



Australian Government



Queensland
Government

Norfolk Island State-Level Service Delivery

2024-2025 Annual Report

October 2025

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Acknowledgement

Queensland recognises the rich culture and history of Norfolk Island, and the role of local stakeholders to help inform place-based service design and delivery of Queensland services.

The local knowledge and lived experience of Norfolk Islanders is critical to shaping the delivery of culturally and contextually appropriate services for the island.

Executive Summary

Queensland commenced service delivery on 1 January 2022, providing education services at Norfolk Island Central School (NICS), operational support and advice to the Norfolk Island Health and Residential Aged Care Service (NIHRACS), and coordinating clinical pathways to Queensland-based healthcare.

Queensland has subsequently expanded its services to the Norfolk Island community by supporting full-time, part-time and school-based apprenticeships and traineeships commencing on or after 1 January 2022, and by delivering custodial services for Norfolk Island prisoners in Queensland from 1 July 2024.

Queensland's expertise in supporting and delivering high quality services in remote and island settings continues to assist in tailoring service delivery to meet the needs of the Norfolk Island community. This report outlines key achievements for 2024-25, including:

- Implementing the Custodial Services Schedule, enabling Queensland to deliver custodial services to Norfolk Island prisoners.
- Facilitating delivery of regional specialist and support services at Norfolk Island Central School, addressing teaching and learning needs of staff and students.
- Supporting NIHRACS to achieve accreditation from the Australian Council on Healthcare Standards (ACHS), contributing to the quality and safety of healthcare services provided to the Norfolk Island community.
- Registering and supporting 11 new training contracts, enabling apprentices and trainees to gain skills and start or shift their careers in key industries on Norfolk Island.
- Signing the TAFE Queensland Service Schedule, formalising training and related services to be provided by TAFE Queensland for Norfolk Island.

In 2025-26, the focus on enhancing services to Norfolk Island will continue. Key priorities include finalising updates to the current Queensland service delivery schedules to support ongoing alignment with the needs of Norfolk Island.

Service Delivery Arrangements

Services

In October 2021, the Queensland and Australian Governments signed the *Intergovernmental Partnership Agreement on State Service Delivery to Norfolk Island* (IGA).

To enable service delivery to Norfolk Island, relevant Queensland agencies negotiate and execute service schedules with the Australian Government. Each Schedule outlines detailed operational arrangements, supporting the delivery of services under the IGA, including roles and responsibilities, funding arrangements, and legislation to be applied on Norfolk Island to enable lawful service delivery by Queensland.

In addition to agreed services, the IGA commits the Queensland Government to collaborating with the Australian Government to consider potential provision of additional services over time, subject to negotiation and Queensland approval.

Further information

Further information on state service delivery arrangements can be found on the Australian Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts (DITRDCSA) website at: https://www.infrastructure.gov.au/territories-regions-cities/territories/norfolk_island/norfolk-island-state-services-partnership.

Department of the Premier and Cabinet

Services

The Department of the Premier and Cabinet (DPC) provides whole-of-government leadership and oversight of Queensland's delivery of state-level services to Norfolk Island under the Central Policy and Coordination Schedule.

DPC works with Queensland agencies to deliver services to Norfolk Island by:

- Undertaking strategic management and oversight of the IGA.
- Leading program-wide activities to support the objectives of the IGA.
- Managing and escalating risk to support service delivery quality and continuity.
- Supporting the feasibility analysis of potential new services.
- Supporting the negotiation of additional service delivery requirements.
- Supporting the implementation of agreed services.
- Ensuring an appropriate legislative framework to underpin Queensland's delivery of services.
- Supporting communication, consultation, and engagement activities with the Norfolk Island community, in partnership with DITRDCSA.

Achievements

- Supported the delivery of existing state-level services, with the aim that the standard of services delivered by Queensland to Norfolk Island is comparable to those in similarly remote communities in Queensland.
- Assisted the Australian Government in exploring potential additional service opportunities, to help address identified service delivery gaps on Norfolk Island.
- Led consideration of legislation and applied law requirements to support high-quality service delivery on Norfolk Island by Queensland agencies.
- Supported Queensland agencies to deliver agreed services to Norfolk Island, promoting continuous improvement in service delivery.
- Represented Queensland on the Norfolk Island Governance Committee, providing policy and service delivery expertise to inform the establishment of the Norfolk Island Assembly.

Focus for 2025-2026

- Continuing to support Queensland's delivery of state-level services, with a focus on maintaining service standards comparable to those of similarly remote communities in Queensland.
- Supporting the Australian Government to explore potential additional service opportunities for 2026 to help address identified service delivery gaps on Norfolk Island.
- Leading consideration of the legislation and applied laws needed to support high-quality service delivery on Norfolk Island by Queensland.
- Supporting Queensland agencies that deliver agreed services to Norfolk Island to enhance outcomes.
- Overseeing compliance activities, such as WHS and financial assessments of Queensland's service provision on Norfolk Island, to meet requirements under the IGA.
- Leading Queensland's input into relevant Norfolk Island Governance Committee activities to support consistency with Queensland's state service delivery on Norfolk Island.

Department of Education

Services

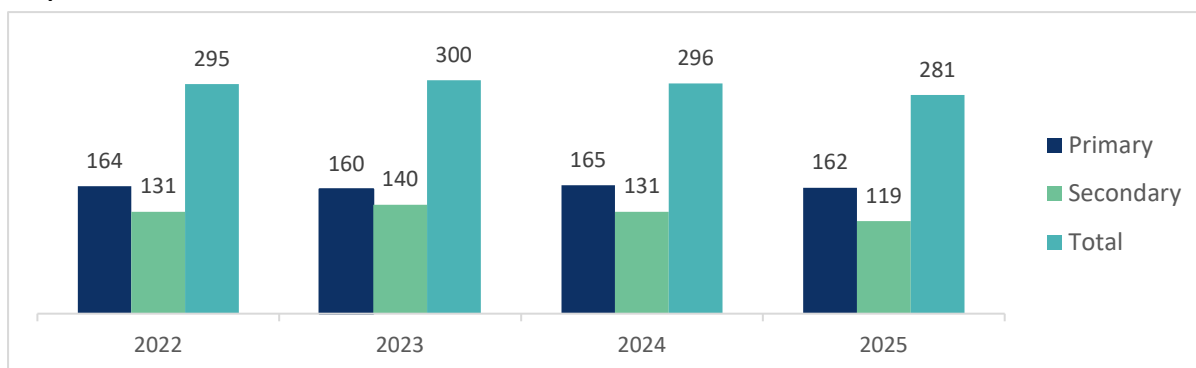
Under the Education Service Schedule, the Department of Education (DoE) has been responsible for education service provision and operation of the Norfolk Island Central School (NICS) since January 2022.

Year in review

In 2024-25, DoE successfully achieved important milestones for effective education service delivery at NICS. DoE invested in staff capability to deliver programs responsive to student needs, enhanced student support systems, encouraging and supporting student achievement.

Snapshot of the Year

Graph 1. NICS student enrolment



Achievements

- Delivered targeted regional support to assist staff in developing, implementing and monitoring systems for universal, targeted, and intensive student support.
- Implemented flagship programs through DoE's Education Futures Institute, building staff capability in reading instruction and deepening professional expertise.
- Improved case management and developed a responsive multi-tiered system of assistance, strengthening student support.
- Facilitated the delivery of regional specialist and support services including professional development, therapy and nursing services, allied health (physiotherapy, speech-language pathology, occupational therapy), Advisory Visiting Teacher (AVT)–Physical Impairment, and wellbeing support, addressing the teaching and learning needs of staff and students.
- Enabled a broad range of extracurricular activities and programs, including representation in regional and state-level sports, supporting student learning and participation.
- Provided virtual and on-site coaching to staff to enhance senior syllabus delivery, supporting students in achieving Queensland Certificate of Education (QCE) and Queensland Certificate of Individual Achievement (QCIA) pathways.

- Provided capability-building for staff and individual case management for students, supporting the implementation of the QCE.
- Provided operational guidance to NICS staff to support compliance with relevant legislation, DoE policies, and education service provisions.
- Published Version 5 of the NICS Policy and Procedures Manual on the NICS website, incorporating DoE policies and tailoring bespoke procedures to the local context.
- Managed recruitment, selection, and relocation processes for teaching staff, supporting appropriate staffing at NICS.
- Managed complaints relating to education services through the DoE's complaints handling process, supporting accountability and transparency.

Case Study – Finding a pathway to direct employment of support staff at NICS

Support staff (including teacher aides, administrative staff, grounds and cleaning staff) all play a vital role in the operation of schools and supporting the learning and wellbeing of students.

From 2015, support staff at NICS were employed by the Australian Government via a labour-hire company. Due to differences between the Queensland and Norfolk Island legislative frameworks, DoE was unable to employ support staff when it commenced delivery of education services to NICS. Dual employment arrangements created challenges for school operations, and support staff could not access DoE benefits and ongoing job security.

The Queensland and Australian Governments worked together to identify a pathway for DoE to directly employ support staff. Input from the school and the ongoing commitment of support staff to student safety and wellbeing were critical in the development of a pathway to employment. Legislative change enabled DoE to offer support staff at NICS the opportunity to accept a position with DoE from Term 1, 2025. Some support staff remain employed via contract arrangements. As DoE employees, support staff are now subject to DoE's employment protections and accountabilities.

Moving to a single model of employment has been positive for school operations, students and the wider school community.

Focus for 2025-2026

- Continue implementing the 2024-2027 NICS Strategic Plan to strengthen teaching and learning practices, drive continuous improvement, and align initiatives with identified student and staff needs.
- Supporting successful outcomes and post-school transitions for students pursuing QCE or QCIA pathways to help students reach their post-school destinations.
- Tailoring education service delivery through deeper insights into student needs to support learning outcomes.
- Maintaining collaboration with the Australian Government to support high-quality education for Norfolk Island students.
- Strengthening stakeholder partnerships with both Queensland and Norfolk Island external agencies to establish individualised referral pathways for students.

Queensland Health

Services

Under the Health Service Schedule, Queensland Health (QH) provides health support services to the Norfolk Island community. This role is primarily carried out by Metro North Hospital and Health Service (MNH), which facilitates safe and effective access to secondary and tertiary healthcare services for Norfolk Islanders.

Year in review

MNH supported Norfolk Island Health and Residential Aged Care Service (NIHRACS) throughout its accreditation process, which commenced in July and concluded with follow-up in October 2024. This was the first accreditation assessment since 2014, resulting in NIHRACS being formally accredited. QH continues to assist in strengthening the capabilities of NIHRACS so that services delivered are of high quality, responsive to community needs, and aligned with best practice.

As part of efforts to enhance healthcare access, MNH conducted scoping visits to Norfolk Island, which played a key role in building relationships with local stakeholders and the community. These visits introduced the clinical teams now delivering care following the transition from NSW to Queensland, helping to build trust and foster stronger connections between healthcare providers and the local population.

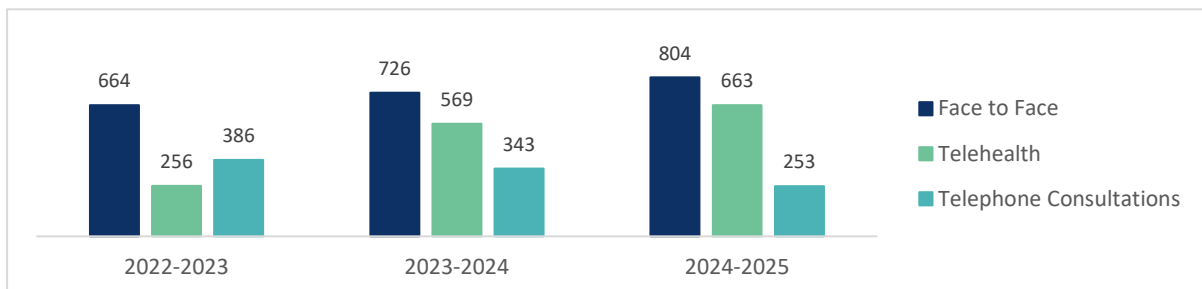
Snapshot of the Year

Outpatient Consultations

QH is committed to delivering person-centred care for all outpatient consultation provided to the Norfolk Islander community. Central to this commitment is supporting access to care as close to home as possible, reducing the need for travel and supporting continuity of care. This is achieved through virtual care options, including telehealth or telephone consultations, complemented by in-person consultations in a QH facility when required.

Through these approaches, 1,720 outpatient appointments were delivered by MNH to the Norfolk Island community in 2024-25, representing a 31.7 percent increase from 2022-23 as outlined in Graph 2. Face-to-face and telehealth consultations increased in 2024-25.

Graph 2. Number of delivered Outpatient Appointments in Metro North*

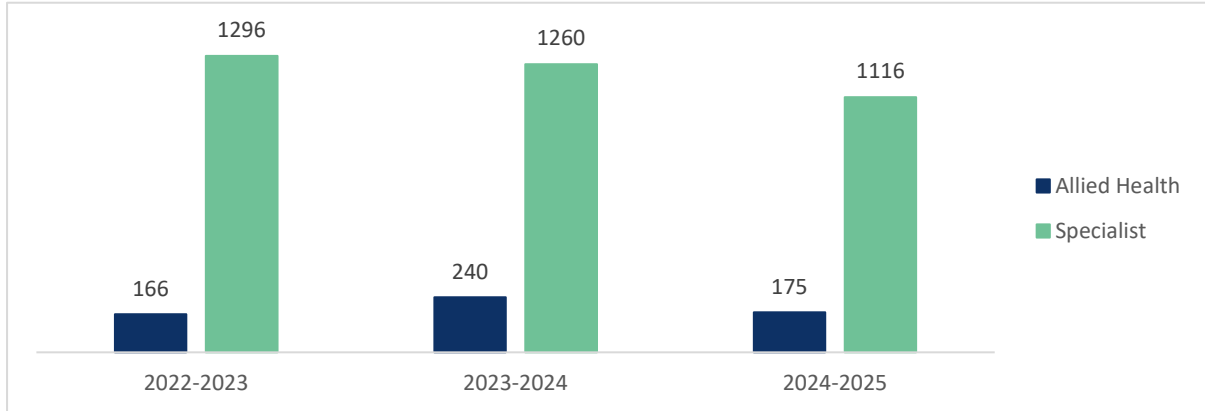


*This data represents MNH services and does not reflect the full range of services provided by QH.

Outpatient Referrals

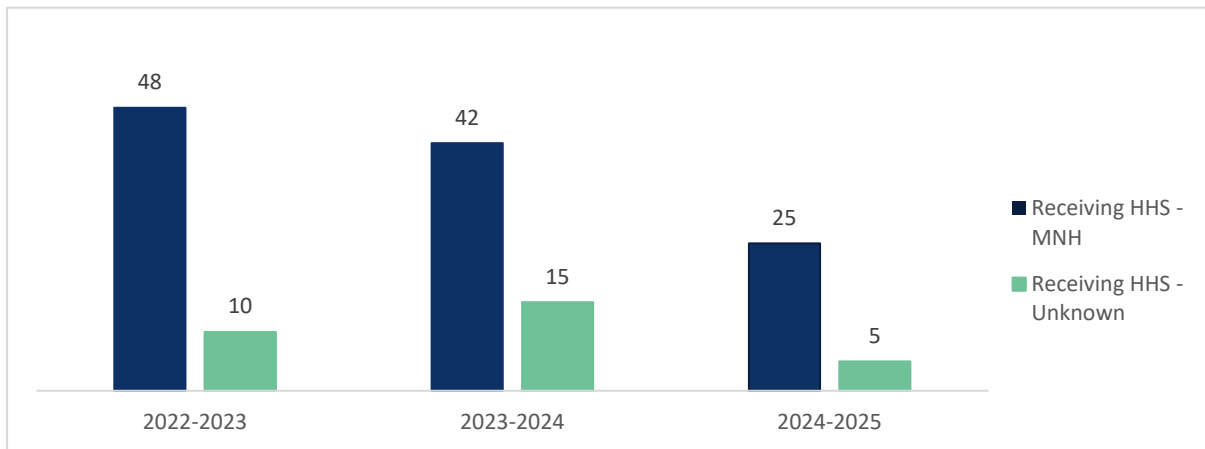
Referrals to allied health grew strongly from 2022–2023 to 2023–2024, with a slight decrease in 2024–2025, returning closer to 2022–2023 levels as outlined in Graph 3. Specialist outpatient referrals fell slightly from 2022–23 to 2023–24, with a further decline in 2024–25.

Graph 3. Number of Outpatient Referrals received to Metro North*



*This data represents MNH services and does not reflect the full range of services provided by QH.

Graph 4. Retrieval Services Queensland (RSQ) Medical Evacuations



Achievements

- Through participation in the 2024 Norfolk Island Health and Wellbeing Expo, key service improvements informed by community feedback were developed. These included establishing a MNH Nurse Navigator role to support Norfolk Island residents with complex care needs across MNH hospitals, and a centralised repository of MNH and QH services to improve accessibility and care coordination.
- Commenced an epidemiology study through MNH to inform the development of the NIHRACS Health Service Plan, supporting evidence-based planning and service delivery.
- Delivered outpatient specialty services through QH, extending service provision across the full spectrum of QH capabilities, including surgical and inpatient care.

- Provided significant resourcing and assistance to NIHRACS, supporting its accreditation in 2024 from the Australian Council on Healthcare Standards throughout the preparation and assessment process.
- Conducted scoping visits to Norfolk Island by six clinical services from the Royal Brisbane and Women's Hospital and The Prince Charles Hospital, strengthening stakeholder relationships, building understanding of the local environment, and identifying opportunities for outreach service delivery.
- Delivered simulation-based education and training to NIHRACS staff through a dedicated team from the Clinical Skill Development Service Pocket Centre, enhancing clinical capability and preparedness.

Case Study

In 2024, QH in partnership with NIHRACS, took significant steps to improve child and youth health and well-being services on Norfolk Island. Recognising the importance of early intervention and access to specialised care, QH introduced the electronic Child and Youth Mental Health Service (eCYMHS) model to address community-identified needs and provide immediate support for children and families.

A Child and Youth Psychiatrist from Children's Health Queensland (CHQ) was engaged to ensure continuity of care and work closely with NIHRACS General Practitioners. This collaborative approach fostered a supportive environment for young people and their families, enabling early access to care.

Looking ahead, the full implementation of the eCYMHS model in 2025-2026 will further enhance service delivery by connecting NIHRACS with specialist psychiatrists and allied health professionals, expanding integrated mental health services for young people and their families on Norfolk Island.

These achievements reflect the collaboration between QH, NIHRACS, and other stakeholders to support child and youth health and well-being.

Focus for 2025-2026

- Supporting NIHRACS in clinical governance and short notice assessment transition to enable ongoing accreditation and internal capability through peer review.
- Introducing the Norfolk Island Nurse Navigator role to improve coordination of care for consumers with complex needs, in line with rural and remote service models reflecting consumer feedback.
- Developing a Norfolk Island-specific webpage to enhance health literacy and service awareness through a co-designed central information hub.
- Providing NIHRACS staff with access to Queensland Health ICT systems to strengthen incident management, data integrity, and training record management.
- Completing the Norfolk Island Epidemiological Study to inform future health service planning and delivery.
- Creating professional development pathways for NIHRACS staff within QH specialist services to build clinical expertise and foster peer support across disciplines to enhance service quality.

- Implementing nursing credentialing processes to support a Nurse Practitioner model to complement GP practice service delivery.
- Rolling out the full eCYMHS model of care to help bridge service gaps and provide access to specialist mental health support for young people on-island.

Department of Trade, Employment and Training

Services

Under the Apprenticeship and Traineeship Service Schedule (ATSS), the Department of Trade, Employment and Training (DTET) is responsible for the registration and support of apprenticeship and traineeship training contracts for Norfolk Islanders commencing on or after 1 January 2022.

This service enables Norfolk Island residents to access full-time, part-time and school-based apprenticeships and traineeships administered under [Queensland's training framework](#).

The Commonwealth fully funds these services. DTET administers contracts, provides regulatory oversight, and works with local stakeholders, including employers, schools, and training providers, to support quality outcomes.

Year in review

In 2024–25, apprenticeship and traineeship activity on Norfolk Island continued to grow, building on the foundations established since 2022.

Eleven new contracts were registered during the year (four full-time, one part-time, six school-based), across the occupational areas of plumbing, carpentry, beauty therapy, hairdressing/barbering, light vehicle mechanical, conservation, cabinet making, and construction.

At year end, 24 active training contracts were in place, bringing the total registered since Queensland's service commencement in January 2022 to 36 contracts.

School-based apprenticeships and traineeships (SATs), first introduced in 2023–24, were further embedded and strengthened in 2024–25. More school students are now accessing these opportunities, and the school community, employers, and training providers have reported stronger integration of vocational learning with secondary education.

DTET continues to provide tailored services to meet the needs of Norfolk Island's small and remote community, including flexibility in contract management and close collaboration with training providers.

Snapshot of the Year

Table 1. Apprenticeships and Traineeships as at 30 June 2025

Status	Full-time	Part-time	SAT	Total
Active	15	1	8	24
Completed	9	0	0	9
Cancelled	3	0	0	3
Expired	0	0	0	0
Total	27	1	8	36

Achievements

- Registered and supported 11 new training contracts in 2024–25, enabling apprentices and trainees to gain skills and start or shift careers in key industries on Norfolk Island.

- Increased opportunities for Norfolk Island youth by expanding school-based pathways into vocational careers, supporting smoother transitions into the workforce.
- Maintained 24 active training contracts across a diverse range of industries, supporting the availability of both traditional trades and service-based occupations.
- Strengthened collaboration with TAFE Queensland and other training providers, enabling flexible delivery models for Norfolk Island residents, including online, on-island, and Queensland-based block training options.

Case Study – Building Norfolk Island’s Skilled Workforce through Apprenticeships and Traineeships

Norfolk Island’s local economy relies heavily on trades and services such as construction, automotive, hospitality, and beauty and personal care. Since 2022, DTET has overseen the registration and support of apprenticeships and traineeships on the island, aiming to provide residents with opportunities similar to those available to Queenslanders living in other remote communities.

In 2024–25, DTET continued to work closely with employers, schools and training providers to strengthen uptake of apprenticeships and traineeships. Employers were encouraged to engage new apprentices and trainees in industries vital to the island’s economy. School-based pathways, introduced in 2023–24, were further embedded, creating stronger vocational links for secondary students. Support was also provided to existing apprentices and trainees to help them progress their training, including assistance with block training arrangements through TAFE Queensland and guidance on contract requirements.

Apprentices and trainees gained practical skills while contributing directly to Norfolk Island’s workforce, building local capability in areas such as plumbing, carpentry, and light vehicle mechanical.

Apprenticeships and traineeships offer significant benefits both for individuals, who gain practical, transferable skills, and for Norfolk Island’s economy, which gains a pipeline of skilled workers in priority sectors. By continuing to encourage school students, individuals and employers, and supporting completions, DTET is contributing to Norfolk Island’s ability to build and retain the skills it needs for the future.

Focus for 2025-2026

- Supporting the commencement of new apprentices and trainees to increase participation in areas of economic importance to Norfolk Island and expand opportunities for school-based training contracts.
- Strengthening employer engagement to expand the range of industries available for apprenticeships and traineeships.
- Enhancing collaboration with TAFE Queensland to support continuity of flexible delivery options suited to Norfolk Island’s context.
- Continuing to refine communication and support processes with Norfolk Island stakeholders to support timely registration and monitoring of training contracts.
- Hosting the inaugural Vocational Education and Training (VET) and Careers Forum, in collaboration with Queensland and Australian agencies, to support the growth of a skilled workforce on Norfolk Island.

TAFE Queensland

Services

TAFE Queensland is the primary Supervising Registered Training Organisation (SRTO) for Norfolk Island apprentices and trainees, providing Vocational Education and Training to new and existing apprentices and trainees under the TAFE Queensland Service Schedule. TAFE Queensland offers Norfolk Island apprentices and trainees flexible delivery options across all its campuses, assisting remote students and employers to meet their contractual obligations while continuing to live, work and study on Norfolk Island.

Year in review

In 2024-25, TAFE Queensland strengthened its role as the primary SRTO for Norfolk Island apprentices and trainees. Following the signing of the TAFE Queensland Service Schedule under the IGA in December 2024, TAFE Queensland delivered flexible Vocational Education and Training options to support students and employers on Norfolk Island.

Highlights of the year included the successful completion of three apprentices, contributing to local workforce development. Additionally, nineteen students were supported to commence or continue their studies, improving access to education and training opportunities. This included availability of learning support and counselling services for individual needs. To support service delivery, a full-time project officer was appointed to strengthen engagement and improve outcomes for students and employers. Comprehensive internal resources were also developed to promote service continuity and maintain high-quality support for Norfolk Island's community.

Snapshot of the Year

Table 2. Activity Report: Summary of Support Services FY 2024-2025

Trade Area	Notifications Accepted *	Employee Resource Assessments Completed **	Active Apprentices/Trainees ***	Hours of Disability and/or Learning support provided ****
Automotive – General	3	2	3	7
Construction – General	6	2	3	12
Community Services – Childcare	0	0	1	20
Retail – Personal Services	1	1	1	4
Utilities - Electrotechnology	1	1	3	28
Furnishing – General	1	1	1	0
Total	12	7	12	71

* Receipt of notification engages TAFE Queensland as the SRTO, to deliver Vocational Education and Training.

** Employer Resource Assessments ensure appropriate scope of work and facilities are available at the employer's workplace.

***Number of indentured apprenticeships/traineeships active within the reporting period.

**** Indicative support hours include learning support provided in the classroom, at an individual level or in a group setting. Other confidential support services are available but cannot be identified in reporting as they are private and confidential.

Achievements

- Signed the TAFE Queensland Service Schedule under the IGA in December 2024, formalising training and related services to be provided by TAFE Queensland to Norfolk Island.
- Supported the successful completion of three apprentices in Certificate III in Light Vehicle Mechanical Technology, Certificate III in Plumbing and Certificate III in Beauty Services, contributing to workforce development on Norfolk Island.

- Assisted nineteen Norfolk Island students to commence or continue their studies, improving access to education and training opportunities.
- Planned the inaugural VET and Careers Forum in collaboration with Queensland and Australian Government departments, fostering a coordinated approach to showcasing training options for the Norfolk Island community.
- Inducted a dedicated full-time employee within TAFE Queensland to manage student and service delivery requirements, improving coordination and stakeholder engagement.
- Ensured Norfolk Island apprentices and trainees could access personalised learning and support programs as required, supporting students to progress in their chosen trade area.

Case Study

Following formal execution of the TAFE Queensland Service Schedule in December 2024, feedback from key stakeholders, including Queensland agencies, students and employers, highlighted a range of challenges faced during the initial months of implementation. Recognising the impact of these challenges on current and potential students and employers, TAFE Queensland identified the need for a dedicated employee to support service delivery to Norfolk Island.

In May 2025, a full-time project officer was recruited to focus exclusively on coordinating Norfolk Island service activities under the TAFE Queensland Service Schedule. This role was designed to streamline processes and enhance the overall experience for students and employers on the island.

Since the introduction of the project officer, feedback has been encouraging, and TAFE Queensland has strengthened its engagement with stakeholders to support continuous improvement in service delivery.

To assist students and employers and support seamless service continuity, TAFE Queensland has developed a comprehensive set of internal resources and guides. These tools are designed to maintain knowledge and service quality, including during personnel changes, so students and employers on Norfolk Island continue to receive consistent and reliable training and support.

Focus for 2025-2026

- Participating in the inaugural Norfolk Island Careers and VET Forum to assess training demand and support industry growth on Norfolk Island.
- Further supporting current and potential apprentices, trainees and employers by providing timely responses to enquiries to strengthen engagement and outcomes.
- Improving administrative processes to enhance student and stakeholder experiences.
- Providing tailored advice to internal delivery and administrative teams to support customised training arrangements for Norfolk Island students.
- Implementing a fee structure aligned with the Norfolk Island Employment Support Program – VET Assistance Guidance, to improve financial clarity and ensure compliance for TAFE Queensland services available to Norfolk Island residents.
- Continuing to develop comprehensive resources to support knowledge sharing within the organisation and ensure service continuity during personnel changes.

Queensland Corrective Services

Services

In accordance with the Custodial Services Schedule finalised on 28 June 2024, Queensland Corrective Services (QCS) is responsible for the custody of Norfolk Island prisoners in Queensland. This includes receiving prisoners from the custody of Australian Federal Police at Brisbane Airport and securely transporting them to a QCS facility.

The Custodial Services Schedule and *Corrective Services Act 2006* enable QCS to lawfully detain and manage Norfolk Island prisoners as if they were Queensland prisoners, so that comparable custodial management standards and community protection apply.

Year in review

In 2024-25, QCS received one Norfolk Island prisoner, who was remanded in custody after bail was refused by Norfolk Island authorities. The prisoner was later released on bail, pending a court outcome.

The current arrangements under the Schedule are for custodial services only. Community corrections services on Norfolk Island continue to be provided under existing local arrangements supported by the Australian Government. QCS has been working closely with the Australian Government and Norfolk Island authorities to examine future options, recognising the importance of consistent and effective offender management in supporting rehabilitation and community safety.

To support ongoing service delivery, QCS appointed a permanent position responsible for liaison, coordination and governance of custodial service delivery to Norfolk Island.

Focus for 2025-2026

- Strengthening operational governance by working in partnership with Queensland agencies, the Australian Government, and Norfolk Island authorities to ensure lawful detainment of prisoners and the secure and effective delivery of custodial services under the Custodial Services Schedule.
- Reviewing and refining the Custodial Services Schedule to ensure it is fit-for-purpose and reflective of operational requirements for the safe detention and release of Norfolk Island prisoners, while supporting community safety and reduced reoffending.
- Sharing information and resources relating to Victims Register with key Norfolk Island stakeholders, by partnering with the Australian Government to improve the visibility of the service.
- Supporting the Australian Government's consideration of options and feasibility for delivering parole and community corrections services to Norfolk Island.