



Service Review – Fire Services

Document Control

Document Title	NIRC Fire Services Service Review
Version	v1.0
Status	Noted at Ordinary Council Meeting
Date	29 Oct 2025

Disclaimer:

This Service Review is provided for information and planning purposes only. It reflects circumstances at the time of preparation and may be subject to change.

Executive Summary

Norfolk Island Regional Council (NIRC) delivers Fire Services as an integrated unit combining the Aviation Rescue and Firefighting Service (ARFFS) and the Community Fire Service (CFS). The service is essential to aviation safety, community response and emergency management on the island.

This review assesses the efficiency, sustainability and compliance of Fire Services. It examines operations, workforce, assets and systems to identify opportunities for improvement. Findings are indicative and provided to support planning and decision-making.

The service operates under the Commonwealth Service Delivery Agreement (SDA) for Service 4: Emergency Management, which provides funding and sets clear performance standards for both ARFFS and CFS. The SDA defines reporting, maintenance and training requirements to ensure capability is maintained and that both aviation and community fire functions meet Commonwealth expectations.

Fire Services continue to meet CASA and legislative obligations. Strengths include a capable and committed team, strong regulatory compliance, reliable Rosenbauer Panther appliances, removal of legacy PFAS foams, sound water resilience measures, active community engagement and participation in island-wide emergency management through EMNIC.

Key challenges include maintaining workforce continuity and supervision, managing recruitment constraints, embedding preventive maintenance, modernising asset planning and strengthening community fire-safety programs.

The review identifies opportunities to consolidate workforce capability, strengthen in-house maintenance through the newly appointed mechanic role, improve asset management and budget processes, review the Rosenbauer Panther fleet lifecycle, and expand community preparedness initiatives.

A phased approach is recommended:

- **Short term (0-12 months):** Complete onboarding and training of new firefighters, undertake a fleet lifecycle review for the Rosenbauer Panthers, establish a Fire Services Asset Management Plan and preventive maintenance schedule, strengthen budget management processes, and deliver community fire-safety campaigns.
- **Medium term (1-3 years):** Integrate the mechanic role into a formal preventive maintenance program, provide advanced training for auxiliary firefighters, establish a succession and mentoring framework, expand training beyond CASA minimums, develop a structured workforce pathway, and undertake an independent review of the service model to clarify functions and resource needs.
- **Long term (3-5 years):** Extend hydrant coverage and water storage, deliver staged

facility upgrades, broaden community preparedness and strengthen collaboration with regional and national emergency agencies.

Fire Services remain critical to aviation and community safety. Continued focus on workforce capability, maintenance systems, asset management and community engagement will support a resilient and sustainable service.

Alignment with the Integrated Planning and Reporting (IP&R) Framework has been completed to ensure these actions can be incorporated into Council's Delivery Program, Operational Plan and Resourcing Strategy.

Contents

1. Service Review Scope and Purpose	7
2. Service Summary	8
3. Strategic Alignment	9
4. Fire Services - Stream Profiles	10
5. Quantitative Analysis.....	11
ARFFS Financials	11
ARFFS Revenue Actuals FY2024 – 2025.....	11
ARFFS Revenue Summary FY2025 - 26	11
ARFFS Expenditure – Actuals FY2024-2025	12
ARFFS Expenditure Summary - FY2025 - 26 Proposed.....	12
ARFFS Non-EDTO (Extended Diversion Time Operations) chargesCharges	13
Community Fire Services (CFS) Financials	14
Workforce and Employee Cost Summary	15
Employee Cost Comparison	15
6. Benchmarking	16
Benchmarking Snapshot	17
Benchmarking Findings.....	19
7. Asset Management	20
Key Assets	20
Asset Condition and Profile	21
Asset Maintenance Strategy	23
Asset Renewal and Capital Investment	23
8. Operational Activity and Qualitative Analysis	25
Operational Observations and Staff Insights.....	25
Performance Metrics	25
Service Delivery Program (SDA) - Community Fire Service (CFS) and Aviation Rescue and Firefighting Service (ARFFS)	26
Workforce and Industrial Action.....	27
Training and Competency.....	28
Training and Recertification Costs.....	29
PFAS Management	30

Operational Constraints and Themes	30
9. Risk and Compliance Assessment	31
Risk Register Snapshot	31
10. Findings	34
Strengths observed (what’s working well)	34
Challenges identified	34
11. Opportunities for Improvement and Transformation	37
Operational and Service Enhancement Initiatives (0-12 months).....	37
Operational and Service Enhancement Initiatives (1-3 Years).....	39
Transformational and Strategic Investments (3-5 years).....	40
12. Recommendations	41
Alignment with the Integrated Planning & Reporting (IP&R) Principles	42
13. Appendix.....	44
Reference Documents	44
Acronyms and Terms	45

1. Service Review Scope and Purpose

Norfolk Island Regional Council (NIRC) operates the island's Aviation Rescue and Firefighting Service (ARFFS) and the Community Fire Service (CFS). Together they provide the Island's full fire and rescue capability for both aviation and community needs.

The ARFFS must meet Civil Aviation Safety Authority (CASA) requirements under MOS Part 139H. Both services are also bound by Work Health and Safety law and environmental and asset management obligations.

This review uses a structured method to test how the services perform and where improvements are needed. It draws on the 2025–26 Operational Plan, financial and operational data, staff insights, risk registers and comparisons with other remote fire services.

The scope includes day to day operations, emergency response, asset management and workforce capability. The review looks at performance against operational, financial and compliance benchmarks and identifies strengths, risks and opportunities.

The findings set the base for planning, investment choices and compliance with statutory duties.

2. Service Summary

- **Service Name:** Fire Services
- **Service Paid by:** Regular Public Transport Aircraft (user charges) and Commonwealth Service Delivery Agreement (SDA)
- **Review Period:** September 2025
- **Review Lead:** Fire Services Team Leader
- **Last Review Date:** N/A
- **Governance and Legislative Basis:** Fire Services sit within the Infrastructure Directorate of Norfolk Island Regional Council (NIRC). The service is delivered under the Civil Aviation Act 1988, CASA regulations including MOS Part 139H, Work Health and Safety law, and local emergency management frameworks. It reports to the Commonwealth through financial acquittals and performance metrics. The service also supports broader community fire response, emergency preparedness and disaster mitigation

Scope of Service:

- **Aviation Rescue and Firefighting Service (ARFFS)**
 - Compliance with CASA MOS Part 139H
 - Aviation emergency response and readiness
- **Community Fire Service (CFS)**
 - Fire safety inspections and compliance checks
 - Emergency response for structural fires, motor vehicle accidents and rescue
 - Support for emergency and disaster management planning

Staffing:

- Five full-time equivalents (FTEs)
- Two contractors
- Eight part-time staff / auxiliaries

Customers:

- Airlines
- Norfolk Island residents and tourists

3. Strategic Alignment

Fire Services are a core element of Norfolk Island Regional Council's service delivery framework. They ensure compliance with aviation and community safety standards, meet emergency management obligations and provide protection for residents and visitors.

Alignment with NIRC Strategic Priorities

- Fire Services support the Council's commitment in the Draft Operational Plan 2025-26 to deliver safe, resilient and compliant infrastructure that meets both local and Commonwealth expectations. (Source: Operational Plan 2025-26, pp. 4-5, 20-22)

Compliance with Legislative and Regulatory Frameworks

- The service operates under the Civil Aviation Act 1988 and is regulated by the Civil Aviation Safety Authority (CASA). Compliance with MOS Part 139H sets the standard for aviation fire and rescue capability, response times and safety obligations. (Source: Fire Services webpage; CASA MOS documentation)

Integration with Emergency and Disaster Planning

- Fire Services contribute to the Norfolk Island Local Emergency Management Plan. This outlines Council's role in multi-hazard preparedness, response and recovery across fire, accident, weather and disaster scenarios. (Source: NIRC Emergency Management documentation)

4. Fire Services - Stream Profiles

Fire Services on Norfolk Island operate as a single integrated unit. Staff, vehicles and facilities are shared across both aviation and community roles. Five full-time staff are supported by auxiliaries and contractors under one chain of command that directs both the Aviation Rescue and Firefighting Service (ARFFS) and the Community Fire Service (CFS)

Aviation Rescue and Firefighting Service (ARFFS)

The ARFFS function is delivered in line with Civil Aviation Safety Authority (CASA) requirements under MOS Part 139H. It provides fire suppression, rescue and hazardous materials containment for incidents at Norfolk Island Airport under the Aerodrome Emergency Plan (AEP). Funding comes from passenger landing fees and non-EDTO charges. Performance is monitored against CASA standards for readiness, staff competency and equipment reliability.

Community Fire Service (CFS)

The CFS function delivers community fire response, including structural fires, road crash rescue, hazardous materials management and fire safety inspections. It also contributes to prevention through community education and training. Funding is provided through the Commonwealth Service Delivery Agreement, with limited recovery from extinguisher checks and training services. The CFS is embedded in Norfolk Island's disaster management framework under the NORDIS Plan, where Fire Services act as either a lead or a support agency across multiple hazards.

Fire Service Duties under NORDIS Plan and the Aerodrome Emergency Plan

Incident / Hazard	Fire Service Role	Other Agencies Involved
Commercial airliner crash	Lead with Police	Border Force, NIHRACS, Media, Transport, Welfare
Cyclone	Support within IMT and EMT	Airport, NIHRACS, Police, Telecoms, Welfare, Media
Structural fire (commercial)	Lead response	NIHRACS, Police, Transport, Welfare, EMT
Small aircraft ditching or crash landing	Support with Airport and Police	Border Force, NIHRACS, Transport, Welfare, Media
Explosion	Lead with Police	Airport, NIHRACS
Terrorist incident	Support under Police lead	Airport, Border Force, NIHRACS, Welfare
Marine search and rescue	Support role	Police lead with Airport, NIHRACS, Transport, Welfare
Tsunami	Support within IMT and EMT	Airport, Police, Telecoms, Welfare, Media

5. Quantitative Analysis

This section provides a high-level analysis of Fire Services revenue, expenditure and key operating metrics for FY2025-26. The data is drawn from the NIRC Operational Plan and budget estimates.

ARFFS Financials

This section presents the Fire Services income statement, comparing 2024/25 actuals with the 2025/26 proposed budget. ARFFS Fire Services recorded a surplus of \$261,297 in 2024-25 with higher staffing costs offset by steady passenger fees and stronger non-E-Tops income. The 2025–26 budget forecasts a higher surplus of \$373,499.

Category	2024/25 Actuals	2025/26 Proposed
Total Revenue	\$1,165,860	1,324,485
Expenditure	\$904,56	951,086
Net Position (Surplus)	261,297	373,499

ARFFS Revenue Actuals FY2024 – 2025

The table below summarises the Fire Services revenue for FY2024–2025 based on the latest financial actuals from Council’s budget system. Revenue for Fire Services in 2024-25 totalled \$1.16 million. Income was mainly from passenger fees and non-E-Tops charges, with steady aviation activity and moderate growth in alternate aircraft use.

Revenue Source	2024/25 Actuals
Passenger Fees	867,325
Non-E-Tops	298,535
Total Revenue	1,165,860

ARRFS Revenue Summary FY2025 - 26

Revenue is tied mainly to passenger activity and aviation charges, supported by smaller income streams.

Revenue Source	2025/26 Proposed
Passenger Fees	1,024,485
Non-E-Tops	300,000
Total Revenue	1,324,485

ARRFS Expenditure – Actuals FY2024-2025

The table below summarises Fire Services expenditure for FY2024-2025 based on Council’s financial actuals. Expenditure for 2024–25 was \$904,563, mainly due to salaries, overtime and allowances. Costs for contractors and materials were modest, and other operating expenses remained low.

Expenditure Item	2024/25 Actuals
Salaries and Wages	378,453
Overtime	234,699
Public Holidays	8,188
Superannuation	69,075
Other Allowances	179,225
Contractors	26,404
Materials Purchased	7,419
Sewerage Charges	1,040
Telephone Charges	60
Total Expenditure	904,563

Revenue grows by 202k. Passenger fees increase in line with traffic and tariff adjustments. Non-EDTO charges show the largest gain, reflecting more use of Norfolk Island as an alternate. Sundry income is removed, and no grants are budgeted.

ARRFS Expenditure Summary - FY2025 - 26 Proposed

Expenditure includes staffing, operating costs and overhead allocations.

Expenditure Item	2024/25 Actuals	2025/26 Proposed
Employee Costs	486,386	614,463
Materials & Services	94,594	73,500
Depreciation	51,856	0
Other Expenses	52,155	30,000
Corporate Overheads	0	233,023
Total Expenditure	684,991	951,086

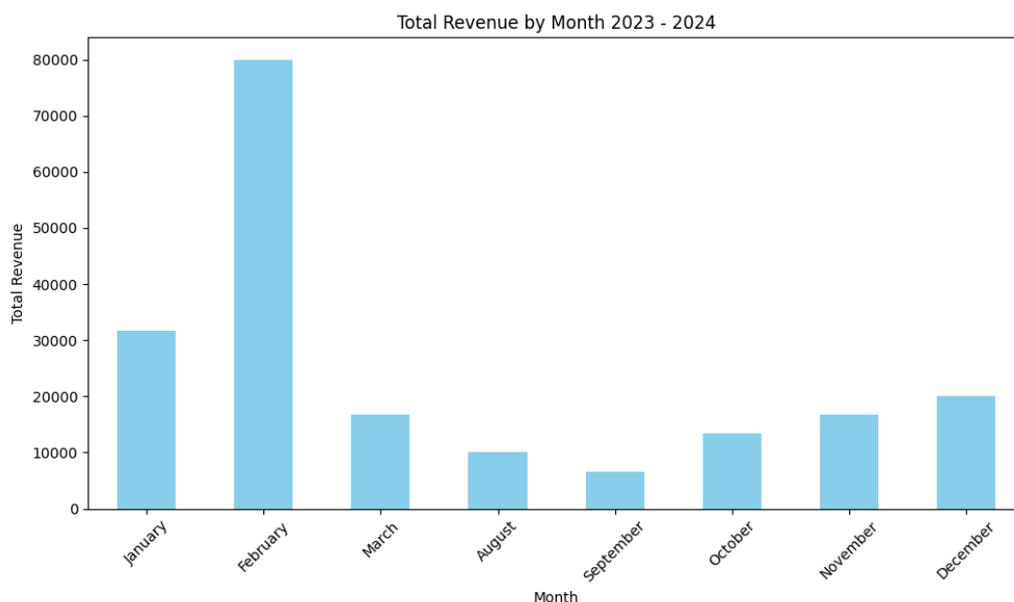
Expenditure rises by 266k. The main driver is employee costs with higher salaries and on-costs. Corporate overheads of 233k are applied for the first time. Offsetting savings come from lower materials, travel, protective clothing and the removal of depreciation.

ARRFS Non-EDTO (Extended Diversion Time Operations) charges

The table below shows Non-EDTO revenue for 2024–25 actuals and 2025–26 proposed figures.

Category	2024/25 Actuals (\$)	2025/26 Proposed (\$)
Non-E-EDTO Revenue	298,535	300,000
Share of Total Fire Services Revenue	25.6%	22.6%

Non-EDTO income remained steady across both years, reflecting consistent aircraft movements and use of Norfolk Island as an alternate.



The chart shows monthly Non-E-DTO revenue for 2023-24. Activity peaked in February with smaller spikes toward the end of the year, suggesting periods of increased alternate aircraft use rather than steady traffic. Revenue fluctuations are typical for Norfolk Island’s seasonal flight patterns and dependence on weather-related diversions.

Non-EDTO income remains a stable secondary funding stream for Fire Services, contributing around a quarter of total revenue in 2024-25 and remaining consistent in the 2025-26 budget. Together, these results show a balanced revenue base driven mainly by passenger fees and supported by alternate aircraft activity.

Community Fire Services (CFS) Financials

The Community Fire Service (CFS) is funded under the Commonwealth Service Delivery Agreement (SDA) as part of *Service 4: Emergency Management*, alongside the Aviation Rescue and Firefighting Service (ARFFS). The SDA provides ongoing funding to maintain community fire capability and support local emergency response on Norfolk Island.

In 2024-25, revenue totalled \$670,109, with expenditure of \$387,721 and depreciation of \$53,812, resulting in \$228,576 in unspent grant funding.

For 2025-26, the budget projects revenue of \$577,834, expenditure of \$653,423 and depreciation of \$53,397, resulting in a net cost of \$128,986.

The SDA continues to fund core CFS activities including staffing, training, vehicle operation and equipment maintenance. The 2025-26 budget reflects higher employee, contractor and training costs, along with the inclusion of corporate overhead allocations now applied across Council services.

Category	2024/25 Actuals (\$)	2025/26 Proposed (\$)
Commonwealth Grant Funding	664,368	572,834
Sundry Income	5,741	5,000
Total Revenue	670,109	577,834
Operating Expenditure	387,721	653,423
Depreciation	53,812	53,397
Net Position	Unspent grant funding 228,576	Net cost 128,986

Workforce and Employee Cost Summary

Fire Services operates as an integrated unit delivering both aviation (ARFFS) and community (CFS) firefighting functions.

In 2024-25, total employee costs reached \$1.08 million, reflecting the resource demands of maintaining continuous operational coverage with only five full-time staff. The service must meet CASA-mandated staffing levels for aviation readiness while also responding to community incidents.

Employee costs remain high relative to workforce size due to continuous coverage requirements, allowance structures and non-EDTO demand, where unscheduled aircraft movements and diversions require full ARFFS standby coverage. Overtime remains significant and indicates ongoing fatigue risk and limited roster flexibility within a small team. Majority of staffing expenditure is attributed to ARFFS operations which highlights the dominance of aviation readiness in overall workload and cost. The current recruitment of additional firefighters is expected to ease these pressures once training is complete.

Employee Cost Comparison

Category	ARFFS 2024/25 Actuals (\$)	ARFFS 2025/26 Proposed (\$)	CFS 2024/25 Actuals (\$)	CFS 2025/26 Proposed (\$)
Salaries and Wages	378,453	408,949	107,297	192,447
Overtime	234,699	98,221	32,838	46,222
Casual Wages	0	0	14,437	16,525
Public Holidays	8,188	0	3,614	–
Superannuation	69,075	49,073	8,474	25,077
Other Allowances	179,225	58,219	43,397	28,587
Total Employee Cost	869,640	614,462	210,057	308,858

6. Benchmarking

Benchmarking was undertaken to place Norfolk Island Fire Services in context with other small island and remote fire service models. The aim is to understand how the combined Aviation Rescue and Firefighting Service (ARFFS) and Community Fire Service (CFS) compares to peers in terms of delivery model, compliance obligations and funding sources.

Benchmark Locations

The following locations were selected due to their geographic isolation, reliance on aviation services, and use of council or government-based delivery models:

- **Lord Howe Island (NSW)** – Remote island with RPT flights, services supported through NSW Rural Fire Service and local arrangements.
- **Flinders Island (TAS)** – Island community with airport, fire services delivered through Tasmania Fire Service with council support.
- **Christmas Island (WA)** – External territory with international airport, fire services provided under Commonwealth arrangements with Airservices Australia involvement.
- **Paroo Shire (QLD)** – Remote regional council, no ARFFS but local brigades supported by QFES, provides insight into council-supported community fire models.
- **King Island (TAS)** – Remote Island with dispersed population, fire cover provided by Tasmania Fire Service, aviation risks managed within state service model.
- **Hamilton Island (QLD)** - Tourism-focused Island with regular jet services, ARFFS delivered by Airservices Australia.

Benchmarking Snapshot

Location	Population Base	Service Model	ARFFS Provider	Funding Source	Staffing Model	Compliance Driver	Key Notes
Norfolk Island (NI)	~2,000	Council-run ARFFS and CFS	Norfolk Island Regional Council	RPT landing fees, non-EDTO charges, SDA with Commonwealth	5 FTE, 2 contractors, auxiliaries	CASA MOS 139H, Fire Control Act 2000	Only council in Australia operating ARFFS and CFS
Hamilton Island (QLD)	~1,500 + tourists	ARFFS only	Airservices Australia	Commonwealth (Airservices funded)	1 Fire Commander, 1 Station Officer, 4 Firefighters per shift	CASA MOS 139H	Tourism island, ARFFS federally staffed and funded
Christmas Island (WA)	~1,800	ARFFS and community fire under federal arrangements	Airservices Australia	Commonwealth (federal budget)	Staffing numbers not published	CASA MOS 139H	Aviation and community cover integrated, federally funded
Lord Howe Island (NSW)	~400	Community fire only	No ARFFS	NSW Government	Volunteer brigade with RFS support	State fire law	Small population, aviation risk low

Flinders Island (TAS)	~900	Community fire only	No ARFFS	Tasmanian Government	Volunteer brigades	State fire law	Community-led fire cover
King Island (TAS)	~1,600	Community fire only	No ARFFS	Tasmanian Government	Volunteer brigades	State fire law	Aviation fire risk covered by state
Paroo Shire (QLD)	~1,800	Remote council with state fire support	No ARFFS	QLD Government, Council	Volunteer brigades	State fire law	Remote inland example

Benchmarking Findings

Benchmarking highlights the structural differences between Norfolk Island Fire Services and peer models. Norfolk is distinct in combining ARFFS and CFS within a council-run service, while peers rely on federal or state providers. Key findings are:

- **Unique governance** - Norfolk is the only council in Australia directly responsible for delivering ARFFS.
- **Federal comparators** - Hamilton Island and Christmas Island have ARFFS delivered and funded by Airservices Australia under Commonwealth arrangements. Airservices Australia income is generated by Passenger landing fees
- **Workforce scale** - Norfolk operates both ARFFS and CFS with five FTEs plus auxiliaries, while Hamilton Island ARFFS alone maintains six staff on each shift.
- **Peer reliance on state systems** - Lord Howe, Flinders, King and Paroo rely on state fire services and volunteers, with no local ARFFS obligation.
- **Funding model pressure** - Norfolk's reliance on passenger landing fees and the Service Delivery Agreement provides a narrower base than federal or state-backed models.
- **Surge capacity** - Norfolk has no external relief pool, while Airservices and state services can draw on larger networks for surge and succession.
- **Cost recovery** - False alarm and inspection charges are common in mainland councils but not applied on Norfolk Island.

7. Asset Management

Fire Services operate a shared fleet and facilities that support both aviation and community functions. This section assesses the condition, risk profile, maintenance practices and forward capital needs of Norfolk Island's Fire Services infrastructure.

Key Assets

Fire Services depend on a mix of aviation and community assets that ensure regulatory compliance, operational readiness and safe emergency response. Assets are grouped below under ARFFS and CFS to reflect the dual service model.

Service Function	Asset	Notes
Aviation Rescue and Firefighting Service (ARFFS)	Rosenbauer Panther appliances	Meet CASA MOS 139H requirements, core ARFFS response capability
	Fire Station Facility (airport)	Dedicated base for crew deployment, storage and coordination
	Dry Chemical Powder and foam systems	Fire suppression systems, subject to CASA compliance
	Spill and hazard containment kits	Used in aviation fuel and chemical events
	Training props and equipment	Support CASA-mandated competency checks
Community Fire Service (CFS)	Domestic fire appliances and utility vehicles	Used for structural and bushfire response, ageing condition
	Community Fire Station facilities	Facility for coordination and storage
	Hydrant and water access points	Four hydrants at fire station are functional; Kingston hydrants in use; Works Depot hydrant not working
	PPE and breathing apparatus	Fire-retardant clothing, helmets, SCBA gear; rolling renewal required
	Spill response equipment	For hazardous materials management

	Training props and rescue equipment	For structural, vehicle and water rescue
	BA Compressor	Requires annual servicing, specialist flown in (\$5k/year); QA test every 3 months; recertification every 3 years

Asset Condition and Profile

The table below summarises the condition of key Fire Services assets, the issues they present and any notes relevant to operational or compliance requirements. This provides a snapshot of where assets are functioning, where risks exist, and where renewal or investment is needed.

Asset	Current Condition	Issues / Risks	Notes
2x Rosenbauer Panthers	Good operational condition for age.	Minor mechanical and maintenance issues noted in the Rosenbauer inspection (Sept 2025), including leaking air-compressor head gasket on Tender 1, coolant leak on Tender 2, blocked deluge nozzles, weak cabin-door gas struts and lubrication needs for roof monitors and roller shutters. Tender 1 also sustained minor body damage from a fire-station door collision. Pump and valve performance affected by systems being left flooded after use. Foam proportioning requires calibration following PFAS-free foam change.	Both vehicles inspected 9–11 September 2025 by Rosenbauer Australia and found to be in <i>good condition for their age</i> with only minor issues requiring attention. The inspection recommended more frequent operation and full draining after use to prevent valve corrosion. CASA's October 2025 update confirmed the same assessment, noting that both Panthers remain serviceable and compliant, with a dedicated ARFF mechanic now in place and training scheduled. Replacement remains budgeted for 2026 to maintain long-term compliance under MOS Part 139H

2x Isuzu Fire vehicles	Operational but ageing	Poor servicing history, breakdown risk, limited redundancy	Provide community response but not CASA-critical. Replacement not identified or budgeted in the LTFP.
1 x Nissan Patrol fire vehicle	Operational but ageing	Not currently maintained. Regular maintenance will occur with new arrangements.	Used for fast response. Replacement not identified or budgeted in the LTFP.
2 x Isuzu crew cab utilities	Operational but ageing	Being maintained, need turbos replaced.	Identified for replacement in LTFP in 2036
Station facilities	Generally functional	Airport fire station doors unsafe	Replacement funded for 2025-26
Hydrants & water supply	Limited coverage	Reliance on tankers, Works Depot hydrant out of service	Eldoo fire in 2024 consumed 60,000L water highlighted gaps
PPE & BA sets	Currently compliant	Require rolling renewal to meet CASA/WHIS standards.	Renewal dependent on annual budget allocation
Training props	Available but variable	New training props have been purchased and are awaiting shipment from Queensland. They are 2 x 20ft containers with wings and a ladder platform. Shipment options are currently being investigated.	Needed for CASA competency checks
BA compressor	Operational	Annual specialist service required (\$5k), QA test every 3 months	Recertification required every 3 years

Asset Maintenance Strategy

Fire Services use a stand-alone Computerised Maintenance Management System (CMMS). Maintenance is recorded through manual logs and carried out on a condition-based approach rather than a structured asset lifecycle plan. The Fire Services assets are tracked by NIRC under the 'Plant and Equipment' asset category.

External contractors undertake most of the mechanical servicing. This has created long delays, extended downtime and compliance risks. Rosenbauer Panthers are often out of service waiting for parts or specialist technicians. Preventive maintenance is limited, with most servicing carried out when faults occur.

Council's options analysis concluded the preferred model is to employ two trades staff in-house to manage routine and preventive maintenance. A dedicated ARFF mechanic commenced on 6 October 2025. Training and familiarisation activities are expected to follow as part of the role's establishment phase.

Contractors would then be engaged only for specialist tasks that cannot be supported locally. This would reduce downtime, improve compliance reliability and provide better control of costs. BA compressor servicing and certification will still require external support, with annual fly-in specialists and three-yearly recertification.

Asset Renewal and Capital Investment

The two Rosenbauer Panther appliances are approaching their planned replacement period in 2026, with renewal costs estimated at around \$765,000 per vehicle. Both vehicles remain in good operational condition for their age and continue to meet CASA MOS 139H requirements.

Funding for replacement is included in Council's forward budget; however, it is recommended that a fleet lifecycle review be undertaken to confirm whether refurbishment, staged renewal or full replacement provides the best value and maintains compliance.

If refurbishment is required, vehicles would need to be transported off island to an authorised workshop, which could temporarily reduce on-island coverage.

The two Isuzu crew cab utilities are scheduled for replacement in 2036. Although replacement is not immediate, ageing components and servicing history indicate increasing risk of downtime.

Other capital needs include expanding hydrant coverage and water storage, continuing rolling renewal of PPE and BA sets, and upgrading station facilities beyond the airport fire station doors already funded for replacement in 2025-26. Specialist equipment such as gas detectors and the BA compressor require regular testing and calibration. The compressor undergoes quarterly QA checks and is returned to Australia annually for recalibration.

The table below sets out the major replacement profile and capital needs.

Asset / Item	Cost	Replacement / Timing	Funding Status
Fire station front doors	\$0.5m	2025-26	Replacement works underway (October 2025). Funded \$0.5m
Rosenbauer Panther	\$765,524	2026	Budgeted
Rosenbauer Panther	\$765,524	2026	Budgeted
Isuzu Crew Cab Utility (x2)	\$48,987 each	2036	Budgeted in LTFP, condition deteriorating
Additional water tanks and hydrants	TBC	Future years	Not budgeted
2x Isuzu Fire vehicles	TBC	Future Years	Not budgeted
1 x Nissan Patrol fire vehicle	TBC	Future years	Not budgeted
PPE and BA renewal	Operational - Ongoing	Future Years	Not budgeted
Gas detector	Minor	Ongoing	Operating budget
BA compressor servicing and calibration	\$5k+ annually	Ongoing	Operating budget

8. Operational Activity and Qualitative Analysis

Fire Services operate as a single integrated unit combining the Aviation Rescue and Firefighting Service (ARFFS) and the Community Fire Service (CFS). The service maintains operational readiness through daily checks, structured training and scheduled exercises. Compliance with Civil Aviation Safety Authority (CASA) requirements is sustained, with community fire obligations delivered through incident response, inspections and participation in the Emergency Management Norfolk Island Committee (EMNIC).

Operational Observations and Staff Insights

Daily operations involve inspection of vehicles and equipment, testing of foam and dry chemical powder (DCP) systems, servicing of breathing apparatus and PPE, and recording results in the Fire Control Centre journal. A Day in the Life (DILO) review in July 2025 confirmed this pattern, observing a six-monthly hot exercise, quarterly competency checks and discharge tests of foam and DCP systems. The workload was heavy but structured, with manual refilling of DCP systems noted as slow and risks logged in the corporate register.

Performance Metrics

Operational performance is monitored against key measures from the 2025-26 Operational Plan:

- **Response time:** Structure fires responded to within ten minutes.
- **Containment:** At least 80% of building fires confined to the room or object of origin.
- **ARFFS coverage:** Aviation Rescue and Firefighting Service category reductions kept under 10%.
- **Compliance:** CASA audits to return zero safety findings.

Service Delivery Program (SDA) - Community Fire Service (CFS) and Aviation Rescue and Firefighting Service (ARFFS)

(Service 4: Emergency Management – Commonwealth Service Delivery Agreement 2024–2025)

The Fire Services function is defined under Service 4.1 of the Commonwealth Service Delivery Agreement (SDA). The SDA provided an annual allocation of \$664,368 in 2024-25 to support both the Aviation Rescue and Firefighting Service (ARFFS) and the Community Fire Service (CFS).

Function, Services and Standards

- Develop, test and evaluate procedures to maintain operational readiness and continuous improvement.
- Ensure qualified personnel, appropriate resources and clear governance arrangements for fire and emergency response.
- Maintain and regularly service vehicles, equipment and facilities to the required operational standard.
- Deliver education, training and awareness programs to improve community and business fire preparedness.
- Conduct regular inspection and servicing of fire equipment in public buildings and other designated areas.
- Maintain accurate financial, training and maintenance records to support compliance and reporting.
- Ensure ARFFS provides a Level 1 standard of coverage as required by CASA Manual of Standards Part 139H.

Key Performance Indicators (KPIs)

The Commonwealth Service Delivery Agreement (SDA) defines operational and reporting requirements for Fire Services under *Service 4.1: Emergency Management*. The table below summarises the SDA Key Performance Indicators (KPIs) and current status based on information available as of October 2025.

Source (SDA 2024– 2025)	KPI Description	Status (as of Fire Services Review 2025)

KPI 4.1.1	All officers appropriately qualified to respond to fire, with current certifications.	Firefighters hold CASA-required qualifications. Training and recertification are maintained through the annual training program and quarterly competency checks.
KPI 4.1.2	Maintenance of fire assets and equipment to an appropriate response standard.	Assets are maintained through local contractors. Preventive maintenance will be incorporated into Council's CMMS rollout. 2 x Panther vehicles replacement is scheduled for 2026.
KPI 4.1.3	Fire equipment serviced and inspected; number of fire permits allocated; number of emergency responses and incidents responded to (with quarter-on-quarter and year-on-year comparison).	Fire equipment inspections and servicing are recorded. Incident data and response activity are logged in the Fire Control Centre journal.
KPI 4.1.4	Training and awareness programs delivered to public, community groups and businesses.	Fire safety awareness continues through auxiliary participation and community demonstrations. Structured education programs are to be developed.
KPI 4.1.5	Amount of public moneys collected by ARFFS and CFS, comparative analysis against previous years.	Revenue from aviation and community fire services is recorded and reported through Council's financial system and SDA acquittals.

Workforce and Industrial Action

The service is staffed by five full-time equivalents supported by auxiliaries and contractors. This meets CASA minimum requirements but leaves little resilience for leave or surge events. As of October 2025, three applicants have been selected for firefighter positions, with onboarding and training to follow before operational deployment.

No suitable applicants were identified for the Station Officer position, and the role remains vacant pending future recruitment.

Attracting staff to Norfolk Island is challenging given its isolation and the national shortage of ARFFS-qualified officers. Fly-in fly-out firefighters will remain in place until new recruits complete training and meet CASA competency requirements.

The recruitment pool is small, and new hires often require significant investment in CASA approved training. As shown in the training cost schedule, each recruit adds fixed costs for technical and practical training, first aid and equipment certification. These costs recur as part of the three- and five-year recertification cycles.

Council’s staffing analysis has also highlighted succession planning as a priority. The current structure meets daily operational needs but does not build depth for future leadership roles or to cover extended absences.

Protected industrial action approved in 2024 reflected concerns about staffing, fatigue and overtime. Council confirmed that emergency response was maintained during this period.

Training and Competency

The Fire Service follows a structured annual training program covering both aviation and community skills. Modules include hot exercises, vehicle operation, BA, ladders and knots, foam application, first aid and incident command. Scenario training rotates through structure fires, motor vehicle accidents, LPG and hazardous materials incidents. CASA requires training per full-time firefighter each year, with competency checks every 90 days. Auxiliaries are included in live exercises where possible.

Specialist commitments also extend to life raft servicing, which requires recertification in Australia every three years at a cost of around \$5,000. Training and recertification costs place a steady pressure on the operating budget.

Norfolk Island Fire Service - Annual Training Program

Month	Core Modules
January	Combination exercise, BA, hot exercise, first aid, hose and branch work
February	Vehicle driving and operation, monitor skills, topography, simulated foam, pre-incident planning
March	Rescue equipment, ladders/knots/lines, aircraft familiarisation, general exercise, incident command
April	Combination exercise, BA, hot exercise, first aid, hose and branch work

May	Vehicle driving and operation, monitor skills, topography, simulated foam, pre-incident planning
June	Rescue equipment, ladders/knots/lines, aircraft familiarisation, general exercise, incident command
July	Combination exercise, BA, Cat 6 hot exercise, first aid, hose and branch work
August	Vehicle driving and operation, monitor skills, topography, simulated foam, pre-incident planning
September	Rescue equipment, ladders/knots/lines, aircraft familiarisation, general exercise, incident command
October	Combination exercise, BA, hot exercise, first aid, hose and branch work
November	Vehicle driving and operation, monitor skills, topography, simulated foam, pre-incident planning
December	Rescue equipment, ladders/knots/lines, aircraft familiarisation, general exercise, incident command

Training and Recertification Costs

The table below shows the major training and recertification costs grouped by frequency. It highlights the significant fixed costs that must be met annually as well as larger allocations every three and five years.

Frequency	Item	Est Cost	Notes
Annual	CASA technical training	\$10,000	Required for ARFFS staff
Annual	CASA practical training	\$10,000	Required for ARFFS staff
Annual	Firefighting foam	\$15,000	Foam stock and testing
Annual	Dry Chemical Powder	\$8,000	Consumable for testing and incidents
Annual	Training fuel	\$2,200	Used for drills and hot exercises
Annual	First aid	\$4,800	Staff certification

Annual	BA compressor & air tester recalibration	\$8,730	Specialist fly-in support
Annual	Life raft servicing	\$800	Ongoing safety requirement
Annual	BA maintenance	\$4,000	Equipment upkeep
Every 3 years	First aid recertification	\$4,800	Periodic refresher
Every 3 years	Succession training	\$40,000	Capability development
Every 3 years	Liferaft recertification	\$2,000	Extended cycle
Every 3 years	BA maintenance	\$14,000	Overhaul cycle
Every 5 years	Liferaft recertification	\$15,000	Major safety cycle
Every 5 years	BA maintenance	\$2,500	Overhaul cycle

PFAS Management

Per- and Polyfluoroalkyl Substances (PFAS) remains on the corporate risk register. Legacy foams have been removed and replaced with compliant agents. Foam samples are tested during six-monthly exercises, and monitoring at airport and fire station sites in 2024 showed results within health guidelines.

Operational Constraints and Themes

Fire Services meet aviation and community obligations but operate with little buffer. Staffing shortages and reliance on auxiliaries mean the service has limited ability to cover absences or respond to multiple incidents at once. This constrains surge capacity during major or concurrent events. Manual systems slow record keeping, while ageing vehicles reduce reliability. Industrial action in 2024 highlighted workforce strain. PFAS monitoring continues to require oversight. Recruitment, succession planning and structured maintenance will be central to sustaining compliance and resilience.

9. Risk and Compliance Assessment

Fire Services work in a high-risk setting that combines aviation safety, workplace health and community protection. The service must meet CASA Manual of Standards (MOS) Part 139H for ARFFS and the Fire Control Act 2000 for community functions. CASA has requested that monthly progress updates continue on the first Wednesday of each month to maintain oversight of staffing and maintenance activities

Council's corporate risk framework highlights staffing, fleet reliability, training and environmental management as the main areas of exposure.

Regulatory Framework

- **CASA MOS Part 139H** - ARFFS staffing, training, response and vehicle standards.
- **Fire Control Act 2000 (NI)** - Community fire prevention, hazard reduction and suppression duties.
- **Work Health and Safety Act 2011 (NSW)** - Applied to Norfolk, covering fatigue, PPE, training and incident reporting.
- **Environmental Controls** - PFAS management and hazardous waste obligations.
- **Council Governance** - Corporate risk register monitoring, safety system oversight and industrial relations compliance.

Risk Register Snapshot

The table below provides a snapshot of the key risks identified through the ARFFS Risk Register, staffing and maintenance option papers, and PFAS investigations. Each risk is described with its current rating, existing controls and source.

Risk Area	Description	Current Rating	Controls / Status	Source
Staffing and Fatigue	Five FTEs meet CASA minimums but leave no buffer. Reliance on FIFO staff and auxiliaries. Fatigue and overtime pressure ongoing.	Moderate (9)	Overtime limits, FIFO contracts, recruitment in progress.	ARFFS Risk Register; Staffing Options
Fleet Reliability	Rosenbauer Panthers nearing 17 years.	High (15)	Daily/weekly checks, external contractor.	Risk Register;

	Breakdowns during incidents rated high risk. Parts scarce.		Replacement in LTFFP.	Tender Options
Mechanic Support	Outsourced maintenance inadequate. No dedicated trades staff. CASA findings issued.	High (15)	Contract with local vendor. Proposal for two trades roles.	Tender Options; Risk Register
Training Continuity	All staff are Bat rained, CASA requires checks every 90 days.	Moderate (9)	Structured training program, auxiliary participation.	DILO Review; Risk Register
Water Supply	Hydrant coverage limited to Kingston. Reliant on tanks, desalination, POETS.	Moderate (8)	New tanks, desal plant recommissioned. Alternative supply plan. Depot hydrant repair has been requested.	Risk Register
PFAS Management	Legacy foams removed, but contamination risk remains.	Moderate	Foam monitoring, tank replacements, risk register entry.	PFAS Reports (GHD/NIRC)
First Aid and Hazmat Readiness	Gaps in specialist training for complex incidents (hazmat, MH, rescue).	High (16)	SOPs, PPE, some advanced first aid. Training has been provided for complex incidents	Risk Register
Station Infrastructure	Station doors degraded, replacement scheduled 25/26.	Low (2)	Quotation raised, budgeted.	Risk Register
Revenue Gaps	Missed opportunity to charge for false	Low (4)	Fees under review.	Risk Register

	alarms, inspections.			
--	-------------------------	--	--	--

Observations

- Compliance is achieved but margins are thin. Staffing and fleet risks are the most pressing.
- Industrial action highlighted workforce fatigue but did not disrupt emergency response.
- CASA dispensations remain in place; however, repeated reliance increases audit scrutiny.
- Environmental risk from PFAS requires ongoing management, even if current health guidelines are met.

10. Findings

This section brings together insights from operations, assets, workforce, finance and benchmarking. It highlights what is working well and the structural challenges that affect the long-term sustainability of Fire Services on Norfolk Island.

Strengths observed (what's working well)

- **Team capability and commitment** - Fire Service staff continue to maintain readiness with a small workforce, showing flexibility and professionalism across both aviation and community roles.
- **Regulatory compliance** – CASA obligations are met through structured training, quarterly competency checks and regular live exercises.
- **Fleet condition** – The two Rosenbauer Panther appliances are in good operational condition for their age. Independent inspection in September 2025 found only minor issues and CASA has confirmed both vehicles remain serviceable and compliant.
- **Environmental management** – Legacy foams with PFAS have been removed and replaced with compliant agents. Monitoring at the airport and fire station has shown results within health guidelines, though three station water tanks remain offline pending PFAS test results.
- **Water resilience** – New storage tanks, a Point of Entry Treatment System (POETS) and recommissioning of the desalination plant have improved water security. Water is transported for station use until tank test results are cleared.
- **Community engagement** – Auxiliary firefighters are trained and included in incidents. This adds surge capacity and keeps the service connected with the community.
- **Governance and risk management** – Fire Service risks are recorded in the corporate risk register and linked to budget and capital planning.
- **Emergency management integration** – The service is part of EMNI which embeds ARFFS and CFS into island-wide disaster planning.

Challenges identified

- **Integrated service model** – Fire Services operate as one unit delivering both Aviation Rescue and Firefighting Service (ARFFS) and Community Fire Service (CFS). Facilities, vehicles and staff are shared which may increase the risk of operational strain when concurrent aviation and community incidents occur.
- **Workforce resilience**
 - Staffing meets CASA minimums but has no buffer for leave, illness or surge events.

- Three firefighter positions have now been filled subject to training and CASA competency requirements, which will help ease overtime and fatigue pressures once fully accredited
- It takes up to 18 months for a recruit to complete CASA training and become competent across both ARFFS and CFS duties.
- No suitable applicants were identified for the Station Officer position, and the role remains vacant which limits on-island supervision capability
- Fly-in fly-out firefighters continue to provide operational coverage to maintain CASA compliance while new recruits complete training and accreditation
- Overtime levels remain high and indicate fatigue risk and limited roster flexibility across a small team.
- The current structure provides little redundancy and limits opportunities for training, leave and maintenance coverage.
- **Recruitment constraints**
 - Norfolk’s isolation and the limited national pool of ARFFS-qualified firefighters make recruitment difficult.
 - This drives reliance on overtime and auxiliaries, increasing cost and pressure on current staff.
- **Budget**
 - A portion of SDA funding (\$228,000) remained unspent in 2024–25, indicating that available Commonwealth allocations for community fire activities were not fully drawn down. Improved planning and tracking of expenditure could help ensure funds are applied to service priorities such as training, maintenance and asset renewal.
 - The current budget framework does not fully reflect operational requirements and could be reviewed to better align with service delivery needs.
 - Training costs are not captured as a separate budget line, making it difficult to monitor ongoing expenditure or plan for future training requirements.
- **Asset management**
 - Fire Services run a shared fleet and facilities for aviation and community operations. Assets are functional but ageing and need regular maintenance to stay compliant.
 - A dedicated Asset Management Plan for Fire Services is not yet in place to record asset condition, maintenance schedules and renewal priorities. Current records sit within Council’s plant and equipment register.
 - Preventive maintenance is limited, and work is often triggered by faults.
 - The standalone CMMS is not fully integrated with Council’s asset framework.

- **Training coverage**
 - CASA requirements are met, but the cost burden is high.
 - Each new recruit adds fixed training and recertification costs including CASA technical and practical courses, first aid, BA and foam/DCP certification.
 - Budget pressure limits advanced training in hazardous materials and complex rescue, reducing resilience in non-routine incidents.
- **Infrastructure limitations**
 - Hydrant coverage is limited to Kingston.
 - Most incidents rely on tankers and water trucks, slowing suppression and raising risk during large events.

11. Opportunities for Improvement and Transformation

The review has identified a set of opportunities that build on current strengths and address the structural challenges highlighted in the findings. These opportunities focus on strengthening compliance, supporting a sustainable workforce, improving service delivery and ensuring that assets remain reliable and fit for purpose.

They are grouped by timeframe to show how actions can be sequenced and integrated into Council’s planning and resourcing framework:

- **0-12 months** – immediate initiatives that can be progressed with existing or modestly expanded resources
- **12-24 months** – medium-term initiatives that consolidate systems and workforce development
- **3-5 years** – longer-term investments requiring capital funding, external support or staged renewal

All opportunities are based on operational documents, workforce observations, benchmarking and corporate risk registers. Cost and benefit estimates are indicative only and subject to detailed design, business case development and Council approval.

Operational and Service Enhancement Initiatives (0-12 months)

These initiatives represent immediate opportunities that can be advanced with existing or modestly expanded resources. They focus on compliance, asset reliability and community engagement.

Initiative	Estimated Cost	Indicative Benefit	Implementation Notes
Firefighter recruitment and onboarding	Employee cost ongoing	Maintains staffing above CASA minimums and reduces fatigue	Three firefighter positions have been filled, with training and accreditation underway before operational deployment
Fleet renewal planning - Rosenbauer Panthers	To be confirmed (potential renewal cost \$765k each)	Confirms long-term compliance and identifies	Conduct a technical and financial assessment of the Panther vehicles to

	identified in Council LTFP)	options to extend fleet life where feasible.	determine whether refurbishment, staged replacement or life-extension provides best value before committing to procurement
Create a separate Asset Management Plan for Fire Services	To be confirmed – possible internal resourcing	Improves tracking of fire assets, renewal timing and maintenance priorities	Consolidate Fire Services fleet, equipment and facility data under a dedicated Fire Services asset register which is aligned to Council’s enterprise Asset Management Framework
Preventive maintenance scheduling	Internal resourcing	Increases vehicle reliability and reduces downtime	To operate alongside CMMS; supported by in-house or contracted trades
Fire station doors replacement	\$0.5M (budgeted)	Improves safety and operational reliability	Works are underway for delivery in 2025-26 as part of funded facility upgrades
Rolling renewal of PPE and BA sets	Operating budget	Maintains compliance and safety standards	Annual allocation to be maintained
Strengthen Budget Management Process	Internal and SDA funding	Improves planning, tracking and application of all Fire Services funding for training, maintenance and asset renewal	Develop a structured process to plan, monitor and report SDA and internal expenditure to ensure funds are fully aligned with Fire Services priorities

Firefighting water supply and access	Modest operating/capital cost	Increases suppression capacity and reduces reliance on tankers	Return PFAS-affected tanks to service and confirm hydrant repair priorities
Community fire safety campaigns	To be determined	Improves household preparedness and community awareness	Delivered by auxiliaries and aligned with EMNIC programs
Undertake an independent strategic review of the current service model to clarify how each fire service operates and identify the resources required to deliver effective and distinct aviation and community fire functions	To be determined	Improve service delivery	

Operational and Service Enhancement Initiatives (1-3 Years)

These initiatives focus on workforce capability and succession. They strengthen systems and reduce dependence on external recruitment and contractors.

Initiative	Estimated Cost	Indicative Benefit	Implementation Notes
Establish in-house trades roles	To be estimated	Reduces reliance on contractors and improves turnaround times	Supports CMMS and preventive maintenance program
Auxiliary firefighter upskilling	Training cost only	Increases surge capacity	Provide advanced training across ARFFS and CFS duties

Succession planning framework	Internal resourcing	Builds officer capability and reduces reliance on external recruitment	Link to training budgets and mentoring pathways
Training program expansion	Operating cost uplift	Improves response to hazardous materials and complex incidents	Budget for advanced modules beyond CASA minimums and digitise records
Workforce sustainability pipeline	Internal resourcing and training cost	Builds local leadership capacity and reduces recruitment pressure	Develop structured officer pathways and succession planning

Transformational and Strategic Investments (3-5 years)

These initiatives require capital investment or staged delivery. They are focused on long-term service resilience and community preparedness

Initiative	Estimated Cost	Indicative Benefit	Implementation Notes
Integrate into NIRC CMMS.	To be estimated	Improves maintenance scheduling and audit readiness	Align with Council CMMS rollout
Expand hydrant network and storage	To be scoped	Improves response capability during large incidents	Extend coverage beyond Kingston and integrate into asset planning
Expanded community preparedness programs	To be scoped	Strengthens household prevention and hazard reduction	Broader 'Fire Ready Norfolk' campaigns, schools and neighbourhood groups

12. Recommendations

This review identifies short, medium and long-term actions that may strengthen Fire Services on Norfolk Island.

The focus is on maintaining compliance, improving workforce sustainability, strengthening asset management, reforming maintenance systems and supporting community preparedness.

All actions are indicative and may be considered subject to business cases, funding availability and Council approval.

Short-Term (0-12 months)

- Complete onboarding, training and accreditation for newly recruited firefighter positions to maintain staffing above CASA minimums.
- Undertake a fleet lifecycle review for the Rosenbauer Panthers to confirm long-term compliance and assess whether refurbishment, staged replacement or life-extension offers best value before committing to procurement.
- Complete fire station door replacement and progress any remaining funded facility improvements
- Establish an Asset Management Plan and preventive maintenance schedule.
- Strengthen budget management processes to improve planning, tracking and application of both internal and Commonwealth funding for Fire Services. Develop a structured approach to monitor and report expenditure so that all allocations are fully aligned with service priorities.
- Maintain rolling renewal of PPE and BA sets to sustain compliance and safety.
- Return PFAS-affected tanks to service once cleared and confirm hydrant repair priorities.
- Deliver community fire safety campaigns through auxiliaries and local partnerships.

Medium-Term (1-3 years)

- Strengthen in-house maintenance capability and integrate the mechanic role into the preventive maintenance program to reduce reliance on contractors and improve turnaround times.
- Provide advanced training for auxiliary firefighters to expand incident capability.
- Formalise a succession and mentoring framework for officer development.
- Expand training beyond CASA minimums to include hazardous materials and complex incidents.
- Develop a structured workforce sustainability pathway with clear career progression.
- Integrate asset, training and maintenance records within the NIRC enterprise CMMS to support audit readiness.

- Undertake an independent strategic review of the current service model to clarify how each fire service operates and identify the resources required to deliver effective and distinct aviation and community fire functions.

Long-Term (3-5 years)

- Expand hydrant coverage and storage to improve incident response capacity.
- Undertake staged facility upgrades to improve safety and functionality.
- Broaden community fire preparedness programs through a 'Fire Ready Norfolk' platform.
- Strengthen collaboration with regional and national emergency agencies for shared training and capability development.

Alignment with the Integrated Planning & Reporting (IP&R) Principles

Council's Service Review Framework recommends that each review demonstrate alignment with the principles of Integrated Planning and Reporting (IP&R) Framework. This approach helps ensure that review outcomes can be integrated into Council's planning, budgeting and resourcing in a structured and transparent way.

These recommendations align with Council's adopted planning documents:

- Community Strategic Plan 2016-2026 (Our Plan for the Future),
- Delivery Program 202–2026,
- Operational Plan 2025-26
- Long-Term Financial Plan

They may also inform the next planning cycle, including the proposed Delivery Program 2026-2030.

- **Community Strategic Plan (2016–2026):** Contributes to the long-term goal of a safe, resilient and well-serviced Norfolk Island with reliable emergency and aviation services.
- **Delivery Program (4 years - 2022–2026):** Medium-term priorities such as workforce succession, training expansion and in-house trades capacity can be incorporated into Council's commitments over the next term.
- **Operational Plan (1 year - 2025–26):** Immediate actions including recruitment, fleet procurement, PPE renewal and facility upgrades may be reflected in annual budgets and work programs.
- **Resourcing Strategy (Workforce, Asset, Finance):** Funding and staffing implications can be considered through the Long-Term Financial Plan (2019–2028 and 2020–2029) and related workforce and asset management planning, including fleet renewal, preventive maintenance, workforce pathways and community fire-safety initiatives.

Implementation and Monitoring

It is recommended implementation be sequenced according to available funding, resources and Council priorities with progress tracked through established reporting and governance processes.

13. Appendix

Reference Documents

The following documents were reviewed and referenced in the preparation of this Service Review. This list is not exhaustive and other operational, financial, compliance and technical sources as well as other internal records, discussions with staff may have been consulted to inform the analysis and findings.

- Our Plan for the Future: Norfolk Island Community Strategic Plan 2016-2026
- Delivery Program 2022–2026
- Operational Plan 2025-26
- Service Statements - Infrastructure, Operational Plan 2025-26
- Quarterly Operational Plan Updates (January-March 2025; April-June 2025)
- Long-Term Financial Plan 2019-2028
- Long-Term Financial Plan 2020-2029
- Draft Community Engagement Strategy (June 2025)
- NIRC Community Engagement Strategy (2018)
- Fire Services Operational Procedures and Training Records (2024–2025)
- Day in the Life (DILo) Review, July 2025
- Rosenbauer Panther Inspection Report (2024)
- Corporate Risk Register (2025)
- CASA Manual of Standards Part 139H - Aerodromes (ARFFS)
- CASA Audit Reports and Corrective Action Records (2023-2025)
- Work Health and Safety (National Uniform Legislation) Act 2011 (NI)
- Environmental Monitoring Results - PFAS Testing (2023-2025)
- Emergency Management Norfolk Island Committee (EMNIC) Records and NORDIS Framework

Acronyms and Terms

Acronym Meaning

ARFFS	Aviation Rescue and Firefighting Service
BA	Breathing Apparatus
CASA	Civil Aviation Safety Authority
CFS	Community Fire Service
CMMS	Computerised Maintenance Management System
CSP	Community Strategic Plan
DCP	Dry Chemical Powder
DILO	Day in the Life (operational review)
EMNIC	Emergency Management Norfolk Island Committee
IP&R	Integrated Planning and Reporting
KPI	Key Performance Indicator
LTFP	Long-Term Financial Plan
MOS	Manual of Standards
NIFS	Norfolk Island Fire Service
NIRC	Norfolk Island Regional Council
NORDIS	Norfolk Island Disaster and Emergency Risk Management System
PFAS	Per- and Polyfluoroalkyl Substances
POETS	Point of Entry Treatment System
PPE	Personal Protective Equipment
SDA	Service Delivery Agreement (Commonwealth)
WHS	Work Health and Safety