



Cascade Reserve, Norfolk Island

Heritage Management Plan

PREPARED FOR



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

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Cascade Reserve, Norfolk Island

Heritage Management Plan

0794338



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ACRONYMS AND ABBREVIATIONS

Acronym	Description
CH	Commonwealth Heritage
CHL	Commonwealth Heritage List
DCCEEW	Department of Climate Change, the Environment, Energy and Water
DITRDCA	(former) Department of Infrastructure, Transport, Regional Development, Communications and the Arts
DITRDCA	Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts
EIA	Environmental Impact Assessment
EPBC Act	<i>Environment Protection and Biodiversity Conservation Act 1999</i>
ERM	Environmental Resources Management Pty Ltd
HIA	Heritage Impact Assessment
HMP	Heritage Management Plan
km	Kilometres
m	Metres
MNES	Matters of National Environmental Significance
NCC	National Construction Code
NHC	National Heritage Charter
NHL	National Heritage List
NIRC	Norfolk Island Regional Council
RNE	Register of the National Estate
SIG 1.2	<i>EPBC Act Significant Impact Guidelines 1.2: Actions on, or impacting upon, Commonwealth land and Actions by Commonwealth Agencies for Commonwealth Heritage Places</i>
The Burra Charter	<i>The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance (Adopted 31 October 2013)</i>

DEFINITIONS

The following definitions are taken from *The Burra Charter: The Australia International Council for Monuments and Sites (ICOMOS) Charter for Places of Cultural Significance, 2013*. Sources for other terms not included in the Burra Charter are noted.

Name	Definitions
Adaptation	Changing a place to suit the existing use or a proposed use.
Associations	The connections that exist between people and place.
Compatible use	A use which respects the cultural significance of a place. Such a use involves no, or minimal, impact on cultural significance.
Conservation	All the processes of looking after a place as to retain its cultural significance.
Interpretation	All the ways of presenting the cultural significance of a place.
Maintenance	The continuous protective care of a place and its setting. Maintenance is to be distinguished from repair which involves restoration or reconstruction.
Preservation	Maintaining a place in its existing state and retarding deterioration.
Reconstruction	Returning a place to a known earlier state and is distinguished from restoration by the introduction of new material. This is not to be confused with either re-creation or conjectural reconstruction, which are outside the scope of the Burra Charter.
Restoration	Returning the existing fabric of a place to a known earlier state by removing accretions or reassembling existing components without the introduction of new material.
Setting	The immediate and extended environment of a place that is part of or contributes to its cultural significance and distinctive character.
Tolerance for Change	The extent to which heritage attributes or elements of a place are able to tolerate change (modification/alteration) without adversely affecting heritage values (Bourke 2010).

EXECUTIVE SUMMARY

Environmental Resources Management Australia Pty Ltd was commissioned in 2025 by the Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts (DITRDSCA) to prepare a Heritage Management Plan (HMP) for Cascade Reserve, Norfolk Island (the Site). This HMP has been prepared to assist DITRDSCA to meet Commonwealth Heritage obligations under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act). This HMP contains practical policies, guidelines, and an action plan for the ongoing heritage management of the Site, to establish objectives for the protection, conservation, presentation, and transmission of the Commonwealth Heritage values of the place.

Norfolk Island is an external territory of Australia in the south-western Pacific Ocean, 1,676 kilometres (km) north-east of Sydney. Cascade Reserve is located on the north-east coast of Norfolk Island, approximately 2.5 km north-east of Burnt Pine town centre.

The Site is located on Commonwealth land and managed by a Commonwealth agency. Use and management of the Site need to meet the provisions of the EPBC Act.

Cascade Reserve is included on the Commonwealth Heritage List (Place ID: 105463), and the Norfolk Island Heritage Register, for its historic and archaeological significance and its enduring community value. This HMP reaffirmed that the Site meets the threshold for inclusion on the CHL for its historic heritage values. The Site, however, does not contain any Indigenous Australian heritage values, and while there are biodiversity values, these are not likely to meet the criteria of natural heritage values as defined by the Australian Natural Heritage Charter (2002), although a comprehensive assessment to confirm this has not been undertaken.

Policies and guidelines have been included within this document to provide management advice to the responsible Site stakeholders and support implementation of this HMP. Any proposed action that is not consistent with the policies outlined within this HMP would require consideration under the EPBC Act, with expert advice sought from a heritage consultant where necessary. Maintenance plans also provide schedules for catch-up maintenance, cyclical preventative maintenance, and planned works.

This HMP has been structured to provide clear guidance that aligns with statutory requirements as follows:

HMP Section	HMP Information
1. Introduction	Objectives, HMP methodology,
2. Site Overview	Site description, chronology and management responsibilities
3. Planning Framework	Statutory and non-statutory information and guidance to support compliance and implementation
4. Assessment of Heritage Significance	Summary of listed and validated heritage values for Cascade Reserve, statement of heritage significance
5. Management of Heritage Significance	Management objectives, risk assessment and heritage constraints
6. Policies and Guidelines	Policies and guidelines to support heritage conservation, maintenance and compliance in the management of Cascade Reserve. Maintenance inspection plans are included.

HMP Section	HMP Information
7. Implementation Plan	Actions, responsibilities and timeframes to support the implementation of the HMP
8. References	List of key reference material that has informed the HMP
Appendix A:	Heritage Citation
Appendix B:	Significance Ranking System
Appendix C:	Heritage Handbook
Appendix D:	Chance Finds Protocol
Appendix E:	EPBC Regulations Compliance Checklists
Appendix F:	Structural Phasing Analysis

1. INTRODUCTION

Environmental Resources Management Australia Pty Ltd (ERM) was commissioned in 2025 by the Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts (DITRDCA) to prepare a Heritage Management Plan (HMP) for Cascade Reserve, Norfolk Island (the Site).

Cascade Reserve is included on the Commonwealth Heritage List (CHL) (Place ID: 105463), and the Norfolk Island Heritage Register, for its historic and archaeological significance and its enduring community value.

1.1 OBJECTIVES

This HMP has been prepared to assist DITRDCA to meet Commonwealth Heritage obligations under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act). This HMP contains practical policies, guidelines, and an action plan for the ongoing heritage management of the Site, to establish objectives for the protection, conservation, presentation, and transmission of the listed Commonwealth Heritage values of the place.

1.2 METHODOLOGY

The preparation of this HMP has involved review of background documents, consultation, and site assessment. It has been prepared in reference to the following legislative instruments, frameworks and leading practice guidelines:

- *EPBC Act and Environment Protection and Biodiversity Conservation Act Regulations 2025* (EPBC Regulations) (see *Appendix E*);
- The Australia International Council for Monuments and Sites (ICOMOS) Charter for Places of Cultural Significance (2013) (the Burra Charter);
- Australian Heritage Council (2010) Identifying Commonwealth Heritage values and Establishing a Heritage Register: A Guide for Commonwealth Agencies; and
- The Department of Climate Change, Energy, the Environment and Water (DCCEEW) Guide (2021): Australia's Commonwealth Heritage – Working Together – Managing Commonwealth Heritage Places.

The format for this HMP has been developed based on current leading practice and guidance provided by DITRDCA and has been customised to the Cascade Reserve complex. This HMP addresses the heritage values listed in the CHL citation.

A site inspection of Cascade Reserve was undertaken by an ERM Principal Technical Consultant and an ERM Senior Consultant on 22 September 2025.

1.3 CONSULTATION

Consultation has been undertaken during ERM's involvement with the site with the following organisations:

- DITRDCA;
- Norfolk Island Museum;
- The Department of Agriculture, Fisheries and Forestry (DAFF);
- Australian Border Force (ABF);

- Norfolk Island Regional Council (NIRC);
- Norfolk Island Fishing Association;
- Norfolk Island Cattle Association;
- Norfolk Island Flora and Fauna Society; and
- Norfolk Island Historical Society.

An ERM Principal Technical Consultant and an ERM Senior Consultant attended meetings with the above listed stakeholders on 23 and 24 September 2025. During the meetings, stakeholders were provided with the opportunity to give their thoughts and recommendations on the heritage values and use of the Cascade Reserve. Minutes from these meetings have been provided to DITRDCA, and outcomes of this consultation have been integrated into this HMP.

1.4 ASSUMPTIONS AND LIMITATIONS

HMPs, through their inventories of assets and precinct descriptions, enable DITRDCA to identify and manage heritage values in its property portfolio. HMPs should be the first port of call to assist in decision-making. However, the HMP will not necessarily cover all activities that could potentially impact on heritage values on-site. Additional advice may need to be sourced from heritage professionals, either internally or externally, to determine whether a proposed action may cause a significant impact on the heritage values.

Whilst the HMP presents a robust framework for effective management, the implementation of management actions is subject to resource availability. It should be acknowledged that the heritage requirements of the EPBC Act and the EPBC Regulations at times require significant investment of resources by DITRDCA.

Therefore, a balance must be identified between DITRDCA's objectives to manage and maintain its property portfolio to support the ongoing use and function of these properties and the ongoing protection of heritage values.

It should also be noted that the scope of this HMP is to address the listed Commonwealth Heritage values of the Site only and does not involve any further assessment.

1.5 AUTHORSHIP

This updated HMP was prepared by an ERM Principal Technical Consultant, ERM Managing Consultant and ERM Senior Consultant. An ERM Consulting Director completed a technical review, and an ERM Partner completed a quality assurance review.

1.6 ACKNOWLEDGEMENTS

ERM also gratefully acknowledges the participation of all the organisations and individuals involved in the consultation process, and to the DITRDCA staff who assisted with the site inspection logistics.

2. SITE OVERVIEW

2.1 LOCATION

Norfolk Island is an external territory of Australia in the south-western Pacific Ocean, 1,676 kilometres (km) north-east of Sydney. Cascade Reserve is located on the north-east coast of Norfolk Island, approximately 2.5 km north-east of Burnt Pine town centre.

The location of Norfolk Island and the Site is shown in *Figure 2-1*.

2.2 SITE DESCRIPTION

This HMP covers the area included in the Commonwealth Heritage listing for Cascade Reserve, referred to throughout this report as the Site. The Site's listed area does not include the adjacent Norfolk Island Public Reserve known as Quarantine Reserve, located west of Cascade Creek, which was originally included in the CHL nomination of Cascade Reserve but is no longer Commonwealth-owned or managed land.

The Site excludes the road corridors or Cascade Pier but does include several Crown Land lots along the foreshore at Cascade Bay that are not part of the Norfolk Island Public Reserve, which is also known as Cascade Reserve. The listing boundary is shown in *Figure 2-2*.

2.2.1 SETTING

Norfolk Island is part of the Norfolk Island Group that includes the nearby uninhabited Nepean and Phillip Islands. The group is of volcanic origin, and the islands are oceanic, with numerous rock islets dispersed around their coastlines. Norfolk Island is bounded by precipitous cliffs of basalt and tuff, with a plateau averaging around 100 metres (m) above sea level and two high points in the north reaching greater than 300 m (ARUP 2021a: 75).

The Site is located along the foreshore and immediate hinterland of the north-east coast of Norfolk Island. The foreshore consists of rocky boulders dominated by volcanic cliffs with layers of dark basalt and softer tuff located above. A narrow area of relatively flat land is located along the foreshore in the north-east section of the Site and is the location of Cascade Wharf (the infrastructure running parallel to the shoreline, built on the land) and Cascade Pier (the infrastructure jutting out into the water, also referred to as the jetty) and associated port infrastructure. This area is a main port of Norfolk Island and is the first point of entry for cargo ships that bring supplies to the Island, as well as the landing point for tourists from cruise ships which arrive several times a year. Members of the community, including the Norfolk Island Fishing Association, use the pier and wharf for fishing and tour activities. Boats load/unload from Cascade Pier, while the wharf may also be used for cleaning fish and shark watching.

Steep slopes and valleys characterize the hinterland, with rounded hillsides on either side of Cascade Road and almost vertical slopes adjacent to the eastern side of Cascade Creek (*Photograph 2-1*). Cascade Creek is one of Norfolk Island's few permanent streams and flows towards the sea forming Cockpit Waterfall. The creek and waterfall, while inside the boundary of Cascade Reserve, are features best viewed from the adjacent Quarantine Reserve where picnic facilities and a viewing boardwalk have been established (*Photograph 2-2*).





PHOTOGRAPH 2-1 VIEW OF CASCADE CREEK FROM WESTERN BOUNDARY OF CASCADE RESERVE (ERM 2025)



PHOTOGRAPH 2-2 VIEW TOWARDS COCKPIT WATERFALL FROM THE EDGE OF QUARANTINE RESERVE (ERM 2025)

Cascade Creek is an important habitat for native wetland flora and fauna, though little is known about native freshwater ecosystems prior to European settlement. Short and Long-finned Eels are known from Cascade Creek. Wedge-tailed Shearwaters (Ghostbirds) breed in burrows along the cliff edges during summer, Little Shearwaters during winter. Red-tailed Tropicbirds also nest around cliffs, while White Terns breed in coastal forests. Thirty-three species of terrestrial birds are found on Norfolk Island, 22 of which are known to occur in Cascade Reserve. The native forest areas provide valuable breeding grounds for native birds, while some waterbirds are attracted to the waters along Cascade Creek (Norfolk Island Parks & Forestry Service 2003: 5).

Norfolk Island is home to a unique and diverse range of flora and fauna, including the iconic Norfolk Island Pine. Other endemic species include the Norfolk Island hibiscus and Phillip Island hibiscus. Several endemic species of birds include the Green Parrot and Norfolk Island Morepork Owl. The waters surrounding the Island are rich with coral reefs and tropical fish. The Norfolk Island Marine Park surrounds Norfolk Island, including Nepean Island Reserve and Phillip Island, covering an area of 184,444 km² and including a range of 5,000 m up to the high-water mark (Director of National Parks 2018: 93).

Kikuyu grass covers much of Cascade Reserve, with scattered Norfolk Island Pine and White Oak trees found across the Site. Cattle grazing has removed most of the Native Flax and Moo-oo that would have dominated the cliffs and hillsides. Two patches of remnant native vegetation are present within Cascade Reserve – one along the eastern boundary of the Reserve near Youngs Road and another in the western section of the Reserve adjacent to Cascade Creek (*Figure 2-2*). The section to the east includes native trees such as Whitewood, Ironwood, Beech, Bloodwood, Cordyline and Tree Fern, as well as some invasive weeds. The section to the west includes Birdcatcher and Evergreen (Norfolk Island Parks & Forestry Service 2003: 4). A recent site survey (ARUP 2021a) identified the following species within Cascade Reserve, listed under the EPBC Act - a daisy (*Senecio australis*) listed as 'vulnerable', Black Noddy (*Anous minutus*) listed as 'marine', and White Tern (*Gygis alba*) listed as 'marine'.

The various elements present at the Site are described below and illustrated in *Figure 2-2*.

2.2.2 SITE ELEMENTS

2.2.2.1 THE PORT

The Site includes the foreshore area at Cascade Bay where Cascade Wharf and Pier are located and which make up the port area (*Photograph 2-3* and *Photograph 2-4*). While Cascade Pier is not included within the CHL boundary, the adjacent foreshore area is, including the location of the former whaling station and current desalination plant. To the south of Cascade Road is also the location of former historic buildings, now all destroyed, but with some concrete remnants of the former whaling station, and the current location for small tanks, a weighbridge, and the desalination plant water reservoir and water point (*Photograph 2-5* to *Photograph 2-8*).



PHOTOGRAPH 2-3 FORESHORE, VIEW TO WEST (ERM 2025)



PHOTOGRAPH 2-4 CASCADE WHARF, VIEW TO EAST (ERM 2025)



PHOTOGRAPH 2-5 WATER TANKS AND WEIGHBRIDGE (ERM 2025)



PHOTOGRAPH 2-6 CONCRETE REMNANT OF FORMER BUILDINGS (ERM 2025)



PHOTOGRAPH 2-7 DESALINISATION PLANT WATER POINT (ERM 2025)



PHOTOGRAPH 2-8 DESALINATION PLANT WATER RESERVOIR (ERM 2025)

The remains of the whaling station include two platforms to the north of Cascade Road consisting of a reasonably unmodified concrete lower platform with a concrete ramp to the road and a set of concrete stairs in a rocky retaining wall leading to the higher platform (*Photograph 2-9*). The upper platform has been modified through works such as resurfacing, kerbing, installation of a public toilet (*Photograph 2-10*) and the desalination plant (*Photograph 2-11*), and slope stabilisation (*Photograph 2-12*). Between this platform and the foreshore there is a low octagonal concrete tank and the remains of two circular concrete tanks, now filled with grass (*Photograph 2-13*). Above the platform where the road rises is a small circular concrete tank and the buried remains of a former concrete staircase (*Photograph 2-14*) which led to a third platform that once contained steel tanks but is now a bitumen parking spot. The steel boiler or digester from the whaling station is still located on the remaining upper platform, having been put on raised concrete rests and surrounded by temporary fencing (*Photograph 2-15*). It is severely degraded as a result of long-term exposure to the weather (*Photograph 2-16*).



PHOTOGRAPH 2-9 LOWER PLATFORM WITH RAMP AND STAIRS (ERM 2025)



PHOTOGRAPH 2-10 UPPER PLATFORM WITH RESURFACING, KERBING, PUBLIC TOILET (ERM 2025)



PHOTOGRAPH 2-11 UPPER PLATFORM WITH DESALINATION PLANT (ERM 2025)



PHOTOGRAPH 2-12 UPPER PLATFORM WITH SLOPE STABILISATION (ERM 2025)



PHOTOGRAPH 2-13 UPPER PLATFORM WITH FORMER CONCRETE TANKS (ERM 2025)



PHOTOGRAPH 2-14 UPPER PLATFORM WITH CONCRETE TANK AND STAIRS (ERM 2025)



PHOTOGRAPH 2-15 UPPER PLATFORM WITH STEEL BOILER OR DIGESTER (ERM 2025)



PHOTOGRAPH 2-16 UNDER THE BOILER WITH FLAKES FROM SURFACE (ERM 2025)

2.2.2.2 THE HILLS

The Site includes steep hills adjacent to Cascade and Harper Roads, with Cascade Hill making up the western part of the Site (*Photograph 2-17*) and a second hill making up most of the eastern part (*Photograph 2-19*). Both hills are mostly grassed with scattered Norfolk Island Pines present. The steep gullies contain some remnant vegetation and have been the subject of previous revegetation efforts. Several archaeological sites and survey points are located on the hills. The lower eastern face of Cascade Hill was the location of the former Phillipsburgh settlement and a boulder at the summit shows signs of a carved broad arrow and a survey pole hole (*Photograph 2-21* and *Photograph 2-22*).



PHOTOGRAPH 2-17 CASCADE HILL, VIEW TO WEST (ERM 2025)



PHOTOGRAPH 2-18 WESTERN REMNANT VEGETATION AREA (ERM 2025)



PHOTOGRAPH 2-19 HILL SOUTH OF THE WHARF, VIEW TO EAST (ERM 2025)



PHOTOGRAPH 2-20 EASTERN REMNANT VEGETATION AREA (ERM 2025)



PHOTOGRAPH 2-21 CASCADE HILL BOULDER (ERM 2025)



PHOTOGRAPH 2-22 SURVEY POLE HOLE AND BROAD ARROW (ERM 2025)

The summit of the second hill was the location of Cascade Farm and an agricultural hut. The top of the cliff near Youngs Road Quarry is known as Fredericks Edge lookout (or Fredick's Aege), named for Frederick Young's land grant. Two other boulders with marks that appear to be survey pole holes are located on the western slope (*Photograph 2-23* to *Photograph 2-26*), with the Melanesian Mission Store at the base near the road. Human remains and hand-forged iron nails were located on a knoll on the northern slope in January 1974 during installation of electricity transmission poles. This area was fenced in approximately 1992 (*Photograph 2-27*) and is marked by a plaque installed by the Norfolk Island Historical Society (*Photograph 2-28*).



PHOTOGRAPH 2-23 NORTHERN BOULDER,
VIEW TO WEST (ERM 2025)



PHOTOGRAPH 2-24 POTENTIAL SURVEY
POLE HOLE (ERM 2025)



PHOTOGRAPH 2-25 SOUTHERN BOULDER,
VIEW TO NORTH (ERM 2025)



PHOTOGRAPH 2-26 POTENTIAL SURVEY
POLE HOLE (ERM 2025)



PHOTOGRAPH 2-27 FENCED LOCATION OF
HUMAN REMAINS DISCOVERY (ERM 2025)



PHOTOGRAPH 2-28 NORFOLK ISLAND
HISTORICAL SOCIETY PLAQUE (ERM 2025)

2.2.2.3 THE CLIFFS

While the road reserve is not included within the CHL boundary, the cliff immediately above the wharf is included in the listed area and has been modified by benching for safety reasons. The Youngs Road Quarry to the east of the Site has recently extended into the Site boundary along this benched cliff (*Photograph 2-29*). The northern end of Cascade Hill can also be considered a cliff, rising steeply from the foreshore (*Photograph 2-30*). An unformed walking track exists from the road to Cascade Creek along the base of the cliff and the rocky boulders of the foreshore extend at one point to form a natural fishing point.



PHOTOGRAPH 2-29 BENCHED CLIFF FACE AND QUARRY, VIEW TO EAST (ERM 2025)



PHOTOGRAPH 2-30 CASCADE HILL CLIFF, VIEW TO WEST (ERM 2025)

2.2.2.4 THE CREEK

Cascade Creek forms the western boundary of the Site. Cockpit Waterfall is located at the northern end of the creek, approximately 100 m south of the coast (*Photograph 2-31*). Cascade Creek is an important element of the Site from a heritage perspective, including potential archaeological remains of the first settlement, sites for flax manufacturing, a sawmill with a stone dam (*Photograph 2-32*), and a later weir (*Photograph 2-33*) all located along the creek.



PHOTOGRAPH 2-31 CASCADE CREEK AND COCKPIT WATERFALL (ERM 2025)



PHOTOGRAPH 2-32 UPPER WATERFALL AREA (ERM 2025)



PHOTOGRAPH 2-33 WEIR (ERM 2025)



2.3 SITE MANAGEMENT RESPONSIBILITIES

The Site is Commonwealth-owned land and managed by DITRDCSA on behalf of the Australian Government. DITRDCSA maintains the port and its infrastructure, while the ABF and DAFF also have authority over this area for the purposes of cargo control and searching for customs and biosecurity measures. DITRDCSA also undertake land management across the site, including fences, conservation, revegetation, and weed management as coordinated by the DITRDCSA Site Manager. Some fences, gates and agricultural equipment within the Site are maintained by the Norfolk Island Cattle Association.

While the day-to-day management of the Site is the responsibility of DITRDCSA, the public reserve is also the responsibility of NIRC, with oversight by the appointed Conservator of Public Reserves. NIRC manages the roads that pass through the Site (Cascade Road and Harpers Road) and the associated cliff benching above the port. The quarry to the east which extends along this cliff into the north-eastern corner of the Site is also managed by NIRC.

Under the EPBC Act, the Director of National Parks is responsible for managing the adjacent Norfolk Island Marine Park, supported by the Marine and Island Parks Branch of Parks Australia in DCCEE (Director of National Parks 2018: 9). Fishing in the Norfolk Island Inshore Fishery area is managed by the NIRC and Norfolk Island Fishing Association, following the Norfolk Island Fishery Policy 2009 (Director of National Parks 2018: 94).

2.4 CURRENT HERITAGE STATUS

Cascade Reserve was added to the CHL in March 2022 (Place ID: 105463), recognising its historic use as a colonial landing site since 1788 (Criterion A), its archaeological significance (Criterion C), and its enduring community value (Criterion G). Cascade Reserve is also included on the Norfolk Island Heritage Register which has been established in accordance with the *Heritage Act 2002* (NI) to ensure heritage values of Norfolk Island are appropriately assessed and managed.

Citations for Cascade Reserve are provided in full at *Appendix A* for ease of reference.

The adjacent Norfolk Island Marine Park was proclaimed under the EPBC Act on 14 December 2013 and renamed Norfolk Island Marine Park on 9 October 2017.

2.5 SUMMARY HISTORIC BACKGROUND

The following section contains a brief history of the settlement of Norfolk Island, and a historical summary of the area around Cascade Bay. A summary of the chronological history is provided in *Table 2-1* below for ease of reference. A phasing analysis of the chronology of all known structures within the Site has been developed by the DITRDCSA Archaeologist and is provided in *Appendix F*.

TABLE 2-1 CHRONOLOGICAL HISTORY OF CASCADE BAY, NORFOLK ISLAND

Settlement Period	Date	Event
Polynesian Settlement	c.1150 – c.1450AD	Polynesian occupation of Norfolk Island.
	1774	Captain James Cook's discovery of Norfolk Island.

Settlement Period	Date	Event
British Colonial Settlement (1788-1814)	1788	First Settlement of Norfolk Island. On 28 February 1788 Lt. Philip Gidley King and 23 others (mainly convicts) aboard HMS Supply anchored at Cascade Bay. They disembarked at Kingston in March.
	1789	A track was cleared from the landing place at Kingston to Cascade Bay.
	1790	Phillipsburgh, a small hamlet, was marked out between the Cascade Landing Place and Cascade Creek (near the present intersection of Cascade and Harpers Roads).
	1792	A wooden pier with bridge was constructed over the rocky outcrop at the Cascade Landing Place.
	1796	A strong wharf had been established near the landing place.
	1806	Evacuation of Norfolk Island ordered.
	1814	First settlement closed. Norfolk Island was abandoned and the buildings at Phillipsburgh were deliberately destroyed by fire.
British Penal Settlement (1825-1855)	1825	Captain Turton landed at Kingston with a party of soldiers, women and children, and 57 convicts to re-found settlement on Norfolk Island as a penitentiary.
	1847 - 1855	British Penal Settlement of Norfolk Island was gradually closed.
Pitcairn Settlement (1856 – Present)	1856	Pitcairn Islanders relocated to Norfolk Island.
	1858	A locally owned and operated whaling company was established on Norfolk Island at Cascade Wharf. They operated until 1897.
	1860	By this time the land to the east of Cascade Creek (bounded by Cascade Road to the south and Youngs Road to the east) had been declared a 'Government Reserve'.
	c.1890s	A sawmill was built by Eddie Yeaman at Cockpit straddling the upper waterfall on Cascade Creek.
	1900	By this time the Government Reserve had been named Cascade Reserve, and vacant Crown land to the west was named Quarantine Station.
	1901	The administration of Norfolk Island was transferred to the Governor of New South Wales.
	1913	The island was established as a territory under the Commonwealth of Australia <i>The Norfolk Island Act 1913</i> .
	1920	A concrete pier with steps and parapets was constructed at the Cascade Landing Place.
	1937	Cascade and Quarantine Reserves proclaimed under the <i>Commons and Public Reserves Act 1936</i> (NI) on 4 February.
	1942 - 1946	An airfield was established at Norfolk Island during World War II and was used by the Royal New Zealand Air Force (RNZAF). Construction equipment and material were landed using the Cascade Pier.
	1956	The Byron Bay Whaling Company commenced their first successful season, reviving the whaling industry of Norfolk Island. The station was located at Cascade Wharf on the north side of Cascade Road. This required an adjustment of the public reserve boundary in

Settlement Period	Date	Event
		1955 for construction of the station and another in 1956 for a re-alignment of the adjacent road.
	1962	Whaling station at Cascade Reserve closed.
	1966	A small fish factory was constructed at the Cockpit area on the west side of Cascade Creek.
	1972	The fish factory was destroyed in a fire.
	1980	Cascade and Quarantine Reserves jointly listed on the Register of the National Estate (RNE) on 21 October.
	1990	Roadworks undertaken on Cascade and Harpers Roads. The major ground disturbance uncovered many archaeological remains associated with Phillipsburgh which were added to the collection of the Norfolk Island Museum.
	1998	Phillipsburgh/Cockpit Historic Site Archaeological Zoning Plan developed to inform the development of a plan of management.
	1999-2000	Cascade Cliff south of the pier and road "benched" to improve safety.
	2003	Cascade Reserve Management Plan approved by the Norfolk Island Legislative Assembly on 21 May.
	2004	Australian Heritage Council directed to assess Cascade Reserve for nomination to the CHL.
	2005	Cascade (and Quarantine) Reserve assessed against CHL criteria and found to meet the threshold for nomination.
	Mid-2010s	Cascade Pier upgraded.
	2015	<i>Norfolk Island Legislation Amendment Act 2015</i> came into effect to provide for the Australian Government to assume responsibility for funding and delivering national and state level services.
	2016	Quarantine Reserve transferred to NIRC and removed from the CHL nomination.
	2021	Youngs Road Quarry extends into section of Cascade Reserve. EPBC Referral granted to upgrade and extend Cascade Pier.
	2022	Cascade Reserve added to the CHL on 1 February.

2.5.1 POLYNESIAN OCCUPATION OF NORFOLK ISLAND

Archaeological remains (including stone artefacts, remains of canoe, and human remains) suggest that Polynesians occupied Norfolk Island in a single phase of occupation between c.1150 and c.1450AD, prior to British settlement. Whilst no evidence of Polynesian habitation has been discovered in the Cascade Bay area, the rocky promontory may have been used as a landing and fishing place, and Cascade Creek may have provided food and other resources such as flax for weaving (DITRDCA 2024:16; Norfolk Island Parks & Forestry Service 2003:6).

2.5.2 FIRST CONTACT AND BRITISH COLONIAL SETTLEMENT (1788-1814)

At the time of Captain James Cook's second voyage to the South Pacific and identification of Norfolk Island for the British empire on 10 October 1774, the Island was uninhabited. Cook described the waterfall at Cockpit, naming it the 'Cascades'; he also noted the tall Pines as being useful for ship masts and spars, and 'New Zealand flax' for producing sailcloth.

On 29 February 1788 Lt. Philip Gidley King and 23 others (including convicts, military officers, and civil officers) aboard *HMS Supply*, arrived at Norfolk Island under orders to secure the Island and investigate the usefulness of the pines and flax noted by Cook. Unsuitable weather prevented landing and settlement at Cascade Bay, where they were anchored; the party disembarked at Kingston in March, five weeks after the First Fleet arrived in Sydney (Norfolk Island Parks & Forestry Service 2003:6).

The British Colonial Settlement of Norfolk Island (1788-1814) was organised along similar lines to its mainland counterpart in New South Wales. Thick undergrowth near the shore was cleared in the initial months and shelters and storehouses were constructed. The pines and flax noted by Cook were found to be unsuitable for their desired purpose; however, the Island's fertile soil and mild climate made it ideal for agricultural pursuits (Norfolk Island National Park 2025). Two hundred farms were established on the Island during this time; 40 percent of the Island was cleared by free settlers, soldiers, and convicts. Settlement was largely centred on Kingston (then called Sydney), Arthur's Vale, and Stockyard Valley.

The evacuation of the Island was ordered in 1806 due to its perilous landing sites, isolation, and the fact that settlement was well established on mainland Australia (Norfolk Island National Park 2025). The last of the first settlers left Norfolk Island in 1814; prior to their departure the settlers deliberately burnt the buildings to deter other powers from occupying the Island (Norfolk Island Parks & Forestry Service 2003:6; DITRDCA 2024:17).

2.5.2.1 ESTABLISHMENT OF COCKPIT AND PHILLIPSBURGH

In 1789, a track was cleared from the landing place at Kingston to Cascade Bay; this area within the Cascade Creek valley upstream from the Cascades is known as 'Cockpit'. In 1790 King marked out a small settlement or hamlet situated between the Cascade Landing Place and Cascade Creek (near the present location of Cascade and Harpers Roads); he named the township 'Phillipsburgh' on 30 April 1791 (*Figure 2-3*).



FIGURE 2-3 PLAN OF THE SETTLERS LOTS SHOWING PHILLIPSBURGH (ARROWED), 1795 (SLNSW #Z/CA 79/3)

The first townspeople were likely those working on the Government Farm (to the east of Cascade Creek) and the population increased with flax gatherers and workers (Varman 1998:2/13). By mid-1790 24 convicts resided at Phillipsburgh, with 8 acres under cultivation (*Figure 2-4*). In August 1791, the NSW Corps were garrisoned at Phillipsburgh, and the township was further expanded by the erection of huts for the members (Varman 1998:2/13). Leases and land grants in the surrounding area were issued to ex-convicts, ex-marines, and former members of the NSW Corp.



FIGURE 2-4 CASCADE BAY, C1793 (UNKNOWN, SLNSW #PX*D 379)

The rocky outcrop at the foot of the hills at Cascade Bay was originally known as the Cascade Landing Place; it formed a natural jetty from which boats were hauled out of the sea if they were unable to land at the Kingston side of the Island. By October 1792, King made improvements to the landing place and a wooden pier with bridge was constructed over the rocky outcrop, but was later destroyed by a storm (*Figure 2-5*). A store was constructed to the west of the landing place by 1794 and by 1796 a flagstaff was installed on a low hill above the store (Varman 1998:2/52; visible in *Figure 2-8*) and a strong wharf (126 feet in length) had been established between the landing place and the shore (Varman 1998:1/74-75).



FIGURE 2-5 PLAN AND VIEW OF THE LANDING PLACE SHOWING THE WOODEN PIER, 1793
(C. GRIMES, SLNSW#Z/CB 79/12)

By 1792, Phillipsburgh had grown into a relatively large settlement and was the centre of the small flax dressing industry (*Figure 2-6*). Natural flax fields covered the coastal hillsides and cliff slopes and provided the raw materials necessary for the experimental industry, while running water, rock pools, and flat areas of rock at Cascade Creek suited flax processing (Norfolk Island Parks & Forestry Service 2003:6).



FIGURE 2-6 PHILLIPSBURGH, C1801-1812 (J. EYRE, SLNSW #SV8/NORF I/3)

Due to the domination of canvas manufacture in Sydney, flax processing was abandoned on Norfolk Island. However, Phillipsburgh remained an important settlement until its buildings were destroyed by fire when Norfolk Island was abandoned by settlers in 1814 (Norfolk Island Parks & Forestry Service 2003:6).

2.5.3 BRITISH PENAL SETTLEMENT (1825-1855)

On 6 June 1825, Captain Turton landed at Kingston with a party of soldiers, women and children and 57 convicts to re-found settlement on Norfolk Island; a penitentiary was established for the reception of the most desperate criminals from the British convict settlements in Australia. Abundant remains of the cultivation of the British Colonial Settlement were rehabilitated, and new areas were cleared; newcomers also made buildings habitable again (DITRDCA 2024:17).

Free settlers were not permitted during the British Penal Settlement of Norfolk Island (1825-1855); small farms were established over the Island by military and privileged convicts. A substantial settlement was established at Cascade, adjacent to a second landing pier. During the 1830s and 1840s, large gaols and barracks were built at Kingston and Longridge along with buildings for the purpose of storing crops and other goods. This period of settlement was built on the principles of a 'great hulk or penitentiary' and earned Norfolk Island a deserved reputation as one of the harshest in the British Empire. Convict transportation to New South Wales ceased in the early 1850s, and as a result, the British Penal Settlement of Norfolk Island was gradually closed between 1847 and 1855 (DITRDCA 2024:17; DITRDCA 2025).

2.5.3.1 GOVERNMENT RESERVE AT CASCADE

At the time of the second settlement of Norfolk Island in 1825, a few old chimneys were extant at Phillipsburgh, sugar cane grew thickly along the Cascade stream, and orchards were overgrown with grapevines, lemons, figs and guavas. During the British Penal Settlement of Norfolk Island, Cascade Station (to the south of Cascade Reserve) became an important agricultural centre, providing meat and vegetables for the convicts at Kingston (*Figure 2-7*). By 1840, much of the area encompassing Cascade Reserve (between Cascade Road, Youngs Road, and the landing place) had been cleared (*Figure 2-8*).



FIGURE 2-7 CASCADE LANDING PLACE, C1851 (F.R. & A.M. NIXON, SLNSW#PXD 95)



FIGURE 2-8 CASCADE BAY, C1841-1849 (J. CHURCH, ANMM #19707)

By 1860, the land to the east of Cascade Creek (bounded by Cascade Road to the south and Youngs Road to the east) had been declared a 'Government Reserve' totalling 59 acres (Figure 2-9). The land to the west (53 acres labelled Lot 107 in Figure 2-9) was vacant Crown Land (Norfolk Island Parks & Forestry Service 2003:7).

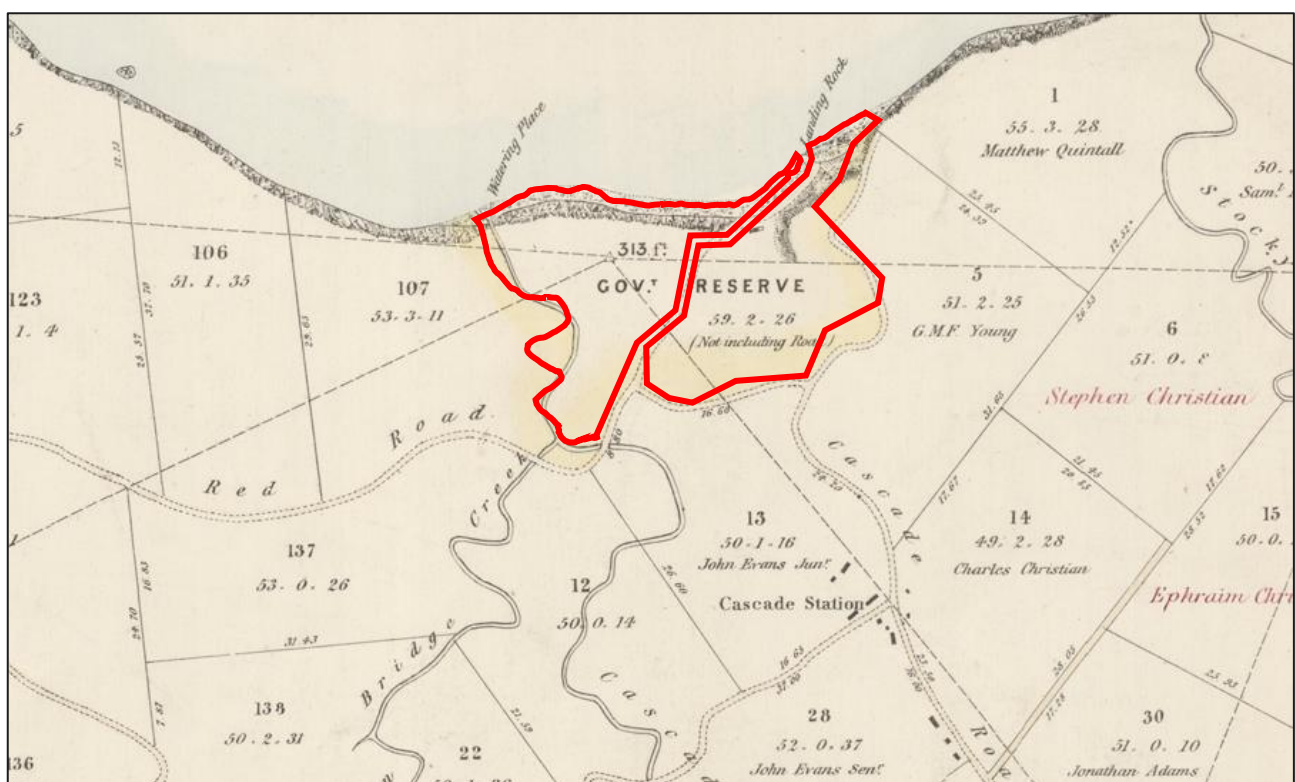


FIGURE 2-9 NORFOLK ISLAND DIAGRAM OF ALLOTMENTS SHOWING THE 'GOVERNMENT RESERVE', WATERING PLACE (COCKPIT WATERFALL), AND LANDING ROCK; APPROXIMATE LOCATION OF SITE IS INDICATED, 1860 (SLNSW#Z/M3 819.2/1867/1)

2.5.4 PITCAIRN SETTLEMENT (1856 - PRESENT)

In June 1856, the people of Pitcairn Island, a community of some 194 descendants of mutineers from the HMS *Bounty* and their Tahitian brides relocated to Norfolk Island, having outgrown Pitcairn Island (DITRDCA 2024:17; DITRDCA 2025). The Pitcairn Islanders first stayed in barracks, and by 1857 they were in possession of the convict buildings at Kingston. Each household head was allocated a 50-acre lot away from Kingston; the Pitcairners built homes and established farms. A formal survey was made in 1858, with titles issued in 1859 (GML Heritage et. al. 2016:29). Towards the end of the nineteenth century, export industries such as lemon, passionfruit and banana farming were attempted, as well as forestry plantations and cattle grazing, seeing large scale clearing of the native forest (Norfolk Island National Park 2025).

The administration of Norfolk Island was transferred to the Governor of New South Wales on 1 January 1901. The place was established as a territory under the Commonwealth of Australia under *The Norfolk Island Act 1913* (GML Heritage et. al. 2016:29).

An airfield was constructed on the Island during World War II due to its strategic location between the Coral Sea and air force bases in Australia and New Zealand (Norfolk Island National Park 2025). The airfield was used by the Royal New Zealand Air Force (RNZAF) until 1946. A royal commission in 1975 undertook clarification of the status of Norfolk Island, and in 1979 a new administrative system was established (Encyclopaedia Britannica 2025).

2.5.4.1 CASCADE RESERVE

Following the settlement of the Pitcairners on Norfolk Island in 1856, stock were grazed freely on vacant Crown land and reserves. As more land was granted, grazing became limited to public reserves and roadsides. Stock grazed all of Cascade Creek and the vacant land to the west, including the steep slopes along the eastern side of Cascade Creek. The natural rock of the Cascade Landing Place was still used and accessed by a simple track (*Photograph 2-34*).



PHOTOGRAPH 2-34 CASCADE LANDING PLACE, 1870 (C. BICE, NLA PIC ALBUM 466)

In 1858, a locally owned and operated whaling company was established on Norfolk Island near the Cascade landing place (*Photograph 2-35 to Photograph 2-40*). The export industry made a major contribution to the Island's cash economy in the latter half of the nineteenth century; whaling employed more than half of the population of adult males in the community and contributed up to 70% of its revenue. Viability of the industry declined as a result of competition from other whaling companies and the increase of the fledgling petroleum industry. In 1897 a violent storm destroyed the shore facilities in Cascade, delivering the deathblow to the industry (Norfolk Island Parks & Forestry Service 2003:8).



PHOTOGRAPH 2-35 VIEW OF THE BUILDINGS AT CASCADE BAY, 1890S (BEATTIE 130, AUCKLAND MUSEUM PH-NEG-6080 NX)



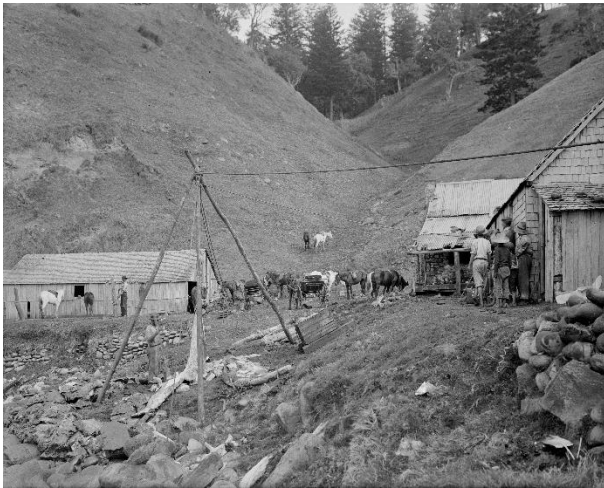
PHOTOGRAPH 2-36 CASCADE BAY BUILDINGS, 1890S (BEATTIE 124, AUCKLAND MUSEUM PH-NEG-6769 NX)



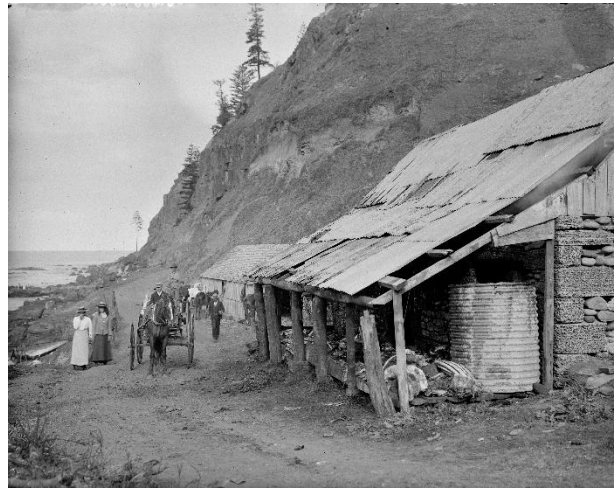
PHOTOGRAPH 2-37 WHALING STATION AND BOATS, 1890S (BEATTIE 186, AUCKLAND MUSEUM PH-NEG-6772 NX)



PHOTOGRAPH 2-38 GROUP OF MEN CUTTING UP A WHALE ON THE SHORELINE, 1890S (NLA PIC ALBUM 1272 #PIC/19988/6)



PHOTOGRAPH 2-39 CASCADE BAY
BUILDINGS, 1890S (SLNSW)



PHOTOGRAPH 2-40 CASCADE BAY
BUILDINGS, 1890S (SLNSW)

By the late nineteenth century little else had changed at the Cascade Landing Place, beyond improvements to the road (*Photograph 2-41*) and the use of lifting equipment on the rock itself (*Photograph 2-42*). The waterfall was still considered an attraction (*Photograph 2-43*) at least until a sawmill was built by Eddie Yeaman at Cockpit straddling the upper waterfall on Cascade Creek in the late nineteenth or early twentieth century. The sawmill was driven by an overshot wheel fed by water from a dam constructed at the bend in Cascade Creek. Logs cut in the forest at Mt Bates were transported along Red Road by horses. The entire mill was washed away in the 1936 flood (CHL Citation, Place ID 105463).



PHOTOGRAPH 2-41 CASCADE LANDING PLACE, 1880-1890S (NSW ARCHIVES NRS-4481-3-[7/15970]-ST6423)



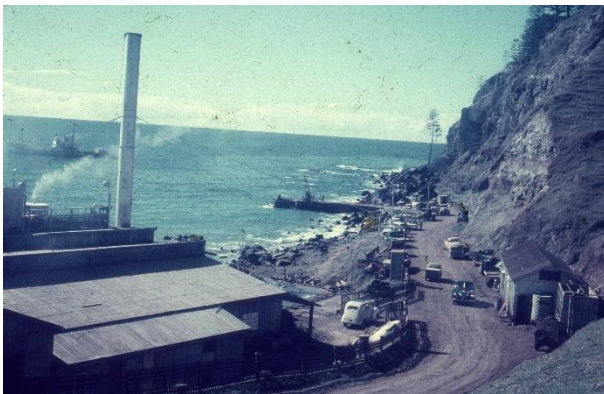
PHOTOGRAPH 2-42 CASCADE LANDING PLACE, 1890S (SLNSW #DL PX 175)



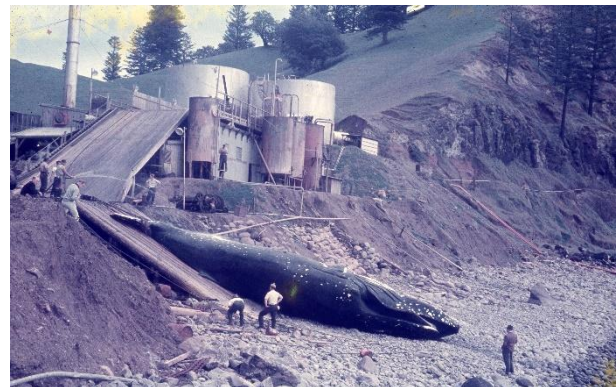
PHOTOGRAPH 2-43 UPPER CASCADE (COCKPIT) WATERFALL, 1896 (HIS HONOR JUDGE DOCKER IN AUSTRALIAN TOWN AND COUNTRY JOURNAL 1896)

By 1900, the Government Reserve had been named Cascade Reserve, and the vacant Crown land to the west (Lot 107) had been subdivided, with Lot 107a on the western side of Cascade Creek being named Quarantine Station. Cascade Reserve and the former Quarantine Reserve were proclaimed reserves under the *Commons and Public Reserves Act 1936* on 4 February 1937 (Norfolk Island Parks & Forestry Service 2003:1). A concrete pier was constructed at the Cascade landing place in 1920 with steps and parapets and was further modified in the 1940s (Varman 1998:2/52).

The whaling industry was revived in 1954 when the Byron Bay Whaling Company showed an interest in operating a whaling station at Cascade (*Photograph 2-44 to Photograph 2-47*). They commenced their first successful whaling season in 1956 and exported whale meal fertiliser and whale oil to Sydney by tanker. The station was closed in 1962 due to declining whale numbers (Norfolk Island Parks & Forestry Service 2003:8). Two boundary adjustments were made to Cascade Reserve during this period due to requirements for the whaling station. One occurred on 24 November 1955, relating to establishment of the actual whaling station site itself, and another on 15 March 1956 relating to a re-alignment of Cascade Road (Norfolk Island Parks & Forestry Service 2003:1).



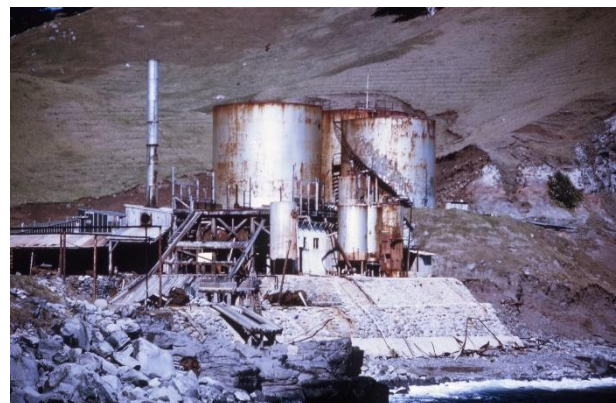
PHOTOGRAPH 2-44 OPERATING WHALING STATION LOOKING NORTH-EAST (NIM 23258 BOX 05 #149)



PHOTOGRAPH 2-45 OPERATING WHALING STATION FROM THE FORESHORE LOOKING SOUTH-WEST (NIM 23258 BOX 05 #150)



PHOTOGRAPH 2-46 OPERATING WHALING STATION FROM THE CLIFF ABOVE LOOKING WEST (NIM 23258 BOX 05 #151)



PHOTOGRAPH 2-47 DERELICT WHALING STATION WITH BOILER VISIBLE UNDER RAMP FRAME (NIM 25358 BOX 05 #046)

2.5.5 RECENT DEVELOPMENTS, CHANGING JURISDICTIONS AND CHL LISTING (1990S – PRESENT)

A number of developments greatly impacted archaeological resources within Cascade Reserve during the 1990s. In May 1990, more than half of the known areas of archaeological sensitivity relating to the Phillipsburgh township site were bulldozed during road upgrade works. Excavation for a service trench also passed through sensitive First Settlement deposits. Cascade Creek itself has been cleared and dredged multiple times with mechanical excavators, leaving sensitive archaeological deposits as well as the landscape and flora and fauna in the creek bed destroyed (Varman 1998:1/2).

In 1998, archaeologist Robert Varman prepared an archaeological zoning plan for the Phillipsburgh/Cockpit historic site (Varman 1998). The zoning plan was intended to inform heritage strategies for the development of a plan of management for Cascade Reserve. The plan of management was prepared soon after and presented management strategies and actions for cultural heritage sites associated with the Phillipsburgh settlement, including those within Cascade Reserve (Norfolk Island Parks & Forestry Service 2003).

Cascade Cliff, in the quarry area adjacent to the wharf, which was listed as a feature in Cascade Reserve's RNE citation, was completely reshaped in 1999-2000 by major engineering works. Parts of the cliff were "benched" to make it safer. The former quarry operated from around 1981 to 2012 and supplied rock for construction and general public works and maintenance – an important site given the limited sources of construction quality rock available on the Island (Evans 2020:12). During the mid-2010s, Cascade Pier was upgraded to its current configuration. The new pier was constructed on top of the original landing rock, part of which is still visible on the eastern side of the pier (ARUP 2021b:13).

The Australian Parliament passed the *Norfolk Island Legislation Amendment Act 2015* to reform the governance and legal framework of Norfolk Island. It amended the *Norfolk Island Act 1979* to integrate Norfolk Island more closely into the Australian legal and administrative system. Changes included abolishing the Legislative Assembly of Norfolk Island effective on 18 June 2015 and its replacement with the NIRC, established on 1 July 2016.

In 2016, the Australian Government assumed responsibility for the administration of Norfolk Island. As part of these changes, the Cascade Reserve came under Commonwealth management, while NIRC maintained responsibility for the Quarantine Reserve.

While the Cascade and Quarantine Reserves were jointly listed as a single item on the RNE on 21 October 1980, following the extensive heritage amendments to the EPBC Act in 2004, the RNE was transitioned to a non-statutory database and the new NHL/CHL system came into legal effect. Because Cascade and Quarantine Reserves were Commonwealth land at the time of the EPBC heritage amendments they were eligible for possible inclusion on the CHL, however some RNE places required further assessment before being progressed for CH listing. The Australian Heritage Council (AHC) commissioned Context Pty Ltd to undertake an assessment of Cascade Reserve in 2006. The formal CHL nomination process had started by 2010, and Cascade Reserve was added to the CHL on 1 February 2022.

In 2021, the Cascade Quarry was extended to include a section of Cascade Reserve. The new section is adjacent to the former Cascade Quarry, accessed through a track into Cascade Reserve on the eastern side of the wharf. In the same year, an EPBC Referral was approved by the Minister for the Environment to extend Cascade Pier and include an interim landing

adjacent to the existing pier. This extension would allow time for the development of a long-term solution to sea freight handling limitations at Cascade Pier (ARUP 2021a:6).

Recent work at the Site has involved the installation of a desalination plant with a steel container and two polypropylene water tanks on the remaining upper platform of the 1950s whaling station, and a larger polypropylene water reservoir up the slope on the southern side of Cascade Road.

3. PLANNING FRAMEWORK

As a Commonwealth-owned site on Commonwealth land, Cascades Reserve Norfolk Island is subject to Commonwealth legislation. The primary environmental and heritage legislation to be addressed in the management of the heritage values of the site is therefore the EPBC Act. DITRDCA also employs a practice of complying with Norfolk Island legislation where it does not conflict with Commonwealth legislation.

3.1 FEDERAL LEGISLATION

3.1.1 ENVIRONMENT PROTECTION AND BIODIVERSITY CONSERVATION ACT 1999

The primary objective of the EPBC Act is to provide for the protection of the environment, particularly those aspects that are Matters of National Environmental Significance (MNES). The key parts of the EPBC Act that are of direct relevance to the heritage assessment and management of Norfolk Island are:

- Part 3, Division 1: Requirements Relating to Matters of National Environmental Significance;
- Section 26: Requirement for approval of activities involving Commonwealth land with the potential to have a significant impact on the environment;
- Section 28: Requirement for approval of activities undertaken by a Commonwealth agency with the potential to have a significant impact on the environment;
- Sections 341S, 341V and 341X: Management plans for Commonwealth Heritage Places, Compliance with plans by the Commonwealth and Commonwealth agencies and Review of plans at least every 5 years;
- Section 341ZC: Requirement to minimise adverse impacts on the heritage values of a place included on the National and/or Commonwealth Heritage List; and
- Section 341ZE: Requirement to provide ongoing protection of heritage values of a place included on the Commonwealth Heritage List in the event of sale or transfer.

3.1.1.1 MATTERS OF NATIONAL ENVIRONMENTAL SIGNIFICANCE (MNES)

Part 3, Division 1 of the EPBC Act requires that actions that have, will have or are likely to have a significant impact on MNES require approval from the Australian Government Minister for the Environment. The MNES are:

- World Heritage Areas;
- National Heritage Places;
- Wetlands of international importance (Ramsar wetlands);
- Listed threatened species and endangered communities;
- Listed migratory species;
- Nuclear actions;
- Commonwealth marine environments;
- The Great Barrier Reef Marine Park; and
- a water resource, in relation to coal seam gas development and large coal mining development.

Under this section of the EPBC Act, any action that will or is likely to have a significant impact on a MNES is to be referred to the DCCEEW for consideration by the Minister for the Environment.

DCCEEW administers a web-based search tool that allows a geographic search of all the species and ecological communities listed under the EPBC Act, and National Heritage List and CHL places that are expected/likely to be present within a given area. This tool does not preclude site verification.

The MNES relevant to Cascade Reserve are highlighted below in *Table 3-1*.

TABLE 3-1 MNES APPLICABLE TO CASCADE RESERVE

MNES	Application to Cascade Reserve
Commonwealth Marine Areas	Commonwealth Marine Areas (EPBC Act)
Listed Threatened Species	78 Vulnerable, Endangered, Critically Endangered, Conservation Dependent, species listed under the EPBC Act are known, likely to or may occur within Cascade Reserve. These include 24 bird, 2 fish, 4 mammal, 39 plant, 5 reptile, 3 shark and 1 snail species.
Listed Migratory Species	42

3.1.1.2 SECTIONS 26 AND 28

Section 26 relates to actions undertaken on Commonwealth land which will or are likely to significantly impact the environment and Section 28 relates to actions undertaken by a Commonwealth agency (such as DITRDCSA) which will or are likely to significantly impact the environment. The term 'environment' has a broader coverage than MNES or sections 341ZC and E (outlined below) and relates to environmental matters that are not necessarily formally listed. This provision can include the consideration of state listed species and heritage values. The Act defines the environment as:

- a) ecosystems and their constituent parts, including people and communities; and
- b) natural and physical resources; and
- c) the qualities and characteristics of locations, places and areas; and
- d) heritage values of places; and
- e) the social, economic and cultural aspects of a thing mentioned in paragraph (a), (b), (c) or (d).

Any actions which will or are likely to significantly impact the environment need to be assessed with respect to the potential significance of impacts on the environment generally. If potentially significant impacts are identified, opportunities for their avoidance, reduction or management must be sought. A referral under the EPBC Act may also need to be considered.

3.1.1.3 SECTIONS 341S, 341V AND 341X

Section 341S of the EPBC Act requires a Commonwealth agency to prepare a Management Plan for a place on the CHL in accordance with the Commonwealth Heritage Management Principles.

The Commonwealth and Commonwealth agencies must comply with the Management Plan (Section 341V) and undertake a review and update of the plan at least once every five years in accordance with the details of S341X of the EPBC Act.

The Principles and Management Plan requirements included in the EPBC Regulations are provided at *Appendix E* for ease of reference. A summary of this HMP's compliance with these regulations is also included.

3.1.1.4 SECTION 341ZA

This section of the EPBC Act requires that every Commonwealth agency that owns or controls a property with Commonwealth Heritage values must prepare a written heritage strategy to conserve and protect and appropriately manage those values. In 2016 GML Heritage prepared a Heritage Strategy for DITRDCA.

3.1.1.5 SECTION 341ZC

This section of the EPBC Act requires adverse impacts to the heritage values of a National or Commonwealth Heritage Place to be avoided or minimised. This includes direct impacts from physical disturbance or could also include secondary impacts in the event of activities that would impact on the visual aspect, cultural importance, landscaping, or curtilage of an adjacent property.

3.1.1.6 SECTION 341ZE

This section of the EPBC Act applies if the Commonwealth interest in the site ceases. DITRDCA must notify the Minister for the Environment of such an intent at least 40 business days prior to the transfer or sale and include in the sale or lease contract a covenant to protect the Commonwealth Heritage values of the place during the sale process and after the property has left Commonwealth control. Ongoing heritage protection for Cascade Reserve under Norfolk Island legislation should be confirmed.

3.1.1.7 COMMONWEALTH HERITAGE LIST (CHL) CRITERIA

The CHL criteria (*Table 3-2*) are established under S341D(3) of the EPBC Act and provided at Division 10.5 Section 10.03A(2) of the EPBC Regulations. A place can be included on the CHL if it is found to be **significant** against one or more of the following criteria:

TABLE 3-2 COMMONWEALTH HERITAGE LIST CRITERIA

Assessment Criteria for the Commonwealth Heritage List

Criterion A:

The place has significant heritage value because of the place's importance in the course or pattern of Australia's natural or cultural history.

Criterion B:

The place has significant heritage value because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history.

Criterion C:

The place has significant heritage value because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history.

Assessment Criteria for the Commonwealth Heritage List

Criterion D:

The place has significant heritage value because of the place's importance in demonstrating the principal characteristics of:

- A class of Australia's natural or cultural places; or
- A class of Australia's natural or cultural environments.

Criterion E:

The place has significant heritage value because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group

Criterion F:

The place has significant heritage value because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period.

Criterion G:

The place has significant heritage value because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.

Criterion H:

The place has significant heritage value because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history.

Criterion I:

The place has significant heritage value because of the place's importance as part of Indigenous tradition.

Cascade Reserve is included on the CHL against criteria A, C and G. The CHL citation (Place ID: 105463) is provided at *Appendix A*.

3.1.2 DISABILITY DISCRIMINATION ACT 1992

The *Disability Discrimination Act 1992* makes it unlawful to discriminate against people with disabilities and aims to remove the direct and indirect barriers preventing equal opportunities for disabled persons, and thus their full participation in the community.

This Act relates to the provision of goods and services, access to facilities and physical access to public places. Section 23 of the Act states it is unlawful to discriminate against another person on the grounds of another person's disability in connection with access to premises. Section 29A of the Act has the effect that it is not unlawful for a person to discriminate against another person on the grounds of a disability in connection with access to premises if avoiding the discrimination would impose unjustifiable hardship on the discriminator. Unjustifiable hardships in complying with the requirements of the National Construction Code (NCC) may include financial impacts as well as adverse heritage impacts. If strict adherence to these requirements is likely to cause adverse heritage impacts to significant fabric, then alternative means of meeting the objectives of the codes/legislation should be investigated.

3.2 NORFOLK ISLAND LEGISLATION AND PLANNING

3.2.1 HERITAGE ACT 2002

The *Heritage Act 2002* establishes the framework for identifying, protecting and managing Norfolk Island's cultural heritage. It provided for the creation of the Norfolk Island Heritage Register, details criteria for listing heritage items, and regulates activities that may impact listed heritage values. The Act requires the preparation of a heritage impact statement (and in some cases, a conservation management plan) where development or land use changes are in relation to or likely to affect a heritage item.

3.2.1.1 NORFOLK ISLAND HERITAGE REGISTER

Cascade Reserve is included on the Norfolk Island Heritage Register. The citation outlines a statement of significance, description, condition, integrity, and location for the Site; it is provided at *Appendix A*.

3.2.2 PLANNING ACT 2002

The *Planning Act 2002* (NI) establishes the land-use and development system on Norfolk Island through the Norfolk Island Plan. It provides a strategic framework for the preferred future use, development and management of land. It integrates heritage considerations into development control by requiring planning approvals to assess potential impacts on heritage values. Development proposals affecting heritage places must demonstrate alignment with heritage protection objectives and may require additional assessment.

3.2.3 PUBLIC RESERVES ACT 1997

The *Public Reserves Act 1997* governs the declaration, management and protection of public reserves, including Cascade Reserve, to promote conservation of the natural environment and landscape beauty of Norfolk Island. It requires the preparation of Plans of Management for each reserve, with describe the natural and cultural values of the reserves and set out management issues, objectives, strategies and actions. The Act provides for the appointment of a Conservator of Public Reserves, who is responsible for the management of all public reserves.

3.2.3.1 CASCADE RESERVE PLAN OF MANAGEMENT 2003

The Cascade Reserve Plan of Management 2003 was developed under the *Public Reserves Act 1997*, to guide the long-term heritage conservation, ecological rehabilitation, and landscape management of Cascade Reserve. It formalised the merger of Cascade Reserve and adjacent Quarantine Reserve, and adjusted boundaries to incorporate the historic whaling station and disused Red Road. The Plan provides a framework for managing and conserving the cultural and natural values of Cascade Reserve. Key strategies include native vegetation rehabilitation, weed and pest control, recreation management, education and interpretation, stock management, the establishment of research and monitoring programs, and identifying controlled activities.

3.2.4 PROTECTION OF MOVEABLE CULTURAL HERITAGE ACT 1987 (NI)

The *Protection of Moveable Cultural Heritage Act 1987* (NI) protects Norfolk Island's heritage of moveable cultural objects as well as Australian and foreign protected objects.

3.3 NON-STATUTORY CONSIDERATIONS

3.3.1 THE BURRA CHARTER 2013

The Australian ICOMOS Charter for the conservation of places of cultural significance (the Burra Charter) was issued in 2013 and sets a standard of practice for those who provide advice, make decisions about, or undertake works to places of cultural significance including owners, managers and custodians. The Charter provides specific guidance for physical and procedural actions that should occur in relation to significant places.

A copy of the charter can be accessed online at <https://australia.icomos.org/>.

3.3.2 REGISTER OF THE NATIONAL ESTATE

The Register of the National Estate (RNE) is now an archive of information about more than 13,000 places throughout Australia including many places of local or state significance. The RNE was closed in 2007 and is no longer a statutory list. The RNE is maintained on a non-statutory basis as a publicly available archive and educational resource. RNE places can be protected under the EPBC Act if they are also included in another Commonwealth statutory heritage list or are owned or leased by the Commonwealth. In addition, places in the RNE may be protected under appropriate state, territory, or local government heritage legislation.

Cascade Reserve is within the *Quarantine and Cascade / Phillipsburgh Site* (Place ID: 13649) and *Phillipsburgh and Cascade Landing Sites* (Place ID: 14900) included on the RNE for their natural and historic values, respectively. The database information is provided at *Appendix A*

3.3.3 1998 ARCHAEOLOGICAL ZONING PLAN: PHILLIPSBURGH / COCKPIT HISTORIC SITE

The Archaeological Zoning Plan of the Phillipsburgh / Cockpit Historic Site (Cascade Reserve) prepared by R. V. J. P. Varman in 1998 for the Norfolk Island Landcare Group comprises two parts; an historical overview and a comprehensive inventory and mapping of archaeological assets. The purpose of the plan was to aid in the formulation of the Cascade Reserve Plan of Management; it guides the sensitive management of zones of high significance and interpretation of heritage values of the site. The plan mapped zones of varying archaeological significance, provided an inventory of built, historic and landscape elements, identified areas with high potential for subsurface remains, and provided historical context of the site to assist with further understanding of archaeological significance.

4. ASSESSMENT OF HERITAGE SIGNIFICANCE

The following section presents an overview of the heritage significance of Cascade Reserve. This assessment has been drawn from the CHL listing, with amendments to reflect any notable changes since that time.

Cascade Reserve was officially listed in the CHL (Place ID 105463) in February 2022 for its historic and social values as well as research potential.

4.1 SIGNIFICANCE THRESHOLDS

DCCEEW's online heritage information¹ provides some guidance on determining the level of heritage significance a place may have. DCCEEW states that as well as assessing a place against criteria for its heritage value, the Australian Heritage Council applies a 'significance threshold' test. This test helps the Council to determine the level of significance of a place's heritage value by asking 'just how important are these values?'

World Heritage places have outstanding universal values above and beyond the values they hold for a particular nation. To reach the threshold for the National Heritage List, a place must have 'outstanding' heritage value to the nation against one or more criteria. This means that it must be important to the Australian community as a whole. To be entered on the CHL, a place must have 'significant' heritage value against one or more criteria. The Australian Heritage Council's guidance document – Identifying Commonwealth Heritage Values and Establishing a Heritage Register – was issued in 2010 and states that the threshold for the CHL is local heritage significance. See *Section 4.3* and *Appendix B* for more detail on significance ranking.

The Australian Heritage Council's guidance document can be accessed from:

<https://www.dcceew.gov.au/sites/default/files/documents/commonwealth-heritage-values.pdf>

4.2 LISTED HERITAGE VALUES

As the Site is already included on the CHL, the analysis against the CHL criteria in *Table 4-1* below has been undertaken as a validation exercise, based on historical and site analysis. ERM concurs with the previous assessment of historical significance. While some stakeholders have indicated that further assessment of the natural heritage values would be of value, that is outside of the scope of this HMP.

Preliminary review of the Site suggests that while it does hold biodiversity values, these are not likely to constitute natural heritage values as defined by the Australian Natural Heritage Charter (2002) as:

- Natural features consisting of physical and biological formation or groups of such formations, which demonstrate natural significance;
- Geological and physiographical formation and precisely delineated areas that constitute the habitat of indigenous species of animal plants, which demonstrate natural significance; or
- Natural sites or precisely-designated natural areas which demonstrate natural significance from the point of view of science, conservation, or natural beauty.

¹ [National Heritage List criteria - DCCEEW](#), [Commonwealth Heritage List criteria - DCCEEW](#)

Natural significance is defined as *"the importance of ecosystems, biodiversity and geodiversity for their existence value or for present or future generations, in terms of their scientific, social, aesthetic and life-support value."*

Threshold indicators for places to meet the CHL criteria for natural heritage include considerations such as if the place:

- has fossil evidence of past climate or environments;
- demonstrates long-term geomorphological or ecological processes;
- includes important wildlife corridors, linking extensive areas or providing terrestrial migration routes;
- has endemic species or species at geographical limits of their distribution;
- has a very high diversity (relative to type and size of area) of:
 - rock types and/or landforms;
 - faunal assemblages;
 - plant communities (habitat richness); and/or
 - species rich communities, e.g. heaths, rainforests;
- has rare geological formations, landforms or ecological communities;
- is a breeding place for a listed migratory species;
- is a notable and rare example of its type;
- is a rare or uncommon remnant of a previous landscape now mostly obliterated by subsequent natural processes or human activity;
- was used to produce important research information or has the ability to yield research information to interpret and explore issues which currently remain unanswered by the scientific community; or
- is a remnant of a natural community which still has the principal characteristics of that community.

TABLE 4-1 SUMMARY SIGNIFICANCE ASSESSMENT AGAINST THE CHL HERITAGE CRITERIA

Criterion	Values	Current CHL Citation	ERM Assessment	Significance Ranking
(a) the place's importance in the course, or pattern, of Australia's natural or cultural history;	Natural	Does not reach threshold for this criterion	No further assessment has been undertaken.	N/A
	Aboriginal	Does not reach threshold for this criterion	No further assessment has been undertaken.	N/A
	Historic	Cascade Reserve is 23 ha in extent with a long history as a reserve. By 1860 land on the east of Cascade Creek had been set aside as a Government Reserve and named Cascade Reserve by 1904. Cascade Reserve is significant because of its association with the commencement of European settlement on Norfolk Island in 1788. A rocky outcropping at Cascade Bay (since concealed by redevelopments of the jetty) was used as a landing place by the first European settlers to Norfolk Island. The Reserve contains archaeological evidence of Phillipsburgh, the smallest of three villages of the First Settlement (1788-1814) which was laid out near Cascade Creek in 1790. The town and what is now the Cascade Reserve were associated with flax making and agriculture which were considered two of the strategic reasons for the settlement of Norfolk Island.	ERM concurs with this assessment. It should be noted that some noted attributes, namely bridges, are no longer located inside the current CHL boundary. The First Settlement sites not only include Phillipsburgh along Harpers and Cascade Roads, but are also located along Cascade Creek. The later Melanesian Mission Store was also located along Harpers and Cascade Roads. A survey point with carved broad arrow is located at the summit of Cascade Hill. Attributes associated with the Cascade Farm and Frederick Young's land grant, as well as two potential survey points, are located in the eastern portion of the Reserve.	High - Cascade Creek and Cockpit Waterfall, Phillipsburgh archaeological site, Cascade Road early remnants, Melanesian Mission Store archaeological site, Whaling Station location and remnants, Cascade Burial Ground, Cascade Farm archaeological site Moderate - First Settlement candidate archaeological sites Low - Cascade Wharf

Criterion	Values	Current CHL Citation	ERM Assessment	Significance Ranking
		The landing site (jetty area), grave site, Cascade Creek and waterfall are all associated with First Settlement occupation. Cascade Reserve is significant because of its importance as a First Settlement landing site (one of only two on the Island) and its continual use since 1788 as an important point of contact between Norfolk Island and the rest of the world. From 1788 to 1900, it was an important watering place for passing ships. The jetty area, the whaling station site, the waterfalls, areas adjacent to Cascade and Harpers Roads and bridges within the Reserve demonstrate the importance of this place for trade, transport and communication. The jetty and roads themselves are excluded from the values.		
(b) the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history;	Natural	Does not reach threshold for this criterion	No further assessment has been undertaken.	N/A
	Aboriginal	Does not reach threshold for this criterion	No further assessment has been undertaken.	N/A
	Historic	Does not reach threshold for this criterion	ERM concurs with this assessment.	None
(c) the place's potential to yield information that	Natural	Does not reach threshold for this criterion	No further assessment has been undertaken.	N/A
	Aboriginal	Does not reach threshold for this criterion	No further assessment has been undertaken.	N/A

Criterion	Values	Current CHL Citation	ERM Assessment	Significance Ranking
will contribute to an understanding of Australia's natural or cultural history;	Historic	Several areas within the Reserve have significant archaeological research potential to contribute to important research questions concerning the convict periods of Norfolk Island's settlement. Areas of high archaeological potential include areas adjacent to Cascade and Harpers Roads, areas along and adjacent to Cascade Creek, areas around the Jetty and along the tops of some ridges and hills above Cascade Road. The features which express these significant heritage values within the place include, but are not limited to, the archaeological features of the first and second settlement period, the whaling station site, and the whole Reserve representing part of the landing and settlement area.	ERM concurs with this assessment, although archaeological potential around the jetty (Pier) is uncertain as the construction of the 1950s whaling station may have either buried or removed the remains of all previous buildings at this location. Recent discovery of calcarenite slabs in trenching works for the desalination plant reservoir shows there is still potential for subsurface evidence of former activities in this general location.	High - Phillipsburgh archaeological site, Melanesian Mission Store archaeological site, Cascade Burial Ground, Cascade Farm archaeological site Moderate - First Settlement candidate archaeological sites
(d) the place's importance in demonstrating the principal characteristics of: i) a class of Australia's natural or cultural places; or ii) a class of Australia's natural or cultural environments;	Natural	Does not reach threshold for this criterion	No further assessment has been undertaken.	N/A
	Aboriginal	Does not reach threshold for this criterion	No further assessment has been undertaken.	N/A
	Historic	Does not reach threshold for this criterion	ERM concurs with this assessment.	None
(e)	Natural	Does not reach threshold for this criterion	No further assessment has been undertaken.	N/A

Criterion	Values	Current CHL Citation	ERM Assessment	Significance Ranking
the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group;	Aboriginal	Does not reach threshold for this criterion	No further assessment has been undertaken.	N/A
	Historic	Does not reach threshold for this criterion	ERM concurs with this assessment.	None
(f) the place's importance in demonstrating a high degree of creative or technical achievement at a particular period;	Natural	Does not reach threshold for this criterion	No further assessment has been undertaken.	N/A
	Aboriginal	Does not reach threshold for this criterion	No further assessment has been undertaken.	N/A
	Historic	Does not reach threshold for this criterion	ERM concurs with this assessment.	None
(g) the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;	Natural	Does not reach threshold for this criterion	No further assessment has been undertaken.	N/A
	Aboriginal	Does not reach threshold for this criterion	No further assessment has been undertaken.	N/A
	Historic	Cascade Reserve is of social value to the Norfolk Island community due to its strong associations with travel and transport to the Island over the periods of its European settlement. It is also significant for its long history and continued use as a place of recreation, where Norfolk Islanders and visitors have enjoyed fishing, picnics and the natural environment. The features which express these significant heritage values within the place include, but are not limited to, the whaling station site, seaward lookouts, Cascade Creek and the	ERM concurs with this assessment. The pastoral setting of the hillslopes consisting of grazing lands with scattered large trees has also been identified as having social value to the community.	High - Cascade Creek and Cockpit Waterfall, Cascade Hill cliffs, Whaling Station location and remnants, Cascade Burial Ground, significant viewlines

Criterion	Values	Current CHL Citation	ERM Assessment	Significance Ranking
		Reserve as a whole representing part of the historic landing place. Views and vistas outside the Reserve do not form part of the values.		
(h) the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history;	Natural	Does not reach threshold for this criterion	No further assessment has been undertaken.	N/A
	Aboriginal	Does not reach threshold for this criterion	No further assessment has been undertaken.	N/A
	Historic	Does not reach threshold for this criterion	ERM concurs with this assessment.	None
(i) the place's importance as part of Indigenous tradition.	Natural	Does not reach threshold for this criterion	This criterion is not relevant to natural heritage values.	N/A
	Aboriginal	Does not reach threshold for this criterion	No further assessment has been undertaken.	N/A
	Historic	Does not reach threshold for this criterion	This criterion is not relevant to historic heritage values.	N/A

4.3 SIGNIFICANCE RANKING

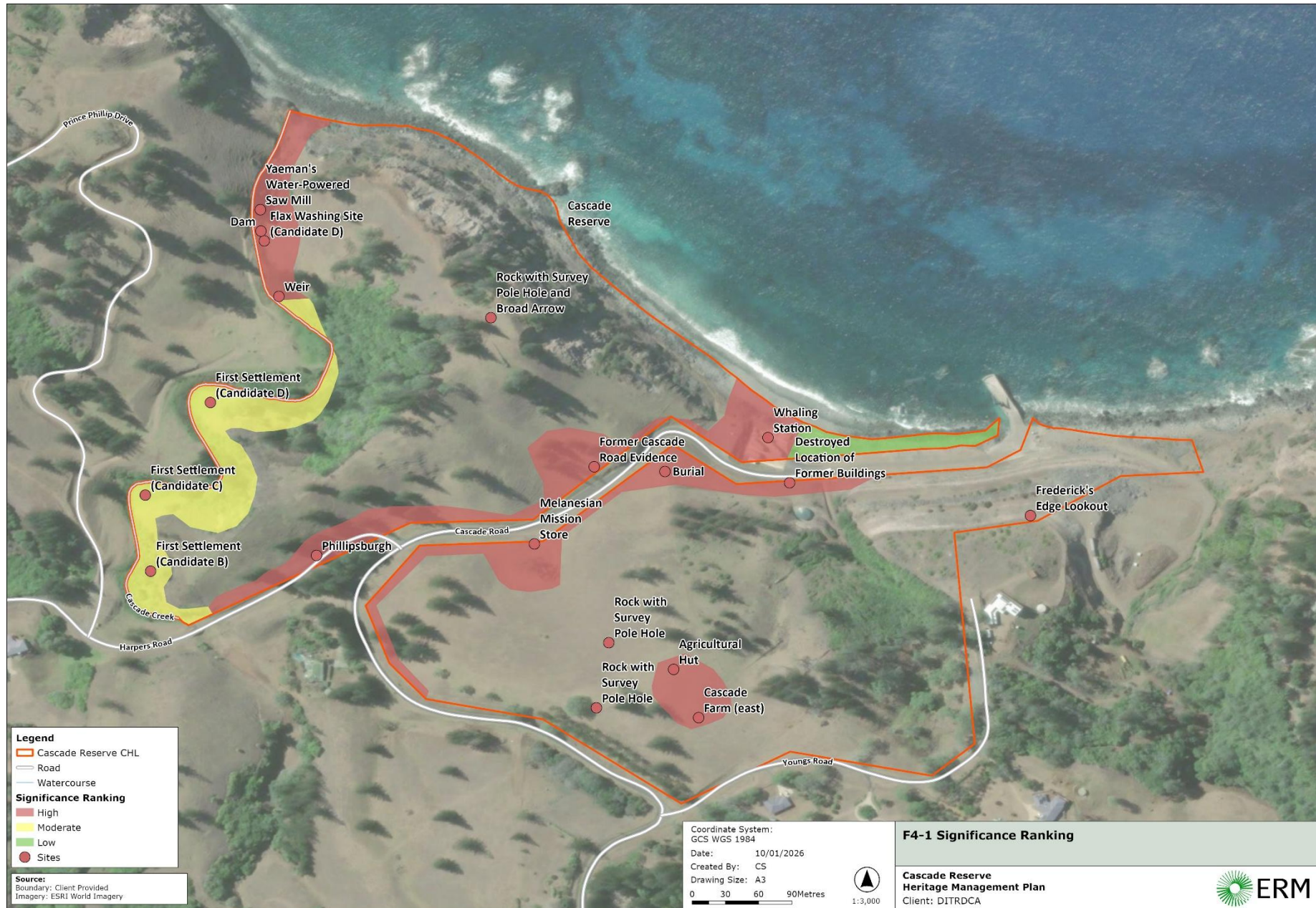
4.3.1 SIGNIFICANCE OF ELEMENTS

Throughout the site assessment, the significance of the different zones across the Site has been evaluated along with overall heritage values in accordance with a significance ranking system initially developed by ERM for the Commonwealth Department of Finance (*Appendix B*). *Table 4-2* and *Figure 4-1* present the different zones, heritage values and significance ranking.

TABLE 4-2 SIGNIFICANCE OF ZONES AND SITES

Item	Included Heritage Values	Ranking	Justification
Whaling Station	1950s Whaling Station remnants	Zone – High Remnant features – Moderate	The Whaling Station zone on both sides of Cascade Road was the focal point for the sequence of buildings (<i>Appendix F</i>) and activities servicing the port throughout its history and despite the significant level of ground disturbance it has been subject to, still has the potential to include archaeological remains, particularly if the construction involved hilltop removal at one location and soil deposition at others. The remnant features of the 1950s Whaling Station are the only visible remains but represent only one portion of the history of the use of this location.
Cascade Wharf	Modified foreshore	Zone – Low	The foreshore between the original landing rock (now Cascade Pier) and the whaling station has been modified to better suit its use as a wharf over the three settlement periods of Norfolk Island. These modifications have been relatively minor and have not involved the construction of any buildings.
Cascade Road / Harper's Road	Phillipsburgh; Melanesian Mission Store; Cascade Burial Ground; Original Cascade Road alignment	Zone – High Archaeological remains - High	The Cascade Road / Harper's Road zone was the focal point for the original settlement of Phillipsburgh as well as some later activities. While the archaeological record has been impacted by subsequent roadworks, it is highly likely that much still remains.
Cockpit / Waterfall	Yaeman's Water-Powered Sawmill; Flax Washing Site, Candidate D; Dam, Weir	Zone – High Remnant features – High	The Cockpit / Waterfall zone contains the known location of many early activities. Any remnant features or archaeological remains of these activities add to the understanding of settlement at Cascade.
Cascade Creek	First Settlement Building Site, Candidates B, C and D	Zone – Moderate Archaeological remains – High	The Cascade Creek zone includes candidate areas for first settlement buildings sites; however, their exact location is unknown.
Cliffs	Coastal views (Frederick's Edge Lookout)	Zone – None Views – High	The cliffs that dominate the Site are a key feature due to their significant viewlines.

Item	Included Heritage Values	Ranking	Justification
Cascade Farm	Agricultural Hut	Zone – High Archaeological remains – High	The Cascade Farm zone contains the known location of early agricultural activities as part of the various settlements at Cascade. Any archaeological remains that may be uncovered would add to the understanding of settlement as Cascade.
Grazing Hills (other)	King's Broad Arrow and Survey Pole Hole; Survey Markers	Zone – None Survey features – High	The Grazing Hills zones are not known to be a location of any buildings or activities that would have added to the archaeological record. Any remaining visible features that contain evidence of use in the communication system at Cascade add to the understanding of settlement at Cascade.
Revegetation Areas	N/A	None	The Revegetation Areas zones are situated on the steep slopes and are not known to contain any remnant features or to be a location of any buildings or activities that would have added to the archaeological record.



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4.4 STATEMENT OF HERITAGE SIGNIFICANCE

The following summary statement of significance has been extracted from the official CHL citation. Revisions suggested by ERM due to the change in boundary between nomination and listing have been struck through. Any suggested additions by ERM are noted in **bold**.

*Cascade Reserve is historically important because of its association with the commencement of European settlement on Norfolk Island in 1788. A rocky outcropping at Cascade Bay was used as a landing place for the first European settlers to Norfolk Island. Over the years, the landing site was developed as a jetty and the outcrop concealed. Today, the jetty continues to be modernised. The Reserve contains archaeological evidence of Phillipsburgh, which was laid out as a village **between the landing place and** ~~near~~ Cascade Creek in 1790. It was the smallest of the three villages of the First Settlement period on Norfolk Island, which lasted from 1788-1814. The village and what is now the Cascade Reserve were associated with flax making and agriculture which were considered two of the strategic reasons for the settlement of Norfolk Island. The landing site (jetty area), areas adjacent to connecting roads, grave site, Cascade Creek and waterfall are all associated with First Settlement occupation.*

*Cascade Reserve is also significant because of its importance as a First Settlement landing site (one of only two on the Island) since 1788 and as such an important point of contact between Norfolk Island and the rest of the world. From 1788 to 1900, it was a valuable watering place for passing ships. The jetty area, the whaling station site, the **survey points, the creek and** waterfalls, **and** areas adjacent to roads ~~and bridges~~ within the Reserve demonstrate the importance of this place for trade, transport and communication.*

Several areas within the Reserve have significant archaeological research potential for their ability to contribute to important research questions concerning the two convict periods of Norfolk Island's settlement, the First Settlement period from 1788-1814 and the Second Settlement period from 1825-1855.

Areas of high archaeological potential are particularly the flat lands, such as along Cascade Creek, areas adjacent to Cascade and Harpers Roads, ~~the jetty area~~ and the tops of some ridges and hills.

Cascade Reserve is of social value to the Norfolk Island community due to its strong associations with travel and transport to the Island over the period of its European settlement. It is also significant for its long history and continued use as a place of recreation, where Norfolk Islanders and visitors have enjoyed fishing, picnics and the enjoyment of nature.

The significant heritage values encompass the whole of Cascade Reserve, particularly the jetty area, whaling station site, ~~Cockpit picnic area~~, Frederick's Edge look-out, Cascade Creek and waterfalls. The jetty itself and the roads are excluded from the values.

5. MANAGEMENT OF HERITAGE SIGNIFICANCE

5.1 MANAGEMENT OBJECTIVES AND GOALS

The objectives and goals of the future site management are to ensure the Cascade Reserve continues to be used appropriately, while ensuring the significant heritage values of the Site are conserved.

There are currently two proposed physical changes to Cascade Reserve. These changes include an approved upgrade to extend Cascade Pier to include an interim landing adjacent to the existing pier. This extension would allow time for the development of a long-term solution to sea freight handling limitations at Cascade Pier. The second proposal involves plans for port infrastructure upgrade works which are currently being developed, with the objective to improve safety and move to containerisation of the Norfolk Island supply cargo ship. This HMP will help inform the development of these plans.

Any changes in ownership including lease arrangements will be managed in accordance with *Section 6.2* of this HMP.

5.2 RISK ASSESSMENT

This section presents and discusses the range of potential risks from the interaction of day-to-day and strategic DITRDCSA activities and the heritage values of the Site. It identifies and rates the current and future risks to the heritage values to identify policy and guideline requirements for the effective management of the Site's heritage values.

This risk assessment does not conform to a Department or Australian standard for risk assessments. Therefore, the risk ratings should only be interpreted as relative indicators of priority, rather than indicative of specific consequences generally associated with a Department or Australian standard risk assessment framework.

The assessment includes consideration of the current ownership and management strategies as well as potential for future uses. The risks are categorised and recommendations provided as to how the risks can be practically addressed. The risk assessment has been undertaken using the likelihood and severity categories presented in *Table 5-1*.

The risk matrix presented below utilises a cross reference of likelihood (probability that the risk will occur) and Consequence (severity of the result of the risk occurring) to determine an overall risk rating. The ratings applied can be modified and downgraded based on the application of mitigation measures. The higher risk rating applied, the more extensive management measures required to mitigate adverse impacts to heritage values.

TABLE 5-1 RISK ASSESSMENT MATRIX

Risk Assessment Matrix					
Likelihood Rating	Consequence Rating				
	Severe	Major	Moderate	Minor	Negligible
Almost Certain	Very High	Very High	High	Medium	Low
Likely	Very High	High	High	Medium	Low
Possible	High	High	Medium	Medium	Low
Unlikely	High	Medium	Medium	Low	Low
Rare	Medium	Medium	Low	Low	Low

5.2.1 RISK CATEGORIES

The following risk categories have been considered for Cascade Reserve:

TABLE 5-2 RISK CATEGORIES

Risk Category
• Legislative Compliance
• Change in Ownership
• Public Access
• Interpretation
• Management Framework
• Consultation
• Future Use and Development Controls
• Climate Change Risks
• Maintenance of Heritage Values
• Changes to Fabric

5.2.2 RISK REGISTER AND RISK RESPONSES

The risks for the Site have been listed in *Table 5-3*, with comments against each of the assessed heritage values categories and risk rating applied. Recommended risk responses have been identified to assist in avoiding or reducing potential threats to the heritage values of the place. These recommendations have informed the heritage management policies and guidelines contained in the following section.

These risk responses in conjunction with the policies and guidelines would assist DITRDCA in providing continued protection of the identified heritage values of Cascade Reserve.

TABLE 5-3 RISK ASSESSMENT AND RISK RESPONSE SUMMARY

Risk Category	Risk Description	Unmitigated impact on Heritage values	Likelihood	Consequence	Risk Rating	Mitigation Management	Post Mitigation Rating	Policies and Guidelines
Legislative Compliance	Compliance with the <i>EPBC Act 1999</i> is required whilst in Commonwealth ownership. Norfolk Island statutory requirements also need to be met. Confusion over legislative requirements could lead to non-compliance.	Activities may be undertaken that may result in damage to or loss of heritage values.	Likely	Major	High	A summary of legislative requirements is included at <i>Section 3</i> of this HMP to assist DITRDCSA management authorities to achieve legislative compliance on heritage issues under the EPBC Act and Norfolk Island legislative requirements. Adoption and implementation of this HMP will support compliance.	Low	<i>Section 3, Section 5.3, Section 6.1, Section 6.5.2.1</i> Policy 1 Policy 23
Change in Ownership	The Site or part thereof leaves Commonwealth ownership, resulting in no legal protection for identified heritage values.	Heritage values could be lost or negatively impacted without adequate legal protection.	Unlikely	Major	Medium	Notification under 341ZE. Sale/transfer documentation to include HMP requirements. Protection is also provided by inclusion as a Norfolk Island Public Reserve and inclusion on the Norfolk Island Heritage Register.	Low	<i>Section 5.4, Section 6.2</i> Policy 3 Policy 4 Policy 5
Public Access	Visitor numbers may result in damage to heritage items and sites, including vandalism and souveniring.	Damage to heritage sites and places, with a consequential loss and damage to the heritage values.	Unlikely	Major	Medium	Public access is an important expression of the heritage values of the Site. Interpretation at Cascade Reserve should be developed to educate visitors as to the values and significance of the place.	Low	<i>Section 5.5, Section 6.3.1</i> Policy 6

Risk Category	Risk Description	Unmitigated impact on Heritage values	Likelihood	Consequence	Risk Rating	Mitigation Management	Post Mitigation Rating	Policies and Guidelines
Interpretation	Heritage values of a place are promoted to users or the community through interpretive devices. Insufficient or inaccurate interpretation of heritage values may arise from a lack of skill in this specialist area.	Heritage values may not be understood by management and/or visitors; this may lead to damage to or loss of heritage values.	Unlikely	Moderate	Medium	An Interpretation Strategy should be developed to assist DITRDCA to provide information about heritage values of the Site. This should be undertaken by an interpretation specialist with experience working on heritage places.	Low	Section 5.5, Section 6.3.2 Policy 7
Management Framework	Lack of clarity of responsibility for heritage management of the Site, including conflict between this HMP (DITRDCA), the Cascade and Quarantine Reserve Management Plan (NIRC), and the Temperate East Marine Parks Network Management Plan 2018 (Director of National Parks).	Management decisions by other interested parties may result in damage to or loss of heritage values.	Possible	Major	High	Site management and supporting staff need to be informed of the importance of recognising and conserving the heritage values of the Site. This HMP is a key document that will assist with ensuring managers have the information and guidance to enable them to appropriately manage the heritage values of the asset. It should be shared with other interested parties to inform their future decision-making when interests or priorities overlap.	Low	Section 5.6, Section 6.4, Appendix C Policy 2 Policy 8 Policy 9

Risk Category	Risk Description	Unmitigated impact on Heritage values	Likelihood	Consequence	Risk Rating	Mitigation Management	Post Mitigation Rating	Policies and Guidelines
Consultation	Consultation with stakeholders can take time, which can delay activities. Lack of stakeholder consultation when planning changes that may impact heritage values can cause delays.	Activities may be undertaken that may result in damage to or loss of heritage values.	Unlikely	Major	Medium	Multiple parties have management responsibilities within Cascade Reserve and all need to be consulted regarding any proposed changes. The interested community organisations should also be included in this consultation process. Where an activity is proposed that may require an EPBC referral, early consultation with DCCEEW is advised to ensure all timelines for approvals are factored into work programs.	Low	Section 5.6, Section 6.4.1.1 Policy 9 Policy 10 Policy 11
Future use and development controls	Changes to the current use of all/part of the site	Heritage values relating to historical and associative significance may be impacted.	Almost Certain	Major	Very High	Changes in use/new developments to be undertaken with reference to the HMP documentation. Maintain the ongoing use of Cascade Reserve as point-of-entry for Norfolk Island, as well as for cattle grazing, fishing, and recreational activities. Uses that threaten these functions should be limited. All proposed future development works require a Heritage Impact	Medium	Section 5.7, Section 6.5 Policy 12 Policy 17 Policy 18 Policy 19 Policy 20 Policy 21 Policy 22 Policy 23 Policy 24 Policy 25 Policy 26

Risk Category	Risk Description	Unmitigated impact on Heritage values	Likelihood	Consequence	Risk Rating	Mitigation Management	Post Mitigation Rating	Policies and Guidelines
						Assessment (HIA) and may require an EPBC Referral.		
Maintenance of Heritage Values	Maintenance activities that result in detrimental or unsympathetic impacts to heritage fabric or values.	Damage to or loss of heritage values.	Possible	Major	High	Ensure all maintenance is low impact and seeks to conserve and retain fabric and setting in-situ. Refer to <i>Table 5-5</i> .	Low	<i>Section 5.8, Section 6.6</i> Policy 27
Climate Change Risks	Rising sea levels, increased frequency of extreme weather events could cause damage to Cascade Reserve.	Heritage values damaged or destroyed by accelerated erosion, severe storms and flash localised flooding.	Likely	Major	High	Regular inspection and monitoring of erosion, and inspections after extreme weather events. Determine if adaptation/resilience works may be required, and design appropriate changes with input from a HIA.	Medium	<i>Section 5.9, Section 6.6.3</i> Policy 28 Policy 29
Changes to Fabric	Unsympathetic changes to heritage fabric.	Damage to or loss of heritage values.	Possible	Major	High	Ensure any work is planned in consideration of heritage values (refer to <i>Table 5-5</i>). Physical works affecting heritage values should be conservation focused, and significant changes should be avoided.	Low	<i>Section 5.10, Section 6.4.1.4, Appendix C</i> Policy 13 Policy 14 Policy 15 Policy 16

5.3 LEGISLATIVE COMPLIANCE

Compliance with the EPBC Act is required whilst in Commonwealth ownership. Norfolk Island legislation may apply to certain activities by the Commonwealth, and legal advice should be sought on whether approvals or permits would be required. Norfolk Island legislation would apply if the property were divested from Commonwealth ownership or control. *Section 3* of this HMP outlines the planning framework relating to Cascade Reserve to support legislative compliance on heritage issues under the EPBC Act.

While this HMP has considered the Temperate East Marine Parks Network Management Plan 2018 (Director of National Parks 2018), as the Norfolk Island Marine Park surrounding the Island is considered to reach the high-tide level and thus interacts with the foreshore of the Site, it is possible that future version of this plan may conflict with policies and guidelines in this HMP. Updates to either plan should consider the most recent version of the other, and any activities proposed in the foreshore area should involve consultation between DITRDCSA and the Marine and Island Parks Branch of DCCEEW.

5.4 CHANGE IN OWNERSHIP

If DITRDCSA executes a contract for the sale or lease of Cascade Reserve then the Minister for the Environment would be notified by DITRDCSA in accordance with Section 341ZE of the EPBC Act. Additionally, DITRDCSA would work with the new owner to agree on conditions of transfer that would allow for ongoing protection of identified heritage values post sale.

5.5 PUBLIC ACCESS AND INTERPRETATION

Public access to Cascade Reserve is not constrained, though fences in the grazing fields and along Cascade Creek prevent cattle from accessing certain areas. The port area is open to use for fishing and tourist activities, with a carpark and public toilet available. Cascade Creek and Cockpit Waterfall are accessible via Prince Phillip Drive and Quarantine Reserve, with Cockpit picnic area and the waterfall viewing platform located in this other reserve.

Safety issues at Cascade Reserve arise due to the steep gradient of some hills and a cliff faces across the Site. A walking trail known to locals passes across the foreshore below the cliffs west of the port. This trail is open to the public and poses risks of injury to walkers and that access could be cut-off during high tides. Safety concerns were raised during stakeholder consultation regarding road access to Cascade Reserve and particularly the port, with the winding road and sharp turns considered hazardous.

Heritage interpretation is a means of sharing culture and history within the local and wider community. It is also a means of passing on knowledge and appreciation of a place's cultural heritage to future generations, so this is not lost. Interpretation should be an integral part of the experience of significant heritage places where site access is feasible within security and safety requirements. There is currently no interpretation at Cascade Reserve, however the heritage values and public use of the Site provide great opportunity for the development of such.

All new development at, and future uses of Cascade Reserve will need to consider equitable access obligations under the *Disability Discrimination Act 1992*.

5.6 MANAGEMENT FRAMEWORK AND CONSULTATION

Cascade Reserve is currently used for a range of activities including as a port, and for fishing, quarrying, cattle grazing and recreational activities. These usages should be supported to continue. Multiple parties have management responsibilities within Cascade Reserve and all need to be consulted regarding any proposed changes. The interested community organisations should also be included in this consultation process.

The personnel responsible for Site management and maintenance need to be familiar with the requirements of a heritage site. Information contained in this HMP can be utilised for training materials that can be included in safety inductions for groups undertaking any activities at Cascade Reserve and briefings to maintenance contractors.

5.7 FUTURE USE OPPORTUNITIES AND CONSTRAINTS

Cascade Pier was upgraded to its current configuration in the mid-2010s, constructed on top of the original landing rock. An upgrade to Cascade Pier has recently been approved and further upgrade to the entire port facility is currently being considered. Proposed alterations, including the extension of Cascade Pier (itself outside the Reserve) and the development of the port to move towards containerisation and improve the vessel storage arrangements, provide an opportunity to enhance the capabilities of Cascade Reserve as a point-of-entry for Norfolk Island. Plans for upgrade works are being developed in a Port Strategy. This HMP will help inform the strategy.

Any change in use should be informed by a HIA. Where an activity is proposed that may require an EPBC referral, early consultation with DCCEEW is advised to ensure all timelines for approvals are factored into work programs.

5.8 CONDITION AND MAINTENANCE

DITRDCA are responsible for the maintenance of the existing port facilities, including marine vessel hardstand, the Cascade Pier crane (blue crane), the weighbridge, the desalinisation plant, the public toilet, and any movement of boulders from the foreshore. Regular weed management is also undertaken across Cascade Reserve to remove invasive species. DITRDCA maintains fences and gates throughout the Reserve, though the Norfolk Island Cattle Association also maintain some agricultural infrastructure. The NIRC maintains the fences west of Cascade Creek that are located within Quarantine Reserve.

5.9 CLIMATE CHANGE

Climate change has the potential to have profound effects on the structure and function of many Australian ecosystems and buildings. These changing climatic conditions will result in increased temperatures, increased fire risk, and increased intensity of storm events. Climate change has the potential to cause damage to the heritage values of Cascade Reserve, particularly those located on the foreshore. Periodic monitoring should be undertaken, and a review of existing management strategies may be required in the event of changing climatic conditions and associated impacts.

5.10 CHANGES TO SIGNIFICANT HERITAGE FABRIC AND ATTRIBUTES

A qualified heritage specialist should be consulted for any proposed changes or major maintenance where impacts to significant fabric or values could occur.

5.10.1 TOLERANCE FOR CHANGE

Managing places of heritage significance involves understanding which attributes of an element or a site contribute to its significance and then assessing each of the attributes' 'tolerance for change'. For buildings and structures (or groups of buildings and structures), their form, fabric, function and/or location are usually the key attributes that embody their significance. For buildings or structures that are no longer present, their location and remnants or archaeological remains are usually the key attributes.

While 'tolerance for change' levels can be a useful guide to conservation and development works, the listed Commonwealth Heritage values are to take precedence in planning change. The analysis of contributory heritage attributes described in this report assists with managing any proposed change to Cascade Reserve's heritage values. Contributory attributes have been assessed against their grades of significance for sensitivity or 'tolerance for change' to identify the extent to which they are able to tolerate alteration without adversely affecting the nature or degree of their significance to the whole-of-site values.

The rankings for tolerance for change are presented below in *Table 5-4* and are derived from Burke (2010).

TABLE 5-4 TOLERANCE FOR CHANGE DEFINITIONS

Degree	Policy/Management Action
No tolerance for change – highly sensitive	The key attributes (form, fabric, function, location, intangible values) strongly contribute to the heritage significance of the element and/or its contribution to the significance of the site. The element retains a high degree of integrity and authenticity with only very minor alterations that respect or enhance its significance. The key attributes of the element or the site should be retained and conserved. Any change may result in adverse impact on the assessed significance of the element or site.
Low tolerance for change	The key attributes (form, fabric, function, location, intangible values) contribute to the heritage significance of the element and/or its contribution to the site. The element retains a moderate degree of integrity and authenticity with only minor alterations that respect its significance.
Moderate tolerance for change	The key attributes (form, fabric, function, location, intangible values) partly contribute to the heritage significance of the element and/or its contribution to the significance of the site; it may have undergone some alteration/change which does not detract from its authenticity and significance. The key attributes of the element should be generally retained and conserved. Moderate change to specific attributes is possible provided there are only minimal adverse impacts and the assessed significance of the element, or the site overall is retained.
High tolerance for change – nil/low sensitivity	The key attributes (form, fabric, function, location, intangible values) of the element have relatively little individual heritage significance but may contribute to the overall significance of the site. A greater level of change is possible to specific attributes of this element, avoiding adverse impacts and retaining the significance of the site overall.

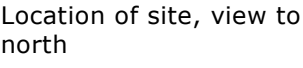
Table 5-5 provides opportunities for conservation and development, highlighting the condition, heritage significance, and tolerance for change ranking of contributory attributes at Cascade Reserve. The table provides detailed management guidance for each attribute, based on the assessed significance and tolerance for change of each.

TABLE 5-5 DETAILED MANAGEMENT GUIDANCE FOR HERITAGE ATTRIBUTES

Location	Description	Condition	History / Date of construction	Significance Rating	Tolerance for Change	Recommendations	Photo	
Whaling Station	The 1950s Whaling Station site extends across two levels on north side of Cascade Road, the flat area on the south side of Cascade Road below the cliff, and the location of two associated holding tanks in a cutting on the adjacent hill.	Poor	Buildings were constructed to the west of Cascade Landing Place during the First Settlement, with the Lower Store (by 1794) and Flagstaff (by 1796) located to the north of Cascade Road. A whaling station was first established at Cascade Bay in 1858, at one point employing more than half of the population of adult males in the community and contributing up to 70% of its revenue. Buildings associated with this period included a Whaling Shed also on the north side of Cascade Road, and a Board and Batten Boatshed; Weatherboarded Hut; Stone Cottage and Fireplaces; and West-end Structures on the south side of Cascade Road. The whaling station closed after a violent storm destroyed the shore facilities in 1897. A second whaling station was constructed in the same location in 1956, significantly altering the terrain at this location, which may have resulted in the removal or burial of evidence of former structures. This company did not last long, and the station closed in 1962. The upper level and all buildings and structures were removed, and remnants include two concrete platforms (one heavily modified), ramps, stairs, tanks, and some concrete footings. The steel boiler or digester is the only remaining equipment	North of Cascade Road – High South of Cascade Road - Low	High	This area is suited to future port redevelopment. Future development plans will require an HIA and should aim to retain as much of the remaining remnant fabric north of Cascade Road as possible. Any ground disturbance works should be subject to archaeological monitoring. This location would also be ideal as the focus of the implementation of a Heritage Interpretation Strategy.	North of Cascade Road Two concrete platforms  Concrete tank remains  Concrete tank and buried remains of stairs  Steel boiler or digester 	South of Cascade Road Concrete footing near road  Concrete remnant on slope 

Location	Description	Condition	History / Date of construction	Significance Rating	Tolerance for Change	Recommendations	Photo	
			and has been put on raised concrete rests and surrounded by temporary fencing. It is severely degraded as a result of long-term exposure to the weather.					
Cascade Burial Ground	Human remains and hand-forged iron nails were unearthed approximately six feet underground on the flat crest of a small hill inside the last turn of Cascade Road before the foreshore. The remains were identified as human foot bones.	Moderate	Accidentally discovered in January 1974 during installation of electricity power poles (Specht 1984:32-33). Unknown in origin but likely convict period due to their proximity to Phillipsburgh and Cascade Farm and the presence of hand-forged iron nails. Varman (1998) notes the recorded deaths of two convicts, a man and a woman, who died here in 1791). The area was fenced off in approximately 1992.	High	Low	The site should be avoided, and any ground disturbance works should be subject to archaeological monitoring. Additional interpretative signs or markers may be appropriate at this location.	Fenced area 	Existing plaque 
(Lower) Cascade Road	Section of Cascade Road from Whaling Station to corner of Youngs Road and Cascade Road.	Poor	This section of road was established between 1792 and 1794. While the alignment has remained largely unchanged, some modifications have occurred to the banks between Harpers Road and Cascade Wharf during road modifications in the 1990s.	High	Moderate	Road maintenance is permitted; however, as all the archaeological findings in this area to date were along the now disturbed road edges, any future upgrade plans will require an HIA, and any ground disturbance works should be subject to archaeological monitoring.	North side of Cascade Road 	South side of Cascade Road 
Melanesian Mission Store	Only known from a black square shown on a map dated 1900. Located south side of Cascade Road.	Poor	Unknown - indicated on a 1900 map of Norfolk Island.	High	Moderate	Development on this site should be avoided, and any ground disturbance works should be subject to archaeological monitoring. Interpretative signs or markers may be appropriate at this location.	Location of site, view to south 	Location of site, view to north 

Location	Description	Condition	History / Date of construction	Significance Rating	Tolerance for Change	Recommendations	Photo	
Phillipsburgh	Site of former settlement of Phillipsburgh, adjacent to Harpers Road and Cascade Road: Phillipsburgh, areas A-D, F and G in Varman (1998).	Poor	Phillipsburgh was marked out in 1790. The last of the first settlers left Norfolk Island in 1814 after deliberately burning all buildings to deter other powers from occupying the Island. Much of the remaining archaeological site was likely destroyed during 1990 roadworks. Artefacts uncovered at that time are stored in the Norfolk Island Museum.	High	Moderate	Development on this site should be avoided, and any ground disturbance works should be subject to archaeological monitoring. Interpretative signs or markers may be appropriate at this location.	Location of site, view to north  Eastern side of site, view to north 	View towards Phillipsburgh site at bottom of valley, view to south 
Agricultural Hut / Cascade Farm (east)	Cascade Farm was located on both side of Cascade Road. The location of an associated agricultural hut is shown on a 1794 map, located on crest of the hill south of Cascade Pier.	Poor	Cascade Farm is shown on maps as early as 1794, though also mentioned in 1790. The hut is found on Grimes’ 1794 Plan of Settlers’ Lots. Exact date of construction and demolition unknown.	High	Moderate	Development on this site should be avoided, and any ground disturbance works should be subject to archaeological monitoring. Interpretative signs or markers may be appropriate at this location.	Location of agricultural hut, view to north 	
Survey Markers	Two large boulders located on hill crest and hill slope, each with a hole appearing unnatural in origin and suitable for use with a survey pole, similar to the survey marker identified on the crest of Cascade Hill.	Good	Unknown	High	Low	Boulders should remain in place undisturbed.	Northern boulder  Southern boulder  Potential survey post hole 	
King’s Broad Arrow and Survey Pole Hole	Large boulder on crest of Cascade Hill with carved broad arrow and hole suitable for survey pole.	Good	Indicated on official maps of Norfolk Island since 1860.	High	Low	Boulder should remain in place undisturbed.	View to north 	Arrow and post hold 

Location	Description	Condition	History / Date of construction	Significance Rating	Tolerance for Change	Recommendations	Photo	
First Settlement Building Site, Candidate B	Location of a possible archaeological site on the east side of Cascade Creek, associated with a cutting into the hillside.	Poor	Precise date of construction and demolition/abandonment of first settlement sites along Cascade Creek are unknown, although Phillipsburgh was marked out in 1790.	High	Low	Avoid – not suitable for deliberate revegetation or tree planting due to possible archaeological deposits. Any ground disturbance works should be subject to archaeological monitoring.	Location of site, view to east 	Location of site, view to north 
First Settlement Building Site, Candidate C	Location of a possible archaeological site on the east side of Cascade Creek, associated with a narrow flat area inside a bend of the creek.	Poor	Precise date of construction and demolition/abandonment of first settlement sites along Cascade Creek are unknown, although Phillipsburgh was marked out in 1790.	High	Low	Avoid – not suitable for deliberate revegetation or tree planting due to possible archaeological deposits. Any ground disturbance works should be subject to archaeological monitoring.	Location of site, view to east 	Location of site, view to south 
First Settlement Building Site, Candidate D	Location of possible archaeological site on the east side of Cascade Creek, associated with a wide and level area inside a bend of the creek.	Poor	Precise date of construction and demolition/abandonment of first settlement sites along Cascade Creek are unknown, although Phillipsburgh was marked out in 1790.	High	Low	Avoid – not suitable for deliberate revegetation or tree planting due to possible archaeological deposits. Any ground disturbance works should be subject to archaeological monitoring.	Location of site, view to south-east 	
Weir	Weir situated along Cascade Creek, upstream from the waterfall and downstream from the former Fish Factory site.	Good	Created in 1955 as a water reserve. Still intact today.	Low	Low	Weir should remain in place undisturbed.	View to east 	
Low Stone Dam	Constructed at the bend in Cascade Creek upstream from the waterfall.	Poor	Unknown. The sawmill was driven by an overshot wheel fed by water from a dam	Low	Low	Dam should remain in place undisturbed.	Location of site, view to north 	

Location	Description	Condition	History / Date of construction	Significance Rating	Tolerance for Change	Recommendations	Photo	
								
Flax Washing Site, Candidate D	Possible site for washing and soaking of flax, now overlapped by water, silting, and plant growth associated with the dam and weir.	Poor	Precise date of construction and demolition/abandonment of site is unknown, although Phillipsburgh was marked out in 1790.	High	Moderate	Avoid – not suitable for deliberate revegetation or tree planting due to possible archaeological deposits.	Location of site, view to south-east 	
Yaeman’s Water-Powered Sawmill	Sawmill located over the upper waterfall of Cascade Creek. Traces of footings and scattered structural elements of the mill survive, including a shell-shingle concrete box.	Moderate	Dates to later Third Settlement, washed away during flooding in 1936.	High	Low	Avoid – not suitable for deliberate revegetation or tree planting due to possible archaeological deposits.	Location of site, view to east 	
Frederick’s Edge Lookout	The end of Youngs Road at the top of the cliff.	Moderate	Also known as Fredick’s Aege, named for Frederick Young’s land grant.	High	Moderate	Maintain the view corridor and do not allow future development (particularly the Youngs Road Quarry) to encroach or adversely impact the view. Infrastructure to improve accessibility or safety to viewing locations is encouraged, where this does not impact on any associated heritage values.	Frederick’s Edge Lookout, view to west 	

5.10.2 SIGNIFICANT HERITAGE FABRIC

Site elements identified as significant may be highly intact, rare, or play a major part in contributing to the historical significance of Cascade Reserve. Original and early fabric is of significance and should be retained and conserved.

The only non-archaeological heritage elements with heritage fabric still present within the Site are the modified stones (e.g. dam, sawmill, survey post holes), the weir in Cascade Creek, and the remains of the 1950s whaling station.

The remains of the 1950s whaling station include two platforms to the north of Cascade Road consisting of a reasonably unmodified concrete lower platform with a concrete ramp to the road and a set of concrete stairs in a rocky retaining wall leading to the higher platform which has experienced a greater degree of modification through works such as resurfacing, kerbing, installation of safety rails and a public toilet, and slope stabilisation. Between this platform and the foreshore there is a low octagonal concrete tank and the remains of two circular concrete tanks, now filled with grass. Above the platform where the road rises is a small circular concrete tank and the buried remains of a former concrete staircase. The steel boiler or digester from the whaling station is still located on the higher platform, having been put on raised concrete rests and surrounded by temporary fencing. It is severely degraded as a result of long-term exposure to the weather. On the south side of Cascade Road are some further concrete remnants, including a rectangular feature at road level and a square concrete block approximately five metres upslope.

Most of the features associated with the earlier buildings around Cascade Wharf have been removed during construction of the 1950s whaling station, subsequent roadworks, or the recent installation of the desalination plant water tank. It is possible that the construction of the 1950s whaling station involved removal of soil at the higher levels and building-up the lower levels to create the three platforms along the foreshore. If this was the case, then evidence of some earlier structures would have been completely removed while others may have remains buried under the current concrete platforms. An analysis of historical photographs against the current landscape has been conducted by the DITRDCSA Archaeologist, and the results are presented in *Figure 5-1*.

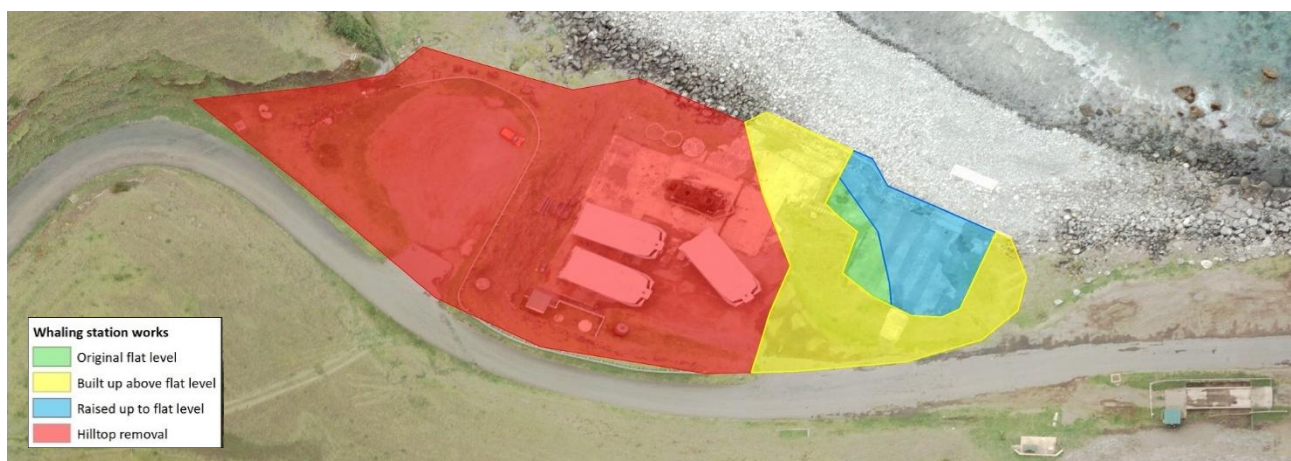


FIGURE 5-1 LIKELY CONSTRUCTION EARTHWORKS REQUIRED FOR 1950S WHALING STATION (DITRDCSA)

The likelihood of remaining archaeological material at this general location is supported by the discovery of large slabs of calcarenite, which only occurs naturally on Norfolk Island in Kingston, during trenching for the desalination plant reservoir on the south side of Cascade Road (*Photograph 5-1* and *Photograph 5-2*). These slabs were laid in a linear fashion and were not found in the vicinity of any post-war structures but were in the general area of many earlier structures and align to the orientation shown in historic photographs.



PHOTOGRAPH 5-1 CALCARENITE SLAB IN
DESALINATION PLANT TRENCH
(DITRDCA)



PHOTOGRAPH 5-2 CLOSE-UP OF
CALCARENITE SLAB (DITRDCA)

Other archaeological remains associated with the original alignment of the roads, the Phillipsburgh settlement, and the Melanesian Mission Store were also impacted by roadworks, but it is likely some of the archaeological record for these structures is still in situ.

5.10.2.1 MOVEABLE HERITAGE

Artefacts recovered from Cascade Reserve are currently stored in the Norfolk Island Museum which are the management responsibility of DITRDCA. The assemblage includes artefacts relating to the Phillipsburgh township recovered around Harpers and Cascade Roads during works in the 1990s. These objects include pottery and glass sherds as well as domestic and military buttons. Any further significant artefacts that are recovered from Cascade Reserve should be included in the Museum's collection unless incorporated into the on-site component of a future Heritage Interpretation Strategy.

The only other item of moveable heritage at the Site is the steel boiler or digester associated with the 1950s Whaling Station. The historical significance of this piece of equipment is limited

as it was only in use for a short time, however, it does have social significance as a representation of the importance of the whaling industry to the economy of Norfolk Island, and particularly as the last physical element of this activity at Cascade Bay. The steel boiler or digester is severely degraded as a result of long-term exposure to the weather and is currently sitting on raised concrete rests and surrounded by temporary fencing. The possibility of collapse due to the declining structural integrity of such a large and heavy piece of equipment, its degrading surface resulting in a surrounding detritus of rusted steel flakes, and the possibility of the presence of asbestos in the tank lining are all serious safety concerns. A decision regarding the future of this feature needs to be made soon, and while the item's heritage significance needs to be factored into this decision, maintaining public safety should take priority.

6. POLICIES AND GUIDELINES

This section presents policies and guidelines to address the on-going management and care of the heritage values at Cascade Reserve.

6.1 ADOPTION OF THE HMP AND APPROACH TO HERITAGE MANAGEMENT

The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (2013) (the Burra Charter) is widely recognised for its guiding principles on conservation in Australia in terms of the physical fabric. The Burra Charter contains basic conservation principles in a range of articles, which address cultural significance and how to protect it. This HMP advocates an understanding of the Burra Charter principles which include:

- the place itself is important;
- understand the significance of the place;
- understand the fabric;
- significance should guide decisions;
- do as much as is necessary, but as little as possible;
- keep records; and
- do everything in a logical order.

In the first instance the HMP should be agreed with DCCEEW and adopted by DITRDCA. It is important that the personnel responsible for site management and maintenance are familiar with the requirements of a site containing heritage values. Awareness of the matters to consider and procedures to follow is essential to the successful ongoing conservation management of Cascade Reserve. A succinct training and awareness package should be developed and provided to appropriate personnel on an ongoing basis.

Policy 1

The primary objective of the HMP is to protect, conserve, present and transmit the Commonwealth Heritage values of Cascade Reserve. The HMP should be agreed with DCCEEW and adopted by DITRDCA.

Policy 2

Heritage conservation awareness training should be developed and implemented for DITRDCA and personnel responsible for the management and maintenance of Cascade Reserve.

6.2 CHANGE IN OWNERSHIP

In the event that the property is divested from Commonwealth ownership, an update and possible revision will be required to accurately consider and reflect the new site ownership and management arrangements.

Responsibility for the undertaking of the review should fall to the new owner and should be undertaken within six months of the sale prior to the undertaking of any changes. To ensure that this requirement is recognised by the new owner it should form part of the sale of contract between DITRDCA and the new owner.

Prior to divestment DITRDCA is required to follow Section S.341ZC of the EPBC Act. This section of the act applies if DITRDCA (as a Commonwealth Agency) sells or leases a Commonwealth area that is or includes part of a Commonwealth Heritage place.

In this instance, DITRDCSA must notify the Minister for the Environment of such intent, and establish an appropriate mechanism to protect the Commonwealth Heritage values of the place during the sale process and after the property has left Commonwealth control (such as a covenant in the sale or lease contract, or equivalent arrangements).

In the event that the Site leaves Commonwealth ownership and control, a copy of the updated HMP should be lodged with the appropriate consent authority for Norfolk Island.

Policy 3

DITRDCSA must notify the Minister for the Environment of any intent to sell or lease all or any part of the Site.

Policy 4

This HMP and associated plans should be reviewed and updated within six months of a change of ownership of the Site.

Policy 5

The updated HMP should be lodged with the appropriate Norfolk Island consent authority if the property is divested out of Commonwealth ownership or control.

6.3 PUBLIC ACCESS AND INTERPRETATION

The following section considers public access and interpretation opportunities for Cascade Reserve, taking into account the practical constraints of current and future site management and associated resourcing.

6.3.1 PUBLIC ACCESS

Public access is not restricted in any part of Cascade Reserve, although due to the steep terrain in parts of the Site and existing fencing and gates, public use outside of cattle grazing is generally limited to the port and foreshore. There is a public toilet available at the port near the desalination plant.

People visiting Cockpit Waterfall and Cascade Creek generally access these through the adjoining Quarantine Reserve rather than through Cascade Reserve, taking advantage of the Cockpit picnic area and the waterfall viewing platform in this other reserve.

Policy 6

Public access to the Cascade Reserve and the port area should be maintained, including provision of a public toilet at the port, allowing access for commercial and recreational fishing, walking access along the foreshore, and cattle grazing in areas not designated for infrastructure or revegetation.

6.3.2 INTERPRETATION

Interpretive media can take many forms including activities and events such as open days, information signs, publications, video, artworks, trails and interactive displays. These can enhance the understanding of a place by appealing to different levels of experience and knowledge, as well as different learning styles.

There is currently no interpretation at Cascade Reserve beyond a plaque at the Cascade Burial Ground, however the heritage values and public use of the Site provide great opportunity for the development of such.

The public reserve management plan identified in 2003 that the location of the former whaling station would be an excellent venue for a museum or interpretation centre and stated that the public consultation process indicated strong support for this idea. Stakeholder consultation for the development of this HMP recorded continued support, and included suggestions such as signage, conservation and preservation of the whaling station boiler/digester, and a shipping container converted into a mini-interpretation centre (*Photograph 6-1*).



PHOTOGRAPH 6-1 EXAMPLE OF A HERITAGE INTERPRETATION CENTRE USING A SHIPPING CONTAINER (ROYAL WOLF 2017)

Themes identified for interpretation include:

- A general natural and cultural history of Norfolk Island, including Polynesian occupation, for people entering the Island from Cascade Pier;
- Captain James Cook's second voyage description of Cascade Bay, including the naming of the waterfall the 'Cascades';
- first settlement establishment of Cockpit and Phillipsburgh;
- second settlement establishment of Cascade Station and the declaration of the 'Government Reserve'; and
- the agricultural, forestry, fishing, and whaling use of the area by the Pitcairn settlement.

Policy 7

An interpretation strategy should be developed and implemented.

6.4 MANAGEMENT OF CONTRIBUTORY ELEMENTS

6.4.1 MANAGEMENT FRAMEWORK AND WORKS APPROVAL

Responsibility for the Site's management and maintenance currently lies with DITRDSCA. This includes management and maintenance of the port and desalination plant; landscape maintenance such as foreshore rock movement, revegetation, and weed management; and fencing. Works approvals are the responsibility of DITRDSCA.

As most of the Site is also part of the Norfolk Island Public Reserve known as Cascade Reserve, NIRC also has responsibilities in accordance with the *Public Reserves Act 1997* (NI), which includes the preparation and implementation of a Plan of Management, overseen by the Conservator of Public Reserves. The first and only Plan of Management for Cascade Reserve was approved by the Norfolk Island Legislative Assembly on 21 May 2003, prior to the changes in Australian Government responsibility for Norfolk Island in 2015. Cascade and Harpers Roads running through the Site, and the adjoining Quarantine Reserve to the west and quarry to the east are wholly managed by NIRC.

Policy 8

DITRDSCA should consider entering into an agreement with NIRC to formalise the shared management responsibilities for the Site and immediate surrounds.

6.4.1.1 STAKEHOLDER CONSULTATION

The EPBC Regulations require the management of a heritage place to be informed by consultation with stakeholders and the community where appropriate. Multiple parties have management responsibilities within Cascade Reserve and all need to be consulted regarding any proposed changes. The interested community organisations should also be included in this consultation process. Where an activity is proposed that may require an EPBC referral, early consultation with DCCEEW is advised to ensure all timelines for approvals are factored into work programs.

Policy 9

DITRDSCA should consult with community organisations and the broader community to inform proposed works, as well as implementation and updates to this HMP.

6.4.1.2 LANDSCAPING

The coastal and pastoral setting of Cascade Reserve contributes to the social values of the Site, and the combination of native vegetation, scattered mature Norfolk Pines, and grazing grasslands demonstrate the adaptation of the original landscape by the mixed industrial, agricultural and recreational history and use of the area. The land management of the Site should preserve this setting. The rocky foreshore is also a key element of the Site and should not be significantly altered. It should be noted that the Norfolk Island Marine Park surrounding the Island is considered to reach the high-tide level and thus interacts with the foreshore of the Site.

Policy 10

Land management activities and works at the Site should preserve its coastal and pastoral setting as demonstrated by a combination of native vegetation, scattered mature Norfolk Pines, and grazing grasslands.

Policy 11

Any proposed works to the foreshore should be discussed with the Marine and Island Parks Branch of DCCEEW.

6.4.1.3 VIEW CORRIDORS

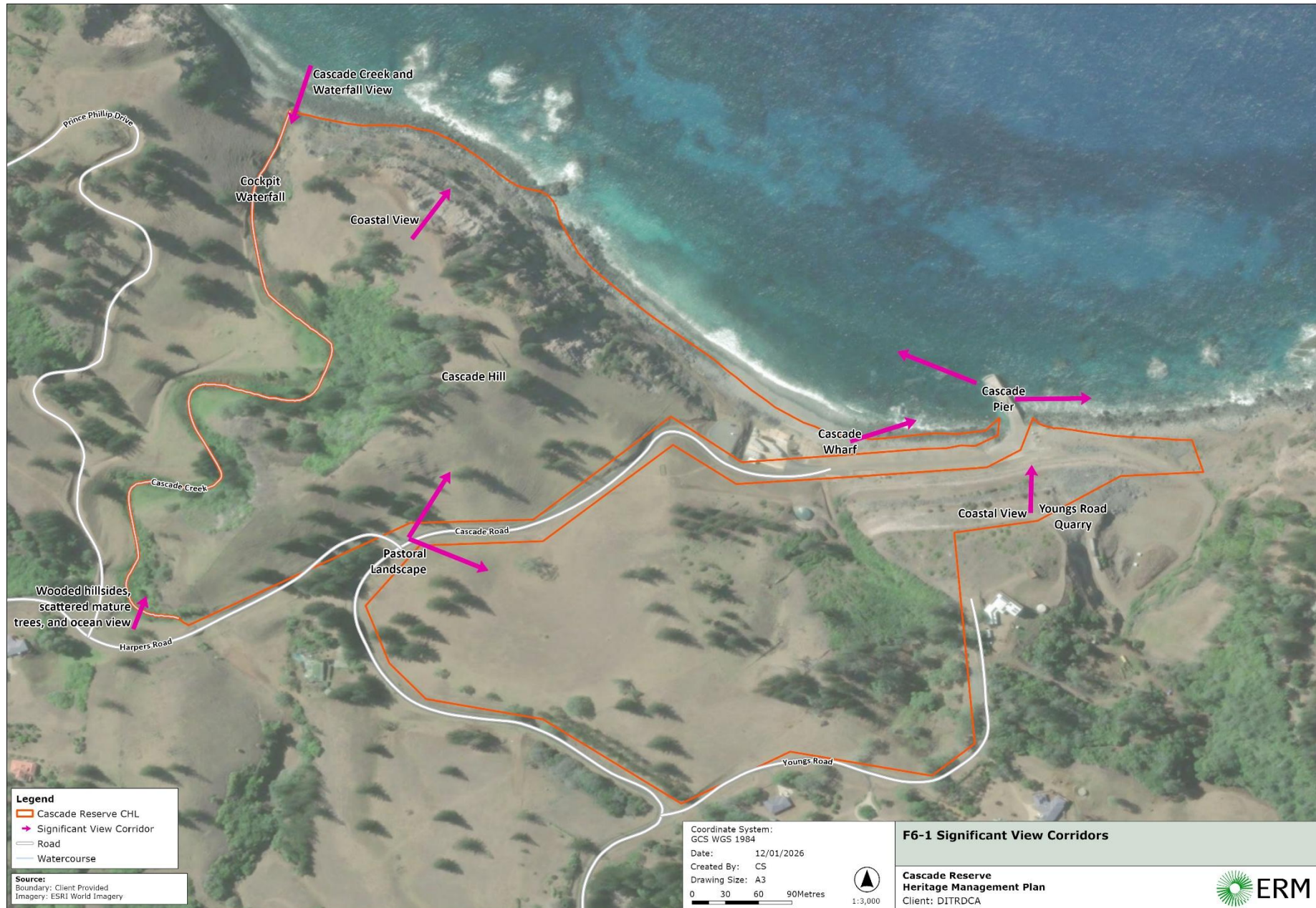
Particular views that have been identified as important within or across the Site include are illustrated in *Figure 6-1* and include:

- The Cascade Creek and waterfall view looking south from the coast;
- The wooded hillsides, scattered mature trees, and ocean view from the south through Cascade Creek valley;
- The pastoral landscape of Cascade Hill looking from the south-east;
- The pastoral landscape of the area between Cascade and Youngs Road looking from the south-west; and
- The coastal views from the top of Cascade Hill and Frederick's Edge lookout.

These view corridors should be maintained and no encroachment from future development be permitted. Infrastructure to improve accessibility or safety to viewing locations is encouraged, where this does not impact on any associated heritage values.

Policy 12

Maintain the view corridors that have been identified as important within or across the Site and do not allow future development to encroach or adversely impact these.



6.4.1.4 CHANGES TO FABRIC

A qualified heritage specialist should be consulted for any proposed changes or major maintenance where impacts to significant fabric or values could occur. The only non-archaeological heritage elements with heritage fabric still present within the Site are the modified stones (e.g. dam, sawmill, survey post holes), the weir in Cascade Creek, and the remains of the whaling station.

Most of the whaling station remains consist of ground-level concrete features. The only exception is the steel boiler or digester which is currently set on raised concrete stands and surrounded by temporary safety fencing, and in extremely poor condition. The current storage arrangement is not recommended to continue and a metals conservator with specialist experience in industrial heritage should be engaged to determine whether preservation is feasible. While the item's heritage significance needs to be factored into the decision regarding its future, maintaining public safety should take priority.

Should conservation be recommended, the preferred outcome would involve incorporation of the feature into the heritage interpretation of Cascade Reserve (see *Photograph 6-2* for an example of how this could be done); however, transfer to an off-site interpretation site or museum collection is also an option.



PHOTOGRAPH 6-2 POTENTIAL FUTURE STORAGE AND DISPLAY CONCEPT USING A SHIPPING CONTAINER (ROYAL WOLF 2017)

Policy 13

No changes should be made to the modified stones. Further research into these elements would be beneficial as part of the development of a Heritage Interpretation Strategy.

Policy 14

Future port development plans should avoid impacts to the remaining concrete remnant fabric where possible.

Policy 15

A metals conservator with specialist experience in industrial heritage should be commissioned to determine whether the preservation of the boiler/digester is feasible.

Policy 16

Should the boiler/digester be recommended for conservation, DITRDCA should work with other interested parties to seek appropriate funding and determine the future plan for storage and/or display.

6.5 FUTURE USE AND DEVELOPMENT

This section considers suitable future uses and development options which are sympathetic to the site's heritage values.

In accordance with the EPBC Act s341ZC, it is important to plan to avoid changes with the potential to have an adverse impact on listed heritage values. Where any action is proposed to be taken that will have an impact on the heritage values of the Site, it must be demonstrated that there was no feasible and prudent alternative and appropriate mitigation measures must be put in place. It is also recommended that development of heritage places is guided by Burra Charter principles and informed by a HIA prepared in accordance with the guidance at Section 6.5.2.1 and statutory requirements.

6.5.1 FUTURE USE

6.5.1.1 CASCADE WHARF

Cascade Wharf, together with Cascade Pier, is a main port for Norfolk Island and the first point of entry the cargo ships that supply the Island and for tourists accessing the Island from visiting cruise ships. The pier is also a vital piece of infrastructure for commercial and recreational fishing. While this particular feature is excluded from the boundary of the Site, the wharf with its associated parking and laydown areas are within the boundary. Therefore, the future use of all these elements and that of the port generally should be considered in the context of potential impacts to the heritage values of the Site, informed by the guidance in this HMP.

Port infrastructure upgrade works are currently being developed, with the objective to improve safety and move to containerisation of the Norfolk Island supply cargo ship.

Policy 17

Development of the port infrastructure works plan should be informed by the guidance provided in this HMP.

6.5.1.2 ROAD RESERVES

Cascade and Harpers Roads are also excluded from the boundary of the Site and are managed by NIRC. However, any maintenance, upgrade, or change to the roads has the potential to impact the heritage values of the Site and should therefore also be considered in the context of potential impacts to the heritage values of the Site, informed by the guidance in this HMP.

The natural cliff face above the beginning of Cascade Road was altered in 1999-2000 into a series of near vertical engineered faces separated by horizontal benches to prevent rock falls onto the road and wharf below. Maintenance of this benching will have no impact on the heritage value of the Site so long as the resulting landform retains the aesthetic of an imposing cliff rising above the road and wharf.

Maintenance of the existing road surface and verges will have no impact on the heritage values of the Site, however any road widening or straightening works that involve ground disturbance has the potential to impact the archaeological sites located along the road and should be managed in accordance with the development controls described in this HMP, whether the works are located in the road reserve or within the Site boundary. DITRDCA should consult with NIRC and consider an agreement (see Section 6.4.1, Policy 8) about the heritage management requirements for any proposed ground disturbance works within the road reserve.

Policy 18

Maintenance of the benching of Cascade Cliff should ensure that the resulting landform retains the aesthetic of an imposing cliff rising above the road and wharf.

Policy 19

Should ground disturbance works within the road reserve through the Site be proposed, DITRDCA should consult with NIRC and consider seeking an agreement about the heritage management requirements.

6.5.1.3 YOUNGS ROAD QUARRY

NIRC operated a quarry immediately adjacent to the Site from about 1981 until 2012. In 2020 a new section was proposed to supply rock for construction and general public works and maintenance. The extraction area was located along Cascade Cliff, above the Cascade Pier and the beginning of Cascade Road, and located across three different properties – Cascade Reserve, Youngs Road Reserve, and private property.

Norfolk Island has very limited sources of rock available to meet current demands and the quantity and quality of rock in Cascade Cliff is considered suitable for construction. As the cliff is already significantly modified, additional extraction of material from this location would not have an impact on the heritage values of the Site if certain limitations were placed on the activity, including that the extraction area should not be visible from Frederick's Edge lookout and that while additional removal or benching of the cliff face is feasible, the resulting landform should retain the aesthetic of an imposing cliff rising above the road and wharf.

Policy 20

Further extraction to extend the existing NIRC quarry into the Site may be considered if an HIA (see Section 6.5.2.1) determines that there is no resulting detrimental impact to the view from Frederick's Edge or the aesthetic of an imposing cliff rising above the road and wharf.

6.5.1.4 CATTLE GRAZING

Cattle are currently grazed across much of the Site excluding only the port, Cascade Creek, and two areas of remnant forest and revegetation. The pastoral setting of Cascade Reserve contributes to the social values of the Site, and the combination of native vegetation, scattered mature Norfolk Pines, and grazing lands demonstrate the adaptation of the original landscape by the mixed industrial, agricultural, and recreational history and use of the area. The continuation of cattle grazing across much of the Site is therefore consistent with maintaining the heritage values of the Site. In consultation with stakeholders, DITRDCSA will determine permissible use of the Site, the designation of restricted areas, and installation and maintenance of infrastructure such as yards and fencing.

Policy 21

Grazing of cattle should continue in the areas of the Site currently used for this purpose. In consultation with stakeholders, DITRDCSA will determine permissible use of the Site, the designation of restricted areas, and installation and maintenance of infrastructure such as yards and fencing to prevent adverse impacts to heritage values in restricted areas.

6.5.1.5 RECREATIONAL USE

Aside from the use of Cascade Pier for recreational fishing already mentioned, fishing also occurs off the rocky foreshore. A walking track is also present along the foreshore at the base of the Cascade Hill cliff and leads to Cascade Creek and Quarantine Reserve. Public access for these activities should be maintained.

Policy 22

Future use or development of the Site should not restrict recreational use of the foreshore below Cascade Hill for walking and fishing.

6.5.2 DEVELOPMENT CONTROLS

The heritage values of the Site are generally associated with the locations of former buildings or infrastructure and the archaeological record that may remain at these locations. Any future development will need to comply with the development controls provided in this Section of the HMP.

6.5.2.1 IMPACT ASSESSMENT

Proposed changes to the Site need to be considered in reference to the guidance of this HMP. Adverse and significant impacts to the assessed heritage values of the Site are to be avoided to support compliance with the EPBC Act.

Where an adverse or significant impact is possible, proposed changes must be analysed through a HIA prepared in accordance with the *EPBC Act Self-Assessment Guidelines: World Heritage properties and National and Commonwealth Heritage places* and the *EPBC Act Significant Impact Guidelines 1.2: Actions on, or impacting upon, Commonwealth land and Actions by Commonwealth Agencies for Commonwealth Heritage Places* (SIG 1.2). If a proposal has the potential to adversely or significantly impact the heritage values of the Site, a referral to the Australian Government Minister for the Environment for approval under the EPBC Act would be required.

All alternatives should be explored and documented as part of documenting the impacts, and management and mitigation measures will be required. The HIA should be developed in consultation with key stakeholders for the Site as needed, including DCCEEW.

Policy 23

Proposed changes should avoid and mitigate adverse heritage impacts. Proposed changes with the potential to adversely impact the heritage values of the Site should be analysed via a HIA prepared in accordance with the EPBC Act Self-Assessment Guidelines and SIG 1.2 and in consultation with key stakeholders. Ensure all approvals are obtained and documented prior to commencing works.

6.5.2.2 MANAGEMENT ZONES

An Archaeological Zoning Plan for the Phillipsburgh and Cockpit Historic Site, of which Cascade Reserve is a part, was prepared for the Norfolk Island Landcare Group over 25 years ago (Varman 1998). Archaeological fieldwork was also undertaken at Phillipsburgh on 11-22 June 2025 as a pilot for a more extensive program of research on the 1788-1814 British Colony (First Settlement) on Norfolk Island lead by Professor Martin Gibbs (UNE), Dr Caiti d'Gluyas (UQ), and Dr Richard Tuffin (UNE). A management zone plan has been developed for this HMP using the archaeological zoning plan, the preliminary results of pilot survey, and ERM's site inspection (*Figure 6-2*). This plan identifies areas suitable for future works, grazing, revegetation, or conservation and recreation. Within these areas are also identified zones that contain, or are likely to contain, archaeological material and would therefore require archaeological monitoring should any ground disturbance works be undertaken.

Policy 24

Future works at Cascade Reserve should consider the management zone plan at *Figure 6-2* for activities appropriate to particular areas of the Site.

Policy 25

Any ground disturbing works undertaken within Cascade Reserve should refer to the management zone plan at *Figure 6-2* to determine if archaeological monitoring will be required.

6.5.2.3 CHANCE FINDS MANAGEMENT

Archaeological remains are known to exist across Cascade Reserve, and it is possible that artefacts may be discovered during use, maintenance, or development of the Site. If potential archaeological items are found during site works, the Chance Finds Protocol (*Appendix D*) is to be followed.

In the event of the discovery of further possible human remains, the Police must be contacted immediately, and all works must cease.

Policy 26

In the event of an unforeseen discovery, the find should be reported immediately to the DITRDCA Site Manager, and any works ceased immediately. Depending on the nature of the find, other authorities may need to be contacted. Refer to *Appendix D* for the Chance Finds Protocol.



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CLIENT: Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts
PROJECT NO: 0794338 DATE: 2 April 2026 VERSION: FINAL

6.6 MAINTENANCE

6.6.1 REASONS FOR MAINTENANCE

Maintenance is defined by the Burra Charter as the continuous protective care of the fabric, attributes, contents, and setting of a place. The desirable standard of maintenance depends on the intensity of use of a place and climatic conditions. A policy of preventative maintenance work is less expensive in every way as neglecting maintenance leads to deterioration and may lead to costly repair.

If carried out properly, preventative maintenance will reduce the probability of deterioration. This contrasts with corrective maintenance, whereby damaged or deteriorating material is replaced or repaired. Preventative maintenance can not only reduce, or even avoid, the need for repairs later; it will prevent the loss of original fabric and is cost-effective. Corrective maintenance is disruptive and costly in both significant fabric and financial terms.

Regular inspections and preventative maintenance thus form the basis of the most cost-effective approach to the conservation of items of heritage significance. While some heritage places and items have materials that may require specialised care, the majority of preventative maintenance is standard housekeeping that can be undertaken as part of programmed maintenance activities.

6.6.2 REGULAR INSPECTIONS

Regular inspections are important as part of the ongoing care of the heritage values and fabric of the Site. Additional guidance for these inspections is provided below.

Policy 27

Maintenance and examination of Cascade Reserve should involve routines of annual and five yearly inspections, followed by brief reports. The inspections should be undertaken by the Site Manager and a heritage practitioner with knowledge of archaeological material identification and site conservation methods.

6.6.2.1 ANNUAL ROUTINE

While maintenance at Cascade Reserve is an on-going process, it would be beneficial for the Site Manager to conduct an annual check that the following activities have occurred during the previous year and to document this process as part of future HMP updates. The following checklist is an indication of what needs to be considered for the Site to ensure issues that may have an impact on heritage values are mitigated.

- Check that weed management activities have been undertaken and that the presence of weeds decreases, or at least does not increase, on a year-by-year basis;
- Check that fence and gate maintenance activities have been undertaken and that there are no outstanding requirements;
- Check the condition of the picket fence around the Cascade Burial Ground;
- Check for climate change impacts, including storm damage, erosion, or silt buildup in Cascade Creek and along the foreshore;
- Do a visual inspection of all archaeological monitoring zones to check for unexpected disturbances; and

- Check that the survey markers (known and potential) are in place and undamaged.

6.6.2.2 FIVE YEARLY ROUTINE

Every five years the heritage practitioner should also make a full report to update the inspection checklist and note any defects that should be kept under observation or where further study might be required. The five yearly inspections should form part of the five yearly HMP review. The scope of a typical five yearly inspection would be consistent with the list of items set out in the annual inspection.

6.6.3 EXTREME WEATHER EVENTS AND EMERGENCY REPAIRS

An increase in extreme weather events is an expected result of climate change, particularly in coastal areas. Extreme weather events have the potential to cause damage to the heritage values of Cascade Reserve, particularly those located on the foreshore. Periodic monitoring should be undertaken, and a review of existing management strategies may be required in the event of changing climatic conditions. Adaptation measures could include increased weatherproofing to interpretation structures, seawall reinforcement, and storm surge infrastructure. These modifications would need to be designed with input from a heritage specialist and a HIA is likely to be required to support the approvals process.

Extreme weather events that require emergency repairs need to prioritise the safety of people, animals, and infrastructure, but should otherwise follow the development controls detailed in *Section 6.5.2*.

Policy 28

Periodic monitoring of climate change impacts should be included in the maintenance inspection checklist, and a climate change strategy should be developed if an increase in extreme weather events is identified.

Policy 29

Emergency repairs should follow the advice and development controls of this HMP unless safety concerns need to be prioritised.

6.7 MONITORING, RECORDING AND REPORTING PROTOCOLS

The objective for reviewing and reporting on the plans and processes in this HMP is to ensure information about the heritage values of the Site, their maintenance, and management continues to be regularly updated.

6.7.1 MONITORING

DITRDCSA is to regularly check the implementation of this HMP, including actions in *Section 7.1* and regular maintenance inspections.

Policy 30

The implementation of this HMP should be regularly reviewed and the outcomes of the review should be documented.

6.7.2 RECORDING AND REPORTING

Planned and unscheduled maintenance works to heritage areas and features need to be reported to provide a centralised record of changes to the place over time, and to satisfy DITRDCSA's heritage register requirements under the EPBC Act. Recording should capture any maintenance undertaken at Cascade Reserve with attention to the significant elements (refer to *Figure 4-1* for significance of site elements). In the event of divestment or a change in the management framework, a copy of site works records should be made available to the new site manager, and a register should continue to be maintained for the Site.

Records of works that involve major changes to the Site or works inside the archaeological monitoring zones should include photographs of the affected area taken prior to commencement of the works, during the works, and after the works.

Policy 31

Maintenance actions and any changes to Cascade Reserve should be recorded in a centralised register.

Policy 32

The Site or its affected areas should be photographically recorded prior to, during, and after any major changes or works to areas within the archaeological monitoring zones.

6.7.3 REVIEW OF THE HMP

For this HMP to remain a useful management tool for the care and conservation of Cascade Reserve, it needs to be reviewed and updated at regular intervals. It is unlikely that the entire HMP will require extensive revision. The review is to focus on amending responsibilities, include commentary on works undertaken, consider any changes or planned changes of use, and incorporate the implementation of an agreed interpretation strategy.

In accordance with Section 341X of the EPBC Act, this HMP must be reviewed at least every five years. The review should be conducted by the property owner with assistance from a heritage specialist. The review should assess the content of the plan to determine its effectiveness in protecting the heritage values of the place and make recommendations for updating or re-writing the plan as required. The next review is required to be undertaken by the end of 2030.

The review process should include consideration of changes to the Site which may require updates to the official CHL citation as well as the Implementation Plan (refer to *Section 7.1*) to identify which actions have been implemented.

Policy 33

DITRDCSA should work with DCCEEW to update the official CHL citation to reflect changes to the Site since nomination.

Policy 34

This HMP must be reviewed and updated every five years to comply with Section 341X of the EPBC Act.

7. IMPLEMENTATION PLAN

A strategic approach is required for the heritage management of Cascade Reserve and associated repair and maintenance works. Following the establishment of management and maintenance recommendations for Cascade Reserve, the next step in the management process is their implementation.

The implementation of this HMP provides direction for a course of short to long-term heritage maintenance, repairs and management for the site. Sections of the HMP, the separate Heritage 'Dos and Don'ts' in the Handbook (*Appendix C*) in particular, should be provided to all contractors engaged to undertake works within Cascade Reserve.

7.1 ACTIONS FROM POLICIES AND GUIDELINES

Table 7-1 outlines specific strategies for the implementation of the heritage management policies outlined in *Section 6*. The plan contains recommendations divided amongst the various entities responsible for the management of Cascade Reserve with priority ratings and timeframes. The priority action categories are:

- high priority actions are considered essential for compliance with the EPBC Act requirements and the conservation maintenance and safety of the Site for the users and visitors;
- moderate priority actions are considered necessary to enable the continued use of the Site in a manner appropriate to preserving its Commonwealth Heritage values; and
- low priority actions put desirable improvements in place and maintain the condition of the place and its heritage values.

TABLE 7-1 HERITAGE MANAGEMENT ACTION PLAN

Policy & Guideline reference	Management Action	Responsibility	Priority	Timeframe
<i>Policy 1</i>	Adopt this HMP	DITRDCA	High	At completion of the final HMP
<i>Policy 2</i>	Develop and implement heritage conservation awareness training for DITRDCA and personnel responsible for the management and maintenance of Cascade Reserve	DITRDCA	High	Following adoption of the HMP
<i>Policy 7</i>	Develop and implement a Heritage Interpretation Strategy	DITRDCA	Moderate	Within the next five years
<i>Policy 8</i>	Determine whether to pursue an agreement with NIRC to formalise the shared management responsibilities for the Site and immediate surrounds	DITRDCA	Moderate	Following adoption of the HMP
<i>Policy 15</i>	Engage a metals conservator with specialist experience in industrial heritage to determine whether the	DITRDCA	High	Following adoption of the HMP

Policy & Guideline reference	Management Action	Responsibility	Priority	Timeframe
	preservation of the boiler/digester is feasible			
<i>Policy 16</i>	Should the boiler/digester be recommended for conservation, work with other interested parties to seek appropriate funding and determine the future plan for storage and/or display	DITRDCA, NIRC	High	Upon receipt of the heritage metals conservator report
<i>Policy 21</i>	Formalise permissible use and maintenance of the Site with stakeholders	DITRDCA	Low	Following adoption of the HMP
<i>Policy 23</i> <i>Policy 24</i> <i>Policy 25</i>	Refer to the management zone plan to guide future works and if necessary, prepare a HIA prepared in accordance with the EPBC Act Self-Assessment Guidelines and SIG 1.2 and in consultation with key stakeholders; ensure all approvals are obtained and documented prior to commencing works	DITRDCA	High	As required
<i>Policy 27</i> <i>Policy 30</i> <i>Policy 31</i>	Develop a Site inspection checklist and conduct annual and five-yearly maintenance inspections and HMP implementation checks, and store this documentation in a centralised register	DITRDCA	High	Following adoption of the HMP; annually; five-yearly
<i>Policy 33</i>	Work with DCCEEW to update the official CHL citation to reflect changes to the Site since nomination	DITRDCA	Low	Within the next five years
<i>Policy 34</i>	Review and update this HMP and associated plans every five years	DITRDCA	High	Five-yearly

8. REFERENCES

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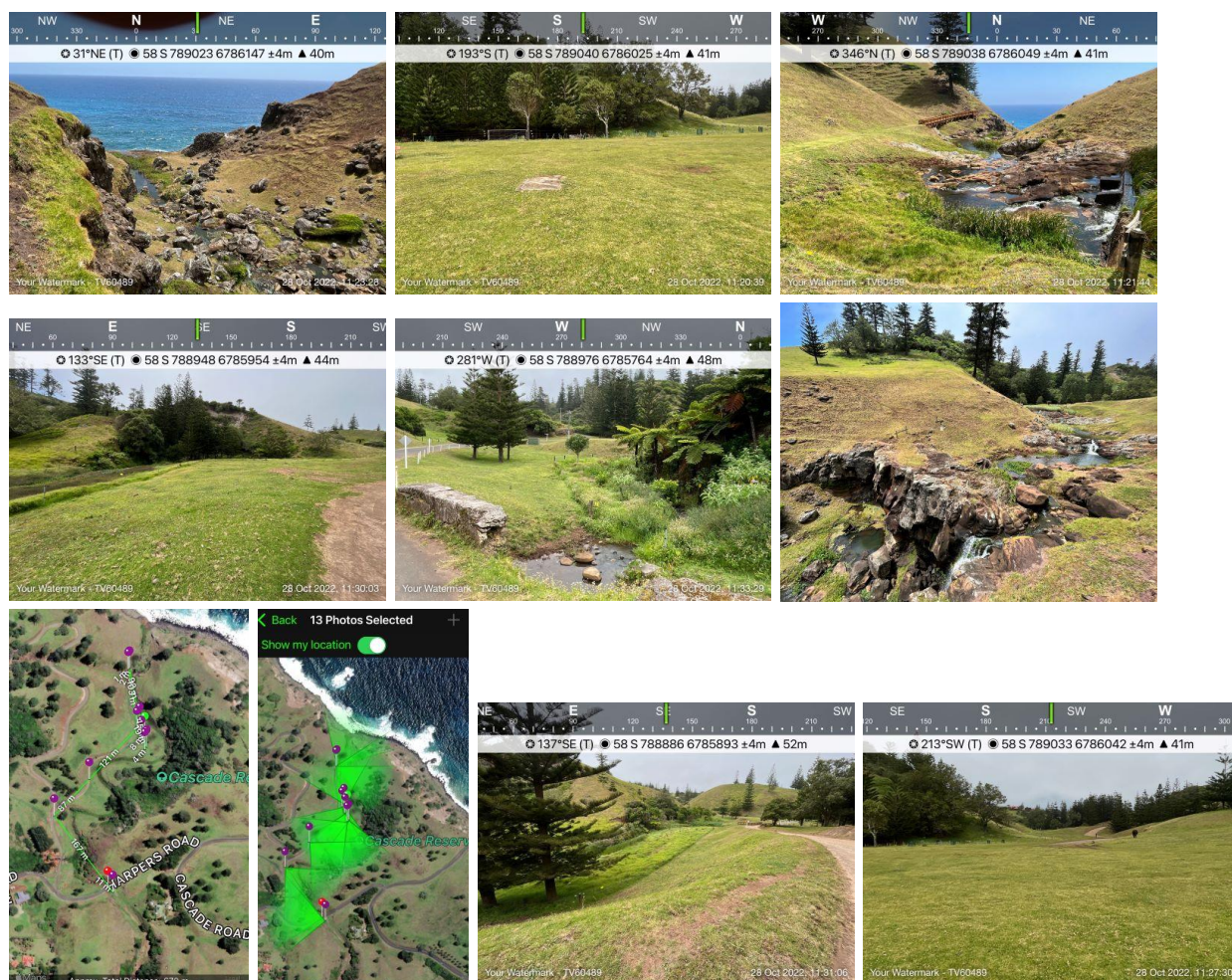
APPENDIX A HERITAGE CITATIONS

COMMONWEALTH HERITAGE LIST CITATION

Source: Australian Heritage Database, accessed September 2025

CASCADE RESERVE, CASCADE RD, CASCADE, EXT, AUSTRALIA

Photographs



List	Commonwealth Heritage List
Class	Historic
Legal Status	Listed place (01/02/2022)
Place ID	105463
Place File No	9/00/001/0014

SUMMARY STATEMENT OF SIGNIFICANCE

Cascade Reserve is historically important because of its association with the commencement of European settlement on Norfolk Island in 1788. A rocky outcropping at Cascade Bay was used as a landing place for the first European settlers to Norfolk Island. Over the years, the landing site was developed as a pier and the outcrop concealed. Today, the pier continues to be

modernised. The Reserve contains archaeological evidence of Phillipsburgh, which was laid out as a village near Cascade Creek in 1790.

It was the smallest of the three villages of the First Settlement period on Norfolk Island, which lasted from 1788-1814. The village and what is now the Cascade Reserve were associated with flax making and agriculture which were considered two of the strategic reasons for the settlement of Norfolk Island. The landing site (wharf), areas adjacent to connecting roads, grave site, Cascade Creek and waterfall are all associated with First Settlement occupation.

Cascade Reserve is also significant because of its importance as a First Settlement landing site (one of only two on the Island) since 1788 and as such an important point of contact between Norfolk Island and the rest of the world. From 1788 to 1900, it was a valuable watering place for passing ships. The wharf, the whaling station site, the waterfalls, areas adjacent to roads and bridges within the Reserve demonstrate the importance of this place for trade, transport and communication.

Several areas within the Reserve have significant archaeological research potential for their ability to contribute to important research questions concerning the two convict periods of Norfolk Island's settlement, the First Settlement period from 1788-1814 and the Second Settlement period from 1825-1855.

Areas of high archaeological potential are particularly the flat lands, such as along Cascade Creek, areas adjacent to Cascade and Harpers Roads, the wharf and the tops of some ridges and hills.

Cascade Reserve is of social value to the Norfolk Island community due to its strong associations with travel and transport to the Island over the period of its European settlement. It is also significant for its long history and continued use as a place of recreation, where Norfolk Islanders and visitors have enjoyed fishing, picnics and the enjoyment of nature.

The significant heritage values encompass the whole of Cascade Reserve, particularly the wharf, whaling station site, Cockpit picnic area, Frederick's Edge look-out, Cascade creek and waterfalls. The Cascade Pier itself and the roads are excluded from the values.

OFFICIAL VALUES

Criterion A Processes

Cascade Reserve is 23 ha in extent with a long history as a reserve. By 1860 land on the east of Cascade Creek had been set aside as a Government Reserve and named Cascade Reserve by 1904.

Cascade Reserve is significant because of its association with the commencement of European settlement on Norfolk Island in 1788. A rocky outcropping at Cascade Bay (since concealed by redevelopments of the jetty) was used as a landing place by the first European settlers to Norfolk Island. The Reserve contains archaeological evidence of Phillipsburgh, the smallest of three villages of the First Settlement (1788-1814) which was laid out near Cascade Creek in 1790. The town and what is now the Cascade Reserve were associated with flax making and agriculture which were considered two of the strategic reasons for the settlement of Norfolk Island. The landing site (jetty area), grave site, Cascade Creek and waterfall are all associated with First Settlement occupation.

Cascade Reserve is significant because of its importance as a First Settlement landing site (one of only two on the Island) and its continual use since 1788 as an important point of contact between Norfolk Island and the rest of the world. From 1788 to 1900, it was an important watering place for passing ships.

The jetty area, the whaling station site, the waterfalls, areas adjacent to Cascade and Harpers Roads and bridges within the Reserve demonstrate the importance of this place for trade, transport and communication. The jetty and roads themselves are excluded from the values.

Criterion C Research

Several areas within the Reserve have significant archaeological research potential to contribute to important research questions concerning the convict periods of Norfolk Island's settlement. Areas of high archaeological potential include areas adjacent to Cascade and Harpers Roads, areas along and adjacent to Cascade Creek, areas around the Jetty and along the tops of some ridges and hills above Cascade Road.

The features which express these significant heritage values within the place include, but are not limited to, the archaeological features of the first and second settlement period, the whaling station site, and the whole Reserve representing part of the landing and settlement area.

Criterion G Social value

Cascade Reserve is of social value to the Norfolk Island community due to its strong associations with travel and transport to the Island over the periods of its European settlement. It is also significant for its long history and continued use as a place of recreation, where Norfolk Islanders and visitors have enjoyed fishing, picnics and the natural environment.

The features which express these significant heritage values within the place include, but are not limited to, the whaling station site, seaward lookouts, Cascade Creek and the Reserve as a whole representing part of the historic landing place. Views and vistas outside the Reserve do not form part of the values.

DESCRIPTION

The cliffs at Cascade demonstrate the sequence of volcanic eruptions on Norfolk Island, beginning with flow foot breccia (hyloclastite) at sea level about 3 million years ago, overlain by interbedded basalt flows, and tuff (volcanic ash). The deep weathering of this volcanic material is reflected in the steeply sloping, rounded hillsides and valleys of the Reserve. At Cockpit, some 100m from the sea, the Cascade Creek falls over a 10m high basalt cliff. At the coast, the Creek flows over another 10m high massive basalt layer onto the rocky beach. These two waterfalls are virtually permanent and are the most substantial on the Island.

The Norfolk Island Group islands are a remnant of a much larger landmass that developed on this submarine ridge between 2.3 and 3.1 million years ago (during the Pliocene) and are now the only emergent points along the Norfolk Ridge. These are close enough to other landmasses (such as Australia, New Zealand and New Caledonia) to receive colonising species. However they are sufficiently isolated that, over time, these colonists have evolved into a variety of endemic taxa. Of the 178 vascular plants native to Norfolk Island, 47 species are considered endemic and there are also several endemic genera. Endemic species are those which have evolved in isolation from mainland areas and other islands.

Cascade Reserve is part of the public reserve system that is an important component of the protected area system on Norfolk Island. Many of the public reserves (including Cascade Reserve) are situated on the coast and provide important habitat for a variety of sea and land birds as well as for remnant and regenerating native vegetation.

Cascade Reserve contains important native vegetation remnants with rare and endemic plant species, nesting bird populations, and holds one of the few permanent water courses on the Island (EA 2000; Administration of Norfolk Island 2002).

Most of Cascade would originally have been covered by mixed native hardwood forest, dominated by emergent Norfolk Island pines *Araucaria heterophylla* and white oaks *Lagunaria patersonia*. Clearing and grazing have reduced the coverage of native forest to approximately 4ha (12%) of the Reserve. Three separate areas of native mixed hardwood forest remain: in the small valley between Youngs Road and Cascade Road near the whaling station, on the steep slopes along the eastern side of Cascade Creek, and in the valley between Prince Phillip Drive and the old Red Road in the west of the Reserve. The small native coastal forest remnant in the eastern section of the reserve near Cascade cliff contains a range of native trees, including whitewood *Celtis paniculata*, ironwood *Nestegis apetala*, beech *Rapanea ralstoniae*, bloodwood *Baloghia inophylla*, and cordyline *Cordyline obtecta*. The remnants of the eastern slopes above Cascade Creek at Cockpit are moderately diverse in species composition, including the uncommon birdcatcher *Pisonia brunoniana* and evergreen *Alyxia gynopogon* (Administration of Norfolk Island 2002). Most of the Reserve is open kikuyu pasture with scattered mature Norfolk Island pines and white oaks. Some pines and other native trees were planted on the hillsides in the 1960s and '70s, with more intensive native revegetation planting along Broken Bridge Creek in the 1990s.

A 1998 vegetation survey (Gillett 1998) found three very uncommon endemic plant species: Rough tree fern *Cyathea australis* ssp. *norfolkensis*, popwood *Myoporum obscurum* and Sia's backbone *Streblus pendulinus* in the Reserve.

Both the short-finned eel *Anguilla australis* and long-finned eel *Anguilla reinhardtii* have been recorded entering the Cascade Creek system via the falls at Cockpit (Administration of Norfolk Island 2002). Little is known of other native freshwater invertebrates and fish in the Creek.

Of the 33 species of resident terrestrial birds on Norfolk Island, about 22 regularly occur, or are likely to occur in Cascade Reserve. During the summer months, wedge-tailed shearwaters *Puffinus pacificus* breed in burrows along the cliff tops and under native trees on the cliff. Little shearwaters *Puffinus assimilis* nest in coastal burrows during winter. A small number of red-tailed tropic birds *Phaethon rubricauda* nest on or near the cliff of the Reserve, and white terns *Gygis alba* breed in the remaining coastal forest trees. The forest remnants provide breeding habitat for native birds such as the long-billed white-eye and the grey fantail (Administration of Norfolk Island 2002).

Cascade Reserve has steeply sloping pastoral landscapes and spectacular coastal views. Lt Philip Gidley King described the Cockpit Waterfall as "...a very fine fall of water" in 1788.

The concrete Cascade jetty (excluded from the listed values) has been constructed on the naturally occurring slab of rock which enabled access to the Island in the early years of the First Settlement. It is used to launch fishing boats, and for loading and unloading cargo. It is used interchangeably with the jetty at Kingston to unload the ships, depending on the wind

and weather conditions. A lookout above the jetty (accessed via Youngs Road -- road excluded from listed values) is used to watch the unloading of cargo. The Cascade jetty is also a favoured fishing spot.

A picnic area at Cockpit has limited facilities, and is used as a grazing common for the Island's cattle.

The cliff behind Cascade jetty was completely reshaped in 1999-2000 by major engineering work. The cliff face is now a series of near-vertical faces separated by horizontal benches, with little or no vegetation.

There are four major areas within the Cascade area which have been identified by Varman (1997-98) as having archaeological potential, particularly due to the recorded presence of First Settlement and Second Settlement structures, and also some early Third Settlement structures.

1. Remains of the settlement of Phillipsburgh were identified along Harpers Road (road excluded from listed values) by Varman in 1984. Artefacts recorded by Varman included ceramic and metal fragments, glass and buttons. It appears that most of these sites were substantially disturbed by road improvements in 1990. However, some structural elements of unknown age are visible in the grassy slope above the road, so it is quite likely that some intact archaeological material remains alongside and/or below the road surface. In the grassy hillside immediately above Cascade Road (road excluded from listed values), a small fenced area contains early grave sites (although it appears that Varman may have expressed some doubt that the fence encloses the entire extent of graves in this location).
2. The hillside overlooking the whaling station/Cascade jetty, and accessed today via Young Road (roads excluded from the listed values) was recorded by Varman as potentially containing the sites of: (91) the Cascade Farm (1st/2nd Settlement); (92) Agricultural Hut (1st Settlement); (86) horse hitching rails site (3rd Settlement), (81) Lower Garden (2nd Settlement), (82) Shepherd's Hut (1st Settlement), (79) Knight's Farm (1st Settlement) and (87) the Melanesian Mission Store (3rd Settlement).

The road itself is an early one, dating to the 2nd Settlement, and given its present name in the 3rd Settlement. At the end of the road is the look-out point above the Cascade Jetty, known as Fredick's Aege or Frederick's Edge (shown as feature 83 in Varman's report).

The area to the west of the road is fenced and thickly vegetated, whereas the area to the east of the road has been subdivided and largely cleared, and a number of houses have been built. It is reasonable to assume that the archaeological potential for the sites identified by Varman, located to the west of Young Road is unchanged (including feature numbers 91, 92). The features located close to the present day alignment of Cascade Road may have been disturbed (including features 86, 87). The features located to the east of Young Road (including feature numbers 79, 81, 82) may have been disturbed.

3. The area from the intersection of Harpers Road and Cascade Road, up to and including the intersection of Harpers Road and the unsealed road to the 'Cockpit Falls' is an area of high archaeological potential (as mapped by Varman). The roads bridges are excluded from the listed values.

There are a number of sites where Varman recorded artefact scatters, related to the Phillipsburgh settlement (1st Settlement). Other features in this area of very rich

archaeological potential include the sites of several possible flax processing sites, part of the Cascade Farm (1st/2nd Settlements), the site of Chapman's Hill and an associated oak tree, fenced enclosure (house used as a retreat by Lt King during the 1st Settlement), several likely First Settlement hut sites, and several unidentified depressions and mounds, likely to contain archaeological evidence.

These features are predominantly sub-surface, and were not seen in the brief field inspection conducted by consultants for this assessment in 2005, due to the grass and vegetation cover.

While it is possible that road works, commons grazing and revegetation activities may have further disturbed the features recorded by Varman, there is a strong likelihood that they remain within the Reserve.

4. The creek running through the flat land at Cockpit to the weir and the falls is a third area of archaeological potential. This area has been used by a number of ventures since the commencement of the First Settlement. Convict period features include various archaeological sites likely to be the sites of former buildings located on the slopes above the stream, together with several possible flax processing locations along the watercourse. While several short-lived factories were constructed alongside the stream in the twentieth century, it is likely that the archaeological potential identified by Varman in this area is unchanged. This area contains remnants of the sawmill site and the fish factory.

Only a few above-ground features remain of the mid-twentieth century whaling station. These include the concrete steps and terraces with the flensing deck, the base of the separator tanks, some parts from the winch used to haul whales ashore, and the digester or steam cooker. While the concrete terraces are reasonably intact, some undercutting has occurred on the seaward side of the lower terrace and the concrete steps between the middle and lower terraces are in danger of collapsing. The steel digester has been exposed to the elements for forty years and has deteriorated significantly in recent years.

HISTORY

No evidence of Polynesian habitation has been discovered in the Cascade area. The rocky promontory on which Cascade jetty has been built was an obvious landing point and may have been used by Polynesians as a landing and fishing place. The stream at Cascade may have provided food and other resources such as flax *Phormium tenax* and moo-oo grass *Cyperus lucidus* fibres for weaving (Administration of Norfolk Island 2002).

The waterfalls on Cascade Creek at Cockpit were named the "Cascades" by Captain Cook as he sailed along the coast after discovering Norfolk Island in October 1774. He noted the tall Pines, recommending that they might be useful for ship masts and spars, and "New Zealand flax" for producing sailcloth.

On 29 February 1788, Lt Philip Gidley King arrived at Norfolk Island aboard HMS Supply, under orders to take possession of Norfolk Island and to investigate the usefulness of the pines and flax. The Supply anchored at Cascade, but unsuitable weather prevented landing there and the party disembarked at Kingston on the south coast, five days later.

In May 1789 a track was cleared to Cascade from Kingston. Clearing began in 1790 of the area now known as 'Cockpit' and some of the land now within Cascade Reserve. Early in 1790 King marked out a small township between the Cascade landing place and Cascade Creek (within

the area now known as Cascade Reserve) and named it Phillipsburgh after Governor Phillip on 30 April 1791. Following the wreck of the *Sirius* at Kingston in March 1790, many of the crew settled at Phillipsburgh. By 1 July 1790, 14 convict holders were living at Phillipsburgh, supporting 24 people with eight acres cleared and under cultivation. 249 people were at Sydney Town (later known as Kingston in KAVHA) and 65 at Queenborough (Nobbs 1988:116). In August 1791 the NSW Corps stationed at Norfolk Island were garrisoned at Phillipsburgh. Leases and grants were issued to ex-convicts, ex-marines, and former members of the NSW Corps.

In October 1792, a wooden pier was constructed over the rocky outcropping at Cascade, but it was destroyed in a storm a few years later. A replacement was built in 1796.

Phillipsburgh was the centre of a small flax dressing industry developed by King. At its height, 24 workers were employed at Cascade dressing flax and manufacturing "No. 7" canvas. The extensive natural flax fields that covered the nearby coastal hillsides and cliff slopes provided the raw material, and the permanent running water, rock pools and areas of flat rock at Cascade Creek suited flax processing. However within a few years flax processing was abandoned on Norfolk Island because it was not able to compete with canvas manufacture in Sydney. Phillipsburgh remained an important settlement until its buildings were deliberately destroyed by fire when the Island was abandoned in 1814. Superintendent Hutchinson, who was commissioned to wind down the Settlement on Norfolk Island, set fire to every structure on the Island before he left in February 1814 (Varman in Nobbs 1988:158).

By 1840, during the Second Settlement of Norfolk Island (1825-1856), much of the Cascade Reserve between Cascade Road, Youngs Road and the landing place was cleared. The rock platform at the Cascade landing was used with only minor modifications during the Second Settlement period. A simple derrick for hoisting goods off boats was used.

The stone bridge at Cascade Creek constructed during this period is still in use, however the stone bridge just upstream of the confluence of Cascade and Broken Bridge Creeks was destroyed by a major flood in the 1930s.

The Third Settlement period on Norfolk Island began in 1856 with arrival of the Pitcairn Island settlers. The 1860 Diagram of Allotments shows all of the land to the east of Cascade Creek, bounded on its south by Cascade Road and east by what is now Youngs Road, as 'Government Reserve (not including road)'. The land to the west of Cascade Creek north of Red Road is shown as Lot 107, apparently vacant Crown land. The lower waterfall at Cockpit is shown as 'Watering Place', presumably for ships, and the jetty is shown as "Landing Rock". By the time the Map of Norfolk Island Shewing Grants and Subdivisions 1900 was produced, Lot 107 had been subdivided, with Lot 107a being marked 'Quarantine Reserve 27ac Cockpit'. There is no record of this reserve being used for quarantine purposes. The previously unnamed reserve to the east of Cascade Creek is named Cascade Reserve. Stock grazed these two reserves as commons. The Pitcairners periodically utilised flax and other plant fibres such as Moo-oo and Drain Flags (*Typha orientalis*) from the Cascade, as do their descendants still, for weaving hats and other craft items.

In 1920, a concrete jetty was constructed at the Cascade landing place, and further modifications were made in the 1940s, and afterwards.

A sawmill was built at Cockpit straddling the upper waterfall on Cascade Creek during the late nineteenth century or early twentieth century. This mill was driven by an overshot wheel fed by water from a dam constructed at the bend in the Creek upstream from the present weir. The sawmill was built by Eddie Yeaman and operated by him and his sons (see Buffett 2004:164-165). Logs cut in the forest on the slopes of Mt Bates were dragged down Red Road by horses. A deep groove in the ridge west of Cockpit is the remains of the last stretch of 'log slide' from the forest to the mill. The entire mill was washed away in the flood of 1936.

A whaling station operated intermittently at Cascade from the earliest days of the Third Settlement to the 1960s. A locally owned and operated whaling company was established on Norfolk Island in 1858, and built shore facilities at Cascade.

Whaling made a major contribution to the Island's cash economy in the latter half of the nineteenth century, employing more than half the community's adult males and contributing up to 70% of earnings. However as competition from other whaling companies and the fledgling petroleum industry increased, the viability of whaling on Norfolk Island declined. A violent storm destroyed the shore facilities at Cascade in 1897. Whaling continued at Cascade and at Ball Bay intermittently during the twentieth century. In its last phase, whaling was revived at Cascade in 1956 when the Byron Bay Whaling Company trading as the Norfolk Island Whaling Company began its first successful season. The initial quota was 150 whales, which was increased to 170.

'A converted Navy Fairmile and harpoon guns made for easier hunting. An average whale yielded ten tons of oil and 1 ½ tons of meat meal and bone dust used in fertiliser. Seventy men were employed on two ten hour shifts. A small tanker loaded oil for Sydney' (Edgecombe 1991:56).

Because of declining whale numbers, like other east coast Australian whaling stations the station at Cascade closed in 1962.

A small fish factory was constructed at the Cockpit area in 1970. It was burnt down in 1972 and the company went into liquidation soon after the fire.

CONDITION AND INTEGRITY

The condition of Cascade Reserve has changed over time but the main parts of the Reserve and its heritage values remain.

February 2005:

Accelerated soil erosion has occurred since clearing began in 1790. Steep coastal slopes and unsealed roads are particularly vulnerable to erosion.

Kikuyu grass is the dominant ground level vegetation, and cattle still graze most of the Reserve. The remnant forest areas are moderately to heavily infested with weeds such as African olive, Hawaiian holly, porpieh, and lantana. There is little or no natural regeneration of native flora. Although flax played a part in the early historical development of this area -- and of Norfolk Island as a whole -- no flax plants were observed in the site inspection undertaken for this assessment in February 2005.

Some of the remnant vegetation and revegetation areas are fenced to protect vegetation from grazing cattle.

April 2008:

Road works have been carried out and a local Landcare group has undertaken revegetation and land management works in the vicinity of Cascade Creek within Cascade Reserve.

2022:

The Reserve continues to be used as a landing and recreation site and the landscape has changed due to effects of the weather and ongoing use but the listed values remain as no major redevelopments have occurred that impact on its heritage significance.

LOCATION

About 23ha, at Cascade Norfolk Island, comprising the whole of Cascade Reserves 28/10/RE and Portions 162, 165a and 170.

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NORFOLK ISLAND HERITAGE REGISTER CITATION

Source: Norfolk *Heritage Act 2002* Heritage Register, accessed September 2025

CASCADE RESERVE

STATEMENT OF SIGNIFICANCE

Cascade Reserve is the largest of several areas along the coastline of Norfolk Island that were selected to preserve some of the original vegetation and prevent alienation of the coastal landscape.

The reserve is the location of the First Settlement township and farm of Phillipsburgh. Late 18th Century artefacts were found eroding out of Harpers Road and outlines of former roads, pits, and dugouts can be seen. The reserve is also the location of two Second Settlement bridges and an early cemetery. The Plan of Management for Cascade Reserve was approved by the Norfolk Island Legislative Assembly on 21 May 2003.

The waterfalls at Cockpit were named the "Cascades" by Captain Cook as he sailed along the coast after discovering Norfolk Island in October 1774. Cascade Creek is one of Norfolk's few permanent streams.

A rocky outcrop in Cascade Bay was used as a landing place from the beginning of the First European Settlement in 1788 and the hamlet of Phillipsburgh was laid out by Lt. King near Cascade Creek in 1790. Phillipsburgh is the oldest European township site in Australasia that has not been substantially altered. During the next 200 years, the Cascade Reserve area became a centre for various agro-industrial activities, including flax dressing (to make canvas), timber milling, fish processing, and whaling.

The cultural heritage values of the reserve document the history and development of this community and provide a link with a past way of life that continues to shape the Island's character. The cultural landscape, together with the remnants of native coastal forest, provides some insight into the nature of the Island before Cook's discovery. The cascades, creeks, and coastline form one of the most valued landscapes on the Island.

DESCRIPTION

Cascade Reserve is a culturally significant site. The site bears little recognition of the impressive agricultural settlement that was located in the area and is now dominated by the scattered remains of an old fish factory that burnt down in 1972. However, the former roads, pits, and dugouts lay testament to the historical background of this important site.

The catchment of Cascade Creek and its tributaries is the largest on Norfolk, covering almost one-fifth of the entire island. At Cockpit, the creek cascades over a 10m high basalt cliff. At the coast, the creek flows over another 10m high massive basalt layer onto the rocky beach. Although other waterfalls form around the Island's coast during high intensity rainfall events, these two are virtually permanent and are the most significant.

With the removal of native vegetation to allow for the agro-industrial activities, Kikuyu grasslands dominate the site with little or no natural regeneration of native flora.

CONDITION AND INTEGRITY

Cattle continue to graze parts of this reserve and have created tracks and enhanced erosion on the slopes but have little impact on the flat Kikuyu grasslands. The grasslands are indicative of the clearing that took place when establishing agricultural settlement. The absence of native vegetation on the historic sites is compensated by the recognition of the early uses of this area. Weeds are a problem in areas of remnant forest in the reserve and some persistent exotic water plants grow in Cascade Creek.

The remains of an old fish factory that was destroyed by fire are not consistent with the significance of the area and detract from public appreciation of the site.

Prince Phillip Drive, which leads into the reserve, is unsealed and impassable when wet. A large amount of material has been washed from the road resulting in deep trenches in the road surface. The scouring and runoff from this unsealed track is often washed into Cascade Creek and into the ocean, increasing sediment loads, damaging the aquatic flora and fauna, and polluting the inshore marine environment of Cascade Bay.

LOCATION

Cascade Reserve is located on the north coast of Norfolk Island approximately 2.5km northeast of Burnt Pine town centre. The reserve has an area of approximately 34 ha, which includes both Cascade Reserve and the former Quarantine Reserve. The boundaries of the site are shown on the Norfolk Island Official Survey, Sheet No. 33.

REGISTER OF THE NATIONAL ESTATE (NON-STATUTORY)

Source: Australian Heritage Database, accessed September 2025

QUARANTINE AND CASCADE / PHILLIPSBURGH SITE, CASCADE RD, CASCADE, EXT,
AUSTRALIA

Photographs	None
List	Register of the national Estate (Non-statutory archive)
Class	Natural
Legal Status	Indicative place before RNE closed. Record for reference only, no statutory basis
Place ID	13649
Place File No	9/00/001/0014

STATEMENT OF SIGNIFICANCE

This is the largest of several small Reserves along the coastline of Norfolk Island selected to preserve some of the original vegetation and prevent alienation of the coastal landscape.

(The Commission is in the process of developing and/or upgrading official statements for places listed prior to 1991. The above data was mainly provided by the nominator and has not yet been revised by the Commission.)

OFFICIAL VALUES NOT AVAILABLE

DESCRIPTION

A large part of the Reserve has been cleared for grazing but part of the original vegetation remains. (1980)

HISTORY NOT AVAILABLE

CONDITION AND INTEGRITY

Grazing by cattle prevents regeneration of native species. (1980).

LOCATION

About 34ha, at Cascade, comprising the whole of these Reserves with boundaries as shown on Map, Norfolk Island, 1:4800, Department of the Interior, 1968, sheets 2 and 4, extended down to high water level, and including Blocks 165 and 170 and the road-way reserve from the junction of Harpers Road and Red Road to the junction with Cascade Road.

BIBLIOGRAPHY NOT AVAILABLE

REGISTER OF THE NATIONAL ESTATE (NON-STATUTORY)

Source: Australian Heritage Database, accessed September 2025

PHILLIPSBURGH AND CASCADE LANDING SITES, CASCADE RD, CASCADE, EXT, AUSTRALIA

Photographs	None
List	Register of the national Estate (Non-statutory archive)
Class	Historic
Legal Status	Indicative place before RNE closed. Record for reference only, no statutory basis
Place ID	14900
Place File No	9/00/001/0014

NOMINATOR'S STATEMENT OF SIGNIFICANCE

Site of first settlement township and farm of Phillipsburgh (early flaxmaking centre). Established 1789 and early 1790s. Late eighteenth century artefacts eroding out of road. Site of two second settlement bridges. Site of first and second settlement (1788>) landing places (+ associated buildings). Cemetery etc. The site is also of great aesthetic value to the islanders.

OFFICIAL VALUES NOT AVAILABLE

DESCRIPTION NOT AVAILABLE

HISTORY NOT AVAILABLE

CONDITION AND INTEGRITY

Extent of erosion of underground remains unknown. Late eighteenth century artefacts eroding out of Harper's Road outlines of former road, pits and dugouts Harpers Road (second settlement) Bridge. Road and banks must be protected.

LOCATION

About 40ha at Cascade, comprising the whole of Cascade and Quarantine Reserves and extreme north ends of Lots 12 and 13 and north-east end of Lot 137.

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APPENDIX B SIGNIFICANCE RANKING SYSTEM



SIGNIFICANCE RANKING FOR COMMONWEALTH HERITAGE LISTED PROPERTIES

Ranking significance assists with identifying management priorities in the first instance. Ranking also assists with determining if a property meets the threshold for inclusion on the Commonwealth Heritage List (CHL). The criteria state that a place needs to have “significant” value in order to meet one or more criterion.

Ranking of significance is also a tool to be used in the development of management recommendations, maintenance priorities and long-term planning decisions. Secondly, they can be used in support of funding and resource allocations. Therefore, ranking is a critical component underpinning specific management planning development.

The significance rankings described here are divided into three categories – Item, Precinct/Group and Intangible. These categories are based on our experience with large and complex sites and with managing Historic, Indigenous and Natural values. This allows a more meaningful use of ranking when:

- a. Comparing of individual items and precincts within the site itself (i.e. multiple items which may have varying degrees of significance based on their context, integrity and condition);
- b. Comparing a property with other similar sites (e.g. two buildings of comparable significance at 2 different sites may have settings of differing significance, thereby allowing a clearer comparison and more informed and secure basis for the overall ranking);
- c. Identifying CH values across the site and making management recommendations specific to those defining qualities; and
- d. Providing a context to the ranking where an element may be contributory rather than significant as an individual item. This underpins management of the item as a part of a larger context and assists in prioritising maintenance resources.

The values identified can then either be managed under the CH provisions or broader environmental requirements of the Environment Protection and Biodiversity Conservation Act (EPBC Act) depending on whether the CH threshold has been met. We find that this system allows us to be more specific about why a place has value, which in turn helps us to develop more targeted management methods.

The ranking system has been developed in reference to the ICOMOS, Burra Charter, World Heritage Guidelines, Ask First Guideline for Indigenous places and the Natural Heritage Charter. We have included “universal” level ranking for identifying potential national or World Heritage values.





The tables below outline the categories and ranking levels for built and Indigenous values (Table 1) and natural values (Table 2).



TABLE 1 SUMMARY OF SIGNIFICANCE RANKINGS FOR BUILT AND INDIGENOUS HERITAGE

Ranking	Justification - Item	Justification – Precinct/Group	Justification - Intangible
Universal (only to be used for World Heritage Sites)	Monuments: architectural works, works of monumental sculpture and painting, elements or structures of an archaeological nature, inscriptions, cave dwellings and combinations of features, which are of outstanding universal value from the point of view of history, art or science;	Groups of buildings: groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of outstanding universal value from the point of view of history, art or science;	Sites: works of man or the combined works of nature and man, and areas including archaeological sites which are of outstanding universal value from the historical, aesthetic, ethnological or anthropological point of view.
Exceptional	The item is a demonstrably rare, outstanding and / or an irreplaceable example of its type. It has a high degree of intact and original fabric that is readily interpreted. Loss or alteration would substantively undermine the Commonwealth heritage values of the place overall.	The precinct/group demonstrates collective characteristics that are rare or unique in Australia Precinct/group is intact and readily interpreted Loss, alteration or removal of component elements would substantially undermine the CH values of the place overall	The site represents significant social, cultural, natural and/or mythological values that may not be embodied in any physical item but which demonstrate unique, iconic markers in Australia's past or ongoing dynamic histories and / or processes.
High	The item demonstrates a rare example of its type is largely intact and interpretable Loss or unsympathetic alteration may diminish the Commonwealth Heritage values of the item and of the place overall	The precinct/group demonstrates a rare example of collective characteristics or features physically linking or defining the space. Precinct/group is largely intact and interpretable. Loss, unsympathetic alteration or removal of component elements or defining qualities may detract from the CH values of the precinct/group and of the site overall.	The site represents important social, cultural, natural and/or mythological values that may not be embodied in any physical item but which demonstrate rare points in Australia's past or ongoing dynamic histories and / or processes.
Moderate	The item may have altered or modified elements. Item is intact enough to be partially interpretable as a single item or as part of the site in its entirety. Loss or unsympathetic alteration is likely to diminish the Commonwealth Heritage values of the item and potentially the place if inappropriately managed	Precinct/group demonstrates valuable (although modified) collective characteristics and linking/defining spatial qualities Precinct/group intact enough to be interpreted as a discrete space or as part of the site overall Loss, unsympathetic alteration or removal of component elements or defining qualities may detract from the CH values of the precinct/group and potentially of the site overall if inappropriately managed	The site represents social, cultural, natural and/or mythological values that may not be embodied in any physical item but which demonstrate points in Australia's past or ongoing dynamic histories and / or processes



Ranking	Justification - Item	Justification - Precinct/Group	Justification - Intangible
Low	The item may be largely altered. Does not demonstrate the key defining qualities of the CH values, but may be contributory. Alteration and / or modification may make it difficult to interpret the item depending on the existing integrity of the item. Loss may not diminish the Commonwealth Heritage values of the place overall.	Precinct/group demonstrates some (but possibly largely altered) collective characteristics and/or linking/defining spatial qualities. Precinct/group not easily interpreted and represents unclear spatial definition in relation to the rest of the site. Loss, alteration or removal of component elements may not detract from the CH values of the place overall.	The site represents some social, cultural, natural and/or mythological values that may not be embodied in any physical item but which demonstrate points in the site's history, associative values and/or historical themes.
None (Does not meet CHL criteria)	Item does not reflect or demonstrate any Commonwealth heritage values	Precinct/group does not reflect or demonstrate any CH values	The site represents no social, cultural, natural or methodological themes or values
Intrusive	Potentially detracts from the overall Commonwealth heritage values of the place as an intrusive element. Loss may actually contribute to the Commonwealth Heritage values of the place. The item is an intrusive element in the heritage values of the place in its entirety	Precinct/group potentially detracts from the interpretation and understanding of the site overall. Loss, alteration or removal of component elements actually contribute to the CH values of the place overall	N/A

TABLE 2 SUMMARY OF SIGNIFICANCE RANKING FOR NATURAL HERITAGE VALUES

Significance Ranking	Justification - Natural
Universal (only to be used for World Heritage Sites)	Natural features consisting of physical and biological formations or groups of such formations, which are of outstanding universal value from the aesthetic or scientific point of view; Geological and physiographical formations and precisely delineated areas which constitute the habitat of threatened species of animals and plants of outstanding universal value from the point of view of science or conservation; Natural sites or precisely delineated natural areas of outstanding universal value from the point of view of science, conservation or natural beauty.
Exceptional	The species, area or ecosystem demonstrates individual or collective characteristics that are rare or unique in Australia Species, area or ecosystem is in high level of health, condition and integrity Loss, alteration or removal of component elements would substantially undermine the CH values of the place overall
High	The species, area or ecosystem demonstrates a rare example of individual or collective characteristics or features physically linking or defining space Species, area or ecosystem is largely intact and in good state of health Loss, damage or removal of components or defining qualities may detract from the CH values of the area or ecosystem and of the site overall
Moderate	Area or ecosystem demonstrates valuable (although modified) qualities



Significance Ranking	Justification - Natural
	Intact enough to be interpreted as a discrete space or as part of the site overall with ability to be regenerated Loss, damage or removal of component elements or defining qualities may detract from the CH values of the area or ecosystem and potentially of the site overall if inappropriately managed
Low	Species, area or ecosystem demonstrates some (but possibly largely altered) defining qualities Area or ecosystem not in a good state of health and regeneration in doubt Loss, alteration or removal of component elements may not detract from the CH values of the place overall
None (Does not meet CHL criteria)	Species, area or ecosystem does not reflect or demonstrate any CH values
Intrusive	Loss, alteration or removal of component elements actually contribute to the CH values of the place overall





APPENDIX C HERITAGE HANDBOOK

HERITAGE HANDBOOK

OBJECTIVES OF THIS HANDBOOK

A Heritage Management Plan (HMP) has been prepared for the Cascade Reserve (the Site) to assist the Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts (DITRDCA) to meet its Commonwealth Heritage obligations under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act).

This Heritage Handbook is *Appendix C Heritage Handbook* to the HMP and has been prepared as a standalone handbook that can be extracted from the main document for those responsible for the continuing care of this historically important place. It presents heritage principles to align with the best practice Australian heritage guidelines, the Burra Charter (Australia ICOMOS 2013), maintenance protocols, recommended inspection frequencies and some basic inspection techniques.

Conservation Dos and Don'ts applicable to the care of this significant site are also presented to provide guidance for tradespeople, maintenance supervisors and building tenants. Adopting and applying these guidelines should ensure the historic place remains well cared for and in its current good condition with little or no impact on its heritage values. The 2013 Burra Charter is accessible online at [Burra Charter & Practice Notes | Australia ICOMOS](#).

SEEK SPECIALIST ADVICE AS NEEDED

Where proposed works could have an adverse impact on the heritage values of the Site, and guidance is not available in this Handbook or the HMP, seek advice from a suitably qualified and experienced heritage specialist.

HERITAGE STATUS

Cascade Reserve was added to the Commonwealth Heritage List in March 2022 (Place ID: 105463), recognising its historic use as a colonial landing site since 1788 (Criterion A), its archaeological significance (Criterion C), and its enduring community value (Criterion G).

Cascade Reserve is also included on the Norfolk Island Heritage Register which has been established in accordance with the Norfolk Island *Heritage Act 2002* to ensure heritage values of Norfolk Island are appropriately assessed and managed.

It should be noted that the adjacent Norfolk Island Marine Park was proclaimed under the EPBC Act on 14 December 2013 and renamed Norfolk Island Marine Park on 9 October 2017. The Marine Park extends to the high-tide mark and therefore interacts with the Site along the foreshore.

STATEMENT OF SIGNIFICANCE

The Cascade Reserve Statement of Significance (2025 recommended update) is provided below for context.

Cascade Reserve is historically important because of its association with the commencement of European settlement on Norfolk Island in 1788. A rocky outcropping at Cascade Bay was used as a landing place for the first European settlers to Norfolk Island. Over the years, the landing site was developed as a jetty and the outcrop concealed. Today, the jetty continues to be modernised. The Reserve contains archaeological evidence of Phillipsburgh, which was laid out as a village between the landing place and Cascade Creek in 1790. It was the smallest of the three villages of the First Settlement period on Norfolk Island, which lasted from 1788-1814. The village and what is now the Cascade Reserve were associated with flax making and agriculture which were considered two of the strategic reasons for the settlement of Norfolk Island. The landing site (jetty area), areas adjacent to connecting roads, grave site, Cascade Creek and waterfall are all associated with First Settlement occupation.

Cascade Reserve is also significant because of its importance as a First Settlement landing site (one of only two on the Island) since 1788 and as such an important point of contact between Norfolk Island and the rest of the world. From 1788 to 1900, it was a valuable watering place for passing ships. The jetty area, the whaling station site, the survey points, the creek and waterfalls, and areas adjacent to roads within the Reserve demonstrate the importance of this place for trade, transport and communication.

Several areas within the Reserve have significant archaeological research potential for their ability to contribute to important research questions concerning the two convict periods of Norfolk Island's settlement, the First Settlement period from 1788-1814 and the Second Settlement period from 1825-1855.

Areas of high archaeological potential are particularly the flat lands, such as along Cascade Creek, areas adjacent to Cascade and Harpers Roads, and the tops of some ridges and hills.

Cascade Reserve is of social value to the Norfolk Island community due to its strong associations with travel and transport to the Island over the period of its European settlement. It is also significant for its long history and continued use as a place of recreation, where Norfolk Islanders and visitors have enjoyed fishing, picnics and the enjoyment of nature.

The significant heritage values encompass the whole of Cascade Reserve, particularly the jetty area, whaling station site, Frederick's Edge look-out, Cascade Creek and waterfalls. The jetty itself and the roads are excluded from the values.

MAINTENANCE

Maintenance is defined by the Burra Charter as the continuous protective care of the fabric, attributes, contents, and setting of a place. The desirable standard of maintenance depends on the intensity of use of a place and climatic conditions.

A policy of preventative maintenance work is less expensive in every way as neglecting maintenance leads to deterioration and may lead to costly repair.

If carried out properly, preventative maintenance will reduce the probability of deterioration. This contrasts with corrective maintenance, whereby damaged or deteriorating material is replaced or repaired. Preventative maintenance can not only reduce, or even avoid, the need for repairs later; it will prevent the loss of original fabric and is cost-effective. Corrective maintenance is disruptive and costly in both significant fabric and financial terms.

Regular inspections and preventative maintenance thus form the basis of the most cost-effective approach to the conservation of items of heritage significance. While some heritage places and items have materials that may require specialised care, the majority of preventative maintenance is standard housekeeping that can be undertaken as part of programmed maintenance activities.

Regular Inspections

Regular inspections are important as part of the ongoing care of the heritage values and fabric of the Site. While maintenance at Cascade Reserve is an on-going process, it would be beneficial for the Site Manager to conduct an annual check that the following activities have occurred during the previous year and to document this process as part of future HMP updates. The following checklist is an indication of what needs to be considered for the Site to ensure issues that may have an impact on heritage values are mitigated.

- Check that weed management activities have been undertaken and that the presence of weeds decreases, or at least does not increase, on a year-by-year basis;
- Check that fence and gate maintenance activities have been undertaken and that there are no outstanding requirements;
- Check the condition of the picket fence around the Cascade Burial Ground;
- Check for climate change impacts, including storm damage, erosion, or silt buildup in Cascade Creek and along the foreshore;
- Do a visual inspection of all archaeological monitoring zones to check for unexpected disturbances; and
- Check that the survey markers (known and potential) are in place and undamaged.

Reporting and Review Protocols

Planned and unscheduled maintenance works to heritage areas and features need to be reported to provide a centralised record of changes to the place over time, and to satisfy DITRDCSA's heritage register requirements under the EPBC Act. Recording should capture any maintenance undertaken at Cascade Reserve with attention to the significant elements (refer to *Figure 4-1* in the HMP for significance of site elements). Records of works that involve major changes to the Site or works inside the archaeological monitoring zones should include photographs of the affected area taken prior to commencement of the works, during the

works, and after the works. DITRDCSA is to regularly check the implementation of this HMP and regular maintenance inspections.

In the event of divestment or a change in the management framework, a copy of site works records should be made available to the new site manager, and a register should continue to be maintained for the Site.

Extreme Weather Events and Emergency Repairs

An increase in extreme weather events is an expected result of climate change, particularly in coastal areas. Extreme weather events have the potential to cause damage to the heritage values of Cascade Reserve, particularly those located on the foreshore. Periodic monitoring should be undertaken, and a review of existing management strategies may be required in the event of changing climatic conditions. Adaptation measures could include increased weatherproofing to interpretation structures, seawall reinforcement, and storm surge infrastructure. These modifications would need to be designed with input from a heritage specialist, and a Heritage Impact Assessment is likely to be required to support the approvals process.

Extreme weather events that require emergency repairs need to prioritise the safety of people, animals, and infrastructure, but should otherwise follow the development controls detailed in the HMP.

DEVELOPMENT CONTROLS

The heritage values of the Site are generally associated with the locations of former buildings or infrastructure and the archaeological record that may remain at these locations. Any future development will need to comply with the following development controls.

Impact Assessment

Adverse and significant impacts to the assessed heritage values of the Site are to be avoided to support compliance with the EPBC Act. Where an adverse or significant impact is possible, proposed changes must be analysed through a Heritage Impact Assessment. Guidance on preparing a Heritage Impact Assessment is provided in Section 6.5.2 of the HMP. All alternatives should be explored and documented as part of documenting the impacts, and management and mitigation measures will be required. If a proposal has the potential to adversely or significantly impact the heritage values of the Site, a referral to the Australian Government Minister for the Environment for approval under the EPBC Act would be required.

Management Zones

A management zone plan has been developed for this HMP (see figure on the following page). This plan identifies areas suitable for future works, grazing, revegetation, or conservation and recreation. Within these areas are also identified zones that contain, or are likely to contain, archaeological material and would therefore require archaeological monitoring should any ground disturbance works be undertaken.



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Chance Finds Management

Archaeological remains are known to exist across Cascade Reserve, and it is possible that artefacts may be discovered during use, maintenance, or development of the Site. If potential archaeological items are found during site works, the Chance Finds Protocol below is to be followed. In the event of the discovery of further possible human remains, the Police must be contacted immediately, and all works must cease.

1. STOP WORK

Any person that observes or uncovers potential heritage objects during the works must notify machinery operators and site/project management immediately. All activities and/or works in the immediate area must cease.

DO NOT collect samples to show someone.



2. NOTIFY

Notify the Site Manager and owner immediately, as well as an appropriately qualified heritage professional (archaeologist) if required.

NOTE if find is suspected to be Human Remains the Site Manager must contact the Police who may then take control of the site and any further investigation;



3. PROTECT THE SITE

The location should be cordoned off as an exclusion zone with visible flagging, so that no further disturbance occurs.



If suspected Human Remains are located: Any sand/soils removed must be identified and set aside for assessment by the investigating authorities.



4. ASSESS & RECORD THE FIND

If suspected historical archaeological objects are found, an appropriately qualified heritage professional should be engaged to record the location and attributes of the site; determine the heritage significance of the find; assess any impacts (or potential impacts) against the already approved project impacts; and determine appropriate management measures.



5. MANAGE THE FIND

A management plan may be developed for the find, that is subject to consultation and approval from an appropriately qualified heritage professional. This methodology should be submitted to DITRDCSA for approval prior to completion of any proposed management or mitigation measures being undertaken.



6. RESUME WORK

Works will only recommence once the management procedure has been approved by DITRDCSA and completed. This may involve salvage of the find, and/or altering of work methods or location to minimise further harm to the find or associated relics.

For suspected Human Remains: No further excavation is to be undertaken until the area has been assessed, cleared, and any relevant permits granted.

DOS AND DON'TS

The following Dos and Don'ts are intended to guide activities affecting the Site, and outline advice regarding appropriate and inappropriate maintenance materials and techniques, which may be considered for future works.

	Do:		Don't:
✓	Do consult the HMP before proceeding with any maintenance works.	✗	Don't proceed with any maintenance works without being fully informed of the conservation issues and potential risks of not following the recommended processes.
WHY? The heritage management documents are an important tool in the management of historic properties.			
✓	Do understand the layout and physical remains of the place as this in itself tells the story of the place's history and historical significance.	✗	Don't assume that simple landscape features or defunct or unremarkable building remains don't hold heritage significance.
WHY? The layout and physical remains of a historic place embody the story of its use over time.			
✓	Do continue regular weed maintenance of both the revegetation and grassed areas.	✗	Don't allow weeds to compromise the revegetation and grassed areas.
WHY? The pastoral setting of the hillslopes consisting of grazing lands with scattered large trees has been identified as having social value to the community. The foreshore, creek, and remnant vegetation areas have biodiversity value to Norfolk Island flora and fauna.			
✓	Do keep fences and gates in good condition.	✗	Don't allow fences and gates to fall into disrepair.
WHY? The grazing lands, remnant vegetation areas, and the creek all contribute to the heritage values of Cascade Reserve and fences are the key to keeping these areas from encroaching on each other.			
✓	Do refer to the management zone plan before any ground disturbing work, minor or significant, and consult with an archaeologist if working in an archaeological monitoring zone.	✗	Don't do any ground disturbance work without checking the management zone plan or consulting with an archaeologist if working in an archaeological monitoring zone.
WHY? Many of the heritage values of the Site are embodied in the archaeological remains that may be present across the landscape, but most likely within the identified zones, and the nature of these remains may not be evident to an untrained eye.			
✓	Do apply Burra Charter principles. In particular: • understand significance when making decisions about changing the historic fabric. • take a cautious approach and change as much as is necessary and as little as possible. • carry out all work in a logical order. • prepare records of the work undertaken.	✗	Don't proceed with work without an understanding of the principles and practices established by the Burra Charter, which is the recognised heritage industry best practice in Australia.
WHY? The conservation of historic places must be based on a thorough understanding of heritage values and the correct conservation approach.			
✓	Do undertake a thorough investigation of any proposed changes to the Site to identify the potential for any impact on heritage values. If	✗	Don't undertake works where there is an unknown risk to heritage values that may lead to irreversible damage.

	Do:		Don't:
	any doubt remains, seek the advice of a heritage specialist.		
WHY? It is important not to make changes that irreversibly damage historic places.			
☑	Do ensure that public access points and significant views are retained.	☒	Don't construct new buildings in locations that may impact on public access or significant views.
WHY? Public access to the Site is important to both locals and visitors and aesthetic values of the Site can potentially be impacted by poorly designed and positioned new buildings.			



APPENDIX D CHANCE FINDS PROTOCOL

CHANCE FINDS PROTOCOL

Historical artefacts or material may be unearthed unexpectedly around the Cascade Reserve; these could potentially be located on the ground surface or subsurface during maintenance works. In the event of the discovery of any historical artefacts or material during project activities at the Cascade Reserve the following steps should be followed:

1. STOP WORK

Any person that observes or uncovers potential heritage objects during the works must notify machinery operators and site/project management immediately. All activities and/or works in the immediate area must cease.

DO NOT collect samples to show someone.



2. NOTIFY

Notify the Site Manager and owner immediately, as well as an appropriately qualified heritage professional (archaeologist) if required.

NOTE if find is suspected to be Human Remains the Site Manager must contact the Police who may then take control of the site and any further investigation;



3. PROTECT THE SITE

The location should be cordoned off as an exclusion zone with visible flagging, so that no further disturbance occurs.



If suspected Human Remains are located: Any sand/soils removed must be identified and set aside for assessment by the investigating authorities.



4. ASSESS & RECORD THE FIND

If suspected historical archaeological objects are found, an appropriately qualified heritage professional should be engaged to record the location and attributes of the site; determine the heritage significance of the find; assess any impacts (or potential impacts) against the already approved project impacts; and determine appropriate management measures.



5. MANAGE THE FIND

A management plan may be developed for the find, that is subject to consultation and approval from an appropriately qualified heritage professional. This methodology should be submitted to DITRDCA for approval prior to completion of any proposed management or mitigation measures being undertaken.



6. RESUME WORK

Works will only recommence once the management procedure has been approved by DITRDCA and completed. This may involve salvage of the find, and/or altering of work methods or location to minimise further harm to the find or associated relics.

For suspected Human Remains: No further excavation is to be undertaken until the area has been assessed, cleared, and any relevant permits granted.



APPENDIX E EPBC REGULATIONS COMPLIANCE CHECKLISTS

SCHEDULE 7A – MANAGEMENT PLANS FOR COMMONWEALTH HERITAGE PLACES (REGULATION 10.03B)

Schedule 7A Requirements	Relevant Section of this HMP
(a) establish objectives for the identification, protection, conservation, presentation and transmission of the Commonwealth Heritage values of the place; and	<i>Section 1.1</i>
(b) provide a management framework that includes reference to any statutory requirements and agency mechanisms for the protection of the Commonwealth Heritage values of the place; and	<i>Section 3 and Section 5.3 and Section 6.4.1</i>
(c) provide a comprehensive description of the place, including information about its location, physical features, condition, historical context and current uses; and	<i>Section 2</i>
(d) provide a description of the Commonwealth Heritage values and any other heritage values of the place; and	<i>Section 4</i>
(e) describe the condition of the Commonwealth Heritage values of the place; and	<i>Section 2</i>
(f) describe the method used to assess the Commonwealth Heritage values of the place; and	<i>Section 4</i>
(g) describe the current management requirements and goals, including proposals for change and any potential pressures on the Commonwealth Heritage values of the place; and	<i>Section 5</i>
(h) have policies to manage the Commonwealth Heritage values of a place, and include, in those policies, guidance in relation to the following:	<i>Section 6</i>
(i) the management and conservation processes to be used;	<i>Section 6.4</i>
(ii) the access and security arrangements, including access to the area for indigenous people to maintain cultural traditions;	<i>Section 6.3.1</i>
(iii) the stakeholder and community consultation and liaison arrangements;	<i>Section 6.4.1.1</i>
(iv) the policies and protocols to ensure that indigenous people participate in the management process;	<i>N/A – no Indigenous Australian people</i>
(v) the protocols for the management of sensitive information;	<i>N/A – no sensitive information</i>
(vi) the planning and management of works, development, adaptive reuse and property divestment proposals;	<i>Sections 6.5 and Section 6.2</i>
(vii) how unforeseen discoveries or disturbance of heritage are to be managed;	<i>Section 6.5.2.3</i>
(viii) how, and under what circumstances, heritage advice is to be obtained;	<i>Section 6.3.2 and Section 6.5.2.1 and Section 6.5.2.2 and Section</i>

Schedule 7A Requirements	Relevant Section of this HMP
	6.6.2 and Handbook (provided as <i>Appendix D</i>)
(ix) how the condition of Commonwealth Heritage values is to be monitored and reported;	<i>Section 6.7</i>
(x) how records of intervention and maintenance of a heritage places register are kept;	<i>Section 6.7.2</i>
(xi) the research, training and resources needed to improve management;	<i>Section 6.1</i>
(xii) how heritage values are to be interpreted and promoted; and	<i>Section 6.3.2</i>
(i) include an implementation plan; and	<i>Section 7</i>
(j) show how the implementation of policies will be monitored; and	<i>Section 6.7.1</i>
(k) show how the management plan will be reviewed.	<i>Section 6.7.3</i>



APPENDIX F STRUCTURAL PHASING ANALYSIS

STRUCTURAL PHASING ANALYSIS



FIGURE F-1 FIRST SETTLEMENT STRUCTURES STANDING IN THE 1700S (DITRDSCA)



FIGURE F-2 STRUCTURES STANDING IN THE 1840S (DITRD CSA)



FIGURE F-3 STRUCTURES STANDING IN THE 1870S (DITRDCA)



FIGURE F-4 STRUCTURES STANDING IN THE 1880S (DITRDCA)



FIGURE F-5 STRUCTURES STANDING IN THE 1900S (DITRDCA)



FIGURE F-6 STRUCTURES STANDING IN THE 1910S (DITRDCA)



FIGURE F-7 STRUCTURES STANDING IN THE 1920S (DITRDCA)



FIGURE F-8 STRUCTURES STANDING IN THE 1930S (DITRDCA)



FIGURE F-9 STRUCTURES STANDING IN THE 1940S (DITRDCA)



FIGURE F-10 STRUCTURES STANDING IN THE 1940S, WIDE-SCALE (DITRD CSA)



FIGURE F-11 STRUCTURES STANDING IN THE 1950S (DITRDCA)



FIGURE F-12 STRUCTURES STANDING IN THE 1960S (DITRDCA)



FIGURE F-13 STRUCTURES STANDING IN THE 1970S (DITRDCA)



FIGURE F-14 STRUCTURES STANDING IN THE 1980S (DITRDCA)



FIGURE F-15 STRUCTURES STANDING IN THE 1990S (DITRDCA)



FIGURE F-16 STRUCTURES STANDING IN THE 2000S (DITRDCA)



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