



TORRES STRAIT
DEVELOPMENT PLAN
2009-2013

TORRES STRAIT REGIONAL AUTHORITY



COVER ART:

Artist:	Jeff Waia
Community:	Saibai
Language:	Kala Kawaw Ya
Clan:	Ait Koedal
Artwork Title:	Madthubau Dhibal
Medium:	Cane, feathers, varnish, wooden beads, twine, cotton
Created:	2009

Madthubau Dhibal

The Dhibal is a headdress unique to Saibai only. Its origin is associated with Madthubaul or Imagaral the water spirits who live in the bottom of wells known as Gugiz.

A man is chosen from each clan to watch constellations of Thoegay and Baydham as they move throughout the night sky. These star constellations predict seasons and rain activity in the Torres Strait. When the time is right, the men will perform the rain dance - repeatedly chanting “Ina moethele, moethele ah...ina koepele, koepele ah”.

THE TORRES STRAIT REGION



The Torres Strait region stretches 150 km from Cape York Peninsula to 3.73 km off the south-west coast of Papua New Guinea. Its western-most border is 73.5 km from Indonesia. The region covers an area of approximately 42,000 km².

The region straddles the Australia / Papua New Guinea international border and contains the Torres Strait Protected Zone, established under the Torres Strait Treaty between the two countries to acknowledge and protect the traditional way of life and livelihood of their Indigenous inhabitants.

The region is identified by the Australian Bureau of Statistics as the 'Torres Strait Indigenous Region'. The majority of the population is Indigenous and comprises two distinct Indigenous races - Torres Strait Islander and Aboriginal. The region consists of eighteen island communities of the Torres Strait and the two Torres Strait Islander communities of the Northern Peninsula Area of Cape York.

THE TSRA VISION

*Ngalpun yangu kaaba woeydhay, a ngalpun muruygaw danalagan
mabaygal kunakan palayk, bathayngaka
(KALA LAGAU YA)*

*Buaigiz kelar obaiswerare, merbi mir apuge mena obakedi, muige merbi
areribi tonarge, ko merbi keub kerkerem
(MERIAM MIR)*

*Ngalpan moebaygal thoepoeriwoeyamoeyn, ngalpan ya kuduthoeraynu,
ngalpan igililmaypa, sepa setha wara goeygil sey boey wagel
(KALA KAWAU YA)*

Empowering our people, in our decision, in our culture, for our future

The traditional people of the Torres Strait are of Melanesian origin and speak two distinct traditional languages. In the Eastern Islands the traditional language is Meriam Mir, whilst the Western and Central Island groups speak either Kala Lagau Ya or Kala Kawau Ya, which are dialects of the same language. Torres Strait Creole and English are also spoken.

Our vision is expressed in the languages of our region, recognizing the importance and diversity of our culture and traditional languages.

Our vision signifies that the heart of our region is our people, with culture an important part of our lives both now and into the future. Empowering our people to contribute to, and make decisions regarding their future, ensures that our culture will remain strong and the future will be guided by the people who live in the region and understand and promote its unique characteristics.



FOREWORD



It gives me great pleasure to present the *Torres Strait Development Plan 2009-2013*, which outlines how the TSRA will contribute, over the next four years, to Closing the Gap between Indigenous people in the Torres Strait region and non-Indigenous people on mainland Australia.

Over the last year the TSRA has undertaken a coordination role in bringing together key government agencies to work in partnership towards integrated planning and improved service delivery. In 2008, we engaged with communities as a whole-of-government taskforce. The results of these consultations have been refined by elected representatives of the TSRA and Local Government Councils into a regional vision and goals statement titled *Torres Strait and Northern Peninsula Area Regional Plan 2009-2029*. The Regional Plan provides regional goals to guide strategic policy of all government service providers in the region.

This Torres Strait Development Plan sets out programs by which the TSRA will contribute to achieving the goals of the Regional Plan. These programs are aligned with the COAG 'Building Blocks' for overcoming Indigenous disadvantage.

The TSRA is committed to building partnerships with all tiers of government to accomplish integrated planning and service delivery. Together we can build a strong future for the region.

The TSRA acknowledges the support and assistance of the Queensland Government's Aboriginal and Torres Strait Islander Services, Torres Shire Council, Torres Strait Island Regional Council and Northern Peninsula Area Regional Council in the development of the Regional Plan. We also acknowledge our Torres Strait and Northern Peninsula Area communities for their input, which has laid the foundation for our planning processes.



John T. Kris
Chairperson
Torres Strait Regional Authority

30 November 2009





TABLE OF CONTENTS

INTRODUCTION	2
ALIGNMENT WITH KEY STRATEGIC GOVERNMENT DOCUMENTS	3
Torres Strait and Northern Peninsula Area Regional Plan	3
COAG Building Blocks for Overcoming Indigenous Disadvantage	4
National Partnership Agreements	4
Torres Strait Development Plan	5
ABOUT THE TSRA	6
Formation of the TSRA	6
TSRA Functions	6
The TSRA Planned Outcome	7
OVERVIEW OF TSRA PROGRAMS	8
1. Economic Development Program	10
Program Map	12
Benefits & Indicators Table	13
2. Culture, Art and Heritage Program	14
Program Map	16
Benefits & Indicators Table	17
3. Native Title Program	18
Program Map	20
Benefits & Indicators Table	21
4. Environmental Management Program.	22
Program Map	24
Benefits & Indicators Table	25
5. Governance and Leadership Program	26
Program Map	29
Benefits & Indicators Table	30
6. Healthy Communities Program	31
Program Map	34
Benefits & Indicators Table	35
7. Safe Communities Program	36
Program Map	38
Benefits & Indicators Table	39
APPENDICES	
Appendix 1: Diagram showing Integrated Planning Framework for Torres Strait and NPA Region	42
Appendix 2: Diagram showing Alignment of TSRA Programs to Regional Goals and COAG Building Blocks	43
Appendix 3: Table showing alignment of TSRA Program Benefits with COAG Closing the Gap Targets and Indigenous-specific Outcomes of COAG National Partnership Agreements.	44
GLOSSARY	48

INTRODUCTION

The Torres Strait Regional Authority is required to formulate and implement a plan to guide the progress of the Torres Strait region towards 2013. This Plan is to be known as the Torres Strait Development Plan and is required under Section 142D of the *Aboriginal and Torres Strait Islander Act 2005*, which states:

1. The TSRA must formulate, and revise from time to time, a plan to be known as the Torres Strait Development Plan (the Plan);
2. The aim of the Plan is to improve the economic, social and cultural status of Torres Strait Islanders, and Aboriginal persons, living in the Torres Strait area;
3. The Plan must outline the strategies and policies that the TSRA intends to adopt in order to implement the Plan, including, but not limited to, a marine strategy for the Torres Strait area;
4. Each Plan must relate to a period of at least three years and not more than five years;
5. The TSRA must review the Plan regularly;
6. The TSRA must perform its functions under this section in consultation with the Minister;
7. Without limiting the operation of the *Freedom of Information Act 1982*, the TSRA General Manager must ensure that copies of the Plan as in force from time to time are available for inspection and purchase at each office of the TSRA; and
8. The TSRA General Manager must cause notice of the publication of the Plan to be published in the Gazette.

This Plan covers a period of four years consistent with the term of TSRA Board Members. It has been prepared in the context of an Integrated Planning Framework for Torres Strait and Northern Peninsula Area (NPA) Region (see Appendix 1.).





ALIGNMENT WITH KEY STRATEGIC GOVERNMENT DOCUMENTS

Torres Strait and Northern Peninsula Area Regional Plan 2009-2029, COAG Building Blocks For Overcoming Indigenous Disadvantage, and National Partnership Agreements

Torres Strait and Northern Peninsula Area Regional Plan

The 'Torres Strait and Northern Peninsula Area Regional Plan 2009 - 2029' was developed by the TSRA, Torres Strait Island Regional Council (TSIRC), Torres Shire Council (TSC) and Northern Peninsula Area Regional Council (NPARC) with support from the Queensland Government's Aboriginal and Torres Strait Islander Services (ATSIS) following a comprehensive community engagement process. It provides eleven goals to guide strategic policy development by all government service providers in the Torres Strait and NPA regions. These Regional Goals are:

1. Economic Development - Enhance our region's wealth, by creating sustainable industries and increasing employment opportunities for our people equivalent to the wider Australian community;
2. Housing - To achieve the provision of adequate, appropriate and affordable housing;
3. Governance & Leadership - Effective and transparent self government, with strong leadership;
4. Environmental Management - Our natural and cultural environment is an asset that is protected, preserved and enjoyed through sustainable management;
5. Public Health - Enhance both healthy communities and our living environment;
6. Communities - Safe, healthy, respectful and progressive communities, based on Ailan Kastoms and Aboriginal traditions;
7. Art, Culture and Heritage - Protect, promote, revitalise and maintain Torres Strait Islander and Aboriginal traditions and cultural heritage;
8. Native Title - Protect, maintain and progress Native Title Rights and recognition over the region's land and sea country;
9. Schooling - Increase regional education to a national standard that is flexible and culturally appropriate, leading to a successful transition from school to jobs and a positive career path;
10. Social Services - Strong families and safe and healthy communities that are guided by cultural and traditional Lore; and
11. Early Childhood - To nurture early learning development and socialisation opportunities that incorporate Indigenous traditional and cultural practices to build strong and resilient communities.

The TSRA has developed seven programs informed and driven by the Regional Plan and the goals and aspirations of the residents of the Torres Strait. This Development Plan should therefore be read in conjunction with the Regional Plan. The Regional Plan is available from the TSRA, ATSIS, TSIRC, TSC and NPARC.

The Regional Plan will be supported by a formal Integrated Service Delivery Agreement involving Government at all levels working in the region in recognition of the imperative to achieve coordinated, integrated delivery of services.

COAG Building Blocks for Overcoming Indigenous Disadvantage

In December 2007 the Council of Australian Governments (COAG) agreed to a partnership between all levels of government to work with Indigenous communities to achieve the target of 'Closing the Gap' in Indigenous disadvantage. It agreed to the following targets:

1. Closing the life expectancy gap within a generation;
2. Halving the gap in mortality rates for Indigenous children under five within a decade;
3. Ensuring all Indigenous four years olds in remote communities have access to early childhood education within five years;
4. Halving the gap for Indigenous students in reading, writing and numeracy within a decade;
5. Halving the gap for Indigenous students in Year 12 attainment or equivalent attainment rates by 2020; and
6. Halving the gap in employment outcomes between Indigenous and non-Indigenous Australians within a decade.

COAG recognises that overcoming Indigenous disadvantage will require a long term, generational commitment that sees major effort directed across a range of strategic platforms or 'Building Blocks', which support the reforms aimed at Closing the Gap against the six specific targets. The Building Blocks endorsed by COAG are:

1. Early Childhood;
2. Schooling;
3. Health;
4. Economic Participation;
5. Healthy Homes;
6. Safe Communities; and
7. Governance and Leadership.

In order to frame the task of Closing the Gap in Indigenous disadvantage, COAG established the *National Indigenous Reform Agreement* which sets out the objectives, outcomes, outputs, indicators and benchmarks agreed by COAG.

National Partnership Agreements

The *National Indigenous Reform Agreement* links in those National Partnership Agreements across COAG which include elements aimed at Closing the Gap. Within these National Partnership Agreements are the Indigenous-specific Agreements of:

- Indigenous Early Childhood Development;
- Remote Service Delivery;
- Indigenous Economic Participation;
- Remote Indigenous Housing; and
- Closing the Gap in Indigenous Health Outcomes.

National Partnership Agreements, whether Indigenous-specific or not, include Indigenous-specific outcomes.





Torres Strait Development Plan

As well as being informed by the Regional Plan, the TSRA has developed its seven programs to align with the COAG Building Blocks and the *National Indigenous Reform Agreement* and to contribute to Indigenous-specific outcomes of the National Partnership Agreements as outlined in the *National Indigenous Reform Agreement*.

Appendix 2 shows how TSRA Programs contribute directly and indirectly to the eleven Regional Goals and seven COAG Building Blocks.

Appendix 3 shows how TSRA Programs align with COAG Closing the Gap Targets and COAG National Partnership Agreement Indigenous-specific outcomes.

ABOUT THE TSRA

Formation of the TSRA

The Torres Strait Regional Authority (TSRA) is a statutory authority established in 1994 under the *Aboriginal and Torres Strait Islander Commission Act 1989* (the ATSIC Act) and is the peak Commonwealth representative body for Torres Strait Islander and Aboriginal people living in the Torres Strait.

In March 2005 the *ATSIC Act* was repealed and replaced by the *Aboriginal and Torres Strait Islander Act 2005* (*ATSI Act*).

The TSRA consists of an elected arm and an administrative arm. The elected arm is comprised of twenty elected representatives who are Torres Strait Islander and Aboriginal people living in the Torres Strait region. Seventeen TSRA Members are Island Councillors elected under the *Local Government Act 1993 (Qld)*, and three TSRA Members are elected under Division 5 of the *ATSI Act*.

A General Manager is responsible for TSRA administration and staffing.

TSRA Functions

The Torres Strait Regional Authority has the following functions, as outlined in Section 142A of the *Aboriginal and Torres Strait Islander Act 2005*:

- a. to recognise and maintain the special and unique Ailan Kastom of Torres Strait Islanders living in the Torres Strait area;
- b. to formulate and implement programs for Torres Strait Islanders, and Aboriginal persons, living in the Torres Strait area;
- c. to monitor the effectiveness of programs for Torres Strait Islanders, and Aboriginal persons, living in the Torres Strait area, including programs conducted by other bodies;
- d. to develop policy proposals to meet national, State and regional needs and priorities of Torres Strait Islanders, and Aboriginal persons, living in the Torres Strait area;
- e. to assist, advise and cooperate with Torres Strait Islander and Aboriginal communities, organisations and individuals at national, State, Territory and regional levels;
- f. to advise the Minister on:
 - i. matters relating to Torres Strait Islander affairs, and Aboriginal affairs in the Torres Strait area, including the administration of legislation;
 - ii. the coordination of activities of other Commonwealth bodies that affect Torres Strait Islanders, or Aboriginal persons, living in the Torres Strait area;
- g. when requested by the Minister, to provide information or advice to the Minister on any matter specified by the Minister;
- h. to take such reasonable action as it considers necessary to protect Torres Strait Islander and Aboriginal cultural material and information relating to the Torres Strait area if the material or information is considered sacred or otherwise significant by Torres Strait Islanders or Aboriginal persons;
- i. at the request of, or with the agreement of, the Australian Bureau of Statistics but not otherwise, to collect and publish statistical information relating to Torres Strait Islanders, and Aboriginal persons, living in the Torres Strait area;
- j. such other functions as are conferred on the TSRA by this Act or any other Act;





- k. such other functions as are expressly conferred on the TSRA by a law of a State or of an internal Territory and in respect of which there is in force written approval by the Minister under section 142B;
- l. to undertake such research as is necessary to enable the TSRA to perform any of its other functions; and
- m. to do anything else that is incidental or conducive to the performance of any of the preceding functions.

The TSRA also performs separate functions under the *Native Title Act 1993 (Cth)* as the Native Title Representative Body for the Torres Strait Region.

The TSRA Planned Outcome

In November 2008 the TSRA Board endorsed the following Outcome Statement:

Progress towards closing the gap for Torres Strait Islander & Aboriginal people living in the Torres Strait Region through development planning, coordination, sustainable resource management, and preservation and promotion of Indigenous culture.

OVERVIEW OF TSRA PROGRAMS

The TSRA will deliver seven programs that contribute to both the Regional Goals expressed in the Torres Strait and Northern Peninsula Area Regional Plan and the COAG Building Blocks for overcoming Indigenous disadvantage. These programs are:

- Economic Development
- Culture, Art and Heritage
- Native Title
- Environmental Management
- Governance and Leadership
- Healthy Communities
- Safe Communities

For each program the following information is provided:

Regional Goal

This is the Regional Goal(s) in the Regional Plan that the program contributes to.

Overview and Aim of Program

This provides a general overview and the intent of the program.

Program Outcomes

Outcomes are the results of programs in terms of the impact/s achieved as a result of a range of activities and outputs that are managed under a Program Plan. Importantly, this reflects that we provide funding and undertake activities and projects to achieve a positive change and contribute to the broader regional goal.

Benefits and Performance Measures (Indicators)

Benefits are the measurable and meaningful improvements that result from outcomes. Short term benefits have been defined as those achievable by 2013, while long term benefits are those achievable by 2017. Performance indicators have been identified to provide a sign of whether progress is being made in achieving outcomes and benefits. To support the gauging and tracking of benefits over time, baseline measures and targets for key indicators have been established.

It should be noted that not all benefits have necessarily been identified within the programs and that over time additional benefits may be identified and realised, including beyond 2017.

Initiatives

Some key initiatives will be undertaken within each program to produce outputs. The list for each program is not exhaustive; it recognises that as the program develops and is influenced by environmental, policy or community changes, ideas, priorities and options will also change.

Initiatives in some cases may be grouped and called a 'sub-program'. That is, a sub-program will comprise multiple projects/activities and have its own manager, and is likely to support multiple benefits across a number of TSRA programs. An example of this is infrastructure - there is no TSRA





infrastructure program, rather, infrastructure development will be undertaken to support all of the programs and contribute to multiple benefits.

Any initiative or activity undertaken by the TSRA must contribute to program outcomes and benefits and meet the criterion of effective application of resources.

Program Map

As mentioned above, in all cases initiatives must deliver outputs that in turn deliver outcomes and measurable benefits that contribute to the regional goal and COAG building blocks. A Program Map outlining this relationship has been developed for each program and provides an explanatory program summary. The Program Maps in effect outline each program the TSRA has committed to developing and implementing. They should be read in conjunction with the Program Benefits and Indicators Tables (as explained below).

Program Benefits and Indicators Table

A summary of program benefits, indicators and targets with timelines for their achievement is provided in the Program Benefits and Indicators Table following each Program Map.

1. Economic Development Program

Economic stability and growth are essential for the development of the region. It is recognised that welfare dependency is too high and we need to shift people to economic independence. There is an inadequate level of support and skills training to assist Indigenous people to transition to full-time work, take on higher level jobs, or own and operate their own businesses. Creation of jobs that generate real wealth for the individual, the community and the region is vital. The fostering of sustainable industries owned and operated by Indigenous people is important to achieving a strong future for the region. The TSRA Economic Development Program will contribute to regional, community and individual economic improvement.

Regional Goal

Enhance our region's wealth by creating sustainable industries and increasing employment opportunities for our people equivalent to the wider Australian community

Overview and Aim of Program

The TSRA will take the lead as a “Whole of Region Economic Development Solution Broker”. In this role the TSRA will work in partnership with other Government, Non-Government Organisations and individual communities to advance this regional goal and ensure efficiency of resources. It will aim to:

- Stimulate economic development across the region;
- Advance business skills and align training initiatives with regional employment opportunities; and
- Advance Indigenous ownership and management of industries and enterprises.

Program Outcomes

- Improved wealth of Indigenous people of the region
- Sustainable industries owned and operated by Indigenous people (e.g. marine based, tourism, arts and craft, construction)
- Improved access to capital and other opportunities to finance enterprises and industries

Benefits and Performance Measures

Short term (achieved by 2013):

- Increase in the number of Torres Strait Islander & Aboriginal individuals in non-Community Development Employment Projects (CDEP) employment
- Increase in the number of approved TSRA loans
- Increase in the annual total catch of marine resources - Finfish and Kaiar (Tropical Rock Lobster) by Torres Strait Islander & Aboriginal people
- Increase in the participation of Torres Strait Islander & Aboriginal people in industry training

Long term (achieved by 2017):

- Increase in employment of Torres Strait Islander & Aboriginal people in the Torres Strait
- Increase in the trade revenue generated through commercial fishing by Torres Strait Islander and Aboriginal people
- Increase in household income of Torres Strait Islander & Aboriginal people





- Increase in the number of small-medium businesses owned by Torres Strait Islander & Aboriginal people
- Increase in tourism visitation to the Region

Project Areas and Initiatives

Employment training initiatives:

- Regional profile of job and labour market
- Employment and training initiatives and packages reviewed and / or developed to industry requirements
- Joint funded employment and business mentoring services across the Torres Strait
- Community Development Employment Projects (CDEP) Program reform

Regional industry development and coordination initiatives:

- Regional profile of job and labour market (as above)
- Implementation of the existing action steps for the Torres Strait in the Cape York Peninsula and Torres Strait Tourism Action Plan
- Relevant scoping and feasibility studies to develop new industries and / or value add to existing industries
- Investigation and development of markets for local products including export

Business funding support initiatives:

- Small business training
- Business and micro-enterprise loans provided at reduced interest rates
- Revised Community Enterprise Grants Scheme

Contribution to Closing the Gap Targets

This Program will contribute towards the achievement of the following Closing the Gap targets:

Target #1: close the life expectancy gap within a generation; and

Target #6: halve the gap in employment outcomes between Indigenous and non-Indigenous Australians within a decade.

Contribution to COAG National Partnership Agreement Indigenous-specific outcomes

This Program will contribute towards the achievement of the following National Partnership Agreement outcomes:

- Indigenous working age population has the depth and breadth of skills and capabilities required for the 21st century labour market; and
- Indigenous people of working age participate effectively in all sectors and at all levels of the labour market.

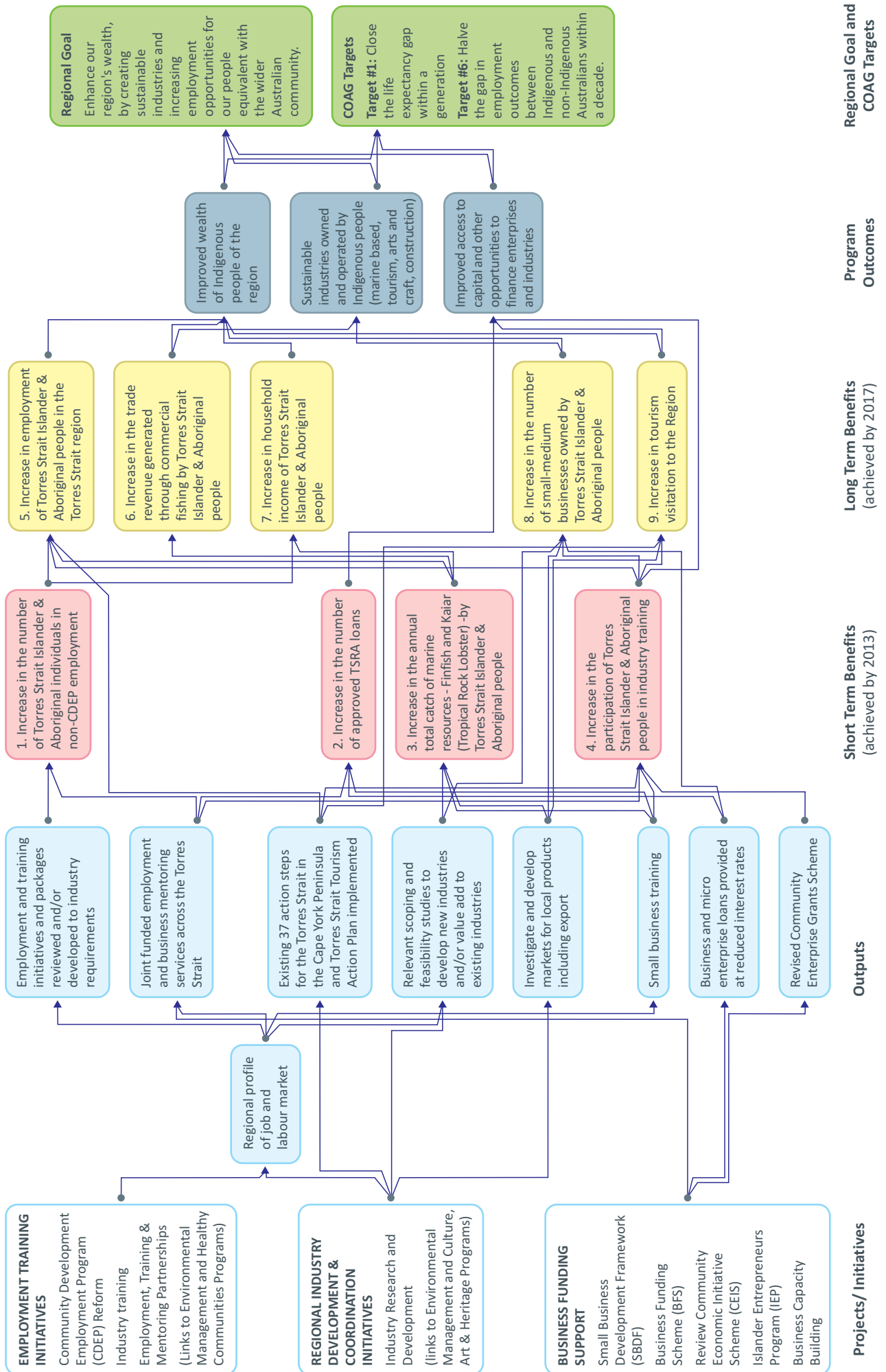
Program Map

See Page 12.

Program Benefits and Indicators Table

See Page 13.

Economic Development Program Map





Benefit #	Benefit Description	Indicator	Target	Benefit recipient/s (target group)
Short Term Benefits (progressively achieved by 2013)				
1	Increase in the number of Torres Strait Islander & Aboriginal individuals in non-CDEP employment	The positive change in the number of individuals in non-CDEP employment	Fifty (50) people moved from CDEP into non-CDEP jobs per annum from July 2009 to June 2013	Torres Strait Islander & Aboriginal people participating in the CDEP Program and reforms Torres Strait Islander & Aboriginal people residing in the Torres Strait
2	Increase in the number of approved TSRA loans	The positive change in number of Torres Strait Islander & Aboriginal people successfully accessing commercial loans	Five (5) new business loans and three (3) new home loans granted per annum from July 2009 to June 2013	Torres Strait Islander & Aboriginal people residing in the Torres Strait
3	Increase in the annual total catch of marine resources- Finfish and Kaiar (Tropical Rock Lobster) - by Torres Strait Islander & Aboriginal people	The positive change in the volume of annual total tonnage caught by Torres Strait Islander & Aboriginal people for commercial purposes	400 tonnes (Kaiar); 50 tonnes (Coral trout); 180 tonnes (Mackerel) by 2013	Torres Strait Islander & Aboriginal people residing in the Torres Strait
4	Increase in the participation of Torres Strait Islander & Aboriginal people in industry training	Increase in number of individuals undertaking training for a specific industry	Fifty (50) people trained in the three core industries of tourism, marine and arts per annum to 2013	Torres Strait Islander & Aboriginal people residing in the Torres Strait
Long Term Benefits (progressively achieved by 2017)				
5	Increase in employment of Torres Strait Islander & Aboriginal people in the Torres Strait region	Lower unemployment rate	Unemployment rate (expressed as a percentage of the total labour force) remains under five (5) percent as measured by 2011 and 2016 Census	Torres Strait Islander & Aboriginal people residing in the Torres Strait
6	Increase in the trade revenue generated through commercial fishing by Torres Strait Islander & Aboriginal people	Dollar value of total trade in Finfish and Tropical Rock Lobster originating from the Torres Strait	Cumulative value of \$10 million by 2017	Torres Strait Islander & Aboriginal people residing in the Torres Strait
7	Increase in household income of Torres Strait Islander & Aboriginal people	The positive change in the level of household income of Torres Strait Islander & Aboriginal people in the Torres Strait	Progressive improvement in the average household income of Torres Strait Torres Strait Islander & Aboriginal households by 2017	Torres Strait Islander & Aboriginal households
8	Increase in the number of small-medium businesses owned by Torres Strait Islander & Aboriginal people	The change in the number of sustainable small-medium enterprises owned by local people (both community enterprises and individual)	Thirty (30) sustainable small-medium enterprises in operation by 2017	Torres Strait Islander & Aboriginal people residing in the Torres Strait
9	Increase in tourism visitation to the region	Increase in visitor numbers to the Torres Strait region	Five (5) percent increase in the number of tourists received in 2008 by 2017	Torres Strait region

2. Culture, Art and Heritage Program

The Torres Strait's unique Ailan Kastom is a central part of life. Our culture faces challenges, but it is a key strength of our region and our people. Maintenance and promotion of our culture is needed to ensure its sustainability for future generations.

Our traditional art is unique and gaining recognition on the national and international stages. This will not only help to preserve traditional art and maintain cultural practices, it will also contribute to economic development. The TSRA recognises that our culture, art and heritage are central pillars of our development and as such will provide support through this Program.

Regional Goal

Protect, promote, revitalise and maintain Torres Strait Islander and Aboriginal traditions and cultural heritage

Overview and Aim of Program

The TSRA will form a Culture, Art and Heritage Program to support the regional outcomes. The aims of the Program are to:

- Protect culturally significant sites and artefacts to ensure longevity; and
- Revitalise of traditional cultural practices (art, dance, language, storytelling) among communities.

Program Outcomes

- Strong, supported and respected Ailan Kastom
- An active and sustainable Arts and Craft Industry

Benefits and Performance Measures

Short term (achieved by 2013):

Increased number of:

- professionally active Torres Strait Islander & Aboriginal artists
- active Art Centres in the Region

Increased capacity and capability to facilitate cultural initiatives and projects

Increased profile of Torres Strait Islander & Aboriginal arts and culture

Increased community involvement in the preservation of cultural heritage

Long term (achieved by 2017):

Increase in cultural practices, specifically: music, dance, language

Increased:

- art and craft skills levels through development initiatives
- production of art and craft
- income derived from arts and craft practices

Increased number of traditional artefacts preserved and presented

International recognition of the value of Torres Strait Islander & Aboriginal arts and culture



Cultural heritage sites and artefacts, stories and histories, recorded and owned by traditional custodians



Project Areas and Initiatives

- Cultural maintenance
- Arts development
- Gateway / hub for presenting, preserving, promoting and educating about Torres Strait Islander & Aboriginal culture and arts
- Cultural heritage management

Contribution to Closing the Gap targets

This Program will contribute towards the achievement of the following Closing the Gap targets:

Target #1: close the life expectancy gap within a generation; and

Target #6: halve the gap in employment outcomes between Indigenous and non-Indigenous Australians within a decade.

Contribution to COAG National Partnership Agreement Indigenous-specific outcomes

This Program will contribute towards the achievement of the following National Partnership Agreement outcome:

- Indigenous working age population has the depth and breadth of skills and capabilities required for the 21st century labour market.

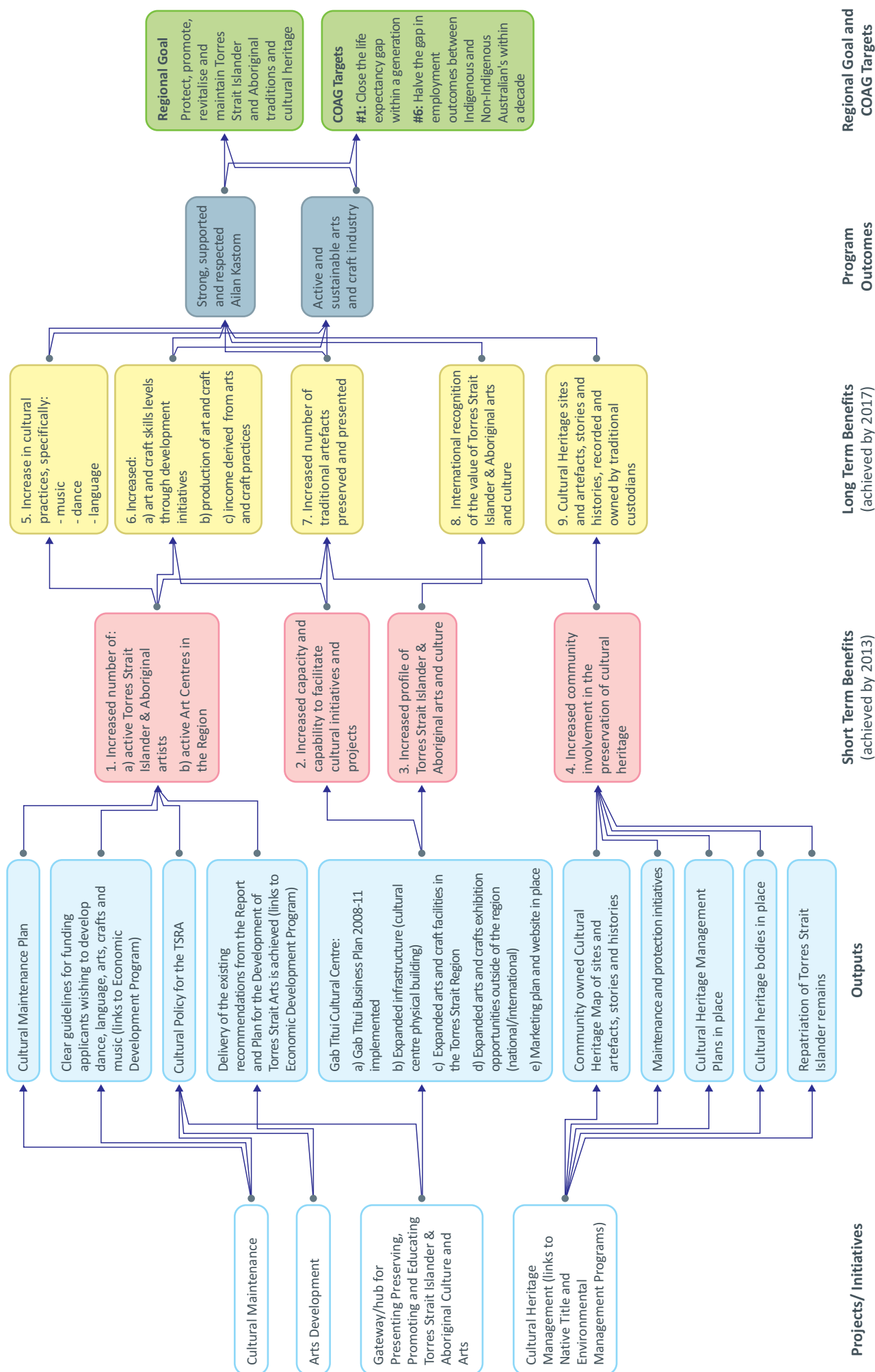
Program Map

See Page 16.

Program Benefits and Indicators Table

See Page 17.

Culture, Art and Heritage Program Map





Benefit #	Benefit Description	Indicator	Target	Benefit recipient/s (target group)
Short Term Benefits (progressively achieved by 2013)				
1	Increased number of: a) active Torres Strait Islander & Aboriginal artists b) active Art Centres in the Region	a) Number of Torres Strait Islander & Aboriginal artists and cultural practitioners supported b) Number of active Arts Centres	a) Fifteen (15) applications supported in 2009/10 through Heritage & Culture Grants b) Three (3) Arts Centres established as at June 2011	Torres Strait Islander & Aboriginal artists and communities
2	Increased capacity and capability to facilitate cultural initiatives and projects	a) Area capacity available for displays and initiatives b) Partnerships in place to facilitate displays outside the region	a) Increased display area available by December 2010 b) Two (2) external partnerships for display in place by July 2010	Individual artists and art groups showing material through the Gab Titui Cultural Centre
3	Increased profile of Torres Strait Islander & Aboriginal arts and culture	a) Number of visits to Gab Titui Centre b) Income generated through retail sales and activities as a result of marketing c) Website visitation (from November 2009)	a) 12,000 visitors to GTCC in 2009/10 b) \$180,000 generated through retail sales and activities in 2009/10 (Impact of Global Financial Crisis) c) 500 hits to website in 2009/10 and progressive annual increase of five (5) percent to 2013	Torres Strait region and artists in the region
4	Increased community involvement in the preservation of cultural heritage	a) Number of cultural heritage activities undertaken b) Number of cultural heritage bodies established	a) One (1) cultural heritage activity undertaken in 2009/10 b) One (1) cultural heritage body in place as at July 2010	Individual communities and Torres Strait Region
Long Term Benefits (progressively achieved by 2017)				
5	Increase in cultural practices, specifically: music, dance and language	a) Cultural Heritage Maintenance Plan b) Number of active dance groups supported by TSRA c) Number of individuals or groups supported by TSRA actively participating in music d) Number of language programs supported by TSRA	a) Cultural Maintenance Plan completed by January 2010 and progressively implemented by 2017 b) At least two (2) active dance groups supported from 2013 c) Two (2) individuals or groups supported actively participating in music in 2013 and four (4) by 2017 d) Two (2) language programs supported in 2013 and ten (10) by 2017	Torres Strait Islander & Aboriginal people and communities
6	Increased: a) Art and craft skills levels through development initiatives b) Production of art and craft c) Income derived from arts and craft practices	a) Number of arts skills development programs offered b) Income generated through Gab Titui and its arts and craft activities	a) Two (2) arts skills development programs in 2013 b) \$220,000 per annum income generated through Gab Titui and its activities in 2013, and increases of five (5) percent in annual income generated each year between 2013 - 2017	Torres Strait Islander & Aboriginal artists, craftspeople, dancers and musicians
7	Increased number of traditional artefacts preserved and presented	Number of artefacts identified and registered	Fifteen (15) communities have identified and registered cultural artefacts by 2017	Communities
8	International recognition of the value of Torres Strait Islander & Aboriginal arts and culture	Number of hits to website by international audience	A five (5) percent increase in website hits per annum 2013 - 2017	Torres Strait region and individual artists
9	Cultural Heritage sites and artefacts, stories and histories recorded and owned by traditional custodians	a) Number of sites and artefacts formally recorded at community and regional levels b) Number of cultural heritage plans in place	a) Fifteen (15) sites and 20 artefacts formally recorded by 2017 b) Five (5) cultural heritage plans in place by 2017	Torres Strait Islander & Aboriginal communities

3. Native Title Program

Legal recognition of traditional laws and customs and traditional rights over land and sea are fundamental to self-determination and advancement of our people. The Native Title Program recognises the importance of native title rights by performing its statutory functions as the Native Title Representative Body (NTRB) under the *Native Title Act 1993 (Cth)*.

The TSRA has been recognised as the regional NTRB since 1996. The Native Title Program and the performance of TSRA's Native Title Act functions are performed by the TSRA's Native Title Office as the regional NTRB. The objective of the Native Title Office / NTRB has been 'To be recognised as an organisation providing high quality and culturally appropriate professional services to Native Title Holders and claimants in the Torres Strait through consulting with and effectively representing Indigenous inhabitants in Torres Strait in the performance of our functions under the *Native Title Act 1993 (Cth)*'.

The Native Title Program will continue to facilitate the securing of legal recognition of native title to land and waters in the Torres Strait, and proper regard for native title rights in relation to all projects affecting Torres Strait land and waters.

Regional Goal

Protect, maintain and progress Native Title Rights and recognition over the region's land and sea country

Overview and Aim of Program

The TSRA will continue to deliver a Native Title Program, which supports the regional outcomes. The aims of the Program are to:

- Assist traditional owners obtain legal recognition of native title over land and sea in the Torres Strait region;
- Manage and legally protect native title rights; and
- Build capacity of native title Prescribed Bodies Corporate (PBCs).

Program Outcomes

- Strong, supported and respected Ailan Kastom
- All Native Title claims successfully determined
- Autonomous, active and self sustaining PBCs

Benefits and Performance Measures

Short term (achieved by 2013):

- Increased legislation and policies beneficial and appropriate to the region
- Increased legal recognition and enforcement of Native Title rights
- Proponents more aware and educated
- Empowered Native Title Holders through community negotiated agreements (providing training and other community benefits, validation of works, compensation, responsibility and control)





Long term (achieved by 2017):

- Maintenance and strengthening of cultural identity
- Increase in economic wealth and environmental protection
- Increased control of Torres Strait seas by traditional owners
- Improved relationships between key government stakeholders and Native Title Holders
- Strengthened community governance / political standing / authority of traditional owners and PBCs

Project Areas and Initiatives

Legal, policy and advocacy support for PBCs:

- Submissions, meetings, lobbying, consultation and legal representation
- Legal advice and support in relation to Native Title protection and management, and
- Education programs

Native Title claims, including the Regional Sea Claim

Indigenous Land Use Agreements (ILUAs) and Future Acts:

- Legal advice and support, and
- Negotiation and execution of agreements

Contribution to Closing the Gap targets

This Program will contribute towards the achievement of the following Closing the Gap targets:

Target #1: close the life expectancy gap within a generation; and

Target #6: halve the gap in employment outcomes between Indigenous and non-Indigenous Australians within a decade.

Contribution to COAG National Partnership Agreement Indigenous-specific outcomes

This Program will contribute towards the achievement of the following National Partnership Agreement outcomes:

- Indigenous communities are empowered to participate in policy making and program implementation;
- Indigenous communities are represented through credible consultation / governance mechanism; and
- Connecting the way government agencies work in remote areas (the governance of governments) and developing community capacity.

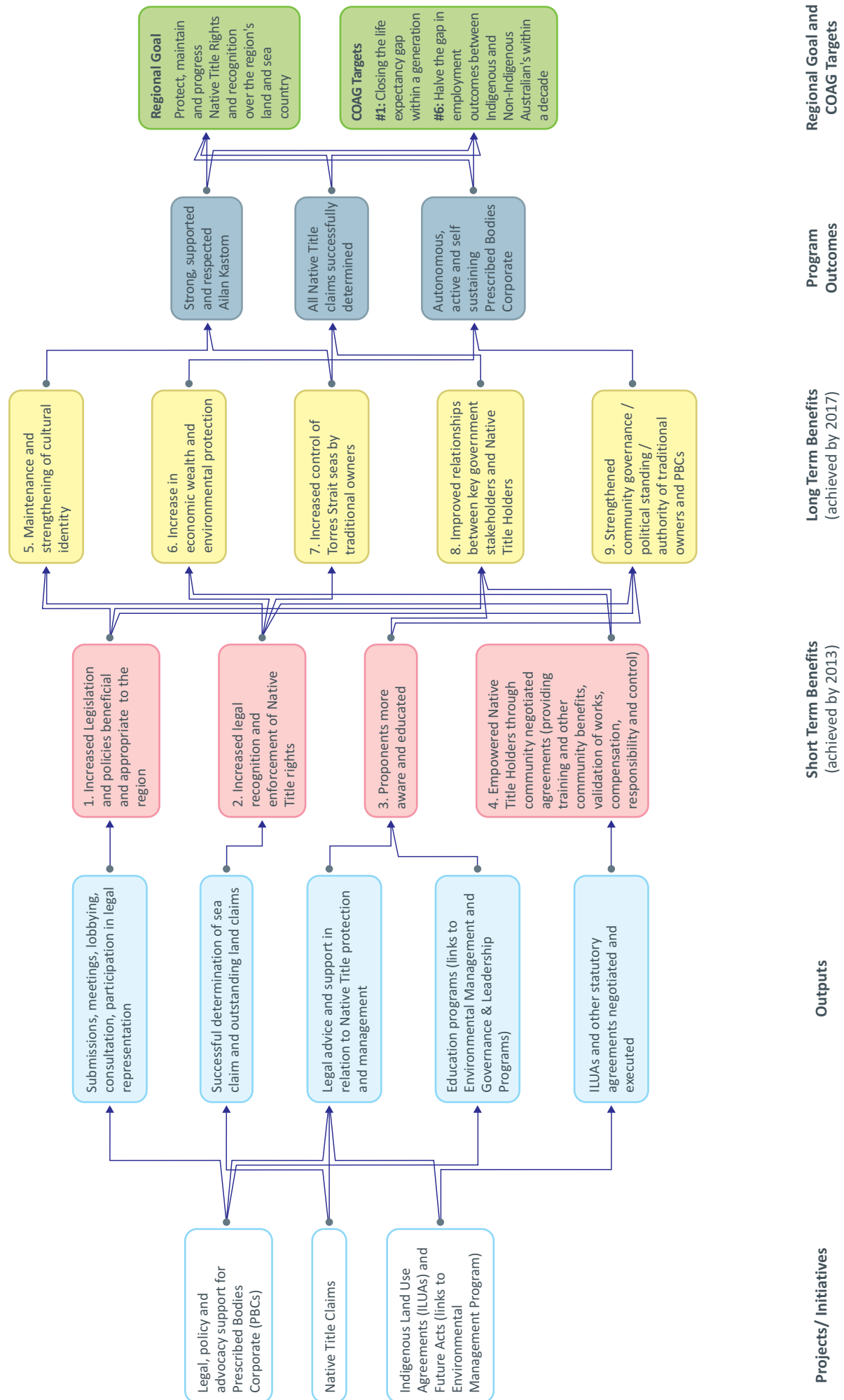
Program Map

See Page 20.

Program Benefits and Indicators Table

See Page 21.

Native Title Program Map





Benefit #	Benefit Description	Indicator	Target	Benefit recipient/s (target group)
Short Term Benefits (achieved by 2013)				
1	Increased Legislation and policies beneficial and appropriate to the region	Number of pieces of legislation and policies that are beneficial and appropriate to the Torres Strait	One or more policies developed by end of 2009/10	Traditional owners, Native Title Holders
2	Increased legal recognition and enforcement of Native Title rights	Number of Native Title determinations in the Torres Strait	a) One (1) Regional Sea Claim resolved b) Three (3) remaining Land Claims progressed by July 2010	Native Title claimants, Native Title Holders, Traditional Owners
3	Proponents more aware and educated	a) Reduced length of negotiation processes b) Compliance with legislative requirements for Future Acts	Legislative requirements met for Future Acts (including timing and process) from 1 July 2010 onwards	PBCs, traditional owners, Native Title Holders
4	Empowered Native Title Holders through community negotiated agreements (providing training and other community benefits, validation of works, compensation) responsibility and control	Number of Indigenous Land Use Agreements	Reduction in outstanding Indigenous Land Use Agreement matters as at July 2009, by June 2010	Native Title Holders, traditional owners, PBCs
Long Term Benefits (achieved by 2017)				
5	Maintenance and strengthening of cultural identity	As per indicators in Culture, Art & Heritage Program	Measures outlined in Culture, Art & Heritage Program	PBCs, Native Title claimants, Native Title Holders, traditional owners
6	Increase in economic wealth and environmental protection	As per indicators in Environmental Management and Economic Development programs	Measures outlined in Environmental Management and Economic Development Programs	PBCs, traditional owners, Native Title Holders, wider community
7	Increased control of Torres Strait seas by traditional owners	Regional Sea Claim and establishment of Sea Claim PBCs	Legal recognition of Native Title over sea (timeframe determined by Court once closing arguments finalised)	Traditional owners, Native Title Holders
8	Improved relationships between key government stakeholders and Native Title Holders	Number of whole-of-government arrangements that PBCs are a part of	Increase in the number of arrangements as at 1 July 2012 (Some of the results will be process and relationship oriented - not formal arrangements)	Traditional owners, Native Title Holders, PBCs, government departments and agencies at all levels
9	Strengthened community governance / political standing / authority of traditional owners and Prescribed Bodies Corporate (PBCs)	As per indicators in the Governance & Leadership Program	Measures outlined in Governance & Leadership Program Two (2) Prescribed Bodies Corporate capacity building workshops held per year	PBCs, traditional owners, Native Title Holders

4. Environmental Management Program

Although not recognised as one of the building blocks in addressing Indigenous disadvantage, the environment is recognised at both Commonwealth and State level as a crucial issue to be managed. A regional environmental goal is warranted as a number of our island communities are threatened by rising sea levels through climate change, the region faces considerable environmental challenges due in part to its remoteness and geographical characteristics, and Torres Strait communities have a high reliance on and connection with the marine environment and resources. The TSRA recognises it has a vital role to play, through its Land and Sea Management Unit, to help address and manage the many environmental issues, challenges and opportunities facing the region and individual communities.

Regional Goal

Our natural and cultural environment is an asset that is protected, preserved and enjoyed through sustainable management

Overview and Aim of Program

The TSRA will operate this Program to support a number of the regional outcomes. The TSRA will play a mix of leading and supporting roles in a number of environmental management initiatives within the Torres Strait. The aims of the Program are to:

- Achieve sustainable management of natural resources;
- Contribute to ensuring adequate water supplies for the region into the future; and
- Contribute to the reduction of the carbon footprint of Torres Strait and Northern Peninsula Area residents.

Program Outcomes

- Improved animal management and pest control for the protection of the natural environment
- Reduced waste management issues and environmental impact
- Increased utilisation of renewable energies
- Managed effects of climate change, specifically tidal inundation and erosion
- Sustainable management of natural resources
- Improved land management for future generations

Benefits and Performance Measures

Short term (achieved by 2013):

- Monitoring in place; baseline data and trend assessment
- Improved understanding of island and marine environments
- All communities have Land Use Plans in place
- Improved community skills and capacity to cultivate food and other crops
- Increased employment and sustainable economic development opportunities
- Sensible and appropriate adaptation planning, including for sea level rise

Long term (achieved by 2017):

- Reduced impact on environment by pests and weeds





- Reduction in the carbon footprint; reduction in ecological footprint
- Reduction in waste generation
- Greater community self-sufficiency in food production
- Increased community based approach to sustainable fisheries and management of other natural resources in partnership with Government

Project Areas and Initiatives

Fisheries

Vegetation rehabilitation and restoration

Bio-diversity conservation

Invasive species management

Land resource assessment

Garden and horticulture

Infrastructure, renewable energy and waste management

Enhancement of community skills, knowledge and engagement

Land and sea rangers

Climate change/coastal erosion

Strengthening cultural heritage and environmental integrity for future generations, and

Natural Resource Management information sharing and research

Contribution to Closing the Gap targets

This Program will contribute towards the achievement of the following Closing the Gap targets:

Target #1: close the life expectancy gap within a generation; and

Target #6: halve the gap in employment outcomes between Indigenous and non-Indigenous Australians within a decade.

Contribution to COAG National Partnership Agreement Indigenous-specific outcomes

This Program will contribute towards the achievement of the following National Partnership Agreement outcomes:

- Indigenous communities are empowered to participate in policy making and program implementation;
- Indigenous children's living environments are healthy; and
- Indigenous communities are represented through credible consultation / governance mechanism.

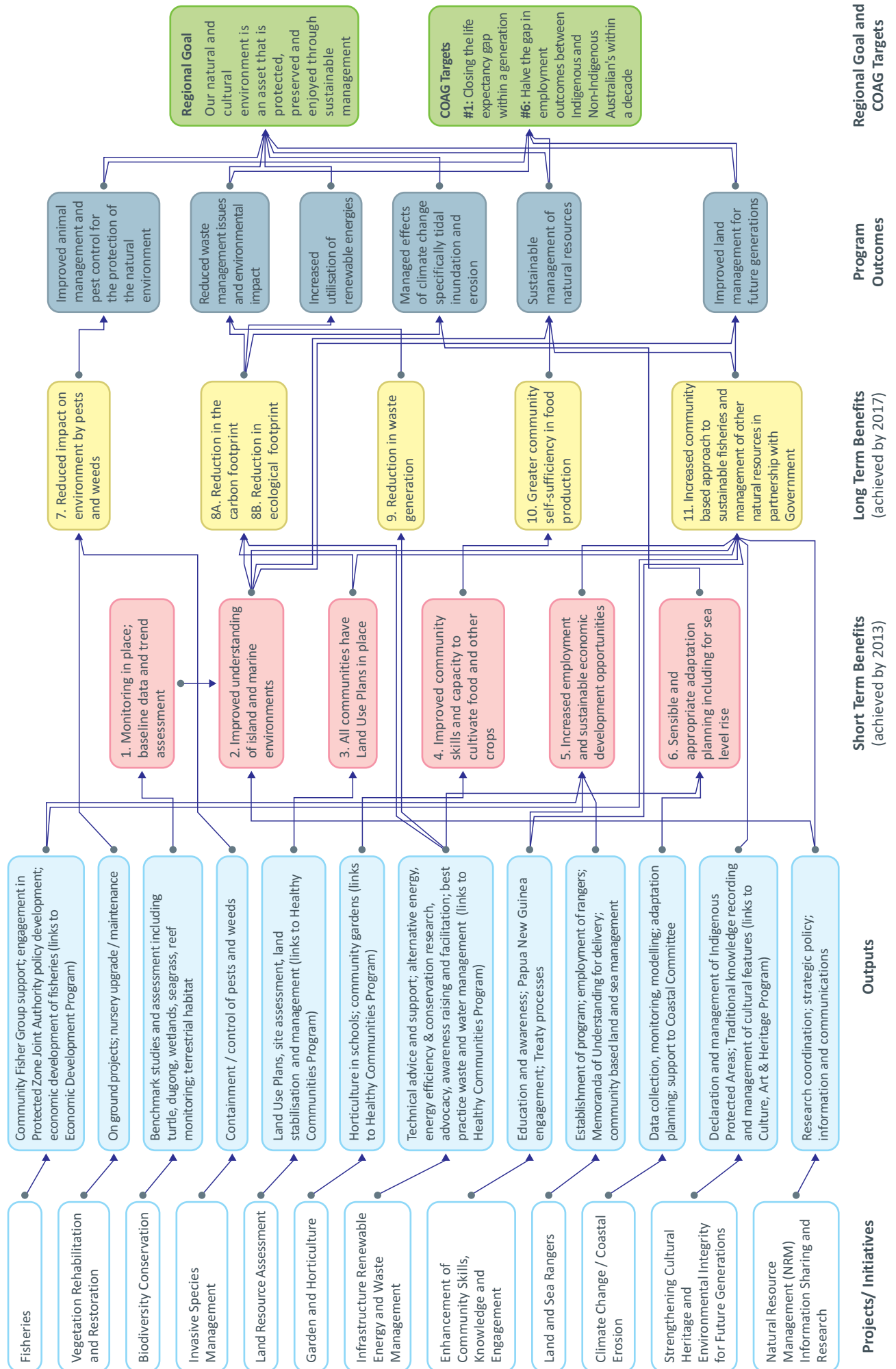
Program Map

See Page 24.

Program Benefits and Indicators Table

See Page 25.

Environmental Management Program Map





Benefit #	Benefit Description	Indicator	Target	Benefit recipient/s (target group)
Short Term Benefits (progressively achieved by 2013)				
1	Monitoring in place; baseline data and trend assessment	Baseline regional environmental data available	Trend analysis contributing to environmental management initiatives realised progressively from July 2010	Torres Strait communities
2	Improved understanding of island and marine environments	Number of communities participating in natural resource management	Ranger groups in place on all fifteen (15) islands to assist communities carry out land, sea and cultural resource management activities. Realised 2012-2013	Torres Strait communities
3	All communities have land use plans in place	Number of Land Use Plans developed	All fifteen (15) island communities have Sustainable Land Use Plans in place. Realised 2010-2011	Fifteen Torres Strait island communities
4	Improved community skills and capacity to cultivate food and other crops	Number of communities involved in market garden activities	Eight (8) communities supported to establish sustainable horticulture activities. Realised 2010-2011	Individual communities
5	Increased employment and sustainable economic development opportunities	Number of positions created through environmental initiatives	Rangers employed in all fifteen (15) island communities Realised 2012-2013	Torres Strait island communities
6	Sensible and appropriate adaptation planning including for sea level rise	Number of communities engaged in and becoming aware of climate impacts	a) Regional climate change modelling and adaptive planning strategies in place for communities, realised 2010-2011 b) Climate Change Strategy Action Plan developed by 2011 and implemented progressively from 2011	Torres Strait communities threatened by rising sea levels
Long Term Benefits (progressively achieved by 2017)				
7	Reduced impact on environment by pests and weeds	Number of pest and animal management plans implemented	Gap analysis completed on pests and weeds, informing Pest Management Plans for Torres Shire and Torres Strait Island Regional Councils. Realised 2014-2015	Communities threatened by pests and weeds
8	a) Reduction in the carbon footprint b) Reduction in ecological footprint	a) Number of alternative energy systems in place and operating (eg. solar, wind, tidal) b) Regional strategy regarding renewable energy and energy conservation c) Audit of energy use in the region	a) Pilot renewable energy trials underway on three (3) Torres Strait islands b) Regional strategy in place regarding uptake of renewable energy and energy conservation measures c) Completed energy audit providing baseline information Realised 2013-2014	Individual communities
9	Reduction in waste generation	a) Number of communities in breach of waste management regulations b) Reduced volume of waste generated per community c) Number of communities with recycling-re-use facilities in place (eg. Oil, aluminium cans, glass, metals, building materials, batteries)	Regional waste management strategy (including recycling program) implemented and Torres Strait Island Regional Council and communities supported to comply. Realised 2014-2015	Individual communities
10	Greater community self-sufficiency in food production	Number of communities with self sustaining market gardens	Eight (8) communities with self-sustaining market gardens utilising local nursery infrastructure. Realised 2013-2014	Individual communities
11	Increased community based approach to sustainable fisheries and management of other natural resources in partnership with Government	a) Sustainable management of fisheries including turtle and dugong b) Number of negotiated agreements in place regarding Natural Resource Management	a) All communities complying with sustainable management plans in place for dugongs and turtles b) Agreements are in place with partner agencies to support the implementation of management plans Realised 2013-2014	Torres Strait Region

5. Governance and Leadership Program

Strong and capable leadership with appropriate governance skills and processes is a requirement for a coordinated, unified and progressive approach to development. This incorporates meaningful and regular communication and consultation across the region involving individuals, communities, elected representatives and organisations charged with delivering services to the region. These are all skills and practices that need to be developed and maintained across various individuals and groups in our region.

We also need to secure a future pool of leaders and begin to invest in them now so that they understand the responsibilities of leadership and are well prepared to assume such responsibilities. This Program will support positive and meaningful outcomes for our people across the areas of leadership, communication and governance.

Regional Goal

Effective and transparent self-government with strong leadership

Overview and Aim of Program

The Program will cover:

- Involving Indigenous leaders in legislative processes, policies and priorities in terms of setting direction for integrated planning and service delivery;
- Involving Indigenous leaders in monitoring progress towards reaching regional goals and outcomes;
- Undertaking a direct role in the capacity development of leaders across the region and supporting effective communication between community and organisations involved in the region; and
- Providing strategic direction and policy advice to the elected TSRA Board and Management.

The aims of the Program are to:

- Involve Indigenous leaders in integrated service delivery;
- Ensure that mainstream services are contributing to and meeting regional goals and outcomes;
- Strengthen leadership within communities;
- Grow future leaders for the community;
- Encourage more women to seek leadership roles;
- Improve communication and information networks across communities; and
- Optimise and enhance TSRA Board member decision-making and communication capabilities.

Program Outcomes

- Indigenous leaders involved in and monitoring effective integrated service delivery
- Effective delivery of services contributing to regional goals
- Strong, effective and committed leadership and decision making that incorporates Islander and Aboriginal customs and features women and youth involvement
- Effective communication and consultation on community matters between leaders, government organisations and community members





Benefits and Performance Measures

Short term (achieved by 2013):

- Greater influence by elected Indigenous leaders in policy direction and performance monitoring of government service delivery in the Torres Strait
- Improved understanding of service delivery in the Torres Strait informing policy direction for integrated service delivery
- PBCs have the capacity to manage their responsibilities effectively

Long term (achieved by 2017):

- Community members receiving satisfactory services through improved coordination in government service delivery
- Increased confidence and skills of leaders and potential leaders with strong representation by younger people and women in leadership and management positions
- Autonomous and self-sustaining PBCs
- Improved relations and communication between communities, leaders and government

Project Areas and Initiatives

TSRA strategic direction

Integrated Service Delivery:

- An agreement between Australian, Queensland and Local Government to work together in the Torres Strait and Northern Peninsula Area to achieve integrated service delivery and performance monitoring
- Mechanisms to achieve integrated service delivery

Governance and leadership capacity building:

- Sponsorship of Torres Strait Islander & Aboriginal people to undertake appropriate training courses in governance and leadership
- Sponsorship of undergraduate students to undertake cadetships within the TSRA
- Review existing, and design and implement a revised PBC capacity building initiative, in conjunction with the Environmental Management and Native Title Programs

Regional Communication Project:

- Media and communications services to support outcomes across all TSRA programs and contribute to regional goals
- Media, communications and advocacy training for the TSRA Executive
- Executive/Board Member participation in local community meetings

Contribution to Closing the Gap targets

This Program will contribute towards the achievement of the following Closing the Gap targets:

Target #1: close the life expectancy gap within a generation; and

Target #6: halve the gap in employment outcomes between Indigenous and non-Indigenous Australians within a decade.

Contribution to COAG National Partnership Agreement Indigenous-specific outcomes

This Program will contribute towards the achievement of the following National Partnership Agreement outcomes:

- Indigenous communities are empowered to participate in policy making and program implementation;
- Indigenous communities are represented through credible consultation / governance mechanism;
- Connecting the way government agencies work in remote areas (the governance of governments) and developing community capacity; and
- Indigenous young people successfully transition from school to work and / or further study.

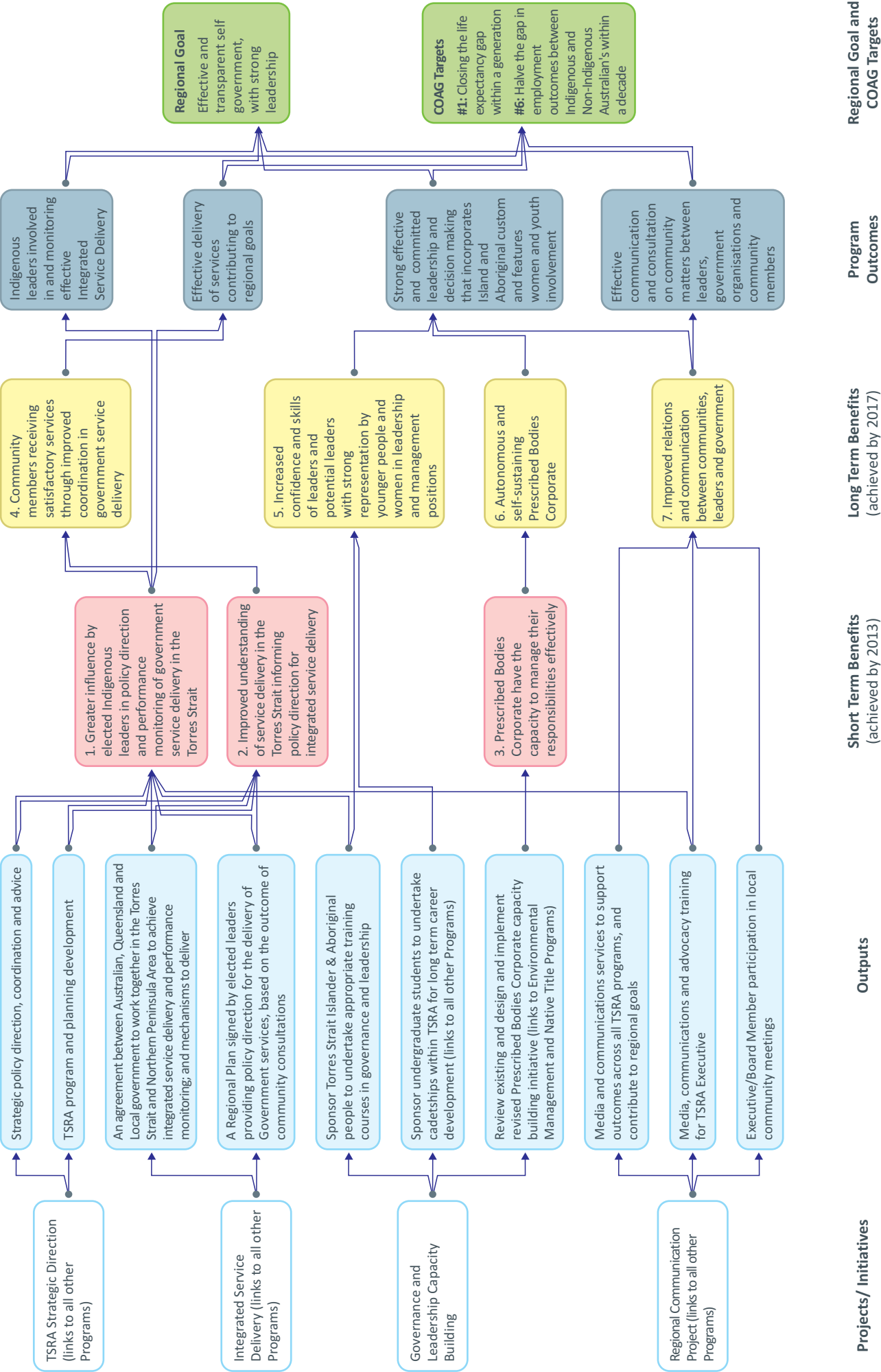
Program Map

See Page 29.

Program Benefits and Indicators Table

See Page 30.





Benefit #	Benefit Description	Indicator	Target	Benefit recipient/s (target group)
Short Term Benefits (progressively achieved by 2013)				
1	Greater influence by elected Indigenous leaders in policy direction and performance monitoring of government service delivery in the Torres Strait	<ul style="list-style-type: none"> a) Attendance at meetings at senior government and ministerial level b) Regional Plan signed by elected leaders c) Elected leaders and State & Commonwealth Ministers sign Integrated / Regional Service Delivery Agreement 	<ul style="list-style-type: none"> a) TSRA Chair and Executive Members participate in 16 senior government and ministerial level meetings per annum b) Regional Plan signed in 2009 c) Integrated / Regional Service Delivery Agreement signed by elected leaders and State & Commonwealth Ministers by July 2010 	Torres Strait leaders and Torres Strait region
2	Improved understanding of service delivery in the Torres Strait informing policy direction for integrated service delivery	<ul style="list-style-type: none"> a) Community baseline survey b) A service map showing all services delivered in the Torres Strait highlighting gaps, duplications and inefficiencies c) Analytical report on service delivery and community satisfaction delivered to signatories to Integrated / Regional Service Delivery Agreement d) Integrated / Regional Service Delivery meetings held 	<ul style="list-style-type: none"> a) Baseline community survey completed by July 2010 b) Service map completed by July 2010 c) Analysis of results of service mapping and survey completed by December 2010 and delivered to Integrated / Regional Service Delivery Steering Committee d) Integrated / Regional Service Delivery meetings held quarterly from 2009/10 	Torres Strait region
3	Prescribed Bodies Corporate (PBCs) have the capacity to manage their responsibilities effectively	Number of registered and compliant PBCs	Twenty-one (21) registered PBCs adhering to/complying with legislation by 1 July 2011 ¹	PBCs
Long Term Benefits (progressively achieved by 2017)				
4	Community members receiving satisfactory services through improved coordination in government service delivery	Increased level of satisfaction with service delivery	Five (5) - ten (10) percent improvement in community satisfaction determined through follow up community survey in 2012 and 2016	Community members
5	Increased confidence and skills of leaders and potential leaders with strong representation by younger people and women in leadership and management positions	Number of women and youth undertaking leadership development courses through TSRA's leadership development project	Five (5) Torres Strait Islander & Aboriginal women or youth complete leadership development courses by June 2013	Communities
6	Autonomous and self-sustaining Prescribed Bodies Corporate (PBCs)	Number of autonomous and self sustaining PBCs	Three (3) autonomous and self sustaining PBCs in place as at 1 July 2012 ²	PBCs and communities
7	Improved relations and communication between communities, leaders and government	<ul style="list-style-type: none"> a) Fewer complaints from communities on communication issues and service delivery and increased understanding by communities b) Regular face-to-face interaction between TSRA Executive/Board and communities c) Increased joint/coordinated TSRA and other government agency visits to communities 	<ul style="list-style-type: none"> a) Five (5) - ten (10) percent improvement in community satisfaction (gathered through community engagement forums involving Board Members and follow up community survey in 2016) b) Four (4) community engagement forums involving Board Members per annum between 2013 and 2017 c) One (1) joint/coordinated agency service delivery (TSRA and other agency) visit per annum to communities between 2013 and 2017 	All people and organisations involved in service delivery (provision and receipt)

¹ If the Regional Sea Claim is successful, a single Regional Prescribed Body Corporate may be established which may impact on the number of PBCs. Further, TSRA's status as Native Title Representative Body will be reviewed in 2011/12 and recommendations implemented thereafter.

² While there are 21 Registered PBCs, and some are active, none are able to fully function without external support. There are managerial, compliance, financial, decision-making and implementation issues to overcome.





6. Healthy Communities Program

The Healthy Communities Program recognises the importance of meeting basic living standards as well as having healthy people in our communities. It is difficult to embark on development initiatives when people are in poor health or living in poor conditions. The poor health of our people and prevalence of chronic diseases in the region requires concerted action.

The TSRA will contribute to provision of essential services and environmental health infrastructure.

The TSRA will play a monitoring and strategic policy role. The TSRA will monitor the delivery of health initiatives in the Torres Strait and provide strategic policy advice to the Torres Strait Health Partnership and Integrated Service Delivery Framework partners, to ensure that advances are being made in primary and preventive health care. The TSRA will play a more direct role through provision of funding and support to preventative health initiatives that will promote healthy lifestyles and improve the health of our people. It will link with the Environmental Management Program to support local fresh food production and engage with food suppliers to explore improved healthy food options.

Additionally, the TSRA will directly involve itself in making housing more affordable for Indigenous people, and engage with traditional owners on land tenure and availability of land for housing, in order to reduce overcrowding and improve housing and living conditions to an acceptable level.

Regional Goals

To achieve the provision of adequate, appropriate and affordable housing (Housing)

Enhance both healthy communities and our living environment (Health)

Overview and Aim of Program

The TSRA's Healthy Communities Program will contribute towards regional outcomes. Specifically, the TSRA will:

- Seek to influence policy for all health programs across all tiers of Government;
- Monitor health service and initiatives across the Torres Strait and NPA and provide strategic policy advice. This will be undertaken under the broad umbrella of integrated service delivery and the Torres Strait Health Partnership, with reports being delivered at appropriate forums under the service level agreement intended for the Torres Strait and NPA;
- Direct support targeting healthy lifestyles including such areas as improving availability of fresh produce and healthy food options, and encouraging people to undertake healthy activities; and
- Provide some direct support for home ownership and other specific housing initiatives when linked to economic development e.g. enterprises that develop trade skills of people and/or deliver environmental management services in terms of water management and renewable energies. The TSRA will also assist with engaging with Traditional Owners regarding negotiations for land release for housing development where appropriate.

The aims of the Program are to:

- Monitor and provide strategic policy advice regarding health service delivery in the region and contribute to ensuring health service levels are equal to the national standard;
- Improve the health of Indigenous people living in the region through proactive healthy living initiatives; and
- Increase Indigenous home ownership.

Program Outcomes

- Improved access to affordable fresh and healthy foods
- Health care systems are effective to meet and support the primary health care needs of community members
- More active and healthy communities
- Affordable home ownership available across the region
- Sufficient land to build houses

Benefits and Performance Measures

Short term (achieved by 2013):

- More affordable fresh produce available for communities
- Increase in cultural and self-sufficiency values
- Communities have essential services and infrastructure to support healthy living environments, including water, safe and environmentally acceptable waste disposal and renewable energy
- Increased participation of people in healthy activities
- Certainty for future development

Long term (achieved by 2017):

- Reduced incidence of chronic disease
- Increase in number of healthy individuals
- Reduced overcrowding
- Increase in home ownership by Torres Strait Islander & Aboriginal residents

Project Areas and Initiatives

Healthy homes initiatives:

- Funding contributions towards community, market garden and horticulture initiatives in conjunction with the Environmental Management Program
- Engaging with food suppliers/retailers to explore improved healthy food options

Monitoring and provision of strategic policy direction for health, including advice to integrated service delivery health-related working groups

Healthy lifestyles initiatives:

- Funding contributions towards health education initiatives such as physical education, nutrition, obesity, diabetes programs, motivation, substance abuse and sport & recreation
- Funding contributions towards sport and recreation minor infrastructure

Improved housing and home ownership projects and initiatives:

- Funding contributions towards essential services and infrastructure to support healthy living environments
- Land tenure resolution through Indigenous Land Use Agreements and other formal agreements in conjunction with Native Title and Environmental Management Programs





Contribution to Closing the Gap targets

This Program will contribute towards the achievement of the following Closing the Gap targets:

Target #1: close the life expectancy gap within a generation; and

Target #2: halve the gap in mortality rates for Indigenous children under five within a decade.

Contribution to COAG National Partnership Agreement Indigenous-specific outcomes

This Program will contribute towards the achievement of the following National Partnership Agreement outcomes:

- Indigenous Australians and those living in rural and remote areas or on low incomes achieve health outcomes comparable to the broader population;
- Indigenous people remain healthy and free of preventable disease;
- Indigenous children are born, and remain, healthy;
- Children benefit from better social inclusion & reduced disadvantage;
- Indigenous children's living environments are healthy;
- Indigenous families live in appropriate housing with access to all basic utilities; and
- Indigenous people have improved housing amenity and reduced overcrowding.

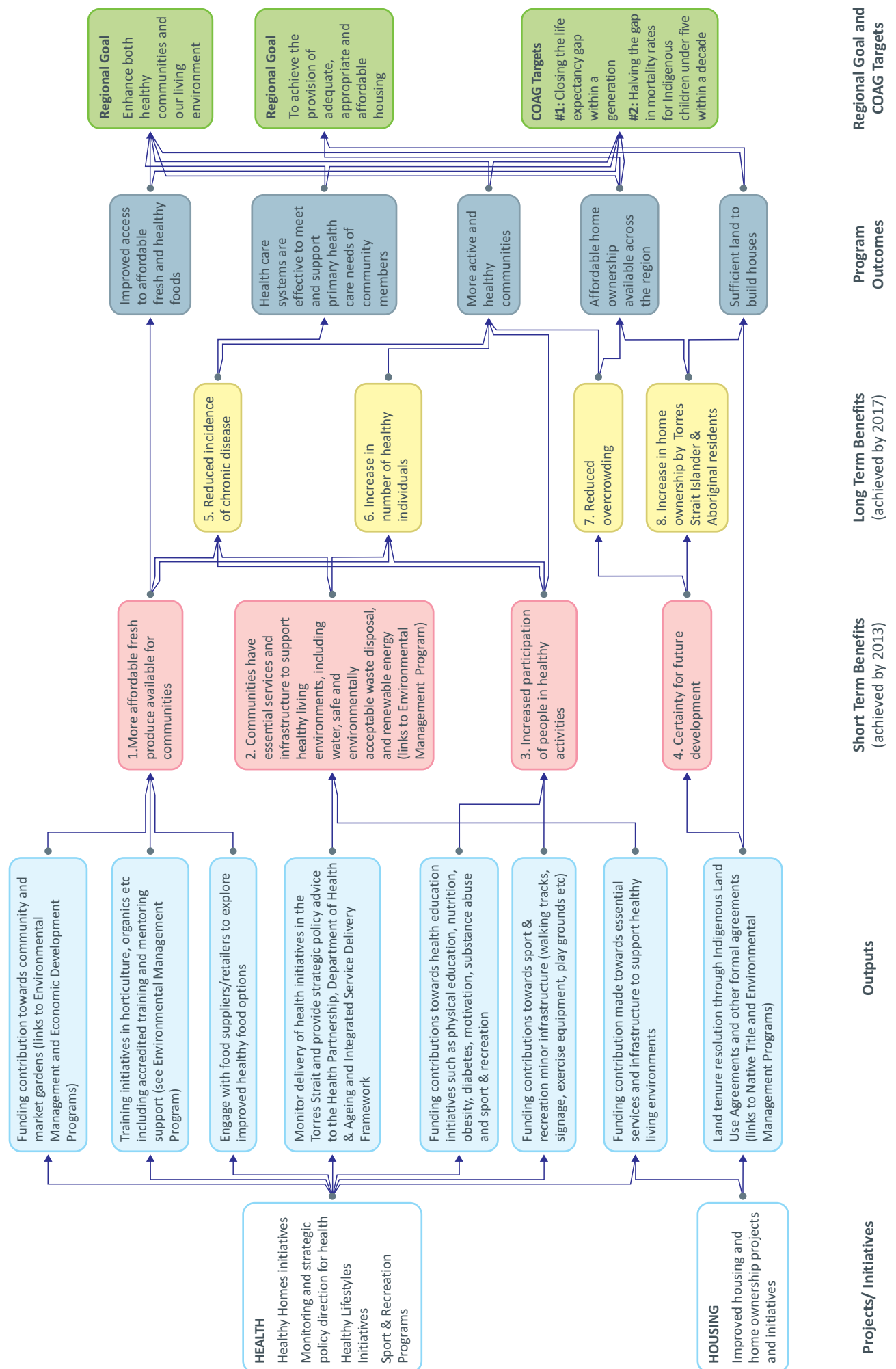
Program Map

See Page 34.

Program Benefits and Indicators Table

See Page 35.

Healthy Communities Program Map





Benefit #	Benefit Description	Indicator	Target	Benefit recipient/s (target group)
Short Term Benefits (progressively achieved by 2013)				
1	More affordable fresh produce available for communities	Number of communities involved in market garden activities	Eight (8) communities supported to establish sustainable horticulture systems, to be realised 2010/11 (measured by Environmental Management Program)	Torres Strait Communities that take up the initiative
2	Communities have essential health related infrastructure, including adequate water supply and safe and environmentally acceptable waste disposal (links to Environmental Management Program)	Number of communities supported by environmental health infrastructure projects	Ninety (90) percent of environmental health infrastructure projects completed per annum as per the Major Infrastructure Project Implementation Plan	Torres Strait Communities where environmental health has been identified as an issue
3	Increased participation of people in healthy activities	a) Number of people active in healthy lifestyle initiatives b) Number of ongoing sustainable healthy lifestyle initiatives	a) A five (5) percent increase per annum in number of people participating, realised progressively from July 2010 to 2013 b) Establishment of a new long-term sustainable healthy lifestyle initiative in 2010/11	All Torres Strait Islander & Aboriginal people residing in the region (not solely sporting clubs)
4	Certainty for future development	Amount of land dedicated to new housing development within each new Indigenous Land Use Agreement	Land made available for housing development through Indigenous Land Use Agreements from July 2010	Torres Strait communities where land available for housing development is an identified issue
Long Term Benefits (progressively achieved by 2017)				
5	Reduced incidence of chronic disease	ABS statistics: a) Number of hospital separations for Indigenous residents whose primary diagnosis is diabetes; renal failure; heart disease; lung disease b) Number and rate of people diagnosed with a chronic illness such as diabetes on a management plan	A five (5) percent improvement in statistics, determined through the 2016 ABS Census	Torres Strait Islander & Aboriginal people identified as at risk of chronic disease
6	Increase in number of healthy individuals	ABS statistics: a) Change in incidence of smoking by sex and age b) Percentage reduction in number of Indigenous residents in high risk obesity category (BMI or central obesity measure)	A five (5) percent annual improvement, determined through a follow-up survey in 2013 and/or the 2016 ABS Census	All Torres Strait Islander & Aboriginal people residing in the region
7	Reduced overcrowding	ABS statistic: Number of persons usually resident by number of bedrooms	A five (5) percent annual improvement, determined through the 2016 ABS Census	All Torres Strait communities where this is identified as an issue
8	Increase in home ownership by Torres Strait Islander & Aboriginal residents	ABS statistics: a) Tenure type and landlord type by dwelling structure for Indigenous households b) Housing loan repayment by number of persons usually resident for Indigenous households	A five (5) percent annual improvement in home ownership, determined through the 2016 ABS Census	All Torres Strait Islander & Aboriginal people residing in the region

7. Safe Communities Program

Without people being safe within their homes and communities it is difficult to implement other initiatives such as economic development, healthy lifestyles and environmental management. Whilst law and order are the primary functions of law enforcement agencies and the delivery of social service programs reside with other agencies, there is a need for policy influence and monitoring by the TSRA. The TSRA will undertake a leading and supporting role, contributing to development of standards for the provision of social services and monitoring mechanisms, through integrated service delivery forums.

The TSRA will also contribute directly to some public and community safety and accessibility outcomes through funding and support to targeted initiatives. Some of these initiatives will involve infrastructure or equipment (including transportation related), others may be focused on awareness raising and capacity building (e.g. in emergency response). The TSRA will also contribute funding to proactive and reactive social service providers implementing critical programs, which will include support for capacity building and training initiatives.

Regional Goals

Safe, healthy, respectful and progressive communities, based on cultural and traditional Aboriginal and Ailan Kastoms (Communities)

Strong families and safe and healthy communities that are guided by cultural and traditional Lore (Social Services)

Overview and Aim of Program

The TSRA will contribute to the safety of communities by:

- Contributing to the development of standards for the provision of all mainstream social services and facilities, including emergency response services, through engagement with responsible agencies;
- Undertaking a policy advocacy, monitoring and supporting role with respect to mainstream services, advocating and acting as a solution broker on behalf of communities and the region, using integrated service delivery forums; and
- Providing direct funding and resource support for some social support services, and infrastructure, facilities and equipment, that contribute to improved safety and accessibility of communities and families (the TSRA will not provide mainstream social or community services).

Program Outcomes

- Effective community and social services support
- Families and individuals are safe in home and community
- Public areas are safe and accessible for community members

Benefits and Performance Measures

Short term (achieved by 2013):

- Improved response levels of current social services
- Appropriate / accessible proactive and reactive social support services available in / to communities
- Increased level of family and individual participation in family and community events (excluding births and deaths) and social support groups





- Increased skills development and employment of community members supporting and delivering social support services
- Improved telecommunication coverage:
 - increased mobile phone coverage
 - increased broadband connection
 - increased availability and operability of public phones

Long term (achieved by 2017):

- Reduced reactive requests for social support services, increased use of proactive social support services
- Lower numbers of criminal matters involving families and children
- Communities have increased access to safe transport and emergency services

Potential Project Areas and Initiatives

Social services initiatives:

- Developing a service map of social support services in the Torres Strait
- Funding contributions made to proactive and reactive social service providers supporting Torres Strait Islander & Aboriginal women, men and children
- Contributions to development of standards of provision of services and facilities for safe and healthy communities through engagement with responsible agencies

Safe and accessible community initiatives:

- Contributing towards capacity building and training initiatives for social service providers including emergency services
- Funding contributions to services and facilities that contribute to community accessibility and safety standards
- Monitoring and advocating for effective land and sea communications systems

Contribution to Closing the Gap targets

This Program will contribute towards the achievement of the following Closing the Gap targets:

Target #1: close the life expectancy gap within a generation; and

Target #2: halve the gap in mortality rates for Indigenous children under five within a decade.

Contribution to COAG National Partnership Agreement Indigenous-specific outcomes

This Program will contribute towards the achievement of the following National Partnership Agreement outcomes:

- Indigenous children and families are safe and protected from violence and neglect in their home and communities;
- Breaking cycles of criminal behaviour and violence normalization; and
- Children benefit from better social inclusion & reduced disadvantage.

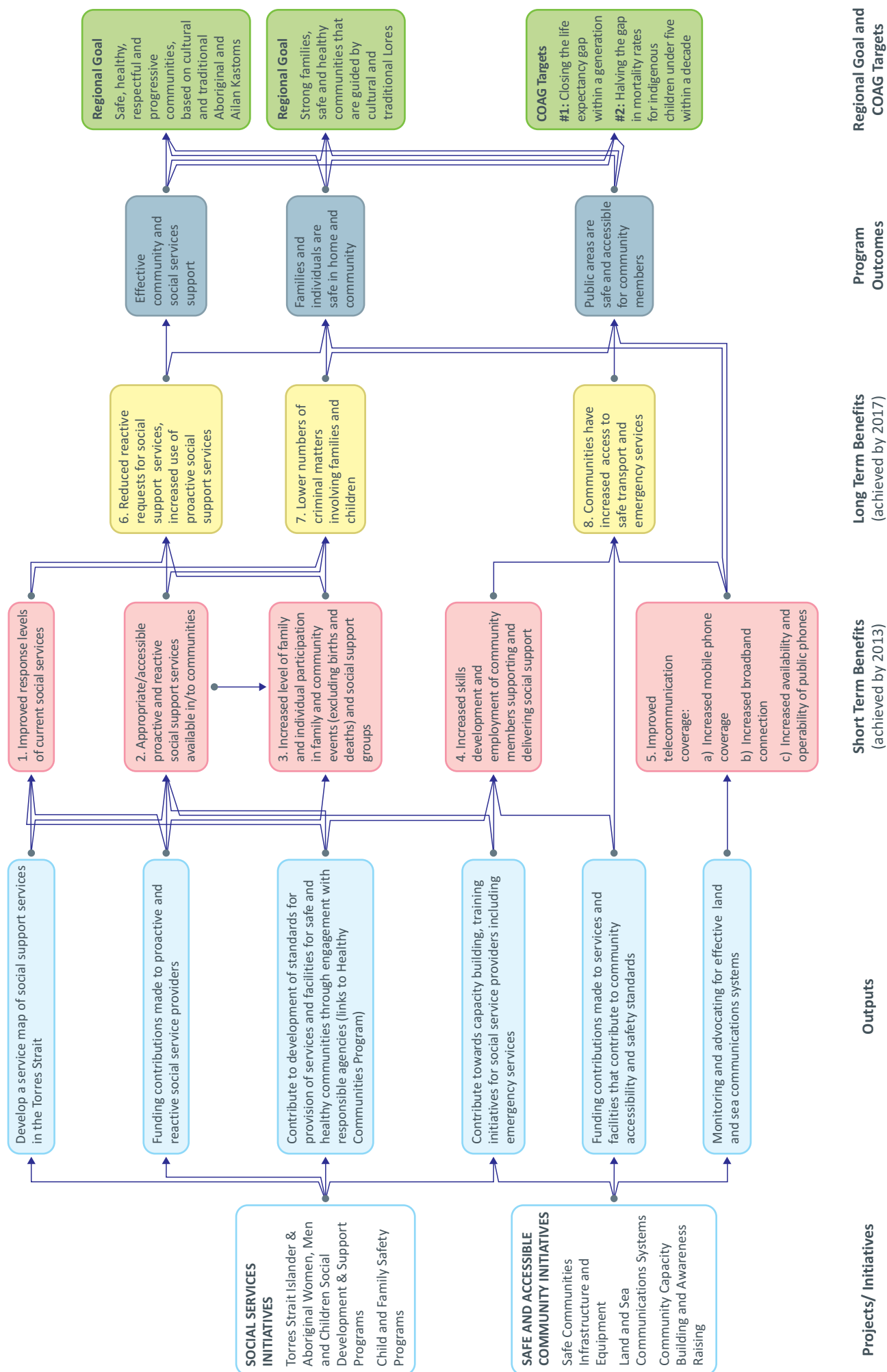
Program Map

See Page 38.

Program Benefits and Indicators Table

See Page 39.

Safe Communities Program Map



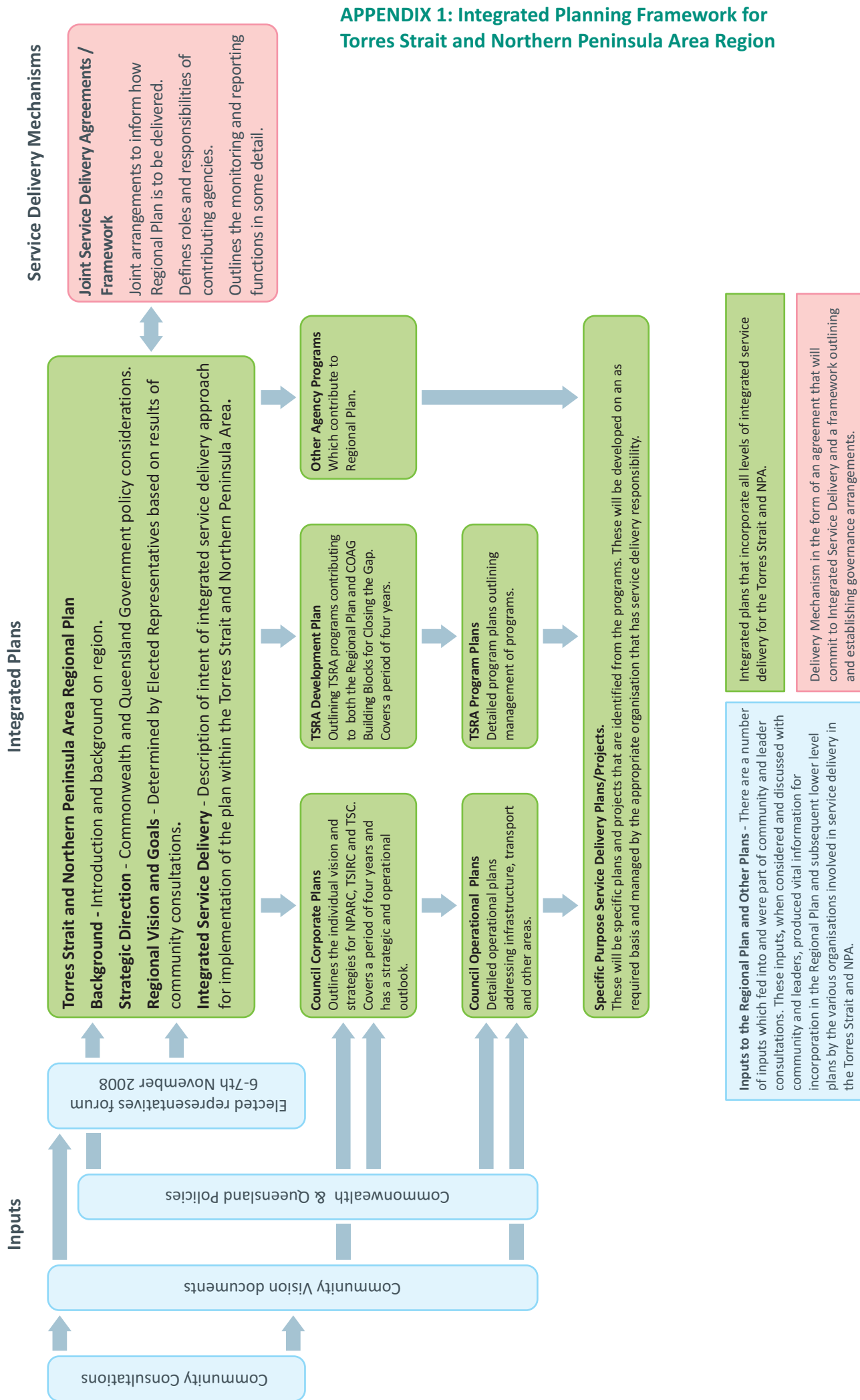


Benefit #	Benefit Description	Indicator	Target	Benefit recipient/s (target group)
Short Term Benefits (progressively achieved by 2013)				
1	Improved response levels of current social services	Measure of response times and waiting lists of social services	Level of community satisfaction gauged through transition review survey of service delivery Realised by 2011	All Torres Strait communities
2	Appropriate/accessible proactive and reactive social services available in/to communities	Number and type of social support services active in the Torres Strait	a) Service map showing all social support services and identifying service delivery gaps in the Torres Strait presented to Integrated/Regional Service Delivery Steering Committee by June 2010 b) Level of community satisfaction gauged through transition review survey of service delivery, realised by 2011	All Torres Strait communities
3	Increased level of family and individual participation in family and community events and social support groups	Number of individuals and families recorded as participating in events (excluding births and deaths) and support groups	Five (5) percent improvement in participation and two (2) additional events supported commencing July 2010, to a maximum of six (6) additional events by 2013	All Torres Strait communities
4	Increased skills development and employment of community members supporting and delivering social support	Recorded number and skills level of community members supporting and delivering programs	a) Two (2) community members provided with skills development training b) Two (2) community members provided with employment in the social services area Realised annually from 2010 to 2013	All Torres Strait communities
5	a) Increased mobile phone coverage b) Increased broadband connection c) Increased availability and operability of public phones	Statistics on mobile phone, broadband and public phones from telecommunications companies and Commonwealth Government	Five (5) percent increase/ improvement in coverage Realised by 2013	Torres Strait communities currently affected by poor coverage
Long Term Benefits (progressively achieved by 2017)				
6	Reduced reactive requests for social support services, increased use of proactive social support services	Recorded number of requests for support received by non-government organisations and Government agencies	a) Five (5) percent reduction in requests for reactive support services b) Five (5) percent increase in requests for proactive support services. Realised by 2017	All Torres Strait communities
7	Lower numbers of criminal matters involving families and children	QLD police statistics on incidents involving families and children (e.g. child abuse, domestic violence and criminal charges statistics)	Five (5) percent annual reduction in incidents per community. Realised by 2017	All Torres Strait communities
8	Communities have increased safe access to transport and emergency services	Reduction in number of risks areas reported by communities and Councils	Five (5) percent annual reduction in areas reported/ recorded as high risk. Realised by 2017	Torres Strait communities with identified risk areas

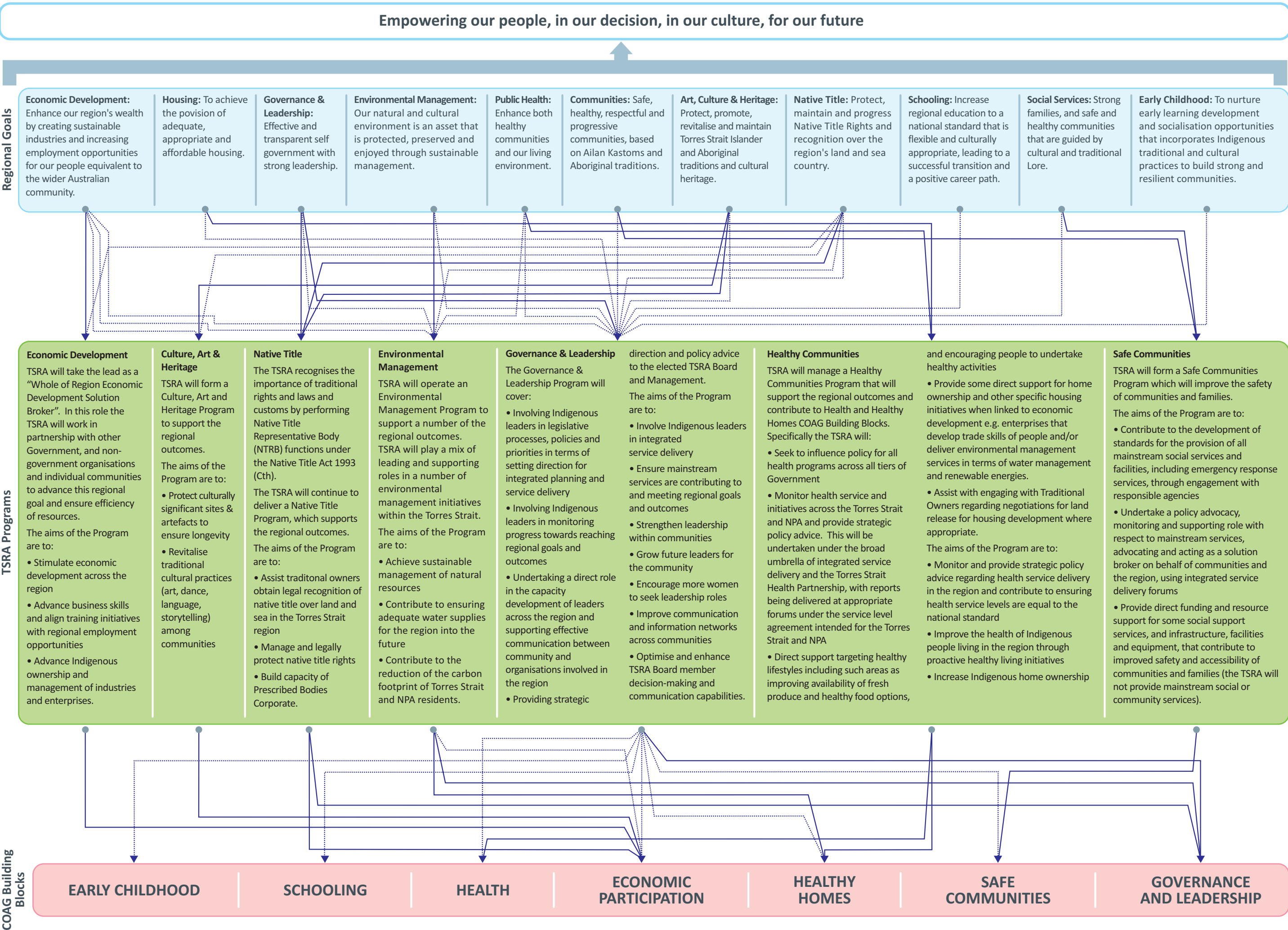




APPENDICES



APPENDIX 1: Integrated Planning Framework for Torres Strait and Northern Peninsula Area Region



APPENDIX 3: Table showing alignment of TSRA Program Benefits with COAG Closing the Gap Targets and Indigenous-specific Outcomes of COAG National Partnership Agreements

TSRA Programs & Key Benefits ¹ contributing to COAG Closing the Gap Targets	COAG Closing the Gap Targets ²	Indigenous-specific Outcomes of COAG National Partnership Agreements ³
Economic Development Program <ol style="list-style-type: none"> 1. Increase in the number of Torres Strait Islander & Aboriginal individuals in non-CDEP employment 2. Increase in the number of approved TSRA loans 3. Increase in the annual total catch of marine resources Finfish and Kaiar (Tropical Rock Lobster) by Torres Strait Islander & Aboriginal people 4. Increase in the participation of Torres Strait Islander & Aboriginal people in industry training 5. Increase in employment of Torres Strait Islander & Aboriginal people in the Torres Strait 6. Increase in the trade revenue generated through commercial fishing by Torres Strait Islander & Aboriginal people 7. Increase in household income of Torres Strait Islander & Aboriginal people 8. Increase in the number of small-medium businesses owned by Torres Strait Islander & Aboriginal people 9. Increase in tourism visitation to the region. 	<p>CLOSE THE LIFE EXPECTANCY GAP WITHIN A GENERATION</p> <p>HALVE THE GAP IN EMPLOYMENT OUTCOMES BETWEEN INDIGENOUS AND NON-INDIGENOUS AUSTRALIANS WITHIN A DECADE.</p>	<p>Indigenous working age population has the depth and breadth of skills and capabilities required for the 21st century labour market</p> <p>Indigenous people of working age participate effectively in all sectors and at all levels of the labour market.</p>
Culture Art & Heritage Program <ol style="list-style-type: none"> 1. Increased number of: <ol style="list-style-type: none"> a. professionally active Torres Strait Islander & Aboriginal artists b. active Art Centres 3. Increased profile of Torres Strait Islander & Aboriginal arts and culture 4. Increased community involvement in the preservation of cultural heritage 5. Increase in cultural practices, specifically: music, dance, language 6. Increased: <ol style="list-style-type: none"> a. art and craft skills levels through development initiatives b. production of art and craft c. income derived from arts and craft practices 8. International recognition of the value of Torres Strait Islander & Aboriginal arts and culture 9. Cultural Heritage sites and artefacts, stories and histories recorded and owned by traditional custodians. 	<p>CLOSE THE LIFE EXPECTANCY GAP WITHIN A GENERATION</p> <p>HALVE THE GAP IN EMPLOYMENT OUTCOMES BETWEEN INDIGENOUS AND NON-INDIGENOUS AUSTRALIANS WITHIN A DECADE.</p>	<p>Indigenous working age population has the depth and breadth of skills and capabilities required for the 21st century labour market</p> <p>Indigenous communities are empowered to participate in policy making and program implementation</p> <p>Indigenous communities are represented through credible consultation / governance mechanism.</p>

1 Benefits are numbered according to the Program Map for each TSRA Program; benefits not directly contributing to Closing the Gap Targets are excluded

2 COAG National Indigenous Reform Agreement p7

3 Sourced from Schedule A, Closing the Gap in Indigenous Life Outcomes, COAG National Indigenous Reform Agreement pp A-17-19





TSRA Programs & Key Benefits contributing to COAG Closing the Gap Targets	COAG Closing the Gap Targets	Indigenous-specific Outcomes of COAG National Partnership Agreements
Native Title Program <ol style="list-style-type: none"> 1. Increased Legislation and policies beneficial and appropriate to the region 2. Increased legal recognition and enforcement of Native Title rights 3. Proponents more aware and educated 4. Empowered Native Title Holders through community negotiated agreements (providing training and other community benefits, validation of works, compensation, responsibility and control) 5. Maintenance and strengthening of cultural identity 7. Increased control of Torres Strait seas by traditional owners 8. Improved relationships between key government stakeholders and Native Title Holders 9. Strengthened community governance / political standing / authority of traditional owners and Prescribed Bodies Corporate. 	<p>CLOSE THE LIFE EXPECTANCY GAP WITHIN A GENERATION</p> <p>HALVE THE GAP IN EMPLOYMENT OUTCOMES BETWEEN INDIGENOUS AND NON-INDIGENOUS AUSTRALIANS WITHIN A DECADE.</p>	<p>Indigenous communities are empowered to participate in policy making and program implementation</p> <p>Indigenous communities are represented through credible consultation / governance mechanism</p> <p>Connecting the way government agencies work in remote areas (the governance of governments) and developing community capacity.</p>
Environmental Management Program <ol style="list-style-type: none"> 2. Improved understanding of island & marine environments 3. All communities have Land Use Plans in place 4. Improved community skills and capacity to cultivate food and other crops 5. Increased employment and sustainable economic development opportunities 6. Sensible and appropriate adaptation planning including for sea level rise 7. Reduced impact on environment by pests and weeds 9. Reduction in waste generation 10. Greater community self-sufficiency in food production 11. Increased Community based approach to sustainable fisheries and management of other natural resources in partnership with Government. 	<p>CLOSE THE LIFE EXPECTANCY GAP WITHIN A GENERATION</p> <p>HALVE THE GAP IN EMPLOYMENT OUTCOMES BETWEEN INDIGENOUS AND NON-INDIGENOUS AUSTRALIANS WITHIN A DECADE.</p>	<p>Indigenous communities are empowered to participate in policy making and program implementation</p> <p>Indigenous children's living environments are healthy</p> <p>Indigenous communities are represented through credible consultation / governance mechanism.</p>

TSRA Programs & Key Benefits contributing to COAG Closing the Gap Targets	COAG Closing the Gap Targets	Indigenous-specific Outcomes of COAG National Partnership Agreements
Governance & Leadership Program <ol style="list-style-type: none"> 1. Greater influence by elected Indigenous leaders in policy direction and performance monitoring of government service delivery in the Torres Strait 2. Improved understanding of service delivery in the Torres Strait informing policy direction for integrated service delivery 3. Prescribed Bodies Corporate have the capacity to manage their responsibilities effectively 4. Community members receiving satisfactory services through improved coordination in government service delivery 5. Increased confidence and skills of leaders and potential leaders with strong representation by younger people and women in leadership and management positions 6. Autonomous and self sustaining Prescribed Bodies Corporate 7. Improved relations and communication between communities, leaders and government. 	<p>CLOSE THE LIFE EXPECTANCY GAP WITHIN A GENERATION</p> <p>HALVE THE GAP IN EMPLOYMENT OUTCOMES BETWEEN INDIGENOUS AND NON-INDIGENOUS AUSTRALIANS WITHIN A DECADE.</p>	<p>Indigenous communities are empowered to participate in policy making and program implementation</p> <p>Indigenous communities are represented through credible consultation / governance mechanism</p> <p>Connecting the way government agencies work in remote areas (the governance of governments) and developing community capacity</p> <p>Indigenous young people successfully transition from school to work and / or further study.</p>
Healthy Communities Program <ol style="list-style-type: none"> 1. More affordable fresh produce available for communities 2. Communities have essential services and infrastructure to support healthy living environments, including water, safe and environmentally acceptable waste disposal, and renewable energy 3. Increased participation of people in healthy activities 5. Reduced incidence of chronic disease 6. Increase in number of healthy individuals 7. Reduced overcrowding 8. Increase in home ownership by Torres Strait Islander & Aboriginal residents. 	<p>CLOSE THE LIFE EXPECTANCY GAP WITHIN A GENERATION</p> <p>HALVE THE GAP IN MORTALITY RATES FOR INDIGENOUS CHILDREN UNDER FIVE WITHIN A DECADE</p>	<p>Indigenous Australians and those living in rural and remote areas or on low incomes achieve health outcomes comparable to the broader population</p> <p>Indigenous people remain healthy and free of preventable disease</p> <p>Indigenous children are born and remain healthy</p> <p>Children benefit from better social inclusion & reduced disadvantage</p> <p>Indigenous children's living environments are healthy</p> <p>Indigenous families live in appropriate housing with access to all basic utilities</p> <p>Indigenous people have improved housing amenity and reduced overcrowding.</p>





TSRA Programs & Key Benefits contributing to COAG Closing the Gap Targets	COAG Closing the Gap Targets	Indigenous-specific Outcomes of COAG National Partnership Agreements
Safe Communities Program <ol style="list-style-type: none">1. Improved response levels of current social services2. Appropriate / accessible proactive and reactive social support services available in / to communities3. Increased level of family and individual participation in family and community events (excluding births and deaths) and social support groups4. Increased skills development and employment of community members supporting and delivering social support5. Improved telecommunications:<ol style="list-style-type: none">a. Increased mobile phone coverageb. Increased broadband connectionc. Increased availability and operability of public phones6. Reduced reactive requests for social support services, increased use of proactive social support services7. Lower numbers of criminal matters involving families and children8. Communities have increased access to safe transport and emergency services.	<p>CLOSE THE LIFE EXPECTANCY GAP WITHIN A GENERATION</p> <p>HALVE THE GAP IN MORTALITY RATES FOR INDIGENOUS CHILDREN UNDER FIVE WITHIN A DECADE</p>	<p>Indigenous children and families are safe and protected from violence and neglect in their home and communities</p> <p>Breaking cycles of criminal behaviour and violence normalization</p> <p>Children benefit from better social inclusion & reduced disadvantage.</p>

GLOSSARY

ATSIS	Aboriginal and Torres Strait Islander Services
CDEP	Community Development Employment Projects Program
COAG	Council of Australian Governments
ILUA	Indigenous Land Use Agreement
MOU	Memorandum of Understanding
NPA	Northern Peninsula Area
NPARC	Northern Peninsula Area Regional Council
NTRB	Native Title Representative Body
PBC	Prescribed Body / Bodies Corporate
TSC	Torres Shire Council
TSI	Torres Strait Islander
TSIRC	Torres Strait Island Regional Council
TSRA	Torres Strait Regional Authority





