

06 AUG 2025

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MS25-002333



**Australian Government**

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

**To: The Hon Kristy McBain MP, Minister for Regional Development, Local Government and Territories** (for decision)

**cc:** The Hon Catherine King MP, Minister for Infrastructure, Transport, Regional Development and Local Government

**Subject:** Appointment Process for Administrators of Norfolk Island and Christmas/Cocos (Keeling) Islands

**Critical Date:** Please action by 20 August 2025

**Recommendation/s:**

1. That you **agree** to an open, merit-based selection process to appoint the Administrators of Norfolk Island <sup>s22(1)(a)(ii)</sup> **Agreed** / Not Agreed
2. That you **agree** to a selection panel for the Administrators recruitment, chaired by the Deputy Secretary of Sport, Territories and Regions within the Department and including senior representatives from the Western Australian and Queensland Governments. **Agreed** / Not Agreed
3. That you **note** the current Administrators' terms both conclude on 26 May 2026. **Noted** / Please Discuss

<sup>s22(1)(a)(ii)</sup>

**The Hon Kristy McBain MP**

Date: 11/8/25

Comments:

<sup>s22(1)(a)(ii)</sup>

**Key Points:**

<sup>s22(1)(a)(ii)</sup>

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MS25-002333

s22(1)(a)(ii)

2. You play a key role in the appointment of these Administrators, deciding on the selection process and, in conjunction with the relevant Senior Portfolio Minister, managing the proposed appointments s47C. The positions are statutory appointments made by the Governor-General on the recommendation of the Australian Government.

3. Your office has advised that your preference is to engage the next Administrators through an open, merit-based process managed by the Department. The proposed timeline for this process is in the Additional Information section below.

4. As part of the first step in the merit-based process, the Department will work with your office on the recruitment process, including advertising and the Recruitment Package for the two Administrator positions. s47E(c)

s47E(c)

s47E(c)

The 2022 job advertisement for these positions is included at **Attachment A**

5. It is proposed that the Selection Panel be chaired by David Mackay, Deputy Secretary, Sport, Territories and Regions in the Department, and include Kim Forbes, First Assistant Secretary, Territories, and a senior representative of the Premier's departments of both the Western Australian and Queensland governments. The panel will provide you a pool of suitable merit-listed candidates for both positions, from which you will be able to choose those you wish to take forward through the s47C process.

s47E(c)

#### Financial impacts:

7. In 2025–26 there is \$1.23 million to meet the costs of the NI Administrator and his office. s22(1)(a)(ii)

#### Stakeholder Implications:

s22(1)(a)(ii)

9. After you have signed this brief, Ms Kim Forbes will advise both of the incumbent Administrators that the positions will be subject to a an open, merit-based process.

#### Consultation:

10. Legal Services will be consulted as part of the appointment process.

#### Media Opportunities:

The appointment of the next Administrators will be a key media opportunity.

#### Attachments:

Attachment A: 2022 advertisement for the Administrator positions

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MS25-002333

Cleared By: **Kim Forbes**  
Position: **First Assistant Secretary**  
Division: **Territories**  
Mob: s22(1)(a)(ii)  
Cleared Date: 6 August 2025

Contact Officer: Adam Stankevicius  
Section: IOT Branch  
Mob: s22(1)(a)(ii)

**Instructions for Ministerial Services:** Nil

**Do you require a signed hardcopy to be returned:** No

**Responsible Adviser:** s22(1)(a)(ii)

**PDMS Distribution List:** Jim Betts, David Mackay, Kim Forbes, Rebecca Rush, Adam Stankevicius s22(1)(a)(ii)  
s22(1)(a)(ii)

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**Additional Information:**

|                             |                |                                                            |
|-----------------------------|----------------|------------------------------------------------------------|
| <b>Appointment Timeline</b> | September 2025 | Advertise nationally for candidates                        |
|                             | October 2025   | Selection panel shortlisting and background checks         |
|                             | November 2025  | Candidate interviews, testing and reference checks         |
|                             | November 2025  | Proposed Candidate shortlist to Minister for consideration |
|                             | December 2025  | Cabinet consideration of appointment                       |
|                             | December 2025  | ExCo consideration                                         |
|                             | February 2026  | Sworn in by Governor-General                               |
|                             | March 2026     | Departmental Induction and household items uplift          |
|                             | April 2026     | Arrival on Island and handover from outgoing Administrator |
|                             | May 2026       | Commence role / Arrival of household items                 |

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

Opportunity Type  
Full-Time

Opportunity Status  
Ongoing;Non-Ongoing

Opportunity Employment Type  
Specified Term

APS Classification  
Statutory Appointment

**Closing Date**  
16/10/2022

Job Category  
Administration,  
Arts, Culture,  
Organisation Leadership,  
Other Management

Office Arrangement  
On Site

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

### **Administrator of the Territory of Christmas Island and the Cocos (Keeling) Islands and Administrator Norfolk Island**

📍 Christmas Island WA, Norfolk Island NSW

The Hon Catherine King MP, Minister for Infrastructure, Transport, Regional Development and Local Government, is inviting suitably qualified applicants to be considered for upcoming roles:

- **Administrator of the Territory of Christmas Island and the Cocos (Keeling) Islands** (Indian Ocean Territories), with the position available from late 2022
- **Administrator Norfolk Island**, with the position available from April 2023

The role of the Administrator of the Territory of Christmas Island (CI) and the Territory of the Cocos (Keeling) Islands (CKI) and the Administrator Norfolk Island, are full-time appointments made by the Governor-General of Australia, on the advice of the Australian Government, and approved through Cabinet and Federal Executive Council processes.

#### **About the roles**

The Christmas Island Act 1958 (Cth), Cocos (Keeling) Islands Act 1955 (Cth) and Norfolk Island Act 1979 (Cth) each provide the legislative basis for the governance of Australia's external territories, and vests administrative powers in the Minister for Regional Development, Local Government and Territories (the Minister).

The various ordinances made under each of the Acts, including the Administration Ordinance 1968 (CI), Administration Ordinance 1975 (CKI) and Norfolk Island Administrator Ordinance 2016, outline the requirements for appointing an Administrator. The Administrator is the senior Australian Government representative on island, exercising powers and performing functions in accordance with any instructions given to them by the Minister and pursuant to the ordinances.

#### **The key duties of the position include:**

##### **Key duties of the position**

As a senior Australian Government representative, the key role of an Administrator is to engage with and advocate on behalf of the communities they represent, informing the Minister and working

closely with the department. This includes facilitating conversations on economic, social, and environmental issues, and helping to shape initiatives and policy options.

Administrators carry out formal and ceremonial duties and have a range of statutory powers and functions delegated by the Minister relating to the delivery of government services. They also support and contribute to emergency management responses and may be asked to chair relevant committees such as the Kingston and Arthur's Vale Historic Area Advisory Committee on Norfolk Island.

Administrators are engaged for a period of up to three years, living on island, supported by a small on-island team and the Territories Division in the Department of Infrastructure, Transport, Regional Development, Communications and the Arts.

The Indian Ocean Territories and Norfolk Island communities are vibrant, proud, culturally diverse and steeped in tradition and history. Christmas Island is one of the world's most ecologically abundant locations featuring national parks with unique flora and fauna, while the Cocos (Keeling) Islands offer stunning pristine coastlines and tropical reefs. Norfolk Island is known for its unique biodiversity and landscape, sanctuary to some of the world's rarest birds and boasts a World Heritage listed site.

### **Who are we looking for**

To be considered for either role, you will have previously held a senior executive or eminent position, where you demonstrated a commitment to the highest standards of governance and personal and professional integrity. You will also be able to demonstrate an ability to:

- Shape and deliver local outcomes and accomplish shared objectives, through strong leadership, political astuteness, community engagement and excellent communication and interpersonal skills.
- Work closely with senior government officials and Ministers, perform formal and ceremonial duties, and support emergency management responses.
- Appreciate challenges faced by regional and remote people, particularly by remote-island communities, and navigate complexities with tact and discretion.

Tertiary qualifications in public policy or a relevant field and/or equivalent experience are desirable.

## **Eligibility**

### **Eligibility requirements**

- **Citizenship:** Candidates must be an Australian citizen to be eligible for these roles.
- **Police and background checks:** Preferred applicants may be the subject of police record checks and background checks.
- **Health Assessment:** The preferred applicant may be required to undergo a medical examination conducted by the department's preferred medical provider.
- **Security Clearance:** The successful candidate must be able to obtain and/or maintain a security clearance at Negative Vetting 1 Level. You must be willing to disclose all relevant and required information. You must have lived in Australia, or have a checkable background, for at least the preceding five years for Baseline Vetting clearances. More information on the security clearance vetting process is available on the [Australian Government Security Vetting Agency \(AGSVA\) website](#).

#### Contact Officer

Sarah Vandenbroek

#### Contact Phone

s22(1)(a)(ii)

#### Agency Employment Act

Christmas Island Act 1958 (Cth) and Norfolk Island Act 1979 (Cth)

#### Website

[Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts](#)

#### Position Number

41624

#### Vacancy Number

VN-0711915

#### Getting to know the Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts

Our work connects and enriches every Australian community, underpins our economy and society, and empowers our regions. We provide policy advice and deliver programs, projects and services in the infrastructure, transport, communications, sport and arts sectors, supporting our regions, cities and territories.

Our staff have the opportunity to work on high profile and diverse national projects that have a meaningful impact on the lives of all Australians. We seek people with a wide range of skills and competencies. Whether you write policy, deliver programs, projects or corporate services, or have experience in research, data or technology, we look for employees who are innovative, respectful and professional.

We are an inclusive employer and promote, value and support diversity among our employees with the aim of ensuring our workforce reflects, respects and benefits from diverse communities including Aboriginal and/or Torres Strait Islander peoples, people with cultural and linguistic diversity, people with disability and LGBTQI+ people. We are committed to achieving gender equality and, in particular, supporting women's progression into senior leadership.

[Learn More](#)



Australian Government

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

Choose an item

# ASSESSMENT REPORT STATUTORY APPOINTMENTS

## Territory Administrators Suitability Assessment

November 2025

| Description                                                          | Vacancy Detail                                                                                                                                                                                                 |
|----------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Position Reference Number                                            | 47158                                                                                                                                                                                                          |
| Position Title                                                       | Administrator of the Territory of<br>Christmas Island and the Territory of<br>Cocos (Keeling) Islands and<br>Administrator of Norfolk Island                                                                   |
| Classification                                                       | Statutory Appointments                                                                                                                                                                                         |
| Remuneration                                                         | Remuneration and allowances will be<br>paid in accordance with the relevant<br>Remuneration Tribunal determination.<br>(Remuneration and Allowances for<br>Holders of Full-time Public Office<br>Determination |
| Security clearance                                                   | Baseline                                                                                                                                                                                                       |
| Date Advertised - APS Jobs                                           | 25/09/2025                                                                                                                                                                                                     |
| Date Advertised – Other Platforms                                    | 26/09/2025                                                                                                                                                                                                     |
| Number of Applications Received                                      | s47E(c)                                                                                                                                                                                                        |
| Number of Candidates Selected for Further Assessment                 |                                                                                                                                                                                                                |
| Names of Candidates Withdrawn (across the suitability<br>assessment) |                                                                                                                                                                                                                |
| Executive Search Firm                                                | s22(1)(a)(ii) Executive Search                                                                                                                                                                                 |

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**SUITABILITY ASSESSMENT PANEL REPORT**  
**ADMINISTRATORS, NORFOLK ISLAND AND INDIAN OCEAN TERRITORIES**

**Conflicts of Interest**

s22(1)(a)(ii)

**Suitability Assessment**

The Suitability Assessment Panel have confirmed the candidates listed below meet all eligibility requirements for the advertised role.

**Norfolk Island preference**

s22(1)(a)(ii)

- Ms Fiona McKergow

s22(1)(a)(ii)

s22(1)(a)(ii)

| Panel Member | Name                                                                                                                                                                         | Signature                  | Date                                       |
|--------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------|--------------------------------------------|
| Chair        | <b>Mr David Mackay</b><br>Deputy Secretary Sport, Territories and Regions, Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts | Sign Here<br>s22(1)(a)(ii) | Click or tap to enter a date<br>25/11/25   |
| Member       | <b>Ms Kim Forbes</b><br>First Assistant Secretary Territories, Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts             | Sign Here<br>s22(1)(a)(ii) | Click or tap to enter a date<br>25/11/25   |
| Member       | <b>Ms Amanda Pickrell PSM</b><br>Deputy Director General, Intergovernmental Relations and Strategic Priorities, Department of the Premier and Cabinet, Western Australia     | Sign Here<br>s22(1)(a)(ii) | Click or tap to enter a date<br>24/11/2025 |
| Member       | <b>Mr David Sinclair</b><br>Associate Director-General, Implementation Division, Department of the Premier and Cabinet, Queensland                                           | Sign Here<br>s22(1)(a)(ii) | Click or tap to enter a date<br>24/11/25   |

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## Key duties of the position

**As the senior Australian Government representative, your key role as an Administrator is to support, shape, implement and communicate government policies on behalf of the Minister**, through advocacy, decision-making and delivering good governance, applying and upholding relevant legislation, regulations and policies. You will also represent the Australian Government in public, statutory, civic and ceremonial duties, including through public speaking and community engagement. You will:

- Proactively engage with the Minister, translating national priorities into meaningful action on island.
- Serve as the primary liaison between government and the islands' communities, businesses, cultural groups and local councils, ensuring government policies and intentions are conveyed clearly and effectively.
- Act as the on-island representative of the Australian Government, speaking at island events, hosting community forums and conducting public consultation processes.
- Ensure the Minister is kept informed on community issues, advising on local responses and fostering trust.
- Carry out formal and ceremonial duties, having a range of statutory powers and functions delegated by the Minister relating to the delivery of government services.

s22(1)(a)(ii)

**For the Administrator of Norfolk Island**, you also have executive responsibilities under Queensland and Commonwealth applied laws and ordinances, exercising delegated authority in areas such as, but not limited to, emergency management, crown land, planning transactions, animal importations, policing, dangerous drugs, and liquor importation. You also represent the Australian Government on a number of committees including as Chair of the Kingston and Arthur's Vale Historic Area Advisory Committee on Norfolk Island, and Chair of the Norfolk Island Governance Committee established by the Australian Government to develop a new, bespoke local governance model for Norfolk Island.

### Key responsibilities

#### Ministerial representation

Serve as the face and voice of the Australian Government, delivering on ministerial instructions and government priorities across social, economic and cultural agendas, and fulfilling ceremonial duties.

- Demonstrate exemplary adherence to the APS values (impartial, committed to service, accountable, respectful, ethical and stewardship).

#### Governance, statutory authority and frameworks

- Uphold powers and functions under the relevant ordinances, acting in accordance with the written direction from the Minister and handling delegated authorities responsibly.
- Proper use of government funds in line with the Public Governance, Performance and Accountability Act 2013 (PGPA Act).

#### Stakeholder engagement and communication

- Maintain strong relationships with local community groups and other stakeholders, advocating for Australian Government initiatives and speaking persuasively at public events and community consultations.
- Encourage and facilitate co-ordination between government agencies with an on island presence.

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- For Norfolk Island specifically, provide clear leadership and communications with the Norfolk Island community as they transition to a new local governance model.

**Who are we looking for**

To be considered for either role, you will have previously held a senior executive or eminent position, where you demonstrated a commitment to the highest standards of governance and personal and professional integrity. As a representative of the Australian Government, you will also be able to demonstrate an ability to:

- Represent ministerial and Australian Government priorities in multi-stakeholder public and community settings.
- Uphold the role of the Australian Government with authority, cultural sensitivity, tact and discretion, appreciating the cultural, religious and administratively complex community environments and challenges faced by diverse regional and remote people, particularly by remote-island communities.
- Shape and deliver local outcomes and shared objectives through effective public sector leadership and political astuteness.
- Work closely with senior government officials and Ministers, performing public formal and ceremonial duties, and supporting crisis management responses.
- Apply expertise and judgement in interpreting, applying and navigating legislation and delegated governance frameworks.
- Utilise established capability in strategic leadership, public communications, building trust and advocacy within remote or culturally rich communities.

Tertiary qualifications in public policy or a relevant field and/or equivalent experience are desirable.

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## Shortlisting

| Candidate Name | Selected for Further Assessment | Justification |
|----------------|---------------------------------|---------------|
| s22(1)(a)(ii)  |                                 |               |

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s22(1)(a)(ii)

|                |     |         |
|----------------|-----|---------|
|                |     |         |
|                |     |         |
| Fiona McKergow | Yes | s47E(c) |

s22(1)(a)(ii)

|  |  |  |
|--|--|--|
|  |  |  |
|--|--|--|

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## Comparative Assessment

| Candidate Name                                                                                                                                   | Strategic leadership and representation | Community and cultural engagement | Judgment and decision making | Resilience and adaptability in challenging contexts | Referee Feedback | Overall  |
|--------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------|-----------------------------------|------------------------------|-----------------------------------------------------|------------------|----------|
| <div>s22(1)(a)(ii)</div> <div>Fiona McKergow</div> <div>s22(1)(a)(ii)</div> <div>s47E(c)</div> <div>s22(1)(a)(ii)</div> <div>s22(1)(a)(ii)</div> |                                         |                                   |                              |                                                     |                  | Suitable |

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05 DEC 2025

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MS25-002883



**Australian Government**

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

**To: The Hon Kristy McBain MP, Minister for Regional Development, Local Government and Territories** (for decision)

**cc: The Hon Catherine King MP, Minister for Infrastructure, Transport, Regional Development and Local Government**

**Subject:** Appointment of the Administrator of <sup>s22(1)(a)(ii)</sup> [redacted]  
s22(1)(a)(ii) [redacted] the Administrator of Norfolk Island

**Critical Date:** Please action by 15 December to progress the Appointment process

**Recommendation/s:**

1. That you **note** the suitability assessment panel's report prepared to identify a pool of suitable candidates that could fill the <sup>s22(1)(a)(ii)</sup> [redacted] Administrator of Norfolk Island positions (Attachment A).

**Noted / Please Discuss**

2. That you **advise** your preferred candidates for appointment to each of the roles, for consideration by the Australian Government in accordance with Cabinet and Federal Executive Council processes.  
<sup>s22(1)(a)(ii)</sup> [redacted]

Norfolk Island:

*Ms Fiona McGregor*

<sup>s22(1)(a)(ii)</sup> [redacted]

**The Hon Kristy McBain MP**

Date: *9/2/26*

**Comments:**

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MS25-002883

### Key Points:

1. On 11 August 2025, you agreed the department undertake an open merit-based selection process to identify Administrators for the <sup>s22(1)(a)(ii)</sup> Norfolk Island (NI) (MS25-002333 refers).

s22(1)(a)(ii)

3. Suitability Assessment panel members included, Mr David Mackay, Deputy Secretary Sport, Territories and Regions as chair and Ms Kim Forbes, First Assistant Secretary, Territories as a panel member. External panel members included Ms Amanda Pickrell PSM Deputy Director General, Intergovernmental Relations and Strategic Priorities, Department of the Premier and Cabinet, Western Australia and Mr David Sinclair, Associate Director-General, Implementation Division, Department of the Premier and Cabinet, Queensland.

4. The roles were advertised on APSjobs 25 August to 14 October 2025. Digital advertising commencing 26 September was featured in the Australian Financial Review, The Australian, The Mandarin, LinkedIn and Seek.

s47E(c)

s22(1)(a)(ii)

### Norfolk Island

8. For the Administrator of NI, the suitability assessment panel identified <sup>s22(1)(a)(ii)</sup> Ms Fiona McKergow <sup>s22(1)(a)(ii)</sup> as suitable. Further information on the assessment of each candidate is contained in the selection report (Attachment A).

s22(1)(a)(ii)

### Next steps

10. You may select your preferred candidate for appointment to each of the Administrator roles informed by the suitability assessment panel's pool of suitable candidates or from other candidates you wish to put forward.

11. Subject to your advice on who you propose as your preferred candidates for appointment, the department will prepare a ministerial submission for you to write to the Prime Minister seeking approval. <sup>s47C</sup>

s47C

12. If approved by the Prime Minister <sup>s47C</sup> the appointment will be considered by the Federal Executive Council early 2026 and will take effect once approved by the Governor-General of the Commonwealth of Australia.

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MS25-002883

13. The proposed timeframes are greater than the suggested 3-month timeframe as advised in the Cabinet Handbook to allow for the additional time needed for the Governor-General's swearing-in ceremony, ahead of Administrators onboarding, relocating and commencing on-island as required.

**Financial impacts:**

s47E(c)

16. The department's appropriation covers the remuneration of both positions which is determined by the Remuneration Tribunal.

**Legal/Legislative impacts:** N/A.

**Stakeholder Implications:**

s47C

**Consultation:** N/A.

**Media Opportunities:** N/A

**Attachments:**

**Attachment A:** Selection panel report for Territory Administrators s22(1)(a)(ii) NI)

**Cleared By:** David Mackay

**Position:** Deputy Secretary

**Division:** Sport, Territories and Regions

**Ph:** s22(1)(a)(ii)

**Mob:** s22(1)(a)(ii)

**Cleared Date:** December 2025

**Contact Officer:** Kim Forbes

**Section:** Territories

**Ph:** s22(1)(a)(ii)

**Mob:** s22(1)(a)(ii)

**Instructions for Ministerial Services:** Nil

**Do you require a signed hardcopy to be returned:** No

**Responsible Adviser:** s22(1)(a)(ii)

**PDMS Distribution List:** Jim Betts, David Mackay, Kim Forbes, s22(1)(a)(ii)

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**Australian Government**

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

Dispatched to MO

12 MAR 2026

MS26-000527

**To: The Hon Kristy McBain MP, Minister for Regional Development, Local Government and Territories for decision**

**cc: The Hon Catherine King MP**

**Subject:** Appointments of the s22(1)(a)(ii) and the Administrator to Norfolk Island

**Critical Date:** Please action by **19 March 2026** to allow time for s47C and Federal Executive Council processes.

**Recommendations:**

s22(1)(a)(ii)

2. That you **agree** Ms Fiona McKergow is the preferred candidate to the role of Administrator of Norfolk Island, as required under the *Norfolk Island Act 1979*, for a period of up to three years from 1 June 2026.

Agreed / Not Agreed

3. That you **sign** the letter at **Attachment A** to the Prime Minister, the Hon Anthony Albanese MP, seeking his, or s47C to appoint s22(1)(a)(ii)

Signed / Not Signed

s22(1)(a)(ii)  
s22(1)(a)(ii)

**Ms Fiona McKergow** as Administrator of Norfolk Island.

s22(1)(a)(ii)

The Hon Kristy McBain MP

Date:

17/3/26

**Comments:**

~~PROTECTED CABINET~~**Key Points:**

1. As Minister for Regional Development, Local Government and Territories, you are responsible for the statutory appointments of <sup>s22(1)(a)(ii)</sup> [REDACTED] <sup>s22(1)(a)(ii)</sup> the Administrator of Norfolk Island.
2. These appointments are made by the Governor-General on advice from the Federal Executive Council (ExCo) and the Australian Government, subject to approval by the Prime Minister or <sup>s47C</sup> [REDACTED] under the following legislative provisions:
  - a. <sup>s22(1)(a)(ii)</sup> [REDACTED]
  - b. Administrator Norfolk Island: Section 5 of the *Norfolk Island Act 1979* (Cth).

<sup>s22(1)(a)(ii)</sup> [REDACTED]

4. On 9 February 2026, you advised <sup>s22(1)(a)(ii)</sup> [REDACTED] <sup>s22(1)(a)(ii)</sup> Ms Fiona McKergow as the preferred candidate for the position of Administrator of Norfolk Island (MS25-002883 refers at Attachment H).
5. We have prepared a letter for your signature to the Prime Minister seeking agreement to the appointment of <sup>s22(1)(a)(ii)</sup> [REDACTED] <sup>s22(1)(a)(ii)</sup> Ms McKergow as the next Administrator of Norfolk Island for a period of three years, at Attachment A.
6. Consistent with appointment requirements outlined in the Cabinet Handbook, the letter includes Appointment for Cabinet forms at <sup>s22(1)(a)(ii)</sup> [REDACTED] Attachment E, Private Interests Declarations at <sup>s22(1)(a)(ii)</sup> [REDACTED] Attachment F, and Curriculum Vitae at <sup>s22(1)(a)(ii)</sup> [REDACTED] Attachment G.
7. These appointments are not subject to the government policy on the gender balance target.

**Next steps:**

8. Subject to the Prime Minister's agreement to <sup>s22(1)(a)(ii)</sup> [REDACTED] Ms McKergow appointments, <sup>s47C</sup> [REDACTED]
9. <sup>s47C</sup> [REDACTED]
10. Following the <sup>s47C</sup> [REDACTED] decision, the Governor-General could consider the appointment at the Federal Executive Council meeting of 14 May 2026. The department will separately prepare relevant Federal Executive Council papers for your signature, which will be due 4 May 2026.
11. <sup>s47C</sup> [REDACTED]
12. It is desirable that the Governor-General appoints the new Administrators on or before 1 June 2026 as the current appointments both expire 31 May 2026.

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13. Once the Governor-General appoints s22(1)(a)(ii) Ms Fiona McKergow, we will seek your agreement to the terms and conditions of the appointment; provide a letter of congratulations to the new Administrators; develop Charter Letters in consultation with your office; and provide details of the Administrator's Swearing in Ceremony to be held in Canberra. s22(1)(a)(ii)

#### Financial impacts:

14. The department's appropriation covers the remuneration of both positions which is determined by the Remuneration Tribunal.

#### Legal/Legislative impacts:

15. The proposed appointments conform with applicable legislation.

#### Stakeholder Implications:

s47C

s22(1)(a)(ii)

#### Consultation:

We have consulted the Department of the Prime Minister and Cabinet, the department's Governance, Ministerial and Parliament Branch, and the department's Appointments team.

#### Media Opportunities:

16. We will work with your office to prepare media releases once the appointments process is finalised.

#### Attachments:

Attachment A: Proposed letter to the Prime Minister

s22(1)(a)(ii)

Attachment E Appointment Details Pro-Forma Ms Fiona McKergow (NI)

Attachment F: Private Interests Declaration Ms Fiona McKergow (NI)

Attachment G: Curriculum Vitae Ms Fiona McKergow (NI)

Attachment H: MS25-002883

Cleared By: **Ms Kim Forbes**  
 Position: **First Assistant Secretary**  
 Group: **Sport, Territories and Regions**  
 Ph: s22(1)(a)(ii)  
 Mob: s22(1)(a)(ii)  
 Cleared Date: 11 March 2026

Contact Officer: s22(1)(a)(ii)  
 Division: **Territories**  
 Ph: s22(1)(a)(ii)

**Instructions for Ministerial Services:** Attachment B-G need to be enclosed with the proposal letter to the Prime Minister at Attachment A and the letter copied to Minister King.

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**Do you require a signed hardcopy to be returned:** No

**Responsible Adviser:** s22(1)(a)(ii)

**PDMS Distribution List:** Jim Betts, Lisa Rauter, Kim Forbes, Adam Stankevicius, Kylie Donovan, s22(1)(a)(ii) and [appointments@infrastructure.gov.au](mailto:appointments@infrastructure.gov.au).

~~PROTECTED CABINET~~

~~PROTECTED CABINET~~**Additional Information:***Appointment processes*

These appointments must meet the appointments processes detailed in both the Federal Executive Council (ExCo) Handbook and the Cabinet Handbook.

These appointments are considered to be 'significant' Government appointments for the purposes of the Cabinet Handbook. As such, you must write to the Prime Minister seeking his approval of the appointments, s47C before they are made.

The letter to the Prime Minister with proposals of these appointments, Attachment A must be accompanied by the required s47C documentation, Attachments B to G.

The s47C documentation must reach the Prime Minister's office 15 working days before the s47C at which the appointment may be raised for consideration.

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## The Hon Kristy McBain MP

Minister for Emergency Management  
Minister for Regional Development, Local Government and Territories  
Member for Eden-Monaro

Ref: MS26-000527

The Hon Anthony Albanese MP  
Prime Minister  
Parliament House  
Canberra ACT 2600

Dear Prime Minister

I am writing to seek your approval, s47C to recommend  
to the Governor-General s22(1)(a)(ii)  
s22(1)(a)(ii) the appointment of Ms Fiona  
McKergow as the Administrator of Norfolk Island for a term of 3 years from 1 June 2026.

s22(1)(a)(ii)

s22(1)(a)(ii)

The Administrator of Norfolk Island is appointed by the  
Governor-General under the Norfolk Island Act 1979 and administers Norfolk Island on  
behalf of the Commonwealth.

s22(1)(a)(ii)

s22(1)(a)(ii) Ms McKergow were selected following a rigorous merit-based process  
conducted by the Department of Infrastructure, Transport, Regional Development,  
Communications, Sport and the Arts.

s22(1)(a)(ii)

I consider Ms McKergow as suitable for appointment as the Administrator of Norfolk Island.  
Ms McKergow is an experienced and composed senior diplomat with a proven record of

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leadership and engagement in complex international settings with sound judgement, cultural awareness and the ability to represent the government credibly and constructively.

I verify that the appointments comply with the applicable legislation and that any real or perceived conflict of interest with the proposed nominees has been considered and addressed.

Enclosed with this letter is an Appointment <sup>s47C</sup> form, a copy of <sup>s22(1)(a)(ii)</sup> Ms McKergow Curriculum Vitae and signed Private Interests Declaration. If you <sup>s47C</sup> confirm approval, <sup>s22(1)(a)(ii)</sup> Ms McKergow appointments will then be considered by the Federal Executive Council.

I have carefully considered the proposed appointees and believe they have the appropriate skills, experience and background to provide a valuable contribution as Administrators. I highly recommend this proposed appointment to you and look forward to your consideration of <sup>s22(1)(a)(ii)</sup> Ms McKergow appointments.

<sup>s47C</sup>

Yours sincerely

<sup>s22(1)(a)(ii)</sup>

Kristy McBain MP

17/3 /2026

Enc

cc The Hon Catherine King MP, Minister for Infrastructure, Transport, Regional Development and Local Government

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## APPOINTMENT DETAILS PRO-FORMA

|                      |                                                                                                              |
|----------------------|--------------------------------------------------------------------------------------------------------------|
| Proposing Minister/s | The Hon Catherine King MP, Minister for Infrastructure, Transport, Regional Development and Local Government |
|----------------------|--------------------------------------------------------------------------------------------------------------|

|                                               |                                 |
|-----------------------------------------------|---------------------------------|
| Organisation                                  | N/A                             |
| Proposed Position                             | Administrator of Norfolk Island |
| Is this a New Appointment or a Reappointment? | New appointment                 |

|                                                          |                                                                                                                                                                                                                                                                                                                                      |
|----------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Proposed Appointee                                       | Ms Fiona McKergow                                                                                                                                                                                                                                                                                                                    |
| Nominee's Current Position and / or Relevant Credentials | Ms McKergow is the former Australian High Commissioner to Cyprus (completed appointment on 20 January 2026). Currently fulltime ongoing employee of Department of Foreign Affairs and Trade. She is recommended due to demonstrated political acumen, resilience, and leadership suited to Territory Administrator responsibilities. |

s47F

|               |                         |                                                                                                                                                                                                         |
|---------------|-------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Proposed Term | 1 June 2026 for 3 years | Full time (FT)                                                                                                                                                                                          |
| Remuneration  | \$345,260               | Set by<br>Remuneration Tribunal<br>(Remuneration and Allowances for Holders of Full-time Public Office)<br>Determination 2025 made under subsections 7(3) and (4) of the Remuneration Tribunal Act 1973 |

|                                                                                                                                                                                                                                                            |                                                                                                                                                        |                                                      |     |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------|-----|
| Has the Australian Government Appointments Framework been followed?<br><br><a href="https://www.apsc.gov.au/publication/australian-government-appointments-framework">https://www.apsc.gov.au/publication/australian-government-appointments-framework</a> | No<br>The process for these appointments commenced prior to the commencement of the Australian Government's Appointments Framework on 2 February 2026. | Is the Private Interests Declaration attached?       | Yes |
|                                                                                                                                                                                                                                                            |                                                                                                                                                        | Is a current CV attached?                            | Yes |
| For all <u>other</u> vacancies, has the Minister addressed appointment options?                                                                                                                                                                            | A merit-based process that identified suitable candidates to fill the position. Minister Kristy McBain MP chose the preferred candidate.               | Is the current membership list of the body attached? | N/A |

|                                             |                                                                                     |
|---------------------------------------------|-------------------------------------------------------------------------------------|
| What is the legislative authority?          | Administrator Norfolk Island: Section 5 of the <i>Norfolk Island Act 1979</i> (Cth) |
| Have all legislative requirements been met? | Yes                                                                                 |
| Who appoints?                               | Governor-General                                                                    |

|                              |                                                      |       |               |
|------------------------------|------------------------------------------------------|-------|---------------|
| Departmental Contact Officer | s22(1)(a)(ii) Executive Officer Territories Division | Phone | s22(1)(a)(ii) |
|------------------------------|------------------------------------------------------|-------|---------------|

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All details must be supplied. Contact the Appointments team within your Department (if applicable) if you have any queries. If further assistance is required, contact Cabinet Division on 6271 6220 or [appointments@pmc.gov.au](mailto:appointments@pmc.gov.au).

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## PRIVATE INTERESTS DECLARATION

PROPOSED POSITION  
& ORGANISATION

Administrator to Norfolk Island

Please answer the following questions by circling the reply that applies to your personal circumstances.

**If you answer "yes" to any question, please provide details in the provided attachment to this form, signed and dated.** Please note that answering "yes" to any question does not necessarily preclude you from being appointed. Your response will be treated as confidential and will only be used for purposes connected with this proposed appointment.

|                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |          |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------|
| 1. Do you have any disclosable criminal convictions, i.e. convictions as an adult that form part of your criminal history other than those protected by the Spent Convictions Scheme (see Part VIIC of the <i>Crimes Act 1914</i> )?                                                                                                                                                                                                                                          | No       |
| 2. Are you, or have you been, the respondent or defendant in any civil or criminal court action (including as a company director or other office holder)?                                                                                                                                                                                                                                                                                                                     | No       |
| 3. (a) Have you ever been declared bankrupt, entered into a debt agreement under Part IX of the Bankruptcy Act 1996 (the Bankruptcy Act) or entered into a personal insolvency agreement under Part X of the Bankruptcy Act?<br>(b) If you are in a partnership, have any of your partners ever been declared bankrupt, entered into a debt agreement under Part IX of the Bankruptcy Act or entered into a personal insolvency agreement under Part X of the Bankruptcy Act? | No<br>No |
| 4. Has any business or commercial enterprise for which you, or if applicable your partner(s), have had responsibility ever gone into receivership or a similar scheme or arrangement?                                                                                                                                                                                                                                                                                         | No       |
| 5. During the last 10 years have you, or if applicable your partner(s), been the subject of a court order in connection with monies owing to another party?                                                                                                                                                                                                                                                                                                                   | No       |
| 6. Have you ever been summonsed or charged concerning non-payment of tax or outstanding tax debts, investigated for tax evasion or defaults, or negotiated with the Australian Taxation Office over outstanding tax debts?                                                                                                                                                                                                                                                    | No       |
| 7. Have you ever been the subject of a complaint to a professional body which has been substantiated, or is currently under investigation? Have you been subject to a formal conduct investigation? (if yes, please provide details).                                                                                                                                                                                                                                         | No       |
| 8. Have you ever been dismissed from employment because of a discipline or misconduct issue?                                                                                                                                                                                                                                                                                                                                                                                  | No       |
| 9. Are you the director of a company, sit on a board of any organisation, or hold any other professional roles or other Commonwealth roles (including advisory roles)? If yes, please provide details on the following page(s) on how this conflict of interest would be managed (please include all bodies, including not-for-profit).                                                                                                                                       | No       |
| 10. Do you or your immediate family have any financial interest in any company or business, or are you or your immediate family employed or engaged by any company or business, which might have dealings with, or an interest in the decisions of, the office to which you may be appointed? If yes, include advice in the attachment on how this conflict of interest would be managed.                                                                                     | No       |
| 11. Are you a lobbyist registered on the Australian Government's Lobbyists Register or the register of a state or territory? If yes, please provide details in the attachment.                                                                                                                                                                                                                                                                                                | No       |
| 12. Are you currently employed by the Commonwealth, the Administration of a Territory, or a public statutory corporation or incorporated company owned by the Commonwealth on a full-time/part-time basis?                                                                                                                                                                                                                                                                    | Yes      |
| 13. Is there any other information which could be relevant to your suitability for the appointment, or other information that should be disclosed to the Government prior to appointment (if yes, please provide details).                                                                                                                                                                                                                                                    | No       |

## ASSURANCE

I advise that to the best of my knowledge my private, business and financial interests, including taxation affairs, would not conflict with my public duties or otherwise cause embarrassment to myself or to the Government during my term of appointment. I also undertake to advise the responsible minister and recuse myself from any relevant matters should a situation arise in the future which might cause a conflict of interest with my responsibilities under, or otherwise impact on, this appointment.

s47F

Fiona s47F McKergow

10/03/2026

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|      |           |      |
|------|-----------|------|
| Name | Signature | Date |
|------|-----------|------|

## PRIVATE INTERESTS DECLARATION - ATTACHMENT

|                                     |                                 |
|-------------------------------------|---------------------------------|
| PROPOSED POSITION<br>& ORGANISATION | Administrator to Norfolk Island |
|-------------------------------------|---------------------------------|

Please provide details for all 'yes' answers to any question on the Private Interests Declaration form. Please detail how any conflict(s), actual or perceived, will be managed if appointed. Please note that responses to Q12 may be relevant to remuneration payable for part-time appointments with reference to section 7(11) of the *Remuneration Act 1973*. The Act provides that a person is not entitled to remuneration for part-time appointments when holding certain full-time employment, engagement or appointment. Your responses will be treated as confidential and will only be used for purposes connected with the proposed appointment.

Please provide conflict mitigation strategy(ies) for all current directorships, board and professional roles, as well as any matters noted under Question 13 on the previous page.

| QUESTION | DETAILS WITH CONFLICT MITIGATION STRATEGY                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
|----------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 12       | <p><i>Are you currently employed by the Commonwealth, the Administration of a Territory, or a public statutory corporation or incorporated company owned by the Commonwealth on a full-time/part-time basis?</i></p> <p>I am currently employed on a full-time basis by the Commonwealth in the Department of Foreign Affairs and Trade.</p> <p>I understand that under the Norfolk Island Administrator Ordinance 2016, I must seek the approval of the relevant Minister if I wish to hold other employment.</p> <p>Should I be offered the position of Administrator to Norfolk Island I intend to seek leave without pay from the Department of Foreign Affairs and Trade to take up the appointment. Should that request for leave without pay not be granted I will resign from my current employment in the Department of Foreign Affairs and Trade to take up the appointment.</p> <p>Should I be offered the position of Administrator to Norfolk Island I will resign from my current employment in the Department of Foreign Affairs and Trade to take up the appointment.</p> |

### ASSURANCE

|                                                                                                 |           |            |
|-------------------------------------------------------------------------------------------------|-----------|------------|
| I declare that to the best of my knowledge, the information provided above is true and correct. |           |            |
| Fiona s47F McKergow                                                                             | s47F      | 10/03/2026 |
| Name                                                                                            | Signature | Date       |

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## CURRICULUM VITAE

Name: Ms Fiona s47F McKergow

Former name (s): s47F

Residential address: s47F

Date of birth: s47F

Present position: Former Australian High Commissioner to Cyprus (completed appointment on 20 January 2026). Currently fulltime ongoing employee of Department of Foreign Affairs and Trade - on leave until 10 April 2026.

Educational and professional qualifications: 2018-2019: Graduate Certificate (Humanitarian Leadership) Deakin University, 2019  
1996-1997: Graduate Diploma (International Law) Australian National University  
1988-1992: - Bachelor Applied Science (Ecology & Wildlife Management), University of Canberra

Relevant experience: 2022-2026: Australian High Commissioner in Cyprus (SES Band 1)  
Aug-Nov 2021: Advisor, Multilateral Development Banks , Department of Foreign Affairs & Trade/DFAT (EL2)  
Mar-Aug 2021: DFAT Co-Lead civilian -military exercise (Pacific Sentry 21 HQJOC)  
July 2020-Feb 2021: A/g Consul General, Kolkata, India (SES Band 1)  
2017-2020: Director, Bangladesh, Nepal and Bhutan Section South Asia Division, DFAT  
2013-2017: Director, Microstates and Infrastructure Section Pacific Division, DFAT - managing \$200m+ Pacific Infrastructure program and development programs across Pacific microstates (Nauru, Kiribati, Tuvalu and North Pacific communities)  
2012-2013: Director, Climate Change, Environment and Disaster Risk Reduction Section, Pacific Division, DFAT  
2011-2012: Director, Pacific Regional Organisations & Environment Section Pacific Division, AUSAID  
2008-2011: Director, Kyoto Protocol (negotiator) International Division, Department of Climate Change

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1998-2008: Trade Policy Officer/Director SPS Biosecurity,  
Department of Agriculture, Fisheries and Forestry

1996-1998: Policy Officer, Environmental Legislation and  
Offshore Fisheries, Dept of Primary Industries and Energy (

1995-1996: Policy Officer, Environmental policy input for  
Indian Ocean External Territories.

1992-1993: Australian Heritage Commission, undertaking  
environmental and cultural assessments for sites nominated  
for heritage listing.

1992: Secretary, Australian Bird & Bat Banding Scheme.

Current board memberships: N/A

Former board memberships: 1997-2007: Gunuma Ski Lodge (not-for-profit community ski  
lodge, governing committee member)

s47F



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## Australian Government

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

MS26-000870

**To:** The Hon Kristy McBain MP, Minister for Regional Development, Local Government and Territories (for decision).

**cc:** The Hon Catherine King MP Minister for Infrastructure, Transport, Regional Development and Local Government

**Subject:** Federal Executive Council Documents - Administrator appointments for s22(1)(a)(ii)  
s22(1)(a)(ii) Norfolk Island

**Critical Date:** Please action by 4 May 2026 to have final papers to the Federal Executive Council (ExCo) by 4 May 2026. The papers are to be considered at the 14 May 2026 ExCo for the selection of a candidate for s22(1)(a)(ii)

s22(1)(a)(ii) the Administrator of Norfolk Island

|                                                                                                                                                                                            |                               |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------|
| <b>Recommendations:</b><br><span style="background-color: black; color: white;">s22(1)(a)(ii)</span>                                                                                       |                               |
| 2. That you <b>agree</b> to recommend to the Federal Executive Council (ExCo) the appointment of Ms Fiona McKergow as Administrator of Norfolk Island for 3 years beginning on 1 June 2026 | <b>Agreed / Not Agreed</b>    |
| <span style="background-color: black; color: white;">s22(1)(a)(ii)</span>                                                                                                                  |                               |
| 4. <b>Sign but do not date</b> the Executive Council minute at <b>Attachment C</b> recommending the Governor-General appoint Ms McKergow as Administrator of Norfolk Island.               | <b>Signed / Not Signed</b>    |
| <span style="background-color: black; color: white;">s22(1)(a)(ii)</span>                                                                                                                  |                               |
| 6. <b>Sign but do not date</b> the Instruments of Appointment at <b>Attachment F</b> for a commencement date of 1 June 2026 for the Administrator of Norfolk Island. The instrument        | <b>Noted / Please Discuss</b> |

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~~PROTECTED // CABINET~~

# Australian Government

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

is required to be printed and signed by the Minister on parchment paper (minimum 90 GSM) and delivered to Prime Minister s47C once signed.

s22(1)(a)(ii)

8. That you **initial** the bottom right-hand corner of each page of the Explanatory Memorandum, including Ms McKergow's curriculum vitae, explaining the recommended appointment of the Administrator of Norfolk Island to the Governor-General at **Attachment I** for commencement date of 1 June 2026.

Initialled / Not Initialled

9. That you **note** your talking points for the ExCo meeting at **Attachment J**

Noted / Please Discuss

s22(1)(a)(ii)

The Hon Kristy McBain MP

Date: 30/4/26

Comments:

### Key Points:

1. On 20 April 2026 Cabinet approved you recommending to the Governor-General that she s22(1)(a)(ii) and the appointment of Ms Fiona McKergow as Administrator of Norfolk Island, for three years 1 June 2026 to 31 May 2029 (MS26-000527 refers).

2. For this matter to be considered at the Executive Council meeting on Thursday, 14 May 2026, the signed documentation including the instrument (printed and signed on parchment paper (minimum 90 GSM)), must be received by the Executive Council Secretariat no later than Monday 4 May 2026. We are working with your office to manage this process. You have advised that your office will physically deliver the documents to the Executive Council Secretariat on this day.

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~~PROTECTED // CABINET~~

## Australian Government

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

3. Subject to Executive Council consideration and approval by the Governor-General, we will provide you with further briefing to finalise the appointment, including a draft media release and notification letters to <sup>s22(1)(a)(ii)</sup> [REDACTED] Ms McKergow, <sup>s22(1)(a)(ii)</sup> [REDACTED] <sup>s22(1)(a)(ii)</sup> [REDACTED]

#### Financial impacts:

4. The department's appropriation covers the remuneration of both positions which is determined by the Remuneration Tribunal.

#### Legal/Legislative impacts:

5. The proposed appointment conforms with applicable legislation.

#### Stakeholder Implications:

<sup>s47C</sup> [REDACTED]

<sup>s22(1)(a)(ii)</sup> [REDACTED]

#### Consultation:

9. We have consulted the Department of the Prime Minister and Cabinet, the department's Governance, Ministerial and Parliament Branch, and the department's Appointments team

#### Media Opportunities:

10. We will work with your office to prepare a media release once the appointment process is finalised.

#### Attachments:

<sup>s22(1)(a)(ii)</sup> [REDACTED]

Attachment C - Minute Papers for ExCo - Norfolk Island Administrator Ordinance 2016 (NI)

<sup>s22(1)(a)(ii)</sup> [REDACTED]

Attachment F - Instrument of Appointment for ExCo - NI

<sup>s22(1)(a)(ii)</sup> [REDACTED]

Attachment I - Explanatory Memorandum for ExCo - NI

Attachment L - Minister McBain Talking Points for ExCo meeting

Cleared By: Kim Forbes  
Position: First Assistant Secretary  
Division: Territories Division  
Mob: <sup>s22(1)(a)(ii)</sup> [REDACTED]  
Date: 29 April 2026

Contact Officer: <sup>s22(1)(a)(ii)</sup> [REDACTED]  
Section: Executive Officer to Kim Forbes  
Ph: <sup>s22(1)(a)(ii)</sup> [REDACTED]

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**MINISTER FOR REGIONAL DEVELOPMENT, LOCAL  
GOVERNMENT AND TERRITORIES**

Departmental No. 137 of 2026  
Executive Council

**Minute Paper for the Executive Council**

**Subject**

Meeting No.....

*Norfolk Island Administrator Ordinance 2016 (NI)*

Commission of Appointment of Administrator of the Territory  
of Norfolk Island

Approved in Council

Recommended for the approval of Her Excellency the Governor-General in Council that, by instrument in the attached form and under subsection 7(1) of the *Norfolk Island Administrator Ordinance 2016 (NI)* she appoint Fiona McKergow as Administrator of the Territory of Norfolk Island commencing on 1 June 2026 for a period of three years.

.....  
Sam Mostyn AC  
Governor-General

s22(1)(a)(ii)

.....  
Filed in the Records  
of the Council

.....  
Secretary to the Executive Council

Kristy McBain  
Minister for Regional  
Development, Local Government  
and Territories



*Norfolk Island Administrator Ordinance 2016 (NI)*

COMMISSION OF APPOINTMENT  
OF ADMINISTRATOR OF THE NORFOLK ISLAND

I, the Honourable Sam Mostyn AC, Governor-General of the Commonwealth of Australia, acting with the advice of the Federal Executive Council and under subsection 7(1) of the *Norfolk Island Administrator Ordinance 2016 (NI)*, appoint

**FIONA MCKERGOW**

to be Administrator of Norfolk Island for a period of three years, beginning on 1 June 2026.

Signed and Scaled with the  
Great Seal of Australia on  
2026

Sam Mostyn AC  
Governor-General

By Her Excellency's Command

s22(1)(a)(ii)



Kristy McBain  
Minister for Regional Development, Local Government and Territories

---

ENTERED ON RECORD by me, in Register of Patents No. \_\_\_\_\_ page \_\_\_\_\_, on \_\_\_\_\_  
Secretary to the Federal Executive Council

**EXPLANATORY MEMORANDUM**

Minute No. 137 of 2026 - Minister for Infrastructure, Transport and Regional Development

Subject - *Norfolk Island Administrator Ordinance 2016*

Administrator of the Territory of Norfolk Island – Appointment 2026

The proposed instrument would appoint Ms Fiona McKergow as Administrator of Norfolk Island for a period of three years beginning on 1 June 2026.

The Administrator of Norfolk Island is a statutory appointment made by the Governor-General under section 6 of the *Norfolk Island Administrator Ordinance 2016* (the NI Ordinance).

The NI Ordinance is made under section 19A of the *Norfolk Island Act 1979*. Section 6 of the NI Ordinance provides that there is to be an Administrator of the Territory.

Subsection 7(1) of the NI Ordinance provides that the Administrator is to be appointed by the Governor-General by written instrument.

Subsection 7(2) of the NI Ordinance provides that the Administrator holds office on a full-time basis.

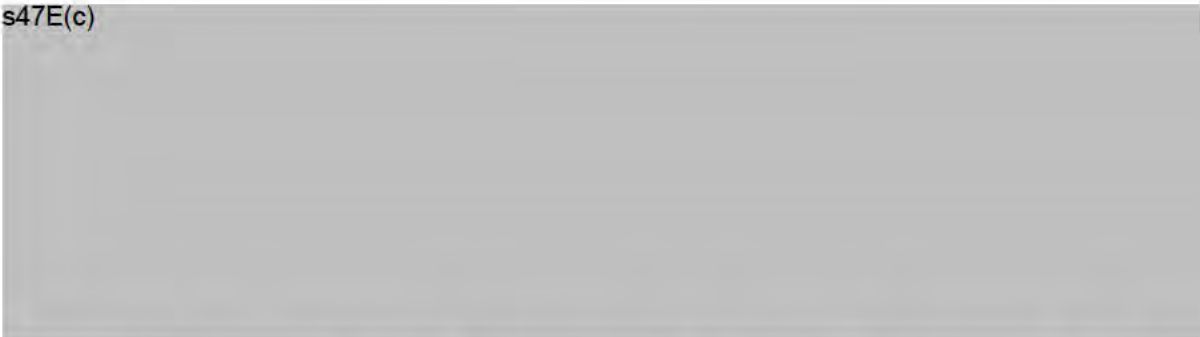
Subsection 7(3) of the NI Ordinance provides that the Administrator holds office during the Governor-General's pleasure.

The Minute proposes the appointment of Ms Fiona McKergow as Administrator of the Territory of Norfolk Island for a period of three years beginning on 1 June 2026.

The term of the previous Administrator, Mr George Plant, expires on 31 May 2026.

Ms McKergow was identified through a merit-based process as the as the most suitable candidate.

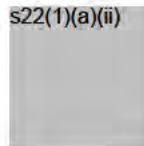
s47E(c)



The merit based process found Ms McKergow well suited to the Administrator role, with the experience to represent the Australian Government credibly and constructively.

The *Administrator Ordinance 2016* (NI) specifies no conditions that need to be satisfied before the power to make the proposed appointment may be exercised.

s22(1)(a)(ii)



Ms McKergow's curriculum vitae is attached.

The minute recommends that the appointment be made in the form proposed.

Authority: Subsection 7(1) of the *Norfolk Island Administrator Ordinance 2016*

s22(1)(a)(ii)



## Attachment J

## Talking Points for Federal Executive Council meeting

s22(1)(a)(ii)

- I recommend the appointment of Ms Fiona McKergow as Administrator of Norfolk Island for three years beginning 1 June 2026.

s22(1)(a)(ii)

- s22(1)(a)(ii) Ms McKergow were selected following a rigorous merit-based process conducted by the Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts.

s22(1)(a)(ii)

- I consider Ms McKergow as suitable for appointment as the Administrator of Norfolk Island. Ms McKergow is an experienced and composed senior diplomat with a proven record of leadership and engagement in complex international settings with sound judgement, cultural awareness and the ability to represent the government credibly and constructively.
- I have carefully considered the proposed appointees and believe they have the appropriate skills, experience and background to provide a valuable contribution as Administrators. I highly recommend this proposed appointment to you and look forward to your consideration of s22(1)(a)(ii) Ms McKergow appointments.

OFFICIAL: Sensitive

MS26-000959

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

Dispatched to MQ

12 MAY 2026

**To: The Hon Kristy McBain MP, Minister for Regional Development, Local Government and Territories** (for decision)**cc:** The Hon Catherine King MP, Minister for Infrastructure, Transport, Regional Development and Local Government**Subject:** Incoming Administrators of Norfolk Island s22(1)(a)(ii)  
- Charter and Congratulatory Letters**Critical Date:** Please action by 20 May 2026 to allow despatch of letters to the incoming Administrators after the Executive Council meeting being held on Thursday 14 May and before the swearing in ceremony to be held on Wednesday 27 May.**Recommendation/s:**

1. That you **sign** the congratulatory letter to the incoming Administrator of Norfolk Island (Attachment A).
2. That you **sign** the charter letter to the incoming Administrator of Norfolk Island (Attachment B), providing information about their role and setting out your expectations.

Signed / Not Signed

Signed / Not Signed

s22(1)(a)(ii)

5. That you **sign** the letter of appreciation to the outgoing Administrator of Norfolk Island, thanking them for their service. (Attachment D).

Signed / Not Signed

s22(1)(a)(ii)

**The Hon Kristy McBain MP**

Date:

20/5/26

**Comments:**

OFFICIAL: Sensitive

OFFICIAL: Sensitive

MS26-000959

**Key Points:**

1. The appointment of Ms Fiona McKergow as the Administrator of Norfolk Island s22(1)(a)(ii) are progressing through final approvals.
2. The letters at **Attachments A** s22(1)(a)(ii) contain a congratulatory message and well wishes for the respective appointees. This correspondence should be sent once their appointments are signed by the Governor-General, on advice from the Federal Executive Council and the Australian Government.
3. It is customary for the Minister with responsibility for Territories to provide a Charter Letter to the incoming Administrator of an Australian territory providing information about the role and setting out expectations for their term in office. The letter also provides information about entitlements and their delegated powers under legislation. Draft charter letters for each appointee are at **Attachments B** s22(1)(a)(ii)

**Financial impacts:** N/A**Legal/Legislative impacts:** N/A**Stakeholder Implications:**

s47C

s22(1)(a)(ii)

**Consultation:** Department of the Prime Minister and Cabinet

**Media Opportunities:** Ministerial media releases announcing the appointments and talking points were separately provided to your office on 22 April 2026. These are for publication following the Executive Council approval on Thursday 14 May 2026 and before the swearing in ceremony to be held on Wednesday 27 May.

**Attachment A:** Congratulatory letter to the incoming Administrator of Norfolk Island**Attachment B:** Charter letter to the incoming Administrator of Norfolk Island

s22(1)(a)(ii)

**Cleared By:** Kim Forbes  
**Position:** First Assistant Secretary  
**Division:** Territories Division  
**Mob:** s22(1)(a)(ii)  
**Cleared Date:** 11 May 2026

**Contact Officer:** s22(1)(a)(ii)  
**Section:** Territories Division  
**Mob:** s22(1)(a)(ii)

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MS26-000959

**Instructions for Ministerial Services:** Package contains five letters to be sent separately; two of the letters (Attachments <sup>s22(1)</sup><sub>(a)(ii)</sub> D) have further attachments, which are included in the text of the letter.

**Do you require a signed hardcopy to be returned:** No

**Responsible Adviser:** <sup>s22(1)(a)(ii)</sup>

**PDMS Distribution List:** Jim Betts, Lisa Rauter, Kim Forbes, Rebecca Rush, Ben Vincent, <sup>s22(1)(a)</sup><sub>(ii)</sub>  
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**The Hon Kristy McBain MP**

Minister for Emergency Management  
Minister for Regional Development, Local Government and Territories  
Member for Eden-Monaro

Ref: MS26-000959

Ms Fiona McKergow  
Administrator of Norfolk Island

via: s47F [redacted]@gmail.com

Dear Ms McKergow

On behalf of the Australian Government, I write to congratulate you on your appointment as the Administrator of Norfolk Island.

Your experience as a senior diplomat with a proven record of leadership and engagement in complex international settings, will provide a strong foundation for you to work with, and for, the people of Norfolk Island.

I will write to you separately outlining my specific expectations for you as Administrator during the term of your appointment.

I wish you well for your term as Administrator of Norfolk Island. It is a challenging and rewarding role, and I look forward to us working together for the benefit of the Norfolk Island community and its future.

Yours sincerely

s22(1)(a)(ii) [redacted]

Kristy McBain MP

20/5/2026

OFFICIAL: Sensitive



## The Hon Kristy McBain MP

Minister for Emergency Management  
Minister for Regional Development, Local Government and Territories  
Member for Eden-Monaro

Ref: MS26-000959

Ms Fiona McKergow  
Administrator of Norfolk Island

via: s47F @gmail.com

Dear Ms McKergow

On behalf of the Australian Government, congratulations on your appointment as Administrator of Norfolk Island (NI). I wish you well for a successful and productive term in one of the most distinct and culturally rich parts of Australia. I look forward to working with you to the benefit of the Norfolk Island community and its future prosperity.

To assist you in the role, this Charter Letter provides guidance on your delegations and responsibilities, articulates the principles for engagement with the media, and outlines the activities I require you to undertake in the performance of your role. As the Australian Government representative on Norfolk Island, you are responsible for supporting the implementation of the Australian Government's agenda, engaging with, and advocating on behalf of, the Norfolk Island community.

Your appointment is made under the *Norfolk Island Administrator Ordinance 2016*. The Governor General has appointed you for a period of three years, commencing on 1 June 2026. Your main role is to administer Norfolk Island on behalf of the Government, under instruction from me as the Minister with responsibility for Territories.

As you will be aware, the Administrator ensures Commonwealth resources and official information are not used for private purposes and that all engagements are conducted in a manner that maintains public confidence in the integrity and impartiality of the office.

In addition, the Administrator is expected to engage with all members of the community in an open and transparent manner, including through proactive sharing of appropriate information and identification of solutions to issues and priorities. I have every confidence that with your skills, this will be done constructively and sensitively.

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While you have completed a Private Interests Declaration as part of the appointment process, any future actual, potential or perceived conflict of interest (including personal, financial, professional, business or community affiliations) should be identified early and declared to me, either through my Office or the Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts (the department) and ensure appropriate mitigations are put in place.

**Terms and Conditions**

While the Administrator of the Territory of Norfolk Island is not employed under the *Public Service Act 1999*, in undertaking your role, I expect that you will adhere to the values and principles set out in the Australian Public Service (APS) Values, the APS Employment Principles and the APS Code of Conduct as shown in *Attachment A*.

The *Remuneration Tribunal (Remuneration and Allowances for Holders of Full-time Public Office) Determination 2025*, as amended from time to time, sets out the remuneration for the position. A summary of the terms and conditions of your appointment are detailed in *Attachment B*.

**Delegations and Leadership**

As Norfolk Island is an external territory of Australia, the laws of the Commonwealth apply unless applied laws provide for an alternative arrangement. Some New South Wales (NSW) and Queensland (Qld) laws apply to Norfolk Island as a form of subordinate Commonwealth law, unless another Commonwealth law overrides the application of the applied NSW or Qld law. The fundamental constituting law for the Territory is the *Norfolk Island Act 1979* (NI Act), which establishes the administrative and legislative systems for Norfolk Island.

Technically, the Norfolk Island Act and the *Norfolk Island Regulations 2021* provide that NSW and Qld laws apply automatically as laws of Norfolk Island (unless specifically excluded). However, currently the operation of all applied NSW and Qld laws are suspended in Norfolk Island, except for those applied NSW and Qld laws specified in Schedule 1 to the *Norfolk Island Applied Laws Ordinance 2016* and Schedule 1 to the *Norfolk Island Applied Laws and Service Delivery (Queensland) Ordinance 2021*.

Commonwealth Ordinances (made by the Governor-General) may suspend or repeal an applied NSW or Qld law (meaning it does not apply in Norfolk Island). A Commonwealth ordinance, or rules made by the Minister under a relevant ordinance, may amend an applied NSW or Qld law as it applies in Norfolk Island. The Norfolk Island Act automatically vests powers in state government officials to carry out state-type administrative functions where a service delivery arrangement is in place between the Commonwealth and that State. The Commonwealth currently has a service delivery agreement for Norfolk Island with Qld. Under the Norfolk Island Act, the Governor-General may make ordinances for the peace, order and good government of Norfolk Island.

In addition to Commonwealth law and applied NSW and Qld laws, Norfolk Island also has a category of laws known as 'Norfolk Island continued laws'. These are laws made by the Norfolk Island Legislative Assembly between 1979 and 2015 that were continued in force by the Norfolk Island Act after the end of self-government. Norfolk Island continued laws apply in Norfolk Island as a form of subordinate Commonwealth law and may be amended or

## OFFICIAL

repealed by a Commonwealth ordinance (or by rules made by the Minister under the *Norfolk Island Continued Laws Ordinance 2016*).

The Administrator is a statutory decision-maker under a number of these laws, with powers having been vested either by legislation or delegated via administrative arrangements. These decision-making powers are in relation to Commonwealth, Norfolk Island continued laws and NSW and Qld applied law. They are primarily administrative in nature, may be exercised daily and relate to a range of matters as detailed in the *Minister's Norfolk Island Delegation Instrument 2019*.

Senior officials also have delegated authority to make decisions, including the Secretary of the department and nominated officials in the Qld Government. When making decisions under these laws, please liaise with the department to ensure all relevant legal and policy matters have been considered.

In addition, staff within the Office of the Administrator and other relevant agencies (e.g. the Norfolk Island Regional Council) may hold delegated authority to make decisions under Commonwealth, NSW, and Qld legislative frameworks, or Norfolk Island continued laws, in accordance with applicable instruments and administrative arrangements.

You will receive support and guidance on the execution of your delegations and duties from both your staff and the Territories division in the department.

### Priorities

There are several significant priorities to address during your tenure, and I seek your active assistance, on my behalf, in supporting the community and ensuring it is well informed and meaningfully engaged with these priorities.

#### Governance on Norfolk Island

A significant priority during your tenure will be to support the transition to a new, bespoke governance structure on Norfolk Island. The Norfolk Island Governance Committee (NIGC), established in 2023, has made recommendations to the Australian Government about key elements of the new governance model. The NIGC comprises representatives of the Australian Government, Queensland Government and two community representatives, and is chaired by the Norfolk Islander Administrator. My department will brief you further on this work.

The Australian Government remains firmly committed to the restoration of local democratic governance on Norfolk Island. I would like you to lead this work with purpose and credibility, delivering it effectively and in a manner that builds community understanding, confidence, trust, and provides a stable and enduring foundation for Norfolk Island's future governance.

#### State Services Delivery

Budget Outcome 4: *Good governance and service delivery in the Australian territories including through the maintenance and improvement of the laws and serves for non-self-governing territories, and the overarching legislative framework for self-governing territories.*

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A key priority of the Government is to support improved access to services for the Norfolk Island community. This includes working closely with the Queensland Government, as the State service delivery partner, to ensure the effective provision of education services, health support, apprenticeship and traineeship support and training services, corrective services, and support of the expansion of additional State-level services over time.

It is expected that you will gain a detailed understanding of and support the implementation of the Intergovernmental Partnership Agreement (IGA) on State Service Delivery between the Australian and Queensland governments. The delivery of services through the IGA with the Queensland Government is fundamental to the achievement of the Government's policy objectives and to the department's contribution to meeting Outcome 4.

A strong leadership and advocacy role on behalf of the Australian Government is required for this priority. Including the provision of strategic, proactive, and considered leadership, and the ability to navigate uncertainty, address implementation challenges promptly, and ensure that service delivery arrangements continue to meet the needs of the Norfolk Island community and the Government's policy intent.

**Water Quality**

The Australian Government is undertaking several actions in the immediate and long-term to improve water quality on Norfolk Island, including the Norfolk Island Marine Park and the Kingston and Arthur's Vale Historic Area (KAVHA).

You will need to place a strong emphasis on meaningful consultation and close collaboration with the Norfolk Island community to develop and implement innovative and effective solutions to address water quality challenges. It is expected that you will undertake this work in close partnership with the department, ensuring appropriate coordination and oversight.

**Economic Diversification**

Tourism is the principal industry on Norfolk Island, while local production is largely limited to small-scale food producers and private growers. As a result, the Norfolk Island community remains heavily reliant on imported food and goods. As with any economy that is dependent on a single dominant industry, the reliance on tourism exposes Norfolk Island to significant vulnerability in the event of external shocks.

I ask that you work closely with local businesses and stakeholders to identify and actively promote opportunities to diversify the Island's economic base to build resilience to shocks. This includes encouraging the establishment and growth of complementary and emerging industries that will strengthen economic growth, reduce reliance on tourism revenues, and support sustainable long-term economic development for Norfolk Island.

**Engaging with Communities**

A key part of your role is to regularly engage with the community on social, cultural, economic and environmental issues. This will require you to build and sustain constructive relationships with community members, Australian Government agencies and other organisations operating on the Island. To support you in this role, I have asked the department to ensure you are kept appropriately informed of key initiatives across government that may benefit Norfolk Island, including relevant Australian Government

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grant programs, enabling you to act as an effective conduit between the Government and the community.

The Administrator hosts and attends meetings and forums with key stakeholders and relevant government department officials as appropriate, to discuss emerging issues, provide certainty and feedback, and gain information on priorities and initiatives.

As the Government's senior representative in Norfolk Island, I encourage you to actively host functions that celebrate or commemorate events of national or cultural significance. This involvement demonstrates respect for the diversity within the community and helps strengthen connections between residents and the administration.

Examples of important occasions may include ANZAC Day, Australia Day and Bounty Day. To assist you in fulfilling these responsibilities, a comprehensive guide to official hospitality will be provided in your induction pack. This resource will offer practical advice and protocols to ensure your involvement at these events is both appropriate and meaningful.

**Chairing meetings**

The KAVHA Advisory Committee is chaired by the Administrator of Norfolk Island. This committee provides expert and community-based advice to my department to inform the effective management, conservation and stewardship of the KAVHA site. In fulfilling this role as the Chair, you are responsible for ensuring that the committee remains cognisant of its advisory status and that, while its advice is valued and carefully considered, responsibility for the management, decision-making and statutory accountability for KAVHA rests with the department.

**Informing communities**

Providing advice about funding and other opportunities empowers communities to develop local solutions. The Administrator can utilise key communication channels—including media releases, notices, social media, and newsletters—to engage with the local community. These platforms can be used to convey information such as funding announcements, service changes, emerging issues, opportunities for consultation, engagement meetings and forums, responses to community concerns, and the promotion of on-island events or official visits.

The establishment of a program of regular, planned meetings with key stakeholders to provide structured opportunities for Islanders to raise specific and emerging issues will be beneficial. Where appropriate, the meetings may also include relevant government departments. The meetings can also serve as a mechanism for you to provide feedback to the community on Government priorities, initiatives and responses to issues raised.

Issuing of a monthly newsletter providing updates on key issues and activities across Norfolk Island, including progress on capital works projects and information on new or emerging government initiatives and programs has had a positive impact to date. The regular and disciplined release of newsletters and media statements are an important mechanism for demonstrating accountability, fostering trust, and modelling the APS commitment to open, professional and constructive engagement. This approach also supports the ongoing

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strengthening of the visibility, authority and credibility of the Administrator's role within the community.

As the Government's principal representative in Norfolk Island, all communications issued by the Administrator are regarded as public documents and considered official statements. Such communications may generate government records which must be managed appropriately according to protocols for public dissemination and must contain only information authorised for public release. The Territories Division - Communications Section provides comprehensive media and communications support to the Administrator, including assistance in developing communication templates, collateral, and regular content updates.

Staff within your office, as well as department officials, will support these activities and ensure you are kept informed of any initiatives that may benefit Norfolk Island.

**Reporting and Advice to Government**

The Government invests significant resources in Norfolk Island, including through service delivery arrangements with the Qld Government. It is important that the Australian Government adapts to meet the changing needs and priorities of the Norfolk Island community. I would like you to maintain a strong and productive working relationship with my office and provide regular updates to my office and the department on matters of importance to the community.

Feel free to contact my office or the department at any time if you need advice.

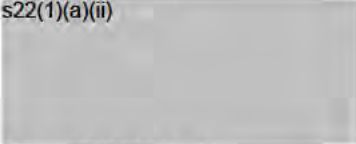
**Engaging with the Media**

The Administrator is often called upon by media outlets to comment on Government policies, programs or operations. Please remember that all comments to the media should be made as a representative of the Government. Principles underlying your engagement with the media are at *Attachment C*.

I wish you all the best in your appointment and look forward to our working relationship to support the Norfolk Island community.

Yours sincerely

s22(1)(a)(ii)



Kristy McBain MP

20/5/2026

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## Attachment A

**Code of Conduct and Values**

The Code of Conduct requires that an APS employee must:

- behave honestly and with integrity in connection with APS employment;
- act with care and diligence in connection with APS employment;
- when acting in connection with APS employment, treat everyone with respect and courtesy, and without harassment;
- when acting in connection with APS employment, comply with all applicable Australian laws;
- comply with any lawful and reasonable direction given by someone in the employee's Agency who has authority to give the direction;
- maintain appropriate confidentiality about dealings that the employee has with any Minister or Minister's member of staff;
- take reasonable steps to avoid any conflict of interest (real or apparent) and disclose details of any material personal interest of the employee in connection with the employee's APS employment;
- use Commonwealth resources in a proper manner and for a proper purpose;
- not provide false or misleading information in response to a request for information that is made for official purposes in connection with the employee's APS employment;
- not improperly use inside information or the employee's duties, status, power or authority:
  1. to gain, or seek to gain, a benefit or an advantage for the employee or any other person; or
  2. to cause, or to seek to cause, detriment to the employee's Agency, the Commonwealth or any other person.
- at all times behave in a way that upholds the APS Values and Employment Principles, and the integrity and good reputation of the employee's Agency and the APS;
- while on duty overseas, at all times behave in a way that upholds the good reputation of Australia; and
- comply with any other conduct requirement that is prescribed by the regulations (available at Public Service Regulations 1999 ([www.legislation.gov.au](http://www.legislation.gov.au))).

**APS Values**

- **Impartial:** The APS is apolitical and provides the Government with advice that is frank, honest, timely and based on the best available evidence.
- **Committed to service:** The APS is professional, objective, innovative and efficient, and works collaboratively to achieve the best results for the Australian community and the Government.
- **Accountable:** The APS is open and accountable to the Australian community under the law and within the framework of Ministerial responsibility.
- **Respectful:** The APS respects all people, including their rights and their heritage.
- **Ethical:** The APS demonstrates leadership, is trustworthy, and acts with integrity, in all that it does.

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## Attachment B

**Terms and Conditions****Salary and superannuation**

The Remuneration Tribunal determines the remuneration for the Administrator including a base salary for superannuation purposes. The Remuneration Tribunal's determinations can be found at [www.remtribunal.gov.au/full-time-offices](http://www.remtribunal.gov.au/full-time-offices).

**Official residence**

The Administrator's residence on NI, Government House is provided as part of your appointment. The residence is fully furnished, and staff are provided to preserve the heritage character of the property and to ensure it is appropriately prepared for official functions consistent with the requirements of the residence. The Office of the Administrator is responsible for the management of staff and the coordination of official functions conducted at Government House.

Government House and its contents are Australian Government assets, it is expected that these are always treated with due care and respect. Regular stocktakes of the residence and its contents are undertaken by staff of the Office of the Administrator. As staff at Government House are managed by the Office of the Administrator, any operational or property-related matters can be referred to that office for action. Electricity, water and other utility services required for the maintenance and running of the residence are provided by the department.

Internet at the residence is provided for business and reasonable personal use and includes a Foxtel account.

**Vehicle**

The department will provide one fully maintained vehicle for your official use, at no cost to you, for the duration of your appointment.

**Relocation assistance**

The department will meet all reasonable costs of uplift to Government House, Norfolk Island. The Office of the Administrator will liaise with you to arrange relocation.

**Official Hospitality**

The Administrator has funding for official hospitality; the funding may be used to provide hospitality to persons to facilitate the achievement of one or more Commonwealth policy objectives. To note, funding does not extend to departmental officials. Any decision to spend relevant money on official hospitality must be publicly defensible.

Official hospitality may include the provision of refreshments, entertainment, gifts of relevant property, prizes, or other benefits. In accordance with the department's Accountable Authority Delegations, an *Official Hospitality/Business Catering Application* must be submitted and approved by the financial delegate prior to committing the provision of official hospitality. The form must include a clear business need with the nature of all costs being reasonable, appropriate, and publicly defensible as determined by the delegate.

**OFFICIAL****Official travel**

Official travel arrangements are set out in the *Remuneration Tribunal (Official Travel) Determination 2022 Compilation No. 1 (Official Travel Determination)*. The Administrator's travel tier is specified in the Remuneration Determination. All official travel by the Administrator is to be approved in advance by the Minister or the Minister's delegate. Please seek approval prior to booking travel using the Application for Travel and/or Leave form. Include the purpose of travel, proposed dates and whether travel goes to their principal place of residence. Submit the form to the First Assistant Secretary, Territories.

**Recreation leave**

Recreation leave is provided in accordance with the *Remuneration Tribunal (Recreation Leave for Holders of Relevant Offices) Determination 2018*. It must be approved in advance by the Minister or the Minister's delegate. Please complete the Application for Travel and/or Leave Form and submit for approval through the First Assistant Secretary, Territories and copy in [payrollservices@infrastructure.gov.au](mailto:payrollservices@infrastructure.gov.au).

**Other leave**

Other leave including personal, carers and compassionate leave will be considered by the Minister or the Minister's delegate on a case-by-case basis. At the earliest opportunity, please notify the First Assistant Secretary, Territories and [payrollservices@infrastructure.gov.au](mailto:payrollservices@infrastructure.gov.au) of leave requirements.

**Outside employment**

The Administrator should not engage in paid employment outside the duties of their office without the responsible Minister's approval.

**General**

If an issue arises that isn't addressed by these terms and conditions, please evaluate the situation, actions, and associated costs to ensure they represent efficient, effective, and ethical use of public resources.

**Definitions**

**Department** – means Commonwealth Department with responsibility for the Territories

**Minister** – means the Commonwealth Minister with portfolio responsibility for the Territories

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## Attachment C

**Media Engagement**

The Administrator is a representative of the Government, and all media engagements are expected to be conducted within that context, in addition, the Office of the Minister is to be given notice of significant events or any media comment which may gain traction in the wider media.

Any public comment is to align with the Government's policies. Please discuss and seek advice on matters of Government policy from the Office of the Minister with responsibility for Territories. The Minister's Office is responsible for seeking guidance from the relevant Ministerial Office to support the Administrator.

General principles for engaging with the media and on social media can be found on the APSC website at [www.apsc.gov.au](http://www.apsc.gov.au) or sourced from the department.

Social media: Guidance for Australian Public Service Employees and Agencies | Australian Public Service Commission

Factsheet: Personal Behaviour on Social Media | Australian Public Service Commission

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

# ADMINISTRATOR OF NORFOLK ISLAND

## Introduction and Guide

## Norfolk Island Legislative Framework

**May 2026**

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# Norfolk Island Legislative Framework

Norfolk Island was accepted by the Commonwealth as a territory of the Commonwealth under the *Norfolk Island Act 1913 (Cth)*. Norfolk Island became a territory of the Commonwealth in 1914 when Norfolk Island was placed under Commonwealth authority under Orders in Council to that effect made by the King. Section 122 of the Australian Constitution authorises the Commonwealth to make laws for the government of a territory of the Commonwealth.

## Courts

The Norfolk Island justice system comprises two main courts and a tribunal: the Supreme Court of Norfolk Island, the Court of Petty Sessions of Norfolk Island, and the Administrative Review Tribunal.

The Supreme Court is Norfolk Island's superior court, and it has unlimited jurisdiction in civil matters and is referred the most serious criminal matters on island. It has jurisdiction to hear appeals from both the Court of Petty Sessions and the Administrative Review Tribunal. Decisions made by the Supreme Court are appealable to the Federal Court of Australia and the High Court of Australia (with special leave).

The Court of Petty Sessions is Norfolk Island's inferior court, and it exercises jurisdiction over all summary offences and all civil claims to the value of \$60,000, comprising the majority of criminal and civil cases in Norfolk Island.

The Administrative Review Tribunal conducts merits review on a limited range of administrative decisions under laws made by the former Legislative Assembly (known as continued laws).

The Chief Magistrate of the Court of Petty Sessions is an integral office in the Norfolk Island justice system. In addition to managing the Court of Petty Sessions, the Chief Magistrate is also the President of the Administrative Review Tribunal and has been appointed by the Administrator as the Coroner of Norfolk Island. The Chief Magistrate is appointed by the responsible Commonwealth Minister under section 6 of the *Court of Petty Sessions Act 1960 (NI)*. The current Chief Magistrate Wendy Cull's current term ends in June 2027.

Norfolk Island also has a Coroner's Court, Mental Health Tribunal and Employment Tribunal. The Director of the Office of the Administrator is the Secretariat for the Mental Health Tribunal.

## Legislation

Norfolk Island was accepted by the Commonwealth as a territory of the Commonwealth under the *Norfolk Island Act 1913 (Cth)*. Norfolk Island became a territory of the Commonwealth in 1914 when Norfolk Island was placed under Commonwealth authority under Orders in Council to that effect made by the King. Section 122 of the Australian Constitution authorises the Commonwealth to make laws for the government of a territory of the Commonwealth.

The main types of laws that are in force in Norfolk Island include:

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## Commonwealth Legislation

Commonwealth laws, which include Acts, ordinances made under section 19A of the NI Act and other instruments made under Acts, (including for example, regulations) are in force in Norfolk Island, unless expressly provided otherwise. For example, the *Telecommunication Act 1997 (Cth)* does not currently apply to Norfolk Island.

From July 2016, Commonwealth laws were applied to Norfolk Island including those relating to taxation, customs, biosecurity, immigration, social security, Medicare and Pharmaceutical Benefits Scheme. Each law is administered by the relevant responsible Commonwealth Minister.

## Commonwealth Ordinances

Section 19A The *Norfolk Island Act 1979 (Cth)* (the NI Act) authorises the Governor-General to make ordinances “for the peace, order and good government of Norfolk Island”.

Ordinances are a form of Commonwealth legislation. They are subordinate legislation like regulations, but the ordinance-making power is plenary in nature, whereas the power to make regulations is usually limited to specified subject matter.

Norfolk Island ordinances may amend, repeal or suspend Norfolk Island continued laws.

Norfolk Island ordinances may also amend, repeal, or suspend applied laws in force on Norfolk Island.

A significant part of the complexity of the Norfolk Island legislative framework arises from the fact that all Norfolk Island continued laws and applied laws must be read in conjunction with any amending ordinances.

There are many ordinances applying on Norfolk Island. Some examples of significant ordinances applying are:

- *Norfolk Island Continued Laws Ordinance 2015* – this ordinance amends and repeals continued laws, as made by the former Norfolk Island Legislative Assembly before 2015;
- *Norfolk Island Applied Laws Ordinance 2016* – this ordinance applies, amends and suspends certain New South Wales laws; and
- *Norfolk Island Applied and Service Delivery (Queensland) Ordinance 2021* – this ordinance applies, amends and suspends certain Queensland laws.

## Norfolk Island Continued Laws

The former Norfolk Island Legislative Assembly (1979-2015) had the power to make laws for Norfolk Island. Some of these laws have been preserved following the end of self-government and continue in force. These are generally referred to as Norfolk Island continued laws. Examples of these include:

- the *Liquor Act 2005 (NI)*, which relates to the responsible sale and consumption of liquor through the establishment of a scheme of licences and permits; and
- the *Lunacy Act 1932 (NI)*, provides a limited and outdated framework for the care of people with mental illness.

Many of the older continued laws in force on Norfolk Island are inconsistent with modern Australian legislation. The department has an ongoing program of work to update and modernise Norfolk Island’s legislation, in consultation with the Norfolk Island.

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The Norfolk Island continued laws may be amended, repealed or suspended by ordinances made by the Governor-General under section 19A of the Norfolk Island Act, and should be read in conjunction with any relevant ordinances.

For example, the *Fire Control Act 2000* (NI) was amended by the *Norfolk Island Continued Laws Amendment (Fire Control) Ordinance 2023* to update provisions relating to matters such as permits, penalties and the powers of the Norfolk Island Chief Fire Control Officer.

## Applied State Laws

With the transition to Queensland as the Australian Government's state service delivery partner, applied NSW laws will be phased out as Queensland laws are applied.

On 16 December 2021, the Governor-General made the *Norfolk Island Regulations 2021*, listing Queensland as an applied laws jurisdiction under the NI Act. Listing Queensland as an applied laws jurisdiction allows for the necessary Queensland legislation needed for Queensland delivery of services to operate on Norfolk Island (with amendments as needed to make the laws contextually appropriate for the island).

On the same day, the Governor-General also made the *Norfolk Island Applied Laws and Service Delivery (Queensland) Ordinance 2021*. The Ordinance suspends legislation that is not required to support the delivery of state services.

## The Development Of Legislation

Legislation development involves significant time and resources. Preparing an ordinance involves much the same preparation and approvals process as a bill. Once policy intent has been established, the process of drafting, consulting on and approving legislation can require up to 18 months, and lengthy or complex laws may require additional time for consultation and dealing with unanticipated law design issues.

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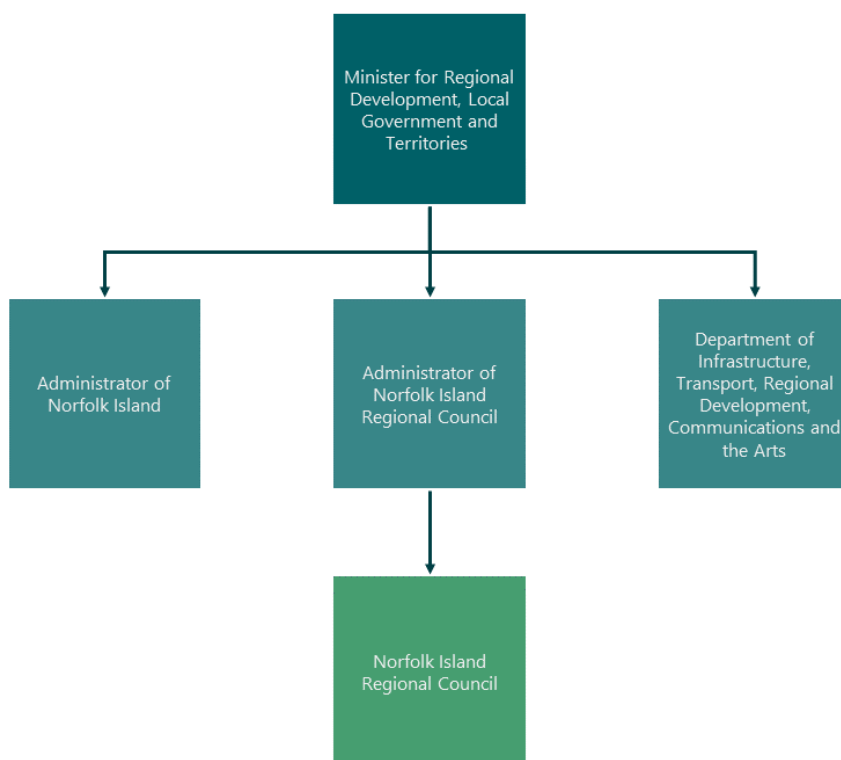
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## Minister for Regional Development, Local Government and Territories

The following chart demonstrates the relationship between the Minister responsible for the Territories, the Administrator, the department, and the Norfolk Island Regional Council.

- The Administrator is a statutory appointment made by the Governor-General by instrument under the *Norfolk Island Administrator Ordinance 2016*, and reports to the Minister in accordance with their obligations under the Ordinance.
- The department has responsibility for administration of Norfolk Island under the Administrative Arrangement Orders, and reports to the Minister under arrangements made in accordance with the *Public Service Act 1999*.
- The Norfolk Island Regional Council (currently under administration until December 2026) is responsible to the Minister under the *Local Government Act 1993 (NSW)(NI)*. The NIRC Administrators have independent decision-making power, and the Minister can dismiss the Council under the Local Government Act 1993 (NSW)(NI).



## Delegation of Commonwealth Minister Powers

Under the applied laws framework, and subject to statutory limitations, powers vested in a person or authority (other than a court) are generally taken to be vested in the responsible Commonwealth Minister. Those powers may then be delegated by the Commonwealth Minister, where delegation is permitted.

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Under the continued laws framework:

- Powers expressed to be conferred on a Minister, Administrator, or other executive officer are taken to be conferred on the Commonwealth Minister and may be delegated by the Commonwealth Minister, subject to any statutory constraints.
- Powers expressed to be conferred on a Commonwealth Minister as a result of amendment by ordinance are delegable by the Commonwealth Minister; and
- Powers expressed to be conferred on the Commonwealth Minister otherwise than by amendment by ordinance are not delegable and must be exercised personally by the Commonwealth Minister.

The *Minister’s Norfolk Island Delegation Instrument 2019* sets out the continued-law powers that are delegated by the Commonwealth Minister. However, the instrument must be interpreted and applied in accordance with the principles outlined above. The instrument cannot, and does not, delegate powers that are non-delegable as a matter of law.

Accordingly, broad expressions of delegation within the instrument may, in some instances, require careful interpretation. By way of example, while the instrument states that all Commonwealth Minister roles under the *Police Act 1931 (NI)* are delegated, not all such powers are in fact delegable. Certain functions—such as the appointment of members of the Norfolk Island Police Force under section 4 of that Act—must be exercised personally by the Commonwealth Minister. The instrument therefore operates to delegate only those powers that are legally capable of delegation in accordance with the applicable principles.

The Delegation Instrument expressly excludes any regulation-making powers.

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# ADMINISTRATOR OF NORFOLK ISLAND

## Introduction and Guide

## Events and Functions

May 2026



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# Government House programs

The Administrator's program drives much of the activity of Government House. The program is developed by the Office of the Administrator overseen by the Director in consultation with the Administrator. It brings together all the Administrators constitutional, ceremonial and community commitments as well as making adequate preparation time, together with time for rest and work/life balance.

## Events and functions

Most events in the program are in response to constitutional and ceremonial commitments, and requests from community organisations for the Administrator to host or attend an event. The Director of the Administrator's Office receives all invitations in the first instance from the team and makes recommendations to the Administrator for consideration. In addition, the Office of the Administrator undertakes its own program in support of Government House. This program is predominantly comprised of supporting public access (including tours), capital works and routine maintenance.

## Event briefs

A detailed activity brief is prepared by the Director of the Administrator's Office for all events and functions hosted or attended by the Administrator.

## Program of Activities

The Administrator's program consists of six major categories of event. The categories are:

- Statutory responsibilities
- Calls – Community, guests of Government
- External events – Award presentations, opening of buildings, ANZAC Day services, sporting events
- Internal events – receptions, morning/afternoon teas, lunches, dinners
  - To mark special occasions for not-for-profit groups
  - For initiatives that demonstrate significant outcomes for the Australian Government
  - In support of promoting Norfolk Island and Australia
- Award ceremonies – Australia Day, National Volunteer Awards
- Travel/Visits

## Program Administration

All invitations, requests for the Administrators attendance, calls, meetings, speeches, messages and briefings are presented to the Director, Office of the Administrator, for review and final recommendation to the Administrator. After discussions with the Administrator, the weekly program is prepared and circulated to staff every Tuesday morning.

Key principles and processes around the program are:

- a) The Director meets weekly with the Administrator to discuss requests, updates and other matters related to the management of Government House.
- b) The Director meets with all staff to provide guidance on approved events. Feedback is provided from the Administrator through the Director on past events to the group.
- c) Approved regular or annual engagements such as significant national and community events are scheduled in advance.

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- d) Official activities on weekends and public holidays are minimised where practicable, however, where significant or commemorative dates fall on such occasions, it may be necessary for official events to be scheduled and undertaken accordingly.
- e) Government House is not open on the weekend.
- f) Events hosted at Government House are scheduled subject to consideration of capacity to refresh the house around other events, catering, stock turnaround time, staffing, and weather.
- g) The selection of events and stories from the Administrators program are approved by the Director for publishing on the Office of the Administrators social media channels and newsletter.

## Hosted Events

The most common formats of hosted events include:

- a) Reception: usually held from 4:30pm to 6:30pm, attendance ranges from 20 to 300 guests. Due to the limited capacity inside the House, Reception events inside the House are capped at 30. Large events on the Government House lawns can be up to 400, this is subject to weather.
- b) Breakfast: The Administrator can host breakfast events which are hosted in the Dining Room or Breakfast Room.
- c) Morning and afternoon teas: similar in format to Receptions, the major differences are reflected in the catering provided. These may also be a seated event for small groups up to 20 in the Dining Room with catering served.
- d) Lunch and dinner: usually held from 12:30pm to 2:30pm or from 6:00pm to 9:30pm, guests are formally presented to the Administrator at the front steps of Government House. Canapes are served before guests are ushered to the Dining Room for a lunch (two course) or dinner (three course). Capacity of the formal dining table is 18.
- e) Award Ceremonies: Australia Day awards in January and National Volunteer Awards in May are held annually with up to 300 guests in attendance. The ceremonies themselves last for about 45 minutes followed by a 45-minute reception. Times vary depending on the number of recipients and time of the year.
- f) Swearing-in ceremony/citizenships: from time to time the Administrator may be called upon to conduct a swearing-in ceremony for new Norfolk Island Police Force officers or citizenship ceremonies. These are usually small intimate affairs and occur at the Office of the Administrator. The ceremony itself lasts only a few minutes and may be followed by refreshments.

## External Events

Most external events attended by the Administrator are as a consequence of an invitation from the host organisation.

Incoming invitations for external events are first considered by the Director and a recommendation prepared for the Administrator at the weekly meeting. For those events that the Administrator agrees to attend, the Director will liaise with the hosting organisation to finalise arrangements and prepare a detailed brief.

The Office of the Administrator will issue acceptance or decline emails for invitations on behalf of the Administrator.

It is tradition for the Administrator to attend every on-island funeral at the Norfolk Island Cemetery which are of significant cultural import on Island. Flags are flown at half-mast the day of the funeral.

## Fundraising Open Days

The Administrator hosts Government House open days during the year, these are administered by the Office of the Administrator in conjunction with Government House staff.

Open days provide members of the public the opportunity to access and tour the formal reception rooms of Government House, which are regularly used for official ceremonies and community functions.

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A nominal fee is charged for attendance at Government House open days and distributed to local charitable organisations at the conclusion of each calendar year. The organisations are responsible for coordination sitters, undertaking advertising for open days, and managing associated financial arrangements.

## Official Hospitality

**Official hospitality** involves the use of public resources to provide hospitality to persons **other than departmental officials** to facilitate the achievement of one or more Commonwealth policy objectives. Any decision to spend relevant money on official hospitality must be publicly defensible. Official hospitality may include the provision of refreshments, entertainment, gifts of relevant property, prizes or other benefits.

All official hospitality must be in accordance with the department’s *Accountable Authority Delegations, Financial Delegations (No.1) 2026* and *Official Hospitality and Business Catering Guide*.

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# ADMINISTRATOR OF NORFOLK ISLAND

## Introduction and Guide

## Factsheets

May 2026



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# Territories Fact Sheet #1 - Funding for Territories

## What funding is used to pay for roads, buildings and other infrastructure assets?

Funding to replace and upgrade assets comes in two ways:

1. An annual allocation of approximately \$15 million is provided through the Federal Budget supply bills each year.
2. One-off specific major capital investment decisions, usually for one or more assets, through a Federal Budget process.

Funding from the annual allocation is usually spent on upgrading or replacing infrastructure such as vehicle replacements, vessel purchases for ports operations, and school and hospital upgrades. The funding is not tied to a specific project, and decisions on how the funding is spent is made by the Territories Project Board.

- The Territories Project Board is made up of internal senior leadership, with the Administrators of Norfolk Island and the Indian Ocean Territories as advisors. In making decisions, the Territories Project Board considers the health and safety risks, importance of assets in delivering services, and the community impact.

One-off investments are often to deliver a large asset, such as the decision to commit over \$10 million to build a pipeline to connect the Jervis Bay Territory to the neighbouring Shoalhaven City Council water supply in the 2021-2022 Budget.

These types of funding are typically referred to as 'administered capital' funding.

## What funding is used to pay for services, like health and education?

Funding to pay service providers to operate day-to-day essential services such as doctors, nurses, teachers, magistrates, police and other staff are also provided through an annual allocation of approximately \$207 million through the Federal Budget supply bills each year. There are approximately 200 services being provided across the Indian Ocean Territories, Norfolk Island and Jervis Bay Territory.

This type of funding is called 'administered operating' funding.

In addition to the money allocated in the Budget, the Government charges for certain essential services that are used by the community. The revenue collected includes electricity charges, rent for houses and commercial premises, and mining royalties.

This type of funding is called 'Territories Special Account' revenue. The revenue is used to supplement the administered operating funding to pay for services.

## How do we get extra operating funding when it is needed?

The cost of essential services can be difficult to estimate and fluctuates based on actual needs or market costs. These are considered 'demand-driven services' and include price changes to fuel, staff wage growth, shipping and supply material cost increases.

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The cost of delivering essential services in the Territories exceeds the amount allocated in the Budget. Given they are considered 'demand-driven services', the Government provides additional funding – in addition to the annual appropriation – to fund these services during the year to ensure they are provided to those who need them.

This type of funding is referred to as 'estimates variation' funding.

The level of this estimates variation has been significantly increasing over the past five years and proposals are being developed to 'rebase' the amount of administered operating funding through the Budget so that there is great certainty for contractors and the estimates variation funding level (and associated uncertainty) can be reduced.

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# Territories Fact Sheet #3 - Health Services in the External Territories

## What is the primary health infrastructure for the Territories?

The Australian Government funds a number of multipurpose health services on Norfolk Island. Health services include GP clinics, emergency support, dental, physiotherapy, ageing and disability services, and an active health and wellbeing program.

- In the case of Norfolk Island, these health services are provided by Norfolk Island Health and Residential Aged Care Service (NIHRACS).

The Government provides residents of Norfolk Island with critical medical care through medical evacuations. Residents are flown to Queensland (Qld) or New South Wales (NSW). In addition, the Government subsidises the residents to travel off-island for specialist appointments or further diagnostics. In the case of Norfolk Island, this is done through Qld Health, and specifically through Metro-North Hospital and Health Service and funded through the Norfolk Island Patient Travel and Accommodation Assistance (NIPTAAS).

## How are health services delivered?

The Department manages the provision of health services to Norfolk Island predominantly through:

- a Service Delivery Agreement (SDA) with NIHRACS that includes operational funding, the payment of emergency flights, and travel and accommodation for health appointments in mainland Australia
- a Health Service Schedule under the Intergovernmental Agreement with the Queensland Government, which provides clinical and specialist support to NIHRACS
- a contract and license agreement with St John's Ambulance
- agreements with the governments of both Qld and NSW to reimburse those states for any health services Norfolk Island residents use in those jurisdictions.

NIHRACS take a risk-based approach in determining what services are provided on island and which need to be managed on the mainland. One such example is birthing, peri-natal services are provided on island, but expectant women will be flown off-island in the lead up to and during their birthing. Such decisions align with those of regional and remote centres on mainland Australia.

Importantly, in the Territories, the majority of first responders are volunteers, including for ambulance, fire-fighting and marine rescue services. This means the level of service available is highly dependent on the nature of the population (age profile, Fly-In-Fly-Out staff etc). Policing services are provided by the Australian Federal Police under a Memorandum of Understanding.

## Why is this important?

The Government has responsibility for delivering state-like health services to its remote external territories. To do this well, the Government must depend on key partnerships—particularly with the Qld Government – to draw on their extensive experience in, and networks for, delivering high quality healthcare in remote and island settings.

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## Key stakeholders

NIHRACS

Qld Department of Health, particularly Metro North Health and Hospital Service

Administrator of Norfolk Island

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# Territories Fact Sheet #5 - Major Projects for Territories

## Major Capital projects as at 5 May 2025

The Territories Division is delivering over 100 capital projects across the non-self-governing territories – ranging in value from approximately \$50,000 to more than \$50 million. These projects are being delivered by multiple teams across the Division and range from new construction buildings to repair and maintenance projects. Projects are funded by either specific budget measures or via the annual capital budget.

As an example – below is a snapshot of the Territories key major capital projects.

| Project                                                   | Description                                                                                                                                                                                  | Total Cost                                       | Expected completion date |
|-----------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------|--------------------------|
| Norfolk Island (NI) Residential Aged Care Facility        | 16-bed residential aged care facility, mortuary and ancillary support services building                                                                                                      | Value will be published once contract is awarded | Mid-late 2027            |
| NI Sewer upgrades – stages 1, 2 and 3                     | Construction and operation of a reticulated sewage scheme to collect and transfer sewage generated in buildings located in the Kingston and Arthur's Vale Historic Area World Heritage site. | \$8.2 million                                    | Early 2026               |
| NI Kingston and Arthur's Vale Historic Area Road upgrades | Improve roads following the upgrade to the sewer system around the Kingston and Arthur's Vale Historic Area world heritage site.                                                             | \$8.1 million                                    | Mid 2027                 |
| NI Kingston Pier Channel Construction                     | Works to strengthen the Pier, deepen the channel, build a rock revetment, repair the seawall and stabilize erosion on Flagstaff Hill.                                                        | \$12.8 million                                   | End 2027                 |
| NI Cascade Apron Raising Project                          | Upgrade the Port Infrastructure to improve shipping and allow for container importation.                                                                                                     | \$9.7 million                                    | Mid 2027                 |

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# Territories Fact Sheet #6 - Legislation

## What is territories legislation?

The Territories Minister is responsible for administering the Commonwealth's territories legislation. It includes a total of 21 Acts and 437 instruments.

## What are the key terms and concepts?

- An **Act** is 'primary legislation' or law passed by the Parliament. There is a 'governing Act' for each territory, which establishes the territory's governance arrangements.
- Acts may authorise a person or body (other than the Parliament) to make **instruments** or laws on matters of detail (often referred to as 'subordinate legislation', 'secondary legislation' or 'delegated legislation').
- An **Ordinance** is an example of subordinate legislation made by the Governor-General. Ordinances made under the governing Act of a territory may amend or repeal 'applied laws' or 'Norfolk Island continued laws' to ensure that this legislation facilitates good governance and service delivery.
- '**Applied laws**' are the laws of a state or another territory that apply to the relevant territory to facilitate state-type services without the need for the Commonwealth to individually replicate these laws. These laws can relate to public services such as education, health, utilities and local government. Generally, applied laws are administered in the relevant territory by the relevant state or territory government under an arrangement with the department.
- For Norfolk Island, '**Norfolk Island continued laws**' are the laws of the former Norfolk Island Legislative Assembly that continue to operate and facilitate a mix of state and local council-type services. Generally, Norfolk Island continued laws are administered by the Norfolk Island Regional Council under an arrangement with the department.
- The Minister is also responsible for making other kinds of instruments, such as orders or rules.

## What is the governing Act for Norfolk Island?

- For **Norfolk Island**, the governing Act is the **Norfolk Island Act 1979**.
  - 226 instruments are made under that Act, which predominantly include Norfolk Island continued laws. Certain New South Wales and Queensland laws apply in Norfolk Island as applied law under that Act.

## How is it delivered?

The Territories Minister's main responsibilities under this legislation include:

- sponsoring or approving legislative changes, for example, providing policy authority to make Ordinances; amending or repealing applied laws or Norfolk Island continued laws
- exercising or delegating powers, for example, appointing significant office holders, such as the justices of the Norfolk Island Supreme Court, and

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- making arrangements on behalf of the Commonwealth with state or territory governments for the delivery of state-type services in the territories.

## Why is it important/critical/sensitive?

Legislation is a key tool for implementing government policy. Examples of legislative development projects that might deliver on the Government's agenda include making an Ordinance to establish a new Norfolk Island governance body to restore local democracy and decision-making, or to modernise Norfolk Island's work health and safety laws to better assist in managing risks to workers' health and safety in Norfolk Island workplaces.

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# Territories Fact Sheet #7 - Boards & Governance

## What are the overarching governance arrangements?

There are two key governance boards that operate within the Territories Division – the Territories Project Board and the Territories Governance Board. Each Board provides separate governance and decision-making support for the Executive and Division.

## How is it being delivered?

### Territories Project Board

The Project Board determines and monitors infrastructure project delivery through money received from Government as Administered Capital Funding. The Project Board is responsible for providing strategic advice and guidance to the Territories Division First Assistant Secretary on project management for Infrastructure-related activities including resourcing (staffing), financial status and emerging risks.

### Territories Governance Board

The Territories Governance Board provides strategic advice on day-to-day business activities, policy, projects and implementation to the First Assistant Secretary of the Territories Division to support the achievement of outcomes. The Board has oversight of financial matters, risk management, resources (outside of project resourcing), work health and safety, strategic direction and policy development.

The Boards are made up of members, advisors and observers:

- Members include the Territories Division Executive and Directors who operate key corporate functions such as governance, finance, work health and safety and major projects.
- Advisors include the Indian Ocean Territories (IOT) Administrator, Norfolk Island (NI) Administrator and the Director of the Jervis Bay Territories (JBT) Operations team. Advisors play a key role in Board operations as they provide a community perspective.
- Observers include the Ministers Advisor, Departmental Directors of relevant corporate functions and other divisional staff who want to observe the operations of the board during any given meeting.

## Why is it important?

The Boards provide the Executive and membership with a forum to consider governance, financial, staffing, risk, corporate function and strategic matters and allow a cross-territory view of issues. This leads to considered decision-making and wholistic strategic direction for the division.

## Key stakeholders for this

- Minister for Regional Development, Local Government and Territories
- Territories Division Executive and staff
- Administrators for IOT and NI
- Suppliers and providers of service delivery in the territories

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# Territories Fact Sheet #8 - State Relationships

## What are the key state government relationships for Territories?

### Queensland Government – Norfolk Island

The Australian and Queensland governments entered into an enduring partnership to support provision of state services to Norfolk Island in October 2021 through the *Intergovernmental Agreement on State Service Delivery to Norfolk Island (IGA)*. The partnership provides certainty and stability in key areas of state-level service delivery for the Norfolk Island community, such as education and health care. The IGA commenced on 1 January 2022.

## How do these relationships support state service delivery in the territories?

### Queensland Government – Norfolk Island

The agreement with Queensland provides stability and certainty of service delivery on Norfolk Island and enables additional services to be negotiated and added over time. Services currently being provided by the Queensland Government are education; health support; apprenticeship and traineeship services; training and vocational services, and corrective services.

Work is under way to identify additional services that could be delivered in the future, including Worker Screening Checks and early childhood education and care regulation (ECECR).

## Why are these relationships important?

The Australian Government does not generally deliver state-type services, although has the responsibility to deliver and fund these services to its non-self-governing territories. To provide these services, it has established arrangements with a state or self-governing territory, to meet this need.

The Australian Government is committed to ensuring people in the territories have access to Commonwealth and essential state-type government services, comparable to those available to residents of similar communities elsewhere in Australia.

Given the challenges and thin markets in delivering essential services in these remote and regional settings, positive relationships with our state partners are critical to meeting our responsibilities.

### Queensland – Norfolk Island

On 1 January 2022, Queensland became the state partner for Norfolk Island through an intergovernmental agreement with the Commonwealth. The previous agreement with the NSW Government concluded on 31 December 2021.

The Queensland Government has an extensive track record of delivering high-quality services to its community and is a strong fit to provide state-level services to Norfolk Island, bringing relevant capability and expertise to service delivery, including experience in delivering high quality state services in remote and island settings.

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## Key stakeholders

### **Queensland Government – Norfolk Island**

Queensland Department of the Premier and Cabinet

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# Territories Fact Sheet #9 - Emergency Management

## What are the emergency management arrangements in Australia's non-self-governing territories?

The Department is responsible for emergency management within the non-self-governing territories of Christmas Island (CI), the Cocos (Keeling) Islands (CKI), Norfolk Island (NI) and Jervis Bay Territory (JBT).

These arrangements are set out in legislation administered by the Department *Disaster and Emergency Management Act 2001 (NI)*.

Arrangements include Emergency Management Plans and local Emergency Management Committees to respond to hazards such as bushfires, cyclones and public health emergencies. Due to their differing geographic locations, emergency management is approached differently in each territory.

## How is it delivered?

On NI, emergency management is largely the responsibility of Emergency Management Norfolk Island (EMNI), which is established under the Norfolk Island Regional Council (NIRC), through continuing legislation. Council's General Manager appoints members to EMNI. Despite its federal and state level emergency management responsibilities, the Australian Government does not have influence over the work of EMNI. The only Australian Government representative is the prescribed position of the NI Police Force/AFP as an EMNI member. The NI Administrator is responsible for declaring a State of Emergency or Disaster.

EMNI is required to develop and update the Norfolk Island Disaster and Emergency Plan (NORDISPLAN') which requires EMNI to work with stakeholders to develop emergency risk specific sub-plans and stakeholder specific procedures. The NORDISPLAN clearly sets out how assistance should be sought from the Australian Government when the total resources available to respond to an event are overwhelmed. The Chair of EMNI is able to seek this assistance, through an email to the National Situation Room within NEMA.

The territories may seek physical assistance from the National Emergency Management Agency (NEMA) under the Australian Government Disaster Response Plan, but NEMA is typically contacted only once an emergency has been declared.

## Why is this important?

There are gaps in funding Australia's non-self-governing territories to prepare, respond and recover from emergencies and disasters. National emergency management frameworks rely on Commonwealth-State collaboration and co-funding which do not account for the absence of a state-level government in the territories. NEMA has an overarching role in building capacity for disaster resilience and support, however it is clear that local capacity is essential for effective emergency management in these remote communities.

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NI is exposed to a range of natural and human induced disaster events including cyclones, tsunami, air disasters, disease pandemics and other mass casualty events. NORDISPLAN recognises NI's capability to manage an emergency for up to 48 hours. EMNI highly values its autonomy and requires careful stakeholder management.

## Key stakeholders

### Commonwealth agencies

Bureau of Meteorology

Defence

Parks Australia

Home Affairs

National Emergency Management Agency

### Norfolk Island

NI Administrator

Emergency Management Norfolk Island (EMNI)

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# Territories Fact Sheet #10 - Norfolk Island History

## What is Norfolk Island's recent administrative history?

Norfolk Island had limited self-government between 1979 and 2015, through the Norfolk Island Legislative Assembly.

The Legislative Assembly was abolished in 2015 in a bi-partisan decision of Federal Parliament following a 2014 inquiry by the Joint Standing Committee on the National Capital and the External Territories (JSCNCET) into the economic outlook for Norfolk Island. The JSCNCET report identified a range of critical failures leading to serious economic downturn, poor financial position of the government and impending failure of key infrastructure assets.

The Norfolk Island Regional Council was then established under applied NSW local government law on 1 July 2016.

In June 2020, two separate independent audit reports requested by Council made over 100 recommendations relating to the Council's governance, financial performance, financial sustainability, and operations. In February 2021 the then Minister for Territories suspended the elected members and commissioned a public inquiry into the Council. The inquiry report identified significant instances where the Council did not manage its finances in line with effective financial and asset management principles and that it was on the brink of insolvency. On 6 December 2021, Council was placed under administration for a period of 3 years.

In November 2023 the JSCNCET released its report on its inquiry into local governance on Norfolk Island recommending a bespoke governance model be developed for the territory. In November 2024 the Australian Government announced a new governance model, developed in consultation with the community through the Norfolk Island Governance Committee. At this time, the government also announced Council's administration would be extended to 31 December 2025 under a new administration team.

## Why is this important?

The community of Norfolk Island has a demonstrated history over some four decades of a lack of capacity to effect good governance and financial management. Previously this has needed significant injections of Australian Government funding to ensure essential services or infrastructure on the island. While a vocal part of the community on-island continues to advocate for a return to self-government, or greater local autonomy, without measures to improve the community's capacity to deliver good governance locally, similar outcomes will almost certainly result.

## What kind of funding injections have been necessary?

Examples of significant, unplanned funding injections include:

| Date    | Amount         | Reason                                                                          |
|---------|----------------|---------------------------------------------------------------------------------|
| 2020-21 | \$47 million   | To reseal the NI airport's two runways and apron                                |
| 2019    | \$10.9 million | Waiver of loan to former Legislative Assembly to upgrade the NI airport in 2005 |
| 2011    | \$11.2 million | To terminate the NI government's contract with Air Nauru                        |

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## What is Norfolk Island's early history with Australia?

Norfolk Island was first settled by the British about six weeks after the landing of the First Fleet in Botany Bay in 1788. The island was uninhabited at this time, although evidence of a Polynesian settlement from the 14<sup>th</sup> century has been found. There were two British convict settlements on Norfolk Island from 1788–1814 and from 1825–1855. The buildings in the World Heritage-listed Kingston and Arthurs Vale Historic Area (KAVHA) date from these settlements.

On 6 June 1856 Norfolk Island was settled by a community relocated from Pitcairn Island at the invitation of the British Government. The Pitcairn settlers were the descendants of mutineers from the HMS *Bounty* and Tahitians who had settled on Pitcairn Island to evade British authorities in 1790. The community had outgrown the resources of Pitcairn Island and were offered land on Norfolk Island and the use of buildings in KAVHA. The Pitcairn settlers were empowered to continue the community governance they had developed on Pitcairn Island and administered by the British Government under various arrangements with the then Colonies of New South Wales and Van Diemen's Land.

Norfolk Island was accepted by the Commonwealth of Australia as a territory under section 122 of the Australian Constitution on 1 July 1914 and has been an integral part of the Commonwealth since then.

## Why is this important today?

The Pitcairn descendants are a distinct cultural group on Norfolk Island, with different ancestry to that of mainland Australia. They have their own language, Norf'k, which has its roots in Tahitian and Eighteenth-Century sailors' slang. A number of public holidays on Norfolk Island commemorate the community's Pitcairn history and culture, such as Bounty Day on 6 June. Some Pitcairn descendants consider themselves indigenous to Norfolk Island.

There is strong advocacy among the Pitcairn community in particular for Norfolk Island to have a greater level of autonomy from Australia than it currently has. There are several community groups committed to Pitcairn independence/recognition including actions before United Nations committees.

While the Pitcairn descendants are the community with the longest continuous settlement on Norfolk Island, they only comprise about a third of the Norfolk Island community, which includes other Australians and citizens of other nations, including New Zealand.

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## Key stakeholders

- The Norfolk Island Council of Elders represents the families of Pitcairn descent on Norfolk Island
- The Norfolk Island People for Democracy advocates for greater autonomy for Norfolk Island
- Norfolk Island Regional Council Administrators, Mr Scott Mason (lead) and Mr Gary Mottau (financial)
- The Norfolk Island Administrator

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# ADMINISTRATOR OF NORFOLK ISLAND

## Introduction and Guide

### Government House

**May 2026**

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# Norfolk Island Government House

Government House was constructed in 1829 and is situated within the Kingston UNESCO World Heritage Site of the Kingston and Arthur's Vale Historic Area (KAVHA). The residence is a Georgian mansion of exceptional heritage significance, containing original architectural elements, antique furnishings and period features of national and international importance.

Government House remains an important symbol of enduring resilience for the Norfolk Island community and is maintained under the stewardship of the Office of the Administrator. Proposals for renovation, decorations, and any other improvements to the building and its grounds are recommended by the Director and funding approved by the department. All works are undertaken to protect the environment and heritage values in consultation with the Department of Climate Change, Energy, the Environment and Water as per our obligations under *the Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act).

The following requirements apply to all residents of Government House, supported by staff who report to the Office of the Administrator:

1. **Protection of Heritage Assets**  
No fixture, furnishing, artefact or item—whether permanent or movable—is to be added to, removed from, or altered within Government House without the prior approval of the on-site archaeologist. All such matters are to be coordinated through the Office of the Administrator.
2. **Safety and Duty of Care**  
Residents must not undertake, permit or facilitate any activity that places themselves, staff, visitors or members of the public at risk. Compliance with all reasonable safety expectations is mandatory.
3. **Cleanliness and Property Care**  
The residence and its surrounds are to be maintained in a clean and orderly condition at all times. This includes the prompt and daily removal of animal droppings associated with pets kept on the property.
4. **Reporting Faults and Defects**  
Any fault, defect or damage to the property or its contents — including water leaks, damage to building fabric or assets, or the activation of alarms — must be reported immediately to the Director, Office of the Administrator.
5. **Use of Government House for Private Events**  
Any privately funded events held at Government House must be conducted in a manner that upholds public confidence in the integrity, impartiality and dignity of the Office of the Administrator.

This is to ensure the protection of a nationally significant heritage asset and uphold the standing, integrity and proper functioning of Government House as the official residence of the Administrator of Norfolk Island.

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# Site Access

## General Access

Norfolk Islanders value Kingston and Arthur's Vale Historic Area (KAVHA) as a site of continuous and active use – as a place of residence, work and recreation. KAVHA holds significant symbolic, ceremonial, religious, lifestyle and cultural association in a unique built and natural environment.

Government House Grounds Reserve is located within the KAVHA on the southern coast of Norfolk Island and has an area of 7.35 hectares. About two-thirds of the reserve is comprised of the grounds of Government House, the official residence. The Golf course, picnic area, pine forest and wetland cover the southern third of the reserve.

Walking (and walking dogs), golf, picnicking and barbecuing are the main public activities in the reserve, with camping in the pine plantation during the summer.

There are two entrances to Government House from Quality Row, the main, or 'official' entrance near the western boundary of the reserve and a service or 'rear' entrance near the eastern boundary. Both these 'private' entrances are sealed.

A low single rail timber barrier along the western boundary of the reserve separates the playing field (Kingston Common Reserve) from Government House grounds. Members of the public frequently walk into Government House Grounds Reserve along the southern grassed part of Bligh Street from May Street or the Chimney Hill/golf course area. Sometimes pedestrians continue along the Government House driveway, exiting onto Quality Row at the main entrance to Government House, but more usually, people tend to walk westwards past the low barrier to the playing field and common.

The outer grounds, Bligh Street and the picnic area are maintained by the KAVHA works team.

The Administrator is provided with a garage for their vehicle; however, visitors are encouraged to use the formal entry car park. Staff have allocated parking areas on site.

Like any private home, there will be times when guests may wish to visit during business hours, the Administrator is encouraged to contact the Senior Administration Officer as soon as possible to ensure staff are aware and are able to assist guests arrival.

## Major events and impact on access

Occasionally, major public events impede easy access to Government House. Impacts of these events on Government House residents and official functions will be provided as soon as details are known to assist with forward planning.

## Grounds

### Lawns and Gardens

Currently, grounds maintenance services for the lawns and gardens of Government House are provided by a two-person team seconded from the Norfolk Island Regional Council (NIRC). The team is led by Ms Kerry Robertson, who undertakes her duties on a part-time basis, supported by Mr Alisdair Bosley, who works most days. Together they ensure that the publicly accessible areas of Government

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House are maintained to a consistently high standard and presented in immaculate condition at all times.

The staff are managed by the Office of the Administrator with the Director serving as their direct supervisor.

## General Maintenance

### Building

As Government House is located within KAVHA and noting that the department holds overarching responsibility for the management of KAVHA and implementation of its Heritage Management Plan, responsibility for the provision and funding of building maintenance rests with the department.

### Cleaning Services

Cleaning services for Government House are provided by a team of two staff seconded from the NIRC. s22(1)(a)(ii) has delivered these services for many years and is supported by s22(1)(a)(ii), with both officers engaged on a part-time basis. The staff are managed by the Office of the Administrator with the Director serving as their direct supervisor.

## Function Staff

Event services at Government House are delivered by s22(1)(a)(ii) and s22(1)(a)(ii) under a contracted service arrangement. The current contract is in effect until 6 November 2028 and includes one further three-year extension option.

Under this arrangement, the service provider engages additional staff for larger functions, as required, following consultation with the Director. The supplier is responsible for all on-site event coordination, including the set-up and operation of sound, lighting and other technical requirements; the provision of food and beverage services; décor and event styling; and the preparation and management of crockery, silverware and glassware.

The suppliers meet with the Director on a weekly basis to plan and coordinate the delivery of forthcoming events.

Chef services for all Government House functions are provided by s22(1)(a)(ii).

## Mail

All mail received for Government House is opened, including any mail that is marked private and confidential to ensure that official mail is registered and processed, and that any offensive or inappropriate material is reported to the authorities.

It is recommended that the Administrator and partner maintain a private PO Box address that is not publicly disclosed and do not admit entry to Government House any unexpected deliveries.

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## Security

Government House has security cameras installed. A security assessment will be conducted prior to the appointment of an Administrator to ensure the appropriate security measures are in place. This will be coordinated by the Office of the Administrator with the department and the Norfolk Island Police Force.

## Emergencies

There are First Aid kits located in the kitchen of Government House and the Potting shed, as well as in the Office of the Administrator. Defibrillators are located across the KAVHA site and clearly marked including at Government House and the Office of the Administrator.

Hardwired fire alarms are located throughout Government House. These alarms may only be turned off by the local Fire Service. At no time are the alarms to be turned off by staff or residents of Government House. All buildings are equipped with fire blankets, regularly serviced fire extinguishers, and an emergency plan and diagram.

## Cyclones

The Director of the Office of the Administrator is responsible for cyclone preparations and planning at Government House, including the release of staff and initiating preparations.

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# ADMINISTRATOR OF NORFOLK ISLAND

## Introduction and Guide

## History of Governance and Reform on Norfolk Island

May 2026



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# Governance and reform on Norfolk Island

Norfolk Island had limited self-government between 1979 and 2015, in the form of the Norfolk Island Legislative Assembly. Following the recommendations of the 2014 inquiry undertaken by the Joint Standing Committee on the National Capital and External Territories (JSCNCET), the Australian Government ended self-government on the island and established the Norfolk Island Regional Council on 1 July 2016.

## Recent Administrative History

In June 2020, in response to growing financial pressures, the elected members of the Norfolk Island Regional Council (NIRC) requested an independent audit of the governance and financial operations of the Council to be undertaken prior to the scheduled 2020 Council elections.

Nexia Australia and Grassroots Connections Australia were engaged in late 2020 and delivered independent audit reports to the Government, which made over 100 recommendations relating to the NIRC's governance, financial performance, financial sustainability, and operations.

On 3 February 2021, with regard to the two audit reports and submissions made by Council, the then-Assistant Minister suspended the elected members.

Ms Carolyn McNally was appointed as commissioner to conduct a Public Inquiry into the NIRC. The Public Inquiry report, presented on 4 November 2021, identified significant instances where the NIRC did not manage its finances in accordance with the principles of effective financial and asset management.

On 6 December 2021, the then-Assistant Minister dismissed the elected members of Council and appointed Mr Michael Colreavy as Council Administrator until December 2024. To support Council's transition to the new Assembly, Council's Administration period has been extended until December 2026 and a new administration team appointed on 7 December 2024.

The new Council Administration team consists of Scott Mason as Lead Administrator, alongside Gary Mottau as the Financial Administrator. On 30 October 2025 their terms were extended to 31 December 2026.

In February 2023, in response to a request from Minister McBain, the JSCNCET announced it would undertake an inquiry into appropriate models of local governance for Norfolk Island, and sustainable and equitable revenue streams to support a proposed model of government. There was considerable local interest in this inquiry, given the outcome of the 2014 inquiry.

The JSCNCET inquiry received over forty submissions and held public hearings in Canberra and on Norfolk Island. It released its findings on 27 November 2023.

## Norfolk Island Governance Committee (NIGC)

The Norfolk Island Governance Committee (NIGC) is a formal avenue for the Norfolk Island community to have input into Australian Government decisions directly affecting the community, while the local government body, the NIRC, remains under administration. The Administrator is a member of the NIGC, together with representatives of the Australian and Queensland Governments and up to three community representatives. The Chair is determined by the consensus agreement of all members.

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Three community representatives were initially appointed to the NIGC for a term of up to three years (to October 2026) or until such time as a new local government is elected, whichever occurs first. However, one community representative resigned in November 2024 and has not been replaced.

On 27 November 2023, the Joint Standing Committee on the National Capital and External Territories (JSCNET) released *Restoring Democracy: Report of the Inquiry into local governance on Norfolk Island*. The JSCNET recommended a new, bespoke model of local governance be developed for Norfolk Island. Since that time, the primary focus on the NIGC has been to provide recommendations to government on the design of the new governance model for Norfolk Island.

In November 2024, the Australian Government announced a new governance model for Norfolk Island broadly based on recommendations from the JSCNET, including a new Norfolk Island Assembly consisting of five democratically elected members. Since that time, the work of the NIGC has further narrowed to focus on recommendations to implement that model.

As at May 2026, the NIGC has not yet finalised all its recommendations to government. It most recently met in February 2026. The future of the NIGC is currently under consideration by the department in consultation with the Minister's Office.

## Norfolk Island community

In the 2021 Census, 25% of Norfolk Island residents (approximately 550 people) identified as having Pitcairn ancestry. The Pitcairn-descended community, which was resettled on Norfolk Island on 8 June 1856 from Pitcairn Island, has a distinct and enduring cultural identity inherited from their British and Polynesian ancestors. Many in the community do not consider themselves Australian and have always been uncomfortable with the idea that Norfolk Island is part of Australia.

This sentiment fuelled strong community resentment towards the Australian Government in 2015 for enacting the bipartisan reforms that ended the territory's self-governing status. Resentment has waxed and waned since, with a resurgence following the dismissal of the elected councillors of the Norfolk Island Regional Council on 6 December 2021.

Australian Government engagement on these unresolved tensions is a critical step towards developing a stronger partnership with the Norfolk Island community.

## Movement for cultural recognition and empowerment

Several prominent community organisations on Norfolk Island, comprising senior members of the Pitcairn community, assert that they collectively represent a majority of the Norfolk Island population. The Council of Elders (CoE), and the Norfolk Island People for Democracy (NIPD) have aligned to establish an entity referred to as the Government of Norfolk Island.

These organisations contend that the distinct and enduring cultural heritage of the Pitcairn community has not been adequately recognised by the Australian Government.

Since 1977, community representatives have submitted petitions to various United Nations bodies seeking greater recognition of the unique cultural status of Pitcairn Islanders as custodians of Norfolk Island.

## Council of Elders & 'Government of Norfolk Island'

The Council of Elders was established in 2008 to protect, preserve and promote the identity, values, welfare and wellbeing of the community and its traditional knowledge and expressions of culture.

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Council of Elders membership spans the eight families resettled on Norfolk Island from Pitcairn Island in 1856. The Council executive comprises a male and a female representative of each of the eight families. The current President of the Council of Elders is Dr Pauline Reynolds.

On 1 January 2026, the Norfolk Island Council of Elders conducted elections to establish an alternative governing body, referred to as the Government of Norfolk Island (GNI). The GNI is comprised of three members: a magistrate; the candidate who received the second highest number of votes; and a third member appointed by the magistrate. Eligibility to stand for election was limited to Norfolk Islanders of Pitcairn descent. Voting rights were extended to non-Pitcairn descended residents who had continuously resided on Norfolk Island for a minimum of five years.

There is no legislative or legal basis for the establishment of an alternative government body.

## Norfolk Island People for Democracy

Norfolk Island People for Democracy (NIPD) is an unincorporated association established in June 2015. Its stated objective is to pursue self-determination for Norfolk Island through the inscription of Norfolk Island on the United Nations (UN) list of non-self-governing territories. NIPD advocates for a change to current governance arrangements, with its preferred model being free association with Australia, supported by the provision of untied financial assistance from the Australian Government. Under this model, Norfolk Island would also have capacity to seek assistance and financial support from foreign governments.

NIPD has hosted a range of visitors to Norfolk Island to promote its objectives, including Members of Parliament and representatives from the United Kingdom Parliament (August 2016), Senator Pauline Hanson (October 2016), and independent Senate candidate Professor Kim Rubenstein (2022) and independent Senator David Pocock (2022-2026).

The group asserts that it has in excess of 1,000 supporters and claims to represent majority community views.

## The NIPD petition to the United Nations

In April 2016, Mr Geoffrey Robertson QC, acting on behalf of the NIPD, submitted a petition to the Chair of the UN General Assembly's Fourth Committee (Special Political and Decolonisation Committee) seeking the inclusion of Norfolk Island in the UN list of Non-Self-Governing Territories. This list comprises territories that the UN General Assembly considers to be non-self-governing and therefore subject to a process of decolonisation. Norfolk Island has never been included on this list, and the UN has not scheduled consideration of the petition.

Norfolk Island has previously petitioned the UN for recognition as a Non-Self-Governing Territory in 1977 and 1994, without success.

It has been the consistent position of successive Australian Governments that Australia has no obligation to submit Norfolk Island for inclusion on the UN list of Non-Self-Governing Territories.

## Petition to the UK Parliament

A petition was presented to the UK Parliament in November 2016, calling for the UK's support for Norfolk Island as a self-determined territory under the requirements of the UN Charter. Then-President of the Council of Elders Albert Buffett, and technical advisor Andre Nobbs, presented the petition to No.10 Downing Street accompanied by UK parliamentarians who had previously visited

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Norfolk Island. The petition was tabled in the House of Commons. During this visit, the United Kingdom-Norfolk Island All-Party Parliamentary Group (APPG) was also established.

The UK Government issued a response to the petition on 23 January 2017 stating that “Norfolk Island has been a Territory of the Commonwealth of Australia since 1914, and its governance is a matter for that country.”

In 2018, Mr Albert Buffett submitted a communication to the UN Human Rights Committee (UNHRC), in relation to changes to the administrative arrangements in Norfolk Island because of the *Norfolk Island Amendment Act 2015 (Cth)*.

## Complaint to the UN Human Rights Committee

On 11 June 2018, Mr Albert Buffett submitted a complaint to the UN Human Rights Committee alleging Australian had violated a number of his human rights under the International Covenant on Civil and Political Rights (ICCPR).

Mr A Buffett passed away in January 2024. He designated his son, Mr Brian Buffett, to act on his behalf in this matter.

The Committee adopted its views on this matter on 31 July 2025, concluding that the complaint was inadmissible.

## Joint proposal

In June 2022, the Council of Elders and the Norfolk Island People for Democracy published a joint proposal that set out actions to address their concerns about Norfolk Island’s governance arrangements and government recognition of the culture of descendants of the Pitcairn Islanders who settled on Norfolk Island. The department began working with organisations to progress the delivery of some of the initiatives in the proposal. This included the proposed Norfolk Island Governance Committee and reinstating a preamble to the *Norfolk Island Act 1979*.

The proposal presented an opportunity for the Australian Government to improve civic participation and engagement on Norfolk Island, and to work with Pitcairn descendants on recognition of their culture and traditions.

## Visions Assembly

The Visions Assembly was formed by the Norfolk Island Council of Elders to engage all the groups on Norfolk Island including, Norfolk Island Council of Elders, Norfolk Island People for Democracy, Norfolk Island United Nations Petition Progression Group, and the Accommodation and Tourism Association. The committee sits within the Council of Elders and is chaired by Mr Terence Grube.

## Norfolk Ailen Government

The Norfolk Ailen Government (NAG) was established in 2023 by a self-appointed Chief Magistrate and Governor, Ms Leah Honeywood. Since its establishment, the NAG has issued media releases, proclamations, and purported court judgements presenting assertions concerning Norfolk Island’s sovereignty. These materials are published on the NAGs website [www.government.nf](http://www.government.nf).

The group has limited community support, and there is no legislative or legal basis for the establishment or recognition of the NAG as an alternative government body.

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## Protests

Initial objections to the Australian Government's reinstatement of Norfolk Island's non-self-governing status were characterised by peaceful protest, such as a tent embassy in the KAVHA and the Hands Up for Democracy site in the retail precinct.

Since June 2016, a group of protesters, including members of NIPD, has been staging a sit-in protest at the Old Military Barracks. The department has not addressed this situation on the recommendation of past Administrators.

Late in 2021, members of the NIPD changed locks on the Old Military Barracks in the Kingston precinct, without permission of the owner, the Commonwealth.

On 19 January 2022, two protesters took possession of a Commonwealth-owned house at 8 Quality Row in Kingston. Australian Federal Police officers peacefully negotiated for the occupiers to leave on 10 May 2022.

## Opportunities for reconciliation and collaborative engagement

Since 2015, the Norfolk Island community has benefited from access to Australian Government social support systems and income payments, enhanced health services, education services, apprenticeship and traineeship pathways, and corrective services. These reforms have been complemented by significant Australian Government investment in critical island infrastructure. Australian Government support proved particularly important during the COVID-19 pandemic, providing essential assistance to mitigate the economic impacts on Norfolk Island's tourism-dependent economy. This support was widely acknowledged as critical to maintaining community resilience during this period.

## Asset transfers

The *Norfolk Island Land Transfer Ordinance 2016* (Cth) (the ordinance) came into effect on 5 May 2016. The ordinance provides that the Minister may transfer an interest in land on Norfolk Island from the Commonwealth, the Norfolk Island Administration, and the Norfolk Island Regional Council. Transfers may occur either compulsorily or by agreement between the relevant parties and must be affected on just terms.

Upon commencement, the Ordinance was utilised to transfer ownership of land associated with key public assets to the Commonwealth, including the Norfolk Island Hospital, (including outbuildings and car park), Norfolk Island Central School, and the Norfolk Island Police Station.

The parties involved in the transfer were the Norfolk Island Administration, the Norfolk Island Administrator, and the Norfolk Island Advisory Council. The Advisory Council comprised five community members appointed by the then-Assistant Minister with responsibility for Territories.

Some members of the Norfolk Island community contend that the land transfers could not have been affected on "just terms" as required by section 8 of the Ordinance. This view is based on the assertion that, following the abolition of the Norfolk Island Legislative Assembly in 2015 and prior to the establishment of the Norfolk Island Regional Council there was no elected body with authority to adequately represent the communities' interests during negotiations.

The NIRC Manager for Customer Care, who also holds the position of Registrar of Titles, has expressed the view that the Ordinance is not lawful. They argue that, for Crown land to change tenure and ownership, a grant in fee simple must be lodged by the Minister (or their delegate) as the owner of

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Crown land. This process, in their view, is required to affect the conversion of Crown land to freehold title in the name of the Norfolk Island Regional Council.

The *Land Titles Act 1996 (NI)* prescribes the requirements for the alienation of Crown land. Section 33 (1) provides that where the Crown grants a fee simple interest in land, the deed of grant must be lodged in the Registrar’s Office. Section 127 (1) further provides that the Registrar may require a registered proprietor proposing to transfer or otherwise deal with an interest in land to lodge a survey plan of the parcel, certified as accurate by a surveyor.

No grant in fee simple or certified survey plans for the relevant land parcels has been lodged. On this basis, it is asserted that the transfer process cannot lawfully commence. It is further claimed that the Ordinance and associated certificates and schedules are defective, as they omit land areas, official survey sheet numbers, and several roads.

Notwithstanding these concerns, the department maintains that the Ordinance remains in force and may be relied upon to effect further land transfers

## Document Control

Refer to the following table for the approver and latest version of this document.

| Version | Release date | Approver   | Reason for update       |
|---------|--------------|------------|-------------------------|
| 1.0     | May 2026     | Kim Forbes | First draft of document |

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## Appendix A – Timeline of Reports

| Date           | Title                                                                                     | Author                                  |
|----------------|-------------------------------------------------------------------------------------------|-----------------------------------------|
| October 1976   | <i>Royal Commission into Matters Relating to Norfolk Island</i>                           | Royal Commission                        |
| July 1997      | <i>Report on Norfolk Island</i>                                                           | Commonwealth Grants Commission          |
| August 2001    | <i>In the pink or in the red?</i>                                                         | Senate Report                           |
| December 2003  | <i>Quis custodiet ipsos custodies?</i>                                                    | Senate Report                           |
| December 2005  | <i>The Challenge: Sink or Swim</i>                                                        | Senate Report                           |
| September 2006 | <i>Review of Financial Capacity of Norfolk Island</i>                                     | Commonwealth Grants Commission          |
| November 2011  | <i>Norfolk Island Public Service Review</i>                                               | Australian Continuous Improvement Group |
| December 2011  | <i>Update of the Financial Capacity of Norfolk Island 2011</i>                            | Commonwealth Grants Commission          |
| October 2014   | <i>Same Country: Different World</i>                                                      | Senate Report                           |
| November 2014  | <i>Economic impact of Norfolk Island reform scenarios</i>                                 | Centre for International Economics      |
| November 2014  | <i>Norfolk Island Government Business Analysis - Phase 2</i>                              | Deloitte                                |
| July 2015      | <i>Norfolk Island Economic Development Strategy</i>                                       | SGS Economics and Planning              |
| August 2015    | <i>GBE Governance Framework</i>                                                           | Deloitte                                |
| October 2017   | <i>KAVHA Economic Feasibility Study</i>                                                   | Centre for International Economics      |
| May 2019       | <i>Design, Implementation and Monitoring of Reforms to Services on Norfolk Island</i>     | Australian National Audit Office        |
| August 2019    | <i>Monitoring the Norfolk Island Economy</i>                                              | KPMG                                    |
| November 2019  | <i>2019 Norfolk Island Inquiry</i>                                                        | Commonwealth Grants Commission          |
| October 2020   | <i>NIRC Independent Governance Audit</i>                                                  | Nexia Australia                         |
| November 2020  | <i>NIRC Independent Governance Audit</i>                                                  | Grass Roots Connections Australia       |
| November 2021  | <i>Public Inquiry into the Norfolk Island Regional Council</i>                            | Carolyn McNally                         |
| November 2023  | <i>Restoring Democracy: Report of the inquiry into local governance on Norfolk Island</i> | Senate Report                           |
| July 2024      | <i>Fit For The Future</i>                                                                 | Mike Colreavy                           |
| December 2025  | <i>Management of Service Delivery Arrangement for Australia's External Territories</i>    | Australian National Audit Office        |

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## Appendix B – Reports and Audit History

As a result of the various reports and audits written regarding reform, Norfolk Island has an extensive administrative history. In particular, the following key audits and reports have been influential in altering local governance on Norfolk Island.

### Royal Commission (1976)

As Norfolk Island was now a Commonwealth entity, in 1976 a Royal Commission was established to consider two points of inquiry:

- 1) The future status of Norfolk Island and its constitutional relationship to Australia, and
- 2) The most appropriate form of administration for Norfolk Island if its constitutional position were changed

The 74 recommendations of the Royal Commission largely set the foundations for the Norfolk Island Legislative Assembly, including areas of responsibility, legislative powers, and relationship with the Commonwealth. Therefore, from 1979 to 2015, the Norfolk Island Legislative Assembly delivered federal, state and local government services to a community of less than 2,000 people.

However, over time, it became apparent that the limited revenue and population base was leading to a decline in the infrastructure assets on Norfolk Island, while contributing to a widening gap in the services available on Norfolk Island and those available on mainland Australia. In 2014 the then-Assistant Minister noted that despite the “plethora of reviews and reports”, there had been little progress in addressing the fundamental issues facing Norfolk Island, and that the situation had continued to deteriorate.

### JSCNCET inquiry (2014)

In 2014, the Joint Standing Committee in National Capital and External Territories (JSCNCET) began an inquiry into Norfolk Island reforms. The inquiry received 34 written submissions, and the committee held five public hearings. The JSCNCET produced the *Same Country: Different World – The Future of Norfolk Island* report. This report recommended that the Commonwealth repeal the *Norfolk Island Act 1979* (Cth) and establish an interim administration, to assist the transition to a local government type body, determined in line with the community’s needs and aspirations.

In response to the JSCNCET recommendations, in March 2015, the Australian Government announced comprehensive reforms to address the issue of Norfolk Island sustainability. These reforms aimed to deliver a new model of governance and service delivery appropriate to a small community that meets modern Australian standards. The model was based on a system like States and other Australian Territories, whereby services are delivered by the relevant federal, state or local government body. Consequently, the Norfolk Island Legislative Assembly was abolished and on 1 July 2016, the Norfolk Island Regional Council was established.

### Nexia Australia and Grassroots Connections Australia (2020)

In October 2020, the councillors of the Norfolk Island Regional Council requested that independent governance and financial audit be undertaken. Nexia Australia and Grassroots Connections Australia undertook these audits and produced two independent reports. Both Nexia Australia and Grassroots Connections Australia, identified significant deficits in the council’s financial management. Nexia Australia highlighted that the Council did not have enough capital to continue day-to-day functions,

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which consequently placed the Council's short-term and long-term financial sustainability at critical risk as stated by Grassroots Connections Australia.

## Public inquiry (2021)

In response to the two independent reports, the Norfolk Island Regional Council was placed into temporary administration while a public inquiry occurred. The public inquiry found that the Norfolk Island Regional Council failed to manage finances in accordance with the relevant principles and practices. On 6 December 2021, the councillors were formally dismissed, and the Norfolk Island Regional Council were officially placed into administration for a three-year period. Norfolk Island Regional Council is due to come out of its administration period in December 2024.

## JSCNCET inquiry (2023)

Minister McBain referred the issue of local governance on Norfolk Island to the Joint Standing Committee on National Capital and External Territories (JSCNCET) ahead of the administration period for the Norfolk Island Regional Council ending in December 2024. (The administration period has since been extended – currently to 31 December 2026.) On 7 February 2023, the JSCNCET commenced an inquiry into local government models and equitable revenue sources to support the Norfolk Island Regional Council. The inquiry received 42 written submissions and held four public hearings. A final report, *Restoring Democracy: Report of the inquiry into local governance on Norfolk Island*, was released in November 2023 and made seven recommendations.

The Australian Government released its response to the report in February 2024. It agreed with one recommendation, agreed-in-principle with one recommendation, agreed-in-part with three recommendations, and noted two recommendations. In November 2024, the Australian Government announced a new governance model for Norfolk Island broadly based on recommendations from the JSCNET, including a new Norfolk Island Assembly consisting of five democratically elected members.

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| DATE        | REPORT                                                                                                                         | SUMMARY                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
|-------------|--------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1976        | <i>Royal Commission into Matters relating to Norfolk Island</i>                                                                | <p>The 1976 Royal Commission was established to consider two points of inquiry:</p> <ol style="list-style-type: none"> <li>(1) The future status of Norfolk Island and its constitutional relationship to Australia, and</li> <li>(2) The most appropriate form of administration for Norfolk Island if its constitutional position were changed</li> </ol> <p>The Terms of Reference sought to extend consideration of these points across 10 subsidiary matters that articulated the broader conditions of Norfolk Island. The 74 recommendations of the Royal Commission largely set the foundations for the Norfolk Island Legislative Assembly, including areas of responsibility, legislative powers, and relationship with the Commonwealth.</p> |
| JULY 1997   | <i>Norfolk Island Review</i><br><a href="#">Commonwealth Grants Commission</a>                                                 | <p>The Commonwealth Grants Commission (CGC) was asked to inquire into Norfolk Island's economic capacity, financial and administrative arrangements, and government services.</p> <p>The CGC report was generally favourable to Norfolk Island, finding that while the Norfolk Island economy was vulnerable, it had a relatively low dependence on the Commonwealth and provided several services at a standard comparable to the Mainland.</p> <p>Of note, it assessed Norfolk Island's revenue capacity at 60 per cent higher than actual revenue raised.</p>                                                                                                                                                                                        |
| AUGUST 2001 | <i>In the pink or in the red?</i><br><a href="#">Joint Standing Committee on the National Capital and External Territories</a> | <p>The Joint Standing Committee was asked to consider the Norfolk Island healthcare system and health infrastructure available on Norfolk Island.</p> <p>The report found that:</p> <ul style="list-style-type: none"> <li>- Norfolk Island had ageing and inadequate hospital facilities, "well below the standard which residents and [...] visitors [...] have a right to expect"</li> <li>- community health and health education programs were well behind mainland practices, and</li> <li>- the aged care situation was "dire".</li> </ul> <p>The Report concluded that the Norfolk Island health care system was "manifestly inadequate". It made several recommendations to overhaul the healthcare system.</p>                                |

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| DECEMBER 2003 | <i>Quis custodiet ipsos custodes?</i><br><i>Inquiry into Governance on Norfolk Island</i><br><a href="#">Joint Standing Committee on the National Capital and External Territories</a>      | <p>The Joint Standing Committee was tasked to consider Norfolk Island's Governance. It was the first of two reports produced by the Committee on the matter.</p> <p>The report found that certain subsets of the community exploited governance systems and that beneath the surface, informal mechanisms operated with relative impunity.</p> <p>The report made several recommendations to reduce corruption and increase protections for residents and whistle-blowers that report criminal or corrupt behaviour.</p> <p>The report suggested that self-governance should continue on the condition that the reform agenda could be met.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| DECEMBER 2005 | <i>The Challenge: Sink or Swim?</i><br><i>Inquiry into Governance on Norfolk Island (Pt 2)</i><br><a href="#">Joint Standing Committee on the National Capital and External Territories</a> | <p>This report formed part two of the Joint Standing Committee's inquiry into Norfolk Island's Governance. It focused primarily on the financial sustainability of Norfolk Island.</p> <p>The report found that the financial system operating on Norfolk Island was unsustainable and recommended that Norfolk Island should be incorporated into the Commonwealth taxation regime.</p> <p>The report also stated the Joint Standing Committee's preference for:</p> <ul style="list-style-type: none"> <li>- the Commonwealth to resume responsibility for social security, health and aged care services, national census and economic statistics collection, immigration, customs and quarantine</li> <li>- Commonwealth law to apply to Norfolk Island, particularly corporations law and trade practices</li> <li>- a range of State-type services, including education, vocational training, legal and court services, telecommunications, broadcasting, and environmental protection to be provided by the Commonwealth, and</li> <li>- the Commonwealth to resume responsibility for the funding and upgrade of Norfolk Island infrastructure</li> </ul> |

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| SEPTEMBER 2006 | <i>Review of Financial Capacity of Norfolk Island</i><br><a href="#">Commonwealth Grants Commission</a> | <p>The Commonwealth Grants Commission was tasked to provide advice on:</p> <ul style="list-style-type: none"> <li>- the costs to provide State and local government services on Norfolk Island at average levels provided by States</li> <li>- the capacity to raise revenue from a comparable range of taxes and charges levied by State and local governments</li> <li>- the amount of financial assistance needed from the Australian Government to allow Norfolk Island to meet the cost of providing services mentioned above, and</li> <li>- how much local government funding the Australian Government might provide to Norfolk Island on a basis consistent with local government funding arrangements applying in the rest of Australia.</li> </ul> |
| MARCH 2011     | <a href="#">Norfolk Island Roadmap</a>                                                                  | <p>The Norfolk Island Roadmap was jointly produced by the Government of Norfolk Island and Commonwealth. It articulates a reform proposal across seven key areas:</p> <ol style="list-style-type: none"> <li>1) Governance Reform</li> <li>2) Economic Development</li> <li>3) Public Sector Management</li> <li>4) Immigration, Health, Welfare and Education</li> <li>5) Taxation</li> <li>6) Environment</li> <li>7) Extension of Commonwealth Laws to Norfolk Island</li> </ol> <p>The roadmap provides several concessions to the community of Norfolk Island to realise reform. These are often framed as a requirement for the Commonwealth to demonstrate the value of reform to the community.</p>                                                   |
| NOVEMBER 2011  | <i>Norfolk Island Public Service Review</i><br><a href="#">Australian Continuous Improvement Group</a>  | <p>The Australian Continuous Improvement Group was engaged to review the capacity of the Norfolk Island Public Service. It took the firm view that Norfolk Island did not have the capacity to deliver the range of services for which it was then responsible, in particular those services usually delivered by the Australian or State/Territory Governments. The review considered that "the overriding conclusion is that Norfolk Island cannot continue to deliver the range of services to the standards that its residents expect or are entitled to as Australian citizens."</p>                                                                                                                                                                     |

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| DECEMBER 2011 | <i>Update of the Financial Capacity of Norfolk Island 2011</i><br><a href="#">Commonwealth Grants Commission</a>                                                 | The Commonwealth Grants Commission was tasked by the then-Secretary of the Department of Regional Australia, Regional Development and Local Government, Ms Glenys Beauchamp PSM, to update their 2006 review of the financial capacity of Norfolk Island.<br>The review found that the funding gap increased from 2006, in part due to weakened economic conditions spurred by a declining tourism industry, declining population, and a weaker financial position of the Norfolk Island administration.<br>The review also found that Norfolk Island's revenue raising capacity is below the Australian average but that it had the potential to raise further revenue.                                                                                  |
| MARCH 2012    | <i>Norfolk Island Economic Development Report – Reform of the Norfolk Island Economy</i><br><a href="#">ACIL Tasman</a>                                          | ACIL Tasman was engaged to produce an economic development strategy and action plan as an outcome of the Norfolk Island Road Map process. The subsequent strategy recommended a series of micro-economic reforms based on the <i>Competition Principles Agreement 1995</i> , most of which recommended privatising key-government businesses.                                                                                                                                                                                                                                                                                                                                                                                                             |
| MARCH 2013    | <i>Review of Norfolk Island Government Financial Statements, starting 2011-12</i> <sup>^</sup><br>Australian National Audit Office                               | -                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| OCTOBER 2014  | <i>Same Country: Different World – The Future of Norfolk Island</i><br><a href="#">Joint Standing Committee on the National Capital and External Territories</a> | The Joint Standing Committee was tasked to consider the economic prospects of Norfolk Island in the context of the economic goals set out in the Roadmap and a declining tourist industry. The Committee considered that an inquiry into the economy could not be undertaken fulsomely. The report considered that urgent reforms were required, noting that Norfolk Island governance arrangements had not been able to provide social or economic conditions comparable to the mainland. The report recommended that the Commonwealth repeal the <i>Norfolk Island Act 1979</i> (Cth) and establish an interim administration, to assist the transition to a local government type body, determined in line with the community's needs and aspirations. |

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| NOVEMBER 2014 | <i>Norfolk Island Government Business Analysis – Phase Two Analysis</i><br><a href="#">Deloitte</a>                 | <p>In 2014 Deloitte was engaged to examine 19 of the Norfolk Island Government Business Enterprises (GBEs), to improve efficiency of operations and, where feasible (and desirable), explore potential for private sector involvement in the business.</p> <p>It found:</p> <ul style="list-style-type: none"> <li>- There is a limited scope for privatisation due to the size of the market, unclear financial performance and lack of reliable data, prohibitive investment requirements, and government reliance on revenue to fund day to day operations.</li> <li>- For many government businesses, a management outsourcing arrangement was the best option in the short term, ensuring the business is run efficiently while still retaining the Government's revenue stream.</li> </ul>                                                                                    |
| NOVEMBER 2014 | <i>Economic Impact of Norfolk Island reform scenarios</i><br><a href="#">The Centre for International Economics</a> | <p>The Department of Infrastructure and Regional Development engaged the Centre for International Economics (CIE) to build an economic model of the Norfolk Island economy, and then to quantify the economic impact on Norfolk Island of various reform scenarios, including:</p> <ul style="list-style-type: none"> <li>- extension of Australian mainland minimum wage, and market/business operations</li> <li>- extension of mainland taxation (personal, company and Medicare levy) and superannuation systems</li> <li>- extension of mainland social security (unemployment benefits, welfare payments, and Medicare)</li> <li>- changes to the current Norfolk Island arrangements (such as removing the Norfolk Island GST and import duties, possibly in exchange for extension of mainland taxation) and implementation of a range of microeconomic reforms.</li> </ul> |
| JULY 2015     | <i>Norfolk Island Economic Development Strategy</i><br><a href="#">SGS Economics and Planning</a>                   | <p>The Economic Development Strategy was prepared to reflect and build on feedback received from formal consultations and informal conversations with residents of Norfolk Island and other interested parties, including Australian Government representatives.</p> <p>It drew on previous work such as the <i>Norfolk Island Tourism Strategic Plan 2013-2023</i> and independent research.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| AUGUST 2015   | <i>GBE Governance Framework</i><br><a href="#">Deloitte</a>                                                         | <p>Following the 2014 Deloitte report, Deloitte was further engaged to provide a framework that addresses governance requirements for Government Business Enterprises (GBES) at a business and ANI wide level.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |

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| DECEMBER 2015 | <i>Audit of Norfolk Island Government Financial Statements<sup>^</sup></i><br>Australian National Audit Office | -                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| OCTOBER 2017  | <i>KAVHA Economic Feasibility Study</i><br><a href="#">The Centre for International Economics</a>              | <p>The Centre for International Economics (CIE) was engaged by the Department of Infrastructure and Regional Development to understand the economic feasibility of KAVHA in the context of Norfolk Island's dependence on the Tourism Industry.</p> <p>The CIE found that</p> <ul style="list-style-type: none"> <li>- An estimated 16 per cent of tourism to Norfolk Island is attributable to KAVHA.</li> <li>- The current level of conservation funding is not sufficient to allow Australia to meet World Heritage obligations.</li> <li>- While visitor satisfaction is positive, the visitor experience is not of the quality expected for a contemporary World Heritage tourist attraction, and</li> <li>- Governance arrangements at KAVHA need to improve.</li> </ul>                                                                                                                                                                                                      |
| MAY 2019      | <i>Preliminary Norfolk Island Service Delivery Transition Options</i><br>Boston Consulting Group <sup>^</sup>  | <p>The Boston Consulting Group provided support to the Department of Infrastructure, Transport, Cities and Regional Development to develop preliminary options for the transition of NSW responsibilities for service delivery and the accompanying legislative framework. The preliminary options paper found that:</p> <ul style="list-style-type: none"> <li>- The timeline for transition is short, and that transition focus should be on ensuring the continuity of essential services currently supported by NSW (e.g., health, education, and critical legislation)</li> <li>- Any transition option requires a state or territory to be involved—at a minimum for critical state-based legislation and regulatory roles – and it is preferable that only one state or territory be involved</li> <li>- There is a non-governmental market (private and not for profit) that has the appetite and capability to provide health and education support and services</li> </ul> |

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| MAY 2019 | <i>Design, Implementation and Monitoring of Reforms to Services on Norfolk Island</i><br><a href="#">Australian National Audit Office</a> | <p>The Australian National Audit Office (ANAO) assessed whether the Department of Infrastructure, Transport, Cities and Regional Development had designed and implemented appropriate governance and administration arrangements for the transition and delivery of sustainable reforms to services on Norfolk Island. The audit examined whether:</p> <ul style="list-style-type: none"> <li>- sound evidence informed the design of reforms for the delivery of services on Norfolk Island;</li> <li>- appropriate arrangements were implemented to support the transition and delivery of reforms to services on Norfolk Island; and</li> <li>- the arrangements in place for the delivery of services on Norfolk Island were subject to appropriate ongoing performance monitoring processes.</li> </ul> <p>The ANAO found that:</p> <ul style="list-style-type: none"> <li>- While the design of governance and administration arrangements was largely appropriate, its implementation was only partly effective</li> <li>- Elements of the reform design relating to state and local government services could have benefited from more detailed analysis</li> <li>- Roles and responsibilities for implementation of reforms were clearly outlined, but prioritisation plans lacked appropriate detail</li> <li>- Arrangements established for the delivery of local government services were largely effective</li> <li>- There were weaknesses in the department's monitoring of the performance of state services and an evaluation of the impact of reforms had not been undertaken, and</li> <li>- The department regularly reported on the progress of the reforms to the responsible Minister although it did not report on options for a state service provider in a timely manner</li> </ul> |

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| AUGUST 2019   | <i>Monitoring the Norfolk Island Economy</i><br><a href="#">KPMG</a>                 | <p>KPMG was engaged by the Department of Infrastructure, Transport, Cities and Regional Development to establish an economic baseline for Norfolk Island which would allow for the monitoring of economic performance and trends.</p> <p>The KPMG review made several key findings, including:</p> <ul style="list-style-type: none"> <li>- The size of the Norfolk Island Economy means it is susceptible to year-to-year fluctuations in Gross Territory Product (GTP)</li> <li>- The Tourism industry accounted for about 40 per cent of the Island's economy activity</li> <li>- Norfolk Island had a comparably low un-employment rate at just 2 per cent</li> <li>- The size and remoteness of Norfolk Island impact the ability to realise economies of scale</li> <li>- The Norfolk Island population is experiencing a gradual decline.</li> </ul> |
| NOVEMBER 2019 | <i>2019 Norfolk Island Inquiry</i><br><a href="#">Commonwealth Grants Commission</a> | <p>The Commonwealth Grants Commission was tasked by the Department of Infrastructure, Transport, Cities and Regional Development to provide credible costing-related information to:</p> <ul style="list-style-type: none"> <li>- Support its consideration of options for the provision of state-type government and local government services</li> <li>- Provide estimates of the annual expenditure, including infrastructure costs, required to provide services, and</li> <li>- Identify the capacity of Norfolk Island to raise revenue from a range of taxes and charges comparable to those levied by state and local governments</li> </ul> <p>Although the Commonwealth Grants Commission were not asked to make an assessment, the report observed that the NIRC had a higher expenditure than estimates based on comparable communities.</p>    |
| MAY 2020      | <i>2019 Norfolk Island Health Services Plan</i>                                      | <p>The department contracted KPMG to update the <i>2015 Norfolk Island Health Services Plan</i> to more accurately reflect the contemporary status and needs of health and aged care services on island.</p> <p>The updated plan identifies the services, infrastructure, workforce and future clinical support required to safely deliver appropriate quality health and aged care on Island. The updated plan also informed the Government's investment in a new residential aged care facility that will form part of the Norfolk Island Health and Residential Aged Care Service (NIHRACS) in 2028.</p>                                                                                                                                                                                                                                                 |

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| DATE          | REPORT                                                                                                                                | SUMMARY                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
|---------------|---------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| OCTOBER 2020  | <i>Norfolk Island Regional Council Independent Audit of Financial Performance</i><br><a href="#">Nexia Australia</a>                  | <p>The NIRC requested an independent governance and financial audit of NIRC operations to be undertaken prior to the scheduled 2020 Council elections.</p> <p>The Audit found:</p> <ul style="list-style-type: none"> <li>- The NIRC demonstrated poor financial performance</li> <li>- There was \$646,000 in unrestricted cash available and the NIRC would be in a negative cash position in the 2020/21 FY</li> <li>- There was inadequate working capital available to fund day-to-day operations</li> <li>- Asset management did not meet minimum accepted requirements, and</li> <li>- There were inconsistencies in accounting practices, compounded by poor budgeting techniques.</li> </ul>                                                                                                                                                                                                                                                                                                                            |
| NOVEMBER 2020 | <i>Norfolk Island Regional Council Independent Governance and Financial Audit</i><br><a href="#">Grassroots Connections Australia</a> | <p>The NIRC requested an independent governance and financial audit of NIRC operations to be undertaken prior to the scheduled 2020 Council elections.</p> <p>The Audit found:</p> <ul style="list-style-type: none"> <li>- The relationship framework between the NIRC and Commonwealth could be improved</li> <li>- Risk Management needs major improvements across all functions</li> <li>- Strategic planning requires further focus and integration, and</li> <li>- Short term financial performance as well as long term financial sustainability were critical risks.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| NOVEMBER 2021 | <i>Public Inquiry into the Norfolk Island Regional Council</i><br><a href="#">Australian Government</a>                               | <p>In February 2021, the then-Assistant Minister for Regional Development and Territories, the Hon Nola Marino MP, announced a Public Inquiry into the Norfolk Island Regional Council to consider whether it was managing finances in accordance with relevant principles and practices and if the governing body had complied with its relevant obligations.</p> <p>The Inquiry found that:</p> <ul style="list-style-type: none"> <li>- The NIRC's poor financial position was, to a significant degree, the consequence of decisions made by the governing body in relation to funding two projects</li> <li>- The NIRC governing body was reluctant to raise own source revenue to enable a balanced budget</li> <li>- The NIRC and governing body failed to correct resourcing and financial strategies in response to new information, and</li> <li>- The NIRC's asset management plans were deficient and a strategy to address the asset base was supported by assumptions that were ultimately not realised</li> </ul> |

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| DATE          | REPORT                                                                                                                                                                                 | SUMMARY                                                                                                                                                                                                         |
|---------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| NOVEMBER 2023 | <i>Restoring Democracy: Report of the inquiry into local governance on Norfolk Island</i><br><a href="#">Joint Standing Committee on the National Capital and External Territories</a> | An inquiry into and report on equitable revenue sources to support the economic viability of the Norfolk Island Regional Council and the operation and governance of local government.                          |
| JULY 2024     | <i>Fit For The Future</i><br><a href="#">Mike Colreavy</a>                                                                                                                             | A report by Mike Colreavy, then Administrator of the Norfolk Island Regional Council, on the history of governance on Norfolk Island, and the status of the Norfolk Island Regional Council and its activities. |
| DECEMBER 2025 | <i>Management of Service Delivery Arrangements for Australia's External Territories</i><br><a href="#">Australian National Audit Office</a>                                            | An audit to assess whether the Department's management of service delivery arrangements for the external territories is effective.                                                                              |

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# ADMINISTRATOR OF NORFOLK ISLAND

## Introduction and Guide

### Office of the Administrator

**May 2026**

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# Office of the Administrator

All staff in the Office of the Administrator are employees of the department and employed under the *Public Service Act 1999*. The Director and Senior Administration Officer are ongoing employees. All roles are funded as ongoing roles under the administered budget measure for Norfolk Island Commonwealth administration.

## Location

The Office of the Administrator is located on Level 1, New Military Barracks. These consist of three offices, the Administrator's office, the Director's office and an office for administrative staff.

A security pin is used to open the entrance door to the building and parking is available on site.

## The Director of the Office of the Administrator

The Director has two main roles: to manage the day-to-day operations of the Government House estate and to assist the Administrator in the exercise and performance of their powers and functions.

The Director is responsible for the effective management of Government House, including its constitutional and community engagement functions. In addition, the Director can manage resources such as finances, staffing, and IT.

The Director is the Administrator's principal adviser, providing support to the Administrator including coordinating briefings and official programs. They ensure the Administrator's statutory duties are carried out with integrity, efficiency, and dignity.

### Director – s22(1)(a)(ii)

s22(1)(a)(ii) commenced in the role of Director of the Office of the Administrator in June 2023. s22(1)(a)(ii) oversees the provision of advice and support to the Administrator in the conduct of their statutory, ceremonial and community roles. s22(1)(a)(ii) fulfils a key role in providing advice and liaison to the Administrator and the department on the powers and functions of the office. s22(1)(a)(ii)

### Senior Administration Officer – s22(1)(a)(ii)

s22(1)(a)(ii) has provided distinguished service to Norfolk Island administration, working with 12 Administrators since 1972. Her service spans periods of the Legislative Assembly governance as well as the transition to Commonwealth administration during which she served in an administrative capacity with the Australian Public Service.

A lifelong resident of Norfolk Island, s22(1)(a)(ii) is a highly respected community elder with a deep understanding of the Island's history, culture and contemporary issues.

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## Outsourced Services

The following outsourced services are managed by the Office of the Administrator. Currently the Director directly supervises outsourced services.

### Grounds – Lawns and Gardens

Currently, grounds maintenance services for the lawns and gardens of Government House are provided by a two-person team seconded from the NIRC. The team is led by s22(1)(a)(ii) and supported by s22(1)(a)(ii).

### Cleaning Services

Cleaning services for Government House are provided by a team of two staff seconded from the NIRC. s22(1)(a)(ii) is supported by s22(1)(a)(ii).

### Function staff

Event services at Government House are delivered by s22(1)(a)(ii) and s22(1)(a)(ii) under a contracted service arrangement. The current contract is in effect until 6 November 2028 and includes one further three-year extension option.

Under this arrangement, the service provider engages additional staff for larger functions, as required, following consultation with the Director. The supplier is responsible for all on-site event coordination, including the set-up and operation of sound, lighting and other technical requirements; the provision of food and beverage services; décor and event styling; and the preparation and management of crockery, silverware and glassware.

The suppliers meet with the Director on a weekly basis to plan and coordinate the delivery of forthcoming events.

Chef services for all Government House functions are provided by s22(1)(a)(ii).

## Document Control

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# ADMINISTRATOR OF NORFOLK ISLAND

## Introduction and Guide

## Role and Responsibility of the Administrator of Norfolk Island

**May 2026**

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## Introduction

Congratulations on your appointment as Administrator of Norfolk Island. Your appointment has been approved by Cabinet, the Prime Minister and the Governor- General. Your appointment is for a term of three (3) years commencing 1 June 2026.

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## Your Role and Responsibilities

Central to ensuring that the Minister is appropriately informed of local issues, perspectives, and developments, and that Government policies and decisions are clearly communicated and understood, the Administrator is responsible for facilitating communication between: the Minister and the Norfolk Island Regional Council (NIRC); and between the Minister and the Norfolk Island community more broadly.

Supported by the Office of the Administrator, the Administrator exercises a broad range of legislated powers and functions delegated by the Minister. While significant governance reforms took effect from 1 July 2016, much of the legislation in force on Norfolk Island prior to 30 June 2016 continues to apply under sections 16 and 16A of the *Norfolk Island Act 1979* (Cth).

Powers and functions originally conferred on the Administrator and Norfolk Island Government Ministers under these laws are vested in the Minister. The Minister has delegated the majority of these powers and functions to the Administrator, as well as to departmental officials who may exercise those powers or perform those functions in your absence, or when it is otherwise appropriate.

In addition to statutory responsibilities, the Administrator undertakes a range of formal and ceremonial duties. These include attending and hosting community events, commemorations and official receptions, as well as receiving visiting dignitaries, VIPs, and government officials at Government House and hosting or leading national events of significance as they apply to Norfolk Island, including events that reflect Australia's national commemorative calendar.

The Administrator of Norfolk Island is expected to maintain an active presence within the community through involvement in community, sporting, and charitable organisations. Consistent with longstanding and established practice, this expectation includes the hosting of Government House open days.

A key aspect of the work is regular and meaningful engagement with members of the Norfolk Island community on economic, social, cultural, and environmental matters. There is an expectation to engage constructively with community groups, the Norfolk Island Regional Council, and other government entities. Where appropriate, please convene or participate in meetings with key stakeholders to identify emerging issues, facilitate discussion, and support informed decision-making.

Following is an overview of the key statutory functions of the role of the Administrator.

## Representative of the Minister

The Administrator is appointed by the Governor-General under the *Norfolk Island Administrator Ordinance 2016*. The Administrator of Norfolk Island, is the most senior Australian Government representative on Norfolk Island. They are responsible to the Minister for Regional Development, Local Government and Territories (the Minister), The Hon Kristy McBain MP, and report both formally and informally to the Minister and her office.

The Administrator is supported by the Department of Infrastructure, Transport, Regional Development, Communications, Sports, and the Arts (the department).

The Minister is appointed and allocated responsibility for the Territories portfolio by the Governor-General on the advice of the Prime Minister. The Administrator reports to the Minister in accordance with their obligations under the Ordinance.

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## Meetings with Norfolk Island Regional Council

The Administrator meets regularly with the General Manager of the Norfolk Island Regional Council (NIRC). The NIRC is not governed by the Australian Government, and the meetings are a means proactive sharing of information and the identification of solutions to issues and priorities. NIRC is currently under operating under administration. Lead Administrator, Scott Mason and Financial Administrator, Gary Mottau have been appointed by Minister McBain to lead NIRC at this time.

## Meetings and Reports to the Minister

The Administrator prepares a quarterly report to the Minister. The reports generally include the Administrator's community engagement program, civic duties, and outlining key issues of concern to residents or which require Government action.

## Ceremonial Role

The Administrator's ceremonial role includes officiating at a range of significant ceremonial occasions, celebrations, and commemorations, including events of national significance such as Australia Day and ANZAC Day activities. Attendance at celebratory and commemorative events organised by the local community are also an important element of the role.

## Civic Role

A special and important role of the Administrator is to engage with the community and emphasise issues that promote community cohesion and progression of the Australian Government. The Administrator is seen as a symbol of unity, who represents all Norfolk Islanders. Through an extensive community engagement program, the Administrator recognises and promotes Norfolk Island innovation, industry, voluntary service, education, artistic endeavours and sporting achievements.

## Symbols of Office

The Norfolk Island Flag and the Australian National Flag are flown at the Government House flagpole. In recognition of the passing of a community member, or on occasions of significant mourning, the flags are lowered in accordance with established protocols. Oversight of this practice is the responsibility of the Director of the Office of the Administrator.

The Administrator's vehicle is fitted with specialised number plates to denote their official roles and to clearly identify the conduct of authorised government business.

## Absence of the Administrator

There is no Acting Administrator for Norfolk Island. The Director manages the operational duties of the Office of the Administrator and Government House. Most powers conferred on a Minister or

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Administrator have been extended to other executive officers within the department as per the *Minister’s Norfolk Island Delegation Instrument 2019*.

## Security Services

This includes ensuring that Government information, people, assets, and official premises are protected from security risks.

The **Protective Security Policy Framework (PSPF)** applies in relation to the handling, storage, and disclosure of official information. The **Australian Government Contact Reporting Scheme** also applies.

Government House has security cameras installed . A security assessment will be conducted prior to the appointment of an Administrator to ensure the appropriate security measures are in place. This will be coordinated by the Office of the Administrator with the department and the Norfolk Island Police Force.

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# ADMINISTRATOR OF NORFOLK ISLAND

## Introduction and Guide

## Service Arrangements on Norfolk Island

**May 2026**

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# Introduction

Commonwealth, State-type, and municipal services are all delivered on Norfolk Island by a range of agencies and partners.

**Departmental support for these services are from the following areas.**

**Norfolk Island Policy:** Delivering coordinated policy advice and delivery support for essential services, infrastructure, water quality, agriculture and environmental sustainability on Norfolk Island. Overseeing state-like services such as biosecurity.

**Norfolk Island Service Delivery:** Delivering well-governed, high-performing service arrangements for Norfolk Island that support safe, reliable, and equitable outcomes for the community.

**Norfolk Island Operations:** Undertaking the management, maintenance and minor capital works for Commonwealth assets and Kingston and Arthurs Vale Historical Area (KAVHA), under the responsibility of the Department, on Norfolk Island.

**Health Governance:** Managing, overseeing and embedding long-term governance in the principal health and aged-care services on Norfolk Island.

**Norfolk Island Governance:** Providing policy advice and support for all matters related to Norfolk Island's governance.

Further detail on a range of state-like services delivered to Norfolk Island is provided in this chapter. Individual briefings can be provided on these services.

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# Service Delivery Arrangements on Norfolk Island

Commonwealth, State-type, and municipal services are all delivered on Norfolk Island by a range of agencies and partners.

## Commonwealth Services on Norfolk Island

Australian Government agencies work together to deliver services on Norfolk Island comparable with similar sized remote communities in mainland Australia. This includes working with other Government departments such as Parks Australia and CSIRO.

### Australia Post

Australia Post is responsible for postal services on Norfolk Island. Australia Post manages delivery of mail to and from Norfolk Island and uses a local agent to distribute and collect mail locally.

There remains an issue with online shopfronts where some retailers do not provide an option to deliver to Norfolk Island. Australia Post (who owns Shopify and provides the backend to many online retailers) has advised that this is at the individual retailers' discretion.

Some retailers list Norfolk Island as an Australian location, and others list it as a separate country. Where the option isn't available, residents are encouraged to contact the retailer directly to discuss shipping options.

### Australian Fisheries Management Authority

In 1994, the United Nations Convention on the Law of the Sea granted Australia sovereign rights to explore, develop, conserve and manage the living and non-living natural resources found within the exclusive economic zone (EEZ) waters surrounding Norfolk Island.

The Australian Fisheries Management Authority (AFMA) is the Australian Government agency responsible for the efficient management and sustainable use of Australian Government fish resources on behalf of the Australian community. AFMA is also responsible for managing Norfolk Island fisheries from an Australian Government perspective. This includes policing the waters for fishing poachers. Norfolk Island fishers do not pay a fee to AFMA to access fishing resources.

Where a commercial fishery exists, the Australian Government collects fishing levies which go towards managing the fishery, not to general revenue. These levies are based on actual management/research costs in a fishery.

### Australian Taxation Office

Australian taxation and superannuation systems commenced on Norfolk Island on 1 July 2016. Many people on Norfolk Island pay low rates of tax as their income is below the \$45,000 threshold where the marginal tax rate increases from 19% to 32.5%. This also makes them more likely to be eligible for a range of benefits available under Australia's social security system.

The taxation system applies on Norfolk Island in the same way it applies on the mainland, with the exception of indirect taxes, including goods and services tax (GST), luxury car tax, wine equalisation

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tax, excise duties and customs duties. This approach is consistent with the taxation arrangements in Australia's other external territories.

To support the community, the Australian Taxation Office has a Norfolk Island specific website and continues to produce a bulletin for small businesses that have subscribed to the service. The Office of the Administrator assist community members with applications for Australian Tax File numbers.

## Department of Agriculture, Fisheries and Forestry

Biosecurity management on Norfolk Island is consistent with the regime operating between mainland Australia, Christmas Island and the Cocos (Keeling) Islands. Australia's biosecurity framework is administered by the Department of Agriculture, Fisheries and Forestry (DAFF).

The *Biosecurity (Prohibited and Conditionally Non-prohibited Goods – Norfolk Island) Determination 2016* (biosecurity determination) was due to sunset in October 2026. On 21 March 2026, on advice from DAFF, the Attorney-General agreed to align the sunset dates for a range of determinations, including the biosecurity determination, to 31 October 2031. While this extension will allow time for a comprehensive review of the regulatory framework for the importation of goods, with a focus on removing regulatory burden, it will raise concerns among community members.

The current biosecurity determination is seen to present challenges for food security, for example through restrictions on the importation of fruit trees and live ruminants. The department has been working closely with DAFF to ensure that the community are engaged through the review process.

DAFF has an office in Burnt Pine, with permanent staff located on island to conduct passenger and freight clearances at the airport and seaports.

## Department of Education

The National Quality Framework for Early Childhood Education and Care (the National Quality Framework) was established in 2012 to improve the quality of education and care in specified services including long day care, family day care and outside school hours care. The National Quality Framework includes the National Law and National Regulations (the National Law), an applied law system which sets out the state-level application processes for provider and service approvals and the quality standards against which providers are assessed.

The National Law addresses the first stage in the accreditation process but has not yet been extended to Norfolk Island. While the process of applying the National Law to Norfolk Island is complex, the department continues to work closely with the Australian Government Department of Education and Queensland Department of Education with the intention to extend the National Law, as it applies in Queensland, to Norfolk Island.

## Department of Employment and Workplace Relations

The *Fair Work Act 2009* (Cth) and the Modern Awards apply on Norfolk Island.

Norfolk Island employees benefit from:

- the National Employment Standards, which are 10 minimum employment entitlements, including annual leave and employee public holiday entitlements.
- standard award rates consistent with mainland Australia; and

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- casual employees receive an extra 25% loading on top of the standard pay rate, to make up for not getting other entitlements.

## Employment Services

Asuria is contracted to deliver employment services on behalf of the Department of Employment and Workplace Relations (DEWR) including Workforce Australia services (previously known as jobactive), the New Enterprise Incentive Scheme and Work for the Dole. The program is called the Norfolk Island Employment Support Program (NIESP). Delivery has focused on promoting the service to employers, job seekers and the community. Job seeker servicing is an individually tailored service.

Listing vacancies on Australian Job Search has resulted in job seekers from the mainland seeking work on the island. Labour Hire and a weekly job advertisement are used to promote available vacancies.

Job seeker numbers and outcomes to date are relatively small but are within the expected range given the labour market. The availability of jobs is good, however there is a lack of qualified workers for some roles, in part due to historically limited access to apprenticeship and traineeship programs.

## Pacific Australia Labour Mobility (PALM) Scheme

The PALM scheme allows eligible Australian businesses (including Norfolk Island) to hire seasonal employees from nine Pacific islands and Timor-Leste when there is a gap in the labour market.

## Department of Health, Disability and Aged Care

Norfolk Island has access to Medicare and the Pharmaceutical Benefits Scheme. Bulk billing for Medicare eligible patients has seen a substantial increase in GP visits.

## Department of Home Affairs

In 2016, the *Immigration Act 1980* (NI) was repealed, and the Australian migration zone was extended to include Norfolk Island.

Norfolk Island permit holders were transitioned to the Australian visa regime. The Department of Home Affairs successfully implemented arrangements to ensure that Norfolk Island and visa holders were not disadvantaged through the transition. The extension of mainland arrangements has seen a number of residents take up Australian citizenship.

There is no requirement for passengers to carry passports for travel between the mainland and Norfolk Island. However, a passport is recommended due to possible flight diversions to New Zealand or New Caledonia in case of an emergency or bad weather.

## Department of Social Services and Services Australia

Australian Government social security programs and payments are applicable on Norfolk Island.

## National Disability Insurance Agency

The National Disability Insurance Scheme (NDIS) supports people with permanent and significant disability. The NDIS helps participants identify the support they need and achieve goals. This may include independence, greater involvement in community, education, and employment.

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NDIS participants can use their NDIS package to access support that promotes overall wellbeing, such as medical support, allied health services, developing new skills, and volunteering.

NDIS participants often rely on the support of a NDIS provider. There are three registered NDIS providers on Norfolk Island: Care Norfolk, GoPlan, and Life Without Barriers.

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# State-Type Services on Norfolk Island

The department became responsible for delivering state-type services to Norfolk Island from 1 July 2016.

## State-Type Services Delivered by Queensland Government

On 1 January 2022 Queensland became the state partner for agreed state service to Norfolk Island through an Intergovernmental Agreement with the Commonwealth. The previous agreement with the New South Wales Government concluded on 31 December 2021.

Under the Intergovernmental Partnership Agreement on State Service Delivery to Norfolk Island (IGA), the Queensland Government is delivering education services at the Norfolk Island Central School (NICS), registering and managing apprenticeship and traineeship contracts for Norfolk Island apprentices and trainees, providing support and oversight of the Norfolk Island Health and Residential Aged Care Service (NIHRACS), and custodial services in Queensland for Norfolk Island prisoners.

The agreement between the Commonwealth and Queensland governments allows for the exploration of additional state services beyond the above priority services. The Australian and Queensland Governments are working together to identify and negotiate additional services that Queensland may deliver to Norfolk Island.

As required, consultation with stakeholders in the Norfolk Island community, including the Norfolk Island Governance Committee, will take place in advance of service establishment. Delivery of these services is also subject to agreement by the Queensland Government.

## Apprenticeships and Traineeships

The New South Wales Government continues to provide support services for Norfolk Island apprenticeships and traineeships which commenced prior to 31 December 2021.

The Queensland Department of Trade, Employment, and Training (DTET) registers and manages new apprenticeships and traineeships on Norfolk Island, whilst TAFE Queensland deliver most of the training and support to those apprentices and trainees.

The Norfolk Island Employment Support Program – Vocational Education and Training (VET) Financial Support is funded by the Commonwealth and remains available to support VET students. The scheme is administered by the Department of Employment and Workplace Relations (DEWR), through Asuria, and supports students to manage the costs of studying at TAFE or a VET institution, as well as travelling to Australia to complete on-the-job training requirements while living on Norfolk Island.

## Education

Norfolk Island Central School (NICS) is the only facility providing formal school education on Norfolk Island and caters to students from Kindergarten to Year 12. The school also provides vocational education and training in a range of areas including hospitality and construction.

The Queensland Department of Education (DoE), through their Darling Downs Southwest Region (DDSW) operates the school, including employment of all teachers and staff and management and delivery of the Queensland Curriculum.

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The school grounds and buildings remain the property of the department and are considered Commonwealth assets. All capital works and maintenance are managed by the Norfolk Island Operations Team in conjunction with the Norfolk Island Service Arrangements Team.

## Health

The department has signed a Health Service Schedule with the Queensland Department of Health (Queensland Health) under the Intergovernmental Agreement. The scope of this agreement is the provision of clinical and corporate support and advice to NIHRACS and the department. Queensland Health has delegated much of its delivery to the Metro North Hospital and Health Service (Metro North).

The department, Queensland Health, and Metro North meet weekly to monitor operations of this complex operating area.

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# State-Type Responsibilities Managed by the Department

## Biosecurity

The management of biosecurity on Norfolk Island involves collaboration between DAFF, the department, NIRC and community members.

The primary biosecurity legislation is the *Biosecurity Act 2015*, administered by DAFF. Under the *Biosecurity Act 2015*, the movements of vessels, goods and people to Norfolk Island are managed like international movements. *The Biosecurity (Prohibited and Conditionally Non-prohibited Goods—Norfolk Island) Determination 2016* provides specific conditions for import of goods to Norfolk Island.

The department's role is to manage new and established pests and diseases past the border, with DAFF managing biosecurity at the border. The department funds NIRC through a service delivery arrangement (SDA) for a limited number of services related to this role, including managing the Argentine Ant Eradication program. The department is in the process of overseeing an independent review of the Argentine Ant Eradication program to inform decisions on funding the program into the future.

## KAHVA Management

Kingston and Arthur's Vale Historic Area (KAVHA) transferred to Commonwealth control in 2016, following the end of Norfolk Island's self-government and associated land and governance reforms. Under these arrangements, enabled by the Norfolk Island Land Transfer Ordinance 2016, responsibility for KAVHA was consolidated within the Australian Government, with the department assuming overall accountability for land and environmental management, heritage conservation, and compliance with the Environment Protection and Biodiversity Conservation Act 1999. This shift replaced previously fragmented arrangements with a single, legislatively grounded framework, strengthening the Commonwealth's role in the long-term protection and stewardship of this World Heritage-listed site.

Today, the department is responsible for the end-to-end management of KAVHA, including protecting, conserving, and promoting the site in line with World, National and Commonwealth heritage obligations, while delivering day-to-day asset management functions. This includes overseeing maintenance, minor capital works and project delivery, managing museum collections and interpretation, supporting governance (including the KAVHA Advisory Committee), and ensuring compliance across procurement, contracts, and WHS.

## KAVHA Advisory Committee

The KAVHA Advisory Committee (the Committee) was established in 2015 and provides expert and independent advice to the department on heritage conservation issues including heritage protection, governance and community partnerships. It last met in December 2025.

The Administrator of Norfolk Island chairs this Committee. The Committee includes four community members, two independent heritage experts and a member for culture and language.

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The Chair is responsible for ensuring that the committee remains cognisant of its advisory status. While the Chair's advice is valued and carefully considered, responsibility for the management, decision-making and statutory accountability for KAVHA rests with the department.

## Commonwealth Reserves Management

In addition to KAVHA, the department is responsible for managing Commonwealth land on Selwyn, Cascade and Nepean Island reserves. The reserves have important environmental, heritage and recreational values and are managed through close collaboration between the department, NIRC, and Parks Australia. Each reserve is subject to a Plan of Management under Norfolk Island continued legislation; and Cascade Reserve is listed on the Commonwealth Heritage Register. The Commonwealth also manages Commonwealth heritage listed properties located at the arched building at Longridge, Cascade and Selwyn Reserve.

## Shipping and Freight Security

### Port Infrastructure and Lighterage

Existing port infrastructure on Norfolk Island is limited. Norfolk Island is subject to severe local weather and rough sea conditions which result in cargo being loaded or unloaded at multiple ports, or ships docking at anchor for extended periods waiting for safer conditions.

Large vessels are unable to dock at any pier on Norfolk Island, and Norfolk Island does not have appropriate facilities to handle cargo in shipping containers. Freight arrives on larger commercial ships that transfer freight (as breakbulk) into smaller lighter craft that are able to access Norfolk Island piers to load and unload their cargo (this system is known as lightering or lighterage).

Lighterage and stevedore practices are based on intergenerational cargo-handling knowledge and expertise that go back many decades and are considered part of the traditional culture of Norfolk Island.

The department is working closely with the NIRC to improve the safety and efficiency of lighterage operations. Norfolk Island's traditional lighter craft were used for the last time in January 2022. New lighter vessels were introduced, which meet modern marine safety standards and enable continued sea freight deliveries while more permanent maritime infrastructure upgrades are put in place. In 2025, two new Cargo Transfer Vessels (CTV) commenced operation, as the first stage towards containerised freight to the island.

Norfolk Island has three areas that have conventionally been used to deliver freight cargo:

- 1) Cascade Bay, located in the north. Ships will typically anchor in Cascade when the weather allows. There is a permanent pier structure here, with a crane, which is predominantly used for commercial fishing. Cascade Bay has suitable road access and room for some landside infrastructure. The Commonwealth owns the land at Cascade.
- 2) Kingston, located in the south. Ships will typically anchor in Sydney Bay and use Kingston Pier as a secondary location when the conditions at Cascade are unfavourable. There is a permanent pier in Kingston that is mainly used for commercial fishing. This location is under World Heritage Protection status, which begins at the shore, so new landside infrastructure is unlikely to be constructed at Kingston. The Commonwealth owns Kingston Pier.
- 3) Ball Bay, located in the East. Temporary rock and earthen groynes have previously been erected and dismantled numerous times in Ball Bay to deliver project cargo. The NIRC owns the land at

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Ball Bay. Currently Ball Bay is used for delivery of diesel fuel with aging fuel storage tanks (owned by Burnt Pine Fuel) located nearby.

- 4) Cascade and Kingston Ports are also used for cruise ship arrivals. The department owns three Passenger Transfer Vessels (PTVs), specifically designed to support the transport of passengers from cruise ships to the piers on Norfolk Island. These services were delivered by a third-party contract with Transam. Currently the future of PTVs and this service is under development. There are varied views on Island as to the economic benefit of the PTVs.

## Sea Freight Services

The security of sea freight supply to Norfolk Island is a key Government priority. While there was a period when shipping services did not meet community demand, the introduction of the MV Norfolk by Neptune Pacific Direct Line (NPDL) has largely resolved this issue. However, voyages remain heavily dependent on favourable weather conditions.

The Australian Government consider shipping to be a commercial matter that should be managed by the commercial maritime sector. The Government does not provide any direct funding to commercial shipping operators to service Norfolk Island.

The department is currently developing a ports strategy, due for completion by 30 June 2026, which will outline a pathway to a future state that enables containerised freight; modern port facilities; and address the needs identified by the community through the consultation process.

## Water Quality

Water quality in Emily Bay is a long-standing issue. The department, Parks Australia and NIRC are working to improve water quality. All are represented on a Water Quality Working Group, which meets regularly to coordinate and progress work to improve water quality.

The coral reef in Emily, Slaughter and (to a lesser extent) Cemetery Bays is in poor health. The decline in coral health is likely caused by a number of issues, including warming temperatures and poor water quality. There are high nutrients in the bay contributed to by both human and ruminant waste and fertiliser.

The department has committed over \$9 million since FY20-21 for water quality improvement activities, including in KAVHA and to support the NIRC to upgrade wastewater infrastructure.

Key projects and initiatives include:

- Extension of the sewer system, which will connect commonwealth buildings in KAVHA to the sewer system The development and delivery of a water quality monitoring program
- Repair and regular maintenance of Commonwealth septic tanks in KAVHA
- Construction of leaky weirs in the Kingston catchment to reduce the flow of surface waters into the reef; and
- Funding the NIRC to design a new wastewater treatment plant

In January 2026, the department agreed to fund NIRC \$0.7 million to undertake a range of water quality improvement projects on NIRC and private land over a three-year period. These measures will support a reduction in the contamination of both surface and ground water in the Kingston catchment, and ultimately the reef.

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# State-Type Services Delivered through other Arrangements

## Air Freight Services

The Australian Government subsidises Toll Remote Logistics to deliver a regular air freight service. This service is available to the entire community, and provides a steady supply of critical goods, including food and medical supplies. Toll has contracted Burnt Pine Travel to manage freight handling.

## Air Passenger Services

The Government underwrites Qantas Airways Limited to deliver a regular passenger airline service between Norfolk Island and mainland Australia (Brisbane and Sydney). This agreement ensures that essential transport and supply links are maintained for the benefit and of the Norfolk Island community and visitors.

There are currently no international flights operating direct to Norfolk Island.

## Ambulance Services

The department has a contract with St John Ambulance NSW to coordinate the operation of ambulance services on Norfolk Island, which is delivered by volunteers. St John Ambulance employs one staff member to manage rosters, maintain inventory and coordinate training of volunteers.

St John Ambulance is co-located with NIHRACS and utilises two ambulances that are Commonwealth owned. St John Ambulance responds to all emergencies as requested by NIHRACS, provides transport to patients requiring a medical evacuation and transports deceased persons. It also participates in community events, outside the scope of the contract.

## Child Protection and Care

*The Child Welfare Act 2009 (NI)* (the Act) outlines the statutory child protection powers and functions for Norfolk Island. It also outlines who is a mandatory reporter for child abuse and neglect, including teachers and medical professionals and provides for the appointment of a Child Welfare Officer (CWO).

The department currently has a contract with Key Assets Australia to deliver child protection services on Norfolk Island, to provide a senior staff member to the position of CWO and to operate a child and family wellbeing unit. The contract is in place until June 2026.

s22(1)(a)(ii), Key Assets Group Director of Operations, is currently the appointed CWO for Norfolk Island. She is based in Victoria and may delegate some of these powers and functions under the Act to the team on island.

Key Assets has a team based on Norfolk Island delivering services, which operates as NI-Connect. The NI-Connect team is supervised by the Key Assets State Director for NSW and Norfolk Island, who is based in Sydney. The NI-Connect Operations Manager is based on island and is supported by five team members including a child and youth engagement officer, a child well-being case worker and a family support worker.

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The Norfolk Island community is invested in the care and protection of its children, and NI-Connect is a trusted resource for the community. NI-Connect also runs a range of initiatives for the community, including a school holiday program and an emergency accommodation program.

## Corrections

New South Wales was responsible for providing corrective services until 30 June 2024. On 1 July 2024, Queensland Corrective Services commenced the provision of corrective services for Norfolk Island prisoners through the executed Custodial Services Schedule under the IGA with the Queensland Government.

The current arrangements are for custodial services only. Individuals remanded or sentenced on Norfolk Island may be transported to a Queensland corrective services facility for their time in custody. Queensland Corrective Services has been working closely with the Australian Government and Norfolk Island authorities to examine future options for the provision of parole and community corrections, recognising the importance of consistent and effective offender management in supporting rehabilitation and community safety.

## Early Childhood Education and Care

The privately-run Banyan Park Early Learning Centre is the only childcare service available for Norfolk Island families.

There is no regulator for early education and childcare on Norfolk Island and the legislation required to regulate an accredited provider through the National Quality Framework (NQF) is not currently applicable to Norfolk Island.

As a result, families using the Banyan Park services are unable to access the Australian Government's childcare fee assistance, and Banyan Park is unable to access the Australian Government's Inclusion Support Program (ISP).

Banyan Park has an agreement with the Commonwealth to prepare for accreditation and approval under the NQF. The department has engaged a mentor to assist Banyan Park prepare for accreditation.

In the meantime, the Commonwealth is providing interim fee relief to Banyan Park, which is designed to be as close as possible to the childcare subsidy available on the mainland.

## Health and Aged Care

Norfolk Island Health and Residential Aged Care Service (NIHRACS) is a statutory body established under the *Norfolk Island Health and Residential Aged Care Service Act 1985* (NI) (NIHRACS Act). NIHRACS is a government-controlled entity. The department is the governing body for NIHRACS.

NIHRACS is accredited against the National Safety and Quality Health Service Standards (NSQHS) and delivers services in accordance with the NIHRACS Act; its Clinical Services Capability Framework (CSCF); a service delivery arrangement with the department; and the Department of Health, Disability and Aged Care.

Broadly, the services NIHRACS provides includes 24-hour emergency, inpatient services, a GP clinic, a dental clinic, physiotherapy, medical imaging and residential aged care. Patients requiring care outside the scope of what NIHRACS can safely deliver can either be medically evacuated or travel via commercial flights to Brisbane or Sydney. These flights and part of the accommodation on the mainland

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can be subsidised through the Norfolk Island Patients' Travel Accommodation and Assistance Service (NIPTAAS).

NIHRACS works with Care Norfolk to support aged care residents at home. Care Norfolk is a local organisation that provides aged care and disability services. Its CEO is s22(1)(a)(ii).

The NIHRACS Manager is appointed under the NIHRACS Act. s22(1)(a)(ii) has been in the position since 2024, and her current term ends on 30 June 2026. The department is currently working to re-employ s22(1)(a)(ii) to the position.

The Australian Government is delivering a new 16-bed aged-care facility that will be constructed on the existing NIHRACS site. The project design is 50% complete, with construction expected to commence in early 2027 and finish in early 2028.

To support its governance of NIHRACS, the department is establishing an independent skills-based advisory committee to provide it with advice on the clinical, corporate and financial operations of NIHRACS and its strategic direction. The committee is expected to be in place by August 2026.

## High Risk Work Licences

Historically, WorkSafe NSW provided high risk work licences (HRWL) for Norfolk Island residents. HRWLs are required for work such as scaffolding, operating certain types of cranes and hoists and operating forklift trucks. The work health and safety (WHS) law on Norfolk Island, the *Employment Act 1988* (NI), is a continued law made by the former Norfolk Island Legislative Assembly and does not contain HRWL provisions like other Australian jurisdictions nor establish a WHS regulatory body. In practice, this means that there is no requirement for Norfolk Island residents to obtain a HRWL at present.

The department is pursuing options for issuing HRWL to Norfolk Island residents through Queensland (which is likely to require legislative change) and with a Code of Practice under the *Employment Act 1988* to establish a minimum set of standards for the use, operation, supervision and oversight of high-risk work. At present, Norfolk Island residents can attain HRWLs in Queensland from relevant training and issuing organisations.

HRWLs are required for work occurring on Commonwealth land or property, and Commonwealth WHS legislation is applied in these areas of Norfolk Island.

## Policing

The Australian Federal Police (AFP) provide policing services on Norfolk Island under an overarching agreement made between the Minister for Justice and the Norfolk Island Administrator.

This agreement came into effect in November 2017 and is supported by an annual Letter of Exchange. The letter sets out the services provided to reduce crime, ensure public safety, and increase community and partner engagement.

The current resourcing levels are one Sergeant, four Constables, and two locally engaged staff on-island, and one AFP inspector on the mainland.

## Worker's Compensation Claims Management

The department engaged Gallagher Bassett in 2020 as the service provider for the Norfolk Island Workers' Compensation Scheme.

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Gallagher Bassett are responsible for assessing and managing claims for compensation, supporting recovery and return to work strategies and collecting membership fees.

## Working with Children Checks (WWCC) and National Disability Insurance Scheme Worker Checks (NDISWC)

Currently, there are no provisions for workers on Norfolk Island to apply for a WWCC or a NDISWC.

There is a process in place whereby those working with children and in disability support roles must have a National Police Check and are subject to other provider-based risk management policies. Many affected workers or volunteers have been granted clearances in other jurisdictions, predominantly NSW, where checks are valid for five years.

WWCC legislation is not currently applied on Norfolk Island. Without a legislative basis for WWCC on Island, most individuals are unable to obtain a Blue Card which is a pre-requisite to working or volunteering to work with children.

Holding a Blue Card is a requisite for all school-based staff employed by the Department of Education.

Banyan Park Early Learning Centre does not maintain a requirement for staff to hold a Blue Card.

As an interim measure, the department requires individuals working with children on the NICS ground, at NI Connect programs, or at Banyan Park to attain a National Police Check quarterly.

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## State-Type Services Delivered by Norfolk Island Regional Council

The department has a Service Delivery Agreement (SDA) with the NIRC, under which the NIRC provides a range of state government-type services on behalf of the Commonwealth, including:

- Courts and Legal Services
- Tribunals/Boards
- Registry services, such as births, deaths, and marriages
- Licensing and Regulatory Enforcement
- Emergency Management
- Pest and Noxious Weed Control and Reserve Management
- Ports Management
- Work Health and Safety
- Records Management
- Public Health and
- Pensioner Rate Rebates

Variations are made to the Council SDA each year and as required. Variations relate mainly to the performance information and budget, but also include new services, ending services, and adjustments to existing services.

## Municipal Services Delivered by Norfolk Island Regional Council

NIRC delivers local government-type services, plus residual functions from the former Norfolk Island Government. The Council has obligations under the *Local Government Act 1993* (NSW)(NI) (Local Government Act).

NIRC delivers a range of unconventional functions including electricity, telecommunications, emergency management and airport operations. Some of these functions are part funded through the SDA with the department; however, most are required to be self-supporting. It is delivering these services to a very small population base, meaning there are few opportunities to realise economies of scale. More detail on these functions is provided below.

As described earlier in this document, the NIRC is currently under administration until December 2026.

As part of the current Council Administrator's review of operations, they have commissioned a series of Service Delivery Reviews of key local government, and additional services delivered by NIRC with the intention of understanding the costs of each, and options for future delivery arrangements.

## Financial Assistance Grants

The Australian Government provides financial assistance to local government through the Financial Assistance Grant program. The grants are distributed according to recommendations from local government grants commissions in each state and the Northern Territory, and directly to the ACT Government.

The department provides Financial Assistance grant-type payments to councils in all of its external territories, including Norfolk Island. The department commissioned two independent studies in 2017-

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18 by KPMG and the WA Local Government Grants Commission (LGGC) to determine an appropriate level of payment for Norfolk Island, in comparison to the amount that would be provided to NSW councils by the NSW Local Government Grants Commission.

KPMG advised an additional amount between \$1.7 million and \$2.6 million above the NSW level to account for the fact Norfolk Island is not practicably able to enter into cost-sharing agreements with neighbouring councils (e.g. for IT systems, road resealing equipment, joint tenders) and to address the additional expense of freight. The WA LGGC recommendation was similar, but slightly higher to account for increased costs of maintaining roads on Norfolk Island. In 2022-23, 2023-24, 2024-25, and 2025-26, \$5.6m of financial assistance grant-equivalent funding was provided to Council, consistent with 2021-22.

The department is working with the Queensland Government to obtain an updated recommended amount for the Financial Assistance grant-type payments for Norfolk Island, as well as a calculation method to allow the figure to be updated over time. The current payment amount has not been altered since 2021-22, leading to concerns around it not reflecting the current circumstances of NIRC. This updated advisory figure is anticipated to be finalised by the end of 2026.

## Land Tax and Absentee Landowners Levy

The Council introduced land rates in 2016-17, as required under the Local Government Act. Land rates are in addition to an Absentee Landowners Levy (Absentee Levy). Some absentee landholders regard this as double-dipping by the Council.

Most Australian jurisdictions require landlords to pay a land tax on non-owner-occupied properties, similar to the Absentee Levy, in addition to local rates. For example, in NSW the owner of a rental property will pay a land tax to the NSW Government and rates to their local council.

## Council Rates and Waste Charges

Rates and waste management charges are an important mechanism for the council as an equitable revenue source. They support service provision and maintenance of critical infrastructure.

Until 2016-17, Norfolk Island property owners did not pay land rates. Since being introduced, rates have increased at an average of 2.8% per year. Initially, rates were non-value-based property levies and from 2018-19 an ad valorem component was added.

Rates and charges are increasing from a very low base and the additional costs imposed on the community are critical for the ongoing financial sustainability of the Council. A review of land values under the *Land Valuation Act 2012* (NI) was undertaken in early 2022. Regardless of changes to rating arrangements, rates on individual properties will change in line with new valuations.

Revenue raised through rates in 2022-23 was limited to a 25% increase on the previous year. The introduction of rating sub categories means that rates will now be distributed in a more equitable and sustainable way. Most residential properties will see a decrease in rates. Businesses will be able to plan for increases and to pass them on to customers where needed.

Some in the community are strongly opposed to revenue raising through rates and claim that rates are not appropriate for Norfolk Island because land is handed down through generations. Council notes in the 2024-25 Annual Report that it continues to grapple with substantial debts in rates and charges. Council continues to carry forward outstanding rates and charges on an annual basis.

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## Additional Council Responsibilities

The NIRC has several responsibilities beyond those ordinarily delivered by local councils. These were largely inherited from the former administration.

### Electricity

The aging electricity system on Norfolk Island has historically been unreliable. Operation of air conditioners was limited to essential services, as the grid could not manage the energy demand they required. Voltage fluctuations would overload the network, causing almost daily outages.

The installation of batteries and other essential upgrades has been completed by the Council, largely eliminating blackouts and increasing capacity and stability across the network.

The Government funded significant solar upgrades in 2022-23, to reduce the island's reliance on diesel fuel to generate electricity and lower electricity cost. Smart meter rollout was included in these upgrades, however, has resulted in dissatisfaction among the community in relation to the tariff structure.

As part of NIRC's program of Service Delivery Reviews a range of recommendations for the future management of the electricity network have been presented to the Council Administrators.

### Liquor Bond

Under the *Liquor Act 2005* (NI) and *Liquor Regulations 2006* (NI), the Council is one of the entities on island authorised to import alcohol for commercial resale, trading under the name Liquor Bond. Liquor Bond sales are an important local revenue stream for the Council.

### Norfolk Telecom

The Australian telecommunications framework does not apply to Norfolk Island, and telecommunications are delivered under Norfolk Island continued legislation. This creates service gaps between Norfolk Island and the mainland, including a different numbering system, and Norfolk Island being considered an international calling destination which attracts high call rates. This is creating progressive barriers to access Australian services where two-factor authentication is required.

The Commonwealth telecommunications framework comprises multiple statutes, legislative instruments and industry codes, which cover issues surrounding competition, market power, consumer safeguards and national security. It would be difficult to apply this framework to Norfolk Island without unintended, perverse outcomes – for example, extremely high compliance costs – and many of the current challenges would not be automatically resolved.

In 2025 there was an extended outage of the emergency calling network (triple-0 equivalent) on Norfolk Island. While this has now been resolved, it highlighted the dated infrastructure and risks associated with the current network. The department funded an independent review of the emergency call issues, conducted by Telstra, which then formed part of the NIRC Service Delivery Review into telecommunications. This was considered at the April 2026 Council meeting.

Internet and mobile telephone services on Norfolk Island currently rely on satellite backhaul connections. Most connections are through Norfolk Telecom, which is owned by NIRC, and the National Broadband Network (NBN).

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NIRC also provides high speed internet to NIHRACS and NICS. Until December 2024, this was paid for by the Commonwealth but has transitioned to NICS and NIHRACS sourcing the service direct from Norfolk Telecom.

Internet bandwidth requirements on Norfolk Island are expected to increase over the coming years. There are no current plans to fund a submarine fibre-optic cable to the Island.

## Emergency Management

Emergency preparedness and response on Norfolk Island is coordinated by the Emergency Management Norfolk Island Committee (EMNIC), with the Emergency Controller appointed by the General Manager of NIRC under Norfolk Island continuing legislation. The NORDISPLAN is the primary emergency management preparedness plan for the island and is currently under review by EMNIC. The National Emergency Management Agency (NEMA) have reviewed the plan and provided feedback to the Controller. The final plan will be tabled with the Minister for approval.

Under Norfolk Island emergency management arrangements, a *State of Disaster* or *State of Emergency* is declared under section 9 of the *Disaster and Emergency Management Act 2001* (NI) by the Minister's delegate (the Administrator), acting on (or having regard to) the advice of the Controller.

## Fuel Supply and Coordination

NIRC holds a direct bulk fuel supply contract with Toll Remote Logistics for the importation of fuel to the island. Toll is responsible for the shipping and delivery of fuel to the island under that contract.

Once fuel arrives on Norfolk Island, it is stored and distributed locally by Burnt Pine Fuel, which operates the on-island bulk fuel storage facilities. Burnt Pine Fuel acts as NIRC's appointed agent for on-island storage, handling and ordering functions, and supplies fuel to NIRC and other customers.

In terms of resilience:

- Fuel is delivered in periodic bulk shipments, rather than on a just-in-time basis.
- The on-island bulk storage provides a practical buffer of stock between shipments.
- NIRC, Toll and Burnt Pine Fuel maintain ongoing coordination around shipment scheduling and inventory management to monitor and manage supply risk.

## Norfolk Island Radio (NIR)

The main radio station on Norfolk Island, Radio Norfolk, was previously owned and managed by the former administration. This function was inherited by the NIRC from 2016.

The Australian broadcasting framework was rolled out to Norfolk Island in 2020, and in the process the NIRC was provided a three-year timeframe to transition the community radio station to a community organisation. The radio broadcasting licence expired on 16 June 2023.

NIR is now a not-for-profit public company limited by guarantee incorporated under the Corporations Act 2001 (Cth) and is governed by a Board of Directors. NIR is responsible for the ongoing and future operation of Norfolk Island's community radio station, with the company holding the Licence (1180039) (Licence) that will operate Radio Norfolk until June 2030.

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NIR currently receives significant funding through an annual community grant from the NIRC. Some revenue is also received through sponsorship activities. Radio Norfolk has been servicing the remote Norfolk Island community for over 60 years and is a vital and essential part of community life on the Island. Due to the nature of the content of the service, the target audience is every Norfolk Island resident as well as visitors to the Island.

## Future Priorities for Government Services on Norfolk Island

The Australian Government is working to improve economic and social sustainability on the island. This includes supporting the community by improving access to health services, social support, education and economic development opportunities under a framework combining Commonwealth and Queensland laws.

The immediate priorities of the Australian Government on Norfolk Island are:

- Support Norfolk Island Regional Council to transition to a financially sustainable position.
- Establishment of arrangements with the Queensland Government and other providers for delivery of additional state-level services
- Establish an independent skills-based advisory committee for NIHRACS that provides the department with advice on the clinical, corporate and financial operations of NIHRACS and its strategic direction.
- Define the most appropriate ports infrastructure option for Government and commence preparations for upgrades to secure reliable shipping services.

## Document Control

Refer to the following table for the approver and latest version of this document.

| Version | Release date | Approver   | Reason for update       |
|---------|--------------|------------|-------------------------|
| 1.0     | May 2026     | Kim Forbes | First draft of document |

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## Norfolk Island Policy

**Purpose:** To deliver coordinated policy advice and support for essential services, infrastructure, and environmental sustainability on Norfolk Island, ensuring outcomes and service standards comparable to mainland Australia

### Primary Responsibilities:

- Supporting policy development and implementation in environment, water and agriculture and infrastructure and economic development
- Deliver sustainable environmental and biosecurity outcomes
- Support essential services and infrastructure for the community
- Provide fit-for-purpose policy advice on in scope matters
- Undertake strategic planning including for ports, biosecurity and water quality
- Manage contracts for air freight and air passenger services
- Support NIRC in the development of strategic directions or responses to matters including telecommunications, emergency management, drought response, water quality and water security
- More detail is available in the [Section Service Offer](#)

### Sections work together through:

- Collaboration
- Regular formal and informal section engagement
- Collaborative engagement with key stakeholders



## Norfolk Island Governance

**Purpose:** To provide policy advice and support for all matters related to Norfolk Island's governance.

### Primary Responsibilities:

- Strategic policy work to support development of the new governance model for Norfolk Island
- Secretariat support for the Norfolk Island Governance Committee
- Appointments processes for governance related roles (NI Administrator, NIRC Administration)
- Oversight of NIRC completion of external audit findings.

# Working together for Norfolk Island



## Norfolk Island Service Delivery

**Purpose:** To deliver well-governed, high-performing service arrangements for Norfolk Island that support safe, reliable, and equitable outcomes for the community.

### Primary Responsibilities:

- Manage the overarching IGA with Qld Government as state-services delivery partner for NI.
- Provide secretariat support for all Qld-related Norfolk Island governance bodies: NIOC; NISC; CCPCWG; CWG; EWG; A&TWG
- Lead contract and relationship management of Qld-delivered services (exclude. Health): education; apprenticeships and traineeships; and corrections
- Lead the exploration, design, and implementation of additional service delivery arrangements for NI, currently focusing on: Grants administration assistance; WHS regulatory and/or support function; Emergency management; Modernisation of Norfolk Island criminal laws; and exploration of Child Safe Standards and a Reportable Conduct Scheme
- Manage third-party service delivery contracts and relationships, including: Workers' compensation scheme (Gallagher Bassett); Policing (AFP); Family and Children's Services (Key Assets Australia); Education-support contracts (school cleaning and Banyan Park Mentor program)
- Manage BAU and uplift of the Service Delivery Agreement with NIRC.
- Provide quasi-regulatory oversight for Early Childhood Education and Care, including interim funding arrangements for Banyan Park Early Learning Centre.



## Norfolk Island Operations

**Purpose:** to undertake the management, maintenance and minor capital works for Commonwealth assets, under the responsibility of the Department, on Norfolk Island.

### Primary Responsibilities:

- Look after NIHRACS, Police station, school, ports and reserves
- Protect, conserve and promote Kingston and Arthur's Vale Historic Area (KAVHA) and Longridge Arches outside of KAVHA
- Govern KAVHA in accordance with World, National and Commonwealth and local obligations
- Manage the collections held by the Norfolk Island Museum and the Research Centre
- Support on ground implementation of relevant branch policies and priorities



## Health Governance

**Purpose:** To manage, oversee and embed long-term governance in the principal health and aged-care services on Norfolk Island.

### Primary Responsibilities:

- Contract & relationship management of the Norfolk Island Health and Residential Aged Care Service (NIHRACS) and St John Ambulance on NI.
- Contract & relationship management with Queensland Health (QH) and Metro North Health in its provision of secondary and tertiary health services to Norfolk Islanders.
- Management of the tripartite relationship for health and aged care on Norfolk Island between NIHRACS, the Commonwealth and QLD governments, including secretariat services.
- Development of governance, corporate and reporting models for NIHRACS and for the Commonwealth's oversight of NIHRACS.

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## Notable voices in Norfolk Island governance, law and leadership

### Norfolk Island Regional Council (NIRC)

The local government of Norfolk Island recognised under law. The functions of NIRC are broader than traditional local governments and include a range of state-type services as legacy of the previous Norfolk Island governance model. Councillors are elected by the community and elect one of their number as mayor. NIRC is currently in administration and functions of the councillors and mayor are assumed by appointed administrators.

### NIRC Advisory Committees

Established by NIRC to provide targeted community engagement and independent advice on key subjects. Community members apply for selection and are appointed for set durations.

- **Audit, Risk and Improvement Committee (ARIC)** - provides independent assurance and assistance on risk management, control, governance and external accountability responsibilities. This committee was convened in May 2021 by the Administrator.
- **Strategic Finance Improvement Committee (SFIC)** – formed to strengthen management and advise on the development, implementation and monitoring of a Strategic Finance Improvement Plan and measures aimed at achieving financial sustainability.
- **Electricity Special Purpose Committee (ESPC)** - assists council to understand the current and future anticipated service levels for NIRC's electricity business.
- **Environment and Sustainability Advisory Committee (ESAC)** - assists on matters relating to sustainability, namely waste and wastewater management, water management, biodiversity conservation and land management.

### Alternative Governments

Established and supported by cohorts within the Norfolk Island community as the 'true' government/s of Norfolk Island. These have no basis in law.

- **Norfolk Ailen Government (NAG)**  
Established in late 2024. Third election on 1 January 2026. Vigorously presents itself as the official Norfolk Island government to other Indo-Pacific nations (i.e. Tonga, Vanuatu). Highly vociferous/active, limited evidence of impact or support within the broader community.
- **Government of Norfolk Island (GNI)**  
Established in 2025. First election on 1 January 2026. Establishment driven by the Council of Elders due to their dissatisfaction with Australian Government decisions about the developing Norfolk Island Assembly model. Some evidence of impact and support within the broader community. 648 people purported to have voted in the 2026 election.

### Australian Government affiliates

#### Norfolk Island Administrator

The Norfolk Island Administrator is the on-island representative of the Minister with responsibility for Territories, appointed by the Governor-General under the *Norfolk Island Administrator Ordinance 2016*. The Administrator exercises a number of functions and powers on behalf of the Minister and undertakes critical and broad-ranging community liaison activities.

#### Norfolk Island Governance Committee

Established by the Australian Government in 2023 to facilitate community input into government decisions during NIRC's administration period. Members include three democratically elected community representatives, the NI Administrator and a representative from both the Qld state and Commonwealth governments. Focus pivoted towards providing community-informed recommendations on a bespoke model of local governance.

#### Kingston and Arthur's Vale Historic Area Advisory Committee

Provides advice to the department on management and conservation for the World Heritage site KAVHA. Supported by the department, chaired by the Norfolk Island Administrator and comprising a mix of community members and heritage experts.

### Community special interest and advocacy groups

#### Council of Elders

Represents the Pitcairn descendants of Norfolk Island's community. Members comprise one male and one female representative from each of the eight Pitcairn families. Current leadership actively advocate issues outside heritage and culture and actively seek to expand engagement and influence. High degree of influence and impact within the community though this varies across different cohorts.

#### Norfolk Island People for Democracy

Community organisation that advocates for Norfolk Island's democratic rights. High degree of influence and impact within the community though this varies across cohorts.

#### Visions Assembly

Established in 2024 as a Council of Elders initiative to foster collaboration between community groups involved in public affairs and advocacy. Membership has varied.

#### Knowledge and Learning Centre

Operates primarily as a venue supporting adult education activities on Norfolk Island. Is aligned with the Visions Assembly (above) and has previously displayed pro self government/anti-Commonwealth materials.

#### United Nations Petition Progression Group

Established in 2016 to advance a petition to the United Nations to recognise Norfolk Island as a Non-Self-Governing Territory under the UN Charter (Chapter XI). The Australian Government does not agree that Norfolk Island meets the definition.

#### OMNI Collective

Comprised of anonymous members identifying as 'old, medium and new' residents of Norfolk Island. Often critiques inaccurate, exclusionary or legally spurious separatist claims.

#### Business Council of Norfolk Island

Established to advocate for local business after the Chamber of Commerce focus shifted towards politics after 2015.

#### Norfolk Island Accommodation and Tourism Association

Represents businesses providing accommodation and services to visitors to Norfolk Island.

#### Chamber of Commerce

Originally established to support and advocate for local business, however after 2015 the focus shifted towards separatist, anti-Australia politics. The organisation was officially de-registered by NIRC in 2025. Membership and community impact/support is low and concentrated to a few specific individuals.

### Local news and media

- **The Norfolk Islander** - Community newsletter established in 1965
- **Norfolk Online** - Online news site, facebook.com/2899NorfolkIsland
- **Norfolk Island Radio** – Run by NIRC under a community radio board

### Social media communities

- **For the People, Norfolk Island**
- **Norfolk Island Uana - Norfolk Island Strong**
- **Norfolk Island Party**
- **Tent Embassy, Norfolk Island**

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