoyed by locals and visitors.</p> <p>Further discussion of the condition and integrity of the attributes related to this value is at Table D.2, criterion (e).</p>
(g) Social	<ul style="list-style-type: none"> Significant as the home of its residents who value Kingston 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. It holds significant symbolic, ceremonial, religious, lifestyle and cultural associations in a unique built and natural environment. 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 	<ul style="list-style-type: none"> Bucolic landscape Emily Bay, Slaughter Bay and Cemetery Bay Norfolk Island Pines—naturally occurring species and formal plantings The Cenotaph Pitcairner buildings, structures and created landscape from 1856 to the present Authentic historic fabric from all settlement phases Movable heritage and collections related to all phases of settlement Historical records associated with all phases of settlement 	Fair–good	High	<p>Good</p> <p>The Commonwealth Heritage values of Kingston identified under Commonwealth Heritage criterion (g) are in good condition. They should be maintained and conserved in collaboration with the Norfolk Island community.</p> <p>Further discussion of the condition and integrity of the attributes related to this value is at Table D.2, criterion (g).</p>

Criteria	Summary of Heritage Values	Relevant Attributes	Overall Physical Condition	Integrity	Commentary
	<p>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.</p> <ul style="list-style-type: none"> Individual elements of the place identified by the Norfolk Island community for their social significance are the Landing Pier; the foreshores; the Prisoners' 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 as museums, a church, administrative, the Administrator's Official Residence, Parliament, lighterage, residential accommodation, industrial/commercial and Pitcairner; Bloody Bridge; the sand dunes; the swamp; roads; and Government House. Valued by visitors for its rich history and genealogical connections 	<ul style="list-style-type: none"> HMS <i>Bounty</i> artefacts Government and institutional functions within the Military Barracks All Saints Church Cemetery—use, layout and headstones Association with Anniversary (Bounty) Day Association with Foundation Day Continuing association of private landholdings with Pitcairner descendant landholders Connection with contemporary cultural practices Amenity value for Norfolk Islanders Family associations for visitors. 			
(h) Significant People	<ul style="list-style-type: none"> Significant for its association with many of Australia's founding and other early personalities including King, Hunter, Foveaux, Wentworth, Anderson, Maconochie, Price and Cash. 	<ul style="list-style-type: none"> British Colonial Settlement 1788–1814 structures British Colonial Settlement 1788–1814 ruins British Penal Settlement 1825–1856 structures British Penal Settlement 1825–1856 ruins British Colonial Settlement 1788–1814, British Penal Settlement 1825–1856 and Pitcairner infrastructure Historical association with both British Colonial Settlement 1788–1814 and British Penal Settlement 1825–1856 periods Authentic historic fabric from all settlement phases Intact archaeological deposits HMS <i>Sirius</i> artefacts Association with the wreck of HMS <i>Sirius</i> Government and institutional functions within the Military Barracks Government House—particularly the intact form, physical and visual presence, and garden setting Connections with other Australian convict sites, both those within the Australian Convict Sites World Heritage property and others Connections with other historic places on Norfolk Island 	Good	High	<p>Good</p> <p>The Commonwealth Heritage values of Kingston identified under Commonwealth Heritage criterion (h) are in good condition.</p> <p>Because of its historical nature, the association of Kingston with significant people is well maintained and has a resilience to change or external pressure. King, Hunter, Foveaux, Wentworth, Anderson, Maconochie, Price and Cash continue to be strongly associated with Kingston.</p> <p>As an intangible association, this value and its associated attributes are in good condition. Features such as the British Colonial and Penal settlements structures, ruins and infrastructure remain on site as tangible connections with these historically significant people. This value has high integrity, being well expressed through the site and its associations.</p>

Appendix E—EPBC Act and Regulations Compliance Checklist

This Heritage Management Plan (HMP) addresses and fulfils the requirements of the *Environment Protection and Biodiversity Conservation Act 1999* (Cth) (EPBC Act) and the Environment Protection and Biodiversity Conservation Regulations 2000 (EPBC Regulations).

World Heritage Management Principles and Obligations

Section 316 of the EPBC Act states that a management plan for a World Heritage property that is within a Commonwealth area ‘must not be inconsistent with’:

- (a) *Australia's obligations under the World Heritage Convention; or*
- (b) *the Australian World Heritage management principles.*

The following section provides the World Heritage management principles and Australia’s obligations under the World Heritage Convention and the relevant sections of the HMP that address each listed item.

Table E.1 World Heritage management principles.

Regulation Ref.	Schedule 5	Report Section
General Principles		
Sch 5 1.01	The primary purpose of management of natural heritage and cultural heritage of a declared World Heritage property must be, in accordance with Australia’s obligations under the World Heritage Convention, to identify, protect, conserve, present, transmit to future generations and, if appropriate, rehabilitate the World Heritage values of the property.	Section 2
Sch 5 1.02	The management should provide for public consultation on decisions and actions that may have a significant impact on the property.	Section 8.3 Policy Area 2: Communications and Community Engagement
Sch 5 1.03	The management should make special provision, if appropriate, for the involvement in managing the property of people who: (a) have a particular interest in the property; and (b) may be affected by the management of the property.	Section 8.3 Policy Area 2: Communications and Community Engagement Policy Area 5: Visitor Experience
Sch 5 1.04	The management should provide for continuing community and technical input in managing the property.	Section 8.3 Policy Area 1: Heritage Conservation Policy Area 2: Communications and Community Engagement

Regulation Ref.	Schedule 5	Report Section
Management Planning		
Sch 5 2.01	At least 1 management plan should be prepared for each declared World Heritage property.	Whole document
Sch 5 2.02	A management plan for a declared World Heritage property should:	
	(a) state the World Heritage values of the property for which it is prepared; and	Section 6
	(b) include adequate processes for public consultation on proposed elements of the plan; and	Section 8.3 Policy Area 2: Communications and Community Engagement
	(c) state what must be done to ensure that the World Heritage values of the property are identified, conserved, protected, presented, transmitted to future generations and, if appropriate, rehabilitated; and	Section 7 Section 8 Section 9
	(d) state mechanisms to deal with the impacts of actions that individually or cumulatively degrade, or threaten to degrade, the World Heritage values of the property; and	Section 7 Section 8 Section 9
	(e) provide that management actions for values, that are not World Heritage values, are consistent with the management of the World Heritage values of the property; and	Section 6 Section 7 Section 8 Section 9
	(f) promote the integration of Commonwealth, State or Territory and local government responsibilities for the property; and	Section 5 Section 7 Section 8 Section 9
	(g) provide for continuing monitoring and reporting on the state of the World Heritage values of the property; and	Policy Area 1: Heritage Conservation Policy Area 6: Site Administration
	(h) be reviewed at intervals of not more than 7 years.	Policy Area 6: Site Administration

Environmental impact assessment and approval – Schedule 5 Reg 3

These principles set out processes that should be followed when assessing whether an action is likely to have a significant impact on World Heritage values and needs referral under the EPBC Act. They are not relevant to the development of an HMP. The HMP addresses impact assessment and approval in Policy Area 3: Site Management.

Australia’s World Heritage Obligations

Australia’s obligations under the World Heritage Convention are outlined in several sources, including the Convention and the *Operational Guidelines for the Implementation of the World Heritage Convention*.

The primary obligations are articulated in Articles 4 and 5 of the Convention:

Article 4

Each State Party to this Convention recognizes that the duty of ensuring the identification, protection, conservation, presentation and transmission to future generations of the cultural and natural heritage referred to in Article 1 and 2 and situated on its territory, belongs primarily to that State. It will do all it can to this end, to the utmost of its own resources and, where appropriate, with any international assistance and co-operation, in particular, financial, artistic, scientific and technical, which it may be able to obtain.

Article 5

To ensure that effective and active measures are taken for the protection, conservation and presentation of the cultural and natural heritage situated on its territory, each State Party to this Convention shall endeavor, in so far as possible, and as appropriate for each country:

- a. to adopt a general policy which aims to give the cultural and natural heritage a function in the life of the community and to integrate the protection of that heritage into comprehensive planning programmes;*
- b. to set up within its territories, where such services do not exist, one or more services for the protection, conservation and presentation of the cultural and natural heritage with an appropriate staff and possessing the means to discharge their functions;*
- c. to develop scientific and technical studies and research and to work out such operating methods as will make the State capable of counteracting the dangers that threaten its cultural or natural heritage;*
- d. to take the appropriate legal, scientific, technical, administrative and financial measures necessary for the identification, protection, conservation, presentation and rehabilitation of this heritage; and*
- e. to foster the establishment or development of national or regional centres for training in the protection, conservation and presentation of the cultural and natural heritage and to encourage scientific research in this field.*

Commentary

This is consistent with these World Heritage obligations. Its goal is to ensure the identification, protection, conservation, presentation and transmission to future generations of the natural and cultural heritage of Kingston. The HMP also supports the role of heritage in the life of the community, and is an example of the commitment of the Australian Government, as the State Party, to developing the expertise and financial and administrative services required to conserve and present Australia's natural and cultural heritage.

National and Commonwealth Heritage Management Principles

Section 324S of the EPBC Act states that a management plan for a National Heritage place in a Commonwealth area:

must not be inconsistent with the National Heritage management principles.

Section 341S of the EPBC Act states that a plan for a Commonwealth Heritage place:

must not be inconsistent with the Commonwealth Heritage management principles.

The following table sets out the National and Commonwealth Heritage management principles contained in Schedule 5B and Schedule 7B of the EPBC Regulations, and the relevant sections of the HMP that demonstrate consistency with the principles.

Table E.2 National Heritage and Commonwealth Heritage management principles.

Regulation Ref.	Schedule 5B	Schedule 7B	Report Section
Schedule 5B (1) / 7B (1)	The objective in managing National Heritage places is to identify, protect, conserve, present and transmit, to all generations, their National Heritage values.	The objective in managing Commonwealth Heritage places is to identify, protect, conserve, present and transmit, to all generations, their Commonwealth Heritage values.	Section 2
Schedule 5B (2) / 7B (2)	The management of National Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on their National Heritage values.	The management of Commonwealth Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on their Commonwealth Heritage values.	Section 7 Section 8 Section 9
Schedule 5B (3) / 7B (3)	The management of National Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, any Commonwealth, State, Territory and local government responsibilities for those places.	The management of Commonwealth Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, any Commonwealth, State, Territory and local government responsibilities for those places.	Section 5 Section 6 Sections 7.1, 7.11 Policy Area 6: Site Administration
Schedule 5B (4) / 5B (4)	The management of National Heritage places should ensure that their use and presentation is consistent with the conservation of their National Heritage values.	The management of Commonwealth Heritage places should ensure that their use and presentation is consistent with the conservation of their Commonwealth Heritage values.	Sections 7.2, 7.3, 7.6, 7.7, 7.8, 7.19 Policy Area 1: Heritage Conservation Policy Area 2: Communications and Community Engagement Policy Area 3: Site Management Policy Area 5: Visitor Experience Policy Area 6: Site Administration
Schedule 5B (5) / 7B (4)	The management of National Heritage places should make timely and appropriate provision for community involvement, especially by people who: a) have a particular interest in, or associations with, the place; and b) may be affected by the management of the place.	The management of Commonwealth Heritage places should make timely and appropriate provision for community involvement, especially by people who: a) have a particular interest in, or associations with, the place; and b) may be affected by the management of the place.	Section 7.6 Section 8.3 Policy Area 2: Communications and Community Engagement Policy Area 3: Site Management

Regulation Ref.	Schedule 5B	Schedule 7B	Report Section
			Policy Area 5: Visitor Experience Policy Area 6: Site Administration
Schedule 5B (6) / 7B (6)	Indigenous people are the primary source of information on the value of their heritage and that the active participation of Indigenous people in identification, assessment and management is integral to the effective protection of Indigenous heritage values.	Indigenous people are the primary source of information on the value of their heritage and that the active participation of Indigenous people in identification, assessment and management is integral to the effective protection of indigenous heritage values.	NA
Schedule 5B (7) / 7B (7)	The management of National Heritage places should provide for regular monitoring, review and reporting on the conservation of National Heritage values.	The management of Commonwealth Heritage places should provide for regular monitoring, review and reporting on the conservation of Commonwealth Heritage values.	Policy Area 1: Heritage Conservation Policy Area 6: Site Administration Section 10.2

National Heritage and Commonwealth Heritage Management Plan Requirements

Regulation 10.01C states that:

A plan for a National Heritage place, made under section 324S of the Act, must address the matters set out in Schedule 5A.

Regulation 10.03B states that:

A plan for a Commonwealth Heritage place, made under section 341S of the Act, must address the matters set out in Schedule 7A.

Table E.3 lists the requirements contained in Schedule 5A and Schedule 7A and the relevant sections of the HMP that address each listed item.

Table E.3 Requirements for National HMPs and Commonwealth HMPs.

Regulation Ref.	Schedule 5A— A management plan must:	Schedule 7A— A management plan must:	Report Section
Schedule 5A (a) / 7A (a)	Establish objectives for the identification, protection, conservation, presentation and transmission of the National Heritage values of the place;	Establish objectives for the identification, protection, conservation, presentation and transmission of the Commonwealth Heritage values of the place;	Section 2.3
Schedule 5A (b) / 7A (b)	Provide a management framework that includes reference to any statutory requirements and agency mechanisms for the protection of the National Heritage values of the place;	Provide a management framework that includes reference to any statutory requirements and agency mechanisms for the protection of the Commonwealth Heritage values of the place;	Section 5

Regulation Ref.	Schedule 5A— A management plan must:	Schedule 7A— A management plan must:	Report Section
Schedule 5A (c) / 7A (c)	Provide a comprehensive description of the place, including information about its location, physical features, condition, historical context and current uses;	Provide a comprehensive description of the place, including information about its location, physical features, condition, historical context and current uses;	Section 3 Section 4
Schedule 5A (d) / 7A (d)	Provide a description of the National Heritage values and any other heritage values of the place;	Provide a description of the Commonwealth Heritage values and any other heritage values of the place;	Section 6
Schedule 5A (e) / 7A (e)	Describe the condition of the National Heritage values of the place;	Describe the condition of the Commonwealth Heritage values of the place;	Section 6 Appendix D— Assessment of Condition and Integrity of Heritage Values
Schedule 5A (f) / 7A (f)	Describe the method used to assess the National Heritage values of the place;	Describe the method used to assess the Commonwealth Heritage values of the place;	Section 1.3 Section 6.7
Schedule 5A (g) / 7A (g)	Describe the current management requirements and goals, including proposals for change and any potential pressures on the National Heritage values of the place;	Describe the current management requirements and goals, including proposals for change and any potential pressures on the Commonwealth Heritage values of the place;	Section 2 Section 7 Section 8 Section 9
	Has policies to manage the National Heritage values of the place, and include in those policies guidance in relation to the following:	Has policies to manage the Commonwealth Heritage values of the place, and include in those policies guidance in relation to the following:	–
Schedule 5A (h) / 7A (h)	(i) the management and conservation processes to be used;	(i) the management and conservation processes to be used;	Policy Area 1: Heritage Conservation Policy Area 3: Site Management Policy Area 4: Research and Document Management Policy Area 5: Visitor Experience Policy Area 6: Site Administration
	(ii) the access and security arrangements, including access to the area for Indigenous people to maintain cultural traditions;	(ii) the access and security arrangements, including access to the area for Indigenous people to maintain cultural traditions;	Policy Area 2: Communications and Community Engagement Policy Area 3: Site Management Policy Area 5: Visitor Experience

Regulation Ref.	Schedule 5A— A management plan must:	Schedule 7A— A management plan must:	Report Section
			Policy Area 6: Site Administration
	(iii) the stakeholder and community consultation and liaison arrangements;	(iii) the stakeholder and community consultation and liaison arrangements;	Policy Area 2: Communications and Community Engagement Policy Area 6: Site Administration
	(iv) the policies and protocols to ensure that Indigenous people participate in the management process;	(iv) the policies and protocols to ensure that Indigenous people participate in the management process;	N/A
	(v) the protocols for the management of sensitive information;	(v) the protocols for the management of sensitive information;	Policy Area 4: Research and Document Management
	(vi) planning and managing of works, development, adaptive reuse and property divestment proposals;	(vi) planning and managing of works, development, adaptive reuse and property divestment proposals;	Policy Area 1: Heritage Conservation Policy Area 3: Site Management
	(vii) how unforeseen discoveries or disturbance of heritage values are to be managed;	(vii) how unforeseen discoveries or disturbance of heritage values are to be managed;	Policy Area 1: Heritage Conservation
	(viii) how, and under what circumstances, heritage advice is to be obtained;	(viii) how, and under what circumstances, heritage advice is to be obtained;	Policy Area 1: Heritage Conservation Policy Area 3: Site Management Policy Area 6: Site Administration
	(ix) how the condition of National Heritage values is to be monitored and reported;	(ix) how the condition of Commonwealth Heritage values is to be monitored and reported;	Policy Area 1: Heritage Conservation Policy Area 6: Site Administration
	(x) how the records of intervention and maintenance of a heritage place's register are kept;	(x) how the records of intervention and maintenance of a heritage place's register are kept;	Policy Area 4: Research and Document Management Policy Area 6: Site Administration
	(xi) research, training and resources needed to improve management;	(xi) research, training and resources needed to improve management;	Policy Area 4: Research and Document Management Policy Area 6: Site Administration

Regulation Ref.	Schedule 5A— A management plan must:	Schedule 7A— A management plan must:	Report Section
	(xii) how heritage values are to be interpreted and promoted;	(xii) how heritage values are to be interpreted and promoted;	Policy Area 5: Visitor Experience
Schedule 5A (i) / 7A (i)	Include an implementation plan;	Include an implementation plan;	Section 9 Section 10
Schedule 5A (j) / 7A (j)	Show how the implementation of policies will be monitored;	Show how the implementation of policies will be monitored;	Section 10.2.3
Schedule 5A (k) / 7A (k)	Show how the management plan will be reviewed.	Show how the management plan will be reviewed.	Policy Area 6: Site Administration

Appendix F—Australian Convict Sites Strategic Management Framework



Australian Government

Department of the Environment and Energy

AUSTRALIAN CONVICT SITES STRATEGIC MANAGEMENT FRAMEWORK 2018



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Acknowledgement of Country

The Department acknowledges the traditional owners of country throughout Australia and their continuing connection to land, sea and community. We pay our respects to them and their cultures and to their elders both past and present.



AUSTRALIAN CONVICT SITES

STRATEGIC MANAGEMENT FRAMEWORK 2018



MINISTERS' MESSAGE

The Australian Convict Sites World Heritage Property is a series of eleven outstanding heritage places across Australia that was included in the World Heritage List in 2010.

Each site represents key elements of the story of forced migration of convicts and is associated with global ideas and practices relating to punishment and reform of criminal elements of society during the modern era. British transportation to Australia was the world's first conscious attempt to build a new society on the labour of convicted prisoners. Some 160,000 men, women and children were transported to Australia over a period of 80 years between 1787 and 1868. The eleven sites that form the Australian Convict Sites World Heritage Property are outstanding examples of this story in Australia's rich convict history.

As a State Party to the Convention Concerning the Protection of the World Cultural and Natural Heritage (World Heritage Convention), the Australian Government ensures that effective and active measures are taken to protect, conserve, present and transmit the Outstanding Universal Value of our World Heritage properties. These obligations are met through

cooperative and legislative arrangements between the Australian Government, State and Territory governments, local government, and property owners/managers.

Eight years on from the listing, the *Australian Convict Sites - Strategic Management Framework* (the Framework) has been updated following the outcome of the review of the original version which was prepared to support the nomination. This document represents the evolving nature of the joint management of the Australian Convict Sites. It also recognises the important role the various statutory regimes have in protecting the individual sites, and acknowledges collaboration on community engagement.

The Framework is based on a tiered model of responsibility in accordance with governance at the local, state and national level. Our endorsement of the Framework demonstrates and reaffirms the strong commitment by our respective governments to the cooperative management of the Australian Convict Sites World Heritage Property.

The Hon Josh Frydenberg MP

**Australian Government Minister
for the Environment and Energy**

The Hon Will Hodgman MP

Tasmanian Minister for Heritage

The Hon Gabrielle Upton MP

**New South Wales Minister for the
Environment, Local Government
and Heritage**

The Hon David Templeman MLA

**Western Australian Minister for
Local Government, Heritage,
Culture and the Arts**



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INTRODUCTION

The Australian Convict Sites World Heritage Property is made up of 11 places:

- New South Wales – Old Government House and Domain, Hyde Park Barracks, Old Great North Road, Cockatoo Island Convict Site
- Tasmania – Brickendon-Woolmers Estates, Darlington Probation Station, Cascades Female Factory, Port Arthur Historic Site, Coal Mines Historic Site
- Western Australia – Fremantle Prison
- Norfolk Island – Kingston and Arthur’s Vale Historic Area.

In addition to the World Heritage listing, each place is also included on respective state and local heritage lists or registers which provide statutory protection, and in the Australian Government’s National Heritage List. World and National Heritage places are considered as matters of national environmental significance under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act), one of the strongest environmental laws in the world.

World Heritage listing is the highest level of international recognition that may be afforded to a place, acknowledging its Outstanding Universal Value and importance to all humankind. The Australian Government, on behalf of the Australian people, accepts its obligation to identify, protect, conserve, present and transmit the Outstanding Universal Value of the Australian Convict Sites to current and future generations. The Australian Government is the State Party to the Convention Concerning the Protection of the World Cultural and Natural Heritage (the World Heritage Convention). The Australian Government works collaboratively with the State governments to meet the obligations of the Convention. The States have overarching responsibility for their respective legislative frameworks and governance arrangements for the Australian Convict Sites within their jurisdictions, and the Australian Government is responsible for the governance arrangements of the Kingston and Arthur’s Vale Historic Area and Cockatoo Island Convict Site. The day-to-day management of the individual places is the responsibility of the respective owners/managers.



Brickendon Estate (Department of the Environment and Energy)



Purpose of the Framework

The purpose of this Australian Convict Sites – Strategic Management Framework (the Framework) is to support the World Heritage Property as a whole and foster a better appreciation of Australia’s convict past. The Framework’s aim is to ensure the appropriate hierarchy and/or structural arrangements for the ongoing protection, conservation, management and presentation of the sites within each jurisdiction.

The Framework describes how the management system for the Australian Convict Sites is delivered. It has been prepared to complement existing legislative structures and other management regimes to address Australia’s international responsibilities under the World Heritage Convention.

The Framework also documents the commitment of owners/managers of the individual places to the long-term conservation, management, presentation

and transmission of the Outstanding Universal Value of the Australian Convict Sites through compliance with legislation, plans and other relevant governance arrangements. It is part of the overall planning for the Australian Convict Sites and does not contain detailed management policies for the individual places; these are included in the individual conservation management plans. The signatories to this Framework agree to work cooperatively to share information and develop appropriate management strategies for the benefit of the Australian Convict Sites World Heritage Property.

Under this Framework the respective state agencies and owners/managers will continue to undertake regulatory and day-to-day conservation and management, while coordinating responses as appropriate. By agreeing to the content of this document, governments have made a commitment to abide by its principles and to implement the strategies outlined.



Brickendon Estate (Department of the Environment and Energy)



WORLD HERITAGE

The World Heritage Convention

The World Heritage Convention was established under the auspices of the United Nations in 1972. It aims to promote cooperation among nations to protect the world's natural and cultural heritage. Australia's ratification of the Convention in 1974 made it one of the first countries to commit to identifying, protecting, conserving, presenting and transmitting the Outstanding Universal Value of World Heritage sites.

The Convention is administered by the World Heritage Committee, which is made up of 21 nations elected from the signatories to the Convention. Under the Convention a list of properties having Outstanding Universal Value has been established. The Australian Government works in close co-operation with state and territory governments to ensure it meets its international obligations.

Ownership and control

World Heritage listing does not affect ownership rights or control of sites. In Australia, individual properties remain under relevant Commonwealth, state, and private ownership. As a signatory to the World Heritage Convention, the Australian Government does however have an international obligation to protect, conserve, present and transmit to future generations the Outstanding Universal Value of the properties.

The responsible Australian Government agency for leading engagement and activity with the Convention is the Department of the Environment and Energy. Departmental officials attend all relevant World Heritage Committee, General Assembly and Working Group meetings; ensure all Committee decisions in relation to Australia's World Heritage properties are addressed; are involved in World Heritage Convention policy development and changes where appropriate; and engaging with each site and jurisdiction according to need.

In addition, the Australian World Heritage Focal Point within the Department of the Environment and Energy is the conduit for all official communication between the Australian Government and the international World Heritage system, particularly UNESCO's World Heritage Centre based in Paris. The Focal Point submits quarterly reports on proposed actions under the EPBC Act relevant to Australian World Heritage properties. It also coordinates Australia's input for World Heritage periodic reporting, with input from property managers.



Woolmers Estate (Department of the Environment and Energy)



Management obligations

The Australian Government manages its World Heritage properties in accordance with the duties and obligations of States Parties. Article 5 of the World Heritage Convention stipulates that:

To ensure that effective and active measures are taken for the protection, conservation and presentation of the cultural and natural heritage situated on its territory, each State Party to this Convention shall endeavour, in so far as possible, and as appropriate for each country:

- *to adopt a general policy which aims to give the cultural and natural heritage a function in the life of the community and to integrate the protection of that heritage into comprehensive planning programmes;*
- *to set up within its territories, where such services do not exist, one or more services for the protection, conservation and presentation of the cultural and natural heritage with an appropriate staff and possessing the means to discharge their functions;*
- *to develop scientific and technical studies and research and to work out such operating methods as will make the state capable of counteracting the dangers that threaten its cultural or natural heritage;*
- *to take the appropriate legal, scientific, technical, administrative and financial measures necessary for the identification, protection, conservation, presentation and rehabilitation of this heritage; and*
- *to foster the establishment or development of national or regional centres for training in the protection, conservation and presentation of the cultural and natural heritage and to encourage scientific research in this field.*

While UNESCO does not determine the management of listed properties, it requires periodic reporting about the state of conservation of World Heritage properties and can liaise with States Parties regarding potential concerns.

Outstanding Universal Value

The Australian Convict Sites World Heritage Property was inscribed on the World Heritage List in 2010. The Property's Statement of Outstanding Universal Value is as follows:

Brief synthesis

The property consists of eleven complementary sites. It constitutes an outstanding and large-scale example of the forced migration of convicts, who were condemned to transportation to distant colonies of the British Empire; the same method was also used by other colonial states.

The sites illustrate the different types of convict settlement organised to serve the colonial development project by means of buildings, ports, infrastructure, the extraction of resources, etc. They illustrate the living conditions of the convicts, who were condemned to transportation far from their homes, deprived of freedom, and subjected to forced labour.

This transportation and associated forced labour was implemented on a large scale, both for criminals and for people convicted for relatively minor offences, as well as for expressing certain opinions or being political opponents. The penalty of transportation to Australia also applied to women and children from the age of nine. The convict stations are testimony to a legal form of punishment that dominated in the 18th and 19th centuries in the large European colonial states, at the same time as and after the abolition of slavery.

The property shows the various forms that the convict settlements took, closely reflecting the discussions and beliefs about the punishment of crime in 18th and 19th century Europe, both in terms of its exemplarity and the harshness of the punishment used as a deterrent, and of the aim of social rehabilitation through labour and discipline. They influenced the emergence of a penal model in Europe and America.



Within the colonial system established in Australia, the convict settlements simultaneously led to the Aboriginal population being forced back into the less fertile hinterland, and to the creation of a significant source of population of European origin.

Criterion (iv): The Australian convict sites constitute an outstanding example of the way in which conventional forced labour and national prison systems were transformed, in major European nations in the 18th and 19th centuries, into a system of deportation and forced labour forming part of the British Empire's vast colonial project. They illustrate the variety of the creation of penal colonies to serve the many material needs created by the development of a new territory. They bear witness to a penitentiary system which had many objectives, ranging from severe punishment used as a deterrent to forced labour for men, women and children, and the rehabilitation of the convicts through labour and discipline.

Criterion (vi): The transportation of criminals, delinquents, and political prisoners to colonial lands by the great nation states between the 18th and 20th centuries is an important aspect of human history, especially with regard to its penal, political and colonial dimensions. The Australian convict settlements provide a particularly complete example of this history and the associated symbolic values derived from discussions in modern and contemporary European society. They illustrate an active phase in the occupation of colonial lands to the detriment of the Aboriginal peoples, and the process of creating a colonial population of European origin through the dialectic of punishment and transportation followed by forced labour and social rehabilitation to the eventual social integration of convicts as settlers.

Integrity and authenticity

The structural and landscape integrity of the property varies depending on the site, and on the type of evidence considered. It has been affected by local history, at times marked by reuse or lengthy periods of abandonment. The integrity varies between well preserved groups and others where it might

be described as fragmentary. Apart from certain visual perspectives in urban settings, the level of the property's integrity is well controlled by the site management plans.

Despite the inevitable complexity of a nomination made up of a series of eleven separate sites with more than 200 elements that convey the value of the property, the authenticity of the vast majority of them is good.

Protection and management requirements

All the sites forming the property are inscribed in the National Heritage List. They are also protected by the EPBC Act.

There is no direct major threat to the sites forming the serial property.

The general protection and management of the property are satisfactory. Conservation is articulated around a positive dynamic driven by the application of the conservation plans at each of the sites. The Brickendon and Woolmers Estate domains are an exception, and require ongoing assistance, both in terms of protection and conservation.

The management systems of the sites forming the property are appropriate, and they are adequately coordinated by the Strategic Management Framework for the property and its Steering Committee. For the sites involving the participation of private stakeholders for visitor reception, improved interpretation is however necessary; that includes the common objectives outlined in the Strategic Management Framework. It is also important to consider visitor reception facilities and their development in a way which respects the landscape conservation of the sites.



MANAGEMENT CONTEXT

Legislation

Australia is one of only a few countries worldwide that has enacted legislation to implement its obligations under the World Heritage Convention. The EPBC Act came into effect in 2000 and provides a direct link to Australia's obligations under the World Heritage Convention. The *Environment Protection and Biodiversity Conservation Regulations 2000* (the Regulations) prescribe the Australian World Heritage Management Principles, which the Australian Government and its agencies must take all reasonable steps to comply with (see **Appendix 1**).

World Heritage listing means a property is protected as a matter of national environmental significance under the EPBC Act. In managing the property, owners/managers are obliged to consider the Outstanding Universal Value of the property and must seek approval when making decisions affecting this value.

Under the EPBC Act a proposal that has, will have, or is likely to have a significant impact on the Outstanding Universal Value of a property must be referred to the Australian Government Environment Minister for a decision on whether approval is required. The EPBC Act places the responsibility on the person who takes or is considering taking an action to ensure it will not have a significant impact on the Outstanding Universal Value. Substantial civil and criminal penalties apply for breaches of the EPBC Act.

Each of the component sites is also subject to a range of state protection legislation, including state and local level planning and heritage development controls.

An outline of the primary legislative context that applies to the places is presented in **Figure 1**.

Planning approach

This Framework is part of the overall planning regime for the Australian Convict Sites. It seeks to ensure the conservation and management of all the sites included in the listing is consistent, coordinated and complementary. It was originally prepared by the Convicts Nomination Steering Committee for the Australian Government, New South Wales, Tasmanian, Western Australian and former Norfolk Island governments prior to the Property's inclusion in the World Heritage List in 2010. This revised version was prepared by the Australian Convict Sites Steering Committee in 2018.

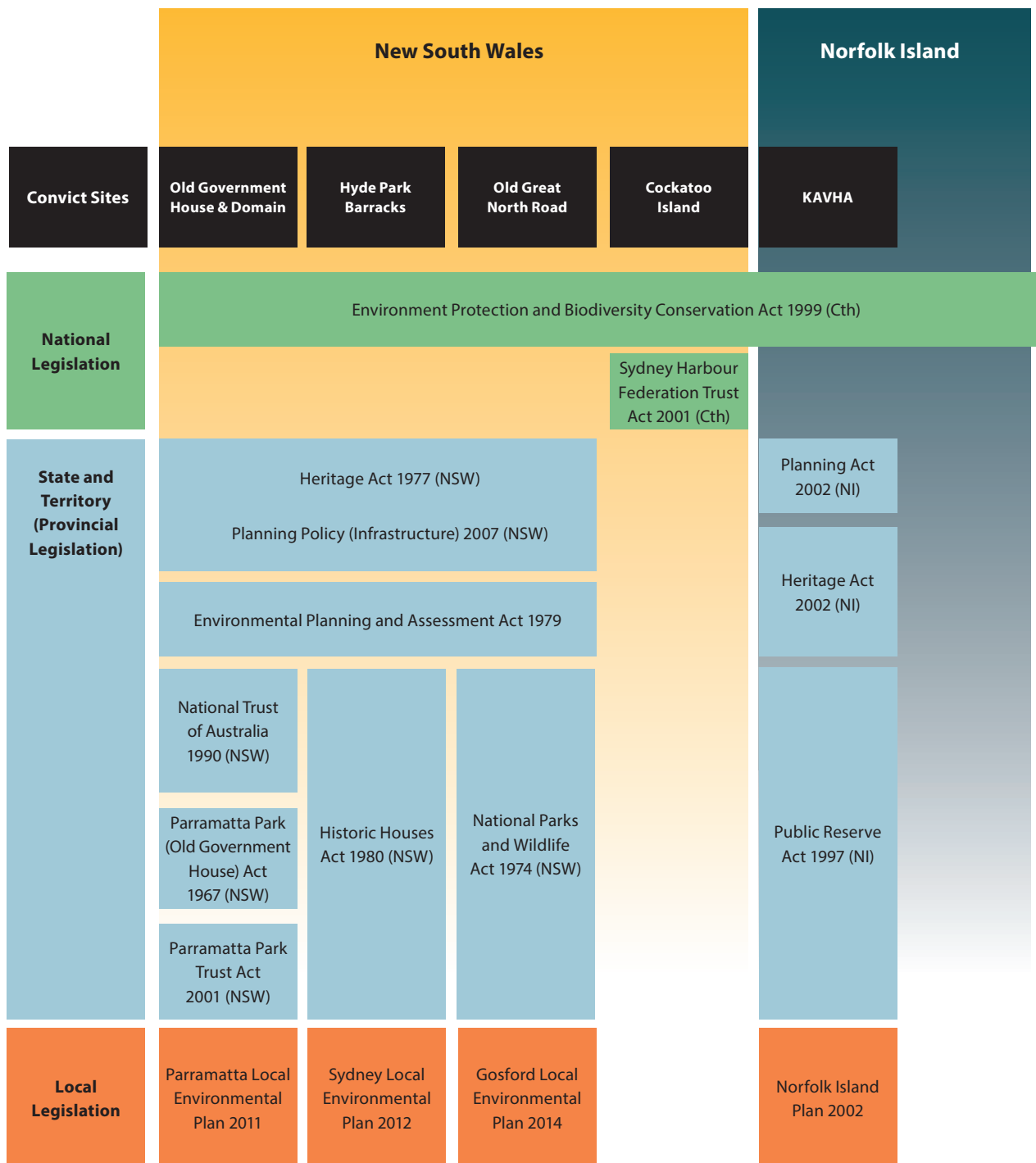
Preparation of this version of the Framework has been guided by the Report of the Review into the previous version, and consultation with the management agencies/owners.



Coal Mines Historic Site (Department of the Environment and Energy)



Figure 1: Legislative Context





Tasmania

**Western
Australia**

Port Arthur

Coal Mines

Cascades

Darlington

Brickendon-
Woolmers

Fremantle Prison

Land Use Planning and Approvals Act 1993 (Tas)

Planning and
Development
Act 2005 (WA)

Historic Cultural Heritage Act 1995 (Tas)

Heritage
of Western
Australia Act
1990 (WA)
(expected to be
replaced in 2018)

National Parks and Reserves Management Act 2002 (Tas)

Port Arthur Historic Site Management
Authority Act 1987 (Tas)

Nature Conservation Act 2002

Tasman Interim Planning
Scheme 2015

Hobart Interim
Planning
Scheme 2015

Glamorgan
Spring Bay
Interim Planning
Scheme 2015

Northern
Midlands
Planning
Scheme 2013

City of Fremantle
Local Planning
Scheme No 4
2007 (Amended
June 2017)



STRATEGIC MANAGEMENT

Objectives

World Heritage status is the highest level of recognition afforded to a heritage place. It places a responsibility on Australia to apply the highest standards of management practice.

Management objectives for the Australian Convict Sites have been derived from the World Heritage Convention and its Operational Guidelines. These objectives are consistent with, and complemented by, the Australian World Heritage management principles set out in the *Environment Protection and Biodiversity Conservation Regulations 2000*.

Strategic objectives for management of the Australian Convict Sites are:

- to collaboratively manage the Property's Outstanding Universal Value
- to conserve and protect the Property's Outstanding Universal Value for current and future generations
- to present and interpret the Property's Outstanding Universal Value, emphasising each site's contribution to the whole
- to give the Property a function in the life of the community.

These strategic objectives require a collaborative approach across the 11 sites to ensure the long-term protection, conservation and presentation of the Outstanding Universal Value of the Australian Convict Sites World Heritage Property.

Management arrangements

The Australian Convict Sites consists of 11 sites across three states and one external territory. The individual places are controlled and managed under various management and statutory regimes that provide specific legal protection. That protection is translated into protective measures under management plans and associated programs.

This Framework provides an overarching structure to meet the obligations for the protection, conservation, management and presentation of the Australian Convict Sites as set out in the Operational Guidelines:

- Outstanding Universal Value, the condition of integrity and/authenticity at the time of inscription is maintained or enhanced in the future;
- adequate long-term legislative, regulatory, institutional and/or traditional protection and management is in place to ensure their safeguarding;
- legislative and regulatory measures at national and local levels provide for the conservation of the property and protection against development and change that might negatively impact the Outstanding Universal Value or the integrity and/or authenticity of the property;
- boundaries of places are clearly delineated;
- wherever necessary for the proper conservation of the property, an adequate buffer zone is provided to give a complementary legal protection to the property; and
- each nominated property has an appropriate management plan that specifies how the Outstanding Universal Value of the property should be preserved, preferably through participatory means.

The management regime for the Australian Convict Sites is structured through several governing bodies and through the individual conservation management plans for the places that make up the Australian Convict Sites World Heritage Property. The conservation management plans that accompanied the World Heritage nomination were prepared to meet the EPBC Act standards for National and World Heritage management plans. The plans also satisfy the various state regulatory requirements and will be reviewed and revised as required.



Administration and consultation arrangements

The Australian Convicts Sites is administered through a system of governing bodies and owners: those concerned with the management and operational aspects of specific places at the state and local level as well as those with management of the property as a whole, including a national strategic approach to World Heritage governance (see **Figures 3** and **4**).

In 2006 all participating governments in Australia agreed to establish a Convict Nomination Steering Committee (CNSC) of senior agency officials from each of the state and territory governments, as well as the Australian Government, to develop policy directions and cooperative management of the possible World Heritage property. One of the primary roles of the CNSC was to oversee the formulation of the original Framework. Following the listing of the Australian Convict Sites in the World Heritage List, the Australian Convict Sites Steering Committee (ACSSC) was established with responsibility for implementing the Framework.



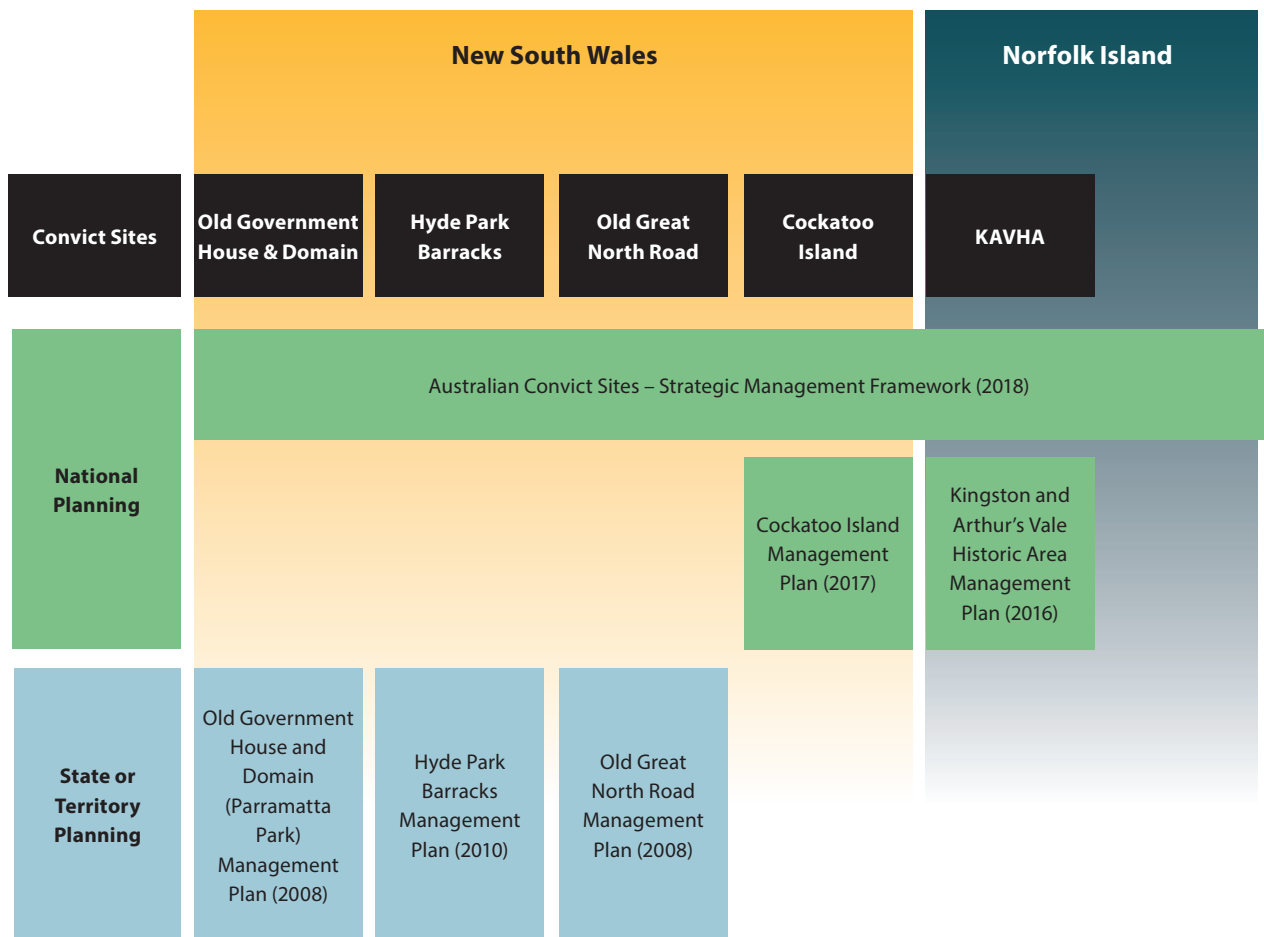
Kingston and Arthur's Vale Historic Site
(Department of the Environment and Energy)



Mess Hall (former) Cockatoo Island
(Department of the Environment and Energy)



Figure 2: Management System



Management Documents being updated in 2018	
Old Government House and Domain	Port Arthur Historic Site
Hyde Park Barracks	Coal Mines Historic Site
Fremantle Prison	Darlington Probation Station
Old Great North Road	Cascades Female Factory
Brickendon Estate	

Figure 2 shows the interaction between the Australian Convict Sites - Strategic Management Framework and the individual management plans.



Tasmania

**Western
Australia**

- Port Arthur
- Coal Mines
- Darlington
- Cascades
- Brickendon-
Woolmers

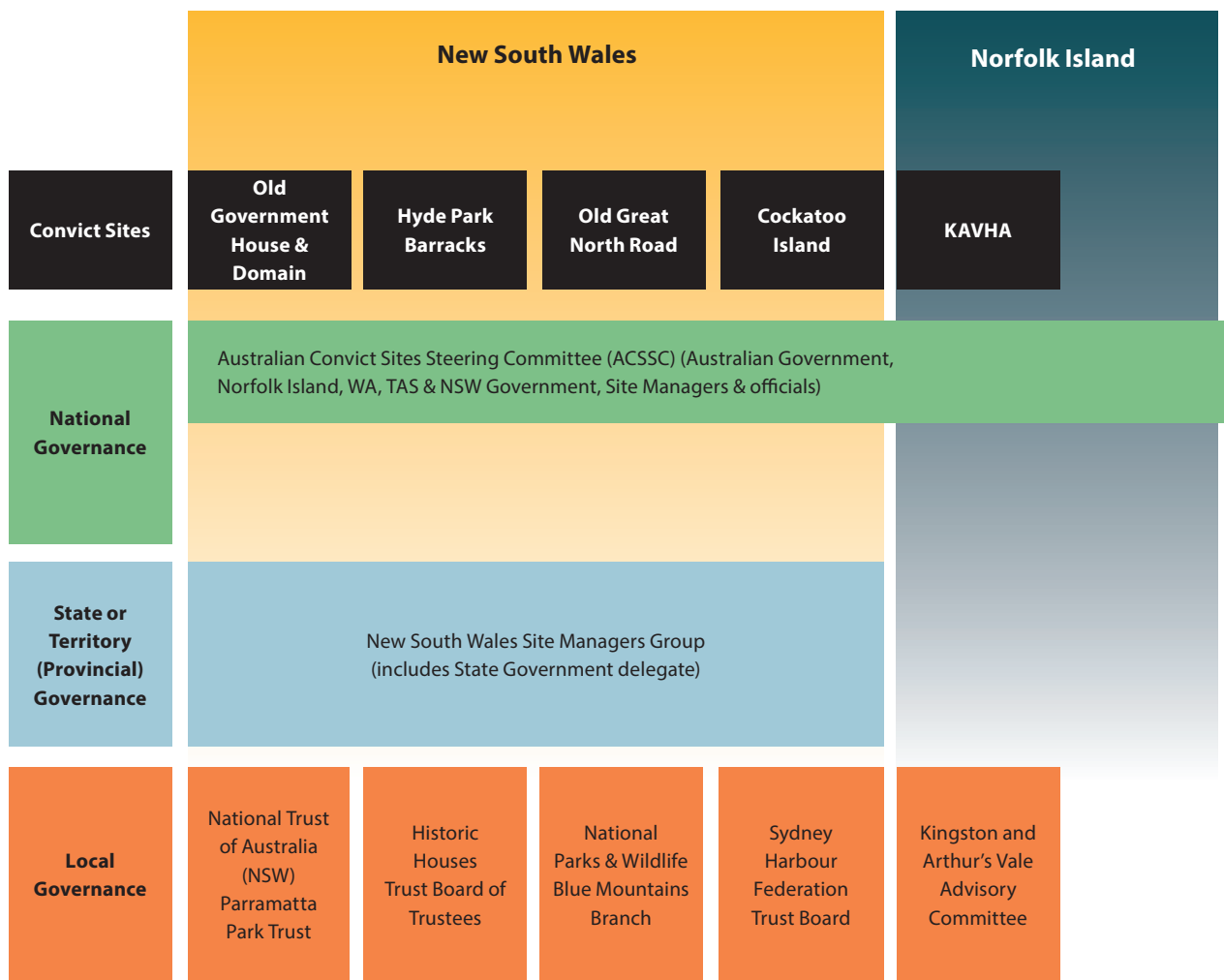
- Fremantle
Prison

- Port Arthur Historic Sites Statutory
Management Plan (2008)
- Maria Island
– Darlington
Settlement &
Point Lesueur
Conservation
Management
Plan (2007)
- Cascades
Female Factory
South Hobart
Conservation
Management
Plan (2008)
- Brickendon
Conservation
Management
Plan (2008)
Woolmers
Conservation
Management
Plan (2008)

- Fremantle Prison
Conservation
Management
Plan (2008)



Figure 3: Governance Arrangements



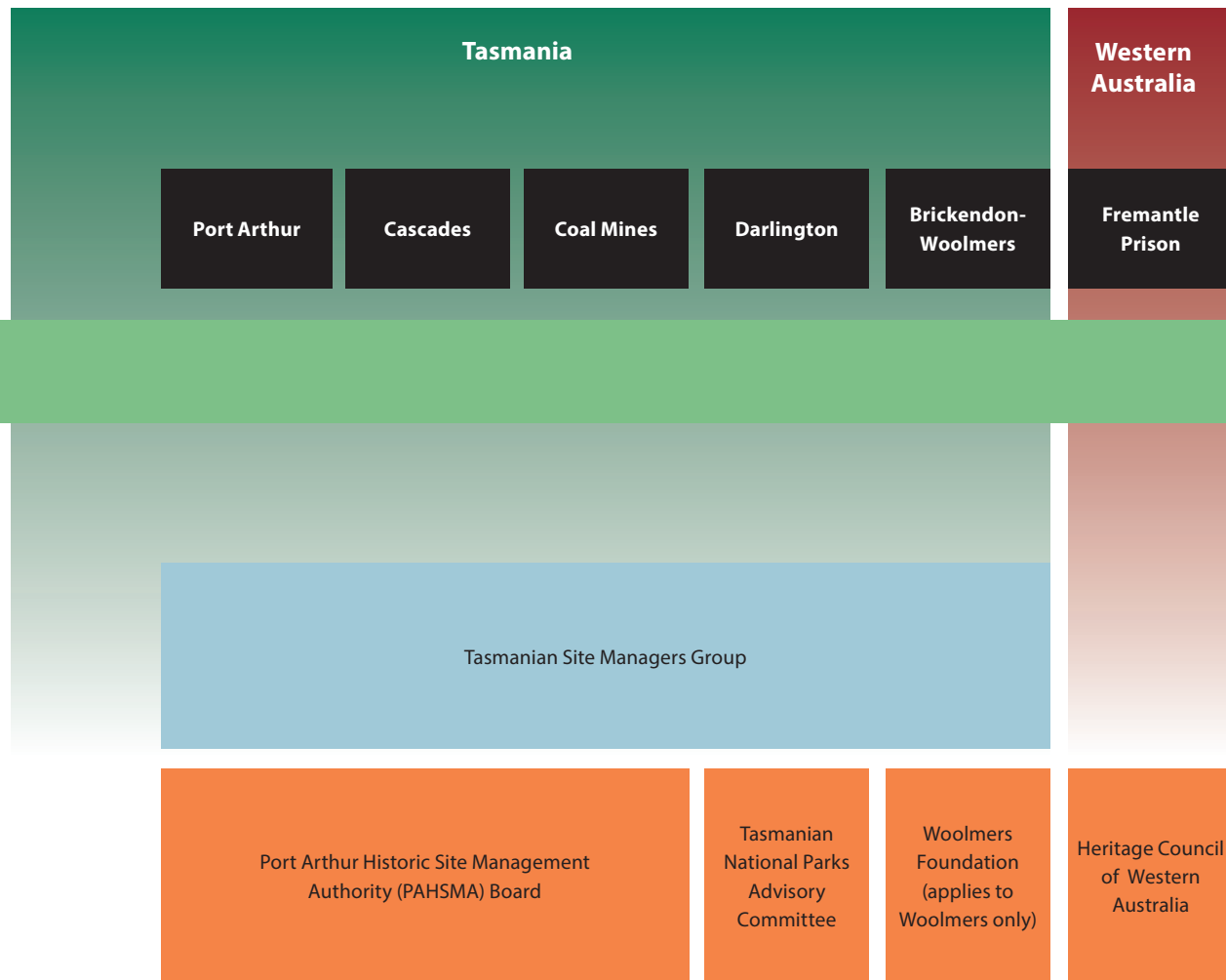
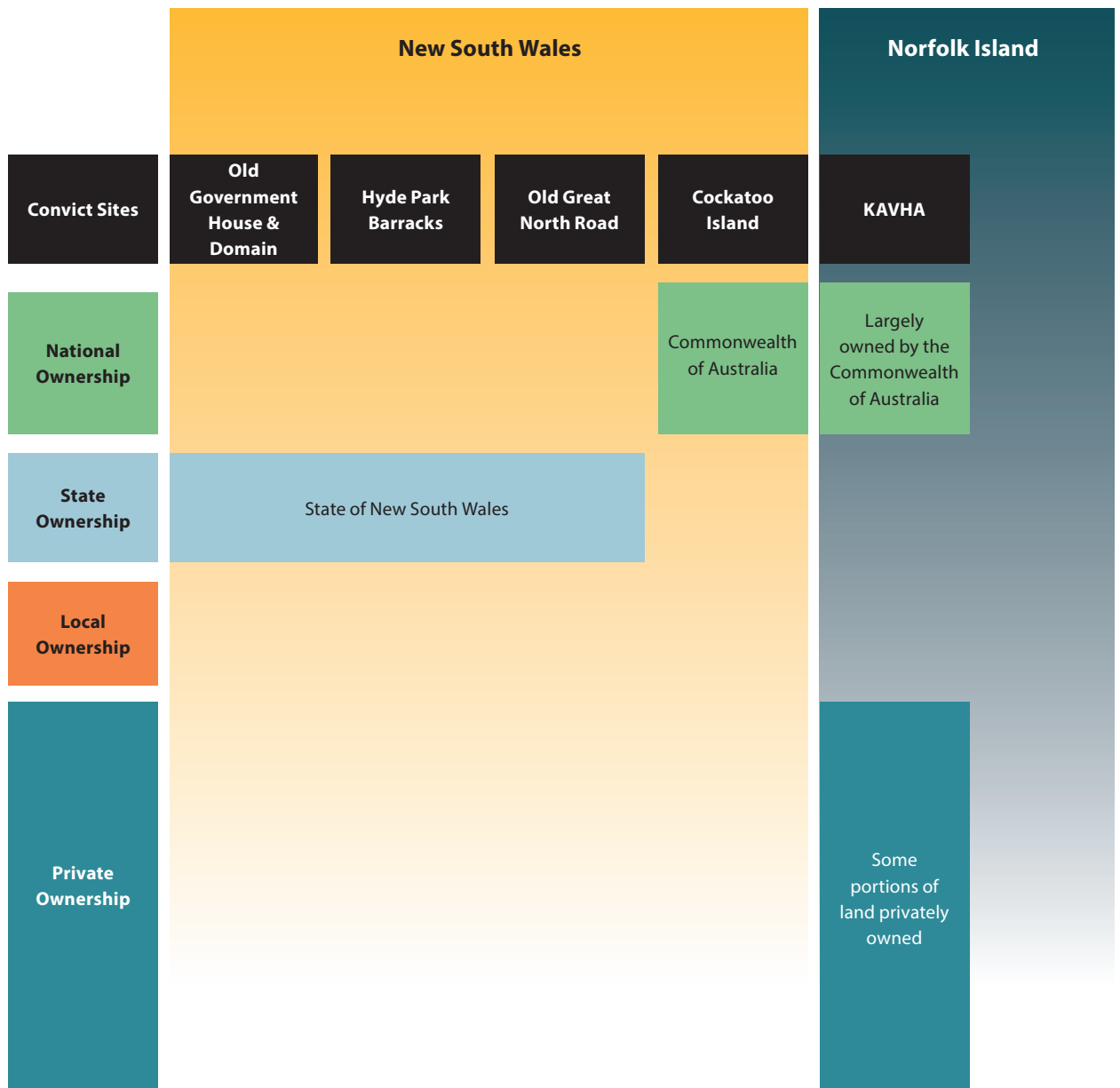




Figure 4: Ownership Matrix





Tasmania

Port Arthur

Coal Mines

Darlington

Cascades

**Brickendon-
Woolmers**

State of Tasmania

Brickendon Estate is Privately owned and occupied by the Archer family.

Woolmers Estate is owned by Woolmers Foundation Inc.

Western Australia

Fremantle Prison

State of Western Australia



Implementation and review

Implementation of this Framework is the responsibility of Australian Convict Sites Steering Committee (ACSSC). The ACSSC is made up of representatives from the relevant jurisdictions and component sites. The main functions of the ACSSC are to:

- encourage member sites to work collaboratively to protect, conserve and present the Outstanding Universal Value of the World Heritage Property
- develop collaborative strategies to help the Australian Convict Sites meet Australia's obligations under the World Heritage Convention
- provide advice and recommendations to the Commonwealth and State Governments on any issues that may impact the Australian Convict Sites Outstanding Universal Value
- engage in positive advocacy with governments and stakeholder groups to raise the profile of the Australian Convict Sites World Heritage Property and World Heritage in general.

In addition to the Framework, the work of the ACSSC is guided by several documents including the *ACSSC Meeting and Membership Guidelines (2017)*, *ACSSC Strategic Plan*, *ACSSC Annual Workplans*, and *ACS Corporate Identity Guidelines*.

Responsibility for implementing the management plans for the individual places rests with the relevant State and Australian Government agencies and the established governing bodies. Implementation will depend on the provision of adequate resources by the relevant jurisdictions.

The Framework will be current for seven years from the date of its approval by the signatories and will be reviewed after five years. A seven-year timeframe has been selected for medium-term planning to provide a realistic period within which the management responses can be implemented and their effectiveness evaluated. In addition the review will identify reasons for lack of achievement or implementation; assess new information that might affect management; and propose changes and new management actions where appropriate.

Each of the existing management plans for the individual places will undergo a review process within seven years of their approval. One aim is to ensure the plans reflect the duties and obligations of signatories to the World Heritage Convention and to support cooperative management at strategic policy and operational levels. The reviews also provide an opportunity to incorporate any changes in international best practice on conservation and management.



Main cell block in the early evening, Fremantle Prison (former) (Department of the Environment and Energy)



APPENDIX 1

Environment Protection and Biodiversity Conservation Regulations 2000 – Schedule 5

Australian World Heritage management principles ([Regulation 10.01](#))

1 General principles

- 1.01** The primary purpose of management of natural heritage and cultural heritage of a declared World Heritage property must be, in accordance with Australia's obligations under the World Heritage Convention, to identify, protect, conserve, present, transmit to future generations and, if appropriate, rehabilitate the World Heritage values of the property.
- 1.02** The management should provide for public consultation on decisions and actions that may have a significant impact on the property.
- 1.03** The management should make special provision, if appropriate, for the involvement in managing the property of people who:
- (a) have a particular interest in the property; and
 - (b) may be affected by the management of the property.
- 1.04** The management should provide for continuing community and technical input in managing the property.

2 Management planning

- 2.01** At least one management plan should be prepared for each declared World Heritage property.
- 2.02** A management plan for a declared World Heritage property should:
- (a) state the World Heritage values of the property for which it is prepared; and

- (b) include adequate processes for public consultation on proposed elements of the plan; and
- (c) state what must be done to ensure that the World Heritage values of the property are identified, conserved, protected, presented, transmitted to future generations and, if appropriate, rehabilitated; and
- (d) state mechanisms to deal with the impacts of actions that individually or cumulatively degrade, or threaten to degrade, the World Heritage values of the property; and
- (e) provide that management actions for values, that are not World Heritage values, are consistent with the management of the World Heritage values of the property; and
- (f) promote the integration of Commonwealth, State or Territory and local government responsibilities for the property; and
- (g) provide for continuing monitoring and reporting on the state of the World Heritage values of the property; and
- (h) be reviewed at intervals of not more than 7 years.

3 Environmental impact assessment and approval

- 3.01** This principle applies to the assessment of an action that is likely to have a significant impact on the World Heritage values of a property (whether the action is to occur inside the property or not).
- 3.02** Before the action is taken, the likely impact of the action on the World Heritage values of the property should be assessed under a statutory environmental impact assessment and approval process.
- 3.03** The assessment process should:
- (a) identify the World Heritage values of the property that are likely to be affected by the action; and



- (b) examine how the World Heritage values of the property might be affected; and
- (c) provide for adequate opportunity for public consultation.

3.04 An action should not be approved if it would be inconsistent with the protection, conservation, presentation or transmission to future generations of the World Heritage values of the property.

3.05 Approval of the action should be subject to conditions that are necessary to ensure protection, conservation, presentation or transmission to future generations of the World Heritage values of the property.

3.06 The action should be monitored by the authority responsible for giving the approval (or another appropriate authority) and, if necessary, enforcement action should be taken to ensure compliance with the conditions of the approval.



Old Great North Road (Department of the Environment and Energy)



Front Hall, Old Government House and the Government Domain (Department of the Environment and Energy)

