



*NORF'K AILEN RIJENL KAUNSL*

# **PLAN OF MANAGEMENT**

*WAN PLAEN 'MAENEJMENT*



## **HEADSTONE RESERVE**

*HEDSTOEN RESERW*

**2020 - 2030**



## Foreword

The Norfolk Island Council of Elders considers it important that any Plans of Management for Public Reserves take into account all of the following points in line with Norfolk Island's Cultural Heritage, both tangible and intangible:

1. The importance of the Public Reserves to Norfolk Islanders for recreational activities (fishing, swimming, walking, picnics etc.).
2. The importance of Public Reserves for cultural activities like picking hihis etc.
3. The importance of the natural environment on Norfolk Island to Norfolk Islanders.
4. The importance of endemic/native plants to Norfolk Islanders for traditional craft and other cultural activities, and the importance of these activities continuing.
5. The importance of native birds, including seabirds, to Norfolk Islanders.
6. The impact of noxious weeds and pest animals like rats, cats, swamp hens and feral chickens, and the importance of controlling these.
7. The use of licensed cattle on roads, commons and other designated grazing areas to assist in the control of grass.

The Pitcairn settlers arrived on Norfolk Island in 1856 as a distinct ethnic group, bringing with them a unique heritage, culture and language. They were the first people to settle Norfolk Island as a permanent homeland.

Norfolk Islanders have a very strong cultural connection with the unique environment on the Island, and they are aware of the impact pest animals and noxious weeds can have on the natural and cultural values of the Island.

Norfolk Islanders have maintained many traditional customs, including weaving of hats, baskets and other items from native flax, Moo-oo and Bulrush ('drain flax'). These plants are not as abundant as they once were due to modified land use, and it is important that the Plans of Management for Public Reserves contain management actions to protect or increase the abundance of these plants to ensure these traditional customs can continue.

Other cultural activities that are still very important to Norfolk Islanders today include picking hihis and collecting crabs and other traditional food from the sea. In the past, Norfolk Islanders have relied upon the fruits from a range of exotic plants (including yellow and red guava, lemon and taro), and it is pleasing to see that the picking of exotic fruits can continue in Norfolk Island Public Reserves.

The Public Reserves on Norfolk Island are important to Norfolk Islanders for recreational activities such as fishing, swimming, walking and picnics. It is important that the Norfolk Island people continue to have access to the Public Reserves on Norfolk Island and that these activities can continue.

The Norfolk Island people recognise the need to protect and conserve Norfolk Island's natural and cultural resources. The natural environment and cultural charm of Norfolk Island are increasingly valuable commodities that must be managed appropriately in the face of increasing tourism and development pressure.

**Norfolk Island Council of Elders**

## **Forwad**

De Norf'k Ailen Kaunsl 'Eldas thort es importantan fe eni Plaen 'Maenejment fe dem Pablik Reserw tek intu akaunt orlii point in lain lorngfe Norf'k Ailens Kalcharl Heritej, dem yu el sii endem yu kaant:

1. De importens 'dem Pablik Reserw fe Norf'k Ailen salan yuuset (fishen, naawien, werken, haewen 'piknik endem kaina'thing)
2. De importens 'dem Pablik Reserw fe orlem kalcharl thing yuusa duu simmes piken 'hihi endem
3. De importens 'luken orn Norf'ks naetrl said fe Norf'k salan
4. De importens 'orl auwas plaants tu Norf'k salan fe auwas tradishenl werk ena taeda kalcharl thing fe duu, en hau important tu orl aklan fe kiip ii thing gwen
5. De importens 'orl auwas nietew berd, enem siiberd, tu Norf'k salan
6. Wieh 'nokshas wiids ena pest simmes 'raet, keht, taalaberd enem wail faul el efekt ieh ailen, en hau important fe kontroel dem
7. Yuusen em laisens kaetl orna roed, ornaa koeman enem taeda said fe dem griez fe haelp in kontroelen 'graas.

*Dem Pitkern salan kam tu Norf'k in 1856 es wan distinct ethnic gruu, fetchen lorngfe dem, dems yuuniik heretij, kalcha ena laengwij. Dem es de fas salan fe yuus Norf'k aes dems hoem fe aewa.*

*Norf'k salan gata riel strorng kalcharl konekshan tu de yuuniik envairanment 'dems alien en dem noe wathen pest aeneml ena nokshas wiids gwen haew orn de naechrl en kalchrl vaelyu 'dieh alien.*

*Norf'k salan bin kiipap plenti dems tradishenl kastam, simmes wiiwen 'haet, basket ena taeda thing fromem nietew flaks, mu-uu ena bulrush (drienflaks). Nor gat mach 'dii plaants es bin yuus kos 'chienj in wieh yuusen a laen, en es importantan fe dem Plaen 'Maenejment 'dem Pablik Reserw fe haew ina wieh fe kiipap ala groe de namba 'dii plaants fe miek shua orlii tradishenl kastam el kiip gwen.*

*Taeda kalchrl thing Norf'k salan duu stil es importantan fe Norf'k salan des dieh simmes piken 'hihi, ketchen 'krarb ena taeda tradishenl wetls auta saf. Lorng taim 'goe Norf'k salan bin el depen orna fruu fram wan rienj 'eksotik plaants (simmes 'yaela ena red gorwa, leman ena taala), enes gudan fe si stil el pik 'eksotik fruu auta dem Pablik Reserw.*

*Es importantan fe haew 'Pablik Reserw orn Norf'k soe Norf'k salan el kiip duwen dem thing simmes fishen, naawien, werken en haewen 'piknik. Es importantan fe Norf'k salan el kiip yuusen ii Pablik Reserw soe orlii praektes el kiip gwen.*

*Norf'k salan noe haew 'lukaut for, protect en kiip Norf'ks naechrl ena kalchrl resors. De naechrl ena kalchrl chaam 'Norf'k kamen mor n mor vaelubl en haew 'luk aafta et proepli aes tuares ena dewelapment groe biga.*

## **Norf'k Ailen Kaunsl 'Eldas**

*Norfolk Language translated by Gaye Evans*

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# 1 Introduction

## 1.1 Reserve Description

Headstone Reserve is located on the west coast of Norfolk Island (Figure 1). The Reserve has an area of approximately 11.372 hectares and, apart from its use for community waste disposal, is a popular venue for fishing and sightseeing.

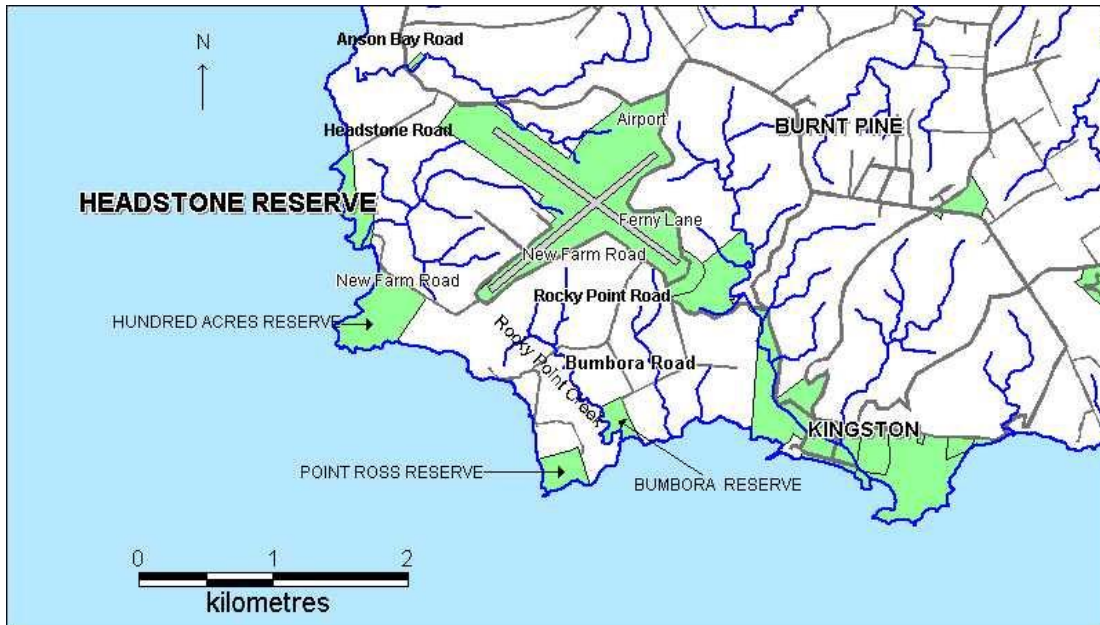


Figure 1. Location of Headstone Reserve.

## 1.2 Public Consultation and Planning Framework

Headstone Reserve was proclaimed under the Commons and Public Reserves Act 1936 on 4 February 1937 for the purposes of landing, shipping and forestry.

In 2000, the Reserve's boundaries were extended to the south to include 1.005 ha of vacant crown land Portion 85b (pt) adjoining Hundred Acres Reserve. At the same time, two sections of Portion 83 (pt) adjoining Headstone Road with a combined area of 5,209m<sup>2</sup> were also included in the Reserve.<sup>1</sup> The sections of Headstone Road within the Reserve are part of Headstone Reserve. The seaward boundary of the Reserve extends to high water mark.

The *Norfolk Island Plan 2002* states:

*'The intent of the Conservation Zone is to:*

- (a) provide a very limited range of low intensity and low impact use or development opportunities in the areas under this zone that are considered to have very high natural and/or heritage conservation values;*
- (b) ensure that the areas within the Conservation Zone that have very high natural conservation values continue to provide the aesthetic backdrop for Norfolk Island and continue to provide the open space and wilderness habitat that is vital to life systems on the Island;*

<sup>1</sup> NI Government Gazette No.34, 6 July 2000.

*(c) include land between the Top of Cliff as shown on the Official Survey of Norfolk Island and the Mean High Water Mark. The areas under this zone are considered to have high natural conservation values; and*

*(d) ensure that the areas within the coastal portion of the Conservation Zone, to which the Coastal Environment Provisions apply in accordance with clause 9A, will be quarantined from built forms of use or development to ensure safety and to maintain cliff and foreshore stability.*

The *Norfolk Island Plan 2002* also states:

*'The intent of the Open Space Zone is to:*

- a) provide a limited range of low intensity and low impact use or development opportunities within areas that have natural, cultural and heritage values that should be maintained;*
- b) provide the open space and wilderness habitat that is vital to life systems on Norfolk Island; and*
- c) provide land that may buffer certain incompatible uses.'*

The *Public Reserves Act 1997* states that each of the Norfolk Island Public Reserves will have a plan of management. The plans must promote the objects of the Act which are 'to protect and conserve public reserves so as to —

- (a) promote the conservation of the natural environment and landscape beauty of Norfolk Island;*
- (b) promote the conservation of the heritage of Norfolk Island; and*
- (c) preserve the way of life and the quality of life of the people of Norfolk Island.'*

The first Plan of Management for Headstone Reserve was made in 2003.<sup>2</sup> This is the first revision of the Plan of Management for Headstone Reserve. In 2017, the Plans of Management for all Norfolk Island Reserves were placed on public display, with an invitation to provide feedback to produce updated plans of management.

No feedback was received specifically in relation to Headstone Reserve. The following comments were received from multiple respondents with regard to the Reserves in general:

- No expansion of cattle grazing in the reserves. Protect current and proposed rehabilitated areas from cattle grazing. Native replanting is needed.
- Better management of waterways, including work to desilt the drainage channels in Kingston area to prevent coral deaths.

As part of the 2017 consultation process, the Public Reserves Advisory Committee, also undertook a survey on Cats on Norfolk Island. The information gathered from this survey is outlined in the Pest Animals section of this Plan of Management.

The Draft Plan of Management for Headstone Reserve was prepared in 2019 and released for comment and feedback from the community over a 56-day period, which closed in December 2019. Feedback received during the 56 day Public Exhibition Period has been taken into account during the preparation of the Headstone Reserve Plan of Management for 2020-2030.

The Federal *Environmental Protection and Biodiversity Conservation Act 1999 (Cth)* applies to Norfolk Island and is relevant in a number of ways to the management of the public reserves. In particular

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<sup>2</sup> Approved by the Legislative Assembly 21 May 2003; made by His Honour the Administrator on 17 July 2003.



however, the Act recognises a number of native and endemic plant and animals as threatened species. These species are afforded protection under the Act, and are the subject of the Norfolk Island Region Threatened Species Recovery Plan.

## 2 Significance of Headstone Reserve

Headstone Reserve has significant community, landscape and conservation values and provides opportunities for recreation. The coastal views from the Reserve are outstanding. The vegetation in the Reserve consists mainly of exotic pasture grasses with scattered Norfolk Island Pines (*Araucaria heterophylla*) and an occasional White Oak (*Lagunaria patersonia*) on the cliff top areas. The steep cliff faces support some remnant native coastal vegetation and provide breeding habitat for seabirds.

### 2.1 Geology and Landform

Coastal cliffs and headlands are the Reserve's dominant landscape features (Figure 2). The basalt lava flows underlying the Reserve have been deeply weathered to form ferrosols, or rich clay loams, which supported a dense rainforest prior to European settlement. Headstone Creek, one of the Island's few perennial streams, flows south-westerly through the southern part of the Reserve and over a 8 - 10m high waterfall just south of Headstone Road before cascading over the cliff about 20m above the sea.

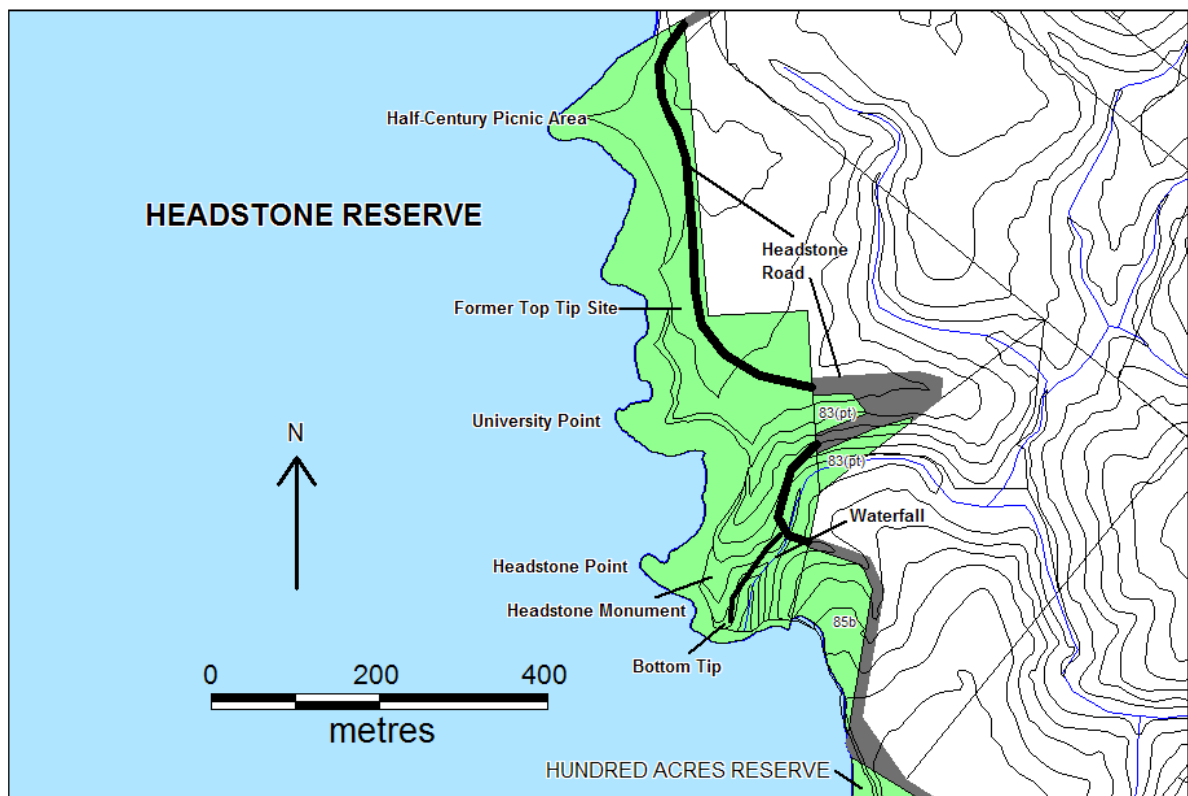


Figure 2. Headstone Reserve Topography and Features.

### 2.2 Flora

Headstone Reserve contains considerable areas of planted Norfolk Island Pine (*Araucaria heterophylla*) and native hardwoods (Figure 3). Many of the island's rainforest trees are amongst the species that have been planted, together with the Norfolk Island Pine (*Araucaria heterophylla*) and White Oaks (*Lagunaria Patersonia*). Coastal vegetation grows along the cliffs, including quite large areas of native coastal herbaceous vegetation, dominated by typical coastal plants such as Salt Couch (*Sporobolus virginicus*), Knobby Club-rush (*Ficinia nodosa*) and Pigface (*Carpobrotus glaucescens*).



Figure 3. Planted Norfolk Island Pine and White Oak has established well.

### 2.2.1 Significant Plant Species

Norfolk Island Regional Council has a responsibility under the *Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)* to appropriately manage flora and fauna species listed under the EPBC Act within Norfolk Island Public Reserves and other areas of Council managed land.

In his 2017 targeted search of Headstone Reserve for threatened species, Mills recorded a number of listed threatened and significant species, all of which have been planted (Table 1).

Swamp Hibiscus (*Hibiscus diversifolius*) is also present within Headstone Reserve. This species is uncommon on Norfolk Island and only occurs in a few fresh water swamps.

Table 1. Threatened plant species recorded within Headstone Reserve by Mills (2017) and their conservation status and abundance.

Name	Habit	Significant due to EPBC <sup>3</sup> listing	Number of Plants (counted)
Coastal Coprosma ( <i>Coprosma baueri</i> )	Shrub	Endangered	5*
Ti ( <i>Cordyline obtecta</i> )	Tree	Vulnerable	14*
Broad-leaved Meryta ( <i>Meryta latifolia</i> )	Tree	Critically endangered	1*
Pop Wood ( <i>Myoporum obscurum</i> )	Tree	Critically endangered	2*
Beech ( <i>Myrsine ralstoniae</i> )	Tree	Vulnerable	14*
Oleander ( <i>Pittosporum bracteolatum</i> )	Tree	Endangered	1*

\*Planted

<sup>3</sup> *Environmental Protection and Biodiversity Conservation Act 1999 (Cth)*

### 2.3 Fauna

During the summer months Wedge-tailed Shearwaters (Ghostbirds) (*Ardenna pacifica*) and Red-tailed Tropicbirds (*Phaethon rubricauda roseotincta*) nest along the cliffs, and Little Shearwater (*Puffinus assimilis*) nest in cliff top burrows during winter.

The loss of forest habitat has displaced the majority of native terrestrial birds. Introduced pest species such as House Sparrows (*Passer domesticus*), Common Starlings (*Sturnus vulgaris*), and Feral Pigeons (*Columba livia*) are not as common as they were before the top tip was closed. White-faced Herons (*Egretta novaehollandiae*) and Sacred Kingfishers (Nuffka) (*Todiramphus sanctus norfolkensis*) commonly occur, and Oriental Cuckoo's (*Cuculus optatus*) and Frigatebirds (*Fregata spp.*), which are occasional visitors to the Island, have been observed in or over the Reserve.

As one of the few permanent water sources on the Island, Headstone Creek provides potential habitat for a variety of wetland species that are uncommon or of limited distribution. This potential wetland habitat is degraded by cattle, which have free access to the creek in the Reserve upstream of Headstone Creek.

### 2.4 Cultural Heritage

Land close to, but inland from the present Headstone Reserve were leased or granted during the First Settlement but the coastal strip including the Reserve remained unalienated.<sup>4</sup>

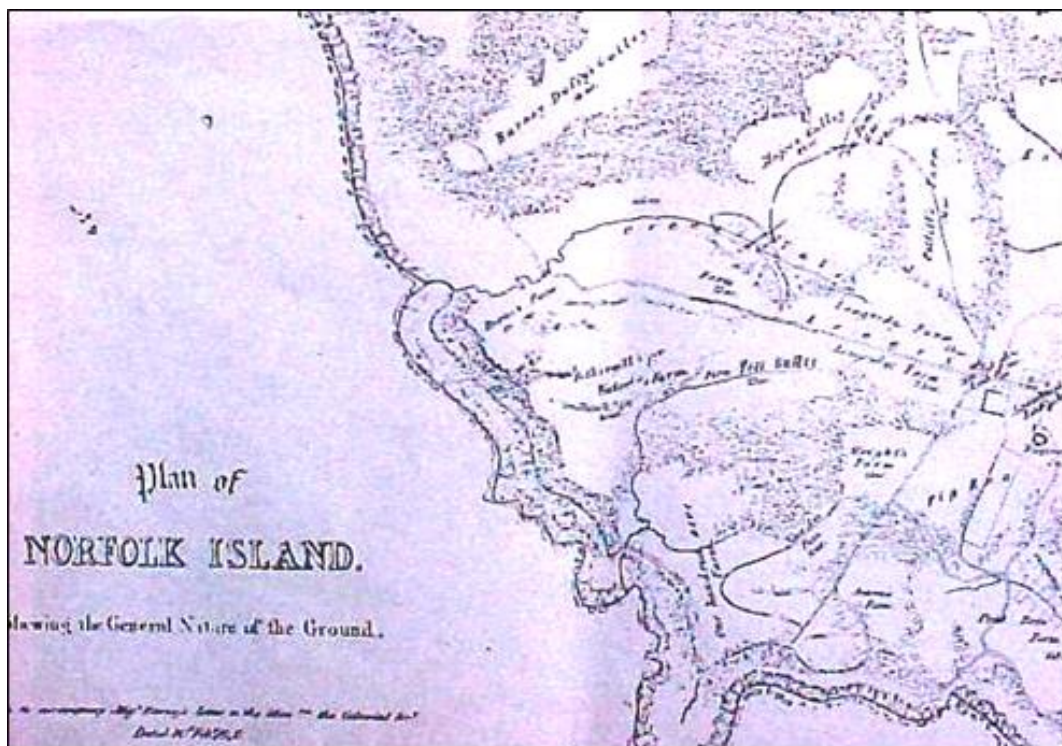


Figure 4. 1840 Survey Plan of Norfolk Island showing the Reserve and Fethergill's or Victoria Farm.

<sup>4</sup> Settlers Lots on Norfolk Island 1791 – 1804: Lot 78 (60 acres ) grant, 28 November 1791 to John Folley (Marine); Lot 79 (60 acres) lease, 1791 to Elias Bishop (Marine) then 1794-6 leased to Henry Hathaway (former convict); Lot 88 (60 acres) grant 1794-6 to Henry Hathaway (former convict); Lot 88 (60 acres) grant, 1792 to John Hayes (Marine), sold 1794-6 to D'Arcy Wentworth (former Surgeon).

The 1840 'Arrowsmith' map (Figure 4) prepared by Major George Barney<sup>5</sup> shows the coastal area uncleared. "Fethergill's or Victoria Farm" inland from the Reserve, had been cleared. A track ran through the forest in about the same position as the current road. During the following hundred years, the Reserve was progressively cleared of larger pines, hardwoods, and oaks. The northern arm of today's Headstone Creek is shown as "Fern Tree Gully".

A memorial headstone was erected on the headland in the last years of the second settlement to commemorate two soldiers who drowned in October 1850 while fishing at "Rope Rock" (Figure 5).<sup>6</sup>



Figure 5. Headstone Monument.

The headstone has been professionally restored with the lettering blacked and the surrounding area has been improved with plantings of flax and some other native species. A seat has been installed and the pedestrian access from Headstone Road upgraded.<sup>7</sup>

In 1858 and 1859 Norfolk Island was surveyed and divided into lots of approximately fifty acres.<sup>8</sup> The cliff track is not shown on maps after 1887. The Reserve was within portion 82 and formed part of the Melanesian Mission; when the Mission was closed in 1920 the land was vested in the Commonwealth. During that year, a landing and steps were constructed at Headstone to enable ship passengers to be brought ashore. The steps (Figure 6) have now eroded but are still used to descend to rock fishing locations.

<sup>5</sup> *Plan of Norfolk Island Shewing the General Nature of the Ground*. Often referred to as the "Arrowsmith" map, 1840. However John Arrowsmith was the lithographer who copied the map prepared or drawn by Major Barney, Royal Engineers Corp. The map accompanied a letter dated 20 February 1840 from Major Barney to the Colonial Secretary and was printed by James and Luke J. Hansard on an order of the House of Commons dated 15 June 1841.

<sup>6</sup> Local legend has it that the two soldiers who drowned at Headstone in October 1850 took part in capturing "Barney Duffy", an escaped convict who had reputedly lived in a hollow tree for seven years. As "Barney Duffy's Gully" is shown on the Arrowsmith map of 1840, this part of the legend cannot be true.

<sup>7</sup> NI Landcare group project.

<sup>8</sup> Treadgold, M.L., (1988), *Bounteous bestowal: The economic history of Norfolk Island*, National Centre for Developmental Studies, Pacific Research Monograph no. 18. The Australian National University, Canberra.

### 3 Management Issues

#### 3.1 Waste Disposal

Up until the Island's waste management centre opened at the beginning of October 2003, all of the Island's general municipal and commercial waste was disposed of at two solid waste facilities in Headstone Reserve.<sup>9</sup>

The "top tip", which was located between Headstone Road and the cliff, consisted of a small timber hut to accommodate the site attendant and a pit into which combustible garden prunings, combustible building materials, and combustible non-putrescible household waste were deposited for burning. Litter, especially plastics blown from the top tip and from vehicles delivering waste to the site, was a constant problem in the Reserve, for neighbouring landowners and for the marine environment.<sup>10</sup> Occasionally, garden waste and rubble was illegally dumped in the Reserve opposite the top tip.

When the Island's waste management centre was opened, the top tip was decommissioned and the site rehabilitated. At the same time, the "bottom tip", which is located on the cliff top adjacent to Headstone Creek, was closed to the general public as waste was then delivered to the Waste Management Centre and then transported to Headstone via government trucks.

Opening the waste management centre and closure of the bottom tip to the public enabled the disposal of waste to be better controlled and provided the opportunity for more responsible waste disposal practices including waste reduction and recycling, and the implementation of effective, environmentally responsible processing and disposal practices.<sup>11</sup>

Although the construction of the Waste Management Centre in 2003 was the start of improving waste management strategies no landfill on the Island and the cost of exporting general municipal and commercial wastes not an economically viable option,<sup>12</sup> the bottom tip was retained as an interim facility for burning all non-recyclable wastes prior to disposal of the ash by-product into the sea.

Water from a concrete tank in Headstone Creek above the waterfall was used to flush ash from the burning cage into the sea and to keep the site clean. However, at times the adjacent Headstone Creek is littered with unburnt rubbish.

The site became further degraded once the burning cage fell into the ocean and rubbish was then piled up and burnt directly on the ground where the timber hut was once situated.

In 2016 the Norfolk Island Regional Council made a commitment to cease the ocean outfall of all of its solid waste which was strongly supported by the community.

In 2018 Council commissioned a multipurpose baler and sort line which allowed recovery of recyclable material and for the general waste to be compacted and baled for export to Australia for final disposal. This has significantly reduced the volume of waste that is disposed of into the ocean.

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<sup>9</sup> Both sites were used for waste disposal from the late 1970's and were approved for that purpose, subject to specific conditions, by the Conservator of Public Reserves on 29<sup>th</sup> June 2000 (Gazette No. 33).

<sup>10</sup> Barbed wire fences in the reserve and nearby were commonly festooned with plastic bags and other wind blown litter.

<sup>11</sup> For instance, during 2004, four to five times as many aluminium drink cans were intercepted at the waste management centre for recycling than used to be intercepted when the bottom tip was operating.

<sup>12</sup> With the exception of asbestos, which is packaged in accordance with appropriate standards and shipped to Australia for disposal.- To my knowledge asbestos has never been exported only packaged and stored.

Council also purchased an in-vessel composting facility, heavy duty car baler, automatic bale wrapper and glass crusher hopper. Once all of the aforementioned infrastructure has been commissioned, up to 85% of the island solid waste will be diverted from headstone.

Table 2 outlines the volume of waste that has been recovered and exported since Council made its commitment to cease ocean outfall of solid waste.

*Table 2. Waste exports from the Norfolk Island Waste Management Centre in 2018/19.*

Waste stream	Quantity
Batteries	37.94 Tonnes
Ewaste/White Goods	260.48 cubic metres
Shredded Tyres	38.305 Tonnes
Residual Waste	85.4 Tonnes
PET Plastics	4.6 Tonnes
Ferrous & Non Ferrous metals	63.3 Tonnes
Steel Cans	8.159 Tonnes
Aluminum Cans	5.266 Tonnes

### **3.2 Sewage**

The sewer main from the sewage treatment plant at the airport runs underground parallel to Headstone Road and discharges near sea level between the former top tip site and Half Century picnic area.

Concerns have been raised about the quality of treated effluent and the impacts this may be having on the receiving environment. Council are working towards replacing the existing wastewater treatment plant to allow for effluent to be recycled and used on the island.

Although the intention is to recycle as much of the wastewater on the island as possible the outlet will likely need to be maintained for emergency overflows.

### **3.3 Rock extraction**

Norfolk Island Regional Council is exploring the possibility of extracting rock on Norfolk Island in the future to address the shortage of rock on the Island, and Headstone Reserve is one potential location. Although there is significant work to do to determine if the quality of rock is satisfactory and rock extraction in Headstone Reserve is feasible and legal, it is possible that this may occur. It is important to ensure that appropriate mitigation measures and offsets are planned as part of the project to ensure rock extraction activities do not have a negative overall impact on the environment and the recreational potential of Headstone Reserve.

### **3.4 Cultural Heritage**

The 1850 memorial headstone (Figure 5), after which the district and the Reserve are named, is prominently located on the cliff top and is exposed to strong, salt-laden winds. As a result, the headstone is subject to weathering and requires periodic conservation work.

Stock have been excluded from the memorial headstone precinct and the rails originally erected to protect it from stock have been removed.

The remaining concrete steps used by ships passengers during the first half of the 20<sup>th</sup> century are in poor condition, but are still used by people rock fishing at Headstone Point (Figure 6).



Figure 6. The concrete steps previously used by ships passengers are now used by people rock fishing.

### 3.5 Weeds

Several woody weeds occur in Headstone Reserve, although these are fairly scattered throughout the Reserve. The species are Holly (*Schinus terebinthifolius*), African Olive (*Olea europaea ssp. Cuspidata*), Mirror Plant (*Coprosma repens*), Lantana (*Lantana camara*), Coast Morning Glory (*Ipomoea cairica*) and African Box Thorn (*Lycium ferocissimum*). The African Box Thorn is in the far northern part of the reserve and is a part of a large population of this spiky shrub on the coastal slopes in Hundred Acres Reserve.

The main weeds are the grasses Kikuyu Grass (*Pennisetum clandestinum*) and Buffalo Grass (*Stenotaphrum secundatum*) that inhibit regeneration of the natives. The dense sward of these grasses often suppress tree growth.

### 3.6 Pest Animals

Feral cats (*Felis domesticus*) and two species of rat are the main pest species in Headstone Reserve, and they present significant threats to the native flora and fauna within the Reserve.



Cats mainly feed on vertebrate prey, making nesting birds and their chicks particularly vulnerable, with adult and young Ghostbirds (*Puffinus pacificus*), White Terns (*Gygis alba royana*), Black Noddies (*Anous minutus minutus*) and other seabirds found killed by cats common during the breeding season.

A voluntary public survey was undertaken on Norfolk Island in 2017 to determine which of the following three options members of the community supported with regard to cats on Norfolk Island: (1) Do nothing; (2) Ban cats from Norfolk Island; or (3) Allow continued cat ownership under controlled conditions. Of the 182 voluntary respondents, 69% supported continued ownership under controlled conditions. The vast majority of respondents also made written comments and one of the most common comments was that private people were actively trapping cats, and that feral cats were a big problem on Norfolk. This shows the high level of community support for feral cat control.

Both the Polynesian Rat (*Rattus exulans*) and the Black Rat (*Rattus rattus*) occur in the Reserve. Both species of rat feed on the seed and fruit of a variety of native and introduced plants; and predate a variety of terrestrial fauna, including snails, land crabs, bird eggs and nestlings. The recovery of native flora and fauna following the eradication of the Black Rat from a number of New Zealand off-shore islands and other islands around the world has demonstrated that this introduced species has a devastating effect on biodiversity. The Black Rat has had and continues to have a significant impact on the biota of Norfolk Island. The Black Rat contributed to the post-war extinction of bird species such as the Black and White Sparrow (*Lalage leucopyga*), White-breasted Silvereye (*Zosterops albogularis*) and Grey-headed Blackbird (Guava Bird) (*Turdus poliocephalus poliocephalus*), and has led to the serious decline in others such as the Pacific Robin (*Petroica multicolor multicolor*). The Black Rat is also thought to be responsible for the extinction of both species of bat (Gould's Wattled Bat (*Chalinolobus gouldii*) and the Norfolk Island Free-tail Bat (*Mormopterus [Tadarida] norfolkensis*)).

Feral chickens (*Gallus gallus*) occur within Headstone Reserve and can have a dramatic impact on the environment by scratching and displacing native seedlings and dispersing noxious weed seeds. Feral chickens also feed upon invertebrates such as endemic land snails and dung beetles, which play a vital role in the Reserve. The culling of feral chickens in Norfolk Island Public Reserves does occur, although culling is currently prohibited for 3 months during December, January and February each year, and the feral chicken population increases during this time as a result.

The Crimson Rosella (Red Parrot) (*Platycercus elegans*) was introduced to Norfolk Island as a cage bird, and is now prolific on the Island. The Crimson Rosella is in direct competition with native bird species such as the Norfolk Island Green Parrot (*Cyanoramphus novaezelandiae cookii*) for territory and nesting sites (tree hollows) across the Island. Crimson Rosella's also take over Sacred Kingfisher (Nuffka) (*Todiramphus sanctus norfolkensis*) nests, excavating the narrow entrance to accommodate their larger size and rendering the site useless for the much smaller Kingfisher thereafter for nesting.

An infestation of Argentine Ants was found at the old tip site in 2010, and is thought to have been accidentally introduced to the Reserve with wood chip mulch used as part of previous habitat rehabilitation projects. The Norfolk Island Argentine Ant Eradication Program is currently underway and this infestation will be baited to achieve eradication in line with the CSIRO Norfolk Island Argentine Ant Eradication Strategy.

### **3.7 Stock grazing**

Cattle have been excluded from the higher part of the Reserve, and the revegetation has established well in this area. Grazing occurs around the swamp in the north of the Reserve, reducing the height and diversity of plants within the wetland area (Mills 2017).

Cattle grazing has not occurred within a large portion of the Reserve west of Headstone Road for over 30 years, providing opportunities for revegetation and the establishment of public recreation sites. Native Flax is gradually re-establishing on the cliff slopes where stock grazing has been excluded.

However, cattle are causing significant damage to Headstone Creek upstream from Headstone Road. Trampling of stream bed vegetation increases erosion, damages reed beds and destroys potential fauna habitat. A number of traditional craft species, such as Native Flax (*Phormium tenax*), Ti (*Cordyline obtecta*), Norfolk Island Palm (*Rhopalostylis baueri* var. *baueri*), and Drain Flags (*Typha orientalis*) are available in only a few locations on the Island. These species are likely to have been present along Headstone Creek. Removal of stock from Headstone Creek would enable these species to be re-established and made available for traditional crafts.

### **3.8 Recreation**

The Reserve is a popular venue for rock fishing, tourism, and sightseeing, however, the waste disposal facility in the Reserve constrains recreational activities such as picnics and barbecues.

The northern section of the Reserve has similar coastal views to Puppy's Point and a view of sunsets over the ocean. The Reserve could provide alternative facilities to Puppy's Point (Selwyn Reserve) for evening fish fry tours and other public and commercial recreation activities. However, the proximity of the bottom tip waste disposal area significantly reduces the amenity of the Reserve and its recreational potential.

### **3.9 Access and facilities**

Headstone Road runs through the Reserve and links with New Farm Road. A sealed side road along Headstone Creek provides access to the bottom tip. There is room for one or two cars to park near Headstone Creek, from which pedestrians can walk to the headstone memorial, or to the rocks to fish.

A stand pipe adjacent to Headstone Creek provides public access to non-potable water pumped from the dam on Headstone Creek to two concrete header tanks in the Reserve.

There are an appropriate number of picnic tables (Figure 7) and seats within the Reserve and these are currently in good condition. Public toilets (Figure 8), bins and barbecues are also provided for Reserve visitors and these are also currently adequate for the number of visitors, although consideration should be given to replacing the old barbecues with gas fired units.



Figure 7. Picnic tables and seats are provided for Reserve Visitors.



Figure 8. Public toilets are in good condition and adequate for current visitor numbers.

There are some areas where the public has access to unsafe areas along the steep cliffs within the Reserve, and public safety could be an issue in these locations (Figure 9).

The signage provided throughout the Reserve, including interpretive signage (Figure 10), is generally adequate and in good condition, although some signs are in need of repair or replacement, and further safety signage would improve safety for Reserve visitors.



Figure 9. Public safety could be an issue in some areas, and barriers and signage should be installed to warn of the danger of steep cliffs in these areas.



Figure 10. Signage is generally in good condition, although some signs need repair or replacement.

### 3.10 Breeding Seabird Habitat

Seabird nesting habitat along the cliff edge, particularly for the Wedge-tailed Shearwater (Ghostbird) (*Ardeana pacifica*), White Terns (*Gygis alba royana*) and possibly Black Noddies (*Anous minutus minutus*), has been reduced by the past removal of native forest. Replacement of coastal forest by dense swards of Kikuyu Grass (*Pennisetum clandestinum*) has also have reduced the area available to Ghostbirds and Little Shearwaters.

### 3.11 Wetland habitat and water storage

Headstone Creek is one of the few perennial creeks on Norfolk Island and would have supported a variety of native flora and contributed significantly to the Island's biodiversity. Re-establishing wetland habitat along the whole of the creek in the Reserve, including the section below the bridge and waterfall would compliment habitat restoration by the neighbouring upstream land owner.

Low rainfall in 2018/19 led to the dam drying out, and this is thought to have resulted in acid sulphate soils and a pH of less than 4 within the dam. The water is now treated before entering the concrete tanks to raise the pH and to ensure it is not harmful to cattle in the long term. It is very likely that the water quality will not improve over time and that the water from the dam will require ongoing treatment if it is to be used for stock.

There has been some discussion about increasing the size and capacity of the dam on Headstone Creek to allow for the storage of more water during dry times. The water quality issues and acid sulphate soils will need to be considered when planning for the enlargement of the dam, as it now may not be viable .

### 3.12 Habitat rehabilitation

Because of the open, exposed nature of most of the Reserve, there is a relatively high rate of loss of the remaining mature trees and it is particularly difficult to establish new plantings.

Members of the community planted double rows of White Oaks (*Lagunaria patersonia*) in the University Point area in 1999 as part of National Tree Day. These trees are now established and will provide shelter for future revegetation. Pohutakawa (*Metrosideros excelsa*), an introduced species, has also been planted to provide shelter for future revegetation, and the original plan was to progressively remove this as the native plants became established behind it (Figure 11).



Figure 11. Pohutakawa has been planted to provide shelter for future revegetation.

Exclusion of stock from the cliff slopes and most of the cliff top west of Headstone Road has enabled Native Flax (*Phormium tenax*) to re-establish on some cliff slopes. Re-establishing native plant communities, including flax fields, on the steep slopes in the reserve has helped to stabilise areas that are actively eroding and further plantings should establish and replace areas of introduced Kikuyu (*Pennisetum clandestinum*).

## 4 Management Strategy

*Management Vision: To conserve and enhance the scenic quality and biodiversity of Headstone Reserve for the enjoyment of current and future generations of Norfolk Islanders and visitors, and to ensure the ongoing protection and survival of its flora and fauna.*

### 4.1 Waste Disposal, sewage disposal and potential future rock extraction

*Strategic Objective: To ensure the impact of waste disposal and sewage outfall on Reserve values is minimised while Norfolk Island Regional Council work to reduce and/or stop waste disposal and sewage outfall into the sea, and to plan and manage rock proposed rock extraction activities to mitigate against and offset damage to the environment.*

Rubbish will continue to be sorted to ensure recyclable materials and other waste can be exported from the Island to Australia where it can be disposed of in a more sustainable manner.

Norfolk Island Regional Council will continue to work towards stopping the dumping of waste into the sea by installing and commissioning the planned infrastructure covered in Section 3.1, and making other beneficial changes to the management of waste on the Island.

The “bottom tip” at Headstone Reserve will be better managed to ensure there is a reduction in the amount of litter that is blown into the sea, throughout the Reserve and onto private land.

The Waste Water Treatment Plant will be upgraded to allow wastewater to be treated and reused on Norfolk Island, and stop or drastically reduce sewage outfall into the sea.

If approval is granted and rock extraction does occur within Headstone Reserve, stringent mitigation measures will be put in place and appropriate environmental offsets will be planned and implemented to improve the overall condition of Headstone Reserve and other high priority public reserves on Norfolk Island. Mitigation measures and offsets will be detailed and costed out in an independently prepared Environmental Impact Statement/Assessment and funding will be provided prior to the rock extraction work commencing.

#### **4.1.1 Management Actions: Waste disposal, sewage and potential future rock extraction**

- (a) Operate the bottom tip according to the Details of Controlled Activity and Permit Requirements for Headstone Reserve.
- (b) Continue to operate the Norfolk Island Waste Management Centre to allow waste to be exported and recycled (High Priority).
- (c) Install the infrastructure required at the Waste Management Centre to stop waste being dumped into the sea (High Priority).
- (d) Improve the way in which waste is currently managed at the bottom tip to reduce the amount of litter that is blown into the sea, throughout the Reserve and onto private land (High Priority).
- (e) Upgrade the Waste Water Treatment Plant according to recommendations from the Balmoral Group to stop or drastically reduce sewage outfall into the sea (High Priority).
- (f) If rock extraction is approved to proceed within Headstone Reserve, plan and implement stringent mitigation measures and appropriate environmental offsets according to an independently prepared Environmental Impact Statement/Assessment (High Priority).

## 4.2 Ecological Restoration

*Strategic Objective: To strategically re-establish native forest habitat in the Reserve and enhance and conserve native coastal cliff vegetation.*

Headstone Reserve contains only scattered remnants of the original vegetation communities. Rehabilitation of coastal cliff vegetation will enhance the scenic qualities of the reserve, protect cliff stability, and improve habitat.

Targeted weed control will be undertaken within the Reserve to reduce the presence of woody weeds. The African Boxthorn (*Lycium ferocissimum*) infestation within Headstone Reserve will be targeted at the same time as the population within the nearby Hundred Acres Reserve to reduce the possibility of reinfestation within the two Reserves. Methods for the control of African Boxthorn of steep cliffs will be explored.

Removing large woody weeds from cliff slopes is difficult, and is likely to exacerbate erosion and expose nearby native plants. Selective control techniques such as basal-bark spraying will be used to control weeds on steep slopes and cliffs.

Wherever practical and aesthetically appropriate, woody weeds that can be expected to decompose and disintegrate within a couple of years, such as Hawaiian Holly (*Schinus terebinthefolius*), Porpieh (Guava) (*Psidium cattleianum* var. *cattleianum*) and Wild Tobacco (*Solanum mauritianum*) will be left *in situ* to minimise disturbance and weed control effort. Woody weeds that are not expected to decompose within a couple of years (such as African Olive (*Olea europea* subsp. *cuspidata*)) where practical will be removed if they are visually prominent or likely to result in weed invasion.

The planting of forest trees across the central part of the Reserve where previous plantings have been successful will continue. The existing plantings are now providing a wind break for future plantings, which will assist with the survival of the new plantings.

To restore wetland habitat, the fencing of Headstone Creek to exclude cattle from the creek upstream and downstream from Headstone Road will be investigated. Planting the edges of the creek with native species should also be considered.

The eroded slope to the east of the creek, and cliff edge to the south-east between the creek and Hundred Acres Reserve will be fenced and restored. The eroded slope may need to be filled and after stabilising will be planted with Native Flax (*Phormium tenax*) and Moo-oo (*Cyperus lucidus*).

The moderately sloping cliff area to the south of University Point is largely covered by introduced grasses, but also supports some Norfolk Island Pines (*Araucaria heterophylla*), White Oaks (*Lagunaria patersonia*) and Native Flax (*Phormium tenax*). Long-term rehabilitation of this 0.8ha area will largely rely on natural regeneration of Native Flax, Moo-oo, and native trees. However, enhancement planting, particularly with White Oak (*Lagunaria patersonia*), will be undertaken if necessary.

Pohutukawa (*Metrosideros excelsa*) planted along the cliff top to arrest erosion and shelter planted native plants will be monitored to ensure it is not spreading throughout the Reserve.

Coastal cliff vegetation that provides breeding habitat for seabirds will be enhanced by the selective removal of exotic species to promote the establishment of natives, in particular Native Flax and other coastal cliff species.

The former top tip site has been rehabilitated and planted with Norfolk Island Pines (*Araucaria heterophylla*) and White Oaks (*Lagunaria patersonia*) in pallets. Further windbreaks will be created within these areas with additional planting, while maintaining some open views.

Individual and small groups of Norfolk Island Pines (*Araucaria heterophylla*) and White Oaks (*Lagunaria patersonia*) will be planted in timber pallet enclosures in areas grazed by cattle.

#### **4.2.1 Management Actions: Ecological Restoration**

- (g) Undertake weed control targeting the smaller patches of woody weeds in the Reserve (High Priority).
- (h) Undertake coordinated control of African Boxthorn within Headstone and Hundred Acres Reserve (High Priority).
- (i) Continue the planting of appropriate forest trees and other species across the central part of the Reserve (High Priority).
- (j) Investigate the fencing of Headstone Creek to exclude cattle from the creek upstream and downstream from Headstone Road, and consider the revegetation of the riparian area along the Creek with appropriate species (High Priority).
- (k) Restore the eroded slope to the east of the creek, and cliff edge to the south-east between the creek and Hundred Acres Reserve by planting appropriate native species such as Native Flax and Moo-oo (High Priority).
- (l) Continue to exclude stock to encourage natural regeneration of Native Flax, Moo-oo, and other native species and allow the long-term rehabilitation of the moderately sloping cliff area to the south of University Point (High Priority).
- (m) Enhancement planting, particularly with White Oak (*Lagunaria patersonia*) will be undertaken in the moderately sloping cliff area to the south of University Point if necessary (High Priority).
- (n) Pohutukawa planted along the cliff top to arrest erosion will be monitored to ensure it is not spreading throughout the Reserve (Medium Priority).
- (o) Coastal cliff vegetation that provides breeding habitat for seabirds will be enhanced by the selective removal of exotic species to promote the establishment of native coastal cliff species (High Priority).
- (p) Create wind breaks with additional planting of native species, while maintaining some open views (High Priority).
- (q) Additional Norfolk Island Pines (*Araucaria heterophylla*) and White Oaks (*Lagunaria patersonia*) will be planted in timber pallet enclosures in areas grazed by cattle (Medium Priority).

### **4.3 Cultural Heritage Management**

*Strategic Objective: To maintain the scenic quality and character of the reserve and protect important cultural heritage values.*

Maintaining and enhancing coastal views is an important component in planting designs and vegetation management and will be considered when planning revegetation and site rehabilitation.

The memorial headstone precinct will be kept well maintained with regular mowing and slashing. The monument will be re-painted as necessary and advice will be sought on the conservation of the fabric of the headstone.

Availability of traditional craft plants will be increased by including native craft species in habitat rehabilitation along Headstone Creek.



#### **4.3.1 Management Actions: Cultural Heritage Management**

- (a) Allow for the maintenance and enhancement of coastal views when planning revegetation and site rehabilitation (High Priority).
- (b) The memorial headstone precinct will be kept well maintained with regular mowing and slashing. The monument will be re-painted as necessary and advice will be sought on the conservation of the fabric of the headstone (High Priority).
- (c) Availability of traditional craft plants will be increased by including native craft species in habitat rehabilitation along Headstone Creek (Medium Priority).

#### **4.4 Pest Animal Management**

*Strategic Objective: To reduce the negative impacts of pest animal species on flora and fauna within the Reserve and other Reserve values.*

The Argentine Ant Eradication Program is targeting Argentine Ant infestations across Norfolk Island according to the Argentine Ant Eradication Strategy, and Headstone Reserve (and the Western Cliffs) will be treated as part of this Strategy.

Until it is confirmed that Argentine ants have been eradicated from the Reserve, all plant and equipment used in the Reserve will be inspected, cleaned and if necessary sprayed with pesticide prior to leaving the Reserve to ensure it is free of Argentine ants, or any soil or vegetative material that might harbour Argentine ants. Any timber or other material will be inspected and sprayed with pesticide prior to its removal from the Reserve.

A seasonal rat-baiting program will be implemented within the Reserve to protect vulnerable flora species. Annual rat baiting will also reduce predation pressure on breeding seabird colonies and other native birds that may occur in and around the Reserve.

Live trapping will be used to control cats in the Reserve when required, particularly during bird breeding seasons.

A feral chicken control program will be implemented within Norfolk Island Public Reserves to reduce the feral chicken population and protect native plants and invertebrates such as endemic land snails and dung beetles.

##### **4.4.1 Management Actions: Pest Animal Management**

- (a) Undertake Argentine Ant eradication within the Reserve through the Argentine Ant Eradication Program according to the Norfolk Island Argentine Ant Eradication Strategy (High Priority).
- (b) Inspect, clean and if necessary treat all plant and equipment used in the Reserve appropriately prior to leaving the Reserve to ensure it is free of Argentine ants, or any soil or vegetative material that might harbour Argentine ants (High Priority).
- (c) Inspect and spray any timber or other organic material with pesticide prior to its removal from the Reserve (High Priority).
- (d) Establish an ongoing coordinated Rat control program across Norfolk Island Public Reserves with a target of reducing rat numbers in areas with vulnerable flora and fauna, and reducing predation pressure on birds (High Priority).
- (e) Carry out targeted Cat trapping and humane euthanasia, with a focus on reducing Cat numbers prior to and during the seabird breeding season (High priority).

- (f) Carry out feral chicken control within Norfolk Island Public Reserves and encourage neighboring landholders to control feral chickens on their properties (High Priority).
- (g) When eradication of Argentine Ants does occur, ensure appropriate precautions are taken to ensure Argentine Ants do not re-establish within the Reserve (High Priority).

#### **4.5 Stock Management**

*Strategic Objective: To manage stock so that grazing is sustainable, native plants are protected, ecosystems are restored and erosion is managed.*

Cattle will continue to be excluded from the Reserve west of Headstone Road to allow for the re-establishment of native vegetation and to allow for further development of public recreation sites. The continuing exclusion of cattle will also result in the further establishment of Flax on cliff slopes, which will contribute to the control of erosion and also provide a natural safety barrier to the cliffs for Reserve visitors.

Cattle are causing damage to Headstone Creek upstream from Headstone Road and the removal of stock from this area will be considered.

The re-establishment of a number of traditional craft species, such as Native Flax, Ti, Norfolk Island Palm, and Drain Flags along Headstone Creek will take place if the removal of stock from Headstone Creek occurs.

##### **4.5.1 Management Actions: Stock Management**

- (a) Maintain current grazing regimes within the Reserve (including the current exclusion of grazing from designated areas) to protect native plant species and reduce the potential for erosion (Ongoing).
- (b) Consider excluding stock from Headstone Creek (High Priority).
- (c) Undertake revegetation with appropriate native species in the riparian zone along Headstone Creek if the exclusion of Cattle occurs (High priority).

#### **4.6 Recreation, access and facilities**

*Strategic Objective: To provide for appropriate and safe public recreation and commercial use, and to meet the requirements for access and infrastructure in Headstone Reserve without compromising the values of the Reserve.*

Signs will be designed and erected in appropriate locations to provide visitors with information about significant natural and cultural features of the Reserve.

Safety signage will be installed at areas where Reserve visitors can access dangerous areas along the cliff line, and constructed or natural vegetated barriers will be installed in these areas.

The grassed walking track from Headstone Road to the headstone memorial will be maintained by mowing and with a whipper snipper.

A grassed track will be kept mown or slashed to enable people to walk along the cliff top between the Half Century picnic area, University Point and the headstone memorial.

To provide safe views of the coastline, the construction of a timber viewing platform about 25m down the University Point ridge from the proposed University Point picnic area will be investigated. A

viewing platform may also be considered at the Half Century picnic area, subject to the availability of funding.

The two picnic tables installed at Half Century picnic area in 2012 provide adequate picnic facilities for Reserve visitors and will be maintained.

The closure and rehabilitation of the top tip has presented an opportunity to develop the University Point area for sightseeing and picnicking. The shelter plantings in the University Point area have now developed well enough to provide a suitable landscape for the development of this area for use by the public and commercial tour operators. Further plantings will be undertaken and a plan will be prepared for the expansion of facilities in this area, subject to the availability of funding.

The number, type, and location of rubbish bins in the Reserve will be reviewed periodically by the Conservator of Public Reserves.

School visits to the Reserve that are designed to provide an understanding of Norfolk Island's natural and cultural heritage and aimed to encourage students to participate in environmental protection, management, research and rehabilitation will be encouraged.

Appropriate walking tours in the Reserve that are designed to provide visitors with an understanding of Norfolk's natural and cultural heritage will be encouraged.

Community groups will be encouraged to assist in the development and implementation of management programs in Headstone Reserve.

The existing barbeques will be replaced with gas barbeques and appropriate barbeque shelters will be provided.

Existing visitor facilities will be maintained and assessed for repair or replacement as required.

#### **4.6.1 Management Actions: Recreation, access and facilities management**

- (a) Undertake an audit of existing signage within the Reserve and replace or repair signage in disrepair, and install additional signage (including safety signage and interpretative signage) where the need is identified (High Priority).
- (b) Maintain the grassed walking track from Headstone Road to the headstone memorial by mowing and with a whipper snipper (High Priority).
- (c) Mow or slash a grassed track to enable people to walk along the cliff top between the Half Century picnic area, University Point and the Headstone memorial (High Priority).
- (d) The construction of a timber viewing platform about 25m down the University Point ridge from the proposed University Point picnic area will be investigated (Medium Priority).
- (e) A viewing platform at the Half Century picnic area will also be considered, subject to the availability of funding (Medium Priority).
- (f) Maintain the existing picnic tables installed at Half Century picnic area (High Priority).
- (g) Further plantings will be undertaken at University Point within the "top tip" area and a plan will be prepared for the expansion of facilities in this area, subject to the availability of funding (High Priority).
- (h) Review the number, type, and location of rubbish bins in the Reserve (Ongoing).
- (i) Encourage school visits to the Reserve to encourage students to participate in environmental protection, management, research and rehabilitation (Medium Priority).

- (j) Encourage appropriate walking tours in the Reserve to provide visitors with an understanding of Norfolk's natural and cultural heritage (Medium Priority).
- (k) Encourage community group participation to assist with the development and implementation of management programs in Headstone Reserve (High Priority).
- (l) Replace existing barbecues with gas barbecues and appropriate barbecue shelters (High Priority).
- (m) Maintain existing visitor facilities and assess for repair or replacement as required (High Priority).
- (n) Erect appropriate timber safety barriers in dangerous areas along the cliff line and revegetate behind the barriers with appropriate low-growing native species (High Priority).

#### **4.7 Wetland habitat and water storage**

*Strategic Objective: To improve wetland habitat within the Reserve while allowing for the sustainable provision of water for stock.*

The existing wetland will be fenced to exclude stock and protect existing native species.

Appropriate native plant species will be planted around the perimeter of the wetland to increase the diversity of native species and to provide another source of plant material for cultural activities.

Water quality monitoring will continue within Headstone Creek and the current dam, and water will be treated to ensure it is safe for stock if necessary.

The enlargement of the existing dam should be considered, while taking into account the current water quality issues and the impact of the enlargement of the dam on native species within the Reserve.

If the dam is enlarged appropriate funding for permanent post and rail fencing and revegetation around the perimeter of the dam within the Reserve with a 10 metre setback will be provided as part of the project.

##### **4.7.1 Management Actions: Wetland habitat and water storage**

- (a) Fence the existing wetland to exclude stock and revegetate with appropriate native species (High Priority).
- (b) Monitor water quality regularly and treat water within holding tanks to ensure it is safe for stock use if necessary (High Priority).
- (c) Consider enlarging the existing dam, taking into account the current water quality issues and the impact on native vegetation following the construction of the dam (Medium Priority).
- (d) If the dam is enlarged, the perimeter of the dam should will be fenced with post and rail fencing with a setback of 5-10 metres, and appropriate native species should be planted to increase plant diversity within the Reserve and to provide a source of cultural species (High Priority).

#### **4.8 Research and Monitoring**

*Strategic Objective: To improve scientific knowledge about the natural and cultural assets within the Reserve by encouraging research activities that inform and improve management.*

The Conservator of Public Reserves and Norfolk Island Regional Council will work with Norfolk Island National Park and other partners to promote and encourage appropriate and relevant scientific research, particularly around threatened species conservation, in Headstone Reserve. This scientific knowledge can then be used to improve the management of Headstone Reserve and other Norfolk island reserves.

#### **4.8.1 Management Actions: Research and Monitoring**

- (a) Promote and encourage appropriate and relevant scientific research in all Norfolk Island Reserves (High Priority).

### **4.9 Planning for Efficient Reserve Management**

*Strategic Objective: To deliver the best possible outcomes by efficiently allocating management resources across the Norfolk Island Public Reserves*

The Norfolk Island Public Reserves network currently consists of 12 reserves<sup>13</sup>, each of which has a Plan of Management. Within each plan there are many actions, and Council needs a method to determine which actions are funded first. These management actions have been prioritised as high, medium or low (or ongoing), which will help in determining which actions to fund first. However, there are many reserves and Council must determine which actions from which reserves are to be funded in each successive annual budget. To do this, the high, medium and low priority actions for one reserve need to then be compared against the high, medium and low value actions for all other reserves.

To enable management actions to be compared against one another across the entire reserve network, the reserves themselves need to be prioritised. All of the reserves are intrinsically valuable, for many different reasons including conservation, recreation and heritage values. Spatial prioritisation of land for conservation and land management is a well-established science that allows land managers to direct funding to where it is most needed (Moilanen *et. al.* 2009). It is recognised that this is a complex process, and one which is generally performed by computer modelling software. Therefore, a full prioritisation project is recommended. In the interim, a draft prioritisation of the reserves has been prepared during the management planning process, and is presented in Appendix 2.

It is recommended that all actions from all management plans be pooled, and sorted into high, medium, low or ongoing status. This list of actions then needs to be further filtered using the priority assigned to each reserve. High priority actions in high priority reserves would generally be considered for funding before low priority actions in lower priority reserves. The highest priority actions would then be considered for funding in the annual Council operational plan. Obviously, this is only a starting point as Council's annual budget will need to consider a broad range of other factors and other projects competing for funding.

#### **4.9.1 Management Actions: Planning for Efficient Reserve Management**

- (a) Determine the priority of each reserve in the Public Reserves network for budget and resource allocation purposes. Amongst other things, this prioritisation should consider the objects of the *Public Reserves Act 1997 (NI)*, the zoning and gazetted purpose of the reserve and on ground observations. Priorities will change over time, so this is a dynamic process. In the interim, draft priorities have been assigned to each reserve in Appendix 2 of this Plan of Management (High priority).
- (b) Combine the management action priority (e.g. high, medium or low) with the reserve priority to determine which actions across the entire reserve network are funded in each successive Council annual Operational Plan (High priority).
- (c) Track the progress of each of the actions in the annual Operational Plan as a measure of the success of the Plan of Management (Medium priority).

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<sup>13</sup> Potentially subject to change, as per Appendix 3

## SUMMARY TABLE OF MANAGEMENT ACTIONS FOR HEADSTONE RESERVE 2020 - 2030

*Management Vision: To conserve and enhance the scenic quality and biodiversity of Headstone Reserve for the enjoyment of current and future generations of Norfolk Islanders and visitors, and to ensure the ongoing protection and survival of its flora and fauna.*

Theme	Strategic Objectives	Actions (How will we get there?)	Priority
4.1 Waste disposal and sewage	To ensure the impact of waste disposal and sewage outfall on Reserve values is minimised while Norfolk Island Regional Council work to reduce and/or stop waste disposal and sewage outfall into the sea.	4.1.1 (a) Operate the bottom tip according to the Details of Controlled Activity and Permit Requirements for Headstone Reserve Table.	High
		4.1.1 (b) Continue to operate the Norfolk Island Waste Management Centre to allow waste to be exported and recycled.	High
		4.1.1 (c) Install the infrastructure required at the Waste Management Centre to stop waste being dumped into the sea.	High
		4.1.1 (d) Improve the way in which waste is currently managed at the bottom tip to reduce the amount of litter that is blown into the sea, throughout the Reserve and onto private land.	High
		4.1.1 (e) Upgrade the Waste Water Treatment Plant according to recommendations from the Balmoral Group to stop or drastically reduce sewage outfall into the sea.	High
		4.1.1 (f) If rock extraction is approved to proceed within Headstone Reserve, plan and implement stringent mitigation measures and appropriate environmental offsets according to an independently prepared Environmental Impact Statement/Assessment.	High
4.2 Ecological Restoration	To strategically re-establish native forest habitat in the reserve and enhance and conserve native coastal cliff vegetation.	4.2.1 (a) Undertake weed control targeting the smaller patches of woody weeds in the Reserve.	High
		4.2.1 (b) Undertake coordinated control of African Boxthorn within Headstone and Hundred Acres Reserve.	High
		4.2.1 (c) Continue the planting of appropriate forest trees and other species across the central part of the Reserve.	High
		4.2.1 (d) Investigate the fencing of Headstone Creek to exclude cattle from the creek upstream and downstream from Headstone Road, and consider the revegetation of the riparian area along the Creek with appropriate species.	High
		4.2.1 (e) Restore the eroded slope to the east of the creek, and cliff edge to the south-east between the creek and Hundred Acres Reserve by planting appropriate native species such as Native Flax and Moo-oo.	High
		4.2.1 (f) Continue to exclude stock to encourage natural regeneration of Native Flax, Moo-oo, and other native species and allow the long-term rehabilitation of the moderately sloping cliff area to the south of University Point.	High
		4.2.1 (g) Enhancement planting, particularly with White Oak ( <i>Lagunaria patersonia</i> ) will be undertaken in the moderately sloping cliff area to the south of University Point if necessary.	High

Theme	Strategic Objectives	Actions (How will we get there?)	Priority
		4.2.1 (h) Pohutukawa planted along the cliff top to arrest erosion will be monitored to ensure it is not spreading throughout the Reserve.	Medium
		4.2.1 (i) Coastal cliff vegetation that provides breeding habitat for seabirds will be enhanced by the selective removal of exotic species to promote the establishment of native coastal cliff species.	High
		4.2.1 (j) Create wind breaks with additional planting of native species, while maintaining some open views.	High
		4.2.1 (k) Additional Norfolk Island Pines and White Oak ( <i>Lagunaria patersonia</i> ) will be planted in timber pallet enclosures in areas grazed by cattle.	Medium
4.3 Cultural Heritage Management	To maintain the scenic quality and character of the reserve and protect important cultural heritage values.	4.3.1 (a) Allow for the maintenance and enhancement of coastal views when planning revegetation and site rehabilitation.	High
		4.3.1 (b) The memorial headstone precinct will be kept well maintained with regular mowing and slashing. The monument will be re-painted as necessary and advice will be sought on the conservation of the fabric of the headstone.	High
		4.3.1 (c) Availability of traditional craft plants will be increased by including native craft species in habitat rehabilitation along Headstone Creek.	Medium
4.4 Pest Animal Management	To reduce the negative impacts of pest animal species on flora and fauna within the Reserve and other Reserve values.	4.4.1 (a) Undertake Argentine Ant eradication within the Reserve through the Argentine Ant Eradication Program according to the Norfolk Island Argentine Ant Eradication Strategy.	High
		4.4.1 (b) Inspect, clean and if necessary treat all plant and equipment used in the Reserve appropriately prior to leaving the Reserve to ensure it is free of Argentine ants, or any soil or vegetative material that might harbour Argentine ants.	High
		4.4.1 (c) Inspect and spray any timber or other organic material with pesticide prior to its removal from the Reserve.	High
		4.4.1 (d) Establish an ongoing coordinated Rat control program across Norfolk Island Public Reserves with a target of reducing rat numbers in areas with vulnerable flora and fauna, and reducing predation pressure on birds.	High
		4.4.1 (e) Carry out targeted Cat trapping and humane euthanasia, with a focus on reducing Cat numbers prior to and during the seabird breeding season.	High
		4.4.1 (f) Carry out feral chicken control within Norfolk Island Public Reserves and encourage neighbouring landholders to control feral chickens on their properties.	High

Theme	Strategic Objectives	Actions (How will we get there?)	Priority
		4.4.1 (g) When eradication of Argentine Ants does occur, ensure appropriate precautions are taken to ensure Argentine Ants do not re-establish within the Reserve.	High
4.5 Stock Management	To manage stock so that grazing is sustainable, native plants are protected, ecosystems are restored and erosion is managed.	4.5.1 (a) Maintain current grazing regimes within the Reserve (including the current exclusion of grazing from designated areas) to protect native plant species and reduce the potential for erosion.	High/Ongoing
		4.5.1 (b) Consider excluding stock from Headstone Creek.	High
		4.5.1 (c) Undertake revegetation with appropriate native species in the riparian zone along Headstone Creek if the exclusion of cattle occurs.	High
4.6 Recreation, access and facilities.	To provide for appropriate and safe public recreation and commercial use, and to meet the requirements for access and infrastructure in Headstone Reserve without compromising the natural and cultural values of the Reserve.	4.6.1 (a) Undertake an audit of existing signage within the Reserve and replace or repair signage in disrepair, and install additional signage (including safety signage and appropriate interpretive signage) where the need is identified.	High
		4.6.1 (b) Maintain the grassed walking track from Headstone Road to the headstone memorial by mowing and with a whipper snipper.	High
		4.6.1 (c) Mow or slash a grassed track to enable people to walk along the cliff top between the Half Century picnic area, University Point and the Headstone memorial.	High
		4.6.1 (d) The construction of a timber viewing platform about 25m down the University Point ridge from the proposed University Point picnic area will be investigated.	Medium
		4.6.1 (e) A viewing platform at the Half Century picnic area will also be considered, subject to the availability of funding.	Medium
		4.6.1 (f) Maintain the existing picnic tables installed at Half Century picnic area.	High
		4.6.1 (g) Further plantings will be undertaken at University Point within the "top tip" area and a plan will be prepared for the expansion of facilities in this area, subject to the availability of funding.	High
		4.6.1 (h) Review the number, type, and location of rubbish bins in the Reserve.	High/Ongoing
		4.6.1 (i) Encourage school visits to the Reserve to encourage students to participate in environmental protection, management, research and rehabilitation.	Medium



Theme	Strategic Objectives	Actions (How will we get there?)	Priority
		4.6.1 (j) Encourage appropriate walking tours in the Reserve to provide visitors with an understanding of Norfolk's natural and cultural heritage.	Medium
		4.6.1 (k) Encourage community group participation to assist with the development and implementation of management programs in Headstone Reserve.	High
		4.6.1 (l) Replace existing barbeques with gas barbeques and appropriate barbeque shelters	High
		4.6.1 (m) Maintain existing visitor facilities and assess for repair or replacement as required.	High
		4.6.1 (n) Erect appropriate timber safety barriers in dangerous areas along the cliff line and revegetate behind the barriers with appropriate low-growing native species	High
4.7 Wetland habitat and water storage	To improve wetland habitat within the Reserve while allowing for the sustainable provision of water for stock.	4.7.1 (a) Fence the existing wetland to exclude stock and revegetate with appropriate native species.	High
		4.7.1 (b) Monitor water quality regularly and treat water within holding tanks to ensure it is safe for stock use if necessary.	High
		4.7.1 (c) Consider enlarging the existing dam, taking into account the current water quality issues and the impact on native vegetation following the construction of the dam.	Medium
		4.7.1 (d) If the dam is enlarged, the perimeter of the dam should will be fenced with post and rail fencing with a setback of 10 metres and appropriate native species should be planted to increase plant diversity within the Reserve and to provide a source of cultural species.	High
4.8 Research and Monitoring	To improve scientific knowledge about the natural and cultural assets within the Reserve by encouraging research activities that inform and improve management.	4.8.1 (a) Promote and encourage appropriate and relevant scientific research in all Norfolk Island Reserves.	High

Theme	Strategic Objectives	Actions (How will we get there?)	Priority
4.9 Planning for Efficient Reserve Management	To deliver the best possible outcomes by efficiently allocating management resources across the Norfolk Island Public Reserves	4.9.1 (a) Determine the priority of each reserve in the Public Reserves network for budget and resource allocation purposes. Amongst other things, this prioritisation should consider the objects of the Public Reserves Act 1997 (NI), the zoning and gazetted purpose of the reserve and on ground observations. Priorities will change over time, so this is a dynamic process. In the interim, draft priorities have been assigned to each reserve in Appendix 2 of this Plan of Management.	High
		4.9.1 (b) Combine the management action priority (e.g. high, medium or low) with the reserve priority to determine which actions across the entire reserve network are funded in each successive Council annual Operational Plan.	High
		4.9.1 (c) Track the progress of each of the actions in the annual Operational Plan as a measure of the success of the Plan of Management.	Medium

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## Appendix 1: Controlled Activities

Some activities are only permitted in the public reserves by obtaining a permit as per Part V of the *Public Reserves Act 1997*. These activities are known as controlled activities, and the permit must be either:

- specified by a plan of management; or
- by notice published in the Gazette by the Conservator of Public Reserves; or
- by a permit granted to an individual by the Conservator of Public Reserves.

Should a proposed activity be inconsistent with a plan of management, a permit is required. All activities undertaken in a reserve must be consistent with the objects of the *Public Reserves Act 1997*, regardless of whether a permit is required or not. The objects of the *Public Reserves Act 1997* are 'to protect and conserve public reserves so as to –

- (a) promote the conservation of the natural environment and landscape beauty of Norfolk Island;
- (b) promote the conservation of the heritage of Norfolk Island; and
- (c) preserve the way of life and the quality of life of the people of Norfolk Island'

Table 3 outlines the controlled activities in this Plan of Management, as they are specific to Headstone Reserve. Should activities inconsistent with those outlined in Table 3 be undertaken in Headstone Reserve; (i) they must be consistent with the objects of the *Public Reserves Act 1997*; and (ii) they must be undertaken as per the conditions of a permit from the Conservator of Public Reserves.

Table 3. *Controlled Activities specific to Headstone Reserve.*

Activity Type	Details of Controlled Activity and Permit Requirements for Headstone Reserve
Waste disposal	<p>The disposal of municipal and commercial waste, litter, refuse, rubble, garbage or waste of any description shall only be brought into and or deposited in the Reserve provided:</p> <ul style="list-style-type: none"> <li>• such litter or waste shall only consist of material that cannot be recycled through the waste management centre and shall not include any: <ul style="list-style-type: none"> <li>– garden prunings, or other green waste;</li> <li>– materials of any kind other than timber, whether liquid or solid, that are or may be toxic or potentially hazardous to any person or to the environment, including but not limited to: <ul style="list-style-type: none"> <li>– asbestos or other toxic or potentially hazardous domestic, building, commercial or industrial materials;</li> <li>– heavy metals or any materials that may contain heavy metals;</li> <li>– strong acid, alkali or other toxic or potentially hazardous liquids or chemicals;</li> </ul> </li> </ul> </li> <li>• any such litter or waste is deposited only at the bottom tip site (refer to Figure 2 of this plan);</li> <li>• any combustible litter or waste is placed in and combusted in an appropriate burning facility at the bottom tip site;</li> <li>• no unburned combustible litter or commercial wastes shall be allowed to discharge into the sea;</li> <li>• the whole of the bottom tip site, from the gate at Headstone Road, and the creek and nearby hillsides and cliffs are kept clean and tidy by employees of the Norfolk Island Regional Council with responsibility for waste management;</li> <li>• all litter or waste within the Reserve that may have fallen from any vehicle while being transported to the bottom tip site shall be picked up by employees of the Norfolk Island Regional Council with responsibility for waste management so that the Reserve is maintained at all times in a clean and tidy state;</li> <li>• the bottom tip site is managed by employees of Norfolk Island Regional Council with responsibility for waste management so as to meet these conditions.</li> </ul> <p>“Litter” has the same meaning as “litter” in section 38 of the <i>Public Reserves Act 1997</i>.</p> <p>“Commercial waste” has the same meaning as “commercial waste” in section 39 of the <i>Public Reserves Act 1997</i>.</p>

Activity Type	Details of Controlled Activity and Permit Requirements for Headstone Reserve
Quarrying	<p>The Conservator of Public Reserves <u>may</u> consider approving a permit for rock extraction/quarrying activities within Headstone Reserve providing:</p> <ul style="list-style-type: none"> <li>• A thorough independent investigation is done to determine the suitability of Headstone Reserve as a rock extraction site in comparison to other potential sites on public and private land on Norfolk Island for rock extraction, and Headstone Reserve is identified as the best location for this activity.</li> <li>• All required permits and approvals (including permits from Marine Parks Australia and EPBC Act referrals where required) are obtained prior to any works commencing.</li> <li>• A detailed Environmental Impact Statement/Assessment is prepared by an independent party as part of the development.</li> <li>• The Environmental Impact Statement considers the impact of the rock extraction on the environment in Headstone Reserve (including flora, fauna) and details and costs appropriate mitigation measures and environmental offsets, including habitat restoration, revegetation, weed control, erosion control and improvements to drainage and runoff from Public Reserves into the Marine Park in Headstone Reserve and/or in other High Priority Public Reserves on Norfolk Island to ensure no net loss of environmental values on Norfolk Island.</li> <li>• The Conservator of Public Reserves is satisfied that the recommended environmental offsets and mitigation measures are appropriate to ensure there will be no long-term overall impact on the environment of Norfolk Island.</li> <li>• Funding for the recommended environmental offsets is provided following approval to proceed, and prior to the commencement of any activities associated with rock extraction.</li> </ul>

Table 4 outlines controlled activities in all public reserves on Norfolk Island, outlining what activities do not require formal approval, and providing guidance where a permit is required. Should activities inconsistent with those outlined in Table 3 be undertaken in Headstone Reserve, (i) they must be consistent with the objects of the *Public Reserves Act 1997*; and (ii) they must be undertaken as per the conditions of a permit from the Conservator of Public Reserves.

*Table 4. Controlled Activities in all Norfolk Island Public Reserves*

Activity Type	Details of Controlled Activity and Permit Requirements for ALL Public reserves
1. Hazardous Activities	<p>No person shall undertake any activity within a Reserve that may reasonably be expected to expose them or any other person to injury or death. Any other activity that may reasonably be expected to pose some hazard or nuisance to any person or to nuisance to the Reserve or adjoining land or sea may not be undertaken in a Reserve without a permit.</p> <p>The Conservator of Public Reserves may only grant such a permit if he or she is satisfied that reasonable measures can and will be taken by the person proposing the activity to ensure that the hazard or nuisance is minimised and likely to be reduced to an acceptable level.</p>

<b>Activity Type</b>	<b>Details of Controlled Activity and Permit Requirements for ALL Public reserves</b>
2. Firearms, other Weapons, Traps and Snares	<p>No member of the public shall possess, carry or use within a Reserve any form of:</p> <ul style="list-style-type: none"> <li>• firearm, hunting bow, spear, slingshot, or any other weapon;</li> <li>• any type of trap, net, or snare, other than would reasonably be used and is intended to be used in rock fishing without a permit.</li> </ul> <p>The Conservator of Public Reserves may only grant such a permit if it is in the interests of the conservation and management of the Reserve to do so.</p>
3. Explosive Devices	<p>No person shall possess, carry or use within a Reserve any form of explosive device, including pyrotechnic devices such as fireworks of any kind, without a permit.</p> <p>The Conservator of Public Reserves may only grant such a permit if it is in the interests of the conservation and management of the Reserve to do so. A permit can only be granted if the proposed activity:</p> <ul style="list-style-type: none"> <li>• is an integral and important part of a community celebration that has been agreed by the Norfolk Island Regional Council;</li> <li>• is to be conducted by a properly licensed person; and</li> <li>• meets the safety standards for that activity that would have to be met in an Australian State or Territory.</li> </ul> <p>Any person proposing to possess, carry or use any explosive device within a Reserve when applying for a permit shall provide the Conservator of Public Reserves with written details and plans of the proposed activity, proof of licences, a copy of appropriate standards and any other relevant technical details. A permit to conduct these activities shall not be granted unless the applicant holds a valid public risk liability insurance policy for at least \$20 million and meets the requirements in relation to certificates of currency and indemnity forms set out in this table at 20. Commercial Activities.</p>
4. Artefacts	<p>A person shall not interfere with any artefact in a Reserve without a permit. An 'artefact' is any man-made object, thing or item and includes but is not restricted to any object, thing or item that in some way has been protected or that may be capable of being protected under any other legislation. 'Artefact' includes any man-made object, thing or item that can reasonably be construed to be or to have been the property of a person or persons unknown.</p> <p>The Conservator of Public Reserves may only grant such a permit if it is in the interests of the conservation and management of the Reserve to do so.</p>
5. Metal Detecting	<p>No person shall use a metal detecting device in any public Reserve without a permit.</p> <p>The Conservator of Public Reserves may only grant such a permit if it is in the interests of the conservation and management of the Reserve to do so.</p>
6. Native and Other Animals	<p>No member of the public shall:</p> <ul style="list-style-type: none"> <li>• have in their possession, interfere with, damage, injure or destroy an animal whether alive or dead in a Reserve;</li> <li>• feed any animal in a Reserve; or</li> <li>• take an animal into, leave an animal in or knowingly permit an animal to enter a Reserve without a permit.</li> </ul>

Activity Type	Details of Controlled Activity and Permit Requirements for ALL Public reserves
	The Conservator of Public Reserves may only grant such a permit if it is in the interests of the conservation and management of the Reserve to do so, or essential to the interpretive and education aims of the plan of management.
7. Protection of Individuals of All Species	<p>No member of the public shall:</p> <ul style="list-style-type: none"> <li>• take an individual of any species in a Reserve; or</li> <li>• remove an individual of any species from a Reserve without a permit.</li> </ul> <p>The Conservator of Public Reserves may only grant such a permit if it is in the interests of the conservation and management of the Reserve to do so, or essential to the interpretive and education aims of the plan of management.</p> <p>Despite anything in this paragraph, plants or parts of plants may be picked or removed in accordance with Sections 10 (Exotic Fruit), 11 (Traditional Craft Materials), 12 (Pine Seed Collection), and 13 (Firewood) of this table.</p>
8. Dogs	<p>Except as otherwise provided here, or provided in the <i>Dogs Registration Act 1936</i> and the <i>Dogs Registration Regulations 1994</i>, a person shall not take a dog into a Reserve unless that dog is under the control of and is in the company of that person.</p> <p>A dog must be kept on a leash <u>at all times</u> within Hundred Acres, Bumbora and Point Ross Reserves, and within other areas of Reserves that are not grazed by cattle to avoid death or injury to seabirds and other birds.</p> <p>A dog that is accompanied by and is under the control of a person is permitted in:</p> <ul style="list-style-type: none"> <li>• those areas in public Reserves to which cattle normally have access for grazing;</li> <li>• all of Point Hunter, Kingston Common and Kingston Recreation Reserves except for those parts of those Reserves between the seaward side of Bay Street and high water mark and between the seaward side of the road around Emily Bay and high water mark; and</li> <li>• those parts of Government House Domain Reserve generally to the south of the wall on the south and south east of Government House grounds and driveway to which the public normally have access;</li> </ul> <p>A person shall not permit any dog over which they could reasonably be expected to exercise control to go onto a tee, green or bunker that is part of Government House Domain Reserve or Point Hunter Reserve that is maintained and used by the Norfolk Island Golf Club as part of the golf course.</p> <p>A person shall not permit any dog over which they could reasonably be expected to exercise control to enter the graveyard in Cemetery Reserve.</p> <p>A person shall not permit any dog over which they could reasonably be expected to exercise control to interfere with any native animal or the habitat of any native animal.</p>



Activity Type	Details of Controlled Activity and Permit Requirements for ALL Public reserves
	A person who could reasonably be expected to be responsible for exercising control over a dog in a Reserve must carry means for removing and disposing of dog faeces. If a dog over which a person could reasonably be expected to exercise control defecates in a Reserve that person must remove the faeces from the Reserve. A person shall not feed a dog in a Reserve.
9. Plants	<p>No member of the public shall:</p> <ul style="list-style-type: none"> <li>• have in their possession, interfere with, damage, injure or destroy any plant whether alive or dead in a Reserve; or</li> <li>• take a plant into or leave a plant in a Reserve without a permit.</li> </ul> <p>Despite anything in this paragraph, plants or parts of plants may be picked or removed in accordance with Sections 10 (Exotic Fruit), 11 (Traditional Craft Materials), 12 (Pine Seed Collection), and 13 (Firewood) of this table.</p>
10. Exotic Fruit	Hand picking of fruits from exotic plants, such as peach, guava and lemon, for personal consumption is permitted in all public Reserves.
11. Traditional Craft Materials	Picking and removing by hand of foliage of <i>Typha orientalis</i> (Flags, Drain Flax, Bulrush) within Headstone Reserve, Kingston Recreation Reserve, Kingston Common Reserve and Bumbora Reserve for making traditional handicrafts is permitted. Picking and removing by hand of foliage of <i>Cyperus lucidus</i> (Moo-oo) and <i>Phormium tenax</i> (Flax) within all public Reserves for making traditional handicrafts is permitted. 'Traditional handicrafts' does not include items made for sale. Persons must ensure that they do not cause damage to any other plants when picking and removing the foliage of <i>Typha orientalis</i> (Flags, Drain Flags, Bulrush), <i>Cyperus lucidus</i> (Moo-oo) and <i>Phormium tenax</i> (Flax).
12. Pine Seed Collection	<p>Pine seed collection is not permitted in the Reserves without a permit</p> <p>The Conservator of Public Reserves may grant a permit for the collection of pine seed or cones from:</p> <ul style="list-style-type: none"> <li>• unfenced areas in public Reserves to which cattle normally have access; and</li> <li>• picnic areas in public Reserves;</li> </ul> <p>only if it is in the interests of the conservation and management of a public Reserve to do so.</p>
13. Firewood Collection	<p>Firewood collection is not permitted in the Reserves without a permit.</p> <p>The Conservator of Public Reserves may permit the collection of firewood only if it is in the interests of the conservation and management of a public Reserve to do so.</p>
14. Monuments and Memorials	<p>A person shall not erect or place a monument, memorial or commemorative marker of any kind in a public Reserve without approval from the Conservator of Public Reserves.</p> <p>The Conservator of Public Reserves may grant approval for a person to erect or place a monument, memorial or commemorative marker only if the proposed monument, memorial or commemorative marker:</p> <ul style="list-style-type: none"> <li>• is of a style and structure appropriate to the local setting in the Reserve;</li> <li>• is a reminder of a person who, or a group or organisation which, made a major contribution to conserving the area or its biodiversity;</li> <li>• reflects cultural associations with the area by individuals or groups; and</li> </ul>

Activity Type	Details of Controlled Activity and Permit Requirements for ALL Public reserves
	<ul style="list-style-type: none"> <li>• marks a significant event in the history of the Reserve.</li> </ul> <p>A proposal to erect or place a monument, memorial or commemorative marker in memory of a deceased person may only be approved if the deceased had a strong, long-standing involvement with conserving the area or its biodiversity. In considering a proposal to erect or place a monument, memorial or commemorative marker, the Conservator of Public Reserves shall also have regard to:</p> <ul style="list-style-type: none"> <li>• potential impacts on the amenity of the Reserve including but not limited to visual obtrusiveness taking into account materials, size, design and content; and</li> <li>• satisfactory maintenance arrangements or commitments, including costs, by the proponent.</li> </ul> <p>The Conservator of Public Reserves may only grant such a permit if it is in the interests of the conservation and management of the Reserve to do so.</p>
15. Research	<p>A person shall not undertake any research for an archaeological, scientific or any other purpose or take, measure or in any other way mark or tag any samples of air, water, soil, rock or take, measure or in any other way mark or tag any biological item, organism or material within a Reserve without a permit.</p> <p>The Conservator of Public Reserves may only grant such a permit if it is in the interests of the conservation and management of the Reserve to do so, or essential to the interpretive and education aims of the plan of management. Unless a formal agreement has been reached that ensures that the Norfolk Island community will share appropriately in any profits or other benefits from the proposed access to biological resources, permits granted for scientific research purposes will not convey to the permit holder or any other person, institution or corporation any rights whatsoever to any benefits that may flow from intellectual property obtained by the permit holder as a result of the permit holder's activities. In such cases, every permit granted for scientific research purposes shall include the following condition:  <i>This permit is issued for scientific research and educational purposes only and does not convey to the permit holder or any other person, institution or corporation any rights whatsoever to any benefits that may flow from intellectual property obtained by the permit holder as a result of the permit holder's activities pursuant to this permit, such intellectual property and benefits remaining vested in the Norfolk Island Regional Council and or the Commonwealth of Australia as the case may be.</i></p>
16. Horse-riding	<p>Horses may be ridden without a permit in those areas in public Reserves to which cattle normally have access for grazing.</p> <p>A permit may be granted for occasional horse riding within other Reserves if the Conservator of Public Reserves is satisfied that such activity will not adversely affect the amenity of the Reserve for other users and will not damage the natural and cultural features of the Reserve.</p>
17. Motor Vehicles	<p>A person shall not use or leave a motor vehicle in a Reserve except in or on an area approved for the purpose. Motorised wheelchairs or mobility aids may be used to convey disabled persons in public Reserves. Motor vehicles required for emergency services response purposes, or for conservation and management will be permitted in a Reserve. Conservator of Public Reserves must be informed by the responding emergency service coordinator as soon as practicable of any entry of an emergency service response vehicle to a Reserve.</p>

Activity Type	Details of Controlled Activity and Permit Requirements for ALL Public reserves
	The Conservator of Public Reserves may permit commercial plant and equipment in the Reserve only if it is in the interests of the conservation and management of the Reserve.
18. Lighting Fires	<p>As per the <i>Public Reserves Act 1997</i>, a person shall not light, use or maintain a fire in a Reserve except in –</p> <ul style="list-style-type: none"> <li>(a) a fireplace approved for the purpose; or</li> <li>(b) a portable barbeque, or portable stove in which heat is provided by the burning of liquefied petroleum gas</li> </ul> <p>The Conservator of Public Reserves may approve the lighting of a fire or fires in a Reserve if it is in the interests of the conservation and management of the Reserve to do so.</p>
19. Non-commercial Sporting and Other Community Events	<p>Unless otherwise specifically approved in a plan of management, non-commercial sporting and other community events shall not occur in a Reserve without a permit.</p> <p>A permit shall not be granted for any non-commercial sporting or other community events unless the Conservator of Public Reserves is satisfied that such event will not adversely affect the amenity of the Reserve for other users and will not damage the Reserve.</p>
20. Commercial Activities	<p>As per the <i>Public Reserves Act 1997</i>, a person shall not undertake a commercial activity in a Reserve except in accordance with an approval for the activity. A permit to conduct a commercial activity in a Reserve shall not be granted unless the applicant provides a certificate of currency showing that he or she holds a valid public risk liability insurance policy for at least \$20 million. The certificate shall have endorsed upon it the Norfolk Island Regional Council's interest in granting the permit and shall specifically refer to the activities intended to be conducted pursuant to the permit. It will be presumed that in issuing the certificate of currency the insurer has been advised of the activities to be conducted and that those activities are not the subject of any exclusion under the policy held. The permit to conduct these activities will cease to be valid immediately if the permit holder's public risk liability insurance lapses for any reason during the period for which the permit has been issued or if a certificate of currency appears to be defective in any manner.</p> <p>A permit shall not be granted for any commercial activity unless the Conservator of Public Reserves is satisfied that such activity will not adversely affect the amenity of the Reserve for other users and will not damage the Reserve. Filming and photography of any kind other than for private purposes and the use of any part of a public Reserve for promotions of any kind are considered to be commercial activities. Wedding ceremonies are detailed in part 21 of this table. A permit shall not be granted for commercial activities, other than bus tours, off-road vehicle tours, walking tours, horse rides or picnics in a Reserve unless the Conservator of Public Reserves is satisfied that such activities are in the interests of the conservation and management of the Reserve, or are essential to the interpretive and education aims outlined in a plan of management. Commercial tour operators shall in all cases:</p> <ul style="list-style-type: none"> <li>• provide sufficient cooking equipment, tables and seating to cater for all of the persons on their tour; and</li> <li>• remove all rubbish and other wastes, including used cooking oil, generated by their activities.</li> </ul>
21. Weddings	Weddings are not permitted in Cemetery Reserve, Government House Domain Reserve and War Memorial Reserve without a permit.

Activity Type	Details of Controlled Activity and Permit Requirements for ALL Public reserves
	<p>A wedding ceremony may be conducted, including by a wedding celebrant in the course of a business, trade, profession or calling, without a permit in a public Reserve other than Cemetery Reserve, Government House Domain Reserve and War Memorial Reserve, provided</p> <ul style="list-style-type: none"> <li>• confetti or rice is not thrown;</li> <li>• hire equipment of any description is not used;</li> <li>• wedding parties use their own catering supplies: no commercial catering;</li> <li>• catering supplies are limited finger food and to non-alcoholic drinks;</li> <li>• no gazebos, marquees or other structures are erected;</li> <li>• there are no 'lanterns' and/or candles (or similar paraphernalia) with naked flames and no lighting of fires outside of a designated fireplace, or during a fire danger period declared under s21 of the Fire Control Act 2000;</li> <li>• no balloons or other non-biodegradable materials or paraphernalia are released into or left in the environment;</li> <li>• generators, electrical lighting and public broadcast equipment is not used;</li> <li>• the site and any facilities used are left clean and rubbish is removed prior to leaving the site;</li> <li>• the event does not conflict with the use or enjoyment of the Reserve by others; and</li> <li>• if the ceremony is conducted by a wedding celebrant in the course of a business, trade, profession or calling, that celebrant holds a valid public risk liability insurance policy in accordance with section 20 of this table</li> </ul>
22. Camping	<p>As per the <i>Public Reserves Act 1997</i>, a person shall not camp overnight in a Reserve except in an area approved for the purpose. Camping will not be permitted in any Reserve except Government House Domain Reserve other than on or in the immediate vicinity of the Polynesian settlement site and Point Hunter Reserve in the pines between Emily Bay and the golf course.</p> <p>Camping shall be permitted in Government House Domain Reserve and Point Hunter Reserve at times between 1 December and 1 March as specified in the Gazette. Camping in Government House Domain Reserve and Point Hunter Reserve at other times may be permitted only if the Conservator of Public Reserves is satisfied that it is in the interests of the conservation and management of the Reserve, or essential to the interpretive and education aims of the plan of management to do so.</p>
23. Structures	<p>A person shall not erect, place or leave a structure in a Reserve except in accordance with an approval.</p> <p>The Conservator of Public Reserves may only grant such a permit if it is in the interests of the conservation and management of the Reserve to do so.</p>
24. Chemicals	<p>No chemical pesticide, herbicide or toxic or noxious substance shall be used, left or deposited in a Reserve without a permit from the Conservator of Public Reserves.</p> <p>The Conservator of Public Reserves may only grant such a permit if it is in the interests of the conservation and management of the Reserve to do so.</p>

Activity Type	Details of Controlled Activity and Permit Requirements for ALL Public reserves
25. Quarrying and Mining	<p>The Conservator of Public Reserves <u>may</u> consider approving a permit for rock extraction/quarrying activities within Headstone Reserve providing:</p> <ul style="list-style-type: none"> <li>• A thorough independent investigation is done to determine the suitability of Headstone Reserve as a rock extraction site in comparison to other potential sites on public and private land on Norfolk Island for rock extraction, and Headstone Reserve is identified as the best location for this activity.</li> <li>• All required permits and approvals (including permits from Marine Parks Australia and EPBC Act referrals where required) are obtained prior to any works commencing.</li> <li>• A detailed Environmental Impact Statement/Assessment is prepared by an independent party as part of the development.</li> <li>• The Environmental Impact Statement considers the impact of the rock extraction on the environment in Headstone Reserve (including flora, fauna) and details and costs appropriate mitigation measures and environmental offsets, including habitat restoration, revegetation, weed control, erosion control and improvements to drainage and runoff from Public Reserves into the Marine Park in Headstone Reserve and/or in other High Priority Public Reserves on Norfolk Island to ensure no net loss of environmental values on Norfolk Island.</li> <li>• The Conservator of Public Reserves is satisfied that the recommended environmental offsets and mitigation measures are appropriate to ensure there will be no long-term overall impact on the environment of Norfolk Island.</li> <li>• Funding for the recommended environmental offsets is provided following approval to proceed, and prior to the commencement of any activities associated with rock extraction.</li> </ul> <p>Any other quarrying and or mining in any form, other than for sand from Cemetery Reserve in the short term, shall not be permitted in any other Reserve.</p> <p>Sand mining in Cemetery Reserve will be permitted by the Conservator of Public Reserves <u>only until an alternative source of sand is identified</u>, provided the sand is for an essential building or construction purpose, specifically;</p> <ul style="list-style-type: none"> <li>• plastering;</li> <li>• block and brick laying;</li> <li>• installation of water storage tanks; and</li> <li>• tiling for bathrooms, toilets and kitchens;</li> </ul> <p>Each removal of sand must be from within an area specified by the Conservator of Public Reserves, and in accordance with any conditions that the Conservator of Public Reserves may set from time to time; and an appropriate fee must be paid.</p> <p>In granting each permit for the removal of sand, the Conservator of Public Reserves shall have regard to archaeological advice, the advice of the KAVHA Site Manager, the KAVHA Conservation Plan of management and, in the case of requests for significant amounts of sand, any recommendation of the Norfolk Island Regional Council. A permit for the removal of sand for other than an essential building or construction purpose shall only be granted if it is in the overriding public interest to do so. Sand may not be removed elsewhere from within Cemetery Reserve or from within any other Public Reserve.</p>

Activity Type	Details of Controlled Activity and Permit Requirements for ALL Public reserves
26. Spoil Stockpiles	<p>The dumping and or stockpiling of soil, spoil or fill shall not be permitted in a Reserve unless that stockpile is in accordance with a plan of management, or in the opinion of the Conservator of Public Reserves, is essential to undertaking or completing works in a public Reserve to:</p> <ul style="list-style-type: none"> <li>• ensure public safety; and or</li> <li>• conserve the environment.</li> </ul>

### **Definitions for Controlled Activities**

**‘Animal’** means:

- (a) any invertebrate or vertebrate individual, organism or biological specimen alive or dead that is not a member of the plant kingdom or fungi kingdom, other than a domestic female bovine of the genus *Bos* to which a pasturage right<sup>14</sup> applies or its dependent calf up to 6 months old; or a registered<sup>15</sup> domestic dog of the genus *Canis*; or
- (b) any part of such an individual, organism or biological specimen; or
- (c) embryos, eggs or any other part of the reproductive cycle of such an individual, organism or biological specimen.

**‘Commercial activity’** has the same meaning as ‘commercial activity’ in section 46 of the Public Reserves Act 1997, which states:

*‘commercial activity’ means –*

- (a) supplying, or offering to supply, goods or services; or*
- (b) producing goods;*

*in the course of a business, trade, profession or calling.*

**‘Interfere’** has the same meaning as ‘interfere’ in section 42 of the *Public Reserves Act 1997*, which states ‘interfere’ includes remove, move, damage, deface, obscure and tamper.

**‘Nuisance’** includes noise, or environmental harm to the Reserve or potentially to adjoining land or sea.

**‘Plant’** means a member of a ‘species’ as defined here of the plant kingdom or the fungi kingdom.

**‘Species’** means a group of biological entities that:

- (a) interbreed to produce fertile offspring; or
- (b) possess common characteristics derived from a common gene pool; and includes:
- (c) a sub-species.

**‘Take’** means take, catch, capture or keep and includes, in relation to a live individual of any species, kill or injure (whether or not for the purpose of taking)

<sup>14</sup> In accordance with the *Pasturage and Enclosure Act 1949*.

<sup>15</sup> In accordance with the *Dogs Registration Act 1936*.

### ***Permit Application and Standard Indemnity***

A person seeking to undertake a controlled activity in a public reserve is required to use the permit application forms available from the Norfolk Island Regional Council. In signing the application form, the applicant is undertaking to indemnify the Commonwealth and the Norfolk Island Regional Council in the terms of the indemnity on the form. Every permit granted for a controlled activity shall include the following condition:

'The permit holder, in accordance with the indemnity provided on the application for the permit, fully and irrevocably indemnifies and saves harmless the Conservator of Public Reserves, all rangers, the Norfolk Island Regional Council together with all employees servants and agents thereof, the Administrator of Norfolk Island, the Crown and the Commonwealth of Australia jointly and severally from any and all liability and claims whatsoever arising in any way out of or in connection with or as a result of any activities carried out or conducted or proposed to be carried out or conducted under the permit or the involvement of any person firm or corporation in any way in regard to any activity carried out or to be carried out under the permit;

and the footnote:

*The Norfolk Island Regional Council expressly denies any liability for any injury occurring to any person who may conduct any activity pursuant to this permit.'*

The holder of a permit who has contravened a condition to which that permit is subject but who seeks to renew that permit or have a new permit granted will be required by the Conservator of Public Reserves to show cause why such permit should be renewed or granted.

In so showing cause, the permit holder will have to:

- provide evidence that fully explains the circumstances surrounding the contravention of the permit condition; and
- demonstrate the measures that the permit holder will take to ensure that the conditions to which a future permit would be subject will be complied with.

The Conservator of Public Reserves may, by notice in the Gazette, revoke or amend in any manner the approval or other regulation of any activity approved or otherwise controlled in a Plan of Management.

## Appendix 2: Preliminary Reserve Prioritisation for Resource Allocation

Table 5 presents the draft prioritisation of the reserves. In prioritising the reserves against one another, the draft prioritisation considered the criteria in Table 6. Note that this is a preliminary prioritisation only one of the high priority management actions from this plan is to formally prioritise the reserves using solid scientific methodology.

Table 5. Criteria for determining the priority of reserves for budget allocation

Criteria	Notes on Assessing the Reserves using Criteria
The objects of the <i>Public Reserves Act 1997 (NI)</i>	The objects of the Public Reserves Act 1997 (NI) are 'to protect and conserve public reserves so as to- a. promote the conservation of the natural environment and landscape beauty of Norfolk Island; b. promote the conservation of the heritage of Norfolk Island; and c. preserve the way of life and the quality of life of the people of Norfolk Island.' The reserves have been compared against the objects of the Act. Those reserves with greater environmental or heritage values have been assigned a higher priority than those with lower values.
On ground observations and survey results	Field values may include the presence of threatened species, amount of remnant vegetation cover, level of weed invasion, habitat for native fauna, presence of pest animals, etc. The reserve may also have heritage values such as evidence of Polynesian use, Pitcairn heritage use or European convict heritage.
Land zoning and overlay maps applicable under the NI Plan 2002; Reserve purpose when originally gazetted	Is the land in the open space, conservation or another zone? The more protected the land zoning, the higher the conservation potential of the land. Consideration should also be given to the Norfolk Island Strategic Plan Map (e.g. is the land in the High Rural/Conservation Value area?) and the Norfolk Island Heritage Overlay Map. The purpose of the reserve when it was first gazetted is also important. For example, was the reserve gazette for the conservation of flora and fauna, forestry, watering stock, common, or some other purpose?
Land use in adjoining allotments	Does the land adjoin areas with high conservation values, such as the National Park, or is it surrounded by small, heavily modified allotments? This will increase or reduce the conservation value of the land respectively.



Table 6. Draft prioritisation of Norfolk Island Public Reserves for allocation of management resources

<b>Reserve Name</b>	<b>Priority</b> (1 =Low to 10 = High priority)
Selwyn Reserve	9
Hundred Acres Reserve	9
Bumbora Reserve	8
Nepean Island Reserve	8
Two Chimneys Reserve	7.5
Anson Bay Reserve	6
Ball Bay Reserve	6
Cascade Reserve	5
Headstone Reserve	5
Point Ross Reserve	4
Middleridge Reserve	3
Stock Reserve	1

### Appendix 3: Transitional Reserve Management Arrangements Following Changes to the *Norfolk Island Act 1979* in 2016

The first plans of management were prepared for most of the Reserves in 2003. At this time there were 18 reserves managed by the former Administration of Norfolk Island. Each reserve had a plan of management including the 6 reserves located in KAVHA (i.e. Cemetery Reserve, Government House Domain Reserve, Kingston Common Reserve, Kingston Recreation Reserve, Point Hunter Reserve and War Memorial Reserve). There was also a separate overarching KAVHA Conservation Plan of management, which took precedence over the Public Reserves Plan of managements in the case of any inconsistencies.

Between 1978 and 2016, Norfolk Island had a form of internal self-government under the *Norfolk Island Act 1979 (Cth)*. The Norfolk Island Legislative Assembly was responsible for governing the island and managing the reserves. In 2015 – 2016 however, changes were made under the Act to remove internal self-government and it was determined that many services would be delivered by a newly elected Regional Council, including management of the Public Reserves. There were also changes to the ownership of a number of the public reserves as shown in Table 7.

Table 7. Changes to ownership and management of Norfolk Island Public Reserves

1. Reserves transferred from the Commonwealth to the Norfolk Island Regional Council <sup>16</sup>	2. Interests yet to be transferred from the Commonwealth of Australia to the Norfolk Island Regional Council	3. Interests to be retained by the Commonwealth of Australia <sup>17</sup>
<ul style="list-style-type: none"> <li>• Anson Bay Reserve</li> <li>• Ball Bay Reserve</li> <li>• Bumbora Reserve</li> <li>• The portion of Cascade Reserve previously known as the Quarantine Reserve</li> <li>• Headstone Reserve</li> <li>• Hundred Acres Reserve</li> <li>• Middleridge Reserve</li> <li>• Point Ross Reserve</li> <li>• Stock Reserve</li> <li>• Two Chimneys Reserve</li> </ul>	<ul style="list-style-type: none"> <li>• Nepean Island</li> <li>• Selwyn Reserve</li> <li>• The remainder of Cascade Reserve not previously known as the Quarantine Reserve (includes Philipsburg Cemetery)</li> </ul>	<ul style="list-style-type: none"> <li>• All KAVHA reserves including: Cemetery Reserve</li> <li>• Government House Domain Reserve</li> <li>• Kingston Common Reserve</li> <li>• Kingston Recreation Reserve</li> <li>• Point Hunter Reserve</li> <li>• War Memorial Reserve</li> </ul>

During 2019-2020, updated Public Reserve Plan of managements were prepared for the 10 reserves in Column 1 (includes part of Cascade Reserve) plus the reserves in Column 2 (includes the remainder of Cascade Reserve). The KAVHA reserves in Column 3 will be managed under a new arrangement with the KAVHA Heritage Plan of management 2016 still guiding the overall heritage management of the area. Instead of having individual public reserve plan of managements for the KAVHA reserves, it is anticipated that a Memorandum of understanding or a similar will be used to specify the management of the significant natural values of the reserves. Day to day operational work including mowing, issuing of camping permits and dog restriction enforcement will also need to be captured in this arrangement, as it is assumed that such works will be the responsibility of Council.

<sup>16</sup> As per the *Norfolk Island Land Transfer Ordinance 2016 (Cth)*

<sup>17</sup> As per advice from the Commonwealth Department of Infrastructure and Regional Development, 2016