



Australian Government



TSRA

[www.tsra.gov.au](http://www.tsra.gov.au)

# Annual Report 2023–24



Segar Passi  
20/07/22

## Cover art

---

*Unity and Strength*, 2012 by Segar Passi

Material(s) original: Painting on Canvas

Notice of Custodial Interest of the Mer Island Community: The images in this artwork embody traditional knowledge of the Mer Island community. Dealing with any part of the images for any purpose that has not been authorised by the custodians is a serious breach of the customary laws of the Mer Island community and may also breach the *Copyright Act 1968*. For enquiries about permitted reproduction of these images, contact Segar Passi of Mer Island.



Torres Strait  
Regional Authority

# Annual Report **2023–24**







## About the report

This report outlines the operations, capability and performance of the Torres Strait Regional Authority (TSRA) for the financial year ending 30 June 2024.

It has been prepared in accordance with the provisions of section 46 of the *Public Governance, Performance and Accountability Act 2013* (PGPA Act), the Public Governance, Performance and Accountability Rule 2014 (PGPA Rule), and the Department of Finance Resource Management Guide No. 136: *Annual reports for corporate Commonwealth entities*. The list of requirements in Part 5 lists the information required by the PGPA Act and PGPA Rule and its location within the report.

This report can be found on the TSRA's website, [www.tsra.gov.au](http://www.tsra.gov.au), and on the Transparency Portal, [www.transparency.gov.au](http://www.transparency.gov.au).

ISSN: 1324-163X (Print)  
ISSN: 2652-9513 (Online)

© Commonwealth of Australia 2024

## Copyright notice



With the exception of the Commonwealth Coat of Arms, all material presented in this

document is provided under a Creative Commons Attribution 4.0 International (CC BY 4) licence available on the Creative Commons Australia website at <https://creativecommons.org/licenses/by/4.0>.

## Third-party copyright

Copyright for the original artwork and photos in this document remains with the owners of that material. Please seek their permission before using the material.

## Use of the Coat of Arms

The terms under which the Coat of Arms can be used are detailed on the Department of the Prime Minister and Cabinet website at <https://pmc.gov.au/cca>.

## Attribution

This publication should be attributed as follows:  
© Commonwealth of Australia, Torres Strait Regional Authority, *Annual Report 2023–24*

## Sacred matters

This report does not disclose any matters known by the TSRA to be held sacred by Torres Strait Islander or Aboriginal people.

This document may contain images of persons who have died since the annual report was prepared for tabling in Parliament. We apologise for any distress this may cause.

## Annual report team

The Strategic Policy Unit developed the *Annual Report 2023–24* with assistance from staff across the TSRA. Drafting was led by Caitlin Paton with Melinda Eades. We are grateful to all those who contributed information and provided clearance. Thank you also to our external designer, Elise Knotek of Stripe Design, and our editors Louise Forster and Rebecca Crannaforde of WordsWorth Writing.

## Contact us

Strategic Policy Unit  
Torres Strait Regional Authority  
PO Box 261, Thursday Island QLD 4875

Telephone: 07 4069 0700  
[strategicpolicyunit@tsra.gov.au](mailto:strategicpolicyunit@tsra.gov.au)







# Letter of transmittal

Senator the Hon Malarndirri McCarthy  
Minister for Indigenous Australians  
Parliament House  
CANBERRA ACT 2600

Dear Minister

I am pleased to present the Torres Strait Regional Authority (TSRA) annual report for 2023–24.

The TSRA Board is responsible for preparing the annual report and presenting it to you in accordance with section 46 of the *Public Governance, Performance and Accountability Act 2013* (PGPA Act). The TSRA Board approved this report at board meeting 149 on 11 September 2024.

The TSRA's annual performance statements, financial statements and Auditor-General's report on the financial statements have been prepared and included in the annual report as required by the PGPA Act. In the board's opinion, the report is based on properly maintained records and accurately reflects the TSRA's performance against our purpose and performance measures set out in our *Corporate Plan 2023–24*.

As required by section 144ZB of the *Aboriginal and Torres Strait Islander Act 2005*, the report also contains details of grants made by the TSRA, as well as the engagement of consultants, during the reporting period.

I commend this report to you as a record of the TSRA's achievements and compliance, and request that you present it to the Parliament in accordance with section 46(1) of the PGPA Act. I acknowledge the commitment of the TSRA Administration's employees to Closing the Gap in the Torres Strait Region.

Yours sincerely

Napau Pedro Stephen AM  
Chairperson

11 September 2024







# Acknowledgement of Country

The Torres Strait Regional Authority pays respect to the Traditional Owners and Custodians of the lands and waters on which we work.

We honour the resilience and continuing connection to land and sea country, culture and community of all Torres Strait Islander and Aboriginal peoples across Australia.

We recognise the decisions we make today will impact the lives of generations to come.







# Contents

Part 1: Overview	1
Chairperson's review	2
Acting Chief Executive Officer's review	4
Our organisation	6
Responsible minister	9
Accountable authority	9
TSRA Administration	17
Part 2: Annual performance statements	23
Statement of preparation	24
Performance overview	25
Performance results	28
Part 3: Financial statements	61
Independent auditor's report	62
Financial statements	64
Notes to the financial statements	70





Part 4: Report on other requirements	93
Statement on governance	94
Audit Committee	98
Governance framework for the TSRA Board	99
Ministerial directions and government policy orders	100
Risk	100
External scrutiny	101
Significant activities and changes affecting the entity	101
People	102
Executive remuneration	107
Grants	110
Consultants	112
Statement of compliance with the Commonwealth Child Safe Framework	114
Advertising campaigns and market research	115
Environmental sustainability	115
Emissions reporting	116
Part 5: Abbreviations and requirements	119
List of abbreviations	120
List of requirements	122
Index	125









# Part 1:

**Overview**



## Chairperson's review

In my final term as Chairperson, I am pleased to present the Torres Strait Regional Authority (TSRA) *Annual Report 2023–24* during our 30-year Pearl Anniversary.

Thirty years ago, a vision for a voice from the Torres Strait became reality when the TSRA was established on 1 July 1994. Since then, the TSRA has delivered significant outcomes, including funding more than \$300 million towards major infrastructure and helping facilitate 28 Native Title determinations. We opened the region's leading arts and culture facility, the Gab Titui Cultural Centre, 20 years ago in 2004, and established our world-class ranger program in 2009.

These achievements are part of the TSRA's story and enduring legacy.

Beyond the pages of this annual report, I am proud of the dedication and commitment of the TSRA Board and TSRA Administration. In particular, I would like to warmly acknowledge the TSRA's longest serving staff – Patricia David, Noramah Bin Doraho, Rita Dorante and Bonita Yamashita – for their 30 years of service.

The TSRA Board and TSRA Administration continued serving our communities with unwavering commitment and resilience amid significant change during the 2023–24 reporting period. This year, former Chief Executive Officer Vonda Malone resigned to accept a new appointment as a member of the Queensland Government's Truth-telling and Healing Inquiry. I acknowledge the efforts of Acting Chief Executive Officer Charlie Kaddy since May 2024. In a short period of time, he has led positive outcomes and partnerships for our organisation and region.

TSRA engagements, including with the Ambassador for First Nations People, Justin Mohamed, and a First Nations delegation from Taiwan, have reaffirmed our place in national and international dialogue. At a local level, we have also worked hard to reconnect and strengthen relationships with local government following council elections. All levels of government must work together to progress shared priorities and aspirations for our region, including on climate change and cost of living. This is crucial with the Torres Strait on the frontline of climate change in this nation, with waters rising at 3 times the global average.





Our efforts included facilitating a climate change roundtable on Thursday Island and funding towards the Poruma seawall. The seawall officially opened in January 2024 as part of the \$40 million Stage 2 seawalls program of coastal protection works across 5 islands (Boigu Island, Poruma Island, Iama Island, Masig Island and Warraber Island).

Over the past 12 months, our advocacy has included ministerial meetings on priorities from health and housing to telecommunications. As the only part of Australia with an active international border, we continue to raise awareness about our region's strategic importance to Australia and the Pacific.

Our important work aligns with the *TSRA Torres Strait Development Plan 2023–2028*, which launched the TSRA's new vision: Yumi pasin – yumi Ailan Kastom. Strong in culture, unified partnerships to achieve a sustainable future. The plan is the result of consultation led by the TSRA Board, including 17 community consultations and over 300 stakeholder engagements. This sets a refreshed course for the TSRA, guided by the aspirations of our communities towards self-determination, economic opportunities and regional governance. It directs efforts towards key strategic pillars: strong regional partnerships and governance; globally resilient communities; and growing sustainable economies.

In November, the 4-year term for the current TSRA Board will come to an end. After serving 12 years with the TSRA Board, including 8 years as Chairperson, I have decided to retire at the next board election. It has been my lifelong passion to serve our people, from my early career in the Navy and biosecurity, to elected roles as Torres Shire Council Mayor and TSRA Chairperson.

I would like to take this opportunity to extend my sincere gratitude to all past and present TSRA Board members and staff and the communities we serve. I acknowledge our forefathers who have led the way, including those who are no longer with us but whose legacy lives on. Leadership in the Torres Strait is built upon strong foundations laid by our ancestors who fought for the rights of people and place.

Historic actions such as the 1936 Maritime Strike by Torres Strait Islander workers and the 1937 First Island Councillors Meeting, through to the nation-shaping Mabo Case led by Eddie Koiki Mabo and other Mer Islanders, continue to shape who we are.

The TSRA was created by our people, for our people of Zenadth Kes (Torres Strait), 30 years ago. Like the continuous circle shape of the pearl, our story and work do not end within the pages of this government report. Our achievements provide the platform for the next generation of leaders to take the Torres Strait forward to a new frontier for investment, opportunity and excellence.

Napau Pedro Stephen AM  
Chairperson

Poruma seawall opening  
Photo TSRA







## Acting Chief Executive Officer's review

It was a privilege and honour to commence in the role of Acting Chief Executive Officer in late May 2024.

Thank you to TSRA Chairperson Napau Pedro Stephen AM, the TSRA Board, and former Minister for Indigenous Australians the Hon Linda Burney MP for entrusting me with this important role. I look forward to working with the new Minister, Senator the Hon Malarndirri McCarthy, on priorities for our region.

The year in review was a period of significant change and transition, including the departure of former Chief Executive Officer Vonda Malone.

I see the strength and resilience of our communities, culture and workforce, including 4 local staff – all inspiring women – who have been with the TSRA since day one. Along with our Chairperson, I too acknowledge their dedication and years of service.

The TSRA is one of the most remote Australian Public Service agencies and the lead Commonwealth agency for Indigenous Affairs in the region, servicing 17 island communities and the Northern Peninsula Area communities of Bamaga and Seisia.

This report provides a snapshot of our organisation's activities, achievements and outcomes from 1 July 2023 to 30 June 2024. In the 2023–24 reporting period:

- More than 90 local participants attended You Sabe Business workshops to progress their business aspirations.
- We awarded 12 scholarships, and supported another 32 students to experience leadership opportunities on the mainland, to help students pursue their potential and future careers.
- Our world-class ranger program went from strength to strength, including a record number of female rangers.
- We continued to keep culture strong, including through our Gab Titui Cultural Centre, which celebrated its 20th anniversary in April.
- The TSRA worked hard to foster new partnerships and strengthen existing relationships, including through 4 new memorandums of understanding.



One of my aims during my time in the role is to ensure that the TSRA is a place where staff can enjoy work and make a difference in our communities. Succession planning and career development for local people is a key priority for me. I will continue to look at opportunities for local staff to transition into leadership positions. A big thank you to TSRA staff for their resilience and commitment to the important work we do.

We are also taking steps to modernise and update our approach to information sharing with our communities, with a refreshed website and stronger focus on social media, so we can better connect with families and communities.

I would also like to acknowledge our current TSRA Board members for their efforts during their 4-year term. In particular, I give thanks to TSRA Chairperson Napau Pedro Stephen AM for his outstanding leadership. He has dedicated 12 years of service to the TSRA Board, including 2 terms as Chairperson. His wisdom, guidance and care have helped shape our region and will continue to pave the way forward for the TSRA into the future. We wish him the very best during his well-deserved retirement at the conclusion of the Board's current term in November 2024.

Charlie Kaddy  
Acting Chief Executive Officer

More than 90 local participants attended YouSabe Business workshops to progress their business aspirations.





# Our organisation

## Vision

Yumi pasin – yumi Ailan  
Kastom. Strong in culture,  
unified partnerships to  
achieve a sustainable future.

Torres Strait Creole and English

Meriba tonar, merbi gedira  
tonar a merbi areriba  
tonar batkapda a bakeli  
au kelakela beli iako mi  
kikemem nabakiawar.

Meriam Mir

Ngalpun pawa a danalayg  
matha kaymel bangal.

Kala Lagaw Ya

Ngalpan mina Pawa a  
Ngalpan mina Igililnga.  
Ngaru bangal urapun.

Kalaw Kawaw Ya

Moonrise over  
Maizab Kaur  
Photo TSRA







## Purpose

The TSRA's purpose is to progress towards Closing the Gap for Torres Strait Islander and Aboriginal people living in the Torres Strait region through development planning, coordination, sustainable resource management, and preservation and promotion of Indigenous culture.

## Role

The TSRA is a statutory body and corporate Commonwealth entity established to represent the interests of Torres Strait Islander and Aboriginal people living in the Torres Strait region, including the Northern Peninsula Area of Far North Queensland. Led by a 100% Torres Strait Islander and Aboriginal elected board, the TSRA has responsibilities to develop policy, implement programs and coordinate service delivery for the benefit of the Torres Strait Islander and Aboriginal people of the region.

## Legislation

The TSRA was established under the *Aboriginal and Torres Strait Islander Commission Act 1989* and is enabled by the *Aboriginal and Torres Strait Islander Act 2005* (ATSI Act).

Section 3 of the ATSI Act recognises the past dispossession and dispersal of Torres Strait Islanders and Aboriginal people and their present disadvantaged position in Australian society. The objects of the Act are to:

- ensure the maximum participation of Torres Strait Islander and Aboriginal people in making and implementing government policies that affect them
- promote self-management and self-sufficiency among Torres Strait Islander and Aboriginal people

- further the economic, social and cultural development of Torres Strait Islander and Aboriginal people
- ensure coordination between Commonwealth, state, territory and local governments when making and implementing policies that affect Torres Strait Islander and Aboriginal people, without detracting from state, territory or local government responsibilities to provide services.

## Functions

The functions of the TSRA, as set out in the ATSI Act, are to:

- recognise and maintain the special and unique Ailan Kastom of Torres Strait Islanders
- formulate and implement programs for Torres Strait Islander and Aboriginal people living in the Torres Strait region, and monitor the effectiveness of those programs as well as programs conducted by other bodies
- develop policy proposals to meet national, state and regional needs and priorities of Torres Strait Islander and Aboriginal people living in the Torres Strait region
- assist, advise and cooperate with Torres Strait Islander and Aboriginal communities, organisations and individuals at national, state and regional levels
- advise the Minister for Indigenous Australians on
  - / matters relating to Torres Strait Islander and Aboriginal affairs in the Torres Strait Region
  - / the coordination of the activities of other Commonwealth bodies that affect Torres Strait Islander and Aboriginal people living in the Torres Strait region
- provide information or advice to the Minister upon request





- take reasonable action as it considers necessary to protect Torres Strait Islander and Aboriginal sacred or significant information relating to the Torres Strait region
- collect and publish statistical information relating to Torres Strait Islander and Aboriginal people living in the Torres Strait region, at the request of, or with agreement of, the Australian Bureau of Statistics (but not otherwise)
- conduct other functions conferred on the TSRA by the ATSI Act or any other Act, or by a state or territory law, subject to written approval by the Minister
- undertake research necessary to enable us to undertake our other functions
- do anything else incidental or conducive to performing our other functions.

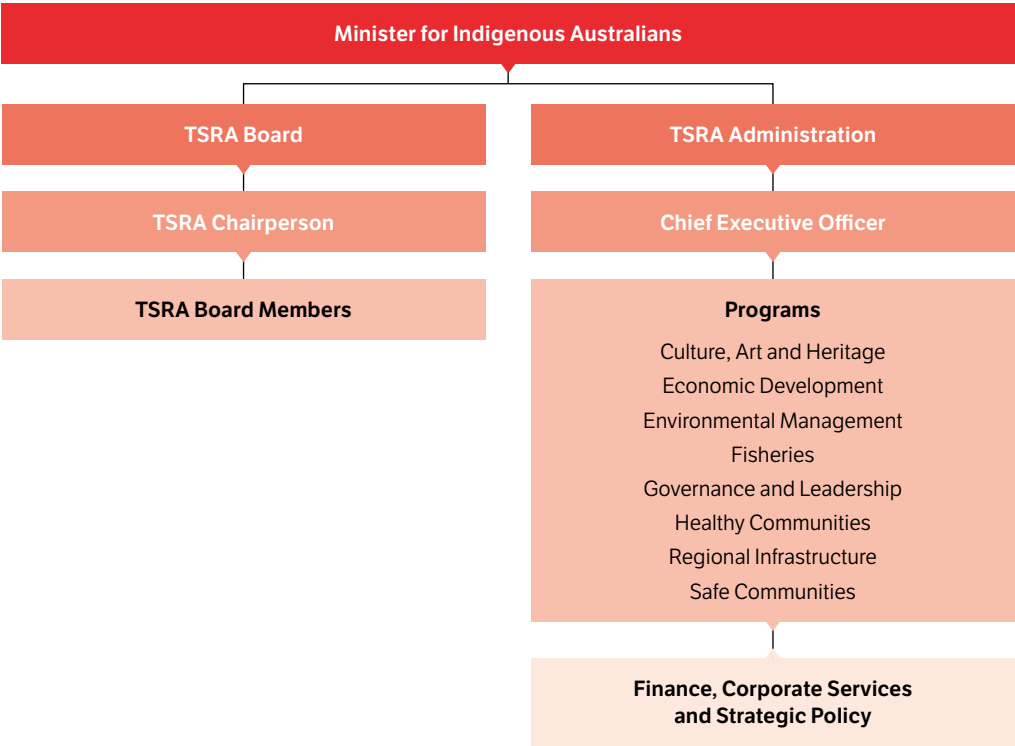
### Structure and location

Under our legislation, the TSRA is divided into 2 arms, as shown in Figure 1.1.

The first is the elected board, which sets the TSRA's strategic direction and is our accountable authority under the *Public Governance, Performance and Accountability Act 2013* (PGPA Act). The second is the TSRA Administration, a public service agency that delivers TSRA programs across the Torres Strait region. Both arms report to the Minister for Indigenous Australians.

Figure 1.2, on pages 20–21, shows the locations of TSRA Board electorates and TSRA Administration offices.

Figure 1.1: Organisational structure at 30 June 2024





## Responsible minister

The Hon Linda Burney MP, Minister for Indigenous Australians, was the minister responsible for the TSRA throughout 2023–24.

## Accountable authority

### TSRA Board

The activities of the TSRA Administration are overseen by our accountable authority, the TSRA Board. The TSRA Board consists of 20 elected members who are Torres Strait Islander or Aboriginal people living in the region. They are elected every 4 years by

their individual communities in accordance with Division 5 of the ATSI Act. The board determines the TSRA's strategic vision, policies and budget allocations, and is the political arm of the TSRA.

### Officeholders

The Chairperson, Deputy Chairperson and Alternate Deputy Chairperson positions on the TSRA Board are filled by a formal nomination and ballot of the board members, a process overseen by the Australian Electoral Commission. The following officeholders were appointed in February 2021:

- Chairperson – Napau Pedro Stephen AM
- Deputy Chairperson – Horace Baira
- Alternate Deputy Chairperson – John Paiwan.

### Members and meetings

Table 1.1 lists the TSRA Board members, and details their qualifications, experience and meetings attended in 2023–24. All members of the board are non-executive members and served on the board throughout 2023–24.



Under section 144E of the ATSI Act, the TSRA Board Chairperson is required to convene at least 4 board meetings each year, and may convene special board meetings to enable the TSRA to effectively carry out its functions. The board met 8 times in 2023–24.







Table 1.1: Board members and meeting attendance




Name and position	Experience and qualifications	Meetings attended
<p><b>Napau Pedro Stephen AM</b></p> <p><i>Ugar aemle descendant of the Magamram tribe of Mer</i></p> <p>Member for Port Kennedy Chairperson</p> 	<p>Mr Stephen is in his third term as a board member and his second term as Chairperson.</p> <p>The key issues of concern for Mr Stephen are housing and home ownership, unemployment, health, domestic violence and climate change. He will continue to advocate for increasing the wealth of the region through developing local industries and jobs, and for supporting community organisations with service delivery.</p> <p>During his term, Mr Stephen would like to provide strong leadership that promotes honesty, loyalty and outstanding customer service. He will continue his work to establish a single regional governance authority in the Torres Strait and the Northern Peninsula Area, to provide effective and efficient governance with a model of hope and security in line with social and economic independence for people living in the Torres Strait.</p> <p>Mr Stephen has over 40 years of extensive experience in executive leadership and management with Australian Government and state and local government agencies and community organisations. He is a former Mayor of the Torres Shire Council and served the community for 20 years in that role. He is an ordained minister of religion and a member of the Port Kennedy Association.</p>	7/8
<p><b>Horace Baira</b></p> <p>Member for Badu Deputy Chairperson</p> 	<p>Mr Baira is in his second term as a member of the TSRA Board.</p> <p>Mr Baira's key concerns are the effectiveness of integrated service delivery between stakeholders in the Torres Strait and Northern Peninsula Area region, and the allocation of resources and fit-for-purpose infrastructure to improve livelihoods and enhance community and economic development.</p> <p>Mr Baira has a strong commitment to developing and improving policies and programs for the Torres Strait and Northern Peninsula Area communities, working towards a safe and healthy region with a strong economy while conserving Ailan Kastom and the region's pristine environment.</p> <p>Mr Baira is a director of Zenadth Kes Fisheries Limited (ZKF), a former member of the Torres and Cape Hospital and Health Service Board, and a former Badu councillor on the Torres Strait Island Regional Council (TSIRC). He has experience in environmental health, community management, rural and remote operations, and small business management.</p>	6/8

Continued over the page





Table 1.1: Board members and meeting attendance (continued)




Name and position	Experience and qualifications	Meetings attended
<b>John Paiwan</b> Member for St Pauls Alternate Deputy Chairperson 	<p>Mr Paiwan is in his second term as a member of the TSRA Board.</p> <p>Mr. Paiwan is focused on enhancing critical infrastructure, including health and marine facilities, within communities. He is committed to promoting affordable home ownership for residents, supporting the training and employment of residents, and fostering small business and economic development in the region.</p> <p>To achieve these objectives, Mr. Paiwan will continue to collaborate with key stakeholders, service providers, and local organizations to address and support community concerns.</p> <p>With 16 years of experience in local government, Mr. Paiwan holds a Diploma of Leadership and Management, a Diploma of Business, a Certificate IV in Occupational Health and Safety, and a Certificate IV in Accounting and Bookkeeping.</p>	7/8
<b>Tailisa Yusia</b> Member for Bamaga 	<p>In her first term, Ms Yusia brings a wealth of knowledge to her role on the TSRA Board.</p> <p>Ms Yusia wants to ensure that strong cultural frameworks and policies are in place, as a way of guaranteeing strong, accountable leadership in the community. She also wishes to deliver more holistic health services for the community, including social and emotional wellbeing, with youth mental health becoming an emerging issue.</p> <p>Another key focus for Ms Yusia is developing infrastructure projects and housing, and building capacity for communities to meet the economic opportunities that accompany development.</p> <p>Ms Yusia holds a Master of Social Work, a Bachelor of Business, a Bachelor of Community Services, a Certificate IV in Governance and a Certificate IV in Training and Assessment. Her qualifications and management experience have led her to focus on working collaboratively with the TSRA Board and community members to better understand legislation and its impacts on the community.</p>	3/8
<b>Dimas Toby</b> Tribe – Koey Buai Totem – Dhoeybau Augadhalaig Member for Boigu 	<p>In his first term, Mr Toby brings a wealth of experience to the TSRA Board, including experience working in the TSRA Land and Sea Management Unit, 12 years of working in local government and 7 years of working in the Australian Public Service.</p> <p>Mr Toby has a strong commitment to developing local employment opportunities and establishing small businesses. He believes that providing local training and capacity-building opportunities in the local job market will increase the ability to self-determine and self-govern in the Torres Strait region. Mr Toby is keen to focus on more proactive steps to help community.</p> <p>Mr Toby holds a Certificate IV in Leadership Management and Administration. Mr Toby is Councillor for Boigu Island on the TSIRC, and Chair of Malu Ki'ai (Torres Strait Islanders) Corporation RNTBC.</p>	8/8

Continued over the page





Table 1.1: Board members and meeting attendance (continued)

Name and position	Experience and qualifications	Meetings attended
<b>Patrick Mooka</b> Member for Dauan 	<p>In his first term, Mr Mooka brings a broad skillset to his role on the TSRA Board.</p> <p>Mr Mooka believes it is key to work in partnership with stakeholders to achieve the best outcomes. His strategic vision for Dauan is to establish a strong traditional cultural framework to be embedded within community, and to empower the next generation.</p> <p>Mr Mooka wants the voice of community to be heard and will work with the TSRA Board to ensure that policies accurately reflect the needs of community.</p> <p>Mr Mooka is a member of ZKF, which complements his desire to work with community to identify marine infrastructure projects. He holds Certificates II and III in Tourism, and a Marine Engine Driver Certificate II.</p>	8/8
<b>Jimmy Gela</b> <i>Erubam Le, descendant of the Peiudu, Sumsep and Meruam tribes of Erub</i> Member for Erub 	<p>Mr Gela is in his second term as a member of the TSRA Board.</p> <p>Mr Gela is interested in maintaining the coastal and upper regions of Erub Island, and preserving the island from further erosion, which includes a focus on roads and drainage. He wishes to work with the state government and police to address criminal activities within the wider region.</p> <p>Mr Gela strives to meet the aspirations and priorities of the people in his community and the surrounding region. He also wishes to mentor young adults, to inspire them to follow their own leadership journeys. He would like to see all tiers of government maintain working relationships with Native Title holders that support the betterment and growth of people and community, acknowledging cultural laws and values.</p> <p>Mr Gela is Chairperson of Erubam Le Traditional Land and Sea Owners (Torres Strait Islanders) Corporation RNTBC and a former TSIRC Councillor for Erub. Mr Gela holds a Certificate IV in Local Government, which further drives his passion to enact change.</p>	5/8
<b>Seriako Dorante</b> Member for Hammond 	<p>Mr Dorante is in his second term as a member of the TSRA Board.</p> <p>As a board member, Mr Dorante supports decisions that better the strategic aspiration of improving the lifestyles and wellbeing of all Torres Strait Islander and Aboriginal people living in the region.</p> <p>Mr Dorante is Councillor for Kirirri on the TSIRC and a member of ZKF. He previously served as Deputy Chairperson of the Hammond Island Council.</p>	5/8




Continued over the page










Table 1.1: Board members and meeting attendance (continued)

Name and position	Experience and qualifications	Meetings attended
<b>Charles David</b> Member for Iama 	<p>In his first term, Mr David brings to the TSRA Board a passion for the environment, from his background in sustainable traditional and commercial fishing.</p> <p>His key areas of focus include environmental conservation, sustainability of resources and support of infrastructure projects that create employment opportunities within the communities across the region.</p> <p>Mr David is President of the Iamalgal Fisheries Association Corporation, and a member of the Fisheries Advisory Committee and ZKF.</p>	7/8
<b>Danie Savage</b> Member for Kubin 	<p>In her first term, Ms Savage brings a unique skill set to her role on the TSRA Board.</p> <p>Ms Savage wants to continue her advocacy for overcrowding and other housing issues and ensure that outcomes are achieved within the TSRA's Healthy Communities Program. Ms Savage believes that she is in the best position to address the needs of community, by aligning their concerns with the framework laid out by the <i>Torres Strait and Northern Peninsula Area Regional Plan 2009–2029</i>.</p> <p>As a member of the 2017 Torres Strait Women's Leadership Program, Ms Savage wants to empower women within the community to take on opportunities and leadership roles.</p> <p>Ms Savage has over 14 years of experience working for local government. She also holds a Diploma in Education and a Dual Diploma in Business and Administration. Her commitment to empowering her community is matched by her desire to make a difference for all people of the Torres Strait region.</p>	8/8
<b>Cygnnet Repu</b> Member for Mabuyag 	<p>Mr Repu is in his second term as a member of the TSRA Board.</p> <p>His key issues of concern for the Torres Strait are housing, children's welfare, cultural hunger, community unity, travel and transport.</p> <p>He will engage the support of the community, believing that what is best for the Torres Strait should be identified by its people, and that minimising the effects of cultural challenges depends on identifying their impacts and gaining skills to effectively overcome them.</p> <p>Mr Repu's main focuses are land, families, language and nations.</p> <p>Mr Repu is Chairperson of the Goemulgaw Kod, a local cultural organisation on Mabuyag. He is also Chairperson of the Torres Strait Traditional Languages Association Committee. He is an experienced culturalist who has presented overseas and is passionate about acquiring other skills.</p> <p>Mr Repu received various awards during his 20-year service with Biosecurity Australia and will draw on that experience during his term.</p>	7/8

Continued over the page



Table 1.1: Board members and meeting attendance (continued)

Name and position	Experience and qualifications	Meetings attended
<b>Hilda Mosby</b> Member for Masig 	<p>Ms Mosby is in her third term on the TSRA Board.</p> <p>The primary focus for Ms Mosby has been delivering outcomes for education, health, justice, fisheries and Native Title in her community of Masig. Of key concern to Ms Mosby is the impact of coastal erosion on low-lying Torres Strait communities, including her own community. She will advocate for an integrated approach to addressing coastal erosion issues by the relevant Australian Government and Queensland Government agencies.</p> <p>Ms Mosby is passionate about the preservation of Torres Strait culture through language, music and art.</p> <p>Ms Mosby has more than 20 years of experience as a Biosecurity Officer in the Australian Public Service and was employed as Senior Housing Officer for the TSIRC and is a former TSIRC Councillor for Masig.</p>	7/8
<b>Bob Kaigey</b> <i>Meriam Le descendant of the Komet Tribe of Mer</i> Member for Mer 	<p>In his first term, Mr Kaigey brings passion to his role on the TSRA Board.</p> <p>Previously, Mr Kaigey has worked for an organisation specialising in delivering psychological and counselling services to remote and rural areas of Australia, focusing on the social and emotional wellbeing of Torres Strait Islander and Aboriginal people.</p> <p>Mr Kaigey's strong dedication to serving the community is further strengthened by his qualifications, including a Diploma in Community Leadership and Management and a Graduate Diploma in Health Promotion. Mr Kaigey is the TSIRC Councillor for Mer.</p>	8/8
<b>Yen Loban</b> Member for Ngurapai and Muralag 	<p>Mr Loban is in his third term on the TSRA Board.</p> <p>His primary concerns are the lack of basic service infrastructure on Muralag, and the low level of support provided to the ongoing development of Ngurapai and the outer islands.</p> <p>Mr Loban will work to ensure that communities have a supply of healthy drinking water, a constant supply of power, and safe housing. He hopes to influence TSRA programs to focus on equity in the provision of services that benefit all communities in the region. He would also like to see an improvement in access to health services and education.</p> <p>Mr Loban believes that the TSRA needs to work collaboratively with different levels of government to best deliver for community.</p> <p>Mr Loban is a director of the Torres Strait Co-operative Society Limited and ZKF and was Mayor of the Torres Shire Council for 2 years.</p>	7/8

Continued over the page



Table 1.1: Board members and meeting attendance (continued)




Name and position	Experience and qualifications	Meetings attended
<b>Nicholas Pearson</b> Member for Poruma 	<p>In his first term, Mr Pearson brings to the TSRA Board a commitment to sea and marine management, from his experience as a sole trading commercial fisherman.</p> <p>He has a strong interest in environmental management, community housing, and promoting health and wellbeing to members of the Poruma community.</p> <p>Mr Pearson wishes to achieve better outcomes for his community by working in collaboration with stakeholders and putting a strong emphasis on communication and risk management. He believes an improved waste management system should be a priority.</p> <p>Mr Pearson is a member of ZKF and holds a Certificate III in Civil Construction.</p>	3/8
<b>Chelsea Aniba</b> Dhoeybaw Tribe Koey Buway, Saibai Island Mura Buway Member for Saibai 	<p>Miss Aniba is in her third term as a member of the TSRA Board after being re-elected in a by-election in July 2022.</p> <p>Miss Aniba has established a public profile through her involvement in radio broadcasting for the past 8 years and her membership of the Torres Strait Islander Media Association Board.</p> <p>As Assistant Portfolio Member for Safe Communities, Miss Aniba advocates for working with non-government organisations to help women, children and families. Her key concerns are coastal erosion and rising sea levels, employment and economic development opportunities for local families, legal advocacy, and education.</p> <p>Miss Aniba has qualifications in leadership, business and management, governance, radio broadcasting and social housing. She is a graduate of the Torres Strait Leadership Program and the Australian Rural Leadership Program. She is currently studying for her Bachelor of Laws and believes having legal knowledge is vital when being in a leadership position of decision-making.</p>	7/8
<b>Karyn Watson</b> Dhoeybaw clan of Dauan Island and Samu, Koedal clans of Saibai Island Member for Seisia 	<p>In her first term, Ms Watson brings to the TSRA Board extensive skills and knowledge of the corporate sector, including prior experience on other boards.</p> <p>Ms Watson has a key focus on preventative health and ensuring that specific gaps in the health care system are identified and addressed through reviews and recommendations. She highlights a need for more services in community for housing, alcohol and drug support.</p> <p>Ms Watson has a strong connection to her community and wants to perform her duties to a high standard and to the best of her ability.</p> <p>Ms Watson has experience working in the primary health care sector and holds tertiary qualifications in primary health care and corporate governance. She brings a pragmatic approach to the TSRA Board and wants a continuation of community engagement to address the needs that are raised.</p>	4/8

Continued over the page





Table 1.1: Board members and meeting attendance (continued)

Name and position	Experience and qualifications	Meetings attended
<b>Sereako Stephen</b> <i>Ugar amle descendant of Magaram tribe of Mer</i> <b>Member for TRAWQ</b> 	<p>Mr Stephen is committed to serving and representing the Torres Strait Islander and Aboriginal people in his community.</p> <p>He will use his term to strongly advocate and continue to Close the Gap 'from disparity to parity' under the 4 priority reform areas of the National Agreement on Closing the Gap.</p> <p>Mr Stephen will work with the TSRA Board and administration to ensure that programs are implemented in his community by addressing both the original 'building blocks' of the initial Closing the Gap initiative and the new socioeconomic target areas identified under the national agreement.</p>	5/8
<b>Rocky Stephen</b> <b>Member for Ugar</b> 	<p>Mr Stephen is in his third term as a member of the TSRA Board.</p> <p>Mr Stephen is a traditional inhabitant member of the Protected Zone Joint Authority, as the Kemer Meriam Representative on the Finfish Working Group, Finfish Resource Assessment Group, and Torres Strait Prawn Management Advisory Committee. He is also a member of ZKF.</p> <p>Mr Stephen looks forward to working closely with fellow members of the TSRA Board in addressing the various issues in the region, such as marine infrastructure, climate change and regional governance, as well as some key issues for his community, such as dredging, ferry and helicopter services to improve service delivery by air and sea.</p> <p>Mr Stephen brings a wealth of experience in serving the community, including his involvement in several community boards and committees in the region and over 15 years of working in government.</p>	7/8
<b>Iris Billy</b> <b>Member for Warraber</b> 	<p>Mrs Billy is a proud Torres Strait Islander woman living in the nation of Zenadth Kes. In her first term, she brings to the TSRA Board a strong commitment to her community and is honoured to serve them.</p> <p>She is a passionate advocate for women taking leadership positions, especially in governance roles driving changes in social justice, encouraging youth in leadership and supporting cultural heritage, for her community and the nation of Zenadth Kes.</p> <p>Mrs Billy has a solid leadership background in diverse voluntary roles and has always been an Indigenous voice to support Torres Strait Islander and Aboriginal people through education, employment and training opportunities; quality health and wellbeing services; social justice; and leadership and governance.</p> <p>Mrs Billy was an inaugural graduate of the Torres Strait Women's Leadership Program and is currently undertaking the Australian Rural Leadership Program.</p>	8/8



# TSRA Administration

The people of the TSRA Administration are employed under the *Public Service Act 1999* and led by our Chief Executive Officer, who is a statutory appointee.

The TSRA operates solely in Queensland, with 93% of our employees based in the Torres Strait, and 7% in a small office in Cairns. Figure 1.2, on pages 20–21, shows our office locations. Our staffing profile is discussed further in the 'People' section in Part 4.

The TSRA's work is spread across 8 program areas, all led by Executive Level 2 officers, supported by our Finance, Corporate Services and Strategic Policy teams.

## Culture, Art and Heritage Program

This program works to protect, promote, revitalise and maintain Torres Strait Islander and Aboriginal traditions and cultural heritage. The program's activities include keeping local languages and culture alive; providing opportunities to expand the region's arts industry; and providing education on and preservation of cultural heritage. The program also works on protecting copyright and intellectual property rights and supporting community celebrations of culture through workshops, festivals and exhibitions.

## Economic Development Program

This program works to enhance the Torres Strait region's wealth by creating sustainable industries and increasing employment opportunities for Torres Strait Islander and Aboriginal people equivalent to the wider

Australian community. The program does this through providing business training, loans and grants and identifying new training and employment opportunities. The program also works to support increased home ownership and promote sustainable economic projects to increase employment.

## Environmental Management Program

This program works to protect the ecological complexity and biodiversity of the Torres Strait region, and the strong and enduring connection of Torres Strait Islander people to their islands and sea country. The program undertakes land and sea planning and operations activities, including turtle and dugong management, biodiversity planning and management, and water quality monitoring. The program also works in partnership with Traditional Owners, Registered Native Title Bodies Corporate and Prescribed Bodies Corporate to maintain Indigenous Protected Areas and traditional ecological knowledge, and to undertake community planning and engagement through our externally-funded Torres Strait Indigenous Ranger Project.

## Fisheries Program

This program aims to enhance the region's wealth by managing and maintaining sustainable fishing industries and increasing employment and economic opportunities for Torres Strait Islander and Aboriginal people. The work is progressing towards 100% Indigenous ownership of the region's





fisheries and undertaking work to increase the capacity of Indigenous fishers to participate in commercial fishing. The program manages the lease-out of unused Torres Strait fisheries quotas, and supports the TSRA and community in the Protected Zone Joint Authority (PZJA) management process. The program also supports research into Torres Strait fisheries and assists with community communication across the region.

## Governance and Leadership Program

This program is focused on providing effective and transparent governance, while promoting strong leadership in the region. Work to support this outcome includes delivering secretariat services to the TSRA Board, Audit Committee and Programme Steering Committee, and engaging effectively with Torres Strait communities and federal, state and local government representatives. The program creates regional leadership capability through targeted leadership development opportunities and supports regional media and communication activities through a grant program.

## Healthy Communities Program

Through this program, the TSRA works to improve the health and wellbeing of Torres Strait Islander and Aboriginal families and individuals residing in the Torres Strait and Northern Peninsula Area region. The program does this by contributing to health policy and grant delivery in the region; contributing funding to the delivery of essential services to support healthy communities; and supporting preventative health and wellbeing initiatives, including sport and recreation activities.

## Regional Infrastructure Program

This program works in partnership, to drive the effective and efficient management of the Major Infrastructure Programme and Major Infrastructure and Other Projects Trust activities. This work includes collaborating with stakeholders to identify critical infrastructure needs for the region, and advocating with federal, state and local governments for investment to align with our regional infrastructure needs. The program empowers local communities by maximising Torres Strait Islander and Aboriginal employment on Major Infrastructure Programme project sites and advocating for adequate, culturally appropriate, and affordable housing. The program also supports safe and accessible community infrastructure and land and sea communication systems.

## Safe Communities Program

This program aims to create and maintain safe, healthy, respectful and progressive communities, based on cultural, Ailan Kastom and Aboriginal traditions. The program manages grants and contributes to policy development by shaping regional planning and service delivery to address community and domestic safety issues. The program also supports the delivery of non-mainstream community and social support services, including capacity building in communities.

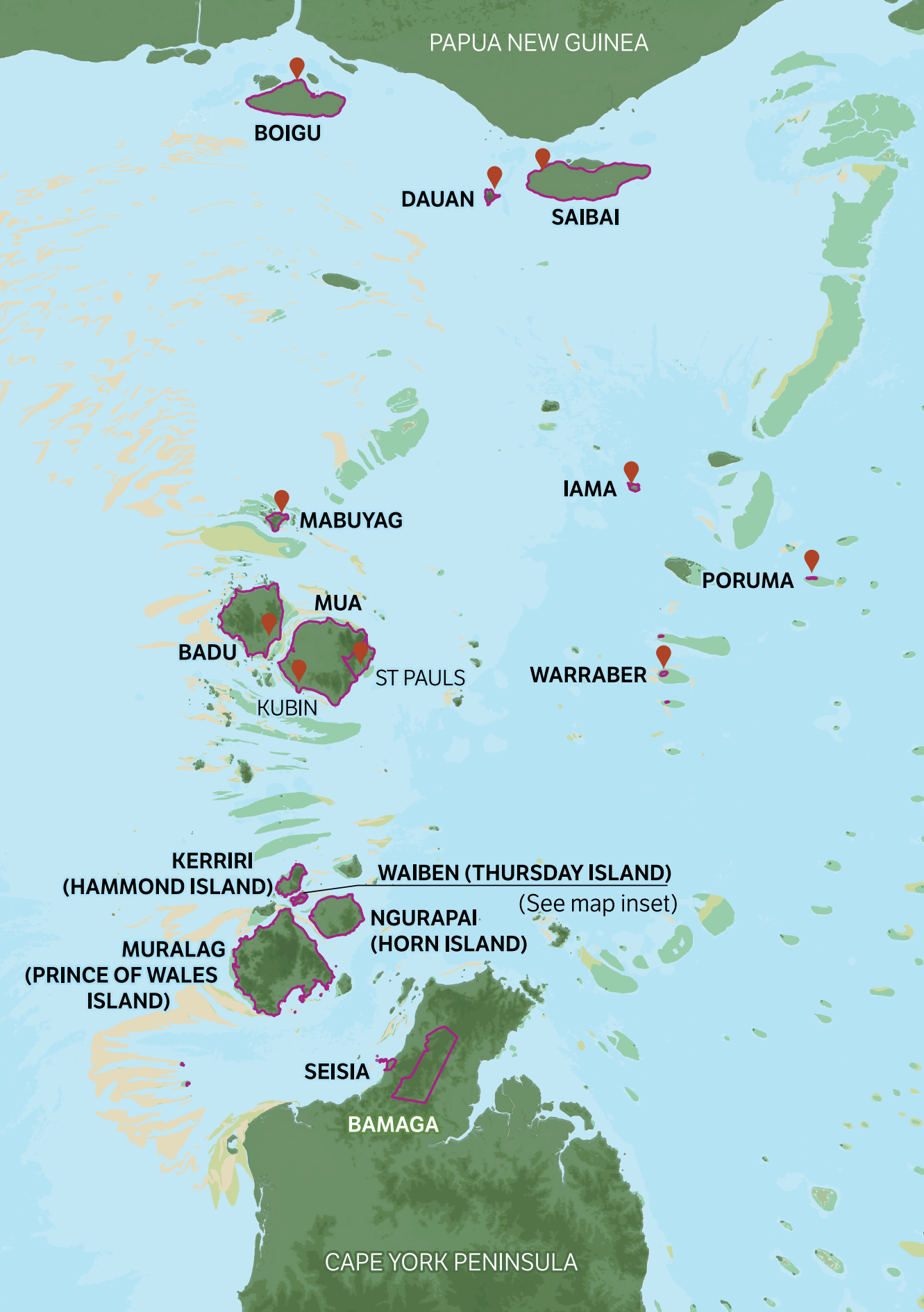






Signpost on  
Warraber Island  
Photo Caitlin Paton





PAPUA NEW GUINEA

BOIGU

DAUAN

SAIBAI

IAMA

PORUMA

MABUYAG

MUA

BADU

ST PAULS

WARRABER

KUBIN

KERRIRI  
(HAMMOND ISLAND)

WAIBEN (THURSDAY ISLAND)

(See map inset)

MURALAG  
(PRINCE OF WALES  
ISLAND)




NGURAPAI  
(HORN ISLAND)

SEISIA

BAMAGA

CAPE YORK PENINSULA

Figure 1.2: TSRA office locations and electoral wards

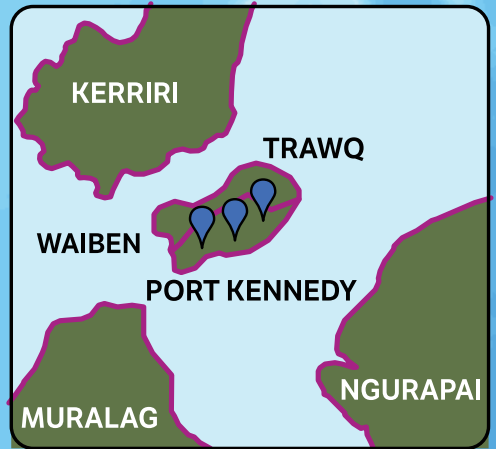
-  **TSRA Electoral Ward**
-  **Administrative office**
-  **Ranger office**

UGAR

ERUB

MASIG

MER











# Part 2:

**Annual performance  
statements**



# Statement of preparation

The TSRA Board, as the accountable authority of the Torres Strait Regional Authority (TSRA), presents the 2023–24 annual performance statements of the TSRA, as required under paragraph 39(1)(a) of the *Public Governance, Performance and Accountability Act 2013*.

In the board's opinion, these annual performance statements are based on properly maintained records, accurately reflect the performance of the entity, and comply with subsection 39(2) of the *Public Governance, Performance and Accountability Act 2013*.



Napau Pedro Stephen AM  
Chairperson  
Torres Strait Regional Authority

11 September 2024



Sunset on Saibai Island  
Photo TSRA







# Performance overview

## Our performance reporting framework

The TSRA's annual performance statements report on the period from 1 July 2023 to 30 June 2024 and provide an assessment of performance against key activities, performance measures and targets in the TSRA *Corporate Plan 2023–24* and the *Prime Minister and Cabinet Portfolio Budget Statements 2023–24*.

The TSRA's performance reporting framework is aligned to the strategic objectives established under the Torres Strait Development Plan formulated by the TSRA as required by the *Aboriginal and Torres Strait Islander Act 2005* (ATSIA Act). The TSRA program activities reported in these annual performance statements align with the projects and initiatives identified by the *Torres Strait Development Plan 2019–2022*.

## Our purpose

The TSRA is the lead Australian Government agency in the Torres Strait region for Indigenous Affairs. The TSRA operates within the Prime Minister and Cabinet portfolio and works closely with the National Indigenous Australians Agency (NIAA) to provide greater autonomy and improve the lives of Torres Strait Islander and Aboriginal peoples living in the Torres Strait region, by contributing to a healthier, safer and more prosperous region.

The TSRA's purpose is aligned to the Portfolio Budget Statements Outcome:

*Progress towards Closing the Gap for Torres Strait Islander and Aboriginal people living in the Torres Strait region through development planning, coordination, sustainable resource management and preservation and promotion of Indigenous culture.*

## Our key activities

The *Corporate Plan 2023–24* outlines the key activities we undertake to achieve our purpose:

- 1. Culture, Art and Heritage Program –** Protect, promote, revitalise and maintain Torres Strait Islander and Aboriginal traditions and cultural heritage
- 2. Economic Development Program –** Enhance the region's wealth by creating sustainable industries and increasing employment opportunities for our people equivalent to the wider Australian community
- 3. Environmental Management Program –** To protect the ecological complexity and biodiversity of the Torres Strait region, and the strong and enduring connection of Torres Strait Islander people to their islands and sea
- 4. Fisheries Program –** Enhance the region's wealth by managing and maintaining sustainable fishing industries and increasing employment and economic opportunities for our people





5. **Governance and Leadership Program –**

Effective and transparent governance, while promoting strong leadership in the region

6. **Healthy Communities Program –**

Improve the health and wellbeing of Torres Strait Islander and Aboriginal families and individuals residing in the Torres Strait and Northern Peninsula Area

7. **Regional Infrastructure Program –**

Effective and efficient management of the Major Infrastructure Programme and the Trust activities in partnership with stakeholders and the elected membership

8. **Safe Communities Program –**

Safe, healthy, respectful, and progressive communities, based on cultural, Ailan Kastom and Aboriginal traditions.

Our delivery of our key activities is assessed against the performance measures set out on page 290 of the Portfolio Budget Statements, using detailed performance targets, as shown on pages 17–21 of the corporate plan.

Overview of results

Overall, the TSRA performed well against the key activities and performance measures set out in the *Corporate Plan 2023–24*.

Of our 23 performance measures, we achieved the targets for 17 measures and substantially or partially achieved the targets for 5 measures. One target was not achieved, and the reasons for this are discussed in its individual target analysis.

Table 2.1 shows the definitions used to determine performance outcomes.

Table 2.1: Performance ratings

Rating category	Definition
Achieved	The target was successfully achieved.
Substantially achieved	The achieved result was within 15% of the target or was achieved in full but not within the target timeframe.
Partially achieved	The result was within 25% of the target.
Not achieved	The target was not achieved.

In reporting the result for each key activity:

- Where there are multiple targets for one performance measure, the results of each component are reported individually.
- Each performance measure is given equal weight when determining the level of achievement for the activity as a whole.
- Where establishing a baseline for certain performance measures should not materially impact the achievement of an activity as a whole, the individual target is weighted as zero.

Table 2.2 gives an overview of the results achieved for each performance target against the 8 key activities. Analysis supporting each reported result by key activity and performance measure can be found on pages 28 to 58.





Table 2.2: Summary of performance of key activities

Key activity	Targets achieved	Targets substantially achieved	Targets partially achieved	Targets not achieved
1 – Protect, promote, revitalise and maintain Torres Strait Islander and Aboriginal traditions and cultural heritage	3	0	0	0
2 – Enhance the region's wealth by creating sustainable industries and increasing employment opportunities for our people equivalent to the wider Australian community	3	0	0	0
3 – To protect the ecological complexity and biodiversity of the Torres Strait region, and the strong and enduring connection of Torres Strait Islander people to their islands and sea	1	1	0	0
4 – Enhance the region's wealth by managing and maintaining sustainable fishing industries and increasing employment and economic opportunities for our people	2	0	1	0
5 – Effective and transparent governance, while promoting strong leadership in the region	4	0	0	0
6 – Improve the health and wellbeing of Torres Strait Islander and Aboriginal families and individuals residing in the Torres Strait and Northern Peninsula Area	1	0	1	0
7 – Effective and efficient management of the Major Infrastructure Programme and the Trust activities in partnership with stakeholders and the elected membership	1	0	1	1
8 – Safe, healthy, respectful, and progressive communities, based on cultural, Ailan Kastom and Aboriginal traditions	2	0	1	0
<b>Total</b>	<b>17</b>	<b>1</b>	<b>4</b>	<b>1</b>







# Performance results

**Key activity 1** Protect, promote, revitalise and maintain Torres Strait Islander and Aboriginal traditions and cultural heritage

Contributing program area: Culture, Art and Heritage

Measure	1.1 Increase in the number of artists and growth of cultural practitioners in the industry
Target	1.1.1 Maintain/increase number of active artists
2022–23 baseline	70 artists on the Gab Titui Cultural Centre (Gab Titui) artist register; 4 active art centres; annual sales of \$330,099
Result rating	Achieved
Result value	144 active artists on the Gab Titui register; 4 active art centres; annual sales of \$326,274, including over \$18,000 in sales at the Cairns Indigenous Art Fair (CIAF) and Darwin Aboriginal Art Fair (DAAF)
Analysis	<p><b>Gab Titui Indigenous Art Awards</b></p> <p>A major achievement was hosting the Gab Titui Indigenous Art Awards in November 2023. Entries closed in August 2023 with 52 works competing for \$37,000 in prizes across 8 categories, including 2 for secondary students only. The awards night featured a celebration of Torres Strait Islander and Aboriginal culture, and provided a platform for cultural practitioners, including traditional dance performances and opportunities to speak with the winning artists about their work. The exhibition ran for 9 weeks, and the People's Choice winner was announced in January 2024.</p> <p><b>Artistic opportunities</b></p> <p>At 30 June 2024, the Gab Titui artist register had 144 people registered as artists providing goods, including holding exhibitions and being able to sell through Gab Titui's gallery and gift shop, and practitioners providing services, like hosting workshops. Gab Titui also maintains an art supplies shop, providing a vital source of high-quality and affordable art supplies in the very remote Torres Strait, where receiving posted items from the mainland can take 2 weeks or more.</p>

Continued over the page





Measure	1.1 Increase in the number of artists and growth of cultural practitioners in the industry
	<p>The TSRA invests in local practitioners through providing sponsorship to have their work on display at the annual CIAF and DAAF, as well as sponsoring artists' travel to attend these events. For example, the program supported Joey Laifoo and James Ahmat Snr to present masterclasses in the 2023 DAAF Public Program. Mr Ahmat demonstrated his carving techniques as a master of pearl shell jewellery, teaching participants how to design and carve their own shell pendants. Mr Laifoo shared his expertise with lino-printing and screen-printing masterclasses and attendees created their own screen-printed artworks.</p> <p><b>Challenges</b></p> <p>Unexpected water damage during wet season and the urgent need to repair it led to Gab Titui being closed between January 2024 and March 2024. Fortunately, because it was wet season, the closure did not seriously impact visitor numbers as few tourists visit Thursday Island in those months. Gab Titui was able to continue to support artists by providing online sales, and phone and email support for inquiries.</p>
Methodology	Qualitative and quantitative assessment of source data
Source	Artist register review; SmartyGrants data for art centre support; sales figures; review of TSRA administrative data for artist support activities

Measure	1.1 Increase in the number of artists and growth of cultural practitioners in the industry
Target	1.1.2 Maintain/increase cultural practitioner recognition/reach
2022–23 baseline	50 artistic and cultural events; 85 artists and cultural practitioners who sold work through, led or participated in workshops at Gab Titui
Result rating	Achieved
Result value	Over 20 artistic and cultural events supported; 364 artists and cultural practitioners who displayed their work at events and exhibitions or held workshops or presentations; 189 artists who sold work through Gab Titui
Analysis	<p><b>Gab Titui 20th anniversary events</b></p> <p>In April 2024, Gab Titui celebrated its 20th anniversary. Since its establishment in 2004, Gab Titui has been the region's key representative forum for local artists, cultural practitioners and community language educators and linguists.</p> <p>The centre hosted a week-long celebration that included performances and workshops showcasing many different parts of Torres Strait Islander and Aboriginal practices. Featured activities included the opening of the <i>Billy Missi'n Wakain Thamai</i> touring exhibition, a movie night, and daily workshops for members of the public on topics including weaving, ghost net art, carving, lino printing and beading. Estimated attendance across the week was 500 people and 160 cultural practitioners were featured throughout the program.</p>

Continued over the page





Measure	1.1 Increase in the number of artists and growth of cultural practitioners in the industry
	<p><b>2024 Zenadth Kes Creative Arts Forum</b></p> <p>Hosted at Gab Titui during its anniversary week, the 2024 Zenadth Kes Creative Arts Forum, themed ‘Our Journey Forward’, brought together a diverse group of artists, cultural practitioners and key stakeholders from across the region in a vibrant exploration of the past, present and future of the region’s arts and culture.</p> <p>With over 50 participants, the forum was the biggest gathering of local artists since the outbreak of COVID-19, and it gave creatives the opportunity to reconnect and provide crucial feedback to the TSRA on their priorities for the creative arts industry. The 2-day forum included panel discussions, breakout sessions and presentations led by industry professionals and esteemed artists.</p> <p><b>Growth activities</b></p> <p>The Culture, Art and Heritage Program is working with national and international cultural institutions, including the Smithsonian Institution, to define cultural preservation standards and ethical custodianship, or to repatriate significant cultural and natural artefacts.</p> <p>We are also developing a regional plan for artists and the creative arts industry to support our engagement with government and industry stakeholders for further investment in arts and cultural activities and initiatives.</p> <p>Culture, Art and Heritage Program staff attended the Tagai State College Waybeni Koey Ngurpay Mudh campus careers fair to promote arts careers to local high school students, highlighting pathways and opportunities.</p> <p>The TSRA liaised with other institutions and agencies to provide advice and recommendations on potential artists for commissioned artworks (actual or licensed) for exhibitions and resources, and national and/or international delegation and representation.</p> <p>Culture, Art and Heritage Program staff provided support ‘in the field’ to Creative Australia consultants on their visits to 4 Torres Strait communities, where they consulted with approximately 15 artists at each site.</p> <p><b>Support for art centres</b></p> <p>The Culture, Art and Heritage Program provided a total of \$150,000 in grant funding for the operational costs of 3 art centres: \$50,000 each to Erub Erwer Meta (Erub Arts); Ngalmun Lagau Minaral (Moa Arts) and Badhulgaw Kuthinaw Mudh (Badu Art Centre). This funding supports the centres to provide artists with dedicated and well-resourced creative spaces on 3 of the Torres Strait’s outer islands, creating opportunities for visitors to purchase art and ensuring that artists can engage in their practice on country.</p> <p>The program provided an additional arts development grant to give the art centres a collaborative experience in the United States. Artists from the 3 centres journeyed through galleries and institutions in Washington DC, and exhibited their feature works at the Les Yeux du Monde Gallery in Charlottesville, Virginia.</p>

*Continued over the page*





<b>Measure</b>	<b>1.1 Increase in the number of artists and growth of cultural practitioners in the industry</b>
	<p><b>Event activities</b></p> <p>In 2023–24, the Culture, Art and Heritage program provided a forum for around 360 artists and cultural practitioners through the following events:</p> <ul style="list-style-type: none"> <li>— 2023 Cairns Indigenous Art Fair – 2 paid artist presenters and 12 sponsored dancers</li> <li>— 2023 Darwin Aboriginal Art Fair – 2 artists</li> <li>— 2023 Gab Titui Indigenous Art Awards – 1 paid decorator and 20 sponsored dancers, with 41 local entrants to the art awards</li> <li>— 2023 National NAIDOC Week, Brisbane – 12 sponsored dancers</li> <li>— 2023 PULiiMA Indigenous Language and Technology Conference, Darwin – 12 sponsored dancers</li> <li>— 2024 Zenadth Kes Creative Arts Forum – daily attendance by approximately 50 artists and cultural practitioners, 1 paid decorator and 8 paid artist presenters</li> <li>— 2024 Zenadth Kes Language Symposium – 32 sponsored dancers, 80 artists and cultural practitioner participants, 1 paid decorator and 2 paid musicians</li> <li>— 2024 Gab Titui 20th anniversary celebrations – 1 paid decorator, 14 sponsored artists' workshop facilitators, and 5 dance teams: Gubaw Goeyga Dance Team (15 sponsored members), Kaziw Meta College Student dance team (20 sponsored students), Eip Karem Beizam Dance Team (15 sponsored members), Boigu Island Dance Team (12 sponsored members) and Island Stars (8 sponsored members)</li> <li>— 2024 Gab Titui – Northsite Exhibition – 5 sponsored artists.</li> </ul>
<b>Methodology</b>	Qualitative and quantitative assessment of source data
<b>Source</b>	Culture, Art and Heritage Program data; SmartyGrants data; sponsorship records; Gab Titui sales records

<b>Measure</b>	<b>1.1 Increase in the number of artists and growth of cultural practitioners in the industry</b>
<b>Target</b>	<b>1.1.3 Maintain/increase traditional language preservation support</b>
<b>2022–23 baseline</b>	Development of the Torres Strait Traditional Languages Association (TSTLA) strategic business plan for 2023–25; funding of \$161,460 for the TSTLA activity schedule, logistics and secretariat
<b>Result rating</b>	Achieved
<b>Result value</b>	Business plan in place, language symposium hosted; language delegation sponsored to attend national forum; \$270,833 in funding provided to the TSTLA

*Continued over the page*







Measure	1.1 Increase in the number of artists and growth of cultural practitioners in the industry
Analysis	<p><b>Contributing to the national conversation on language</b></p> <p>The TSRA supported a delegation of 26 language leaders, local rangers, community language educators, linguists, performing artists and cultural advisers to attend the PULiiMA Indigenous Language and Technology Conference in Darwin in 2023.</p> <p>The diverse group of attendees – our largest ever, representing the 5 island clusters and 2 traditional language groups from eastern and western clusters – contributed as part of the landmark national policy Voices of Country: Australia’s Action Plan for the International Decade of Indigenous Languages 2022–2032. The TSRA delegation included 3 TSRA Malu Kiai Rangers from Boigu Island.</p> <p><b>Keeping language alive</b></p> <p>The TSRA hosted the 2024 Zenadth Kes Language Symposium, which had over one hundred language educators, cultural practitioners and language activists attending from across Zenadth Kes (Torres Strait) to review regional language maintenance efforts. The TSRA is committed to supporting language education, culture and policy to increase the awareness and usage of our traditional languages in the Torres Strait and Northern Peninsula Area region.</p> <p>The region’s 2 traditional languages, Meriam Mir and Kala Lagaw Ya, and 6 dialects (Mer, Erub, Kulkalgau Ya, Kalaw Kawaw Ya, Kawrareg and Mabuyag) are all recognised as severely or critically endangered languages by the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Australian Government and Torres Strait communities. The TSRA continues to support language preservation efforts, as part of our Closing the Gap Target 16 ‘Cultures and languages are strong, supported and flourishing’ responsibilities.</p> <p><b>Torres Strait Traditional Languages Association</b></p> <p>The TSTLA holds a shared vision to ensure that traditional languages are used and spoken every day. The TSRA provides interim secretariat support to the TSTLA Board, as the organisation continues to establish its operations and implement its strategic plan for 2023–2025. To establish the organisation, the TSRA committed \$650,000 in operational funding to the TSTLA until June 2025.</p>
Methodology	Qualitative and quantitative assessment of source data
Source	SmartyGrants data; TSTLA minutes; Culture, Art and Heritage program data



Coconut palms  
Photo TSRA



**Key activity 2** Enhance the region's wealth by creating sustainable industries and increasing employment opportunities for our people equivalent to the wider Australian community

Contributing program area: Economic Development

<b>Measure</b>	<b>2.1 Increasing the number of, or economic base of existing, Torres Strait Islander and Aboriginal businesses through the provision of Business Growth and Mini Business Growth packages</b>
<b>Target</b>	<b>2.1.1 Maintain/increase number of businesses supported</b>
<i>2022–23 baseline</i>	2 loans per year
<i>Result rating</i>	Achieved
<i>Result value</i>	3 new loans made in 2023–24
<i>Analysis</i>	<p><b>Providing Business Growth Packages</b></p> <p>The TSRA's Business Growth Package provides a combination of low-interest business loans, professional business support and grant funding for eligible applicants. One application for a Business Growth Package and one Business Funding Scheme loan application were received during 2023–24. This is fewer than the 5 applications for Business Growth Packages made in 2022–23.</p> <p>In the reporting year, 2 Fisheries Business Growth Package applications were approved. In total, 3 loans were approved, 2 in support of a Business Growth Package.</p> <p><b>Providing additional loan choice</b></p> <p>In December 2022, the TSRA renewed its memorandum of understanding (MOU) with Indigenous Business Australia (IBA) to explore options for better products and services to benefit local Torres Strait Islander and Aboriginal people across the TSRA region. This work continued in 2023–24, and the TSRA and IBA will work together to enable Torres Strait Islander and Aboriginal people in the Torres Strait and Northern Peninsula Area region to access the full suite of products and support offered by IBA.</p> <p>The TSRA and IBA delivered home ownership information sessions across the 5 communities of the Northern Peninsula Area in May 2024.</p>
<i>Methodology</i>	Qualitative and quantitative assessment of source data
<i>Source</i>	SmartyGrants and loan data; MOU with IBA





<b>Measure</b>	<b>2.2 Improving business skills of potential and existing business owners through the provision of business workshops and business mentoring</b>
<b>Targets</b>	<b>2.2.1 Maintain/increase number of sessions provided;</b> <b>2.2.2 Maintain/improve session satisfaction rates</b>
<i>2022–23 baseline</i>	12 You Sabe Business sessions delivered; 95% satisfaction rate
<i>Result rating</i>	2.2.1 Achieved; 2.2.2 Achieved
<i>Result value</i>	12 workshops held; 99% satisfaction rate
<i>Analysis</i>	<p>The TSRA continues to support business training and development through delivery of the You Sabe Business workshops. The workshops impart information and knowledge about running a successful business, allowing participants to make informed decisions about going into business.</p> <p><b>Target 2.2.1</b></p> <p>Twelve You Sabe Business workshops were delivered: 2 each in the months of August, September and October 2023, and March, April and May 2024.</p> <p>Attendance at workshops throughout the year totalled 95. This is 13% higher than attendance at workshops during 2022–23.</p> <p>The TSRA provided 4 new and existing businesses with mentoring support. Of those, 2 were businesses belonging to You Sabe Business workshop graduates.</p> <p><b>Target 2.2.2</b></p> <p>Satisfaction rates of 100% were reported for each of the workshops held in August, September and October 2023 and May 2024. Satisfaction rates of 98% were reported for each of the workshops held in March and April 2024.</p> <p>Feedback from satisfied participants included:</p> <ul style="list-style-type: none"> <li>— ‘Would recommend this workshop to everyone in the Northern Peninsula Area’</li> <li>— ‘Best lifetime experience’</li> <li>— ‘Mind opener’.</li> </ul>
<i>Methodology</i>	Quantitative assessment of source data
<i>Source</i>	Course attendance records; course participant surveys; facility bookings

## Other Economic Development Program activities

The following sections highlight the work of the Economic Development Program in 2023–24 that was not captured by the performance target reporting.

### *Business support*

The TSRA's Regional Economic Investment Strategy (REIS) Phase 1 continues to support 3 local industries: Fisheries, Tourism, and Arts and Creative Industries.

As part of our ongoing commitment to fostering sustainable economic growth, we recognise the necessity to review REIS Phase 1 to help inform the development of REIS Phase 2. The design of REIS Phase 2 is expected to encompass all industries. In 2024–25, we will undertake a comprehensive review of REIS, engaging with stakeholders across all sectors to gather insights and feedback to ensure that REIS Phase 2 reflects the needs and aspirations of the Torres Strait region.





During 2023–24, the TSRA funded 4 existing business support clients wanting to investigate horticulture businesses to attend the 2nd National Sovereign Food and Botanicals Symposium and the 11th Aboriginal Economic Development Forum, both held in Darwin in November 2023.

### *Maritime employment projects*

The TSRA is supporting employment in the Torres Strait region through maritime operations, including safety and awareness training to provide entry pathways into the maritime sector.

The Torres Strait Maritime Pathways Project provides adults with a coxswain licence to meet legislative requirements for the commercial fishing industry. In 2023–24, 22 participants completed a Certificate II in Maritime Operations (Coxswain Grade 1 Near Coastal).

In 2023–24, the TSRA granted Tagai State College Thursday Island Secondary Campus \$600,000 to continue the successful Growing Our Own – Tagai Transitions Maritime Project. During the year, 70 students undertook courses in maritime operations (inclusive of first aid), marine radio operators certificate of proficiency and shipboard safety. This is 67% higher than the number of students in 2022–23.

### *Home Ownership Program*

No new loans were approved in 2023–24 under the Home Ownership Program. One existing home loan client was assisted to refinance their home loan with a financial institution. This is a great outcome for the TSRA and the owners, who have moved from an initial home ownership into property investment.

The TSRA continues to provide advice on home ownership to clients, in alignment with commitments by the Queensland Government and local councils, as part of our role as solutions brokers. To ensure that appropriate local council approvals are in place, qualified persons are working on behalf of clients, while other agencies are fulfilling their responsibilities to ensure that processes are efficient.

Land tenure continues to be a barrier to achieving home ownership outcomes but there are others, including lack of access to credit; high construction and maintenance costs, particularly in remote areas; limited housing markets; and lack of experience of and exposure to home ownership.

Further, high demand for rental accommodation has inflated house prices to a point where home ownership for a single-income family or a family dependent on government benefits is difficult to achieve.

### *Community Development Program*

The TSRA is the Community Development Program agreement manager for the region. In 2023–24, 297 Community Development Program job seekers transitioned into employment, of whom 105 met all employment milestones.



Ranger oil  
spill training  
Photo TSRA





**Key activity 3** To protect the ecological complexity and biodiversity of the Torres Strait region, and the strong and enduring connection of Torres Strait Islander people to their islands and sea

Contributing program area: Environmental Management

Measure	3.1 Maintaining current community-based management plans for each community and achieving annual service targets in each of those plans
Targets	3.1.1 Maintain community plans 3.1.2 Delivery against community plan service targets
2022–23 baseline	14 active ranger workplans and 47 sub-plans; 95% of activities contained within ranger workplans completed
Result rating	3.1.1. Achieved; 3.1.2 Substantially achieved
Result value	61 community plans in place; 89% of ranger activities delivered
Analysis	<p><b>Target 3.1.1</b></p> <p>The Torres Strait Indigenous Ranger Program, the largest, most northerly, and most remote program of its kind in Australia, extends across 14 culturally distinct and geographically isolated outer island communities. These islands are nestled in some of the world’s most pristine marine areas and are home to an incredible variety of plants and animals.</p> <p>Rangers continually show their unwavering commitment and dedication to their roles in protecting land, sea and culture. The ranger program onboarded 26 new rangers in July 2023, totalling 57 rangers across the region.</p> <p>Strong connections were forged with each island’s community through consultation on 14 island-specific ranger workplans (noting there are 2 communities on Mua Island, who have one plan each). The plans are updated annually by the TSRA’s Land and Sea Management Unit (LSMU) before local Registered Native Title Bodies Corporate (RNTBCs) are consulted on them and provide endorsement. By investing in and delivering the LSMU Ranger Work Plans with the guidance and approval of island communities we are facilitating the maintenance and enhancement of environmental and cultural values for future generations.</p> <p>During consultation, RNTBCs were presented with a colour-coded placemat document that divided ranger activities into land, sea, people and administrative activities. Feedback from RNTBC consultation sessions was positive, and valuable insights were received. The discussion allowed community members on the ground to be involved in ranger projects on the ground as advisers or volunteers.</p>

Continued over the page



Measure	3.1 Maintaining current community-based management plans for each community and achieving annual service targets in each of those plans
	<p>The placemat summaries that RNTBCs endorsed reflect the contents of the TSRA's NIAA approved ranger workplans. These plans are divided by island/ranger group and monitored through an online work planner system. The LSMU also maintained, and updated where necessary, a further 46 plans for specific activities around turtle and dugong management, Indigenous Protected Area management and Working on Country. In order to focus more attention on delivery, in 2024–25 the LSMU will be consolidating all plans into 14 community or island plans, which will have the added benefit of providing a clear picture and single document of all LSMU and ranger activities on each island.</p> <p><b>Target 3.1.2</b></p> <p>Rangers had a very successful year delivering on outcomes for community. While ranger workplan activities fell short of our 95% target, at 89% average completion, this was due to the completion of other relevant activities, including coxswain training for 60% of rangers as well as attendance at the LSMU Planning Forum in February. April was also a very busy month of training, which took rangers off country for marine oil spill response training, seagrass monitoring training, and training in biodiversity surveys and eDNA work.</p> <p>Highlights of the rangers' work included planting 1,769 trees, weed eradication activities, school visits, traditional ecological knowledge sessions with Elders and knowledge-keepers, collecting marine debris, maintaining sacred sites, erosion monitoring and community engagement.</p>
Methodology	Quantitative and qualitative analysis of source data
Source	LSMU records; ranger workplan reports; NIAA reporting data; meeting records

### Other Environmental Management Program activities

The following sections highlight the work of the Environmental Management Program in 2023–24 that was not captured by the performance target reporting.

#### *Crown-of-thorns starfish eradication*

The TSRA has launched a significant initiative to combat the crown-of-thorns starfish (COTS) outbreak and protect the coral reefs in the Torres Strait, allocating \$2.0 million to COTS eradication. With endorsement from Prescribed Bodies Corporate, the TSRA contracted Reef and Rainforest Research Centre to conduct the first phase of the project, culling over 3,210 COTS around the islands of Mer, Erub, Masig and Ugar.

The COTS advisory committee is currently planning the second phase, focused on training of local divers and further culling.

#### *Dugong and turtle management*

The TSRA's LSMU has been collaborating with communities and hunters to review the dugong and turtle cultural protocols across 13 islands and 14 communities, aiming to improve species management in the region. Consultations were conducted on all but 4 islands during 2023–24, focusing on reinvigorating traditional governance systems for sustainable harvesting across the islands.



# Case study:

## Mekem Garden sustainable horticulture project

A longstanding tradition of cultivating food crops has shaped the cultural and ecological landscape of the Torres Strait region for over 2,500 years. Today, this heritage continues to thrive through the Torres Strait Sustainable Horticulture project, Mekem Garden, supported by the TSRA. This collaborative effort is engaging communities, families and individuals across the islands in sustainable farming practices aimed at promoting food security, preserving cultural traditions and enhancing community resilience.

Funded by the TSRA, the initiative seeks to reinvigorate the art of family gardening. It combines traditional knowledge passed down by Elders with contemporary horticultural practices, ensuring the sustainability of local food production amid challenges such as climate vulnerability and economic dependency on external resources.

‘Our Elders passed down the knowledge of cultivating and using various plant species, and today we benefit from merging traditional wisdom with modern horticultural practices,’ said George Saveka, the TSRA’s lead on the sustainable horticulture initiative.

The project prioritises the cultivation of fresh, traditional foods that complement our seafood, such as root crops (cassava, sweet potatoes, yams and taro), banana and pumpkin; and modern staples such as tomatoes, lettuce, green beans and herbs. This dual focus aims to enrich the local diet with fresh and nutritious produce while reducing dependence on imported goods, to increase food security and promote healthier eating habits within the community.

George Saveka, reflecting on the project’s impact, emphasises, ‘The private market garden or house garden is a start to helping us sustain ourselves. These are important foundation steps in support of communities sustaining themselves.’

Beyond working towards economic benefits, sustainable horticulture fosters community cohesion by sharing gardening skills across generations and promoting a sense of achievement derived from self-sufficiency in food production. It also contributes to environmental stewardship through practices that minimise chemical inputs and preserve soil health, and thereby safeguards natural resources for future generations.

The Torres Strait Sustainable Horticulture project exemplifies a holistic approach to addressing local challenges while preserving cultural heritage and building resilience in remote island communities. By integrating traditional wisdom with contemporary agricultural practices, this initiative not only ensures food security but also strengthens community bonds and empowers individuals through sustainable and healthy living.

Betty David  
showing her garden  
Photo TSRA





## Key activity 4 Enhance the region's wealth by managing and maintaining sustainable fishing industries and increasing employment and economic opportunities for our people

### Contributing program area: Fisheries

<b>Measure</b>	<b>4.1 Increase in the percentage of total allowable catch (TAC) of finfish/tropical rock lobster (TRL) caught by Torres Strait Islander and Aboriginal people in the region when compared to the previous period</b>
<b>Target</b>	<b>4.1.1 Maintain/increase % caught</b>
<b>2022–23 baseline</b>	<p>20% of finfish TAC and 33.3% of TRL TAC caught by the Traditional Inhabitant Boat (TIB) sector</p> <p>The TRL baseline reflects the actual result for 2022–23, not the 55% baseline published in the <i>TSRA Annual Report 2022–23</i>, which was set incorrectly to be by fishing season, not reporting year.</p>
<b>Result rating</b>	Achieved
<b>Result value</b>	<p>28% of finfish TAC and 33.5% of TRL TAC caught by TIB commercial fishers</p> <p>The TRL season runs from 1 December to 30 September and it is impossible for the TSRA to predict future catches.</p> <p>The annual TIB finfish percentage combines separate allocations for Spanish mackerel and coral trout. The finfish season runs from 1 July to 30 June each year.</p>
<b>Analysis</b>	<p>Torres Strait Islander and Aboriginal people commercially trading in the Torres Strait Protected Zone are formally called Traditional Inhabitant Boat (TIB) fishers under the <i>Torres Strait Fisheries Act 1984</i>. The catch data is interpreted from the TAC allocation provided to the Australian sector, not the global allocation percentage given to Papua New Guinea and Australia.</p> <p>The TSRA is seeking to work with communities to increase the proportion of TAC of finfish and TRL caught by TIB fishers in the region. The TSRA's redesigned Wapil Project is supporting local Indigenous fishers to grow their businesses and increase fishing participation, placing a priority on full-time fishers as the first phase of the project.</p> <p>Fishing activities have been impacted by global factors, including a Chinese trade ban which has rendered the live TRL export market non-existent (there is still a market for frozen tails and domestic live TRL). High fuel and freight costs and low average fish purchase prices have also impacted the sustainability and economic viability of the TRL fishing industry in the region. Similarly, there were very few TIB fishers fishing for finfish in 2023–24, due to the high costs of living and high costs of inputs such as freight and fuel making it unviable.</p>

Continued over the page







<b>Measure</b>	<b>4.1 Increase in the percentage of total allowable catch (TAC) of finfish/tropical rock lobster (TRL) caught by Torres Strait Islander and Aboriginal people in the region when compared to the previous period</b>
	<p>The TSRA has sought to work collaboratively with Zenadth Kes Fisheries Limited (ZKF), an independent commercial fishing entity established by the TSRA, on progressing fishing effort. This includes the provision of grants to support administration and provide operating capital.</p> <p>The TIB fishers have made small gains on last year's catch figures. As the TSRA cannot control the individual business decisions of TIB fishers, we will not be using this performance measure going forward.</p>
<b>Methodology</b>	Quantitative and qualitative analysis of source data
<b>Source</b>	Australian Fisheries Management Authority (AFMA) TAC data; Fisheries Program records

<b>Measure</b>	<b>4.2 Work towards and/or maintain 100% ownership of finfish and TRL fisheries</b>
<b>Targets</b>	<b>4.2.1 Maintain 100% ownership of finfish fishery</b> <b>4.2.2 Maintain/increase 66% ownership of TRL fishery</b>
<b>2022–23 baseline</b>	100% finfish fishery ownership; 66% TRL fishery ownership
<b>Result rating</b>	Achieved
<b>Result value</b>	100% finfish fishery ownership; 66% TRL fishery ownership
<b>Analysis</b>	<p>The TSRA holds fishery ownership in trust on behalf of Torres Strait Islander and Aboriginal people living in the region.</p> <p>The finfish fishery has been 100% owned by local people since 2006; this was maintained in 2023–24.</p> <p>The TRL fishery has been 66% owned since 2017. The TSRA Board through its Fisheries Advisory Committee (FAC) has advocated for a materially significant budget allocation to increase ownership to 100%, but has yet to achieve this aim. However, as 66% ownership has been maintained, this target was achieved in 2023–24.</p> <p>Advocacy activities included in-person representation to the Australian Government Minister for Agriculture, Fisheries and Forestry at Torres Strait Protected Zone Joint Authority (PZJA) meetings, and meetings with the Minister for Indigenous Australians and the Chief Executive Officer (CEO) of AFMA both in late May 2024.</p>
<b>Methodology</b>	Numerical analysis of ownership data, and qualitative analysis of advocacy activities
<b>Source</b>	AFMA data; Fisheries Program records





<b>Measure</b>	<b>4.3 Completion of the transition, ownership and management of fisheries assets to a locally owned and operated business structure</b>
<b>Target</b>	<b>4.3.1 Seek legal advice and PZJA approval to transfer assets</b>
<i>2022–23 baseline</i>	Consultations on workability of transfer held throughout 2022–23
<i>Result rating</i>	Partially achieved
<i>Result value</i>	Multiple assets have required legal, policy and administrative review. Legal advice was obtained from the Australian Government Solicitor and independent lawyers throughout the reporting period. Asset transfer has not yet occurred as further legal, policy and administrative review is required for the transfer to be successful.
<i>Analysis</i>	<p>The TSRA holds a number of fisheries assets in trust on behalf of Torres Strait Islander and Aboriginal people, as follows:</p> <ul style="list-style-type: none"> <li>— 3 Transferable Vessel Holder (TVH) licences (the quota has been transferred to the Traditional Inhabitant Fisher allocation)</li> <li>— 7 finfish sunset licences with TVH licences (the quota has been transferred to the Traditional Inhabitant Fisher allocation)</li> <li>— 1 bêche-de-mer TVH licence (the quota has been transferred to the Traditional Inhabitant Fisher allocation)</li> <li>— \$2.39 million in a finfish trust account</li> <li>— \$47,039 in a TRL trust account.</li> </ul> <p>The appropriate transfer of these assets supports the aspiration of 100% Indigenous ownership and the work to transfer some, or all, of these assets to a locally owned and operated business structure is ongoing. ZKF has expressed interest in receiving these assets and is supported by the TSRA Board. However, more work is required to ensure that any transfer of assets is aligned to the view of the PZJA and the entity receiving those assets has the necessary capability.</p> <p><b>Finfish</b></p> <p>In March 2024, the TSRA Board, on the advice of its FAC, agreed that the TSRA would internally lease out the 3 finfish licences to Sunset Operators. This is a longstanding arrangement supported by the PZJA. The board decided not to temporarily or permanently transfer these assets to ZKF in 2023–24. The Fisheries Program seeks to transfer these assets in 2025–26.</p> <p><b>Tropical rock lobster</b></p> <p>Significant consultation and legal advice was sought in 2023–24. The TSRA has collaborated closely with its PZJA partners to ensure that a consistent approach can be agreed. The TSRA Board and the PZJA agreed that the TSRA should wait until the review of the allocation of quota units to the TIB sector under the <i>Torres Strait Fisheries (Quotas for Tropical Rock Lobster (Kaiar)) Management Plan 2018</i> has been undertaken and considered by the PZJA before temporarily or permanently transferring the 3 TVH licences and the allocation of quota.</p> <p>On this basis, in June 2024 the TSRA Board agreed to a recommendation from the FAC that assets not be transferred until an independent review is completed in 2024–25.</p>

*Continued over the page*





Measure	4.3 Completion of the transition, ownership and management of fisheries assets to a locally owned and operated business structure
	<b>Bêche-de-mer</b> The bêche-de-mer TVH licence has not been temporarily or permanently transferred to another entity.
Methodology	Analysis of TSRA Board and PZJA decisions and meeting minutes
Source	TSRA Annual Report 2022–23; meeting minutes



Kaiar (tropical rock lobsters)  
Photo Thomas Fujii



## Key activity 5 Effective and transparent governance, while promoting strong leadership in the region

Contributing program area: Governance and Leadership

<b>Measure</b>	<b>5.1 Increase the level of engagement of elected Torres Strait Islander and Aboriginal leaders in policy development and decision-making</b>
<b>Target</b>	<b>5.1.1 Chair and board involvement in board meetings, TSRA-led meetings related to portfolio responsibilities, and local forums</b>
<i>2022–23 baseline</i>	6 board meetings, 4 Audit Committee meetings, one executive workshop, 2 local forums
<i>Result rating</i>	Achieved
<i>Result value</i>	8 board meetings, 4 Audit Committee meetings, one executive workshop, 4 local forums supported or hosted
<i>Analysis</i>	<p><b>Board involvement</b></p> <p>During 2023–24, the Chairperson and/or other TSRA Board members took part in activities including:</p> <ul style="list-style-type: none"> <li>— 4 board meetings and 4 out-of-session board meetings</li> <li>— an executive workshop</li> <li>— 4 meetings of the Audit Committee</li> <li>— 4 local forums supported or hosted by the TSRA.</li> </ul> <p><b>Fisheries Advisory Committee</b></p> <p>The FAC met 4 times during the year. The FAC is made up of 7 TSRA Board members and chaired by the Portfolio Member for Fisheries. More information on the role and activities of the FAC is in Table 4.1 of the annual report.</p> <p>In May 2024, the Portfolio Member for Fisheries undertook a series of meetings to discuss matters relating to the fisheries industry in the Torres Strait. Engagements included meeting with:</p> <ul style="list-style-type: none"> <li>— the Minister for Indigenous Australians to discuss the challenges faced by local Indigenous-led fishers and identify solutions to address issues including the collapse of the TRL industry due to a Chinese market ban</li> <li>— representatives of the Department of Agriculture, Fisheries and Forestry to discuss strategies for driving greater economic inclusion of Indigenous peoples in Australia's fisheries industries</li> <li>— the CEO of AFMA to discuss ongoing issues impacting local fishers in the Torres Strait region.</li> </ul>

*Continued over the page*







Measure	5.1 Increase the level of engagement of elected Torres Strait Islander and Aboriginal leaders in policy development and decision-making
	<p><b>Torres Strait and Northern Peninsula Area Climate Resilience Centre Steering Committee</b></p> <p>The Chairperson and the Portfolio Member for Environmental Management represent the TSRA on the Torres Strait and Northern Peninsula Area Climate Resilience Centre Steering Committee. The steering committee was formalised in late 2023 and met twice during the reporting period, in February and June 2024. The June meeting was hosted by the TSRA on Thursday Island and attended by the Assistant Minister for Climate Change and Energy, Senator the Hon Jenny McAllister.</p> <p>In May 2024, the Chairperson and the Portfolio Member for Environmental Management met with senior officials in the Department of Climate Change, Energy, the Environment and Water to discuss matters relating to the climate resilience centre.</p> <p><b>AIATSIS Summit</b></p> <p>The TSRA's Portfolio Member for Environmental Management and Assistant Portfolio Member for Culture, Art and Heritage attended the 2024 Australian Institute of Aboriginal and Torres Strait Islander Studies Summit. Representation at the summit was an important opportunity for the TSRA's elected members to hear from and engage with key partners and stakeholders, including Ambassador for First Nations People Justin Mohamed, Australia's Attorney General the Hon Mark Dreyfus KC MP, and First Nations academic Professor Marcia Langton AO.</p> <p><b>Major Infrastructure and Other Projects Trust Fund</b></p> <p>The TSRA Chairperson, as the trustee of the Major Infrastructure and Other Projects Trust Fund, attended 4 trust fund meetings during the year. The trust fund was established for the management and investment of funds allocated to the Major Infrastructure Programme along with the Torres Strait Seawalls Program and other projects across the Torres Strait and Northern Peninsula Area region.</p> <p><b>Protected Zone Joint Authority</b></p> <p>The PZJA is responsible for the joint management of commercial and traditional fishing in the Torres Strait Protected Zone, as defined in the Torres Strait Treaty. The TSRA Chairperson is the TSRA's representative on the PZJA, and participated in 4 meetings during the year.</p> <p><b>Regional Telecommunications Independent Review Committee</b></p> <p>In June 2024, the TSRA Chairperson hosted a roundtable of the 2024 Regional Telecommunications Independent Review Committee on Thursday Island. Thursday Island was one of only 4 locations in Queensland to host face-to-face consultations with the committee tasked with reviewing the adequacy of Australia's telecommunications in regional, rural and remote communities.</p> <p><b>Delegation from Taiwan</b></p> <p>In May 2024, the TSRA Chairperson hosted a delegation of First Nations representatives from Taiwan. The focus of the meeting was on First Nations-led policies, practices and positive outcomes, honouring cultural strengths and common ground between the Torres Strait and Taiwan.</p>

Continued over the page





<b>Measure</b>	<b>5.1 Increase the level of engagement of elected Torres Strait Islander and Aboriginal leaders in policy development and decision-making</b>
	<b>Australian Indigenous Doctors' Association</b> The Australian Indigenous Doctors' Association (AIDA) met on Thursday Island from 29 April to 3 May 2024 for the Igiliyawa – Custodians of Life 2024 program, which was attended by the TSRA Chairperson. The forum was opened by the Assistant Minister for Indigenous Australians and Assistant Minister for Indigenous Health, Senator the Hon Malarndirri McCarthy.
<b>Methodology</b>	Quantitative analysis and qualitative assessment of TSRA administrative data
<b>Source</b>	TSRA secretariat documentation; Chairperson and portfolio member reports; TSRA Board minutes; FAC and PZJA minutes/agendas; media releases

<b>Measure</b>	<b>5.1 Increase the level of engagement of elected Torres Strait Islander and Aboriginal leaders in policy development and decision-making</b>
<b>Target</b>	<b>5.1.2 Meetings with State and Australian Government Ministers recorded</b>
<b>2022–23 baseline</b>	7 ministerial meetings with the TSRA Chairperson and/or TSRA Board
<b>Result rating</b>	Achieved
<b>Result value</b>	7 meetings
<b>Analysis</b>	<p>In 2023–24, the TSRA Chairperson met formally 2 times with the Minister for Indigenous Australians, the Hon Linda Burney MP, to discuss matters including essential environmental health infrastructure investments and challenges facing the Torres Strait fishing industry.</p> <p>The Chairperson participated in 2 joint meetings with Queensland Minister for Health, Mental Health and Ambulance Services the Hon Shannon Fentiman MP and Australian Government Minister for Health the Hon Mark Butler MP to discuss health system reform in the region. A further Joint Ministerial Roundtable was held which included the 3 local governments. Discussions focused on health service investigations and the work of the Joint Ministerial Roundtable.</p> <p>The Chairperson and other board members met with Assistant Minister for Indigenous Australians and Assistant Minister for Indigenous Health Senator the Hon Malarndirri McCarthy in early May 2024 to discuss health services in the region, and engaged with Assistant Minister for Climate Change and Energy Senator the Hon Jenny McAllister in June 2024 to continue discussions on climate impacts and working with science to develop strategies for the region.</p>
<b>Methodology</b>	Quantitative analysis and qualitative assessment of TSRA administrative data
<b>Source</b>	TSRA secretariat documentation; TSRA Board reports and minutes; Chairperson's reports and diary





<b>Measure</b>	<b>5.1 Increase the level of engagement of elected Torres Strait Islander and Aboriginal leaders in policy development and decision-making</b>
<b>Target</b>	<b>5.1.3 Board members are provided with relevant professional development opportunities</b>
<i>2022–23 baseline</i>	2 professional development opportunities provided
<i>Result rating</i>	Achieved
<i>Result value</i>	2 opportunities
<i>Analysis</i>	<p><b>Development plan workshop and community engagement</b></p> <p>TSRA Board members participated in a workshop on 29 September 2023 to set the strategic priorities of the TSRA and create the draft <i>Torres Strait Development Plan 2023–2028</i>. Following the workshop, members were supported to undertake community consultations and engagement, collectively reaching over 300 stakeholders and participating in 84 hours of face-to-face community engagements.</p> <p><b>Public Governance, Performance and Accountability Act Training</b></p> <p>On 28 June 2024, TSRA Board members participated in a training session on the <i>Public Governance, Performance and Accountability Act 2013</i> facilitated by the Department of Finance. The purpose of the session was to refresh members on the management of their accountabilities under the Act.</p>
<i>Methodology</i>	Quantitative analysis and qualitative assessment of TSRA administrative data
<i>Source</i>	TSRA secretariat documentation; TSRA Board member reports and meeting minutes

<b>Measure</b>	<b>5.1 Increase the level of engagement of elected Torres Strait Islander and Aboriginal leaders in policy development and decision-making</b>
<b>Target</b>	<b>5.1.4 Maintain support for local leadership programs Identify further opportunities to enhance the TSRA's support for leadership development</b>
<i>2022–23 baseline</i>	TSRA support for 3 leadership programs, including the Australian Rural Leadership Program, a youth leadership program and tertiary scholarships
<i>Result rating</i>	Achieved
<i>Result value</i>	5 leadership initiatives supported

*Continued over the page*





<b>Measure</b>	<b>5.1 Increase the level of engagement of elected Torres Strait Islander and Aboriginal leaders in policy development and decision-making</b>
<b>Analysis</b>	<p><b>TSRA Excellence Award</b></p> <p>The 2023 TSRA Excellence Award was presented to Year 12 Tagai State College student Priscilla Takai-Bowie in recognition of her leadership qualities and her work to support and mentor others. The award was presented by the TSRA Chairperson during a Tagai State College event attended by parents, staff and local community members.</p> <p><b>yLead Australian Student Leadership Conference</b></p> <p>The TSRA provided \$14,474 to support 9 Tagai State College year 12 leaders to attend the yLead Australian Student Leadership Conference in January 2024. The conference program supports young people to develop their leadership skills, empowering them to build a strong sense of identity and the self-confidence to leave lasting legacies within their communities.</p> <p><b>University experience trip</b></p> <p>The TSRA provided \$55,000 to support 20 secondary students and 3 staff of Tagai State College to take part in a trip to Brisbane to expose students to the university experience and inspire and prepare them to attend university after completing secondary schooling.</p> <p><b>Australian Rural Leadership Program</b></p> <p>The TSRA provided \$29,800 to sponsor Barbara Ibuai and Hassim Adidi to participate in course 31 of the Australian Rural Leadership Program. The program provides the opportunity to build leadership capability and to bring leadership skills back to communities and industries.</p> <p><b>Assistance with Tertiary Education Scheme scholarships</b></p> <p>The TSRA supported university students through the provision of 12 Assistance with Tertiary Education Scheme scholarships for students enrolled in studies including law, arts, education, music, environmental science, nursing science, nursing, and midwifery.</p>
<b>Methodology</b>	Quantitative analysis and qualitative assessment of TSRA administrative data
<b>Source</b>	Promotional activities; TSRA grants data; media releases





# Case study:

## Assistance with Tertiary Education Scheme scholar

Assistance with Tertiary Education Scheme (ATES) scholarships support Torres Strait Islander and Aboriginal people of any age to undertake study for their first undergraduate qualification at a tertiary institution, by providing financial assistance towards living and study-related expenses. The value of each scholarship is \$6,000 per calendar year for full-time students.

Since 2005, ATES has supported over 130 Torres Strait Islander and Aboriginal students. The program has been refined to expand the number of available scholarships, from 2 per year to a demand-based offering.

Potential new scholarship recipients must complete an application form and submit to merit-based assessment, ranked against the eligibility criteria. Recognising that university is a big commitment, our program guidelines in recent years have allowed continuing students to reapply for a scholarship each year by providing their successful academic results only.

Continuing student Alana Nicholls has been studying since 2022. She notes that the ATES scholarship has helped her to be successful in her studies 'as the funding provided to me allows me to live and study as a full-time university student more comfortably, as it relieves some financial stress.'

Alana is enrolled at the University of Sydney in New South Wales, in her third year of a Bachelor of Arts and Advanced Studies, double majoring in Studies in Religion and Anthropology.

Alana says, 'My choice in majors reflect my strongly held belief that the core of human interaction and cross-cultural understanding is a deep, genuine appreciation for our distinct

cultural practices, languages, and belief systems. I am particularly interested in the religious aspect of this, the diversity of religion, and how it affects the culture of a people.'

Alana has been bringing excellence to her studies, maintaining a distinction average. In addition to her hard work and great results, Alana has been undertaking artistic and exchange activities, as part of a well-rounded university experience. Alana's achievements since she commenced studying include:

- designing the University of Sydney's sports jerseys for both the Indigenous Nationals and the Nationals in 2022, and for the Indigenous Nationals again in 2023
- winning the Gadigal Creative Arts Award
- receiving the University of Sydney's Indigenous Progress Award, Aboriginal and Torres Strait Islander Success Award and Vice Chancellor's Mobility Scholarship
- undertaking a cultural exchange experience for one month at the University of Padua, Italy.

Alana's hard work is being rightly recognised, and she has her sights set on further career goals. As she explains, 'After I complete my studies, I intend to pursue an academic career and complete a PhD, focusing my studies specifically on culture and conflict from a religious history/culture perspective. This is until I can eventually work as a journalist, specifically in war correspondence.'



Alana Nicholls  
Photo supplied



## Key activity 6 Improve the health and wellbeing of Torres Strait Islander and Aboriginal families and individuals residing in the Torres Strait and Northern Peninsula Area

Contributing program area: Healthy Communities

<b>Measure</b>	<b>6.1 Improved monitoring of the effectiveness of health service delivery in the region</b>
<b>Target</b>	<b>6.1.1 Maintain/increase TSRA participation in health committees, forums and government meetings</b>
<b>2022–23 baseline</b>	Participation in interagency forums such as the Queensland Aboriginal and Torres Strait Islander Health Partnership meetings; hosting the Torres Strait and Northern Peninsula Area Regional Healthy Communities Forum
<b>Result rating</b>	Achieved
<b>Result value</b>	<p>Leadership of and/or participation in 33 formal health-related forums, professional committees and government meetings</p> <p>This figure does not include activities that are classified 'business as usual' (strategic policy collaboration, partnerships with key stakeholders, community engagement and relationships, and advocacy for increased investment to address socioeconomic challenges, issues and opportunities).</p>
<b>Analysis</b>	<p>The TSRA engaged with the Australian Government, the Queensland Government and other key partners in health policy development, implementation and reform. We were represented on several high-level steering committees and working groups to drive better policy outcomes for Torres Strait Islander and Aboriginal people living in the Torres Strait region. Our immediate interests include health service delivery reform that puts communities in control of decisions on health funding, and addressing the complex matter of First Nations food security through collaborative partnerships.</p> <p>In 2023–24, the TSRA Chairperson, CEO and staff participated in over 33 committees, forums and government meetings.</p> <p><b>Ministerial roundtables</b></p> <p>In December 2023, the TSRA Chairperson, the Mayor of Torres Shire Council (TSC), the Mayor of Torres Strait Island Regional Council (TSIRC), and the Queensland Member for Cook met with the Queensland Minister for Health, Mental Health and Ambulance Services to discuss the health issues impacting the Torres Strait region and work on strategies to address them.</p> <p>In May 2024, the Chairperson participated in a ministerial roundtable meeting with the Australian Government and Queensland Government health ministers to discuss investigations into the state health service delivery. The meeting was also attended by the mayors of the TSC, TSIRC and Northern Peninsula Area Regional Council (NPARC).</p>

*Continued over the page*





Measure	6.1 Improved monitoring of the effectiveness of health service delivery in the region
Analysis (continued)	<p><b>Torres Strait and Northern Peninsula Area Regional Healthy Communities Forum</b></p> <p>The TSRA commenced implementing 21 recommendations from the healthy communities forum:</p> <ul style="list-style-type: none"><li>— 6 actions relate to TSRA Board advocacy and include advocating for reforms to the Torres and Cape Hospital and Health Service, the rollout of the Torres and Cape Health Care TORCH project, and regional housing needs</li><li>— 15 actions are being implemented within the TSRA’s operational and program planning and include mapping high-level health care across the Torres Strait region, auditing health infrastructure, developing MOUs with government and corporate entities, and supporting activities that promote personal commitments to improving health and wellbeing.</li></ul> <p><b>Thursday Island Interagency Meetings</b></p> <p>The Thursday Island Interagency Meetings are facilitated by Queensland’s Department of Treaty, Aboriginal and Torres Strait Islander Partnerships, Communities and the Arts. The TSRA is a participating member, regularly sharing agency updates and advice to support strategic discussions and identify opportunities to support cross-agency collaboration to assist delivery of outcomes under the <i>Torres Strait Development Plan 2023–2028</i>. The key focus of meetings are youth services and programs for the region.</p> <p><b>TORCH Steering Committee</b></p> <p>The TORCH Steering Committee was set up to guide the establishment of the Torres and Cape Health Care Community-Controlled Commissioning Entity, a joint commitment by the Australian Government and Queensland Government in partnership with the Queensland Aboriginal and Islander Health Council and community leaders, for health system reform for the Torres and Cape region. The TSRA attended 4 meetings in the period and advocated to ensure that appropriate resourcing to the Torres Strait region is provided at community level.</p> <p><b>Gather + Grow Steering Committee</b></p> <p>The TSRA participates on the steering committee for the Health and Wellbeing Queensland <i>Gather + Grow Action Plan 2023–2026</i>, to enable delivery of the action plan for remote food security through shared accountability, decision-making and coordination. The steering committee met in November 2023.</p> <p><b>NIAA Remote Food Security Working Group</b></p> <p>The TSRA is a member of the NIAA Remote Food Security Working Group, which provides a coordinated national approach to improving the price, availability and quality of food and essential groceries in remote First Nations communities. The working group met in March 2024.</p> <p><b>Gur A Baradharaw Kod Prescribed Bodies Corporate Forum</b></p> <p>In April 2024, the TSRA presented at Gur A Baradharaw Kod Sea and Land Council Torres Strait Islander Corporation’s Prescribed Bodies Corporate Forum (hosted by the National Native Title Tribunal). The presentation covered the TSRA’s Healthy Communities Program, current priorities, policy projects and grant funding opportunities.</p>

Continued over the page





<b>Measure</b>	<b>6.1 Improved monitoring of the effectiveness of health service delivery in the region</b>
	<p><b>Inquiry into Supermarket Pricing</b></p> <p>The TSRA participated in the Queensland Government's Inquiry into Supermarket Pricing, making a submission to the inquiry and giving evidence during the Supermarket Pricing Select Committee's public hearing in Cairns in April 2024. The TSRA's submission focused on the causes and effects of increased supermarket pricing in the Torres Strait region and the variability in supermarket offerings and pricing.</p> <p><b>National Health Leadership Forum</b></p> <p>The TSRA is a member of the National Health Leadership Forum, which provides advice and direction to Australian governments on the development and implementation of informed policy and program objectives to help Close the Gap and improve health and life outcomes for Torres Strait Islander and Aboriginal peoples. In June 2024, the TSRA Chairperson and CEO met with other forum members to discuss current work priorities and opportunities to contribute to national health policy development and systems and funding reform.</p>
<i>Methodology</i>	Quantitative analysis and qualitative assessment of TSRA administrative data
<i>Source</i>	TSRA secretariat documentation; steering committee and working group agendas and minutes; Chairperson and CEO reports

<b>Measure</b>	<b>6.1 Improved monitoring of the effectiveness of health service delivery in the region</b>
<b>Target</b>	<b>6.1.2 Maintain/increase engagement with communities and community organisations on health projects</b>
<i>2022–23 baseline</i>	\$166,385 in grants and sponsorships to 8 organisations; \$413,999 in operational funding to Torres Strait Youth and Recreational Sporting Association; participation in the Queensland Government Cost of Living Summit, including preparing a paper progressing a regional freight subsidy; stakeholder relationships with Community Enterprise Queensland and Health and Wellbeing Queensland
<i>Result rating</i>	Partially achieved
<i>Result value</i>	3 MOUs established; \$449,683 in grant funding allocated (77% of 2022–23 levels); over 15 meetings attended
<i>Analysis</i>	<p>While the TSRA does not directly deliver health services, we play a pivotal role within the Torres Strait region through the optimisation of external funding, effective advocacy and strategic stakeholder engagement.</p> <p><b>Strategic partnerships</b></p> <p>In 2023–24, the TSRA entered into new 4-year MOUs with the Queensland Government Department of Tourism, Innovation and Sport, Community Enterprise Queensland, and Indigenous Basketball Australia, to improve health and wellbeing outcomes through preventative health measures including participation in sport and recreation activities and healthy lifestyle initiatives.</p>

*Continued over the page*







Measure	6.1 Improved monitoring of the effectiveness of health service delivery in the region
	<p>In 2024–25, the TSRA will work closely with partners to ensure the successful implementation of the MOUs, by working collaboratively together to deliver on key priorities and targeted activities across the life of the agreements.</p> <p><b>Grants</b></p> <p>The TSRA provided funding of:</p> <ul style="list-style-type: none"><li>— \$30,000 to Australian Indigenous Doctors’ Association for the Igiliyawa – Custodians of Life 2024 program in Torres Strait</li><li>— \$54,488 to Australian Football League - Cape York for the Torres Strait Community training and regional representative programs</li><li>— \$16,545 to Queensland University of Technology for community member attendance at the Lowitja Institute’s International Indigenous Health and Wellbeing Conference in Cairns</li><li>— \$348,650 to Torres Strait Youth and Recreational Sporting Association for the administration of sport subsidies.</li></ul>
Methodology	Quantitative analysis and qualitative assessment of TSRA administrative data
Source	TSRA secretariat documentation; TSRA grants administration; MOUs; meeting agendas and minutes



Dauan Island School students  
Photo TSRA



Key activity 7 Effective and efficient management of the Major Infrastructure Programme and the Trust activities in partnership with stakeholders and the elected membership

Contributing program area: Regional Infrastructure

Measure	7.1 Provide advocacy and support services for the delivery of identified infrastructure projects
Target	7.1.1 Maintain/increase levels of government and community engagement
2022–23 baseline	24 advocacy meetings annually (average 2 per month)
Result rating	Achieved
Result value	27 meetings
Analysis	<p>The TSRA's Regional Infrastructure Program area held an average of just over 2 meetings each month, with 9 meetings held in September 2023. Meetings were held with agencies and organisations including the Australian Government Department of Climate Change, Energy, the Environment and Water and Department of Finance, the NIAA, the Army Ailan Community Assistance Program, the Queensland Government Department of Housing, Local Government, Planning and Public Works, and Maritime Safety Queensland. Meetings also took place with the local councils to discuss investments in community and other infrastructure, including housing.</p> <p><b>Major Infrastructure and Other Projects Trust Fund</b></p> <p>Five meetings of the Major Infrastructure and Other Projects Trust Fund were held in 2023–24 (in August, October, November and December 2023, and in February 2024). Matters considered included the progress of stage 6 of the Major Infrastructure Programme, and projects for consideration under stage 7.</p> <p><b>Torres Strait Islands Marine Infrastructure Program</b></p> <p>In March 2023, the Australian Government and the Queensland Government jointly announced a combined \$80 million in funding for Torres Strait and Northern Peninsula Area marine infrastructure, for repairs and upgrades to jetties, wharves, boat ramps and related infrastructure. In September 2023, the TSRA participated in a meeting with Maritime Safety Queensland, as the lead delivery agent, to support the project rollout. The TSRA will work closely with Maritime Safety Queensland and other relevant departments as part of a whole-of-government approach to ensure the effective delivery of this initiative.</p> <p><b>Major infrastructure and seawalls projects</b></p> <p>Throughout 2023–24, the TSRA undertook discussions with the NIAA and Queensland's Department of Housing, Local Government, Planning and Public Works to progress planning for new investments in the Major Infrastructure Programme and the Torres Strait Seawalls Program.</p>

Continued over the page





Measure	7.1 Provide advocacy and support services for the delivery of identified infrastructure projects
	<p><b>Digital connectivity</b></p> <p>In June 2024, the TSRA met with members of the Regional Telecommunications Review Committee to discuss the challenges faced by Torres Strait communities and the need for ongoing investment in digital and mobile telecommunications infrastructure.</p> <p>The TSRA continued its engagement with the 3 local governments in the Torres Strait region to support collective advocacy on infrastructure matters, including by inviting the mayors to attend the April 2024 meeting of the TSRA Board to present on their priorities.</p>
Methodology	Qualitative assessment of TSRA administrative data
Source	TSRA secretariat documentation; meeting minutes and agendas; TSRA Board reports

Measure	7.1 Provide advocacy and support services for the delivery of identified infrastructure projects
Target	7.1.2 Project delivery milestones achieved
2022–23 baseline	49% of milestones delivered in line with the approved project plans
Result rating	Partially achieved
Result value	70% of milestones delivered in line with the approved project plans
Analysis	<p>Analysis of project delivery milestones found that 7 significant project milestones were met in 2023–24, with 3 milestones not met during the year.</p> <p>Projects where milestones were met included the completion of construction of the Dauan Island multipurpose court project; the end of defect liability periods for the Bamaga sewage treatment plant and the Poruma seawall; and the completion of several milestones associated with the concrete road for the Horn Island Affordable Housing Project.</p> <p>Milestones not met included practical completion of the lama seawall (expected early in 2024–25); the Ugar Island fuel bowser and safe access projects; and the Prince of Wales Island jetty project. The TSRA is working with the NIAA to vary the project funding schedule for the jetty project and has sought advice from TSC to determine a way forward, noting that the project was to be completed during 2023.</p> <p>Delays to the delivery of the Ugar Island fuel bowser project are attributed to increasing and unanticipated additional costs. The TSRA is working with TSIRC to address these issues through consideration of alternative options. The TSRA is also working with the council to review the budget for the Ugar Island safe access project and vary the project agreement accordingly.</p>

Continued over the page





<b>Measure</b>	<b>7.1 Provide advocacy and support services for the delivery of identified infrastructure projects</b>
	Increasing material costs and supply chain issues, limited availability of construction contractors, high freight costs, and seasonal weather conditions continue to challenge the ability of some projects to be delivered. The TSRA works closely with its regional partners to progress critical and priority projects as efficiently and cost effectively as possible.
<b>Methodology</b>	Qualitative assessment of TSRA administrative data
<b>Source</b>	TSRA secretariat documentation; TSRA infrastructure project management documentation

<b>Measure</b>	<b>7.2 Implementation of the Regional Infrastructure Advisory Committee's action plan</b>
<b>Target</b>	<b>7.2.1 Activities completed in line with workplan milestones</b>
<b>2022–23 baseline</b>	Not applicable – the Regional Infrastructure Advisory Committee (RIAC) action plan had not been approved
<b>Result rating</b>	Not achieved
<b>Result value</b>	No meetings were held in 2023–24, therefore the RIAC action plan still has not been approved
<b>Analysis</b>	<p>The TSRA established the RIAC in 2021 to provide strategic oversight on current and future regional infrastructure investment for the Torres Strait and Northern Peninsula Area region.</p> <p>The RIAC did not meet during 2023–24.</p> <p>However, the TSRA continued to work towards the implementation of several actions identified within the RIAC action plan, including:</p> <ul style="list-style-type: none"> <li>— engaging in dialogue with decision-makers about the quantum of investment required (Pillar 2, action 3)</li> <li>— working towards updating the regional climate change strategy (Pillar 7, action 1)</li> <li>— supporting new investments in regional telecommunications and digital connectivity infrastructure (Pillar 10).</li> </ul> <p>In 2023–24, the TSRA continued to work with the 3 local councils to progress planning for priority infrastructure investment through mechanisms such as the Torres Strait Major Infrastructure and Other Projects Trust Fund.</p> <p>In 2024–25, the TSRA will focus on re-establishing the RIAC membership, reviewing its terms of reference and governance arrangements, and renewing the RIAC action plan in collaboration with key partners and stakeholders.</p>
<b>Methodology</b>	Qualitative assessment of TSRA administrative data
<b>Source</b>	RIAC action plan; TSRA secretariat documentation; TSRA Board reports and minutes





## Key activity 8 Safe, healthy, respectful, and progressive communities, based on cultural, Ailan Kastom and Aboriginal traditions

Contributing program area: Safe Communities

<b>Measure</b>	<b>8.1 Improvement in the quality of and access to social and legal services</b>
<b>Target</b>	<b>8.1.1 Maintain/increase participation in interagency and integrated service delivery meetings</b>
<i>2022–23 baseline</i>	12 interagency and integrated service delivery consultations, committees and workshops
<i>Result rating</i>	Achieved
<i>Result value</i>	25 interagency and integrated service delivery meetings attended
<i>Analysis</i>	<p>The TSRA engaged with a wide range of stakeholders in 2023–24, finding many ways to support Torres Strait communities and improve service delivery. In addition to attending regular interagency meetings, we built relationships with organisations and stakeholder groups, including:</p> <ul style="list-style-type: none"> <li>— Mura Kosker Sorority</li> <li>— Queensland Indigenous Family Violence Legal Service</li> <li>— Port Kennedy Association</li> <li>— Torres Strait Aged Care Association</li> <li>— Torres Strait Islander Media Association</li> <li>— E&amp;H Law</li> <li>— Lena Passi Women's Shelter Association</li> <li>— Office of the Commissioner (Meriba Omasker Kaziw Kazipa)</li> <li>— Thursday Island Justice Torres Strait Islander and Aboriginal Corporation (Thursday Island Community Justice Group)</li> <li>— Queensland Government Department of Aboriginal and Torres Strait Islander Partnerships</li> <li>— Northern Peninsula Area Interagency Meeting</li> <li>— TRAWQ Indigenous Corporation</li> <li>— Torres Strait Social Justice Interagency Services Meeting</li> <li>— Queensland Police Service – Thursday Island office.</li> </ul> <p>Regular meetings and engagement allow the TSRA to establish and maintain relationships, share information, and consider opportunities for advocacy and support. Topics covered at these gatherings include social wellbeing services; community safety; prevention of family, domestic and sexual violence; the regional legal services framework; youth support and services; early childhood and after-school care; jobs and skills; and community-controlled service delivery and capacity building.</p>
<i>Methodology</i>	Quantitative analysis and qualitative assessment of TSRA administrative data
<i>Source</i>	Relevant documentation and material including agendas, minutes and reports



<b>Measure</b>	<b>8.1 Improvement in the quality of and access to social and legal services</b>
<b>Target</b>	<b>8.1.2 Implementation and monitoring of legal services model</b>
<i>2022–23 baseline</i>	Interim legal services provided by Queensland Indigenous Family Violence Legal Service with \$309,687 in TSRA funding
<i>Result rating</i>	Achieved
<i>Result value</i>	On 1 April 2024, E&H Law was awarded a contract to provide criminal, civil and family law services, and Lena Passi Women's Shelter Association received a contract to provide community and legal education services. The combined value of the contracts, to 30 June 2028, is \$10.25 million, excluding GST.
<i>Analysis</i>	<p>The TSRA ran an open, competitive tender process before awarding a 4-year contract from 2024 to 2028 to provide critical legal services in the region, including the provision of legal education services. Two providers have been appointed to deliver the services in tandem: E&amp;H Law and Lena Passi Women's Shelter Association. The joint approach is ensuring holistic legal support for Torres Strait Islanders and Aboriginal people living in the Torres Strait and the Northern Peninsula Area communities of Bamaga and Seisia.</p> <p>Having a long-term arrangement to mid-2028 provides certainty and stability for community by guaranteeing a continuity of quality support, legal expertise and education from prevention and intervention to assistance with all civil, family and criminal law matters.</p> <p>E&amp;H Law will deliver core legal services including criminal, civil and family law matters after delivering interim criminal services to the region over the past 2 years. The firm is experienced in providing culturally appropriate legal services to clients across Far North Queensland and is establishing operations on Thursday Island and at Bamaga.</p> <p>Lena Passi Women's Shelter Association is a local First Nations community-controlled corporation with more than 30 years delivery history in the region. It is uniquely placed to provide prevention, intervention and community legal education services for local people. It has been working closely with its extensive community networks and the TSRA to help address domestic and family violence and fill community legal education gaps in the region.</p> <p>This successful tender process has allowed the TSRA to drive local and tailored approaches for legal services in the region that directly address service gaps and contribute to improved outcomes under the National Agreement on Closing the Gap.</p>
<i>Methodology</i>	Quantitative analysis and qualitative assessment of TSRA administrative data
<i>Source</i>	Relevant documentation and contract material





<b>Measure</b>	<b>8.1 Improvement in the quality of and access to social and legal services</b>
<b>Target</b>	<b>8.1.3 Maintain support for social support services</b>
<i>2022–23 baseline</i>	4 grants and sponsorships worth \$824,195
<i>Result rating</i>	Partially achieved (Counting new grants only, as per the 2022–23 benchmark, to maintain consistent measurement over time. However, total grant funding significantly exceeded the benchmark.)
<i>Result value</i>	\$677,882 (excluding GST) in grants made to 6 community organisations and individuals (82% of 2022–23 levels)
<i>Analysis</i>	<p>The Safe Communities Program continues to support vital community organisations to do their work, by providing grant funding to cover operational costs. In 2023–24, grants of operational funding were made to the following bodies:</p> <ul style="list-style-type: none"> <li>— Mura Kosker Sorority received \$515,000, to enable it to deliver support services including domestic and family violence counselling, the Healthy Aging Program and the Family Support Service. Mura Kosker is an Indigenous not-for-profit organisation that advocates for human rights and improves family and kinship wellbeing in the Torres Strait, through tailored services and programs.</li> <li>— Torres Strait Aged Care Association received \$96,386, to enable essential administrative support.</li> </ul> <p>The TSRA also provided grant funding to the following organisations for a variety of purposes, as described below:</p> <ul style="list-style-type: none"> <li>— Torres Strait Islander Media Association received \$25,000 to work with young people to curate and present the Gathering Voices Media and Arts Festival, held on Thursday Island in October 2023.</li> <li>— TSIRC was provided with \$10,650 to support 5 local creative writers to participate in the Cairns Tropical Writers Festival in March 2024.</li> <li>— Queensland Police, under auspice of Mura Koster Sorority, received \$12,989 for Voice Against Violence.</li> <li>— Elthies Kris, under auspice of the Torres Strait Islander Media Association, received \$17,857 for Sower Creative Writing.</li> </ul> <p>In addition to the reported result value, the TSRA provided operational funding of \$726,926 through multi-year grant agreements:</p> <ul style="list-style-type: none"> <li>— Thursday Island Community Justice Group received \$384,926, allowing it to deliver social justice education, early intervention and rehabilitation support services to communities in the region.</li> <li>— Port Kennedy Association received \$342,000, to enable it to deliver its social services and after-school care program.</li> </ul> <p>The TSRA's ongoing support of community organisations is contributing to safety within the Torres Strait community. The total operational funding provided to community organisations in 2023–24 was \$1,338,312.</p>
<i>Methodology</i>	Quantitative analysis and qualitative assessment of TSRA administrative data
<i>Source</i>	Relevant documentation and material including corporate and financial records





Green Hill, Waiben (Thursday Island)  
Photo Caitlin Paton











# Part 3:

**Financial statements**



## INDEPENDENT AUDITOR'S REPORT

### To the Minister for Indigenous Australians

#### Opinion

In my opinion, the financial statements of the Torres Strait Regional Authority (the Entity) for the year ended 30 June 2024:

- (a) comply with Australian Accounting Standards – Simplified Disclosures and the *Public Governance, Performance and Accountability (Financial Reporting) Rule 2015*; and
- (b) present fairly the financial position of the Entity as at 30 June 2024 and its financial performance and cash flows for the year then ended.

The financial statements of the Entity, which I have audited, comprise the following as at 30 June 2024 and for the year then ended:

- Statement by the Accountable Authority, Chief Executive and Chief Financial Officer;
- Statement of Comprehensive Income;
- Statement of Financial Position;
- Statement of Changes in Equity;
- Cash Flow Statement; and
- Notes to the financial statements, comprising material accounting policy information and other explanatory information.

#### Basis for opinion

I conducted my audit in accordance with the Australian National Audit Office Auditing Standards, which incorporate the Australian Auditing Standards. My responsibilities under those standards are further described in the *Auditor's Responsibilities for the Audit of the Financial Statements* section of my report. I am independent of the Entity in accordance with the relevant ethical requirements for financial statement audits conducted by the Auditor-General and their delegates. These include the relevant independence requirements of the Accounting Professional and Ethical Standards Board's APES 110 *Code of Ethics for Professional Accountants (including Independence Standards)* (the Code) to the extent that they are not in conflict with the *Auditor-General Act 1997*. I have also fulfilled my other responsibilities in accordance with the Code. I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my opinion.

#### Accountable Authority's responsibility for the financial statements

As the Accountable Authority of the Entity, the Directors are responsible under the *Public Governance, Performance and Accountability Act 2013* (the Act) for the preparation and fair presentation of annual financial statements that comply with Australian Accounting Standards – Simplified Disclosures and the rules made under the Act. The Directors are also responsible for such internal control as the Directors determine is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, the Directors are responsible for assessing the ability of the Entity to continue as a going concern, taking into account whether the Entity's operations will cease as a result of an administrative restructure or for any other reason. The Directors are also responsible for disclosing, as applicable, matters related to going concern and using the going concern basis of accounting, unless the assessment indicates that it is not appropriate.

GPO Box 707, Canberra ACT 2601  
38 Sydney Avenue, Forrest ACT 2603  
Phone (02) 6203 7300



### **Auditor's responsibilities for the audit of the financial statements**

My objective is to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes my opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with the Australian National Audit Office Auditing Standards will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of the financial statements.

As part of an audit in accordance with the Australian National Audit Office Auditing Standards, I exercise professional judgement and maintain professional scepticism throughout the audit. I also:

- identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for my opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control;
- obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Entity's internal control;
- evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures made by the Accountable Authority;
- conclude on the appropriateness of the Accountable Authority's use of the going concern basis of accounting and, based on the audit evidence obtained, whether a material uncertainty exists related to events or conditions that may cast significant doubt on the Entity's ability to continue as a going concern. If I conclude that a material uncertainty exists, I am required to draw attention in my auditor's report to the related disclosures in the financial statements or, if such disclosures are inadequate, to modify my opinion. My conclusions are based on the audit evidence obtained up to the date of my auditor's report. However, future events or conditions may cause the Entity to cease to continue as a going concern; and
- evaluate the overall presentation, structure and content of the financial statements, including the disclosures, and whether the financial statements represent the underlying transactions and events in a manner that achieves fair presentation.

I communicate with the Accountable Authority regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that I identify during my audit.

Australian National Audit Office

Peter Kerr

Executive Director

Delegate of the Auditor-General

Canberra

11 September 2024







# CONTENTS

## Certification

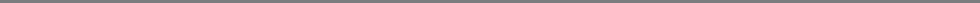
### Primary financial statement

- Statement of Comprehensive Income
- Statement of Financial Position
- Statement of Changes in Equity
- Cash Flow Statement

### Overview

### Notes to the financial statements:

- 1. Financial Performance
  - 1.1 Expenses
  - 1.2 Own-Source Revenue and Gains
- 2. Financial Position
  - 2.1 Financial Assets
  - 2.2 Non-Financial Assets
  - 2.3 Payables
  - 2.4 Interest Bearing Liabilities
- 3. People and Relationships
  - 3.1 Employee Provisions
  - 3.2 Key Management Personnel Remuneration
  - 3.3 Related Party Disclosures
- 4. Managing Uncertainties
  - 4.1 Contingent Assets and Liabilities
  - 4.2 Financial Instruments
  - 4.3 Fair Value Measurement
- 5. Other Information
  - 5.1 Current/non-current distinction for assets and liabilities
  - 5.2 Assets Held in Trust
  - 5.3 Budget Variances Commentary



**Torres Strait Regional Authority****STATEMENT BY THE ACCOUNTABLE AUTHORITY, CHIEF EXECUTIVE AND CHIEF FINANCIAL OFFICER**

In our opinion, the attached financial statements for the year ended 30 June 2024 comply with subsection 42(2) of the *Public Governance, Performance and Accountability Act 2013* (PGPA Act), and are based on properly maintained financial records as per subsection 41(2) of the PGPA Act.

In our opinion, at the date of this statement, there are reasonable grounds to believe that the Torres Strait Regional Authority will be able to pay its debts as and when they fall due.

This statement is made in accordance with a resolution of the directors.

Signed

Mr Napau Pedro Stephen AM  
Chairperson

11 September 2024

Signed

Mr John Paiwan  
Alternate Deputy Chairperson

11 September 2024

Signed

Mr Charlie Kaddy  
Acting Chief Executive Officer

11 September 2024

Signed

Mrs Michelle Noack  
Chief Financial Officer

11 September 2024



**TORRES STRAIT REGIONAL AUTHORITY**  
**Statement of Comprehensive Income**

for the period ended 30 June 2024

		2024	2023	Original Budget
	Notes	\$'000	\$'000	\$'000
<b>NET COST OF SERVICES</b>				
<b>Expenses</b>				
Employee benefits	1.1A	19,985	18,714	21,546
Suppliers	1.1B	20,488	14,001	19,796
Grants	1.1C	9,353	13,237	12,292
Depreciation and amortisation	2.2A	2,292	2,142	1,271
Finance costs	1.1D	96	272	158
Impairment loss on financial instruments		175	68	-
<b>Total expenses</b>		<b>52,389</b>	<b>48,434</b>	<b>55,063</b>
<b>Own-source income</b>				
<b>Own-source revenue</b>				
Revenue from contracts with customers	1.2A	1,081	796	505
Grant revenue	1.2B	12,139	20,426	16,326
Interest	1.2C	2,293	1,437	970
Other revenue	1.2D	5,008	795	-
<b>Total own-source revenue</b>		<b>20,521</b>	<b>23,454</b>	<b>17,801</b>
<b>Gains</b>				
Reversal of write-downs and impairment		131	10	-
Gain from acquisition of land and buildings	1.2E	-	565	-
<b>Total gains</b>		<b>131</b>	<b>575</b>	<b>-</b>
<b>Total own-source income</b>		<b>20,652</b>	<b>24,029</b>	<b>17,801</b>
<b>Net cost of services</b>		<b>31,737</b>	<b>24,405</b>	<b>37,262</b>
Revenue from Government	1.2F	37,247	36,486	37,247
<b>Surplus/(Deficit) on continuing operations</b>		<b>5,510</b>	<b>12,081</b>	<b>(15)</b>
<b>OTHER COMPREHENSIVE INCOME</b>				
<b>Items not subject to subsequent reclassification to net cost of services</b>				
Changes in asset revaluation reserve		5,193	9,240	-
<b>Total comprehensive income/(loss)</b>		<b>10,703</b>	<b>21,321</b>	<b>(15)</b>

The above statement should be read in conjunction with the accompanying notes.



**TORRES STRAIT REGIONAL AUTHORITY**  
**Statement of Financial Position**  
*as at 30 June 2024*

		<b>2024</b>	<b>2023</b>	<b>Original Budget</b>
	<b>Notes</b>	<b>\$'000</b>	<b>\$'000</b>	<b>\$'000</b>
<b>ASSETS</b>				
<b>Financial assets</b>				
Cash and cash equivalents	2.1A	20,773	13,396	8,737
Trade and other receivables	2.1B	697	1,071	3,917
Loan receivables	2.1C	1,897	2,376	-
Other investments	2.1D	33,029	33,054	24,766
<b>Total financial assets</b>		<b>56,396</b>	<b>49,897</b>	<b>37,420</b>
<b>Non-financial assets</b>				
Land and buildings <sup>1</sup>	2.2A	76,346	72,447	64,844
Plant and equipment	2.2A	2,523	1,664	2,002
Heritage and cultural	2.2A	77	77	188
Other non-financial assets		-	87	-
<b>Total non-financial assets</b>		<b>78,946</b>	<b>74,275</b>	<b>67,034</b>
<b>Total assets</b>		<b>135,342</b>	<b>124,172</b>	<b>104,454</b>
<b>LIABILITIES</b>				
<b>Payables</b>				
Suppliers	2.3A	716	917	2,696
Other payables	2.3B	529	417	350
<b>Total payables</b>		<b>1,245</b>	<b>1,334</b>	<b>3,046</b>
<b>Interest bearing liabilities</b>				
Leases	2.4A	766	966	371
<b>Total interest bearing liabilities</b>		<b>766</b>	<b>966</b>	<b>371</b>
<b>Provisions</b>				
Employee provisions	3.1A	4,348	3,592	3,566
<b>Total provisions</b>		<b>4,348</b>	<b>3,592</b>	<b>3,566</b>
<b>Total liabilities</b>		<b>6,359</b>	<b>5,892</b>	<b>6,983</b>
<b>Net assets</b>		<b>128,983</b>	<b>118,280</b>	<b>97,471</b>
<b>EQUITY</b>				
Contributed equity		3,021	3,021	3,021
Reserves		39,618	34,425	25,185
Retained surplus		86,344	80,834	69,265
<b>Total equity</b>		<b>128,983</b>	<b>118,280</b>	<b>97,471</b>

The above statement should be read in conjunction with the accompanying notes.

1. Right-of-use assets are included in the following line items: Land and buildings.





**TORRES STRAIT REGIONAL AUTHORITY**  
**Statement of Changes In Equity**  
*for the period ended 30 June 2024*

	<b>2024</b>	<b>2023</b>	<b>Original Budget</b>
	<b>\$'000</b>	<b>\$'000</b>	<b>\$'000</b>
<b>CONTRIBUTED EQUITY</b>			
<b>Opening balance as at 1 July</b>			
Balance carried forward from previous period	<b>3,021</b>	3,021	3,021
<b>Closing balance as at 30 June</b>	<b>3,021</b>	<b>3,021</b>	<b>3,021</b>
<b>RETAINED EARNINGS</b>			
<b>Opening balance as at 1 July</b>			
Balance carried forward from previous period	<b>80,834</b>	68,753	69,280
<b>Adjusted opening balance</b>	<b>80,834</b>	<b>68,753</b>	<b>69,280</b>
<b>Comprehensive income</b>			
Surplus/(Deficit) for the period	<b>5,510</b>	12,081	(15)
<b>Total comprehensive income</b>	<b>5,510</b>	<b>12,081</b>	<b>(15)</b>
<b>Closing balance as at 30 June</b>	<b>86,344</b>	<b>80,834</b>	<b>69,265</b>
<b>ASSET REVALUATION RESERVE</b>			
<b>Opening balance as at 1 July</b>			
Balance carried forward from previous period	<b>34,425</b>	25,185	25,185
<b>Adjusted opening balance</b>	<b>34,425</b>	<b>25,185</b>	<b>25,185</b>
<b>Comprehensive income</b>			
Other comprehensive income	<b>5,193</b>	9,240	-
<b>Total comprehensive income</b>	<b>5,193</b>	<b>9,240</b>	<b>-</b>
<b>Closing balance as at 30 June</b>	<b>39,618</b>	<b>34,425</b>	<b>25,185</b>
<b>TOTAL EQUITY</b>			
<b>Opening balance as at 1 July</b>			
Balance carried forward from previous period	<b>118,280</b>	96,959	97,486
<b>Adjusted opening balance</b>	<b>118,280</b>	<b>96,959</b>	<b>97,486</b>
<b>Comprehensive income</b>			
Surplus/(Deficit) for the period	<b>5,510</b>	12,081	(15)
Other comprehensive income	<b>5,193</b>	9,240	-
<b>Total comprehensive income</b>	<b>10,703</b>	<b>21,321</b>	<b>(15)</b>
<b>Closing balance as at 30 June</b>	<b>128,983</b>	<b>118,280</b>	<b>97,471</b>

The above statement should be read in conjunction with the accompanying notes.



**TORRES STRAIT REGIONAL AUTHORITY**  
**Cash Flow Statement**

for the period ended 30 June 2024

		2024	2023	Original Budget
	Notes	\$'000	\$'000	\$'000
<b>OPERATING ACTIVITIES</b>				
<b>Cash received</b>				
Receipts from Government		37,247	36,486	37,247
Sale of goods and rendering of services		1,495	401	505
Grant funding recovered		4,984	570	-
Grant revenue		12,139	20,426	16,326
Interest		2,039	1,375	820
GST received		1,749	2,613	-
<b>Total cash received</b>		<b>59,653</b>	<b>61,871</b>	<b>54,898</b>
<b>Cash used</b>				
Employees		19,117	18,621	21,546
Suppliers		21,540	17,258	19,796
Interest payments on lease liabilities		16	9	8
Loan advances		-	16	-
Grants		10,288	13,858	12,292
<b>Total cash used</b>		<b>50,961</b>	<b>49,762</b>	<b>53,642</b>
<b>Net cash from operating activities</b>		<b>8,692</b>	<b>12,109</b>	<b>1,256</b>
<b>INVESTING ACTIVITIES</b>				
<b>Cash received</b>				
Proceeds from loan repayments		738	497	-
Investments		24	-	755
<b>Total cash received</b>		<b>762</b>	<b>497</b>	<b>755</b>
<b>Cash used</b>				
Loan advances		20	63	-
Purchase of property, plant and equipment		1,857	1,761	3,040
Investments		-	6,277	-
<b>Total cash used</b>		<b>1,877</b>	<b>8,101</b>	<b>3,040</b>
<b>Net cash (used by) investing activities</b>		<b>(1,115)</b>	<b>(7,604)</b>	<b>(2,285)</b>
<b>FINANCING ACTIVITIES</b>				
<b>Cash used</b>				
Principal payments of lease liabilities		200	59	111
<b>Total cash used</b>		<b>200</b>	<b>59</b>	<b>111</b>
<b>Net cash (used by) financing activities</b>		<b>(200)</b>	<b>(59)</b>	<b>(111)</b>
<b>Net increase/(decrease) in cash held</b>		<b>7,377</b>	<b>4,446</b>	<b>(1,140)</b>
Cash and cash equivalents at the beginning of the reporting period		13,396	8,950	9,877
<b>Cash and cash equivalents at the end of the reporting period</b>	2.1A	<b>20,773</b>	<b>13,396</b>	<b>8,737</b>

The above statement should be read in conjunction with the accompanying notes.



## Overview

The Torres Strait Regional Authority (TSRA) was established as a body corporate under the *Aboriginal and Torres Strait Islander Act 2005* (ATSIA Act). The TSRA under the direction of an Indigenous elected representative Board is the lead Commonwealth agency with responsibility to recognise and maintain Ailan Kastom belonging to all Torres Strait Islanders, develop policy, implement programmes and coordinate service delivery for the benefit of Torres Strait Islander and Aboriginal people in the Torres Strait area.

Torres Strait Regional Authority  
1st Floor, Torres Strait Haus  
46 Victoria Parade  
Thursday Island, QLD

### The Basis of Preparation

The financial statements are required by section 42 of the *Public Governance, Performance and Accountability Act 2013*.

The financial statements have been prepared in accordance with:

- a) *Public Governance, Performance and Accountability (Financial Reporting) Rule 2015* (FRR); and
- b) Australian Accounting Standards and Interpretations - including simplified disclosures for Tier 2 Entities under AASB 1060 issued by the Australian Accounting Standards Board (AASB) that apply for the reporting period.

The financial statements have been prepared on an accrual basis and in accordance with the historical cost convention, except for certain assets and liabilities at fair value. Except where stated, no allowance is made for the effect of changing prices on the results or the financial position. The financial statements are presented in Australian dollars.

### New Accounting Standards

The following amending standards were issued prior to the signing of the statement by the accountable authority and chief financial officer, were applicable to the current reporting period and had no material effect on the TSRA's financial statements:

AASB 2021-2 Amendments to Australian Accounting Standards - Disclosure of Accounting Policies and Definition of Accounting Estimates and AASB 2021-6 Amendments to Australian Accounting Standards - Disclosure of Accounting Policies: Tier 2 and Other Australian Accounting Standards

The amendments to AASB 1060 and AASB Practice Statement 2 Making Materiality Judgements provide guidance and examples to help entities apply materiality judgements to accounting policy disclosures. The amendments aim to help TSRA provide accounting policy disclosures that are more useful by replacing the requirement for entities to disclose their 'significant' accounting policies with a requirement to disclose their 'material' accounting policies and adding guidance on how entities apply the concept of materiality in making decisions about accounting policy disclosures. The amendments have had an impact on TSRA's disclosures of accounting policies, but not on the measurement, recognition or presentation of any items in TSRA's financial statements.

The amendments to AASB 108 clarify the distinction between changes in accounting estimates, changes in accounting policies and the correction of errors. They also clarify how entities use measurement techniques and inputs to develop accounting estimates. The amendments had no impact on TSRA's financial statements.

### Taxation

The TSRA is exempt from all forms of taxation except Fringe Benefits Tax (FBT) and the Goods and Services Tax (GST).

### Events After the Reporting Period

There were no subsequent events that had the potential to significantly affect the ongoing structure and financial activities of the TSRA.



## Financial Performance

This section analyses the financial performance of the Torres Strait Regional Authority for the period ended 30 June 2024.

### 1.1 Expenses

	2024 \$'000	2023 \$'000
<b>1.1A: Employee benefits</b>		
Wages and salaries	15,077	14,185
Superannuation		
Defined contribution plans	1,783	1,651
Defined benefit plans	339	369
Leave and other entitlements	2,786	2,509
<b>Total employee benefits</b>	<b>19,985</b>	<b>18,714</b>

#### Accounting Policy

Accounting policies for employee related expenses are contained in the People and Relationships section.

### 1.1B: Suppliers

#### Goods and services supplied or rendered

Audit fees	60	60
Consultants and professional fees	6,465	3,326
Media, advertising and public relations	579	457
Office running costs	2,232	1,929
Other staff costs	954	871
Project Supplies	355	297
Property costs	388	379
Repairs and maintenance	918	740
Strata Levies	59	38
Transport, freight and storage	944	479
Travel	4,603	3,605
Other	1,895	1,038
<b>Total goods and services supplied or rendered</b>	<b>19,452</b>	<b>13,219</b>
Goods supplied	861	571
Services rendered	18,591	12,648
<b>Total goods and services supplied or rendered</b>	<b>19,452</b>	<b>13,219</b>

#### Other suppliers

Short-term leases	763	646
Workers compensation expenses	273	136
<b>Total other suppliers</b>	<b>1,036</b>	<b>782</b>
<b>Total suppliers</b>	<b>20,488</b>	<b>14,001</b>

The TSRA has no short-term lease commitments as at 30 June 2024.

The above lease disclosures should be read in conjunction with the accompanying notes 1.1D, 2.2A and 2.4A.

#### Accounting Policy

##### Short-term leases and leases of low-value assets

The TSRA has elected not to recognise right-of-use assets and lease liabilities for short-term leases of assets that have a lease term of 12 months or less and leases of low-value assets (less than \$10,000 per asset), if any. The lease payments associated with these leases are recognised as an expense on a straight-line basis over the lease term.





	2024 \$'000	2023 \$'000
<b>1.1C: Grants</b>		
<b>Public sector:</b>		
State and Territory governments	688	550
Local governments	5,005	8,100
<b>Private sector:</b>		
Non-profit organisations	3,660	4,132
For-profit organisations	-	455
<b>Total grants</b>	<b>9,353</b>	<b>13,237</b>

The above grants to local governments should be read in conjunction with the accompanying note 5.2A.

#### Accounting Policy

The TSRA administers a number of grant schemes. Grant liabilities are recognised to the extent that (i) the services required to be performed by the grantee have been performed or (ii) the grant eligibility criteria have been satisfied, but payments due have not been made. When the Government enters into an agreement to make these grants and services but services have not been performed or criteria satisfied, this is considered a commitment.

#### 1.1D: Finance costs

Write down of loans to net present value	80	263
Interest on lease liabilities	16	9
<b>Total finance costs</b>	<b>96</b>	<b>272</b>

The above lease disclosures should be read in conjunction with the accompanying notes 1.1B, 2.2A and 2.4A.

#### Accounting Policy

Refer to accounting policy in note 2.1C relating to write down of loans to net present value.



## 1.2 Own-Source Revenue and Gains

	2024	2023
	\$'000	\$'000

### Own-Source Revenue

#### 1.2A: Revenue from contracts with customers

Sale of goods	326	313
Rendering of services	755	483
<b>Total revenue from contracts with customers</b>	<b>1,081</b>	<b>796</b>

#### Disaggregation of revenue from contracts with customers

Type of customer:

Australian Government entities (related parties)	136	-
State and Territory Governments	80	40
Non-government entities	865	756
	<b>1,081</b>	<b>796</b>

#### 1.2B: Grant revenue

Grant revenue	12,139	20,426
<b>Total grant Revenue</b>	<b>12,139</b>	<b>20,426</b>

#### Accounting Policy

Revenue from the sale of goods and services is recognised when control has transferred to the buyer or when services have been rendered.

As required by AASB15 Revenue from Contracts with Customers, the TSRA determines whether a contract is in scope of AASB 15 by the following criteria:

- An enforceable contract must exist,
- There must be sufficiently specific performance obligations in the contract to enable the TSRA to determine when they have been satisfied, and;
- There must not be a significant donation component in the contract.

If these three criteria are met, the transaction price will be split between significantly specific performance obligations and recognised as revenue as those obligations are completed.

If any of these three criteria are not met, the TSRA refers to AASB 1058 Income of not-for-profit entities to recognise the revenue as follows:

- For transfers to enable the TSRA to acquire or construct a non financial asset, revenue is recognised as the non financial asset is acquired or constructed, otherwise;
- the transfer is accounted for as revenue when it is received.

The principal activity from which the TSRA generates its revenue is the delivery of State and Commonwealth Government funded projects in the Torres Strait that benefit Torres Strait Islander and Aboriginal people living in the Torres Strait region.

The transaction price is the total amount of consideration to which the TSRA expects to be entitled in exchange for transferring promised goods or services to a customer. The consideration promised in a contract with a customer may include fixed amounts, variable amounts, or both.

Receivables for goods and services, which have 30 day terms, are recognised at the nominal amounts due less any impairment allowance account. Collectability of debts is reviewed at end of the reporting period. Allowances are made when collectability of the debt is no longer probable.

#### 1.2C: Interest

Loans	180	120
Deposits	1,917	1,259
Unwinding of concessional loan discount	196	58
<b>Total interest</b>	<b>2,293</b>	<b>1,437</b>

#### Accounting Policy

Interest revenue is recognised using the effective interest method.

#### 1.2D: Other revenue

Rent	24	30
Return of unused grant funding	4,984	570
Recoveries	-	195
<b>Total other revenue</b>	<b>5,008</b>	<b>795</b>





	2024	2023
	\$'000	\$'000
<b>Gains</b>		
<b><u>1.2E: Gain from acquisition of land and buildings</u></b>		
Gain from acquisition of land and buildings	-	565
<b>Total gain from acquisition of land and buildings</b>	<b>-</b>	<b>565</b>
<b><u>1.2F: Revenue from Government</u></b>		
Department of the Prime Minister and Cabinet		
Corporate Commonwealth entity payments	37,247	36,486
<b>Total revenue from Government</b>	<b>37,247</b>	<b>36,486</b>

**Accounting Policy**

Revenue from Government

Funding received or receivable from the Department of the Prime Minister and Cabinet (appropriated to the TSRA as a corporate Commonwealth entity payment item for payment to this entity) is recognised as Revenue from Government by the TSRA unless the funding is in the nature of an equity injection or a loan.





## Financial Position

This section analyses the Torres Strait Regional Authority's assets used to conduct its operations and the operating liabilities incurred as a result. Employee related information is disclosed in the People and Relationships section.

### 2.1 Financial Assets

	2024 \$'000	2023 \$'000
<b><u>2.1A: Cash and cash equivalents</u></b>		
Cash on hand or on deposit	18,960	12,287
Cash on hand or on deposit - TSRA Housing Fund	1,813	1,109
<b>Total cash and cash equivalents</b>	<b>20,773</b>	<b>13,396</b>

The *Aboriginal and Torres Strait Islander Act 2005* (ATSI Act) s.144V(3) requires that funds available under the TSRA Housing Fund, including interest earnings, are to be used exclusively for housing loans. Consequently, income earned on the TSRA Housing Fund is not available for operational expenses but is directed back into new loans.

#### Accounting Policy

Cash is recognised at its nominal amount. Cash and cash equivalents includes:

- a) cash on hand;
- b) demand deposits in bank accounts with an original maturity of 3 months or less that are readily convertible to known amounts of cash and subject to insignificant risk of changes in value; and
- c) cash in special accounts.

### 2.1B: Trade and other receivables

#### Goods and services receivables

Goods and services	392	808
<b>Total goods and services receivables</b>	<b>392</b>	<b>808</b>

The TSRA has no contract assets as at 30 June 2024 (2023: \$Nil)

#### Other receivables

GST receivable from the Australian Tax Office	410	285
Interest	4	5
Other	162	159
<b>Total other receivables</b>	<b>576</b>	<b>449</b>
<b>Total trade and other receivables (gross)</b>	<b>968</b>	<b>1,257</b>

#### Less expected credit loss allowance

Goods and services	(271)	(186)
<b>Total expected credit loss allowance</b>	<b>(271)</b>	<b>(186)</b>

#### Total trade and other receivables (net)

<b>697</b>	<b>1,071</b>
------------	--------------

Credit terms are net 30 days (2023: net 30 days).





	2024	2023
	\$'000	\$'000

**2.1C: Loan receivables**

TSRA holds a portfolio of concessional loans that are provided for business development and home ownership programs. The values of these loans as at 30 June are as follows:

Concessional loans - nominal value	2,605	3,380
Less: unexpired discount	(536)	(761)
<b>Concessional loans - (gross)</b>	<b>2,069</b>	<b>2,619</b>
Less: expected credit loss allowance	(172)	(243)
<b>Total loan receivables</b>	<b>1,897</b>	<b>2,376</b>

**Accounting Policy****Financial Assets**

Trade receivables, loans and other receivables that are held for the purpose of collecting the contractual cash flows where the cash flows are solely payments of principal and interest, that are not provided at below-market interest rates, are subsequently measured at amortised cost using the effective interest method adjusted for any loss allowance.

The initial fair value of concessional loans is taken to be the present value of all future cash receipts, discounted using the prevailing market rate of interest for instruments of a similar structure (currency, term, type of interest rate, credit risk). Subsequently the value of the loan is derived by applying the amortised cost using the effective interest method, with the initial market rate as the effective rate, and anticipated cash flows based on contracted repayment terms, resulting in the amortisation of the discount over the anticipated life of the loan.

**2.1D: Other investments**

Term deposits	21,316	22,174
Term deposit - bank guarantee for Cairns office lease	54	54
Term deposit - bank guarantee for TSIRC	116	-
Term deposit - bank guarantee for NAB lending security	160	-
Term deposits - TSRA Housing Fund	11,383	10,826
<b>Total other investments</b>	<b>33,029</b>	<b>33,054</b>

**Accounting Policy**

Term deposits are classified as other investments, and not cash, when they have an original maturity of greater than 3 months.



## 2.2 Non-Financial Assets

### 2.2A: Reconciliation of the opening and closing balances of property, plant and equipment and intangibles

	Land \$'000	Buildings \$'000	Total land & buildings \$'000	Heritage and cultural <sup>1</sup> \$'000	Plant & equipment \$'000	Total \$'000
<b>As at 1 July 2023</b>						
Gross book value	23,196	49,400	72,596	77	6,652	79,325
Accumulated depreciation, amortisation and impairment	(41)	(108)	(149)	-	(4,988)	(5,137)
<b>Total as at 1 July 2023</b>	<b>23,155</b>	<b>49,292</b>	<b>72,447</b>	<b>77</b>	<b>1,664</b>	<b>74,188</b>
<b>Additions</b>						
Purchase	-	347	347	-	1,510	1,857
Revaluations and impairments recognised in other comprehensive income	1,373	3,820	5,193	-	-	5,193
Depreciation	-	(1,433)	(1,433)	-	(651)	(2,084)
Depreciation on right-of-use assets	(11)	(197)	(208)	-	-	(208)
<b>Total as at 30 June 2024</b>	<b>24,517</b>	<b>51,829</b>	<b>76,346</b>	<b>77</b>	<b>2,523</b>	<b>78,946</b>
<b>Total as at 30 June 2024 represented by</b>						
Gross book value	24,569	52,134	76,703	77	8,162	84,942
Accumulated depreciation, amortisation and impairment	(52)	(305)	(357)	-	(5,639)	(5,996)
<b>Total as at 30 June 2024</b>	<b>24,517</b>	<b>51,829</b>	<b>76,346</b>	<b>77</b>	<b>2,523</b>	<b>78,946</b>
Carrying amount of right-of-use assets	259	458	717	-	-	717

1. Land, buildings and other property, plant and equipment that met the definition of a heritage and cultural item were disclosed in the heritage and cultural asset class.

### Revaluations of non-financial asset

All revaluations were conducted in accordance with the revaluation policy stated at Note 4.3.

On 30 June, an independent valuer conducted the revaluations for TSRA's land and buildings.

No indicators of impairment were found for property, plant and equipment.

No property, plant and equipment is expected to be sold or disposed of within the next 12 months.

### Contractual commitments for the purchase of property, plant and equipment

The TSRA has a current contractual commitment of \$1,873,300 for the purchase of property, plant and equipment as at 30 June 2024. (2023: Nil). The commitment is related to a contract with Black & Moore to replace the cladding on the Gab Titui Cultural Centre. Preparatory work began on the cladding replacement on 24 June 2024.





**Accounting Policy**

Assets are recorded at cost on acquisition except as stated below. The cost of acquisition includes the fair value of assets transferred in exchange and liabilities undertaken. Financial assets are initially measured at their fair value plus transaction costs where appropriate.

Assets acquired at no cost, or for nominal consideration, are initially recognised as assets and income at their fair value at the date of acquisition, unless acquired as a consequence of restructuring of administrative arrangements. In the latter case, assets are initially recognised as contributions by owners at the amounts at which they were recognised in the transferor's accounts immediately prior to the restructuring.

Asset Recognition Threshold

Purchases of property, plant and equipment are recognised initially at cost in the statement of financial position, except for purchases costing less than \$1,000, which are expensed in the year of acquisition (other than where they form part of a group of similar items which are significant in total).

The initial cost of an asset includes an estimate of the cost of dismantling and removing the item and restoring the site on which it is located.

Lease Right of Use (ROU) Assets

Leased ROU assets are capitalised at the commencement date of the lease and comprise of the initial lease liability amount, initial direct costs incurred when entering into the lease less any lease incentives received. These assets are accounted for by Commonwealth lessees as separate asset classes to corresponding assets owned outright, but included in the same column as where the corresponding underlying assets would be presented if they were owned.

On initial adoption of AASB 16 the TSRA has adjusted the ROU assets at the date of initial application by the amount of any provision for onerous leases recognised immediately before the date of initial application. Following initial application, an impairment review is undertaken for any right of use lease asset that shows indicators of impairment and an impairment loss is recognised against any right of use lease asset that is impaired. Lease ROU assets continue to be measured at cost after initial recognition in Commonwealth agency, GGS and Whole of Government financial statements.

Revaluations

Following initial recognition at cost, property (excluding ROU assets) is carried at fair value (or an amount not materially different from fair value). Valuations are conducted with sufficient frequency to ensure that the carrying amounts of assets did not differ materially from the assets' fair values as at the reporting date. The regularity of independent valuations depended upon the volatility of movements in market values for the relevant assets.

Revaluation adjustments are made on a class basis. Any revaluation increment is credited to equity under the heading of asset revaluation reserve except to the extent that it reversed a previous revaluation decrement of the same asset class that was previously recognised in the surplus/deficit. Revaluation decrements for a class of assets are recognised directly in the

surplus/deficit except to the extent that they reversed a previous revaluation increment for that class.

Any accumulated depreciation as at the revaluation date is eliminated against the gross carrying amount of the asset and the asset restated to the revalued amount.

Depreciation

Depreciable property, plant and equipment assets are written-off to their estimated residual values over their estimated useful lives to the entity using, in all cases, the straight-line method of depreciation.

Depreciation rates (useful lives), residual values and methods are reviewed at each reporting date and necessary adjustments are recognised in the current, or current and future reporting periods, as appropriate.

Depreciation rates applying to each class of depreciable asset are based on the following useful lives:

	2024	2023
Buildings on freehold land	17 to 45 years	17 to 45 years
Leasehold improvements	Lease term	Lease term
Plant and equipment	3 to 8 years	3 to 8 years

All heritage and cultural assets have indefinite useful lives and are not depreciated.

The depreciation rates for ROU assets are based on the commencement date to the earlier of the end of the useful life of the ROU asset or the end of the lease term.

Impairment

All assets were assessed for impairment at 30 June 2024. Where indications of impairment exist, the asset's recoverable amount is estimated and an impairment adjustment made if the asset's recoverable amount is less than its carrying amount.

The recoverable amount of an asset is the higher of its fair value less costs of disposal and its value in use. Value in use is the present value of the future cash flows expected to be derived from the asset. Where the future economic benefit of an asset is not primarily dependent on the asset's ability to generate future cash flows, and the asset would be replaced if the entity were deprived of the asset, its value in use is taken to be its depreciated replacement cost.

Derecognition

An item of property, plant and equipment is derecognised upon disposal or when no further future economic benefits are expected from its use or disposal.





**Accounting Policy (continued)**

Heritage and Cultural Assets

The TSRA has a limited collection of 23 (2023: 23) distinct Cultural and Heritage assets with an aggregated fair value of \$77,000 (2023: \$77,000). Cultural assets are comprised of artworks, carvings, and traditional headdresses. Heritage assets consist of models of 2 (2023: 2) sailing vessels and a brass Pearl Diver's helmet (2023: 1) each of which has historical significance to the region. The assets are on display at the TSRA's main office and the Gab Titui Cultural Centre. The conservation and preservation of TSRA's heritage and cultural assets is achieved by a variety and combination of means including: the provision of

education and awareness programs; asset management planning; professional training and development; research; and the provision of appropriate storage and display environments.

**Accounting Judgements and Estimates**

The fair value of land has been taken to be the market value of similar properties as determined by an independent valuer. The fair value of buildings has been taken to be the depreciated current replacement cost. In some instances, the TSRA's buildings are purpose-built and may in fact realise more or less in the market. Plant and Equipment is measured at depreciated cost.

No indicators of impairment were found for other non-financial assets.





## 2.3 Payables

	2024	2023
	\$'000	\$'000

### 2.3A: Suppliers

Trade creditors and accruals	716	917
<b>Total suppliers</b>	<b>716</b>	<b>917</b>

Settlement was usually made within 30 days.

### 2.3B: Other payables

Salaries and wages	525	360
Superannuation	4	57
<b>Total other payables</b>	<b>529</b>	<b>417</b>

## 2.4 Interest Bearing Liabilities

### 2.4A: Leases

Lease liabilities	766	966
<b>Total leases</b>	<b>766</b>	<b>966</b>

Total cash outflow for leases for the period ended 30 June 2024 was \$979,200. (2023: \$682,225)

### Maturity analysis - contractual undiscounted cash flows

Within 1 year	189	230
Between 1 to 5 years	390	565
More than 5 years	249	263
<b>Total leases</b>	<b>828</b>	<b>1,058</b>

The TSRA in its capacity as lessee has a lease for office space in Cairns that expires in April 2027 with one 2 year option and office space on Thursday Island that expires in July 2024 with no options. The TSRA also has a lease for the land on which the Erub Multi-purpose facility is built on. This lease expires in April 2047.

The TSRA in its capacity as lessee has no leasing arrangements with below market terms.

The above lease disclosures should be read in conjunction with the accompanying notes 1.1B, 1.1D and 2.2A.

### Accounting Policy

For all new contracts entered into, the TSRA considers whether the contract is, or contains a lease. A lease is defined as 'a contract, or part of a contract, that conveys the right to use an asset (the underlying asset) for a period of time in exchange for consideration'.

Once it has been determined that a contract is, or contains a lease, the lease liability is initially measured at the present value of the lease payments unpaid at the commencement date, discounted using the interest rate implicit in the lease, if that rate is readily determinable, or the TSRA's incremental borrowing rate.

Subsequent to initial measurement, the liability will be reduced for payments made and increased for interest. It is remeasured to reflect any reassessment or modification to the lease. When the lease liability is remeasured, the corresponding adjustment is reflected in the right-of-use asset or profit and loss depending on the nature of the reassessment or modification.



People and Relationships

This section describes a range of employment and post employment benefits provided to our people and our relationships with other key people.

3.1 Employee Provisions

	2024	2023
	\$'000	\$'000
<b>3.1A: Employee provisions</b>		
Long service leave	2,498	2,114
Annual leave	1,778	1,414
Personal leave	72	64
<b>Total employee provisions</b>	<b>4,348</b>	<b>3,592</b>

Accounting policy

Liabilities for short-term employee benefits and termination benefits expected within twelve months of the end of reporting period are measured at their nominal amounts.

Leave

The liability for employee benefits includes provision for annual leave, personal leave and long service leave. The leave liabilities are calculated on the basis of employees' remuneration at the estimated salary rates that will be applied at the time the leave is taken, including the TSRA's employer superannuation contribution rates to the extent that the leave is likely to be taken during service rather than paid out on termination. The estimate of the present value of the liability takes into account attrition rates and pay increases through promotion and inflation.

Superannuation

The TSRA's staff are members of the Commonwealth Superannuation Scheme (CSS), the Public Sector Superannuation Scheme (PSS), or the PSS accumulation plan (PSSap), or other superannuation funds held outside the Australian Government.

The CSS and PSS are defined benefit schemes for the Australian Government. The PSSap is a defined contribution scheme.

The liability for defined benefits is recognised in the financial statements of the Australian Government and is settled by the Australian Government in due course. This liability is reported in the Department of Finance's administered schedules and notes.

The TSRA makes employer contributions to the employees' defined benefit superannuation scheme at rates determined by an actuary to be sufficient to meet the current cost to the Government. The entity accounts for the contributions as if they were contributions to defined contribution plans.

The liability for superannuation recognised as at 30 June represents outstanding contributions.



### 3.2 Key Management Personnel Remuneration

Key management personnel are those persons having authority and responsibility for planning, directing and controlling the activities of the entity, directly or indirectly, including any director (whether executive or otherwise) of that entity. The entity has determined the key management personnel to be the Board Members including the Chairperson, the Chief Executive Officer and the Portfolio Minister. Key management personnel remuneration is reported in the table below:

	2024 \$'000	2023 \$'000
Short-term employee benefits		
Base Salary	912	1,057
Other benefits and allowances	1	-
Total Short Term Benefits	913	1,057
Post-employment benefits	107	112
Other long-term employee benefits	10	13
<b>Total key management personnel remuneration expenses<sup>1</sup></b>	<b>1,030</b>	<b>1,182</b>

The total number of key management personnel that are included in the above table are 22 (2023: 21)

1. The above key management personnel remuneration excludes the remuneration and other benefits of the Portfolio Minister. The Portfolio Minister's remuneration and other benefits are set by the Remuneration Tribunal and are not paid by the entity.



### 3.3 Related Party Disclosures

#### Related party relationships

The TSRA is an Australian Government controlled entity. Related parties to this entity are Key Management Personnel including the Portfolio Minister, Chairperson, Chief Executive Officer and Directors, and other Australian Government entities.

#### Transactions with related parties:

Given the breadth of Government activities, related parties may transact with the government sector in the same capacity as ordinary citizens. There are no related party transactions with the Portfolio Minister, the Chief Executive Officer or their close family members. The following transactions with Director related parties occurred during the financial year:

#### Loans to Related Parties

Loans were made to the following directors and director-related entities. They were approved under normal terms and conditions applying to the TSRA's loan schemes. The directors involved took no part in the relevant decisions of the board.

The table below outlines the loan holder/s and the TSRA director with whom a related party connection exists.

Loan Holder: Alice Loban

- Yen Loban - TSRA Board Member - Close family member of Alice Loban

Loan Holder: Loban Marine

- Yen Loban - TSRA Board Member - Loban Marine Owner

Loan Holder: Patrick Loban

- Yen Loban - TSRA Board Member - Close family member of Patrick Loban

Loan Holder: Basako Fishing Pty Ltd

- Sereako Stephen - TSRA Board Member - Basako Fishing Pty Ltd Owner

Loan Holder: Elthies Alion Bowie

- Bob Kaigey - TSRA Board Member - Close family member of Elthies Alion Bowie

	2024	2023
	\$	\$
<b>Loans to Related Parties</b>		
Loans to directors and close family members outstanding as at year-end	379,855	421,337
Loans to directors and close family members during the year	-	5,720
Loan repayments by directors and close family members during the year	55,548	46,112
Loans to director-related entities outstanding as at year-end	91,434	96,973
Loans to director-related entities during the year	-	18,000
Loan repayments by director-related entities during the year	12,000	19,963
Interest revenue included in net cost of services from loans to directors/director-related entities	38,364	35,089
Related party concessional business loans for current directors provided for as doubtful debts	56,195	52,485





**Grants to Related Parties**

Grants were made to the following Director-related entities. They were approved under normal terms and conditions applying to the TSRA's grant programs. The Directors involved took no part in the grant application approval processes.

TSRA Director's Name and Relationship with Grantee	Grantee	2024	2023
		\$	\$
J Gela - Director	Torres Strait Islander Media Association	442,232	960,202
K Watson - Director, T Yusia - Acting CEO	NPA Family & Community Services	-	5,049
Y Loban - Chairperson, H Baira - Director	Zenadth Kes Fisheries Limited	425,000	200,000

**Other Transactions with Related Parties**

Grant receipts were received from the following Australian Government Entities by the TSRA during 2023-24.

Government Entity	Purpose of Grant	2024	2023
		\$	\$
Department of Climate Change, Energy, the Environment and Water	National Landcare Program	600,000	600,000
National Indigenous Australians Agency	Indigenous Protected Areas	444,846	509,252
National Indigenous Australians Agency	Torres Strait Indigenous Ranger Program	10,573,855	11,006,975
National Indigenous Australians Agency	Major Infrastructure and Other Projects - Seawalls	-	8,000,000
Development and Communications	Indigenous Language Centre	300,000	250,000





## Managing Uncertainties

### 4.1 Contingent Assets and Liabilities

This section analyses how the TSRA manages financial risks within its operating environment.

	Bank Guarantees		Total	
	2024	2023	2024	2023
	\$'000	\$'000	\$'000	\$'000
<b>Contingent liabilities</b>				
Balance from previous period	170	170	170	170
New contingent liabilities recognised	160	-	160	-
<b>Total contingent liabilities</b>	<b>330</b>	<b>170</b>	<b>330</b>	<b>170</b>

**Quantifiable Contingencies**

The above table contains \$116,000 of contingent liabilities disclosed in respect to a bank guarantee in favour of the Torres Shire Council (2023: \$116,000), \$54,000 of contingent liabilities in respect to a bank guarantee in favour of Carthel Developments Pty Ltd (2023: \$54,000) and \$160,000 of contingent liabilities in respect to a bank guarantee in favour of National Australia Bank (2023: \$0).  
The table contains no contingent assets. (2023: \$0).

**Unquantifiable Contingencies**

At 30 June 2024, the TSRA had no unquantifiable contingencies. (2023: \$0)

**Accounting Policy**

Contingent liabilities and contingent assets are not recognised in the statement of financial position but are reported in the notes. They may arise from uncertainty as to the existence of a liability or asset or represent an asset or liability in respect of which the amount cannot be reliably measured. Contingent assets are disclosed when settlement is probable but not virtually certain and contingent liabilities are disclosed when settlement is greater than remote.



## 4.2 Financial Instruments

	2024 \$'000	2023 \$'000
<b>4.2A: Categories of financial instruments</b>		
<b>Financial assets at amortised cost</b>		
Term deposits	33,029	33,054
Cash and cash equivalents	20,773	13,396
Trade and other receivables	287	786
Loan receivables	1,897	2,376
<b>Total financial assets at amortised cost</b>	<b>55,986</b>	<b>49,612</b>
<b>Total financial assets</b>	<b>55,986</b>	<b>49,612</b>
<b>Financial Liabilities</b>		
<b>Financial liabilities measured at amortised cost</b>		
Trade creditors	716	917
<b>Total financial liabilities measured at amortised cost</b>	<b>716</b>	<b>917</b>
<b>Total financial liabilities</b>	<b>716</b>	<b>917</b>

**Accounting Policy****Financial assets**

In accordance with AASB 9 Financial Instruments, the entity classifies its financial assets in the following categories:

- (a) financial assets at fair value through profit or loss;
- (b) financial assets at fair value through other comprehensive income; and
- (c) financial assets measured at amortised cost.

The classification depends on both the entity's business model for managing the financial assets and contractual cash flow characteristics at the time of initial recognition. Financial assets are recognised when the entity becomes a party to the contract and, as a consequence, has a legal right to receive or a legal obligation to pay cash and derecognised when the contractual rights to the cash flows from the financial asset expire or are transferred upon trade date.

**Financial Assets at Amortised Cost**

Financial assets included in this category need to meet two criteria:

1. the financial asset is held in order to collect the contractual cash flows; and
2. the cash flows are solely payments of principal and interest (SPPI) on the principal outstanding amount.

Amortised cost is determined using the effective interest method.

**Effective Interest Method**

Income is recognised on an effective interest rate basis for financial assets that are recognised at amortised cost.

**Impairment of Financial Assets**

Financial assets are assessed for impairment at the end of each reporting period based on Expected Credit Losses, using

the general approach which measures the loss allowance based on an amount equal to *lifetime expected credit losses* where risk has significantly increased, or an amount equal to *12-month expected credit losses* if risk has not increased.

The simplified approach for trade, contract and lease receivables is used. This approach always measures the loss allowance as the amount equal to the lifetime expected credit losses.

A write-off constitutes a derecognition event where the write-off directly reduces the gross carrying amount of the financial asset.

**Financial liabilities**

Financial liabilities are classified as either financial liabilities 'at fair value through profit or loss' or other financial liabilities. Financial liabilities are recognised and derecognised upon 'trade date'.

**Financial Liabilities at Amortised Cost**

Financial liabilities, including borrowings, are initially measured at fair value, net of transaction costs. These liabilities are subsequently measured at amortised cost using the effective interest method, with interest expense recognised on an effective interest basis.

Supplier and other payables are recognised at amortised cost. Liabilities are recognised to the extent that the goods or services have been received (and irrespective of having been invoiced).



	2024 \$'000	2023 \$'000
<b><u>4.2B: Net gains or losses on financial assets</u></b>		
<b>Financial assets at amortised cost</b>		
Interest revenue - Term deposits	1,917	1,259
Interest revenue - Loans	180	120
Unwinding of concessional loan discount	196	58
Reversal of impairment losses	131	10
Write down of loans to net present value	(80)	(263)
Loans and receivables provided for as impaired	(175)	(68)
<b>Net gains/(losses) on financial assets at amortised cost</b>	<b>2,169</b>	<b>1,116</b>
<b>Net gains on financial assets</b>	<b>2,169</b>	<b>1,116</b>

**4.2C: Net gains or losses on financial liabilities**

There are no gains or losses on financial liabilities for the period ended 30 June 2024 (2023: \$Nil)





**4.3 Fair Value Measurement**

**Accounting Policy**  
The fair value of land has been taken to be the market value of similar properties as determined by an independent valuer. The fair value of buildings has been taken to be the depreciated current replacement cost. In some instances, the TSRA's buildings are purpose-built and may in fact realise more or less in the market.

**4.3A: Fair value measurement**

	Fair value measurements at the end of the reporting period	
	2024 \$'000	2023 \$'000
<b>Non-financial assets</b>		
Land	24,258	22,885
Buildings	51,371	48,638
Heritage and cultural	77	77
<b>Total non-financial assets</b>	<b>75,706</b>	<b>71,600</b>

The remaining assets and liabilities reported by the TSRA are not measured at fair value in the Statement of Financial Position.







## Other Information

### 5.1 Current/non-current distinction for assets and liabilities

#### 5.1A: Current/non-current distinction for assets and liabilities

	2024 \$'000	2023 \$'000
<b>Assets expected to be recovered in:</b>		
<b>No more than 12 months</b>		
Cash and cash equivalents	20,773	13,396
Trade and other receivables	697	1,071
Loan receivables	478	521
Other investments	33,029	33,054
Other non-financial assets	-	87
<b>Total no more than 12 months</b>	<b>54,977</b>	<b>48,129</b>
<b>More than 12 months</b>		
Loan receivables	1,419	1,855
Land and buildings	76,346	72,447
Heritage and cultural	77	77
Plant and equipment	2,523	1,664
<b>Total more than 12 months</b>	<b>80,365</b>	<b>76,043</b>
<b>Total assets</b>	<b>135,342</b>	<b>124,172</b>
<b>Liabilities expected to be settled in:</b>		
<b>No more than 12 months</b>		
Suppliers	716	917
Other payables	529	417
Leases	177	215
Employee provisions	1,944	1,621
<b>Total no more than 12 months</b>	<b>3,366</b>	<b>3,170</b>
<b>More than 12 months</b>		
Leases	589	751
Employee provisions	2,404	1,971
<b>Total more than 12 months</b>	<b>2,993</b>	<b>2,722</b>
<b>Total liabilities</b>	<b>6,359</b>	<b>5,892</b>



## 5.2 Assets held in trust

### 5.2A: Assets held in trust

#### Monetary assets

##### Torres Strait Major Infrastructure and Other Projects Trust Fund

On 17 October 1998, the Queensland State Government and the TSRA entered into a Major Infrastructure Program (MIP) Funding Agreement under which \$15 million for major infrastructure projects was provided by the State over three years with matching funds from the Commonwealth. The co-funding arrangement between the State and TSRA has continued over the years as set out in a Memorandum of Understanding (MOU) between TSRA and the State. On 14 April 2014, a variation to the MOU was signed to expand the trust fund to include not only MIP projects, but also the Seawalls project and Other Projects. A further variation was executed on 22 May 2017 to reflect changes to the scope of and budget for the Seawalls Project and the introduction of the Major Infrastructure Programme Stage 6. On 4 June 2019, a further variation was executed to reflect the additional contribution of \$20 million of Queensland Government funding for Seawalls Program Stage 2. On 1 December 2020, a further variation to the MOU was executed to reflect the additional contribution of an additional \$20 million of Australian Government funding for Seawalls Program Stage 2, with \$8 million made available by the TSRA in the 2022-23 financial year as disclosed in grants to local governments in note 1.1C.

The recipients/ beneficiaries of infrastructure projects developed under the Torres Strait Major Infrastructure and Other Projects Trust Fund are the Torres Strait Island Regional Council (TSIRC), Torres Shire Council (TSC) and the Northern Peninsular Area Regional Council (NPARC).

TSRA's role in the Torres Strait Major Infrastructure and Other Projects Trust Fund is set out in the Memorandum of Understanding between the State and TSRA. TSRA has a fiduciary duty in respect of the Torres Strait Major Infrastructure and Other Projects Trust Fund funds and in the development of Torres Strait Major Infrastructure and Other Projects Trust Fund projects but not as the owner of any assets under construction or on completion. This is evidenced by the fact that no future economic benefit or returns will flow to TSRA as a result of its involvement with the Torres Strait Major Infrastructure and Other Projects Trust Fund. For financial statement preparation purposes, TSRA does not consolidate the Torres Strait Major Infrastructure and Other Projects Trust Fund funds into its financial statements as the TSRA is of the opinion that it does not have control of the Fund and does not have exposure or rights to any returns as required under clause 7(b) of AASB 10 Consolidated Financial Statements.

2024	2023
\$'000	\$'000

##### Torres Strait Major Infrastructure and Other Projects Trust Fund

#### Monetary assets

As at 1 July	44,556	41,822
Receipts	7,738	10,447
Payments	(13,385)	(7,713)
<b>Total as at 30 June</b>	<b>38,909</b>	<b>44,556</b>

##### Finfish Trust Account

Torres Strait Islanders own 100 per cent of the Finfish fishery. Finfish quota that is not used by Traditional Inhabitant fishers is leased to Non-Traditional fishers. Leasing revenue is held in trust by the TSRA and disbursed to the beneficiaries for the benefit of the fishery. For example, capacity building activities to increase the number of Torres Strait Islanders fishing in an economical and environmentally sustainable way in the fishery.

##### Finfish Trust Account

#### Monetary assets

As at 1 July	2,399	2,279
Receipts	175	120
<b>Total as at 30 June</b>	<b>2,574</b>	<b>2,399</b>

##### Tropical Rock Lobster Trust Account

Torres Strait Islanders own 66.17 per cent of the Tropical Rock Lobster (TRL) fishery through licencing conditions imposed for the 2019 season.

##### Tropical Rock Lobster Trust Account

#### Monetary assets

As at 1 July	84	84
Receipts	1	-
<b>Total as at 30 June</b>	<b>85</b>	<b>84</b>

<b>Total monetary assets held in trust</b>	<b>41,568</b>	<b>47,039</b>
--	---------------	---------------



5.3 Budget Variances Commentary

The below table provides commentary for significant variances between the TSRA's original budget estimates, as published in the 2023-24 Portfolio Budget Statements, and the actual expenditure and net asset position for the year. Variances greater than 10% for budget items greater than \$1M in the statement of comprehensive income and cash flow statement, along with significant variances in the balance sheet have been explained.

Explanation of major budget variances	Affected line items (and Statement)
The variance in grants expense of \$2.939M reflects the transition to working in partnership with community organisations to drive delivery of essential services across the region, in line with the new Torres Strait Regional Authority Development Plan.	Grants Expense (Statement of Comprehensive Income) Cash used - Grants (Cash Flow Statement)
The variance in grants revenue of \$4.187M relates to project delays within the Major Infrastructure and Other Projects Trust Fund.	Grant Revenue (Statement of Comprehensive Income) Cash received - Grant Revenue (Cash Flow)
The budget reflects the depreciation funding received as part of the annual budget appropriation. The actual depreciation expense represents depreciation on property, plant, equipment and ROU assets and is partly funded from reserves.	Depreciation (Statement of Comprehensive Income)
The variance of \$20.298M in cash and cash equivalents and other investments is due to the budget assumptions which did not account for the surplus in 2022-23 or 2023-24.	Cash and cash equivalents and Other investments (Statement of Financial Position)
The variance of \$11.502M in Land and Buildings was due to increases in valuations in the 2022-23 financial year (after the 2023-24 budget was completed) and subsequent increases in valuations in the 2023-24 financial year.	Land and buildings (Statement of Financial Position)
Implementation of the debt management strategy drove the recovery and more appropriate management of debt, leading to a variance in budgeted Trade and other receivables of \$3.239M.	Trade and other receivables (Statement of Financial Position)
Finance business reforms ensured timely payment of suppliers, reducing the value of payables held at year end, leading to a variance in budgeted supplier payables of \$2.216M.	Suppliers (Statement of Financial Position)









The background of the slide is a blue sky with white clouds. A large, fluffy white cloud is on the left side, and a smaller one is on the right. The bottom of the slide shows a blue sea. The text is white and bold.

# Part 4:

**Report on other  
requirements**





# Statement on governance

Our corporate governance framework guides good public sector governance across the TSRA. The 2023–24 year was transformative for the TSRA, as policies and procedures were reviewed and implemented in close consultation between the TSRA Board and TSRA Administration, with oversight from the Audit Committee.

## Planning and reporting framework

On 31 October 2023, the Chief Executive Officer (CEO) approved the TSRA Performance Framework. The framework provides an overview of the mechanisms that the TSRA uses to meet *Public Governance, Performance and Accountability Act 2013* (PGPA Act) requirements relating to performance measurement and assessment. Implementation of the framework commenced in November 2023, led by the Strategic Policy Unit (SPU). The SPU was established in March 2023 to improve the way the TSRA fosters transparency of non-financial performance, integrating this as part of existing risk and financial reporting. The board is provided with a consolidated quarterly report on non-financial performance linked to reporting on financial performance and enterprise risk.

Under section 142D of the *Aboriginal and Torres Strait Islander Act 2005* (ATSI Act), the TSRA is required to produce the Torres Strait Development Plan, outlining the strategies and policies the TSRA intends to adopt to improve the economic, social and cultural status of Torres Strait Islanders and Aboriginal persons living in the Torres Strait region. The *Torres Strait Development Plan 2023–2028* was approved by the TSRA Board and gazetted

on 23 February 2024. This plan sets out the board's strategic vision for the organisation and the region and includes 3 strategic priorities which link to the TSRA's work to Close the Gap for Torres Strait Islander and Aboriginal people living in the Torres Strait region. This is the overarching strategic document for the TSRA, directing the work of the TSRA Administration.

To give effect to these strategic outcomes, the TSRA Administration identified the expected financial and non-financial performance and key performance indicators in the 2024–25 portfolio budget statements and corporate plan. The TSRA's key activities, performance measures and targets from 2024–25 onwards have been aligned to ensure that we are delivering against the development plan's priorities and the national Closing the Gap targets.

Through the performance framework, program areas are expected to embed their key activities, performance measures and targets into their program plans, with support from the SPU. The TSRA developed this system in 2023–24, and will further embed it moving forward. The year in review was foundational in improving program areas' awareness of and delivery against their performance measures. Underpinning the performance framework, the SPU has a central role in collating and consolidating performance information through the Performance Measures Evidence Register. Working closely with program areas, the SPU captures evidence to support achievements and identify performance risk on a quarterly basis. Regular reports are provided to the Audit Committee and internal auditors who provide assurance to the TSRA Board.

## Integrity Policy

In 2023–24, the board approved the TSRA Integrity Policy. This policy is a commitment to upholding and championing integrity, guiding TSRA professionalism, supporting ethical decision-making and setting expectations that all TSRA employees and contractors are demonstrating behaviours that are culturally respectful and accountable. The implementation of this new policy will be supported by mandatory training for all staff across a range of integrity matters, including

fraud awareness, conflict of interest, public interest disclosures, cyber security, privacy and money management under the PGPA Act.

## Management committees

The TSRA's 5 governance and management committees (see Table 4.1) supported the CEO and the board to fulfil their corporate and governance responsibilities. The committees provided a range of advice and support on operations to assist in key decision-making.

Table 4.1: Governance and management committees

Committee	Purpose and membership
Audit Committee	<p>The TSRA Audit Committee is responsible for providing independent advice and assistance to the board on risk, compliance and external accountability responsibilities. The members of the Audit Committee are:</p> <ul style="list-style-type: none"><li>— Darren Schaeffer (Audit Committee Chairperson and independent member)</li><li>— Horace Baira</li><li>— Iris Billy</li><li>— Patrick Mooka</li><li>— Danie Savage.</li></ul>
Executive Committee of the TSRA Board	<p>The Executive Committee provides advice and support to the Chairperson and operates with a mandate to guide and deliver outcomes which progress the priorities of the TSRA and to represent the TSRA at key meetings as required. The structure and membership of the Executive Committee is as follows:</p> <ul style="list-style-type: none"><li>— Portfolio Member for Governance and Leadership – Napau Pedro Stephen AM (Committee Chairperson)</li><li>— Portfolio Member for Culture, Art and Heritage – Cygnet Repu</li><li>— Portfolio Member for Economic Development – Tailisa Yusia</li><li>— Portfolio Member for Environmental Management – Hilda Mosby</li><li>— Portfolio Member for Fisheries – Yen Loban</li><li>— Portfolio Member for Healthy Communities – Karyn Watson</li><li>— Portfolio Member for Regional Infrastructure – John Paiwan</li><li>— Portfolio Member for Safe Communities – Iris Billy.</li></ul>

Continued over the page



Table 4.1: Governance and management committees (continued)

Committee	Purpose and membership
Fisheries Advisory Committee	<p>The role of the Fisheries Advisory Committee is to:</p> <ul style="list-style-type: none"><li>— provide advice to the TSRA Board on fisheries-related matters and strategic policy direction towards 100% ownership and management of Torres Strait commercial fisheries and related processes, and increased participation by Torres Strait Islander and Aboriginal Traditional Owners in commercial fisheries within the region</li><li>— provide advice to the TSRA's Fisheries Program</li><li>— sit as the Finfish Quota Management Committee once per year to decide on the leasing of finfish licences from the Traditional Inhabitant Boats to those with Torres Strait Fishing Boat Licences</li><li>— make decisions on quota finfish leasing for the sunset licence sector, which allows non-traditional inhabitants to fish in these fisheries while there is capacity in the fishery to do so.</li></ul> <p>The members of the Fisheries Advisory Committee are:</p> <ul style="list-style-type: none"><li>— Yen Loban (Committee Chairperson)</li><li>— Horace Baira</li><li>— Charles David</li><li>— Nicholas Pearson</li><li>— Cygnet Repu</li><li>— Rocky Stephen</li><li>— Dimas Toby.</li></ul>
Programme Steering Committee	<p>The Programme Steering Committee (PSC) is an administrative committee that monitors the performance of TSRA programs. The responsibilities of the committee include:</p> <ul style="list-style-type: none"><li>— endorsing program mandates for consideration and approval by the TSRA Board</li><li>— setting governance and reporting requirements for TSRA programs, including facilitating new or revised policies and/or related procedures</li><li>— monitoring program-level risks and issues and providing advice to the Chief Executive Officer (CEO) on their impact on the TSRA's enterprise and strategic risks</li><li>— endorsing the consolidated program performance and risk report prior to consideration by the CEO and TSRA Board</li><li>— considering and endorsing program resources and ensuring that strategies align with the TSRA's overall strategic outcomes, program risks are appropriately managed, and corporate services are prioritised.</li></ul> <p>The PSC meets on a quarterly basis, to consider resourcing and the alignment of operational activities with strategic outcomes; before each board meeting; and as required to review specific project risks and issues.</p> <p>The PSC's members are Executive Level 2 managers.</p>

*Continued over the page*

Table 4.1: Governance and management committees (continued)

Committee	Purpose and membership
Work Health and Safety Committee	<p>The Work Health and Safety Committee (WHSC) is chaired by an Executive Level 2 management representative. The WHSC oversees work health and safety reforms and facilitates engagement with health and safety representatives and other staff in line with the <i>Work Health and Safety Act 2011</i>.</p> <p>There are 6 elected representatives, covering Cairns and each of these island groups:</p> <ul style="list-style-type: none"><li>— Central Cluster</li><li>— Eastern Cluster</li><li>— Inner Islands</li><li>— Near Western Cluster</li><li>— Top Western Cluster.</li></ul>

Internal audit

Internal auditing is an independent, objective assurance and advisory activity designed to add value and improve the TSRA’s operations, management of risks, and performance. It provides a systematic and disciplined approach to evaluating and improving the effectiveness of risk management practices, internal controls and governance processes. To support an independent internal audit function, Pilot Partners was engaged as our internal audit partner.

In 2022–23, Pilot Partners worked with the Chief Financial Officer, as the Chief Audit Executive, to develop the 2024–2026 Internal Audit Strategy. The strategy was developed with consideration of the high-level risks set out in the *TSRA Corporate Plan 2022–23*, the Australian National Audit Office assessment of the key financial statements risks as outlined in the 2022–23 Audit Strategy, and issues raised by the TSRA Board and the CEO. The strategy complements existing assurance and oversight mechanisms, providing the board, through the Audit Committee, with recommendations for continuous improvement across the TSRA control environment.

The strategy was endorsed by the Audit Committee and approved by the TSRA Board, and sets the audit work plan for each of the 3 years it covers. The internal audit work plan for 2023–24 focused on:

- TSRA Board governance and assurance
- key business processes, including payroll, finance and travel
- the TSRA’s readiness for change.

The Chief Audit Executive is responsible for coordinating the internal audit program and reporting on management’s response to the audit recommendations. The TSRA’s progress against audit recommendations is provided to the Audit Committee for oversight and escalation to the board, if required.

In 2023–24, significant efforts made across the TSRA resulted in the closure of 5 prior-year audits, and the commencement of 9 new internal audits, of which 6 were completed by 30 June 2024.





# Audit Committee

The TSRA Audit Committee is responsible for providing independent advice and assistance to the TSRA Board on the appropriateness of our financial and performance reporting, system of risk oversight and management, and system of internal control. The TSRA Board is responsible for appointing Audit Committee members, including an independent chairperson who provides technical expertise and advice on best practice accounting and auditing standards.

The Audit Committee's Charter sets out its role, authority, responsibilities, composition and tenure, and reporting and administrative arrangements. The charter can be found online at [https://www.tsra.gov.au/wp-content/uploads/2024/06/TSRA-Audit-Committee-Charter\\_June-2023\\_ENDORSED-BOARD-144\\_Chair-Executed.pdf](https://www.tsra.gov.au/wp-content/uploads/2024/06/TSRA-Audit-Committee-Charter_June-2023_ENDORSED-BOARD-144_Chair-Executed.pdf).

Table 4.2 provides details on Audit Committee membership in 2023–24.

Table 4.2: TSRA Audit Committee

Member name and committee role	Qualifications, knowledge, skills or experience	Number of meetings attended	Total annual remuneration (GST inclusive)
Darren Schaeffer Audit Committee Chairperson and independent member	Highly experienced chief financial officer, auditor and governance practitioner. Studying a Doctorate of Business (Research), holds a Master of Business Administration (Public Sector) and a Bachelor of Business (Accounting). Darren stepped away from Curijo after 9 years to enable the Aboriginal consultancy firm to be 100% Aboriginal owned and controlled.	4/4	\$34,000*
Horace Baira Member	Deputy Chairperson of the TSRA Board. Experience in working on boards and as a local councillor. Experience in environmental health, community management, rural and remote operations, and small business management.	3/4	\$1,943.22
Iris Billy Member	Strong community-focused experience as a representative on the Torres Strait Islanders' Regional Education Council and Mura Kosker Sorority Inc. Graduate of the Torres Strait Women's Leadership Program.	4/4	\$2,620.56
Patrick Mooka Member	Member of Zenadth Kes Fisheries Limited. Holds Certificates II and III in Tourism and a Certificate II in Medical Service First Response.	4/4	\$2,620.56
Danie Savage Member	Experience in working for local government. Holds a Diploma in Education and a dual Diploma in Business and Administration. Graduate of the Torres Strait Women's Leadership Program.	4/4	\$2,620.56

\*The Audit Committee Chairperson's costs are exclusive of travel reimbursements.





# Governance framework for the TSRA Board

## Board education and performance

TSRA Board members are elected representatives, and are not subject to performance review processes. TSRA Board members are accountable to the communities they represent, with elections held every 4 years.

In 2023–24, the TSRA Board participated in training led by the Department of Finance on its responsibilities as the accountable authority under the PGPA Act.

## Board charter

The operation of the TSRA Board is governed by its charter, which sets out the roles, responsibilities and functions of the TSRA and is based on the TSRA's enabling legislation, the ATSI Act; the PGPA Act; ethical standards and good governance principles; and Torres Strait Ailan Kastom.

In addition to providing guidance on board processes, duties of officials, organisational matters and the separation of powers and responsibilities between the board and the CEO, the TSRA Board Charter includes the Board Members' Code of Conduct and the Charter of Representation, Performance and Accountability. The TSRA Board Charter contains information on, and a checklist for, diligent decision-making.

## Management of conflicts of interest

The TSRA Board Charter covers the board's conflict of interest handling procedures, in line with the PGPA Act and the Public Governance, Performance and Accountability Rule 2014 (PGPA Rule). The procedures include a requirement that board members make a formal declaration of their interests at each board meeting. The declarations are maintained in a register held by the Governance and Leadership Program. Board members are not involved in discussions or decisions where they are unable to remove an actual or perceived conflict of interest.

The TSRA's Charter of Representation, Performance and Accountability sets out the roles and responsibilities of the TSRA Board and TSRA Administration. The board has delegated responsibility to the administration, through its CEO, to ensure that funding decisions are made in line with the policies, priorities and general guidelines determined by the board.

Each board member is required to provide a Notice of Personal and Financial Interests to the minister. In addition, related party disclosure questionnaires must be completed to declare any change in a board member's circumstances, or any financial transactions between a board member or members of the board member's family and the TSRA. The register of pecuniary interests assists with the management of any potential real or perceived conflicts of interest.

The reportable related entity transactions made by the TSRA Board in 2023–24 are available in note 3.3 of the financial statements.



# Ministerial directions and government policy orders

The TSRA did not receive any ministerial directions or government policy orders in 2023–24.

## Risk

As a corporate Commonwealth entity, the TSRA aligns its risk management practice to the Commonwealth Risk Management Policy. Our approach to risk is guided by our Accountable Authority Instructions, issued by the TSRA Board, and operationalised in the TSRA Risk Management Policy. Our risk management framework is aligned with AS/NZS ISO 31000:2018 Risk Management – Guidelines.

The goal of risk management in the TSRA is to ensure that we appropriately balance the need to take bold and innovative action to Close the Gap: taking action to use government resources efficiently, effectively, ethically and economically; and delivering action in a way that is culturally respectful and safe for employees, stakeholders and community.

The TSRA's risk appetite is calibrated for different types of activities:

- higher risk when approving a new system or process that offers greater processing capacity and efficiencies
- moderate risk for program outcomes that are aimed at contributing to regional goals
- low risk for significant breaches of security or unauthorised access to confidential records
- very low risk for risks that would result in physical or mental harm to staff and the environment.

Our risk management policy also guides employees in their effective assessment, treatment and reporting of risk. All staff, regardless of level, are responsible for identifying, assessing, reporting and managing risk. A positive risk culture promotes a proactive approach to risk.

In 2023–24, the TSRA matured its approach to risk management. The TSRA ensures that effective risk management is integrated into all aspects of our activities (planning, operational and monitoring/reporting activities). With the implementation of board-approved accountabilities for its 8 enterprise risks, Executive Level officers are required to integrate risk management and reporting as part of their quarterly program planning and performance reporting to the board.

The Chief Financial Officer undertakes the role of Chief Risk Officer (CRO). The CRO consolidates risk information and provides quarterly reports on the 8 enterprise risks, including trend analysis, mitigation effectiveness, and proposed treatments to respond to changes in the TSRA's operating environment. Any risks rated as 'extreme' require board oversight according to the TSRA Risk Management Policy.



To support officers in applying risk as part of day-to-day decisions, the Procurement and Contracting Policy was revised to integrate risk as a central element of procurement delegation and contract management. This builds on the successful rollout of the TSRA Grants Framework, which established centrally coordinated risk assessment panels for all grants above \$25,000.

## External scrutiny

The TSRA was not subject to any judicial decisions or decisions of administrative tribunals that have had, or may have, a significant effect on our operations.

Similarly, there have been no reports on TSRA operations by the Auditor-General, a parliamentary committee, the Commonwealth Ombudsman or the Office of the Australian Information Commissioner. TSRA did not undergo a capability review in 2023–24.

## Significant activities and changes affecting the entity

After 2 years in the role of TSRA CEO, Vonda Malone resigned to take up a role with the Queensland Government, effective 23 May 2024.

The Minister for Indigenous Australians appointed Charlie Kaddy to act as CEO from 24 May 2024, while a recruitment process is undertaken to fill the position. This process was not finalised during the reporting year.

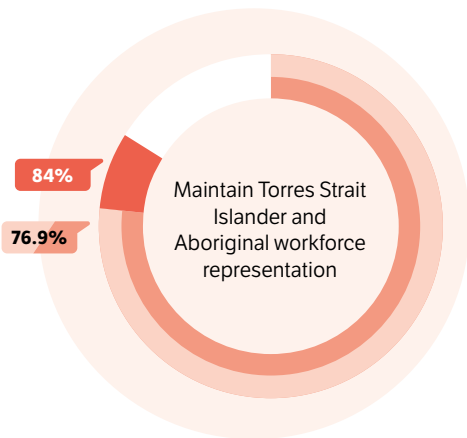
No other significant changes or activities affecting the TSRA occurred during the reporting period.



# People

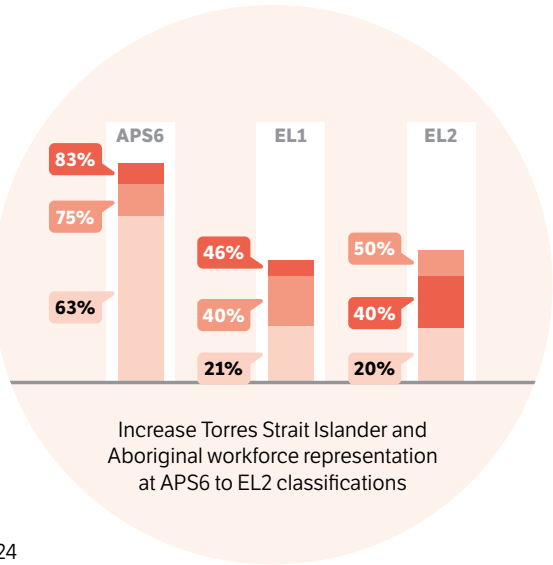
The *Torres Strait Regional Authority Torres Strait Islander and Aboriginal Recruitment and Career Development Strategy 2021–2024* continues to be our foundation for the recruitment, retention and development of our Torres Strait Islander and Aboriginal employees.

The TSRA is proud to have 84% of its 153 employees identify as Torres Strait Islander and Aboriginal people. Since 2021, when the strategy was put in place, we have increased the percentage of our workforce who identify as Torres Strait Islander or Aboriginal people from 76.9% to 84%.



We have exceeded our targets for Torres Strait Islander and Aboriginal representation at the Australian Public Service Level 6 (APS6) and Executive Level 1 (EL1) levels, and we are progressing towards our EL2 target:

- For APS6 our baseline was 63%, our target was 75% and we have achieved 83%.
- For EL1 our baseline was 21%, our target was 40% and we have achieved 46%.
- For EL2 our baseline was 20%, our target was 50%, and we have achieved 40%.



■ Baseline in 2021   ■ Target   ■ Achieved in 2024

The TSRA is committed to providing secure work for employees, with career pathways and opportunities for working on country. Having access to secure, meaningful work is transformative and increases opportunities for our employees, their families and their communities. Employees are able to remain connected to their land and sea country, while providing meaningful contributions to the Torres Strait economy, culture and community.



*Inclusiveness and cultural integrity of the workplace*



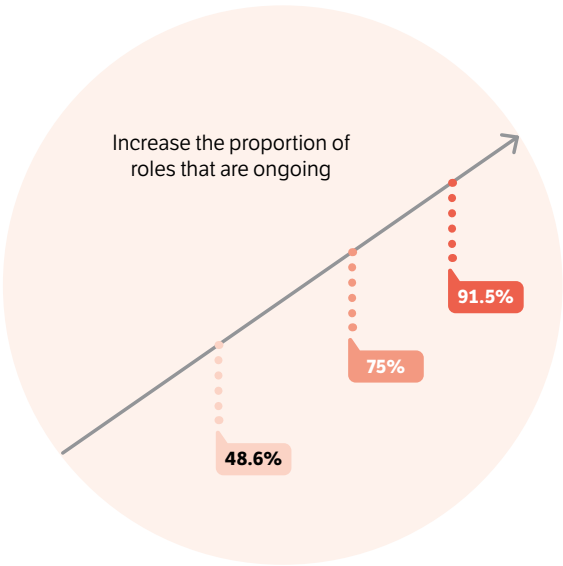
*Opportunities and support for career development and advancement*





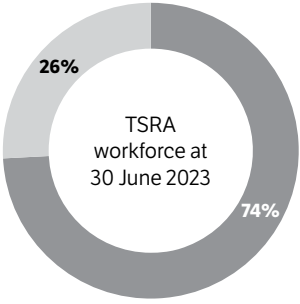
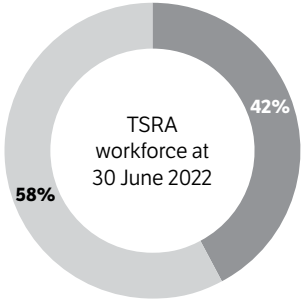
In mid-2021 only 34% of our employees had secure, ongoing APS roles. Through comprehensive recruitment efforts underpinned by our strategy, the *Public Service Act 1999* and recent *Fair Work Act 2009* amendments, 91.5% of our employees were in ongoing roles at 30 June 2024.

Further information about the TSRA's staffing profile is provided in tables 4.3 to 4.6.



Baseline in 2021    Target    Achieved in 2024

Ongoing employees    Non-ongoing employees



**93%** of our employees are based in the Torres Strait, and all are based in Queensland



At the Executive Level, women are in **70%** of the roles, **65%** at EL1 and **80%** at EL2



**63%** of our workforce are women, including **35%** of our ranger cohort



At 30 June 2024, we had **153** employees, and an Average Staffing Level of **159**





Table 4.3: All ongoing employees by gender, location and working hours at 30 June 2024  
(current reporting period)

Location	Man/Male			Woman/ Female			Non-binary			Prefers not to answer			Uses a different term			Total
	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	
NSW	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
QLD	51	0	51	85	4	89	0	0	0	0	0	0	0	0	0	140
SA	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TAS	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
VIC	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
WA	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
ACT	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
NT	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
External Territories	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Overseas	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	51	0	51	85	4	89	0	0	0	0	0	0	0	0	0	140

Table 4.4: All non-ongoing employees by gender, location and working hours at 30 June 2024  
(current reporting period)

Location	Man/Male			Woman/ Female			Non-binary			Prefers not to answer			Uses a different term			Total
	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	
NSW	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
QLD	6	0	6	5	2	7	0	0	0	0	0	0	0	0	0	13
SA	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TAS	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
VIC	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
WA	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
ACT	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
NT	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
External Territories	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Overseas	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	6	0	6	5	2	7	0	0	0	0	0	0	0	0	0	13



Table 4.5: All ongoing employees by gender, location and working hours at 30 June 2023  
(previous reporting period)

Location	Man/Male			Woman/ Female			Non-binary			Prefers not to answer			Uses a different term			Total
	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	
NSW	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
QLD	35	0	35	63	2	65	0	0	0	0	0	0	0	0	0	100
SA	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TAS	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
VIC	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
WA	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
ACT	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
NT	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
External Territories	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Overseas	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	35	0	35	63	2	65	0	0	0	0	0	0	0	0	0	100

Table 4.6: All non-ongoing employees by gender, location and working hours at 30 June 2023  
(previous reporting period)

Location	Man/Male			Woman/ Female			Non-binary			Prefers not to answer			Uses a different term			Total
	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	
NSW	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
QLD	21	0	21	12	2	14	0	0	0	0	0	0	0	0	0	35
SA	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TAS	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
VIC	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
WA	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
ACT	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0	1
NT	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
External Territories	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Overseas	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	22	0	22	12	2	14	0	0	0	0	0	0	0	0	0	36





## Enterprise bargaining

The TSRA was a participant in service-wide enterprise bargaining, which has profoundly shifted the approach to workplace relations and wage-setting in the APS. In addition to centrally negotiated pay and conditions, the TSRA engaged productively in agency-level bargaining for 'Part B' conditions.

When the *TSRA Enterprise Agreement 2024–27* was voted up on 20 March 2024, we struck a bargain that both connects us to the broader APS and recognises our unique character and situation. Our remote localities entitlements were preserved, allowing us to maintain a key attraction and retention tool. Improved definitions of 'family' and 'household' also allow us to recognise the cultural obligations of our team within their families and community, particularly during Sad News and Sorry Business.

The TSRA will engage productively with employees and their representatives on our Workplace Consultative Committee as policies to support the implementation of our enterprise agreement are developed.

## Work health and safety

In September 2023, the TSRA re-established its Work Health and Safety Committee (WHSC). The WHSC is supported by 6 elected and trained health and safety representatives (HSRs) covering Cairns and 5 geographic locations in the Torres Strait.

In October 2023, HSRs commenced work health and safety (WHS) audits across all TSRA sites and locations. The WHSC monitored findings from the HSRs' inspections, reporting any issues, and providing oversight of the timely and appropriate remediation.

Following the forming of the WHSC, the TSRA engaged Work Science Pty Ltd to undertake a review of our WHS management system. This review was considered by the TSRA Board in March 2023, alongside a 4-year plan to drive improvements and address gaps in the management system.

In June 2024, the board set the direction for WHS management, approving the WHS Policy. This policy sets the TSRA's commitment to providing a culturally respectful, safe and healthy work environment, with the primary objective being to eliminate or, where this is not possible, to reduce the risk of injury or illness, by developing culturally appropriate and proactive strategies and adopting a risk management approach to our work, activities and workplaces.

A full-time WHS officer commenced in April 2024 to drive the 4-year plan. The WHS Executive Officer works with the WHSC and HSRs, to build a culturally respectful and safe workplace and identify and escalate issues for resolution in a timely and compliant manner. The WHS Executive Officer provides regular updates to the TSRA Board on progress.

In 2023–24, the TSRA made one 'notifiable incident' report to Comcare.

There were no investigations conducted into the TSRA and no notices under Part 10 of the *Work Health and Safety Act 2011* were issued.

## Indemnities and insurance premiums

The TSRA indemnifies current and former directors and staff members against liability or cost incurred in connection with any claim brought against them as a result of, or in connection with, their appointment to any office or position in the TSRA. Our Comcover premium for this insurance was \$9,167.33 in 2023–24. No indemnity-related claims were paid, or agreed to be paid, for the reporting period.





# Executive remuneration

The TSRA's key management personnel are the TSRA Board members and the CEO. No other TSRA employees were 'senior executives' or met the reporting threshold as 'other highly paid staff' within the definition of the PGPA Rule in 2023–24.

The TSRA's CEO and Chairperson are paid in accordance with the Remuneration Tribunal's determination for holders of full-time public offices. All other board members are part-time officeholders, and are paid in accordance with the tribunal's part-time offices determination.

Table 4.7 sets out the remuneration of our key management personnel in 2023–24.

TSRA Member for Poruma  
Nicholas Pearson cuts the ribbon  
at the Poruma seawall opening  
Photo Kevin Levi





Table 4.7: Remuneration for key management personnel 2023–24 (\$)

Name	Position title	Short-term benefits			
		Base salary	Bonuses	Other benefits and allowances	
Napau Pedro Stephen	Chairperson Member for Port Kennedy	318,497	0	0	
Horace Baira	Deputy Chairperson Member for Badu	30,707	0	0	
John Paiwan	Alternate Deputy Chairperson Member for St Pauls	25,108	0	0	
Tailisa Yusia	Member for Bamaga	6,120	0	0	
Dimas Toby	Member for Boigu	26,747	0	0	
Patrick Mooka	Member for Dauan	16,000	0	0	
Jimmy Gela	Member for Erub	8,268	0	0	
Seriako Dorante	Member for Hammond	7,839	0	0	
Charles David	Member for Iama	28,787	0	0	
Danie Savage	Member for Kubin	16,537	0	0	
Cygnnet Repu	Member for Mabuyag	21,592	0	0	
Hilda Mosby	Member for Masig	23,841	0	0	
Bob Kaigey	Member for Mer	23,697	0	0	
Yen Loban	Member for Ngurapai and Muralag	23,204	0	0	
Nicholas Pearson	Member for Poruma	10,846	0	0	
Chelsea Aniba	Member for Saibai	12,886	0	0	
Karyn Watson	Member for Seisia	10,094	0	0	
Sereako Stephen	Member for TRAWQ	7,946	0	0	
Rocky Stephen	Member for Ugar	22,465	0	0	
Iris Billy	Member for Warraber	22,337	0	0	
Charlie Kaddy	Acting Chief Executive Officer	28,603	0	877	
Vonda Malone	Chief Executive Officer	219,582	0	0	

\* Ten years continuous service requirement to be eligible for a long service leave entitlement was not met. Figure is negative as entitlement was not realised prior to resignation.

Note: Slight differences between the sums of the amounts and the totals shown are due to rounding.



	Post-employment benefits	Other long-term benefits		Termination benefits	Total remuneration
	Superannuation contributions	Long service leave	Other long-term benefits		
	27,399	13,509	0	0	359,405
	3,391	0	0	0	34,097
	2,775	0	0	0	27,883
	677	0	0	0	6,797
	2,971	0	0	0	29,718
	1,772	0	0	0	17,772
	909	0	0	0	9,177
	869	0	0	0	8,709
	3,177	0	0	0	31,965
	1,831	0	0	0	18,368
	2,386	0	0	0	23,978
	2,647	0	0	0	26,487
	2,618	0	0	0	26,315
	2,564	0	0	0	25,768
	1,193	0	0	0	12,039
	1,428	0	0	0	14,314
	1,123	0	0	0	11,217
	874	0	0	0	8,820
	2,483	0	0	0	24,948
	2,472	0	0	0	24,809
	1,654	208	0	0	31,343
	39,484	(3,309)*	0	0	255,757





# Grants

Providing grant funding is one of the ways the TSRA achieves its purpose. Highlights of our grant activities are included in our annual performance statements in Part 2.

The TSRA also reports its grant funding activities to the National Indigenous Australians Agency (NIAA) for publication and tabling in accordance with Senate Order 16. That report can be found on the

NIAA website at <https://www.niaa.gov.au/senate-order-16-agency-grants>.

When reviewing this data, note that grants data presented in the annual performance statements may not fully align with information presented in Table 4.8. For example, the annual performance statements present data summarised by recipient type, not by individual grantee as shown here.

Table 4.8: Grants made by the TSRA in 2023–24 (\$)

Grant recipient	Grant program	Activity	Amount (GST exclusive)
AFL Cape York Ltd	Healthy Communities	AFL Cape York for Torres Strait community training and regional representative programs	54,488
Australian Indigenous Doctors' Association	Healthy Communities	Igiliyawa – Custodians of Life 2024 program	30,000
Mura Kosker Sorority Incorporated	Safe Communities	Operational funding support*	515,000
Mura Kosker Sorority Incorporated on behalf of Queensland Police Service	Safe Communities	Queensland Police Service Voice against Violence	12,989
Ngalmun Lagau Minaral Torres Strait Islander Corporation trading as Moa Arts	Culture, Art and Heritage	Badu, Erub and Moa art centres – United States exhibition travel, January 2024	28,836
Northern Peninsula Area Regional Council	Culture, Art and Heritage	Bringing Torres Strait Islander cultural dance troupes to the 2024 Northern Peninsula Area Cultural Festival	25,000
Queensland University of Technology	Healthy Communities	Attendance at the Lowitja Institute's International Indigenous Health and Wellbeing Conference in Cairns in June 2023	16,545

Continued over the page





Table 4.8: Grants made by the TSRA in 2023–24 (\$) (continued)

Grant recipient	Grant program	Activity	Amount (GST exclusive)
Tagai State College Thursday Island Secondary Campus	Economic Development	Growing Our Own – Tagai Transitions Maritime Project*	600,000
Tagai State College Thursday Island Secondary Campus	Governance and Leadership	University experience trip	55,000
Tagai State College Thursday Island State High School	Governance and Leadership	Support for students to attend the yLead conference in January 2024	14,474
Torres Strait Aged Care Association	Safe Communities	Operational funding support^	96,386
Torres Strait Island Regional Council	Safe Communities	Cairns Tropical Writers Festival	10,650
Torres Strait Islander Media Association	Culture, Art and Heritage	Kulap Vine Project	25,000
Torres Strait Islander Media Association	Culture, Art and Heritage	Support to host the Gathering Voices Media and Arts Festival	25,000
Torres Strait Islander Media Association on behalf of Elthies Kris	Safe Communities	Sower Creative Writing	17,857
Torres Strait Traditional Languages Association	Culture, Art and Heritage	Torres Strait Traditional Languages Association operations	650,000
Torres Strait Youth and Recreational Sporting Association	Healthy Communities	Administration of sports subsidies	348,650

\* Grant variation for additional funding, captured to provide a complete view of grant funding released to achieve the TSRA's purpose.

^ A grant from the TSRA's 2022–23 annual report, captured in this year's report for completeness.

Note: Grant amounts have been rounded to the nearest dollar. Grants are considered made on the date on which there is a fully executed grant agreement in place.





# Consultants

In 2023–24, the TSRA engaged consultants with specialist skillsets to enable us to deliver on priorities. Examples include specialist human resources support to aid us in enterprise bargaining, and support from a number of scientific organisations for our Environmental Management Program. As required by the ATSI Act, all consultants are engaged under the TSRA’s standard terms and conditions for consultants.

The TSRA has defined ‘engaging a consultant’ as sourcing temporary services that involve the development of an intellectual output that assists with decision-making, where the intellectual output represents the independent view of the service provider. The independent intellectual output must be the majority element of the contract in terms of relative value or importance.

Table 4.9 provides details of all consultants engaged by the TSRA in 2023–24.

Table 4.9: Consultants engaged by the TSRA in 2023–24 (\$)

Name	Purpose	Selection process and justification*	Amount (GST exclusive)
BANI Consultancy	Cultural adviser	Direct source – IPP; A	45,500
Blak Stars Solutions Indigenous Corporation	Community engagement and survey	Limited tender; A	129,650
Commonwealth Scientific and Industrial Research Organisation (CSIRO)	Scientific advisory services	Direct source; B	1,088,937
David Fell Environmental	Biodiversity surveys	Direct source; A	40,800
Elephant in the Room Consulting Pty Ltd	Business support services	Direct source – IPP; A	94,000
Emver Partners Pty Ltd	Business support services	Limited tender; A	9,300
Fieldworx Pty Ltd	Strategic business planning	Direct source – IPP; A	45,345
Fordham and More Pty Ltd	Strategic policy advice	Direct source; B	32,000
Geografia	Human development index disparity analysis	Direct source; A	58,450
GHD Pty Ltd	Asset management services and advice	Open tender; A	212,800
Grant Thornton	Independent audit and review	Open tender; B	75,000

Continued over the page







Table 4.9: Consultants engaged by the TSRA in 2023–24 (\$) (continued)

Name	Purpose	Selection process and justification*	Amount (GST exclusive)
Humanify HR Consulting Pty Ltd	Bargaining support and advice	Direct source; A	52,680
Indigenous Business Builders	Business support services	Direct source – IPP; A	54,110
James Cook University	Scientific advisory services	Direct source; B	162,825
Jones Lang LaSalle Advisory Services Pty Ltd (JLL)	Valuation services	Open tender; A	53,520
Pilot Partners	Independent audit and assurance services	Direct source; B	797,007
Pink Lake Analytics Pty Ltd	Data analytics and evaluation	Direct source; A	38,720
Reef and Rainforest Research Centre Ltd	Species management	Open tender; A	476,265
Saltwater Blue Consultancy Services	Business mentoring services	Direct source – IPP; A	30,781
Terri Janke and Company Pty Ltd	Policy advice and review	Direct source; A	38,390
University of Wollongong	Scientific advisory services	Open tender; A	184,328
Work Science Pty Ltd	Independent review and specialist technical assessment	Limited tender; A	22,080
Younity Group Pty Ltd	Business support services	Limited tender; A	83,641

\* IPP = Selection process conducted under the Indigenous Procurement Policy; A = a need for specialised or professional skills; B = a need for independent research or assessment



Aerial view of seagrass  
Photo Jess Sabatino

# Statement of compliance with the Commonwealth Child Safe Framework

Where our work involves interaction with children, the TSRA is guided by the principles of the Commonwealth Child Safe Framework.

## Commitment to child safety

The TSRA recognises and is committed to the belief, as stated in the National Framework for Protecting Australia's Children, that:

*Children and young people in Australia have the right to grow up safe, connected and supported in their family, community and culture. They have the right to grow up in an environment that enables them to reach their full potential.*

To the extent that the TSRA engages with children (defined as persons under the age of 18 years), the TSRA accepts that protecting children is everyone's responsibility. For this reason, the TSRA requires all employees and contractors who are engaged in activities that involve children and in child-related activities, or work with children, must comply with federal and state legislative requirements.

## Interactions with children

The TSRA undertakes some activities that may either directly or indirectly involve children and young people. These activities include:

- ranger program – school engagement activities at the local schools, and beach cleanups and nursery (garden) activities in local communities
- Gab Titui Cultural Centre – retail shop services for visitors, including children and young people, and public program activities hosted onsite or in community.

## Child safety risk assessment

The TSRA completed its annual child safety risk assessment and determined our overall treated level of risk is low. We have put in control measures to address and mitigate risk, ensuring the safety and protection of children and young people, and to meet our obligations under the Commonwealth Child Safe Framework.

## Implementation of the framework

The TSRA's actions against the 4 core requirements of the framework are as follows.

### 1 Annual risk assessment

The TSRA has conducted a risk assessment in relation to activities of the TSRA to identify levels of responsibility for, and contact with, children, and evaluated child safety. The TSRA also undertakes regular risk assessments as part of events planning, grant funding approvals and community engagements.



## 2 Training and compliance

- The TSRA has an approved Working with Children Policy.
- Inductions are conducted to ensure that staff are compliant and aware of risks prior to TSRA activities.
- For positions identified as potentially engaging with community, running public programs or engaging with education institutions, staff in those positions hold a valid Working with Children (Blue Card) Check.
- The Queensland Government's Blue Card Services maintain a system to manage Working with Children Checks on behalf of the TSRA.
- Where clearances are not maintained, staff are required to not engage in community or public events, in compliance with the Commonwealth framework and legislation including Working with Children (Blue Card) Checks.

## 3 National Principles for Child Safe Organisations

The TSRA will ensure that the national child safe principles are adopted and implemented across activities to ensure child safety and wellbeing.

## 4 Annual child safety statement

The TSRA is not yet compliant with the framework but is committed to child safety and obtaining compliance.

The TSRA is focused on operating in a child safe, culturally safe way.

# Advertising campaigns and market research

During 2023–24, the TSRA did not undertake any official campaign advertising or make any reportable payments to advertising agencies, or to market research, polling, direct mail or media advertising organisations.

# Environmental sustainability

The TSRA operates in an environmentally sensitive area, and has the benefit of an in-house Environmental Management Program that is committed to caring for the Torres Strait region. The program is underpinned by the notion of ecologically sustainable development. We effectively integrate long- and short-term decision-making by empowering local Indigenous rangers to care for land and sea country, directly impacting our organisational environmental sustainability. Rangers directly address threats to environmental integrity by removing marine debris and invasive species (pests and weeds) from sensitive habitats of threatened species, such as turtle rookeries and coastal bird-breeding colonies.





In 2023–24, the TSRA:

- invested in coir log coastal erosion remediation sites to reduce sea level rise and storm-induced impacts (coir logs are tubes filled with coconut fibre that can be used to stabilise shorelines)
- conducted coastal revegetation with local species to stabilise coastal environments against climate change impacts
- invested in a crown-of-thorns starfish eradication project to build resilience of reef systems to climate change impacts
- conducted school garden workshops, garden infrastructure and home Mekem Garden initiatives to build food security resilience against climate change impacts on inhabited islands across the Torres Strait.

We are also working to promote environmental sustainability in our office environment. This includes:

- using energy-efficient office machinery and computer monitors
- using low-wattage lights
- reducing paper usage by centralising printers and setting them to double-sided printing as the default
- using office paper that is carbon neutral, is recycled and/or has an environmental sustainability rating.

## Emissions reporting

APS Net Zero 2030 is the Australian Government's policy for the APS to reduce its greenhouse gas emissions to net zero by 2030, and transparently report on its emissions. As part of the Net Zero in Government Operations Strategy, non-corporate Commonwealth entities, corporate Commonwealth entities and Commonwealth companies are required to report on their operational greenhouse gas emissions.

Tables 4.10 and 4.11 present details of greenhouse gas emissions over the 2023–24 period. Results are presented on the basis of carbon dioxide equivalent (CO<sub>2</sub>-e) emissions. Greenhouse gas emissions have been calculated in line with the APS Net Zero Emissions Reporting Framework, consistent with the whole-of-Australian Government approach as part of the APS Net Zero 2030 policy. Not all data sources were available at the time of the report and amendments to data may be required in future reports.

Reporting on refrigerants is optional for 2023–24 and will be phased in over time as emissions reporting matures.





Table 4.10: 2023–24 Greenhouse gas emissions inventory – location-based method

Emission source	Scope 1 t CO <sub>2</sub> -e	Scope 2 t CO <sub>2</sub> -e	Scope 3 t CO <sub>2</sub> -e	Total t CO <sub>2</sub> -e
Electricity (location based approach)	N/A	168.810	34.755	<b>203.565</b>
Natural Gas	0.000	N/A	0.000	<b>0.000</b>
Solid Waste*	N/A	N/A	0.000	<b>0.000</b>
Refrigerants†	0.000	N/A	N/A	<b>0.000</b>
Fleet and Other Vehicles	23.567	N/A	5.807	<b>29.374</b>
Domestic Commercial Flights	N/A	N/A	263.758	<b>263.758</b>
Domestic Hire Car^	N/A	N/A	1.608	<b>1.608</b>
Domestic Travel Accommodation	N/A	N/A	47.327	<b>47.327</b>
Other Energy	0.000	N/A	0.000	<b>0.000</b>
<b>Total t CO<sub>2</sub>-e</b>	<b>23.567</b>	<b>168.810</b>	<b>353.255</b>	<b>545.632</b>

Note: the table above presents emissions related to electricity usage using the location-based accounting method. t CO<sub>2</sub>-e = tonnes carbon dioxide equivalent

\* Waste data was not available at the time of the report and amendments to data may be required in future reports.

^ Emissions from hire cars for 2023–24 have been sourced from a third party and may be incomplete. The quality of data is expected to improve over time as emissions reporting matures.

† Indicates optional emission source for 2023–24 emissions reporting.

Table 4.11: 2023–24 Electricity greenhouse gas emissions

Emission source	Scope 2 t CO <sub>2</sub> -e	Scope 3 t CO <sub>2</sub> -e	Total t CO <sub>2</sub> -e	Percentage of electricity use
Electricity (location based approach)	168.810	34.755	203.565	100.00%
Market-based electricity emissions	151.333	18.683	170.016	81.28%
Total renewable electricity	–	–	–	18.72%
Mandatory renewables*	–	–	–	18.72%
Voluntary renewables†	–	–	–	0.00%

Note: the table above presents emissions related to electricity usage using both the location-based and the market-based accounting methods. t CO<sub>2</sub>-e = tonnes carbon dioxide equivalent

\* Mandatory renewables are the portion of electricity consumed from the grid that is generated by renewable sources. This includes the renewable power percentage.

† Voluntary renewables reflect the eligible carbon credit units surrendered by the entity. This may include purchased large-scale generation certificates, power purchasing agreements, GreenPower and the jurisdictional renewable power percentage (ACT only).











# Part 5:

**Abbreviations and  
requirements**



# List of abbreviations

AFMA	Australian Fisheries Management Authority
AIDA	Australian Indigenous Doctors' Association
APS	Australian Public Service
ATES	Assistance with Tertiary Education Scheme
ATSI Act	<i>Aboriginal and Torres Strait Islander Act 2005</i>
CEO	Chief Executive Officer
CIAF	Cairns Indigenous Art Fair
COTS	crown-of-thorns starfish
CRO	Chief Risk Officer
DAAF	Darwin Aboriginal Art Fair
FAC	Fisheries Advisory Committee
Gab Titui	Gab Titui Cultural Centre
GST	goods and services tax
HSR	health and safety representative
IBA	Indigenous Business Australia
LSMU	Land and Sea Management Unit
MOU	memorandum of understanding
MP	Member of Parliament
NIAA	National Indigenous Australians Agency
PGPA Act	<i>Public Governance, Performance and Accountability Act 2013</i>
PGPA Rule	Public Governance, Performance and Accountability Rule 2014
PSC	Programme Steering Committee
PZJA	Protected Zone Joint Authority
REIS	Regional Economic Investment Strategy
RIAC	Regional Infrastructure Advisory Committee
RNTBC	Registered Native Title Body Corporate







SPU	Strategic Policy Unit
TAC	total allowable catch
TIB	Traditional Inhabitant Boat
TRAWQ	Tamwoy, Rose Hill, Aplin, Waiben and Quarantine
TRL	tropical rock lobster
TSC	Torres Shire Council
TSIRC	Torres Strait Island Regional Council
TSRA	Torres Strait Regional Authority
TSTLA	Torres Strait Traditional Languages Association
TVH	Transferable Vessel Holder
WHS	work health and safety
WHSC	Work Health and Safety Committee
ZKF	Zenadth Kes Fisheries Limited



TSRA ranger with a turtle,  
also called a waru or nam  
Photo TSRA

# List of requirements

PGPA Rule reference	Part of the report	Description	Requirement
17BE	Contents of annual report		
17BE(a)	Part 1 'Our organisation' section	Details of the legislation establishing the body	Mandatory
17BE(b)(i)	Part 1 'Our organisation' section	A summary of the objects and functions of the entity as set out in legislation	Mandatory
17BE(b)(ii)	Part 1 'Our organisation' section  Part 2 'Performance overview' section	The purposes of the entity as included in the entity's corporate plan for the reporting period	Mandatory
17BE(c)	Part 1 'Our organisation' section	The names of the persons holding the position of responsible Minister or responsible Ministers during the reporting period, and the titles of those responsible Ministers	Mandatory
17BE(d)	Not applicable	Directions given to the entity by the Minister under an Act or instrument during the reporting period	If applicable, mandatory
17BE(e)	Not applicable	Any government policy order that applied in relation to the entity during the reporting period under section 22 of the Act	If applicable, mandatory
17BE(f)	Not applicable	Particulars of non-compliance with: (a) a direction given to the entity by the Minister under an Act or instrument during the reporting period; or (b) a government policy order that applied in relation to the entity during the reporting period under section 22 of the Act	If applicable, mandatory
17BE(g)	Part 2	Annual performance statements in accordance with paragraph 39(1)(b) of the Act and section 16F of the rule	Mandatory





PGPA Rule reference	Part of the report	Description	Requirement
17BE(h), 17BE(i)	Not applicable	A statement of significant issues reported to the Minister under paragraph 19(1)(e) of the Act that relates to non-compliance with finance law and action taken to remedy non-compliance	If applicable, mandatory
17BE(j)	Part 1 'Accountable authority' section	Information on the accountable authority, or each member of the accountable authority, of the entity during the reporting period	Mandatory
17BE(k)	Part 1 'Our organisation' section	Outline of the organisational structure of the entity (including any subsidiaries of the entity)	Mandatory
17BE(ka)	Part 4 'People' section	Statistics on the entity's employees on an ongoing and non-ongoing basis, including the following: (a) statistics on full-time employees; (b) statistics on part-time employees; (c) statistics on gender; (d) statistics on staff location	Mandatory
17BE(l)	Part 1 'Our organisation' section	Outline of the location (whether or not in Australia) of major activities or facilities of the entity	Mandatory
17BE(m)	Part 4 'Statement on governance' section	Information relating to the main corporate governance practices used by the entity during the reporting period	Mandatory
17BE(n), 17BE(o)	Part 3 'Notes to the financial statements' section, note 3.3	For transactions with a related Commonwealth entity or related company where the value of the transaction, or if there is more than one transaction, the aggregate of those transactions, is more than \$10,000 (inclusive of GST): (a) the decision-making process undertaken by the accountable authority to approve the entity paying for a good or service from, or providing a grant to, the related Commonwealth entity or related company; and (b) the value of the transaction, or if there is more than one transaction, the number of transactions and the aggregate of value of the transactions	If applicable, mandatory
17BE(p)	Part 4 'Significant activities and changes' section	Any significant activities and changes that affected the operation or structure of the entity during the reporting period	If applicable, mandatory



PGPA Rule reference	Part of the report	Description	Requirement
17BE(q)	Part 4 'External scrutiny' section	Particulars of judicial decisions or decisions of administrative tribunals that may have a significant effect on the operations of the entity	If applicable, mandatory
17BE(r)	Part 4 'External scrutiny' section	Particulars of any reports on the entity given by: (a) the Auditor-General (other than a report under section 43 of the Act); or (b) a Parliamentary Committee; or (c) the Commonwealth Ombudsman; or (d) the Office of the Australian Information Commissioner	If applicable, mandatory
17BE(s)	Not applicable	An explanation of information not obtained from a subsidiary of the entity and the effect of not having the information on the annual report	If applicable, mandatory
17BE(t)	Part 4 'People' section	Details of any indemnity that applied during the reporting period to the accountable authority, any member of the accountable authority or officer of the entity against a liability (including premiums paid, or agreed to be paid, for insurance against the authority, member or officer's liability for legal costs)	If applicable, mandatory
17BE(taa)	Part 4 'Audit Committee' section	The following information about the audit committee for the entity: (a) a direct electronic address of the charter determining the functions of the audit committee; (b) the name of each member of the audit committee; (c) the qualifications, knowledge, skills or experience of each member of the audit committee; (d) information about each member's attendance at meetings of the audit committee; (e) the remuneration of each member of the audit committee	Mandatory
17BE(ta)	Part 4 'Executive remuneration' section	Information about executive remuneration	Mandatory



# Index

## A

abbreviations, 120–121  
*Aboriginal and Torres Strait Islander Act 2005* (Cth), 7  
     functions under, 7–8  
     requirements under, iii, 9, 25, 94, 112  
*Aboriginal and Torres Strait Islander Commission Act 1989* (Cth), 7  
 Aboriginal and Torres Strait Islander employees, TSRA, 102  
 Aboriginal and Torres Strait Islander Health Partnership meetings (Qld), 49  
 Aboriginal Economic Development Forum (11th), 35  
 accountable authority, TSRA Board as, 9–16, 99  
 Acknowledgment of Country, v  
 Acting Chief Executive Officer's review, 4–5  
 advertising and market research, 115  
 affordable housing, 18; *see also* home loans  
 Ailan Kastom, 7, 18, 26, 56, 99  
     TSRA vision, 3, 6  
 annual performance statements, 24–58  
 APS Net Zero 2030 policy, 116–117  
 Army Ailan Community Assistance Program, 53  
 art centres, support for, 28, 30  
 artists, support for, 28–31; *see also* Culture, Art and Heritage Program; Gab Titui Cultural Centre  
 Assistance with Tertiary Education Scheme, 47, 48  
 Assistant Minister for Climate Change and Energy, 45  
 Assistant Minister for Indigenous Australians, 45  
 Assistant Minister for Indigenous Health, 45  
 Audit Committee, 43, 94, 95  
     meetings and remuneration, 98  
 Auditor-General, 101; *see also* Australian National Audit Office  
 Australian Fisheries Management Authority, 40, 43  
 Australian Football League – Cape York, 52

Australian Indigenous Doctors' Association, 45, 52  
 Australian Institute of Aboriginal and Torres Strait Islander Studies Summit, 44  
 Australian National Audit Office, 97  
     independent audit report, 62–63  
 Australian Rural Leadership Program, 47  
 Australia's Action Plan for the International Decade of Indigenous Languages 2022–2032, 32  
 awards, 28, 47

## B

Badhulgaw Kuthinaw Mudh (Badu Art Centre), 30  
 Badu Art Centre, 30  
 Bamaga infrastructure project, 54  
 bêche-de-mer fisheries, 41, 42  
*Billy Missi'n Wakain Thamai* touring exhibition, 29  
 biodiversity planning and management, 36–37;  
     *see also* Environmental Management Program  
 board  
     as accountable authority, 8, 9–16, 99  
     committees, 95–96  
     governance framework, 99  
     meetings and attendance, 9–16, 43  
     members, 9–16  
         remuneration, 107–109  
     role and functions, 9, 99  
     training, 99  
 Board Members' Code of Conduct, 99  
 Boigu Island, coastal protection works, 3  
 Business Funding Scheme, 33  
 Business Growth Packages, 33  
 business loans, 33  
 business support services, 33–35; *see also* You Sabe Business workshops



## C

Cairns Indigenous Art Fair, 28, 29, 31  
 Cairns Tropical Writers Festival, 58  
 capacity development initiatives  
     artists, performers and cultural practitioners, 28–32  
     businesses, 33–35  
     environmental management, 36–37  
     fisheries industry, 39–42  
     governance and leadership, 43–7  
     healthy communities, 49–52  
     regional infrastructure, 53–55  
     safe communities, 56–58  
 career development, TSRA employees, 5, 102  
 careers fair, 30  
 case studies  
     Assistance with Tertiary Education Scheme scholar, 48  
     Mekem Garden sustainable horticulture project, 38  
 Certificate II in Maritime Operations (Coxswain Grade 1 Near Coastal), 35  
 Chairperson's review, 2–3  
 Charter of Representation, Performance and Accountability, 99  
 Chief Executive Officer, 2, 4, 17  
 Chief Executive Officer's review, 4–5  
 Chief Financial Officer, 100  
 Chief Risk Officer, 100  
 Child Safe Framework (Cth), 114–115  
 climate change adaptation and resilience plans, 3, 44; *see also* Torres Strait and Northern Peninsula Area Climate Resilience Centre Steering Committee  
 Closing the Gap for Torres Strait Islander and Aboriginal people living in the Torres Strait region  
     measures to achieve targets, 32, 51, 57, 94  
     as TSRA's purpose, 7, 26, 94  
 coastal protection works, 3, 116; *see also* Poruma Island seawall; seawalls funding  
 code of conduct, board, 99  
 Comcare, 106  
 Comcover, 106  
 Commonwealth Child Safe Framework, 114–115  
 Commonwealth Ombudsman, 101  
 Community Development Program, 35  
 Community Enterprise Queensland, 51

community-based environmental management activities, 36–38  
 conflicts of interest, declaration of, 99  
 consultants, 112–113  
 contact details, ii  
 corporate governance and accountability, 94–117  
 corporate plan, 94  
     2022–23, 97  
     2023–24, iii, 25, 26  
*Corporate Plan 2022–23*, 97  
 Cost of Living Summit (Qld), 51  
 coxswain licences, 35, 37  
 Creative Arts Forum (2024), 30, 31  
 Creative Australia consultants, 30  
 crown-of-thorns starfish eradication, 37, 116  
 cultural institutions, collaboration with, 30  
 cultural practitioners, support for, 28–31  
 culture, art and heritage grants, 17, 30  
 Culture, Art and Heritage Program, 17  
     analysis of performance, 28–32

## D

Darwin Aboriginal Art Fair, 28, 29, 31  
 Dauan Island infrastructure project, 54  
 delegation, Taiwanese First Nations people, 44  
 Department of Aboriginal and Torres Strait Islander Partnerships (Qld), 56  
 Department of Agriculture, Fisheries and Forestry (Cth), 43  
 Department of Climate Change, Energy, the Environment and Water (Cth), 44, 53  
 Department of Finance (Cth), 53  
 Department of Housing, Local Government, Planning and Public Works (Qld), 53  
 Department of Tourism, Innovation and Sport (Qld), 51  
 Department of Treaty, Aboriginal and Torres Strait Islander Partnerships (Qld), 50  
 dialects, endangered, 32; *see also* languages, preservation  
 digital connectivity, 54, 55  
 directors' liability insurance, 106  
 disclosure of sacred matters, ii, 8  
 domestic and family violence prevention measures, 56, 57, 58  
 dugong management plans, 17, 37



## E

E&H Law, 56, 57  
 ecologically sustainable development measures,  
     TSRA, 115–116  
 Economic Development Program, 17  
     analysis of performance, 33–35  
 electoral wards, location of, 20–21  
 emissions reporting, 116–117  
 employee statistics, 102–105  
 enabling legislation, 7–8  
 energy conservation measures, TSRA, 116  
 enterprise bargaining, 106  
 Environmental Management Program, 17, 112, 115  
     analysis of performance, 36–37  
 environmental sustainability report, 115–116  
 Erub Arts, 30  
 Erub dialect, endangered, 32  
 Erub Erwer Meta (Erub Arts), 30  
 ethical standards, Board, 99  
 Executive Committee, 95  
 executive remuneration, 107–109  
 external scrutiny, 101; *see also* Australian National  
     Audit Office

## F

Family Support Service, 38  
 female employees, TSRA, 103, 104–105  
 financial statements, 62–91  
     certification by accountable authority, 65  
     independent audit report, 62–63  
 finfish fisheries, 39–41  
 Finfish Quota Management Committee, 96  
 fisheries  
     assets held in trust, 41–42  
     Traditional Inhabitant Boat catch  
         percentages, 39–40  
     traditional ownership of, 39–42  
 Fisheries Advisory Committee, 40, 43, 96  
 Fisheries Business Growth Packages, 33  
 Fisheries Program, 17–18  
     analysis of performance, 39–42  
 food security initiatives, 50; *see also* sustainable  
     horticulture, support for  
 freight subsidy negotiations, 51  
 full-time employees, TSRA, 104–105  
 functions, TSRA, 7–8

## G

Gab Titui Cultural Centre, 28, 29, 114  
     20th anniversary, 2, 4, 29, 30, 31  
 Gab Titui Indigenous Art Awards, 28, 31  
 Gab Titui – Northsite Exhibition (2024), 31  
*Gather + Grow Action Plan 2023–2026*, 50  
 Gather + Grow Steering Committee, 50  
 Gathering Voices Media and Arts Festival, 58  
 gender, TSRA employees, 103, 104–105  
 Governance and Leadership Program, 18, 99  
     analysis of performance, 43–47  
 governance framework, 94–97  
 grants, 17, 18, 30, 40, 52, 58, 111  
 greenhouse gas emissions report, 116–117  
 Growing Our Own – Tagai Transitions Maritime  
     Project, 35  
 Gur A Baradharaw Kod Sea and Land Council  
     Torres Strait Islander Corporation's Prescribed  
     Bodies Corporate Forum, 50

## H

Health and Wellbeing Queensland, 51  
 Healthy Aging Program, 38  
 Healthy Communities Program, 18  
     analysis of performance, 49–52  
 home loans, 35  
 Home Ownership Program, 35  
 Horn Island Affordable Housing Project, 54  
 human resources management, 102–106

## I

Iama Island, coastal protection works, 3  
 Igiliyawa – Custodians of Life 2024 program,  
     45, 52  
 indemnities and liability insurance, 106  
 Indigenous Arts Awards, 28, 31  
 Indigenous Basketball Australia, 51  
 Indigenous Business Australia, 33  
 Indigenous employees, TSRA, 102  
 Indigenous Protected Areas, 17  
 Indigenous ranger program, 4, 36–37  
 infrastructure projects and upgrades, 53–55  
 Inquiry into Supermarket Pricing (Qld), 51  
 Integrity Policy, 95  
 internal audit, 97







International Indigenous Health and Wellbeing Conference, 52  
invasive species management, 37, 115, 116

## J

job seeker placements, 35  
Joint Ministerial Roundtable on health service delivery, 45, 49

## K

Kala Lagaw Ya (traditional language), 32  
Kalaw Kawaw Ya dialect, endangered, 32  
Kawrareg dialect, endangered, 32  
key activities, 25–26  
    performance results, 27, 28–58  
key management personnel remuneration, 107–109  
Kulkalgau Ya dialect, endangered, 32

## L

Land and Sea Management Unit, 36–37  
Land and Sea Management Unit Planning Forum, 37  
language preservation, 31–32  
language symposium, 32  
leadership development, 5, 46–47  
learning and development, employees, 102  
legal services, funding support for, 57  
legislative framework, 7, 99  
Lena Passi Women's Shelter Association, 56, 57  
Les Yeux du Monde Gallery (USA), 30  
letter of transmittal, iii  
liability insurance, 106  
list of requirements, 122–124  
location, 8, 20–21  
    employees, 104–105  
Lowitja Institute, 52

## M

Mabuyag dialect, endangered, 32  
Major Infrastructure and Other Projects Trust, 18, 44, 53  
Major Infrastructure Programme, 44, 53; *see also* Regional Infrastructure Program

male employees, TSRA, 104–105  
management committees, 95–97  
marine infrastructure, funding, 53, 54  
Maritime Pathways Project, 35  
Maritime Safety Queensland, 53  
maritime sector training courses, 35  
market research, 115  
Masig Island, coastal protection works, 3  
media and communications support, 58  
Mekem Garden sustainable horticulture project, 38, 116  
memorandums of understanding, 4, 51–52  
Mer dialect, endangered, 32  
Meriam Mir (traditional language), 32  
Mini Business Growth Packages, 33  
Minister for Agriculture, Fisheries and Forestry (Cth), 40  
Minister for Health, Mental Health and Ambulance Services (Qld), 45, 49  
Minister for Health (Cth), 45  
Minister for Indigenous Australians, 8, 9, 43, 45, 101  
ministerial directions, 100  
ministerial roundtables, 45, 49  
Moa Arts, 30  
Mura Koska Sorority, 56, 58

## N

NAIDOC Week celebrations, 31  
National Health Leadership Forum, 51  
National Indigenous Australians Agency, 25, 37, 50, 53, 54, 110  
National Indigenous Australians Agency Remote Food Security Working Group, 50  
National Native Title Tribunal, 50  
National Sovereign Food and Botanicals Symposium (2nd), 35  
Native Title determinations, 2  
Net Zero in Government Operations Strategy, 116  
Ngalmun Lagau Minaral (Moa Arts), 30  
non-binary employees, 104–105  
non-Indigenous fishers, lease of licences to, 41, 96  
non-ongoing employees, TSRA, 103, 104–105  
Northern Peninsula Area Interagency Meeting, 56  
Northern Peninsula Area Regional Council, 49  
Notice of Personal and Financial Interests, 99  
notifiable incidents, 106





## O

objectives, strategic, 25  
 office locations, 20–21  
 Office of the Commissioner (Meriba Omasker Kaziw Kazipa), 56  
 Office of the Australian Information Commissioner, 101  
 officeholders, appointment of, 9  
 officers' liability insurance, 106  
 ongoing employees, TSRA, 103, 104–105  
 organisational structure, 8  
 Outcome, 25

## P

paper use, TSRA, 116  
 parliamentary committees, 101  
 part-time employees TSRA, 104–105  
 pecuniary interests, declaration of, 99  
 people management, 102–106  
 Performance Measures Evidence Register, 94  
 performance overview, 25–27  
 performance reporting framework, 25  
 performance results and analysis, 27  
     key activity 1, 28–32  
     key activity 2, 33–35  
     key activity 3, 36–37  
     key activity 4, 39–42  
     key activity 5, 43–47  
     key activity 6, 49–52  
     key activity 7, 53–55  
     key activity 8, 56–58  
 pest management strategy, 115  
 Pilot Partners, 97  
 planning and reporting framework, 94  
 Port Kennedy Association, 56, 58  
 Portfolio Budget Statements, 25, 26  
 Poruma Island seawall, 3, 54  
 Prescribed Bodies Corporate, 17, 37, 50  
 Prime Minister and Cabinet Portfolio Budget Statements, 25, 26  
 Prince of Wales Island infrastructure project, 54  
 Procurement and Contracting Policy, 100  
 Programme Steering Committee, 96  
 Protected Zone Joint Authority, 40, 41, 44  
 Public Governance, Performance and Accountability Rule 2014, ii, 99, 107

*Public Governance, Performance and Accountability Act 2013* (Cth), ii, 8, 46, 95, 99  
     reporting requirements, iii, 24, 94  
*Public Service Act 1999* (Cth), 17  
 PULiMA Indigenous Language and Technology Conference (2023), 31, 32  
 purpose, TSRA, 7, 25

## Q

Queensland Aboriginal and Torres Strait Islander Health Partnership meetings, 49  
 Queensland Government, infrastructure projects funding, 53  
 Queensland Indigenous Family Violence Legal Service, 56, 57  
 Queensland Police Service, 56  
 Queensland University of Technology, 52

## R

rangers, TSRA, 4, 36–37  
 recruitment strategies, 102  
 Reef and Rainforest Research Centre, 37  
 Regional Economic Investment Strategy, 34  
 Regional Infrastructure Advisory Committee, 55  
 Regional Infrastructure Program, 18  
     analysis of performance, 53–55  
 Regional Telecommunications Independent Review Committee, 44, 54  
 register of pecuniary interests, 99  
 Registered Native Title Bodies Corporate, 17  
     consultation on ranger workplans, 36–37  
 related party disclosures, 99  
 remuneration  
     Audit Committee, 98  
     Board members, 107–109  
     key management personnel, 107–109  
 Remuneration Tribunal, 107  
 reporting requirements, under PGPA Act, 24, 94  
 Resource Management Guide No. 136: *Annual reports for corporate Commonwealth entities*, ii  
 responsible minister, 8; *see also* Minister for Indigenous Australians  
 retention strategies, 102  
 risk management, 100–101  
 rock lobster fisheries, 39–41  
 role and functions, TSRA, 7–8  
 Rural Leadership Program, 47



## S

sacred matters and sites, protection of, ii, 8, 37  
 Safe Communities Program, 18  
     analysis of performance, 56–58  
 scholarships, tertiary, 4, 47, 48  
 seagrass monitoring, 37  
 seawalls funding, 3, 44, 53  
 secondary students, support for, 47  
 significant changes affecting the entity, 101  
 Smithsonian Institution, collaboration with, 30  
 social media engagement, 5  
 sponsorships, 29, 31, 51, 58; *see also* grants  
 stakeholders, 56  
 Statement of preparation, 24  
 Strategic Policy Unit, ii, 94  
 structure, organisational, 8  
 summary of performance of key activities, 27  
 sunset licences, 41, 96  
 Sunset Operators, 41  
 sustainable horticulture, support for, 38

## T

Tagai State College, 30, 35  
 Taiwan, visiting delegation, 44  
 telecommunications service initiatives, 44, 54  
 tertiary education assistance, 47, 48  
 Thursday Island Community Justice Group, 56, 58  
 Thursday Island Interagency Meetings, 50  
 Thursday Island Justice Torres Strait Islander and Aboriginal Corporation, 56  
 TORCH Steering Committee, 50  
 Torres and Cape Health Care TORCH Project, 50  
 Torres and Cape Hospital and Health Service, 50  
 Torres Shire Council, 49, 54  
 Torres Strait Aged Care Association, 56, 58  
 Torres Strait and Northern Peninsula Area Climate Resilience Centre Steering Committee, 44  
 Torres Strait and Northern Peninsula Area Regional Healthy Communities Forum, 49, 50  
 Torres Strait Development Plan, 3, 25, 46, 94  
*Torres Strait Development Plan 2019–2022*, 25  
*Torres Strait Development Plan 2023–2028*, 3, 46, 94  
*Torres Strait Fisheries Act 1984* (Cth), 39

*Torres Strait Fisheries (Quotas for Tropical Rock Lobster (Kaiar)) Management Plan 2018*, 41  
 Torres Strait Island Regional Council, 49, 54, 58  
*Torres Strait Islander and Aboriginal Recruitment and Career Development Strategy 2021–2024*, 102  
 Torres Strait Islander and Aboriginal employees, TSRA, 102  
 Torres Strait Islander Media Association, 56, 58  
 Torres Strait Islands Marine Infrastructure Program, 53  
 Torres Strait Major Infrastructure and Other Projects Trust Fund, 44, 55  
 Torres Strait Maritime Pathways Project, 35  
 Torres Strait Protected Zone, 39, 44; *see also* Protected Zone Joint Authority  
 Torres Strait Seawall Program, 44, 53; *see also* seawalls funding  
 Torres Strait Social Justice Interagency Services Meeting, 56  
 Torres Strait Sustainable Horticulture project (Mekem Garden), 38, 116  
 Torres Strait Traditional Languages Association, 31, 32  
 Torres Strait Treaty, 44  
 Torres Strait Youth and Recreational Sporting Association, 51, 52  
 total allowable catch (fisheries), 39–40  
 Traditional Inhabitant Boat sector, 39–41  
 traditional knowledge, transfer of; *see* Ailan Kastom; Culture, Art and Heritage Program  
 traditional languages, revitalisation of, 31–32  
 Traditional Owners, 17  
     management of commercial fisheries, 39–41, 96  
 training and development, TSRA employees, 102  
 Transferable Vessel Holder licences, 41, 42  
 transmittal letter, iii  
 TRAWQ Indigenous Corporation, 56  
 tropical rock lobster fisheries, 39–41  
 TSRA Board, *see* board  
 TSRA Board Charter, 99  
*TSRA Corporate Plan 2023–24*, iii, 25, 26  
*TSRA Enterprise Agreement 2024–27*, 106  
 TSRA Excellence Award, 47  
 TSRA rangers, 4, 36–37  
 turtle management plans, 17, 37



## U

Ugar Island infrastructure project, 54  
UNESCO, 32

## V

vision, 3, 6  
Voices of Country: Australia's Action Plan for the  
International Decade of Indigenous Languages  
2022–2032, 32

## W

Wapil Project, 39  
Warraber Island, coastal protection works, 3  
weed eradication, 37, 115  
work health and safety, 97, 106  
*Work Health and Safety Act 2011* (Cth), 97, 106  
Work Health and Safety Committee, 97, 106  
workplace agreement, 106  
Workplace Consultative Committee, 106

## Y

yLead Australian Student Leadership  
Conference, 47  
You Sabe Business workshops, 4, 34

## Z

Zenadth Kes Creative Arts Forum (2024), 30, 31  
Zenadth Kes Fisheries Limited, 40, 41  
Zenadth Kes Language Symposium (2024), 31, 32









[www.tsra.gov.au](http://www.tsra.gov.au)

