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Tract



Kingston Site Master Plan Volume 2

Norfolk Island - Kingston and Arthur's Vale Historic Area

February 2023 — Revision A

Prepared for Australian Government, Department of Infrastructure,
Transport, Regional Development, Communications and the Arts

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Acknowledgements

This SMP team would like to thank the following groups and individuals for their assistance and support;

- Department of Infrastructure, Transport, Regional development, Communications and the Arts in particular:
 - Fiona Anderson, Director Heritage and KAVHA Governance
 - Kylie Brettschneider, Assistant Director Heritage and KAVHA Governance
 - Martin Purslow Former Commonwealth Heritage Manager
 - Tom Sapienza, Archaeologist
- Jane Harrington, Heritage Consultant
- Administrator of Norfolk Island, and Chair of Kingston Advisory Committee, Eric Hutchinson
- Kingston Advisory Committee,
- Kingston Community Advisory Group,
- Norfolk Island Council of Elders,
- Norfolk Island Regional Council staff
- Tourism, Museum, Landholders and Business stakeholders
- Local community members including students and staff of the Norfolk Island Central School
- Norfolk Island Cattle Association
- Parks Australia and the Norfolk Island Flora and Fauna Society

Abbreviations

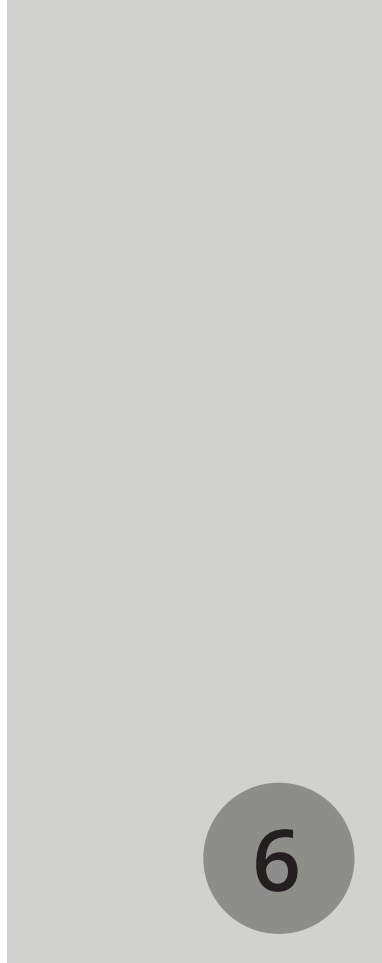
SMP	Site Master Plan
CLMP	Cultural Landscape Management Plan
EPBC Act	Environment Protection and Biodiversity Conservation Act (1999)
KAVHA	Kingston and Arthur's Vale Historic Area*
HMP	Heritage Management Plan
NIRC	Norfolk Island Regional Council
DITRDCA	Department of Infrastructure, Transport, Regional Development, Communication and the Arts

*Kingston is the preferred name used in this report.

DOCUMENTATION CONTROL

REVISION	DESCRIPTION	ISSUE DATE	PREPARED BY	REVIEWED BY
A	Final	22.02.2023	CB, KC	DG

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Executive Summary

This second volume of the Site Master Plan (SMP) provides additional information developed to support the final project recommendations for the development of the Kingston site. The report also includes projects that were investigated throughout the master planning process but not included in the final plan.

The key projects covered in this volume are a new build interpretation centre and collection store, the adaptive reuse of the Military Barracks as a museum, food and beverage offerings on the site, accommodation on the site, and community offerings focusing on the Prisoner's compound. While the interpretation centre, as well as some recommendations for food and beverage and accommodation, were not included in the final plan, they are included in this report for information and should be revisited to assess feasibility in future updates to this master plan.

To support the site master plan recommendations, the Department engaged consultants to undertake additional work, including a Quantity Surveyor estimate of key projects to inform budget and feasibility considerations, visitation and financial forecasting of key projects. This is informed by the cost estimate, and an economic impact assessment. These are included as supporting documents to assist decision making on the Kingston site.

This volume also records consultation outcomes and presentation content produced as part of the project, including visualisations created for public presentation, handouts distributed during consultation events, and exhibition poster content.

By providing a comprehensive overview of the proposed projects and recommendations, this volume aims to further support informed decisions about the site's development and enable the full implementation of the site master plan.



Appendix

6.1 Additional Projects Considered

The following are additional projects which were considered and assessed in this SMP but have not been included as recommended projects.

Combined purpose-built Interpretation Centre & Collection Store

The need for a new building to facilitate appropriate conservation and preservation of the museum collection has been highlighted in Section 3.3.

Alongside this critical new use, visitor, orientation and gathering spaces can be located to develop an interpretation centre for the site.

It is first proposed to prepare a feasibility assessment to determine the optimum roles, location, cost and benefits.

There are a number of core elements that could be included in the centre and some potential value adding elements. Interpretation centres can function at the beginning, middle and end of a visitors time on the site.

Based on the information provided here, a cost estimate was produced which indicated that the proposal would not be feasible in the timeline of this SMP (0-10 years) and alternative options should be considered to provide orientation spaces on the site. This proposal should be revisited in future updates to this SMP.

Recommended functions:

- An outdoor undercover orientation display, so that even if it is closed it can perform the function.
- Public toilets which are accessible when the interpretation centre is open or closed.
- Hiring of electric vehicles & bikes to explore the site, as well as a departure point for a regular buggy service.
- Pick up and drop off point for a regular buggy service to access the site.
- Indoors interpretive introduction that features the World Heritage Property and incorporates Pitcairner history through to contemporary matters.
- Kiosk selling locally inspired souvenirs and support equipment (e.g. raincoats, hats and sunscreen) to explore the site, and hiring snorkeling gear and surfboards to further enjoy the site.
- Moved and refreshed Sirius Museum wing (charged entry as part of museum ticket).
- Movable heritage collection storage and conservation for all of Kingston.
- Supporting parking, plant and sustainable energy and water systems.

CORE ELEMENTS	OPTIONAL ELEMENTS
Introductory displays and ideally customer service on how to experience whole site	Located close to arrival entry
Introductory interpretation on site significance	Offers a view of the site to support introduction
Locally relevant souvenirs and logistical support elements (e.g. hats, coats)	Kiosk or café to support longer stay
Parking for coaches and cars	A feature exhibition less able to be delivered on site
Public amenities (open all hours)	Flexible spaces for community uses and revenue generation (e.g. cultural demonstrations, meetings and functions)
	Movable heritage collection storage and conservation
	Adjoining museum or gallery
	Equipment hire, such as electric vehicles and bikes, snorkeling gear and surfboards

SITE	STRENGTHS	LIMITATIONS
Site near the QEII lookout	<ul style="list-style-type: none"> — Located on ideal visitor arrival route to site — Manageable impact on WH site values — Remarkable views to orientate visitors & introduce site — Sufficient area to include many optional roles (collections store, cultural centre) — A greenfield site (if available) would allow for a purpose design building — Significant commercial potential to offset costs 	<ul style="list-style-type: none"> — Procurement of a greenfield site — Disjunct restart travel into site – pedestrian trail link?
Adjacent to Quality Row at the former Paradise Hotel site	<ul style="list-style-type: none"> — Greenfield site allows for purpose-built design — Sloping site with significant level change enables multiple levels including concealed basement (potentially for collections store and concealed car parking) — Has some views across the site — No archaeology on the site — Could include commercial offerings to offset running costs — Low impact on WH values and can be concealed with vegetation — Good location to start a circular walking route starting at the Polynesian site — Opportunity to integrate with Golf Club 	<ul style="list-style-type: none"> — Semi-remote location might lose some visitors on route — Close to the Cemetery suggests potential impacts on WH landscape values and cemetery operations — Close to Quality Row Duplex suggests potential impacts on WH landscape values

PROGRAM ELEMENTS	AREA
Gravel parking area for four coaches, 60 cars	3,000 m2
Loading bay access to basement	60 m2
Entry veranda area: high level outdoor orientation display area	20 m2
Entry veranda area: Storage and charging for electric vehicles & bikes	60 m2
Internal Ground: Reception / Point of Sale, detailed orientation	250 m2
Internal Ground: retail & kiosk	50 m2
Internal Ground: Introductory interpretation	100 m2
Internal Ground: Sirius exhibition	150m2
Internal Ground: Multi-purpose function space 120pax & theatre	370 m2
Internal Ground: Commercial kitchen	150 m2
Internal Ground: Amenities (all access 16m, Female 38m, Male 40m)	94 m2
Internal Ground: Storage and first aid	100 m2
Internal Basement: Movable heritage collection store	800 m2
Internal Basement: Conservation room & hot desk offices	75 m2
Internal basement: Photovoltaic battery storage	20 m2
Internal: Smoke and burglar alarm system, sprinklers	Package
Rooftop photovoltaic array (north facing)	300 m2
Rooftop: Plant to service floorspace	Package
External: Lighting	Package
External: Water tanks	Package
External: Waste management treatment	25 m2
External: Landscaping and signage	200 m2



FIGURE 1. PUFFING BILLY LAKESIDE VISITOR CENTRE - TERROIR

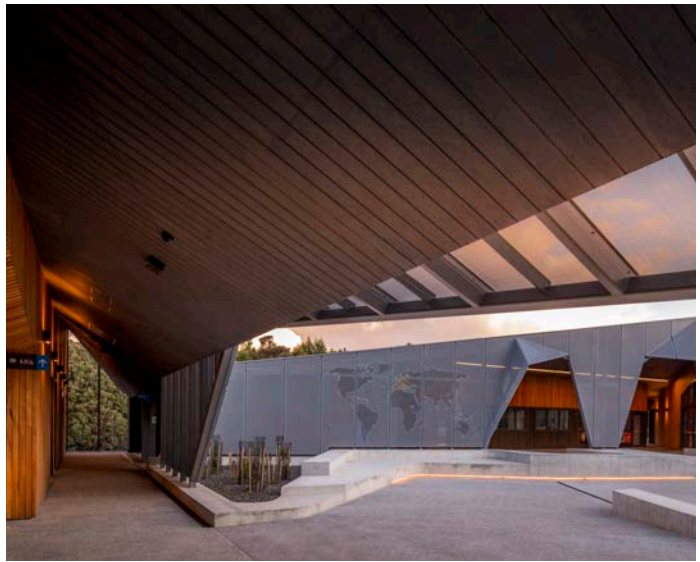


FIGURE 2. CRADLE MOUNTAIN GATEWAY PRECINCT - CUMULUS STUDIO

Additional accommodation on site

Ensuted heritage rooms

Kingston needs short term accommodation that is professionally resourced to market and deliver a quality experience. This offering could lay a strategic role in developing the wider Norfolk Island visitor economy.

To attract such professional resourcing requires an accommodation business that has adequate turnover to fund it. Five self-contained cottages will not generate enough turnover. Additional room stock is needed.

The next building that is easiest to develop and operate as short-term accommodation is the second largest building in the New Military Barracks (the former Officer's Mess). This two-storey building is a reconstruction, so further adaptation does not cause loss of original heritage fabric and is easier to gain development approval. Other advantages of the building are its setback off the road, close proximity to the Quality Row accommodation, large verandas, high ceilings and light and airy sense.

It is proposed to undertake a light level of adaptation to provide a shared lounge with fireplace and five heritage ensuted rooms – two downstairs and three upstairs. Within each bedroom would be a queen-sized bed and bed sized tables, single lounge chairs and flat screen television, and a small kitchenette for storing and preparing continental breakfast, tea, coffee and mini-bar. The ensuite would include a shower and deep but modest sized bath. The fit-out style would be similar to the heritage cottages.

Use of the New Military Officer's Mess would be subject to a business case and feasibility assessment. This building is also considered for use in the Museum precinct. Museum uses should be prioritised over other uses and could precluded the accommodations options assessed here.

Food & Beverage on site

Pier Store Cafe & Wine Bar

The master plan identified the need for new food and beverage offers on the site. Short term solutions include using existing buildings with kitchen facilities with a longer term, larger scale establishment in the future. This option was considered for the Pier Store building after the relocation of the museum collection.

The operation would be designed to be attractive to locals and visitors, providing one of the only food and beverage venues to socialise with a view. New commercial kitchen could also be used to service function spaces and events in the Kingston Pier area. New work could include:

- Ground floor kitchen, store and waste management area;
- Waterfront deck - built as a separate detached structure to the Pier Store and located to minimise visual impact on major view lines;
- Upper level dining space which could be used for evening events (functions and theatre).

The Pier Store is a high significance building and the impact this proposal would have to its setting needs to be fully investigated. In the interim, the SMP recommends that different location options are considered for food and beverage on the Kingston site in order to fulfil the identified need. Once this has been tested, the Pier store proposal should be revisited if a larger space is required.

6.2 Project Visualisations



View from future Collections Store and Interpretation Centre

Featuring the Sirius Collection items with a strong visual connection back to the Wreck site

FIGURE 3. VISUALISATION - COLLECTION STORE AND INTERPRETATION CENTRE



View of New Military Barracks
future Museum fitout

Flexible furniture and joinery pieces with
fixed display pieces that respect and
celebrate the existing building

FIGURE 4. VISUALISATION - NEW MILITARY BARRACKS MUSEUM FITOUT



View from future Pier Store Cafe & Wine Bar

New contemporary deck extension
capitalising on coastal views and
engagement with the working pier

FIGURE 5. VISUALISATION - PIER STORE CAFE & WINE BAR

6.3 Visitation Forecasting

Developing the base case (counterfactual) of what visitation would be without actions to improve Kingston

Visitation to Norfolk Island from the core market of mainland Australia was seriously impacted by COVID. Over 2020 and 2021 average arrivals from Australia fell from the pre-COVID average of 2017-19 by an estimated 20%, reflecting lockdowns and fear of infection. However, during the COVID period the average length of stay on Norfolk Island grew by a similar percentage as Australians sought an escape from isolation policies on the mainland, so total visitor nights by mainland visitors were little affected.

In mid 2022, the COVID period continued in mainland Australia with deaths from COVID in 2022 many times higher than in the total of 2020 and 2021, even before winter fully hits. While Australian tourism now has few restrictions, some Australians remain fearful of contracting COVID (exacerbated by the reinfection rates) and continue to avoid overseas travel and the need to trust overseas health systems. This is particularly the case for the core market to Norfolk Island of Australians over 55 years old.

We forecast that arrivals from Australia in 2022, 2023 and 2024 to Norfolk Island will be significantly stronger

than in the pre-COVID period even as the average length of stay returns to a pre-COVID average of 7.4 nights (from the average of 8.9 nights across 2020 and 2021).

However, over 2025 to 2028 we forecast large falls in mainland Australian arrivals to Norfolk Island. This reflects that international destinations and international cruising will regain their appeal for older Australians. From 2026 we also expect an increasing focus in destination choice on comparative airfares as health concerns overseas become less important. Airfares to go to Norfolk Island for around \$1,000 return for a two-to-three-hour flight compare very unfavourably to airfares to places like Bali (which is already seeing \$169 return specials on Jetstar being advertised).

It is also assumed that visitation to Kingston from mainland Australian remains at 50% of total visitation to Norfolk Island, if there is no investment in improving the Kingston experience.

These forecasts for visitation to Norfolk Island are brought together in Table 12. These forecasts also assume no major changes in relative airfares to Norfolk Island, no major improvements in other visitor infrastructure on the Island and COVID infection rates falling rapidly in Australia after winter 2022 with no new variants of major concern arising internationally.

TABLE 1. FORECASTS FOR VISITATION, VISITOR NIGHTS AND VISITOR SPENDING ON NORFOLK ISLAND BY MAINLAND AUSTRALIANS IN THE ABSENCE OF KINGSTON INVESTMENTS

	MAINLAND AUSTRALIAN ADULT VISITS TO NORFOLK ISLAND	VISITOR NIGHTS BY MAINLAND AUSTRALIANS ON NORFOLK ISLAND IN THE ABSENCE OF KINGSTON PROJECT	AVERAGE LENGTH OF STAY ON NORFOLK ISLAND (VISITOR NIGHTS)	EXPENDITURE ON NORFOLK ISLAND ASSUMING AVERAGE ADULT SPEND OF A\$200 PER NIGHT (\$M)
2017-19 Annual Average	23,000	168,000	7.4	33.6
2020-21 Annual Average	18,000	163,000	8.8	32.6
2022	34,000	252,000	7.4	50.3
2023	36,000	266,000	7.4	53.3
2024	36,000	266,000	7.4	53.3
2025	28,000	207,000	7.4	41.4
2026	23,000	170,000	7.4	34
2027	23,000	170,000	7.4	34
2028	23,000	170,000	7.4	34
2029	23,000	170,000	7.4	34
2030	23,000	170,000	7.4	34
2031	23,000	170,000	7.4	34

SOURCE: SMA TOURISM, JUNE 2022, USING TRA NATIONAL VISITOR SURVEY DATA FOR ACTUALS TO END 2021

Developing forecasts of visitation with proposed Kingston investments

The major investments in Kingston associated with this Site Master Plan that were taken into account to prepare an alternative visitation forecast were:

- New Collection Store and Interpretation Centre; centralised museum;
- Pier Store Café & Wine Bar;
- Dinner theatre facilities for guided tour operators; and
- Short-stay accommodation on site.

The key differences to the forecasts with these Kingston investments is that improved social media reporting of visiting Norfolk Island and word of mouth bring small but noticeable lifts from 2026 in:

- The number of visitors by 10% compared to the base case;
- Small increase in average length of stay by 5%; and
- An increase in average per night spend by 5% (as more up-market visitors are attracted).

The impact of these assumptions is shown in Table 13 which also shows the net incremental visitor spend on Norfolk Island from mainland Australians as a result of the proposed Kingston investments.

Forecasts for visitation to Kingston without and with the proposed investments

The Tourism forecasts for Australia 2022 – 2027, (Tourism Research Australia 16 December 2022), present a sobering COVID recovery, with some regions growing to achieve pre-COVID visitation, and some not. Our interpretation of the forecasts for Norfolk Island are that in the short term, while international travel is problematic, there will be a boost to Norfolk Island that is higher than pre COVID. However, once international travel flight frequency and costs improve, there will be a decline in visitation to Norfolk Island back to the 2017-19 average. Visitation to Kingston is expected to follow these trends, and this will also influence financial forecasting.

With the proposed investments for Kingston it is forecast that rather than 50% of Australian mainland visitors to Norfolk Island visiting Kingston attractions, 67% of these visitors would do so. This increase is expected to reflect improved social media commentary on Kingston attractions but also word of mouth from visitors and more pride in and promotion of the Kingston facility by Island residents and businesses.

TABLE 2. FORECASTS FOR VISITATION, VISITOR NIGHTS AND VISITOR SPENDING ON NORFOLK ISLAND BY MAINLAND AUSTRALIANS IN THE ABSENCE OF KINGSTON INVESTMENTS

	MAINLAND AUSTRALIAN ADULT VISITS TO NORFOLK ISLAND	VISITOR NIGHTS BY MAINLAND AUSTRALIANS ON NORFOLK ISLAND WITH KINGSTON PROJECTS FROM 2026	AVERAGE LENGTH OF STAY ON NORFOLK ISLAND (VISITOR NIGHTS)	EXPENDITURE ON NORFOLK ISLAND ASSUMING AVERAGE ADULT SPEND OF A\$200 PER NIGHT (\$M)	INCREMENTAL SPEND ON NORFOLK ISLAND DUE TO KINGSTON (\$M)
2017-19 Annual Average	23,000	168,000	7.4	33.6	\$ -
2020-21 Annual Average	18,000	163,000	8.8	32.6	\$ -
2022	34,000	252,000	7.4	50.3	\$ -
2023	36,000	266,000	7.4	53.3	\$ -
2024	36,000	266,000	7.4	53.3	\$ -
2025	28,000	207,000	7.4	41.4	\$ -
2026	25,000	197,000	7.8	39.3	\$ 5.3
2027	25,000	197,000	7.8	39.3	\$ 5.3
2028	25,000	197,000	7.8	39.3	\$ 5.3
2029	25,000	197,000	7.8	39.3	\$ 5.3
2030	25,000	197,000	7.8	39.3	\$ 5.3
2031	25	197	7.8	39.3	\$ 5.3

TABLE 3. FORECASTS FOR VISITATION TO KINGSTON BY MAINLAND AUSTRALIANS IN THE ABSENCE OF KINGSTON INVESTMENTS (THE BASE CASE) AND WITH KINGSTON SITE MASTER PLAN INVESTMENTS

	INLAND AUSTRALIAN ADULT VISITS TO KINGSTON MUSEUMS AND HISTORICAL BUILDINGS (000S)	WITHOUT PROPOSED KINGSTON INVESTMENTS (000S)	WITH PROPOSED KINGSTON INVESTMENTS (000S)	DIFFERENCE IN VISITATION TO KINGSTON WITH PROPOSED INVESTMENTS (000S)
2017-19 Annual Average	17,300	17,300	17,300	0
2020-21 Annual Average	13,500	13,500	13,500	0
2022	25,500	25,500	25,500	0
2023	27,000	27,000	27,000	0
2024	27,000	27,000	27,000	0
2025	21,000	21,000	21,000	0
2026	17,300	17,300	19,000	1,700
2027	17,300	17,300	19,000	1,700
2028	17,300	17,300	19,000	1,700
2029	17,300	17,300	19,000	1,700
2030	17,300	17,300	19,000	1,700
2031	17,300	17,300	19,000	1,700

6.4 Financial Forecasting

This section provides a set of operating assumptions and high-level financial forecasts for the Kingston Collection Store and Interpretation Centre, Kingston Museum, Pier Store Café and Wine Bar, and short stay accommodation.

6.4.1 Kingston Collection Store and Interpretation Centre

Assumptions

- Number of locals to Collection Store and Interpretation Centre 350 per annum
- Number of visitors to Collection Store and Interpretation Centre 24,300 per annum for 2024, 18,900 per annum for 2025, 17,100 per annum for 2026 to 2028 (the drop resulting from a drop in visitation to Norfolk Island after a multi-year post COVID-19 boom)

Retail

- Capture rate visitors buying retail 25%, increasing 5% per annum
- Average international visitor retail spend \$20 increasing by 5% per annum

Kiosk

- Capture rate of local visitors 100%
- Capture rate of visitors to kiosk 25%
- Average spend of locals at kiosk \$10 increasing by 3% per annum
- Average spend visitors at kiosk \$15 increasing by 3% per annum

Electric vehicles and bikes

- Capture rate of visitors hiring electric vehicles 10%
- Capture rate of visitors hiring electric vehicles 5%
- Hire cost of electric vehicle for half day \$60
- Hire cost of electric bike for half day \$40

Tour booking commissions

- Rate of commission of tour bookings 15%

Function Room Hire

We have not factored this revenue into the forecast. The Golf Club is also considering expanding its building for functions and the two proposals need to be reconciled in a feasibility assessment to avoid duplication and cannibalisation of the limited market. If the function operation is given to the Golf Club to operate, there may be a lease fee or it may be a community service with no income to Kingston.

Expenses

- Bank fees and credit card fees 2% per annum
- Staffing for one staff member 7 days per week, increasing by 3% per annum
- Power, water and sewer increasing by 3% per annum
- Cost of goods sold 50%
- Electric vehicle maintenance and sundry increasing by 3% per annum

Forecast income to Kingston (as gross profit of lease fees)

Revenue to Kingston from these operations is forecast to be generated as gross operating profit from the Collection Store and Interpretation Centre and museum operations, and as rental payments from lessees operating food and beverage and short stay accommodation. Table 15 presents forecast revenue to Kingston from the various operations for reinvestment in Kingston conservation and visitor management. Income could range from \$0.5M in Year 1 to \$0.8M in Year 5.

Table 16 presents the revenue generated by the Kingston Collection Store and Interpretation Centre. More detailed revenue breakdowns were generated to support this. Table 16 suggests the Kingston Collection Store and Interpretation Centre could generate \$0.4M revenue in Year 1 and increase to \$0.5M in Year 5. After allowing for some direct costs (including staffing), gross profit to provide to Kingston as income for conservation and visitor management, is forecast to be \$148,417 in Year 1 to \$217,867 in Year 5.

TABLE 4. FORECAST REVENUE TO KINGSTON FROM THE VARIOUS OPERATIONS FOR REINVESTMENT IN KINGSTON CONSERVATION AND VISITOR MANAGEMENT

INCOME SOURCES AVAILABLE FOR REINVESTMENT IN KINGSTON	YEAR 1 2024	YEAR 2 2025	YEAR 3 2026	YEAR 4 2027	YEAR 5 2028
History and Interpretation Centre Gross Operating Profit	148,417	202,133	185,112	200,849	217,867
Accommodation lease fee	121,545	134,637	148,405	159,109	170,322
F&B Surgeons Quarters Café lease fee	55,613	57,281	58,999	Not trading	Not trading
F&B Pier Store lease fee	Not trading	Not trading	Not trading	245,700	253,071
Profit / loss of Museum operation	(124,456)	(170,324)	(179,472)	(165,410)	(150,223)
Total income available for reinvestment in Kingston	201,119	223,727	213,045	440,248	491,038
Government baseline support for museum operation	332,500	332,500	332,500	332,500	332,500
Revised total income for reinvestment in Kingston	533,619	556,227	545,545	772,748	823,538

TABLE 5. FORECAST REVENUE FROM KINGSTON COLLECTION STORE AND INTERPRETATION CENTRE

REVENUE	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Retail	\$135,000	\$132,300	\$146,633	\$175,959	\$207,852
Kiosk / cafe	\$104,750	\$84,728	\$79,323	\$81,714	\$84,177
Function Room hire	TBD	TBD	TBD	TBD	TBD
Electric vehicle hire	\$162,000	\$233,604	\$217,697	\$224,228	\$230,954
Total revenue	\$462,543	\$511,425	\$504,446	\$542,694	\$583,776
OPERATING COSTS	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Bank fees, credit card fees	\$9,251	\$10,229	\$10,089	\$10,854	\$11,676
Staffing	\$100,000	\$103,000	\$106,090	\$109,273	\$112,551
Power, water and sewer	\$40,000	\$41,200	\$42,436	\$43,709	\$45,020
Cost of goods sold (retail & kiosk)	\$119,875	\$108,514	\$112,978	\$128,837	\$146,014
Electric bike and vehicle maintenance	\$20,000	\$20,600	\$21,218	\$21,855	\$22,510
Sundry (R&M, cleaning, insurance, security)	\$25,000	\$25,750	\$26,523	\$27,318	\$28,138
Total operating costs	\$314,126	\$309,292	\$319,333	\$341,845	\$365,909
Gross Operating Profit	\$148,417	\$202,133	\$185,112	\$200,849	\$217,867

6.4.2 Kingston Museum

Assumptions

- Museum multi pass \$25, increasing by 3% / annum, no single ticket.
- Cemetery Tours \$17, current 1,372, Year 1: 1,413, increasing by 3% / annum (averaged with actual price increased every few years).
- Tag-a-long Tours, min group of 4, \$10 per person, 6 per week (formerly part of museum ticket price), current 6,736, Year 1 6,938, increasing by 3% / annum (averaged with actual price increased every few years).
- Ghost Tour dinners (assumes 10 min), at 6 per week, charge operator \$100 per tour for commercial kitchen and dining venue.
- Theatrical performance 2 per week, (charge operator \$150 per session for performance venue).
- Theatrical performance with dinner 4 per week, (\$250 per session for performance venue and commercial kitchen).
- Number of guest speaker nights with canapes & drinks: one per month, \$10 per person.
- Number of research visitors (per year) current 473, Year 1: 487, increasing by 3% / annum, cost per person \$15, increasing by 3% / annum.
- Number of first time research visitors (per year) current 200, Year 1: 206 increasing by 3% per annum, cost per person \$50 (covering 2 hrs of staff research).
- The majority of museum staffing costs are transferred to the visitor centre operation, where the proposed collection store is located.

- Power, water and sewer, lifted well above current usage costs to allow for AC plant servicing the collection then increasing by 3% per annum.
- Sundry includes insurance and security, increasing by 3% per annum.

Revenue forecasts

Table 17 presents a forecast of Museum operations Profit and Loss from 2022 to 2028, assuming implementation of Site Master Plan recommendations. This forecast suggests that the result would be a shift from an operating deficit of (\$342,971) to a surplus of \$295,844 in Year 1, increasing to \$324,284 in Year 5.

Table 17 also suggests that if the existing government subsidy covering the deficit continued, then the operation could generate a surplus to offset the losses associated with the visitor centre and collection store, and then enhance conservation and visitor management.

This concept is best reviewed in totality in Table 17.

TABLE 6. FORECAST MUSEUM REVENUE TO KINGSTON

SOURCE MARKET	2022	2023	2024	2025	2026	2027	2028
Number of visitors to KAVHA	25,500	27,000	27,000	21,000	19,000	19,000	19,000
Capture rate of visitation to KAVHA purchasing museum ticket	35%	35%	40%	43%	46%	49%	52%
Number of KAVHA visitors purchasing museum ticket	8,925	9,450	10,800	9,030	8,740	9,310	9,880
Museum, tours and theatre revenue	2022	2023	Year 1 2024	Year 2 2025	Year 3 2026	Year 4 2027	Year 5 2028
Museum Pass	\$154,000		\$270,000	\$232,523	\$231,807	\$254,332	\$278,001
Cemetery Tours			\$24,024	\$25,487	\$27,039	\$28,686	\$30,433
Tag-a-long Tour			\$69,381	\$73,606	\$78,089	\$82,844	\$87,890
Research centre	\$11,000		\$17,608	\$18,680	\$19,818	\$21,025	\$22,305
Ghost Tour dinners	\$21,800		\$10,712	\$11,364	\$12,056	\$12,791	\$13,570
Theatrical performance	\$ -		\$15,600	\$16,068	\$16,550	\$17,047	\$17,558
Theatrical performance with dinner	\$ -		\$52,000	\$53,560	\$55,167	\$56,822	\$58,526
Guest speaker nights with canapes & drinks	\$ -		\$3,600	\$3,708	\$3,819	\$3,934	\$4,052
Sale of stock	\$48,5000						
Total museum, tour and theatre revenue	\$249,529		\$462,924	\$434,996	\$444,345	\$477,480	\$512,334
Museum, tours and theatre expenses	2022	2023	Year 1 2024	Year 2 2025	Year 3 2026	Year 4 2027	Year 5 2028
Sales and marketing	\$6,000		\$6,180	\$6,365	\$6,556	\$6,753	\$6,956
Event support (e.g. Foundation Day)	\$8,500		\$8,755	\$9,018	\$9,288	\$9,567	\$9,854
Cleaning	\$5,500		\$5,665	\$5,835	\$6,010	\$6,190	\$6,376
Phone and computers	\$3,500		\$3,605	\$3,713	\$3,825	\$3,939	\$4,057
Electricity	\$9,000		\$25,000	\$25,750	\$26,523	\$27,318	\$28,138
Rent for Comm Store	\$4,500		\$0	\$0	\$0	\$0	\$0
Subscriptions	\$3,500		\$3,605	\$3,713	\$3,825	\$3,939	\$4,057
Retail	\$35,000		\$0				
Stock from stores (stationary and cleaning materials)	\$5,000		\$5,150	\$5,305	\$5,464	\$5,628	\$5,796
Stationary and requests	\$4,000		\$4,120	\$4,244	\$4,371	\$4,502	\$4,637
Wages and superannuation	\$500,000		\$100,000	\$103,000	\$106,090	\$109,273	\$112,551
Sundry (insurance, security etc)	\$-		\$5,000	\$5,150	\$5,305	\$5,464	\$5,628
Total expenses	\$588,500		\$167,080	\$172,092	\$177,255	\$182,573	\$188,050
Profit / loss	\$(342,971)		\$295,844	\$262,903	\$267,089	\$294,907	\$324,284
Government baseline support	\$332,500		\$332,500	\$332,500	\$332,500	\$332,500	\$332,500
Funds available to reinvest in KAVHA conservation	\$(10,471)		\$628,344	\$595,403	\$599,589	\$627,407	\$656,784

6.4.3 Accommodation

Assumptions for all accommodation

Table 18 presents the assumptions generated to drive financial forecasts for the proposed accommodation at Kingston. It is assumed that there are five cottages refurbished to provide the described accommodation offer and the accommodation becomes operational in 2024. If there are fewer cottages, obviously the revenue will be lower. Room rates increase by 3% per annum. The lessee would market the properties, manage customers and clean the inside of the buildings. Energy use would be monitored by meter and charged to the lessee. The lessee would pay Kingston a base rent equivalent of 15% of revenue. Kingston would provide maintenance to the buildings and grounds.

Accommodation revenue forecast

Table 19 presents a five-year forecast revenue for the two types of accommodation proposed, and the subsequent rental stream anticipated to be paid to Kingston. Table 19 forecasts that accommodation could generate \$0.9M revenue in Year 1 and increase to \$1.2M in Year 5. This could result in a rental stream to Kingston of \$135,506 in Year 1 and \$190,411 in Year 5.

TABLE 7. ASSUMPTIONS FOR ACCOMMODATION

ACCOMMODATION - COTTAGES	YEAR 1 2024	YEAR 2 2025	YEAR 3 2026	YEAR 4 2027	YEAR 5 2028
Number of cottages	5	5	5	5	5
Cost per night for 4 guests	\$450	\$464	\$477	\$492	\$506
Occupancy rate	70%	75%	80%	82%	84%
Maximum room nights (x 365 nights)	1,825	1,825	1,825	1,825	1,825
Actual room nights sold	1,278	1,369	1,460	1,497	1,533
Number of guests	2,172	2,053	2,190	2,245	2,300
ACCOMMODATION - ENSUITED ROOMS	YEAR 1 2024	YEAR 2 2025	YEAR 3 2026	YEAR 4 2027	YEAR 5 2028
Number of rooms	6	6	6	6	6
Cost per night for 4 guests	\$250	\$258	\$265	\$273	\$281
Occupancy rate	60%	65%	70%	75%	80%
Maximum room nights (x 365 nights)	2,190	2,190	2,190	2,190	2,190
Actual room nights sold	1,314	1,424	1,533	1,643	1,752
Number of guests	2,234	2,135	2,300	2,464	2,628

TABLE 8. FORECAST SHORT TERM ACCOMMODATION REVENUE AND SUBSEQUENT RENTAL STREAM TO KINGSTON

COTTAGES	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Revenue from cottages	574,875	634,416	697,011	735,870	776,432
Revenue from en-suited rooms	328,500	366,551	406,590	448,701	492,973
Total revenue from accommodation	903,375	1,000,967	1,103,601	1,184,571	1,269,405
Rental income paid to Kingston	135,506	150,145	165,540	177,686	190,411

6.4.4 Interim café (Surgeons Quarters Café)

Assumptions

- Capture rate of local visitors to the café 10%
- Capture rate of visitors to café 60%
- Average local visitor spend at café \$10, increasing by 3% per annum
- Average international visitor spend at cafe \$30 increasing by 3% per annum

Revenue forecasts

The Surgeons Quarters Café would earn between \$370,750 and \$393,329 that would generate an income to KAVHA via rent of between \$55,613 and \$58,999.

TABLE 9. FORECAST REVENUE AND SUBSEQUENT RENTAL STREAM TO KINGSTON FROM SURGEONS QUARTERS CAFE

SOURCE	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Revenue	\$370,750	\$381,873	\$393,329		
Rental income paid to Kingston	\$55,613	\$57,281	\$58,999		

6.4.5 Pier Store Café & Wine Bar

Assumptions

Table 21 presents the pricing assumptions for the Pier Store Café & Wine Bar. These prices are forecast to increase by 3% per annum.

Revenue forecasts

Table 22 presents the forecast revenue and subsequent rental stream to Kingston from the Pier Store Café & Wine Bar. Table 23 provides a breakdown of this revenue by source and market.

TABLE 10. PRICING ASSUMPTIONS FOR THE PIER STORE CAFÉ & WINE BAR

ASSUMPTIONS:	PRICE YEAR 1
Weekday coffee	\$6
Weekday breakfast	\$25
Weekday lunch & beverage	\$35
Weekday beverage visit (2 rounds)	\$26
Weekday beverage & tapas (2 rounds)	\$50
Weekend coffee	\$6
Weekend breakfast	\$25
Weekend lunch	\$35
Weekend beverage visit (2 rounds)	\$26
Weekend beverage & tapas (2 rounds)	\$50

TABLE 13. PRICING ASSUMPTIONS FOR THE PIER STORE CAFÉ & WINE BAR

LOCAL CUSTOMER METRICS	ASSUMPTION
<i>Weekday days per year</i>	260
Weekday coffee / beverage	20
Weekday breakfast	10
Weekday lunch & beverage	10
Weekday beverage visit (2 rounds)	10
Weekday beverage & tapas (2 rounds)	10
Daily customers weekdays	60
<i>Weekend days per year</i>	104
Weekend coffee / beverage	20
Weekend breakfast	15
Weekend lunch	15
Weekend beverage visit (2 rounds)	20
Weekend beverage & tapas (2 rounds)	15
Daily customers weekend days	85
Total visitors	24 440
INTERNATIONAL VISITOR METRICS	ASSUMPTION
<i>Weekday days per year</i>	260
Weekday coffee / beverage	40
Weekday breakfast	20
Weekday lunch & beverage	30
Weekday beverage visit (2 rounds)	15
Weekday beverage & tapas (2 rounds)	10
Daily customers weekdays	115
<i>Weekend days per year</i>	104
Weekend coffee / beverage	40
Weekend breakfast	20
Weekend lunch	30
Weekend beverage visit (2 rounds)	20
Weekend beverage & tapas (2 rounds)	15
Daily customers weekend days	125

TABLE 11. FORECAST REVENUE AND SUBSEQUENT RENTAL STREAM TO KINGSTON FROM THE PIER STORE CAFÉ AND WINE BAR

SOURCE	YEAR 4 2027	YEAR 5 2028	YEAR 6 2029	YEAR 7 2030	YEAR 8 2031
Revenue	\$1,638,000	\$1,687,140	\$1,737,754	\$1,789,887	\$1,843,583
Rental income paid to Kingston	\$245,700	\$253,071	\$260,663	\$268,483	\$276,538

TABLE 12. BREAKDOWN OF FORECAST REVENUE FOR THE PIER STORE CAFÉ AND WINE BAR

REVENUE FROM LOCALS	YEAR 4 2027	YEAR 5 2028	YEAR 6 2029	YEAR 7 2030	YEAR 8 2031
Weekday coffee / beverage	\$31,200	\$32,136	\$33,100	\$34,093	\$35,116
Weekday breakfast	\$65,000	\$66,950	\$68,959	\$71,027	\$73,158
Weekday lunch & beverage	\$91,000	\$93,730	\$96,542	\$99,438	\$102,421
Weekday beverage visit (2 rounds)	\$67,600	\$69,628	\$71,717	\$73,868	\$76,084
Weekday beverage & tapas (2 rounds)	\$130,000	\$133,900	\$137,917	\$142,055	\$146,316
Daily customers weekdays	\$384,800	\$396,344	\$408,234	\$420,481	\$433,096
Weekend coffee / beverage	\$12,480	\$12,854	\$13,240	\$13,637	\$14,046
Weekend breakfast	\$39,000	\$40,170	\$41,375	\$42,616	\$43,895
Weekend lunch	\$54,600	\$56,238	\$57,925	\$59,663	\$61,453
Weekend beverage visit (2 rounds)	\$54,080	\$55,702	\$57,373	\$59,095	\$60,868
Weekend beverage & tapas (2 rounds)	\$78,000	\$80,340	\$82,750	\$85,233	\$87,790
Daily customers weekend days	\$238,160	\$245,305	\$252,664	\$260,244	\$268,051
Total revenue from local visitors	\$622,960	\$641,649	\$660,898	\$680,725	\$701,147
REVENUE FROM VISITORS	YEAR 4 2027	YEAR 5 2028	YEAR 6 2029	YEAR 7 2030	YEAR 8 2031
Weekday coffee / beverage	\$62,400	\$64,272	\$66,200	\$68,186	\$70,232
Weekday breakfast	\$130,000	\$133,900	\$137,917	\$142,055	\$146,316
Weekday lunch & beverage	\$273,000	\$281,190	\$289,626	\$298,314	\$307,264
Weekday beverage visit (2 rounds)	\$101,400	\$104,442	\$107,575	\$110,803	\$114,127
Weekday beverage & tapas (2 rounds)	\$130,000	\$133,900	\$137,917	\$142,055	\$146,316
Daily customers weekdays	\$696,800	\$717,704	\$739,235	\$761,412	\$784,255
Weekend coffee / beverage	\$24,960	\$25,709	\$26,480	\$27,274	\$28,093
Weekend breakfast	\$52,000	\$53,560	\$55,167	\$56,822	\$58,526
Weekend lunch	\$109,200	\$112,476	\$115,850	\$119,326	\$122,906
Weekend beverage visit (2 rounds)	\$54,080	\$55,702	\$57,373	\$59,095	\$60,868
Weekend beverage & tapas (2 rounds)	\$78,000	\$80,340	\$82,750	\$85,233	\$87,790
Daily customers weekend days	\$318,240	\$327,787	\$337,621	\$347,749	\$358,182
Total revenue from visitors	\$1,015,040	\$1,045,491	\$1,076,856	\$1,109,162	\$1,142,436

6.5 Economic Impact Assessment

Economic, social and environmental benefits introduced

Whereas financial evaluation of the Master Plan proposal takes the perspective of the funder of the project and its operating revenues and costs, a cost benefit analysis takes a much broader view of potential benefits and costs to reflect the overall Norfolk Island and Australian community interest in the project.

This involves looking at economic benefits both for the owner/operator and the broader Norfolk Island economy. It also involves evaluating social benefits for the Norfolk Island community from better preservation and presentation of the unique history of the island. Finally, any environmental benefits or costs are evaluated.

It is recognised that economic benefits are more readily valued than social or environmental benefits using standard approaches while transparently setting out key assumptions.

Social and environmental benefits and costs are trickier to value, as they require estimating the local Norfolk Island and mainland Australian communities' willingness to pay for their delivery.

Social benefits are more relevant to this project than for many visitor attractions as it will enhance the preservation and presentation of what makes Norfolk Island a unique community and the core role of Norfolk Island and the historical artefacts at KAVHA in Australia's white settlement history to visitors as well as locals. In this case, the social benefits include the heritage management benefits of better conserving key artefacts and better interpreting their significance. One aspect of this social benefit is that fostering an enhanced sense of identity on Norfolk Island and capacity to share this with the community's young people is important in encouraging youth to stay on the Island rather than leave for the mainland.

Social benefits can be major rationales for visitor attraction development. For example, the investment of \$500 million announced in 2018 for enhancing the Australian War Memorial is more justified by enhancing preservation and presentation of our war history for all Australians as key to our cultural identity than on economic benefits from visitation to the gallery by tourists from outside Canberra.

Environmental benefits or costs from this project are judged to be less critical to the overall cost benefit analysis. There may be some benefits with improved traffic flows, including for Norfolk Island resident access due to the greater focusing of visitor access to the KAVHA site. Similarly, there may be small benefits from environmental improvements in using energy and generating waste. On the other hand, this project is expected to bring some environmental costs from a small increase in total visitors to Norfolk Island, who stay slightly longer on average.

A national and Norfolk Island perspective on valuing costs and benefits

This cost benefit analysis assesses costs and benefits for both the Australian and Norfolk Island communities.

As this project promises to better protect and present important dimensions of the history of Australian white settlement there are national benefits beyond those accruing to the Norfolk Island community. This is a similar rationale to that used for justifying enhancements of the Australian War Memorial beyond looking at economic benefits for the ACT community.

Comparisons with a counterfactual – comparing forecasts of benefits with and without the proposed Master Plan investments

Only the estimated incremental benefits associated with the Site Master Plan investments are compared to the cost of proposed investments. The benefits from the Master Plan investment are not the total benefits from KAVHA, but only that part of the KAVHA benefits increased by the proposed investments. This implies considerable attention to forecasting both:

- what would happen to visitor spending and social benefits from cultural identity due to the existing KAVHA, as left unchanged; and
- what would happen to visitor spending and social benefits from cultural identity due to the proposed KAVHA after investment in the Master Plan's projects.

Discounting of benefits in future years

To compare costs and benefits of construction in the next three years with incremental benefits from operation of the facility for many years, two approaches are used:

- for the ten-year period from 2026 (to 2035), when the Master Plan investments are assumed to be complete, benefits are discounted at a 4% real (after inflation) rate. While this discount rate is much higher than the real cost of borrowing for Governments which is currently negative, this is the discount rate commonly recommended by Treasury Departments for projects which have major social or environmental benefits or that are not competing with private sector investment; and
- at the end of 2035 a discounted terminal value of the Master Plan investments is included to cover the expected value of the improvements at that date and their expected ongoing contribution to economic and social benefits beyond 2035.

Estimated costs

Construction costs at \$96M have been estimated conservatively with significant allowance for:

- contingencies;
- planning and project management costs;
- transport costs for materials and workers; and
- housing costs for required workers.

It is the case that the cost of construction is much higher on Norfolk Island than in many areas of regional Australia. This is presumably a key reason the facility has not been previously upgraded in line with its cultural significance to Australia.

Estimated economic benefits

There are major economic benefits from a visitor attraction investment from its construction phase and more importantly from its ongoing operation once open. Once open, the enhanced attraction pays increased wages to staff and for other costs of running the business. It also generates a profit or loss that needs to be considered. However, normally a much larger economic benefit accrues to the community from incremental visitor spending with an enhanced attraction than is due to the direct financial returns to the owner/operator.

Construction Phase economic benefits

Across Australia it is assumed that any Government spending on this project substitutes for spending on other projects or other forms of government spending, so there is no net construction benefit nationwide. Without this assumption all projects would have strongly positive net national benefits and there would be no allowance for the effects of Commonwealth budgetary or construction industry capacity constraints.

This is not the case in considering benefits for regional areas of Australia that win construction projects. This explains the competition among regions to win major Federal Government project funding. For areas like Norfolk Island with smaller populations (Norfolk Island in 2016 had a population of only 1,748 in the 2016

Census of which 1,035 were of working age), any large project will be particularly obvious in its impact. In the 2016 Census Norfolk Island had a construction industry workforce of only 73 workers.

The construction phase benefits to Norfolk Island are influenced by the share of spending that accrues to local businesses after allowing for bringing in materials and workers. Unfortunately, compared to most mainland Australian sites, the local Norfolk Island economy is expected to receive a smaller share of the benefits from construction spending due to higher reliance on bringing in materials and workers and transport costs. From analysis of cost components for the Master Plan projects it is expected that around 15% of construction cost spending, including for housing and feeding workers brought from the mainland, is spent on local Norfolk Island services.

Discounted net Community Benefit of Construction Benefits:

- For Norfolk Island - \$96m*15% or \$14.4M
- For Australia - \$0M

This level of construction phase spending (\$96m *15%=\$14.4m or \$14m in 2022\$s) is expected to produce increased employment of 80 one-year construction or visitor economy jobs spread across the two years of 2024 and 2025 for Norfolk Island or an average of 40 construction or visitor economy jobs over the two years

Direct incremental spending by the facility on staff or material costs

A much higher proportion of the incremental costs of operating the enhanced facility are assumed to be provided by Norfolk Island based workers and suppliers than was the case for the project's construction. While only 15% of construction costs were assumed to be supplied from the Island, the share of operating costs assumed to be supplied from the island is 75%.

Even though leased to other operators, the local costs incurred by the lessees of the accommodation, Surgeon's Quarter Café and Pier Store will lift activity in the Norfolk Island economy.

From the tables in Section 6.2, the operating costs of the five KAVHA based proposed businesses are summarised in Table 25. These estimates included assuming shares of costs (not including lease costs) in total revenue of the accommodation (50%) and Pier Store Café and Wine Bar (60%).

The incremental spending on labour and supplies from Norfolk Island businesses from enhanced facilities at KAVHA sums over 2026 to 2035 to \$35.1 million (2022 dollars). After discounting at a real 4% this equates to a net present value of this benefit of \$25.2 million in 2022 dollars.

This significant community benefit highlights that the major economic beneficiaries of attraction investment lie beyond the attraction operator.

TABLE 14. ESTIMATED OPERATING COSTS FOR KAVHA BASED BUSINESSES FOLLOWING INVESTMENTS IN THE MASTER PLAN (2022 \$000S)
NOTE: ACCOMMODATION COSTS OTHER THAN LEASE FEE ASSUMED 50% OF GROSS REVENUE, PIER STORE ASSUMED TO BE 60% OF GROSS REVENUE

	KINGSTON INTERPRETATION CENTRE	MUSEUMS	ACCOMMODATION	PIER STORE CAFE & WINE BAR	TOTAL OF ALL KAVHA BUSINESSES	COSTS PROVIDED BY ISLAND BASED SUPPLIERS
2026	314	577	452	983	4352	3264
2027	309	594	500	1012	4443	3333
2028	319	612	552	1043	4554	3416
2029	342	631	592	1074	4668	3501
2030	366	650	635	1106	4786	3590
2031	366	650	635	1106	4788	3591
2032	366	650	635	1106	4789	3591
2033	366	650	635	1106	4790	3592
2034	366	650	635	1106	4791	3593
2035	366	650	635	1106	4792	3594
TOTAL	3,480	6,311	5,906	10,749	46,751	35,063

Change in net operating surplus of the facility

The surplus from the proposed Master Plan investments detailed in the financial forecasts of Section 6.2 and Table 15 are summarised in Table 26

The incremental income from enhanced facilities at KAVHA sums over 2026 to 2035 to \$4.1 million (2022 dollars). After discounting at a real 4% this equates to a net present value of this benefit of \$2.8 million in 2022 dollars.

TABLE 15. OPERATING PROFIT FOR KAVHA FROM INVESTMENTS IN THE MASTER PLAN (2022 \$000S)

YEAR	INCOME FOR REINVESTMENT
2026	201
2027	224
2028	213
2029	440
2030	491
2031	500
2032	500
2033	500
2034	500
2035	500
TOTAL	4,069

Tourism spending benefits in Norfolk Island outside the KAVHA site

Visitor attraction investments provide a major reason for visitation, yet the operators of these attractions only normally get a small share of the total tourist spending induced in the destination. Other facilities such as visitor accommodation, food and beverage, tourism retail, tour and transport operators all benefit but do not make a financial contribution to the attraction investment. In this sense they “free ride” on the attraction investment and receive a positive externality from it occurring. This issue leads to under investment in visitor attractions across Australia when only reliant on the private sector. This issue also leads to the common funding of visitor attraction investments and provision of operating subsidies by Commonwealth, State and local governments for day-to-day operation of the attraction facilities.

The estimated incremental increase in visitor spending outside the KAVHA precinct by mainland Australians on visiting Norfolk Island with the enhanced KAVHA precinct is estimated at \$85.5 million over the ten years to 2035 in 2022 dollars. After discounting at a real 4% this equates to a net present value of this benefit of \$62.9 million.

Social value of the enhanced facility to local residents

With just over 1,000 local residents of working age, even if the valuation of the social benefit of the enhanced KAVHA was strongly supported this would not be a major source of project net benefit. If we assume that each working age resident would be willing to pay \$500 per year or \$10 per week for better protection and presentation of the cultural uniqueness of Norfolk Island and spreading understanding of the Norfolk Island settlement history this would only amount to \$500,000 per annum. Over the ten years to 2035, after discounting at a real 4% this equates to a net present value of this benefit of \$3.6 million.

Social value of the enhanced facility to the remainder of the Australian population

The value of enhancing the preservation and presentation of particularly the Sirius related artefacts has national significance. If we assume that Australians would value this project at an average of \$15 per year, even when they don't intend to visit Norfolk Island, then this provides a social benefit of \$3.75 million per annum. Over the ten years to 2035, after discounting at a real 4% this equates to a net present value of this benefit of \$27 million.

Terminal value of the facility at end 2035

While detailed estimates of net benefits of the facility are only calculated to 2035. At the end of this period the facility, with adequate maintenance, will have retained much of its initial value compared to its replacement cost. This terminal value therefore also reflects the high construction costs on Norfolk Island. Over the ten years to 2035, after discounting at a real 4% this equates to a net present value of this benefit of \$57 million.

Summary of costs and benefits

Table 27 summarises the benefits to the Norfolk Island community perspective of the proposed Master Plan investments. This summary assumes that the costs of the Master Plan development are fully borne by the Commonwealth Government.

Not surprisingly, the net benefits from the perspective of the Australian community are not as significant – reflecting that:

- they bear the construction costs
- this community does not gain a net construction benefit (as the Commonwealth Government construction spend is assumed to be spent on construction elsewhere in Australia)
- it is assumed that the incremental spending on visiting KAVHA, its businesses or elsewhere in Norfolk Island would either be 50% spent elsewhere on domestic tourism in Australia (no benefit) or overseas – implying only 50% of these benefits to the Norfolk Island community are benefits from an Australian community perspective
- it receives the social benefits estimated for Norfolk Island locals and from the remaining Australian population.

This approach produces estimates of net costs to the Australian community from the proposed KAVHA investments as shown in Table 28.

This project therefore appears to offer worthwhile benefits from an Australian community perspective, but much more so from a Norfolk Island regional perspective under the assumption that the Commonwealth (or NSW) Government pays for the full construction cost.

Sensitivity Analysis

As this cost benefit analysis estimates of net community benefit relies on a number of critical assumptions, the impact of varying these assumptions is a key feature of this report. This assists readers in identifying the key risks to delivery of expected community returns from the project.

For example, assuming a lower discount rate in line with the Independent Pricing and Regulatory Tribunal (IPART) recommendations for NSW local Government investment in infrastructure of 0.4% is examined. This increases estimated community returns. As at the end of January 2022, the nominal local government discount rate recommended by IPART was 2.9% and the real discount rate was 0.4%. IPART recommend local government use this discount rate if they are using a net present value (NPV) approach to calculating local infrastructure contributions.

An assumption of a lower terminal value of the facility in 2035 is reviewed, and this reduces estimated community returns.

The impact of assuming only half the incremental visitor spending expected is also assessed as is a blow out of construction costs by 25% above those expected.

Finally, the impact of assuming social benefits 25% above and below that expected is estimated.

TABLE 16. COSTS AND BENEFITS FROM INVESTMENTS IN THE MASTER PLAN (2022 \$000S) FROM THE PERSPECTIVE OF THE NORFOLK ISLAND COMMUNITY

CATEGORY OF COST OR BENEFIT	NET PRESENT VALUE
CONSTRUCTION COST	-
CONSTRUCTION BENEFIT	14,000
INCREMENTAL OPERATING COSTS OF PROPOSED BUSINESSES IN KAVHA	25,200
INCREMENTAL OPERATING PROFIT FOR KAVHA FROM INVESTMENTS IN THE MASTER PLAN	2,800
INCREMENTAL VISITOR ECONOMY SPENDING OUTSIDE KAVHA SITE	62,900
SOCIAL BENEFITS TO NORFOLK ISLAND LOCALS	3,600
TERMINAL VALUE OF THE FACILITY AT END OF 2035	57,000
TOTAL	165,500

TABLE 17. COSTS AND BENEFITS FROM INVESTMENTS IN THE MASTER PLAN (2022 \$000S) FROM THE PERSPECTIVE OF THE AUSTRALIAN COMMUNITY

CATEGORY OF COST OR BENEFIT	NET PRESENT VALUE
CONSTRUCTION COST (\$96M AFTER DISCOUNT IS \$87M)	(87,000)
CONSTRUCTION BENEFIT	
INCREMENTAL OPERATING COSTS OF PROPOSED BUSINESSES IN KAVHA	12,600
INCREMENTAL OPERATING PROFIT FOR KAVHA FROM INVESTMENTS IN THE MASTER PLAN	1,400
INCREMENTAL VISITOR ECONOMY SPENDING OUTSIDE KAVHA SITE	31,450
SOCIAL BENEFITS TO NORFOLK ISLAND LOCALS	3,600
SOCIAL BENEFITS TO THE REMAINDER OF THE AUSTRALIAN POPULATION	27,000
TERMINAL VALUE OF THE FACILITY AT END OF 2035	57,000
TOTAL	46,050

6.6 Quantity Surveyor Cost Plan

NORFOLK ISLAND MASTERPLAN ORDER OF MAGNITUDE



GFA: Gross Floor Area
Rates Current At July 2022

LOCATION SUMMARY

Ref	Location	GFA m ²	GFA \$/m ²	Total Cost \$
A1	Visitor Centre – QE-2			
A1A	Building works	2,966	5,497	16,303,922
A1B	External Works			1,559,000
A1C	External Services			150,000
	A1 - Visitor Centre – QE-2	2,966	6,073	18,012,922
A2	Museum			
A2A	Exsiting Building Fit Out	1,109	1,839	2,039,730
A2B	Extension at Rear	1,101	10,172	11,199,322
	A2 - Museum	2,210	5,991	13,239,052
A3	Food and Beverage			
A3A	New Deck and Ramp	100	2,460	246,000
A3B	Kitchen/Prep Area Fitout	210	2,764	580,400
A3C	Multi Purpose Space Fitout	188	5,662	1,064,410
A3D	Service Infrastructure			1,092,500
	A3 - Food and Beverage	498	5,991	2,983,310
A4	Accommodation Upgrades to QR Houses (In 5 No.)	1,790	670	1,199,300
A5	Interpretive Offerings			
A5A	Double boatshed	275	1,208	332,085
A5B	Prison interpretive elements			487,005
	A5 - Interpretation Offerings	275	2,979	819,090
A6	Community Offerings			
A6A	Public Toilets			100,000
A6B	Catering Kitchen			250,000
A6C	Furniture Store			85,000
A6D	Upgrades to Existing Sirius Museum			50,000
A6E	Compound Building			463,000
	A6 - Community Offerings			948,000
A7	Sitewide works			395,000
ESTIMATED NET COST		7,739	4,858	37,596,674
MARGINS & ADJUSTMENTS				
	Provision For Shipping Fees and Charges (Barge from BNE)			8,500,000
	Provision for Accommodation/Meals/Labour loading and Flights			5,000,000
	Builder's Works in Connection / Unmeasured Sundries	2.5%		1,283,326
	Design Contingency (10%)	10%		5,240,000
	Preliminaries	15%		8,650,000
	Margin	10%		6,630,000
Estimated Contract Sum		7,739	9,420	72,900,000

NORFOLK ISLAND MASTERPLAN ORDER OF MAGNITUDE



GFA: Gross Floor Area
Rates Current At July 2022

LOCATION SUMMARY

Ref	Location	GFA m ²	GFA \$/m ²	Total Cost \$
MARGINS & ADJUSTMENTS (continued)				
	Construction Contingency (15%)	15%		10,940,000
	Cost Escalation			Excl.
	Provision for F&B Equipment to Cafes and Kitchen			Excl.
	FFE/ICT/AV			Excl.
	Decant Existing Spaces			Excl.
Estimated Construction Cost		7,739	10,833	83,840,000
	Professional/Consultant Fees	12%		10,070,000
	Consultant loading Cost			500,000
	Authority/Statutory Fees and Charges			Excl.
	Headworks / Infrastructure Charges			Excl.
	Heritage Council Charges			Excl.
Estimated Project Cost		7,739	12,199	94,410,000
	Long Service Allowance (0.575%)	0.575%		550,000
	Heritage Council Management / Issues / Delays			Excl.
	Archaeologist			Excl.
	Extraordinary Impact Attributable to COVID-19 Pandemic			Excl.
Total Current July 2022		7,739	12,270	94,960,000
	Museum Curator / Collections Management			Excl.
	Dealing with Contaminated Materials / Asbestos			Excl.
	All costs relating to the Building Industry Fairness (Security of Payment) Act 2017			Excl.
	Goods and Services Tax			Excl.
ESTIMATED TOTAL COST		7,739	12,270	94,960,000

6.7 Consultation Round 2 - Options Presentation



Summary of Options Presented

We have presented the following challenges, opportunities and options. Most options are not exclusive

1. Arrival, Entry and Orientation

Options for siting of a new Visitor Centre

A - Former Paradise hotel site	B - Site near the QEII Lookout
C - Site in Arthur's Vale	D - New Military Barracks
E - Kingston Pier Landing Place	

2. Management and rationalisation of the museum experience and collection

Options for siting of a consolidated museum

A - Existing Museum Sites (Various)	B - New Military Barracks
C - Collocated with a Visitor Centre	

3. Interpretation and new visitor experiences

Options for new interpretive experiences

A - Lighterage Story	B - Legislative Assembly
C - Crankmill	D - New Gaol
E - Prisoner's Barracks	F - Government House

4. Revenue generation to support visitor and site management

Options for Food and Beverage Offerings

A - Collocated with a Visitor Centre	B - Pier Store
C - Kingston Pier Landing Place	D - Lions Club
E - Emily Bay Kiosk	

Options for new Accommodation Offerings

A - Quality Row Guest Houses	B - New Military Barracks Hotel
C - Emily Bay Glamping	

5. Enhancing Community Uses

Options for Kingston Pier as a Community Hub

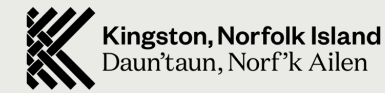
A - Pier Store - Theatre Space	B - Boat Shed - Events Space
C - REO - Community meeting rooms	

Options for Prisoner's Barracks as a major events space

A - New Events Infrastructure	B - New Public Toilets
C - Sirius Museum Community space	

Options for Enhancing the use of Emily Bay

A - Covered Outdoor Events space	B - Children's Playground
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Kingston and Arthur's Vale Historic Area

Round Two Public Consultation on Conditions, Opportunities, Analysis and Options for the Development of a Site Masterplan

Conrad Gargett have been engaged to undertake a Site Masterplan for the Kingston World Heritage site.

The Site Master Plan will be the first document to look holistically at Kingston and its opportunities, combining architecture, heritage, landscape, visitor management and tourism.

The plans will seek to reflect community consultation on future possibilities for the site, and identify specific actions over the next five to ten years to improve conservation, building use and accessibility, site connectivity and visitor experiences.

Purpose of this Consultation

To consult with you (the community and key stakeholders) to assist us to develop the site masterplan.

This is your opportunity to have a voice in shaping the masterplan to guide the future of the Kingston site.

We will share our understanding and analysis of the key conditions and opportunities on the site. We will put forward options for your comment.

We would value your feedback on the conditions, opportunities and options. Your feedback will shape the development of the Site Masterplan

What do we want to know from you?

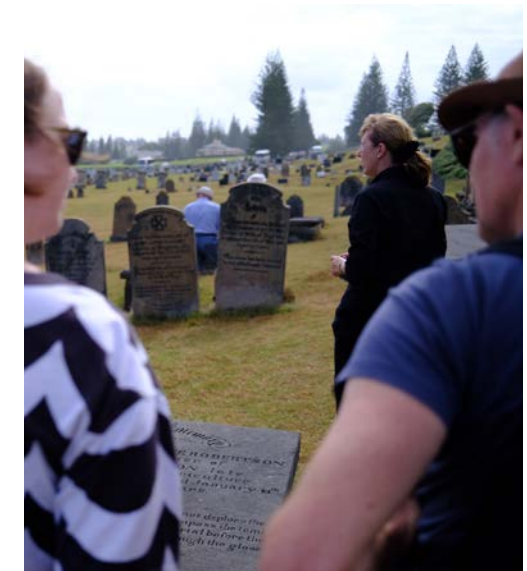
- Your thoughts on the options presented including:
 - Your thoughts on the options presented, including your preferred options
 - Any additional options you think we have missed
 - Any refinements you would recommend to the options proposed

How to share your thoughts

You can share your thoughts through the consultation sessions by talking to us in person.

After our visit, a link to an online survey will be provided in the Newspaper. You can also send us an email at kingstonsmphmp@conradgargett.com.au

Thank you for your ongoing engagement with the development of a Masterplan for Kingston. We greatly appreciate your input and look forward to hearing from you again in our Round Three consultation



CEMETERY TOUR

6.8 Consultation Round 3 - Exhibition Content

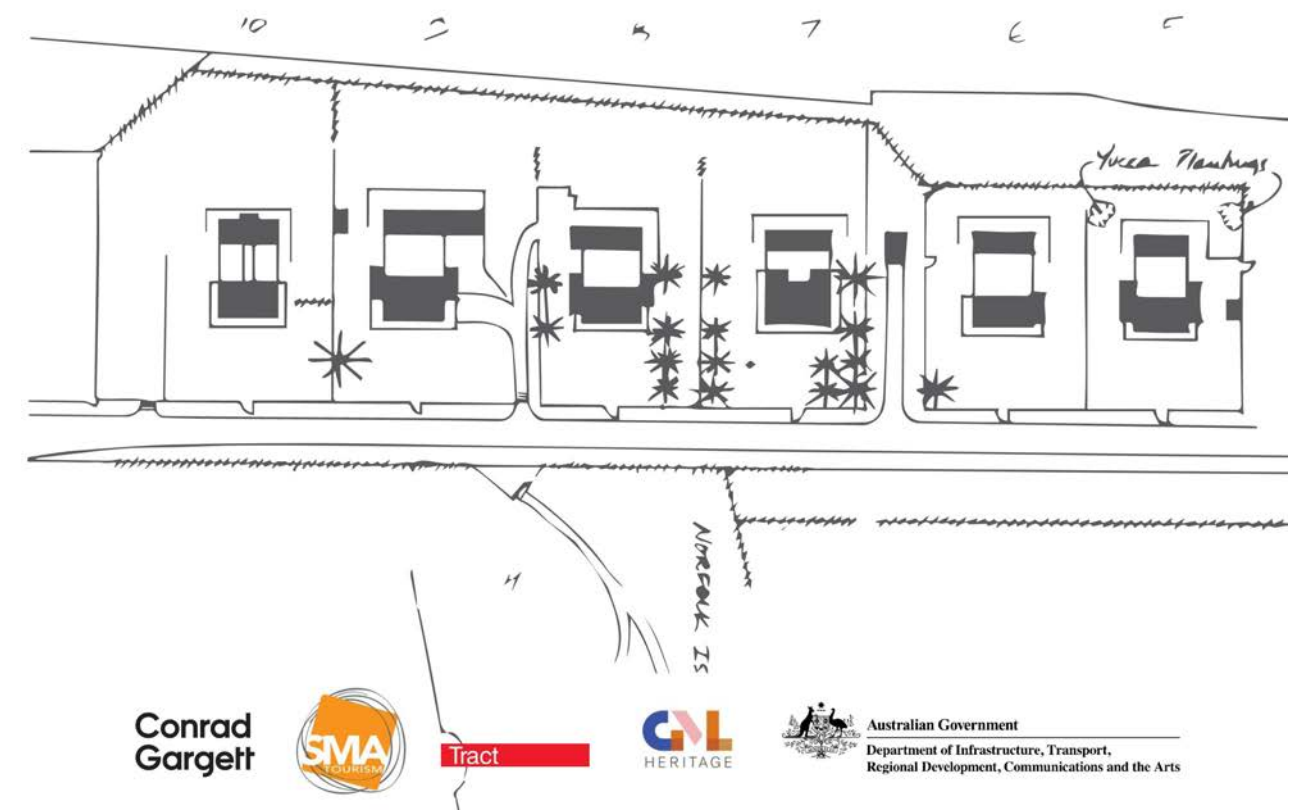


Consultation Round 3 Exhibition of Site Master Plan Recommendations

- This round of consultation will share the recommendations from the master plan analysis
- This synthesises input from previous rounds of consultation with expert judgement

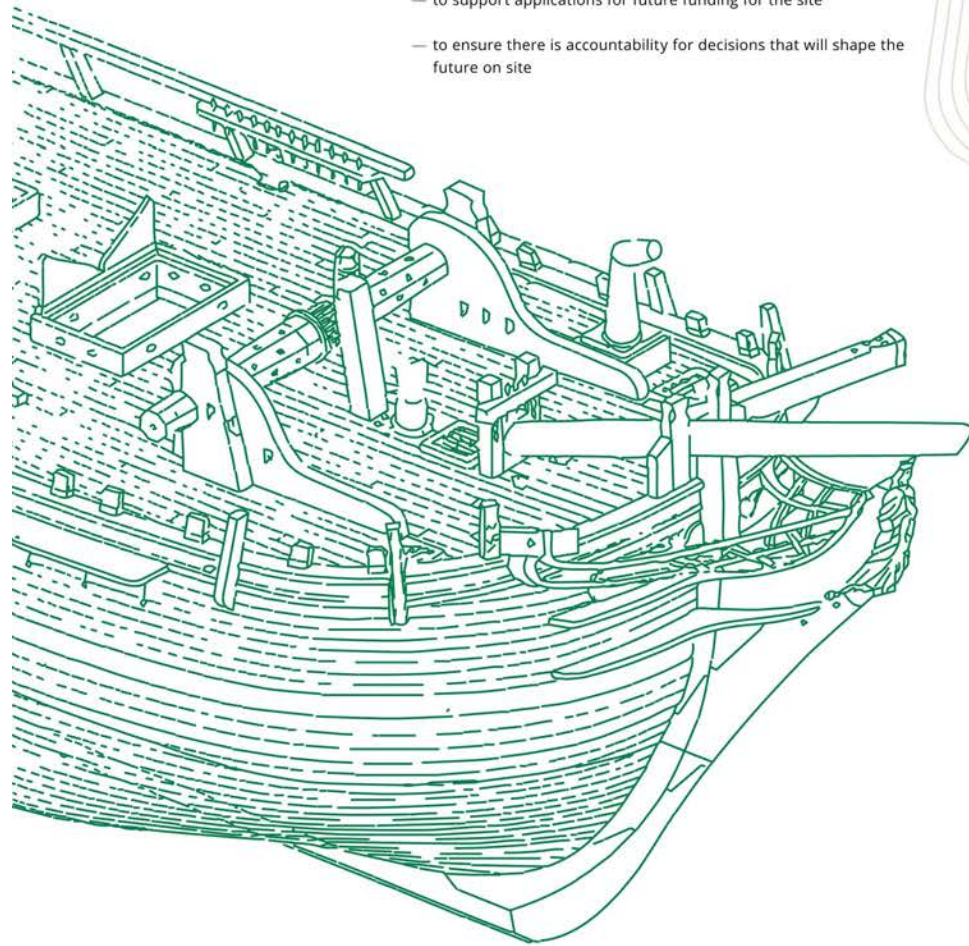
What do we want to hear from you?

- Review what we've presented
- Give us your thoughts and input on things we haven't thought of yet
- Tell us what we're missing



Why is a Site Master Plan (SMP) needed for Kingston?

- to provide a holistic overview of the site and to identify key opportunities (actions) and recommendations
- to support the future management of the place in understanding key issues, risks and decisions that need to be made (e.g. the current risk of the collection held in unsuitable environment conditions and the museum being split across multiple locations)
- to provide a framework for decisions to be made in a planned and sequential way, this includes immediate & short-term, medium term and long term recommendations
- to support applications for future funding for the site
- to ensure there is accountability for decisions that will shape the future on site



What have we heard so far?

- There are a diverse range of opinions across age groups and demographics who are passionate about the site (views on the site and what is important varied greatly)
- The Kingston Site is a significant place for all those who live on Norfolk Island.
- The site is a significant cultural site for the Pitcairner descendants and their families and is a key place for holding gatherings, cultural events and activities (as well as for daily life)
- Access to the site at all times for locals is important.
- There is a need to balance the many voices who use the Kingston site

All groups consulted so far...

- Norfolk Island Administrator
- Council of Elders
- KAVHA Advisory Committee
- KAVHA Community Advisory Group
- Attendees of the Community Drop in Sessions
- KAVHA Maintenance Staff
- Tourism Operators
- Museum Managers & Staff
- Students and parents at the School Drop in Session
- Cattle Association
- Parks Australia
- Flora and Fauna Society
- KAVHA Tenure holders

What are the risks?

- There is a serious risk to the museum collection from slow degradation or catastrophic damage if they are not conserved and managed appropriately
- Museum collections could need to be relocated for necessary care, removing them from display or from the island
- Obligations under the World Heritage Convention are not fulfilled, including:
 - Obligation to communicate heritage values of a site through interpretive initiatives
 - Obligations to protect all heritage values on the site including living uses, cultural and community values
- Existing buildings are not used are beginning to degrade
- Visitation on the site has subsided particularly among emerging, younger markets with higher expectations
- Responsibilities of the Disability Discrimination Act for equitable access to buildings and around the site are not fulfilled
- Health and safety risks are not managed, including likelihood of vehicle crashes, slips, trips and falls, mould and lead paint exposure

Site Users

- Local Community
- Community Groups
- Visitors

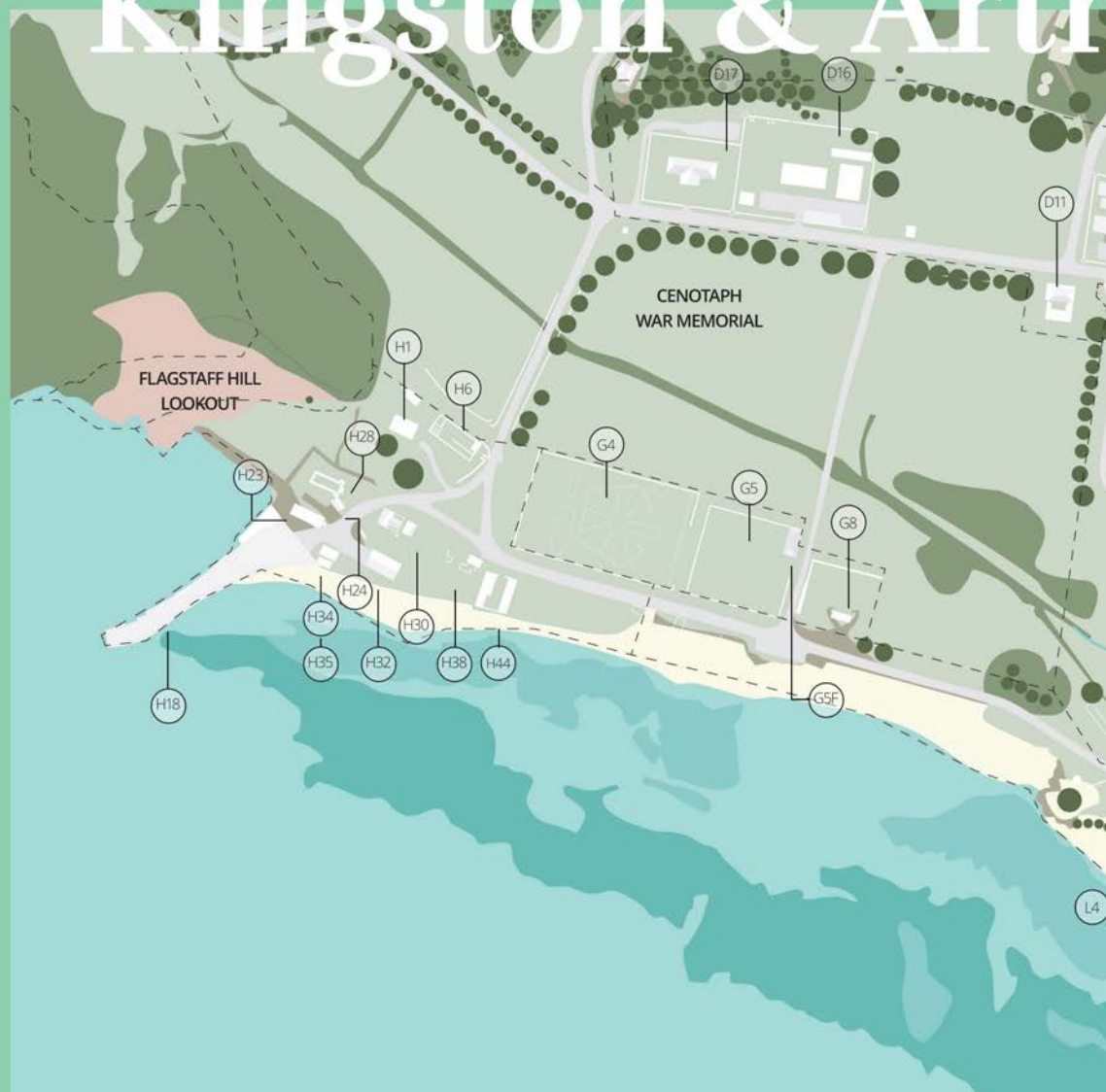
Site Managers

- Commonwealth Government
- Museums
- Maintenance Staff

Visitor Economy

- Tourism Operators
- Commercial Businesses

Kingston & Arthur's Vale



Legend

- | | | |
|--|---|---|
| (A1) GOVERNMENT HOUSE COMPLEX | (D10) NO. 10 QUALITY ROW | (H23) BEACH STORE |
| (A10) SITE OF POLYNESIAN SETTLEMENT CEREMONIAL MARAE | (D11) NO. 11 QUALITY ROW | (H24) SETTLEMENT GUARD HOUSE |
| (C) CEMETERY (PITCAIRN + COLONIAL) | (D12) OLD MILITARY BARRACKS | (H28) CRANKMILL (VESTIGES) |
| (D1) NO. 1 QUALITY ROW | (D16) NEW MILITARY BARRACKS COMPLEX | (H30) ROYAL ENGINEERS' OFFICE + STABLES |
| (D2) NO. 2 QUALITY ROW | (D17) COMMISSARIAT STORE | (H32) DOUBLE BOAT SHED |
| (D3) NO. 3 QUALITY ROW | (G4) NEW GAOL | (H34) POLICE OFFICE |
| (D4) NO. 4 QUALITY ROW | (G5) PRISONER'S BARRACKS | (H35) FLAGHOUSES |
| (D5) NO. 5 QUALITY ROW | (GSF) FORMER PROTESTANT PRISONERS' CHAPEL (SIRIUS MUSEUM) | (H38) CONSTABLE QUARTERS |
| (D6) NO. 6 QUALITY ROW | (G8) DRESSING SHED | (H44) BLACKSMITH'S SHOP |
| (D7) NO. 7 QUALITY ROW | (H1) SURGEON'S QUARTERS | (K2) WINDMILL |
| (D8) NO. 8 QUALITY ROW | (H6) CIVIL HOSPITAL II | (L4) LIME KILN |
| (D9) NO. 9 QUALITY ROW | (H18) KINGSTON PIER | (L5) SALT HOUSE (RUINS) |

KINGSTON PIER 1:2500

Arthur's Vale

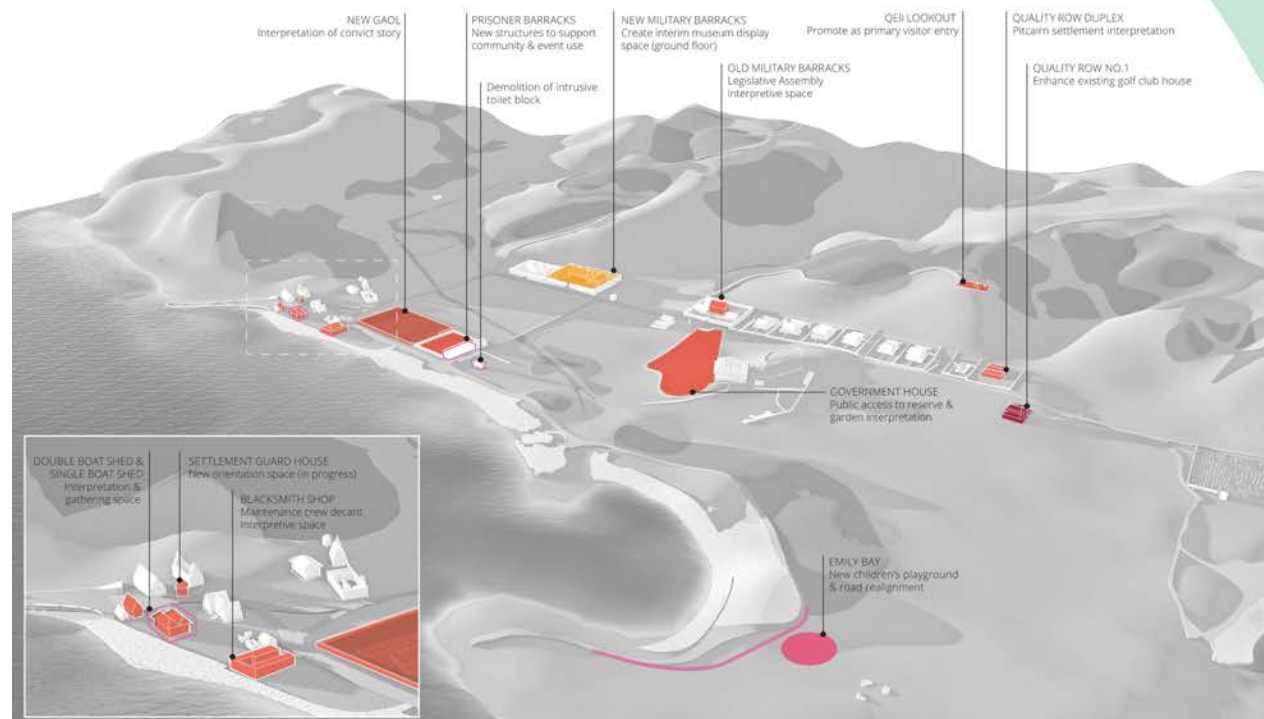


Historic Area

the next 2 years...

Immediate & Short Term Recommendations

- LEGEND**
- COMMUNITY USE
 - COMMERCIAL USE
 - INTERPRETATION USE
 - MUSEUM USE



Implementation which can take place in the immediate and short term including:

- Initial planning for future large scale projects which are critical to the site
- Design and execution of new, small scale interpretation opportunities
- Design and execution of new signage and site circulation routes
- Design and execution of new community spaces, enhanced site infrastructure and amenities

ACTIONS	EXPLANATION	PRIORITY	TIMING
Feasibility Assessment & Business Case	Required for: Consolidated Museum, Purpose Built Collection Store and Interpretation Centre Feasibility Assessment: Consider appropriate sites and high level heritage impact, develop a functional brief, concept plan, costings and forecasting Business Case: Recommends proposal for funding	High	2022-23
Museum Collection - Assessment	Undertake an assessment of the existing museum collection to establish at risk items and immediate strategy for conservation. Detailed assessment will feed into the business case and feasibility assessment	High	2022-23
Visitor Monitoring System	Install permanent vehicle and pedestrian counters at strategic entry points, supported by observations to identify average number of people in each vehicle and average repeat visitation in a given day, to generate an estimate of actual visitation. Section 5.3 provides an example of a suitable radar-based vehicle counter	Moderate	2022-23
Golf Club - Clubhouse alteration and upgrade	Identify and evaluate options for extending the veranda overlooking the golf course and providing glass walls to waist height to reduce wind; enclosing the open centre of the complex to operate as additional dining or a larger kitchen; and creating an outdoor deck with glass walls to the eastern side looking towards Cemetery Bay	Moderate	2023-24
New Military Barracks - Interim Museum Display Space	Use space available in the New Military Barracks as an interim 'swing' space for museum display and collection management	High	2022-24
Works Depot - Relocation	In progress	Moderate	2023
Settlement Guardhouse - Orientation Space	In progress	Moderate	2023
Double & Single Boatshed - Interpretation Space	Develop the Double & Single Boatshed as interpretive space to tell the maritime story of the site including interpretive signage, new glazing doors and ramp for all weather protection while maintaining views and moveable furniture for events	High	2023
Royal Engineer's Office - Community Centre	Develop booking system and refresh facilities for community group use. Existing kitchen and amenities can be reused in the short term.	Moderate	2023
Old Military Barracks - Interpretive Space	Reinstate existing fit-out, provide signage and barriers to facilitate timed access to the Old Military Barracks former Legislative Assembly chambers interpretive space	Moderate	2024
New Goal - Interpretation	Increase the ability to see the original building layout through symbolic presentation of the building. Install gabion baskets similar to those used at Tasmania's Cascade Factory	Moderate	2023
Arrival Routes - design and promote	Create a short and longer route that has a logical sequence. Incorporate directional signage	Moderate	2023
QER Lookout - directional signage	Prepare a sign plan for new signs and sign removal. Produce and install directional signs from multiple roads to the Rooty Hill route to promote this route as the main entry point for tourists. Remove other directional signs to Kingston. Install exit signs to Burnt Pine via Country Road	Moderate	2023
Food and Beverage on site - EOI	Invite proposals for new food and beverage on the site, considering sites which have existing commercial kitchens or temporary, demountable trucks or carts	Moderate	2023-24
Quality Row Duplex - Interpretive Space	Design, consult and construct new fit-out and interpretive display that tells the story of Pitcairn Settlement on one side of the Duplex	Moderate	2024
Government House - Open Reserve for Public Access	Provide new signage and fencing to facilitate daily public access to the Government House Reserve	Moderate	2022
Emily Bay - Road Realignment	Realign road to manage existing landscape and erosion	High	2023
Emily Bay - Playground	Design, consult and construct a new sensitively sited playground at Emily Bay	Low	2023
Prisoner's Compound - new Community Amenities	Design, consult and construct new amenities, storage facilities and event spaces within the Prisoner's Compound	High	2023-24
Public Toilets - Demolition	Decommission and remove toilets once new toilets have been constructed in the Prisoner's Compound	High	2024
Blacksmith's Compound & Munna's - Interpretive Space	All weather interpretive signage display	Low	2024
Feasibility Assessment - Accommodation in Quality Row	Identify and evaluate options for the adaptation that balances maximum market appeal and operational practicalities with minimising heritage impacts and disruptions to golf course and cemetery operations. Prepare cost estimate for works, forecasts for operations and a heritage impact assessment for works	Low	2023
Pier Store - EOI to operate a cafe/ wine bar/ restaurant	Prepare on EOI that describes the prepared business proposals from interested operators	Moderate	2022

2023 - 2024

Enhance Existing Community Uses

The master plan acknowledges that Kingston is an integral part of the everyday life of Norfolk Islanders as a hub of recreation, a place for seasonal events and space for cultural gathering.

Community Consultation identified opportunities for enhancing existing community uses at Kingston including...

Prisoner's Compound

Prisoner's Compound as a community events space

New structures within the Prisoner's Compound could provide necessary services to retain and enhance the use of the compound for events and replace the existing amenities.

New work could include:

- New storage space for furniture, gazebos and equipment
- New power and water supply
- New public toilets to replace existing toilets near the saw pit
- Adaptive reuse of the Protestant Chapel for programmable community uses (if Sirius Museum is relocated)

The decant of the Sirius museum enables the Protestants Chapel to be available for programmed community uses. This complements the use of the Prisoner's Compound as a major community events and cultural space.



INTERPRETIVE WIREFRAME SIGNAGE EXAMPLE

PRISONER'S COMPOUND DURING BOUNTY DAY



Prisoner's Barracks site story

The Prisoner's Barracks proper is no longer evident in the compound site. Other aspects of site planning including guard house and structures abutting the compound wall have been removed over time and limited evidence exists for visitors to interpret the function of this space.

However, the site has other layers of significance to consider. The site is used by the community for cultural events with frequent use of the green lawn for recreation and gathering. New site services are considered in order to enhance this community use and interpret some of the past site layout.

Further interpretation could take the form of signage which reconstructs views and helps visitors to understand the site planning and three dimensional form of buildings which have been removed.

Emily Bay

FACILITATE ONGOING RECREATION USES AT EMILY BAY

Maintain and enhance current and ongoing local recreation and cultural use while protecting the natural environment (marine and terrestrial) new opportunities could include:

- Children's playground
- Expanded camping opportunity for locals during summer
- Protection of the natural environment - both marine and terrestrial
- Relocation of the road

LOCATION OF ACCESS ROAD THROUGH AND BEYOND EMILY BAY

The access road to this precinct traverses the rear of the dune and hugs the eastern shore of the bay requiring some level of sea wall and exposing vehicles to the edge of the bay. Moving the road away from the edge facilitates the opportunity for:

- Better access to recently installed picnic facilities
- The re-establishment of the natural dune and headland landscape
- The formation of a coastal walk which isn't compromised by interaction with cars
- Better integration of storage of the outrigger boats clear of the pine forest, and
- Provision of formalised accessible pathway access to the bay from adjacent parking

CHILDREN'S PLAYGROUND

Children's playground was frequently requested during community consultation. Only 1 other playground on Norfolk Island, located within Burning Pines (not in Kingston).

In Kingston a new playground should include:

- Contributing to the interpretation of the site - including Colonial, Pitcairner and recent history, the importance of the reef and environmental management
- Nature play principles and aesthetics
- The site to reduce visual impact



EXISTING BOAT STORAGE IN THE PINES



EXAMPLE OF NATURE BASED PLAY

EASTERN CREEK PLAY SPACE



ADELAIDE ZOO PLAY SPACE

2023 - 2024

Enhanced Site Interpretation



What is site interpretation?

Site interpretation can include:

- Physical signage, including wayfinding, building identification and informative signage
- Physical displays including historical images, drawings and information that is formatted graphically and constructed in durable materials for outdoor installation
- Landscape interventions including paths and seating which reflect historical routes, forms and layouts
- Contemporary built structures which reinterpret aspects of buildings which are in a state of ruin or which no longer exist
- Digital platforms that can provide recreational augmented reality and further in-depth history and stories

Why is enhanced site interpretation needed?

- To provide enhanced existing interpretation with new interpretive experiences (supplying written and spoken guides)
- To provide experiences of the site that support the museum collection
- To provide opportunities for self guided exploration
- To tell other stories and histories that are not currently represented. These include the stories listed in the following 'interpretive opportunities' diagram on the right

	Polynesian Settlement	First settlement	Second settlement	Pitcairn settlement	Norfolk Islander History
Story of Industry					
Story of Agriculture					
The New Gaol site story					
The story of Convict Labour					
Prisoner's Barracks site story					
Government House Story					
Story of Pitcairn Islander Settlement					
Story of Governance					
Story of Ecology					
Story of Maritime Uses					

INTERPRETIVE OPPORTUNITIES



KINGSTON SITE MASTER PLAN

2023 - 2024

Government House Story

Access to the Government House site is critical to the legibility of the site hierarchy and how it functioned as a penal settlement from the second settlement. The elevation of the site, sight lines and landscape spaces reinforce the stature and relationship of the government to the convict, industrial and management sites.

The interpretation of the Government House gardens was suggested in 1997 and again in 2017 (Tropman and Tropman Architects Gardens Conservator; Inspiring Places Maintenance Advice)

Opening Government House reserve for public access including tour bus access. Provide designated coach parking space. Consider landscape interpretation spaces which recreate elements of recreational parterre gardens

Re-purposing with Government House for public visitation was suggested and could be considered as part of a future interpretation strategy



GOVERNMENT GARDENS, PORT ARTHUR



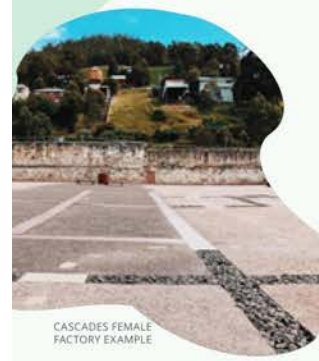
EXISTING FORMAL GARDENS, GOVERNMENT HOUSE

The New Gaol - Site Story

The New Gaol is in a ruined state which does not tell the full story of the inhabitants' imprisonment, including the use of blackout confinement cells. The gaol also represents significant changes in theories of punishment which are only told on the site in small scale location signage

New Site interpretation could include landscape interventions which would enhance the legibility of the original building layout while improving access for visitors to the site. There is also potential for a collocated lightweight interpretive structure which reproduces the qualities and scale of a single cell and helps visitors understand this experience

Tasmania's Cascade Factory is a strong precedent for this project including sensitive built interpretation on sites with limited visible building fabric



CASCADES FEMALE FACTORY EXAMPLE



SZEZMARY PALACE



NEW GOAL EXISTING SITE

33



SKETCH OF INTERPRETIVE DISPLAY IN ONE SIDE OF THE DUPLEX

Quality Row Duplex

Telling the story of how Pitcairners came to inhabit Norfolk Island, what their lives were like when they arrived and how they settled in the Kingston site. The way they used the existing buildings is one way of telling this story in an interactive way for visitors to the site while also recording family histories and memories for locals.

The Quality Row Duplex is already a significant site for interpretation and popular location for tourists to experience the site at night through ghost tours. However, the symmetrical arrangement also offers the possibility of some internal display and use in one of the houses while retaining these other values.

This display would supplement the stories told at the House Museum (No. 10), Pitcairn Settlers Village (off site) and the Prisoner's Barracks site story.



EXAMPLE EXHIBITION DISPLAY - TRAVEL DIARIES & MAPS



EXAMPLE EXHIBITION DISPLAY IN A HISTORIC STRUCTURE

- Story of Pitcairn Islander Settlement

Old Military Barracks Legislative Assembly

Telling the story of how Norfolk Island was governed as a small, isolated population. This is significant - both interesting to visitors and an important part of local history and identity. This story ranges from the distant past of penal settlement to the living memory of self governance.

The Old Military Barracks was the former site of the Legislative Assembly. The original fit-out is part of the museum collection but is currently stored off site. Reinstating this fit-out would offer the opportunity to conserve the physical fabric appropriately while creating a space for discussion and display of the history of governance and function as a use-able meeting space for education and community groups.



SKETCH OF REINSTATED LEGISLATIVE ASSEMBLY FIT-OUT

- Story of Governance



LEGISLATIVE ASSEMBLY ROOM IN USE & EMPTY



OLD MILITARY BARRACK



2023 - 2024

Double & Single Boat Shed

Telling the maritime Story at Kingston Pier and its significance for its maritime uses including the present day port and lighterage uses, recreational fishing and historic whaling and transportation by sea

The existing lighterage boats are currently stored near the pier but are deteriorating in the open air and exposure to the elements. These boats are significant to the story of the pier and have strong associations to people in the community who made and used them

The reuse of the boat sheds to store these major historical pieces continues the buildings original function. New interpretive signage, display and fit-out will create a space to tell the stories of maritime uses. One side of the double boat shed could also be retained as a largely open space and used for other programmable events

- Story of Maritime Uses



EXISTING DOUBLE BOAT SHED



THE GOODS SHED - COX ARCHITECTS



EXAMPLE EXHIBITION DISPLAY IN A HISTORIC STRUCTURE

2023 - 2024

Story of Industry & Infrastructure

The story of the many industrial uses on the site is difficult to understand in its current bucolic setting. Industrial activities spread across the site, including the blacksmith's quarters, lumber yards, salt house, quarry and lime kilns

The construction of the site including the engineering of the creek and draining of the swamp are important aspects of this story

All weather site interpretation panels could inform visitor's understanding of how these industries functioned and worked together during different phases of the site's history



EXAMPLE EXHIBITION DISPLAY IN OUTDOOR SPACES

- Blacksmith's Quarters



Improving Visitor Engagement

New on Site Food & Beverage

The want to get a coffee on the site, buy snacks or hot takeaway food was a consistent request throughout consultation. In the short term there are a number of locations which could be used by local operators to offer these services including:

- Existing buildings with commercial kitchens:
- Royal Engineer's Office
- No.9 Quality Row
- Surgeon's Quarters
- Mobile or temporary cart or truck at Kingston Pier or Emily Bay

It has been acknowledged that in the future, there is a need for a larger and upgraded commercial kitchen that could service multiple spaces and a larger restaurant offering on the site - this is considered in the Medium Term

Upgrading the Golf Course Clubhouse

No 1 Quality Row is used as a Clubhouse by the Kingston Golf Course. Their management would like to upgrade the clubhouse to provide an improved and larger dining opportunity capable of being financially sustainable. Preliminary ideas include:

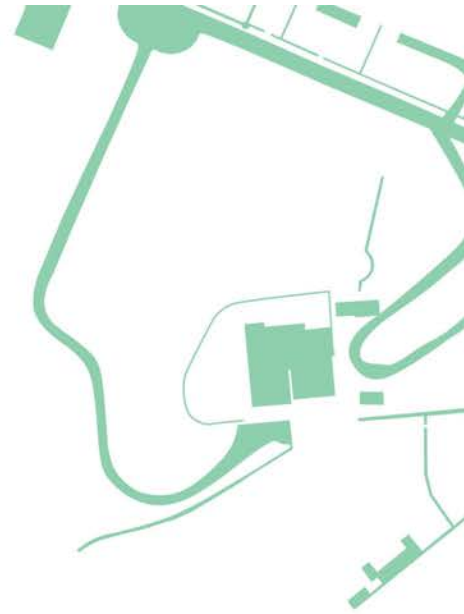
- Extending the veranda overlooking the golf course and providing glass walls to waist height to reduce wind
- Enclosing the open central courtyard to operate as additional dining space or a larger kitchen; and
- Creating an outdoor deck with glass walls to the eastern side looking towards Cemetery Bay

This opportunity both enhances the existing community uses and provides opportunities for greater visitor engagement

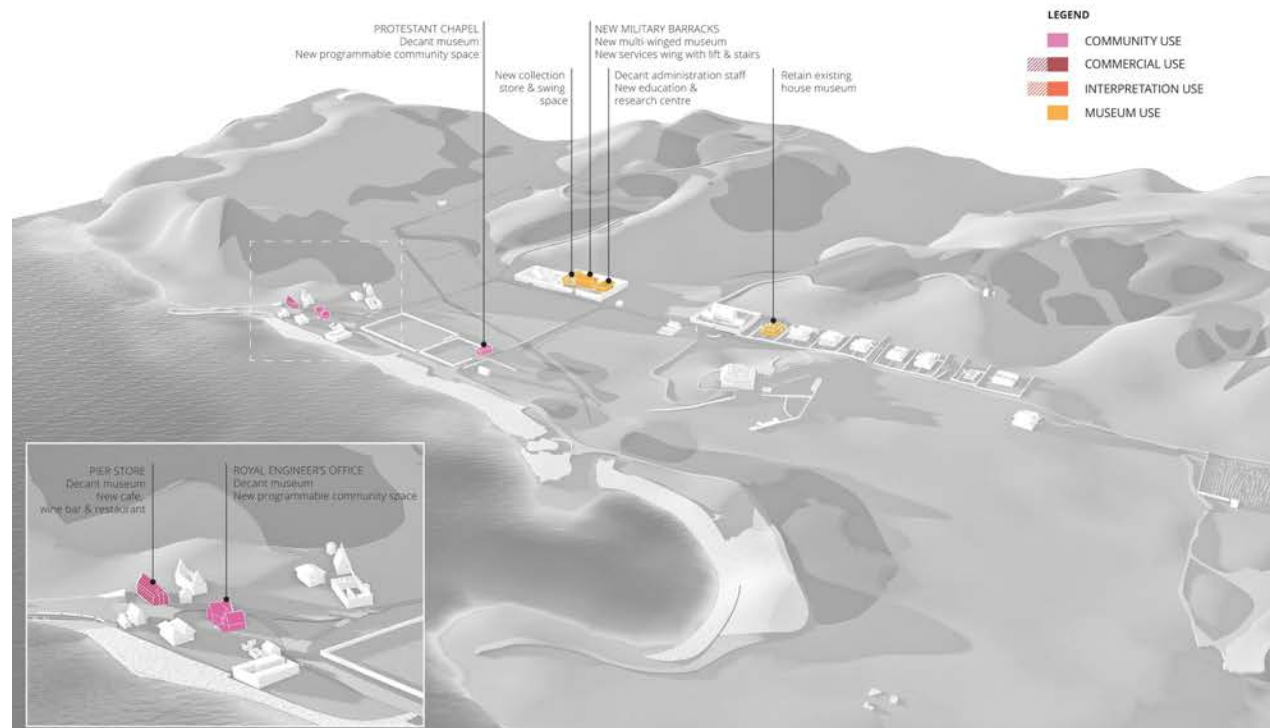


Q STATION RESTAURANT & FUNCTION SPACES

Medium Term Recommendations



the next 2-5 years...



ACTIONS	EXPLANATION	PRIORITY	TIMING
Existing Museums – Decant	Decant Commissariat Store, Sirius Museum, Pier Store and Research Centre Museum collection and display. Decant administrative staff in New Military Barracks	High	2023
Retain No 10 House Museum			
New Military Barracks – Interim Collection Store (new building)	Using the proposed new conservation works area and restructured museums staffing and trained volunteer base, commence conservation work on priority objects	High	2024
New Military Barracks – Adaptive Reuse and new service Wing	Design, consult and construct upgraded services, new extension and fitout for museum use in the New Military Barracks	High	2025-27
New Military Barracks – Officer's Mess reuse	Refit and reuse officer's mess as a research and education centre to support new museum site	Moderate	2025-27
Pier Store – Adaptive Reuse for Cafe/Wine Bar	New fitout, commercial kitchen, amenities and rear deck extension, constructed for Pier Store Cafe/Wine Bar. Upper level a multi-purpose space including for potential theatre	Moderate	2025
Kingston Pier – Reuse for programmable Community space	Develop booking system and refresh facilities for community group use. Existing kitchen and amenities can be reused in the short term	Moderate	2025
Quality Row Houses – EQI to operate guest house accommodation	Prepare an EQI that describes the proposed accommodation and business and seek proposals from interested operators	Low	2025

Implementation Recommendations which can take place in the medium term include:

- Works required to support museum collection management, conservation and display
- New design and construction of museum spaces within the New Military Barracks (adaptive re-use)
- New commercial leases and fitouts for cafe/wine bar and accommodation

2025 - 2027

Museum Collection & Experience

The museums on the Kingston site are in need of major upgrade work to make them sustainable and safe for people to work in and visit, and to ensure the conservation of the collection for future generations

What are the risks to the current museums & collections?

The current museums face a number of serious risks which require urgent attention including:

- Existing buildings are not able to be consistently conditioned to manage temperature, humidity and salinity to protect items on display
- The multiple museum sites require staff members to work alone or close museums if staff members are sick or not available. This also limits staff time for back of house functions including caring for the collection
- Existing museums do not have fire protection or security monitoring systems, leaving the collection exposed to damage or theft
- If the collection is not adequately cared for on island, parts of it may need to be moved to where conservation work can be undertaken

Why is a consolidated museum needed?

A new, consolidated museum would allow for the following:

- New purpose built building services providing appropriate environmental conditions to protect the collection from damage, heat, humidity and salinity
- New security and fire detection systems can be installed to protect the collection from damage or theft
- Existing displays and collections can be conserved and refreshed. Each collection can maintain its individual identity in separate wings and spaces
- New stories and displays can be added to tell additional stories which are not told on the site
- Site-wide history can be told in one space rather than repeated across multiple museums
- New temporary exhibition space can be created for visiting exhibitions or new research
- Conservation spaces can be provided that allow the collection to be cared for (and be part of a visitor experience)
- The research centre can be colocated to maximise staff access and availability



HYDE PARK BARRACKS EXHIBITION DISPLAY



Multi-Winged Museum Precinct

The proposal being recommended for a feasibility assessment is to re-purpose the main building within the New Military Barracks to become the main museum at Kingston.

The building is comprised of three levels that each have a footprint of approximately 258m². Within each level approximately 175m² is available for exhibition space, after discounting the central stairway and small rooms at the rear. This means the building has approximately 525m² of floorspace for interpretive display. The Museum could feature on different levels / wings of the building:

- The REO visitor centre
- The Pier Store (Bounty) museum
- The Sirius Museum
- All Saint's Church Archaeological Museum
- No. 9 Research Centre

The House Museum is ideally located at No 10 and is not proposed to be relocated. The Lion's Club collection is managed independently to the main museum collection.

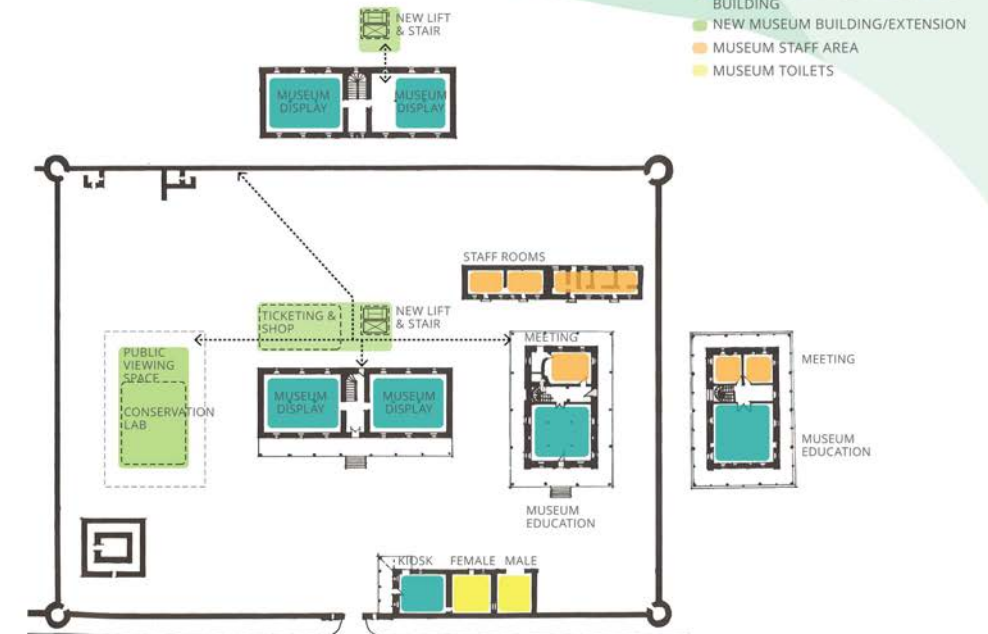
The existing museums on the site include:

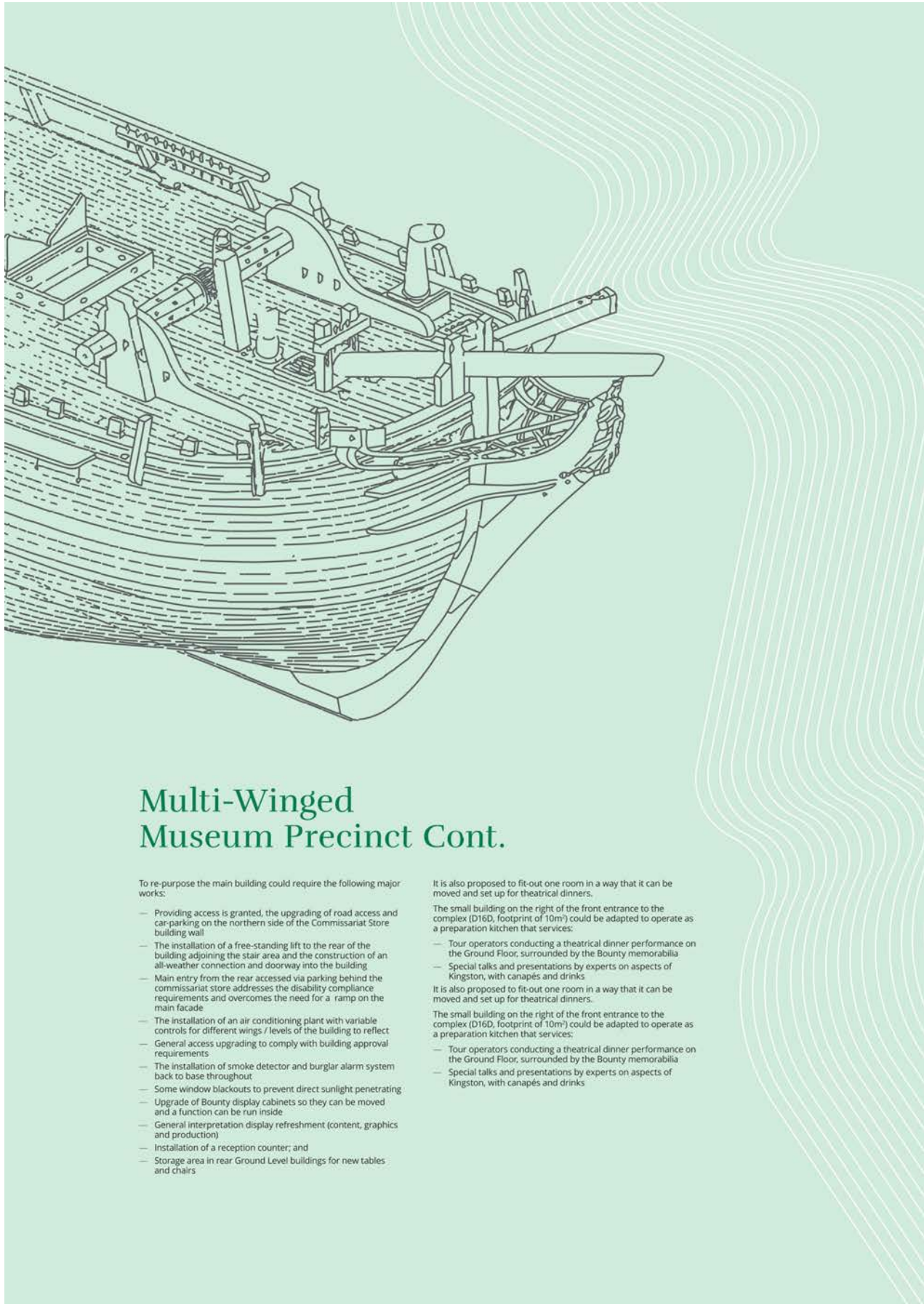
- The REO visitor centre
- The Pier Store (Bounty) museum
- The Sirius Museum
- The Lion's Club photography exhibition
- All Saint's Church Archaeological Museum
- No 10 House Museum
- No 9 Research Centre

A new building in the footprint of the former hospital is proposed to provide:

- An interim swing space and collection store
- A future dedicated conservation area
- An upper level plant room to service all buildings on the site

TEST PLAN OF THE NEW MILITARY BARRACKS PRECINCT AS A CONSOLIDATED MUSEUM





Multi-Winged Museum Precinct Cont.

To re-purpose the main building could require the following major works:

- Providing access is granted, the upgrading of road access and car-parking on the northern side of the Commissariat Store building wall
- The installation of a free-standing lift to the rear of the building adjoining the stair area and the construction of an all-weather connection and doorway into the building
- Main entry from the rear accessed via parking behind the commissariat store addresses the disability compliance requirements and overcomes the need for a ramp on the main facade
- The installation of an air conditioning plant with variable controls for different wings / levels of the building to reflect
- General access upgrading to comply with building approval requirements
- The installation of smoke detector and burglar alarm system back to base throughout
- Some window blackouts to prevent direct sunlight penetrating
- Upgrade of Bounty display cabinets so they can be moved and a function can be run inside
- General interpretation display refreshment (content, graphics and production)
- Installation of a reception counter; and
- Storage area in rear Ground Level buildings for new tables and chairs

It is also proposed to fit-out one room in a way that it can be moved and set up for theatrical dinners.

The small building on the right of the front entrance to the complex (D16D, footprint of 10m²) could be adapted to operate as a preparation kitchen that services:

- Tour operators conducting a theatrical dinner performance on the Ground Floor, surrounded by the Bounty memorabilia
- Special talks and presentations by experts on aspects of Kingston, with canapés and drinks

It is also proposed to fit-out one room in a way that it can be moved and set up for theatrical dinners.

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view of New Military Barracks

2025 - 2027

future museum fit-out...

VIEW OF NEW MILITARY BARRACKS FUTURE MUSEUM FIT-OUT

Flexible furniture and joinery pieces with fixed display pieces that respect and celebrate the existing building



HYDE PARK BARRACKS OUTDOOR DIGITAL PROJECTION

HYDE PARK BARRACKS INTERPRETIVE SPACES

Reuse of Former Museum Buildings

Kingston Pier gathering spaces



EXISTING ROOMS IN THE RED BUILDING

Locals use Kingston Pier for a range of recreational and gathering uses including:

- Large scale community gathering
- Community and cultural group uses
- Cultural and historical performances
- Community and family event uses

This master plan presents the opportunity for existing buildings to be re-purposed for community uses including:

- The REG
- Double Boat Shed
- Surgeon's Quarters (existing Lion's Club)



RESTAURANT AT PORT ARTHUR



ACTIVITIES ON THE PIER AT Q STATION



Community Use Space

The decant of the Sirius museum enables the Protestants Chapel to be available for programmed community uses.

This compliments the uses of the Prisoner's Compound as a major community events and cultural space.

view from future Pier Store Cafe & Wine Bar...



View from future Pier Store Cafe & Wine Bar

New contemporary deck extension capitalising on coastal views and engagement with the working pier

The Pier Store - Café and Wine Bar

A long-term replacement to the interim café would be a café wine bar located within a re-purposed Pier Store building

The operation would be designed to be attractive to locals and visitors, providing one of the only food and beverage venues to socialise with a view. New commercial kitchen could also be used to service function spaces and events in the Kingston Pier area

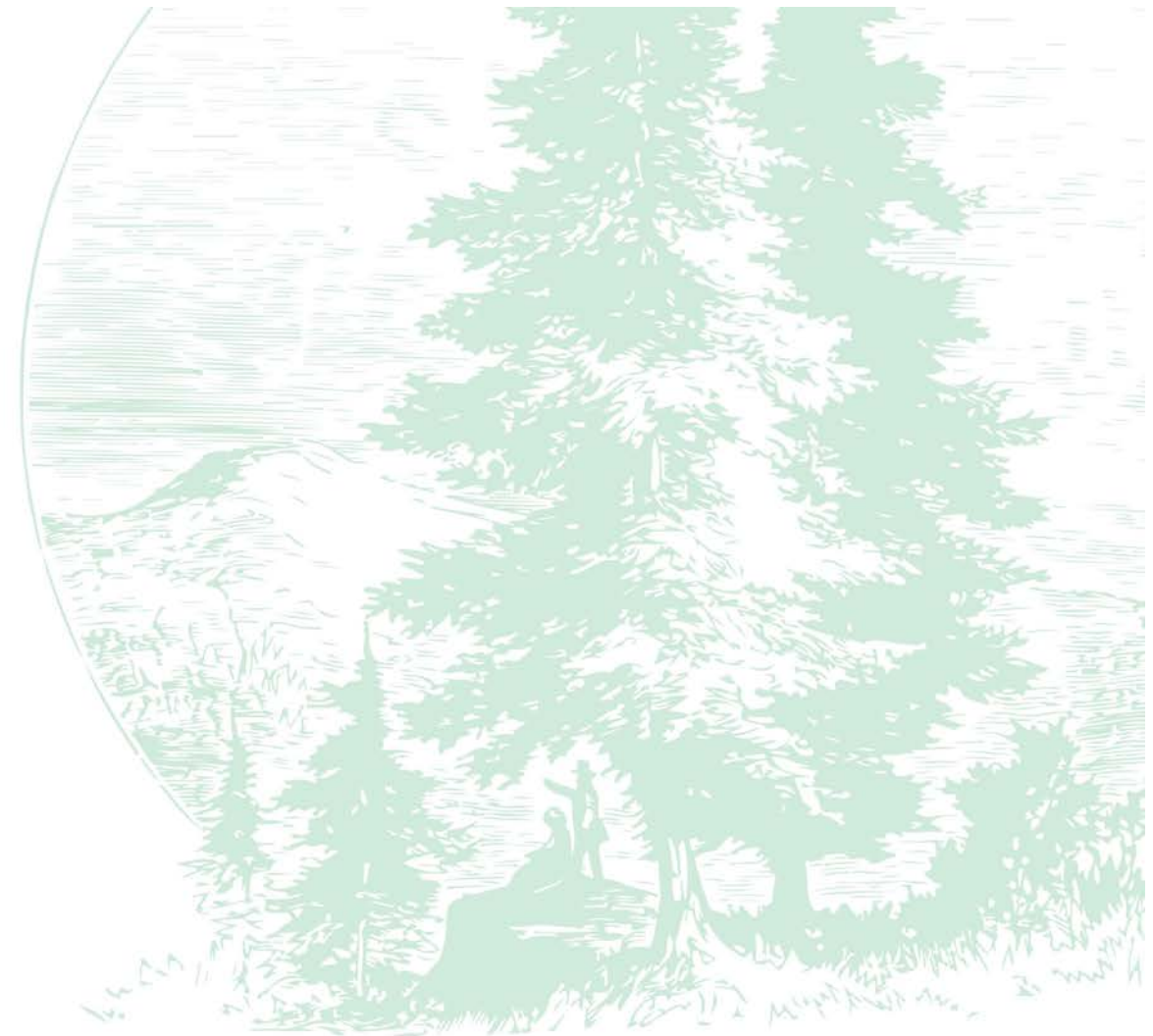
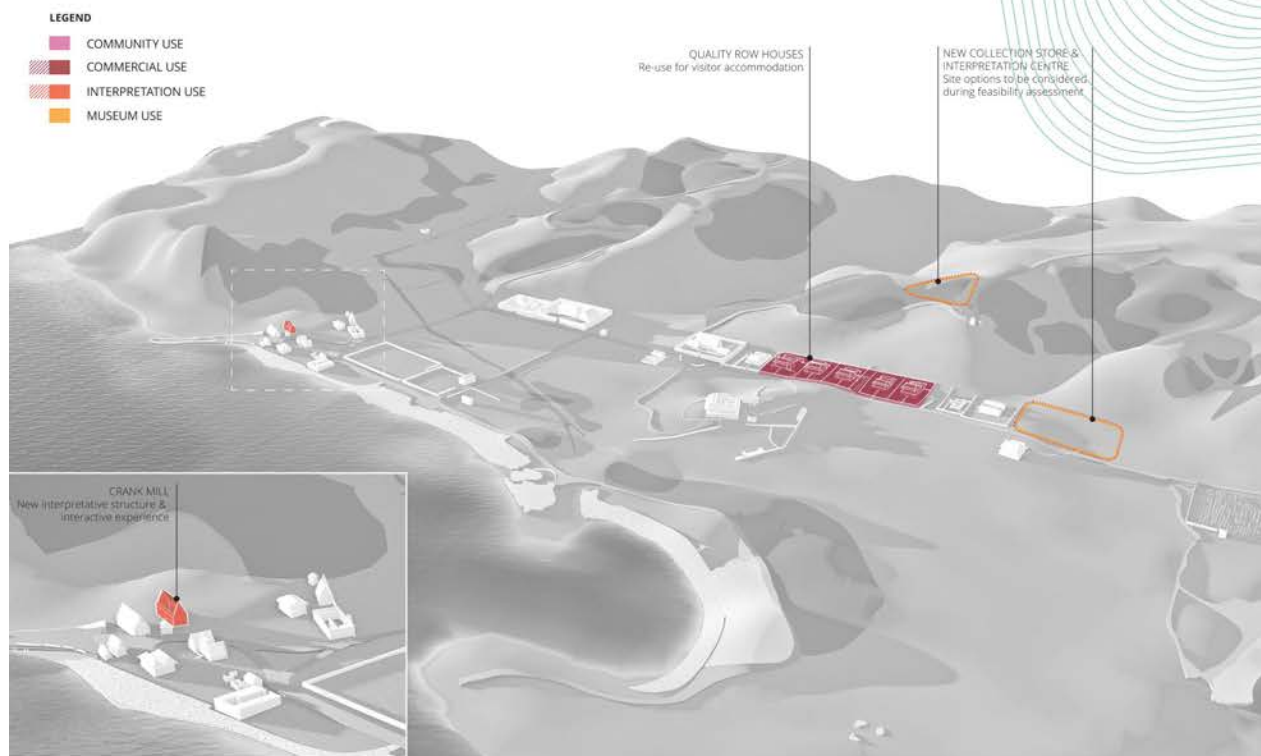
New work could include:

- Ground floor kitchen, store and waste management area
- Waterfront deck - built as a separate detached structure to the Pier Store and located to minimise visual impact on major view lines
- Upper level dining space which could be used for evening events (functions and theatre)



Long term recommendations in 5 - 10 years time...

2028 - 2032



Implementation recommendations which will require long term planning include:

- Purpose built collection store and interpretation centre
- Crank Mill interpretive structure
- New site programs including enhanced conservation

ACTIONS	EXPLANATION	PRIORITY	TIMING
Crank Mill - Interpretive Space	New interpretive structure including roof, flooring and crankmill mechanism with interpretive signage. Consider supporting soundscape and audio visual displays.	Moderate	2028
Quality Row Houses - Accommodation float	Proceed on basis of feasibility recommendations and approval conditions.	Moderate	2028
Purpose Built Collection Store and Interpretation Centre	Process will probably include detailed design, heritage and environmental impact assessment, finalisation of design, detailed cost estimation, construction, display production, float, moving Sirius collection and moveable heritage collection, preopening training, launch.	High	2027-29
Marketing Program - Visiting Conservation and Research	Develop a targeted marketing program to Brisbane and Sydney museums to come and stay on site and assist with archival research and moveable heritage conservation.	Low	2029
Conservation Resourcing - Increase	Maintain the current government allowance for operating the museums and moveable heritage collection (see Section 4.6). Use some of the increased gross profit from the museum and History and Interpretation Centre to employ additional staff and thereby reduce the pressure on existing staff, and to provide training for conservation works, digitisation and related work.	High	2029
Government House - Guided Tours	Move the Administrator into alternative accommodation on island and introduce regular guided tours of the house and special group dinners with a personal chef.	Low	2028

NORFOLK ISLAND PINES

& view from future: Collections Store Interpretation Centre

VIEW FROM FUTURE
COLLECTIONS STORE AND
INTERPRETATION CENTRE
Featuring the Sirius Collection
Items with a strong visual
connection back to the Wreck site



CRADLE MOUNTAIN GATEWAY PRECINCT - CUMULUS STUDIO



THY NATIONAL PARK VISITOR CENTRE - LOOP ARCHITECTS



PUFFING BILLY LAKESIDE VISITOR CENTRE - TERROIR

Creating a new Interpretation Centre

The need for a new building to facilitate appropriate storage conservation and preservation of the museum collection has been highlighted. Alongside this critical new use, visitor, orientation and gathering spaces could be co-located to develop an interpretation centre for the site. It is recommended to prepare a feasibility assessment to determine the optimum roles, location, cost and benefits.

CORE ELEMENTS	OPTIONAL ELEMENTS
Introductory displays and ideally customer service on how to experience whole site	Located close to arrival entry
Introductory interpretation on site significance	Offers a view of the site to support introduction
Locally relevant souvenirs and logistical support elements (eg. hats, coats)	Kiosk or café to support longer stay
Parking for coaches and cars	A feature exhibition less able to be delivered on site
All access amenities	Flexible spaces for community uses and revenue generation (eg cultural demonstrations, meetings and functions)
	Moveable heritage collection storage and conservation
	Adjoining museum or gallery
	Equipment hire, such as electric vehicles and bikes, snorkelling gear and surfboards

What could an Interpretation Centre include?

There are a number of core elements that could be included in the centre and some potential value adding elements. Interpretation centres can function at the beginning, middle and end of a visitors time on the site.

- Recommended functions include:
- An outdoor undercover orientation display, so that even when closed it can perform this function (similar to most national parks)
 - All access amenities
 - Car-parking area to enable visitors to leave their car and explore the site via bike, electric vehicle or on foot.
 - Hiring of electric vehicles & bikes to explore the site
 - Indoors interpretive introduction that features World Heritage Area but incorporates Pitcairn history through to contemporary matters, so that is also a centre interpreting historic through to a living community used site
 - Kiosk selling locally inspired souvenirs and support equipment (eg. raincoats, hats and sunscreen) to explore the site, and hiring snorkelling gear and surfboards to further enjoy the site
 - Moved and refreshed Sirius Museum wing (charged entry as part of museum ticket)
 - Moveable heritage collection storage and conservation for all of Kingston
 - Supporting car parking, plant and sustainable energy and water systems

The interpretation centre (co-located with the collection store) is a major investment for the site and will require additional staff to operate. The operating viability of the centres can be enhanced by:

- Integrating collocated functions that attract more customers and create staffing economies of scale;
- Designing the facility to provide some functions outside of operating hours, to reduce costs in operating periods where there is low demand;
- Integrating commercial activities that customers want and are prepared to pay for, such as a kiosk and souvenir sales, equipment hire, function room hire; and
- Applying sensible / pragmatic design and materials - reducing energy, water, cleaning and maintenance costs;

2028 - 2032

Why is a purpose designed storage facility needed?

To address significant collection storage and condition risks, a new purpose built facilities would enable conservation appropriate to the world heritage values of the artefacts.

The current storage solution within the existing museums and at ANZCAN near Anson Bay is not purpose built to store artefacts in a controlled environment, leaving them at risk of damage from heat, humidity, salinity, fire and theft.

Multiple locations have been considered and the following are recommended for future feasibility study:

- Adjacent to Quality Row at the former Paradise Hotel site
- Site near the QEII lookout
- Location off site on government owned land

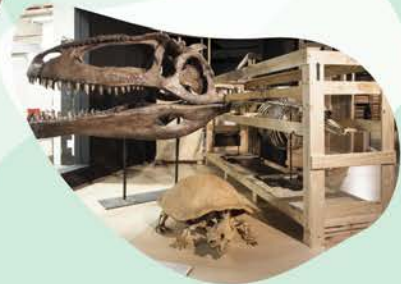
These options were presented during consultation and opinion was divided equally between an on site and off site collection facility.



POWERHOUSE MUSEUM DISCOVERY CENTRE, CASTLE HILL



POWERHOUSE MUSEUM DISCOVERY CENTRE, CASTLE HILL



What could a storage facility include?

It is proposed to provide a purpose designed storage facility for the storage and conservation of the museum collection (moveable heritage) that is not on display in the museum. The storage facility could provide:

- Storage space, with internal wall configuration to manage different levels of humidity and temperature
- Conservation room
- Hot desk office for curators / conservators / researchers
- Covered / secure loading bay
- An air conditioning plant ducted to allow variable controls within the space; and
- Back to base burglar alarm system and smoke detection system

Public access to collections stores has become increasingly popular. Many visitors are happy to pay for access and interpretation via guided tours into the collection storage facility, to observe and interact with conservators.

A collection store linked to a new interpretation centre could provide the added benefit of independent access to view a portion of the collection through glass windows / walls.



2028 - 2032

The Crankmill

The Crankmill structure presents a significant opportunity for interactive interpretation on the site. The existing crank mechanism which is in the museum collection could be replicated in a way that can be used by visitors to the site to understand the physical labour undertaken by convicts during the penal settlement periods. Lighting and sounds-capes could enhance this experience. The larger story of labour could also be told through interpretive panels.

This project also presents the opportunity to construct a new, contemporary roof structure over the existing walls to protect the fabric of the existing structure from further deterioration. Lightweight internal floors could help to overcome access constraints and interpret the internal layout of the building when it was in operation.

– Story of Convict Labour



EXAMPLE OF RAISED WALKWAYS OVER AN ARCHAEOLOGICAL SITE

EXISTING CRANK MILL MECHANISM IN THE MUSEUM



SKETCH OF INTERPRETIVE STRUCTURE & DISPLAY IN THE CRANKMILL

MENOKIN HOUSE MUSEUM, VIRGINIA, USA

ROOF OVER ARCHAEOLOGICAL SITE

EXAMPLE OF CONTEMPORARY INTERPRETIVE STRUCTURE

6.9 Consultation Outcomes Report

Conrad
Gargett

Conrad
Gargett

Consultation Outcomes Report

Norfolk Island KAVHA Site Masterplan

PREPARED FOR DEPARTMENT OF INFRASTRUCTURE, TRANSPORT, REGIONAL DEVELOPMENT, COMMUNICATIONS AND THE ARTS
DECEMBER 2022 – REVISION B



Documentation control

REVISION	DESCRIPTION	ISSUE DATE	PREPARED BY	REVIEWED BY
A	Consultation Outcomes Report – Round 1	30.05.2022	CB, KG	DG
B	Consultation Outcomes Report – All phases	21.12.2022	CB	DG

NORFOLK ISLAND KAVHA SITE MASTERPLAN – DEPARTMENT OF INFRASTRUCTURE, TRANSPORT, REGIONAL DEVELOPMENT AND COMMUNICATIONS – JOB NUMBER 21086

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1.0 Background Information

1.1 Approach

- Consultation on the KAVHA SMP will occur in 3 stages:
- Round 1: Stakeholder engagement (completed)
 - Round 2: Public Consultation – SMP options (not part of this outcomes report)
 - Round 3: Draft SMP Consultation (to be completed)

- The communication will involve a combination of:
- Face to face meetings and workshops/ presentations
 - Use of surveys where appropriate
 - Use of social media where appropriate

To counter consultation fatigue, we undertook a thorough analysis and review of the consultation inputs required and identified inputs that have already been captured and that are still current and relevant. From this point of understanding we undertook targeted consultation with an emphasis on getting feedback on emerging ideas and options, not starting from scratch.

1.1.1 Coordination with HMP Project

Stakeholder engagement has been undertaken in collaboration with the HMP project team from GML Context. Both projects are running in tandem and were programmed to complete on island engagement at the same time to counter consultation fatigue and minimise overlap of consultation questioning and outcomes. To facilitate this, sections 2.2 and 2.3 have been completed collaboratively by representatives of the SMP and HMP team and the same content appears in this report and the HMP stakeholder consultation plan.

1.2 Goals and Objectives

- The primary objectives of the consultation program include:
- Build upon existing consultation undertaken as part of previous projects
 - Provide information to the community and key stakeholders to take them on the journey of developing the SMP and promote buy in
 - Provide opportunities for input from informed stakeholders and interested parties to guide the development of the SMP
 - Understand existing relationship, use and significance of the site, precincts, landscapes and buildings including from Pitcairn elders
 - Develop an understanding of stakeholder vision, aspirations, values to inform SMP values and mission statement
 - Request feedback on previous projects and plans for the KAVHA site – what has worked and what doesn't
 - Test the analysis undertaken on site with stakeholders knowledge and lived experience

- Targeted questioning will include the following themes:
- Consider existing and future uses of buildings and infrastructure on site
 - Consider existing and future uses of landscape spaces

- Constraints for future development, including levels of intactness and significance, condition, maintenance and infrastructure
- Workshop new uses for known areas of interest including the New Military Barracks, Kingston Pier and Quality Row
- Test appetite for new commercial offerings including reuse of existing buildings, new buildings or infrastructure, programmed or digital offerings
- Assess existing museum offering and potential for expansion, consolidation and change

Things we won't do

- Cover the same ground as previous engagement
- Repeat content covered by HMP engagement
- Develop an interpretation strategy - SMP will rely on existing Interpretation Plan
- Develop tourism materials including walking tours and printed guides
- Undertake new research on Pitcairn Islander heritage and culture – consider relationship with reimagining KAVHA project and other existing research

1.3 Consultation Program

Task	Proposed dates
Stakeholder Engagement Plan - Draft	25 June 2021
Stakeholder Engagement Plan - Final	09 July 2021
Stakeholder Engagement Preparation	From approval of Stakeholder Engagement Plan
Site visit 1: Field work on Island	28 February – 06 March 2022
Round one Stakeholder Engagement	On island dates as above
Site visit 2: Round two masterplan options consultation	25 April – 27 April 2022
Draft SMP	June 2022
Public Consultation Preparation	From receipt of SMP draft feedback
Site visit 3: Round three Public Consultation	13 September – 15 September 2022
Public Consultation Outcome Report	

1.4 KAVHA Stakeholders

1.4.1 Preliminary list

List provided and developed by client for use by the project team

GROUPS TO MEET SEPARATELY

- KAVHA Advisory Committee Expert Members (Not on island)
 - Dr Jane Harrington
 - Kevin Sumption
 - Kristal Buckley
- KAVHA Advisory Committee – Community Members
 - Mr Duncan Evans
 - Mr David “Dids” Evans
 - Ms Susan Prior
- [Commonwealth Heritage Manager](#) (and island staff as relevant)

- Administrator of Norfolk Island, and Chair of KAVHA Advisory Committee, Eric Hutchinson
- Community Advisory Group
 - Ms Diana Adams
 - Mr Dean Burrell
 - Ms Prue Charlton
 - Ms Maree Evans
 - Mr Aaron Graham
 - Mr Nigel Greenup
 - Ms Rachel Nebauer-Borg
 - Ms Helen Pedel (Chair)
 - Mr Allan Tavener
- Council of Elders
- Norfolk Island Regional Council – Maintenance Staff
- Norfolk Island Regional Council – Museum Managers

GROUPS/REPRESENTATIVES CONSULTED BY THEMES

- NI Museums Trust
- Norfolk Island Tourism (NIRC) management
- Tourism providers and events
- Norfolk Island Accommodation and Tourism Association
- Business Reference Group – currently being established and would include Chamber of Commerce representative
- Landholders/leaseholders – freehold and leased crown land inside KAVHA
 - Private landholders
 - Golf Club lease No. 1 Quality Row
 - Lions Club occupy Surgeon's Quarters
 - Anglican Church – own the Commissariat Store building
- Norfolk Island Central School – staff and students
- Norfolk Island Cattle Association – cattle graze KAVHA; cattle infrastructure in KAVHA
- Parks Australia – responsible for Marine Park in waters off KAVHA
- Norfolk Island Fauna and Flora Society

1.5 Gap analysis

The demographics of Norfolk Island are changing and, along with the effect of COVID on the island, requires an analysis of the traditional stakeholder groups, methods and areas of engagement.

Discussions with the department including representatives on island have identified that some groups are under represented by formal stakeholder groups and established committees. These include young people, families and recreational and incidental site users. New tourism groups and demographics including younger people, families and groups following impromptu or less structured itineraries are also emerging which challenge established understandings of how Norfolk Island and KAVHA function.

Further, engagement methodologies which only allow for public forums can suppress contributions from these groups. Cultural practices which privilege authority and age can also diminish participation for other groups, particularly young people. Anonymous, private or informal sessions can provide a more open and inviting format for a wider group of stakeholders.

With the completion of the Census last year (2021), new data will become available to quantify demographic shifts and reinforce the relative significance of emerging and growing groups. Current discussions are based on anecdotal advice and will be tested throughout stage 1 engagement to inform stage 2 consultation.

The Stakeholder Engagement plan considered a range of strategies for facilitating the engagement of stakeholders across the full range of the Norfolk Island community in order to ensure a fair representation and future-proof recommendations against further change.

1.6 Summary of previous Engagement

The following engagement has been undertaken for recent projects and has been referenced in the preparation of this document:

- Development of A Masterplan for Kingston and Arthur's Vale Historic Area (KAVHA) Report, Concepts from Public Consultation (2018) Eric Martin & Associates with SGS Economic & Planning and The Stafford Group
- Kingston and Arthur's Vale Historic Area, Cultural Landscape Management Plan (CLMP): Consultation Outcomes Report (Sept 2019), GML (Heritage) + Context
- Kingston and Arthur's Vale Historic Area, Consultation Outcomes Report – Development Control Plan (Sept 2019) AECOM
- Norfolk Island 2030 Plan, Community Survey Messages Report (August 2020), Change Sustainable Solutions (Norfolk Island 2030 Plan is not yet completed – still in consultation due to COVID restrictions)

2.0 Stakeholder Engagement Approach – Round 1

2.1.1 Purpose of Engagement

The KAVHA site has a wide variety of Stakeholders which have varying levels of engagement in the day to day and longer-term operation of the site.

Public Consultation was previously undertaken in preparation for the development of a masterplan (Eric Martin and Associates, 2018). This new consultation seeks to update the 2018 consultation specific to development of the SMP.

The first round of engagement built upon previous engagement, gathered updated information and guided site analysis by the project team.

The second round of consultation (now also completed) sought community views on a range of masterplan options to gauge support and seek feedback on alternatives. A consultation outcomes report from stage 2 is not part of this report.

2.1.2 Themes of engagement

General Questions

- What gaps do you see in the heritage management of KAVHA? Eg: conservation expertise, natural values, social values.
- What layers of the site's history aren't represented?
- Do you think information is accessible as it should be for KAVHA?
- What have you seen that has been tried and failed before in relation to governance, community involvement and/or site activation?
- What could DITRDC do that wouldn't cost much money but would have benefits?
- The 2016 HMP had 5 priorities: heritage conservation, life in the community, sustainable tourism, education and information, and governance and capacity. Do you think these are still relevant top priorities?
- What are some of the key changes you have observed at KAVHA in the last 2 years? How has COVID impacted the use of the site and tourism on Norfolk Island more broadly?
- What is your long term vision for the KAVHA site? Eg: management, conservation, activation

Governance

- Do you have any thoughts on what might be a viable model for the long-term governance of KAVHA?
- What do you see as the Advisory Committee's role in the heritage management of KAVHA going forward? What can the Committee offer?
- What is your appetite for new commercial operations and cultural tourism offerings on the KAVHA site? What are the barriers to implementing new uses?
- Have you used/review the 2020 KAVHA Development Control Plan? Are there any gaps in its controls or implementation? Is it sufficient to provide guidance to site users?

Site management Arrangements

- Have you used/reviewed the 2016 HMP for KAVHA? Did you have any comments on it? Do you think it's been an effective tool of conservation?
- What do you think of the various management documents for KAVHA? Do you think they now cover all the gaps? Do you have any thoughts on how they can be implemented effectively?
- Do you think KAVHA is now at the stage where it can start to expand to the next phase of visitor experience and upskilling, or does it still have a way to go on laying the groundwork for conservation/site management?

Conservation and adaptive re-use

- Do you have any ideas on suitable alternative uses for buildings?
- How effective has the staff training/expertise been? Could they do with more technical support?
- What are the biggest barriers to effective heritage management and conservation?
- Are there any World Heritage Centre concerns that we might have to contend with?

Collections

- What are your thoughts on consolidating the museum collections? Do you think this will make them more accessible and engaging or less? (KS)
- Do you think there are opportunities to digitise/improve the digital outreach of the KAVHA collection? (particularly in the context of COVID). (KS)
- Do you have any suggestions for collections management or community outreach based on your experiences with KAVHA or more broadly? (KS, KB)

Activation & Tourism

- What is the KAVHA site successfully used for (Events, seasonal and recreational uses)?
- Have you used/reviewed the 2020 KAVHA Interpretation plan? Did you have any comments on it? Are there any gaps or limitations?
- How successful are existing site tours? Are there any gaps in the way the site is communicated to tourists and visitors through these tours?
- What are the opportunities for conservation-based activation including training workshops for conservation trades and practitioners?
- What do you see as the main arrival experience for visitors? How can it be enhanced and reinforced?
- What opportunities do you see for new development within the KAVHA site?
- How could the KAVHA site link more closely to the other World Heritage listed convict sites? (JH)
- What opportunities do you see for new visitor experience and cultural tourism offerings within the KAVHA site?

Landscape

- How successful are the existing landscape management strategies?
- Have you used/review the 2019 Cultural Landscapes Management Plan? What aspects of this plan have been successful? Which areas need more attention?
- What do you see as the greatest threats to the existing landscape values?
- How can the landscape be used more effectively to enhance site values and interpretation?

2.1.3 Form of Engagement

This content informed the Stakeholder Engagement Plan for both the SMP and HMP streams, and the same content appears in this report and the HMP/SMP stakeholder consultation plans.

Stakeholder	Theme/Topic	Mode of Engagement	Engagement purpose
Norfolk Island Community	Community-held values and expectations	<i>Informal introduction, Drop In Sessions, Online Engagement Opportunities</i> The project team will seek informal engagement and introductions with the community throughout their time on island, including via attendance at site for various meetings, through introductions by Commonwealth Heritage Manager etc. The project team will set up at a publicly accessible location and communicate to the community that they will be present and available for general introductions in a 'drop-in' format. Online engagement opportunities will be available for community members to provide input on the projects, eg: digital ideas board, shared email inbox.	<i>SMP and HMP Project Team:</i> Establish community familiarity with project team; develop understanding of community's relationship with KAVHA Understand community views on key opportunities, issues, constraints and pressures
Administrator of Norfolk Island	Governance arrangements	<i>In-person meeting</i> The project team will attend an introductory meeting with the Administrator of Norfolk Island, Eric Hutchinson. This will provide an opportunity for the project team to introduce themselves to the Administrator and gather key knowledge from his experience on-island. Consultation Materials: Briefing Presentation	<i>SMP and HMP Project Team:</i> Introduce project team; develop understanding of community's relationship with Kingston and key priorities and concerns on island; establish an understanding of governance arrangements.
KAVHA Advisory Committee	Governance arrangements; conservation and management of values; interpretation and collections management.	<i>Video call/teleconference</i> The two members of the KAVHA Advisory Committee (and one former member) who are not based on Norfolk Island will be contacted directly by phone or video call prior to site visit. <i>Informal in-person meeting</i>	<i>SMP and HMP Project Team:</i> Introduce project team. Establish an understanding of Advisory Committee's key priorities and concerns for the site and its management, including issues relating to governance, conservation and interpretation.

Stakeholder	Theme/Topic	Mode of Engagement	Engagement purpose
KAVHA Community Advisory Group	Governance arrangements; Community-held values and expectations; needs of tenure holders on Kingston; business and tourism interests.	<p>Members of the Advisory Committee who are based on-island are also members of the KAVHA Community Advisory Group and will be consulted with in-person when meeting with the Community Advisory Group. Consultation Materials: Briefing Presentation</p> <p><i>Informal in-person meeting.</i> The KAVHA Community Advisory Group provides input to the management and conservation planning and actions at KAVHA. The group meets regularly to help improve the sharing of information about projects, issues and ideas for the site. An informal in-person meeting will be scheduled on-island. Consultation Materials: Briefing presentation <i>Follow Up informal in-person meeting.</i> The HMP/SMP Project Teams could meet with the Community Advisory Group in the final stages of the site visit to provide a summary of the work undertaken so far and themes arising through consultation. This could be combined with a follow-up meeting with other key stakeholder groups, eg: Council of Elders. Consultation Materials: Summary presentation</p>	<p><i>SMP and HMP Project Team:</i> Introduce project team and outline the intent of the SMP and HMP projects, confirm what we would like to get out of the engagement including: Establish an understanding of the Community Advisory Group's key priorities, issues and concerns for the site and its management, including issues relating to governance, the community-held values of the site; the needs of tenure holders and business interests. Keep the Community Advisory Group informed of the progress of the project and outcomes arising from consultation. Inform the Community Advisory Group of next steps in the project.</p>

NORFOLK ISLAND KAVHA SITE MASTER PLAN – DEPARTMENT OF INFRASTRUCTURE, TRANSPORT, REGIONAL DEVELOPMENT AND COMMUNICATIONS – JOB NUMBER 21086

Stakeholder	Theme/Topic	Mode of Engagement	Engagement purpose
Norfolk Island Council of Elders	Governance arrangements; Community-held values and expectations; needs of tenure holders on Kingston; business and tourism interests.	<p><i>Initial in-person meeting.</i> The HMP/SMP Project Teams could be introduced to the Council of Elders by the Commonwealth Heritage Officer or other Departmental officers with relationships on island. Mode of engagement will be an informal in-person meeting on site, with an introduction to the project followed by a walk and talk around the site. Engagement will acknowledge the work undertaken and input provided by the Norfolk Island community so far. Consultation Materials: Briefing presentation (condensed for delivery prior to walk and talk) <i>Subsequent formal in-person meeting</i> The HMP/SMP Project Teams will meet with the Council of Elders in the final stages of the site visit to provide a summary of the work undertaken so far and key themes which have arisen through consultation. The project teams can provide the Council of Elders with a summary of next steps in the project. Consultation Materials: Summary presentation</p>	<p><i>SMP and HMP Project Teams:</i> Introduce project team and outline the intent of the SMP and HMP projects, confirm what we would like to get out of the engagement including: Establish an understanding of the Council of Elders' expectations for the community's engagement in the HMP/SMP project, and their priorities for Kingston's management going forward, including governance, the community-held values of the site, etc. Keep the Council of Elders informed of the progress of the project and outcomes arising from consultation. Inform the Council of Elders of next steps in the project.</p>
Cemetery Sexton	Community-held values and expectations; conservation and management of values;	<p><i>Informal in-person meeting</i> The HMP Project Team and tourism expert from SMP Project Team will meet with the Sexton in person. Consultation Materials: Existing background documentation for discussion</p>	<p><i>HMP Project Team</i> Understand cultural significance of the cemetery and parameters for conservation and management. <i>SMP Project Team</i> Consider opportunities for site activation or integration into tourism activities.</p>
Tenure Holders of KAVHA Landholders Leaseholders Lions Club Church	Community-held values and expectations; conservation and management of values; needs of tenure holders on Kingston; business and tourism interests.	<p><i>Informal in-person drop-in session.</i> The project team will run a group session with landowners and leaseholders. All relevant parties would be invited to attend. The session will provide a structured forum for consultation with landowners and leaseholders, and meet their scheduling needs.</p>	<p><i>HMP Project Team:</i> Understand the meaning of the Kingston site to key land and leaseholders. Understand the conservation and management needs and concerns of those with land rights in the place <i>SMP Project Team</i></p>

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Stakeholder	Theme/Topic	Mode of Engagement	Engagement purpose
		Further consultation with the Commonwealth Heritage Manager on-island would establish the most suitable group members and timing. Consultation Materials: Briefing presentation, handout materials, presentation boards.	Understand the current and anticipated future uses of the site by the tenure holders (commercial, tourism, informal and recreational) Understand any opportunities or needs for additional infrastructure to facilitate existing or predicted future use Understand any concerns or constraints on land use, access, tourism and maintenance
NIRC - Maintenance Staff	Community-held values and expectations; conservation and management of values.	<i>Informal meeting and on-site discussion</i> Members of the project team will run an informal session with the Kingston Maintenance Staff. All members of the Works Crew will be invited. Consideration will be given to inviting some former Works Crew staff whose long experience of Kingston and its management would make a valuable contribution to the team's understanding of particular issues. The meeting will be held on or near the Kingston site. It will start with a short informal roundtable to introduce the project, and then be followed by a site visit, where the Works Crew can discuss specific conservation issues at their relevant location. Consultation Materials: Existing background documentation for discussion, including 2016 HMP and 2019 Cultural Landscape Management Plan.	<i>HMP Project Team</i> Understand the meaning of the site to the Kingston Maintenance Staff as members of the community. Understand the practical use of the HMP by the Work Crew and their needs of the document. <i>SMP Project Team</i> Understand existing building uses, current known opportunities and constraints Understand the ongoing operation of Kingston Pier as a working port, including its intangible significance Understand opportunities and appetite for integrating training workshops and working tourism offerings within KAVHA as a living heritage site
NIRC - Museum Managers	Community-held values and expectations; conservation and management of values; interpretation and collections management.	<i>Informal Round Table</i> Members of the project team will meet with all research centre and museum staff to discuss both the conservation and collection management for Kingston, but also opportunities associated with the museums such as an increased tourism offering. The Round Table will occur at a suitable time for all parties – it is undesirable for the Research Centres and	<i>HMP Project Team</i> Understanding the management of collections and their relationship to the KAVHA site Understanding their needs from the HMP and how it can relate to their work. Understanding the management of the HMS Sirius Shipwreck and how it relates to the KAVHA site. <i>SMP Project Team</i>

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Stakeholder	Theme/Topic	Mode of Engagement	Engagement purpose
		Museums to have to be closed so staff can attend meetings. Consultation Materials: Existing background documentation for discussion, including 2016 HMP and 2019 Cultural Landscape Management Plan.	Understand relationship between existing Museum sites and how this impacts on collection conservation, display, interpretation, tourism and wayfinding Understand current and future spatial and functional requirements, including adjacent infrastructure within the precincts (e.g. F&B, office/admin space, accommodation, interpretation, tourism) Understand barriers to management and growth and appetite for future complementary tourism offerings Understand the interpretation gaps not currently covered and any themes that might be over emphasised
Environmental Managers Parks Australia Flora and Fauna Society	Community-held values and expectations; conservation and management of values.	<i>Informal Round Table</i> A short informal roundtable held with natural environment-related stakeholders. The focus of this will be considering Kingston holistically as part of its natural and cultural landscape environment, looking for opportunities to integrate management. Opportunities for the HMP to support the work of these stakeholders will be addressed. Consultation Materials: Existing background documentation for discussion, including 2016 HMP.	<i>HMP Project Team</i> Understand the status, significance and condition of the natural environment of NI. Understand the management needs of this group, and the applicability of the HMP. <i>SMP Project Team</i> Understand current uses and ongoing maintenance of key landscape spaces Understand opportunities and constraints for additional use including informal tourism, interpretation, events etc
Tourism Groups	Community-held values and expectations; conservation and management of values; business and tourism interests.	<i>Informal Round Table</i> A meeting will be held with tourism interests. This discussion will be used to inform the development of relevant policies under the HMP. Departmental staff will facilitate introductions and provide guidance on appropriate attendees. Consultation Materials: Briefing presentation <i>Follow up consultation</i> Informal individual meetings (on island or online) with tourism stakeholders identified in Round Table format as required.	<i>HMP Project Team</i> Understand the needs and uses of the Kingston site from business and tourism needs, eg: interpretation, tourism pressures. Consider how the HMP, along with other documents such as the SMP, can facilitate these needs. <i>SMP Project Team</i> Understand how the site and its experiences are positioned and marketed, and to whom Understand the current and anticipated future uses of the site by tourism groups

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Stakeholder	Theme/Topic	Mode of Engagement	Engagement purpose
Business Reference Group	Community-held values and expectations; conservation and management of values; business and tourism interests.	<i>Informal Round Table</i> A meeting will be held with the business reference group. This discussion will be used to inform the development of relevant policies under the HMP. Departmental staff will facilitate introductions and provide guidance on appropriate attendees. Consultation Materials: Briefing presentation	Receive feedback on existing tourism offerings, gaps and oversupply (both from operators and visitors) Understand the interpretation themes and stories of interest to share not currently optimised Understand any concerns or constraints on land use, access and maintenance, leading to any opportunities or needs for additional infrastructure to facilitate existing or predicted future use <i>HMP Project Team</i> Understand the needs and uses of the Kingston Site from business and tourism needs, eg: interpretation, tourism pressures. Consider how the HMP, along with other documents such as the SMP, can facilitate these needs. <i>SMP Project Team</i> Understand the current and anticipated future uses of the site by businesses Understand any opportunities or needs for additional infrastructure to facilitate existing or predicted future use Understand any concerns or constraints on governance, land use, access and maintenance Receive feedback on existing business successes, trends and ambitions (what works and doesn't work for the Norfolk Island community)

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Stakeholder	Theme/Topic	Mode of Engagement	Engagement purpose
Norfolk Island younger families/children	Community-held values and expectations.	This consultation will inform the activation of the site for the KAVHA community. Heritage values are to be conserved for current and future generations, and consultation with Norfolk Island's youth will identify opportunities for interpretation and site activation for different audience groups. Consultation could follow a number of approaches: <i>Drop-in sessions</i> The project team could undertake drop in sessions at locations more frequently used by these stakeholder groups, eg: the childcare centre and schools. <i>Online Engagement Opportunities</i> Online engagement opportunities will be available for community members to provide input on the projects, eg: digital ideas board, shared email inbox.	<i>HMP and SMP Project Team</i> Understand how the site is used by these groups and their needs/interests from Kingston. <i>HMP Project Team</i> Understand the elements of the Kingston site that are valued by the younger generation. <i>SMP Project Team</i> Understand any barriers to engagement with the Kingston site Understand any opportunities or needs for additional infrastructure to facilitate existing or predicted future use Understand the role of the site in education, how children are taught about and engage with the site
Recreational Site Users Surfers Sports Clubs Campers	Community-held values and expectations.	<i>Informal on-site consultation or Drop In Sessions</i> These groups could be consulted with on-site in an informal way. The Department could provide advice on when/where they are based on-site and amenable to conversation, and the project team could drop in with some key questions. <i>Online Engagement Opportunities</i> Online engagement opportunities will be available for community members to provide input on the projects, eg: digital ideas board, shared email inbox.	<i>HMP and SMP Project Team</i> Understand how the site is or is not used by these groups, their needs/interests from Kingston, and what visitor use pressures may need addressing <i>HMP Project Team</i> Understand the elements of the Kingston site that are valued by these groups.

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Stakeholder	Theme/Topic	Mode of Engagement	Engagement purpose
Kingston Pier users and stakeholders	Community-held values and expectations; conservation and management of values; business and tourism interests.	<i>Workshop, drop-in session</i> The Kingston Pier area, including Emily Bay and Slaughter Bay have been identified as an area of interest for future development, interpretation and activation. The area has a broad array of users and stakeholders which will provide a cross section of the community who are engaged in this particular site. A workshop format will provide an opportunity to engage people in a creative and informal way, to produce ideas and create buy-in for future proposals.	<i>HMP and SMP Project Team</i> Understand the ongoing operation of Kingston Pier as a working port, including its intangible significance Understand community relationship to the Kingston Pier including recreational, cultural and social use Understand any opportunities or needs for additional infrastructure to facilitate existing or predicted future use Understand appetite for future tourism offerings including unique site offerings, programmed events and festivals and new built form Understand any concerns or constraints on governance, land use, access and maintenance
Norfolk Island Cattle Association	Community-held values and expectations; conservation and management of values; business and tourism interests.	<i>Informal on-site discussion</i> The Norfolk Island Cattle association have interests in cattle grazing and infrastructure at Kingston, and have been involved in consultation previously, including on the Cultural Landscape Masterplan. An informal discussion on-site will provide the opportunity for cattle association members to identify needs and constraints from the Kingston site with clear reference to the site features. This will assist in developing future proposals which reflect their needs and have buy-in.	<i>HMP and SMP Project Team</i> Understand how the site is or is not used by these groups and their needs/interests from Kingston. <i>SMP Project Team</i> Understand appetite for future complementary tourism offerings within KAVHA as a living heritage site Understand any concerns or constraints on land use, access, tourism and maintenance

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3.0 Consultation Outcomes – Round 1

3.1 Summary of Findings

Across the broad range of groups, ages and demographics we heard;

- A diverse range of opinions across ages groups and demographics who were passionate about the site (views on the site and what is important varied greatly)
- That the Kingston Site is a significant place for all those who live on Norfolk island
- The site is a significant cultural site for the Pitcairner descendants and their families and is a key place for holding gatherings, cultural events and activities (as well as for daily life)
- Access to the site at all times for locals is important
- A loss of activity and vibrancy across the site owing to many former community uses being relocated
- The need to generate more funds for visitor and site management through commercial visitor activity
- The need to refresh experiences to reflect changing visitor profiles and visitor needs and expectations
- The need for greater and better (more appropriate) usage of many of the buildings on the site

We received specific suggestions and ideas about:

- Improved visitor arrival, orientation and introductory experience
- Community spaces including for cultural activities and clubs
- Larger scale gathering space capable of holding events and performances
- Facilities and gathering space at Emily Bay
- Better food and beverage offer and the opportunity to stay overnight on the site
- Safe walking and cycling routes for children and families
- Support for events on site including infrastructure, amenities and storage
- Signage, fencing, bins, picnic tables and shelters and traffic management (both for and against)

3.2 Major Findings and Actions from Consultation

Finding	Comments	SMP Action
Governance	Governance was one of the major themes of consultation. Lack of confidence in the governance structure was often seen as a limitation to stakeholders providing input and ideas for future site development. A number of different governance models were suggested and discussed, including models from self-governance.	Recommendation for further review and action on Governance. This work is outside the scope of the SMP.
Consultation Process	There was concern that the community is often consulted during information gathering stages but this does not follow	Recommendation for further consultation which communicates the process and decision making leading to the draft SMP. The team observed that it would be

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Finding	Comments	SMP Action
	into meaningful engagement during decision making. Comments were often made in the context of governance issues and representation, including reflections on previous self-governance models.	inappropriate to present a costed draft SMP in line with the original scope and program and submitted a variation for additional consultation to present SMP options which was approved by the Department.
Access	Access to the site for locals was of critical importance and there was significant concern about this being limited. This included concerns around traffic management and parking.	Previous work has investigated the value of entry passes to the site to provide an income. This SMP does not recommend any limitations on entry. However, there are opportunities to better manage visitors while permitting ongoing open access for locals.
Building Use	Use of the buildings was seen as of high importance, ensuring the building are maintained and cared for. Concern was raised about buildings which are not in use including the New Military Barracks when the council offices are relocated.	SMP to focus on new uses for existing buildings including considering if buildings with existing uses could be used for other functions which are more appropriate. SMP to focus on a new use for New Military Barracks.
Safety and access	Safe access to buildings and sites was broadly discussed, particularly with KAVHA staff stakeholders. Issues around disabled access were also observed by the team on site.	SMP will consider how safe access can be incorporated in the opportunities of the SMP, including interpretation, wayfinding and adaptive reuse opportunities.
Food and beverage on site	Various groups and demographics cited a need to access food and beverage on the site in various locations including: <ul style="list-style-type: none"> Emily Bay – Salt House reconstruction, new kiosk or moveable van/truck for takeaway, ice cream, cold drinks Kingston Pier – Wine bar, café, restaurant with views of the water 	SMP will assess appropriate locations for food and beverage offerings, noting that some suggested locations are not of a sufficient size to facilitate this new use. SMP will consider servicing, back of house, access and operational hours.
Accommodation on site	Suggestions were offered by locals and stakeholders for appropriate sites for accommodation including: <ul style="list-style-type: none"> Quality Row houses Rebuilding the Duplex 	SMP will assess appropriate sites for accommodation on the site. Financial forecasting is included in this project to assess the feasibility of accommodation options.
Orientation and visitor management	Tourism groups and KAVHA staff noted a lack of visitor orientation infrastructure. A new space is being constructed in the settlement guardhouse and some signage at QEII lookout manages this task. Traffic management including tour buses was also noted as a concern around heritage buildings and for general road safety.	SMP to consider opportunities for new purpose built visitor management including a visitor centre location and program including: <ul style="list-style-type: none"> Management of tour buses and groups Shuttle services to/from the site
Large group gathering spaces	The need for more, larger gathering spaces on the site was referenced by a range of groups for the following reasons:	SMP to consider appropriate existing buildings which can be used for larger scale gathering and the work necessary to facilitate this.

Finding	Comments	SMP Action
	<ul style="list-style-type: none"> Live performances, including the trial of the 15 All weather/night time gathering points for tour groups Cultural and community events 	
Museum collection management	The Museum collection was sited as a major concern for museum staff including: <ul style="list-style-type: none"> Onsite storage in buildings with high humidity, salinity – currently managed with small units which aren't able to maintain safe levels for the collection Offsite storage at ANZCAN which is at capacity – building is not purpose built and does not have allowance for air conditioning or ventilation to maintain the collection or manage it in place 	A new purpose built collections storage facility emerged as a major need which could address the serious risk to the high significance collection. SMP to consider appropriate sites and potential colocation with other uses including tourism functions.
Museum Locations	The various museum locations are generally liked by locals including the way that it differentiates collections and stories. Multiple museum locations was noted as a problem by museum staff including: <ul style="list-style-type: none"> Multiple locations stretch minimum volunteer staffing Minimum staffing reduces capacity to undertake ongoing maintenance and admin tasks Displays include duplication of content across sites There are some stories that need to be told that do not have space 	SMP to consider if some of the museum locations can be colocated into a new facility with: <ul style="list-style-type: none"> Multiple wings to accommodate different collections Designated front of house and orientation spaces Better
Life on the site	Many stakeholders noted a gradual reduction in 'life' on the site including: <ul style="list-style-type: none"> Services being moved from Kingston to Burnt Pine over time Recent decision to relocate council offices to Burnt Pine No access to food and beverage on the site Visitor use only may not be sufficient to maintain new activities on the site. New uses need to consider locals. Cultural uses on site must be maintained and can be enhanced with new services 	See also <i>Building Use</i> and <i>Food and Beverage on the Site</i> . SMP to consider new uses which can be introduced on the site including facilitating and enhancing existing community and cultural uses.
Stories currently not told on the Site	A number of stories were mentioned which are not clearly told on the site including:	SMP to consider how new interpretive opportunities can be incorporated into the

Finding	Comments	SMP Action
	<ul style="list-style-type: none"> — Maritime story including the story of lighthouse, fishing and whaling — Ecology of the reef — Pitcairner settlement — Contemporary story of Norfolk Islanders, including self governance — History of site engineering and water management — Industry on the site – quarrying, salt mill, lime kilns, saw pit, shingle making etc — Colonial history, particularly convict experience is not legible on the site because the sites are in a state of ruin 	plan, including examples, potential locations and priorities for stories
Creek Management	There is generally a lack of understanding of the current initiatives based on the CLMP. Locals consider revegetation is causing the creek not to function and that it should be flowing directly into the reef.	SMP to interrogate initiatives of CLMP and see if there is a role for landscape to respond and reinforce this existing plan (including CLMP consultation outcomes)
Vegetation Management	Existing plantations are reaching end of life and needs a longer term strategy for planting on the site. Leaseholders want to see reduction in plantations to increase access and use of their land Some planting is already nominated for removal under the CLMP	SMP to interrogate initiatives of CLMP and see if there is a role for landscape to respond and reinforce this existing plan (including CLMP consultation outcomes)
Traffic Management	Traffic management including the frequency of vehicle movements, parking on and around buildings and tour bus movement were discussed by stakeholders including: <ul style="list-style-type: none"> — Traffic monitoring results were also supplied to the design team — Traffic calming measures have been tested and implemented in some areas — Traffic management has previously been addressed by the CLMP Remaining issues include: <ul style="list-style-type: none"> — Locals want access to all parts of the site at all time with no restrictions on parking — Some existing informal parking zones are damaging to subsurface archaeology — Frequency of vehicle movements 	SMP to integrate traffic monitoring results. SMP to consider how traffic management principles and road locations relate to other SMP priorities and recommendations
Pedestrians and bikes	Some stakeholders requested better amenities for pedestrians and bikes including	SMP to consider how new segregated pathways could be integrated and relate to other SMP priorities and recommendations

Finding	Comments	SMP Action
	<ul style="list-style-type: none"> — Improved road quality for safety — Segregation of pedestrians and vehicle traffic — Connectivity between existing roadways, particularly over bridges and cattle grids — Managing access through the golf course (shared space) — Consider if informal pathways should be formalised with hardscape, boardwalks 	
Meeting world heritage obligations	Serious concerns were raised by site managers and advisors about meeting world heritage obligations including: <ul style="list-style-type: none"> — Ongoing use of the site — Interpretation on site — Management and maintenance of fabric, archaeology, landscapes and museum collections 	SMP to consider if there is new development which is required on the site in order to provide spaces to achieve world heritage obligations, including museum collections storage, visitor management and cultural uses.
Leaseholders	Leaseholders expressed serious concerns about how the site is managed including: <ul style="list-style-type: none"> — Lack of clarity around vegetation management including plantations on leasehold land which is reaching end of life — Lack of clarity around what development is possible on leased land, including new residences within the WH boundary 	Recommendation for further review and action on leasehold management including clarity around processes for heritage management and approvals. This work is outside the scope of the SMP.
Emily Bay	Emily bay was considered one of the main reasons for visitation of the site by locals. Consultation with school groups confirmed various uses by younger generations, from structured recreation to a meeting point for friends. Suggestions for new work was generally divisive including: <ul style="list-style-type: none"> — Existing bins, shelters and bbqs – some saw them as a great asset for the area, other considered them eyesores in the landscape — Potential playground location – there is only one other playground on the island, but some people don't see the need or see it as an appropriate location — Showers and amenities – New showers were a popular recommendation by younger people. However, others consulted saw showers as unnecessary, 	SMP to consider Emily bay as a recreational precinct including needs for future infrastructure and services alongside landscape management and the natural setting. SMP to provide high level principles rather than advice on bins, shelters, bbqs etc.

Finding	Comments	SMP Action
	<p>especially given the scarcity of water on the island.</p> <ul style="list-style-type: none"> — Spaces for events – temporary events use was discussed and any necessary infrastructure to enhance this — Traffic and parking – access to the beach is important but is having an impact on the natural landscape including coastal dunes — Camping – existing tradition of seasonal camping for locals only — Importance of maintaining the natural landscape 	
Site maintenance	<p>Maintenance on the site was discussed by multiple groups. Issues relevant to the SMP include:</p> <ul style="list-style-type: none"> — The visibility of maintenance staff on the site — The location of maintenance facilities on the site — Existing maintenance spaces in the blacksmith compound and boat sheds were considered not fit for purpose and new sites are being considered 	<p>KAVHA management are currently assessing options for maintenance crew workshops. The SMP will consider appropriate new locations on the site for workshop space and new uses for buildings which will no longer be required by the maintenance crew. The SMP will consider how maintenance activities on the site feed into visitor experiences and interpretation.</p>

4.0 Consultation Outcomes – Round 3

4.1 Consultation Approach

The final round of consultation was undertaken as a physical exhibition in Number 11, Quality Row. This exhibition illustrated the recommendations from the master plan analysis in a simple, graphic way to seek further feedback.

The exhibition content included a summary of:

- Why a site masterplan is needed for Kingston
- What we had heard so far
- Who we had consulted with
- The risks for not implementing recommendations

Key groups were invited to view the exhibition and engage with the project team over 3 days on island. The exhibition was left open for 2 weeks and attendees were also invited to provide commentary via email during this time.

These groups included:

- KAVHA advisory committee
- KAVHA community advisory group
- KAVHA staff, including maintenance staff
- Tourism and business groups including:
 - Pine Treet Tours
 - Bounty Escapes
 - Burnt Pine Travel
 - Business Council
 - Accommodation and Tourism
 - Wave Hospitality/Travel Centre
 - NI History and Geneology
 - Glass Bottom Boat
 - Lions Club
 - Golf Club
 - Anglican Church
 - Bounty Bay and Grill
- Museum staff and museums trust
- Norfolk Language commission
- Natural environment stakeholders
- School groups and families (Banyan Park, NI Connect, Unit Youth, NICS - Russel & Karen)
- Community drop in session

4.2 Summary of Findings

General feedback

- What is being proposed has the same look and feel as all the other sites. Would like to see a point of difference (heard a couple of times)
- Supportive of concepts, but not necessarily the identified building for use
- Don't want the Kingston site to become too much of a theme park/like Port Arthur
- Footpaths between structures would be good as would better parking and designated parking for buses
- Don't need any new structures in Kingston, use what we have and look after what we already have

4.3 Major Findings and Actions from Consultation

Project	Feedback	SMP Action
Short term recommendations		
Prisoner's Compound – New Building	<ul style="list-style-type: none"> — Support the Prisoners Compound being expanded for community use, tourism and festival use — Concern that new buildings would take up the spaces that are traditionally occupied by families on bounty day — Concerns that the architecture of the new building would not be appropriate to the setting 	<ul style="list-style-type: none"> — Recommend that community consultation is undertaken to inform the design including siting, functions and look and feel
Prisoner's Compound – Changing Shed	<ul style="list-style-type: none"> — The toilet block proposed for removal is used more as a changing shed and taking it away would be unacceptable for those who currently use it – Prisoner's compound location is too far from the beach — Removal of toilets from the changing shed was supported to free up more room for changing. The new accessible bathroom in the changing shed was criticised for taking up too much space. 	<ul style="list-style-type: none"> — Consider retention of the changing shed in conjunction with new toilets in the prisoners compound. This could include refurbishing the changing shed or replacement with a new structure which is designed as a contemporary pavilion (more sympathetic to landscape values).
Emily Bay – Playground	<ul style="list-style-type: none"> — Include the school playground in existing playgrounds available for the community — Playground should not be a priority (heard multiple times) — Consider in the pines (camping area) as an alternative site for the playground 	<ul style="list-style-type: none"> — Remove structured playground imagery and reinforce nature based play imagery in the masterplan — Consider how nature based play could be incorporated in road realignment design and traffic calming measures at the Eastern edge of Emily Bay.

Project	Feedback	SMP Action
	<ul style="list-style-type: none"> — Landscape/nature based play was preferred over structured playground but it was emphasised that this already exists at Emily bay. 	
Emily Bay – Road Realignment	<ul style="list-style-type: none"> — Yes to the Emily Bay Road realignment (heard multiple times) — Question around the need for a footpath/walkway at the east of Emily Bay — Clarifications wanted around why it was required and what it was fixed 	<ul style="list-style-type: none"> — Provide more description around the intent of the project — See notes above about playground
Interpretation – General	<ul style="list-style-type: none"> — Use oral histories (soundscapes) for interpretation rather than signage 	<ul style="list-style-type: none"> — Recommend this is considered as part of various interpretation strategies – described in SMP
Government House Story	<ul style="list-style-type: none"> — Concern about if new fencing would be required to manage crowds 	<ul style="list-style-type: none"> — Recommend this is considered as part of the interpretation project – outside the scope of this SMP
New Gaol Site Story	<ul style="list-style-type: none"> — Support generally for this proposal — Community emphasised desire for minimal and subtle interpretation. Imagery from Convict mines site interpretation was a good example of this and was well liked. 	
Quality Row Duplex	<ul style="list-style-type: none"> — Support the idea of the Quality Row duplex, or other building in Kingston, for telling of the Pitcairn Settlement story — Ghost tour operators want it kept for tour use — Munna's was also suggested as a possible location for this story to be told — Question if this will overlap with the No 10 House museum 	<ul style="list-style-type: none"> — SMP to provide options for location of Pitcairn Settlement story — SMP to refine description around partial reconstruction. This could just be larger platforms within the space and does not require internal wall or floor finishes etc.
OMB Legislative Assembly	<ul style="list-style-type: none"> — Support generally for this proposal — Questions about use of the name "museum of governance", other names suggested — Reinforce that there are a range of stories that need to be told 	
Double & Single Boat shed	<ul style="list-style-type: none"> — Support generally for this proposal 	
Blacksmith's Quarters	<ul style="list-style-type: none"> — Support generally for this proposal 	
New food and beverage on site	<ul style="list-style-type: none"> — Like the idea of the café in the Surgeons Quarters 	

Project	Feedback	SMP Action
	<ul style="list-style-type: none"> — Lion's club reiterated concerns about losing management and use of the building. Representatives suggested that they are open to reviewing the lease agreement to facilitate broader use by the community (other group gathering, events, functions), while maintaining management by the Lion's club. — Yes to a café and/or bar in the Kingston site (heard this multiple times) 	
Golf Course Clubhouse	— Yes to improving the Golf club (heard this multiple times)	Project team undertaking work separately to develop initial plans with the Golf Club
Medium term recommendations		
Multi-Winged Museum Precinct	<ul style="list-style-type: none"> — Like the concept of New Military Barracks precinct (hear multiple times) — Like the idea of relocating museum collection into the New Military Barracks (heard multiple times) — Would like to see the museums continue in the multiple locations (heard multiple times). Most people still generally understood that there are operational challenges with the current setup — Like the idea of a café or kiosk 	
Community gathering spaces	— Support the idea of a meeting space/building/rooms that can be hired out in Kingston	
Protestant Chapel – Community Use Space	— No specific feedback recorded	
Pier Store Café and Wine Bar	<ul style="list-style-type: none"> — Yes to a café and/or bar in the Kingston site (heard this multiple times) — Concern that view from the Pier Store would be too 'industrial' (although most liked the idea and the view) and that it's already too crowded down there 	
Long term recommendations		
Interpretation Centre	— Questions around why a new building is required as an interpretation centre. Why can't an existing building be used ?	

Project	Feedback	SMP Action
Purpose designed storage facility	<ul style="list-style-type: none"> — The collections do not need to be stored in Kingston site, why not look for a building out of the marine environment to house collection items not on display (and away from Tsunami risk) — Support for the idea of a collection store that is accessible and can be used as part of interpretation and visitor experience 	
Crankmill	<ul style="list-style-type: none"> — Support for the crankmill to be used for interpretation and to have a roof to protect the structure — Support for an interactive interpretive experience 	



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Tract



Prepared for Australian Government, Department
of Infrastructure, Transport, Regional Development,
Communications and the Arts