



## **Appendix D - Chronological overview of the arrangements for Kingston and Arthur's Vale Historic Area (KAVHA)<sup>1</sup>**

The Federal Government's and Norfolk Island community's joint interest in the recording and preservation of the historic structures of Norfolk Island has been apparent since the early 1950s. Their interest has almost solely focused on the Kingston and Arthur's Vale Historic Area (KAVHA), which is located on the south side of Norfolk Island, between Bumboras Rocks and Ball Bay. The area covers 250 hectares of which 78 hectares are public reserves. The balance is either freehold land or leased Crown land.

Apart from the benefits to Norfolk Island tourism and conservation, the Federal and Norfolk Island Government's investment in KAVHA has had spin-offs for the Island's economy and employment through the use of Norfolk Island employees, contractors, or service providers and reliance on local businesses and enterprises. All fees or licences generated from within KAVHA are currently paid to the Norfolk Island Government. The Federal Government takes no revenue or receives no financial return from KAVHA notwithstanding its multi million dollar investment in the area to date.

This reflects that the fact that KAVHA is one of the foremost national examples of a cultural landscape, with exceptional heritage and social values. One of the most significant aspects of KAVHA is the continued presence on a daily basis of the Island Government and community carrying on the tasks of living and working within the area. As such, KAVHA possesses heritage

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1 Provided by the Office of the Administrator

values of great significance that provide opportunities for education, conservation, interpretation and recreation for the Norfolk Island community and visitors alike. These values include:

- Significant national heritage, scientific and archaeological values based on the site's association with four distinct settlement periods in one place - pre European Polynesian occupation, two European settlements and a mixed British/European and Polynesian settlement. 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 [as the place of] the wreck of the Sirius on the adjacent reef in 1790 and first home of the Pitcairn Islanders who occupied Norfolk Island as a distinct and separate community.
- The traditional focal point of the NI community. A diverse site that contains the seat of Government and administration, essential services and community facilities, as well as historic and commemorative sites, making it a living asset with huge visitor attraction. Norfolk Island residents have a deep emotional and historical attachment to KAVHA because it has been continually and actively used as a place of residence, of work of recreation and of worship, since the arrival at Kingston Pier in 1856 of the Pitcairn Islanders, from whom nearly a half of the Island's population is descended.
- KAVHA remains important for its aesthetic qualities which are valued by the community and tourists alike. 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, while 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'. KAVHA also contains important wetland habitat and remnant vegetation, which are particularly valuable as a resting-place for migratory birds and in supporting a population of rare crustaceans found only on Norfolk Island.
- The existence of an experienced on-island works team responsible for the KAVHA site and drawn from a wider Island community. The KAVHA Conservation Team consists of 9 artisans, supported by 5 Ground

Maintenance Staff, supervised by a Project Manager. All members of the Team are Norfolk Island residents.<sup>2</sup>

## The Early Years to 1973 - Growing Recognition of KAVHA's importance to the island

- 1927 A New Zealand based company applied for leases over much of Quality Row and surrounding areas to build a Hotel, offices, general store and recreational facilities. It also sought the right to use parts of Kingston and Watermill Valley as an aerodrome. The Norfolk Island Administration refused the request.
- 1940 Areas of Kingston were divided into a number of public reserves under the Norfolk Island Commons and Public Reserves Ordinance 1936. These consisted of two Recreation Reserves, the Government House Ground Reserve and the Kingston Common Reserve for pasturage.
- Early 1950's The Norfolk Island Administration decided that the historic remains of the Kingston settlement needed to be preserved.
- 1952 Following a visit to Norfolk Island by the then Minister for Territories, the Federal Government adopted a policy of restoring and preserving historic buildings on Crown land within Kingston. The Minister commissioned a report to ascertain the necessary steps to preserve the Kingston site in a coordinated manner. The report was prepared by Marshall Clifton, an architect with the then Department of Works and Housing, following a detailed study of the buildings. His report set out a plan of work to be carried out by the Administration over a number of years. It stated that:
- ... the remains of this group of structures in themselves are sufficiently striking to the casual visiting observer to warrant, even for his sake, proper care taking. Add to this their value historically, their value in the capacity to provide much needed useful accommodation and their preservation or restoration as far as possible would be a matter of great urgency.

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2 The above is taken from the draft 2001 Business Plan developed jointly by Norfolk Island and Federal Government representatives.

Clifton's recommendations included: the establishment of a museum and art gallery in Kingston; that all stone buildings, whether ruin or not, should be retained; roofs should be replaced with corrugated asbestos cement; fretted stone work should be repaired and cattle should be prevented from grazing in the area of the buildings. However, funding of the restoration programme occurred on an ad-hoc basis until 1961.

- May 1953      The S.W. Lucas Report - 15 sheets of drawings with photographs - was completed.
- 1953            A works program was begun to make the old Customs House usable. Some early restoration work was undertaken by architects engaged by private citizens leasing buildings at Kingston.
- 1959            DE Limburg prepared a 'Report on Historical Buildings and Structures at Norfolk Island with Estimates of Cost of Repairs' for the Federal Department of Works. This was an extensive review and survey of the structures then remaining at Kingston. Limburg recommended that a thorough overhaul of the structures would modify the need for continued maintenance. He also suggested that the area inside the compounds should be levelled and selective repair work should be carried out on the rest of the structures. The attractive setting of Kingston was to be improved by the extensive planting of flowering trees and shrubs.
- 1961            The Federal Government undertook to provide \$40,000 (in 1961 dollars) for the restoration of a selected group of historic structures. A further \$10,000 was paid annually, in subsequent years, to the Norfolk Island Administration for the maintenance of those structures.
- 1962 - 1969    Over the next four years, several of Limburg's recommendations were acted upon, including the levelling of one colonial prison compound and an attempt to level one of the others. To provide local employment following the demise of Norfolk Island's whaling industry, the Administrator of the day commenced a program of preserving stone walls and buildings to stabilise them. The work was supervised by the Federal Department of Works. (This was the precursor to the KAVHA Restoration team that currently looks after KAVHA.)

Island residents became concerned about Limburg's proposal to level the Prisoner's Barracks and other ruins. They commenced a campaign to preserve the buildings. Letters were written to authorities and non-government organisations on Norfolk Island and on the Australian mainland, including the National Trust of Australia. Permission was granted for trial archaeological surveys to be carried out in the compounds, which led to the discovery of foundations of cells within the compounds.

1968

A report prepared on behalf of the Australian Conservation Foundation by Professor Turner (Melbourne University) Mr CN Smithers (Deputy Director of the Australian Museum) and Dr RD Hoogland (Principal Research Scientist, CSIRO) recommended that the National Trust be requested to provide advice on the preservation and restoration of the historic buildings in Kingston and Longridge and on the preservation of the Kingston landscape setting which surrounded the historic buildings. Their report - which was prepared in collaboration with the Federal Department responsible for Territories and the Norfolk Island Administration - considered the Kingston landscape setting to be of equal importance to the historic buildings themselves. The report noted the area's tourist potential, the need to manage commercial and residential development in and around the area and the need for a planning authority.

Similar comments were contained in a report prepared in the same year by the National Capital Development Commission (the Westerman report) that sought to set out planning principles that could be adopted for Norfolk Island. Measures suggested for the Kingston area included: planting of the slopes to prevent further erosion and to frame the area; prevention of further building unless consistent with the area's historic character and the removal of non-conforming buildings; and the declaration of historic zones at Kingston and Longridge.

1969

The Australian Council of National Trusts decided to form an expert committee to prepare a report on the historic structures. The committee - from The National Trust of Australia (New South Wales) - visited the Island in order to

investigate the buildings and to prepare estimates for their restoration.

- 1970 The Federal Government reaffirmed its annual maintenance payment to the Administration for restoration works. It was recognised that the historic structures should continue to also be regarded as a national, not just a Norfolk Island asset. The cost of restoration would continue to be met separately by the Federal Government and not from the Norfolk Island Budget.
- 1970 Howard and Frame, students at the Sydney University School of Architecture, prepared a 16 page paper with photographs on the houses of Quality Row.
- 1971 The Federal Government agreed to contribute up to \$100,000 (1971 dollars) towards the restoration of the "Officers' Mess" which was destroyed by fire in 1970. Restoration was completed in 1973. It was the largest single federal payment towards restoration on Norfolk Island at that time. Other restoration work had been small-scale because most of the federal-funds were required by the Administration for maintenance.
- 1971 The National Trust of Australia (N.S.W.) produced its report on Norfolk Island's historic structures, titled - "The Historic Buildings of Norfolk Island - their restoration, preservation and maintenance." It noted that "one of the finest collections of Georgian buildings in the Commonwealth is to be found on Norfolk Island". The Trust also regarded "... the colonial relics on Norfolk island as being of the utmost value far transcending a state or regional importance. In the case of Kingston the remaining buildings ruins and relics of the colonial settlement form a group of the highest historical and architectural interest". The National Trust Council recommended that a five year restoration programme and that no new buildings be erected in the Kingston area.
- The Norfolk Island Council considered the Trust's report in 1972 and endorsed the proposal for a federally financed restoration program for the historic buildings.

## 1973 - Restoration - The rebuilding programme

- 1973 (May)      The Federal Government accepted that the restoration of historic buildings on Crown Land in Norfolk Island was a federal responsibility and agreed to fund an ongoing programme of restoration. In particular, it agreed that:
- (a) the National Trust Report would generally be implemented;
  - (b) restoration work would cease to be the responsibility of the Norfolk Island Administration;
  - (c) restored buildings would continue to be used by the Administration without charge as proposed by the National Trust;
  - (d) the federal restoration program would relate only to the historic area at Kingston;
  - (e) parts of the Trust Report which related to the old Pitcairner Homes in areas other than Kingston were to be regarded as matters for local funding;
  - (d) an Interdepartmental Committee (IDC) was to be established to examine the proposals and be responsible for determining the annual programme and the appropriation to be sought;
  - (e) funding was to be provided through the then Department of the Capital Territory. The total cost was seen as about \$1,250,000 - which was to cover the restoration costs; the provision of a water supply for the protection of the restored structures against fire; and included \$250,000 for the provision of a new Administration Works Depot;
  - (f) subsequent maintenance of the restored buildings was to be a Norfolk Island Administration responsibility.

That decision was based on acceptance of the following principles:

- the Federal Government's national responsibility to preserve national heritage;
- the benefits to Norfolk Island's economy - in particular, its tourism industry upon which the Island economy relies;
- creating on-island employment opportunities including the opportunity for residents to obtain training and skills in restoration, construction and heritage conservation.

This decision formed the basis for all federally funded restoration and maintenance on Norfolk Island from 1973 to 1986. In that period, the Federal Government contributed some \$3.5M in direct payments to the IDC's restoration program. (Other financial assistance was also provided through grants etc for other related Norfolk projects.) Restoration was programmed for completion by 1988 when Norfolk Island Bicentenary coincided with the national bicentenary celebrations.

The IDC comprised officials from the Department responsible for Norfolk Island matters, the Department of Finance, the Australian Heritage Commission and the Department of Housing and Construction had primary responsibility for on-island supervision of the conservation works. The IDC Chair and Secretariat services were provided by the Federal Department then responsible for Territories matters. Norfolk Island Government representatives also attended IDC meetings from 1979.

1974

Community concerns over a rising residential and tourist population on Norfolk Island led to Professor GJ Butland (University of New England) being asked by the Federal Government to prepare a report for the Norfolk Island Council on the impact of that increasing population on Norfolk Island's economy, the preservation of the Island's historic assets, rural character and culture and to identify the Island's optimum population levels. His 1974 report entitled "A population study of Norfolk Island" - noted that 'Norfolk Island was almost solely dependent on tourism for its livelihood' and concluded that the Kingston area 'ranks as one of the most important attractions motivating tourists to



visit Norfolk Island'. Butland's finding was based on extensive surveys of tourists to the Island between 1973 and 1974. His report argued that the area between Bloody Bridge and Watermill Dam could become a model site attracting international recognition for the Island and that more needed to be done to conserve the area. Butland endorsed the National Trust's earlier argument that:

If commercial and other development [within KAVHA] is allowed to go unchecked and unplanned and if no conscious effort is made to preserve and restore what is there, then not only will people cease to be interested in Norfolk Island, but Australia as a whole would have lost a vital link with its past'.

The 7th Norfolk Island Council (1974-1976) adopted a policy of discouraging commercial or residential development within the Kingston area. (Cited in Hansard, Norfolk Island Legislative Assembly, 4 February 1982). The policy was adopted by subsequent Norfolk Island Councils.

1975           The Federal Government paid \$370,700 to Travelodge Australia Ltd in compensation for the resumption of the Crown lease - and related tenants-rights-in-improvements - over the site of the Paradise Hotel in Kingston. Travelodge Australia was then granted an interim five year lease after which the Hotel building was to be dismantled as it was in need of repair and not in keeping with rest of the historic area. The building was dismantled in 1987. The original lease had been granted in the 1930s and subsequently acquired by Travelodge Australia which had proposed in 1972 to replace the old Hotel with a two storey 100 bed hotel. The proposal had been opposed by the Australian Council of National Trusts and other organizations such as the Royal Institute of Architects.

1979           New arrangements for the Government of Norfolk Island came into force following the passage of the *Norfolk Island Act 1979* (Cth). The Norfolk Island Legislative Assembly and the Norfolk Island Government, replacing the former Norfolk Island Council and having legislative and executive

- authority over a wide range of matters, were inaugurated on 10 August 1979.
- 1980 An Archeological Survey of KAVHA was published. The Survey was funded by the Australian Construction Services and undertaken by two independent archeologists with on-island surveys, research on Norfolk Island and elsewhere as well as assistance and advice from Island residents. The report noted the need for archeological remains within KAVHA to be preserved, conserved and stabilized for future generations and further research.
- 1980 KAVHA was listed on the Register of the National Estate established under the *Australian Heritage Commission Act 1975* (Cth).
- 1980 A KAVHA Management Plan was published in April. The Plan had been prepared by a planning group consisting of Norfolk Island and Federal Government representatives who had been asked in 1979 by the IDC to prepare a management plan for KAVHA. The former Norfolk Island Council and the Norfolk Island Legislative Assembly after 1979 were consulted during preparation of the Plan. Options Papers and Reports were prepared to assist in the development of the Plan. These included reports on: a Landscape Management Policy; an Interpretative Plan; and the options for provision of Museum Facilities on Norfolk Island. Once published, the Plan was used by the IDC as a guideline for future work programs subject to annual appropriation by Federal Parliament. The Plan's objectives were: (i) to conserve KAVHA; (ii) provide for the continued use of the area by Islanders; (iii) encourage visitors to the area and to understand its historic significance; and (iv) manage the area in an efficient and economic manner.
- 1981-2 The Norfolk Island Government and Legislative Assembly enacted laws to restrict residential development and building within KAVHA and to provide an approval process for such developments. (Norfolk Island's Building Act had imposed restrictions on commercial development - including commercial development within KAVHA - since 1967.)
- 1985-6 The Federal Government initiated a review of the options for the future management of the area including the Federal Governments' ongoing involvement and funding of the

restoration program after 1988. Regard was had to the Norfolk Island Government's responsibilities under the *Norfolk Island Act 1979* (Cth), its separate financial arrangements following internal self-government in 1979, and to the Federal Government's earlier undertaking to continue to maintain Norfolk Island as a viable community.

Following discussions with the Norfolk Island Government, the Federal Government agreed that both Governments had a continuing interest in the restoration, management and maintenance of KAVHA. It also agreed there was a need to develop new on-site management arrangements and the possible restoration of sites outside the historic Kingston area.

Key considerations in that decision were: (a) KAVHA's heritage and cultural significance; (b) the need to maintain restoration work undertaken to date; and (c) the preservation of KAVHA as a major tourist attraction given that the Island economy's and financial self sufficiency was dependent on tourism.

Parallels were also drawn with a recent decision of the Federal Government to contribute towards a seven year restoration program at Port Arthur in Tasmania. That decision had been justified on the basis of:

- the significant contribution of tourism to the local economy;
- the significant growth in tourism in previous decade;
- indications that tourism could expand further and could have an increasing economic benefit;
- the national significance of that site;
- the critical nature of development and conservation because of increasing visitor numbers and the need to stabilize and preserve buildings etc before any major deterioration occurred;

- the need to ensure that restoration and maintenance works was carried out to international accepted principles;
- a view that the long term nature of the project required substantial outlays beyond Tasmania's financial ability to fund alone; and
- the proposal required resources beyond the normal level of assistance provided under usual arrangements.

Intergovernmental discussions then commenced on the new joint management arrangements for KAVHA.

At that time, the total federal contribution towards restoration reached \$3.5M.

1987

A working group of Federal and Norfolk Island officials was formed to develop new financial and management arrangements for KAVHA after 1988 (ie, after the Restoration program had been completed). It was recognized that, in addition to its oversight of the restoration program, the IDC had assumed a policy and management role for the historic area in the absence of any other body and that there was a need for a new joint body to effectively coordinate and manage Federal and Norfolk Island Government interests and activities in KAVHA. The Norfolk Island Government recommended that the new body be established by a Norfolk Island statute. Executive control over KAVHA was seen as highly fragmented and confusing with the division of responsibilities being far too complex. It favored a rationalized system of direct control over KAVHA through a new statutory authority with executive responsibilities. As an interim measure, it was agreed that the Board would be established administratively under a Memorandum of Understanding (MOU) between the two Governments and the Board's operation would be reviewed after three years to consider its establishment by statute. A new funding formula for future works within KAVHA was also agreed, with the Norfolk Island Government now contributing towards the conservation and management of the area (see below). The Federal Government had previously been primarily responsible for KAVHA funding.

The KAVHA Conservation Management Plan was also revised to reflect changes in conservation management techniques and to establish clear fully justified conservation management policies for the area. A revised draft Conservation Management Plan was circulated on-island in 1988 and endorsed by the Norfolk Island Government.

1988

Total federal expenditure under the KAVHA Restoration program reached \$5M.

The Australian Bicentennial Authority also provided an additional \$309,987 for interpretation and other works in the Kingston area. Works funded included the establishment of a visitor information centre, the establishment of Norfolk Island's four museums including a display of material from HMS Sirius; creation of walking paths, sign posting and landscaping. The Norfolk Island Government had applied in 1986 for funding from the Australian Bicentennial Authority (ABA) to pay for the above.

These works were completed in 1988. The Pier Store Museum was opened by the Governor General in 1988. The Maritime Museum in the former Protestant Chapel and housing the relics from HMS Sirius and HMS Bounty was formally opened by the Governor General in 1990. These two Museums, together with the Archaeological Museum and the Number 10 House Museum today form the Norfolk Island Museums. After their establishment, the Museums were funded and operated by the Norfolk Island Government.

Australian Bicentennial Projects on Norfolk Island and funded in 1988 included grants under the:

- Commonwealth Bicentennial Program for the above-mentioned interpretative program;
- National Local Government Initiative Grants Scheme to assist with the establishment of a Bicentennial Centre on Norfolk Island;
- National Local and Regional Heritage Program for conservation works on All Saints Church (\$120,000);

- National Sport and Recreation Program for activities with the 1988 Foundation Day celebrations; and
- Environmental Program for the establishment of a Bucks Point and Ball Bay Scenic walking trail.

In addition, an Australian Bicentennial funded Project saw the raising of relics in 1988 from the wreck site of HMS Sirius, the flag ship of the First Fleet which was wrecked off Slaughter Bay in 1790. The Australian Bicentennial Authority had allocated \$100,000 under the National Heritage Program for the excavations of the wreck site, with earlier expeditions occurring in 1983, 1985 and 1987. The Federal and Norfolk Island Governments agreed that the Norfolk Island Government would have custody of relics from the *Sirius*. Also agreed was a plan of management for the wreck site (which is protected under *Historic Shipwrecks Act 1976* (Cth)) and for relics recovered from the wreck, with the option of artefacts being loaned to mainland institutions.

It was also agreed in 1988 that artefacts recovered from Crown land in KAVHA should remain on Norfolk Island and in the custody of the Norfolk Island Government. A formal agreement was signed by both Governments in 1990 to give effect to this arrangement.

1988 Federal and Norfolk Island Governments agreed in principle to establishment of a KAVHA Management Board to guide ongoing maintenance of restored buildings and structures; the physical enhancement of the KAVHA area; interpretation work, stabilisation work and development of KAVHA's tourist potential. A new funding formula was also agreed.

### **1989 to date - Conservation, management and interpretation - The KAVHA Management Board**

1989 The Federal and Norfolk Island Governments signed a Memorandum of Understanding (MOU) on 11 August 1989 to establish the KAVHA Management Board. The MOU stated that the Board's objectives were to:

- (a) coordinate the interests of the two Governments with respect to KAVHA and other places on Norfolk Island of national significance;

- (b) administer, conserve and enhance the heritage quality of KAVHA and
- (c) ensure the efficient management of the use of heritage assets and compatible activities within KAVHA.

The Board's functions were to:

- (a) provide advice on the management of KAVHA in accordance with the Conservation Management Plan, both Governments having agreed that the Board would adopt the policies contained in the Conservation Management Plan as the basis of the Board's work;
- (b) review and make recommendations to both Governments on proposals for the use of KAVHA;
- (c) identify and determine work priorities and administer annual programs;
- (d) make recommendation to both Governments for necessary Government action concerning KAVHA; and
- (e) commission studies as appropriate to assist the management of KAVHA and, as agreed, such other places of national interest on Norfolk

The Board - which meets on Norfolk Island - initially comprised three representatives from each Government. Federal representatives included representatives from the Australian Heritage Commission and the Commonwealth Construction Authority. The Administrator was also a member of the Board, but in a nonvoting capacity. Decisions were taken by consensus and are implemented through Federal and/or Norfolk Island departments and agencies as appropriate.

The Board currently funds and is assisted by:

- a Board Secretary based on the Island;

- a Professional Services Coordinator responsible for advising on professional and consultancy services required by the Board and implementation of the Conservation Management Plan;
- an on-island Project Manager responsible for day to day implementation, management and supervision of programs and projects approved by the Board; and
- an on-island works team employed by the Norfolk Island Administration and responsible for conservation, infrastructure and ground maintenance work within KAVHA.

Funds to support the Board's operations and programs were provided by both Governments - subject to budget consideration - in accordance with a funding formula laid down in the MOU. The Federal Government continued to fund: cyclic maintenance - 100%; non-cyclic maintenance - 100%; archaeological stabilisation and costs of the Board - 50%; and interpretative works - 33%. The Norfolk Island Government would fund archaeological stabilisation and costs of the Management Board - 50% and interpretative works 66%.

Apart from its annual contribution under the KAVHA MOU, the Norfolk Island Government remained responsible under the *Norfolk Island Act 1979* (Cth) for the maintenance of the Kingston foreshores, jetties, roadways, beaches and visitor facilities (such as benches, BBQs and toilets), cemetery grounds and general day to day maintenance of public reserves and utilities within KAVHA. The inaugural meeting of the Board occurred on November 1989.

1992-3

The KAVHA Land Degradation Study and Management Plan was published. The Study and Plan had been funded by the Board following concerns that drought and overgrazing of the hills around Kingston were contributing to loss of pasturage, erosion, land slips and weed infestations in the area. The study - carried out by the New South Wales Department of Land and Environment - undertook an assessment of whether the present land use patterns were sustainable and developed a set of recommendations on how



best to prevent further soil erosion and also to reclaim degraded areas.

1993 The KAVHA Management Board published the first volume of a two part Interpretative Plan for KAVHA. The Plan contained a set of policies and strategies to provide for the interpretation of KAVHA and the history or significance of the area, structures and artefacts and, thereby, enhance its appeal to tourists. The Plan also provides a basis for strategic programming of works, activities and facilities needed for that purpose. The Plan was prepared under supervision of a steering committee including Norfolk Island representatives and in consultation with Norfolk Island Government agencies, community organisations and residents. The historical consultant was Dr Raymond Nobbs of Macquarie University. The second Volume of the Plan was published in 1995.

1994 A revised KAVHA MOU was signed on 27 April 1994 by the Norfolk Island and Federal Governments. The major change from the previous MOU was a reduction in the size of the Board from six to four, with there now being two representatives from each Government. The Administrator had a right to attend Board meetings, but was no longer a member of the Board. It was also agreed that the current arrangements would be reflected in Norfolk Island legislation establishing the Board established as statutory body as soon as practicable. The Board continued to operate and make decisions by consensus.

The Norfolk Island representatives have generally been Norfolk Island Ministers or Members of the Norfolk Island Legislative Assembly. The two Federal representatives have generally been an official from the Federal Department responsible for Territories and a member of the Australian Heritage Commission.

The KAVHA Landscape Management and Conservation Plan was published in May 1994, following consultation with Federal and Norfolk Island Government representatives, community organisations and the local community. The Plan was drafted by Tropman & Tropman Architects in association with Mr Trevor Ernie Friend, a Norfolk Island

environment consultant. The Landscape Management and Conservation Plan differed from the 1988 Conservation Plan in that it also took account of natural values as well as cultural heritage. It also drew on the findings and recommendations of the 1993 Land Degradation Study and Management Plan and 1993 Interpretation Plan (Policy Study) - see above.

1995 Commonwealth payments towards KAVHA totalled \$7M (not including grants or other special purpose payments provided for works within KAVHA).

A KAVHA Recreation Management Plan was published. The Plan was initiated by the Norfolk Island Government, funded by the KAVHA Management Board and prepared by Southern Cross University in consultation with the community. The Plan provided a set of recommendations to balance recognition of KAVHA's heritage and natural values with the contemporary needs of the Norfolk Island community.

1996 The Norfolk Island Government and Legislative Assembly enacted the Norfolk Island Planning Act 1996 and made the *Norfolk Island Plan* under that Act. Consistent with the prior decisions of the Norfolk Island and Federal Governments, the Norfolk Island Plan provides, among other things, provided that further developments within KAVHA were "ordinarily prohibited" unless: (a) they are consistent with the KAVHA Conservation Management Plan, its revisions and other plans endorsed by the KAVHA Management Board, and (b) have the agreement of the KAVHA Management Board.

To protect the visual setting of KAVHA, the Norfolk Plan also provided that proposed developments within the vicinity of KAVHA, and which could be seen from designated public vantage points within KAVHA, were subject to special considerations concerning siting and landscaping. The intention of a viewshed in the Norfolk Island plan was to manage development in the area to

enhance it both from within KAVHA and from the hills around it. Heritage and tourist appeal.

The KAVHA Management Board funded the development of a Water Quality Management Plan to prevent pollution of the Kingston catchment area and, therefore, the marine environment of Emily and Slaughter Bays.

Restoration of Number 9 Quality Row commenced. In 1968 a Crown lease was granted over Number 9 Quality Row to a private company for a period of 28 years at an annual rental of \$100. The lessee constructed a new building over the ruins on the property, which was then used for as a residence and an office. Following unsuccessful attempts to sell the lease, the lessee sublet the house to the Norfolk Island Administration for use as the residence of officer-in-charge of the Norfolk Island Police. Federal and Norfolk Island representatives agreed in 1993 not to renew the lease when it expired in 1996. The tenant was paid \$180,000 for tenant rights in improvements, with this cost being split three ways between the Federal Government, the Norfolk Island Government and the KAVHA Management Board. The Board's share was funded from the Federal and Norfolk Island Government's annual contributions to KAVHA. Number 9 was then restored at a cost of \$320,000, with the Federal and Norfolk Island Governments paying half each.

The KAVHA Board subsequently agreed in 2000 that Number 9 - once restored - would be used as heritage tourist accommodation, but was unable to proceed due to the introduction of Norfolk Island laws restricting new tourism accommodation on the Island.

In November 1996, a review of KAVHA's Conservation Management Plan was commenced to include confirmation of the Polynesian Settlements at Emily Bay, the Pitcairn history and Pitcairn social values associated with Kingston. A series of archaeological investigations had been carried out at Emily Bay by Professor Athol Anderson (Professor of Prehistory at the Australian National University) and Dr Peter White (Professor and Reader in Prehistoric

Archaeology at the University of Sydney) that confirmed the Island had been settled by East Polynesian voyagers at some stage between 12th to 15th centuries.

1996 - 1998 The Federal Government began to investigate nomination of Australian convict sites for inscription on the United Nation's list of World Heritage sites. An independent consultant study funded by the Federal Government assessed a number of sites - including KAVHA - during 1995 and 1996. The study was steered by a Working Group of Government representatives from Norfolk Island, NSW, Tasmania and Western Australia as well as officials from relevant federal agencies. The assessment concluded that KAVHA was eligible for World Heritage listing either in its own right or as part of serial nomination with other sites in Tasmania, New South Wales and Western Australia.

To help the Norfolk Island Government and community decide its attitude to possible inclusion of KAVHA in a World Heritage Nomination, a community consultation process was carried out including the preparation and circulation by the Federal Government in 1998 of Community Consultation Paper setting out the possible consequences of listing. At a referendum held in 1998, 56% of the Island's registered voters opposed KAVHA's World Heritage nomination. KAVHA's nomination has not been raised to date.

1997 The Commonwealth Grants Commission Report on Norfolk Island was released. The report concluded that 'all parties agree that the current management of KAVHA is working well, and that the buildings at the site are up to standard for World Heritage assessment' and 'compares well with important historic sites on the mainland (Port Arthur, Hyde Park Barracks and Freemantle Prison)'. The Commission concluded that the area was of national and international as well as local importance and that the Federal Government should continue to be involved in its management and conservation.

1999 The Federal Government provided \$20,000 under the National Estate Grant Program to conserve and stabilise historic remains and structures at Longridge - an area outside of KAVHA. The grant application was lodged with

the support of the KAVHA Management Board and the conservation work was undertaken by and under the supervision of the KAVHA Restoration team.

The Federal Government committed \$560,000 towards the restoration and conservation of Government House over a five year period. This work was to be undertaken by the KAVHA restoration team and by local contractors and tradesman.

- 2000 A workshop held on Norfolk Island, and attended by Federal and Norfolk Island representatives, led to the development of a draft Business Plan for KAVHA. The draft Plan sought to define the business of the Board, identify its goals strategies and actions, including a financial and marketing plan for the Board. The stated objective of the Plan was 'a well managed, conserved and interpreted KAVHA which is available for the sustainable use and enjoyment of the community and provides social, cultural and economic benefits'. The KAVHA Management Board agreed to fund and employ a resident as a full time KAVHA Secretariat to help coordinate Board meetings and deliberations and to act as point of contact for the Island community.
- 2000 At the Inter-governmental Meeting in June 2000, the Federal Territories Minister sought the Norfolk Island Government's views on moving to establish the KAVHA Management Board as a Norfolk Island statutory authority - as envisaged by the KAVHA MOU between the Federal and Norfolk Island Governments.
- 2001 A Joint Federal and Norfolk Island Government Task Force commenced a review of Norfolk Island's planning laws.
- During the review, the KAVHA Management Board and the Federal and Norfolk Island Governments agreed to remove the 'KAVHA viewshed' from the Norfolk Island Plan. It was to be replaced with a set of 'KAVHA Setting Development Guidelines' to be developed by the KAVHA Management Board for use by the Norfolk Island Planning Board in determining planning applications for developments in KAVHA's vicinity.

- 2002 Further surveys of HMS Sirius wreck site were carried out and relics recovered. The work was funded by a grant of \$29,558 from the Federal Government's Historic Shipwrecks Program. The survey team included members from the Norfolk Island Museums, Western Australian Maritime Museum, the Museum of Tropical Queensland, the Great Barrier Reef Marine Park Authority and James Cook University.
- 2002 A preliminary engineering survey of the Kingston Pier revealed that the Pier had suffered serious structural damage (caused by waves undermining the core of the pier and erosion of the reef on which the pier is built) and is in danger of collapse. The report estimated that repair of the pier would cost \$3.9M. Geotechnical Investigations were commenced in order to estimate the extent of the required work and cost.
- 2002 The KAVHA Management Board funded a series of on-island workshops on heritage conservation and management techniques and materials for residents and local tradesman and building contractors.

### **Commonwealth contribution towards KAVHA under the IDC / KAVHA program**

The following does not include funding provided to Norfolk Island under grant programs (such as the Australian Bicentennial Program) or under special funding arrangements. The Federal Government takes no revenue or receives no financial return from KAVHA notwithstanding its significant investment in it to date.

<b>Financial Year</b>	<b>Amount \$</b>
1973/74	47,750
1974/75	158,999
1975/76	264,999
1976/77	288,214
1977/78	249,999
1978/79	401,557
1979/80	289,300
1980/81	286,000
1981/82	286,000
1982/83	286,000

1983/84	304,436
1984/85	314,000
1985/86	382,000
1986/87	408,000
1987/88	408,000
1988/89	337,000
1989/90	384,000
1990/91	334,000
1991/92	350,000
1992/93	362,000
1993/94	370,000
1994/95	378,000
1995/96	384,000
1996/97	392,000
1997/98	392,000
1998/99	392,000
1999/00	392,000
2000/01	469,000
2001/02	496,000
2002/03	520,000
<b>TOTAL</b>	<b>10,327,254</b>

