PUBLIC INQUIRY INTO THE NORFOLK ISLAND REGIONAL COUNCIL

South Pacific Hotel Board Room 110 Taylors Road, Norfolk Island 2889

Before: Ms Carolyn McNally, Commissioner

Counsel Assisting:

Mr Paul Bolster Ms Kathleen Morris

On Friday, 4 June 2021 at 10.00am NFT (Day 5)

1	THE COMMISSIONER: Now, Mr Bolster.
2	MD DOLCTED. Cood marring Commissioner The last witness
	MR BOLSTER: Good morning, Commissioner. The last witness
4	for the Norfolk Island hearings will be Mr Nobbs, if he
5	could come forward, please.
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8	AFVAMINATION IN OUTER BY MR BOLCTER.
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10	MD DOLOTED. O Ma Nakka fan tha hansfât af tha nasand
11	MR BOLSTER: Q. Mr Nobbs, for the benefit of the record,
12	could you please tell the Commissioner your full name?
13	A. My name is Christopher Lewison Nobbs.
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15	Q. And, you were born on Norfolk Island?
16	A. I was.
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18	Q. Correct me if I'm wrong, but your lineage on the
19	Island traces back to George Hunn Nobbs?
20	A. That's correct.
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22	Q. And he came here from Pitcairn with his wife who was a
23	descendant of the Christian family?
24	A. That's correct.
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26	Q. The family has been on the Island ever since?
27	A. Yes.
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29	Q. And you yourself, you have academic training in what
30	fields?
31	A. I have a PhD in chemistry and science and degrees in
32	economics from London and Cambridge.
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34	Q. You've made a submission to the Inquiry dated 7 May,
35	if that can be brought up, please. CNOB.PSUB.002.0002.
36	Can you see that on the screen in front of you?
37	A. Not at the moment, but I have a hard copy.
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39	Q. You have a hard copy, all right. Is that easy for you
40	to see there now?
41	A. Yes.
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43	Q. In your submission you've referred to a number of
44	academic papers and one of those was a paper published by
45	the Economic Society of Australia by Sinnewe, Kortt,
46	Dollery and Hayward. You're familiar with that?
47	A. Yes, I am, but not to word perfect on it, it's a while
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Q. It's the paper that makes the case for special treatment differentiation in the case of the other island councils in Australia: King Island, Flinders Island, and Kangaroo Island, and I take it you referred to that article to draw a comparison between the situation facing Norfolk Island and those other islands?

A. That's correct.

- Q. Could you tell us, expand a bit, about what those particular challenges are?
- A. I think smallness and severe isolation brings very specific requirements that are generally not considered in the Acts which govern local authorities in Australia and that was the point that Sinnewe and their co-authors made in that paper, I believe, and the issues they brought forward were about, in particular, that services provided by island councils are especially reliant on intricate knowledge of local needs; that information which would not be available to higher tiers of government, consequently service provision on island councils makes local decision-making and local resource allocation even more essential than in other remote Australian local authorities.

Q. Just pausing there, I thought we might bring up the summary of the policy considerations in that article. If we could go to CNOB.PSUB.001.0003_10, and if we could highlight the paragraph beginning with, "Given" halfway down starting there, if we could focus on that, there are five points. The first of those:

Local Government is of far more importance to these islands than in Australia as a whole particularly in terms of maintaining the economic and social fabric of these small islands and articulating their unusual needs.

Can you speak to that briefly? How does that policy consideration apply on Norfolk Island?

A. In my view, the laws that Norfolk Island are now subject to and the administration which we have imposed from Canberra are not perceptive of the needs of small islands.

 And, one of the damaging influences particularly that I've seen is the consequences for local culture, local history, and in particular the dignity and self-respect of Islanders because, in my view, the legal overlay that we now have is ill-designed for the circumstances of the island.

Q. The second point that's raised is that:

The services provided by island councils are especially reliant on an intricate local knowledge of local needs, information which would not be available to higher tier governments. Consequently, service provision on island councils makes local decision-making on local resource allocation even more essential.

Can you speak to that about the particular service needs on this Island?

A. Most recently one of the acts of the Commonwealth Government has been to remove certain powers, or to remove Norfolk Island's justice system and to absorb it into an Australian system which has been - it was done without, to my knowledge, any consultation and that's, the Norfolk Island Lawyers Association was not consulted in the matter and they have just taken that away. I think though --

Q. Just pausing there. Given that this is an Inquiry that's concerned with financial management, the operation of the council, I'm talking about the council's ability to deliver services. How important is it that you have someone who is locally involved, in charge of the service delivery aspect of council?

A. Well, I think it's imperative, and that comes out of the relationships that exist on the Island amongst the people who are representatives and the community in general and --

 Q. And the staff?

A. Indeed, yes. I think I'm not privy to a lot of the things which have gone on, for example, in the provision of health services because I have no special knowledge of those. It's certainly true that the Commonwealth Government has provided beneficial services on the Island, but a lot of people are concerned about the - and I am - about the lack of what we might see as the Island input to

Q. Over the lifetime of the council, have you seen a weakening of Islander involvement or a strengthening of Islander involvement compared to what was in place under the Norfolk Island Government? Was there more or less Island involvement?

A. No, in my view there is less right across the board. I think there has been underlying that a certain disillusionment in the approach of the Commonwealth Government here which has downgraded the - what you might call the Island contribution, and I think that goes back a very long way, and I could give you a number of examples if you wish, but I think it's systematic and I think it's also exemplified in the fact that there's no immigration control on the Island now.

 Now, to my knowledge there is no island anywhere in the world to which Norfolk might be compared that has an open immigration policy, and in fact the Commonwealth doesn't have an open immigration policy for itself and I think that's - I don't want to discount the significance and value to the community of people joining the community, but they come with other values and other approaches and that has been a diluting factor on what I believe to be culturally and enriching factors of Norfolk Island life.

Q. The third point that they make about council service delivery is that:

Australia's island councils deliver a range of services which would ordinarily be provided by state, Commonwealth and public agencies.

We understand that here. Then there's this comment made:

Put differently, in many respects local authorities on the Islands represent governments of last resort to Islanders. As a result the absence of these local municipalities would thus place a much greater administrative burden on the Commonwealth and State Government to provide the same level of services.

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Do you have a comment to make about that and how applicable that is to the council, to the Norfolk Island Regional Council and about the importance of that council to this community?

Could you just identify for me again where that is?

- If you go to that page, it's basically the last six lines of that page after the word, "Thirdly". "Thirdly" is in the sixth-last line, I'll highlight that for you there. Well, I think that's pretty evident with the broad range of services that the council is asked to administer, including the airport, electricity and telecom and so on.
- I think it also reflects something to do with the relationship that the councillors have with the community.
- Q. How good is that relationship?
- Α. I don't think it's as good as it could be.
- Why is that? Where has council fallen down in developing that relationship with the residents? I think that my own, my own feeling, is that the councillors - was your question directed about councillors or about the Administration?
- We're talking really about the council and its governing body.
- Α. Both?
- For the person on Norfolk Island who is a ratepayer, even though they don't want to be, how does the council and the governing body engage with them?
- I think, in my view, the administrative arm of the council has been exceedingly aloof to the community in general.
- Q. In what way?
- In some of its written policies which were adopted at the first meeting of council back in July 2016 which, in my analysis of them, was very much a hands-off view, that you couldn't approach the council unless you went through this labyrinthine system of, okay, you had to write to them what you wanted to know, you'd always have to go through the general manager. In my view, and it's my view, the council staff became very much captive to a view of how councillors should work that was promoted by the then general manager.
- Q. How different was that from the experience dealing

- with comparable services under the Norfolk Island Administration?
 - A. I wasn't here living on the Island in those years basically recently. I don't think in my recollection that anybody would say that the representatives in the Legislative Assembly were not immediately approachable. So that, in those days my understanding would be that the legislators and the council staff were much more open, accessible to the public, and there's a much more flexible relationship between what was required, what could be done and the responsibilities that each part of the community actually saw themselves to have.

Q. When did you come back to the Island before 2016? A. About 2015, I think.

Q. So, after 1 July, in terms of engaging with the council members themselves, how would you describe that dynamic? Was that something that was easy to do or not? A. With councillors?

Q. Yes.

A. Well, I never personally found that a problem; I could ring up and ask what I wanted.

- Q. Were there many community engagement meetings where both councillors and staff would explain particular decisions or take questions on particular decisions that you can recall?
- A. There were certainly some, but my recollection is not good on that.

Q. In relation to the airport runway project, do you have any recollection of the processes that were employed there?

A. Only from the outside. I know --

- Q. Did you attend any of the meetings?
- A. Yes, I attended some.

- Q. Were council staff helpful in explaining the need for that contract and what was involved?
 - A. I can't form a judgment on that.

 Q. The final matter in that document which begins at the foot of that page is a reference to the - sorry, it's the fourth, we'll come to the final one in a minute - it's the distance between administrative centres, and we're talking

about, in the case of Kangaroo, King and Flinders, much less significant distances than we're dealing with here and much less, according to this paper, transportation and shipping costs than you have to face here. your message to the Commissioner about that sense of isolation, that distance that we need to consider when it comes to assessing the performance of the council? I have two things I would say. The first is that, given Norfolk Island's circumstance relative to the islands you've just mentioned, the significance of the issues that Sinnewe and co have brought up in their paper, the importance of them is re-doubled, at least re-doubled, but the points that they have raised are even more important given the immense isolation that this Island has.

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The corollary to that for me is that the idea that the many aspects of the administration of the Island can be absorbed into a bureaucracy in Canberra which is over 1,000 kilometres away, and I guess dominated by people who have virtually no experience of small islands, is not a recipe for a happy future.

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Commissioner, if I could please tender Mr Nobbs' submission and the attachments to it. That's, for the record, CNOB.PSUB.002.0002.

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#EXHIBIT 7 - SUBMISSION OF MR NOBBS AND THE ATTACHMENTS TO IT, DOCUMENT CNOB.PSUB.002.0002.

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Mr Nobbs, was there anything in closing? Q. We've got your submission and that will be in the evidence and on the records of the Commission as well as all of the documents Was there anything else in particular that you refer to. you wanted the Commission to know referable to the terms of reference of the Inquiry? Let's deal, perhaps firstly, with financial management of the council: was there anything in particular that you wanted to raise with the Commissioner about that, giving a community perspective of someone who has a longstanding link to the Island? I personally was very concerned with the terms of reference given to the Inquiry by the department; as you say, it focused on financial and asset management. the things that concerned me was that, reading the terms of reference, there seems to be very little or no concern with causation; that if there's going to be a policy to improve the asset and the management of the council, then one really has to find out exactly what the reasons for the

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I think we've made clear that we're very interested in hearing the underlying circumstances and we'd be happy to hear from you if you want to explain to us what you think are the critical underlying circumstances and background against which the financial and asset management and risk management of the council should be assessed, so we're all What would you like to tell us about that, Mr Nobbs? The first thing I think I'd say is that, given the circumstances in Norfolk Island, it's unlikely in the near or middle distant future that it's going to make a profit. I think virtually no island That should surprise nobody. to which Norfolk Island is comparable anywhere in the world makes a profit. I don't think that view was - I don't think that the Joint Standing Committee which made the decisions leading up to the changes in the legislation in 2016, I don't think - well, I should say that nowhere in all their deliberations do they say anywhere that they're aware of that as an issue. They seem to think that, you change the government then it'll all be right and the free market will flow and things will happen and so on. that's the context.

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Given that fact, I think Norfolk Island is always going to be reliant on the Commonwealth for monies, it's the terms under which that reliance, I suppose, is made which is important for Norfolk Islanders. At that point it becomes a political issue so that fundamentally it's an issue of, it's not just a matter of economics and bureaucracy, although those are important, it's actually an ethical issue in relation to the Commonwealth's responsibilities for a small external territory.

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46 47 It seems to me that there are - I think it's important that this Commission does its work and clarifies things about the financial and asset management in council, but that is only a very small piece of what I would see as the general problem, and so, my concern and mentioning the issue of causation, was that it's very difficult for a Norfolk Islander to see that as the issue that this Commission is dealing with as the whole problem because it's a part, and a significant part, but it's not the

whole.

 To go back to what I took to be your initial question there, was that, I think there really needs to be some sort of very substantial negotiation around between representatives of the Island and the Commonwealth about how things could better work.

I might just add that I think that one of the problems has been that the Commonwealth seem to want, (a) Norfolk Island to pay its way, and (b) that it needed to be the same as the rest of Australia in its rights and responsibilities, and I think that when you try and put those things together as the Joint Standing Committee tried to do, I think it's a recipe for failure.

But what happened before was that - that's what the Australian Government was doing - there was a certain amount of flexibility in the governance set up on Norfolk Island which allowed it to absorb difference which it no longer - just to respond to things and maybe things were a little more informal than they are now. I think one of the issues that hasn't been canvassed very much here in the Inquiry is the actual cost of the bureaucracy implied by all the New South Wales laws which have been put in place here with administering regulations of testing and so on, and they're all legitimate in many respects, that's why they're there, but they represent a huge cost to the system here and I think that's distressing.

Q. Finally, I wanted to take you to the last of the points raised in that article on page 13 and that will be highlighted for you there. It says there:

 Finally, the importance of local leadership in the economic development of island councils can hardly be overstated given the special circumstances of island inhabitants. Any reduction in locally elected representation would be particularly devastating for island communities where stark differences may exist between cultural identities of island communities and those on the mainland.

Is there anything you wish to add to that? I'm assuming you would adopt and embrace that as a concept?

- Q. Is there anything you wish to add to that from the perspective of Norfolk Island?
- A. Two things. I think, regrettably, I think the Commonwealth Government is going in the opposite direction in particular with regard to the opening up of immigration onto the Island and the dilution of what has been the circumstance here. And, I'm not saying there should be no immigration here or anything like that, but I think that, like every other country, island territory in the world, there should be some control and here there is none.

The other thing I'd say is that I think it's crucial for this community, I think in the last few years it's taken a real battering. I think, in my view, its self-respect and its dignity has been undermined, regrettably. I think this point that you highlight is where the Island can regain some of what it's lost.

MR BOLSTER: Thank you. Commissioner, I have no further questions for Mr Nobbs.

THE COMMISSIONER: Okay. Thank you, Mr Nobbs, I just want to ask you a couple of things to elaborate on some things that you've already said. It says in the next paragraph of this paper:

 The characteristics of these island councils suggest that scope for top-down reform by those relevant governments is severely limited.

You also mentioned that things could work better. Have you got a view in your mind of how things could work better particularly in trying to - I know you've mentioned the fact that the Island will find it hard to ever raise significant revenue to meet all of the demands and challenges here, but have you got in your mind how you think financial and asset management issues could be better managed or overcome?

A. Not immediately, I'd have to take that on notice.

Q. But I think it's interesting that this paper talks about that, you know, the top-down processes won't work and that's largely what you've got here, and I think I guess what I'm struggling to think through my mind is how you can

 get a sort of more bottom-up process to explain what would be something that would work.

Now, I've heard a lot about the need for self-government and I totally respect people's right to representation and things like that, but that's not my remit. But it seems to me that there were issues under self-government and there are issues here; there needs to be some way of actually getting an agreement on what it takes to run the Island, and then those challenges then need to be met in a proper sort of decision-making framework, whether it's by a Legislative Assembly or it's by a council or whatever.

I mean, some islands have boards and so on and that's not a matter for me, that's a matter for the government, but I guess I'm just interested in any views that someone such as yourself who's lived on the Island and studied a lot of these issues would have on how these sort of issues around asset management and financial management could be overcome. I guess what I'm hearing is, it's work-in-progress.

A. I guess, I think two things. I think one possibility is to untie the requirement that Norfolk Island be the same as everywhere else in Australia, so that, as a bit of float in the sort of things that it can do because - I mean, there are things on the Island that people have done without, and that's fine, the environment is beautiful, the community is what it is and they've been able to accept that as part of what makes life here good. I think that's one possibility.

I think a sympathetic Australian Government would be a very good start and, to be fair, I'm not sure that the Territories branch has much resource in the way of dealing anything more than the administrative issues with which they're confronted, rather than thinking about these things, because I don't think they have or they've given no evidence of it.

 I think the idea of a standard grant that was given to the Regional Council which was stable and that they didn't have to go out and scramble every year for another grant or another justification of a project. I think that if there was, I don't know, a quinquennial grant that the council was aware that they had and that they can therefore adjust what they did, I think that might be worth looking at.

 Many people on the Island that I talk to would like to see a return to something like the distribution of powers and responsibilities that existed here in the period between 1979 and 2016. However, I'm aware that the Commonwealth may not want to look backwards, but I think there ought to be a forward-looking means of getting for this Island some of the rewarding and enriching things that that period provided while looking forward rather than backwards.

And I think one of the key things for this Island going forward is the issue of climate change and that is going to be important for everybody, but Norfolk Island is its own system when it comes to climate and it's got to respond to issues like that on the ground here, and that in a sense I would see as an exemplification of this document that we've been looking at here; that it's actually, the control has got to be - or adequate control has got to be on the ground, because they're the people who have the knowledge, we're the people who have the knowledge, we're the people who have to live it, and that's something I think which also requires a much better perspective on the way Norfolk Island's funded. I don't know whether that answers your question.

Q. I think it does. Do you think, you know, in the political environment there's always this sort of thinking around expenditure of taxpayers' money, and do you think that the people that make those sorts of decisions, if they have lots of bids for funding, would benefit from some kind of clarity around the sort of things that could be achieved over what period of time?

So, the asset management plans and things like that at the moment are - I guess, they don't communicate with what could be achieved. Like I said, outcomes-focused on those sorts of plans is hard for people that make decisions about money in higher echelons than we are to grasp, you know, the impacts and the benefits and the outcomes that could be achieved. So, do you think there's more need for a greater information flow between those people that make the decisions and people on the Island?

A. I do, I think information, in the hands of anybody, is valuable provided it's true. I think that one of the problems that Norfolk Island has in terms of politics is that it's always the last cab off the rank. The busy

politicians in Canberra, from their perspective, have got much more important things to do. The changes to the Norfolk Island Act - I forget what it was called - in the Parliament in 2015. I think there was a handful of people in the House when that all went through, so that there's a reality there which is unfortunate. The Island also has difficulty, for the same reasons, about getting publicity for what it thinks ought to happen. I think there's an assumption in Canberra that "Canberra knows best" amongst public servants. Norfolk Island has had, I think, it's seven distinct Ministers in six years, so that there's very little continuity there about what this Island is, what it does.

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> And I think, to be fair, I think it's very difficult for somebody outside to understand how small and isolated communities work, because often it's done on symbols and, if you don't know what the symbol is, you miss the meaning. There was a good example about, there's a - one of the old weld (indistinct) which was done in Kingston and that has a lot of imaginative nuances about the history for Norfolk Islanders here and it's slowly, slowly crumbling away. for an outsider, and this is written in the KAVHA plan - or not in the plan but in some of the documents - that it was an old thing that you had to get rid of. And so, there's these things which make it really difficult, even in a situation of good information exchange, to actually understand what the meaning of, you know, of events or symbols and so on.

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So that, although I think more information would be really valuable, I think there are a lot of barriers in its way of being effective in a political sense.

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Q. Okay, all right. Thank you for that, Mr Nobbs. Mr Bolster.

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MR BOLSTER: Thank you, Commissioner, might Mr Nobbs be excused from his summons? And we thank him for his submission and his attendance today.

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THE COMMISSIONER: Thank you, Mr Nobbs, for sharing all of your information with us and your history of the Island and giving us an understanding from an Islander's perspective what exactly it is that is of concern to the Island and helping us understand some of those other key points you think we should consider as part of the Inquiry. So, thank

<THE WITNESS WITHDREW

 MR BOLSTER: Commissioner, that concludes the oral evidence from these Norfolk Island hearings of the Inquiry. Next week in Sydney we will hear from the members of the audit committee of council during the relevant period. They will give evidence about the role they played in identifying problems in the financial accounts of the Island.

We will hear from some of the chief financial officers, including Mr Van Gaalen who was in that position after transition and was involved in preparing the council's first long-term financial plan. At the same time we'll hear from Mr Wilson who was the CFO during the period in 2019 when the airport and road contracts were made. Finally, we will hear from Ms Lotta Jackson, the general manager during those periods and the general manager from the period of transition onwards.

Finally, Commissioner, I would like to say something to those who have expressed a concern about the breadth of the witnesses that have been called here at Norfolk Island.

Whilst we have received submissions that go to many more issues than those that we have addressed in this hearing, we are limited in the ability that we have to investigate every single matter that's put to us. The vast majority of the matters that have been put to us, whilst important and significant to the people involved, really have little to add to the terms of reference of this Inquiry. In saying that, we don't underestimate for a moment the importance of those issues to the people involved and, whilst we've read all of those submissions carefully, we don't think it was appropriate for us to adduce evidence about them at this Inquiry.

So, with that said, Commissioner, that's all I wish to say. We'll resume again in Sydney on Wednesday of next week.

 THE COMMISSIONER: Okay, thank you, Mr Bolster. Thanks for that, Mr Bolster, for outlining the next steps in this Inquiry, including the Sydney-based hearing next week and the process for compiling the counsel assisting submission.

Counsel will be preparing a submission for consideration which I'll get to further in my statement.

As Mr Bolster said, this brings us to the end of the first week of hearings for the Public Inquiry into the Norfolk Island Regional Council. I would like to acknowledge everyone who has assisted the Inquiry team so far, in particular I would like to thank the people who appeared as witnesses over the last five days. I know it is difficult to take the stand and respond to questioning. Having attended many budget and Senate estimates in my career, I know that every time I turned up one was concerned to make sure that you could answer questions to the best of your ability without being clear what questions were going to be asked, so I thank everyone for their efforts in that regard.

 Your testimony has been critical to developing my understanding of the challenges that you have faced and continue to face on Norfolk Island. I would like to thank the people and organisations who have produced documents in response to our summons and thank you for responding in such a timely and fulsome way.

 Thank you also to the people and organisations who provided submissions, some who have joined us this week; I value the time you have taken to describe the issues as you see them.

I would like to thank the legal teams representing the Inquiry and the witnesses as well as the team of finance and asset management specialists who have provided me with an independent analysis of the issues.

I would particularly like to say a special thank you to Ann-Maree Pike who has worked tirelessly in the background to ensure the smooth running of the hearing. When we finish each day Ann-Maree stays back to make sure the transcripts are being checked and that they're loaded up on the websites. So, I'd really like to thank Ann-Maree whose dedication to this process is something I've seen limited times before in terms of the hours she's putting in and the expertise she's providing.

 I'd like to speak briefly about what happens next. As I mentioned in my opening address, we will be hearing from witnesses in Sydney. It will start from Wednesday till

 Friday. We will post a video and written transcripts each day of those hearings on the Inquiry website.

There have been questions asked about whether we can stream to the Island. We are endeavouring to put all efforts in to make sure that that's a very real possibility, and I won't be clear about whether that can actually happen until Monday, so I do have people back in Canberra looking into that for me.

Following the Sydney hearing counsel assisting will draft detailed written submissions outlining the facts of the case and the findings and recommendations that they think I should make. That will be based on the evidence we have heard and all of the documents we have received. These submissions will be provided to the people who have attended the hearing as witnesses as well as their legal representatives. They will be given time to review the submissions and provide a reply. The purpose of this process is to ensure that all the people who have been called as witnesses are provided with an opportunity to have their responses fully considered before any final findings are made.

Counsel assisting will then consider any comments from those people and then provide me with submissions in reply. I will consider all of these submissions and then go about writing my report which I hope to provide to the Minister in six to eight weeks' time. Any actions taken in response to my report are at the discretion of the Assistant Minister for Regional Development and Territories, the Honourable Nola Marino MP.

So, on that note I'd really like to thank everyone again for their attendance, people in the audience that have given time to come and listen to what's been said at the Inquiry.

I'd like to even thank the Pacific Hotel Resort who have bent over backwards to accommodate all of our needs. We've had the staff running around trying to make sure all the audio works, making sure we've got photocopying equipment, providing food and so on, so they've been very helpful; we've pretty much taken over their whole administration. So, I'd really like to thank them as well.

On that note, one final thing I want to say, if people

have any questions, they should just forward them to the Inquiry website. So, if you think there's something I haven't touched on in what's going to happen in the next few weeks, please send through the questions to the Inquiry website.

So, thank you then everyone. I will call today's hearing to a close and we will be reconvening Wednesday, at 10am in Sydney. Thank you.

AT 10.55AM THE PUBLIC INQUIRY WAS ADJOURNED TO WEDNESDAY, 9 JUNE 2021 AT 10.00AM

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