



Australian Government



TSRA
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Annual Report 2024–25





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Torres Strait
Regional Authority

Annual Report 2024–25



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 2025.

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 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, and on the Transparency Portal, www.transparency.gov.au.

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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.

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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 2024–25.

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 a TSRA Board out of session meeting on 9 October 2025.

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 the purpose and performance measures set out in our *Corporate Plan 2024–25*.

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



George Nona
Chairperson

9 October 2025



Rose Hill Ramp
Photo Lewis Bin Doraho
(Lewis James Media)



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.



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PART 1: **OVERVIEW**



CHAIRPERSON'S REVIEW



It is a blessing to share my first annual report message as Chairperson of the Torres Strait Regional Authority (TSRA).

On behalf of the TSRA Board, I acknowledge the strong foundations laid by the inspiring leaders who came before us. Their efforts over the past 30 years have shaped the TSRA into what it is today – grounded in culture, driven by community, and guided by a shared vision for the Torres Strait.

In particular, I honour the legacy of Napau Pedro Stephen AM, whose 12 years of dedicated service – including 2 terms as the TSRA Chairperson – continues to inspire and motivate us all.

I am humbled to now serve alongside Chief Executive Officer Charlie Kaddy in steering one of the nation's most enduring First Nations-led organisations. The TSRA has long provided a voice and advocacy for the region to the highest levels.

On 1 July 2024, the TSRA proudly celebrated its 30th anniversary – a milestone that marks both reflection and renewal. We now look ahead to a bright and exciting future.

Our new board of 20 members – including 6 women – represents communities spanning from Saibai near Papua New Guinea in the north and south to Bamaga and Seisia on the mainland. This mix of experience and fresh perspectives brings energy and drive to create new opportunities for our remote region.

Since our induction in February, we have prioritised genuine community engagement. Our first community visit to Bamaga and Seisia in March symbolised our commitment to serve every community of the Torres Strait – from the mainland to the outer islands – during our 4-year term.

We have also supported a region-wide, culturally appropriate selection process for Traditional Inhabitants to actively participate in Protected Zone Joint Authority advisory committees, ensuring that local voices are heard and influential in Torres Strait fisheries management.

My leadership is anchored on 3 pillars: accountability, honesty and transparency. My door is open and I welcome all ideas, feedback and solutions to empower our communities and region.



This is a time of *Seasons of Change* at the TSRA. It is up to all of us to carry forward the hopes and dreams of our ancestors and Elders through to current and next generations.

Our communities deserve nothing less than our very best, united in purpose and action.

We all have a role to play as we walk this path together.

George Nona
Chairperson



CHIEF EXECUTIVE OFFICER'S REVIEW



Welcome to the 2024–25 annual report for the TSRA.

I am pleased to present this report – my first since being appointed Chief Executive Officer (CEO) in February.

Firstly, I pay tribute to retired Chairperson Napau Pedro Stephen AM for his invaluable service and guidance, alongside the members of the previous TSRA Board, whose leadership has paved the way forward. I also congratulate our new TSRA Board and elected Chairperson George Nona.

To our staff – thank you for your dedication, resilience and support during the *Seasons of Change* at the TSRA.

Over the past 12 months, we have faced both challenges and opportunities.

Climate change, particularly rising sea levels, is reaching a critical point for our communities. While vital seawall and infrastructure projects are progressing, sustained long-term effort, innovation and investment are urgently needed across all levels of government – local, state and federal.

The fisheries sector remains the region's biggest income earner, but not without challenges. China's ban on rock lobster imports significantly impacted the livelihoods of our fishers and families. Encouragingly, we saw success in other fisheries, such as bêche-de-mer. In March, our region achieved a record black teatfish season, generating an estimated \$700,000 for the local economy in just 3 days. This achievement highlights what is possible when community, government, industry and science work together.

The TSRA ranger program also continues to strike a balance between traditional knowledge and science to achieve outcomes locally, nationally and globally – from working everyday on-ground with community, to capturing the hearts of the nation by appearing on ABC Television's *Play school*, and showcasing our world-class rangers through international exchanges.

We are also proud to be 'growing our own'. From national award-winning ranger Alice Manas to Pat Turner scholar Ronald Fujii – studying his PhD with TSRA support – our people continue to succeed. Our whole-of-government partnerships, including with the Australian Public Service Commission and Indigenous Business Australia, are also creating opportunities for Torres Strait Islanders in the public service to pursue rewarding career pathways through the TSRA.

While there has been plenty to celebrate this year, I also wish to acknowledge the loss of 2 much-loved colleagues. May their legacies live on across our programs and Zenadth Kes.



Charlie Kaddy
Chief Executive Officer





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
Igiliilnga. Ngaru
bangal urapun.

Kala Kawau Ya

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.

Closing the Gap

The TSRA works to recognise and maintain the special and unique Ailan Kastom of Torres Strait Islanders living in the Torres Strait and Northern Peninsula Area region. Through formal partnerships and shared decision-making, the TSRA strengthens community-led governance, ensuring that First Nations voices shape policies and programs.

Investments in the community-controlled sector have expanded Indigenous-run services to improve health, education, and economic outcomes. These reforms guide our progress towards equity and self-determination, reinforcing the TSRA's commitment to Closing the Gap.

Structure and location

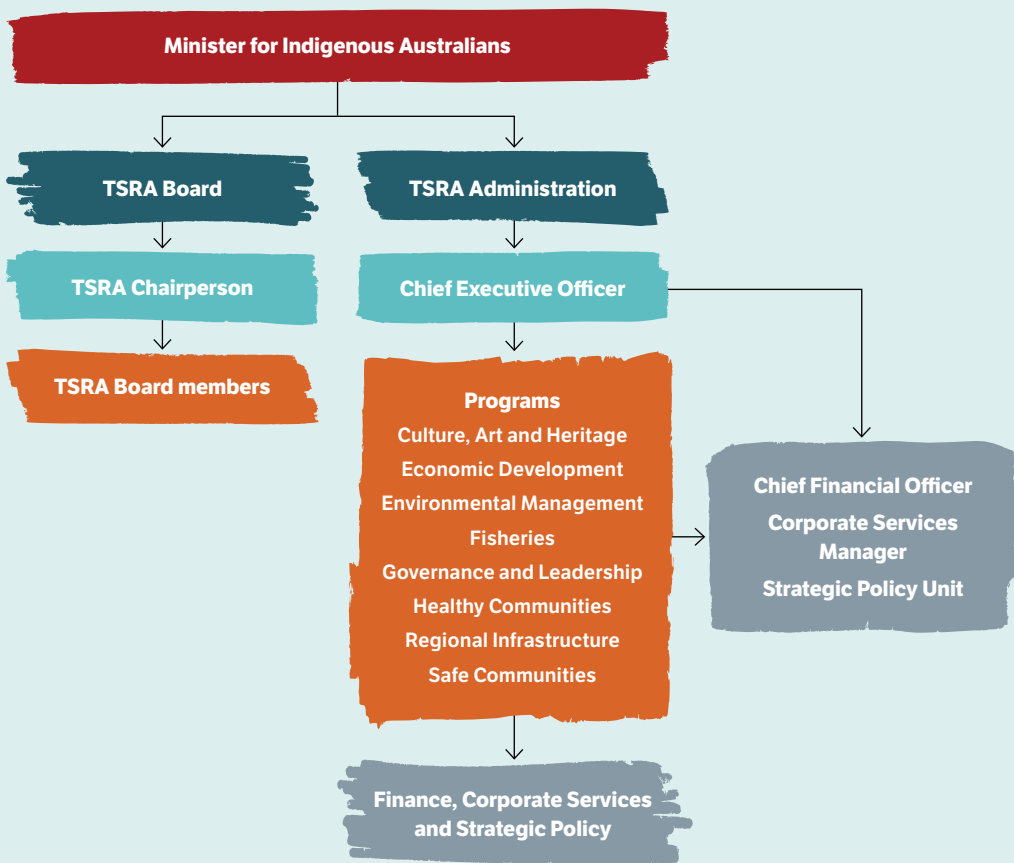
Under our legislation, the TSRA is divided into 2 arms, as shown in Figure 1.1.

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 shows the locations of TSRA Board electorates and TSRA Administration offices.

Figure 1.1: Organisational structure at 30 June 2025



PAPUA NEW GUINEA

BOIGU

DAUAN

SAIBAI

MABUYAG

IAMA

BADU

MUA

ST PAULS

PORUMA

KUBIN

WARRABER

KERRIRI
(HAMMOND ISLAND)

WAIBEN (THURSDAY ISLAND)

(See map inset)

NGURAPAI
(HORN ISLAND)

MURALAG
(PRINCE OF WALES
ISLAND)

SEISIA

BAMAGA

CAPE YORK PENINSULA

Figure 1.2: TSRA electoral wards and office locations



Electoral ward



Administrative office



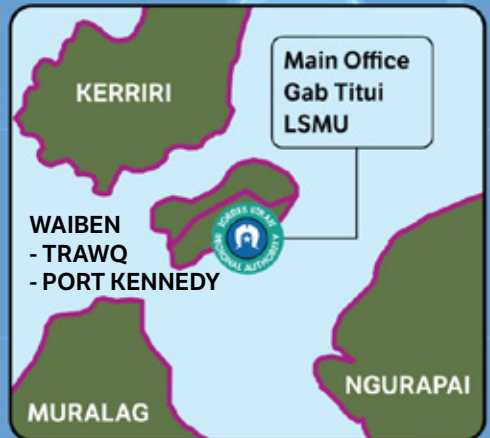
Ranger office

UGAR

ERUB

MASIG

MER



RESPONSIBLE MINISTER



The Hon Linda Burney MP



Senator the Hon Malarndirri McCarthy

The Minister for Indigenous Australians was responsible for the TSRA throughout the period of this annual report. The position of Minister for Indigenous Australians was held by the Hon Linda Burney MP from 1 July to 29 July 2024, followed by Senator the Hon Malarndirri McCarthy from 29 July 2024 to 30 June 2025.

ACCOUNTABLE AUTHORITY

The activities of the TSRA Administration are overseen by our accountable authority, as defined under the PGPA Act and the ATSI Act.

During 2024–25, the role of accountable authority was fulfilled by:

- the TSRA Board from 1 July to 7 December 2024, and from 14 February to 30 June 2025
- John Paiwan from 16 January 2025 to 13 February 2025.
- Napau Pedro Stephen AM from 8 December 2024 to 15 January 2025



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. Elections were conducted on 30 November 2024.

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 election outcome resulted in officeholder changes in late 2024.

During 2024–25:

- Napau Pedro Stephen AM was Chairperson from 1 July 2024 to his retirement on 15 January 2025.
- Horace Baira was Deputy Chairperson from 1 July to 7 December 2024.
- John Paiwan was Alternate Deputy Chairperson from 1 July 2024 to 15 January 2025. Upon the retirement of the TSRA Chairperson, he became Acting Chairperson from 16 January to 13 February 2025.
- Officeholders for the incoming board were elected on 14 February 2025. George Nona was elected as Chairperson, Elthies Kris as Deputy Chairperson and Patrick Mooka as Alternate Deputy Chairperson.

Members and meetings

Figure 1.3 lists the former, continuing and new TSRA Board members in 2024–25, and details their qualifications, experience and meetings attended.

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 5 times in 2024–25.

All members of the board are non-executive members.

Figure 1.3: TSRA Board membership and attendance

Name	Position	Membership and attendance
Outgoing members		
Napau Pedro Stephen AM <i>Chairperson</i> <i>Member for Port Kennedy</i>	In 2024–25, Mr Stephen was in his third term as a board member and his second term as Chairperson. The key issues of concern for Mr Stephen are housing and home ownership, unemployment, health, domestic violence and climate change. He advocates for increasing the wealth of the region through developing local industries and jobs, and for supporting community organisations with service delivery. During his term, Mr Stephen sought to provide strong leadership and promote honesty, loyalty and outstanding customer service. He continued 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. 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.	Term: 1 July 2024 to 15 January 2025 Meetings attended/eligible to attend: 2/2
		
Horace Baira <i>Deputy Chairperson</i> <i>Member for Badu</i>	In 2024–25, Mr Baira was in his second term as a member of the TSRA Board. 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. 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. 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.	Term: 1 July 2024 to 7 December 2024 Meetings attended/eligible to attend: 2/2
		

Name	Position	Membership and attendance
Outgoing members		
Tailisa Yusia Member for Bamaga	Ms Yusia brought a wealth of knowledge to her role on the TSRA Board. 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. 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. 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.	Term: 1 July 2024 to 7 December 2024 Meetings attended/eligible to attend: 2/2
Jimmy Gela Member for Erub	In 2024–25, Mr Gela was in his second term as a member of the TSRA Board. 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. 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. Mr Gela is Chairperson of Erubam Le Traditional Land and Sea Owners (Torres Strait Islanders) Corporation Registered Native Title Body Corporate (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.	Term: 1 July 2024 to 7 December 2024 Meetings attended/eligible to attend: 2/2

Continued over the page

Figure 1.3: TSRA Board membership and attendance (continued)

Name	Position	Membership and attendance
Outgoing members		
Seriako Dorante <i>Member for Hammond</i> 	In 2024–25, Mr Dorante was in his second term as a member of the TSRA Board. As a board member, Mr Dorante supported decisions that better the strategic aspiration of improving the lifestyles and wellbeing of all Torres Strait Islander and Aboriginal people living in the region. 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.	Term: 1 July 2024 to 7 December 2024 Meetings attended/eligible to attend: 2/2
Charles David <i>Member for Iama</i> 	Mr David brought to the TSRA Board a passion for the environment, from his background in sustainable traditional and commercial fishing. 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. Mr David is President of the Iamalgal Fisheries Association Corporation, and member of ZKF.	Term: 1 July 2024 to 7 December 2024 Meetings attended/eligible to attend: 2/2
Cygnnet Repu <i>Member for Mabuyag</i> 	In 2024–25, Mr Repu was in his second term as a member of the TSRA Board. His key issues of concern for the Torres Strait are housing, children's welfare, cultural hunger, community unity, travel and transport. He engaged 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. Mr Repu's main focuses are land, families, language and nations. 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. Mr Repu received various awards during his 20-year service with Biosecurity Australia and will draw on that experience during his term.	Term: 1 July 2024 to 7 December 2024 Meetings attended/eligible to attend: 2/2

Name	Position	Membership and attendance
Outgoing members		
Hilda Mosby <i>Member for Masig</i>	In 2024–25, Ms Mosby was in her third term on the TSRA Board. The primary focus for Ms Mosby was 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 advocates for an integrated approach to addressing coastal erosion issues by the relevant Australian Government and Queensland Government agencies. Ms Mosby is passionate about the preservation of Torres Strait culture through language, music and art. 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.	Term: 1 July 2024 to 7 December 2024 Meetings attended/eligible to attend: 2/2
Yen Loban <i>Member for Ngurapai and Muralag</i>	In 2024–25, Mr Loban was in his third term on the TSRA Board. 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. Mr Loban has worked 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. Mr Loban believes that the TSRA needs to work collaboratively with different levels of government to best deliver for community. 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.	Term: 1 July 2024 to 7 December 2024 Meetings attended/eligible to attend: 2/2

Continued over the page

Figure 1.3: TSRA Board membership and attendance (continued)

Name	Position	Membership and attendance
Outgoing members		
Nicholas Pearson <i>Member for Poruma</i> 	Mr Pearson brought to the TSRA Board a commitment to sea and marine management, from his experience as a sole trading commercial fisherman. He has a strong interest in environmental management, community housing, and promoting health and wellbeing to members of the Poruma community. 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. Mr Pearson is a member of ZKF and holds a Certificate III in Civil Construction.	Term: 1 July 2024 to 7 December 2024 Meetings attended/eligible to attend: 2/2
Chelsea Aniba <i>Member for Saibai</i> 	In 2024–25, Miss Aniba was in her third term as a member of the TSRA Board. Miss Aniba has established a public profile through her involvement in radio broadcasting and her membership of the Torres Strait Islander Media Association Board. Miss Aniba advocated 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. 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.	Term: 1 July 2024 to 7 December 2024 Meetings attended/eligible to attend: 2/2
Karyn Watson <i>Member for Seisia</i> 	Ms Watson brought to the TSRA Board extensive skills and knowledge of the corporate sector, including prior experience on other boards. 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. Ms Watson has a strong connection to her community. She has experience working in the primary health care sector and holds tertiary qualifications in primary health care and corporate governance. She brought a pragmatic approach to the TSRA Board and wants a continuation of community engagement to address the needs that are raised.	Term: 1 July 2024 to 7 December 2024 Meetings attended/eligible to attend: 2/2

Name	Position	Membership and attendance
Outgoing members		
Sereako Stephen Member for TRAWQ 	Mr Stephen is committed to serving and representing the Torres Strait Islander and Aboriginal people in his community. He used his term on the board 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. Mr Stephen worked 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.	Term: 1 July 2024 to 7 December 2024 Meetings attended/eligible to attend: 2/2
Rocky Stephen Member for Ugar 	In 2024–25, Mr Stephen was in his third term as a member of the TSRA Board. Mr Stephen is a Traditional Inhabitant member of 3 Protected Zone Joint Authority committees, as the Kemer 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. Mr Stephen works to address 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. Mr Stephen has 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.	Term: 1 July 2024 to 7 December 2024 Meetings attended/eligible to attend: 2/2
Iris Billy Member for Warraber 	Mrs Billy is a proud Torres Strait Islander woman living in the nation of Zenadth Kes. She brought to the TSRA Board a strong commitment to her community and was honoured to serve them. 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. 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. Mrs Billy was an inaugural graduate of the Torres Strait Women's Leadership Program and has completed the Australian Rural Leadership Program.	Term: 1 July 2024 to 7 December 2024 Meetings attended/eligible to attend: 2/2

Continued over the page

Figure 1.3: TSRA Board membership and attendance (continued)

Name	Position	Membership and attendance
Re-elected members		
Patrick Mooka <i>Alternate Deputy Chairperson</i> <i>Member for Dauan</i> <i>Portfolio Member for Environmental Management</i>	In his second term, Mr Mooka has been elected Alternate Deputy Chairperson. Representing one of the nation's most remote islands, he is a strong advocate for helicopter subsidies and marine infrastructure. Mr Mooka believes working in partnerships is key to best outcomes. His strategic vision for Dauan is to establish a strong traditional cultural framework to be embedded within community and empower the next generation. He wants the voice of community to be heard and will work with the TSRA Board to ensure that policies accurately reflect local needs. He holds a Coxswain Certificate, Marine Engine Driver Certificate III and Certificates II and III in Tourism. Mr Mooka is a member of various community, environment and fisheries bodies, including the Dauan Island prescribed body corporate, ZKF and the Protected Zone Joint Authority, and a community representative in a CSIRO project on climate and fisheries.	Term: 1 July 2024 to 30 June 2025 Meetings attended/eligible to attend: 5/5
		
Dimas Toby <i>Member for Boigu</i> <i>Portfolio Member for Fisheries</i>	Mr Toby returns for a second term on the TSRA Board with a wealth of experience. He brings more than 15 years of government expertise including in TSRA's Land and Sea Management Unit. Mr Toby aims to help support and achieve the aspirations of his community, particularly for youth and small business. He believes 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. A strong advocate for community development and investment in essential infrastructure, he is keen to focus on more proactive steps to help community. Mr Toby is the TSIRC Councillor for Boigu Island and holds a Certificate IV in Leadership Management and Administration. He is a member of bodies including Malu Ki'ai (Torres Strait Islanders) Corporation RNTBC, Gur A Baradharaw Kod Torres Strait Sea and Land Council and Malu Lamar (Torres Strait Islander) Corporation RNTBC.	Term: 1 July 2024 to 30 June 2025 Meetings attended/eligible to attend: 5/5
		

Name	Position	Membership and attendance
Re-elected members		
Danie Savage Member for Kubin Portfolio Member for Safe Communities	Ms Savage brings a unique skillset and over 16 years of local government experience to her second term on the TSRA Board. Her commitment to the region continues to guide her work, matched by a desire to make a difference for all people of the Torres Strait region. She strongly advocates for her portfolio of Safe Communities, also focusing on overcrowding and other housing issues to achieve outcomes within the TSRA's Healthy Communities Program. Her community-focused approach aligns with the <i>Torres Strait and Northern Peninsula Area Regional Plan 2009–2029</i>. As a member of the 2017 Torres Strait Women's Leadership Program and the 2025 Australian Rural Leadership Program (Cohort 32), Ms Savage is committed to empowering women to take on opportunities and leadership roles. Ms Savage holds a Diploma in Education and a Dual Diploma in Business and Administration.	Term: 1 July 2024 to 30 June 2025 Meetings attended/eligible to attend: 5/5
Bob Kaigey Member for Mer Portfolio Member for Culture, Art and Heritage	Mr Kaigey is in his second term on the TSRA Board. Mr Kaigey is a Meriam Le descendant of the Komet Tribe of Mer. As an artist and musician, he is passionate about creative and cultural expression. His extensive background in health and community service is strengthened by a Diploma in Community Leadership and Management and a Graduate Diploma in Health Promotion. With priorities such as community wellbeing and social connections, Mr Kaigey is a strong advocate for mental health support and access to health care, healthy food and safe, reliable housing to support quality of life. He believes outcomes can be achieved by working with communities and local organisations to identify priorities and develop initiatives towards education, support systems and resilience building. Mr Kaigey is the TSIRC Councillor for Mer and part of the working group for Mer Gedkem Le (Torres Strait Islanders) Corporation RNTBC.	Term: 1 July 2024 to 30 June 2025 Meetings attended/eligible to attend: 5/5

Continued over the page

Figure 1.3: TSRA Board membership and attendance (continued)

Name	Position	Membership and attendance
Re-elected members		
John Paiwan Alternate Deputy Chairperson (1 July 2024 to 15 January 2025) Member for St Pauls Audit Committee member	Mr Paiwan has been re-elected to the TSRA Board for a third consecutive term. His ongoing motivation is to serve both his community and the region to make a difference. In his previous board term, Mr Paiwan brought close to 20 years of local government experience to the roles of Alternate Deputy Chairperson and Portfolio Member for Regional Infrastructure. His qualifications include diplomas in leadership, management and business, along with certificates in occupational health and safety, accounting and bookkeeping. Mr Paiwan's priorities include affordable home ownership for residents, support for training and employment, and fostering small business and economic development. He believes collaboration and advocacy with key stakeholders, service providers and all levels of government can help address community concerns and support local aspirations. He hopes to contribute towards improved living standards for residents across the region.	Term: 1 July 2024 to 30 June 2025 Meetings attended/eligible to attend: 5/5



Name	Position	Membership and attendance
New members		
George Nona Chairperson Member for Port Kennedy Portfolio Member for Governance and Leadership	In 2025, Mr Nona was elected as Chairperson in his first term as a member of the TSRA Board. Mr Nona is a proud Badulaig, Goemulaig, Saibailag, Mua and Erub man from Badu and lives on Waiben (Thursday Island). He brings more than 30 years of experience in the public service from biosecurity to border force (Australian Customs) to his role. Mr Nona's service to the Zenadth Kes (Torres Strait) community includes more than 15 years as a senior pastor and volunteer work with youth and sporting groups. An avid rugby league fan, he is a strong advocate for health and wellbeing. The father of 7 is passionate about creating more opportunities for young people across the region, from the outer islands to the mainland communities of Bamaga and Seisia in the Northern Peninsula Area. His priorities include youth engagement, economic participation in fisheries, and quality infrastructure for the region to help address local issues faced by communities. Mr Nona is committed to serving community members from all walks of life with an open-door policy in partnership with fellow board members and the TSRA Administration.	Term: 8 December 2024 to 30 June 2025 Meetings attended/eligible to attend: 3/3
		
Elthies Kris Deputy Chairperson Member for TRAWQ Audit Committee member	Ms Kris joins the TSRA Board as elected Deputy Chairperson in her first term as a board member. She is a former Chairperson of Torres and Cape Hospital and Health Service (2019 to 2024) and holds a Master of Public Health. In addition to her passion for quality health care, Ms Kris is a strong advocate for home ownership through different land tenure options. Her aspirations include increasing engagement and consultation to support community-led plans, outcomes and achievements. Ms Kris believes that economic independence can create opportunities for self-sufficiency – empowering Torres Strait Islander and Aboriginal people across the region to thrive. She is determined to ensure that the TSRA's work delivers real and meaningful outcomes with a focus on long-term sustainability so that islands and communities are prepared for the future.	Term: 8 December 2024 to 30 June 2025 Meetings attended/eligible to attend: 3/3
		
Continued over the page		

Figure 1.3: TSRA Board membership and attendance (continued)

Name	Position	Membership and attendance
New members		
David Nona <i>Member for Badu Assistant Portfolio Member for Economic Development Assistant Portfolio Member for Environmental Management</i>	Mr Nona is in his first term on the TSRA Board. His priority is to see the TSRA's vision become reality through sustainable economic projects and programs. Mr Nona hopes to build strong relationships – including across all levels of government – and grow his understanding of governance. He welcomes constructive dialogue, research, collaboration and evaluation to ensure more effective and efficient service delivery. As a small business owner, he is a strong advocate for economic participation and financial freedom. He brings vast professional and practical experience across fisheries, management, government and economic development, supported by a Certificate III in Government and Certificate III in Mechanical Engineering – Diesel Fitter Mechanic. Mr Nona is a director of Mura Badulgal (Torres Strait Islanders) Corporation RNTBC and is committed to preserving and protecting traditional rights.	Term: 8 December 2024 to 30 June 2025 Meetings attended/ eligible to attend: 3/3
		
Ugari Nona <i>Member for Bamaga Assistant Portfolio Member for Governance and Leadership</i>	Ms Nona is in her first term on the TSRA Board. She is an Aboriginal woman from the Atambaya clan with blood ties to the Torres Strait from Badu, Mabuyag and Saibai Island. Ms Nona brings a strong voice for families and communities, particularly in the Northern Peninsula Area. Her experience in health and governance includes roles as director of Bamagau Kazil Torres Strait Islander Corporation and the Apudthama Land Trust. Ms Nona holds a Certificate in Micro Business, Certificate IV in Primary Health Care Practice, Diploma in Business Governance, and Dual Diploma in Alcohol, Tobacco and Other Drugs Service/Mental Health and Community Services. She has also completed company director corporate governance training. Passionate about addressing housing shortages, unemployment and the high cost of living, Ms Nona hopes to help communities thrive and build strong futures. She is President of the Northern Peninsula Area Family and Community Services Aboriginal and Torres Strait Islander Corporation and on the Board of Directors for Ipima Ikaya Aboriginal Corporation.	Term: 8 December 2024 to 30 June 2025 Meetings attended/ eligible to attend: 3/3
		

Name	Position	Membership and attendance
New members		
Nixon Mye <i>Member for Erub</i> <i>Assistant Portfolio Member for Culture, Art and Heritage</i>	In his first term as a TSRA board member, Mr Mye is motivated to serve his community and help achieve local aspirations. He grew up witnessing great leadership from his grandfather and has also attended various leadership forums. Mr Mye is a TSRA You Sabe Business participant with a genuine passion for economic development. His priorities include advocating for greater opportunities through the region's fisheries, with a focus on seafood storage for the eastern islands of the Torres Strait. He believes that fisheries can achieve widespread benefits, including by supporting income, employment, cultural practices and community wellbeing across the region. As a TSRA Board member, he hopes to share more information and provide greater transparency for communities. Mr Mye is also in his first term as TSIRC Councillor for Erub.	Term: 8 December 2024 to 30 June 2025 Meetings attended/eligible to attend: 3/3
		
Regina Turner <i>Member for Hammond</i> <i>Assistant Portfolio Member for Healthy Communities</i> <i>Audit Committee rotational member</i>	Mrs Turner is serving her first term on the TSRA Board. She brings more than 30 years of experience in vocational education and training, and is a co-partner of a family-run arts business, Panipan Designs. Her community volunteer roles include being President of Mura Kosker Sorority Incorporated since 2010 and Secretary/Treasurer (Director) of Kirriri Dorge Mudh Indigenous Corporation. She is a graduate of the Australian Rural Leadership Program (Cohort 22) and is passionate about women's representation in leadership. She holds qualifications including a Diploma in Governance, a Certificate IV in Training and Assessment, and a Certificate IV in Business Administration. Mrs Turner is committed to listening to community and advocating for essential services and infrastructure, including health and transport. She hopes for a safer community for Elders, families, women and children, underpinned by self-determination and sustainable business development to create employment and social enterprise opportunities.	Term: 8 December 2024 to 30 June 2025 Meetings attended/eligible to attend: 3/3
		

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Figure 1.3: TSRA Board membership and attendance (continued)

Name	Position	Membership and attendance
New members		
Getano Lui Jnr AM <i>Member for</i> <i>Iama</i>	Inaugural Chairperson of the TSRA, Mr Lui is serving his fourth term on the TSRA Board. The former TSIRC Deputy Mayor and Councillor for Yam Island brings an extensive background in community and regional advocacy to his role. He returns to share his experience with the TSRA Board and help the organisation fulfil its roles and responsibilities. Mr Lui's notable achievements include involvement in establishing the Torres Strait Island Flag and the Torres Strait Treaty between Australia and Papua New Guinea. He was recognised as a Queensland Great in 2024 for his decades of leadership and advocacy for the Torres Strait and its people. After more than 50 years of service to the region, his priority on the TSRA Board is to support steps towards achieving self-determination. In 1994 Mr Lui was made a Member of the Order of Australia.	Term: 8 December 2024 to 30 June 2025 Meetings attended/eligible to attend: 3/3
Simi Guise <i>Member for</i> <i>Mabuyag</i> <i>Portfolio</i> <i>Member for</i> <i>Regional</i> <i>Infrastructure</i>	Mr Guise is in his first term on the TSRA Board. He is committed to elevating community-led planning with Traditional Owners and Elders. His background in construction informs his priorities around housing and essential infrastructure as the TSRA's Portfolio Member for Regional Infrastructure. His vision includes developing training and employment pathways to help local people to succeed in their own communities. Mr Guise aspires to be a strong voice for community and help shape a future that reflects cultural values and respect for connection to land and sea. He hopes to use his role to contribute to self-determination and long-term sustainability for the Torres Strait. His years of business administration experience include work in governance, meeting coordination and community engagement. He also brings retail management experience to his role, and holds a Certificate III in Retail. Mr Guise is currently Secretary of Goemulgaw RNTBC.	Term: 8 December 2024 to 30 June 2025 Meetings attended/eligible to attend: 3/3

Name	Position	Membership and attendance
New members		
Simon Naawi <i>Member for Masig</i> <i>Assistant Portfolio Member for Fisheries</i>	Mr Naawi is in his first term on the TSRA Board, motivated by a commitment to advocate for his community and strengthen voices across the region. With more than 30 years of experience in the local fisheries sector, he brings deep industry knowledge and firsthand understanding of the challenges and opportunities facing island communities. He welcomes the opportunity to contribute at the board level, particularly in driving improvements to travel and connectivity – ensuring safer, more affordable and reliable access between islands and the mainland. Mr Naawi is focused on amplifying local voices, supporting community-led priorities and promoting solutions shaped by Traditional Owners and Elders. Guided by respect for land and sea, he hopes to help build a future grounded in self-determination, economic opportunity and strong cultural foundations across the region.	Term: 8 December 2024 to 30 June 2025 Meetings attended/eligible to attend: 3/3
		
Emily Beckley <i>Member for Ngurapai and Muralag</i> <i>Assistant Portfolio Member for Safe Communities</i>	Ms Beckley brings extensive experience and creativity to her first term on the TSRA Board. She is committed to securing funding for a new childcare centre, a community hall, Horn Island Airport upgrades, housing, and water sustainability. A member of the Horn Island Early Childhood Advisory Group, she values building strong relationships with the Kaurareg Aboriginal Nation. Trained as a hairdresser, she believes in the power of creativity and culture to empower communities. Ms Beckley holds a Bachelor of Creative Arts (Visual Arts) with Honours and a Graduate Diploma of Indigenous Research, paving the way for a Doctorate in Torres Strait Art and Culture.	Term: 8 December 2024 to 30 June 2025 Meetings attended/eligible to attend: 3/3
		
Continued over the page		

Figure 1.3: TSRA Board membership and attendance (continued)

Name	Position	Membership and attendance
New members		
Phillemon Mosby <i>Member for Poruma</i> 	Mr Mosby returns after serving on the TSRA Board in previous terms. He brings extensive experience in community development and government through various local government roles in administration, housing, tenancy management and community engagement and in voluntary positions. A passionate advocate for climate change action in the Torres Strait, Mr Mosby also places strong emphasis on the preservation of cultural practices such as traditional dance, languages and repatriation. He is a member of the Torres Strait Traditional Languages Association, which is supported by the TSRA. Mr Mosby's priorities also include championing regional autonomy, housing and infrastructure, economic growth, employment and training opportunities. He welcomes the opportunity to contribute to policy development, partnerships with regional leadership and legislative reviews. Mr Mosby is currently serving as Mayor of the TSIRC.	Term: 8 December 2024 to 30 June 2025 Meetings attended/eligible to attend: 3/3
Jack Matthew <i>Member for Saibai</i> <i>Portfolio Member for Healthy Communities</i> 	Mr Matthew brings strong cultural leadership to his first term on the TSRA Board, with deep community connections and commitment to preserving and revitalising culture. A proud member of the Saibai Muyngu Koekaper Dance Team, he actively promotes traditional languages and cultural practices. His priorities also include sustainable development and economic growth, supported by improved infrastructure, including transport and communication, to enhance connectivity and access. Mr Matthew recognises climate change – particularly sea level rise and extreme weather – as a key concern for his community and the region. He is a strong advocate for local governance and representation in decision-making to meet community and regional needs. Mr Matthew works at the TSIRC and holds a Certificate IV in Work Health and Safety, as well as a Certificate III in Water and Wastewater.	Term: 8 December 2024 to 30 June 2025 Meetings attended/eligible to attend: 3/3

Name	Position	Membership and attendance
New members		
Damien Elu <i>Member for Seisia</i> <i>Assistant Portfolio Member for Regional Infrastructure</i>	Mr Elu brings strong community engagement skills and deep cultural knowledge in his first term on the TSRA Board. His key priorities include sustaining culture and promoting wellbeing to ensure that current and future generations receive strong guidance and support across the region. He values a collaborative approach among board members to achieve meaningful outcomes and deliver effective programs that enhance community confidence and trust. Mr Elu is motivated by this opportunity on the board to learn and better understand the workings of the TSRA, gain knowledge, and actively contribute to progress across communities from the mainland to the islands. His experience in the aged care and disability sectors is strengthened by qualifications including a Certificate III in Aged Care. He currently manages the Northern Peninsula Airport, and holds a Certificate II in Aerodrome Reporting.	Term: 8 December 2024 to 30 June 2025 Meetings attended/eligible to attend: 3/3
	Mr Stephen returns for a third non-consecutive term on the TSRA Board. In previous terms he held key leadership roles including Deputy Chairperson and Fisheries Portfolio Member. Mr Stephen is a qualified skipper and brings to his role more than 15 years of experience in the Australian Public Service, along with private sector experience. His priorities include advocating for funding for communities. In this term he hopes to help strengthen collaboration between the board and the TSRA Administration, including by sharing and collating information to map a way forward for the region. Driven by a passion for his people, he is committed to improving relationships and service delivery across the Torres Strait, including the Northern Peninsula Area communities. Mr Stephen currently serves as Director of Ugar Ged Kem Le Zeuber Er Kep Le (Torres Strait Islanders) Corporation RNTBC.	Term: 8 December 2024 to 30 June 2025 Meetings attended/eligible to attend: 3/3
Jerry D Stephen Jnr <i>Member for Ugar</i> <i>Audit Committee member</i>		

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Figure 1.3: TSRA Board membership and attendance (continued)

Name	Position	Membership and attendance
New members		
Annie Mari <i>Member for Warraber Portfolio</i> <i>Member for Economic Development</i>	Ms Mari brings a wealth of experience in small business and education to her first term on the TSRA Board. She hopes to help establish more job opportunities within her community and across the region. Economic development, housing, health and climate change – including rising sea levels – are among her main priorities and concerns. Her approach includes raising awareness and working closely with stakeholders across the region to ensure genuine community involvement in programs. Ms Mari is passionate about creating meaningful opportunities for young people, including paving a positive future by involving disengaged youth in study to secure employment. Her advocacy for education pathways, particularly for young people, is strengthened by qualifications including a Certificate IV in Governance and a Certificate IV in Primary Education.	Term: 8 December 2024 to 30 June 2025 Meetings attended/eligible to attend: 3/3







TSRA ADMINISTRATION

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

The TSRA operates solely in Queensland, with 92.62% of our employees based in the Torres Strait, and 7.38% in a small office in Cairns. Figure 1.2, on pages 10 to 11, 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 preserving 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 Program 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.



PART 2:

ANNUAL PERFORMANCE STATEMENTS





STATEMENT OF PREPARATION

The TSRA Board, as the accountable authority of the Torres Strait Regional Authority (TSRA), presents the 2024–25 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*.



George Nona
Chairperson
Torres Strait Regional Authority

9 October 2025

PERFORMANCE OVERVIEW

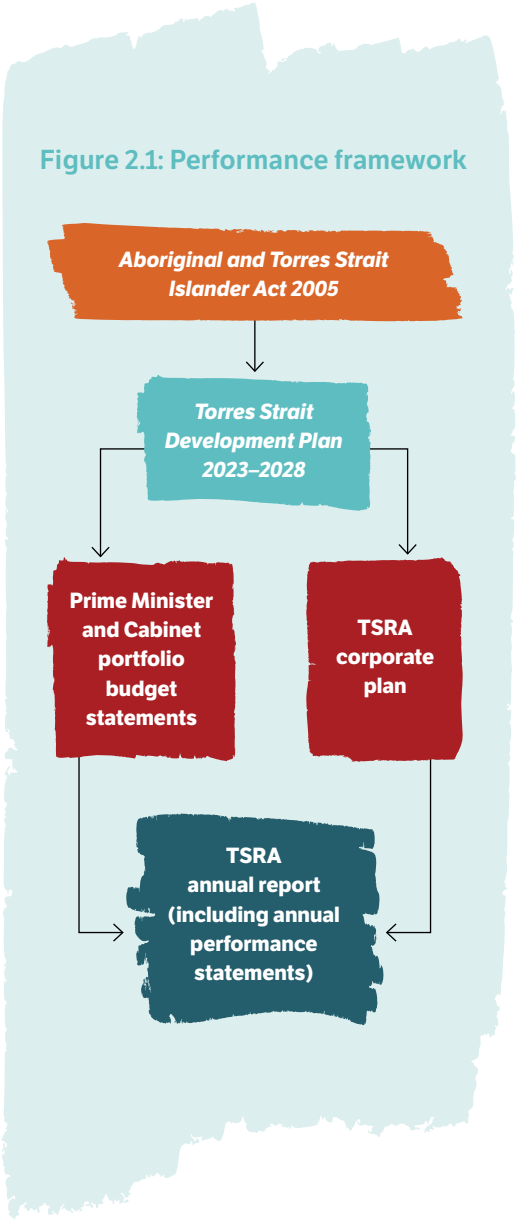
The TSRA’s annual performance statements report on the period from 1 July 2024 to 30 June 2025 and provide an assessment of performance against key activities, performance measures and targets in the TSRA’s *Corporate Plan 2024–25* and the *Prime Minister and Cabinet Portfolio Budget Statements 2024–25*.

Our performance reporting framework

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* (ATSI Act). The TSRA program activities reported in these annual performance statements align with the projects and initiatives identified by the *Torres Strait Development Plan 2023–2028*.

Figure 2.1 illustrates the relationships between legislation, planning and reporting documents in the TSRA’s performance framework.

Figure 2.1: Performance framework



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) as the executive agency 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.

Performance measurement

The TSRA has taken a holistic approach to its performance targets. Activities are grouped into 4 themes, linking targets across program areas to support efficient delivery and increase opportunities in building organisational capability through information sharing and cross-skilling.

As set out in the TSRA's *Corporate Plan 2024–25*, the program themes are:

- Region-wide impact
- Cultural and community growth
- Indigenous empowerment and leadership
- Effective advocacy.

The corporate plan links the themes to 10 key activities which we undertake to achieve our purpose.

The delivery of our key activities is assessed against the performance measures set out on page 291 of the portfolio budget statements, using detailed performance targets as shown on pages 25 to 37 of the corporate plan.

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 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.
Baseline	A baseline for measuring achievement was established during the reporting period.

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.

Overview of results

Overall, the TSRA performed well against the key activities and performance measures set out in the *Corporate Plan 2024–25*.

Our performance was assessed against 55 measures, using 75 separate targets:

- We achieved 54 targets and substantially or partially achieved 11 targets
- Seven targets were not achieved. The reasons are discussed in the analysis of individual measures.

- The baseline for one target was established.
- Two targets were not applicable during the reporting period.

Table 2.2 gives an overview of the results achieved for each performance target against the 10 key activities. Analysis supporting each reported result by key activity and performance measure can be found on pages 42 to 94.



Table 2.2: Summary of performance of key activities

Program theme	Key activity
Region-wide impact	1.1 Establishing thriving local industries for the Torres Strait through creating business pipelines, supporting tourism and working towards 100% Indigenous ownership of Torres Strait fisheries.
Region-wide impact	1.2 Enabling and growing a skilled local Indigenous workforce by supporting job pipelines across the region, stimulating business and economic development to expand workforce participation opportunities in new and existing local service delivery.
Region-wide impact	1.3 Establishing future ready infrastructure by facilitating essential infrastructure investments, promoting sustainable energy infrastructure in the region, and building partnerships to enhance safe and accessible transport for people and goods across the Torres Strait.
Cultural and community growth	2.1 Working to strongly reflect culture in the Torres Strait's education, employment and community settings, embedding culture as a social fabric for families and community through supporting festivals and events, and preserving and maintaining cultural links, language and significant sites.
Cultural and community growth	2.2 Protecting our culture, way of life and environment through essential to life infrastructure and environmental resources. Identifying opportunities to protect and preserve our cultural heritage through land and sea care, securing investment to construct and maintain infrastructure that will support climate resilience and adaption, and supporting access to and uptake of reliable renewable energy.
Indigenous empowerment and leadership	3.1 Promoting a unified region with effective leadership by contributing to leadership pathways for community members that centre accountability, communication and culture. Sharing experiences with international and national First Nations partners to enhance governance and benefit the region.
Indigenous empowerment and leadership	3.2 Enabling leadership and capability in the next generation by advocating for high-quality education across the region, supporting pathways into post-school education and training, and supporting activities that will reduce children being in the child protection system and youth justice system.
Effective advocacy	4.1 Advocating for beneficial regional investment by maintaining strategic partnerships with government, NGOs and private sector organisations, and using local data and community aspirations to inform investment programs in the region.
Effective advocacy	4.2 Advocating to increase access to suitable and affordable housing by supporting efforts to increase housing supply, and working to improve environmental health conditions for Torres Strait Islander and Aboriginal people by drawing attention to the impacts of overcrowding and homelessness in our communities.
Effective advocacy	4.3 Advocating for and supporting Torres Strait Islanders and Aboriginal people to live long, healthy lives by working to increase access to preventative health educations, supporting safe communities, improving access to community infrastructure, and supporting information, activities and programs that help to reduce the burden of disease.
TOTAL	



Targets achieved	Targets substantially achieved	Targets partially achieved	Targets not achieved	Baseline established	Not applicable
2	0	0	2	1	1
8	0	0	1	0	0
1	0	2	1	0	1
9	1	0	0	0	0
6	1	0	0	0	0
13	1	0	0	0	0
1	1	2	1	0	0
4	1	0	1	0	0
2	0	0	1	0	0
8	0	2	0	0	0
54	5	6	7	1	2



RESULTS AND ANALYSIS

This section provides details of our performance against the measures and targets set out for the 4 program themes in the *Corporate Plan 2024–25*.

Program theme – Region-wide impact

Key activity 1.1

Establishing thriving local industries for the Torres Strait through creating business pipelines, supporting tourism and working towards 100% Indigenous ownership of Torres Strait fisheries.

<i>Performance measure</i>	<i>Target</i>	<i>Result rating</i>	<i>Methodology and data source</i>
1.1.1 Investigate opportunities for existing cultural practitioners/ artists/business to pivot towards, or further expand, to capture creative arts and tourism markets	Three new activities and experiences are identified for development	Achieved	Methodology: Analysis of program data Source: Culture, Art and Heritage Program and Economic Development Program data; regional creative arts industry survey data
1.1.2 Provide holistic business/tourism/ marketing support to develop identified creative arts and tourism opportunities	Two per year, drawn from previous year's pool of identified activities	Not applicable – this measure will commence in 2025–26	Methodology: Qualitative and quantitative analysis of support provided Source: Culture, Art and Heritage Program and Economic Development Program data; regional creative arts industry survey data
1.1.3 The Wapil 2 project implementation increases business, income and employment opportunities in the fishing industry	Wapil 2 project milestones and training targets within TSRA's control are met Establish baseline	Baseline established	Methodology: Qualitative analysis of Wapil 2 project data Source: TSRA Facebook



<i>Performance measure</i>	<i>Target</i>	<i>Result rating</i>	<i>Methodology and data source</i>
1.1.4 Impactful advocacy for 100% Indigenous ownership of the Torres Strait Tropical Rock Lobster fishery	TSRA Chairperson and board have contact with relevant ministers at least 4 times per year to promote the case for 100% ownership	Not achieved	Methodology: Numerical analysis of ownership data, and qualitative analysis of advocacy activities Source: Australian Fisheries Management Authority (AFMA) data; Fisheries Program records
1.1.5 Maintain 100% Indigenous ownership of the Torres Strait finfish fishery	100% ownership	Achieved	Methodology: Numerical analysis of ownership data, and qualitative analysis of advocacy activities Source: Australian Bureau of Agricultural and Resource Economics and Sciences analysis; AFMA data; Protected Zone Joint Authority records; Fisheries Program records
1.1.6 Transition of ownership and management of TSRA-owned fisheries assets to locally owned and operated business structure	Successful collaboration with Protected Zone Joint Authority (PZJA) agencies to support transition including meeting all legal, policy and administrative requirements	Not achieved	Methodology: Extent of ownership confirmed via TSRA records Source: AFMA data; Fisheries Program records; TSRA financial records





Analysis

1.1.1 Investigate opportunities for existing cultural practitioners/artists/business to pivot towards, or further expand, to capture creative arts and tourism markets

1.1.2 Provide holistic business/tourism/marketing support to develop identified creative arts and tourism opportunities

Over 30 artistic and cultural events were supported; 120 artists and cultural practitioners displayed their work at events and exhibitions, including the Gab Titui Indigenous Art Awards, or held workshops or presentations; over 100 artists sold work through Gab Titui Cultural Centre; one regional creative arts industry strategy was developed; and one regional creative artists survey was completed.

Zenadth Kes Creative Arts Blueprint

In 2024, the TSRA endorsed the Zenadth Kes Creative Arts Blueprint 2024–28, designed through collaborative engagement with Torres Strait region artists and communities. The blueprint outlines key priorities, including education, facilities and economic development, for individuals and organisations. The blueprint is aimed to be used by the TSRA and the collaborative partners to support lobbying with key industry stakeholders for funding and partnership investment opportunities. Printed copies will be distributed to regional artists and state and federal stakeholders.

Zenadth Kes Creative Arts Economic Development Project

In 2024, the TSRA commenced the Zenadth Kes Creative Arts Economic Development Project. The project was designed to develop the creative artist baseline data, identify the current status of artists from emerging to small businesses, assess the potential growth of the industry, and develop a needs analysis for future training and market development opportunities.

Baseline survey of creative artists

In early 2025, the TSRA worked closely with First Nations artists, businesses and creative practitioners across the Torres Strait and the Northern Peninsula Area to encourage participation in a landmark regional survey to help measure the economic value of the region's creative arts industry. The survey, which consisted of 30 questions, was delivered online and in hard copy to all regional communities over 6 weeks.

The TSRA received more than 180 completed surveys from communities and key demographic groups across the region. The data will help the TSRA to further develop the creative arts industry in coming years.

Olympic and Paralympic Games

The TSRA is working with the Queensland Department of Sport, Racing and Olympic and Paralympic Games with a focus on creative arts tourism development in line with the Brisbane 2032 Olympic and Paralympic Games.

1.1.3 The Wapil 2 project implementation increases business, income and employment opportunities in the fishing industry

The Wapil 2 project, funded by NIAA, faced significant challenges throughout 2024–25. This was mostly due to complex and diverging community land access issues between registered Native Title bodies corporate (RNTBCs), prescribed bodies corporate (PBCs), local government councils, individuals, and communities. The TSRA initiated a major project review during April and May 2025 to remove land access impediments and broaden grant options to deliver the intended outcomes.

The project redirected focus toward commercial fisher marine safety by surveying the seaworthiness of Traditional Inhabitant Boat (TIB) vessels and supporting fisher compliance with national maritime laws. Acknowledging the likely phase-out of vessel grandfathering arrangements under the national marine safety laws, the TSRA, with the support of a marine surveyor, negotiated a TIB special exemption with the Australian Maritime Safety Authority so that existing TIB vessels could meet regulatory requirements and continue to operate commercially.

The TSRA purchased and distributed 40 safety kits – including flares, electronic safety beacons (EPIRBs), VHF radios, and inflatable life jackets – for use on commercial TIBs. A further 120 safety kits have been purchased ready for distribution.

During late 2024, the TSRA became aware of non-compliance with WorkSafe Queensland regulations for hookah diver safety on

commercial TIBs. A community engagement strategy was developed to support visits to island communities to provide information, including hookah and free-dive safety advice delivered by WorkSafe Queensland; vessel safety kit demonstrations, including use of day and night flares, delivered by the Australian Maritime Safety Authority; and information about the registration of EPIRBs. Community visits commenced in the island communities of Mabuyag, Poruma, Erub and Iama during April and June, and 61 TIB fishers attended.

During 2024–25, the TSRA re-established its relationship with the Queensland Department of Trade, Employment and Training (DTET) for funding course delivery for the fishing industry. An extension to training delivery was negotiated to enable air quality testing as a prerequisite to fishers and divers commencing workplace diver training. An Indigenous registered training organisation with Torres Strait-experienced trainers has been sourced to deliver the Fish Processor Skill Set course, and a local learning support officer with Torres Strait fishing industry experience has been engaged to work alongside students to assist course completion. DTET-funded training and TIB-specific course delivery are being scoped for commencement in 2025–26.

The TSRA engaged a communications consultant to help broadcast important culturally appropriate messages and assist communications with TIB fishers and their communities, and a business support consultant to provide business operation and administration mentoring and support to assist TIB fishers to manage and grow their fishing businesses.



1.1.4 Impactful advocacy for 100% Indigenous ownership of the Torres Strait Tropical Rock Lobster fishery

Changes in TSRA Board membership and ministers meant that contact between the Chairperson and the minister could not be scheduled.

1.1.5 Maintain 100% Indigenous ownership of the Torres Strait finfish fishery

There was no change to the extent of ownership of those fisheries that are Indigenous owned.

1.1.6 Transition of ownership and management of TSRA-owned fisheries assets to locally owned and operated business structure

Transition to Indigenous ownership is a complex matter. The pathway requires a legal solution that extinguishes individual claims against broad Torres Strait ownership but retains full ownership for the benefit of all Torres Strait Islanders and Aboriginal people of the Torres Strait and Northern Peninsula Area.

A tropical rock lobster (TRL) allocation review is underway to finalise how the current 'community-owned' TIB allocation should be held. Under the *Torres Strait Fisheries (Quotas for Tropical Rock Lobster (Kaiar)) Management Plan 2018*, the Australian National Centre for Ocean Resources and Security (ANCORS) was engaged to conduct a review into the allocation

of TIB TRL quota units. The review is ongoing, with further community meetings expected to take place once a suitable structure has been developed. If agreed by community, the TSRA will seek PZJA approval prior to the formal transfer.

The TSRA holds a number of fisheries assets in trust on behalf of Torres Strait Islanders and Aboriginal people of the Torres Strait and the Northern Peninsula Area, as follows:

- 3 Transferable Vessel Holder (TVH) TRL licences (the quota has been transferred to the TIB allocation)
- 7 TVH finfish licences (the quota has been transferred to the TIB allocation)
- 1 TVH bêche-de-mer licence (the quota has been transferred to the TIB allocation)
- approximately \$3 million in a finfish trust account
- \$86,416 in a TRL trust account.

Transfer of fisheries assets into community ownership supports the aspiration of 100% Indigenous ownership. Importantly, the ownership and business operations must be kept separate to ensure retention of assets in community hands.





CASE STUDY:

Torres Strait fishers harvest successful bêche-de-mer season

Torres Strait fishers harvested a record 19.22 tonnes of black teatfish – generating an estimated \$700,000 for the local economy – during a short but successful 3-day season in March 2025.

Back in 2023, the region's bêche-de-mer fishery reopened after a 20-year closure to support regeneration of black teatfish and increase stock levels so that the species could be harvested sustainably and in accordance with strict minimum size limits.

Now the bêche-de-mer industry – and black teatfish – are thriving in the hands of First Nations fishers, from the outer islands of the Torres Strait to the Northern Peninsula Area.

Bêche-de-mer is the second-highest earning fishery in the Torres Strait, after tropical rock lobster. Also known as 'sea cucumber', the high-value product is considered a luxury seafood in lucrative Asian markets.

Local fishers can earn up to \$40 per kilogram at 'beach prices', with buyers exporting the dried delicacy worldwide.

Most of the region's bêche-de-mer is harvested from waters surrounding Mer, Erub and Ugar islands in the eastern Torres Strait.

Kemer Kemer Meriam man John Tabo is a local commercial fisher and representative for the Torres Strait Hand Collectables Working Group. He said the bêche-de-mer industry was one of the highest earning fisheries in the Torres Strait region for locals.

'The black teatfish opening date was set at the right tides and time,' Mr Tabo said.

'Plenty of fishers look forward to the season opening, it benefits everybody in the whole community.'

Torres Strait Regional Authority (TSRA) Chairperson George Nona said local people were harnessing seafood in a way that supported employment, economic development, and sustainable, locally owned fisheries.

'The bêche-de-mer fishery, as part of the region's hand collectables fisheries, is 100% owned by Torres Strait Islanders and Aboriginal people,' Mr Nona said.

'This year's season is a good news story not just for the fishing industry, but for the many families and communities it supports across the region.'

Fishers Nodoro Mabo and John Tabo with black teatfish, a highly prized species of bêche-de-mer



‘There’s a shared sense of achievement when we can provide for our families by using our skills and knowledge of the sea.

‘A successful fishing season goes beyond just dollar value. It has the power to uplift families and boost morale across every island in the Torres Strait – you can feel the pride across our communities,’ he said.

More than 150 Traditional Inhabitant Boat licence holders have exclusive access rights to catch black teatfish, generating hundreds of thousands of dollars for the local economy each year. This year’s black teatfish season had a 22-tonne allowable catch limit – 2 tonnes higher than last year.

The hand collectables fisheries in the Torres Strait, including the bêche-de-mer fisheries, are 100% owned by Torres Strait Islanders and Aboriginal people across the Torres Strait and Northern Peninsula Area. Hand collectables fisheries in the Torres Strait also include crab, trochus and pearl shell.

The TSRA is a member of the Protected Zone Joint Authority (PZJA), which is responsible for the management of commercial and traditional fishing in the Australian area of the Torres Strait Protected Zone and designated adjacent Torres Strait waters. As a PZJA partner, the TSRA proudly supports consultation and local decision-making aligned with community aspirations.

Key activity 1.2

Enabling and growing a skilled local Indigenous workforce by supporting job pipelines across the region, stimulating business and economic development to expand workforce participation opportunities in new and existing local service delivery.

<i>Performance measure</i>	<i>Target</i>	<i>Result rating</i>	<i>Methodology and data source</i>
1.2.1 Creative artists have a TSRA-sponsored forum to display and sell their work or develop their skills	Exhibitions, workshops and performances are facilitated by TSRA each year Establish baseline	Achieved	Methodology: Quantitative examinations of exhibitions, workshops and workshop participants Source: Culture, Art and Heritage Program data; SmartyGrants data; sponsorship records; Gab Titui sales records
1.2.2 You Sabe Business training develops participants' business acumen and awareness of available tools and resources	40 participants commence course per year	Achieved	Methodology: Quantitative analysis of TSRA administrative data
	80% of participants complete course	Achieved	Source: Course attendance records; course participant surveys; facility bookings
1.2.3 Local businesses are supported to attend external business workshops and other economic development opportunities	5 businesses supported per year	Achieved	Methodology: Quantitative analysis of TSRA administrative data Source: Expression of interest records; participant surveys
1.2.4 Provision of Business Growth and Mini Business Growth packages enable locally owned business to expand	2 packages provided	Not achieved	Methodology: Quantitative analysis of TSRA administrative data Source: TSRA grant records
1.2.5 TSRA Indigenous Rangers complete nationally recognised qualifications	20 rangers complete course at Certificate II or III in Natural Resource Management or similar accredited training	Achieved	Methodology: Quantitative analysis of training data records Source: Ranger Training Tracker; NIAA reporting; Land and Sea Management Unit (LSMU) records

<i>Performance measure</i>	<i>Target</i>	<i>Result rating</i>	<i>Methodology and data source</i>
1.2.6 'Growing our Own' and 'Maritime Pathways Program' continue	Funding support for providers continues	Achieved	Methodology: Quantitative analysis of TSRA administrative data Source: TSRA grant records
1.2.7 Business mentoring supports the creation/growth of Torres Strait businesses	6 people mentored	Achieved	Methodology: Quantitative analysis of TSRA administrative data Source: TSRA procurement contracts; progress reports
1.2.8 TSRA maximises opportunities for Indigenous businesses to maintain TSRA-owned facilities	Indigenous businesses engaged by TSRA	Achieved	Methodology: Qualitative analysis of prospective contract data Source: TSRA budget tracking systems

Analysis

1.2.1 Creative artists have a TSRA-sponsored forum to display and sell their work or develop their skills

In 2024–25, 203 active artists were registered with the Gab Titui Cultural Centre (Gab Titui); 3 art centres were active; and annual sales through Gab Titui reached \$342,880, including over \$19,000 in sales made at the Cairns Indigenous Art Fair and Darwin Aboriginal Art Fair.

Gab Titui Cultural Centre

The role of Gab Titui includes retail operations; programs with creative artists to sell art products and provide structured services for events; support for the creative arts industry, such as funding regional arts projects and festivals; facilitation of repatriation efforts with stakeholders; management of the keeping place and stock; and support for the Torres Strait Traditional Languages Association.

Since 2020, the business of the program has increased considerably, Gab Titui's stock intake has grown, and local and regional creative artists have sought more support and funding for services and exhibitions.

2025 Gab Titui Indigenous Art Award

The 2025 Gab Titui Indigenous Art Award attracted 37 entries from across the region. The artworks included mediums such as printmaking, ghost net sculpture, photography, painting, and craft. Works were submitted by both emerging and established artists from across the region, including students from Tagai secondary college. The *Walking with Pride: Boegi* art piece created by Conwell Nathan Tabuai from Saibai Island won the prestigious award.

Gab Titui public programs

In 2024, Gab Titui recommenced hosting public programs. Regional stakeholders visiting the centre to participate in creative arts and design workshops included Bamaga State School students and Star of the Sea Elders. The program also involved regional events such as the Thursday Island Under 8's Day in Anzac Park.

In 2024, Gab Titui supported Torres Strait actor Jimi Bani and co-star Jason Klarwein in the production of *Lucky and flight of the sky puppies*. The production ran for 2 nights and was well attended by local communities. In 2025, Gab Titui supported the Grin and Tonic Theatre Troupe and Bani Productions for the *Boy who found his way home* shows. These local productions provided an opportunity for local people to see live shows and learn cultural expressions and key community messages. The shows were appreciated by the local community and tickets sold out each night.

Regional art centres

The Culture, Art and Heritage Program provides grant funding for the operational costs of 3 art centres: Erub Erwer Meta (Erub Arts), Ngalmun Lagau Minaral (Moa Arts), and Badhulgaw Kuthinaw Mudh (Badu Art Centre). In 2024–25, the 3 art centres were approved a

total of \$150,000 per annum in grant funding, allocating \$50,000 per centre annually through to 2026–27. 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 community and visitors to purchase art and ensuring that artists can engage in their practice on country.

Arts skills development workshops

Gab Titui provided 2 arts skills development workshops to support the region's artists. Gab Titui contracted distinguished design professional Simone LeAmon to teach 9 local artists contemporary body and clothing adornment techniques. Gab Titui has a longstanding relationship with the National Gallery of Victoria, which enabled the workshop to advance the artistic careers of local Indigenous designers.

Flying Arts Alliance collaborated with Gab Titui to deliver a 3-day workshop using emerging AI software. Three Torres Strait artists are preparing works for a unique digital installation, using the software to experiment in the tech landscape and expand their creative practice.

Flying Arts Alliance oversaw the Judith Wright Art Centre Projection Program, which showcased projection artworks from regional Queensland artists from February to April 2025.

Events

In 2024–25, the Culture, Art and Heritage Program provided a forum for around 360 artists and cultural practitioners through events. They included:

- 2 paid artist presenters and 10 sponsored dancers at the 2025 Cairns Indigenous Art Fair

- 2 artists at the 2025 Darwin Aboriginal Art Fair
- 1 paid decorator and 20 sponsored dancers for the 2025 Gab Titui Indigenous Art Award, which had 37 local entrants.

1.2.2 You Sabe Business training develops participants' business acumen and awareness of available tools and resources

In 2024–25, 85 participants commenced You Sabe workshops and 100% completed the course.

The TSRA continues to support business training and development through the delivery of the You Sabe Business workshops. The workshops impart information and knowledge about running a successful business and help participants make informed decisions about going into business, or not.

Twelve You Sabe Business workshops were delivered in 2024–25.

1.2.3 Local businesses are supported to attend external business workshops and other economic development opportunities

The TSRA supported 10 new and existing businesses to attend external business conferences: 5 businesses attending Supply Nation Connect 2024, and 5 businesses attending the 2024 Australian Indigenous Tourism Conference.

1.2.4 Provision of Business Growth and Mini Business Growth packages enable locally owned business to expand

The TSRA's Business Growth Package provides a combination of low-interest business loans, professional business support and grant funding for eligible applicants. Three applications for a Business Growth Package and 3 applications for a Business Funding Scheme Loan were received during 2024–25. This is equal to the number of applications made in 2023–24.

One application for a Fishing Business Growth Package was declined. Two Tourism Business Growth Package applications were under assessment on 30 June 2025.

1.2.5 TSRA Indigenous Rangers complete nationally recognised qualifications

The TSRA continued to invest in ranger training, with 80% of rangers completing accredited programs during the reporting period. Key training areas included:

- chainsaw operation – 30 participants
- tree felling – 30 participants
- mobile chipper/mulcher operation – 7 participants
- machinery and equipment operation – 23 participants
- remote first aid – 29 participants
- standard first aid – 29 participants
- emergency life support – 29 participants
- cardiopulmonary resuscitation (CPR) – 41 participants.



This investment strengthens ranger capability, improves safety, and supports effective delivery of environmental and cultural heritage outcomes across the Torres Strait.

1.2.6 'Growing our Own' and 'Maritime Pathways Program' continue

The TSRA granted Tagai State College Thursday Island Secondary Campus \$600,000 to continue the successful Growing our Own – Tagai Transitions Maritime Project. Through the year, 59 students enrolled and 40 completed courses in maritime operations, first aid and shipboard safety.

1.2.7 Business mentoring supports the creation/growth of Torres Strait businesses

The TSRA provided mentoring support to 8 new or existing businesses. This is 100% higher than the number of businesses supported during 2023–24.

Of the business people supported in 2024–25, 2 were You Sabe Business workshop graduates, one made a Business Growth Package application, one made an Ad Hoc Grant application, and one is a NIAA Remote Jobs and Economic Development grant recipient.

1.2.8 TSRA maximises opportunities for Indigenous businesses to maintain TSRA-owned facilities

The TSRA engaged 13 Indigenous businesses local to the Torres Strait to maintain TSRA-owned facilities.

The TSRA continues to uphold the effective management and maintenance of TSRA-owned facilities in accordance with the *Public Governance, Performance and Accountability Act 2013*, the Indigenous Procurement Policy, and the TSRA Procurement and Contracting Policy. These frameworks guide all operational, procurement and compliance activities, ensuring that facilities are maintained while promoting transparency, value for money, and support for Indigenous businesses.

Throughout the reporting period, the TSRA Corporate Services team ensured that all maintenance and procurement activities were aligned with statutory obligations and internal governance protocols. This included prioritising Indigenous suppliers where applicable, in line with relevant frameworks.

CASE STUDY:

Torres Strait rangers receive national award for 'right-way science'

Torres Strait Regional Authority (TSRA) rangers wowed audiences with an award-winning presentation at the 2024 Ecological Society of Australia Conference in Naarm (Melbourne).

Rangers shared knowledge from Zenadth Kes (Torres Strait) with more than 1,400 domestic and international delegates, including ecologists, land managers, rangers and Traditional Owners.

Their presentation about biodiversity surveys on Badu (Mulgrave Island) – which highlighted the value of traditional ecological knowledge to guide western science – received a Highly Commended award for 'right-way science'.

Rangers combined their local, traditional knowledge with master's-level university training in wildlife surveys to record more than 80 species.

Laurie Nona, TSRA Ranger Supervisor on Badu, said the recent surveys on Badu were 'right-way science' in action.

'To witness traditional knowledge and western science collaborating for the common good, and to understand the importance and strength of these 2 cultures aligning to deliver outcomes for our people in biodiversity – that is what we call 'right-way science',' Mr Nona said.



TSRA rangers Laurie Nona and Harriet Holland in Naarm (Melbourne)

Right-way science is also often called '2-way science' or 'cross-cultural science'.

TSRA Environmental Management Program Manager Dr Billie Roberts said right-way science recognised the deep and enduring connections that First Nations scientists have to land and sea country.

'We're focusing on empowering local communities and our staff. This starts from on-the-ground training through to university-level courses and valuing traditional knowledge,' Dr Roberts said.

This project also highlighted the TSRA's commitment to Closing the Gap targets that help First Nations people to maintain a distinctive cultural, spiritual, physical and economic relationship with their land.

CASE STUDY:

Scholar studies Torres Strait experiences to enhance health services

Located north of Cape York Peninsula and south of Papua New Guinea, the islands of the Torres Strait are home to a wealth of history, culture and biodiversity.

Despite this abundance, life in the archipelago comes with a distinct set of challenges. The low-lying islands are particularly susceptible to climate change, with rising sea levels causing coastal erosion and damaging homes and infrastructure.



Geographical isolation from the mainland means that the costs of transport and essential goods and services are higher than in the rest of Australia.

Health care is particularly complicated. With limited access to specialist care, Torres Strait residents with serious health conditions are often required to move to mainland Australia to access life-saving treatment. This comes at a cost and separates people from their culture and support networks.

'Local health centres offer limited services,' Torres Strait Islander scholar Ronald Fujii explains. 'When it comes to health care, people prefer to receive treatment on country.'

Ronald knows well the challenges faced by his people. With the support of a Pat Turner scholarship and the Torres Strait Regional Authority, Ronald completed a Master of Public Policy through Charles Darwin University (CDU) in 2024. He received the CDU First Nations Australian Reward for outstanding academic achievement in Indigenous research.

'I wanted to better understand how policy arrangements can improve health services in the Torres Strait,' Ronald said.

Ronald received a second Pat Turner Scholarship and commenced a PhD at CDU in 2025. His PhD will expand upon his master's research project, with a focus on chronic illness.

'My PhD aims to examine and explore Torres Strait Islanders' involvement in health policy implementation at a grassroots level. I will explore the tensions between law and lore, inquiring into collaborative governance in health policy in the Torres Strait.

'The study focuses explicitly on Torres Strait Islanders – speaking with patients and carers through an ethnographic study, using community traditional governance processes.

'Torres Strait Islanders will have the opportunity to share their specific experiences and how they feel about health policy.

'This will create new evidence and ideas directly from Torres Strait communities.'

Ronald says the research will have the potential to change the way Australian governments engage with communities in the Torres Strait.

He hopes to bring Traditional Owners along with him on his research journey.

'Developing my research in partnership with Traditional Owners means they will have the opportunity to collect evidence and data to support and influence change.'

The Pat Turner Scholarship is a 1-year to 3-year, full-pay scholarship for any level of postgraduate study at the Australian National University or CDU, offered for high-performing Aboriginal and Torres Strait Islander Australian Public Service employees.





CASE STUDY:

Torres Strait ranger project receives national award for collaboration

Torres Strait Regional Authority (TSRA) rangers proudly represented the region at the first National Indigenous Women Ranger Awards in Gimuy (Cairns) during March 2025.

Acting Ranger Operations Manager Alice Manas was joint winner of the 2025 Collaboration Award, along with Gidarjil ranger Markeeta Sullivan.

Ms Manas received her Collaboration Award for a unique project on Boigu, the Boigu Bio-Cultural Landscape Profile. She said that working on the project had been a career highlight.

‘This first-of-its-kind project for the Torres Strait involved collaboration between Boigu Elders, Malu Kiai Rangers, a botanist, the Malu Kiai prescribed body corporate and young people,’ she said.

‘We worked together as a community to develop resources documenting close to 200 native plants and animals in traditional language, English and scientific names.’

Ms Manas said it was a privilege to see the 4-year project to completion from its start in 2021.

‘The end product was a great achievement, along with the relationship and bond with our people,’ she said.

‘The cultural knowledge to develop the resource, mainly as an educational resource for children, will benefit community and our future generations.’

Ms Manas was also nominated for the National Ranger of the Year Award, which was awarded to Girringung ranger Cindy-Lou Togo.

‘The winner is amazing and one of my inspirations from previous ranger forums. The things she does for her community, her peers and ranger group make me want to achieve more,’ Ms Manas said.

‘Just to be nominated and a finalist for ranger of the year was a proud moment for me.’

'I feel that my work is being appreciated within my team and community. This makes me feel inspired to reset, rethink and aim even higher next year.'

Her advice to young people interested in the field is to set your sights high.

'If you want to be a ranger or a scientist or environmental manager – go for it,' she said.

'We need the next generation to be our scientists, our botanists and marine biologists.

'Join the TSRA rangers and aim high, not just for your team but for the whole program and region.

'You get to work on your own country with amazing people and work colleagues who become your ranger family,' she said.

TSRA ranger
Alice Manas



Key activity 1.3

Establishing future ready infrastructure by facilitating essential infrastructure investments, promoting sustainable energy infrastructure in the region, and building partnerships to enhance safe and accessible transport for people and goods across the Torres Strait.

<i>Performance measure</i>	<i>Target</i>	<i>Result rating</i>	<i>Methodology and data source</i>
1.3.1 TSRA-controlled/ funded infrastructure projects reflect community needs and aspirations	Local consultation occurs for all projects and informs project outcomes Partnership with Queensland Department of Tourism and Sport delivers minor 'healthy lifestyle' infrastructure in Torres Strait region (for example shade/ weather cover over basketball courts) Establish baseline	Achieved	Methodology: Qualitative assessment of TSRA administrative data Source: TSRA engagement records and secretariat documentation
1.3.2 Wapil 2 project delivers appropriate cold storage and transport logistics for expanded fishing industry	As per Wapil 2 project plan	Partially achieved	Methodology: Qualitative analysis of project planning documentation; assessment of source data Source: TSRA media release
1.3.3 Implementation of the Regional Infrastructure Advisory Committee (RIAC) action plan	Implementation	Partially achieved	Methodology: Qualitative assessment of TSRA administrative data Source: RIAC action plan; TSRA secretariat documentation; TSRA Board minutes
1.3.4 Development of Regional Economic Investment Strategy Phase 2 (REIS 2)	Design of REIS 2	Not achieved	Not started
1.3.5 Implementation of Regional Economic Investment Strategy Phase 2	Delivery of REIS 2 activities in line with the strategy Establish baseline in 2025–26	Not applicable – this measure will commence in 2025–26	Not applicable

Analysis

1.3.1 TSRA-controlled/funded infrastructure projects reflect community needs and aspirations

The TSRA Regional Infrastructure Program worked closely with stakeholders to inform project outcomes.

During 2024–25, 48 engagements were recorded with agencies including Queensland Department of Transport and Main Roads; Maritime Safety Queensland; NIAA; Australian Government Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts; Army Ailan Community Assistance Program; NBN Co; Australia Post; and Ergon Energy. Meetings also took place with the local councils to discuss investments in community and other infrastructure planning.

Major Infrastructure and Other Projects Trust Fund

Four meetings of the Major Infrastructure and Other Projects Trust Fund were held in 2024–25 (in August and November 2024 and March and June 2025). Matters considered included planning for stage 7 of the Major Infrastructure Programme, and other projects.

Major infrastructure and seawalls

Throughout 2024–25, the TSRA maintained discussions with NIAA and Queensland's Department of Local Government, Water and Volunteers to progress planning for new investments in the Major Infrastructure Programme and the Torres Strait Seawalls Program. The Program Governance

Committee for the Torres Strait Seawalls Program met 5 times in 2024–25 (in August, October and December 2024, and February and April 2025).

1.3.2 Wapil 2 project delivers appropriate cold storage and transport logistics for expanded fishing industry

Through the Wapil 2 project, in 2024–25:

- a community engagement strategy was developed
- 61 TIB fishers attended fishing industry community information sessions
- 4 island communities were visited
- 19 grant applications for TIB assets were received.

The Wapil 2 project experienced substantial delays in delivering cold storage infrastructure and assets, due to past challenges of complex and diverging land title views among RNTBCs, PBCs, local government councils, individuals, and communities.

As a consequence, the Wapil project plan was revised to be broader and more inclusive, and to target established, successful individual Indigenous fishers who have standing in the community, a demonstrated long-term connection to seafood trading and/or commercial fishing, and a willingness to support other fishers in their communities.

A community engagement strategy and an initial grant offer established connection with targeted Indigenous commercial fishers. This enabled discussions to further develop the



Wapil project plan, and the development of grant types for offer to Indigenous fishers to fund refrigeration infrastructure and transport logistics.

Substantial work was undertaken to refine the grant structure through consultation with Indigenous commercial fishers, to best identify their needs to grow and develop their fishing businesses.

Important regular communication has been maintained and relationships have been developed with the funding body, NIAA. Having been unable to fully expend project funds in past years, the TSRA has requested NIAA to approve a 12-month project extension and the use of unspent project funds. Formal advice is pending.

1.3.3 Implementation of the RIAC action plan

Two workshops were held in 2024–25 to review the terms of reference for the Regional Infrastructure Advisory Committee (RIAC) and to draft the 2024–25 RIAC action plan.

The RIAC was established in 2021 to provide advice to the TSRA Board on regional infrastructure needs for the Torres Strait and the Northern Peninsula Area. The RIAC did not meet in 2023–24.

During 2024–25, the TSRA took steps to reconvene the RIAC, review the committee's terms of reference and governance arrangements, and update the RIAC Action Plan for implementation.

In August 2024, the TSRA facilitated a workshop where a possible new model for the RIAC was identified and revised RIAC Terms of Reference were achieved with

verbal agreement from the RIAC members. The RIAC's recommendation of a new model was endorsed by the TSRA Board in September 2024.

In October 2024, a 2-day workshop was held with the RIAC to formulate the 2024–25 RIAC Action Plan. The RIAC requested the RIAC Terms of Reference be further revisited. The RIAC Terms of Reference were subsequently updated, as was work toward a draft of the 2024–25 RIAC Action Plan. The RIAC Terms of Reference required the respective RIAC members to obtain endorsement of their respective council/boards. The TSRA proactively supported this administrative process. However, the RIAC Terms of Reference received endorsement from just 2 of the 4 stakeholder organisations.

Over a 4-year term, the RIAC Terms of Reference were a constant barrier to the progress of the RIAC. On 20 November 2024, the outgoing TSRA Board dissolved the RIAC.

1.3.4 Development of Regional Economic Investment Strategy Phase 2 (REIS 2)

The design of REIS 2 was delayed due to limited resource availability, unresolved scope details, and dependency on other project components.

1.3.5 Implementation of Regional Economic Investment Strategy Phase 2

Design of REIS 2 was not completed, which delayed activity planning and baseline establishment.

Program theme – Cultural and community growth

Key activity 2.1

Working to strongly reflect culture in the Torres Strait's education, employment and community settings, embedding culture as a social fabric for families and community through supporting festivals and events, and preserving and maintaining cultural links, language and significant sites.

<i>Performance measure</i>	<i>Target</i>	<i>Result rating</i>	<i>Methodology and data source</i>
2.1.1 TSRA provides grant opportunities to enhance, preserve and promote Torres Strait Islander culture through festivals and events and activities such as language capture and preservation	At least 10 grants	Substantially achieved	Methodology: Quantitative and qualitative analysis of SmartyGrants data Source: Culture, Art and Heritage Program data; SmartyGrants data; sponsorship records; Gab Titui sales records
2.1.2 Torres Strait Islander and Aboriginal peoples' cultural heritage is preserved through TSRA facilitation of cultural (art, culture, language, music, dance and other) workshops, events and activities	At least 6 workshops, events and activities	Achieved	Methodology: Quantitative – count of workshops, activities and events delivered Source: Culture, Art and Heritage Program data; TSRA travel and accommodation data
2.1.3 Torres Strait Islander and Aboriginal artists are showcased nationally and internationally	Maintain/increase the number of artists, arts centres and arts cooperatives supported to exhibit at regional, national and international events	Achieved	Methodology: Quantitative analysis of Artist Register and other support activities Qualitative analysis of SmartyGrants data and in-kind support provided Source: Culture, Art and Heritage Program data; TSRA travel and accommodation data
	TSRA support provided to local art centres	Achieved	Culture, Art and Heritage Program and travel data; working agreement between Gab Titui and NorthSite; Gab Titui daily visitor data

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<i>Performance measure</i>	<i>Target</i>	<i>Result rating</i>	<i>Methodology and data source</i>
2.1.4 Torres Strait Islander and Aboriginal peoples' traditional languages are spoken and protected	Support for the Torres Strait Traditional Languages Centre is maintained	Achieved	Methodology: Qualitative analysis of SmartyGrants data, secretariat support and other activities
	TSIMA grant supports local media production (radio programs) broadcasting in Torres Strait Islander and Aboriginal languages	Achieved	Qualitative review of SmartyGrants reporting on broadcasts in traditional language Source: Culture, Art and Heritage Program languages program data; TSRA external language funding from the Australian Government Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts
2.1.5 TSRA Team maintains support for Indigenous Protected Areas (IPAs), and works with community and government to expand areas, where appropriate	3 sites remain IPAs	Achieved	Methodology:
	Where community support strong, and grant funding obtained from government sponsors, look to expand IPAs	Achieved	Quantitative measuring of IPA areas and total area protected Qualitative analysis of expansion activities (e.g. community and Traditional Owner expressions of interest, IPA committee management meetings, reviewed IPA management plans, and government funding applications) Source: NIAA IPA reporting
2.1.6 TSRA supports cultural preservation through site maintenance, traditional ecological knowledge collection, repatriation of ancestral remains, cultural artefacts and digital materials (e.g. recordings and photographs), and protection of cultural knowledge	Relevant activities conducted in line with Ranger Work Plans (target 90% delivery)	Achieved	Methodology: Qualitative and quantitative analysis of NIAA reporting and other LSMU data; analysis of Culture, Art and Heritage Program activities and data
	At least 2 repatriation and cultural knowledge protection activities and/or projects undertaken	Achieved	Source: Work Planner data; media releases; NIAA reporting; procurement proposal

Analysis

2.1.1 TSRA provides grant opportunities to enhance, preserve and promote Torres Strait Islander culture through festivals and events and activities such as language capture and preservation

In 2024–25, the Culture, Art and Heritage Program provided community grants for 4 projects totalling \$45,234. Project recipients included:

- TRAWQ Indigenous Corporation – \$5,000
- Matilda Nona – \$8,234
- Torres Shire Council – \$25,000
- Perina Drummond Jira Models – \$7,000.

Through its annual program, the TSRA receives \$45,000 of external funding from the Queensland Government to support arts development. However, this is minimal and does not drive the creation of a creative arts industry. The TSRA engages with Queensland Government departments, including as a grant recipient and stakeholder partner of Arts Queensland programs. The TSRA currently receives funding through a multi-year Backing Indigenous Arts grant and has previously received funding through the Indigenous Regional Arts Development Fund, a partnership with Queensland Museum and a memorandum of understanding (MOU) with Cairns Indigenous Art Fair.

2.1.2 Torres Strait Islander and Aboriginal peoples' cultural heritage is preserved through TSRA facilitation of cultural (art, culture, language, music, dance and other) workshops, events and activities

Repatriation of the Wes Wes Coral Collection

In 2023, the TSRA and Mer Gedkem Le (Torres Strait Islanders) Corporation were successful in repatriating part of the Wes Wes Coral Collection from the Smithsonian Institution in the United States into the Queensland Museum, Townsville. The corals were collected in Mer waters by an American scientist conducting ecological studies in 1913. In August 2024, the TSRA sponsored a delegation of 12 Mer Elders to visit the museum and view the collection. The Mer Elders were welcomed by the Wulgurukaba Traditional Owners and performed a blessing of the coral collection and a ceremony to celebrate its return to Australia.

Repatriation of Ugar cultural remains

In 2024, Ugar Ged Kem Le Zeuber Er Kep Le (Torres Strait Islanders) Corporation asked the TSRA to assist with the repatriation of cultural remains from the Ethnological Museum of Berlin to the Queensland Museum, Brisbane. The Culture, Art and Heritage Program partnered with the Australian Government Office for the Arts to lead the coordination of international repatriation of Australian ancestral remains and objects. In December 2024, the TSRA sponsored 2 Traditional Owners to



travel to Berlin as part of the Ugar delegation. Through Ugar cultural protocol, ceremony and advice, the cultural remains were successfully repatriated to the Queensland Museum, where they will remain until they can be repatriated to a suitable facility in the Torres Strait region.

2.1.3 Torres Strait Islander and Aboriginal artists are showcased nationally and internationally

In 2004, Gab Titui partnered with NorthSite to tour the *Billy Missi'n Wakain Thamai* exhibition around regional galleries between 2025 and 2028. The exhibition features works of the late artist Billy Missi, providing exposure to greater audiences across regional Australia. The exhibition opened at Toowoomba Regional Gallery in February 2025 and at Hervey Bay Regional Gallery in May 2025.

Gab Titui provides annual opportunities for local artists through a call for art to be displayed and sold at regional art fairs. This includes the Cairns Indigenous Art Fair and Darwin Aboriginal Art Fair. Gab Titui receives art works from regional artists and sends them to the annual fairs for sale.

Gab Titui also provides opportunities for regional artists to display and sell artwork online through the centre's website.

Visiting Gab Titui is a must-do tourism activity for both cruise ships and day visitors from the mainland. In 2024–25, Waiben (Thursday Island) was visited by over 10 cruise ships. Despite the centre being closed due to roof repairs for a period, Gab Titui recorded over 6,500 visitors in 2024–25.

2.1.4 Torres Strait Islander and Aboriginal peoples' traditional languages are spoken and protected

Queensland Indigenous Languages Symposium

In 2024, TSRA staff joined First Nations language speakers, language workers, academics and cultural leaders for a full day of keynote presentations, panel discussions and workshops at the Queensland Indigenous Languages Symposium: Yuuingan Dhilla Yari (meaning 'friends, basket, talk' in Yuggera language), held in Meanjin (Brisbane).

The symposium honoured UNESCO's International Decade of Indigenous Languages. TSRA staff presented a key session and took part in a discussion on protocols for using Indigenous languages, where they shared successful outcomes from the Zenadth Kes Language Symposium hosted by the TSRA in May 2024.

Torres Strait Traditional Languages Association

The TSRA continued to support the Torres Strait Traditional Languages Association through the management of funding for a grant controller, an office and residential accommodation. The TSRA also supported the association's process to recruit its inaugural Chief Executive Officer.

2.1.5 TSRA Team maintains support for Indigenous Protected Areas (IPAs), and works with community and government to expand areas, where appropriate

At the end of 2024–25, the Torres Strait region had 4 declared IPAs:

- Warraberalgal and Porumalgal IPA
- Ugul Malu Kawal IPA
- Kala Lagaw IPA
- Masigilgal IPA.

A consultation project is underway for a Maganiu Lagau Malulgal IPA.

The TSRA's ranger and IPA teams, supported by 20 specialists, work to protect the Torres Strait's unique culture, history and environment. Their efforts help conserve biodiversity and support sustainable land and sea management.

The Masigilgal IPA and its management plan for 2024 to 2033 were officially declared in September 2024. This important milestone was celebrated on 5 July 2025 during NAIDOC Week.

The TSRA continued to grow and strengthen the IPA program. Key updates in 2024–25 included:

- Warraberalgal and Porumalgal IPA – Support letters were signed to expand the IPA to include Bara, Guiya and Ulu islets. The updated management plan is being finalised.
- Ugul Malu Kawal IPA – The management plan was reviewed. Updates are being finalised and will be submitted to NIAA.
- Maganiu Lagau Malulgal IPA – Consultations were held with PBCs and Traditional Owners to recognise shared interests over Sassie Island.

2.1.6 TSRA supports cultural preservation through site maintenance, traditional ecological knowledge collection, repatriation of ancestral remains, cultural artefacts and digital materials (e.g. recordings and photographs), and protection of cultural knowledge

During 2024–25, 95% of ranger workplans were delivered, and 2 successful repatriation and cultural knowledge protection activities were undertaken.

The TSRA met its cultural preservation target by combining ranger activities with major repatriation efforts. Rangers actively delivered cultural initiatives under approved work plans, maintaining sites, collecting traditional ecological knowledge, and protecting cultural heritage.

The TSRA completed 2 major international repatriations in 2024–25: the return of Mer coral from the United States and the repatriation of ancestral human remains from Germany (see the report on performance measure 2.1.2).

These actions demonstrate the TSRA's commitment to preserving Torres Strait Islander traditional ecological knowledge, and our ability to work with international institutions to return items of significant cultural value to Traditional Owners.

Key activity 2.2

Protecting our culture, way of life and environment through essential to life infrastructure and environmental resources. Identifying opportunities to protect and preserve our cultural heritage through land and sea care, securing investment to construct and maintain infrastructure that will support climate resilience and adaption, and supporting access to and uptake of reliable renewable energy.

<i>Performance measure</i>	<i>Target</i>	<i>Result rating</i>	<i>Methodology and data source</i>
2.2.1 Land, sea and resource management activities are informed by, and carried out in accordance with, the TSRA land and sea strategy 2016–2036	>90% percent of projects align with the land and sea strategy	Achieved	Methodology: Qualitative analysis of LSMU Work Planner data, including Ranger activities Source: Work Planner data; NIAA reporting; roadmaps
2.2.2 Ranger Community Management Plans exist and are achieving annual service targets	14 community plans maintained	Achieved	Methodology: Quantitative and qualitative analysis of LSMU data and NIAA reporting Source: Work Planner; NIAA reporting
	>90% completion of ranger workplan activities	Achieved	
2.2.3 Preservation of natural and culturally significant resources such as dugong and turtle	Incorporate dugong and turtle actions into 14 community plans	Achieved	Methodology: Quantitative count of current plans and count of education activities recorded in ranger reporting Source: Work Planner data; NIAA reporting
	Rangers conduct at least one dugong and turtle education activity on each island/year	Achieved	
2.2.4 TSRA-led submissions, advice and representations to government (any level) on opportunities and funding for climate change adaption and renewable energy infrastructure	At least 4 contacts per year	Achieved	Methodology: Quantitative analysis of TSRA administrative data Source: TSRA meeting minutes; TSRA submission

<i>Performance measure</i>	<i>Target</i>	<i>Result rating</i>	<i>Methodology and data source</i>
2.2.5 Establishment of the Torres Strait and Northern Peninsula Area Climate Resilience Centre to enable a coordinated regional response to better prepare for the impact of climate change across the region	Participating fully in Department of Climate Change, Energy, the Environment and Water (DCCEE) led stakeholder engagements and providing local expertise as requested	Substantially achieved	Methodology: Quantitative and qualitative analysis of TSRA administrative data Source: Minutes and agendas

Analysis

2.2.1 Land, sea and resource management activities are informed by, and carried out in accordance with, the TSRA land and sea strategy 2016–2036

The TSRA continues to align all land, sea and resource management activities with the *TSRA Land and Sea Management Strategy for Torres Strait 2016–2036*. All projects are designed and delivered in accordance with the strategy's framework to support long-term sustainable management of Torres Strait lands and waters.

The TSRA has implemented activities across all program areas that address the strategy's 16 key themes. These include cultural preservation, environmental protection, sustainable resource use, and community capacity building. This alignment ensures that our efforts remain coordinated, culturally grounded, and focused on delivering measurable outcomes for Torres Strait Islander communities.

2.2.2 Ranger Community Management Plans exist and are achieving annual service targets

The TSRA maintained and delivered actions under 14 community-specific roadmaps (formerly community management plans). Rangers completed 95% of planned activities, exceeding the target of >90%. Of 261 total activities, 170 were fully completed (65%), 78 were >90% complete (30%), and 13 remained unstarted (5%).

This result demonstrates strong operational performance and effective community engagement. The roadmaps ensure that ranger activities reflect each island's environmental and cultural priorities, supporting conservation and community outcomes.



2.2.3 Preservation of natural and culturally significant resources such as dugong and turtle

Dugong and turtle are culturally significant to Torres Strait Islander and Aboriginal peoples. The TSRA continues to implement a community-based management approach that respects traditional governance and supports sustainable harvest practices.

In 2024–25, the TSRA developed the final 4 island plans. All 14 communities now have management plans that embed cultural protocols. Ranger work planners now include at least one dugong- or turtle-related activity per island annually, such as hunter meetings, community consultations, or monitoring.

2.2.4 TSRA-led submissions, advice and representations to government (any level) on opportunities and funding for climate change adaption and renewable energy infrastructure

The TSRA met with Ergon Energy twice during 2024 to discuss the company's commitment to renewables in the Torres Strait. Meetings occurred on 1 August and 20 December 2024.

In 2024–25, the TSRA commenced the TSRA Organisational Climate Change Risk Assessment and Net Zero Pathway reporting, with the intention of undertaking an organisational risk assessment and developing a framework for reporting under the Australian Public Service Net Zero in Government Operations Strategy.

Representatives of the TSRA attended the National Climate Risk Assessment First Nations Values and Knowledges Roundtable gathering on 13 August 2024. Participation in the stakeholder workshop enabled a better understanding of climate risks. It also aligned with the intent of the TSRA *Torres Strait Region Adaptation and Resilience Plan 2025-2030*, as well as the work of the Torres Strait and Northern Peninsula Area Climate Resilience Centre.

In January 2025, the TSRA made a submission to the Joint Select Committee on Northern Australia's inquiry on energy, food and water security.

2.2.5 Establishment of the Torres Strait and Northern Peninsula Area Climate Resilience Centre to enable a coordinated regional response to better prepare for the impact of climate change across the region

The TSRA actively participated in stakeholder engagements led by DCCEEW throughout 2024–25, taking part in steering committees and officer-level working groups.

An update on the Torres Strait and Northern Peninsula Area Climate Resilience Centre was presented to the TSRA Board in September 2024.

In December 2024, the TSRA entered into an MOU with DCCEEW to reflect the close relationship between parties, as well as the TSRA's agreement to host the program coordinator for the Torres Strait and Northern Peninsula Area Climate Resilience Centre.

CASE STUDY:

Trailblazing female rangers excel in the Torres Strait

In June 2025, the Torres Strait Regional Authority (TSRA) celebrated the amazing women in Australia's northernmost ranger program during World Female Ranger Week.

In the nation's remote far north, 18 female TSRA rangers are inspiring generations of girls and women – proving that caring for land and sea is everyone's responsibility.

The Torres Strait region's beautiful natural environment – home to dugongs, sea turtles, coral reefs, seagrass and more – spreads across 48,000 square kilometres between Cape York Peninsula and Papua New Guinea (PNG).

Alice Manas

Torres Strait Islander Alice Manas is living her dream and excelling in a traditionally male-dominated field.

She started as a ranger on Boigu 10 years ago, before rising through the ranks to senior ranger and cluster supervisor. Now Acting Ranger Operations Manager, Alice proudly oversees 60 staff scattered across 13 islands north of Waiben (Thursday Island) up to the outer islands neighbouring PNG.



TSRA rangers
Alice Manas,
Ethel Anau and
Tanya Anau



Rangers undertake activities including pest and weed control, marine debris removal, dugong and turtle management, seagrass monitoring, and cultural heritage site protection. They also preserve traditional ecological knowledge.

'TSRA's ranger program is special. You won't find our culture and unique life experiences outside of the Torres Strait,' Ms Manas said.

'In the ranger team I am supported to do meaningful work with our communities every day and grow my career up here in the Torres Strait.

'We are helping to bridge the gap between traditional knowledge and western science to give Traditional Owners a full picture about land and sea management.

'Our female ranger group is like a family. We work across many islands but we live, breathe and strive to achieve the same dream: for our environment to be here for future generations,' she said.

The TSRA ranger program started in 2009 with one ranger group on Mabuyag. It has grown to 13 ranger groups across 13 islands and 14 Torres Strait communities.

Today, female rangers work across the majority of the TSRA's ranger teams.

Dr Billie Roberts

TSRA Environmental Management Program Manager Billie Roberts made the move across the border from New South Wales to Queensland for the world-class ranger program.

With work experience in remote communities across Australia and the Pacific, she is a strong advocate for First Nations leadership and decision making, including by women.

'TSRA rangers play a critical role across the Torres Strait islands in empowering local decision-making around land and sea aspirations,' Dr Roberts said.

'Women make up about a third of the local ranger workforce and manage everything from pest and weed control to data and research.

'Female rangers share a different lived experience and lens. This diversity of perspectives, ideas and approaches is invaluable for environmental management across the globe.

'TSRA has one of the most unique and successful ranger projects in the nation, empowering rangers to combine traditional wisdom and western science to care for country in the best ways possible.'

Program theme – Indigenous empowerment and leadership

Key activity 3.1

Promoting a unified region with effective leadership by contributing to leadership pathways for community members that centre accountability, communication and culture. Sharing experiences with international and national First Nations partners to enhance governance and benefit the region.

Performance measure	Target	Result rating	Methodology and data source
3.1.1 The development plan 2023–2028 delivers on the board's aspirations for the region	The development plan is embedded in the TSRA's <i>Corporate Plan 2024–25</i> and portfolio budget statement 2025–26	Substantially achieved	Methodology: TSRA <i>Corporate Plan 2024–25</i> and the 2025–26 portfolio budget statements; qualitative analysis of board papers and minutes
	Implementation of the development plan 2023–2028 is reported to the TSRA Board at each board meeting and is reviewed annually	Achieved	Source: TSRA <i>Corporate Plan 2024–25</i> ; 2025–26 portfolio budget statements; board papers and minutes; community consultation materials
3.1.2 Partner with the Australian Electoral Commission (AEC) to educate communities on TSRA Board nominations, election processes and outcomes	At least one session held, and written documentation provided	Achieved	Methodology: AEC session materials Source: Session materials; media materials; election schedule
3.1.3 Working to enhance TSRA's role in the broader region, and working productively with the First Nations Ambassador, participating in bilateral meetings on the Torres Strait Treaty	One meeting with First Nations Ambassador	Achieved	Methodology: Qualitative analysis of progress
	Attending annual Bilateral Treaty meetings with Papua New Guinea (PNG)	Achieved	Source: TSRA Board report and meeting materials; media materials
	Explore possibility of a Ranger Exchange between Torres Strait and southern PNG Rangers	Achieved	

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<i>Performance measure</i>	<i>Target</i>	<i>Result rating</i>	<i>Methodology and data source</i>
3.1.4 TSRA invests in funding leadership pathways for established and emerging leaders through creating leadership courses, sponsoring university and school activities, and maintaining a partnership with the Australian Rural Leadership Foundation (ARLF)	1 x leadership workshop	Achieved	Methodology: TSRA administrative data Qualitative analysis of SmartyGrants data, TSRA administrative data, and evaluation results Source: TSRA grants data; promotional materials; media content
	2 x school leadership support grants	Achieved	
	At least one annual ARLF Rural Leadership Program participant	Achieved	
	Partner with ARLF to evaluate the success of TSRA sponsoring Australian Rural Leadership Program participants since 2008	Achieved	
3.1.5 The TSRA Board is prepared to address the challenges of leading the organisation	Comprehensive induction for board members elected in November 2024	Achieved	Methodology: TSRA administrative data Source: Induction agenda; workshop materials
3.1.6 TSRA Board provides direction and drives outcomes in line with the development plan	Annual professional development for board members	Achieved	Methodology: Qualitative analysis of TSRA administrative data Source: TSRA Board meeting agendas and training materials
3.1.7 The TSRA and local community are well represented on the Protected Zone Joint Authority (PZJA) and PZJA committees during decision-making on the future of the fishery	Recommendations by the Traditional Inhabitant Boat (TIB) licence-holders sector (prepared by the TSRA on TIB advice) are presented to the PZJA	Achieved	Methodology: Collection of data from completed application forms and feedback on the nomination and appointment process Source: TSRA participant summaries of meetings; PZJA meeting minutes
3.1.8 The Fisheries Advisory Committee (FAC) provides effective advice to the TSRA Board on fisheries matters	Establish baseline	Achieved	Methodology: Quantitative analysis of number of meetings conducted Source: Meeting minutes

Analysis

3.1.1 The development plan 2023–2028 delivers on the board's aspirations for the region

The TSRA Board endorsed the TSRA's 2024–25 corporate plan and portfolio budget statements.

The newly appointed TSRA Chairperson and Chief Executive Officer, accompanied by the respective community board member, commenced their regional community consultations, visiting Seisia, Bamaga and TRAWQ in 2025.

The engagement approach informs the community of the incoming TSRA Board's aspirations, aligned with the *Torres Strait Development Plan 2023–2028*.

3.1.2 Partner with the Australian Electoral Commission to educate communities on TSRA Board nominations, election processes and outcomes

The TSRA Board election process was undertaken in 2024, with elections held on 30 November 2024.

The TSRA successfully supported the coordination and delivery of the election in partnership with the Australian Electoral Commission (AEC).

Through the Governance and Leadership Program, the TSRA engaged in 3 planning meetings with the AEC in July 2024, culminating in the execution of an MOU on 18 July 2024 to formalise election planning arrangements.

Between 17 September and 1 October 2025, the TSRA and the AEC delivered 21 candidate nomination information sessions across 17 Torres Strait Island and Northern Peninsula Area communities. These sessions aimed to ensure transparency, accessibility and informed participation in the electoral process.

The TSRA published more than 20 social media posts to help raise community awareness about the electoral nominations, process and outcomes.

Following the information sessions, the TSRA and the AEC held meetings in Cairns on 14 and 15 October 2024 to evaluate session outcomes and identify opportunities for future improvements.

Polling booths were delivered in remote communities weeks prior to the election date.

3.1.3 Working to enhance TSRA's role in the broader region, and working productively with the First Nations Ambassador, participating in bilateral meetings on the Torres Strait Treaty

Throughout 2024–25, the TSRA engaged in high-level diplomatic discussions to strengthen regional and international partnerships.

Engagements with the First Nations Ambassador

The TSRA met with the First Nations Ambassador on 3 occasions – in person at the TSRA 30th anniversary celebrations on Waiben (Thursday Island) in July 2024; informally at the National NAIDOC Awards in Adelaide in July 2024; and via virtual meeting in October 2024.

Discussions focused on advancing shared priorities for First Nations peoples, including issues impacting First Nations people around economic development and fisheries.

Bilateral meetings

In April 2025, the TSRA participated in bilateral meetings held in Cairns, engaging with Papua New Guinea (PNG) representatives to address matters concerning Traditional Inhabitants. Key topics included environmental management, fisheries, health, law enforcement, maritime operations, biosecurity, and opportunities for a ranger exchange between the TSRA and PNG.

In addition, the TSRA, in partnership with Australian Volunteers International, facilitated an international exchange program with the Solomon Islands Rangers Association.

These engagements reflect the TSRA's ongoing commitment to regional diplomacy, cross-border cooperation, and advocacy for the interests of Torres Strait communities.

3.1.4 TSRA invests in funding leadership pathways for established and emerging leaders through creating leadership courses, sponsoring university and school activities, and maintaining a partnership with the Australian Rural Leadership Foundation (ARLF)

In 2024–25, the TSRA supported 6 leadership initiatives with a collective total of 62 participants.

Australian Rural Leadership Foundation programs

The TSRA further strengthened its partnership with the ARLF in 2024–25, investing \$624,936 into leadership capacity across the Torres Strait region. During the year:

- Two participants were supported through the Milparanga leadership program, which focuses on empowering First Nations emerging and experienced leaders.
- The TRAIL Emerging Leaders Program supported one participant, contributing to early-career leadership development in rural, regional and remote regions of Australia.
- One participant commenced Course 32 of the Australian Rural Leadership Program in June 2025.

Primary and secondary schools leadership support

In July 2024, the TSRA sponsored 20 secondary students from Tagai State College to participate in a university and career exposure trip to Brisbane, which included visits to various university campuses, a hospital, and the Gallipoli Barracks Defence base.



The TSRA funded 24 Year 6 students and 5 staff members from Our Lady of the Sacred Heart School on Waiben (Thursday Island) to undertake a leadership and personal development camp at Mungalli Falls in Millaa Millaa, Queensland. This camp was delivered during the school's third term, in early September 2024.

The TSRA remains dedicated to empowering emerging leaders by providing opportunities for learning, growth, and real-world experience.

Assistance with Tertiary Education Scheme

The TSRA supported 12 recipients under the Assistance with Tertiary Education Scheme, enabling students to pursue their career aspirations. This opportunity is offered throughout the year for Torres Strait Islander and Aboriginal people, across several university sectors, including engineering and architecture, music and arts, nursing and education, and environmental science.

3.1.5 The TSRA Board is prepared to address the challenges of leading the organisation

Following TSRA Board elections in November 2024, Board Induction training was delivered to the full incoming TSRA Board in February 2025.

Facilitated on Waiben (Thursday Island) by Deshong Consulting, the 5-day intensive induction workshops provided the newly elected TSRA Board members with a comprehensive understanding of their roles and responsibilities. Sessions covered core governance functions, the TSRA legislative framework, and the TSRA Board Charter. Board members received detailed presentations on TSRA programs, operational protocols, and decision-making processes.

On the final day of the governance workshops, the TSRA Board conducted its internal elections, appointing the Chairperson, Deputy Chairperson and Alternative Deputy Chairperson. Following the election, the newly appointed Chairperson appointed Portfolio Members and Assistant Portfolio Members, aligning responsibilities with strategic priorities and program areas.

3.1.6 TSRA Board provides direction and drives outcomes in line with the development plan

TSRA Board members engaged in professional development opportunities as part of their governance meetings. Key topics covered included cyber security and fraud risk training delivered by National Australia Bank, and cyber security training delivered by Baidam Solutions.

TSRA Board members undertook various professional development opportunities throughout 2024–25, including attending forums and conferences, hosting official TSRA events, and engaging in leadership programs.

The Member for Kubin, Danie Savage, is participating in the Australian Rural Leadership Program.

3.1.7 The TSRA and local community are well represented on the Protected Zone Joint Authority (PZJA) and PZJA committees during decision-making on the future of the fishery

Supported by the TSRA Fisheries Program, TIB members of the PZJA working groups, resource assessment groups and advisory committees meet throughout the year. These committees make recommendations to the PZJA.



TIB nomination opportunities for the 8 PJJA advisory committees were advertised on 26 May 2025 and 9 June 2025, for a 3-year term. In total, 42 applications were received across Torres Strait Island communities and the Northern Peninsula Area.

The selection process for members was undertaken through an open, fair and transparent process facilitated by TSRA Board members. Nominations were considered and put forward to AFMA for approval.

The TSRA funded the delivery of a training workshop for incoming PJJA advisory committee members during August 2025. The training was delivered by Fishwell Consulting.

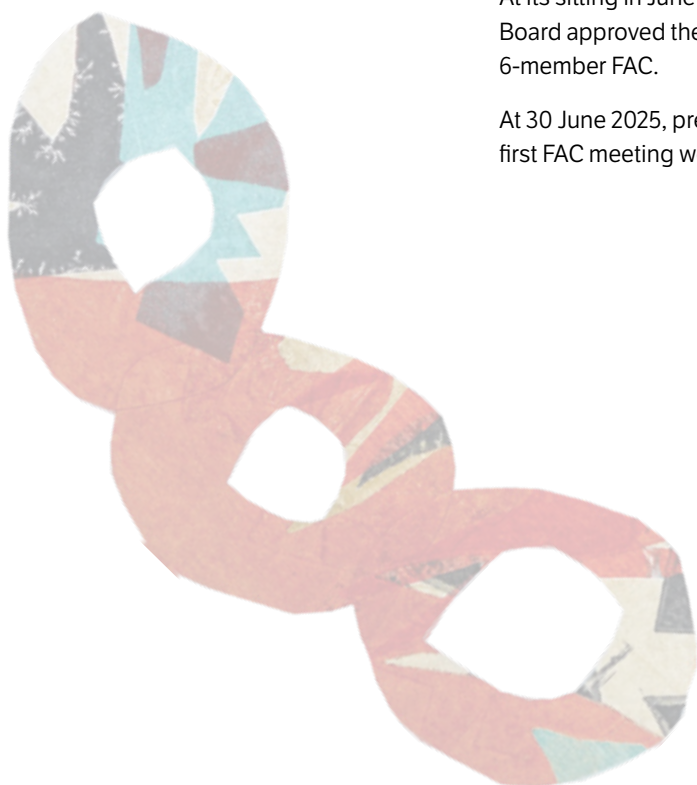
3.1.8 The Fisheries Advisory Committee (FAC) provides effective advice to the TSRA Board on fisheries matters

The FAC ceased its 3-year term upon the expiration of the outgoing TSRA Board in November 2024. The TSRA prepared an assessment of the constitution and functionality of the FAC in May 2025 to inform discussions with the TSRA CEO, the TSRA Chairperson and the Fisheries Portfolio Member of the TSRA Board.

Consultation between the TSRA Fisheries Program and the Fisheries Portfolio Member resulted in the preparation of a board paper to discuss the formation and terms of reference of a new FAC.

At its sitting in June 2025, the TSRA Board approved the establishment of a 6-member FAC.

At 30 June 2025, preparations to schedule the first FAC meeting were underway.



Key activity 3.2

Enabling leadership and capability in the next generation by advocating for high-quality education across the region, supporting pathways into post-school education and training, and supporting activities that will reduce children being in the child protection system and youth justice system.

<i>Performance measure</i>	<i>Target</i>	<i>Result rating</i>	<i>Methodology and data source</i>
3.2.1 Torres Strait-based students have access to a high-quality education	Productive engagement with all local schools and advisory groups on needs	Substantially achieved	Methodology: Qualitative analysis of TSRA administrative data including data recording meetings, data on submissions and other data
	Preparing submissions and funding requests for government to support equitable access to education	Not achieved	Source: Correspondence; board meeting minutes; media materials
3.2.2 Advocate improved child protection outcomes through working groups, intergovernmental meetings, community engagement and written submissions	At least 6 meetings and 2 submissions	Partially achieved	Methodology: Qualitative and quantitative assessment of TSRA administrative data Source: TSRA program and project documentation; records of meetings/agendas; final reports
3.2.3 A regional approach to holistic youth support exists	Develop an inner islands youth strategy	Achieved	Methodology: Strategy document Source: TSRA program and project documentation; records of meetings/agendas; final reports
3.2.4 Advocate for early intervention and other alternatives to incarceration to reduce the number of Torres Strait Islander and Aboriginal children in the youth justice system	At least 2 evidence-based approaches made to government	Partially achieved	Methodology: Count of submissions and engagements Source: One written submission to the Queensland Department of Sport, Racing and Olympic and Paralympic Games



Analysis

3.2.1 Torres Strait-based students have access to a high-quality education

In September 2024, at TSRA Board meeting 149, the TSRA formalised a partnership with Tagai State College through the signing of an MOU. This agreement aims to explore collaborative opportunities that support student development, leadership, and career pathways.

Throughout the school year, the TSRA actively participated in education events and functions, reinforcing its commitment to nurturing future Torres Strait leaders.

In November 2024, the TSRA proudly sponsored an award category at the annual Tagai State College awards function, recognising student achievement and excellence.

Through its program areas, the TSRA continued to support higher education and career development initiatives across key sectors, including:

- creative arts and cultural industries
- health and wellbeing
- maritime and environmental management
- construction and infrastructure training.

While no submissions or funding requests to government were formally considered during 2024–25 to support equitable access to education, the TSRA continued to explore opportunities to progress this objective by engaging with stakeholders within the education and training sector.

These efforts reflect the TSRA's ongoing investment in developing the next generation of leaders through education, exposure, and practical learning opportunities.

3.2.2 Advocate improved child protection outcomes through working groups, intergovernmental meetings, community engagement and written submissions

In 2024–25, the Safe Communities Program participated in 11 interagency meetings, forums, national working groups and conferences, alongside key government partners, agencies and local service providers. The program also focused on establishing an evidence base to inform strategic priorities aligned with the *Torres Strait Development Plan 2023–2028* and program reform work.

These targeted engagements enabled the Safe Communities Program to utilise opportunities to:

- drive national advocacy efforts through our membership on the Longitudinal Study of Indigenous Children steering committee (led by the Australian Government Department of Social Services)
- support approaches to streamline regional collaboration on and facilitation and coordination of critical legal service and social support pathways
- strengthen partnerships and relationships to increase access to child, youth, family and social support programs and initiatives
- support community campaigns to increase awareness of the impacts of legislative reforms designed to address forms of domestic and family violence (such as coercive control)

- work collaboratively with stakeholders, government partners and service providers to support a holistic approach towards a culturally appropriate integrated system of legal service delivery that is responsive to the needs of community.

Key stakeholders and partners include:

- the Australian Government Department of Social Services and Attorney-General's Department
- the Queensland Government Department of Justice, and Legal Aid Queensland
- E&H Law, Thursday Island Community Justice Group and Lena Passi Women's Shelter.

These organisations play a critical role in shaping, developing and implementing local, state and national policies supporting improved child protection outcomes, funding investment for Indigenous legal services, and delivering essential legal, justice and social supports to families and residents across the Torres Strait and the Northern Peninsula Area.

3.2.3 A regional approach to holistic youth support exists

The Safe Communities Program finalised the development of a regional approach to supporting the needs of our youth across the region, particularly the cohort of students aged 12 to 25 residing on, receiving an education in, or working in the inner islands. This project culminated in the release of the Zenadth Kes Youth Strategy, which was informed directly by the voices of young people, their families and the broader community.

Focused collaboration – through a strengths-based, intersectional approach across government agencies, service providers and key stakeholders – will be critical to support the strategy's successful implementation. Additional support and investment will be essential to deliver on key actions and opportunities aligned with the strategy's 6 key priorities: Cultural Knowledge and Guidance, Voice and Change, Participate and Explore, Opportunities and Options, Connected and Mobile, and Holistic Health.

3.2.4 Advocate for early intervention and other alternatives to incarceration to reduce the number of Torres Strait Islander and Aboriginal children in the youth justice system

The Safe Communities Program adopts a holistic approach to supporting improved outcomes on key targets under the National Agreement on Closing the Gap. The region has a unique model of governance led by all 3 tiers of government. This enables the agency to leverage relationships with other government agencies and departments with direct policy responsibilities and policy levers to reduce the involvement of Torres Strait Islander and Aboriginal children in the youth and criminal justice system.

The TSRA Safe Communities Program advocates for policy reform through a strengths-based, culturally grounded approach that prioritises the wellbeing of First Nations communities. To address regional needs and reduce the over-representation of First Nations children in the youth justice system, the program explores innovative pathways for early intervention and alternatives to incarceration.



In 2024–25, the program delivered a written submission to the Queensland Department of Sport, Racing and Olympic and Paralympic Games to help shape the development of the Queensland Sport Strategy 2025. This submission described the TSRA's commitment to working in partnership with the state to identify opportunities to deliver local programs that support inclusivity across

all age demographics in the region, with a particular focus on youth and young people, to support better health and wellbeing for our people. Through working in partnership, the TSRA can facilitate culturally appropriate and holistic approaches and support early intervention, effective referral pathways and integrated models of service delivery within the justice sector.



Photo Karen Samoa,
TSRA Fisheries

Program theme – Effective advocacy

Key activity 4.1

Advocating for beneficial regional investment by maintaining strategic partnerships with government, NGOs and private sector organisations, and using local data and community aspirations to inform investment programs in the region.

<i>Performance measure</i>	<i>Target</i>	<i>Result rating</i>	<i>Methodology and data source</i>
4.1.1 TSRA maintains strategic partnerships in community, and with NGOs, tertiary and other research institutions, the private sector, and others	Maintain/increase number of impactful MOUs, and maintain/increase number of stakeholder engagements Establish baseline	Achieved	Methodology: Quantitative analysis and qualitative assessment of TSRA administrative data Source: TSRA Board reports; media materials
4.1.2 TSRA maintains strategic relationships across state and federal governments to support effective advocacy	Coordinated annual advocacy to relevant state and federal ministers and shadow ministers (2 minimum)	Achieved	Methodology: Qualitative and quantitative analysis of activities; results; meetings and topics Meetings and topics discussed recorded Source:
	Engagements with state (Cook) and federal (Leichhardt) members 2 times per year	Substantially achieved	Meeting agendas and minutes; calendar invitations
	Regular meetings with department officials at each level	Achieved	
4.1.3 TSRA maintains strategic relationships with Torres Strait Island Regional Council (TSIRC), Torres Shire Council (TSC) and Northern Peninsula Area Regional Council (NPARC) to achieve shared goals and objectives	MOUs established with each council	Achieved	Methodology: Quantitative analysis and qualitative assessment of TSRA administrative data Source: MOU correspondence; media materials; TSRA Board meeting
4.1.4 Data and evidence supports strategic decision-making and reporting against Closing the Gap targets	Development of data library and Closing the Gap reporting framework	Not achieved	Methodology: Quantitative analysis of TSRA administrative data, development of data library and delivery of impact statement Source: Not applicable



Analysis

4.1.1 TSRA maintains strategic partnerships in community, and with NGOs, tertiary and other research institutions, the private sector, and others

The TSRA maximised engagement through a range of platforms, including in-person meetings, virtual sessions, direct appointments, stakeholder forums, and public events. These efforts have strengthened partnerships and opened new opportunities for regional development.

In particular, we engaged with:

- NIAA and other Australian Government agencies focused on Indigenous Australians, such as the Australian Institute of Aboriginal and Torres Strait Islander Studies, Indigenous Business Australia, and the Aboriginal and Torres Strait Islander Social Justice Commissioner
- other Australian Government agencies, such as AFMA, DCCEEW, Department of Foreign Affairs, and Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts
- Queensland Government agencies, such as Department of Primary Industries, Queensland Fisheries, Torres and Cape Hospital and Health Service, and WorkSafe Queensland
- Torres Strait Protected Zone bilateral and advisory forums, including the Health Issues Committee, Traditional Inhabitants Meeting, and Joint Advisory Council

- research and education bodies, including CSIRO, Macquarie University, Southern Cross University, TAFE Queensland and University of Wollongong
- not-for-profit bodies, such as Cape and Torres Health Commissioning.

4.1.2 TSRA maintains strategic relationships across state and federal governments to support effective advocacy

Throughout the year, the TSRA undertook targeted advocacy and engagement with state and federal government agencies to advance sustainable solutions for key regional priorities, including:

- health and wellbeing
- social justice and youth services
- border security
- housing and infrastructure
- education and training
- industry-specific priorities for fisheries and creative arts
- environmental and cultural heritage.

Key engagements involving the TSRA Board included interactions with the:

- Minister for Indigenous Australians, Senator the Hon Malarndirri McCarthy
- Premier of Queensland, the Hon David Crisafulli MP
- state Member for Cook, David Kempton MP

- federal Member for Leichhardt, Matt Smith MP
- Aboriginal and Torres Strait Islander Social Justice Commissioner, Katie Kliss.

The TSRA collaborates closely with departments and teams to advance advocacy efforts and pursue strategic partnerships, particularly with agencies such as NIAA, Health and Wellbeing Queensland and the Queensland Department of Sport, Racing and Olympic and Paralympic Games.

These efforts aim to contribute to improved health and wellbeing for Torres Strait Islander and Aboriginal people in the region and deliver shared outcomes aligned with key policy priorities under the National Agreement on Closing the Gap, particularly:

- Outcome 1: Aboriginal and Torres Strait Islander people enjoy long and healthy lives.
- Outcome 14: Aboriginal and Torres Strait Islander people enjoy high levels of social and emotional wellbeing.
- Outcome 17: Aboriginal and Torres Strait Islander people have access to information and services enabling participation in informed decision-making regarding their own lives.

In parallel, the TSRA has initiated discussions with state and federal departments to address service gaps affecting the delivery of legal services across the Torres Strait and the Northern Peninsula Area. The TSRA will continue working in partnership with NIAA, the Attorney-General's Department, and the Queensland Department of Justice to explore funding opportunities and develop policy solutions to mitigate these risks.

The TSRA attends:

- meetings of the Torres Strait Treaty Environmental Management Committee and the Joint Advisory Committee, with representatives of Australia and Papua New Guinea
- quarterly meetings of the Torres Strait and Northern Peninsula Area Biosecurity Working Group, a collaborative forum with members from federal, state and local government agencies
- Environmental Management Program meetings with DCCEEW
- meetings with NIAA as required.

The TSRA also maintains strategic partnerships and meets as required with organisations such as the:

- Makas Eradication Working Group, with the Maluilgal (Torres Strait Islanders) Corporation RNTBC
- Wakeyama Zageth Project Group (dealing with Sassie Island cats), with Wakeyama (Torres Strait Islanders) Corporation RNTBC
- Solomon Islands Rangers Association
- Australian Volunteers Program.

4.1.3 TSRA maintains strategic relationships with Torres Strait Island Regional Council (TSIRC), Torres Shire Council (TSC) and Northern Peninsula Area Regional Council (NPARC) to achieve shared goals and objectives

At TSRA Board meeting 150 in November 2024, the TSRA formalised strategic partnerships through MOUs with TSIRC, TSC and NPARC. These MOUs focus on strengthening collaboration through joint planning and coordinated action on shared regional priorities. Key areas include:

- regional governance – more efficient and effective service delivery, contributing to long-term improvements in community wellbeing
- infrastructure development – aligning efforts to improve essential services and facilities across communities
- workforce capacity building – supporting training, employment pathways, and local leadership development
- regular engagement – establishing consistent communication and joint decision-making to support strategic goals.

This partnership approach between the TSRA and the local councils enhances regional governance and contributes to improved quality of life across the Torres Strait and the Northern Peninsula Area.

4.1.4 Data and evidence supports strategic decision-making and reporting against Closing the Gap targets

Work has not commenced on the development of a data library and Closing the Gap reporting framework.

The development of a data library is a long-term investment, expected to take several years to complete.

During 2024–25, the TSRA commenced work on the creation of an impact report to examine investment and its impact longitudinally. This work is ongoing.



Key activity 4.2

Advocating to increase access to suitable and affordable housing by supporting efforts to increase housing supply, and working to improve environmental health conditions for Torres Strait Islander and Aboriginal people by drawing attention to the impacts of overcrowding and homelessness in our communities.

<i>Performance measure</i>	<i>Target</i>	<i>Result rating</i>	<i>Methodology and data source</i>
4.2.1 The Torres Strait is effectively represented at local/state/national hearings and inquiries, etc, through evidence-based submissions and involvement on matters of housing and homelessness, health, education, community safety, regional connectivity, water security, energy security, climate adaptation, regional resilience and other matters of interest	Establish baseline of activity across TSRA	Achieved	Methodology: Quantitative analysis and qualitative assessment of TSRA administrative data Source: TSRA Board reports; executive meeting materials
4.2.2 Supporting home ownership by offering home loans and brokerage services	One loan per year	Achieved	Methodology: Quantitative analysis of TSRA administrative data Source: TSRA loan system records; client file records
4.2.3 Exploration of alternative housing funding models and engagement with service agencies	One alternative housing model explored	Not achieved	Not applicable



Analysis

4.2.1 The Torres Strait is effectively represented at local/state/national hearings and inquiries, etc, through evidence-based submissions and involvement on matters of housing and homelessness, health, education, community safety, regional connectivity, water security, energy security, climate adaptation, regional resilience and other matters of interest

The TSRA continued to advocate for critical regional issues through ministerial engagements with both federal and state governments. A key focus throughout the year was addressing the urgent challenges on infrastructure, housing affordability and the rising cost of living across the Torres Strait region.

Through direct meetings and ongoing communication, the TSRA raised concerns and supported deputations to ministers, calling for effective policy responses and targeted investment.

The TSRA remains committed to monitoring progress and maintaining strong advocacy to ensure that the needs of Torres Strait Islander communities are prioritised in national and state-level decision-making.

4.2.2 Supporting home ownership by offering home loans and brokerage services

In 2024–25, one home loan was approved, for renovations to an existing property. Additionally, 2 existing home loan clients utilised their advance loan repayments to undertake minor renovations to their properties.

These improvements have enhanced the functionality and liveability of the homes, while also contributing to increased property value.

4.2.3 Exploration of alternative housing funding models and engagement with service agencies

This measure was not met during 2024–25, due to competing priorities and limited capacity to progress exploratory work in this area. While initial scoping was considered, further engagement with service agencies and investigation into alternative housing funding models did not advance as planned.

The TSRA remains committed to identifying innovative and sustainable housing solutions and will seek to prioritise this measure in the upcoming reporting period, subject to resource availability and strategic alignment.

Key activity 4.3

Advocating for and supporting Torres Strait Islanders and Aboriginal people to live long, healthy lives by working to increase access to preventative health educations, supporting safe communities, improving access to community infrastructure, and supporting information, activities and programs that help to reduce the burden of disease.

<i>Performance measure</i>	<i>Target</i>	<i>Result rating</i>	<i>Methodology and data source</i>
4.3.1 Effectively advocating for people living in the Torres Strait region to have access to healthy and affordable food, safe drinking water, and appropriate housing	Maintain MOUs and partnership arrangements	Achieved	Methodology: MOUs and partnerships exist and are maintained Qualitative analysis of key discussions, actions and activities through engagement activities, meetings and forums Source: TSRA administrative and secretariat documentation; steering committee and working group agendas, minutes, papers and reports
	Participate in relevant working groups, steering committees and intergovernmental forums including the NIAA Remote Food Security Working Group and Health and Wellbeing Queensland Gather + Grow Steering Committee Establish baseline	Achieved	Methodology: Qualitative analysis of attendance at meetings and forums and topics discussed Source: TSRA administrative and secretariat documentation; steering committee and working group agendas, minutes, papers and reports
4.3.2 Effective engagement on, advocacy for, and monitoring of, health system reforms impacting the Torres Strait and the Northern Peninsula Area	Representation at TSRA Board or TSRA Administration level on relevant working groups, steering committees and intergovernmental forums	Achieved	Methodology: Quantitative assessment of TSRA involvement in meetings, forums, etc Source: Meeting agendas, minutes, papers and reports
	Ad hoc strengthening of existing stakeholder relationships	Achieved	Methodology: Qualitative analysis of relationship-building outcomes Source: Meeting agendas, minutes, papers and reports

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<i>Performance measure</i>	<i>Target</i>	<i>Result rating</i>	<i>Methodology and data source</i>
4.3.3 Torres Strait region healthy community initiatives are supported through TSRA grants	Grant funding of at least \$1.2 million is made available to support community initiatives through: a. one specific grant round (not ad hoc) conducted across the Torres Strait region b. identified grant opportunities arising through partnerships in MOUs that are considered for funding c. ad hoc opportunities	Achieved	Methodology: Quantitative and qualitative review of Smartygrants and MOU data Source: TSRA secretariat documentation; steering committee and working group agendas and minutes
4.3.4 Funding is provided to community organisations working to improve youth, family, justice or aged care outcomes	At least 3 organisations supported to continue operating	Achieved	Methodology: Quantitative and qualitative review of SmartyGrants data
	Targeted capacity building for grantees in line with grant agreements	Achieved	Source: SmartyGrants records; Safe Communities Program records; administrative data; grants data; funding agreements; contract documentation
4.3.5 Culturally appropriate legal services are available and accessible within the Torres Strait region	Implementation and performance monitoring of core legal services and prevention, intervention and community legal education (PICLE) services	Achieved	Methodology: Output (contracts awarded) and qualitative analysis of contract reporting requirements Source: SmartyGrants records; Safe Communities Program records; administrative data; grants data; funding agreements; contract documentation

<i>Performance measure</i>	<i>Target</i>	<i>Result rating</i>	<i>Methodology and data source</i>
4.3.6 Support a whole-of-region approach to domestic and family violence in order to lobby for an increase to prevention, early intervention and service delivery resources	Development and finalisation of a strategy to prevent family, domestic and sexual violence	Partially achieved	Methodology: Strategy document Source: TSRA program and project documentation; records of meetings/agendas; final reports
	At least 2 formal approaches to government for additional investment (1 x state and 1 x federal)	Partially achieved	Methodology: Quantitative analysis of TSRA administrative data Source: TSRA program and project documentation; records of meetings/agendas; final reports



Evening shot of small wharf
Photo Lewis Bin Doraho
(Lewis James Media)



Analysis

4.3.1 Effectively advocating for people living in the Torres Strait region to have access to healthy and affordable food, safe drinking water, and appropriate housing

In 2024–25, the Healthy Communities Program successfully maintained effective working relationships with 2 key agencies and invested funding support to proposals assessed through established MOUs.

The Healthy Communities Program continued to maintain effective and productive working relationships with the Queensland Department of Sport, Racing and Olympic and Paralympic Games and Community Enterprise Queensland. These strategic partnerships enabled the TSRA to work collaboratively with both agencies to achieve shared outcomes as identified in agency strategic plans.

The Healthy Communities Program participated in at least 4 targeted formal working groups, steering committees, forums and consultations during the year. These activities included formal consultation on program policy priorities and were undertaken in addition to activities that are classified 'business as usual'.

The TSRA provided input and/or support to the following activities and events:

- the development of a national food security strategy
- intergovernmental collaborative approaches to support the implementation of the Queensland Gather + Grow Action Plan for remote food security
- local partnership with Mura Kosker Sorority Incorporated to deliver the 2025 Sisters of the Strait Summit, a regional conference for First Nations women
- a Healthy Lifestyles Funding Workshop hosted with state and federal agencies to explore opportunities to streamline funding investment across the region.

4.3.2 Effective engagement on, advocacy for, and monitoring of, health system reforms impacting the Torres Strait and the Northern Peninsula Area

In 2024–25, the TSRA continued to advocate on behalf of the region through our membership of the National Indigenous Health Leadership Alliance, contributing to key national health reform activities impacting the Torres Strait and Northern Peninsula Area region.

Additionally, the Healthy Communities Program has maintained relationships with key stakeholders to monitor the performance of health service delivery in the region. A key focus has been to maintain and strengthen working relationships at the officer level with agencies such as NIAA, Queensland Health and Torres Health.

As a member of the National Indigenous Health Leadership Alliance, the TSRA continues to leverage opportunities to advocate and contribute to national policies underpinning health system reform across the country, such as the National Health Reform Agreement negotiations in 2024–25.

The Healthy Communities Program continued to engage state and federal agencies such as the Department of Health, Disability and Ageing and Queensland Health (Torres and Cape Hospital and Health Service) to discuss the progress of state-based health reform activities – such as the Cape and Torres Health Commissioning entity – and explore opportunities to work in strategic partnership to improve health outcomes in the region.

4.3.3 Torres Strait region healthy community initiatives are supported through TSRA grants

In 2024–25, the TSRA:

- established and maintained 3 MOUs, with the Department of Sport, Racing and Olympic and Paralympic Games, Community Enterprise Queensland and Indigenous Basketball Australia – identified funding proposals developed through this arrangement were considered for funding support (2 proposals were funded and one proposal is in development)
- released an open grant round in April 2025, with grants starting from \$10,000 available to support healthy and active communities across the Torres Strait region, including Bamaga and Seisia in the Northern Peninsula Area
- provided over \$500,000 funding support to ad hoc funding proposals for regional activities and projects supporting healthy communities.

In 2024–25, the TSRA provided a total of \$886,310 in funding support through 2 rounds of Healthy Communities Program grants.

The 2024–25 Healthy Communities Ad Hoc Grant Round provided a total of \$398,296, comprising the following grants (including GST):

- Department of Sport, Racing and Olympic and Paralympic Games – \$200,000
- Community Enterprise Queensland: 'Healthy Kaikai, Healthy Living' community nutrition project – \$190,000
- Torres Strait Islander Indigenous Nurses Corporation – \$3,250
- Island Stars – \$2,838
- Wakaid Tribal Council Incorporated – \$2,208.

The 2024–25 Healthy Communities Non Government Organisation Operational Funding Grant (Private Grant Round) provided \$423,296 to the Torres Strait Youth and Recreational Sporting Association.

4.3.4 Funding is provided to community organisations working to improve youth, family, justice or aged care outcomes

In 2024–25, the Safe Communities Program invested \$1,054,821 to community organisations delivering local support programs and services for children, youth, families, legal education and aged care. That amount comprised grants of:

- \$396,250 to Mura Kosker Sorority Incorporated
- \$281,500 to Port Kennedy Association Incorporated
- \$377,071 to Thursday Island Community Justice Group.



The program invested a further \$80,000 in funding support to enhance capacity-building efforts across 4 community organisations: Mura Kosker Sorority Incorporated, Port Kennedy Association Incorporated, Torres Strait Youth and Recreational Sporting Association, and TRAWQ Indigenous Corporation.

This measure directly reinforces the TSRA's commitment to grow globally resilient communities and support targeted capacity building for community organisations in line with the *Torres Strait Development Plan 2023–2028* and the *TSRA Corporate Plan 2024–25*.

4.3.5 Culturally appropriate legal services are available and accessible within the Torres Strait region

The TSRA continued to support the delivery of accessible, culturally appropriate core legal services within the Torres Strait region, including the Northern Peninsula Area communities of Bamaga and Seisia, in 2024–25. This was achieved through:

- establishing appropriate reporting systems embedded through long-term contractual service obligations
- monitoring and managing performance through analysis of legal service data and reports
- maintaining stakeholder and community relationships, ensuring that community feedback informs approaches to strengthen service delivery.

4.3.6 Support a whole-of-region approach to domestic and family violence in order to lobby for an increase to prevention, early intervention and service delivery resources

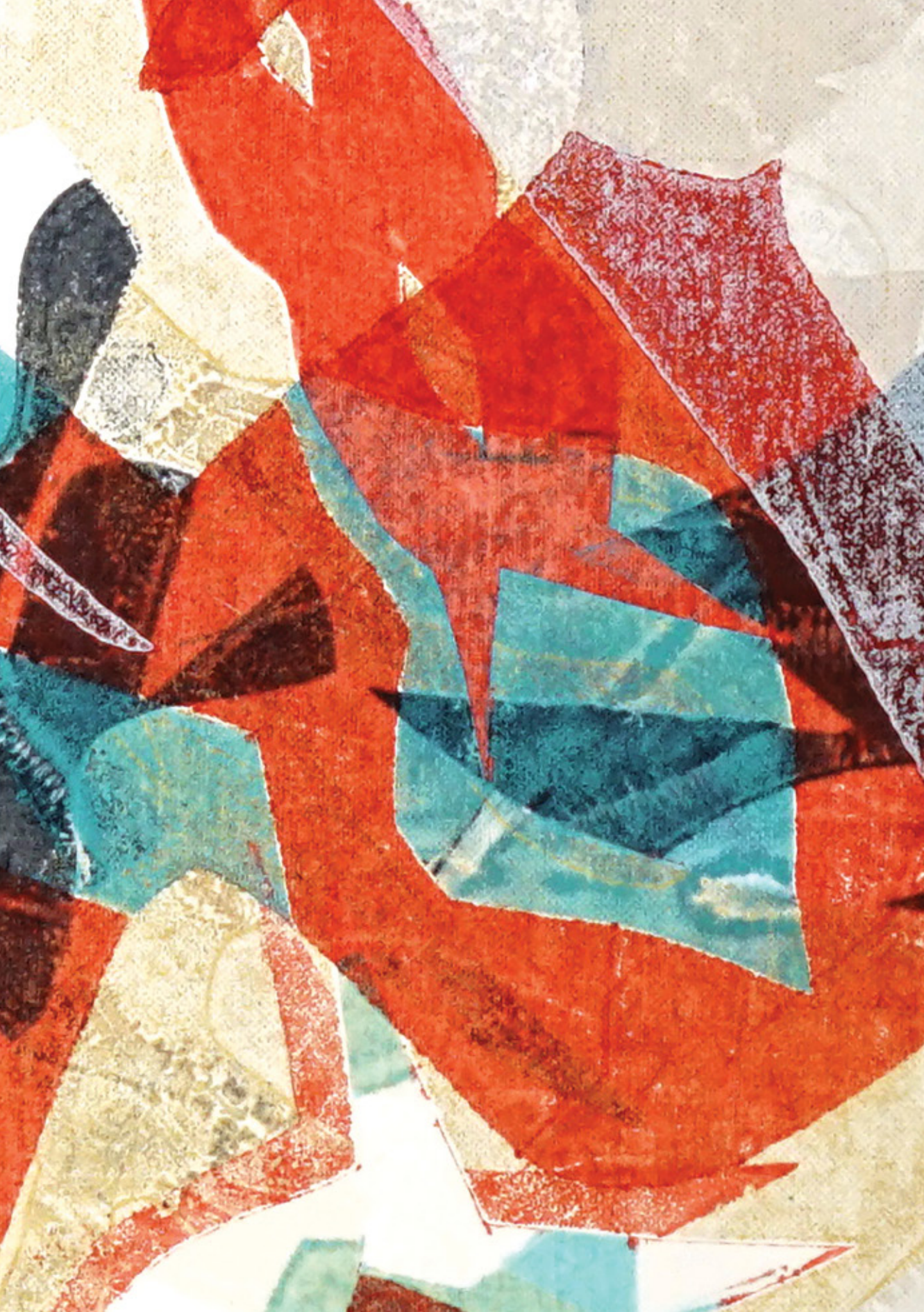
Due to competing program priorities, limited operational resources and budget constraints, the Safe Communities Program was unable to develop and finalise a regional strategy to address family and domestic violence in 2024–25.

Recognising the importance of this initiative, and the need to ensure that the project considers and incorporates cultural sensitivities, the program will collaborate with key stakeholders in 2025–26 to develop a comprehensive project plan, which will guide the creation of a region-wide strategy.

The project plan will also ensure that relevant funding support is allocated to ensure culturally appropriate engagement and timely consultation with all communities across the Torres Strait, with the project expected to formally commence in 2026–27.



Aerial shot of small
wharf pontoon
Photo Lewis Bin Doraho
(Lewis James Media)



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 2025:

- (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 2025 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 2025 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 her 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 Board is 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 Board is also responsible for such internal control as the Board determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

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38 Sydney Avenue, Forrest ACT 2603
Phone (02) 6203 7300

In preparing the financial statements, the Board is 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 Board is 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.

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
29 September 2025



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Torres Strait Regional Authority

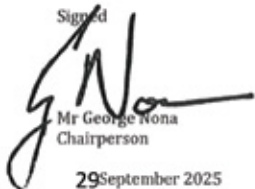
STATEMENT BY THE ACCOUNTABLE AUTHORITY, CHIEF EXECUTIVE AND CHIEF FINANCIAL OFFICER

In our opinion, the attached financial statements for the year ended 30 June 2025 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 George Nona
Chairperson

29 September 2025

Signed



Ms Elthies Kris
Deputy Chairperson

29 September 2025

Signed



Mr Charlie Kaddy
Chief Executive Officer

29 September 2025

Signed



Mr Wade Mullings
Acting Chief Financial Officer

29 September 2025

TORRES STRAIT REGIONAL AUTHORITY
Statement of Comprehensive Income
for the period ended 30 June 2025

	Notes	2025 \$'000	2024 \$'000	Original Budget \$'000
NET COST OF SERVICES				
Expenses				
Employee benefits	1.1A	22,764	19,985	21,696
Suppliers	1.1B	24,132	20,488	16,041
Grants	1.1C	5,883	9,772	12,292
Depreciation and amortisation	2.2A	2,603	2,292	1,271
Finance costs	1.1D	182	239	158
Impairment loss on financial instruments		93	175	-
Losses from asset sales		27	-	-
Total expenses		55,684	52,951	51,458
Own-source income				
Own-source revenue				
Revenue from contracts with customers	1.2A	1,318	1,081	505
Grant revenue	1.2B	13,124	12,139	11,745
Interest	1.2C	2,304	2,293	970
Other revenue	1.2D	709	5,008	-
Total own-source revenue		17,455	20,521	13,220
Gains				
Reversal of write-downs and impairment		22	131	-
Total gains		22	131	-
Total own-source income		17,477	20,652	13,220
Net cost of services		38,207	32,299	38,238
Revenue from Government	1.2E	38,223	37,247	38,223
Surplus/(Deficit) on continuing operations		16	4,948	(15)
OTHER COMPREHENSIVE INCOME				
Items not subject to subsequent reclassification to net cost of services				
Changes in asset revaluation reserve		1,077	5,193	-
Total comprehensive income/(loss)		1,093	10,141	(15)

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

TORRES STRAIT REGIONAL AUTHORITY
Statement of Financial Position
as at 30 June 2025

		2025	2024	Original Budget
	Notes	\$'000	\$'000	\$'000
ASSETS				
Financial assets				
Cash and cash equivalents	2.1A	18,819	20,773	11,871
Trade and other receivables	2.1B	684	697	3,447
Loan receivables	2.1C	2,893	1,897	-
Other investments	2.1D	34,399	33,029	32,299
Total financial assets		56,795	56,396	47,617
Non-financial assets				
Land and buildings ¹	2.2A	78,622	76,346	74,323
Plant and equipment	2.2A	2,424	2,523	2,121
Heritage and cultural	2.2A	77	77	87
Other non-financial assets		306	-	-
Total non-financial assets		81,429	78,946	76,531
Total assets		138,224	135,342	124,148
LIABILITIES				
Payables				
Suppliers	2.3A	807	716	917
Grants	2.3B	672	-	-
Other payables	2.3C	668	529	417
Total payables		2,147	1,245	1,334
Interest bearing liabilities				
Leases	2.4A	1,046	766	972
Total interest bearing liabilities		1,046	766	972
Provisions				
Employee provisions	3.1A	4,955	4,348	3,592
Other provisions	2.5A	3,203	3,203	-
Total provisions		8,158	7,551	3,592
Total liabilities		11,351	9,562	5,898
Net assets		126,873	125,780	118,250
EQUITY				
Contributed equity		3,021	3,021	3,021
Reserves		40,695	39,618	34,425
Retained surplus		83,157	83,141	80,804
Total equity		126,873	125,780	118,250

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 2025

	2025	2024	Original Budget
	\$'000	\$'000	\$'000
CONTRIBUTED EQUITY			
Opening balance as at 1 July			
Balance carried forward from previous period	3,021	3,021	3,021
Closing balance as at 30 June	3,021	3,021	3,021
RETAINED EARNINGS			
Opening balance as at 1 July			
Balance carried forward from previous period	83,141	80,834	80,819
Adjustment for errors	-	(2,641)	-
Adjusted opening balance	83,141	78,193	80,819
Comprehensive income			
Surplus/(Deficit) for the period	16	5,510	(15)
Adjustment for errors	-	(562)	-
Total comprehensive income	16	4,948	(15)
Closing balance as at 30 June	83,157	83,141	80,804
ASSET REVALUATION RESERVE			
Opening balance as at 1 July			
Balance carried forward from previous period	39,618	34,425	34,425
Adjusted opening balance	39,618	34,425	34,425
Comprehensive income			
Other comprehensive income	1,077	5,193	-
Total comprehensive income	1,077	5,193	-
Closing balance as at 30 June	40,695	39,618	34,425
TOTAL EQUITY			
Opening balance as at 1 July			
Balance carried forward from previous period	125,780	118,280	118,265
Adjustment for errors	-	(2,641)	-
Adjusted opening balance	125,780	115,639	118,265
Comprehensive income			
Surplus/(Deficit) for the period	16	4,948	(15)
Other comprehensive income	1,077	5,193	-
Total comprehensive income	1,093	10,141	(15)
Closing balance as at 30 June	126,873	125,780	118,250

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 2025

		2025	2024	Original Budget
	Notes	\$'000	\$'000	\$'000
OPERATING ACTIVITIES				
Cash received				
Receipts from Government		38,223	37,247	38,223
Sale of goods and rendering of services		1,142	1,495	505
Grant funding recovered		709	4,984	-
Grant revenue		13,124	12,139	11,745
Interest		2,167	2,039	820
GST received		2,619	1,749	-
Total cash received		57,984	59,653	51,293
Cash used				
Employees		22,019	19,117	21,696
Suppliers		26,736	21,540	16,041
Interest payments on lease liabilities		35	16	8
Grants		5,211	10,288	12,292
Total cash used		54,001	50,961	50,037
Net cash from operating activities		3,983	8,692	1,256
INVESTING ACTIVITIES				
Cash received				
Proceeds from loan repayments		363	738	-
Investments		-	24	-
Total cash received		363	762	-
Cash used				
Loan advances		1,481	20	-
Purchase of property, plant and equipment		3,213	1,857	2,955
Investments		1,370	-	-
Total cash used		6,064	1,877	2,955
Net cash (used by) investing activities		(5,701)	(1,115)	(2,955)
FINANCING ACTIVITIES				
Cash used				
Principal payments of lease liabilities		236	200	111
Total cash used		236	200	111
Net cash (used by) financing activities		(236)	(200)	(111)
Net increase/(decrease) in cash held		(1,954)	7,377	(1,810)
Cash and cash equivalents at the beginning of the reporting period		20,773	13,396	13,681
Cash and cash equivalents at the end of the reporting period	2.1A	18,819	20,773	11,871

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

These financial statements have been prepared in accordance with section 42 of the Public Governance, Performance and Accountability Act 2013. The statements comply with:

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

The financial statements are prepared on an accrual basis and under the historical cost convention, except where certain assets and liabilities are measured at fair value in accordance with relevant standards. Unless otherwise stated, no adjustments have been made for changes in price levels or purchasing power. All amounts are presented in Australian dollars, which is the functional and presentation currency of the entity.

New Accounting Standards

The following amending standards were issued prior to the signing of the statement by the accountable authority and chief financial officer. They were applicable to the current reporting period and had no material effect on the financial statements of the Torres Strait Regional Authority (TSRA):

- AASB 2021-2 *Amendments to Australian Accounting Standards – Disclosure of Accounting Policies and Definition of Accounting Estimates*
- 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 enhanced guidance and illustrative examples to assist entities in applying materiality judgements to accounting policy disclosures. These changes are intended to improve the relevance and clarity of disclosures by replacing the requirement to disclose 'significant' accounting policies with a requirement to disclose 'material' accounting policies, and by offering practical guidance on applying the concept of materiality.

While these amendments have influenced the presentation of TSRA's accounting policy disclosures, they have not affected the measurement, recognition, or presentation of any items within the financial statements.

Additionally, amendments to AASB 108 clarify the distinction between changes in accounting estimates, changes in accounting policies, and the correction of errors. They also provide further guidance on the use of measurement techniques and inputs in developing accounting estimates. These amendments did not have any impact on TSRA's financial statements.

Restatement of Prior Year Errors

GST Input Tax Credits - Grants Expense

A prior period error has been identified in relation to Good and Services Tax (GST) input tax credits claimed from the Australian Taxation Office (ATO). The TSRA sought and obtained a private ruling from the ATO, which confirmed that GST input tax credits previously claimed in respect of grant payments made by the TSRA to recipient organisations were made in error. As a result, the TSRA has recognised a provision for the estimated amount expected to be repayable to the ATO.

Details of the financial impact of this prior period error correction are presented in Table 1.

Table 1. Restatement of Prior Year Errors

	Reported 2023-24 \$'000	Correction - GST on Grants \$'000	Restated 2023-24 \$'000
Grants	9,353	419	9,772
Finance costs	96	143	239
Provision for GST payable to the ATO		(3,203)	(3,203)
Opening retained surplus	(80,834)	2,641	(78,193)
Closing retained surplus	(86,344)	3,203	(83,141)

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 2025.

1.1 Expenses

	2025 \$'000	2024 \$'000
1.1A: Employee benefits		
Wages and salaries	17,247	15,077
Superannuation		
Defined contribution plans	1,994	1,783
Defined benefit plans	336	339
Leave and other entitlements	3,187	2,786
Total employee benefits	22,764	19,985

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	9,667	6,465
Media, advertising and public relations	428	579
Office running costs	2,515	2,232
Other staff costs	1,239	954
Project Supplies	474	355
Property costs	476	388
Repairs and maintenance	841	918
Strata Levies	43	59
Transport, freight and storage	1,472	944
Travel	4,514	4,603
Other	1,577	1,895
Total goods and services supplied or rendered	23,306	19,452

Goods supplied	972	861
Services rendered	22,334	18,591
Total goods and services supplied or rendered	23,306	19,452

Other suppliers

Short-term leases	642	763
Workers compensation expenses	184	273
Total other suppliers	826	1,036
Total suppliers	24,132	20,488

The TSRA has no short-term lease commitments as at 30 June 2025.

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.

	2025 \$'000	2024 \$'000
1.1C: Grants		
Public sector:		
State and Territory governments	-	718
Local governments	672	5,230
Private sector:		
Non-profit organisations	5,077	3,824
For-profit organisations	134	-
Total grants	5,883	9,772

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

Accounting Policy

The TSRA administers several grant programs. A grant liability is recognised when either of the following conditions is met:

1. The grantee has fulfilled the required performance obligations under the grant agreement; or
 2. The grantee has met the eligibility criteria for the grant, but the payment has not yet been made.
- If the government has entered into a grant agreement but the grantee has not yet performed the required services or satisfied the eligibility criteria, the arrangement is classified as a commitment rather than a liability.

1.1D: Finance costs

Write down of loans to net present value	147	80
Interest on lease liabilities	35	16
ATO general interest charge	-	143
Total finance costs	182	239

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

2025
\$'000

2024
\$'000

Own-Source Revenue

1.2A: Revenue from contracts with customers

Sale of goods	308	326
Rendering of services	1,010	755
Total revenue from contracts with customers	1,318	1,081

Disaggregation of revenue from contracts with customers

Type of customer:

Australian Government entities (related parties)	235	136
State and Territory Governments	15	80
Non-government entities	1,068	865
	1,318	1,081

1.2B: Grant revenue

Grant revenue	13,124	12,139
Total grant Revenue	13,124	12,139

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	201	180
Deposits	2,048	1,917
Unwinding of concessional loan discount	55	196
Total interest	2,304	2,293

Accounting Policy

Interest revenue is recognised using the effective interest method.

1.2D: Other revenue

Rent	-	24
Return of unused grant funding	709	4,984
Total other revenue	709	5,008

	2025 \$'000	2023 \$'000
Gains		
1.2E: Revenue from Government		
Department of the Prime Minister and Cabinet		
Corporate Commonwealth entity payments	38,223	37,247
Total revenue from Government	38,223	37,247

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

	2025	2024
	\$'000	\$'000

2.1A: Cash and cash equivalents

Cash on hand or on deposit	16,884	18,960
Cash on hand or on deposit - TSRA Housing Fund	1,935	1,813
Total cash and cash equivalents	18,819	20,773

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:

- cash on hand;
- 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
- cash in special accounts.

2.1B: Trade and other receivables

Goods and services receivables

Goods and services	533	392
Total goods and services receivables	533	392

The TSRA has no contract assets as at 30 June 2025 (2024: \$Nil)

Other receivables

GST receivable from the Australian Tax Office	175	410
Interest	24	4
Other	10	162
Total other receivables	209	576
Total trade and other receivables (gross)	742	968

Less expected credit loss allowance

Goods and services	(58)	(271)
Total expected credit loss allowance	(58)	(271)

Total trade and other receivables (net)

684	697
------------	------------

Credit terms are net 30 days (2024: net 30 days).

	2025 \$'000	2024 \$'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	3,783	2,605
Less: unexpired discount	(625)	(536)
Concessional loans - (gross)	3,158	2,069
Less: expected credit loss allowance	(265)	(172)
Total loan receivables	2,893	1,897

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	22,389	21,316
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	11,956	11,383
Total other investments	34,399	33,029

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 ¹ \$'000	Plant & equipment \$'000	Total \$'000
As at 1 July 2024						
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)
Total as at 1 July 2024	24,517	51,829	76,346	77	2,523	78,946
Additions						
Purchase	44	3,218	3,262	-	436	3,698
Right-of-use assets	-	502	502	-	-	502
Revaluations and impairments recognised in other comprehensive income	1,713	(1,390)	323	-	754	1,077
Depreciation	-	(1,575)	(1,575)	-	(777)	(2,352)
Disposals	-	-	-	-	(512)	(512)
Depreciation on right-of-use assets	(12)	(239)	(251)	-	-	(251)
Other movements of right-of-use assets	15	-	15	-	-	15
Total as at 30 June 2025	26,277	52,345	78,622	77	2,424	81,123
Total as at 30 June 2025 represented by						
Gross book value	26,341	52,782	79,123	77	2,448	81,648
Accumulated depreciation, amortisation and impairment	(64)	(437)	(501)	-	(24)	(525)
Total as at 30 June 2025	26,277	52,345	78,622	77	2,424	81,123
Carrying amount of right-of-use assets	262	720	982	-	-	982

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 and plant and equipment.

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 no current contractual commitments for the purchase of property, plant and equipment as at 30 June 2025. (2024: \$1,873,300)

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:

	2025	2024
Buildings on freehold land	17 to 45 years	17 to 45 years
Leasehold improvements	Lease term	Lease term
Plant and equipment	3 to 21 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 2025. 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 (2024: 23) distinct Cultural and Heritage assets with an aggregated fair value of \$77,000 (2024: \$77,000). Cultural assets are comprised of artworks, carvings, and traditional headdresses. Heritage assets consist of models of 2 (2024: 2) sailing vessels and a brass Pearl Diver's helmet (2024: 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 market value.

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

2.3 Payables

	2025	2024
	\$'000	\$'000

2.3A: Suppliers

Trade creditors and accruals	802	716
Contract liabilities	5	-
Total suppliers	807	716

Settlement was usually made within 30 days.

2.3B: Grants

Local Governments	50	-
Other	622	-
Total grants	672	-

Settlement was usually made within 30 days.

2.3C: Other payables

Salaries and wages	668	525
Superannuation	-	4
Total other payables	668	529

2.4 Interest Bearing Liabilities

2.4A: Leases

Lease liabilities	1,046	766
Total leases	1,046	766

Total cash outflow for leases for the period ended 30 June 2025 was \$879,457. (2024: \$979,200)

Maturity analysis - contractual undiscounted cash flows

Within 1 year	262	189
Between 1 to 5 years	654	390
More than 5 years	248	249
Total leases	1,164	828

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, office space on Thursday Island that expires in January 2026 with no options and a ranger office on Badu island that expires on 30 June 2027. 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.

2.5 Other Provisions

	2025	2024
	\$'000	\$'000

2.5A: Other provisions

Provision for Australian Taxation Office payment	3,203	3,203
Total other provisions	3,203	3,203

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

	2025	2024
	\$'000	\$'000
3.1A: Employee provisions		
Long service leave	2,767	2,498
Annual leave	2,109	1,778
Personal leave	79	72
Total employee provisions	4,955	4,348

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:

	2025 \$'000	2024 \$'000
Short-term employee benefits		
Base Salary	791	912
Other benefits and allowances	2	1
Total Short Term Benefits	793	913
Post-employment benefits	97	107
Other long-term employee benefits	(51)	10
Total key management personnel remuneration expenses¹	839	1,030

The total number of key management personnel that are included in the above table are 36 (2024: 22)

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: Yen Loban

- Yen Loban - TSRA Board Member

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

	2025	2024
	\$	\$
Loans to Related Parties		
Loans to directors and close family members outstanding as at year-end	628,313	379,855
Loan repayments by directors and close family members during the year	60,800	55,548
Loans to director-related entities outstanding as at year-end	359,536	91,434
Loans to director-related entities during the year	274,050	-
Loan repayments by director-related entities during the year	12,000	12,000
Interest revenue included in net cost of services from loans to directors/director-related entities	60,079	38,364
Related party concessional business loans for current directors provided for as doubtful debts	60,157	56,195

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	2025	2024
		\$	\$
J Gela - Director	Torres Strait Islander Media Association	999,900	442,232
Y Loban - Chairperson, H Baira - Director	Zenadth Kes Fisheries Limited	722,087	425,000
D Toby, S Dorante, R. Stephen - TSIRC Councillor, P. Mosby - TSIRC Mayor	Torres Strait Island Regional Council	638,951	-
R. Turner - President	Mura Kosker Sorority Incorporated	396,250	-
D. Savage - Director	Ngalmun Lagau Minaral TSI Corporation; t/a as Moa Arts	15,365	-
Y. Loban - Previous TSC Mayor	Torres Shire Council	25,000	-

Other Transactions with Related Parties

Grant income was recognised under AASB 15 Contracts with Customers for the following grants from Australian Government Entities by the TSRA during 2024-25.

Government Entity	Purpose of Grant	2025	2024
		\$	\$
Department of Climate Change, Energy, the Environment and Water	National Landcare Program	600,000	600,000
National Indigenous Australians Agency	Indigenous Protected Areas	1,077,913	444,846
National Indigenous Australians Agency	Torres Strait Indigenous Ranger Program	10,744,687	10,573,855
Department of Infrastructure, Transport, Regional Development and Communications	Indigenous Language Centre	598,290	300,000

Managing Uncertainties

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

4.1 Contingent Assets and Liabilities

	Bank Guarantees		Total	
	2025 \$'000	2024 \$'000	2025 \$'000	2024 \$'000
Contingent liabilities				
Balance from previous period	330	170	330	170
New contingent liabilities recognised	-	160	-	160
Obligations expired	(276)	-	(276)	-
Total contingent liabilities	54	330	54	330

Quantifiable Contingencies

The above table contains \$0 of contingent liabilities disclosed in respect to a bank guarantee in favour of the Torres Shire Council (2024: \$116,000), \$54,000 of contingent liabilities in respect to a bank guarantee in favour of Carthel Developments Pty Ltd (2024: \$54,000) and \$0 of contingent liabilities in respect to a bank guarantee in favour of National Australia Bank (2024: \$160,000).

The table contains no contingent assets. (2024: \$0).

Unquantifiable Contingencies

At 30 June 2025, the TSRA had no unquantifiable contingencies. (2024: \$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

	2025 \$'000	2024 \$'000
4.2A: Categories of financial instruments		
Financial assets at amortised cost		
Term deposits	34,399	33,029
Cash and cash equivalents	18,819	20,773
Trade and other receivables	509	287
Loan receivables	2,893	1,897
Total financial assets at amortised cost	56,620	55,986
Total financial assets	56,620	55,986
Financial Liabilities		
Financial liabilities measured at amortised cost		
Trade creditors	802	716
Grant liabilities	672	-
Contract Liabilities	5	-
Total financial liabilities measured at amortised cost	1,479	716
Total financial liabilities	1,479	716

Accounting Policy

Financial assets

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

- financial assets at fair value through profit or loss;
- financial assets at fair value through other comprehensive income; and
- 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:

- the financial asset is held in order to collect the contractual cash flows; and
- 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).

	2025	2024
	\$'000	\$'000
4.2B: Net gains or losses on financial assets		
Financial assets at amortised cost		
Interest revenue - Term deposits	2,048	1,917
Interest revenue - Loans	201	180
Unwinding of concessional loan discount	55	196
Reversal of impairment losses	22	131
Write down of loans to net present value	(147)	(80)
Loans and receivables provided for as impaired	(93)	(175)
Net gains/(losses) on financial assets at amortised cost	2,086	2,169
Net gains on financial assets	2,086	2,169

4.2C: Net gains or losses on financial liabilities

There are no gains or losses on financial liabilities for the period ended 30 June 2025 (2024: \$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. The fair value of plant and equipment has been taken to be market value as determined by an independent valuer.

4.3A: Fair value measurement

	Fair value measurements at the end of the reporting period	
	2025 \$'000	2024 \$'000
Non-financial assets		
Land	26,015	24,258
Buildings	51,625	51,371
Plant and equipment	2,424	-
Heritage and cultural	77	77
Total non-financial assets	80,141	75,706

The remaining assets and liabilities reported by the TSRA are not measured at fair value in the Statement of Financial Position. Plant and equipment was revalued for the first time in the 2024-25 financial year. It was not measured at fair value in previous years.

Other Information

5.1 Current/non-current distinction for assets and liabilities

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

	2025 \$'000	2024 \$'000
Assets expected to be recovered in:		
No more than 12 months		
Cash and cash equivalents	18,819	20,773
Trade and other receivables	684	697
Loan receivables	514	478
Other investments	34,399	33,029
Other non-financial assets	306	-
Total no more than 12 months	54,722	54,977
More than 12 months		
Loan receivables	2,379	1,419
Land and buildings	78,622	76,346
Heritage and cultural	77	77
Plant and equipment	2,424	2,523
Total more than 12 months	83,502	80,365
Total assets	138,224	135,342
Liabilities expected to be settled in:		
No more than 12 months		
Suppliers	807	716
Grants	672	-
Other payables	668	529
Leases	236	177
Employee provisions	2,040	1,944
Other provisions	3,203	3,203
Total no more than 12 months	7,626	6,569
More than 12 months		
Leases	810	589
Employee provisions	2,915	2,404
Total more than 12 months	3,725	2,993
Total liabilities	11,351	9,562

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 1.1.C.

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.

2025	2024
\$'000	\$'000

Torres Strait Major Infrastructure and Other Projects Trust Fund

Monetary assets

As at 1 July	38,909	44,556
Receipts	3,773	7,738
Payments	(9,073)	(13,385)
Total as at 30 June	33,609	38,909

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	2,574	2,399
Receipts	498	175
Total as at 30 June	3,072	2,574

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	85	84
Receipts	1	1
Total as at 30 June	86	85

Total monetary assets held in trust

36,767	41,568
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5.3 Budget Variances Commentary

The below table provides commentary for significant variances between the TSRA's original budget estimates, as published in the 2024-25 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

The variance in grants expense of \$6.409M is due to a lack of take-up of grants applications and the classification of some supplier expenses that were budgeted as grants in prior years. The TSRA is currently reviewing the grants process to reintroduce common funding rounds.

The variance in suppliers expense of \$8.091M includes a combination of expenditure of prior year funds on the Ranger programme, unbudgeted expenditure on the TSRA board elections, expenditure on legal support and women's shelter for the community that was funded through procurement rather than a grant to ensure better probity and urgent, unbudgeted expenditure on Crown of Thorn Starfish and Reef and Rainforest consultancies under the TSRA Environment Programme.

The variance in grants revenue of \$1.379M relates to new grants funded that were not contracted at the time the budget was prepared.

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.

The variance of \$6.948M in cash and cash equivalents is due to the budget assumptions which did not account for the surplus in 2023-24.

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 \$2.763M.

Affected line items (and Statement)

Grants Expense (Statement of Comprehensive Income) Cash used - Grants (Cash Flow Statement)

Suppliers Expense (Statement of Comprehensive Income) Cash used - Suppliers (Cash Flow Statement)

Grant Revenue (Statement of Comprehensive Income) Cash received - Grant Revenue (Cash Flow Statement)

Depreciation (Statement of Comprehensive Income)

Cash and cash equivalents and Other investments (Statement of Financial Position)

Trade and other receivables (Statement of Financial Position)





PART 4:

REPORT ON OTHER REQUIREMENTS





STATEMENT ON GOVERNANCE

Our corporate governance framework guides effective public sector governance across the TSRA. The 2024–25 year continued to build upon the transformational change of 2023–24, with continuous improvement of policies and procedures.

Planning and reporting framework

The TSRA performance framework provides mechanisms that the TSRA uses to meet *Public Governance, Performance and Accountability Act 2013* (PGPA Act) requirements relating to performance measurement and assessment. In 2024–25, the TSRA implemented quarterly non-financial performance reporting for program areas, in addition to consolidated quarterly reporting 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* (ATSIA 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* sets out the board's strategic vision for the organisation.

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 embedding their key activities, performance measures and targets into their program plans, with support from the Strategic Policy Unit (SPU). The year in review was foundational in improving program areas' awareness of and delivery against their performance measures. Underpinning the performance framework is the SPU's role in collating and consolidating performance information through the Performance Measures Evidence Register. Program areas gather 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.

Management committees

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

Membership of board committees changed as a result of the election at the end of 2024. The committees were dissolved and reconstituted after new board members were elected.

Figure 4.1: Governance and management committees

Audit Committee

Purpose	Members
The TSRA Audit Committee is responsible for providing independent advice and assistance to the board on risk, compliance and external accountability responsibilities.	From 1 July 2024 to 7 December 2024: — Darren Schaeffer (Audit Committee Chairperson and independent member) — Horace Baira — Iris Billy — Patrick Mooka — Danie Savage From 14 February 2025 to 30 June 2025: — Darren Schaeffer (Audit Committee Chairperson and independent member) — Elthies Kris — John Paiwan — Jerry D Stephen Jnr — Regina Turner

Executive Committee

Purpose	Members
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.	From 1 July to 7 December 2024: — Portfolio Member for Governance and Leadership – Napau Pedro Stephen AM (Committee Chairperson) — Portfolio Member for Culture, Art and Heritage – Cygnet Repu — Portfolio Member for Economic Development – Tailisa Yusia — Portfolio Member for Environmental Management – Hilda Mosby — Portfolio Member for Fisheries – Yen Loban — Portfolio Member for Healthy Communities – Karyn Watson — Portfolio Member for Regional Infrastructure – John Paiwan — Portfolio Member for Safe Communities – Iris Billy From 14 February to 30 June 2025: — Portfolio Member for Governance and Leadership – George Nona (Committee Chairperson) — Deputy Chairperson, Member for TRAWQ – Elthies Kris — Portfolio Member for Culture, Art and Heritage – Bob Kaigey — Portfolio Member for Economic Development – Annie Mari — Portfolio Member for Environmental Management – Patrick Mooka — Portfolio Member for Fisheries – Dimas Toby — Portfolio Member for Healthy Communities – Jack Matthew — Portfolio Member for Regional Infrastructure – Simi Guise — Portfolio Member for Safe Communities – Danie Savage

Continued over the page

Figure 4.1: Governance and management committees (continued)

Fisheries Advisory Committee

Purpose	Members
The Fisheries Advisory Committee (FAC) operated from 1 July 2023 to 7 December 2024 and was dissolved at the same time as the TSRA Board. The new board did not convene a FAC before 30 June 2025. The role of the FAC was to: — provide advice to the 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 — provide advice to the board on recommended fisheries policy — sit as the Finfish Quota Management Committee once per year, to recommend Protected Zone finfish leasing arrangements for the non-Traditional Inhabitant Boat sector (which permits commercial fishing under licence).	From 1 July 2023 to 7 December 2024: — Yen Loban (Committee Chairperson) — Horace Baira — Charles David — Nicholas Pearson — Cygnet Repu — Rocky Stephen — Dimas Toby

Program Steering Committee

Purpose	Members
The Program Steering Committee (PSC) oversees the performance, risk and delivery of key activities and targets set out in the annual corporate plan. The PSC meets 6 times a year to consider resourcing and the alignment of operational activities of the TSRA with the board's strategic goals and objectives, alongside reviewing and addressing specific program risks and issues. In 2024–25, the PSC met 5 times. The Chair of the PSC presents program performance and risk management information to the Audit Committee and board at each of their meetings.	The PSC's members are Executive Level 2 managers. The Chief Financial Officer and the Corporate Services Manager are advisers to the committee.

Work Health and Safety Committee

Purpose	Members
The Work Health and Safety Committee 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>.	The committee is chaired by an Executive Level 2 management representative and includes 7 elected staff representatives, comprising: — one representative for Cairns — 2 representatives for the Inner Island group of islands — one representative each for the Central Cluster, Eastern Cluster, Near Western Cluster and Top Western Cluster of islands.



Internal audit

Internal auditing is an independent, objective assurance and consulting 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, the TSRA has engaged Pilot Partners 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 sets the audit work plan for each of the 3 years it covers. The internal audit work plan for 2024–25 focused on:

- Programme Review – Land and Sea Management Unit
- Enterprise Agreement Implementation Review
- Key Performance Indicators – Calculation Review
- Review of Procurement Processes
- Review of Previous Recommendations
- Attendance at Audit Committee Meetings.

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 reported to the Audit Committee for oversight and escalation to the board, if required. In 2024–25, significant efforts made across the TSRA resulted in the closure of 1 prior-year audit, and the commencement of 4 new internal audits, of which 2 were completed by 30 June 2025.



AUDIT COMMITTEE

The 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 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.

After the 2024 board election, the Audit Committee was dissolved and reconstituted with new membership. Table 4.1 provides details of Audit Committee membership from 1 July 2024 to 30 June 2025, outlining the changeover in Audit Committee members following the election.

Table 4.1: TSRA Audit Committee in 2024–25

Member name and committee role	Qualifications, knowledge, skills or experience	Membership and attendance^a	Total annual remuneration (\$)^b
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.	Term: 1 July to 7 December 2024 Meetings attended: 2/2	1,500.00
Iris Billy Member	Strong community-focused experience as a representative on the Torres Strait Islanders' Regional Education Council and Mura Kosker Sorority Incorporated. Graduate of the Torres Strait Women's Leadership Program.	Term: 1 July to 7 December 2024 Meetings attended: 2/2	1,112.00
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.	Term: 1 July to 7 December 2024 Meetings attended: 2/2	1,445.60

Member name and committee role	Qualifications, knowledge, skills or experience	Membership and attendance^a	Total annual remuneration (\$)^b
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).	Term: 1 July 2024 to 30 June 2025 Meetings attended: 4/4	59,400.00
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.	Term: 1 July to 7 December 2024 Meetings attended: 2/2	1,000.80
Elthies Kris Member	Deputy Chairperson of the TSRA Board. Holds a Master of Public Health.	Term: 14 February to 30 June 2025 Meetings attended: 2/2	2,400.00
John Paiwan Member	Holds qualifications including diplomas in leadership, management and business, along with certificates in occupational health and safety, accounting and bookkeeping.	Term: 14 February to 30 June 2025 Meetings attended: 2/2	2,446.40
Jerry D Stephen Jnr Member	A qualified skipper with private sector experience and more than 15 years of experience in the Australian Public Service. Director of Ugar Ged Kem Le Zeuber Er Kep Le (Torres Strait Islanders) Corporation RNTBC.	Term: 14 February to 30 June 2025 Meetings attended: 2/2	2,001.60
Regina Turner Member	Community volunteer whose roles include President of Mura Kosker Sorority Incorporated since 2010 and Secretary/Treasurer (Director) with Kirriri Dorge Mudh Indigenous Corporation. Holds qualifications including a Diploma in Governance, Certificate IV in Training and Assessment and Certificate IV in Business Administration.	Term: 14 February to 30 June 2025 Meetings attended: 2/2	2,668.80

a All members were eligible to attend up to 4 meetings within their respective terms.

b Remuneration includes GST and excludes travel reimbursements.



GOVERNANCE FRAMEWORK FOR THE TSRA BOARD

Education and performance

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

The National Australia Bank conducted a Cybersecurity and Fraud Risk Training session for board members at board meeting 149 in September 2024.

Following the 2024 TSRA elections, the elected board members for the new term underwent a comprehensive induction in February 2025. The induction included facilitated education on governance, and training led by the Department of Finance on the board's responsibilities as the accountable authority under the PGPA Act.

The board also participated in a Cybersecurity Leadership Workshop facilitated by First Nations owned and operated Baidam Solutions at board meeting 153 in June 2025.

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 the TSRA Administration. The board has delegated responsibility for the administration, through its CEO, to ensure that operational 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 2024–25 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 2024–25.



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 (as accountable authority), 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 set 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.

The goal of risk management in the TSRA is to ensure that we appropriately balance 2 outcomes:

- the need to take bold and innovative action to Close the Gap, taking action to use government resources efficiently, effectively, ethically and economically
- delivering impact through effective work practices that uphold safety for employees, including cultural and psycho-social safety, as well as stakeholders and community.

We are developing a greater appetite to engage with risks that aim to improve the efficiency and effectiveness of our operations, or risks that will help us achieve important outcomes.

We have less appetite for risk that maintains the status quo, where there are suitable alternative options, or where the potential consequence is one where we have low or no tolerance.

The TSRA's Risk Management Policy and Framework is currently under review. This document contains detailed guidance on risk appetite and risk tolerance to support executive and staff approaches to risk management.

The Chief Financial Officer undertakes the role of Chief Risk Officer. The Chief Risk Officer consolidates risk information and provides quarterly reports on 8 enterprise risks, including information on 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 and Framework.



EXTERNAL SCRUTINY

In 2024–25, 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 were no reports on the TSRA operations by the Auditor-General, a parliamentary committee, or the Commonwealth Ombudsman. The TSRA did not undergo a capability review in 2024–25.

Responding to the Office of the Australian Information Commissioner (OAIC) regarding a freedom of information (FOI) request involves a structured process. Agencies must decide on an FOI request within 30 days, with potential to extend the timeframe if consultations are needed or charges are involved. In 2024–25, the TSRA received one FOI request via the OAIC and resolved the request within the required timeframe.

SIGNIFICANT ACTIVITIES AND CHANGES AFFECTING THE ENTITY

Following a national recruitment process, on 10 February 2025 the Minister for Indigenous Australians approved Charlie Kaddy for a 3-year appointment as the TSRA CEO.

The 20 members of the TSRA Board are elected by their individual communities through elections conducted every 4 years by the Australian Electoral Commission. The Chairperson is elected by the members of the board through an internal election process managed by the Australian Electoral Commission. TSRA elections were conducted on 30 November 2024. On 14 February 2025, George Nona was elected as Chairperson of the Board.

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 85% of its 149 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 77% to 85%.

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

- For APS6 our baseline was 63%, our target was 75%, and we have achieved 87%.
- For EL1 our baseline was 21%, our target was 40%, and we have achieved 38%.
- For EL2 our baseline was 20%, our target was 50%, and we have achieved 40%.

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.

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 the *Fair Work Act 2009*, 94% of our employees were in ongoing roles at 30 June 2025.

At 30 June 2025:

- we had 149 employees, and an average staffing level of 169 full-time equivalent employees
- 93% of our employees were based in the Torres Strait, and all were based in Queensland
- women made up 64% of the TSRA workforce, including 35% of our ranger cohort
- female representation remained strong in leadership roles, with women making up 67% of our workforce at EL1 and 40% at EL2.

Further information about the TSRA's staffing profile is provided in tables 4.2 to 4.5.

Table 4.2: All ongoing employees by gender, location and working hours as at 30 June 2025 (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	49	1	50	86	4	90	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	49	1	50	86	4	90	0	0	0	0	0	0	0	0	0	140

Table 4.3: All non-ongoing employees by gender, location and working hours as at 30 June 2025 (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	4	0	4	4	1	5	0	0	0	0	0	0	0	0	0	9
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	4	0	4	4	1	5	0	0	0	0	0	0	0	0	0	9

Table 4.4: All ongoing employees by gender, location and working hours as at 30 June 2024 (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	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 4.5: All non-ongoing employees by gender, location and working hours as at 30 June 2024 (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	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



Strategic Commissioning Framework

In 2024–25, the TSRA took steps to bring core work in-house in line with the APS Strategic Commissioning Framework. Our targets for 2024–25 aimed to bring \$0.069 million (excluding GST) of core program and project management and service delivery work in-house. This target was partially achieved, with an actual reduction of \$0.036 million (excluding GST) in relevant supplier expenditure in 2024–25. The TSRA will leverage its contingent workforce to build further capacity in our permanent APS workforce as part of their contractual arrangements.

Work health and safety

The TSRA continued this year with its commitment to provide a culturally respectful, safe and healthy work environment. Our objective is to eliminate or reduce the risk of injury or illness, to the extent reasonably practicable, by continuing to develop proactive strategies and further adopting risk management across all of the TSRA workplaces.

Phase 1 of the Safety Management System project was completed, which means we have a work health and safety management framework aligned with the national audit tool which can monitor performance against the criteria used by the work health and safety regulator (Comcare).

Phase 2 of the project – awareness and training for TSRA staff – is underway and will take approximately 18 months to complete.

In September 2024, a proactive work health and safety inspection was commenced by Comcare with a purpose to monitor compliance with the *Work Health and Safety Act 2011* and the Work Health and Safety Regulations 2011. The inspection did not identify any non-compliance.

An extensive training program in remote first aid was undertaken to ensure that all of the relevant TSRA staff complied with required legislation. Fire warden training was also undertaken for all wardens in May 2025.

There were no investigations, or notices arising from undertakings by the TSRA to Comcare under the *Work Health and Safety Act 2011* during the reporting period.

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 \$9,860.90 (excluding GST) in 2024–25. 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. There were no TSRA employees who met the reporting threshold as 'senior executives' or 'other highly paid staff' within the definitions of the PGPA Rule in 2024–25.

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 4.6 sets out the remuneration of our key management personnel in 2024–25.

Table 4.6: Remuneration for key management personnel in 2024–25 (\$)

Name	Position title	Short-term benefits		
		Base salary	Bonuses	Other benefits and allowances
George Nona	Chairperson Member for Port Kennedy	126,071	0	0
Napau Pedro Stephen	Chairperson Member for Port Kennedy	79,170	0	0
Elthies Kris	Deputy Chairperson Member for TRAWQ	12,380	0	0
Horace Baira	Deputy Chairperson Member for Badu	5,850	0	0
Patrick Mooka	Alternate Deputy Chairperson Member for Dauan	20,794	0	0
David Nona	Member for Badu	8,340	0	0
Ugari Nona	Member for Bamaga	8,229	0	0
Tailisa Yusia	Member for Bamaga	2,002	0	0
Dimas Toby	Member for Boigu	14,122	0	0
Nixon Mye	Member for Erub	8,451	0	0
Jimmy Gela	Member for Erub	3,558	0	0
Regina Turner	Member for Hammond	11,120	0	0
Seriako Dorante	Member for Hammond	3,670	0	0
Getano Lui	Member for Iama	5,449	0	0
Charles David	Member for Iama	9,341	0	0
Danie Savage	Member for Kubin	16,680	0	0
Simi Guise	Member for Mabuyag	9,897	0	0
Cygnnet Repu	Member for Mabuyag	3,114	0	0
Simon Naawi	Member for Masig	9,007	0	0



Post-employment benefits	Other long-term benefits		Termination benefits	Total remuneration
<i>Superannuation contributions</i>	<i>Long service leave</i>	<i>Other long-term benefits</i>		
16,017	1,142	0	0	143,230
23,072	(55,723)	0	0	46,518
1,424	0	0	0	13,804
673	0	0	0	6,523
2,391	0	0	0	23,185
959	0	0	0	9,299
946	0	0	0	9,175
230	0	0	0	2,232
1,624	0	0	0	15,746
972	0	0	0	9,423
409	0	0	0	3,967
1,279	0	0	0	12,399
422	0	0	0	4,092
627	0	0	0	6,076
1,074	0	0	0	10,415
1,918	0	0	0	18,598
1,138	0	0	0	11,035
358	0	0	0	3,472
1,036	0	0	0	10,043

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Table 4.6: Remuneration for key management personnel in 2024–25 (\$) (continued)

Short-term benefits				
<i>Name</i>	<i>Position title</i>	<i>Base salary</i>	<i>Bonuses</i>	<i>Other benefits and allowances</i>
Hilda Mosby	Member for Masig	10,564	0	0
Bob Kaigey	Member for Mer	15,012	0	0
Emma Beckley	Member for Ngurapai and Muralag	11,565	0	0
Yen Loban	Member for Ngurapai and Muralag	9,786	0	0
Phillemon Mosby	Member for Poruma	7,006	0	0
Nicholas Pearson	Member for Poruma	3,114	0	0
Jack Matthew	Member for Saibai	11,120	0	0
Chelsea Aniba	Member for Saibai	7,117	0	0
Damien Elu	Member for Seisia	10,230	0	0
Karyn Watson	Member for Seisia	3,558	0	0
John Paiwan ^a	Alternate Deputy Chairperson Member for St Pauls	24,901	0	0
Sereako Stephen	Member for TRAWQ	5,671	0	0
Jerry D Stephen Jnr	Member for Ugar	10,119	0	0
Rocky Stephen	Member for Ugar	6,561	0	0
Annie Mari	Member for Warraber	12,788	0	0
Iris Billy	Member for Warraber	7,729	0	0
Charlie Kaddy	Chief Executive Officer	277,261	0	2,279
Total		791,346	0	2,279

Note: No staff members met the reporting threshold for 'other highly paid staff in 2024–25.

a John Paiwan was Alternate Deputy Chairperson until 15 January 2025. Mr Paiwan was the Member for St Pauls for the whole year.



Post-employment benefits	Other long-term benefits		Termination benefits	Total remuneration
<i>Superannuation contributions</i>	<i>Long service leave</i>	<i>Other long-term benefits</i>		
1,215	0	0	0	11,779
1,726	0	0	0	16,738
1,330	0	0	0	12,895
1,125	0	0	0	10,911
806	0	0	0	7,812
358	0	0	0	3,472
1,279	0	0	0	12,399
818	0	0	0	7,935
1,177	0	0	0	11,407
409	0	0	0	3,967
2,864	0	0	0	27,765
652	0	0	0	6,323
1,164	0	0	0	11,283
754	0	0	0	7,315
1,471	0	0	0	14,259
889	0	0	0	8,618
22,202	3,419	0	0	305,161
96,808	(51,162)	0	0	839,270

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>.

Table 4.7: Grants made by the TSRA in 2024–25 (\$)

Grant recipient	Grant program	Activity	Amount (GST exclusive)
Cairns Indigenous Art Fair	Culture, Art and Heritage	2024 Cairns Indigenous Art Fair – TSRA contribution	65,000.00
Jira Models Pty Ltd	Culture, Art and Heritage	Professional development	7,000.00
Matilda Nona	Culture, Art and Heritage	Cairns Indigenous Art Fair travel logistics	8,234.00
Richard Matthew (auspiced by Torres Strait Islander Media Association)	Culture, Art and Heritage	Boigu Community Cultural Maintenance Project	27,500.00
Torres Shire Council	Culture, Art and Heritage	2024 Multicultural Festival	25,000.00
TRAWQ Indigenous Corporation	Culture, Art and Heritage	Mabo Day Celebration – 3 June 2025	5,000.00
Department of Tourism, Innovation and Sport*	Economic Development	Our Country Advisory Service Franchise	87,000.00
Esparq Ventures	Economic Development	Torres Futures 2025 Program	300,000.00
Shooting Star Youth Career Services	Economic Development	Star Connect (Advance) Workshop	10,000.00
Time and Tide Transport (FNQ) Pty Ltd	Economic Development	Ferry and bus passenger transportation service	1,000,000.00

Grant recipient	Grant program	Activity	Amount (GST exclusive)
Torres Strait Island Regional Council	Economic Development	Phase 1 – Economic Development Strategy	136,499.98
James Ahmat	Fisheries	Safety Kits Round 1	2,430.00
Peo Ahmat Snr	Fisheries	Safety Kits Round 1	2,430.00
Solomon Ahman	Fisheries	Safety Kits Round 1	2,430.00
Anthony Assan	Fisheries	Safety Kits Round 1	2,430.00
Jordon Assan	Fisheries	Safety Kits Round 1	2,430.00
Ngukis Asse	Fisheries	Safety Kits Round 1	2,430.00
Jack Bani	Fisheries	Safety Kits Round 1	2,430.00
Moses Bon	Fisheries	Safety Kits Round 1	2,430.00
Adrian Fay	Fisheries	Safety Kits Round 1	2,430.00
Thomas Fujii Snr	Fisheries	Safety Kits Round 1	2,430.00
Thomas Fujii Snr	Fisheries	Safety Kits Round 1	2,430.00
Wusang Guligo	Fisheries	Safety Kits Round 1	2,430.00
Edward Mau	Fisheries	Safety Kits Round 1	2,430.00
Samuel Mye	Fisheries	Safety Kits Round 1	2,430.00
Arthur Naawi	Fisheries	Safety Kits Round 1	2,430.00
Arui Nabaka	Fisheries	Safety Kits Round 1	2,430.00
Thomas Nomoa	Fisheries	Safety Kits Round 1	2,430.00
Thomas Nomoa	Fisheries	Safety Kits Round 1	2,430.00
Eddie Nona	Fisheries	Safety Kits Round 1	2,430.00
Faafetai Nona	Fisheries	Safety Kits Round 1	2,430.00
Harry Nona	Fisheries	Safety Kits Round 1	2,430.00
Malu Wap Nona	Fisheries	Safety Kits Round 1	2,430.00
Malu Wap Nona	Fisheries	Safety Kits Round 1	2,430.00
Malu Wap Nona	Fisheries	Safety Kits Round 1	2,430.00

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Table 4.7: Grants made by the TSRA in 2024–25 (\$) (continued)

Grant recipient	Grant program	Activity	Amount (GST exclusive)
Sam Nona	Fisheries	Safety Kits Round 1	2,430.00
Zengrey Nona	Fisheries	Safety Kits Round 1	2,430.00
Les Pit	Fisheries	Safety Kits Round 1	2,430.00
Dennis Richard	Fisheries	Safety Kits Round 1	2,430.00
Kevin Sabatino Jnr	Fisheries	Safety Kits Round 1	2,430.00
Kevin Sabatino Snr	Fisheries	Safety Kits Round 1	2,430.00
Moa Sailor	Fisheries	Safety Kits Round 1	2,430.00
Sam Salee	Fisheries	Safety Kits Round 1	2,430.00
Marlon Saylor	Fisheries	Safety Kits Round 1	2,430.00
Hideo Shibasaki	Fisheries	Safety Kits Round 1	2,430.00
Richard Takai	Fisheries	Safety Kits Round 1	2,430.00
Benjamin Tamwoy	Fisheries	Safety Kits Round 1	2,430.00
Jimmy John Thaiday	Fisheries	Safety Kits Round 1	2,430.00
Jimmy K Thaiday	Fisheries	Safety Kits Round 1	2,430.00
Jimmy K Thaiday	Fisheries	Safety Kits Round 1	2,430.00
Jacoba Wena	Fisheries	Safety Kits Round 1	2,430.00
David Ned David	Fisheries	Wapil 2 lama Cage Freezer	36,765.59
Zenadth Kes Fisheries Limited	Fisheries	Administration Funds	700,000.00
Australian Rural Leadership Foundation Limited	Governance and Leadership	Scholarship Programs	660,392.00
Our Lady of the Sacred Heart	Governance and Leadership	Mungalli Falls Camp	26,741.00
Department of Sport, Racing and Olympic and Paralympic Games	Healthy Communities	Sporting Infrastructure – Masig and Kubin Communities	200,000.00
Island Stars	Healthy Communities	Island Stars – MTN OZ Jam Hip-Hop Competition	3,121.80

Grant recipient	Grant program	Activity	Amount (GST exclusive)
Torres Strait Islander Indigenous Nurses Corporation	Healthy Communities	Torres Strait Islander Nurses and Midwives Day	3,250.00
Torres Strait Youth and Recreational Sporting Association	Healthy Communities	TSYRSA – Administration of Sports Subsidies	423,296.00
TRAWQ Indigenous Corporation	Healthy Communities	Operational Costs	31,338.00
TRAWQ Indigenous Corporation	Healthy Communities	TRAWQIC – Development of Grants Proposals	20,000.00
Wakaid Tribal Council Incorporated (Auspiced by Flinders University)	Healthy Communities	KIKIRRIU DAN WALMAI – Badu Meeting	2,429.00
Community Enterprise Queensland	Healthy Communities	Healthy Kaikai, Healthy Living	190,000.00
Mura Kosker Sorority Incorporated	Safe Communities	2024–25 Operational Costs	396,250.00
Port Kennedy Association	Safe Communities	2024–25 Operational and Afterschool Care	281,500.00

Note: Grants are considered made on the date on which there is a fully executed grant agreement in place.

* Grant variation for additional funding, captured to provide a complete view of grant funding approved to achieve TSRA purpose.

CONSULTANTS

In 2024–25, the TSRA engaged consultants with specialist skillsets to enable us to deliver on priorities. Examples include support from professionals to deliver business support services for our Economic Development Program, and support from specialised organisations to provide environmental and scientific advice to 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 4.8 provides details of all consultants engaged by the TSRA in 2024–25.

Table 4.8: Consultants engaged by the TSRA in 2024–25 (\$)

Name	Purpose	Selection process and justification ^a	Amount (GST exclusive)
Armstrong Maritime Services	Work health and safety inspection and assessment	Limited tender; A	95,220.00
Australian Fisheries Management Authority	Sandfish survey	Direct source; A	175,000.00
Bani Consultancy	Cultural advisor	Direct source; A – IPP	19,750.00
Bruce Gunn	Meteorological services	Direct source; A	35,000.00
Commonwealth Scientific and Industrial Research Organisation (CSIRO)	Scientific advisory services	Direct source; B	300,000.00
Connected Land and Sea	Environmental advice and review	Direct source; A – IPP	29,011.00
Conservation Management Pty Ltd	Environmental advice and review	Direct source; A	2,350.00
Corey Ward T/A Luggier Indigenous Finance Education	Financial literacy training	Direct source; A – IPP	9,350.00
Creative Plus Business Group Pty Ltd	Business support services	Direct source; A	1,080.00
David Fell Environmental Pty Ltd	Biodiversity surveys	Direct source; A	83,050.00

Name	Purpose	Selection process and justification^a	Amount (GST exclusive)
Delta Pearl Partners Pty Ltd	Business support services	Direct source; A	86,007.00
Dieter Patrick Tracey T/A Science Insight	Environmental and scientific reporting	Direct source; A	13,620.00
Emver Partners Pty Ltd	Business support services	Direct source; A	21,800.00
Environmental System Solutions	Work planning and reporting system	Direct source; A	127,500.00
Esparq Ventures Ltd	Business support services	Direct source; A – IPP	84,000.00
Fieldworx Pty Ltd	Strategic business planning	Direct source; B	99,993.00
Geografia Pty Ltd	Human development index disparity analysis	Direct source; A	50,455.00
GHD Pty Ltd	Asset management services and advice	Direct source; A	279,414.00
Gibson Consulting Pty Ltd	Business support services	Direct source; A	5,320.00
Grant Thornton Australia Limited	Independent audit and review	Open tender; A	75,439.00
Griffith University	Environmental advice and review	Direct source; A	25,000.00
Human Resource Dynamics	Human resources case management	Direct source; A	1,320.00
Indigenous Business Builders	Business support services	Direct source; A – IPP	117,094.00
Indigenous Initiatives and Innovations	Business support services	Limited tender; A	32,625.00
Indigenous Innovation Ventures	Business support services	Direct source; A – IPP	27,884.00
James Cook University	Scientific advisory services	Direct source; B	288,935.00
Jira Models Pty Ltd	Creative design	Direct source; A – IPP	11,344.00
Jones Lang La Salle Advisory Services Pty Ltd	Valuation services	Open tender; A	29,899.00
Matson and Ridley Pty Ltd	Regional adaption and resilience plan	Direct source; A	6,500.00
One Way Solutions Indigenous Corporation	Business support services	Limited tender; A – IPP	58,911.00

Continued over the page

Table 4.8: Consultants engaged by the TSRA in 2024–25 (\$) (continued)

Name	Purpose	Selection process and justification^a	Amount (GST exclusive)
Phillip Mills Consultancy	Cultural advisor	Direct source; A – IPP	37,500.00
Pilot Partners	Independent audit and assurance services	Direct source; B	596,326.00
Pink Lake Analytics Pty Ltd	Data analytics and evaluation	Direct source; A	15,673.00
Queensland Museum Network	Cultural advisor	Direct source; A	4,626.00
Reef and Rainforest Research Centre	Species management	Open tender; A	1,322,664.00
Resilient Services	Risk and crises management	Direct source; A	186,550.00
Saltwater Blue Consultancy Services	Business support services	Direct source; A – IPP	32,768.00
Saltwater People	Creative graphic design	Direct source; A – IPP	6,495.00
Saltwater Solutions	Fisheries marketing research	Direct source; A	750.00
Super Accounting Pty Ltd	Business support services	Direct source; A	14,105.00
The Trustee for SCMA Family Trust (Governance by Design)	Project management	Direct source; A	21,000.00
University of Sunshine Coast Qld	Environmental advice	Direct source; B	8,823.00
University of Wollongong	Scientific advisory services	Direct source; B	206,898.00
Waagayamba Consultants	Capacity building services	Direct source; A – IPP	55,833.00
Wakaid Pty Ltd	Business support services	Limited tender; A – IPP	37,797.00
Work Science Pty Ltd	Work health and safety management	Direct source; A	84,180.00
Younity Group Pty Ltd	Business support services	Limited tender; A	13,825.00

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



ADVERTISING CAMPAIGNS AND MARKET RESEARCH

During 2024–25, 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. Within the TSRA there is an Environmental Management Program that is committed to caring for the Torres Strait region. The notion of ecologically sustainable development is engrained within the program.

The Land and Sea Management Unit (LSMU) serves as the primary implementation body for the TSRA's Environmental Management Program, integrating traditional Indigenous knowledge with contemporary conservation science to deliver ecologically sustainable development outcomes. The TSRA acknowledges its responsibilities under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) to protect and manage:

- World Heritage properties
- National Heritage places

- wetlands of international importance
- listed threatened species and ecological communities
- migratory species protected under international agreements
- Commonwealth marine areas.

In 2024–25, the TSRA successfully completed:

- a crown-of-thorns starfish eradication project which improved reef resilience to climate change impacts – this contributed to protection of Commonwealth marine areas and listed marine species
- draft plans for community-led dugong and turtle management, to ensure the sustainability of the fishery – this addressed obligations related to migratory species agreements and threatened species protection

- restoration of a historical site at Mabuyag Island – this contributes to natural heritage place management
- ranger-led beach clean-ups along inhabited and uninhabited islands throughout the Torres Strait – this protects Commonwealth marine areas and listed species from pollution impacts
- development of an operating aquaponics system on Badu and Masig islands to supply local families with a sustainable food supply – this highlights sustainable resource use reducing impacts on protected species and ecosystems.

The TSRA also successfully:

- conducted coastal revegetation with local species to stabilise coastal environments against climate change impacts – this addressed threatened species habitat enhancement and ecosystem restoration
- 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 – this relates to sustainable resource use reducing impacts on protected species and ecosystems
- invested in coir log coastal erosion remediation sites to reduce sea level rise and storm induced impacts – this demonstrates adaptation measures for climate change impacts on protected areas.

In the office environment, we are promoting environmental sustainability through our use of:

- energy-efficient office equipment and LED (light-emitting diode) lighting systems
- automated power management systems with sensor-controlled lighting and air conditioning
- centralised printing with double-sided default settings
- carbon-neutral, recycled office paper with environmental sustainability certification
- a digital-first approach to reduce paper consumption, including a fully digitised ranger reporting system.

The TSRA's environmental management activities during 2024–25 demonstrate a comprehensive approach to protecting matters of national environmental significance while supporting community wellbeing and cultural practices. The integration of traditional Indigenous knowledge with contemporary conservation science continues to deliver positive environmental outcomes in the Torres Strait region.

Through continued collaboration with local communities, government agencies, and scientific institutions, the TSRA remains committed to fulfilling its obligations under the EPBC Act while promoting sustainable development that benefits both environmental and community outcomes.

The TSRA has commenced comprehensive monitoring and evaluation processes to assess the current state of the environment and measure our effectiveness in protecting the land, sea and cultural values of the Torres Strait. This work will be completed and reported on in 2026.

CLIMATE ACTION IN GOVERNMENT OPERATIONS

Emissions reporting

As part of the Net Zero in Government Operations Strategy, and the reporting requirements under section 516A of the EPBC Act, non-corporate Commonwealth entities, corporate Commonwealth entities and Commonwealth companies are required to report on their operational greenhouse gas emissions.

Tables 4.9 and 4.10 present greenhouse gas emissions over the 2024–25 financial year. The greenhouse gas emissions reported are calculated on the basis of carbon dioxide equivalent (CO₂-e) and in line with the Emissions Reporting Framework. This is consistent with a whole-of-Australian Government approach, as outlined in the Net Zero in Government Operations Strategy, and Commonwealth Climate Disclosure requirements.

Not all data sources were available at the time of the report and amendments to data may be required in future reports.

A portion of fleet data was estimated for some vehicles based on the amount of fuel delivered to remote areas, as itemised invoices were not available.



Photo Karen Samoa,
TSRA Fisheries

Table 4.9: 2024–25 greenhouse gas emissions inventory – location-based method

Emission source	Scope 1 t CO₂-e	Scope 2 t CO₂-e	Scope 3 t CO₂-e	Total t CO₂-e
Electricity (location-based approach)	n/a	223.10	31.42	254.53
Natural gas	–	n/a	–	–
Solid waste	–	n/a	–	–
Refrigerants	–	n/a	n/a	–
Fleet and other vehicles	22.57	n/a	5.57	28.14
Domestic commercial flights	n/a	n/a	231.13	231.13
Domestic hire car	n/a	n/a	2.89	2.89
Domestic travel accommodation	n/a	n/a	39.09	39.09
Other energy	–	n/a	–	–
Total t CO₂-e	22.57	223.10	310.10	555.77

t CO₂-e = tonnes carbon dioxide equivalent, n/a = not applicable

Note: the table above presents emissions related to electricity usage using the location-based accounting method.

Table 4.10: 2024–25 electricity greenhouse gas emissions

Emission source	Scope 2 t CO₂-e	Scope 3 t CO₂-e	Total t CO₂-e	Electricity kWh
Location-based electricity emissions	223.10	31.42	254.53	314,231.95
Market-based electricity emissions	208.22	28.28	236.49	257,057.45
Total renewable electricity consumed	n/a	n/a	n/a	57,174.50
Renewable Power Percentage ¹	n/a	n/a	n/a	57,174.50
Jurisdictional Renewable Power Percentage ^{2,3}	n/a	n/a	n/a	–
GreenPower ²	n/a	n/a	n/a	–
Large-scale generation certificates ²	n/a	n/a	n/a	–
Behind the meter solar ⁴	n/a	n/a	n/a	–
Total renewable electricity produced	n/a	n/a	n/a	–
Large-scale generation certificates ²	n/a	n/a	n/a	–
Behind the meter solar ⁴	n/a	n/a	n/a	–

Note: The table above presents emissions related to electricity usage using both the location-based and the market-based accounting methods. t CO₂-e = tonnes carbon dioxide equivalent. Electricity usage is measured in kilowatt hours (kWh).

- 1 Listed as mandatory renewables in 2023–24 annual reports. The renewable power percentage (RPP) accounts for the portion of electricity used, from the grid, that falls within the Renewable Energy Target (RET).
- 2 Listed as voluntary renewables in 2023–24 annual reports.
- 3 The Australian Capital Territory is currently the only state with a jurisdictional renewable power percentage (JRPP).
- 4 Reporting behind the meter solar consumption and/or production is optional. The quality of data is expected to improve over time as emissions reporting matures.



PART 5:

ABBREVIATIONS AND REQUIREMENTS





LIST OF ABBREVIATIONS

AEC	Australian Electoral Commission
AFMA	Australian Fisheries Management Authority
ANCORS	Australian National Centre for Ocean Resources and Security
APS	Australian Public Service
ARLF	Australian Rural Leadership Foundation
ATSI Act	<i>Aboriginal and Torres Strait Islander Act 2005</i>
CDU	Charles Darwin University
CEO	Chief Executive Officer
DCCEEW	Australian Government Department of Climate Change, Energy, the Environment and Water
DTET	Queensland Department of Trade, Employment and Training
EL	Executive Level
EPBC Act	<i>Environment Protection and Biodiversity Conservation Act 1999</i>
EPIRB	emergency position-indicating radio beacon
FAC	Fisheries Advisory Committee
FOI	freedom of information
Gab Titui	Gab Titui Cultural Centre
GST	goods and services tax
IPA	Indigenous Protected Area
LSMU	Land and Sea Management Unit
MOU	memorandum of understanding



NGO	non-government organisation
NIAA	National Indigenous Australians Agency
NPARC	Northern Peninsula Area Regional Council
OAIC	Office of the Australian Information Commissioner
PBCs	prescribed bodies corporate
PGPA Act	<i>Public Governance, Performance and Accountability Act 2013</i>
PGPA Rule	Public Governance, Performance and Accountability Rule 2014
PNG	Papua New Guinea
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
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
TVH	Transferable Vessel Holder
ZKF	Zenadth Kes Fisheries Limited

LIST OF REQUIREMENTS

PGPA Rule reference	Part of the report	Description	Requirement
17BE	Contents of annual report		
17BE(a)	Part 1, 'Our organisation'	Details of the legislation establishing the body	Mandatory
17BE(b)(i)	Part 1, 'Our organisation'	A summary of the objects and functions of the entity as set out in legislation	Mandatory
17BE(b)(ii)	Part 1, 'Our organisation'	The purposes of the entity as included in the entity's corporate plan for the reporting period	Mandatory
17BE(c)	Part 1, 'Responsible minister'	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)	Part 4, 'Ministerial directions and government policy orders'	Directions given to the entity by the Minister under an Act or instrument during the reporting period	If applicable, mandatory
17BE(e)	Part 4, 'Ministerial directions and government policy orders'	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)	Part 4, 'Ministerial directions and government policy orders'	(a) Any government policy order that applied in relation to the entity during the reporting period under section 22 of the Act 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'	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'	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'	Outline of the organisational structure of the entity (including any subsidiaries of the entity)	Mandatory
17BE(ka)	Part 4, 'People'	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'	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'	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' Part 4, 'Governance framework for the TSRA Board'	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

PGPA Rule

reference	Part of the report	Description	Requirement
17BE(p)	Part 4, 'Significant activities and changes affecting the entity'	Any significant activities and changes that affected the operation or structure of the entity during the reporting period	If applicable, mandatory
17BE(q)	Part 4, 'External scrutiny'	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'	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, 'Indemnities and insurance premiums'	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'	(a) The following information about the audit committee for the entity: 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'	Information about executive remuneration	Mandatory

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