



Norfolk Island Regional Council

# Community Strategic Plan 2026-2036

*Public Exhibition Draft – 28 May 2026*

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## Foreword

It is with pride that Council presents the Community Strategic Plan 2026-2036, which sets out a shared vision for Norfolk Island over the next decade.

This Plan reflects the aspirations, priorities and concerns of the Norfolk Island community. It has been informed through consultation with residents, businesses and stakeholders, together with research and analysis of the unique challenges and opportunities facing the Island. It recognises both the strength of our people and the complexity of our operating environment.

The Plan continues the long-standing vision for Norfolk Island as the best small island in the world, while identifying practical directions and priorities to guide sustainable environmental, social, cultural and economic outcomes.

Importantly, this work is being progressed during a period of transition, with the anticipated establishment of the Norfolk Island Assembly. While future elected representatives will ultimately determine long-term priorities, Council considers it essential to continue strategic planning to meet legislative requirements and to clearly record the views of the community at this point in time.

This Plan is not solely a Council document. Its success depends on ongoing collaboration across the community, with all levels of government, and with key partners. It provides a foundation for coordinated action and informed decision making in the years ahead.

Council invites feedback on this Plan and looks forward to continuing to work with the community to refine and deliver a shared vision for Norfolk Island.

– Watawieh –

## Norf’k Ailen Culture and Heritage Statement

Norfolk Island has a long, rich and diverse history that is proudly celebrated. It is acknowledged that Polynesian Peoples colonised the Island around 1,000 years ago. Between 1788 and 1854, the Island had two distinct penal settlement periods, during which the British explorer Captain James Cook named the Island ‘Norfolk Island’ after the English Duchess of Norfolk. Today, the historic buildings at Kingston and Arthur’s Vale Historic Area (KAVHA) reflect our convict past and are recognised on the World Heritage list.

In 1856, the Island began a new and exciting chapter when it became home to nearly 200 relocated Peoples from Pitcairn Island - descendants from the mutineers from the HMS Bounty and Tahitians who spoke and still speak Norf’k - an evolved fusion of 18th-century English and Tahitian language.

Since that time, our people of Pitcairn Island descent (representing approximately a quarter of our population of 2,200 people) have been joined by different peoples and cultures from across the world, including, but not limited to, many from Australia, England, Scotland, New Zealand, Philippines and Polynesia.

Today, the Norfolk Island community shares a commitment to:

- Celebrating our distinct culture and rich heritage and welcoming others to learn and value what we have to offer
- Protecting our exceptional natural beauty and historical sites
- Working together to ensure our unique home remains ‘the best small island in the world’ for the enjoyment of generations to come.

– Welkam –

# 1. Introduction

## 1.1 About this Document

This Norfolk Island Community Strategic Plan (CSP or the Plan) was prepared by the Norfolk Island Regional Council (NIRC or Council) in consultation with community and reflects the plans and aspirations of the people who live and work on the Island for 2026-2036.

The preparation and publication of this Plan is a requirement under the *Local Government Act 1993* (NSW)(NI) as applied to Norfolk Island. This Plan is the core component of the Integrated Planning and Reporting (IP&R) Framework, required for publication under *The Act*. (See Attachment A for more information).

The last 10-year CSP was prepared in 2016 when NIRC was established, thus needing to be renewed before 30 June 2026. (See note on the role of the Norfolk Island Assembly on the next page).

In addition to community engagement and feedback, the Plan was informed by recent Government and NIRC reports and plans, plus research into current and emerging issues and challenges impacting smaller councils similar to NIRC. (See Attachment B for more information about research and consultation process).

The Plan acknowledges that Norfolk Island has unique needs and aspirations that can only be addressed through working collaboratively and openly with all interested parties, including the community, businesses, external providers, and the Commonwealth of Australia.

The CSP carries forward the 2016 vision for Norfolk Island - The Best Small Island in the World - and outlines an updated set of strategic directions and priority initiatives that NIRC is committed to delivering over the next ten years. It covers key environmental, social, cultural and economic opportunities, plus good governance. In addition, it includes key measures of success, plus a list of major initiatives and projects designed to deliver outcomes over the next ten years. The CSP ends with information about how the Plan will be put into action, ensuring the community is clear about the next steps and how they can be involved.

## About the role of the Norfolk Island Assembly

This work is being progressed in the context of anticipated governance changes and the establishment of the Norfolk Island Assembly (NIA) in the near future. While the incoming NIA is not expected to be bound to the outcomes of this process, NIRC considers it important to proceed with community engagement and strategic planning at this time to remain compliant with applied legislation, and to clearly document the long-term aspirations, priorities and challenges identified by the Norfolk Island community. This work is intended to provide a considered and evidence-based foundation that may assist the incoming Assembly as it assumes responsibility for future decision-making.

## 1.2 About Norfolk Island Regional Council

Since NIRC was established in 2016, it has undergone a number of changes, including periods of having elected Councillors and the appointment of various administrators.

While the Federal Government has determined that the Island will return to an elected Norfolk Island Assembly, it is imperative for NIRC to have an up-to-date suite of governance documents in place to support the ongoing administration of the Island.

Up until the NIA election outcomes have concluded, the day-to-day management of Council is the responsibility of the NIRC General Manager who reports to the two appointed Administrators. The General Manager is supported by five portfolio Managers, and their teams.

As Norfolk Island is an External Territory of Australia, the Island also has an Australian Government Administrator responsible for assisting the implementation of the Federal Government's agenda on the Island and for engaging with, and advocating on behalf of, the Norfolk Island community. This Administrator role also has statutory powers and functions relating to the delivery of government services on the Island, such as Australia Post, police, Border Force, and ports management to name a few.<sup>1</sup> In addition, NIRC coordinates with the Queensland Government to deliver health, education and corrective services on the Island.

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<sup>1</sup> The full list of services can be found on the Australian Government Department of Infrastructure, Transport, Regional Development and Communications [website](#).

While NIRC is responsible for delivering a common suite of local government functions on the Island - for example planning, waste management, roads, infrastructure and community services management etc - its responsibilities extend into non-local government services such as:<sup>2</sup>

- Sea port operations
- Electricity generation and distribution
- Telecommunications services
- Administration of registries and licencing, including motor registry, land registry and births, deaths and marriages
- Administration of courts, tribunals and boards
- Operation of the Norfolk Island International Airport.

Included at Attachment C is more about our legislation and governance arrangements.



BUMBORAS BEACH

<sup>2</sup> Joint Standing Committee on the National Capital and External Territories. 2023. Restoring Democracy: Inquiry into Local Governance on Norfolk Island.

### 1.3 People NIRC works with and for

Not least because of its compact size and small population, NIRC is committed to working with care, respect and openness with all peoples, businesses, organisations and groups on the Island or who have a role in its future success.

While NIRC’s key accountabilities are to the Norfolk Island residents and ratepayers, we recognise that meaningful outcomes are achieved by working together. We are also committed to working collaboratively, with openness and integrity, with all our local peoples and organisations, including though not limited to the following, grouped to improve readability.

<p><b>Governance<sup>3</sup></b></p> <ul style="list-style-type: none"> <li>• Commonwealth Minister responsible for Regional Development</li> <li>• Member for Bean, representing the Island in the Lower House</li> <li>• ACT senators representing the Island in the Upper House</li> <li>• Australian Government, and particularly its Department of Infrastructure, Transport, Regional Development, Communications, Sports and the Arts and its Administrator</li> <li>• Queensland Government, particularly the Premier’s Department overseeing health, education and corrective services functions</li> </ul>	<p><b>Environment and Culture</b></p> <ul style="list-style-type: none"> <li>• Norfolk Island National Park and Botanic Gardens</li> <li>• Norfolk Island Museum</li> <li>• Environment and Sustainability Advisory Committee</li> <li>• Norfolk Island Historical Society</li> <li>• Norfolk Island Cultural Centre</li> <li>• Norfolk Island Flora and Fauna Society</li> <li>• Food and Farming Alliance</li> <li>• Norfolk Island Fishing Association</li> <li>• KAVHA Advisory Committee</li> </ul>
<p><b>Social and Community</b></p> <ul style="list-style-type: none"> <li>• Norfolk Island Council of Elders</li> <li>• Country Universities Centre Norfolk Island</li> <li>• Norfolk Island Knowledge and Learning Centre</li> <li>• Norfolk Island Health and Residential Aged Care Service</li> <li>• Care Norfolk</li> <li>• Norfolk Island Central School</li> <li>• Banyan Park Early Learning Centre</li> <li>• Norfolk Island Police Force</li> <li>• Norfolk Island Rotary Club</li> <li>• Norfolk Island Men’s Shed</li> <li>• Women’s Advocacy Group Norfolk Island</li> <li>• Community Arts Society of Norfolk Island</li> <li>• Norfolk Island Youth Council</li> </ul>	<p><b>Employment, Economy and Tourism</b></p> <ul style="list-style-type: none"> <li>• Accommodation and Tourism Association</li> <li>• Norfolk Island Tourism Hub</li> <li>• Business Council of Norfolk Island</li> <li>• Norfolk Island Tourism and Development Group</li> <li>• Norfolk Island Travel Centre</li> </ul>

<sup>3</sup> Note: Individual names have not been included as the Plan has a 10-year life and may change over that time.

## 2. About Norfolk Island

### 2.1 Our Place in the World

Located in the south-west Pacific Ocean, Norfolk Island is a small sub-tropical island, approximately eight kilometres long and five wide, and 3,455 hectares in area.

The Island is an external territory of Australia, sitting approximately 1,400 km off the east coast of Australia.



MAP OF NORFOLK ISLAND

## 2.2 Our History and Heritage

Norfolk Island has a long and diverse history. Archaeological remains indicate that a community of Polynesians lived on the Island between 1150 and 1450, though it was abandoned after that. In 1774, Captain James Cook came upon the Island and named it Norfolk after the English Duchess of Norfolk. The first European settlement was established in 1788 just a few weeks after the First Fleet landed at Botany Bay.<sup>4</sup>

The Island experienced two periods of convict settlements, the first from 1788 to 1814 and the second from 1825 to 1855, with the latter reputed to be one of the harshest penal colonies in the British Empire.<sup>5</sup> Today, the buildings from this era are preserved at the Kingston and Arthur’s Vale Historic Area (KAVHA) and are recognised on both Australia’s and the World Heritage List.

In 1856, the Island began a new and exciting chapter when it became home to nearly 200 relocated Peoples from Pitcairn Island - descendants from the mutineers from the HMS Bounty and Tahitians who spoke and still speak Norf’k - an evolved fusion of 18th-century English and Tahitian language.

Over the years the people of Pitcairn Island descent have been joined by other people from across the world including, but not limited to, Australia, England, Scotland, New Zealand, Philippines and Polynesia.<sup>6</sup>



FLAGSTAFF HILL

<sup>4</sup> Department of Infrastructure, Transport, Regional Development and Communications. 2026. “Norfolk Island History and Heritage.” Accessed March 31, 2026. <https://www.infrastructure.gov.au/territories-regions-cities/territories/norfolk-island/history>.

<sup>5</sup> As above.

<sup>6</sup> Australian Bureau of Statistics (accessed May 2026) <https://www.abs.gov.au/census/find-census-data/quickstats/2021/SAL90004>



BOUNTY DAY, 8 JUNE 2025

## 2.3 Our People

Norfolk Island has a population of approximately 2,200, 48% male and 52% female.<sup>7</sup> Based on census figures from 1996 onward, Norfolk Island's average annual growth rate is 0.01% although there have been fluctuations over the last 20 years. While the average annual growth rate indicates a similar projected population size in 2036, this may vary.<sup>8</sup>

Approximately 25% of Norfolk Island's population identifies as having Pitcairn ancestry.<sup>9</sup>

While English is the primary language spoken, Norfolk Pitcairn is a co-official language spoken at home by approximately 30% of the population. According to the most recent Census (2021):<sup>10</sup>

- The median Age on the Island is 50, older than the Australian average of 38. Approximately 51% of the Island is aged 50 years or older, compared to an Australian average of 29%
- Population density is 6 persons per square kilometre
- There are 1,220 private dwellings on the Island, with an average of 2.1 people per household. Considerably more of the population own their homes (65%) compared to rent (29%)
- 60% report living in family households, the majority being couple families without children (52%), 31% with children, and 12% being one parent families
- Approximately 11% of the population has a tertiary education, compared to the Australian average of 23%
- Tourism is the major industry on Norfolk Island. The most common employment sectors were Accommodation (8%) and Local administration (7%), with approximately 4% respectively in general practice medical services, cafes and restaurants, and primary and secondary education
- 29% of the population report being volunteers.

*Note: As the next ABS census is in 2026, the above figures are likely to change.*

<sup>7</sup> ABS (accessed May 2026) <https://www.abs.gov.au/census/find-census-data/quickstats/2021/SAL90004>

<sup>8</sup> This is in part due to historical fluctuations in population growth, and immigration control being brought under the Australian migration system from July 1, 2016, so that migration from Australia no longer requires Norfolk Island immigration processes.

<sup>9</sup> <https://www.nirc.gov.au/Economic-development/Statistics>

<sup>10</sup> <https://www.abs.gov.au/census/find-census-data/quickstats/2021/SAL90004>

## 2.4 Risks and Challenges facing the Island

Past and current reports on Norfolk Island, together with comments from the consultation process (see Attachment B) identified the Island is facing various risks and challenges including:

- Complexity of inter-government governance and funding arrangements that are unique to Norfolk Island and may create barriers in accessing grant funding available to other regional councils. For example:
  - Very small population and rate-payer base, compounded by its remote location, adding significant cost and delays when technical experts or equipment need to be sourced from Australia
  - Regulatory responsibilities and essential service provision - including telecommunications, energy, water, airport services, land title, liquor management, biosecurity etc - that are typically managed by other levels of government and/or through contracts with major, national providers
  - Heavy regulatory and administrative burden on NIRC
- Significant and ongoing financial risks, stemming from ongoing budget deficits associated with past infrastructure costs (for example the airport runway upgrade) and the expense of ongoing maintenance (such as roads)
- Ageing infrastructure and lack of sustainable resources to maintain to contemporary standards or replace when past end-of-life functionality
- Heavy dependence on single, economic and employment industry - namely tourism - and reliance on private airline
- Reliance on imports - including food and fuel - and the associated high transportation and freight and air travel costs
- Ongoing resource management and usage challenges, given the reliance on rainwater and the limited availability to local resources including hard rock for construction
- Ongoing waste collection and disposal challenges with:
  - Long term stockpiling of bulky and hazardous waste
  - Historical, legacy waste piles requiring remedial action
  - No waste collection services for residents and businesses who are required to transport their waste to the Waste Management Centre
  - Increased costs to meet Australian waste management, transport and environmental requirements
- Environmental risks associated with natural disasters and climate change, including risks associated with disaster recovery in the wake of an extreme storm, tropical cyclone or tsunami
- An ageing population and limited opportunities for young people, contributing to some younger residents relocating off Island for careers, education or other opportunities

- Community differences discussed during community consultation, resulting in few opportunities for genuine dialogue, connections and the forging of common ground
- Local skills shortages and an over reliance on external professionals and technical experts who work on or for the Island on contract
- Community fatigue in change and ongoing concern about local governance, particularly since 2016.



NORFOLK ISLAND AIRPORT RUNWAYS  
AND SURROUNDS

## 2.5 What's Important to our People

Based on the consultation process that informed the development of this Plan (see Attachment B), together the people of Norfolk Island identified various issues and themes that were important to them and their future. These have been distilled as follows:

- Return of local democracy and community participation in future decision making
- Improved financial situation, and greater fairness in how governments at all levels provide funding to resource and build the capacity of the local population
- Future sustainability, with many concerned over protecting the environment and the challenges posed by potential unrestrained population growth
- Protecting the island's unique natural beauty, looking after land and water ecosystems, and biodiversity
- Valuing the Island's unique heritage and culture, with attention to the living legacy of those of Pitcairn descent, as well as the Island's convict histories and buildings
- Opportunities to express and celebrate local culture and arts programs
- Importance of tourism and the creation of new, sustainable economic and education opportunities for the residents
- Maximising the benefits of the Country Universities Centre in terms of upskilling Islanders and building tomorrow's leaders and professionals
- Maintaining quality of life, living close to nature, and connecting with friends, family, kin and community



OPENING OF THE COUNTRY UNIVERSITIES CENTRE NORFOLK ISLAND (CUCNI), 2025

- Addressing cost of living challenges, including with respect to high freight charges and rising rates
- Quality and rising costs of infrastructure and essential services and ways to ensure these evolve to meet the needs of the Island (with a particular focus on telecommunications, electricity, roads, and the airport)
- Community cohesion and ensuring inclusive and open ways of working together for public good
- Open, transparent and responsible decision-making by NIRC and by other levels of government.

Reflecting these themes, this Plan includes, for the first time, two important statements:

- The Norfolk Ailen Culture and Heritage Statement to be found at the front of this Plan.
- The Sustainability Principles included on page 18.

Together, these statements will guide future decision-making.



GLASS BOTTOM BOAT TOUR

## How to Read this Plan

This CSP has been prepared in line with regional and local government regulations, as outlined at Attachments A and C.

It outlines NIRC's key directions and priorities for the 2026-2036 period, together with the high-level strategies.

In order, the Plan outlines:

- A **vision** statement that reflects our aspirations and drives our actions
- A set of **values and social justice principles** that NIRC commits to upholding in how it approaches its tasks
- A set of **sustainability principles** that will underscore how we approach issues, recognising the unique and remote nature of our island home.

Next is the core of our Plan, structured as follows:

**Strategic Directions** - 6 long-term focus areas toward 2036

**Priorities** - 18 topics for priority attention at least until 2030

**Key Strategies** - 44 principal activities for the medium term

The six **Strategic Directions** reflect the four core responsibilities of all regional and local governments - environment, social, economic, and civic leadership - plus NIRC's additional roles and functions related to Commonwealth and State matters, including essential service delivery.

In addition, they include a strategic direction related to our rich heritage and distinctive culture. This directly aligns with our **Cultural and Heritage Statement** at the front of this document and reflects our unique history briefly outlined in Section 2.

- Our **priorities**, which sit under each Direction, outline what NIRC is committed to focusing on to deliver positive change over the next decade.
- To make these priorities tangible and actionable, under each priority are a set of **key strategies** that will form the backbone of Council's efforts for the next four or more years). These include a mix of items that Council will **deliver** in their own right, through **partnerships and collaborations**, and/or through **advocacy and leadership** involving other tiers of government and commercial entities.
- Each of these strategies is expanded on in the **accompanying Delivery Program and Operational Plan** [add hotlink] which documents what specific activities and actions will be undertaken in the coming four and one years respectively.

These will be closely monitored by Council and reported on in the Annual Report as described in Section 4.

Lastly, though very importantly, the Plan includes some high-level **indicators of success** that will also be tracked and reported on by Council.

### 3. Our Directions and Priorities for the next 10 Years

#### 3.1 Our Vision

##### Norfolk Island – The Best Small Island in the World<sup>11</sup>



NORFOLK ISLAND GOLF COURSE

#### 3.2 Our Values

NIRC has adopted the I CARE values and commits to applying these across all its policies, processes and decision making:

<b>I</b>	<b>C</b>	<b>A</b>	<b>R</b>	<b>E</b>
<b>Integrity</b>	<b>Communication</b>	<b>Accountability</b>	<b>Respect</b>	<b>Excellence</b>

In addition, NIRC is committed to enabling the four social justice principles required of all Councils under the IP&R Framework:

<b>Equity</b>	<b>Access</b>	<b>Participation</b>	<b>Rights</b>
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<sup>11</sup> Professor G J Butland - Population Study of Norfolk Island dated 31 March 1974 commissioned by Commonwealth Government. "If a concerted effort were made, backed by larger financial resources, the community could turn the very small area of the island to its own advantage by converting Norfolk Island into 'the best small island in the world', a model haven of considerable beauty, of unique historical interest, of a thriving community, and of rest and relaxation – which are the objectives of the overwhelming mass of the tourists who make the journey to its shores."

### 3.3 Our Sustainability Principles

Norfolk Island Regional Council is committed to the following sustainability principles and encourages other Island institutions, organisations, businesses and community groups to consider them in their own planning and decision-making.

These principles - to be considered concurrently - will guide Council's planning, advocacy, partnerships and decision-making.

#### - Norfolk Island Sustainability Principles -


1. **Finances:** We will work to ensure our resourcing is transparent and sustainable, reflecting our peoples' need for fair and equitable financial treatment.
2. **Population:** We will advocate and act to responsibly manage the impact of visitors and people on the Island, noting our limited infrastructure and island environment.
3. **Planning:** We will prioritise finding long-term solutions to the issues and challenges facing the island, working with others to identify solutions that are in the best interests of the Norfolk Island community as a whole.
4. **Environment:** We will collaborate to protect our land and sea ecosystems and take all possible steps to ensure our unique natural beauty and biodiversity are not degraded by our actions.
5. **Culture and Heritage:** We will take actions to value and celebrate our rich and diverse history, heritage and cultures.
6. **Reliance and Resilience:** We will strengthen the Island's resilience, and its ability to be self-reliant, recognising its geographic isolation.
7. **Biosecurity:** Consistent with our regulatory requirements, we will collaborate with partners to help protect the Island from introduced pests, diseases and pathogens.
8. **Resources:** We will responsibly monitor and manage all our resources wisely, including our water, energy, timber, rocks and sand. We will prioritise a clean energy future.
9. **Waste:** We will work to continuously reduce, reuse and recover our waste and ensure disposal is responsibly and sustainably managed.
10. **Tourism:** We will work with others to balance our tourism opportunities with the Island's finite carrying capacity. We will be proactive in educating our visitors, promoting eco-friendly choices at the same time as heritage and cultural appreciation.

### 3.4 Our Strategic Directions

Over the next 10 years, NIRC will work towards the following six strategic directions:

<b>A</b>		<b>A sustainable and healthy environment</b>
<b>B</b>		<b>A proud, diverse, and inclusive community</b>
<b>C</b>		<b>A connected and well serviced community</b>
<b>D</b>		<b>An Island of opportunities with a successful economy</b>
<b>E</b>		<b>A healthy, safe and caring community</b>
<b>F</b>		<b>An open, informed and accountable administration</b>

### 3.5 Our Priorities, Key Strategies and Indicators

**A**  **A sustainable and healthy environment**

#### Priorities

To support a sustainable and healthy environment, NIRC is committed to three priorities:

- 1) **Preserve and regenerate our natural environment**
- 2) **Manage our natural resources wisely**
- 3) **Manage our waste responsibly.**



NORFOLK ISLAND NATIONAL PARK

## Key Strategies

### 1. To preserve and regenerate our natural environment Council will work with the community and partners to:

- 1.1. Pursue collaborative, whole-of Island environmental stewardship initiatives that prioritise restoration, conservation and sustainability
- 1.2. Support proactive biosecurity, invasive species and pest management programs.
- 1.3. Proactively raise awareness about sustainability in the management and use of water and waste.

Our key success indicators will be:

- ➔ Increase in Island land under active restoration, conservation or sustainable management strategies (1A)
- ➔ Increase in pooled budget expenditure devoted to preserving or enhancing the natural environment (1B).

### 2. To manage our natural resources wisely Council will work with the community and partners to:

- 2.1. Develop and implement a long-term resources sustainability framework, supported by priority resource-specific strategies
- 2.2. Progress our energy self-sufficiency and renewable energy alternatives
- 2.3. Develop and implement circular economy solutions to reduce resource use
- 2.4. Continue to implement strategies to lessen Council's environmental footprint.

Our key success indicators will be:

- ➔ Increase in renewable energy options and use across the Island (2A)
- ➔ Norfolk Island Sustainability Framework active and delivering returns to the Island (2B).

### 3. Manage our waste responsibly Council will work with the community and partners to:

- 3.1. Prepare and adopt a joint, whole-of-island waste management roadmap, systematically updating policies, strategies, and community initiatives in line with our sustainability principles
- 3.2. Develop and enact a joint waterways and marine areas protection action plan, focused on minimising contamination and pollution
- 3.3. Strengthen waste management monitoring and uphold waste disposal rules across the Island.

Our key success indicators will be:

- ➔ Reduction in contamination and pollution events affecting Island waterways and marine areas (3A)
- ➔ Joint whole-of-island waste management road map is being systematically implemented (3B).

Plus, overall:

- ➔ **Norfolk Island residents' satisfaction with the state of the natural environment maintained or improved (Ai).**

**B**



**A proud, diverse, and inclusive community**

**Priorities**

To foster a proud, diverse and inclusive community, NIRC is committed to three priorities:

- 4) Protect and promote our history and heritage**
- 5) Celebrate our unique culture and diverse peoples**
- 6) Support and celebrate different groups and interests.**



## Key Strategies

### 4. To protect and promote our history and heritage Council will work with the community and partners to:

- 4.1. Expand opportunities to share and display our unique natural, historical and living cultural heritage
- 4.2. Develop and deliver the joint Arts, Culture and History (ACH) Strategy.

Our key success indicators will be:

- ➔ Increase in activities showcasing the Island's unique heritage and culture (4A).

### 5. To celebrate our unique culture and diverse peoples Council will work with the community and partners to:

- 5.1. Strengthen our events and arts and culture programs, identifying new opportunities for greater local and visitor involvement consistent with our sustainability principles
- 5.2. Develop and deliver the Events Strategy.

Our key success indicators will be:

- ➔ Increase in local and visitor participation in Island events and activities (5A)
- ➔ Adoption and implementation of ongoing events strategy (5B).

### 6. To support and celebrate different groups and interests Council will work with the community and partners to:

- 6.1. Continue to administer a local community grants program to support local initiatives and events.

Our key success indicators will be:

- ➔ Increase in local community activities supported by Council including through grants (6A)
- ➔ Also see 5A.

Plus overall:

- ➔ **Norfolk Island residents' satisfaction with Council's roles in heritage, history and culture is maintained or improved (Bi).**

C



**A connected and well serviced community**

**Priorities**

To contribute to a connected and well serviced community, NIRC is committed to three priorities:

- 7) **Oversee the delivery of quality, affordable and sustainable electricity and communications supply**
- 8) **Advocate for reliable and affordable transportation to, from, and on the island**
- 9) **Maintain other core infrastructure, assets and services in line with evolving community needs and aspirations.**



BUMBORAS BEACH

## Key Strategies

### **7. To oversee the delivery of quality, affordable and sustainable electricity and communications supply Council will work with the community and partners to:**

- 7.1. Develop options (with projected costings) and then implement viable strategies for the long-term supply and delivery of electricity on the Island
- 7.2. Develop options (with projected costings) and then enact viable strategies for the long-term delivery of telecommunications on the Island.

Our key success indicators will be:

- ➔ Decrease in complaints and challenges with supply of i) electricity and ii) telecommunications on the Island (7A)
- ➔ The Island's sustainable electrical future is resolved (7B)
- ➔ The Island's sustainable telecommunication future is resolved (7C).

### **8. To advocate for reliable and affordable transportation to, from, and on the island, Council will work with the community and partners to:**

- 8.1. Continue discussions and advocacy on the frequency, reliability and affordability of freight
- 8.2. Continue discussions and advocacy on the frequency and affordability of air travel to and from the Island
- 8.3. Develop options (with projected costings) and then enact viable strategies for airport terminal and infrastructure upgrades
- 8.4. Maintain roads and other public domain infrastructure to a high standard with a five-year roads program.

Our key success indicators will be:

- ➔ Norfolk Island Airport is improved and complies with established standards (8A)
- ➔ Roads maintenance and upgrade programs are sustained (8B).

**9. To oversee the delivery of other core infrastructure, assets and services in line with evolving community needs and aspirations, Council will work with the community and partners to:**

- 9.1. Develop and update a comprehensive Asset and Infrastructure Management Plan, inclusive of sustainable funding and preventive maintenance models
- 9.2. Develop options (with projected costings) and then enact viable strategies for the long-term delivery of core non-local government functions
- 9.3. Develop options (with projected costings) and then enact viable strategies for the ongoing commercial sale of alcohol
- 9.4. Strengthen our emergency management, disaster preparedness and community resilience strategies.

Our key success indicators will be:

- ➔ Ongoing asset and infrastructure management plans are adopted and actioned (9A)
- ➔ Island has appropriate emergency management, disaster preparedness and community resilience strategies in place (9B)
- ➔ Norfolk Island residents' satisfaction with the quality of Council services in general is maintained or improved (9C).

Plus overall:

- ➔ **Norfolk Island residents' satisfaction with Council's roles in heritage, history and culture is maintained or improved (Bi).**

D



## An Island of opportunities with a successful economy

### Priorities

To support residents to have access to local job opportunities and are supported by and able to contribute to a successful economy, consistent with our Sustainability Principles, NIRC is committed to three priorities:

- 10) **Foster a diverse, resilient, and adaptable economy**
- 11) **Collaborate to grow tourism opportunities consistent with our sustainability principles**
- 12) **Grow a skilled and capable workforce.**



CASCADE PIER CRANE

## Key Strategies

### 10. To foster a diverse, resilient and adaptable economy Council will work with the community and partners to:

- 10.1. Jointly develop and implement a sustainable economic opportunities framework and action plan, identifying viable options for local employment, enhanced self-sufficiency, and attracting new ventures

*Also see Priority 8.1. regarding freight costs.*

Our key success indicators will be:

- ➔ Economic opportunities **framework** and action plan is complete and is being systematically implemented (10A)
- ➔ Norfolk Island residents' **and** businesses satisfaction with Council planning processes is maintained or improved (10B)
- ➔ Norfolk Island residents' **and** businesses satisfaction with Council administrative processes is maintained or improved (10C).

### 11. To collaborate to grow tourism opportunities consistent with our sustainability principles Council will work with the community and partners to:

- 11.1. Continue to implement our Tourism Industry Strategy, reducing barriers to success and supporting diversification.
- 11.2. Revitalise our town centre and key tourist sites
- 11.3. Review and evolve destination marketing strategies and resources.

*Also see Priorities 4.1-6.4 related to heritage, history and culture initiatives.*

Our key success indicators will be:

- ➔ Tourism Strategic Plan is being systematically implemented (11A)
- ➔ Norfolk Island residents' and businesses satisfaction with Council role in town centre and tourist site maintenance or upgrades is maintained or improved (11B).

**12. To grow a skilled and capable workforce Council will work with the community and partners to:**

12.1. Develop and deliver a Continuous Improvement in Public Administration Plan to build local and long-term talent within Council.

*Also see priorities under Strategic Direction 6 related to Council.*

Our key success indicators will be:

- ➔ NIRC has positively contributed to whole of Island workforce and learning opportunities (12A)
- ➔ Also see key satisfaction measure Ci.

Plus overall:

- ➔ **Norfolk Island residents' satisfaction with the state of local job opportunities and the economy is maintained or improved (Ci).**

E



**A healthy, safe and caring community**

**Priorities**

To support a healthy, safe and caring community, NIRC is committed to three priorities:

- 13) Maintain a safe, welcoming and liveable community for all our residents and visitors**
- 14) Partner to advocate for the delivery of fit-for-purpose housing, health, ageing and education services**
- 15) Work together, consult and encourage an active and engaged citizenry.**



FARMERS HOLDING YOUNG GOATS

## Key Strategies

### **13. To maintain a safe, welcoming and liveable community Council will work with the community and partners to:**

- 13.1. Partner to oversee a range of community programs, education and events focused on maintaining a safe, healthy and positive community
- 13.2. Identify and support practical measures that help address disadvantage and cost-of-living pressures where Council has a role
- 13.3. Work with relevant authorities to support community safety, wellbeing and respectful community standards.

Our key success indicators will be:

- ➔ Council has positively contributed to local safety, healthy and positive community initiatives (13A)
- ➔ Council has worked with other local authorities to improve overall safety and wellbeing on the Island (13B)
- ➔ Also see Indicator 6A.

### **14. To partner to advocate for the delivery of fit-for-purpose housing, health, ageing and education services Council will work with the community and partners to:**

- 14.1. Continue to advocate for and collaborate on improved access, quality and affordability of healthcare and related services

Our key success indicators will be:

- ➔ Council has supported the delivery of health and ageing services on the Island (14A)
- ➔ Council has positively contributed to addressing housing supply and housing quality on the Island (14B).

**15. To work together, consult and encourage an active, and engaged citizenry Council will work with the community and partners to:**

- 15.1. Grow local consultative and participatory processes to strengthen community trust, community representation and active engagement in civic processes
- 15.2. Work across and with all local groups, community and business interests to identify ongoing opportunities to build community cohesion and joint activities.

Our key success indicators will be:

- ➔ Council has implemented its Community Engagement Strategy and maintained quality communications and consultation processes (15A)
- ➔ Norfolk Island residents' satisfaction in Councils community participation and engagement processes is maintained or improved (15B).

Plus overall:

- ➔ **Norfolk Island residents' satisfaction and perceptions of the Island's safety and wellbeing is maintained or improved (Di).**

F



**An open, informed and accountable administration**

**Priorities**

To ensure an open, informed and accountable administration NIRC is committed to three priorities:

- 16) **Work collaboratively with other tiers of government for a fair share of resources and fit-for purpose policies and regulations**
- 17) **Govern responsibly in the community’s best interests through transparent decision making**
- 18) **Run an efficient and effective administration tailored to the unique needs of the island.**



WEAVING IN PITCAIRN TRADITION

## Key Strategies

***In the short term, the key strategy will be the Administrators' orderly hand-over and briefing of the incoming Assembly, ensuring they have all documentation and background material to allow them to fully engage and review the Plan.***

*(see further details on page 4).*

**16. Work collaboratively with other tiers of government for a fair share of resources and fit-for purpose policies and regulations, Council will work with the community and partners to:**

- 16.1. Continue to renew and maintain fit-for-purpose and sustainable Commonwealth Service Delivery Agreements that accurately reflect the costs of delivery
- 16.2. Strengthen financial management and planning to address structural challenges and improve the long-term sustainability of Council's operating model.

Our key success indicators will be:

- ➔ Positive relations and partnerships between Council and state and Commonwealth governments maintained (16A)
- ➔ Long term financial sustainability operation plan adopted and implemented (16B).

**17. To govern responsibly in the community's best interests through transparent decision-making Council will work with the community and partners to:**

- 17.1. Streamline public access to Council documents and decisions, based on NIRC values (see statements on page 17)
- 17.2. Continuously evolve our policies, procedures and services in line with our sustainability principles
- 17.3. Continuously strengthen and streamline Council's public communications building on the recommendations of our 2025 Communications Review.

Our key success indicators will be:

- ➔ Council undertakes rolling reviews of its services, programs, policies and procedures to ensure they are fit-for-purpose, consistent with Council's Delivery Program and Operational Plan, and are aligned to our sustainability principles (17A).

- Norfolk Island residents', businesses' and visitors' satisfaction in quality and useability of Council's website and other modes of communication (17B).

**18. To run an efficient and effective administration tailored to the unique needs of the Island Council will work with the community and partners to:**

- 18.1. Investigate and implement options to improve efficiency of Council service delivery, including adjusting scope where appropriate
- 18.2. Review and improve Council's structure, systems and resourcing to strengthen collaboration and efficiency
- 18.3. Prepare for a smooth and effective transition to Norfolk Island's new governance arrangements.

Our key success indicators will be:

- Council undertakes rolling reviews of its structure, systems and resourcing to ensure they are fit-for-purpose, consistent with Council's Delivery Program and Operational Plan and are aligned to our sustainability principles (18A)
- Norfolk Island residents' and businesses satisfaction in Council's efficiency and effectiveness overall has been maintained or improved (18B).

Plus overall:

- **Norfolk Island residents' satisfaction and perceptions of Council is maintained or improved (Ei).**

## 4. Putting Our Plan into Action

This Plan will be put into action through preparing and maintaining a combined Delivery Program and Operational Plan (DPOP) available here [add hotlink]. The DPOP builds on the same key strategies as outlined above and includes more details and what specific initiatives and actions will be progressed in the coming year.

Consistent with the IP&R requirements (see Attachment A) the DPOP will be reported on in NIRC's annual report. It will also be updated annually to ensure it is continuing to meet local needs consistent with this CSP.

An annual community satisfaction survey will be disseminated and reported on to help gauge progress on our strategic directions and priorities over time. To track progress throughout the year, the General Manager will prepare quarterly reports, which will be publicly available. Regular updates will also be provided to the community on the NIRC website, outlining key achievements and noting where projects or milestones have been updated and reasons for this.

Every four years, NIRC will include an additional section in its Annual Report, outlining progress in achieving the priorities outlined in this Community Strategic Plan, and fulfilling the requirements of a State of the Environment report.

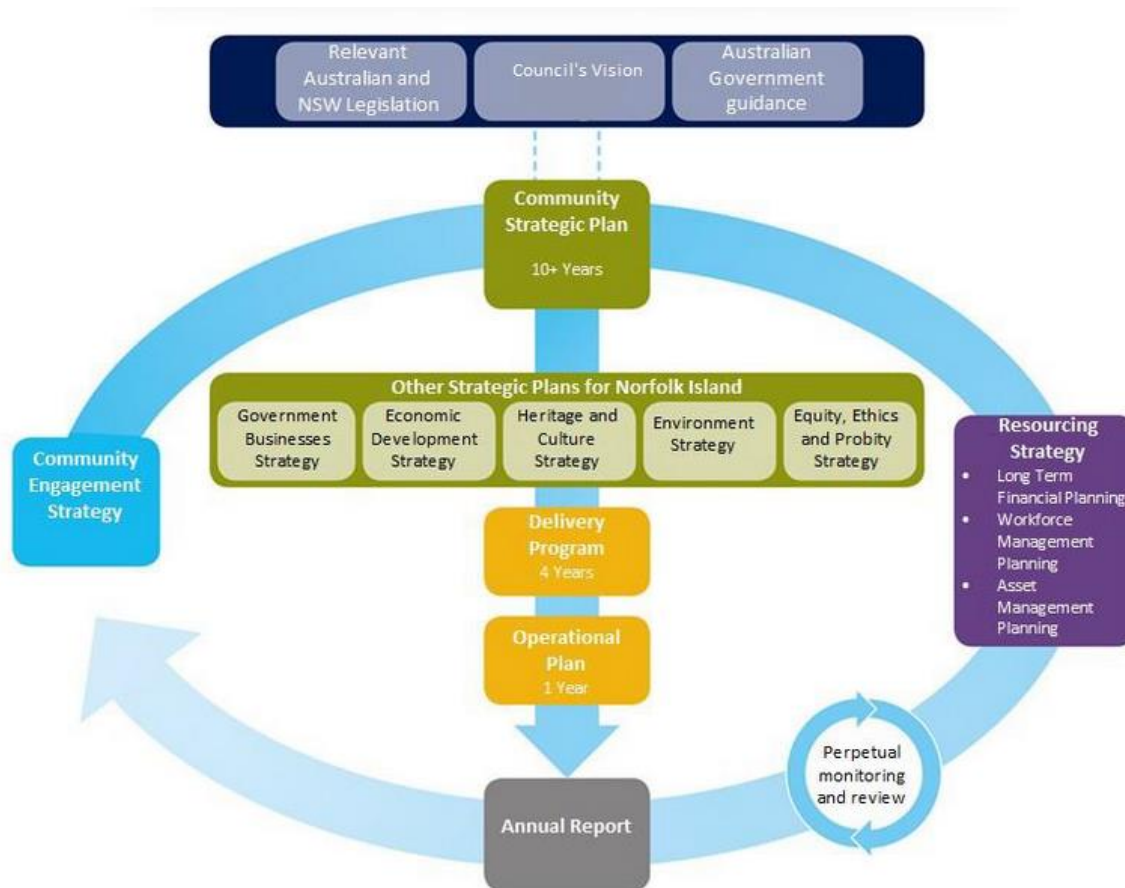
This update will be used by the incoming elected officials to consider the status of the CSP and to craft changes where needed.



NORFOLK ISLAND FARMERS' MARKETS

## Attachment A: About the Integrated Planning and Reporting Process

The preparation and publication of this Plan is a requirement under the *Local Government Act 1993* (NSW)(NI) as applied to Norfolk Island. This Plan is the core component of the Integrated Planning and Reporting (IP&R) Framework, required for publication under *The Act*, as summarised in the diagram below.



The **Community Strategic Plan** (CSP- this document) sits at the centre of IP&R and outlines medium- and long-term strategies that Council will pursue over the coming years, informed by other plans and strategies of government at all levels.

Supporting the CSP, is a four-year **Delivery Program** and an **Operational Plan** that is developed annually.

To ensure these Plans can be realised, Councils are required to prepare and make public an aligned **Resource Strategy** which includes a:

- Long Term Financial Plan
- Workforce Management Strategy
- Asset Management Strategy and Plans.

In addition, the preparation and implementation of all IP&R documents must be informed by Council's Community Engagement Strategy (updated by NIRC in 2025).

Each of these documents are available for review on the NIRC website, with more information about the rules and regulations to be found on the NSW Office Local Government [website \(https://www.olg.nsw.gov.au/councils/policy-and-legislation/integrated-planning-and-reporting\)](https://www.olg.nsw.gov.au/councils/policy-and-legislation/integrated-planning-and-reporting).

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## Attachment B: How this Plan was developed

### Phase 1

To analyse key trends and challenges relevant to Norfolk Island over the next 10 years, the UTS research team conducted a **review** of current NIRC public and key internal IP&R documentation. In addition, the research team conducted a **targeted desktop review** of best practice for drafting the CSP, as well as identifying and reviewing any comparable or model CSPs for reference throughout the drafting process.

Targeted discussions were held with key NIRC staff to examine current IP&R reports and forward plans, including on financial and asset management issues. During this phase of engagement, **14 meetings** were held with **16 NIRC staff members**, totalling 16 hours of consultation.

### Phase 2

Following this, **exploratory discussions** were arranged on-Island with various key stakeholders. These discussions focused on identifying stakeholders' priority issues for consideration within the 10-year CSP. In total, **seven discussions** were held with the following stakeholders:

- Visions Assembly Liaison Committee
- Business Council of Norfolk Island
- Norfolk Island National Parks and Botanic Gardens
- Commonwealth Administrator for Norfolk Island
- Accommodation and Tourism Association
- Environment and Sustainability Advisory Committee
- Council of Elders.

**Four additional meetings** were held with other individual stakeholders recommended by NIRC staff and the above groups for consultation. This totalled 13.25 hours of consultation. During this phase of engagement, **6 additional written submissions** were made by stakeholders during or following the exploratory discussions.

Concurrent with this phase of stakeholder engagement was a **'pulse' survey** disseminated both online and in-person. This was designed to gather views on the current CSP and potential issues that might need updating. This survey was live for 19 days and received **110 responses**.

### Phase 3

Following this, the UTS research team created a **draft CSP for feedback** from the Administrators, NIRC and residents of Norfolk Island.

The draft CSP was placed on public exhibition during the month of June 2026 and Council facilitated various opportunities for stakeholder engagement.

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## Attachment C: About Norfolk Island Legislation

Under the Commonwealth *Norfolk Island Act 1979* (CTH), all Commonwealth laws apply to Norfolk Island unless they are expressed not to; some federal laws such as the Goods and Services Tax do not apply fully. Australian taxation legislation as well as the *Privacy Act 1988* (CTH) are examples of federal legislation that does extend to Norfolk Island. The federal minister responsible for Territories can make Ordinances, Transitional Rules and Legislative Instruments for Norfolk Island.<sup>12</sup>

A number of NSW laws have been applied to Norfolk Island; these laws have the text '(NSW)(NI)' after them, and this shows that they are federal versions of state laws for example, *Local Government Act 1993* (NSW)(NI). Some applied laws are only applicable to certain NSW state officials or NSW services providers while they are working on Norfolk Island and others have full application, such as public health services and education services, which apply to all on Norfolk Island.<sup>13</sup>

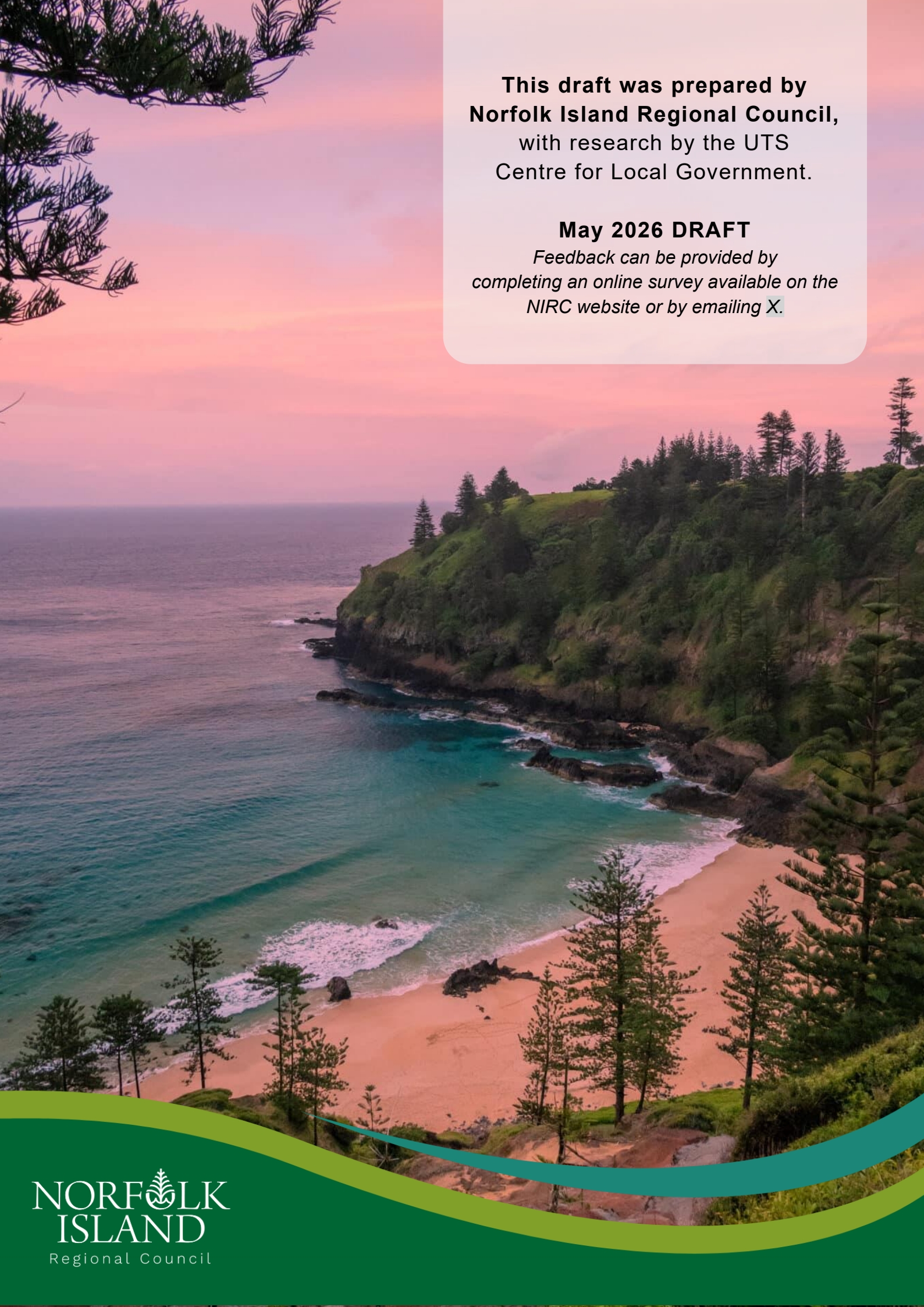
Laws made by the Commonwealth as Ordinances prior to 1979 and, laws that were made by the previous Legislative Assembly of Norfolk Island continue to apply unless they have been specifically repealed by the Commonwealth.<sup>14</sup>

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<sup>12</sup> Norfolk Island Regional Council. 2025. *2024–25 Annual Report*. Norfolk Island: Norfolk Island Regional Council adopted 27 November 2025. Accessed March 17, 2026. <https://www.nirc.gov.au/files/assets/public/v/1/your-council/documents/2024-25-nirc-annual-report-final-adopted-27-nov-2025.pdf>.

<sup>13</sup> Norfolk Island Regional Council. 2025. *2024–25 Annual Report*.

<sup>14</sup> Norfolk Island Regional Council. 2025. *2024–25 Annual Report*.



**This draft was prepared by  
Norfolk Island Regional Council,**  
with research by the UTS  
Centre for Local Government.

**May 2026 DRAFT**

*Feedback can be provided by  
completing an online survey available on the  
NIRC website or by emailing X.*