

PLAN OF MANAGEMENT



STOCK RESERVE

2019 – 2029

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1 Introduction

1.1 Reserve Description

Stock Reserve is a small public reserve of only 0.65ha located in the south-western part of Norfolk Island, adjacent to Anson Bay Road (Figure 1 and Figure 2). This Reserve was once part of the Melanesian Mission Station and is located not far northwest of St Barnabas Chapel. Mission Creek, which runs through the reserve, is one of the few wetlands on Norfolk Island, although the wetland has been highly modified. The Reserve was originally declared a common to provide a watering point for cattle grazing on commons and roadsides in this part of Norfolk Island. Mission creek, Mission Swamp, and Mission Pool have been modified over the years to provide a more reliable stock water supply during drier seasons. The original vegetation has been cleared.

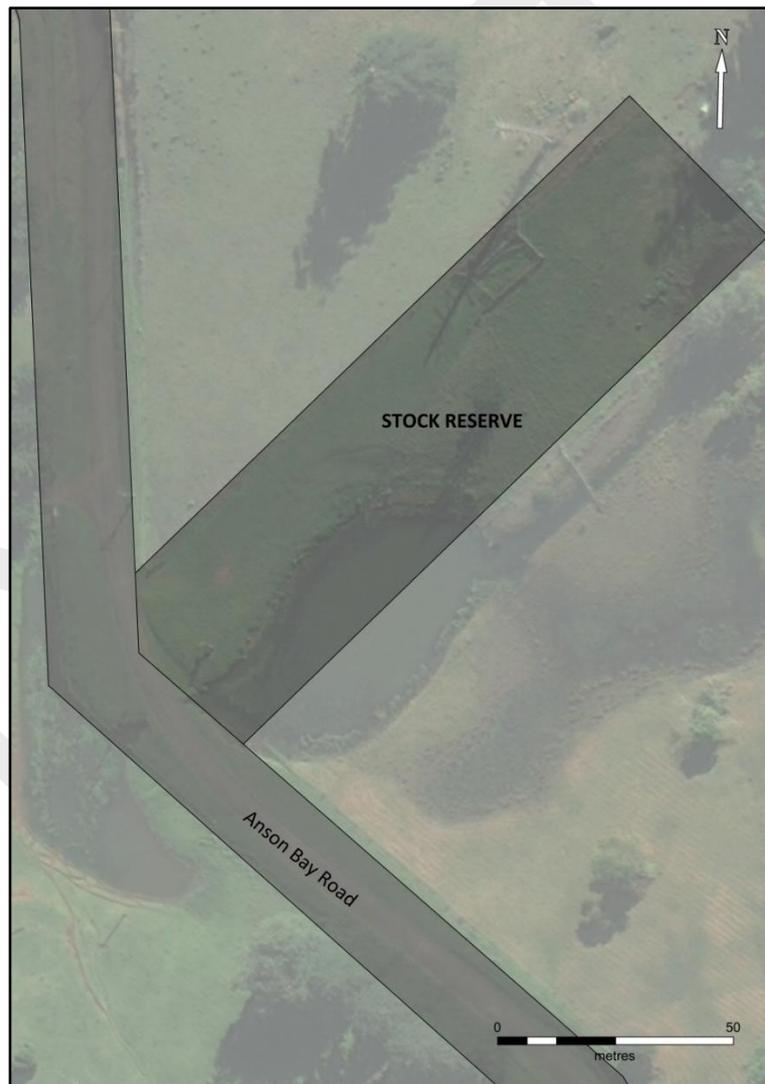


Figure 1: Stock Reserve Location and Boundaries

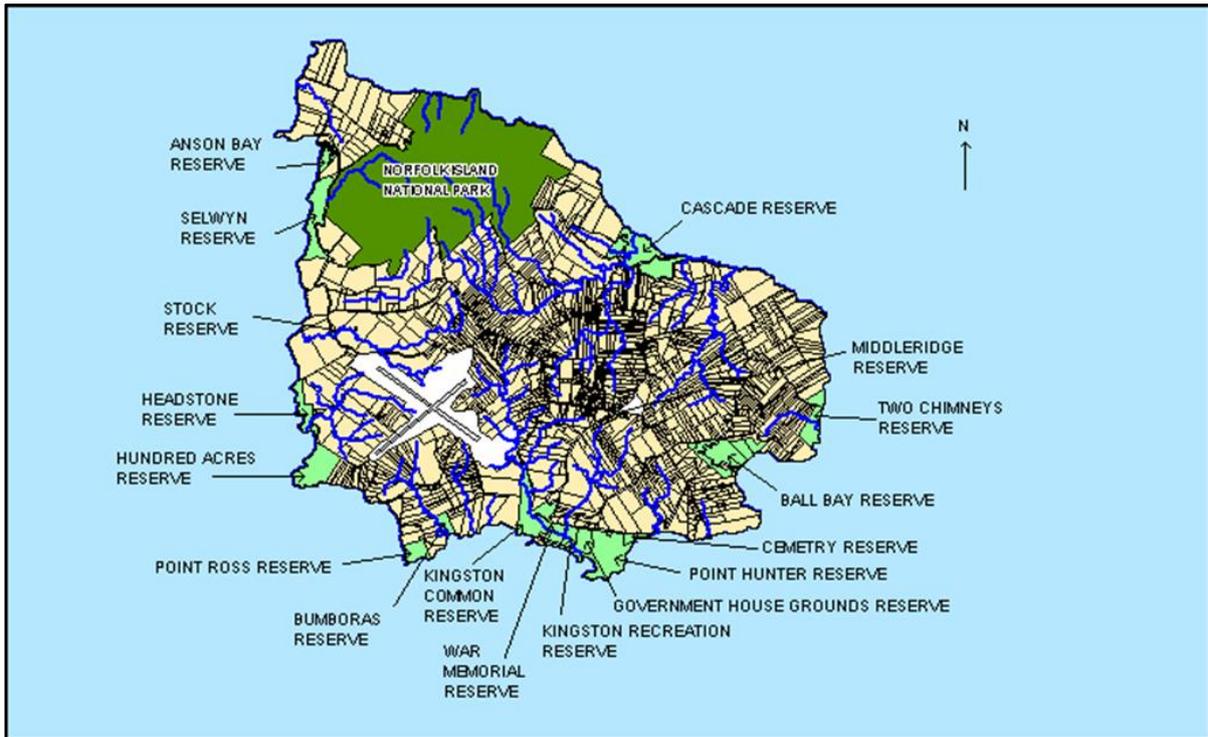


Figure 2. The Norfolk Island Reserve Network (Note: Figure excludes Nepean Island)¹

1.2 Public Consultation and Planning Framework

Stock Reserve was proclaimed a reserve under the *Commons and Public Reserves Act 1936* on 4 February 1937 for the purposes of a common.

The Stock Reserve is located in the Open Space Zone. The *Norfolk Island Plan 2002* 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 Plans of Management for the Public Reserves were made in 2003. In 2017, these original Plans of Management were placed on public display, with an invitation to provide feedback to produce updated plans of management. No feedback was received specifically about the Stock Reserve, but the following comments were received from multiple respondents with regard to the Reserves in general:

¹ This map shows all Public Reserves, including those that may be subject to changes in ownership as per Appendix 3.

- 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.

This is the first full revision of the Plan of Management for the Stock Reserve.

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 Management Plan.

The *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, 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 (Director of National Parks, 2010).

1.3 Heritage Listing

The Stock Reserve was listed on the Register of the National Estate (RNE) on 21 October 1980 as part of the Melanesian Mission. The RNE was replaced on 1 January 2004 by a National Heritage List, which recognises and protects places of outstanding heritage to the nation, and the Commonwealth Heritage List, which includes Commonwealth owned or leased places of significant heritage value. In 2016, the Commonwealth of Australia transferred ownership of the entire area of the Stock Reserve to the Administration of Norfolk Island, which has been superseded by the Norfolk Island Regional Council. Therefore, as the land is no longer Commonwealth Land, the reserve no longer appears on the Commonwealth Heritage List. The Stock Reserve however is listed on the Norfolk Island Heritage Register (under the *Heritage Act (NI) 2002*) as part of St Barnabas Area listing, which in total is approximately 8 hectares in size.

2 Significance of the Stock Reserve

The reserve has been completely cleared of any original vegetation and Mission Creek and Mission Pool have been significantly re-shaped. The creek now flows in a man-made channel adjacent to the eastern side of the Reserve and the deep part of Mission Pool is located within the reserve. Mission Pool and Mission Creek form one of the few permanent wetlands on Norfolk Island and there is potential for the re-establishment of a small but significant area of native wetland habitat at Mission Pool.

2.1 Geology and Landform

The topography of Stock Reserve is relatively flat with the reserve sloping in a south-easterly direction to Mission Creek. The gently sloping landform is the product of a long period of relatively low-energy stream erosion of the deeply weathered soils and sub-soils.

In the early 1990's, during an extended dry period when the creek virtually stopped flowing, the St Barnabas Parish Council carried out earthworks in and around Mission Pool. A channel was cut to straighten Mission Creek, which had previously flowed directly into the northern end of Mission Pool. Mission Pool itself was also extensively re-shaped.

2.2 Flora

The original native forest on the Reserve has been completely cleared. A small Norfolk Island Pine was planted in the centre of the Reserve by a visiting tour group in 1997. This is the most prominent vegetation in the reserve today. In his survey of the reserve Mills, 2017 states:

‘The land is mostly grassed with Kikuyu and Buffalo Grass. The creek swamp and dam edges (Mission Pool) support wetland vegetation, mainly Slender Knotweed *Persicaria decipiens* and Water Couch *Paspalum distichum*, the latter possibly a self-introduced native species (Mills 2010b). A few other natives occur in the reserve, but the vegetation is overwhelmingly introduced. These other native are planted Pine *Araucaria heterophylla* and Whitewood *Celtis paniculata*, one of each. Three other species are present in very low numbers new the creek, namely Swamp Hibiscus *Hibiscus diversifolius*², Rush *Juncus continuus* and Binung *Christella dentata*.’

2.3 Fauna

Mission Pool was once an important habitat for native wetland flora and fauna (Green, 1994; Turner *et. al*, 1968). A number of freshwater marsh bird species may no longer occur on Norfolk Island due largely to loss of wetland habitat. These include the Buff-banded Rail, which was recorded at Mission swamp in 1931 and 1975, but not in the 1978 Royal Australasian Ornithologists Union³ Census (Schodde *et. al*, 1983); and the Spotless Crake, which was recorded nesting in the ‘100 acre Reserve’ in 1909, and was observed at Cascade Creek in 1980. It may be that such birds are only visitors to Norfolk, and not permanent residents (Christian, 2005). There is no longer any suitable wetland habitat at Mission Pool for wetland birds.

Wetland birds that prefer open water, as well as species that that do not require dense swamp vegetation, have been observed in the reserve; particularly the White-faced Heron, Purple Swamphen or Tarler Bird, and introduced Mallard. Occasional visitors include the Little Black Cormorant, Great Cormorant, Great Egret, Intermediate Egret, Little Egret, Cattle Egret, Royal Spoonbill and Australian Shelduck, as well as migratory waders such as the Bar-tailed Godwit⁴ and Whimbrel. Welcome Swallow occur over Mission Pool and adjacent pastures in summer.

2.4 Cultural Heritage and Scenic Amenity

No evidence of early Polynesian use of the Reserve area has been found; however, as with many other parts of the island, it is likely that Polynesian people would have at least visited the area during the long period they inhabited Norfolk Island. Archaeological excavations at Kingston have shown that Norfolk Island was occupied, perhaps continuously, by Polynesian people for about 500 years from perhaps as early as 1200AD (Anderson, undated).

Much of Norfolk Island was cleared and farmed by Europeans early in the First Colonial Settlement. The land that is now the Stock Reserve was leased to Joseph Hall, a former convict, between 1794 and 1796.⁵ It is likely that Joseph Hall cleared his five acres of native forest. All of the land surrounding Joseph Hall’s lease was also leased or granted in the First Settlement. A track running from Kingston to Anson Bay via Longridge and Queensborough (a First Colonial Settlement town site on Mission Creek upstream from Stock Reserve) is shown passing across the southern part of Joseph Hall’s lot and crossing what is now known as Mission Creek in about the same location as the present road.

² *Hibiscus diversifolius* was first collected from Mission Pond in 1804: *Flora of Australia* Volume 49, Oceanic Islands 1, AGPS, Canberra (1994): p117.

³ Now known as ‘Birds Australia’.

⁴ The Siberian/Eastern sub-species of Bar-tailed Godwit was first described from a specimen collected by F.C. Bauer on Norfolk Island in 1836. This specimen is at the Natural History Museum, Vienna.

⁵ *Settlers Lots on Norfolk Island 1791 – 1804*: Lot 108 (5 acres).

Figure 3 shows the 1840 'Arrowsmith'⁶ map of the Mission Creek valley, including all the area on which the reserve is located, as having been cleared. The Mission Creek valley west of Anson Bay Road, is shown as Burns' Farm.

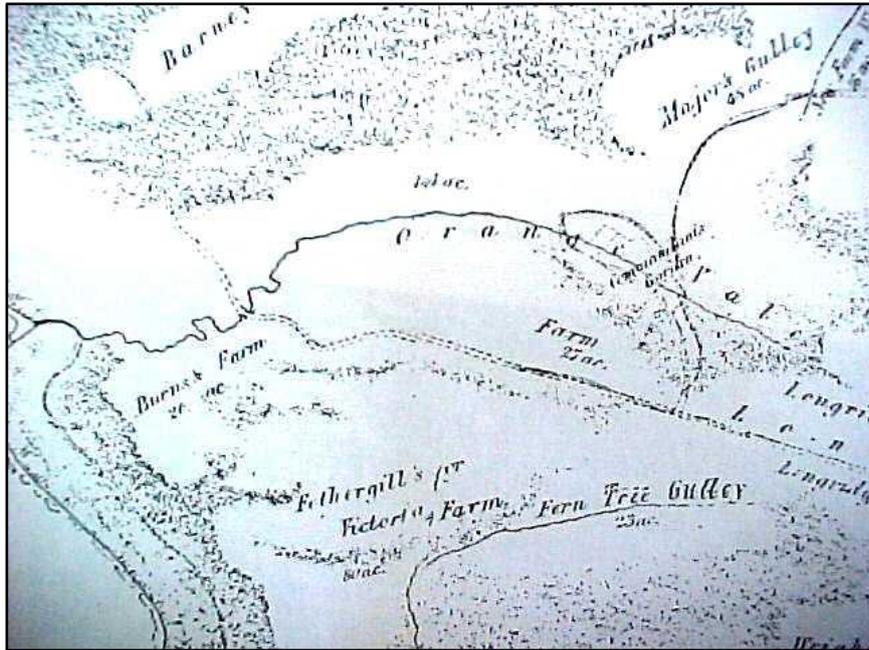


Figure 3: 1840 Survey Plan of Norfolk Island: Orange Vale and Burns' Farm

In 1866, ten years after the arrival the Pitcairn Islanders on Norfolk Island, the Melanesian Mission bought 1,032 acres (418 hectares) from the British government and moved its headquarters from New Zealand to Norfolk Island. Reverend Palmer arrived on Norfolk Island with sixteen native 'boys' in 1866 to set up the Melanesian Mission (Armstrong, 1900). The Mission's land commenced on the northern side of New Farm Road, opposite Hundred Acres Reserve, and ran northwards to Anson Bay. St Barnabas Chapel was consecrated in 1880 and was at the centre of the Mission, which provided young Melanesian boys from islands to the north with religious instruction and some agricultural skills. The local community of Pitcairn Islanders also benefited from the agricultural skills developed at the Mission.

The Stock Reserve was close to the centre of the Mission's lands, the Mission buildings and the chapel. Mission Creek and swamp were probably an important source of water for agriculture and played an important part of Mission history. By 1968, Mission swamp was one of the last remaining remnants of freshwater marsh on Norfolk Island.

⁶ *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.

3 Management Issues

3.1 Geology and Landform

The gently undulating land in and around the Stock Reserve is mostly cleared of vegetation. Cattle access the Mission Pond for watering, which is the primary purpose of the reserve. At times, there is little groundcover present and the area can become very muddy. The condition and structure of the soils in the area has been negatively impacted by this land use (Parsons Brinckerhoff, 2009).



Figure 4. Area used by stock to access to water

3.2 Pests Animals and Weeds

There is minimal vegetation in the Stock Reserve and the few weeds present are heavily grazed. Should any part of the Stock Reserve be fenced off to allow for ecological restoration, weeds will regrow as well as native species.

The Stock Reserve is situated within the largest area of Norfolk affected by Argentine ants (Hoffman, 2017). The Argentine ant (*Linepithema humileis*) is one of the world's worst invasive species, having spread from its native habitat in South America to establish populations on six continents and many oceanic islands. The Argentine ant was first identified on Norfolk Island in 2005, and an eradication program commenced in 2008. This aggressive ant actively displaces other species of ants, and with its need for protein based food sources, it poses a threat to the majority of Norfolk's vertebrates and invertebrates (Hoffman, 2017).

Feral cats are present across Norfolk Island, and this no doubt includes the Stock Reserve. Cats mainly feed on vertebrate prey, making nesting birds and their chicks particularly vulnerable. In 2017, a public survey on Norfolk was used to ask the 182 respondents who voluntarily responded, which of the following three options they 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. 69% of respondents 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.

It is likely that rats and other pest animals utilise the stock reserve, and the reserve represents an important water source for such species. The small size of the reserve compared with adjacent lots means that any pest control program would need to be undertaken in partnership with adjoining landholders.

3.3 Stock Grazing

The primary purpose of the reserve is for the watering of stock depastured on public lands. Cattle have unregulated access to the Mission Pond on the Stock Reserve side of the fence. This type of watering system has many negative impacts on the environmental values of the reserve, including upon soil condition, water quality, and vegetation cover (Parsons Brinckerhoff, 2009; GHD 2016).

3.4 Access and Facilities

The only significant public use of Stock Reserve is the grazing and watering of stock. Stock yards and fencing in the Reserve facilitate twice-yearly mustering of cattle depastured on the roadsides and public land. The Reserve is fenced on three sides and the south-western boundary (Anson Bay Road) is open to allow stock to access water. It is not intended to fence this boundary, or to erect any gates or stiles while the primary use of the reserve is grazing and watering stock.

A place sign has been erected on the Anson Bay Road boundary of the reserve, so that the public can identify the reserve. There is almost no public use of the reserve so no car parking or 2WD access is provided.

4 Management Strategy

Management Vision: To provide for the sustainable watering of stock depastured on public lands, whilst improving the environmental condition of the reserve.

4.1 Ecological Restoration

Strategic Objective: To improve the environmental values of the reserve, including the water quality of the creek and Mission Pool.

The most significant environmental value of the reserve is the waterway, and the potential habitat that this once would have represented for native flora and fauna. It is recommended that a small section of the pond could be fenced off to allow some native plants to reestablish. This does not change the primary use of the reserve for the watering of stock, but it would have a positive impact on the ecological value of the area. Native flora that may have once occurred in the reserve such as Drain flax (*Typha orientalis*), Swamp Hibiscus (*Hibiscus diversifolius*) and various rushes might easily recolonise such a small area, and would have a beneficial effect on water quality and improved habitat for native birds.

Many previous reports have recommended regulating cattle access to waterways on Norfolk due to the negative impacts this kind of grazing access has on water quality, soil condition, vegetation cover and the marine environment (Parsons Brinckerhoff, 2009; GHD, 2016; AECOM 2017). This could take the form of the installation of automated troughs and waterway exclusion fencing. This may not be feasible financially at present, but it is something that needs to be considered in the long term

4.1.1 Management Actions: Ecological Restoration

(a) Exclude stock from a small part of Mission Pool to allow for the reestablishment of native waterway plants, and for the beneficial effects on water quality and waterway habitat for native birds. (Medium priority)

4.2 Pest Animal Management

Strategic Objective: To manage pest animals using best practice

The stock reserve is located within a large area affected by Argentine ants. Therefore, the Argentine Ant Eradication Strategy (Hoffman, 2017) will be rolled out across the area in due course.

Until it is confirmed that Argentine ants have been eradicated from the reserve, all plant and equipment used in the Stock 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. Similarly, any other material removed from the reserve will be inspected and if necessary, sprayed with pesticide prior to its removal from the Reserve.

4.2.1 Management Actions: Pest Animal Management

(a) Continue with the implementation of the Argentine Ant Eradication Strategy throughout the reserve, as part of the wider eradication program across the island. (Ongoing)

(b) Inspect materials leaving the reserve including plant, equipment and soil. Where necessary, clean or spray materials with pesticide to reduce the risk of spreading Argentine ants to other areas. (Ongoing)

4.3 Stock Management

Strategic Objective: To provide good quality water and a stock yard for roadside cattle in a sustainable environment

Whilst cattle are permitted to graze on roadside commons, the majority of the reserve will remain accessible to stock for grazing and water. Stock will have access to available surface water in Mission Creek. Should Mission Creek become dry, there will not be any obligation on the Conservator of Public Reserves to provide water for stock.

The stock yards will be maintained for use during the annual muster of stock on public lands.

4.3.1 Management Actions: Stock Management

(a) Maintain stock yards as required for use during annual muster of roadside cattle. (Ongoing).

4.4 Cultural Heritage and Scenic Amenity

Strategic Objective: To preserve the cultural heritage and improve the scenic amenity of the Stock Reserve

The cultural heritage of the area is important, particularly the Melanesian Mission, and management will remain respectful of this heritage.

There are only a couple of native trees in the reserve, one of which is a young pine that was planted by a visiting tour group in 1997. Planting a small number of native trees in stock-proof enclosures (such as timber pallets) would provide shade for stock and improve the Stock Reserve's scenic

amenity. Such trees also provide a valuable seed source of native trees for the future, as at present there is little seed available in the Stock Reserve.

4.4.1 Management Actions: Cultural Heritage and Scenic Amenity

(a) To improve the scenic amenity and shade for stock, plant a small number of native trees in stock proof enclosures such as recycled pallet fences. (High priority)



Figure 5. Stock yards for use during annual muster of roadside cattle

4.5 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 reserves⁷, each of which has a Plan of Management. Within each Plan there are a 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

⁷ Potentially subject to change, as per Appendix 3

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.

4.5.1 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)

SUMMARY TABLE OF MANAGEMENT ACTIONS FOR STOCK RESERVE 2018 - 2028

Management Vision: To provide for the sustainable watering of stock depastured on public lands, whilst improving the environmental condition of the reserve.

Theme	Strategic Objectives	Management Actions (How will we get there?)	Priority
4.1 Ecological Restoration	To improve the environmental values of the reserve, including the water quality of the creek and Mission Pool	4.1.1 (a) Exclude stock from a small part of Mission Pool to allow for the reestablishment of native waterway plants, and for the beneficial effects on water quality and waterway habitat for native birds.	Medium
4.2 Pest Animal Management	To manage pest animals using best practice	4.2.1 (a) Continue with the implementation of the Argentine Ant Eradication Strategy throughout the reserve, as part of the wider eradication program across the island.	Ongoing
		4.2.1 (b) Inspect materials leaving the reserve including plant, equipment and soil. Where necessary, clean or spray materials with pesticide to reduce the risk of spreading Argentine ants to other areas.	Ongoing
4.3 Stock Management	Provide good quality water and a stock yard for roadside cattle in a sustainable environment.	4.3.1 (a) Maintain stock yards as required for use during annual muster of roadside cattle	Ongoing
4.4 Cultural Heritage and Scenic Amenity	To preserve the cultural heritage and improve the scenic amenity of the Stock Reserve.	4.4.1 (a) To improve the scenic amenity and shade for stock, plant a small number of native trees in stock proof enclosures (such as recycled pallet fences).	High
4.5 Planning for Efficient Reserve Management	To deliver the best possible outcomes by efficiently allocating management resources across the Norfolk Island Public Reserves	4.5.1. (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
		4.5.1 (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
		4.5.1 (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 1 lists controlled activities across all public reserves on Norfolk Island and it includes references to the reserves located in the KAVHA area (i.e. Cemetery Reserve, Government House Domain Reserve, Kingston Common Reserve, Kingston Recreation Reserve, Point Hunter Reserve and War Memorial Reserve). Appendix 3 describes the transitional arrangements in place while the Commonwealth of Australia and the Council negotiate ownership and management of the reserves following the removal of internal self-government on Norfolk Island in 2016. It is anticipated that the KAHVA reserves will be managed in a partnership between Council and the Commonwealth of Australia. Until the details of this partnership are determined, the requirements for controlled activities in these reserves still apply as per Table 1.

Table 1. 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>
2. Firearms,	No member of the public shall possess, carry or use within a Reserve any form of:

Activity Type	Details of Controlled Activity and Permit Requirements for ALL Public reserves
other Weapons, Traps and Snares	<ul style="list-style-type: none"> • firearm, hunting bow, spear, slingshot, or any other weapon; • 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. <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"> • is an integral and important part of a community celebration that has been agreed by the Norfolk Island Regional Council; • is to be conducted by a properly licensed person; and • meets the safety standards for that activity that would have to be met in an Australian State or Territory. <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"> • have in their possession, interfere with, damage, injure or destroy an animal whether alive or dead in a Reserve; • feed any animal in a Reserve; or • take an animal into, leave an animal in or knowingly permit an animal to enter a Reserve without a permit. <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>
7. Protection of Individuals of	<p>No member of the public shall:</p> <ul style="list-style-type: none"> • take an individual of any species in a Reserve; or

Activity Type	Details of Controlled Activity and Permit Requirements for ALL Public reserves
All Species	<ul style="list-style-type: none"> • remove an individual of any species from a Reserve without a permit. <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. A dog that is accompanied by and is under the control of a person is permitted in:</p> <ul style="list-style-type: none"> • those areas in public Reserves to which cattle normally have access for grazing; • 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 • 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. <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. A person shall not permit any dog over which they could reasonably be expected to exercise control to enter the graveyard in Cemetery Reserve. 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. 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 be 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.</p>
9. Plants	<p>No member of the public shall:</p> <ul style="list-style-type: none"> • have in their possession, interfere with, damage, injure or destroy any plant whether alive or dead in a Reserve; or • take a plant into or leave a plant in a Reserve without a permit. <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 Flax, Bulrush), <i>Cyperus lucidus</i> (Moo-oo) and <i>Phormium tenax</i> (Flax).

Activity Type	Details of Controlled Activity and Permit Requirements for ALL Public reserves
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"> • unfenced areas in public Reserves to which cattle normally have access; and • picnic areas in public Reserves; <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"> • is of a style and structure appropriate to the local setting in the Reserve; • is a reminder of a person who, or a group or organisation which, made a major contribution to conserving the area or its biodiversity; • reflects cultural associations with the area by individuals or groups; and • marks a significant event in the history of the Reserve. <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"> • potential impacts on the amenity of the Reserve including but not limited to visual obtrusiveness taking into account materials, size, design and content; and • satisfactory maintenance arrangements or commitments, including costs, by the proponent. <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</p>

Activity Type	Details of Controlled Activity and Permit Requirements for ALL Public reserves
	<p>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	Horses may be ridden in those areas in public Reserves to which cattle normally have access for grazing.
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> <p>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.</p>
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"> (a) a fireplace approved for the purpose; or (b) a portable barbeque, or portable stove in which heat is provided by the burning of liquefied petroleum gas <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>

Activity Type	Details of Controlled Activity and Permit Requirements for ALL Public reserves
	<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"> • provide sufficient cooking equipment, tables and seating to cater for all of the persons on their tour; and • remove all rubbish and other wastes, including used cooking oil, generated by their activities.
21. Weddings	<p>Weddings are not permitted in Cemetery Reserve, Government House Domain Reserve and War Memorial Reserve without a permit.</p> <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"> • confetti or rice is not thrown; • hire equipment of any description is not used; • wedding parties use their own catering supplies: no commercial catering; • catering supplies are limited finger food and to non-alcoholic drinks; • no gazebos, marquees or other structures are erected; • 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; • no balloons or other non-biodegradable materials or paraphernalia are released into or left in the environment; • generators, electrical lighting and public broadcast equipment is not used; • the site and any facilities used are left clean and rubbish is removed prior to leaving the site; • the event does not conflict with the use or enjoyment of the Reserve by others; and • 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
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 management plan to do so.</p>

Activity Type	Details of Controlled Activity and Permit Requirements for ALL Public reserves
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>
25. Quarrying and Mining	<p>Quarrying and or mining in any form, other than for sand, shall not be permitted in any Reserve.</p> <p>Sand mining in Cemetery Reserve will be permitted by the Conservator of Public Reserves provided the sand is for an essential building or construction purpose, specifically;</p> <ul style="list-style-type: none"> • plastering; • block and brick laying; • installation of water storage tanks; and • tiling for bathrooms, toilets and kitchens; <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 Management Plan 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>
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"> • ensure public safety; and or • conserve the environment.

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 right⁸ applies or its dependent calf up to 6 months old; or a registered⁹ 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)

Permit Application and Standard Indemnity

A person seeking to undertake a controlled activity in a public reserve is required to apply to the Conservator of Public Reserves at 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;

⁸ In accordance with the *Pasturage and Enclosure Act 1949*.

⁹ In accordance with the *Dogs Registration Act 1936*.

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 3 presents the draft prioritisation of the reserves. In prioritising the reserves against one another, the draft prioritisation considered the criteria in Table 2. Note that this is a preliminary prioritisation only, and that one of the high priority management actions from this plan is to formally prioritise the reserves using solid scientific methodology.

Table 2. 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 3. Draft prioritisation of Norfolk Island Public Reserves for allocation of management resources

Reserve Name	Priority (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 Management Plan, which took precedence over the Public Reserves Plan of Management 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 4.

Table 4. Changes to ownership and management of Norfolk Island Public Reserves

1. Reserves transferred from the Commonwealth to the Norfolk Island Regional Council ¹⁰	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 ¹¹
<ul style="list-style-type: none"> • Anson Bay Reserve • Ball Bay Reserve • Bumbora Reserve • The portion of Cascade Reserve previously known as the Quarantine Reserve • Headstone Reserve • Hundred Acres Reserve • Middleridge Reserve • Point Ross Reserve • Stock Reserve • Two Chimneys Reserve 	<ul style="list-style-type: none"> • Nepean Island • Selwyn Reserve • The remainder of Cascade Reserve not previously known as the Quarantine Reserve (includes Philipsburg Cemetery) 	<p>All KAVHA reserves including:</p> <ul style="list-style-type: none"> • Cemetery Reserve • Government House Domain Reserve • Kingston Common Reserve • Kingston Recreation Reserve • Point Hunter Reserve • War Memorial Reserve

During 2017-2018, updated Public Reserve Plans of Management 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 Management Plan 2016 still guiding the overall heritage management of the area. Instead of having individual public reserve management plans 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.

¹⁰ As per the *Norfolk Island Land Transfer Ordinance 2016 (Cth)*

¹¹ As per advice from the Commonwealth Department of Infrastructure and Regional Development, 2016