



Australian Government



TSRA
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Annual Report **2025–26**





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Thursday Island, Torres Strait

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Torres Strait Regional Authority

Annual Report 2025–26



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 2026.

It has been prepared in accordance with the annual reporting requirements of the *Aboriginal and Torres Strait Islander Act 2005*, the *Public Governance, Performance and Accountability Act 2013*, the Public Governance, Performance and Accountability Rule 2014, and Department of Finance Resource Management Guide 136: *Annual reports for corporate Commonwealth entities*. Part 5 of the report shows where the information required under the Rule is located.

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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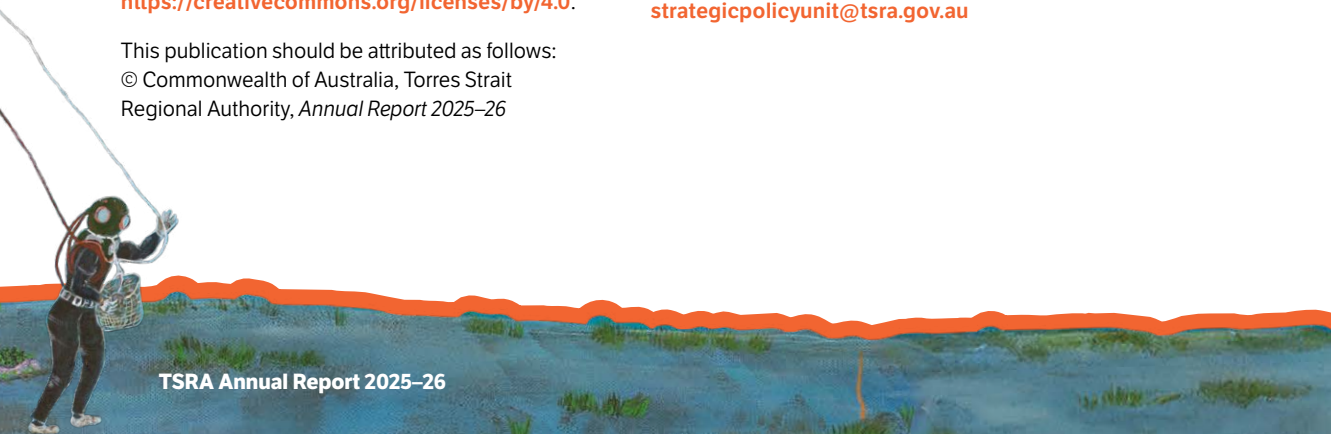
Sacred matters

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 2025–26.

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 an out of session meeting held on 25 September 2026.

The TSRA's annual performance statements, financial statements and Auditor-General's report have been prepared and included in the annual report in accordance with the requirements of the PGPA Act. In the board's opinion, the report is based on properly maintained records and provides an accurate representation of the TSRA's performance against its purpose and performance measures set out in our *Corporate Plan 2025–26*.

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

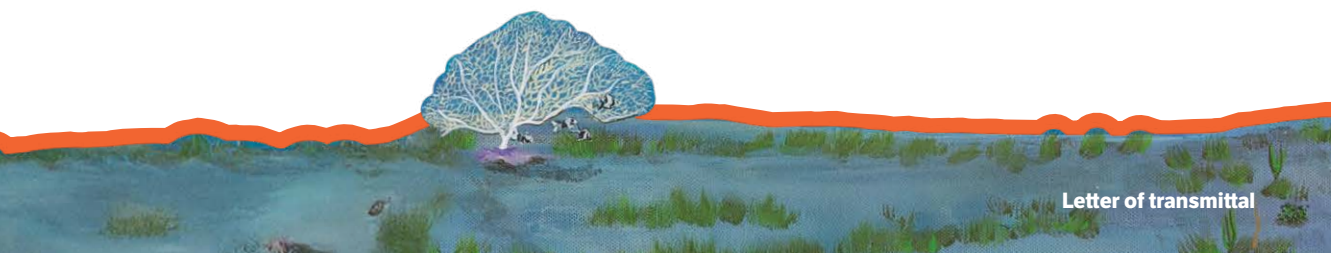
I present this report to you as a record of the TSRA's achievements and compliance frameworks and ask that you present it to the Parliament in accordance with section 46(1) of the PGPA Act. I acknowledge the commitment of the TSRA Administration employees to Closing the Gap in the Torres Strait region.



Yours sincerely

George Nona
Chairperson

25 September 2026



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
unbroken connection to country,
culture and community upheld by the
Torres Strait Islander and Aboriginal
peoples across Australia.**

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



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Part 1:

Overview

Chairperson's review



I am blessed to reflect on a year of progress, partnerships and purpose as Chairperson of the Torres Strait Regional Authority (TSRA).

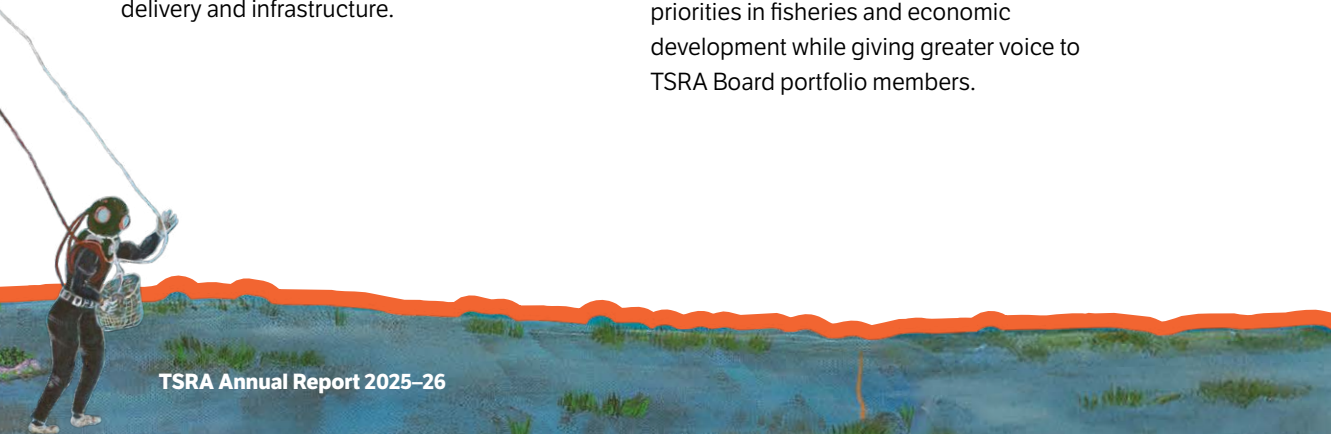
A defining theme this year has been 'connection', with the TSRA strengthening relationships across Zenadth Kes (Torres Strait) and beyond. We have re-engaged with key decision-makers, including mayors and state and federal ministers, to ensure that the priorities of our unique and remote region remain on the national agenda. Through this work, we have advocated for stronger action on border protection, biosecurity, service delivery and infrastructure.

Just as importantly, we have reconnected with communities across Zenadth Kes and the Northern Peninsula Area. It has been my privilege to visit communities throughout the region and meet with our people, families and Elders. Advocacy starts at home and communities have welcomed the TSRA's on-ground presence.

Locally, we have strengthened partnerships with councils, organisations and stakeholders. A highlight was partnering with Gur A Baradharaw Kod Torres Strait Sea and Land Council to co-host a visit by the Governor-General of Australia for the 90th anniversary of the Torres Strait Islander Maritime Strike. This milestone honoured the resilience, determination and leadership of our people, whose legacy continues to shape our future.

Another major achievement was the inaugural Zenadth Kes Land and Sea Symposium, delivered by the TSRA, Gur A Baradharaw Kod and the Torres Strait Island Regional Council. Bringing together Traditional Owners, knowledge holders, community leaders, scientists, rangers and academics, it demonstrated the value of weaving First Nations knowledge with western science to achieve environmental management outcomes.

We also continued advancing regional priorities in fisheries and economic development while giving greater voice to TSRA Board portfolio members.



I sincerely thank former Deputy Chairperson Elthies Kris for her leadership and service, and acknowledge new Member for TRAWQ Abigail Harry. I also congratulate new Deputy Chairperson Patrick Mooka and Alternate Deputy Chairperson Nixon Mye, whose energy and fresh perspectives reflect the strength of our emerging young leaders.

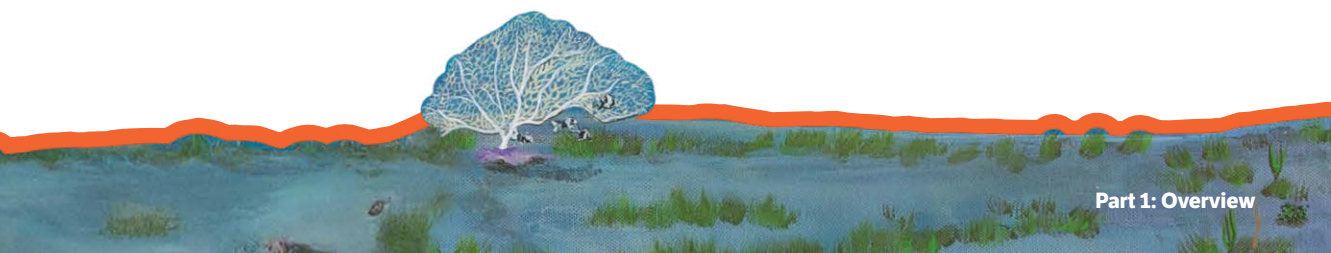
Through stronger partnerships, deeper community connections and a willingness to embrace new approaches, the TSRA is creating a ripple effect of positive change across Zenadth Kes. Together, we are building a more connected, resilient and self-determined future, guided by the TSRA Board's refreshed vision for our term:-

**Advancing Ailan Kastom,
encompassing self-determination
by managing and controlling our
own affairs of Zenadth Kes.**

As *Seasons of Change* continues to unfold, I thank everyone who has contributed to this journey and to the TSRA's legacy for generations to come.



George Nona
Chairperson



Chief Executive Officer's review

It is a privilege to present the 2025–26 annual report for the TSRA.

Over the past 12 months, we have progressed local aspirations in line with the TSRA's overarching vision of *Yumi pasin – yumi Ailan Kastom. Strong in culture, unified partnerships to achieve a sustainable future.*

By hosting language and land and sea symposiums that celebrated and strengthened Zenadth Kes culture, knowledge and expertise, the TSRA continued to create opportunities for communities to share, preserve and celebrate cultural practices and traditional knowledge. We also delivered programs supporting economic development, infrastructure, cultural preservation and community wellbeing, helping to achieve positive outcomes for current and future generations.

The TSRA is one of the largest employers in the region, with a strong local workforce who bring valuable expertise and lived experience to our work. Torres Strait Islander and Aboriginal employees make up the majority of staff, reflecting our commitment to local employment and self-determination.



We are exploring ways to 'grow our own' through mentoring, professional development, scholarships, leadership pathways and succession planning. Our world-class ranger program continues to shine in community and on national and international stages. Our Assistance with Tertiary Education Scheme and partnerships with the Australian Rural Leadership Foundation invest strongly in people across Zenadth Kes, to nurture knowledge, skills and leadership to guide the future of our organisation and region.



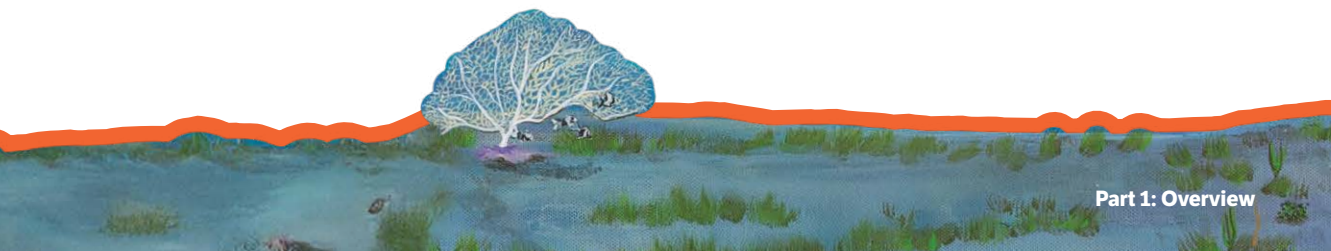


We also recognise ongoing challenges facing our communities, including climate change, cost-of-living pressures, infrastructure needs and workforce capacity. Beyond investment, we continue to call for collaboration, innovation and partnerships to help Close the Gap. The TSRA remains committed to working with governments, community organisations and stakeholders to deliver sustainable, community-led and culturally strong solutions.

I thank the TSRA Board and staff for their dedication, expertise and support, along with our people and communities, whose resilience, strength and enduring connection to land, sea and culture continue to inspire and guide our work.

Together, we will continue to shape a future that honours our past and embraces new opportunities.

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 IgiliInga. Ngaru
bangal urapun.**

Kala Kawai Ya

Purpose

The TSRA's purpose is aligned to the Prime Minister and Cabinet 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.

Role

The TSRA is an independent 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.

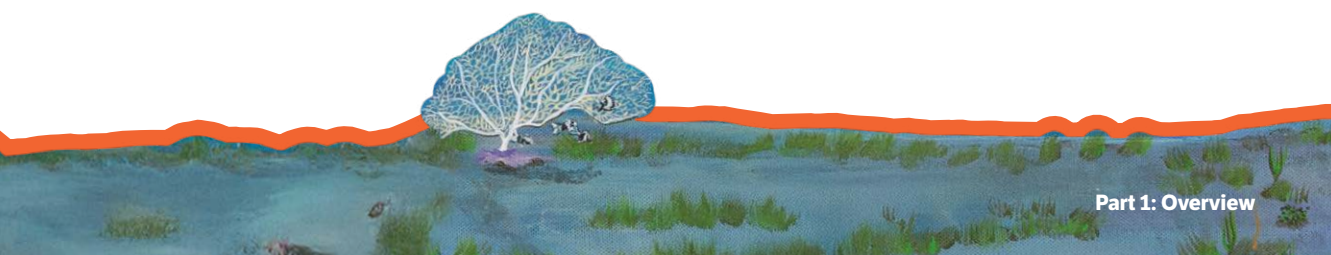
Governed by a 100% Torres Strait Islander and Aboriginal elected board, the TSRA has responsibilities to develop policy, implement programs and coordinate service delivery for the benefit of the Torres Strait Islander and Aboriginal people of the region.

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 Islander 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 Islanders and Aboriginal people in making and implementing government policies that affect them
- promote self-management and self-sufficiency among Torres Strait Islanders and Aboriginal people
- further the economic, social and cultural development of Torres Strait Islanders and Aboriginal people
- ensure coordination between Commonwealth, state, territory and local governments when making and implementing policies that affect Torres Strait Islanders 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 section 142A of the ATSI Act, are to:

- recognise and maintain the special and unique Ailan Kastom of Torres Strait Islanders living in the Torres Strait region
- formulate and implement programs for Torres Strait Islanders 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 Islanders 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 cultural material and information relating to the Torres Strait region

- collect and publish statistical information relating to Torres Strait Islanders 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 advances Closing the Gap in partnership with Torres Strait Islander and Aboriginal people of the Torres Strait and the Northern Peninsula Area by strengthening local governance, supporting community-led priorities, investing in sustainable economic and social development, and promoting self-determination.

These commitments are reflected in the *Torres Strait Development Plan 2023–2028*, which aligns regional priorities and aspirations with relevant Closing the Gap targets and priority reforms. The TSRA's portfolio budget statements, corporate planning, performance measures and key activities are aligned with the development plan, demonstrating the organisation's commitment to embedding Closing the Gap principles and advancing outcomes across all areas of its work.

As a community-led statutory authority, the TSRA is uniquely positioned to ensure that



regional priorities, voices and aspirations of Aboriginal and Torres Strait Islander people inform policy development, program delivery and investment decisions. Through strategic partnerships, investment in community-controlled organisations, and initiatives that strengthen governance capability, economic participation and community wellbeing, the TSRA contributes to the objectives of the National Agreement on Closing the Gap.

By supporting Torres Strait Islander-led governance and locally driven solutions, the TSRA continues to support positive outcomes for Torres Strait Islander and Aboriginal people living in the region. Case studies throughout this report highlight examples of the impact of the TSRA's work.

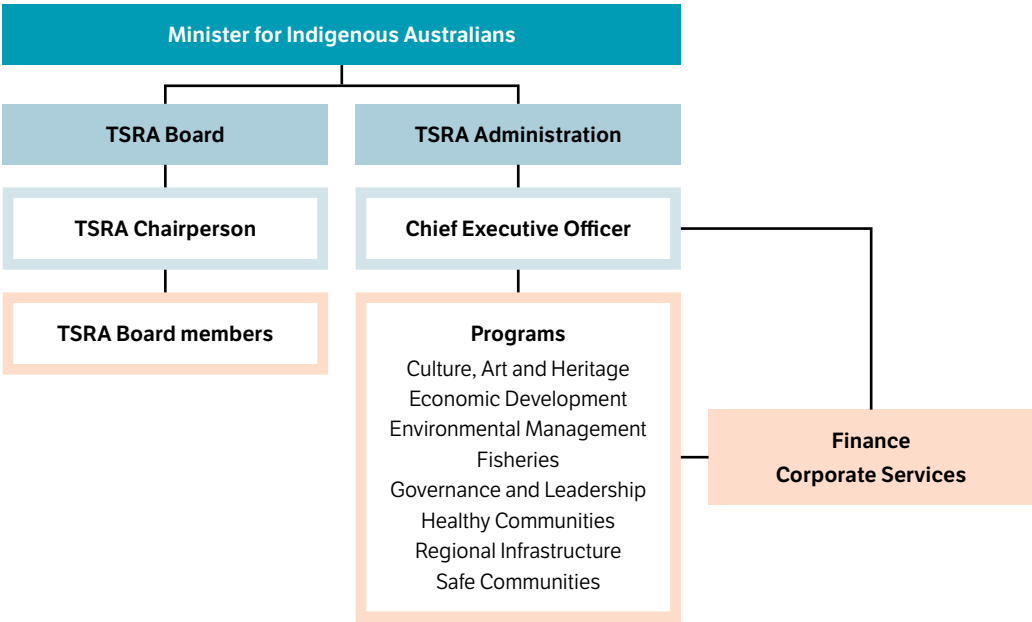
Structure and location

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 2026



**BOIGU**

PAPUA NEW GUINEA

**DAUAN****SAIBAI**

IAMA



PORUMA



WARRABER



MABUYAG



BADU



MUA



ST PAULS

KUBIN

**KERRIRI
(AND ISLAND)**



MURALAG (PRINCE OF WALES ISLAND)

**NGURAPAI
(HORN ISLAND)**

WAIBEN (THURSDAY ISLAND)

BAMAGA

SEISÍA

CAPE YORK PENINSULA



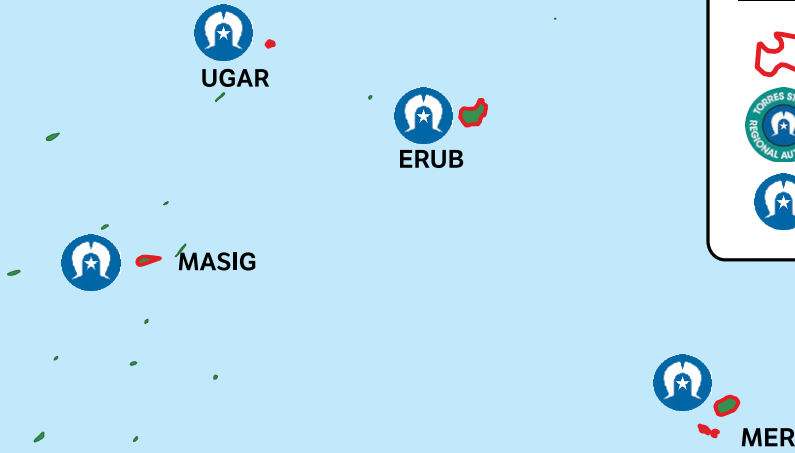
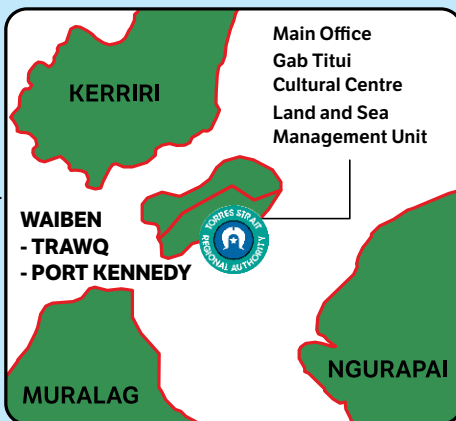


Figure 1.2: TSRA electoral wards and office locations

-  **Electoral ward**
-  **Administrative office**
-  **Ranger office**



Responsible minister

Senator the Hon Malarndirri McCarthy, Minister for Indigenous Australians, was the minister responsible for the TSRA throughout 2025–26.



Accountable authority

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

TSRA Board

The TSRA Board consists of 20 elected members who are Torres Strait Islander or Aboriginal people living in the region. Members 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.

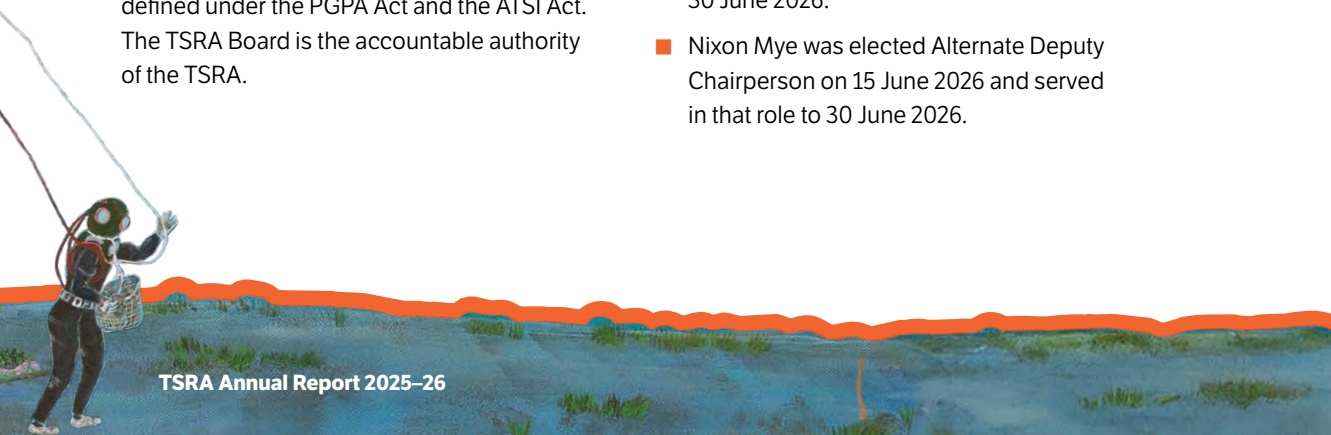
The board determines the TSRA's strategic vision, policies and budget allocations, and is the political arm of the TSRA.

Officeholders

The Chairperson, Deputy Chairperson and Alternate Deputy Chairperson positions on the TSRA Board are filled by a formal nomination and ballot of the board members, a process overseen by the Australian Electoral Commission.

During 2025–26, the following members held office:

- George Nona served as Chairperson from 1 July 2025 to 30 June 2026.
- Elthies Kris served as Deputy Chairperson from 1 July 2025 to 30 January 2026, when she resigned from the board.
- Patrick Mooka served as Alternate Deputy Chairperson from 1 July 2025 to 15 June 2026. He was elected Deputy Chairperson on 15 June 2026 and served in that role to 30 June 2026.
- Nixon Mye was elected Alternate Deputy Chairperson on 15 June 2026 and served in that role to 30 June 2026.



Members and meetings

Figure 1.3 provides details of the TSRA Board members in 2025–26, including their qualifications, experience and meetings attended. All members of the board are non-executive members.

Board membership changed during the reporting period, with the resignation of Elthies Kris as Member for TRAWQ on 30 January 2026. In line with the TSRA Election Rules, the Australian Electoral Commission conducted the process to fill the casual position, declaring Abigail Harry elected as Member for TRAWQ on 22 April 2026.

Under section 144E of the ATSI Act, the 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 6 times in 2025–26.

Figure 1.3 also identifies the members of the TSRA Audit Committee, and portfolio members and assistant portfolio members of the TSRA Executive Committee. More information on those committees is in Part 4 of this report.



Figure 1.3: TSRA Board members, 2025–26

George Nona

Member for Port Kennedy
Chairperson
Portfolio Member for
Governance and Leadership
Term: 1 July 2025 to
30 June 2026
*Meetings attended/eligible
to attend:* 6/6



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, Saibailaig, Mualai 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.

Patrick Mooka

Member for Dauan
Deputy Chairperson
(15 June 2026 to 30 June 2026)
Alternate Deputy Chairperson
(1 July 2025 to 15 June 2026)
Portfolio Member for
Environmental Management
Audit Committee member
(2 February 2026 to
30 June 2026)
Acting Audit Committee
Chairperson
(8 June 2026 to 30 June 2026)
Term: 1 July 2025 to
30 June 2026
*Meetings attended/eligible
to attend:* 5/6

In his second term, Mr Mooka held the roles of Alternate Deputy Chairperson and Deputy Chairperson during the reporting period.

Representing one of the nation’s most remote islands, he is a strong advocate for helicopter subsidies and marine infrastructure.

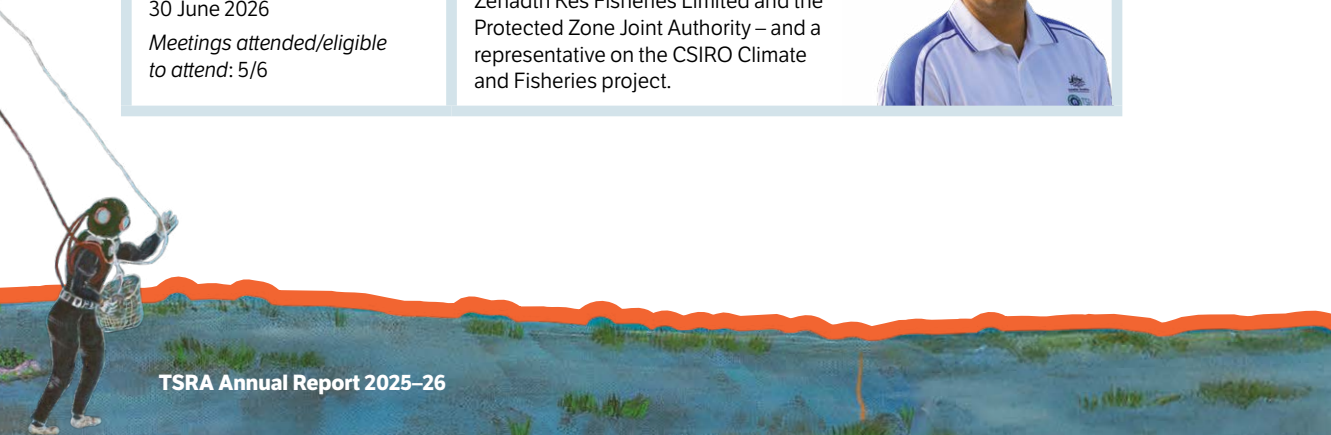
Mr Mooka believes that working in partnerships is key to best outcomes.

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, Zenadth Kes Fisheries Limited and the Protected Zone Joint Authority – and a representative on the CSIRO Climate and Fisheries project.



Elthies Kris

Member for TRAWQ
Deputy Chairperson
(1 July 2025 to 30 January 2026)
Audit Committee member
(1 July 2025 to 30 January 2026)
Term: 30 June 2025 to
30 January 2026
*Meetings attended/eligible
to attend:* 4/4

Ms Kris joined the TSRA Board in 2024 and was elected Deputy Chairperson in 2025. She resigned from the board in January 2026.

Ms Kris 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, she 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.



Nixon Mye

Member for Erub
Assistant Portfolio Member for
Culture, Art and Heritage
Alternate Deputy Chairperson
(15 June 2026 to 30 June 2026)
Term: 1 July 2025 to
30 June 2026
*Meetings attended/eligible
to attend:* 6/6

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 board member, he hopes to share more information and provide greater transparency for communities.

Mr Mye is also in his first term as the Torres Strait Island Regional Council Councillor for Erub.



Continued over the page

Figure 1.3: TSRA Board members, 2025–26 (continued)

Danie Savage

Member for Kubin
Portfolio Member for Safe Communities

Term: 1 July 2025 to 30 June 2026

Meetings attended/eligible to attend: 6/6



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 *Torres Strait and Northern Peninsula Area Regional Plan 2009–2029*.

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.

Bob Kaigey

Meriam Le descendant of the Komet Tribe of Mer
Member for Mer
Portfolio Member for Culture, Art and Heritage

Term: 1 July 2025 to 30 June 2026

Meetings attended/eligible to attend: 5/6

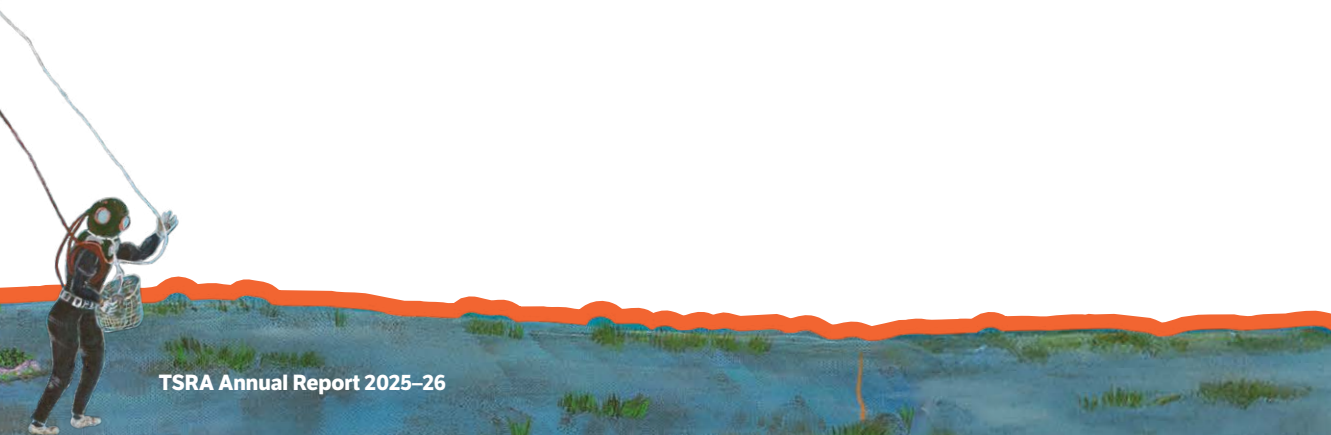
Mr Kaigey is in his second term on the TSRA Board. As an artist and musician, Mr Kaigey is passionate about creative and cultural expression.

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.

He believes outcomes can be achieved by working with communities and local organisations to identify priorities and develop education, support and resilience initiatives.

Mr Kaigey is the Torres Strait Island Regional Council Councillor for Mer and part of the working group for Mer Gedkem Le (Torres Strait Islanders) Corporation RNTBC.



John Paiwan

Member for St Pauls
Audit Committee member

Term: 1 July 2025 to
30 June 2026

*Meetings attended/eligible
to attend:* 6/6



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.

The former Alternate Deputy Chairperson and Portfolio Member for Regional Infrastructure brings close to 20 years of local government experience to his role.

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.

David Nona

Member for Badu
Portfolio Member for
Economic Development
Assistant Portfolio Member for
Environmental Management

Term: 1 July 2025 to
30 June 2026

*Meetings attended/eligible
to attend:* 4/6

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.



Continued over the page

Figure 1.3: TSRA Board members, 2025–26 (continued)

Ugari Nona

Member for Bamaga
Assistant Portfolio Member for Governance and Leadership
Term: 1 July 2025 to 30 June 2026
Meetings attended/eligible to attend: 2/6



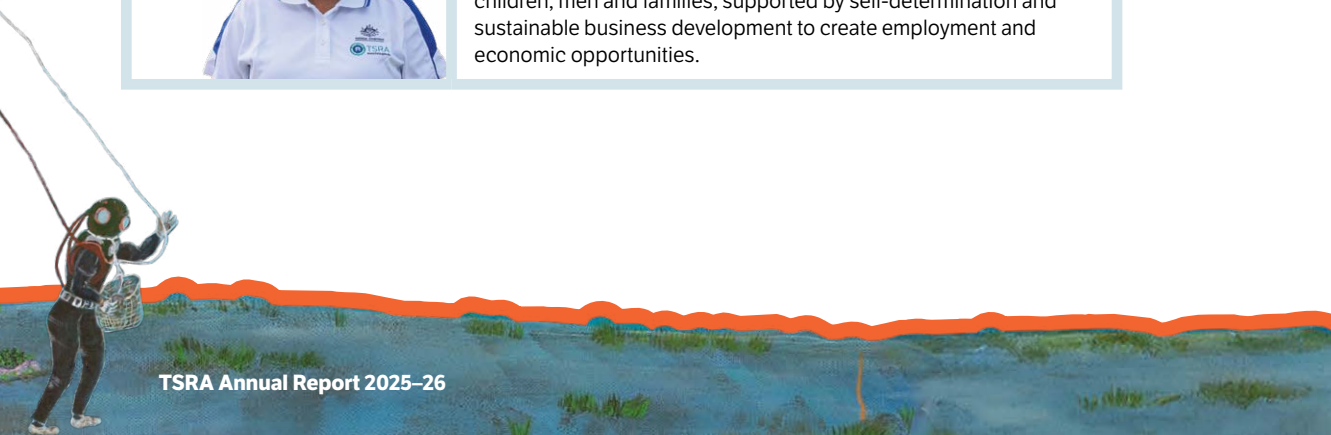
Ms Nona is in her first term on the TSRA Board. She is an Aboriginal woman from the Atambaya clan with blood ties to the Torres Strait from Badu, Mabuyag and Saibai islands. Ms Nona brings a strong voice for families and communities, particularly in the Northern Peninsula Area. Her experience in health 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 RNTBC.

Regina Turner

Member for Hammond
Assistant Portfolio Member for Healthy Communities
Audit Committee rotational member
Term: 1 July 2025 to 30 June 2026
Meetings attended/eligible to attend: 6/6



Mrs Turner is serving her first term on the TSRA Board. She has more than 30 years of experience in vocational education and training and community development and has been a co-partner of family-run arts business Panipan Designs since 2019. 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 a Diploma in Governance, a Certificate IV in Training and Assessment and a Certificate IV Business Administration. Mrs Turner is committed to listening to community and advocating for essential services and infrastructure, including health and transport. She is determined to build safer communities for Elders, women, children, men and families, supported by self-determination and sustainable business development to create employment and economic opportunities.



Getano Lui Jnr AM

Member for Iama

Term: 1 July 2025 to
30 June 2026

*Meetings attended/eligible
to attend:* 6/6



The inaugural chairperson of the TSRA, Mr Lui is serving his fourth term on the TSRA Board.

The former Torres Strait Island Regional Council 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.

Simi Guise

Member for Mabuyag

Portfolio Member for Regional
Infrastructure

Term: 1 July 2025 to
30 June 2026

*Meetings attended/eligible
to attend:* 5/6



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 (Torres Strait Islanders) Corporation RNTBC.

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Figure 1.3: TSRA Board members, 2025–26 (continued)

Simon Naawi

Member for Masig
Assistant Portfolio Member for Fisheries
Term: 1 July 2025 to 30 June 2026
Meetings attended/eligible to attend: 6/6



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.

Emma Beckley

Member for Ngurapai and Muralag
Assistant Portfolio Member for Safe Communities
Term: 1 July 2025 to 30 June 2026
Meetings attended/eligible to attend: 6/6

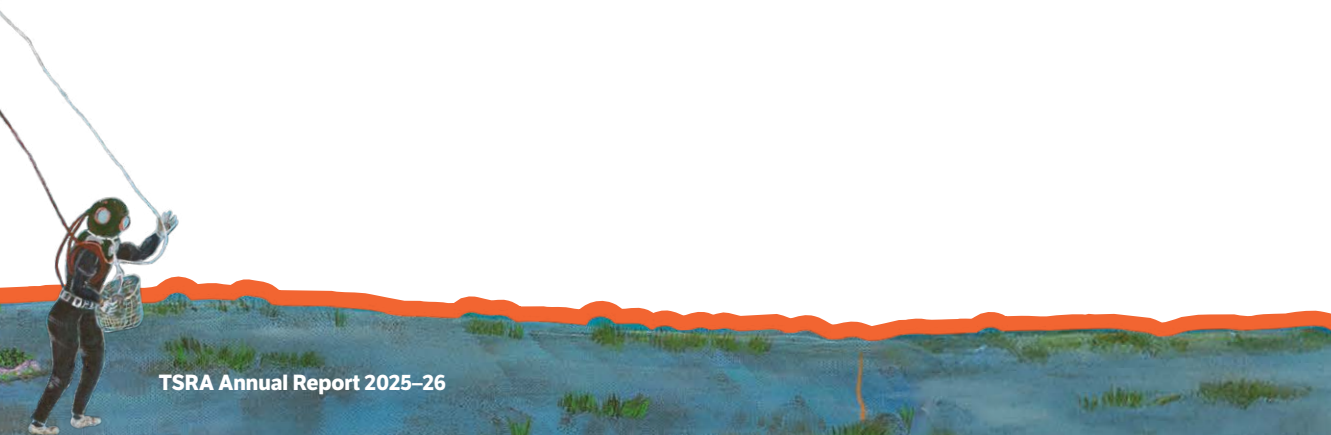
Ms Beckley brings extensive experience and creativity to her first term on the TSRA Board.

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.



Phillemon Mosby

Member for Poruma

*Term: 1 July 2025 to
30 June 2026*

*Meetings attended/eligible
to attend: 6/6*



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 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, and 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 Torres Strait Island Regional Council and Councillor for Poruma.

Jack Matthew

Member for Saibai

Portfolio Member for Healthy Communities

*Term: 1 July 2025 to
30 June 2026*

*Meetings attended/eligible
to attend: 5/6*



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 Torres Strait Island Regional Council and holds a Certificate IV in Work Health and Safety, as well as a Certificate III in Water and Wastewater.

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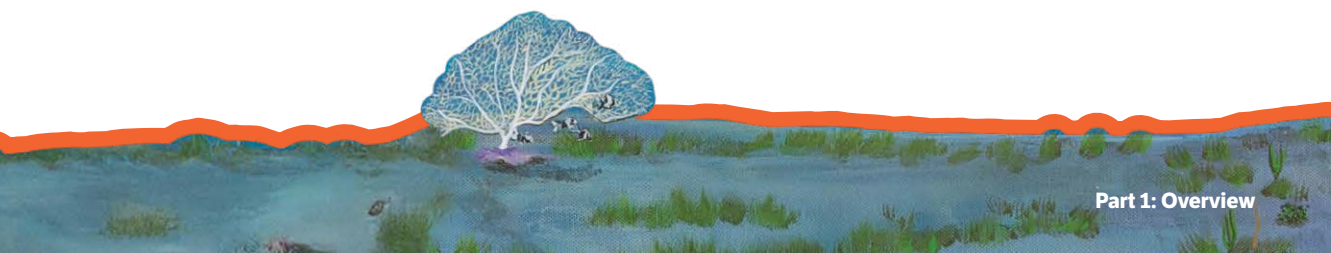


Figure 1.3: TSRA Board members, 2025–26 (continued)

Damien Elu

Member for Seisia
Assistant Portfolio Member for
Regional Infrastructure
Term: 1 July 2025 to
30 June 2026
*Meetings attended/eligible
to attend:* 4/6



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.

He is a Seisia Community Torres Strait Islander Corporation member.

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.

Abigail Harry

Member for TRAWQ
Term: 22 April 2026 to
30 June 2026
*Meetings attended/eligible
to attend:* 1/1

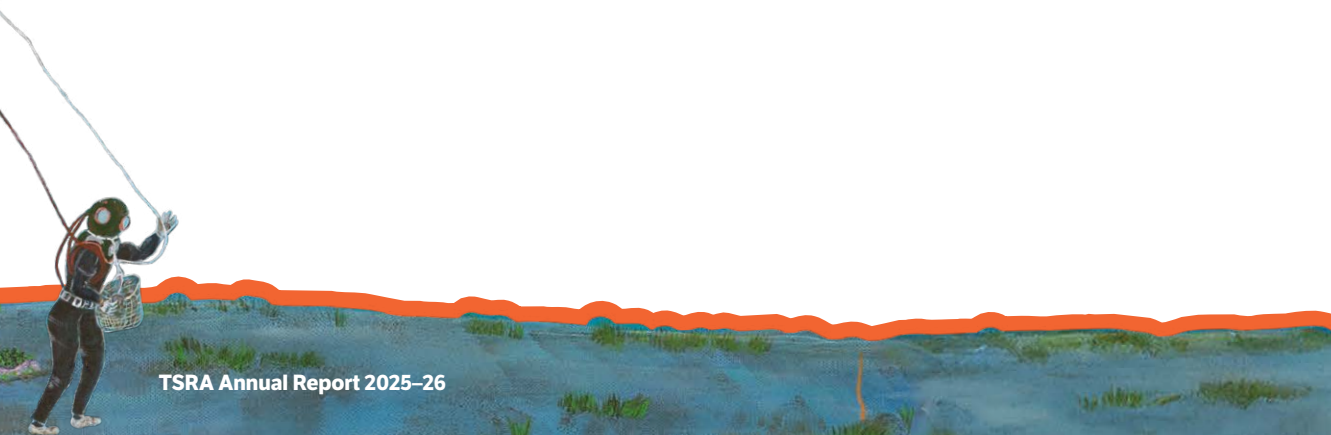
Ms Harry joined the TSRA Board in April 2026.

She brings more than 50 years of experience advocating for First Nations people in the private and public sectors.

Her notable achievements include being appointed as a member of the Torres Strait Islander Advisory Board and representing Torres Strait Islanders in the Royal Commission into Aboriginal Deaths in Custody.

As an Elder, Ms Harry is passionate about creating healthy and safer communities for families. Her motivation is to amplify the voices of the communities of TRAWQ and the wider Torres Strait.

She is a member of Magani Lagaugal (Torres Strait Islanders) Corporation RNTBC.



Jerry D Stephen Jnr

Member for Ugar
Audit Committee member
*Term: 1 July 2025 to
30 June 2026*
*Meetings attended/eligible
to attend: 5/6*



Mr Stephen returns for a third non-consecutive term on the TSRA Board. In previous terms he has held key leadership roles including Deputy Chairperson and Portfolio Member for Fisheries.

Mr Stephen is a qualified skipper and brings to his role more than 27 years of experience in the Australian Public Service, along with private sector experience.

Mr Stephen also holds the position of Chairperson of Ugar Ged Kem Le Zeuber Er Kep Le (Torres Strait Islanders) Corporation RNTBC (PBC), Director of Gur A Baradharaw Kod Torres Strait Sea and Land Council, and Director of Malu Lamar (Torres Strait Islanders) Corporation RNTBC (PBC).

He is passionate to be advocating for the betterment of Zenadth Kes communities.

Driven by this passion for his people and place, he is committed to improving relationships and service delivery across the Torres Strait, including the Northern Peninsula Area communities.

In this term he hopes to help strengthen collaboration between the peak bodies in Zenadth Kes to map a way forward, and progress and action key outstanding issues affecting the region.

Annie Mari

Member for Warraber
Assistant Portfolio Member for
Economic Development
*Term: 1 July 2025 to
30 June 2026*
*Meetings attended/eligible
to attend: 4/6*



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 the way to 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, a Certificate IV in Mental Health, and a Certificate IV in Primary Education.

Continued over the page

Figure 1.3: TSRA Board members, 2025–26 (continued)

Dimas Toby

Member for Boigu
Portfolio Member for Fisheries

Term: 1 July 2025 to
30 June 2026

*Meetings attended/eligible
to attend:* 5/6



Mr Toby returns for a second term on the TSRA Board, with a wealth of experience.

He has brought in more than 15 years of government expertise, including in the 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.

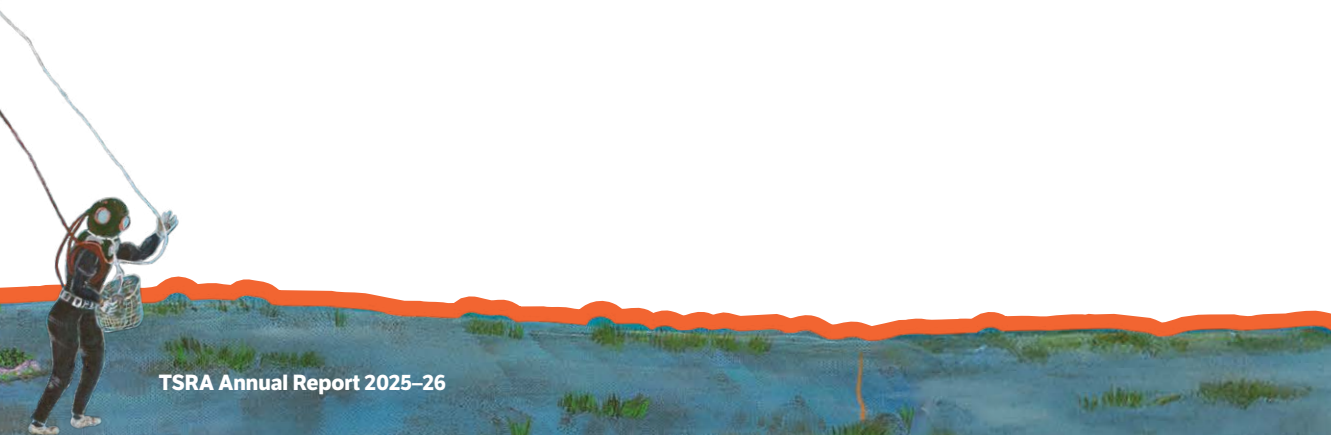
He believes that providing local training and capacity-building opportunities in the local job market will increase the ability to self-determine and self-govern in the Torres Strait region. A strong advocate for community development and investment in essential infrastructure, he is keen to focus on more proactive steps to help community.

Mr Toby is the Torres Strait Island Regional Council 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.

PBC = prescribed body corporate, RNTBC = registered native title body corporate

Note: Portfolio members of the board provide advice and support to the Chairperson through the TSRA Executive Committee. Assistant portfolio members attend Executive Committee meetings when portfolio members are unavailable.



TSRA Administration

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

The TSRA operates solely in Queensland, with 92% of our employees based in the Torres Strait and 8% in a small office in Cairns. Figure 1.2, on pages 10–11, 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 and Corporate Services teams.

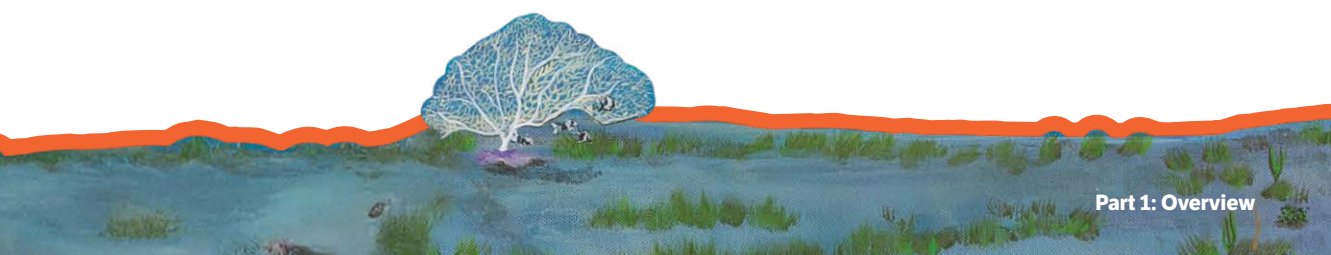
Culture, Art and Heritage Program

This program works to strengthen, maintain and celebrate Torres Strait Islander and Aboriginal cultures, languages, arts and heritage across Zenadth Kes. Through community-led initiatives, the program supports the preservation and revitalisation of traditional languages, cultural knowledge and living traditions, while creating opportunities for artists, cultural practitioners and creative businesses to develop skills, showcase their work and grow sustainable economic opportunities.

The program delivers grants, workshops, festivals, exhibitions and public programs that promote cultural expression and community participation, and supports the protection, repatriation and preservation of cultural heritage materials and collections. Through strong partnerships and advocacy, the program also works to increase investment in arts and culture, expand the reach of Torres Strait cultural practices, and ensure that Torres Strait Islander and Aboriginal voices, stories and traditions continue to thrive for future generations.

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 diversity and resilience of the Torres Strait region, while supporting the strong and enduring connection of Torres Strait Islander peoples to their islands and sea country. The program delivers land and sea planning and on-ground management activities, including turtle and dugong management, biodiversity conservation, pest management, and broader ecosystem management.

In partnership with Traditional Owners, registered native title bodies corporate and prescribed bodies corporate, the program supports the management of Indigenous Protected Areas and the continuation of traditional ecological knowledge.

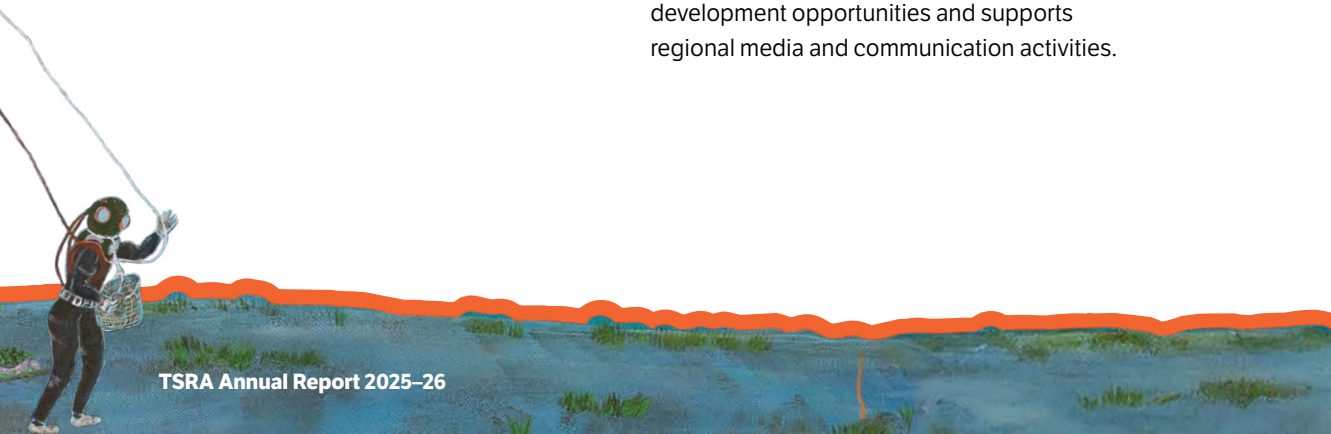
Community planning and engagement is delivered through the Torres Strait Indigenous Ranger Program, supported by a team of specialists with culturally informed expertise in marine biology, environmental management and ecology – bringing together deep cultural knowledge and scientific capability to set a national standard in caring for country.

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 program 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 also creates regional leadership capability through targeted leadership development opportunities and supports regional media and communication activities.



Healthy Communities Program

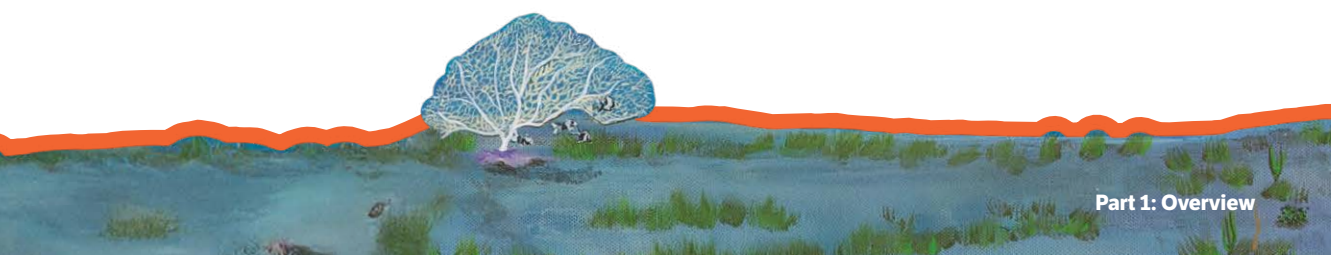
This program supports Torres Strait Islander and Aboriginal families and individuals residing in the Torres Strait and the Northern Peninsula Area communities of Bamaga and Seisia to live long and healthy lives. The program does this through health policy advocacy, and by increasing access to preventative health education and wellbeing initiatives, activities and programs to help reduce the burden of disease.

Safe Communities Program

This program aims to create and maintain safe, healthy, respectful and progressive communities, based on Ailan Kastom and Aboriginal traditions. The program works to fund and grow social support services and local safe community initiatives, as well as advocate for investment in quality support services for families and communities across the region.

Regional Infrastructure Program

This program works in partnership, to drive the effective and efficient management of regional infrastructure investments. The program engages with communities and a broad range of stakeholders to understand the aspirations and needs of the region, and engages with Commonwealth, state and local governments to advocate for and progress aspirations that align with regional needs. The program also supports safe and accessible community infrastructure and land and sea communication systems.





Part 2:

Annual performance statements

Statement of preparation

The TSRA Board, as the accountable authority of the Torres Strait Regional Authority (TSRA), presents the 2025–26 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

25 September 2026

Performance overview

The TSRA's annual performance statements report on the period from 1 July 2025 to 30 June 2026 and provide an assessment of performance against key activities, performance measures and targets in the TSRA's *Corporate Plan 2025–26* and the *Prime Minister and Cabinet Portfolio Budget Statements 2025–26*.

Our purpose

The TSRA is the lead Australian Government agency in the Torres Strait region for Indigenous Affairs. The TSRA operates to provide greater autonomy for and improve the lives of Torres Strait Islander and Aboriginal people living in the Torres Strait region, by contributing to a healthier, safer and more prosperous region.

The TSRA sits within the portfolio of the Prime Minister and Cabinet, is accountable to the parliament through the Minister for Indigenous Australians, and works closely with the National Indigenous Australians Agency.

The TSRA's purpose is aligned to the portfolio budget statements Outcome:

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



Our 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 priorities identified by the *Torres Strait Development Plan 2023–2028*.

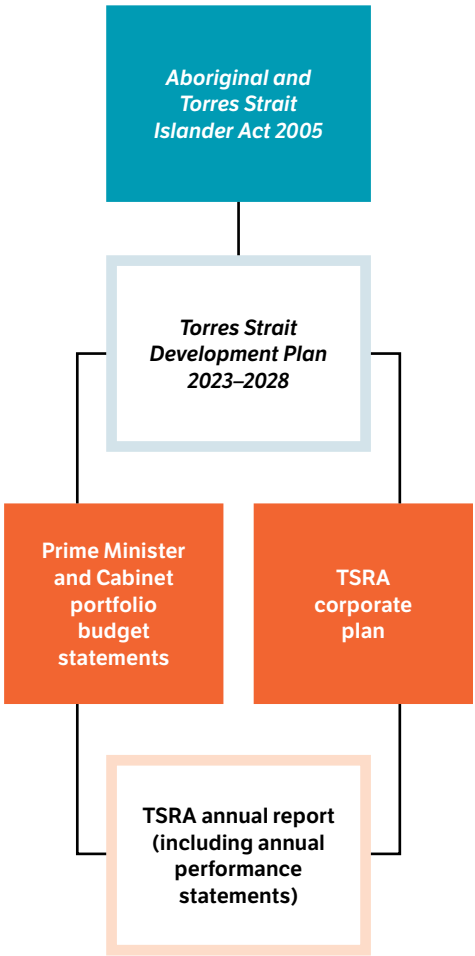
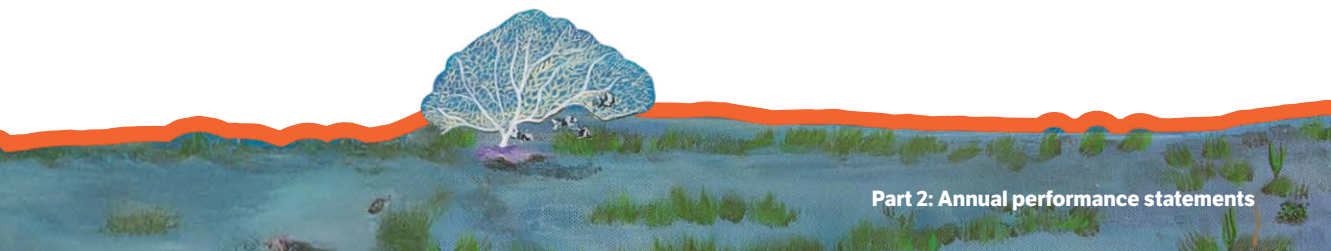
Figure 2.1 illustrates the relationships between legislation, planning and reporting documents in the TSRA's performance framework.

Performance measurement

The TSRA has taken a holistic approach to its performance targets. The TSRA's *Corporate Plan 2025–26* outlined 10 key activities, grouped into 4 themes, linking measures across program areas to support efficient delivery and increase opportunities for a joined-up approach in achieving our purpose.

The TSRA delivered these key activities through our 8 program areas, with each performance measure assigned to a program lead in the corporate plan, as reported against in the annual performance statements.

Figure 2.1: Performance framework



Performance reporting

The TSRA's performance report consists of 2 main components: a summary of performance, followed by a description of individual performance measures. This is structured to comply with subsection 39(2) of the *Public Governance, Performance and Accountability Act 2013* and section 16F of the *Public Governance, Performance and Accountability Rule 2014*.

The delivery of our key activities is assessed against the performance measure set out on page 300 of the portfolio budget statements, using detailed performance targets as shown on pages 23 to 31 of the corporate plan.

Table 2.1 shows the definitions used to determine our performance outcomes.

In reporting the result for each key activity:

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

Table 2.1: Performance ratings

RATING CATEGORY	DEFINITION
Achieved	In the reporting period, the TSRA delivered the performance measure and/or target.
Substantially achieved	In the reporting period, the achieved result was within 5% of the target or was achieved in full but not within the target timeframe.
Partially achieved	In the reporting period, the TSRA partially achieved the performance measure and/or target.
Not achieved	In the reporting period, the performance measure and/or target was not met. Where a performance measure has more than one target, the weighting of the performance targets is explained, and this will be used to determine achievement of the measure.
Baseline established	A baseline for measuring achievement was established during the reporting period.



Overview of results

Overall, the TSRA performed well against the key activities and performance measures set out in the *Corporate Plan 2025–26*.

Our performance was assessed against 40 performance measures, using 48 separate targets and 5 baseline data collection indicators where no target was set.

During the reporting period:

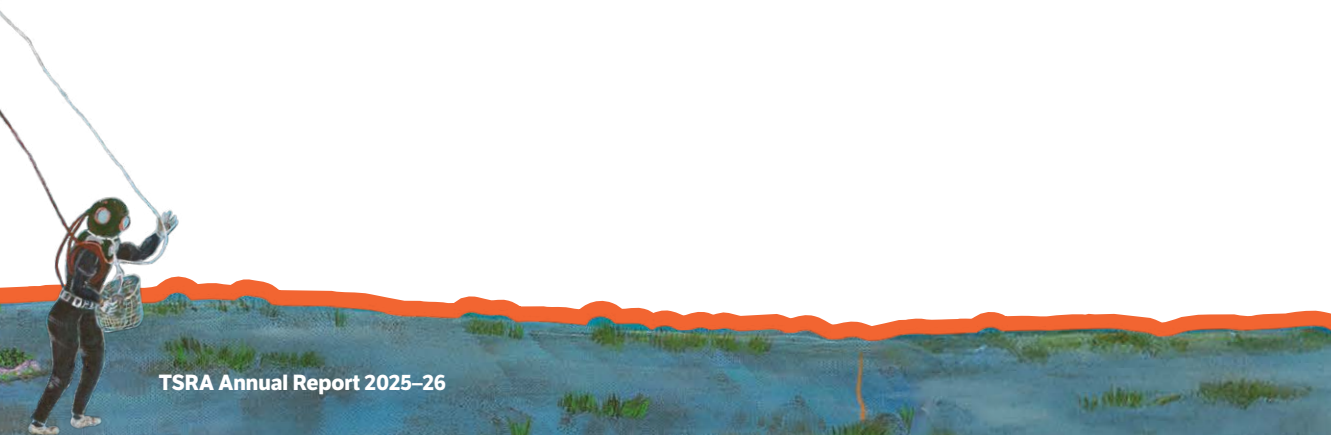
- We fully achieved 34 targets, substantially achieved 2 and partially achieved 10.
- Two targets were not achieved, for reasons that are discussed in the analysis of individual measures.
- The baselines for 5 measures were established.

Table 2.2 gives an overview of the results achieved for each performance target against our 10 key activities. Analysis supporting each reported result, by key activity and performance measure, can be found on pages 39 to 101.



Table 2.2: Summary of performance of key activities

KEY ACTIVITY	TARGETS ACHIEVED	TARGETS SUBSTANTIALLY ACHIEVED	TARGETS PARTIALLY ACHIEVED	TARGETS NOT ACHIEVED	BASELINES ESTABLISHED
Theme 1: Economic empowerment					
Goal: By establishing effective regional infrastructure and business pipelines across diverse industries, including tourism and fisheries, jobs can be created, and workforce participation opportunities can expand.					
1.1 Establishing thriving local industries for the Torres Strait through creating business pipelines, supporting tourism and working towards 100% First Nations ownership of Torres Strait fisheries.	2	0	1	0	1
1.2 Enabling and growing a skilled local First Nations 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.	7	0	0	0	1
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.	1	0	2	0	0



KEY ACTIVITY	TARGETS ACHIEVED	TARGETS SUBSTANTIALLY ACHIEVED	TARGETS PARTIALLY ACHIEVED	TARGETS NOT ACHIEVED	BASELINES ESTABLISHED
<p>Theme 2: Protecting our culture</p> <p>Goal: Ensuring Ailan Kastom is evident and supported in all areas of our communities, including through tangible objectives that protect sea, country and culture, including from the impacts of climate change.</p>					
<p>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.</p>	4	0	0	0	0
<p>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.</p>	3	0	1	0	0

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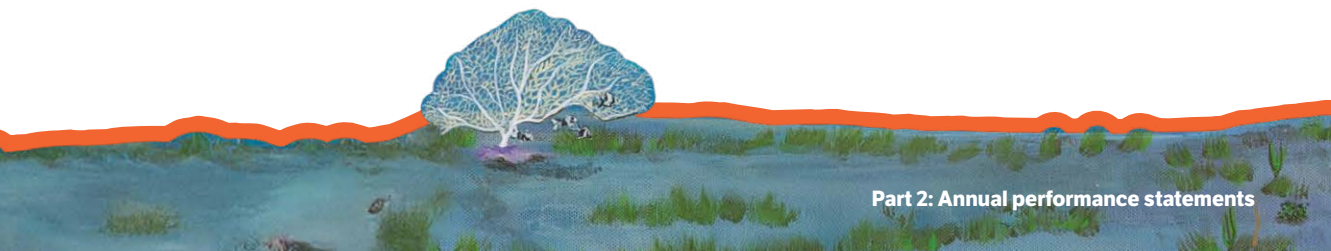
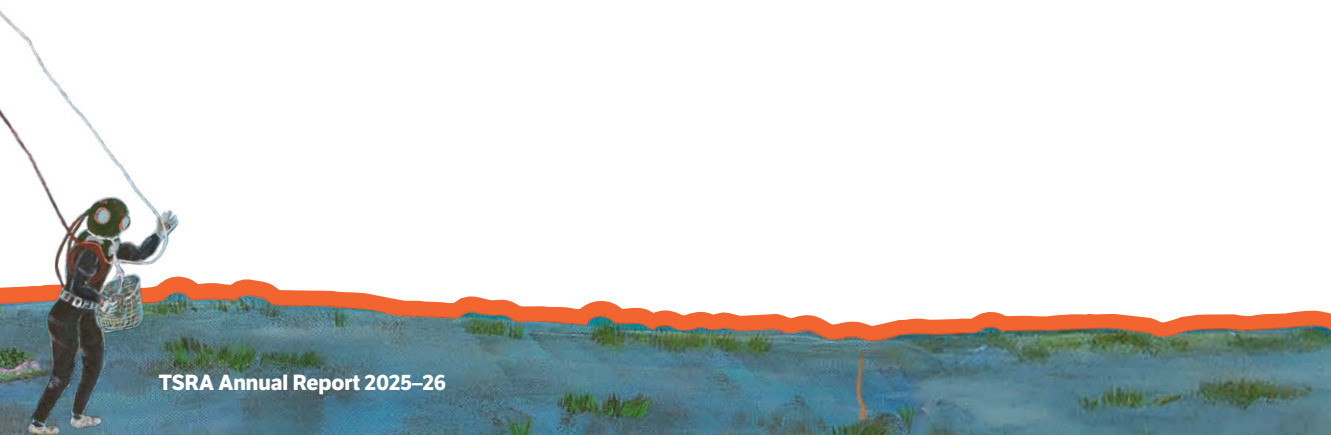


Table 2.2: Summary of performance of key activities (continued)

KEY ACTIVITY	TARGETS ACHIEVED	TARGETS SUBSTANTIALLY ACHIEVED	TARGETS PARTIALLY ACHIEVED	TARGETS NOT ACHIEVED	BASELINES ESTABLISHED
Theme 3: Strengthening local leadership					
Goal: Building up current and emerging leaders through quality education and supports, including accountable regional governance.					
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 national and international First Nations partners to enhance governance and benefit the region.	7	1	2	0	1
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.	5	0	0	1	0



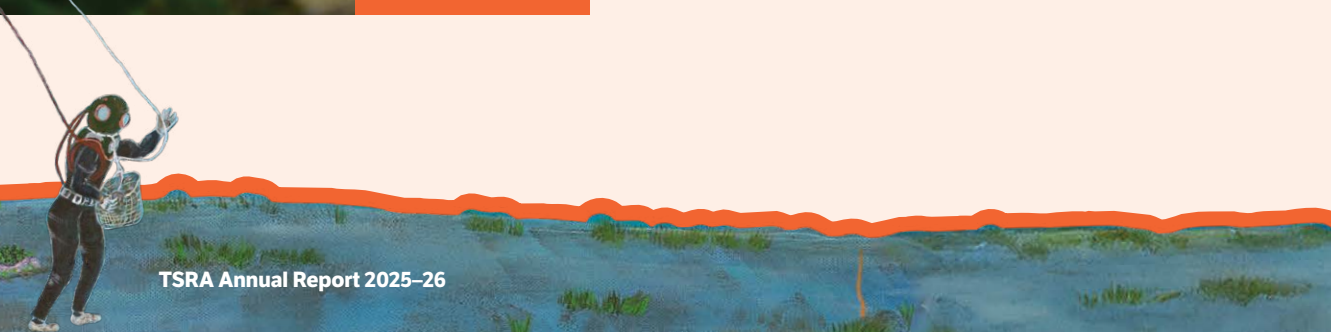
KEY ACTIVITY	TARGETS ACHIEVED	TARGETS SUBSTANTIALLY ACHIEVED	TARGETS PARTIALLY ACHIEVED	TARGETS NOT ACHIEVED	BASELINES ESTABLISHED
Theme 4: Investing for impact Goal: Using evidence and data to drive investment decisions, in line with the National Agreement on Closing the Gap regional data outcomes, and ensuring investment not only meets the needs of community but the impact and reach of every dollar is maximised.					
4.1 Advocating for beneficial regional investment by maintaining strategic partnerships with government, non-government organisations and private sector organisations, and using local data and community aspirations to inform investment programs in the region.	3	1	0	0	1
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.	0	0	1	1	1
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 education, supporting safe communities, improving access to community infrastructure, and supporting information, activities and programs that help to reduce the burden of disease.	2	0	3	0	0
Total	34	2	10	2	5





Detailed results and analysis

This section provides details of our performance against the measures and targets set out for the 10 key activities in our *Corporate Plan 2025–26*.



Key activity 1.1

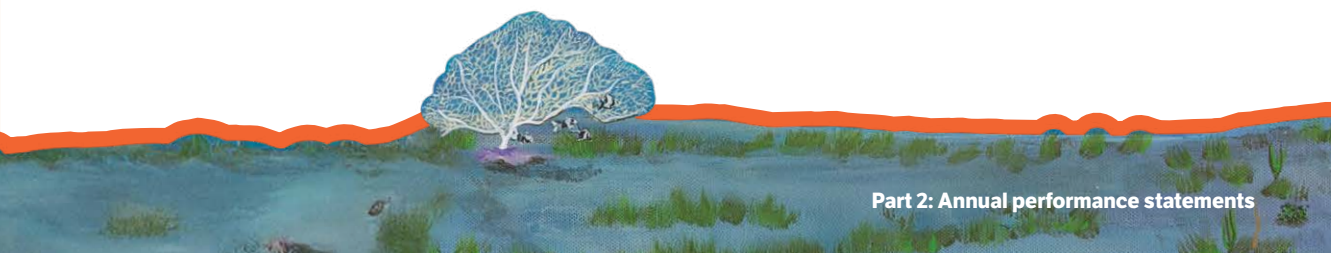
Establishing thriving local industries for the Torres Strait through creating business pipelines, supporting tourism and working towards 100% First Nations ownership of Torres Strait fisheries.

MEASURE	1.1.1 Investigate opportunities for existing cultural practitioners/artists/business to pivot towards, or further expand, to capture creative arts and tourism markets
TARGET	Three new activities and experiences are identified for development
RESULT RATING	Achieved
RESULT VALUE	The TSRA Culture, Art and Heritage Program (CAH) exceeded this target by developing more than 6 new creative and cultural tourism products and experiences. Additional indicators of success included increased industry networking, visibility of Torres Strait culture, and the identification of new market opportunities for future growth and participation.
METHODOLOGY AND DATA	Output – analysis of program data
RESPONSIBLE PROGRAM	CAH
ANALYSIS ▼	

CAH delivered outcomes across 4 major initiatives that strengthened opportunities for Torres Strait artists, cultural practitioners and creative businesses.

A notable achievement was supporting 6 emerging and established artists to expand their engagement with creative arts and tourism markets through participation in the Cairns Indigenous Art Fair and Darwin Aboriginal Art Fair. Through participation in these 2 nationally recognised art fairs, artists accessed

new professional networks, increased market exposure and developed diversified income streams. As a result, participating artists introduced multiple new visitor-focused products and experiences, including culturally grounded artworks, retail merchandise and artist-led workshops. These opportunities enabled artists to broaden their customer base, strengthen business sustainability and increase the visibility of Torres Strait culture across the arts and tourism sectors.



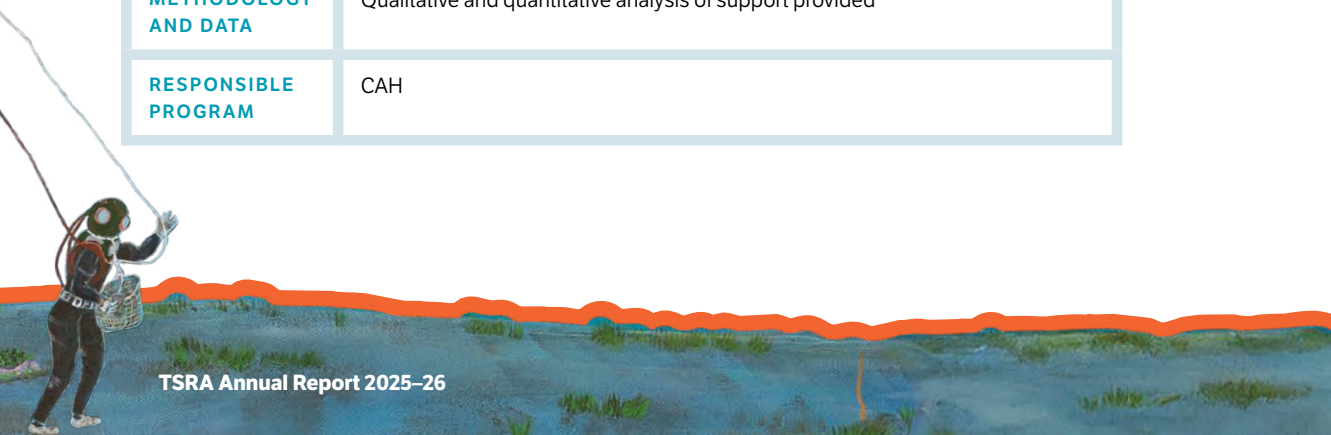
CAH facilitated participation and representation through a further 3 strategic cultural and market development initiatives:

- In partnership with NorthSite Contemporary Arts, CAH supported the Gubaw Goeyga Sagulaw Buway dance group to perform at the opening of the *Billy Missi'n Wakain Thamai* exhibition at the State Library of Queensland, creating an additional platform for Torres Strait cultural expression and audience engagement.
- To further investigate expansion opportunities, 2 CAH staff members attended the Melbourne Art Fair, engaging with key stakeholders, galleries and industry representatives while providing direct support to regional artists participating in the event.

- CAH staff attended the National Indigenous Art Fair in Sydney, where the absence of Torres Strait representation highlighted a significant opportunity for future participation and market growth.

Collectively, these activities resulted in engagement across 3 major national arts events and support for 6 artists, one cultural dance group and 2 staff-led industry development initiatives, strengthening pathways for Torres Strait artists and businesses to access new creative arts and cultural tourism markets.

MEASURE	1.1.2 Provide holistic business/tourism/marketing support to develop identified creative arts and tourism opportunities
TARGET	Two per year, drawn from previous year's pool of identified activities
RESULT RATING	Achieved
RESULT VALUE	<p>CAH exceeded the annual target of 2 creative arts and tourism opportunities, delivering support across 4 key initiatives:</p> <ul style="list-style-type: none">■ support and participation in major art fairs■ industry forums■ Cairns Indigenous Art Fair partnership■ Gab Titui Cultural Centre retail procurement. <p>These initiatives enhanced business capability, market access and industry engagement for Torres Strait artists and cultural practitioners.</p>
METHODOLOGY AND DATA	Qualitative and quantitative analysis of support provided
RESPONSIBLE PROGRAM	CAH



ANALYSIS ▼

CAH delivered a range of targeted business development, marketing and industry engagement initiatives to support artists and cultural practitioners in capitalising on previously identified creative arts and tourism opportunities. Support focused on building professional capability, increasing market access, strengthening industry connections, and creating pathways for long-term economic participation.

Collectively, these initiatives supported 58 artist and practitioner participation opportunities, significantly exceeding the target and contributing to the growth and sustainability of the Torres Strait creative arts and cultural tourism sector.

Art fairs and forums

Through participation in major industry events, artists gained exposure to new audiences, established professional networks, and enhanced their capacity to develop market-ready products and tourism experiences.

This included CAH support for 6 emerging and established artists participating in nationally recognised art fairs: the Cairns Indigenous Art Fair and Darwin Aboriginal Art Fair.

Staff of Gab Titui Cultural Centre (GTCC) and artists and workers from regional art centres attended the Indigenous Art Centre Alliance Conference in November 2025, fostering collaboration and knowledge sharing across the sector.

CAH supported 2 regional artists from Ngalmun Lagau Minaral (Moa Arts) and Erub Erwer Meta (Erub Arts) to participate in the Melbourne Art Fair, enabling them to showcase and sell their work while engaging with industry stakeholders and identifying new commercial opportunities.

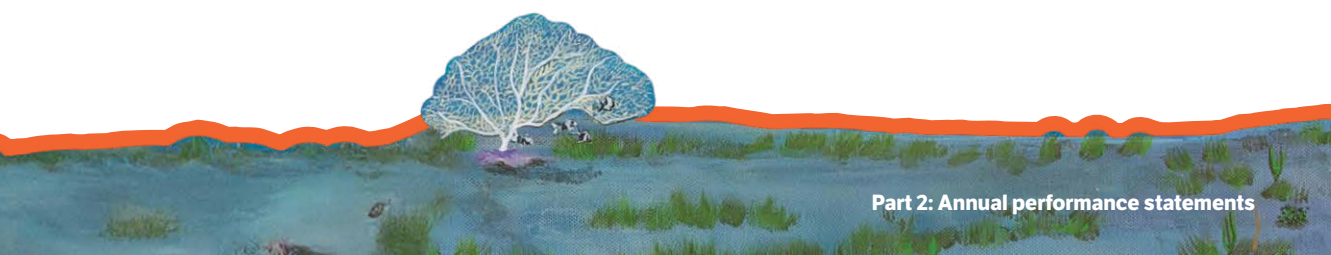
Cairns Indigenous Art Fair partnership

Through a memorandum of understanding between the TSRA and the Cairns Indigenous Art Fair, \$64,000 in funding supported the participation of 22 Torres Strait artists and cultural practitioners, enhancing market exposure, professional development and cultural tourism outcomes.

Retail engagement and artist procurement outcomes

GTCC invested \$243,310 in the purchase of art and products from registered artists. This supported an achievement of the previous year's identified activity targets by maintaining strong retail engagement and increasing purchases of new products from both registered and new artists.

This provided direct economic benefits to 165 regional artists while expanding opportunities for participation in the arts and cultural economy.

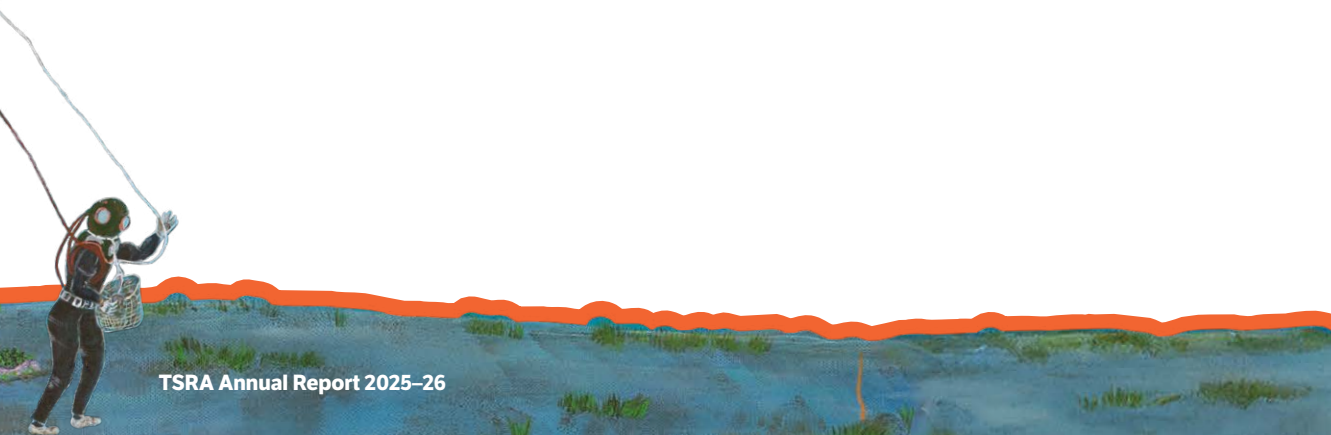


MEASURE	1.1.3 The WAPIL 2 project implementation increases business, income and employment opportunities in the fishing industry
TARGET	WAPIL 2 project milestones and training targets within TSRA's control are met – establish baseline
RESULT RATING	Baseline established
RESULT VALUE	<p>The WAPIL project made substantial progress in 2025–26, progressing 3 key activities:</p> <ul style="list-style-type: none">■ Traditional Inhabitant Boat (TIB) fisher safety, training and development – granting 74 safety kits to TIB fishers and offering seafood processing training to 61 participants across 6 communities, as well as diver safety training■ TIB asset improvement – providing equipment replacement and operational assistance by opening the vessel asset replacement grant and inviting 51 eligible TIB fishers to apply■ delivery of community owned and managed infrastructure – granting a live lobster cage to the community of Mabuyag and undertaking a tender process for a mobile freezer and seafood processing unit.
METHODOLOGY AND DATA	Qualitative analysis of WAPIL 2 project data
RESPONSIBLE PROGRAM	Fisheries

ANALYSIS ▼

The WAPIL project is a National Indigenous Australians Agency (NIAA) and Queensland Department of Trade, Employment and Training funded program designed to strengthen Torres Strait Islander and Aboriginal participation, ownership and prosperity in commercial fisheries.

The current phase, WAPIL 2 (2023–2026), is a 3-year, region-wide fisheries development initiative focused on sustainable fishing, safer operations, training, and stronger businesses across the Torres Strait.



The WAPIL project made significant progress in 2026. A vessel asset replacement grant to replace aging and outdated TIB fisher vessel assets – including outboard motors, trailers and hookah diving compressors and equipment – was launched in December 2025.

The TSRA issued invitations to apply to 51 fishers who met the eligibility criteria. Twenty grant applications were submitted and 13 applications were started but have not yet been submitted. Six applications have been assessed, and one applicant has been awarded a grant for a new outboard motor.

In addition to the vessel asset replacement grant, the WAPIL project awarded an ad hoc grant to the community of Mabuyag for a live lobster cage to assist growth and development in the Torres Strait Indigenous fishing industry.

To build capacity and employment opportunities in the Indigenous fishing industry across the region, the TSRA collaborated with the Queensland Department of Trade, Employment and Training to offer training programs to existing and aspiring TIB fishers. Fish processor induction skill set training was delivered to 61 participants in the communities of Thursday Island, Masig, Kubin (Moa), Bamaga, Dauan and Saibai, with 100% completion rates achieved. The training was funded by the Queensland Government through its Skilling Queenslanders for Work initiative.



TSRA Chair George Nona and David Baragud with new outboard motor

The WAPIL project has supported TIB fishers to build a modern, safer fishing fleet by granting vessel safety kits: 74 vessel safety kits were issued in 2025–26, bringing the total issued since late 2024 to 142. In addition to members of the TSRA Board, TSRA rangers and community members, representatives of Maritime Safety Queensland, Queensland Water Police, Australian Border Force and Marine Rescue Queensland were instrumental in delivering safety kits to outer island communities.



Case study:

WAPIL building safer, stronger and more sustainable fishing futures

The TSRA's WAPIL project continues to deliver practical outcomes for Traditional Inhabitant Boat (TIB) fishers, with a strong focus on safety, training and targeted grant support. Through 3 pillars, WAPIL is helping to strengthen the region's commercial fishing industry while supporting fishers to operate safely, professionally and sustainably.

Putting safety first on the water

Safety is a core priority of the project. During 2025–26, 74 marine safety kits were distributed to commercial TIB fishers across the Torres Strait. This brings the total number of safety kits granted under WAPIL to 142. The kits include essential safety equipment such as emergency position-indicating radio beacons (EPIRBs), flares, VHF radios, inflatable life jackets and other items designed to help fishers meet Australian maritime safety requirements and improve emergency preparedness at sea.

To further strengthen safety outcomes, 47 vessels were surveyed this year, bringing the total number of vessels surveyed under WAPIL to 167. At the beginning of the reporting period, no vessels held a Statement of Compliance or certificate of operation. By the end of the period, 5 vessels had rectified their defect lists to be

compliant with required standards. Vessel inspections provided fishers with valuable advice on maintaining safe and seaworthy vessels, while helping identify improvements needed to support long-term compliance and safer fishing operations.

These initiatives build on broader WAPIL efforts, reinforcing the TSRA's commitment to ensuring that fishers return home safely to their families and communities.

Building skills through seafood processing training

Recognising that successful fishing businesses rely on more than harvesting seafood, WAPIL has also invested in workforce capability and product quality.

Throughout the year, accredited seafood processing training was delivered across the region, providing participants with practical skills in seafood handling and preparation, workplace health and safety, and quality assurance. A total of 61 participants across 5 communities completed the training, helping to ensure that seafood harvested in the Torres Strait is handled correctly from catch to market.

The training supports the development of a professional and highly skilled local





workforce while protecting the reputation of Torres Strait seafood products. Participants gained nationally recognised skills that can be applied throughout Australia and across the seafood supply chain.

The training is funded by the Queensland Government through its Skilling Queenslanders for Work initiative.

Supporting fishers through asset replacement grants

A significant milestone for the project was the delivery of the first WAPIL asset replacement grant.

Commercial fisher David Baragud of Iama (Yam Island) became the first grant recipient, receiving a replacement outboard motor. The new motor has improved the safety, reliability and efficiency of his fishing operation, allowing him to spend more time fishing and less time dealing with mechanical issues.

The replacement asset grants form part of a broader investment in the Torres Strait fishing industry, helping eligible fishers to replace ageing equipment with safer, fit-for-purpose assets. The program supports the replacement of critical items such as outboard motors, hookah compressors and trailers, ensuring that fishers have access to reliable equipment that meets modern safety and operational standards.

Looking ahead

By combining practical safety initiatives, industry-focused training and direct financial support, WAPIL is helping to build a stronger and more resilient Torres Strait fishing industry. The project reflects the TSRA's commitment to supporting local fishers, increasing participation in the fisheries sector and creating sustainable economic opportunities for communities across Zenadth Kes (Torres Strait). The WAPIL project is funded by the National Indigenous Australians Agency.



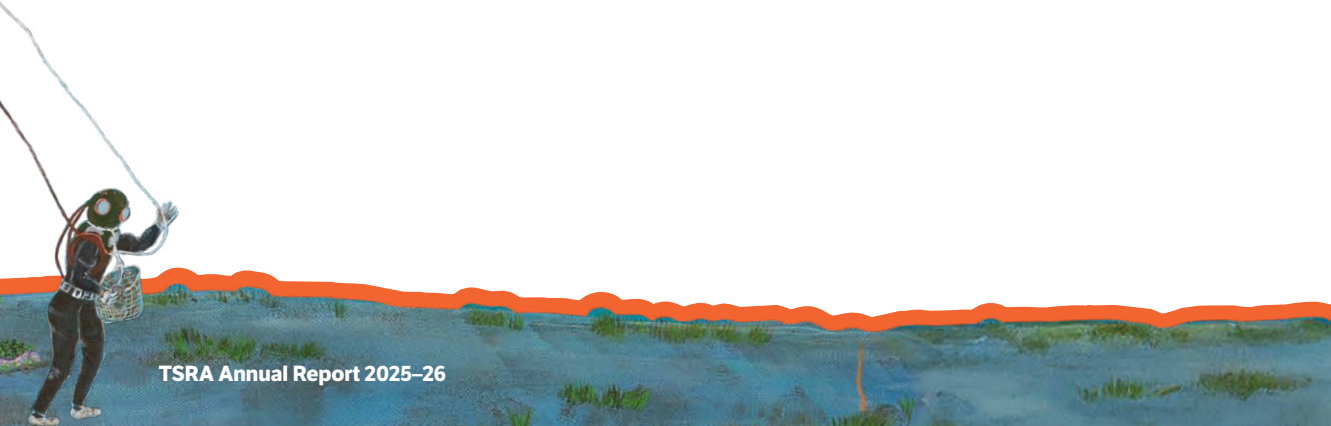
MEASURE	1.1.4 Impactful advocacy for 100% First Nations ownership of the Torres Strait tropical rock lobster fishery
TARGET	Seek external funding support to purchase the 4% tropical rock lobster (TRL) quota to achieve 70% ownership of the TRL quota
RESULT RATING	Partially achieved
RESULT VALUE	Although the purchase of the 4% TRL quota was not completed, significant work was undertaken, including securing funding, conducting negotiations, and advocating for future purchases.
METHODOLOGY AND DATA	Quantitative analysis of written submissions, meeting minutes and other contacts
RESPONSIBLE PROGRAM	Fisheries

ANALYSIS ▼

The TSRA Fisheries Program continues to advocate for Torres Strait Islanders to achieve 100% ownership of TRL quota. In 2025–26, the program engaged a consultant to gauge the market value of TRL quota to facilitate a funding bid and enable informed engagement in quota purchase negotiations. TSRA Fisheries also explored the potential for the NIAA and the Indigenous Land and Sea Corporation to join as funding partners and ‘brokers’ to purchase TRL quota on behalf of the TSRA.

During 2025–26, the TSRA Board approved funding for TSRA Fisheries to purchase further TRL commercial fishing quota and move the Torres Strait toward achieving its aspirational target of 100% TRL quota ownership.

TSRA Fisheries has had ongoing discussions and negotiations with Transferrable Vessel Holder licence stakeholders to purchase TRL quota from them. Discussions are well progressed and appear promising.



Key activity 1.2

Enabling and growing a skilled local First Nations 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.

MEASURE	1.2.1 Creative artists have a TSRA sponsored forum to display and sell their work or develop their skills
TARGET	Exhibitions, workshops and performances are facilitated by TSRA each year – establish baseline
RESULT RATING	Baseline established
RESULT VALUE	As this measure is being reported against to establish a future target, the activities delivered during the reporting period were documented to establish a baseline for the annual facilitation of exhibitions, workshops and performances.
METHODOLOGY AND DATA	Quantitative examination of exhibitions, workshops and workshop participants
RESPONSIBLE PROGRAM	CAH
ANALYSIS ▼	

Gab Titui Cultural Centre

During 2025–26, the TSRA facilitated a range of exhibitions, performances and industry development opportunities that provided Torres Strait artists and cultural practitioners with platforms to showcase, promote and strengthen their artistic practice.

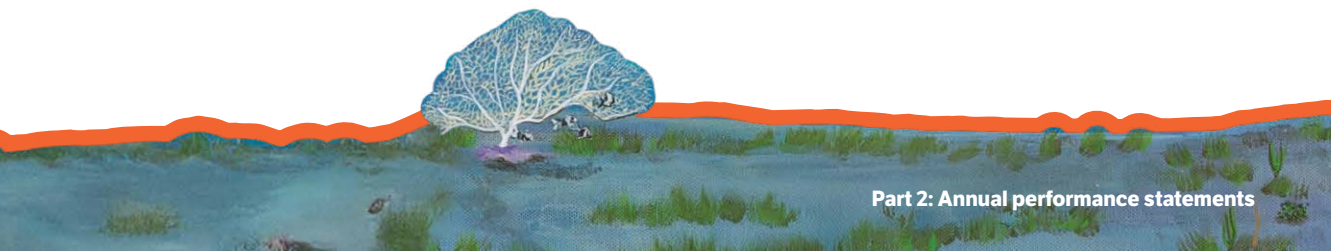
Six emerging and established artists participated in the Cairns Indigenous Art Fair and Darwin Aboriginal Art Fair, where they expanded their professional networks, increased market exposure and developed new products and visitor experiences. These

opportunities supported artists to build their skills, diversify income streams and strengthen engagement with creative arts and tourism markets.

Performances

The TSRA supported 6 cultural performances that strengthened cultural expression, promoted Torres Strait heritage, and increased the visibility of Torres Strait culture to regional, national and interstate audiences.

Performance opportunities included the Gubaw Goeyga Sagulaw Buway dance group



appearing at 3 openings of the touring *Billy Missi'n Wakain Thamai* exhibition; choir groups from Mabuyag, Masig and Mer performing traditional songs as part of the *Gotat | Guthath | Tides* exhibition launch; and the Dhamu Koedal Dance Team's performing at the 2025 PULiiMA Indigenous Language and Technology Conference. Collectively, these performances supported cultural preservation, intergenerational knowledge sharing, and the promotion of Torres Strait cultural traditions to diverse audiences.

Exhibitions

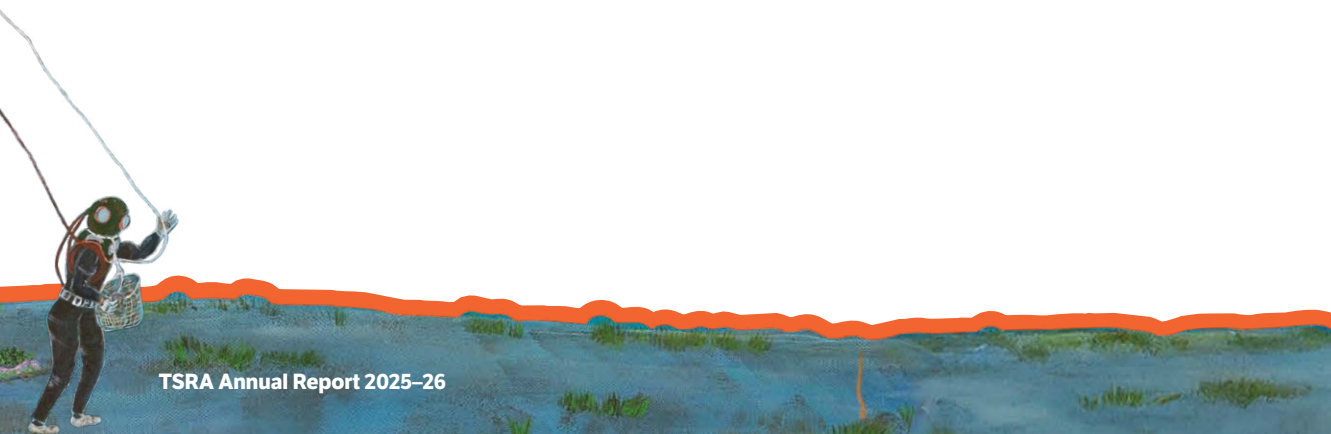
Five exhibitions, across regional and national venues, provided significant opportunities for established and emerging Torres Strait artists to showcase their work and engage new audiences. Exhibition activity included the national tour of *Billy Missi'n Wakain Thamai*, participation in the Cairns Indigenous Art Fair Exhibition Showcase, and the development of the *Gotat | Guthath | Tides* exhibition in partnership with the Australian National University. Collectively, these exhibitions strengthened cultural visibility, expanded audience engagement, and promoted Torres Strait arts and culture at regional and national levels.

Workshops

GTCC delivered 3 creative arts workshops that strengthened artistic skills, encouraged cultural knowledge sharing, and supported creative and professional development opportunities for local artists.

A total of 11 artists participated in the *Turning Tides: From Marine Debris to Innovative Art* workshop, gaining practical techniques for transforming marine debris into innovative artworks. In partnership with JIRA Agency, creative designer fashion workshops were delivered to local art students and artists, while 3 local artists facilitated weaving and beading workshops in traditional languages. These workshops supported artistic innovation, cultural continuity, and capacity building within the Torres Strait creative sector.

Collectively, these exhibitions, performances and industry engagement activities established a strong baseline for the measure and demonstrated continued demand for Torres Strait arts, culture and cultural experiences.



MEASURE	1.2.2 You Sabe business training develops participants' business acumen and awareness of available tools and resources		
TARGET		RESULT RATING	RESULT VALUE
40 participants commence course per year		Achieved	48 commencements and 48 completions
80% of participants complete course		Achieved	100% completion rate
METHODOLOGY AND DATA	Quantitative – participant attendance records		
RESPONSIBLE PROGRAM	Economic Development		
ANALYSIS ▼			

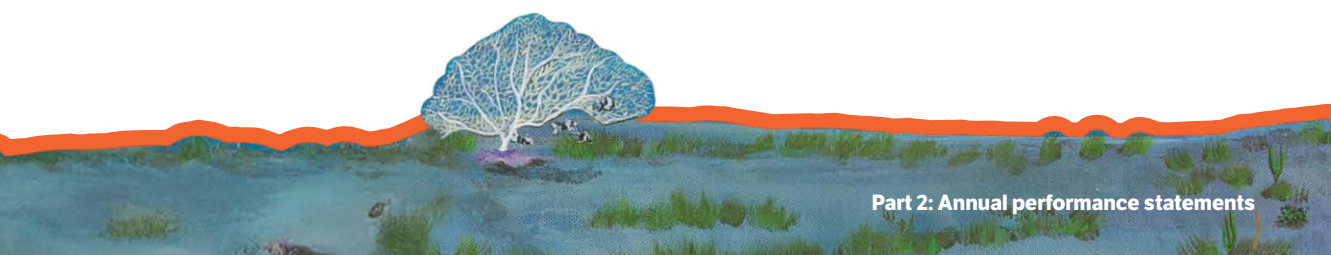
The TSRA continues to support business training and development through the delivery of You Sabe Business workshops. In 2025–26, the delivery was transitioned to a streamlined 3-day delivery model, replacing the previous monthly schedule. This resulted in the delivery of 9 workshops and the achievement of 48 commencements and 48 completions. The 100% completion rate demonstrates strong participant engagement and retention.

Performance was supported by strong program design and continuous improvement, including the transition to a condensed 3-day delivery model that enhanced participant engagement and learning outcomes. The You Sabe Business workbook was updated to reflect contemporary business practices, while new resources and dedicated planning time

strengthened participants' ability to develop business plans and financial projections.

Strong interest and participation from Torres Strait Island communities contributed to workshop success. Positive stakeholder engagement and community support also helped drive high attendance and completion rates. The You Sabe Business activities' alignment with broader TSRA Economic Development initiatives further supported participant progression pathways, including readiness for business growth opportunities.

Opportunities remain to strengthen participant follow-up and support beyond workshop completion. Continued monitoring of participant progression along the business readiness pathway will support stronger measurement of long-term economic outcomes.



Delivery of You Sabe Business in 2026–27 will focus on Torres Strait communities, targeting local participants to maximise engagement.

Key contributions to performance included improving participant referral pathways, increasing program visibility and uptake, and strengthening follow-up processes to better support participant progression.

MEASURE	1.2.3 Local businesses are supported to attend external business workshops and other economic development opportunities
TARGET	5 businesses supported per year
RESULT RATING	Achieved
RESULT VALUE	5 businesses supported to attend the Supply Nation Connect 2025 event
METHODOLOGY AND DATA	Quantitative – TSRA administrative data on support provided
RESPONSIBLE PROGRAM	Economic Development

ANALYSIS ▼

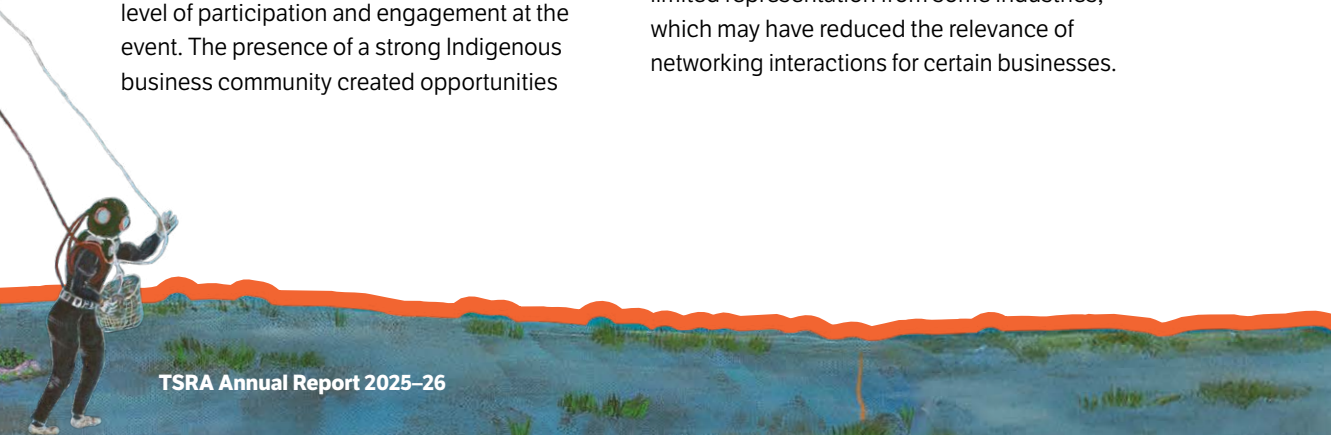
Five local businesses were supported by the TSRA to attend Supply Nation’s annual flagship event, Connect 2025.

The TSRA conducted an open and fair expression of interest (EOI) process, inviting local businesses to submit their EOIs to attend the event. The 5 businesses selected were from diverse industries including fashion design/arts, ferry transportation, recycling, tourism, and trades.

The 5 businesses demonstrated a solid level of participation and engagement at the event. The presence of a strong Indigenous business community created opportunities

for connection, collaboration, and shared learning. It provided valuable opportunities to showcase Indigenous business capability and talent, strengthen and expand professional networks, increase market exposure, and engage with potential partners, suppliers and procurement opportunities.

While engagement was strong, the one-day format of the tradeshow restricted the time to engage and the ability to fully leverage networking opportunities. There was also limited representation from some industries, which may have reduced the relevance of networking interactions for certain businesses.



MEASURE	1.2.4 Provision of Business Growth and Mini Business Growth packages to enable locally owned business to expand
TARGET	2 packages provided
RESULT RATING	Achieved
RESULT VALUE	3 packages provided
METHODOLOGY AND DATA	Quantitative – package provision records
RESPONSIBLE PROGRAM	Economic Development
ANALYSIS ▼	

The TSRA's Business Growth Package provides a combination of low-interest business loans, professional business support and grant funding for eligible applicants.

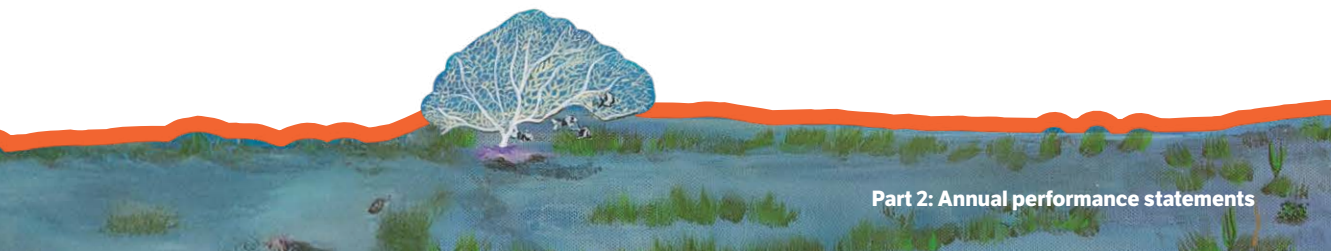
The TSRA exceeded its target for this performance measure, delivering 3 Business Growth Packages against a target of 2. This is higher than the number of successful applicants in 2024–25. This outcome reflects the implementation of initiatives to support locally owned businesses to strengthen capacity, expand operations and contribute to local economic development.

The delivery of support to more businesses than originally planned demonstrates operational flexibility within TSRA Economic Development to extend support to more locally owned businesses than anticipated. Ongoing demand from local businesses,

together with engagement between the TSRA and relevant stakeholders, supported the uptake and delivery of the packages.

While the performance target was exceeded, the current measure primarily reports the number of packages delivered and does not, by itself, provide a comprehensive assessment of longer-term outcomes. Future reporting will be enhanced by incorporating evidence of sustained business growth, employment outcomes, increased workforce participation, and other measurable economic benefits resulting from the support provided.

Overall, the TSRA achieved a strong result against this measure by exceeding the annual target and extending support to more locally owned businesses than anticipated.



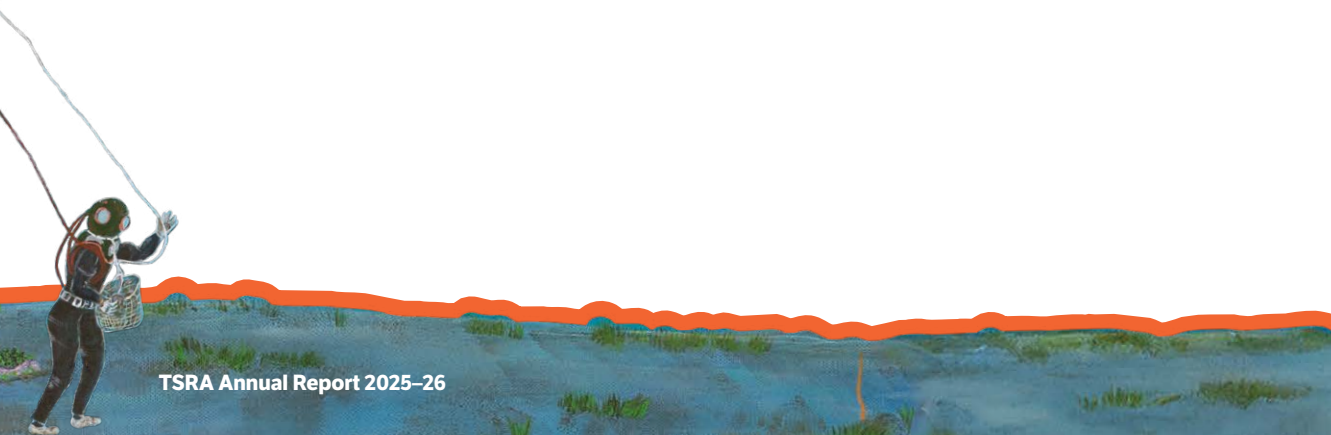
MEASURE	1.2.5 TSRA Indigenous rangers complete nationally recognised qualifications
TARGET	Support 20 First Nations employees in gaining training and accreditation to enhance role mobility and acting opportunities
RESULT RATING	Achieved
RESULT VALUE	44 out of 55 Indigenous rangers completed accredited training to enhance their role
METHODOLOGY AND DATA	Quantitative – training data records
RESPONSIBLE PROGRAM	Environmental Management

ANALYSIS ▼

The TSRA continued to invest in ranger training, with 44 rangers completing accredited programs during this period. Key training areas included:

- euthanise livestock
- apply animal trapping techniques
- apply poison bait for vertebrate pest control in rural and environmental landscapes
- transport and store chemicals
- prepare and apply chemicals to control pests, weeds and diseases
- provide cardiopulmonary resuscitation.

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



MEASURE	1.2.6 'Growing our Own' and 'Maritime Pathways Program' continue
TARGET	Funding support for providers continues
RESULT RATING	Achieved
RESULT VALUE	Funding for continuation of Maritime Pathways Projects provided
METHODOLOGY AND DATA	Quantitative – SmartyGrants and other administrative records
RESPONSIBLE PROGRAM	Economic Development

ANALYSIS ▼

Delivered in partnership with TAFE Queensland, the Torres Strait Maritime Pathways Project targets adults who are existing or aspiring commercial fishers, as well as individuals seeking employment in the maritime industries.

Maritime Pathways Project workforce development initiatives create employment pathways into the maritime and commercial fishing industries by supporting participants to obtain the qualifications, licences and experience required for entry-level employment, while building a sustainable pipeline of skilled Indigenous workers to meet current and future industry workforce needs.

The TSRA granted funding to TAFE Queensland and Tagai State College for continued delivery of the Maritime Pathways Project. Funding in 2025–26 totalled \$660,000.

Delivered in partnership with Tagai State College, TAFE Queensland and UAV Industries, the Growing Our Own – Tagai

Transitions Maritime Project targets senior students enrolled at Tagai State College and Northern Peninsula Area College.

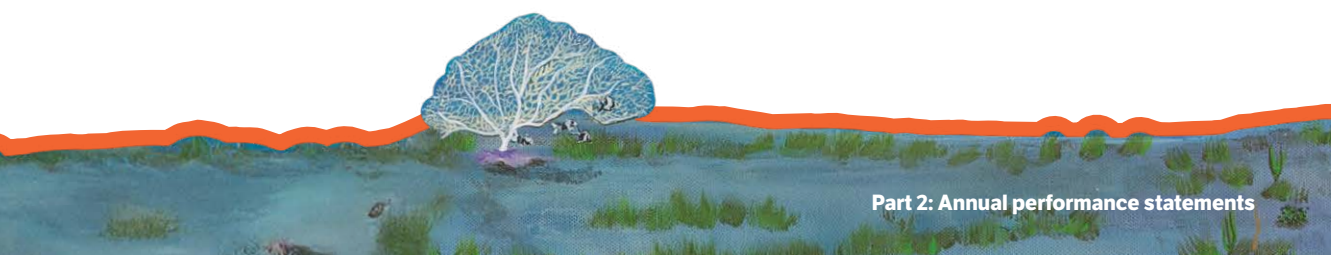
Participants are supported to obtain their:

- Certificate II in Maritime Operations
- Short Range Operator Certificate of Proficiency
- coxswain licence.

Growing Our Own – Tagai Transitions Maritime Project participants are also supported to obtain 30 hours of sea time.

In 2025–26, 46 students enrolled in courses.

These projects contribute to the development of a skilled local maritime workforce, support sustainable employment opportunities across the Torres Strait and the Northern Peninsula Area, and provide qualified Indigenous workers for the maritime and commercial fishing industries.



MEASURE	1.2.7 Business mentoring supports the creation/growth of Torres Strait businesses
TARGET	6 people mentored
RESULT RATING	Achieved
RESULT VALUE	11 businesses mentored
METHODOLOGY AND DATA	Quantitative – mentoring records
RESPONSIBLE PROGRAM	Economic Development

ANALYSIS ▼

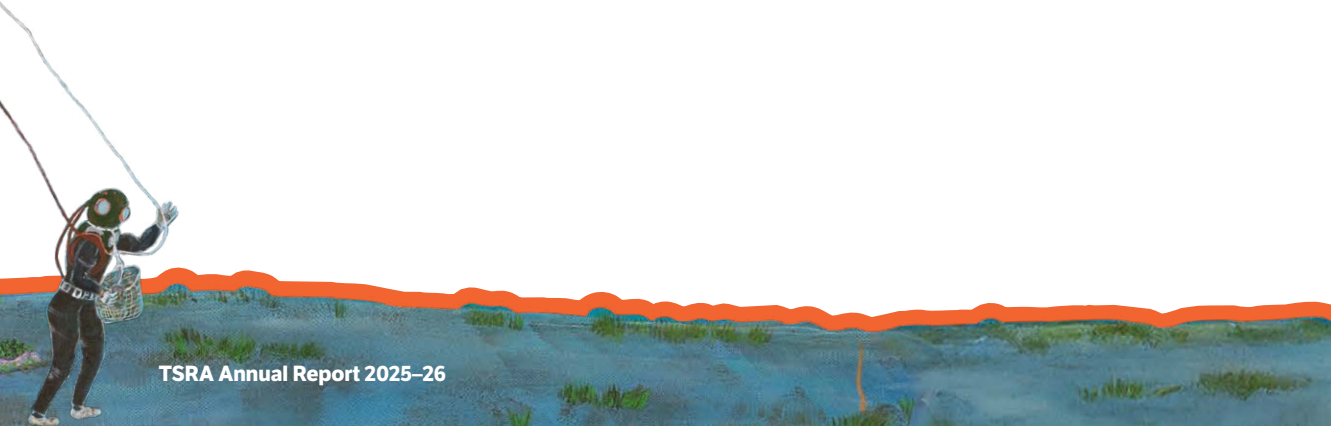
The TSRA exceeded its annual performance target for business mentoring and business development during the reporting period, supporting 11 new or existing businesses against a target of 6. This also represented an increase from 8 businesses supported in 2024–25.

This represents a strong continued demand for practical business development support across the Torres Strait and the Northern Peninsula Area (Bamaga and Seisia communities).

The business mentoring and support program delivered targeted assistance to strengthen business capability, growth planning and investment readiness.

Of the businesses supported during 2025–26, one new business was established and 6 existing businesses expanded their operations. Participating businesses also progressed through the growth pipeline, including through Business Growth Package submissions and applications, creating further opportunities for future investment and expansion.

The rate of applications for mentoring during the period also indicates sustained demand for business support and highlights the program’s role in building long-term business capability in the region. These outcomes supported local entrepreneurship, strengthened business confidence and contributed to regional economic diversification.



Key activity 1.3

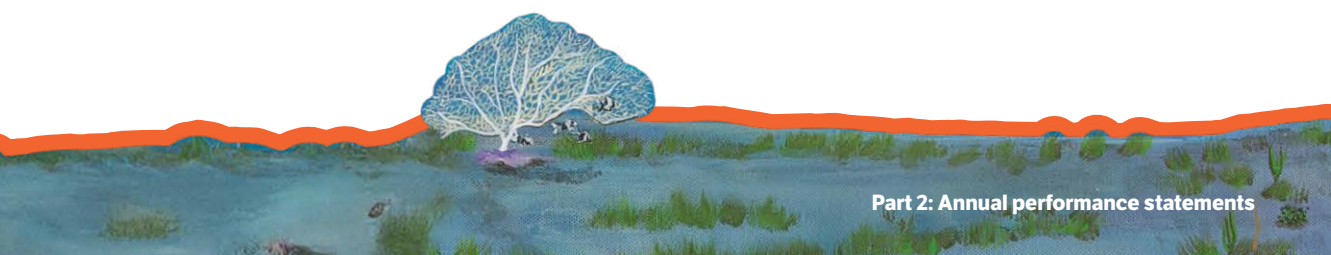
Establishing future ready infrastructure by facilitating essential infrastructure investments, promoting sustainable energy infrastructure in the region, and building partnerships to enhance safe and accessible transport for people and goods across the Torres Strait.

MEASURE	1.3.1 TSRA-controlled/funded infrastructure projects reflect community needs and aspirations
TARGET	Local consultation occurs for all projects and informs project outcomes – establish baseline
RESULT RATING	Achieved
RESULT VALUE	The TSRA Regional Infrastructure Program continued to work in partnership with a range of stakeholders to progress and inform business outcomes. The program engaged broadly, with 53 engagements recorded for 2025–26.
METHODOLOGY AND DATA	Qualitative analysis of project planning documentation Quantitative – count of projects scoped and/or delivered
RESPONSIBLE PROGRAM	Regional Infrastructure

ANALYSIS ▼

During 2025–26, the TSRA recorded local engagements in community, as well as engagement with a range of stakeholders such as:

- the Torres Shire Council, Northern Peninsula Area Regional Council, and Torres Strait Island Regional Council
- the Australian Government Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts; the NIAA; the Army Ailan Community Assistance Program; the Northern Australia Infrastructure Facility; and Australia Post
- the Queensland Government departments of State Development, Infrastructure and Planning; Transport and Main Roads; Local Government, Water and Volunteers; and Women, Aboriginal and Torres Strait Islander Partnerships and Multiculturalism; and Maritime Safety Queensland
- the Community Housing Industry Association Queensland (CHIA QLD) and Q Shelter.





Construction crew
at Masig seawall



TSRA Chairperson and
CEO at Masig seawall



TSRA Chairperson and CEO with
construction crew at Warraber seawall

While a baseline of performance was being established, TSRA Regional Infrastructure delivered sustainable improvement, with 53 engagements recorded for 2025–26. This represented an increase from 48 baseline engagements in the previous year.

In addition, the Torres Strait Major Infrastructure and Other Projects Trust Fund met 4 times during 2025–26: in August and November 2025 and February and May 2026.

The performance of the Torres Strait Seawalls Program (Stage 2) remained strong. The Program Governance Committee for the Torres Strait Seawalls Program met 5 times in 2025–26. During the reporting period, construction of geobag seawalls occurred for the central islands of Masig and Warraber. The Masig and Warraber projects are expected to achieve practical completion in the second half of 2026.

During 2025–26, the Australian Government provided a further funding commitment for the Torres Strait Seawalls Program (Stage 3). This funding was conditional upon funds being matched by the Queensland Government. At 30 June 2026, the Queensland Government had not committed funds beyond current construction.



MEASURE	1.3.2 WAPIL 2 project delivers appropriate cold storage and transport logistics for expanded fishing industry
TARGET	Secure NIAA approval and ongoing funding
RESULT RATING	Partially achieved
RESULT VALUE	<p>In September 2025, a deed of variation was signed with the NIAA to extend the WAPIL 2 project and its funding until 30 June 2027. During the reporting period, WAPIL project activities delivered the following outcomes to support cold storage and transport logistics:</p> <ul style="list-style-type: none"> 47 TIB fisher vessels were assessed for compliance with regulations and 4 vessels were issued a Statement of Compliance procurement for a custom-built freezer and seafood processing unit commenced.
METHODOLOGY AND DATA	Qualitative analysis of project planning documentation
RESPONSIBLE PROGRAM	Fisheries
ANALYSIS ▼	

The TSRA worked with the Australian Maritime Safety Authority and a marine surveyor to develop a special compliance exemption for Torres Strait TIB fishers, recognising the unique conditions that vessels operate in throughout the Torres Strait.

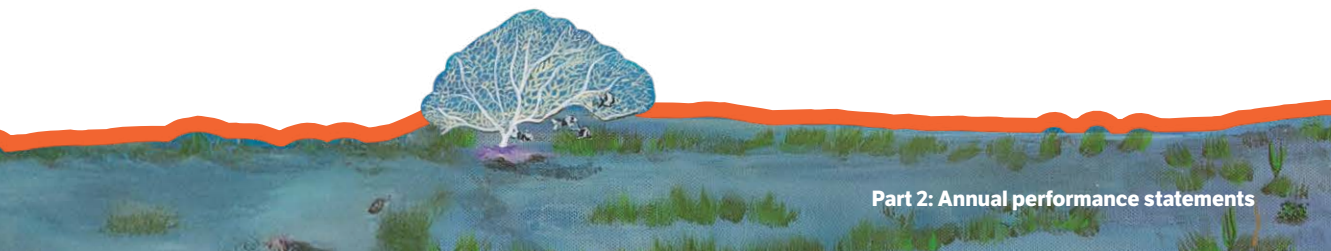
A marine surveyor was engaged in April 2026 to assess 47 vessels for compliance with Australian Maritime Safety Authority regulations. Since November 2024, 169 TIB vessels have been surveyed.

During 2025–26, 4 vessels were issued with a Statement of Compliance, demonstrating a need to focus on supporting TIB fishers to rectify their vessel defects.

To support increasing wealth in the region through commercially viable fisheries businesses, participation and employment, a prototype mobile seafood processing and freezing trailer has been identified as a way to address critical infrastructure gaps and support sustainable economic development in the Torres Strait fishing industry.

The proposed mobile, self-contained and regulation-compliant unit will provide a flexible platform to enable community-based operators to:

- process seafood in accordance with food safety requirements
- freeze and store product to maintain quality and value.



This capability will improve product integrity, extend shelf life, and enable access to higher-value domestic and export markets, increasing economic returns to local communities.

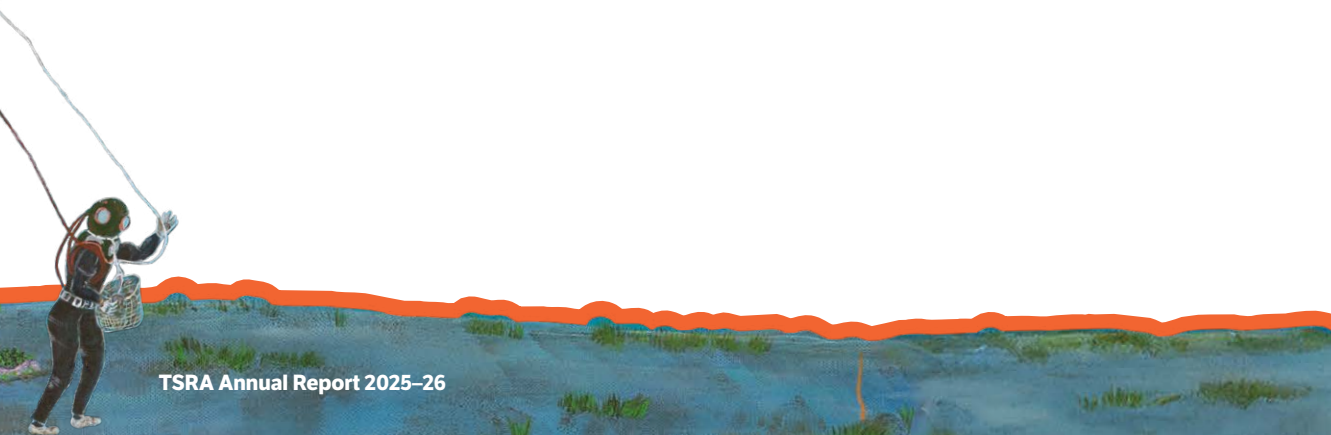
Procurement for the prototype fit-for-purpose unit commenced in June.

MEASURE	1.3.5 Implementation of Regional Economic Investment Strategy phase 2
TARGET	Delivery of Regional Economic Investment Strategy (REIS) phase 2 activities in line with the strategy – establish baseline in 2025–26
RESULT RATING	Partially achieved
RESULT VALUE	REIS review 90% complete
METHODOLOGY AND DATA	Qualitative analysis of project planning documentation REIS review reports
RESPONSIBLE PROGRAM	Economic Development

ANALYSIS ▼

The review of the TSRA REIS phase 1 is 90% complete, with the final report and recommendations scheduled for board consideration in September 2026.

The review will assess the effectiveness of REIS and identify opportunities for improvement to inform future investment priorities, strengthen strategic alignment, and support decision-making on the future direction of regional economic development in the Torres Strait.



Key activity 2.1

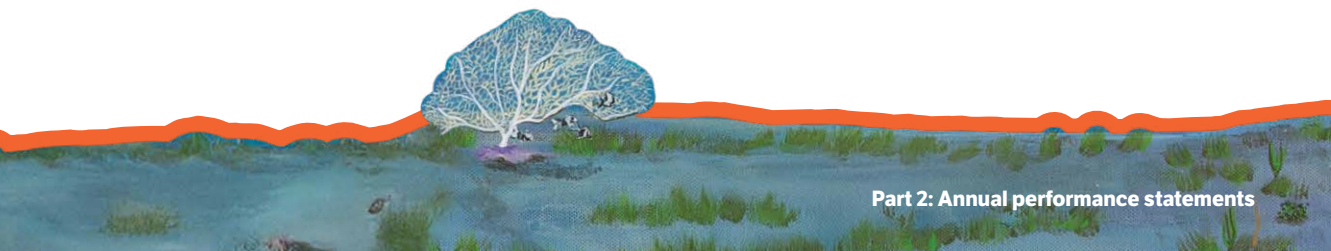
Working to strongly reflect culture in the Torres Strait’s education, employment and community settings, embedding culture as a social fabric for families and community through supporting festivals and events, and preserving and maintaining cultural links, language and significant sites.

MEASURE	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
TARGET	At least 10 grants
RESULT RATING	Achieved
RESULT VALUE	The TSRA exceeded the annual target of at least 10 grants by awarding 16 grants. A total of \$1,909,333 was distributed to artists, cultural organisations and community groups to support cultural festivals, language preservation initiatives, artistic development and cultural events.
METHODOLOGY AND DATA	Quantitative and qualitative analysis of SmartyGrants data
RESPONSIBLE PROGRAM	CAH
ANALYSIS ▼	

During 2025–26, CAH delivered a significant grants program, awarding 16 grants that supported the preservation, promotion and celebration of Torres Strait Islander culture through festivals, cultural events, language initiatives and artistic development activities. Funding was provided to a range of artists, cultural organisations and community groups to strengthen cultural participation, support cultural transmission, and increase opportunities for cultural expression and economic participation.

The TSRA finalised funding agreements with a range of successful recipients, including approximately \$1.3 million for the Torres Strait Traditional Languages Association, \$150,000 across 3 Torres Strait art centres, and \$64,000 in support of the Cairns Indigenous Art Fair.

A key community grant was awarded to Eip Karem Beizam/Eastern Field Productions, a local theatre group that created *Luneg*, an interpretive dance performance presented at GTCC. The production attracted an



audience of more than 300 people and showcased local talent through storytelling and movement. These investments strengthened language preservation initiatives, supported cultural festivals and

events, enhanced opportunities for artistic and cultural development, and contributed to the ongoing preservation and promotion of Torres Strait Islander culture.

MEASURE	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
TARGET	At least 6 workshops, events and activities
RESULT RATING	Achieved
RESULT VALUE	The TSRA exceeded the target of at least 6 workshops, events and activities through the delivery and support of multiple cultural programs, workshops, performances and community events throughout the reporting period. These activities engaged more than 740 participants; supported cultural practice, language revitalisation, artistic development and cultural performance; and strengthened opportunities for Torres Strait Islander and Aboriginal people to share, celebrate and preserve their cultural heritage.
METHODOLOGY AND DATA	Quantitative – count of workshops, activities and events delivered
RESPONSIBLE PROGRAM	CAH

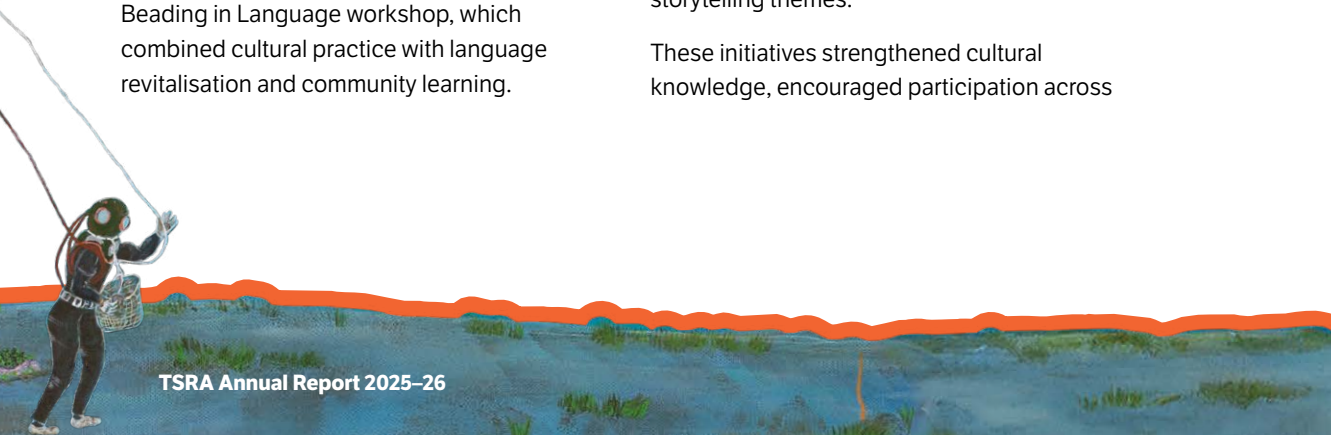
ANALYSIS ▼

Public programs and workshops

GTCC public programs in the period included the NAIDOC Day Cultural Activity, Under 8's Day cultural engagement, the Weaving in Language workshop, and the Beading in Language workshop, which combined cultural practice with language revitalisation and community learning.

In addition, the *Turning Tides: From Marine Debris to Innovative Art* project was delivered to 12 regional artists, providing skills development opportunities while incorporating environmental and cultural storytelling themes.

These initiatives strengthened cultural knowledge, encouraged participation across



different age groups, and supported the preservation of Torres Strait Islander culture through active engagement.

Cultural performances and community events

The TSRA supported cultural performances and community events that increased the visibility and celebration of Torres Strait culture at regional and national levels.

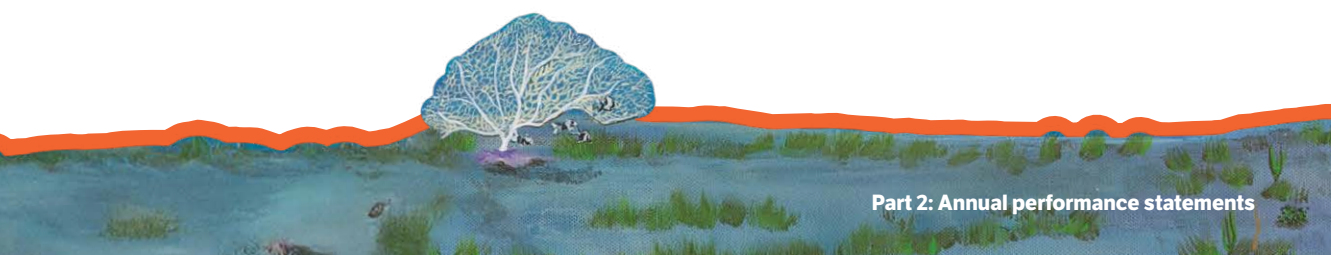
Through the Winds of Zenadth Festival, CAH supported 2 significant cultural events that celebrated Torres Strait creativity, storytelling and community participation. The *Ewer: To Weave – Zenadth Kes Fashion Showcase* provided a platform for local designers, artists and creatives to present their work, showcasing contemporary Torres Strait cultural expression and talent. Complementing this was the *Luneg* theatre production, a community-led performance that used interpretive dance and storytelling to celebrate Torres Strait heritage and identity. Together, these events highlighted the vibrancy of the local creative sector, engaged diverse audiences, and reinforced the importance of investing in community-led arts and cultural initiatives.

CAH and GTCC delivered a range of community-based activities and workshops that fostered strong community participation and engagement. These initiatives contributed to the preservation, promotion and intergenerational sharing of Torres Strait Islander and Aboriginal cultural heritage, creating meaningful opportunities for cultural learning, connection and expression.

Weswes Ataker (Mer Coral Collection) custodianship agreement

The signing of the Weswes Ataker (Mer Coral Collection) custodianship agreement between the TSRA, Queensland Museum and Mer Gedkem Le Corporation marks a significant step in recognising and strengthening Meriam cultural authority over an important collection of corals, more than 100 years old, originating from Mer and repatriated from the Smithsonian Institution in the United States in 2025.

The agreement formalises a shared commitment to protect and preserve the collection's cultural and ecological significance through ongoing consultation with Meriam Traditional Owners, while fostering collaboration between cultural institutions and the community. Celebrated on Mer by community members and key stakeholders, the agreement highlights the importance of culturally informed stewardship and supports the ongoing connection of the Meriam people to their heritage.



MEASURE	2.1.3 Torres Strait Islander and Aboriginal artists are showcased nationally and internationally
TARGET	Maintain/increase the number of artists, arts centres and arts cooperatives supported to exhibit at regional, national and international events. TSRA support provided to local art centres.
RESULT RATING	Achieved
RESULT VALUE	CAH increased opportunities for Torres Strait Islander and Aboriginal artists, art centres and cultural groups to participate in regional, national and international events. Support was provided to 3 Torres Strait art centres and multiple artists and cultural groups, including 10 creatives participating in an international event in Japan; artists exhibiting at the Melbourne Art Fair; and performers participating in major cultural events in Queensland and Tasmania.
METHODOLOGY AND DATA	Quantitative analysis of artist register and other support activities Qualitative analysis of SmartyGrants data and in-kind support provided
RESPONSIBLE PROGRAM	CAH

ANALYSIS ▼

During the reporting period, CAH and GTCC continued to increase opportunities for Torres Strait Islander and Aboriginal artists to be showcased across regional, national and international platforms.

A significant achievement was the support provided to the Lagaw Titui Dance Team, comprising 10 creatives, who represented the Torres Strait Islands at the 2025 international expo in Osaka, Japan. This international engagement elevated the profile of Torres Strait culture through traditional dance, language and storytelling while strengthening cultural exchange opportunities.

Nationally, CAH partnered with NorthSite Contemporary Arts to support the Gubaw Goeyga Sagulaw Buway dance group to perform at the openings of the touring *Billy Missi'n Wakain Thamai* exhibition at the State Library of Queensland and the Queen Victoria Museum and Art Gallery in Launceston, Tasmania, further increasing cultural visibility and audience reach. CAH and GTCC also supported the engagement of 6 Torres Strait artists in the Cairns Indigenous Art Fair and Darwin Art Fair.

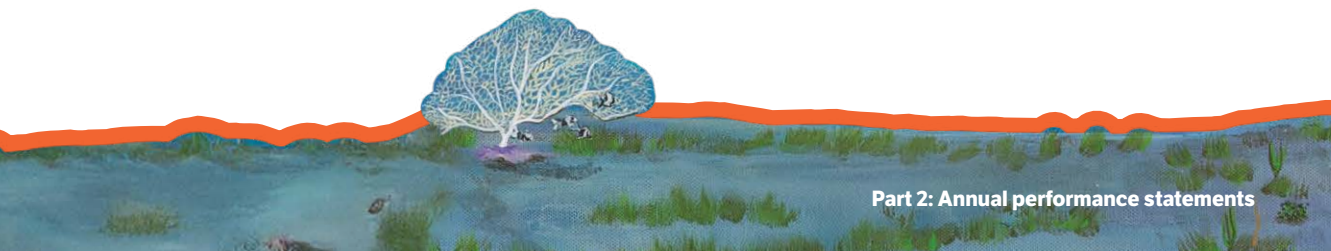


Additional support was provided to artists and art centres to strengthen participation in major arts events and showcase Torres Strait creative excellence. Artists from Moa Arts and Erub Arts attended the Melbourne Art Fair, where they exhibited and sold works.

At GTCC, internationally acclaimed Torres Strait Islander artist Jimi Bani and writer Jillian Boyd-Bowie presented *The Boy Who Found His Way Home – Part 2*, attracting approximately 400 visitors over 2 performances.

To further support the sustainability and promotion of Torres Strait artists, \$150,000 in annual grant funding was distributed across Badhulgaw Kuthinaw Mudh (Badu Art Centre), Erub Arts and Moa Arts, strengthening opportunities for cultural expression, artistic development and economic participation in the Torres Strait outer islands.

MEASURE	2.1.4 Torres Strait Islander and Aboriginal peoples' traditional languages are spoken and protected
TARGET	Support for the Torres Strait Traditional Languages Centre is maintained; Torres Strait Islander Media Association (TSIMA) grant supports local media production (radio programs) broadcasting in Torres Strait Islander and Aboriginal languages
RESULT RATING	Achieved
RESULT VALUE	The TSRA met the target by maintaining support for the Torres Strait Traditional Languages Centre through the successful transition of \$1.3 million in funding and ongoing partnership arrangements and activities with the Torres Strait Traditional Languages Association (TSTLA). In 2025–26, the TSRA awarded a grant to TSIMA to continue support of local media production.
METHODOLOGY AND DATA	Qualitative analysis of SmartyGrants data, secretariat support and other activities Qualitative review of SmartyGrants reporting on broadcasts in traditional language
RESPONSIBLE PROGRAM	CAH



ANALYSIS ▼

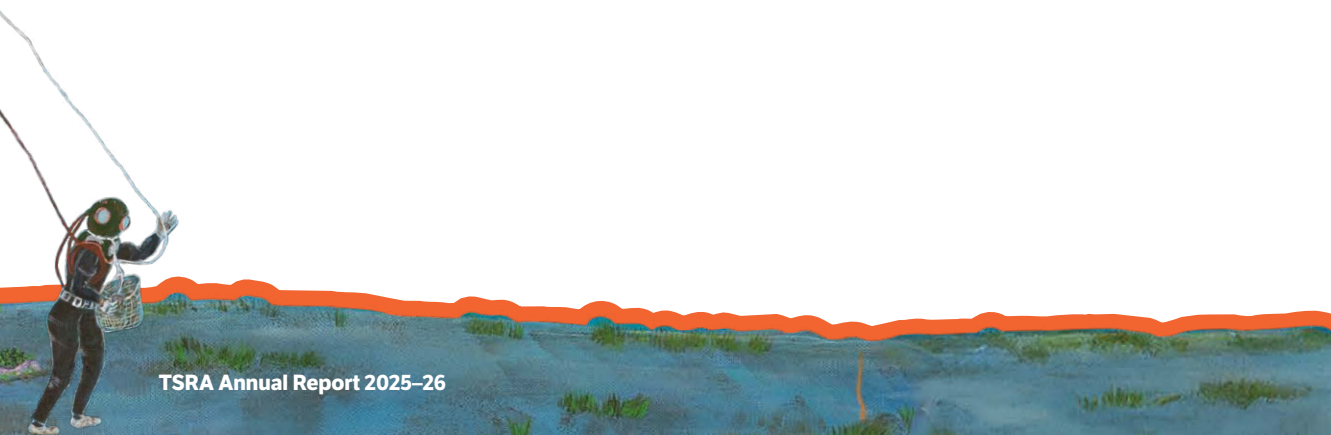
CAH continued to support the preservation, revitalisation and promotion of Torres Strait traditional languages through strategic partnerships, leadership support and community engagement activities.

A key achievement during the period was the successful operationalisation of TSTLA, advancing the goal of community-controlled language preservation and revitalisation. This included the successful transfer of \$1.3 million in funding to support the ongoing operation and ongoing partnership arrangements of TSTLA. A significant milestone was the successful recruitment of a chief executive officer for TSTLA, strengthening the organisation's capacity to lead language initiatives and supporting the community-driven outcomes.

CAH also supported a delegation of 36 participants to attend the PULiiMA Indigenous Language and Technology Conference in Darwin, including 6 delegates funded by CAH and 30 delegates funded by TSTLA, providing opportunities for language practitioners, educators and community representatives to build knowledge, share experiences and strengthen language networks.

In partnership with TSTLA, CAH successfully delivered the fourth Zenadth Kes Language Symposium at GTCC, attracting approximately 200 language advocates, educators, cultural practitioners, speakers and language workers from across the Torres Strait and mainland Australia. The symposium provided an important forum for collaboration, knowledge sharing and partnership development, contributing to the protection and continuation of Torres Strait traditional languages.

The TSRA also maintained its commitment to language preservation through sustained support for radio language programs, providing \$468,713 in grant funding to TSIMA for operations.



Case study:

An 11-year language journey: establishing a community-led organisation

The Zenadth Kes (Torres Strait) region is home to 2 traditional languages, Kala Lagaw Ya and Meriam Mir, which encompass 7 distinct dialects: Kaurareg, Mabuyag, Kala Kawau Ya, Kulkaigal Ya, Meriam Mir, Erub Mer and Ugar Mer.

Language underpins the rich history, culture, identity and social knowledge that make the Zenadth Kes region unique. It connects Torres Strait Islanders to Lag/Ged (island), culture, ancestors and community, and is central to the identity of the custodians of the islands of Zenadth Kes.

The journey to revitalise and sustain the region's traditional languages has spanned more than a decade. Community aspirations were first formally raised at the inaugural Torres Strait Language Symposium in 2015, which brought together language champions, Elders, educators and community members to discuss the status of traditional languages and collaboratively plan for their future. This work led to the establishment of the Torres Strait Language Reference Group, which subsequently launched the Torres Strait Traditional Languages Plan and Charter (2016–2019).

The community-driven language reference group relied heavily on the support of staff

from Gab Titui Cultural Centre, whose ongoing administrative assistance helped drive strategic alignment and implementation of the Torres Strait Traditional Languages Plan and Charter.

Following 8 years of operation, the language reference group concluded with the establishment of the interim Torres Strait Traditional Languages Association (TSTLA), which was incorporated in 2023. Although the creation of a standalone language body took longer than initially anticipated, it marked the achievement of a key community aspiration.

Throughout this period, the TSRA Culture, Art and Heritage Program continued to support a range of language initiatives across the region. These included the development of the Lala Gutchen early literacy game app in Erub Mer, as well as the Malu Kiwa Protocols and Kinship Projects. The TSRA also supported region-based artists and cultural practitioners with language use, while facilitating community-led language activities in Badu, Dauan and Mer, alongside initiatives delivered in partnership with the national peak language organisation, First Languages Australia.

Further strengthening language revitalisation efforts, the TSRA supported strong Zenadth Kes community representation at multiple PULiIMA Indigenous language and technology



conferences, enabling language advocates, practitioners and community leaders to engage with Indigenous language experts from across Australia and internationally. These opportunities provided valuable exposure to emerging language technologies, revitalisation strategies and examples of best practice, while nurturing networks that continue to support language preservation, maintenance and intergenerational transmission throughout the Torres Strait region.

The TSRA's ongoing commitment has been strengthened through partnerships with key language stakeholders, including Tagai State College, the Torres Strait Island Regional Council, the Australian Institute of Aboriginal and Torres Strait Islander Studies, the State Library of Queensland, First Languages Australia, and the Miromaa Aboriginal Language and Technology Centre. These collaborations have provided critical support for language preservation, revitalisation, documentation, and transmission across the region.

Building on the aspirations first articulated at the 2015 Torres Strait Language Symposium, the TSRA successfully delivered symposiums in 2019, 2024 and 2026, responding to ongoing

community priorities and strengthening regional collaboration. The transfer of external funding support, administered through the Office for the Arts since 2015, to the now standalone TSTLA demonstrates the TSRA's long-standing commitment to honouring and advancing the aspirations of grassroots language champions, advocates and communities throughout Zenadth Kes.

This work aligns with global efforts to protect and revitalise Indigenous languages. In 2019, the United Nations declared the International Year of Indigenous Languages, raising awareness of the critical loss of Indigenous languages worldwide and promoting their preservation, revitalisation and use. This initiative led to the International Decade of Indigenous Languages (2022–2032), providing a global framework that reinforces the importance of safeguarding Indigenous languages for future generations.

Today, TSTLA stands as an example of the TSRA's commitment to honour community-led language revitalisation, grounded in cultural authority, strong partnerships, and a shared commitment to ensuring that the languages of Zenadth Kes continue to thrive for generations to come.



Participants at the 2026 Zenadth Kes
Traditional Languages Symposium
Photographer: Lewis Bin Doraho

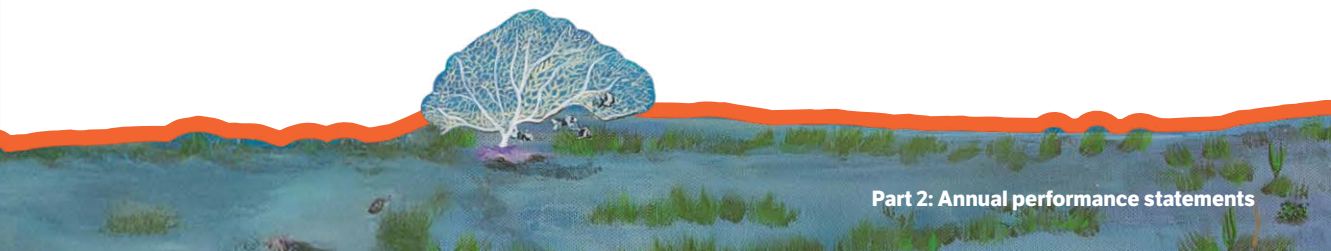
Key activity 2.2

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.

MEASURE	2.2.1 Land, sea and resource management activities are informed by and carried out in accordance with the <i>TSRA Land and Sea Strategy 2016–2036</i>
TARGET	>90% of projects align with the Land and Sea Strategy
RESULT RATING	Achieved
RESULT VALUE	100% of all of Environmental Management projects align with the <i>TSRA Land and Sea Management Strategy for Torres Strait 2016–2036</i> .
METHODOLOGY AND DATA	Qualitative analysis of Land and Sea Management Unit (LSMU) workplans, including ranger activities
RESPONSIBLE PROGRAM	Environmental Management
ANALYSIS ▼	

The TSRA continues to ensure that all Environmental Management activities are fully aligned with the *TSRA Land and Sea Management Strategy for Torres Strait 2016–2036*. Program planning and project design and delivery are guided by the strategy's framework to support the sustainable management of Torres Strait lands, seas and natural resources over the long term.

Throughout 2025–26, activities across TSRA Environmental Management contributed to the delivery of the strategy's 16 key themes. This includes initiatives focused on cultural preservation, environmental stewardship, sustainable resource use, and strengthening community capacity. Maintaining this alignment ensures a coordinated, culturally informed approach that supports measurable and lasting outcomes for Torres Strait Islander communities.



Case study:

Landmark symposium weaves traditional knowledge and science to inform the 2026 Torres Strait State of Environment Report

The Torres Strait is an ecologically significant region that has long attracted strong scientific interest. However, this focus has often shaped environmental monitoring and management in ways that do not fully reflect community priorities. For Torres Strait Islanders, land, sea and culture are inseparable, and Traditional Owners and rangers must continuously navigate between Western scientific frameworks and deeply held cultural knowledge grounded in lived experience.

The development of the 2026 *Torres Strait State of Environment Report* presented a unique opportunity to redefine this approach – placing First Nations knowledge, community priorities and cultural values at the centre of how environmental health is understood and managed.

In April 2026, more than 70 Elders, Traditional Owners, rangers, community leaders, scientists and academics came together on Waiben (Thursday Island) for the inaugural Zenadth Kes



Delegates convene on Waiben (Thursday Island) for the Zenadth Kes Land and Sea Symposium



LSMU staff member Alice Manus presents at the Zenadth Kes Land and Sea Symposium

Land and Sea Symposium – a first-of-its-kind event for the region. Co-hosted by the TSRA, Gur A Baradharaw Kod Torres Strait Sea and Land Council and the Torres Strait Island Regional Council, the symposium was designed to bring together cultural and scientific knowledge systems in a shared space.

The 3-day symposium was structured around the 16 environmental and cultural values identified by Torres Strait communities under the *TSRA Land and Sea Management Strategy for Torres Strait 2016–2036*. These values – from Ailan Kastom and traditional ecological knowledge to coral reefs, seagrass meadows, and subsistence fishing – reflect the holistic way Torres Strait Islander people understand their land and sea.

Critically, the symposium was grounded in extensive community engagement. In the lead-up to the event, TSRA rangers delivered 14 workshops across the region, engaging more than 300 community members – often in local languages. This ensured that community voices, knowledge and priorities were not only captured but also embedded in the process. As highlighted by ranger Alice Manas, this work was not simply data collection, but the sharing of ‘ancient knowledge, living stories and real people’.

During the symposium, participants considered both community perspectives and available scientific evidence for each value. Through facilitated discussions and anonymised polling, they assessed the condition, trend, and level of confidence for each environmental and cultural value. The results were then aggregated to produce health scores, creating a transparent and balanced evidence base.

This methodology represents a significant shift in environmental reporting. It establishes a co-designed, culturally grounded approach that gives equal weight to traditional knowledge and Western science – moving beyond extractive or science-dominated models toward a model where communities lead and define priorities.

The interim scores developed through this process will directly inform the *2026 Torres Strait State of Environment Report*, which will be released in late 2026.



Participants listen to keynote presentations from Zenadth Kes leaders



Case study:

Warul Kawa (Deliverance Island) rodent eradication project

Warul Kawa (Deliverance Island) sits within the Ugul Malu Kawal Indigenous Protected Area (IPA), dedicated in 2001 to support Traditional Owner-led management of culturally and ecologically significant country. The IPA framework recognises that Traditional Owners are best placed to manage and protect their land and sea, guided by Ailan Kastom, cultural authority, and intergenerational responsibility.

The Warul Kawa rodent eradication project exemplifies this approach through a co-delivery partnership between the Maluilgal Registered Native Title Body Corporate and the TSRA. Central to the project is the principle that all decisions relating to Warul Kawa are made and owned by Traditional Owners, led by Kuiku Mabaigal (cultural authorities).

Co-delivery extends beyond decision-making authority. It focuses on:

- building long-term, sustainable management capacity within the IPA
- embedding Ailan Kastom and cultural protocols in all activities
- supporting intergenerational knowledge exchange between Kuiku Mabaigal, Indigenous rangers, and broader Traditional Owner groups.



This ensures that conservation outcomes are culturally legitimate, community owned, and enduring.

Delivering in a complex regulatory and technical environment

The TSRA Land and Sea Management Unit (LSMU) has played a critical facilitation role in progressing the Warul Kawa rodent eradication project within a highly complex regulatory and technical landscape. Through a culturally sensitive, long-term relationship-focused approach, the TSRA's Land Team has built the trust necessary to support Traditional Owner-led decision-making.

Rather than directing outcomes, the LSMU has navigated complex scientific and regulatory requirements and translated them into clear, accessible decision-making options for Kuiku Mabaigal. This includes guiding the project through key frameworks:

- the Commonwealth *Environment Protection and Biodiversity Conservation Act 1999*
- the Queensland *Nature Conservation Act 1992*
- Australian Pesticides and Veterinary Medicines Authority approval processes.



In parallel, the LSMU has coordinated best practice eradication methods, including:

- pre-eradication monitoring and non-toxic bait trials
- precision aerial bait deployment using drone technology
- post-baiting assessment and monitoring.

By bridging science, regulation and cultural governance, the LSMU ensures that all options are both technically robust and culturally appropriate, enabling Traditional Owners to make informed decisions within their own governance systems. This facilitation role has been fundamental to aligning ecological feasibility with cultural legitimacy.

A decade of knowledge, trust and momentum

The project's current momentum reflects more than a decade of sustained work and partnership.

Since black rats were first detected in 2011, Traditional Owners, Indigenous rangers, and TSRA staff have undertaken:

- long-term monitoring and ecological research
- trial control programs and feasibility assessments
- ongoing community engagement and awareness raising.

Importantly, Traditional Owners chose not to proceed until they were confident that the approach aligned with cultural values and governance processes, despite strong scientific justification.

A key turning point came through Indigenous-to-Indigenous knowledge exchanges, particularly through the Pacific Invasives Learning Network. These exchanges enabled Traditional Owners to learn from other Indigenous communities with lived eradication experience, strengthening confidence through oral knowledge sharing and cultural connection.

In 2025, Traditional Owners – guided by Kuiku Mabaigal – endorsed eradication through community governance protocols, ensuring that the decision was grounded in collective authority and cultural legitimacy. This milestone reflects the contributions of:

- Kuiku Mabaigal and Traditional Owners, providing cultural leadership
- former and current Indigenous rangers, delivering long-term monitoring
- the TSRA Land Team, facilitating and supporting the process.



Traditional Owners, rangers and TSRA staff during monitoring surveys on Warul kawa in 2024



A model approach to land and sea management

The Warul Kawa project exemplifies the core approach and ideology of the LSMU, applied across land and sea management programs throughout the Torres Strait.

At its foundation, this approach recognises that Traditional Owner authority is central to effective environmental management, and that long-term outcomes depend on strong relationships, respect for Ailan Kastom, and investment in local capability.

The LSMU's model is characterised by:

- facilitation rather than direction, ensuring that Traditional Owners lead decisions
- long-term relationship building, supporting trust and continuity

- capacity development, empowering Indigenous rangers and communities
- integration of cultural and scientific knowledge, ensuring culturally appropriate and technically sound outcomes.

The Warul Kawa project demonstrates how this approach enables Traditional Owners to move from monitoring and knowledge-building, through culturally grounded decision-making, to delivering a complex eradication program.

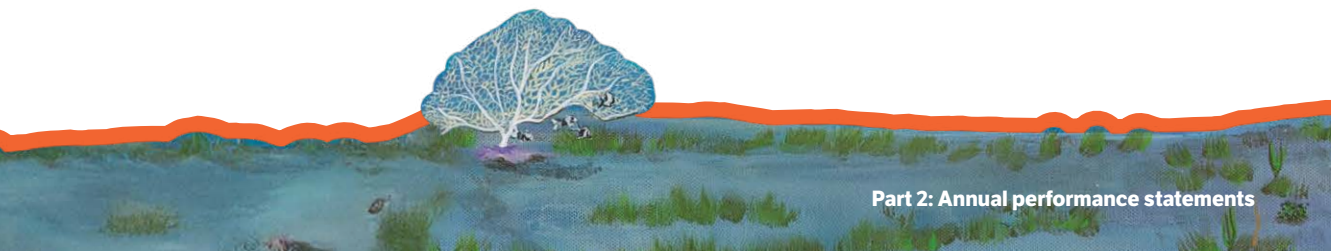
This model reflects the LSMU's broader commitment to supporting Traditional Owners to lead, manage, and sustain their IPAs, ensuring that conservation outcomes are embedded in cultural authority and intergenerational stewardship.



MEASURE	2.2.2 Ranger Community Management Plans exist and are achieving annual service targets		
TARGET		RESULT RATING	RESULT VALUE
13 community-led plans are developed to protect land, sea, and cultural values in partnership with local communities		Achieved	Thirteen community-led plans have been developed.
>90% of targets are achieved		Partially achieved	Rangers have completed 79% of 358 planned activities.
METHODOLOGY AND DATA	Quantitative and qualitative analysis of LSMU data and NIAA reporting		
RESPONSIBLE PROGRAM	Environmental Management		
ANALYSIS ▼			

Rangers are directly supporting the development of 13 community-led plans to protect land, sea and cultural values in partnership with local communities. All activities undertaken align with this objective, ensuring that planning and on-ground delivery are community informed, culturally appropriate and focused on strengthening environmental and cultural outcomes.

Rangers have completed 79% of 358 planned activities. The remaining activities were well advanced and in their final stages of delivery at 30 June 2026. This outcome reflects strong operational performance and meaningful community engagement, with roadmaps guiding ranger activities to align closely to each community's environmental and cultural priorities while supporting broader conservation and community outcomes.



Case study:

Yumi Land and Sea Health Checks – Ranger-led workshops to develop island snapshots

Community engagement processes often fall short in enabling genuine 2-way communication and meaningful reporting back. Communities can feel either over-consulted or not heard at all, with their priorities not clearly reflected in outcomes. Language barriers, unfamiliar facilitators, and workshop designs can also limit participation and prevent all voices from being heard.

For the 2026 *Torres Strait State of Environment Report*, the TSRA Land and Sea Management Unit (LSMU) set out to do things differently. The goal was to create a community-level reporting approach that honours First

Nations knowledge and lived experience, while enabling consistent and repeatable data collection to track changes over time. Equally important was producing outputs that are accessible and meaningful, and clearly reflect what communities have shared – as the experts of their own land and sea.

To guide the development of this new approach, the LSMU formed an Indigenous-led working group made up of rangers and technical staff. The group developed a set of indicator questions that aligned with the 16 key environmental and cultural values that underpin the LSMU's work. These questions were written in plain language and designed to be relevant across all communities. A simple 5-point scale (ranging from 'very bad' to 'very good' and including 'not applicable' and 'unsure') was used to capture responses, allowing for both clarity in discussion and consistency in analysis. The questions were piloted internally to ensure that they were culturally appropriate, practical, and suitable for ranger-led delivery.

A key principle of the process was that rangers facilitated the workshops within their own communities. Rangers bring





deep cultural knowledge of their land and sea alongside their professional expertise in natural resource management. With additional facilitation training, they were supported to lead discussions in ways that were culturally safe and inclusive – breaking down language barriers and encouraging broader participation. This approach also strengthened community ownership of the process, positioning rangers as leaders rather than relying on external facilitators.

Between July and December 2025, workshops were successfully delivered across 14 communities, with over 300 participants contributing their insights. The data collected was aggregated at both the island level and the regional level, providing a clearer picture of community perceptions across each key value. This information will directly inform the Torres Strait state of environment report, while also creating a baseline for monitoring change over time.

Importantly, results will be returned to communities through Island Snapshots – 2-page, visually engaging reports designed for accessibility and ongoing use. These snapshots summarise the workshop results, highlight priority values identified through the workshops, and outline the key threats facing those values. Designed to be updated every 5 years, they provide a consistent tool for tracking change.

Beyond reporting, the Island Snapshots are intended to support practical action and advocacy. They will help guide ranger workplans to ensure that activities align closely with community priorities, while also empowering communities with evidence to advocate for the outcomes and support that they want for the betterment of their land, seas and people.



MEASURE	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
TARGET	At least 4 contacts per year
RESULT RATING	Achieved
RESULT VALUE	Over 4 contacts through advice, representation and submissions
METHODOLOGY AND DATA	Quantitative – analysis of TSRA administrative data
RESPONSIBLE PROGRAM	Governance and Leadership

ANALYSIS ▼

Throughout 2025–26, the TSRA provided advice and representations to government to support investment in climate adaptation and mitigation initiatives, including seawall funding, crown-of-thorns starfish management, renewable energy infrastructure and local resilience activities.

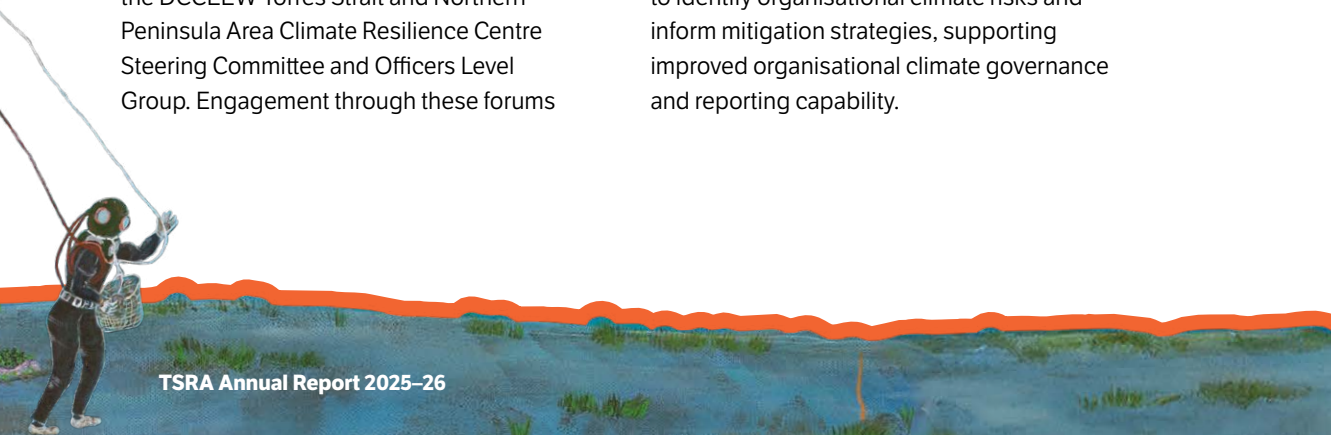
In January 2025, the TSRA made a written submission to the Joint Select Committee on Northern Australia, advocating for increased investment in climate-resilient and renewable energy infrastructure to support future economic development opportunities in the region.

The TSRA maintained active participation in regional climate governance through the DCCIEW Torres Strait and Northern Peninsula Area Climate Resilience Centre Steering Committee and Officers Level Group. Engagement through these forums

strengthened collaboration across key stakeholders and informed regional climate resilience planning and priorities.

The TSRA supported investigations into renewable energy opportunities through ongoing engagement and collaboration with the Torres Strait Island Regional Council. This included working with the council to consider recommendations arising from renewable energy assessments and explore opportunities to progress shared regional priorities.

In preparation for future Commonwealth Climate Disclosure reporting requirements, the TSRA commenced a climate risk assessment and net zero reporting project to identify organisational climate risks and inform mitigation strategies, supporting improved organisational climate governance and reporting capability.



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 national and international First Nations partners to enhance governance and benefit the region.

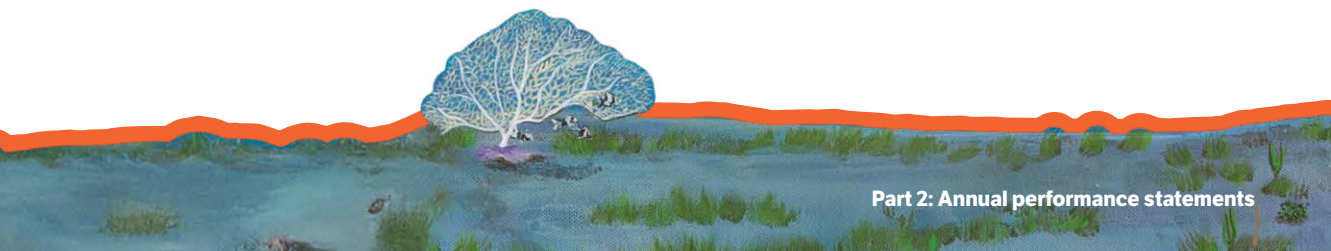
MEASURE	3.1.1 <i>Torres Strait Development Plan 2023–2028 delivers on the board's aspirations for the region</i>
TARGET	The <i>Torres Strait Development Plan 2023–2028</i> is embedded in the TSRA's <i>Corporate Plan 2025–26</i> and <i>Portfolio Budget Statements 2026–27</i> ; Implementation of the plan is reported to the TSRA Board at each board meeting and is reviewed annually.
RESULT RATING	Achieved
RESULT VALUE	Torres Strait development plan embedded in TSRA <i>Corporate Plan 2025–26</i> The board receives quarterly reporting against the corporate plan.
METHODOLOGY AND DATA	Output – the corporate plan and the 2025–26 portfolio budget statements Qualitative analysis of board papers and minutes
RESPONSIBLE PROGRAM	Governance and Leadership
ANALYSIS ▼	

The TSRA's *Portfolio Budget Statements 2026–27* are aligned to the *Torres Strait Development Plan 2023–2028*. The TSRA's *Corporate Plan 2025–26* was endorsed by the TSRA Board and is reported against in this annual report, with activities, measures and targets aligned to the development plan.

Quarterly reporting on progress against the corporate plan is provided to the board throughout the year, ensuring appropriate oversight of progress against annual

activities and priorities aligned with the development plan. The board held strategic planning sessions in April and June 2026 to map out priorities and aspirations.

During 2026, the TSRA Chairperson, Chief Executive Officer and program managers, together with the respective elected board members, undertook 3 community engagement visits across the Torres Strait and the Northern Peninsula Area, strengthening engagement between



TSRA representatives and communities. This followed 3 community engagement visits conducted in 2025.

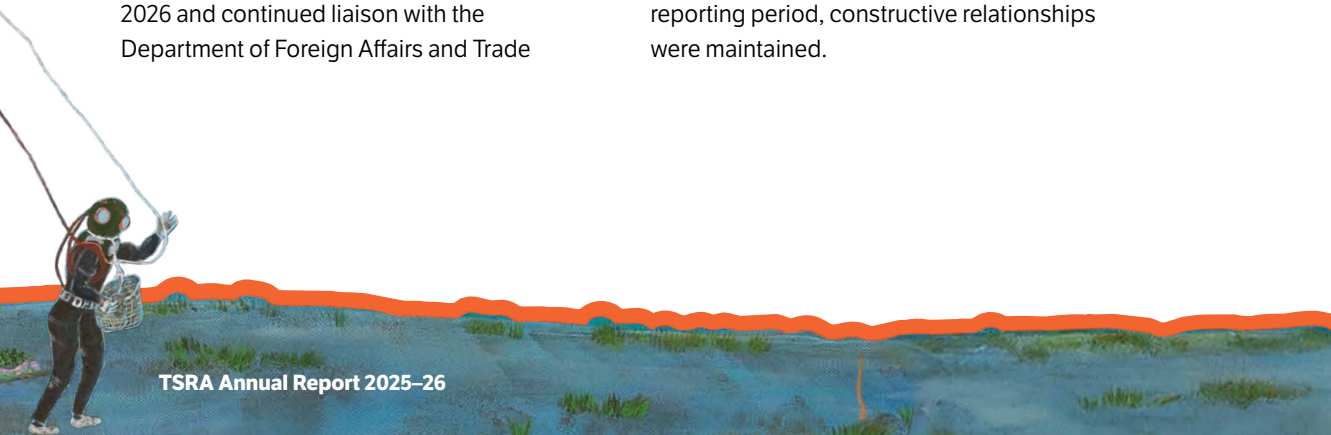
The engagement approach supports meaningful 2-way dialogue, providing communities with opportunities to engage directly with the TSRA on the board's

aspirations, priorities and progress under the development plan. It also enables the TSRA to understand community insights, identify emerging issues, and ensure that future planning and review processes are informed by communities' priorities and aspirations.

MEASURE	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		
TARGET		RESULT RATING	RESULT VALUE
One meeting with First Nations Ambassador		Partially achieved	No formal meetings were scheduled during the reporting period; however, ongoing stakeholder engagement supported current and future cross-border cooperation and exchange opportunities.
Attending annual Bilateral Treaty meetings with Papua New Guinea (PNG)		Partially achieved	
Explore possibility of a ranger exchange between Torres Strait and southern PNG rangers		Achieved	
METHODOLOGY AND DATA	Output – TSRA administrative data Qualitative analysis of progress		
RESPONSIBLE PROGRAM	Governance and Leadership		
ANALYSIS ▼			

The TSRA maintained engagement with the First Nations Ambassador through informal discussions in June 2026 and continued liaison with the Department of Foreign Affairs and Trade

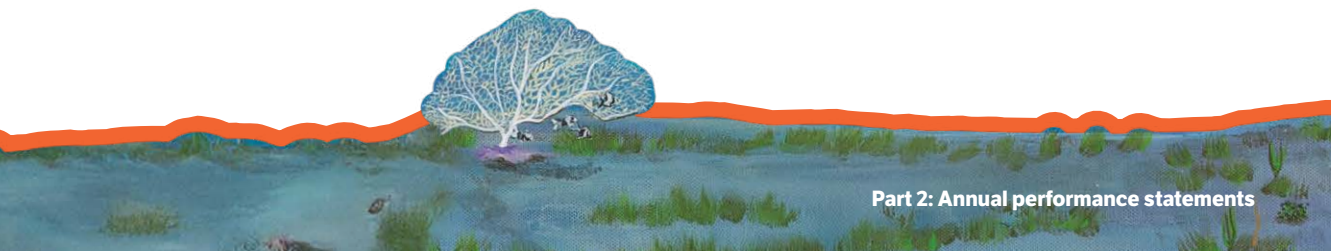
regarding future regional engagement opportunities. While no formal meetings with the ambassador occurred during the reporting period, constructive relationships were maintained.



No Torres Strait Treaty bilateral meeting was scheduled during 2025–26. The scheduling of treaty bilateral meetings is led by the Department of Foreign Affairs and Trade; the last meeting was held in April 2025. In the interim, the TSRA continued to engage with PNG representatives and the department on matters affecting Traditional Inhabitants, regional relationships, and cross-border cooperation. The development of a Torres Strait – PNG ranger exchange was actively explored, with preliminary discussions and planning undertaken with relevant stakeholders.

The TSRA further strengthened regional partnerships through its ongoing cultural exchange with the Solomon Islands Rangers Association, delivered in partnership with Australian Volunteers International. Building on the 2025 visit by Solomon Islands rangers to the Torres Strait, 4 TSRA staff participated in a reciprocal exchange visit to Solomon Islands in 2026. The exchange focused on strengthening governance frameworks, improving processes, and identifying community-led values to guide conservation priorities.

MEASURE	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)		
TARGET	RESULT RATING	RESULT VALUE	
1 x leadership workshop	Achieved	The TSRA supported 6 leadership initiatives.	
2 x school leadership support grants	Achieved		
At least one annual ARLF Australian Rural Leadership Program (ARLP) participant	Achieved		
Partner with ARLF to evaluate the success of TSRA sponsoring ARLP participants since 2008	Achieved		
METHODOLOGY AND DATA	Output – TSRA administrative data Qualitative – analysis of SmartyGrants data Qualitative – TSRA administrative data Qualitative analysis of evaluation results		
RESPONSIBLE PROGRAM	Governance and Leadership		



ANALYSIS ▾

Australian Rural Leadership Foundation programs

In 2025–26, the TSRA maintained its partnership with the ARLF and supported leadership participation across the region. The funded activities developed Torres Strait Islander leadership capability through participation in nationally recognised programs, strengthening scholarship recipients' leadership skills, networks and confidence to influence positive change.

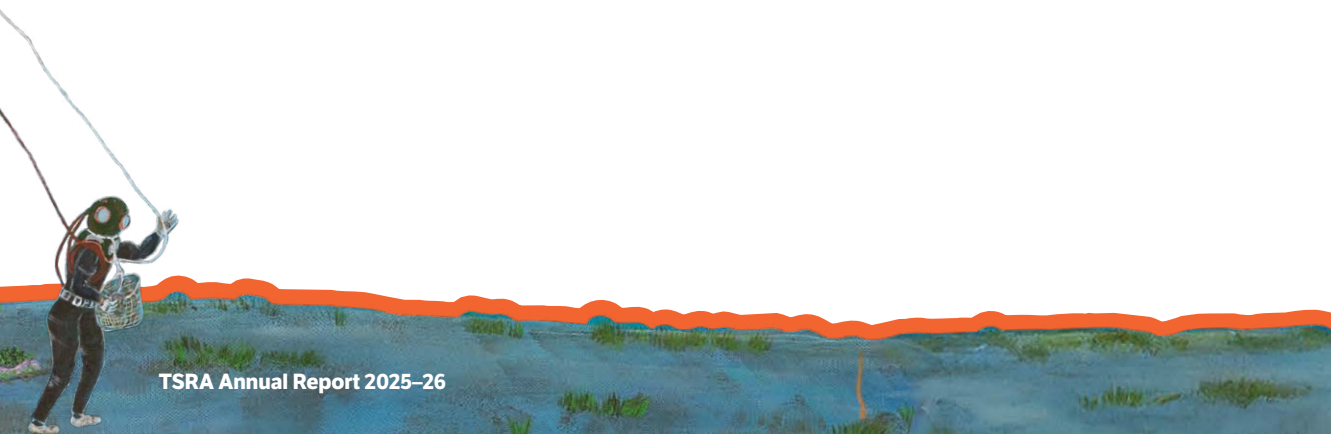
During the year:

- one TRAIL Emerging Leaders Program participant was supported, contributing to early-career leadership development in rural, regional and remote locations of Australia
- one Milparanga Emerging Leadership Program participant was supported, with a focus on empowering First Nations emerging leaders
- 2 Milparanga Established Leadership Program participants were supported, with a focus on empowering First Nations experienced leaders
- 10 participants in the Torres Strait Women's Leadership Program, delivered in Brisbane in October 2025 and on Waiben (Thursday Island) in December 2025, were supported
- 2 Australian Rural Leadership Program participants were supported, with one completing course 32 and one underway in course 33.

The TSRA also reviewed partnership arrangements with the ARLF and continued the partnership under a new funding agreement signed in June 2026. Evaluation of the program and its outcomes will continue under the new agreement.

School leavers and primary and secondary school leadership support

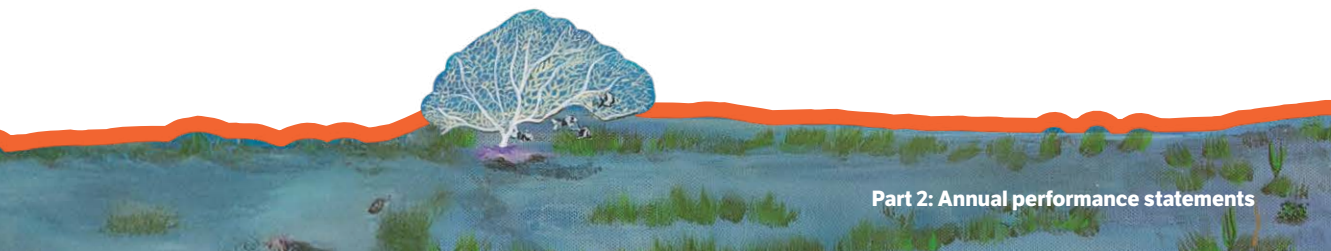
The TSRA supported school leadership pathways through the Torres Strait School Leavers Program, with 10 participants, and school leadership support grants to Tagai State College, including the TSRA Excellence Award and a bursary for one Year 12 student.



MEASURE	3.1.6 TSRA Board provides direction and drives outcomes in line with the <i>Torres Strait Development Plan 2023–2028</i>
TARGET	Annual professional development for board members
RESULT RATING	Achieved
RESULT VALUE	2 new professional development activities preparing the TSRA Board to engage in 2 board strategic planning sessions
METHODOLOGY AND DATA	Qualitative analysis – TSRA administrative data
RESPONSIBLE PROGRAM	Governance and Leadership

ANALYSIS ▼

<p>TSRA Board members engaged in professional development opportunities as part of their governance meetings. Key topics included cybersecurity training delivered by Baidam Solutions and financial literacy training delivered by Lugger Indigenous Finance.</p> <p>The board held 2 strategic planning workshops in early 2026 to guide future direction and planning to support delivery of the development plan.</p>	<p>TSRA Board members participated in various professional development initiatives throughout 2025–26, including attending forums and conferences, hosting official TSRA events, and engaging in leadership programs.</p> <p>TSRA Member for Kubin Danie Savage is a current Australian Rural Leadership Program participant in course 32 and is set to graduate in September 2026.</p>
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MEASURE	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
TARGET	Recommendations by the Traditional Inhabitant Boat (TIB) licence-holders sector (prepared by the TSRA on TIB advice) are presented to the PZJA
RESULT RATING	Substantially achieved
RESULT VALUE	Recommendations by the TIB licence-holders sector (prepared by the TSRA on TIB advice) were presented to the PZJA.
METHODOLOGY AND DATA	Output – PZJA meeting data
RESPONSIBLE PROGRAM	Fisheries

ANALYSIS ▾

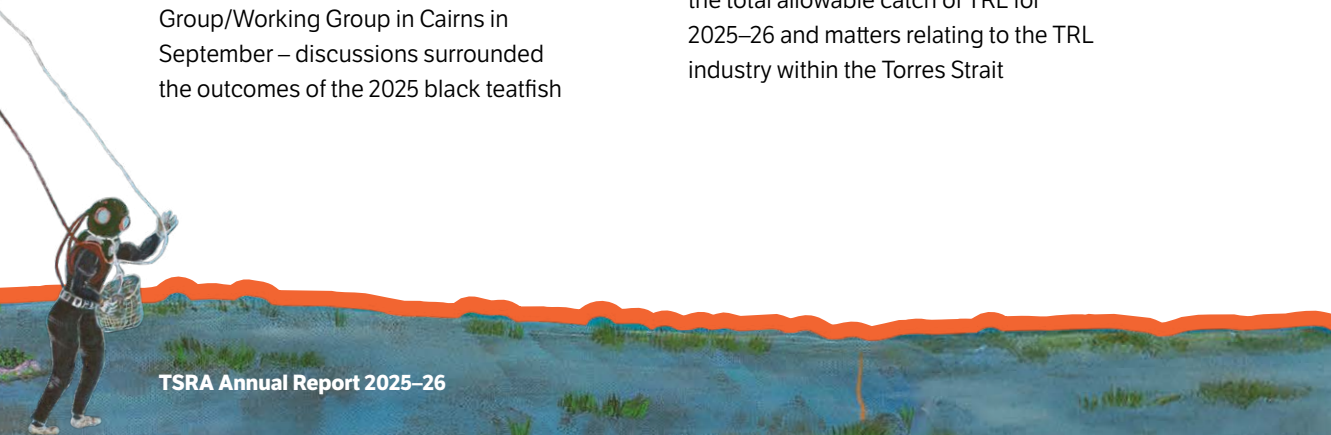
Supported by the TSRA Fisheries Program, TIB members of the PZJA working groups, resource assessment groups and advisory committees met throughout the year to discuss fisheries matters and make recommendations to the PZJA.

This included:

- meetings of the Torres Strait Prawn Management Advisory Committee in September and June, to review, discuss and recommend management decisions for the sustainability and conservation of the prawn fisheries within the Torres Strait
- a meeting of the Torres Strait Hand Collectables Resource Assessment Group/Working Group in Cairns in September – discussions surrounded the outcomes of the 2025 black teatfish

fishing season and the arrangements for the upcoming 2026 black teatfish fishing season; species under the Convention on International Trade in Endangered Species of Wild Fauna and Flora; and scientific, ecological and industry matters for the viability and sustainability of the fisheries

- a meeting of the Tropical Rock Lobster Resource Assessment Group in December, to discuss the recommended biological catch for the 2025–26 season and the scientific and ecological aspects of the fishery
- a meeting of the Tropical Rock Lobster Working Group in December, to discuss the total allowable catch of TRL for 2025–26 and matters relating to the TRL industry within the Torres Strait



- a meeting of the Fisheries Quota Management Committee in May, to discuss and recommend the leasing of unused finfish quota and recommend

quantity and prices for sunset leasing of finfish quota for 2026–27 – the committee’s recommendation was presented to the TSRA Board in June and was approved.

MEASURE	3.1.8 The Fisheries Advisory Committee (FAC) provides effective advice to the TSRA Board on fisheries matters
TARGET	Establish baseline
RESULT RATING	Baseline established
RESULT VALUE	The FAC was re-established and met 4 times, with an additional 2 planning meetings.
METHODOLOGY AND DATA	Qualitative analysis of advice provided by the FAC and recommendations adopted by board
RESPONSIBLE PROGRAM	Fisheries

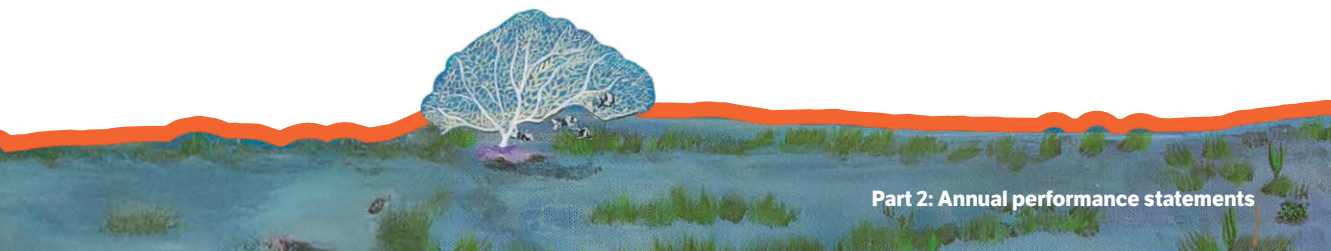
ANALYSIS ▼

Following the appointment of the new TSRA Board, the board resolved at board meeting 153 (in June 2025) to re-establish the FAC and approve its terms of reference and membership. During the reporting period, the FAC met 4 times with an additional 2 planning meetings.

In late 2024, a community consultation review under the *Torres Strait Fisheries (Quotas for Tropical Rock Lobster (Kaiar)) Management Plan 2018*, seeking opinions on ‘individual allocation’ (not favoured) versus ‘allocating quota units to a non-government legal entity that represents Traditional Inhabitants’ was undertaken.

The review found that there was no existing legal entity that represented all Traditional Inhabitants as defined by the empowering fisheries legislation (for example, the Torres Strait Treaty, the *Torres Strait Fisheries Act 1984* and fishery management plans). The FAC sought the support and approval of the TSRA Board to establish a charitable trust.

The FAC met in September 2025 to review various fisheries harvest models and decide on the TRL quota allocation. In October 2025, the FAC met to discuss the proposed introduction of a vessel-monitoring system during the black teatfish sea cucumber fishing season.



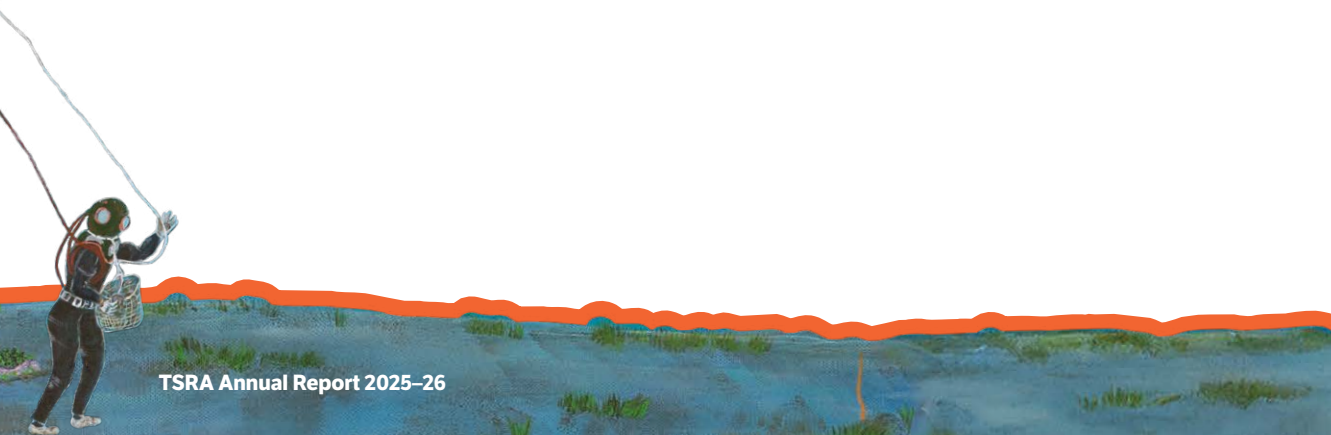
A presentation to the board was made in November by Dimas Toby, FAC Chair and Portfolio Member for Fisheries, regarding future steps for holding Torres Strait fishing rights.

The FAC worked to develop its 2026–2028 workplan. The original 14-point plan was revised and updated to reflect community views. The updated plan was endorsed by the TSRA Board in February 2026.

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.

MEASURE	3.2.1 Torres Strait-based students have access to a high-quality education		
TARGET	RESULT RATING	RESULT VALUE	
Productive engagement with all local schools and advisory groups on need	Achieved	The TSRA maintained engagement with education stakeholders, supported education and career pathway initiatives, and increased tertiary student assistance through the Assistance with Tertiary Education Scheme. However, no formal submissions or funding requests were prepared during the reporting period.	
Preparing submissions and funding requests for government to support equitable access to education	Not achieved		
METHODOLOGY AND DATA	Qualitative – TSRA administrative data recording meetings Qualitative – TSRA administrative data on submissions and other data		
RESPONSIBLE PROGRAM	Governance and Leadership		

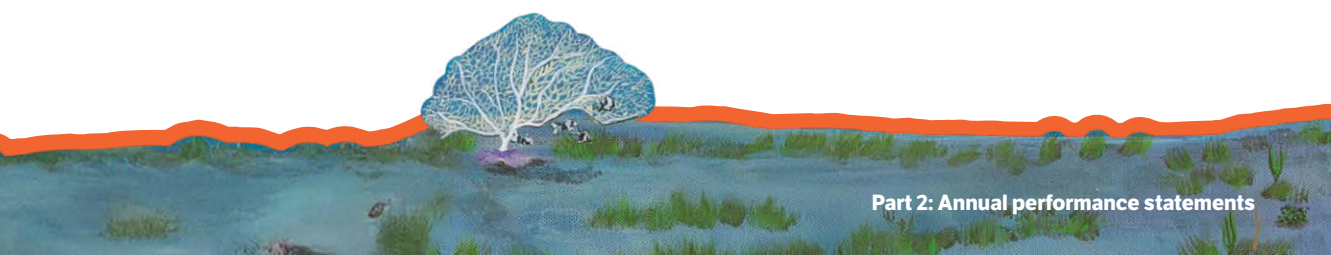


ANALYSIS ▼

The TSRA maintained productive engagement with local schools and education stakeholders throughout 2025–26, to support student achievement, leadership development, and pathways into further education, training and employment. A key focus was ongoing collaboration with Tagai State College under the memorandum of understanding (MOU) signed in 2024, which provides a framework for supporting student development, leadership opportunities and career pathways for Torres Strait students.

In addition, the TSRA supported a range of education and career pathway initiatives across the region. This included sponsorship of a student award at the Tagai State College annual awards ceremony, ongoing support for the Growing Our Own – Tagai Transitions Maritime Project, and support for the Tagai State College Senior University Tour to Cairns and Brisbane in 2025. These initiatives promoted educational achievement, career development and awareness of tertiary education opportunities for Torres Strait students.

The TSRA also continued to support post-school education through the Assistance with Tertiary Education Scheme. In 2025–26, 16 students received financial assistance to undertake tertiary studies, compared with 12 students in 2024–25. Funding supported students across a range of disciplines, including engineering, architecture, nursing, education, environmental science and the arts. The scheme assists with study and living expenses, helping to reduce financial barriers and improve access to tertiary education opportunities for Torres Strait and Northern Peninsula Area students.



Case study:

Assistance with Tertiary Education Scheme strengthens pathways from tertiary education to regional employment

Katrina Bon's journey from tertiary education to employment demonstrates the long-term impact of investment in Aboriginal and Torres Strait Islander education pathways. In 2026, Katrina returned to the Torres Strait to commence employment as a midwife with Torres and Cape Hospital and Health Service, strengthening local workforce capacity and supporting culturally responsive maternity care.

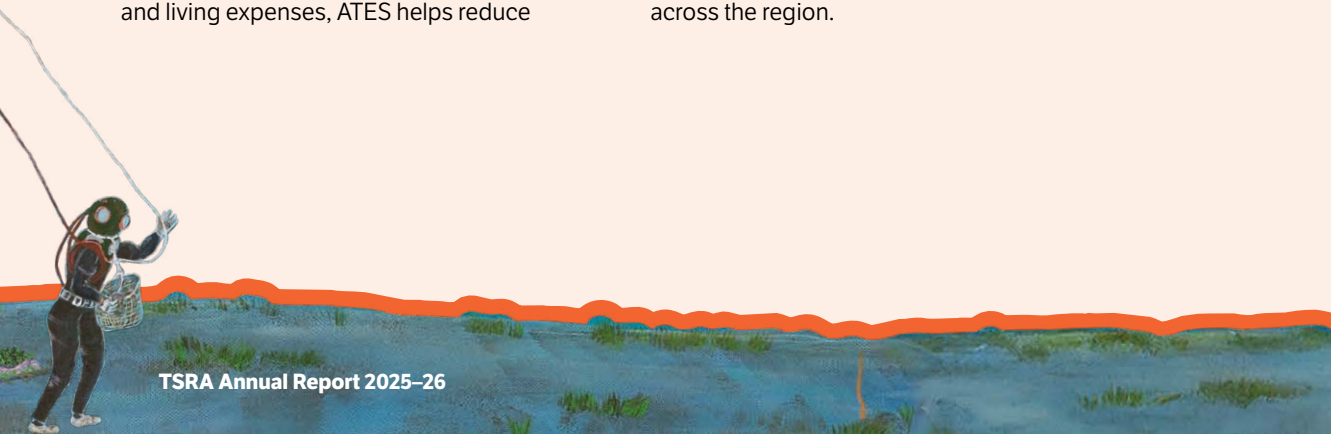
Driven by a lifelong passion to support women through pregnancy and childbirth, Katrina pursued midwifery with a strong commitment to working in her community. Her goal was to help address the limited availability of Aboriginal and Torres Strait Islander midwives in the Torres Strait and contribute to culturally responsive maternity care for local women and families.

Through annual funding assistance awarded under the TSRA Assistance with Tertiary Education Scheme (ATES) from 2022 to 2025, Katrina was supported to complete a Bachelor of Midwifery at Australian Catholic University in 2025. By assisting with study and living expenses, ATES helps reduce

financial barriers to tertiary education. Its ongoing funding model provides eligible students with continued support throughout multi-year qualifications, helping them to remain focused on their studies and successfully complete their courses.

Katrina's success reflects the long-term impact of ATES in creating pathways from education to employment. Since 2005, the program has supported more than 150 Aboriginal and Torres Strait Islander students to undertake tertiary and vocational education. By helping students overcome financial barriers and complete their qualifications, ATES contributes to building a skilled workforce, strengthening local leadership and capability, and supporting the development of the next generation of professionals across the Torres Strait and the Northern Peninsula Area.

Katrina's return to the Torres Strait as a qualified midwife demonstrates how sustained investment in education can deliver lasting benefits for individuals, communities and essential service delivery across the region.



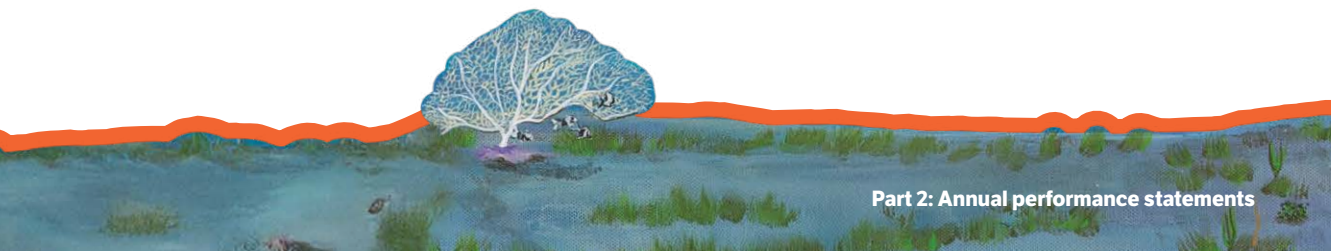
MEASURE	3.2.2 Advocate improved child protection outcomes through working groups, intergovernmental meetings, community engagement and written submissions
TARGET	TSRA participates in at least 6 stakeholder meeting to leverage opportunities to drive collaboration between agencies, and 2 advocacy submissions
RESULT RATING	Achieved
RESULT VALUE	The TSRA exceeded its performance target for this measure, participating in 13 formal stakeholder engagements and delivering 2 advocacy submissions to promote improved child protection outcomes across the Torres Strait and the Northern Peninsula Area.
METHODOLOGY AND DATA	Qualitative and quantitative assessment of TSRA administrative data
RESPONSIBLE PROGRAM	Safe Communities
ANALYSIS ▼	

Throughout 2025–26, the TSRA actively participated in and contributed to working groups, intergovernmental meetings, community forums and stakeholder discussions to strengthen collaboration between agencies and advocate for culturally responsive approaches to child protection, family wellbeing and community safety.

Engagements were undertaken with key partners including the NIAA; Queensland Department of Justice; Queensland Police Service; Thursday Island Interagency Meetings; First Nations Justice Office; Queensland Department of Women, Aboriginal and Torres Strait Islander Partnerships and Multiculturalism; Torres Strait Island Regional Council; and

Community Champions. These engagements provided opportunities to advocate for the needs and priorities of Torres Strait Islander and Aboriginal children, young people and families, while strengthening coordination and information sharing across agencies.

Achievement of this result was supported by strong interagency cooperation and the TSRA's established relationships with government and community stakeholders. These partnerships provided opportunities to share local perspectives, identify emerging issues affecting children and families, and contribute to coordinated responses aimed at improving outcomes for Torres Strait Islander and Aboriginal communities. This collaborative, community-led approach has



also positioned the TSRA to explore future funding opportunities that support early intervention and prevention initiatives in 2026–27.

The TSRA also delivered 2 advocacy submissions, meeting the target for written advocacy. The submissions to the Queensland Government’s Regional Leadership Network Far North Queensland and the Thursday Island Interagency Meetings provided an opportunity to highlight key priorities emerging from the Zenadth Kes Youth Strategy and advocate for greater investment in initiatives that support children, young people and families. Ongoing participation in cross-agency forums further strengthened collaboration

and alignment between agencies working in child protection, justice, community safety and family support.

Overall, the TSRA exceeded the performance target for this measure, demonstrating a strong commitment to advocacy, partnership development and collaborative action. The engagement and advocacy activities undertaken during the reporting period ensured that the voices and priorities of Torres Strait Islander and Aboriginal communities were represented in policy and service delivery discussions, contributing to a more coordinated, culturally informed and preventative approach to addressing child protection issues across the region.

MEASURE	3.2.3 A regional approach to holistic youth support exists	
TARGET	RESULT RATING	RESULT VALUE
Working with community and government partners and stakeholders to drive implementation to Zenadth Kes Youth Strategy	Achieved	Zenadth Kes Youth Strategy developed
TSRA funds at least 2 projects or grant proposals targeting critical youth needs to present/drive discussions on cross-agency collaboration at 6 meetings involving government agencies and partners	Achieved	Grant funding provided to directly support 2 youth cultural projects
METHODOLOGY AND DATA	Output – strategy document	
RESPONSIBLE PROGRAM	Safe Communities	



ANALYSIS ▾

Development of the Zenadth Kes Youth Strategy was completed during the reporting period, providing a framework for a coordinated regional approach to holistic youth support.

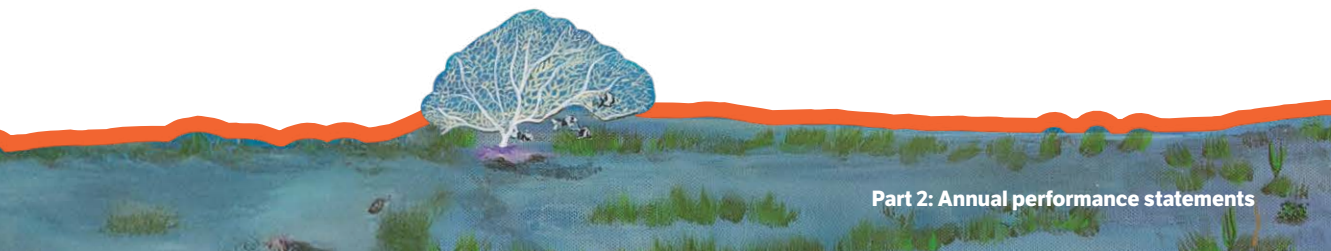
While the TSRA has finalised development of the Zenadth Kes Youth Strategy, the launch and implementation of the strategy were affected by identified community and cultural priorities, including sorry business, during the reporting period.

In recognition and respect of cultural obligations and community priorities, planned engagement and implementation activities were adjusted to allow appropriate time for a safe and culturally appropriate launch event in 2026 and to ensure meaningful community participation in the process.

While these circumstances impacted the timing of the strategy's launch, they did not affect progress towards establishing the foundations for implementation. Ongoing engagement with regional stakeholders and government partners continued to identify opportunities for collaboration and co-funding arrangements to support delivery of the strategy.

The Healthy Communities Program also successfully provided grant funding to directly support 2 youth cultural projects in Waiben (Thursday Island) and the Northern Peninsula Area, representing a total investment of \$234,513. This investment contributed to positive youth engagement outcomes and demonstrated continued investment in youth wellbeing across the region.

MEASURE	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
TARGET	At least 2 evidence-based approaches made to government
RESULT RATING	Achieved
RESULT VALUE	The TSRA advocated for early intervention and place-based approaches that support positive outcomes for Torres Strait Islander and Aboriginal children and young people, through ongoing engagement with state government departments, agencies and regional stakeholders.
METHODOLOGY AND DATA	Count of submissions and engagements
RESPONSIBLE PROGRAM	Safe Communities



ANALYSIS ▾

The Safe Communities Program maintained strategic engagement activities throughout the reporting period, identifying opportunities to influence policy, program development and investment decisions that support alternatives to incarceration.

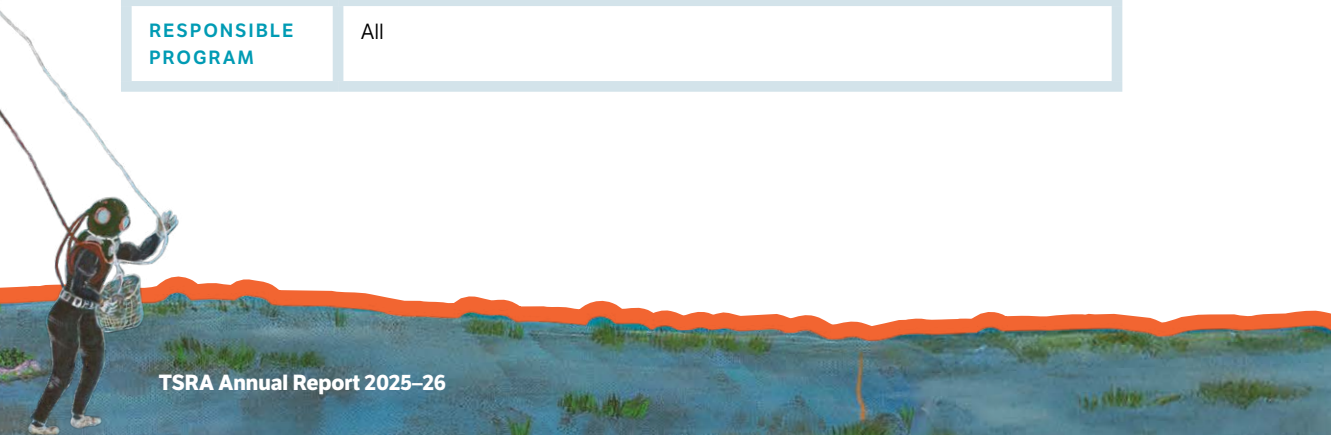
The TSRA achieved this measure through ongoing engagement with government departments, agencies and regional stakeholders to advocate for investment in early intervention and place-based approaches.

While opportunities for formal submissions and advocacy varied throughout the reporting period, the Safe Communities Program continued to promote evidence-based responses focused on improving educational, health, social and emotional wellbeing outcomes for children and young people. These activities supported alternatives to youth justice involvement and reinforced the importance of preventative and community-led approaches.

Key activity 4.1

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

MEASURE	4.1.1 TSRA maintains strategic partnerships in community, and with non-government organisations, tertiary and other research institutions, the private sector, and others
TARGET	Maintain/increase number of impactful memorandums of understanding (MOUs), and maintain/increase number of stakeholder engagements – establish baseline
RESULT RATING	Baseline established
RESULT VALUE	Baseline established – active MOUs maintained during the reporting period, including 2 new or renewed MOUs, supported by ongoing stakeholder engagement
METHODOLOGY AND DATA	Qualitative and/or quantitative analysis, depending on activities undertaken Board papers and meeting minutes Output – MOU documents
RESPONSIBLE PROGRAM	All



ANALYSIS ▾

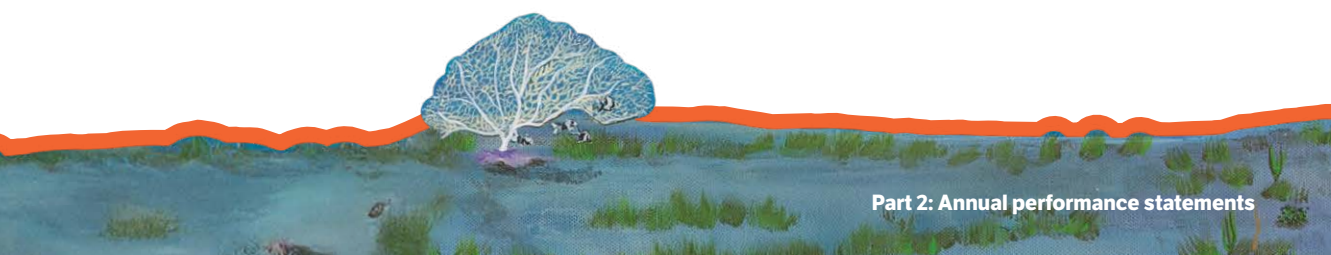
The TSRA maintained and strengthened strategic partnerships across government, community, non-government, research, education and private sector organisations during 2025–26, establishing a baseline for future measurement of active MOUs and stakeholder engagement activities. These partnerships supported collaboration, knowledge sharing and coordinated action to deliver outcomes aligned with TSRA priorities.

The TSRA entered into 2 MOUs during the period. Following a review of an existing agreement, the TSRA renewed its MOU with Indigenous Business Australia to strengthen collaboration on economic development opportunities for Torres Strait communities. The TSRA also entered into an MOU with the Australian Electoral Commission to support the conduct of TSRA Board casual vacancy and Deputy Chairperson elections, strengthening governance and electoral administration arrangements.

The TSRA also maintained a range of established MOUs and partnership arrangements with key regional, government and community stakeholders, including local governments; Community Enterprise Queensland; the Queensland Department of Sport, Racing and Olympic and Paralympic Games; the Cairns Indigenous Art Fair; and Tagai State College.

These strategic partnerships strengthened collaboration and engagement across organisations, supporting coordinated responses to regional priorities, improving service delivery, and contributing to economic, social, cultural and community wellbeing outcomes for Torres Strait communities. Discussions also progressed with AFL Cape York regarding a potential future partnership to support community participation, health and wellbeing outcomes.

Strategic stakeholder engagement was maintained through regional forums, advisory committees, community meetings and bilateral engagements. Key partnership and engagement activities included the inaugural Zenadth Kes Land and Sea Symposium, collaboration with Torres and Cape Hospital and Health Service and the National Indigenous Health Leadership Alliance, and ongoing engagement with Traditional Inhabitants through Indigenous Protected Area advisory committees and Torres Strait Protected Zone governance forums, including the PZJA and the Joint Advisory Council.



MEASURE	4.1.2 TSRA maintains strategic relationships across state and federal governments to support effective advocacy		
TARGET	RESULT RATING	RESULT VALUE	
Coordinated annual advocacy to relevant state and federal ministers and shadow ministers (2 minimum)	Achieved	Annual advocacy with range of ministers demonstrated; 2 meetings held with each member and regular meetings demonstrated across programs	
Engagements with state (Cook) and federal (Leichhardt) members 2 times per year	Achieved		
Regular meetings with department officials at each level	Achieved		
METHODOLOGY AND DATA	Quantitative measure of meetings, qualitative measure of topics Output – meetings and topics discussed and recorded		
RESPONSIBLE PROGRAM	All		
ANALYSIS ▼			

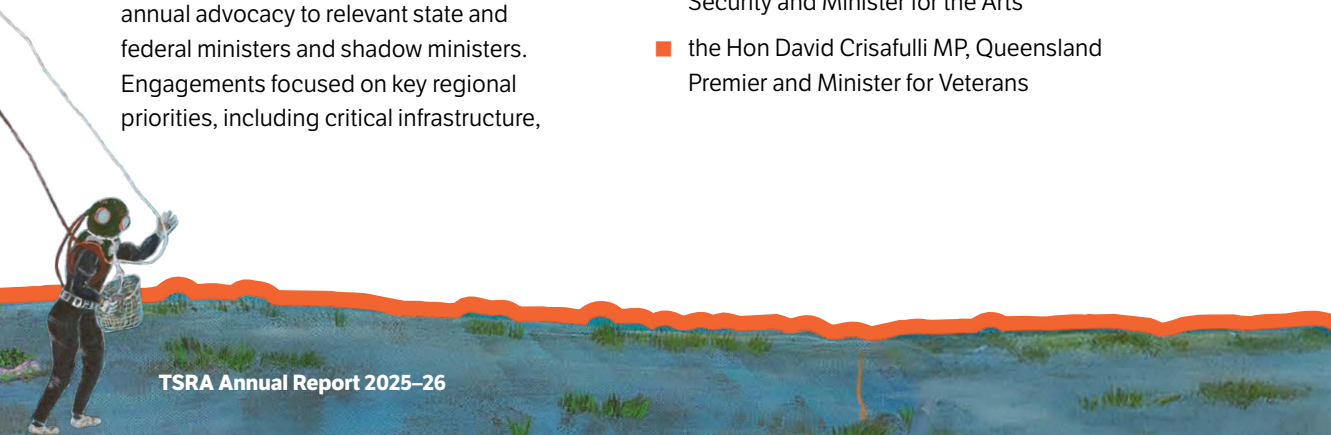
Throughout 2025–26, the TSRA maintained and strengthened strategic relationships across the Commonwealth and Queensland governments to support coordinated advocacy and advance priorities identified by the TSRA Board and Torres Strait communities. The measure was achieved through ongoing engagement with ministers, elected representatives and government agencies, ensuring that Torres Strait priorities were represented in government decision-making and investment discussions.

The TSRA exceeded its target for annual advocacy to relevant state and federal ministers and shadow ministers. Engagements focused on key regional priorities, including critical infrastructure,

fisheries development, border security, illegal foreign fishing, climate resilience, education, training and workforce development, health outcomes, and culturally appropriate service delivery.

Key ministerial engagements included:

- Senator the Hon Malarndirri McCarthy, Minister for Indigenous Australians
- the Hon Tony Burke MP, Minister for Home Affairs, Minister for Immigration and Citizenship, Minister for Cyber Security and Minister for the Arts
- the Hon David Crisafulli MP, Queensland Premier and Minister for Veterans



- the Hon Fiona Simpson MP, Queensland Minister for Women and Women's Economic Security, Minister for Aboriginal and Torres Strait Islander Partnerships and Minister for Multiculturalism
- the Hon Tony Perrett MP, Queensland Minister for Primary Industries.

The TSRA also met its target for engagement with elected representatives through regular meetings with the federal Member for Leichhardt and the state Member for Cook. These engagements supported advocacy for investment and policy action on infrastructure, climate adaptation, fisheries management and regional development priorities.

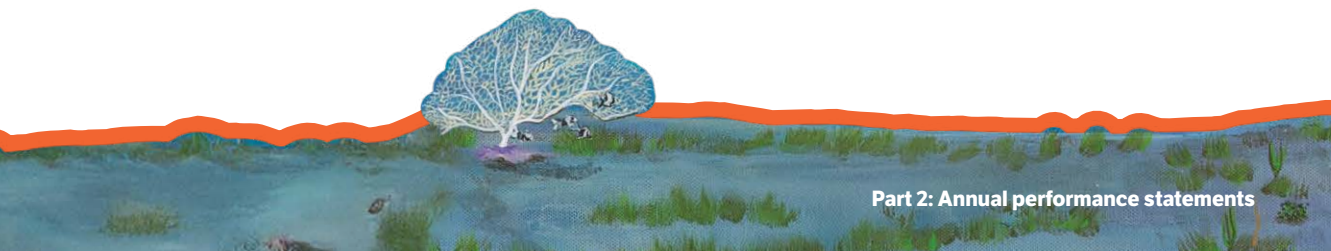
Regular engagement was maintained with Commonwealth and Queensland government departments and agencies to progress advocacy priorities, strengthen cross-government coordination and support implementation of shared outcomes under the National Agreement on Closing the Gap.

This included ongoing engagement with the NIAA; the Australian Fisheries Management Authority; Australian Border Force; the Australian Government Department of Climate Change, Energy, the Environment and Water (DCCEEW); and relevant Queensland Government agencies.

Engagement through established working groups, interagency forums and governance mechanisms strengthened collaboration and supported effective advocacy on issues important to Torres Strait communities. Key forums included the Torres Strait Biosecurity Working Group and Thursday Island Interagency Meetings, which supported coordinated approaches to biosecurity, culturally safe service delivery and community wellbeing outcomes.

Collectively, these strategic relationships strengthened the TSRA's capacity to advocate for regional priorities, influence policy and investment decisions, and improve coordination across governments to support better outcomes for Torres Strait communities.

MEASURE	4.1.4 Data and evidence supports strategic decision-making and reporting against National Agreement on Closing the Gap targets
TARGET	Further develop and embed National Agreement on Closing the Gap reporting frameworks
RESULT RATING	Substantially achieved
RESULT VALUE	<i>TSRA Impact Report 1994–2024</i> finalised
METHODOLOGY AND DATA	Output – delivery of data library Output – delivery of TSRA impact statement
RESPONSIBLE PROGRAM	All



ANALYSIS ▾

The TSRA substantially achieved this measure by finalising the 30-year impact report. The report reviews TSRA investment, activity and regional progress against Closing the Gap outcomes from 1994 to 2024. It sets a baseline dataset and investment profile to guide evidence-based decisions and future planning.

The impact report established the TSRA's first baseline dataset collection on the TSRA's historical investment. Building and maintaining a comprehensive TSRA data library will require sustained investment over

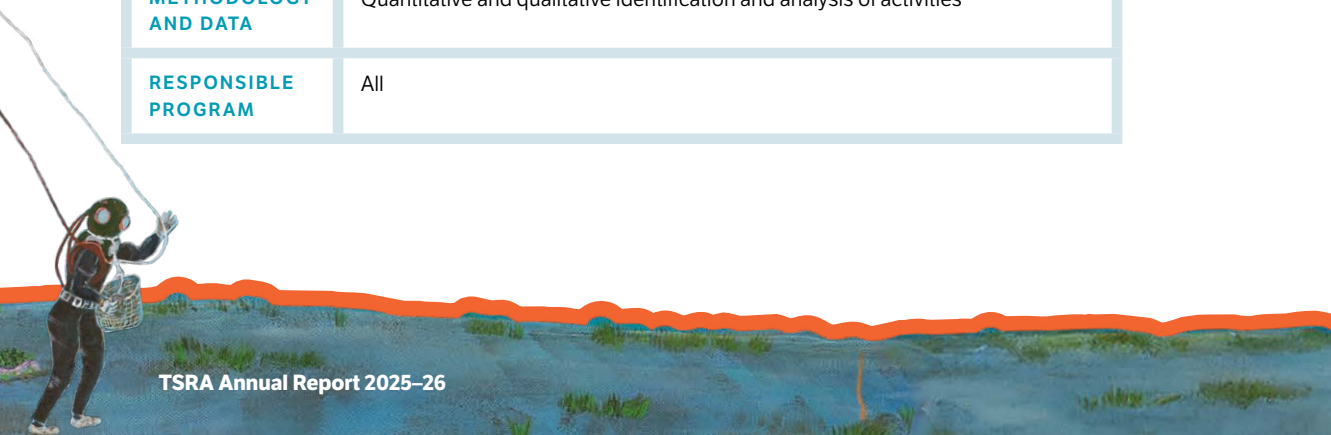
several years to expand and update datasets, improve data quality, and strengthen evidence-based reporting, evaluation and decision-making.

Limited availability of both regional and national datasets remains a core challenge in assessing progress on Closing the Gap at the Torres Strait regional level. The TSRA will continue working with Commonwealth, state and local partners to improve data availability and access, and strengthen how data is shared, analysed and reported.

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.

MEASURE	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
TARGET	Establish baseline of activity across TSRA
RESULT RATING	Baseline established
RESULT VALUE	Baseline evidence was collated for 2025–26.
METHODOLOGY AND DATA	Quantitative and qualitative identification and analysis of activities
RESPONSIBLE PROGRAM	All



ANALYSIS ▼

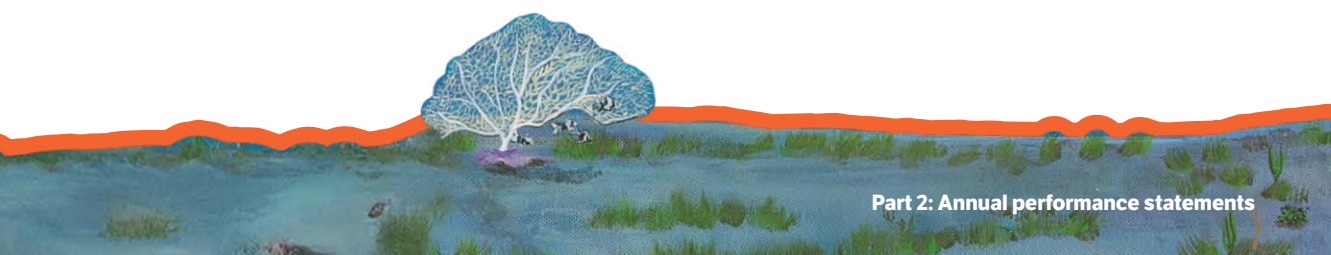
Evidence-based contributions, informed by community priorities and regional perspectives, ensured that Torres Strait views and priorities were represented in discussions relating to housing, health, fisheries management, critical infrastructure, environmental management, food security, regional connectivity and economic development. This representation supported the progression of Closing the Gap priorities by highlighting the unique needs and experiences of the region.

Key representation activities included:

- making a submission to the Joint Select Committee on Northern Australia inquiry into preparing for emerging industries across Northern Australia, advocating for the workforce, housing, infrastructure and service investments required to realise economic development opportunities in the Torres Strait
- making a submission to the Productivity Commission review of housing supply regulation, highlighting Torres Strait-specific challenges relating to land tenure, housing shortages, overcrowding and infrastructure constraints affecting housing delivery
- participating in the Joint Council on Closing the Gap Working Group on Fuel, Energy and Food Security, ensuring that Torres Strait perspectives informed national discussions on remote community supply security
- engaging in regional housing forums and roundtables, including the Torres Shire Housing Forum, supporting coordinated advocacy on housing supply, affordability, overcrowding and enabling infrastructure
- participating in national forums, conferences and co-design processes, including presentations at the Australian Institute of Aboriginal and Torres Strait Islander Studies 2026 Summit, advocating for the integration of traditional knowledge and community-led approaches in environmental management and conservation.

Through these submissions, reviews and consultation processes, the TSRA provided evidence-based advice to governments, policymakers and stakeholders, ensuring that the perspectives and priorities of Torres Strait communities were considered in policy development, program design and reform processes.

As representation activities are dependent on the timing and scope of external inquiries, reviews and consultation processes, 2025–26 established a baseline of representation activity across TSRA. The baseline captures the strategic relevance and influence of representations, rather than the volume of engagements undertaken.



MEASURE	4.2.2 Supporting home ownership by offering home loans and brokerage services
TARGET	1 loan per year
RESULT RATING	Partially achieved
RESULT VALUE	This target was partially achieved in 2025–26, as one enquiry progressed to a home loan application; however, the application remained incomplete, preventing the assessment from being finalised. The application will be carried forward into 2026–27 for completion and assessment.
METHODOLOGY AND DATA	Quantitative – loan records
RESPONSIBLE PROGRAM	Economic Development

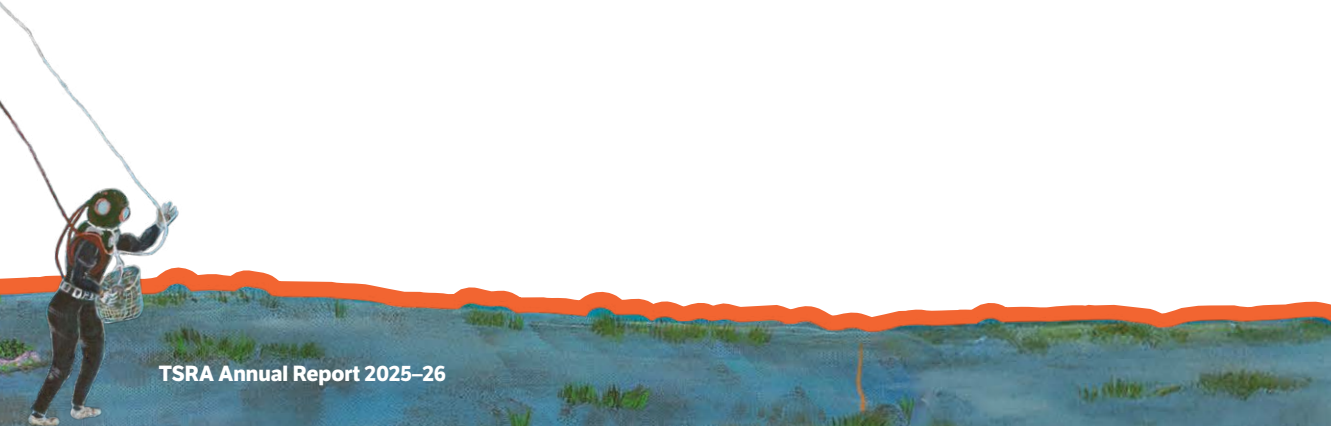
ANALYSIS ▼

The TSRA recorded an increase of 8 home ownership enquiries, reflecting growing community interest in home ownership in the region.

The TSRA continued to provide advice and support to clients in alignment with Queensland Government and local council commitments, facilitating coordinated engagement to ensure that required approvals and processes were in place.

In partnership with Luggar Indigenous Finance, the TSRA successfully delivered home ownership financial literacy workshops across 6 communities, strengthening financial capability and supporting informed decision-making. Participant feedback was positive, highlighting the value of the information, particularly for younger generations.

Home ownership outcomes continue to be impacted by significant regional challenges, including limited housing supply, high costs, land constraints, affordability barriers, and low financial literacy, which restrict access to and sustainability of home ownership opportunities.



MEASURE	4.2.3 Exploration of alternative housing funding models and engagement with service agencies
TARGET	1 alternative housing model explored
RESULT RATING	Not achieved
RESULT VALUE	This measure was not met during 2025–26, due to competing priorities and limited capacity to progress exploratory work in this area.
METHODOLOGY AND DATA	Output – housing model research document
RESPONSIBLE PROGRAM	Economic Development

ANALYSIS ▼

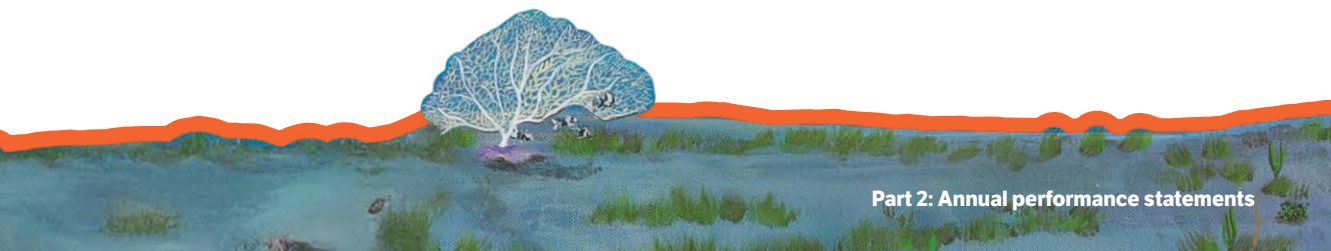
Progress against this measure was mixed. Initial scoping occurred, but engagement with service agencies and exploration of alternative housing funding models did not progress, due to prioritisation and resourcing constraints.

Insights from the March 2026 Affordable Housing Summit and May 2026 Queensland Homelessness Conference strengthened strategic direction, highlighting priorities such as increasing housing supply, expanding culturally appropriate programs, improving service integration, and ensuring long-term funding.

Opportunities were identified around modular construction, multi-level government coordination, targeted funding advocacy, and culturally aligned, community-driven models.

These were reinforced at the May 2026 Torres Shire Housing Forum, leading to stronger stakeholder alignment and a focus on practical delivery pathways, including tenure reform, infrastructure coordination, and staged development.

Overall, while funding model exploration was not achieved, the period improved strategic clarity and alignment and the evidence base to support future housing initiatives.



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 education, supporting safe communities, improving access to community infrastructure, and supporting information, activities and programs that help to reduce the burden of disease.

MEASURE	4.3.2 Effective engagement on, advocacy for, and monitoring of, health system reforms impacting the Torres Strait and the Northern Peninsula Area		
TARGET		RESULT RATING	RESULT VALUE
Representation at board or administration level on relevant working groups, steering committees and intergovernmental forums		Achieved	This target was met through active engagement with key stakeholders, demonstrating effective partnership development, advocacy and health system reforms.
Ad hoc strengthening of existing stakeholder relationships		Achieved	
METHODOLOGY AND DATA	Quantitative assessment of TSRA involvement in meetings, forums, etc Qualitative analysis of relationship-building outcomes		
RESPONSIBLE PROGRAM	Healthy Communities		
ANALYSIS ▼			

The TSRA achieved this performance measure through sustained engagement, collaboration and advocacy with key regional stakeholders, Queensland Government departments and Australian Government partners. Through the Healthy Communities Program, the TSRA strengthened strategic relationships and actively represented regional priorities in health reform discussions, ensuring that the needs and perspectives of Torres Strait Islander and

Aboriginal communities were considered in policy development, service planning and funding conversations.

Strong relationships were maintained across a broad network of partners, including the NIAA; Community Enterprise Queensland; Gur A Baradharaw Kod Torres Strait Sea and Land Council; the Queensland Department of Sport, Racing and Olympic and Paralympic Games; the Queensland Department of



Justice; Health and Wellbeing Queensland; Torres and Cape Hospital and Health Service; and the National Indigenous Health Leadership Alliance.

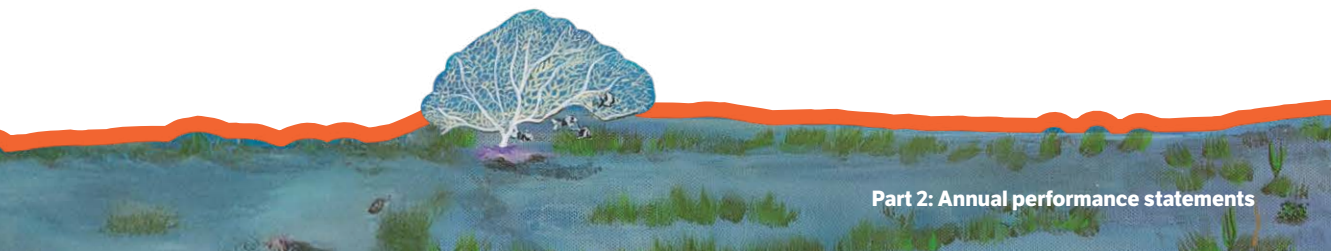
These partnerships supported coordinated engagement on emerging health priorities, facilitated regional and national advocacy, and enhanced opportunities for collaboration, information sharing and collective action.

Performance was supported by strong stakeholder engagement through established governance arrangements, in line with the TSRA’s ongoing commitment to maintaining effective partnerships across the region. Regular engagement strengthened relationships between community, government and service delivery agencies, contributing to greater elevation of community health priorities and the impact of government reform initiatives.

Despite workforce changes, resource constraints and broader fiscal pressures during the reporting period, the TSRA maintained its focus on high-value stakeholder engagement and advocacy. This ensured that community perspectives continued to inform reform discussions, service planning and future investment opportunities, while positioning the TSRA as a trusted regional partner and advocate.

Overall, the TSRA demonstrated effective leadership in maintaining and strengthening strategic partnerships, representing regional interests in key forums, and contributing to discussions on health system reform. These efforts supported stronger regional coordination and helped ensure that the health priorities of Torres Strait Islander and Aboriginal communities across the Torres Strait and the Northern Peninsula Area were reflected in policy, planning and service delivery discussions.

MEASURE	4.3.5 Culturally appropriate legal services are available and accessible within the Torres Strait Region
TARGET	Ensuring the delivery of legal services
RESULT RATING	Partially achieved
RESULT VALUE	The TSRA maintained the delivery of culturally appropriate legal services across the Torres Strait region through a contracted service provider, and progressed a review of the Prevention, Intervention and Community Legal Education (PICLE) Program.
METHODOLOGY AND DATA	Output (contracts awarded) and qualitative analysis of contract reporting requirements
RESPONSIBLE PROGRAM	Safe Communities



ANALYSIS ▼

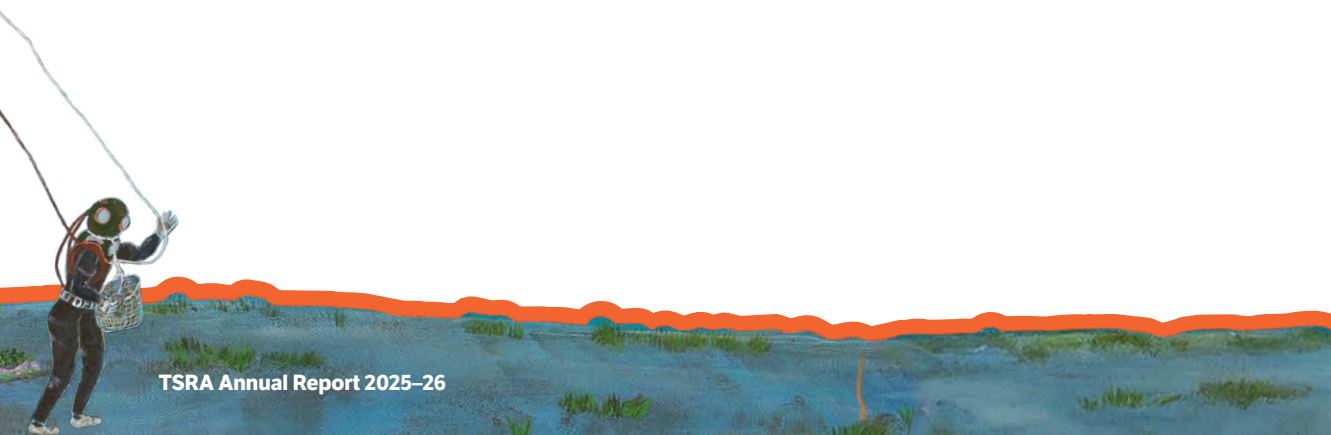
The TSRA partially achieved this measure by maintaining the delivery of culturally appropriate legal services across the Torres Strait region through a contracted service provider and ongoing stakeholder engagement. These arrangements supported continued access to legal assistance and community legal education services and enabled the identification of emerging service gaps and priorities.

TSRA-funded legal services continued to be delivered to Torres Strait Islander and Aboriginal people across the Torres Strait region through the contracted service provider, E&H Law. Service delivery was monitored through contract management, performance reporting, and financial reporting processes to

support accountability and ensure that services remained available and accessible to communities.

The TSRA maintained regular engagement with E&H Law, the Queensland Police Service and other key stakeholders to identify service gaps, regional challenges and opportunities for future service investment and collaboration.

The previous contract under the PICLE Program was terminated on 12 September 2025. During the reporting period, the TSRA commenced a review and refresh of the program to ensure that it remains culturally appropriate and responsive to community needs across the Torres Strait and the Northern Peninsula Area.

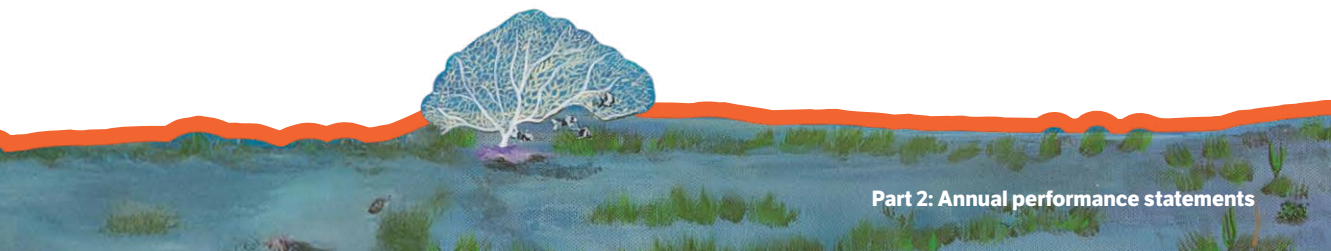


MEASURE	4.3.6 Support a whole-of region approach to domestic and family violence in order to lobby for an increase to prevention, early intervention and service delivery resources		
TARGET		RESULT RATING	RESULT VALUE
Scoping and development of a strategy to prevent family, domestic and sexual violence		Partially achieved	Progress towards the scoping and development of a regional strategy to address and prevent family, domestic and sexual violence was partially achieved during 2025–26.
At least 2 formal approaches to government for additional investment (1 x state and 1 x federal)		Partially achieved	
METHODOLOGY AND DATA	Output – strategy document Quantitative analysis of TSRA administrative data		
RESPONSIBLE PROGRAM	Safe Communities		
ANALYSIS ▼			

Internal scoping and desktop analysis were undertaken to identify project requirements and support future strategy development. Preliminary work included mapping existing family, domestic and sexual violence services and supports; identifying opportunities and challenges across the region; and commencing project planning to inform stakeholder engagement and consultation activities.

Delivery of this measure was affected by competing program priorities and staffing resource challenges during the reporting period, which impacted the original timeframe for strategy development and limited progress towards the target of making formal approaches to government for additional investment.

While the strategy was not developed in 2025–26, preparatory work established a foundation for future delivery. The appointment of additional staff, including a new program manager, has strengthened program capacity and positioned the TSRA to progress stakeholder consultation, identify service gaps and funding opportunities, and advance a coordinated regional approach to addressing family, domestic and sexual violence.





Part 3:

Financial statements



INDEPENDENT AUDITOR'S REPORT

To the Minister for Indigenous Affairs

Opinion

In my opinion, the financial statements of the Torres Strait Regional Authority (the Entity) for the year ended 30 June 2026:

- (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 2026 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 2026 and for the year then ended:

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

Basis for opinion

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

Accountable Authority's responsibility for the financial statements

As the Accountable Authority of the Entity, the 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.

GPO Box 707, Canberra ACT 2601
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



Dr Richard Grant
Executive Director
Delegate of the Auditor-General

Canberra

25 September 2026



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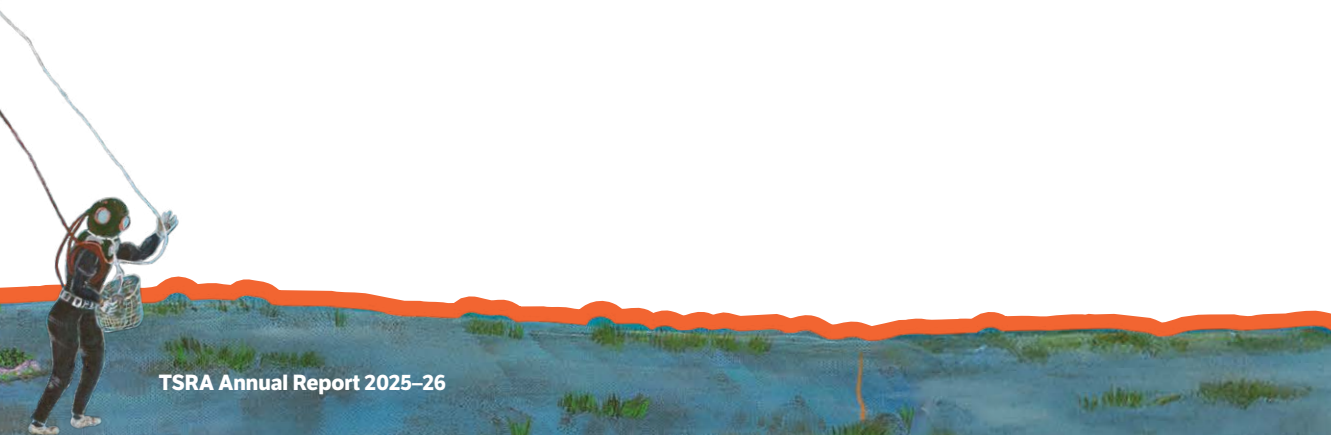
Primary financial statement

- Statement of Comprehensive Income
- Statement of Financial Position
- Statement of Changes in Equity
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 - 1.2 Own-Source Revenue and Gains
- 2. Financial Position
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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 2026 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

25 September 2026

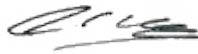
Signed



Mr Patrick Mooka
Deputy Chairperson

25 September 2026

Signed



Mr Charlie Kaddy
Chief Executive Officer

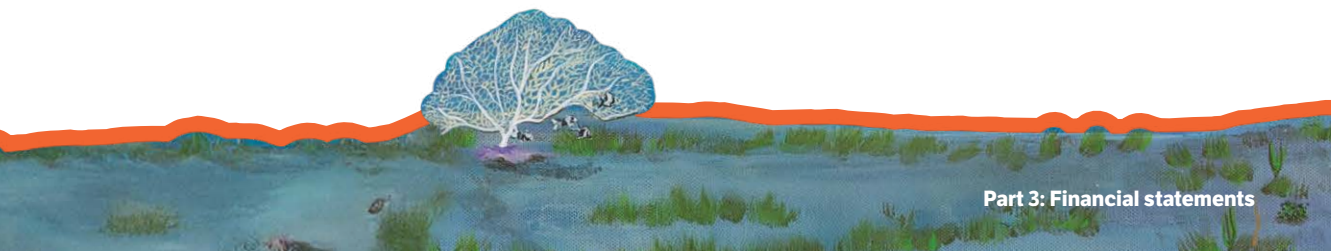
25 September 2026

Signed



Mr Kannan Chakravarti
Chief Financial Officer

25 September 2026



TORRES STRAIT REGIONAL AUTHORITY
Statement of Comprehensive Income
for the period ended 30 June 2026

		2026	2025	Original Budget
	Notes	\$'000	\$'000	\$'000
NET COST OF SERVICES				
Expenses				
Employee benefits	1.1A	24,086	22,764	22,472
Suppliers	1.1B	22,820	24,132	16,411
Grants	1.1C	20,810	5,883	24,022
Depreciation and amortisation	2.2A	2,231	2,603	1,271
Finance costs	1.1D	36	182	158
Impairment loss on financial instruments		196	93	-
Losses from asset sales		-	27	-
Total expenses		70,179	55,684	64,334
Own-source income				
Own-source revenue				
Revenue from contracts with customers	1.2A	18,691	13,739	13,035
Interest	1.2B	1,920	2,560	970
Other revenue	1.2C	1,150	709	-
Total own-source revenue		21,761	17,008	14,005
Gains				
Reversal of write-downs and impairment		-	22	-
Total gains		-	22	-
Total own-source income		21,761	17,030	14,005
Net cost of services		48,418	38,654	50,329
Revenue from Government	1.2D	49,603	38,223	50,314
Surplus/(Deficit) on continuing operations		1,185	(431)	(15)
OTHER COMPREHENSIVE INCOME				
Items not subject to subsequent reclassification to net cost of services				
Changes in asset revaluation reserve		4,965	1,077	-
Total comprehensive income/(loss)		6,150	646	(15)

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

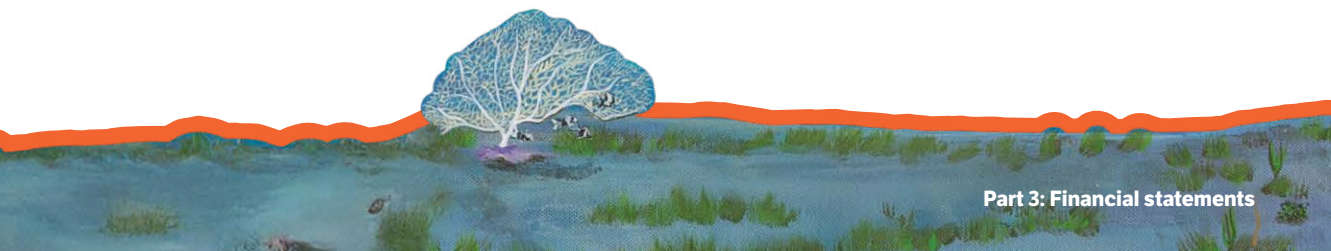


TORRES STRAIT REGIONAL AUTHORITY
Statement of Financial Position
as at 30 June 2026

	Notes	2026 \$'000	2025 \$'000	Original Budget \$'000
ASSETS				
Financial assets				
Cash and cash equivalents	2.1A	17,633	18,819	16,791
Trade and other receivables	2.1B	1,215	684	2,594
Loan receivables	2.1C	3,711	2,893	-
Other investments	2.1D	43,385	34,399	31,634
Total financial assets		65,944	56,795	51,019
Non-financial assets				
Land and buildings ¹	2.2A	81,955	78,622	81,820
Plant and equipment	2.2A	3,165	2,424	2,402
Heritage and cultural	2.2A	77	77	77
Other non-financial assets		163	306	-
Total non-financial assets		85,360	81,429	84,299
Total assets		151,304	138,224	135,318
LIABILITIES				
Payables				
Suppliers	2.3A	7,225	10,767	716
Grants	2.3B	-	672	-
Other payables	2.3C	12,913	668	529
Total payables		20,138	12,107	1,245
Interest bearing liabilities				
Leases	2.4A	813	1,046	772
Total interest bearing liabilities		813	1,046	772
Provisions				
Employee provisions	3.1A	5,721	4,955	4,348
Other provisions	2.5A	1,569	3,203	-
Total provisions		7,290	8,158	4,348
Total liabilities		28,241	21,311	6,365
Net assets		123,063	116,913	128,953
EQUITY				
Contributed equity		3,021	3,021	3,021
Reserves		45,660	40,695	39,618
Retained surplus		74,382	73,197	86,314
Total equity		123,063	116,913	128,953

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 2026

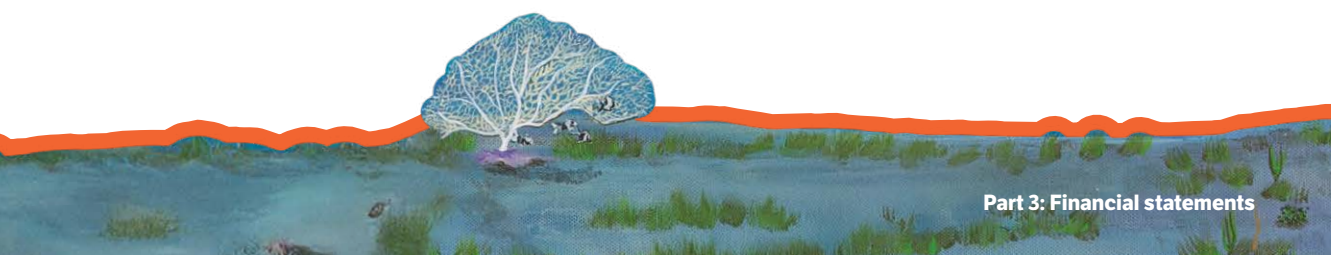
	2026	2025	Original Budget
	\$'000	\$'000	\$'000
CONTRIBUTED EQUITY			
Opening balance as at 1 July			
Balance carried forward from previous period	3,021	3,021	3,021
Closing balance as at 30 June	3,021	3,021	3,021
RETAINED EARNINGS			
Opening balance as at 1 July			
Balance carried forward from previous period	73,197	83,141	86,329
Adjustment for errors	-	(9,513)	-
Adjusted opening balance	73,197	73,628	86,329
Comprehensive income			
Surplus/(Deficit) for the period	1,185	16	(15)
Adjustment for errors	-	(447)	-
Total comprehensive income	1,185	(431)	(15)
Closing balance as at 30 June	74,382	73,197	86,314
ASSET REVALUATION RESERVE			
Opening balance as at 1 July			
Balance carried forward from previous period	40,695	39,618	39,618
Adjusted opening balance	40,695	39,618	39,618
Comprehensive income			
Other comprehensive income	4,965	1,077	-
Total comprehensive income	4,965	1,077	-
Closing balance as at 30 June	45,660	40,695	39,618
TOTAL EQUITY			
Opening balance as at 1 July			
Balance carried forward from previous period	116,913	125,780	128,968
Adjustment for errors	-	(9,513)	-
Adjusted opening balance	116,913	116,267	128,968
Comprehensive income			
Surplus/(Deficit) for the period	1,185	(431)	(15)
Other comprehensive income	4,965	1,077	-
Total comprehensive income	6,150	646	(15)
Closing balance as at 30 June	123,063	116,913	128,953

TORRES STRAIT REGIONAL AUTHORITY
Cash Flow Statement

for the period ended 30 June 2026

		2026	2025	Original Budget
	Notes	\$'000	\$'000	\$'000
OPERATING ACTIVITIES				
Cash received				
Receipts from Government		49,603	38,223	50,314
Sale of goods and rendering of services		15,215	14,266	13,035
Grant funding recovered		430	709	-
Interest		1,803	2,167	820
GST received		-	2,619	-
Total cash received		67,051	57,984	64,169
Cash used				
Employees		22,806	22,019	22,472
Suppliers		23,863	26,736	16,411
Interest payments on lease liabilities		27	35	8
Grants		9,752	5,211	24,022
GST paid to ATO		311	-	-
Total cash used		56,759	54,001	62,913
Net cash from operating activities		10,292	3,983	1,256
INVESTING ACTIVITIES				
Cash received				
Proceeds from loan repayments		272	363	-
Investments		-	-	1,395
Total cash received		272	363	1,395
Cash used				
Loan advances		1,192	1,481	-
Purchase of property, plant and equipment		1,339	3,213	1,445
Investments		8,986	1,370	-
Total cash used		11,517	6,064	1,445
Net cash (used by) investing activities		(11,245)	(5,701)	(50)
FINANCING ACTIVITIES				
Cash used				
Principal payments of lease liabilities		233	236	111
Total cash used		233	236	111
Net cash (used by) financing activities		(233)	(236)	(111)
Net increase/(decrease) in cash held		(1,186)	(1,954)	1,095
Cash and cash equivalents at the beginning of the reporting period		18,819	20,773	15,696
Cash and cash equivalents at the end of the reporting period	2.1A	17,633	18,819	16,791

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* (ATSI 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

There were no new or amending standards issued prior to the signing of the statement by the accountable authority and chief financial officer that were applicable to the current reporting period and had a material effect on the financial statements of the Torres Strait Regional Authority (TSRA).

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.



Restatement of Prior Period Error

1. Contract Liabilities - Revenue Recognition

A prior period error has been identified in relation to the recognition and classification of revenue arising from externally funded projects. In previous reporting periods, the Torres Strait Regional Authority (TSRA) recognised income from externally funded projects upon receipt of funds in accordance with AASB 1058 Income of Not-for-Profit Entities. Following a review of the terms of the relevant funding agreements, the TSRA determined that the arrangements contain performance obligations within the scope of AASB 15 Revenue from Contracts with Customers.

Accordingly, the comparative information has been restated to recognise revenue when the TSRA satisfies the relevant performance obligations, consistent with the terms of the funding agreements. To the extent externally funded amounts had been received but the related performance obligations had not been satisfied at the reporting date, those amounts are recognised as contract liabilities rather than revenue.

As part of the correction, amounts previously disclosed as grant revenue have been reclassified as revenue from contracts with customers where the underlying funding arrangements meet the requirements of AASB 15. Certain amounts previously recognised as interest income are also included within the contract liability where the terms of the relevant funding arrangements require those amounts to remain subject to the related performance obligations until the associated funds are utilised.

Amounts received for externally funded projects that remain unspent have been recognised as contract liabilities until the related performance obligations are satisfied. Repayments of unspent funds from prior years, which were previously recorded as supplier expenses, are now treated as reductions of the contract liability. Accordingly, no expense is recognised at the time of repayment.

The correction has been applied retrospectively, with the opening balances at 1 July 2024, being the beginning of the earliest comparative period presented, adjusted to reflect the correction of the prior period error. The financial statement line items affected by the correction are presented separately below.

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

Table 1. Effect of correction of prior period error

Financial statement line item	As previously reported \$'000	Correction \$'000	Restated \$'000
Statement of Comprehensive Income:			
Revenue from contracts with customers - 2024-25	1,318	12,933	14,251
Grant revenue - 2024-25	13,124	(13,124)	-
Interest income - 2024-25	2,048	(256)	1,792
Surplus/(Deficit) on continuing operations 2024-25	16	(447)	(431)
Statement of Financial Position and Statement of Changes in Equity:			
Contract liabilities - 30 June 2025	5	9,960	9,965
Opening retained surplus - 1 July 2024	83,141	(9,513)	73,628
Closing retained surplus - 30 June 2025	83,157	(9,960)	73,197

Basis of correction

The correction to contract liabilities represents externally funded amounts received or receivable for which the related performance obligations had not been satisfied at the relevant reporting date.

The adjustment to revenue from contracts with customers reflects the amount of revenue that was recognised in the incorrect period under the previous accounting treatment.



Financial Performance

This section analyses the financial performance of the Torres Strait Regional Authority for the period ended 30 June 2026.

1.1 Expenses

	2026 \$'000	2025 \$'000
1.1A: Employee benefits		
Wages and salaries	17,896	17,247
Superannuation		
Defined contribution plans	2,273	1,994
Defined benefit plans	389	336
Leave and other entitlements	3,528	3,187
Total employee benefits	24,086	22,764

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	7,237	9,667
Media, advertising and public relations	467	428
Office running costs	2,326	2,515
Other staff costs	1,097	1,239
Project Supplies	261	474
Property costs	454	476
Repairs and maintenance	1,072	841
Strata Levies	80	43
Transport, freight and storage	820	1,472
Travel	4,425	4,514
Other	3,363	1,577

Total goods and services supplied or rendered

	21,662	23,306
--	---------------	---------------

Goods supplied

	586	972
--	-----	-----

Services rendered

	21,076	22,334
--	--------	--------

Total goods and services supplied or rendered

	21,662	23,306
--	---------------	---------------

Other suppliers

Short-term leases	820	642
Workers compensation expenses	338	184

Total other suppliers

	1,158	826
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Total suppliers

	22,820	24,132
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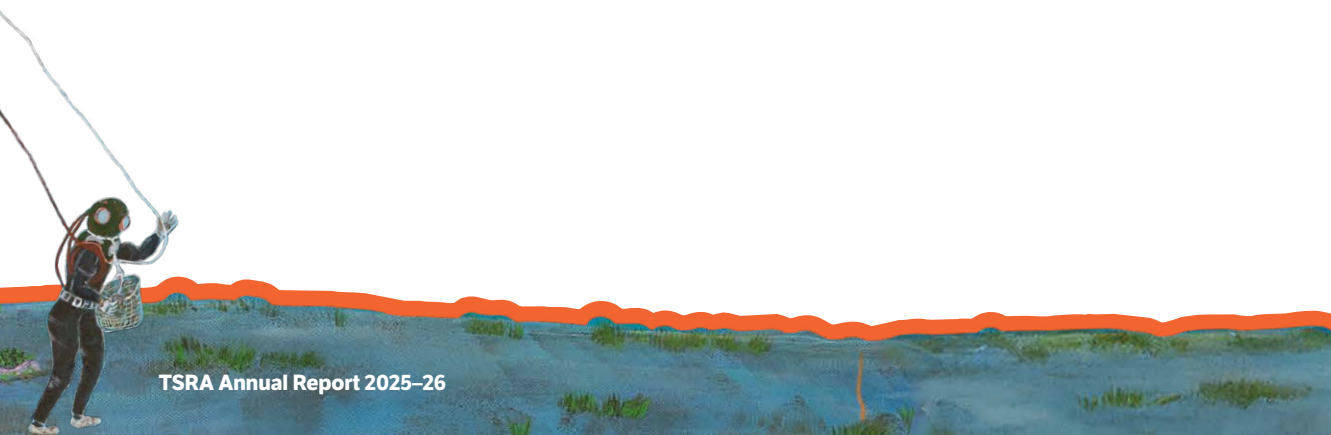
The TSRA has no short-term lease commitments as at 30 June 2026.

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.



	2026 \$'000	2025 \$'000
1.1C: Grants		
Public sector:		
State and Territory governments	1,218	-
Local governments	12,341	672
Private sector:		
Non-profit organisations	5,291	5,077
For-profit organisations	1,960	134
Total grants	20,810	5,883

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.

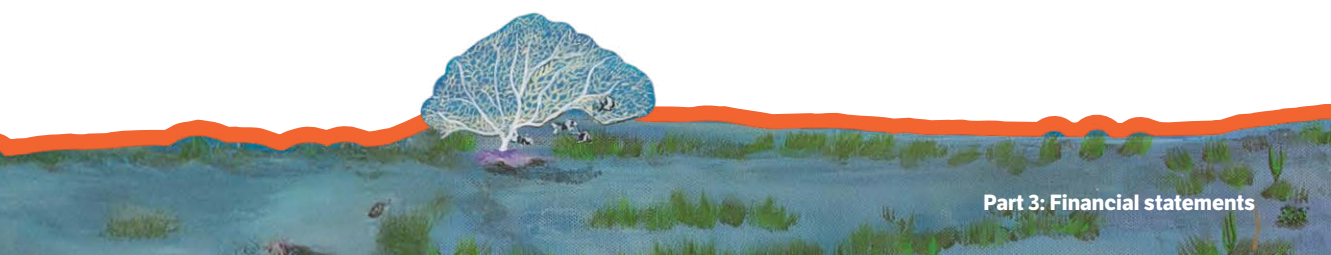
1.1D: Finance costs

Write down of loans to net present value	9	147
Interest on lease liabilities	27	35
Total finance costs	36	182

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

2026	2025
\$'000	\$'000

Own-Source Revenue**1.2A: Revenue from contracts with customers**

Sale of goods	322	308
Rendering of services	693	1,010
Grant revenue	17,676	12,421
Total revenue from contracts with customers	18,691	13,739

Disaggregation of revenue from contracts with customers

Type of customer:

Australian Government entities (related parties)	17,436	13,135
State and Territory Governments	390	49
Non-government entities	865	1,067
	18,691	14,251

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.

1.2B: Interest

Loans	167	201
Deposits	1,690	2,304
Unwinding of concessional loan discount	63	55
Total interest	1,920	2,560

Accounting Policy

Interest revenue is recognised using the effective interest method.

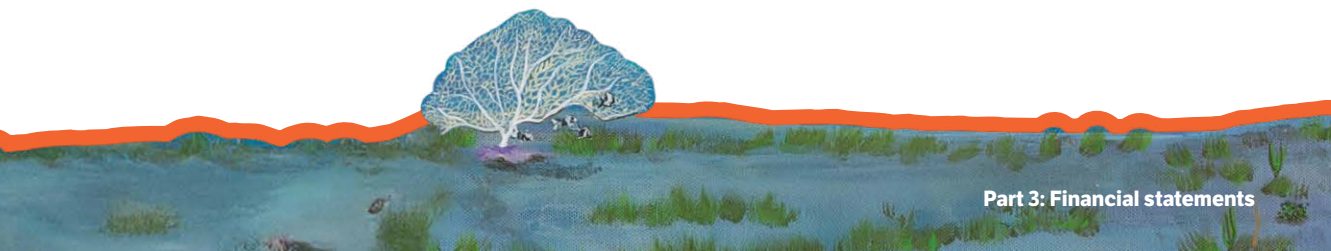
1.2C: Other revenue

Rent	41	-
Return of unused grant funding	430	709
Recovery of provision	679	-
Total other revenue	1,150	709



	2026	2023
	\$'000	\$'000
Gains		
1.2D: Revenue from Government		
Department of the Prime Minister and Cabinet		
Corporate Commonwealth entity payments	49,603	38,223
Total revenue from Government	49,603	38,223

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

	2026 \$'000	2025 \$'000
2.1A: Cash and cash equivalents		
Cash on hand or on deposit	15,493	16,884
Cash on hand or on deposit - TSRA Housing Fund	2,140	1,935
Total cash and cash equivalents	17,633	18,819

The *Aboriginal and Torres Strait Islander Act 2005* (ATSIA 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

710 533

Total goods and services receivables

710 533

The TSRA has no contract assets as at 30 June 2026 (2025: \$Nil)

Other receivables

GST receivable from the Australian Tax Office

547 175

Interest

47 24

Other

- 10

Total other receivables

594 209

Total trade and other receivables (gross)

1,304 742

Less expected credit loss allowance

Goods and services

(89) (58)

Total expected credit loss allowance

(89) (58)

Total trade and other receivables (net)

1,215 684

Credit terms are net 30 days (2025: net 30 days).



	2026 \$'000	2025 \$'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	4,592	3,783
Less: unexpired discount	(570)	(625)
Concessional loans - (gross)	4,022	3,158
Less: expected credit loss allowance	(311)	(265)
Total loan receivables	3,711	2,893

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.

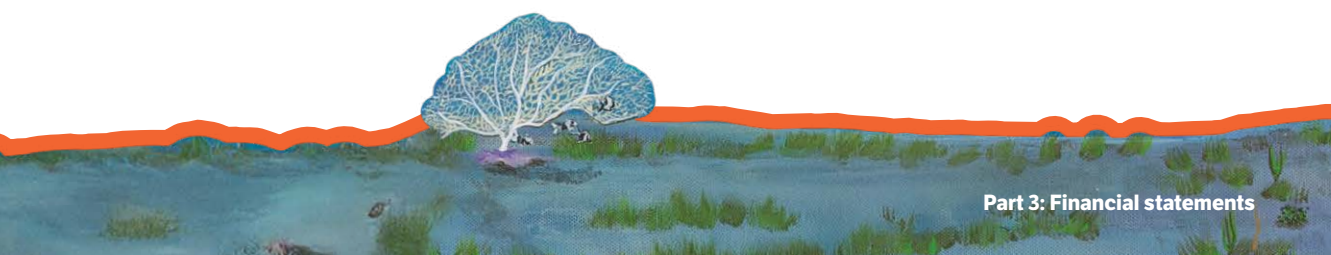
The initial fair value of concessional loans is taken to be the present value of all future cash receipts, discounted using the prevailing market rate of interest for instruments of a similar structure (currency, term, type of interest rate, credit risk). Subsequently the value of the loan is derived 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	30,852	22,389
Term deposit - bank guarantee for Cairns office lease	54	54
Term deposits - TSRA Housing Fund	12,479	11,956
Total other investments	43,385	34,399

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 2025						
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 1 July 2025	26,277	52,345	78,622	77	2,424	81,123
Additions						
Purchase	-	102	102	-	1,232	1,334
Right-of-use assets	-	6	6	-	-	6
Revaluations and impairments recognised in other comprehensive income	4,805	160	4,965	-	-	4,965
Depreciation	-	(1,501)	(1,501)	-	(491)	(1,992)
Depreciation on right-of-use assets	(12)	(227)	(239)	-	-	(239)
Total as at 30 June 2026	31,070	50,885	81,955	77	3,165	85,197
Total as at 30 June 2026 represented by						
Gross book value	31,146	51,497	82,643	77	3,681	86,401
Accumulated depreciation, amortisation and impairment	(76)	(612)	(688)	-	(516)	(1,204)
Total as at 30 June 2026	31,070	50,885	81,955	77	3,165	85,197
Carrying amount of right-of-use assets	250	499	749	-	-	749

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 2026, an independent valuer conducted the revaluations for TSRA's land and buildings. An independent valuation of plant and equipment was conducted on 30 June 2025.

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 2026. (2025: \$Nil)



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:

	2026	2025
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 2026. 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

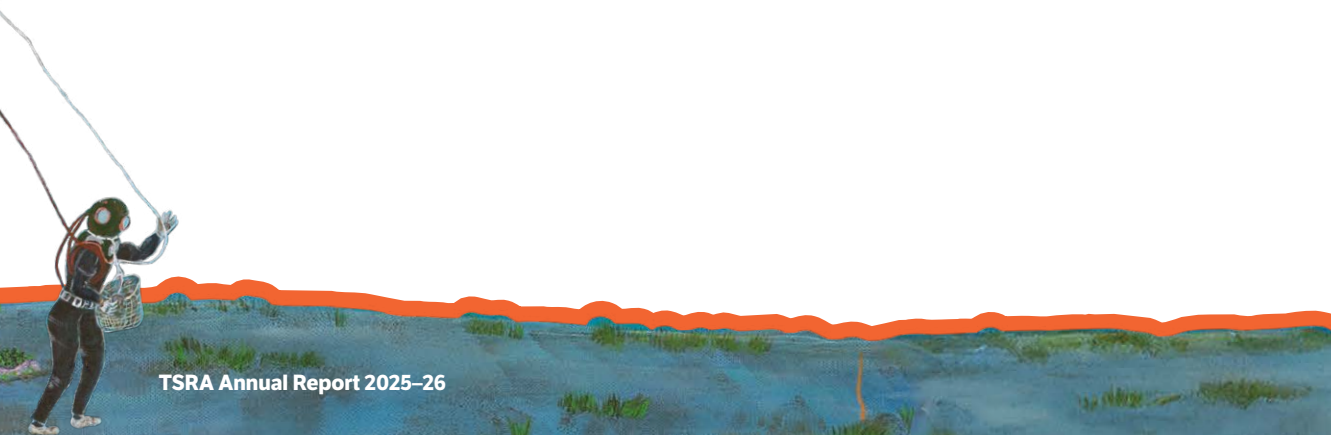
The TSRA has a limited collection of 23 (2025: 23) distinct Cultural and Heritage assets with an aggregated fair value of \$77,000 (2025: \$77,000). Cultural assets are comprised of artworks, carvings, and traditional headdresses. Heritage assets consist of models of 2 (2025: 2) sailing vessels and a brass Pearl Diver's helmet (2025: 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 fair value.

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



2.3 Payables

	2026 \$'000	2025 \$'000
2.3A: Suppliers		
Trade creditors and accruals	1,311	802
Contract liabilities	5,914	9,965
Total suppliers	7,225	10,767

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	1,166	668
Fringe Benefits Tax	17	-
Other	11,730	-
Total other payables	12,913	668

Of the other payables classified as Other, \$8.603M relates to an amount appropriated by the Commonwealth for the purpose of funding the Torres Strait Major Infrastructure and Other Projects Trust Fund jointly with the Queensland Government to implement regional major infrastructure projects. As at 30 June 2026, an MOU between the TSRA and the Queensland Government was in progress. The remaining \$3.127M relates to an amount appropriated by the Commonwealth for seawalls infrastructure development where an MOU had not been signed as at 30 June 2026.

2.4 Interest Bearing Liabilities

2.4A: Leases

Lease liabilities	813	1,046
Total leases	813	1,046

Total cash outflow for leases for the period ended 30 June 2026 was \$1,038,560. (2025: \$879,457)

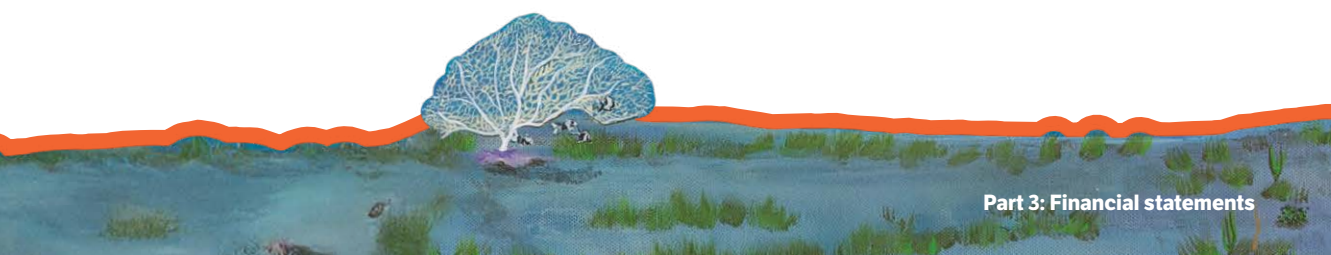
Maturity analysis - contractual undiscounted cash flows

Within 1 year	248	262
Between 1 to 5 years	421	654
More than 5 years	233	248
Total leases	902	1,164

The TSRA in its capacity as lessee has a lease for office space in Cairns that expires in April 2027 with one 2 year option and 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.

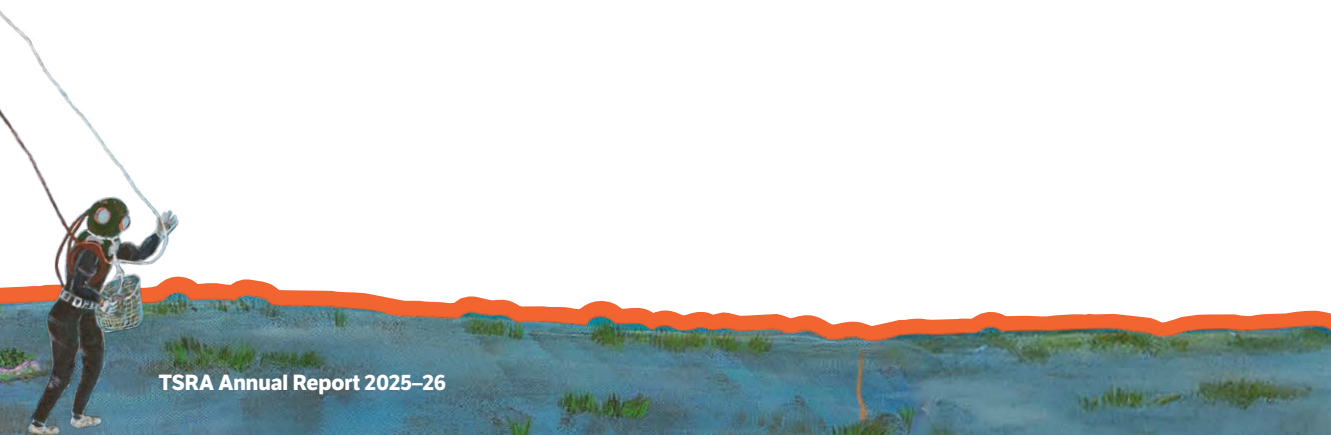
Subsequent to initial measurement, the liability will be reduced for payments made and increased for interest. It is remeasured to reflect any reassessment or modification to the lease. When the lease liability is remeasured, the corresponding adjustment is reflected in the right-of-use asset or profit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

2.5 Other Provisions

	2026	2025
	\$'000	\$'000

2.5A: Other provisions

Provision for Australian Taxation Office payment	1,569	3,203
Total other provisions	1,569	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

	2026	2025
	\$'000	\$'000
3.1A: Employee provisions		
Long service leave	3,216	2,767
Annual leave	2,430	2,109
Personal leave	75	79
Total employee provisions	5,721	4,955

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.



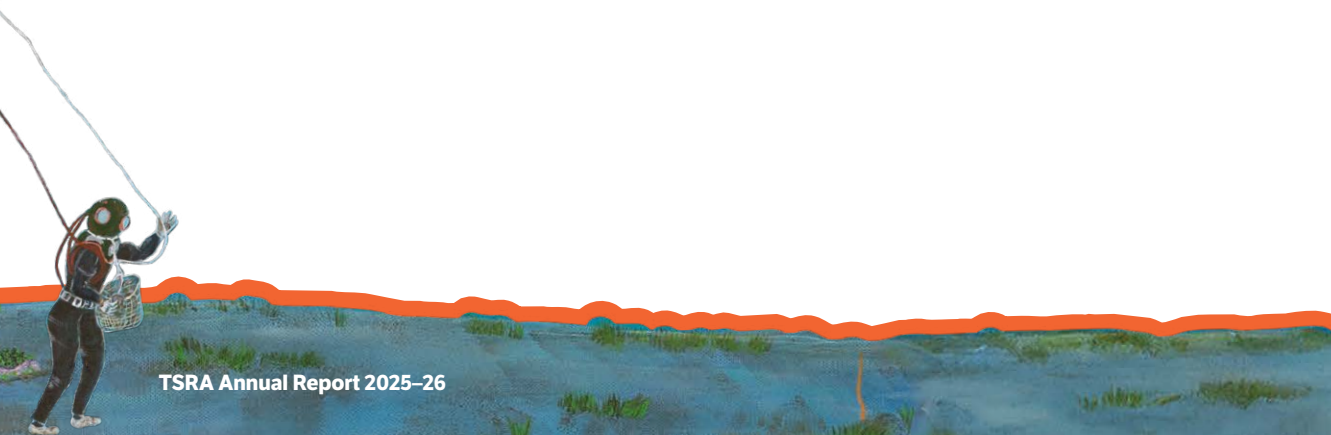
3.2 Key Management Personnel Remuneration

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:

	2026 \$'000	2025 \$'000
Short-term employee benefits		
Base Salary	1,067	791
Other benefits and allowances	-	2
Total Short Term Benefits	1,067	793
Post-employment benefits	140	97
Other long-term employee benefits	12	(51)
Total key management personnel remuneration expenses¹	1,219	839

The total number of key management personnel that are included in the above table are 22 (2025: 36)

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: Elthies Alion Bowie

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

Loan Holder: Andrew Lui

- Getano Lui - TSRA Board Member - Close family member of Andrew Lui

	2026	2025
	\$	\$
Loans to Related Parties		
Loans to directors and close family members outstanding as at year-end	433,811	628,313
Loan repayments by directors and close family members during the year	32,346	60,800
Loans to director-related entities outstanding as at year-end	-	359,536
Loans to director-related entities during the year	-	274,050
Loan repayments by director-related entities during the year	-	12,000
Interest revenue included in net cost of services from loans to directors/director-related entities	36,952	60,079
Related party concessional business loans for current directors provided for as doubtful debts	-	60,157

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	2026	2025
		\$	\$
J Gela - Director	Torres Strait Islander Media Association	-	999,900
Y Loban - Chairperson, H Baira - Director	Zenadth Kes Fisheries Limited	-	722,087
D Toby, S Dorante, R. Stephen - TSIRC Councillor, P. Mosby - TSIRC Mayor	Torres Strait Island Regional Council	164,330	638,951
R. Turner - President	Mura Kosker Sorority Incorporated	-	396,250
D. Savage - Director	Ngalmun Lagau Minaral TSI Corporation; t/a as Moa Arts	165,222	15,365
Y. Loban - Previous TSC Mayor	Torres Shire Council	-	25,000
D. Toby - Director, J. Stephen - Director	Gur A Baradharaw Kod Torres Strait Sea and Land Council	325,000	-
	NPA Family and Community Services Aboriginal and Torres Strait Islander Corporation	199,513	-
E. Beckley - Close family member	James Beckley	3,148	-

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 2025-26.

Government Entity	Purpose of Grant	2026	2025
		\$	\$
Department of Climate Change, Energy, the Environment and Water	National Landcare Program	600,000	600,000
National Indigenous Australians Agency	Indigenous Protected Areas	1,290,402	1,077,913
National Indigenous Australians Agency	Torres Strait Indigenous Ranger Program	12,131,308	10,744,687
National Indigenous Australians Agency	Waral Kawa Rat Eradication	477,304	-
National Indigenous Australians Agency	TSRA Fisheries Investment Project	529,384	-
Department of Infrastructure, Transport, Regional Development and Communications	Indigenous Language Centre	2,291,678	598,290

Managing Uncertainties

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

4.1 Contingent Assets and Liabilities

	Bank Guarantees		Total	
	2026	2025	2026	2025
	\$'000	\$'000	\$'000	\$'000
Contingent liabilities				
Balance from previous period	54	330	54	330
Obligations expired	-	(276)	-	(276)
Total contingent liabilities	54	54	54	54

Quantifiable Contingencies

The above table contains \$54,000 of contingent liabilities in respect to a bank guarantee in favour of Carthel Developments Pty Ltd (2025: \$54,000).

The table contains no contingent assets. (2025: \$0).

Unquantifiable Contingencies

At 30 June 2026, the TSRA had no unquantifiable contingencies. (2025: \$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

	2026 \$'000	2025 \$'000
4.2A: Categories of financial instruments		
Financial assets at amortised cost		
Term deposits	43,385	34,399
Cash and cash equivalents	17,633	18,819
Trade and other receivables	668	509
Loan receivables	3,711	2,893
Total financial assets at amortised cost	65,397	56,620
Total financial assets	65,397	56,620
Financial Liabilities		
Financial liabilities measured at amortised cost		
Trade creditors	1,311	802
Grant liabilities	-	672
Contract liabilities	5,914	9,965
Other liabilities	11,730	-
Total financial liabilities measured at amortised cost	18,955	11,439
Total financial liabilities	18,955	11,439

Accounting Policy**Financial assets**

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

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

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

Financial Assets at Amortised Cost

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

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

Amortised cost is determined using the effective interest method.

Effective Interest Method

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

Impairment of Financial Assets

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

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

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

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

Financial liabilities

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

Financial Liabilities at Amortised Cost

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

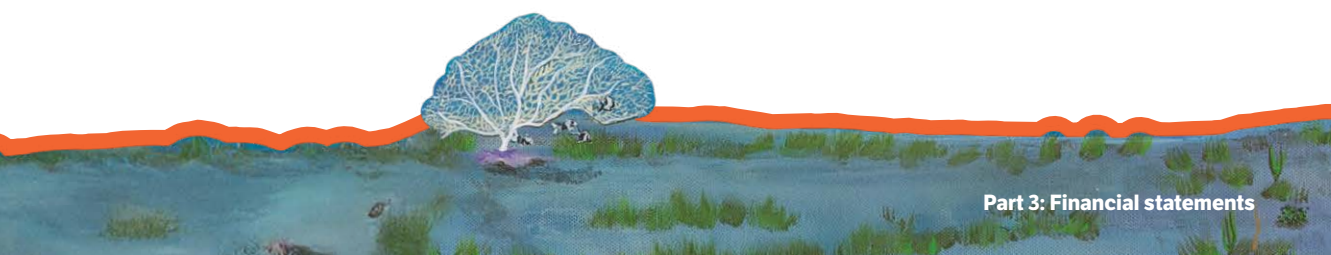
Supplier and other payables are recognised at amortised cost. Liabilities are recognised to the extent that the goods or services have been received (and irrespective of having been invoiced).



	2026 \$'000	2025 \$'000
<u>4.2B: Net gains or losses on financial assets</u>		
Financial assets at amortised cost		
Interest revenue - Term deposits	1,690	2,048
Interest revenue - Loans	167	201
Unwinding of concessional loan discount	63	55
Reversal of impairment losses	-	22
Write down of loans to net present value	(9)	(147)
Loans and receivables provided for as impaired	(196)	(93)
Net gains/(losses) on financial assets at amortised cost	1,715	2,086
Net gains on financial assets	1,715	2,086

4.2C: Net gains or losses on financial liabilities

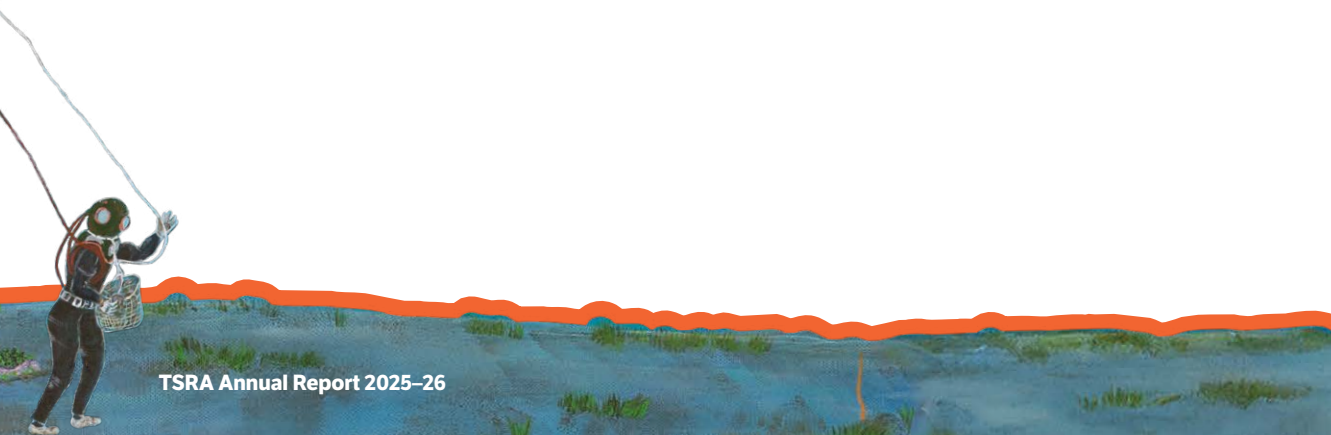
There are no gains or losses on financial liabilities for the period ended 30 June 2026 (2025: \$Nil)



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.

	Fair value measurements at the end of the reporting period	
	2026 \$'000	2025 \$'000
Non-financial assets		
Land	30,820	26,015
Buildings	50,386	51,625
Plant and equipment	3,165	2,424
Heritage and cultural	77	77
Total non-financial assets	84,448	80,141



Other Information

5.1 Current/non-current distinction for assets and liabilities

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

	2026 \$'000	2025 \$'000
Assets expected to be recovered in:		
No more than 12 months		
Cash and cash equivalents	17,633	18,819
Trade and other receivables	1,215	684
Loan receivables	716	514
Other investments	43,385	34,399
Other non-financial assets	163	306
Total no more than 12 months	63,112	54,722
More than 12 months		
Loan receivables	2,995	2,379
Land and buildings	81,955	78,622
Heritage and cultural	77	77
Plant and equipment	3,165	2,424
Total more than 12 months	88,192	83,502
Total assets	151,304	138,224
Liabilities expected to be settled in:		
No more than 12 months		
Suppliers	7,225	10,767
Grants	-	672
Other payables	12,913	668
Leases	229	236
Employee provisions	2,082	2,040
Other provisions	1,569	3,203
Total no more than 12 months	24,018	17,586
More than 12 months		
Leases	584	810
Employee provisions	3,639	2,915
Total more than 12 months	4,223	3,725
Total liabilities	28,241	21,311

5.2 Assets held in trust

5.2A: Assets held in trust

Monetary assets

Torres Strait Major Infrastructure and Other Projects Trust Fund

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

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

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

2026	2025
\$'000	\$'000

Torres Strait Major Infrastructure and Other Projects Trust Fund

Monetary assets

As at 1 July	33,609	38,909
Receipts	2,603	3,773
Payments	(10,764)	(9,073)
Total as at 30 June	25,448	33,609

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	3,072	2,574
Receipts	259	498
Total as at 30 June	3,331	3,072

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	86	85
Receipts	2	1
Total as at 30 June	88	86

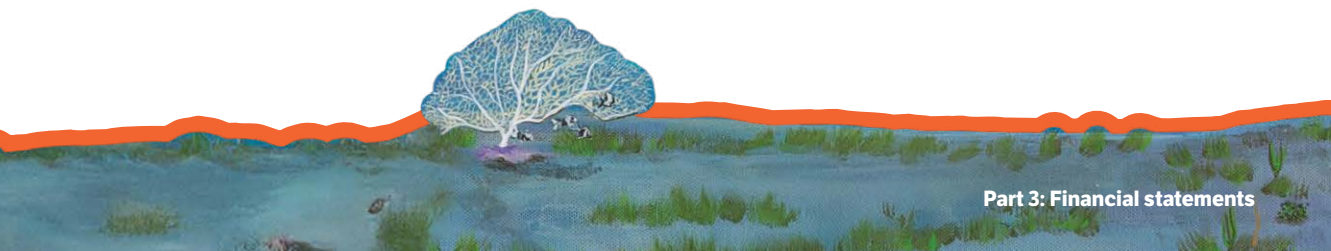
Total monetary assets held in trust

28,867	36,767
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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 2025-26 Portfolio Budget Statements, and the actual expenditure and net asset position for the year. Variances greater than 10% for budget items greater than \$1M in the statement of comprehensive income and cash flow statement, along with significant variances in the balance sheet have been explained.

Explanation of major budget variances	Affected line items (and Statement)
The \$6.438 million increase in supplier expenses was primarily driven by greater reliance on external suppliers across travel, consulting, professional services, and office-related activities, together with the continuing impact of inflation.	Suppliers Expense (Statement of Comprehensive Income) and Cash used - Suppliers (Cash Flow Statement) and Payables - Suppliers (Statement of Financial Position)
The additional \$12.384 million other payable largely reflects the non-disbursement of \$11.73 million in grant funding received for major infrastructure projects associated with the TSMIOP Trust. The funds have not yet been paid due to the pending approval of the MOU by the Queensland State Government.	Other payables (Statement of Financial Position)
The budget reflects the depreciation funding received as part of the annual budget appropriation. The actual depreciation expense represents depreciation on property, plant, equipment and ROU assets and is partly funded from reserves.	Depreciation (Statement of Comprehensive Income)
Own Source Revenue - Revenue from contracts with customers increased by \$5.691 million, primarily due to external grants being recognised under AASB 15, replacing the AASB 1058 treatment applied in prior years.	Revenue from contracts with customers (Statement of Comprehensive Income)
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 \$1.379M.	Trade and other receivables (Statement of Financial Position)
Financial Assets - Other Investments increased by \$11.751 million, primarily due to the receipt of \$11.73 million in grant funding for major infrastructure projects. These funds were invested in term deposits and had not been disbursed to the TSMIOP Trust, pending approval of the Memorandum of Understanding (MOU) by the Queensland State Government.	Other Investments (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. In 2025–26, we continued to build upon continuous improvement of our frameworks, policies and procedures.

The TSRA's governance framework supports effective planning, decision-making, accountability, and reporting. It is underpinned by the *Aboriginal and Torres Strait Islander Act 2005* (ATSI Act), the *Public Governance, Performance and Accountability Act 2013* (PGPA Act), the TSRA Board Charter, and associated frameworks, policies and procedures.

Figure 4.1 shows the TSRA's governance framework and how the board and administration are supported by the TSRA's governance and management committees, which provide oversight, advice and assurance across key areas of responsibility.

Under section 142D of the ATSI Act, the TSRA is required to produce the Torres Strait Development Plan, outlining the strategies and policies the TSRA intends to adopt to improve the economic, social and cultural status of Torres Strait Islanders and Aboriginal persons living in the Torres Strait region. The *Torres Strait Development Plan 2023–2028* 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 2025–26 portfolio budget statements and corporate plan. The TSRA's 2025–26 key activities, performance measures and targets are aligned to ensure that we are delivering against the development plan's priorities and the national Closing the Gap targets.

Planning and reporting

The TSRA performance framework provides mechanisms that the TSRA uses to meet PGPA Act requirements relating to performance measurement and assessment. In 2025–26, the TSRA undertook continuous improvement to embed the process of quarterly non-financial performance monitoring and reporting. In addition to consolidated quarterly reporting on non-financial performance, greater emphasis was given to linking to reporting on financial performance and enterprise risk.

Performance reports are regularly provided to the Audit Committee and form part of the organisation's broader assurance framework, supporting our oversight of performance and accountability obligations.

During 2025–26, a key focus was strengthening the quality, consistency and audit readiness of performance evidence and associated data management practices. This work improved the integrity of performance reporting and supported compliance with Commonwealth performance reporting requirements.

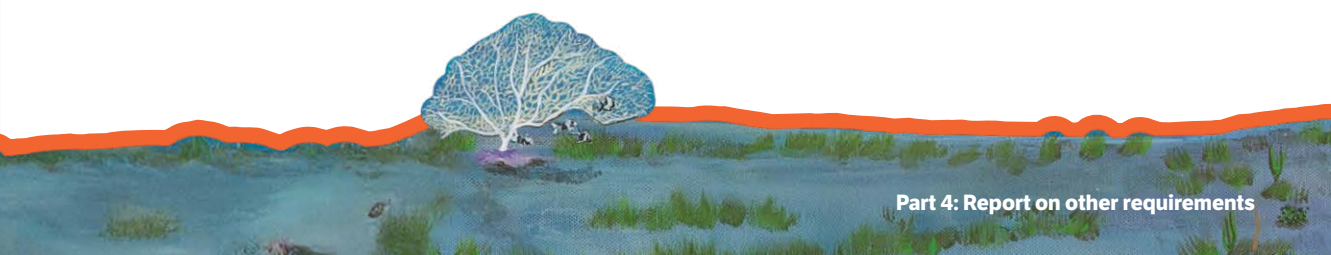
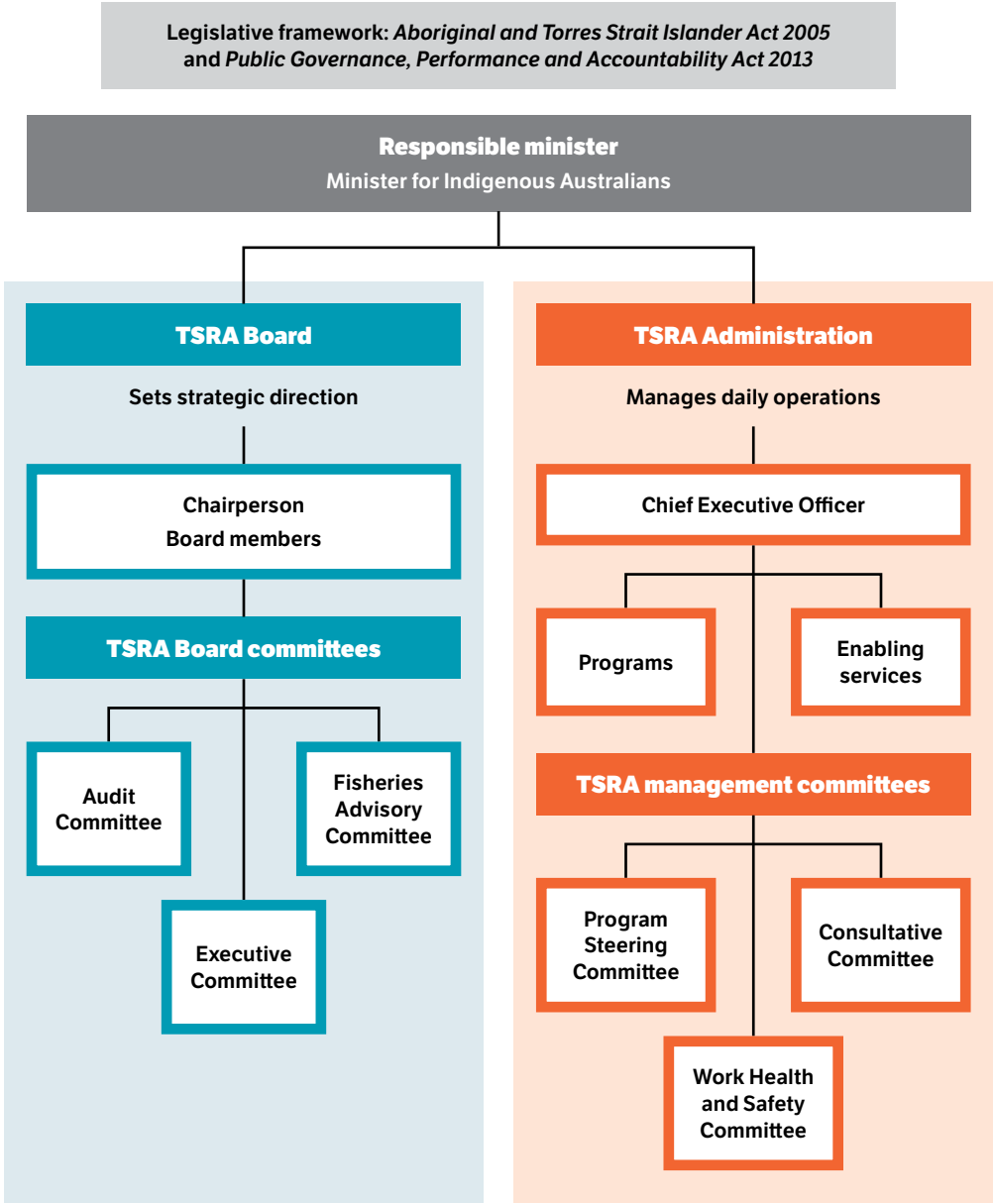


Figure 4.1: TSRA governance framework



Through the performance framework, program areas embed key activities, performance measures and targets into annual program plans, supporting a more consistent approach to planning, monitoring and reporting results across the organisation.

TSRA committees

Three board committees and 3 management committees operated in 2025–26, as shown in the TSRA governance framework in Figure 4.1. The committees provided a range of advice and support on operations to assist in key decision-making and supported the Chief Executive Officer and the board to fulfil their corporate and governance responsibilities.

Audit Committee

The Audit Committee is responsible for providing independent advice and assistance to the TSRA Board on the appropriateness of our financial and non-financial 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.

Table 4.1 provides details of Audit Committee membership from 1 July 2025 to 30 June 2026, outlining changes in membership during the period.

Following the resignation of former Member for TRAWQ Elthies Kris from the TSRA Board and Audit Committee in January 2026, the TSRA Chairperson appointed the Member for Dauan, Patrick Mooka, as an Audit Committee member.

Audit Committee Chairperson and independent member Darren Schaeffer resigned in March 2026. The TSRA commenced a procurement process during the reporting period to appoint a new chairperson. Under section 5 of the Audit Committee Charter, Membership and Tenure, the Member for Dauan assumed the acting role of Audit Committee Chairperson following the resignation.

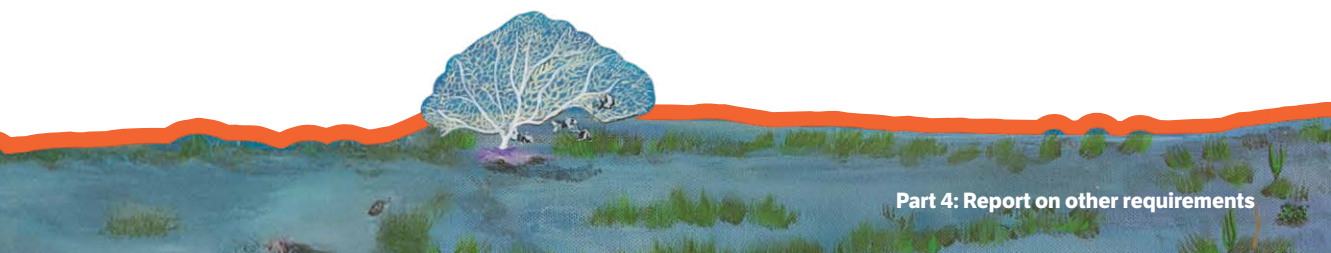
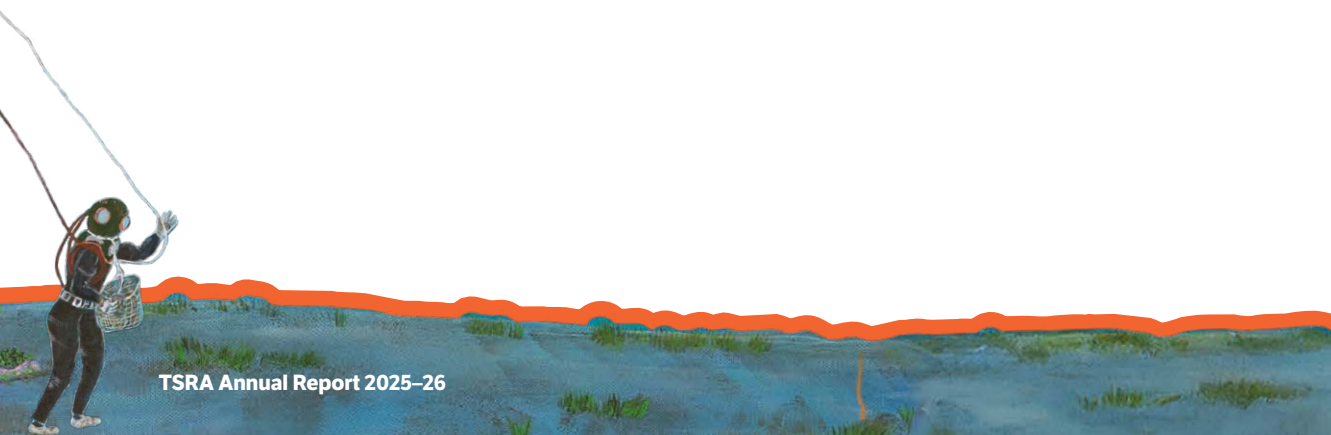


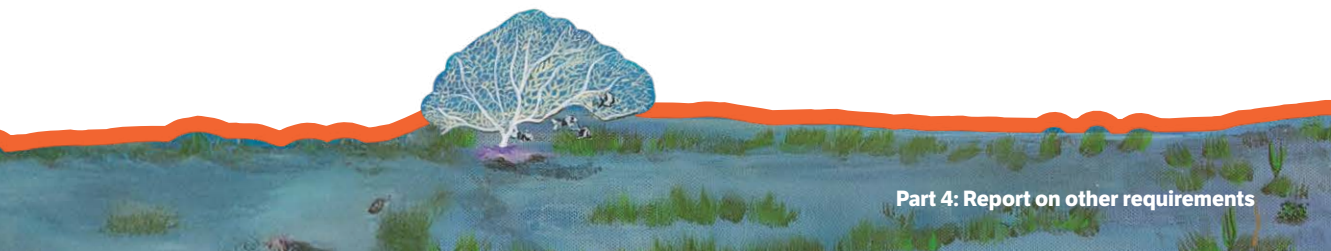
Table 4.1: TSRA Audit Committee, 2025–26

NAME AND ROLE	QUALIFICATIONS, KNOWLEDGE, SKILLS AND EXPERIENCE	
Patrick Mooka Member Acting Audit Committee Chairperson (8 June 2026 to 30 June 2026)	Deputy Chairperson of the TSRA. Member of the PZJA Torres Strait Tropical Rock Lobster Resource Assessment Group and a member of Zenadth Kes Fisheries Limited. Holds Certificates II and III in Tourism and a Marine Engine Driver Certificate II.	
Darren Schaeffer Audit Committee Chairperson and independent member	Highly experienced chief financial officer, auditor and governance practitioner. Studying a Doctorate of Business (Research), and holds a Master of Business Administration (Public Sector) and a Bachelor of Business Accounting (Accounting).	
Elthies Kris Member	Deputy Chairperson of the TSRA Board. Holds a Master of Public Health.	
John Paiwan Member	Holds qualifications including diplomas in leadership, management and business, along with certificates in occupational health and safety, accounting and bookkeeping.	
Jerry D Stephen Jnr Member	A qualified skipper with private sector experience and more than 27 years of experience in the Australian Public Service. Chairperson of Ugar Ged Kem Le Zeuber Er Kep Le (Torres Strait Islanders) Corporation RNTBC.	
Regina Turner Member	Community volunteer whose roles include President of Mura Kosker Sorority Incorporated since 2010 and Secretary/ Treasurer (Director) of Kirriri Dorge Mudh Indigenous Corporation. Holds qualifications including a Diploma in Governance, a Certificate IV in Training and Assessment and a Certificate IV in Business Administration.	

a Remuneration includes GST and excludes travel reimbursements.



	TERM	MEETINGS ATTENDED/ ELIGIBLE TO ATTEND	TOTAL ANNUAL REMUNERATION (\$) ^a
	2 February 2026 to 30 June 2026	2/2	2,764.80
	1 July 2025 to 18 March 2026	3/3	33,825.00
	1 July 2025 to 30 January 2026	2/2	1,382.40
	1 July 2025 to 30 June 2026	4/4	2,850.00
	1 July 2025 to 30 June 2026	4/4	2,394.00
	1 July 2025 to 30 June 2026	4/4	2,394.00



Executive Committee

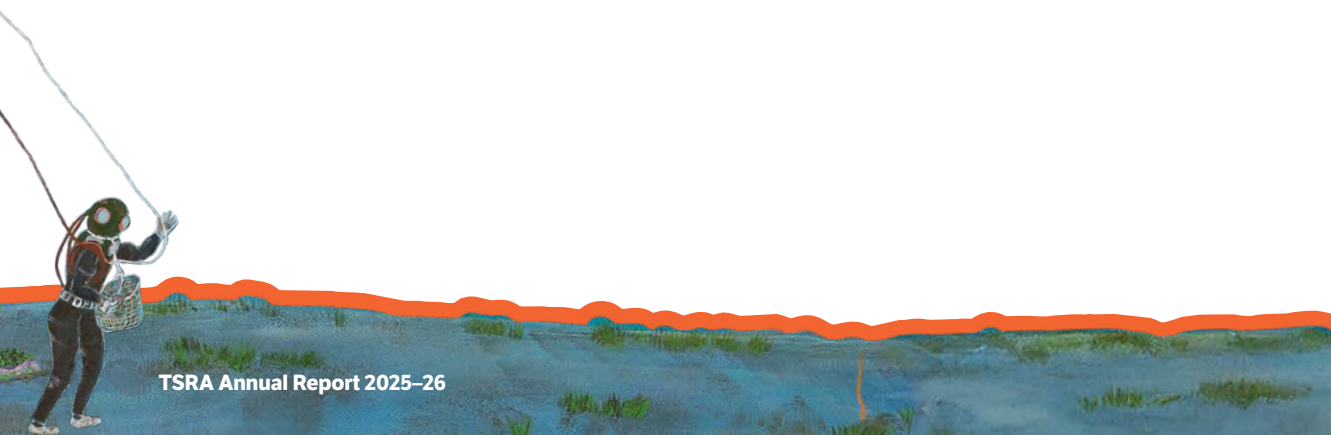
The Executive Committee’s purpose is to provide advice and support to the Chairperson and guide the delivery of outcomes that advance the TSRA’s strategic priorities. The committee also represents the TSRA at key meetings and forums, as required.

The Executive Committee is composed of board members who hold a portfolio member role. Assistant portfolio members attend Executive Committee meetings when portfolio members are unavailable.

Table 4.2 provides details on the Executive Committee during the reporting period.

Table 4.2: TSRA Executive Committee members, 2025–26

NAME	POSITION
George Nona	Chairperson Portfolio Member for Governance and Leadership
Patrick Mooka	Deputy Chairperson Portfolio Member for Environmental Management
Bob Kaigey	Portfolio Member for Culture, Art and Heritage
Annie Mari	Portfolio Member for Economic Development (1 July 2025 to 19 June 2026) ^a
David Nona	Portfolio Member for Economic Development (19 June 2026 to 30 June 2026) ^a
Dimas Toby	Portfolio Member for Fisheries
Jack Matthew	Portfolio Member for Healthy Communities
Simi Guise	Portfolio Member for Regional Infrastructure
Danie Savage	Portfolio Member for Safe Communities
^a Responsibility for the Economic Development portfolio transferred from Annie Mari to David Nona following a board decision changing the membership of the committee.	



Fisheries Advisory Committee

The Fisheries Advisory Committee (FAC) is a committee of the TSRA Board that provides advice on fisheries policy and strategic matters to support increased Torres Strait Islander and Aboriginal Traditional Owner participation in commercial fisheries.

In June 2025, the board resolved to re-establish the FAC and approved its terms of reference and membership. The FAC members are Dimas Toby (Chair), Damien Elu, Nixon Mye, Simon Naawi, David Nona and Jerry D Stephen Jnr.

During the reporting period, the FAC met 4 times and held 2 additional planning meetings. The FAC provided advice to the board on fisheries management, policy development, and opportunities to strengthen Traditional Owner ownership and participation in the Torres Strait fisheries sector. FAC members also attended information sessions in 6 communities.

Program Steering Committee

The Program Steering Committee (PSC) oversees the performance, risk and delivery of key activities and targets set out in the TSRA corporate plan. The PSC meets 6 times a year to consider resourcing and the alignment of operational activities with the board's strategic goals and objectives, and to review and address specific program risks and issues.

In 2025–26, the PSC met 6 times and revised its terms of reference. 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

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 *Work Health and Safety Act 2011*.

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.

Consultative Committee

The TSRA Consultative Committee was established during the reporting period in accordance with clause 478 of the Torres Strait Regional Authority Enterprise Agreement 2024–27. The committee's terms of reference were developed and endorsed, and the inaugural meeting was held in June 2025.

The Consultative Committee provides a formal mechanism for consultation between management, employees and employee representatives on matters relating to the operation of the TSRA Enterprise Agreement and associated workplace policies and practices.

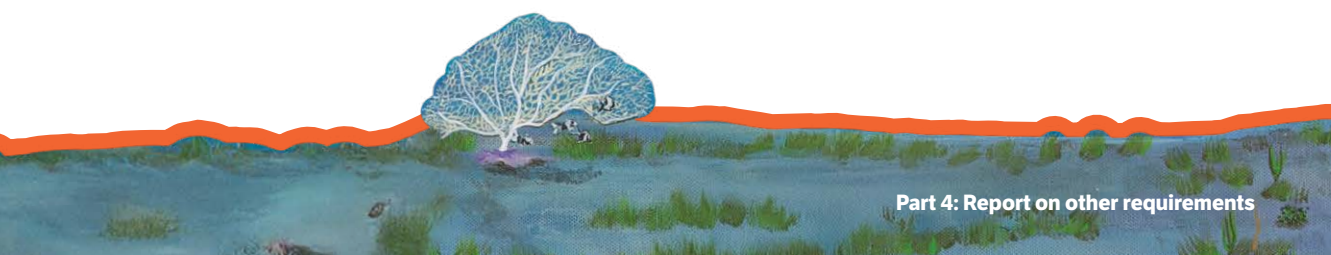


Table 4.3 provides details on the membership of the committee.

Table 4.3: TSRA Consultative Committee, 2025–26

MEMBER CATEGORY	REPRESENTATION
Chair	Corporate Services Manager
Program management representative	One Executive Level 2 program manager
Employee representatives	One Cairns-based representative, 2 Outer Island representatives and 2 Waiben (Thursday Island) representatives
First Nations representative	One representative
Community and Public Sector Union representatives	One union organiser and 4 union workplace delegates

Internal audit

Internal auditing is an independent, objective assurance, advisory and consulting activity designed to add value and improve the TSRA’s operations, risk management and governance processes. To support an independent internal audit function, the TSRA engaged Pilot Partners as its internal audit provider.

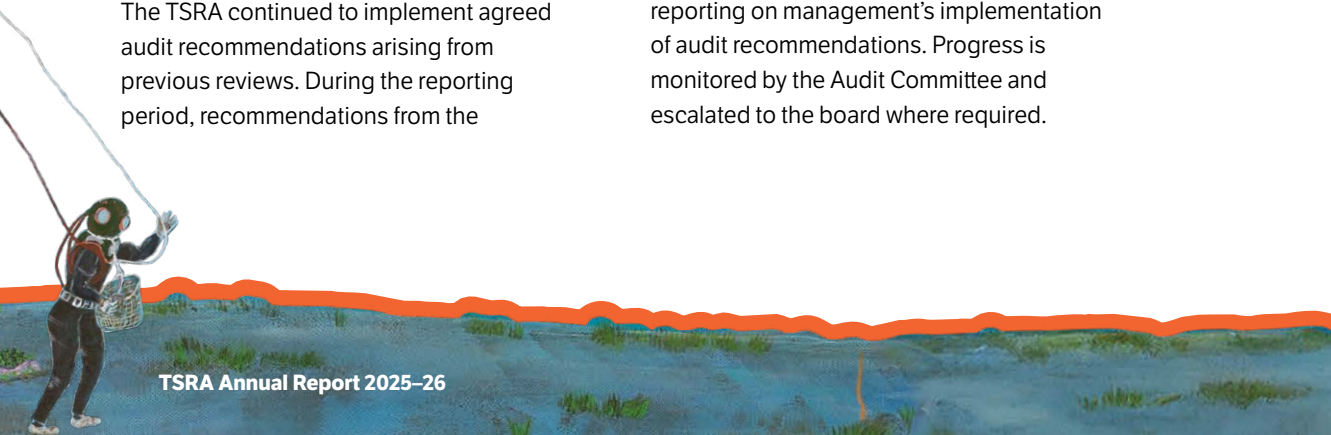
The 2024–2026 Internal Audit Strategy guided the internal audit program during 2025–26 and complemented existing assurance and oversight arrangements. Internal audit activities undertaken during the year included reviews of procurement processes and the enterprise agreement implementation review.

The TSRA continued to implement agreed audit recommendations arising from previous reviews. During the reporting period, recommendations from the

Key Performance Indicators – Calculation Review and the Program Review – Land and Sea Management Unit were closed. These activities contributed to strengthening key performance indicator monitoring, governance and oversight processes, and management reporting practices.

The Pilot Partners contract concluded in November 2025 following 8 years of service. To maintain the independence and objectivity of the internal audit function, the TSRA commenced a procurement process during the reporting period to appoint a new internal audit provider.

The Chief Audit Executive is responsible for coordinating the internal audit program and reporting on management’s implementation of audit recommendations. Progress is monitored by the Audit Committee and escalated to the board where required.



Governance framework for the TSRA Board

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 most recent board election was conducted in 2024.

Induction and professional development

To support members in fulfilling their responsibilities as the accountable authority, all newly elected board members participated in an induction program in February 2025. The induction included governance training and PGPA Act education facilitated by the Department of Finance, focusing on the board's duties, responsibilities and obligations as the accountable authority.

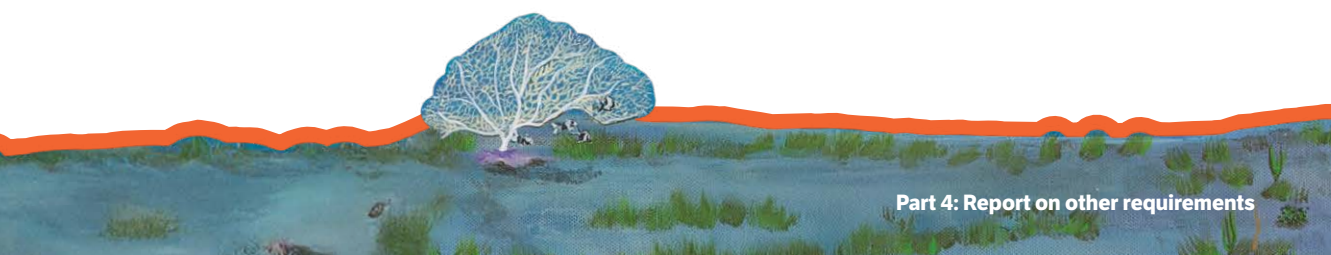
Board members undertake ongoing education and professional development to maintain their governance capability and support effective decision-making. During 2025–26, board members participated in professional development activities aligned with the board's responsibilities and emerging risks, including 2 sessions delivered by First Nations-owned businesses:

- Cybersecurity Leadership Workshop, facilitated by Baidam Solutions – the workshop strengthened members' understanding of cybersecurity risks, governance responsibilities and organisational resilience, and built on a session delivered earlier in 2025
- Financial Literacy Training, delivered by Lugga Indigenous Finance – the training enhanced members' understanding of financial management, oversight and accountability in the public sector context.

These activities support the board's ongoing effectiveness and ensure that members maintain the skills and knowledge required to discharge their governance responsibilities.

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 Chief Executive Officer (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 to the administration, through its CEO, to ensure that funding decisions are made in line with the policies, priorities and general guidelines determined by the board.

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

The reportable related entity transactions made by the TSRA Board in 2025–26 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 2025–26.



Risk

As a corporate Commonwealth entity, the TSRA aligns its risk management practices 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. This framework guides the organisation's risk appetite and risk tolerance to support executive and staff approaches to risk management.

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; with the need to deliver 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:

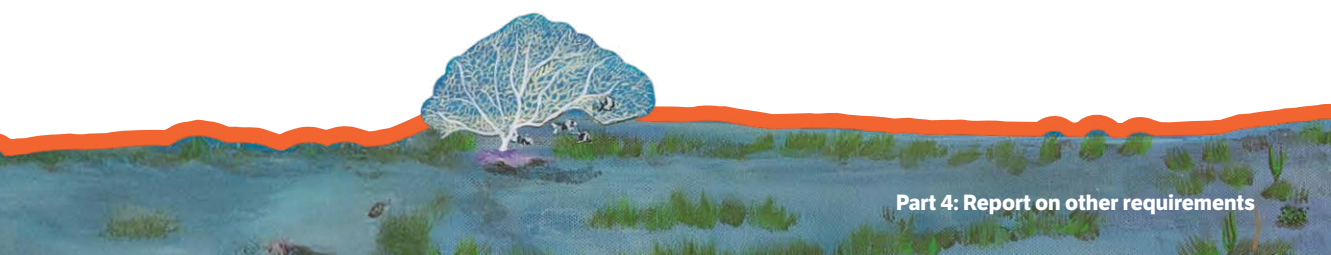
- higher risk when approving a new system or process that offers greater processing capacity and efficiencies
- moderate risk for program outcomes that are aimed at contributing to regional goals
- low risk for significant breaches of security or unauthorised access to confidential records
- very low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

We continue to develop a greater appetite to engage with risks that support more efficient, effective operations and support us to achieve important outcomes.

We have less appetite for risks that maintain the status quo, where suitable alternatives are available, or where the potential consequences have low or no tolerance. Any risks rated as 'extreme' require board oversight according to the TSRA Risk Management Policy.

At the commencement of the reporting period, the TSRA identified and monitored 8 enterprise risks that have the potential to impact the achievement of strategic objectives.

In 2025–26, the TSRA commenced a review of its risk management framework, including its risk assessment and reporting processes, to ensure that they align with organisational requirements and expectations. The review also focused on centralising risk reporting and enhancing the provision of information on risk trends, mitigation effectiveness, and proposed treatments to support responses to changes in our operating environment.



External scrutiny

In 2025–26, 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 TSRA operations by the Auditor-General, the Office of the Australian Information Commissioner, a parliamentary committee, or the Commonwealth Ombudsman. The TSRA did not undergo a capability review in 2025–26.

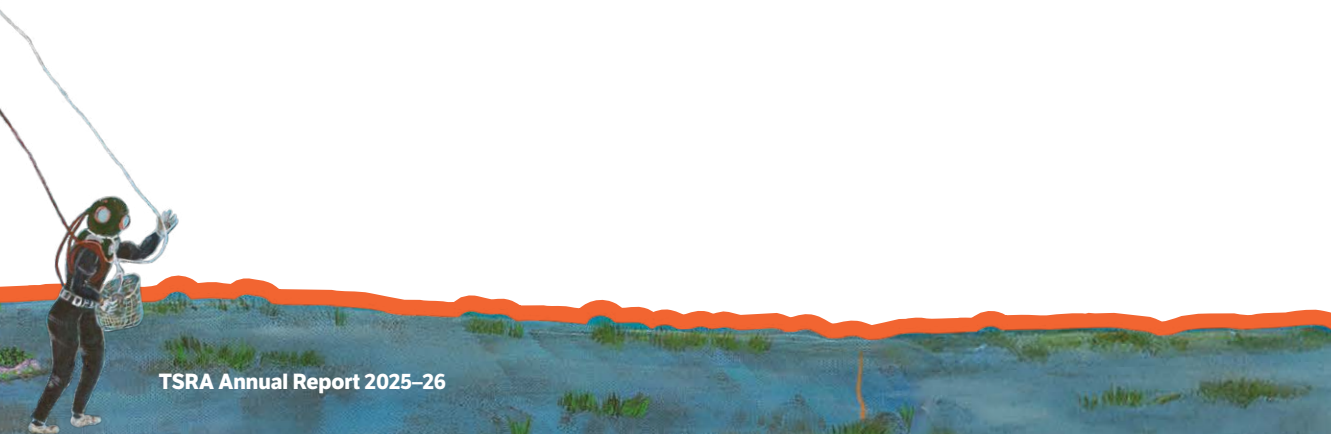
Significant activities and changes affecting the entity

Deputy Chairperson and Member for TRAWQ Elthies Kris resigned from the TSRA Board on 30 January 2026, resulting in a casual vacancy in the TRAWQ electoral ward. The Australian Electoral Commission (AEC) conducted the process to fill the casual position, declaring Abigail Harry elected as Member for TRAWQ on 22 April 2026.

Alternate Deputy Chairperson and Member for Dauan Patrick Mooka acted in the Deputy Chairperson role from 2 February 2026 until the AEC conducted an election to fill that position.

The election was conducted on 15 June 2026. The Member for Dauan was declared elected as Deputy Chairperson and, consequently, another ballot was held to fill the Alternate Deputy Chairperson position. The Member for Erub, Nixon Mye, was declared elected Alternate Deputy Chairperson.

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



People

The TSRA's workforce reflects the communities it serves, with 84% of employees identifying as Torres Strait Islander or Aboriginal people and 92% based in the Torres Strait region at 30 June 2026.

Informed by the *Torres Strait Islander and Aboriginal Recruitment and Career Development Strategy 2021–2024*, the TSRA continues to strengthen local employment and Indigenous representation across the organisation. Since 2021, the proportion of Torres Strait Islander and Aboriginal employees has increased from 77% to 84%.

The TSRA has continued to maintain strong Torres Strait Islander and Aboriginal representation across leadership levels. At 30 June 2026, we have exceeded the targets set in our strategy for Torres Strait Islander and Aboriginal representation at Australian Public Service Level 6 (APS6) and Executive Level 1 (EL1) and continue progressing towards our Executive Level 2 (EL2) targets:

- For APS6 our baseline in 2021 was 63%, our target was 75%, and we have achieved 82%.
- For EL1 our baseline in 2021 was 21%, our target was 40%, and we have achieved 44%.
- For EL2 our baseline in 2021 was 20%, our target was 50%, and we have achieved 44%.

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 Australian Public Service roles. As a result of comprehensive recruitment efforts underpinned by our strategy, the *Public Service Act 1999* and the *Fair Work Act 2009*, 89% of our employees were in ongoing roles at 30 June 2026.

At 30 June 2026:

- we had 160 employees, and an average staffing level of 153 full-time equivalent employees
- 92% of our employees were based in the Torres Strait region, and all were based in Queensland
- women made up 65% of the TSRA workforce, including 36.5% of our ranger cohort
- female representation remained strong in leadership roles, with women making up 72% of our workforce at EL1 and 67% at EL2, up from 67% and 40% respectively in 2024–25.

Further information about the TSRA's staffing profile is provided in tables 4.4 to 4.7.

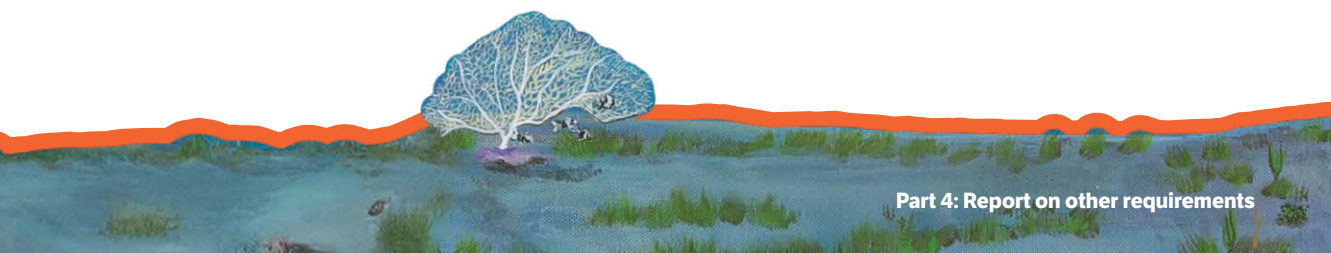


Table 4.4: All ongoing employees by gender, location and working hours as at 30 June 2026 (current reporting period)

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	50	0	50	90	3	93	0	0	0	0	0	0	0	0	0	143
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	50	0	50	90	3	93	0	0	0	0	0	0	0	0	0	143

Table 4.5: All non-ongoing employees by gender, location and working hours as at 30 June 2026 (current reporting period)

LOCATION	MAN/ MALE			WOMAN/ FEMALE			NON-BINARY			PREFERS NOT TO ANSWER			USES A DIFFERENT TERM			TOTAL
	FULL TIME	PART TIME	TOTAL	FULL TIME	PART TIME	TOTAL	FULL TIME	PART TIME	TOTAL	FULL TIME	PART TIME	TOTAL	FULL TIME	PART TIME	TOTAL	
NSW	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Qld	6	0	6	11	0	11	0	0	0	0	0	0	0	0	0	17
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	11	0	11	0	0	0	0	0	0	0	0	0	17

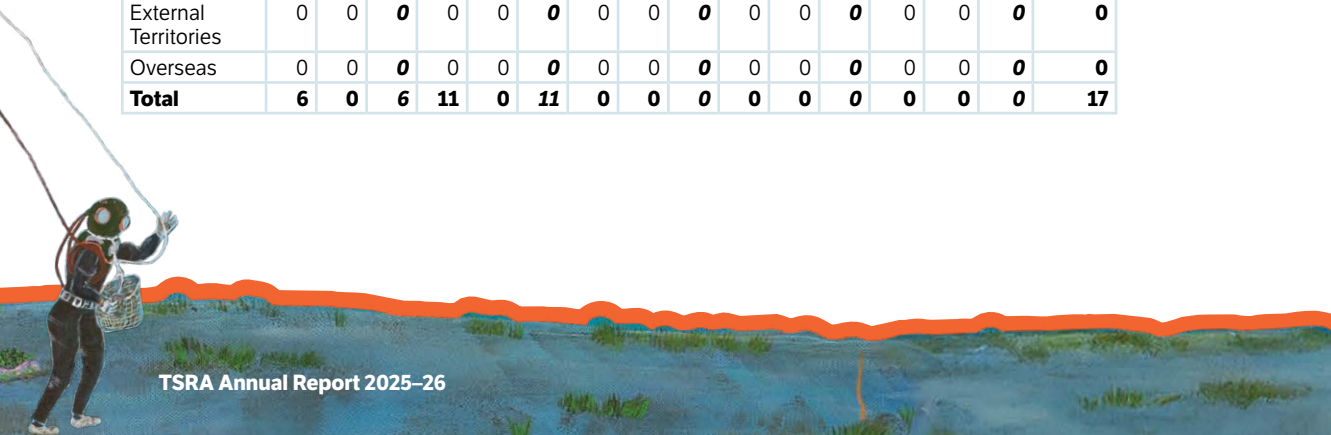
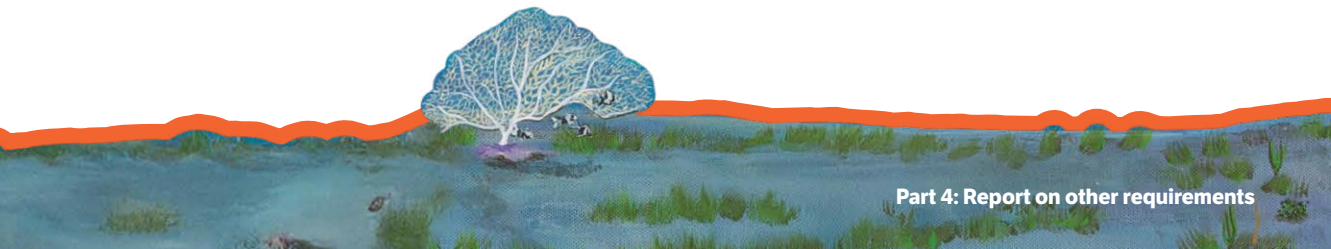


Table 4.6: All ongoing employees by gender, location and working hours as at 30 June 2025 (previous reporting period)

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	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 4.7: All non-ongoing employees by gender, location and working hours as at 30 June 2025 (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	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



Strategic Commissioning Framework

In 2025–26, the TSRA took steps to bring core work in-house in line with the Australian Public Service Strategic Commissioning Framework. Our targets for 2025–26 aimed to bring \$0.373 million (excluding GST) of outsourcing expenditure on core work in-house, across communications and marketing, human resources, monitoring and audit, asset management, and policy functions. This target was substantially achieved, with an actual reduction of \$0.364 million (excluding GST) in outsourcing expenditure in 2025–26. This represents 97.5% of the target achieved and is \$0.009 million below target.

Work health and safety

The TSRA continued its commitment to provide a culturally respectful, safe and healthy work environment in 2025–26.

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.

The TSRA has a work health and safety management system framework aligned with Comcare's National Audit Tool, which enables monitoring of performance against recognised work health and safety management system criteria.

A new work health and safety adviser was recruited in early 2026 and commenced an analysis of required awareness and training for TSRA staff, with a view to rolling out necessary training in 2026–27.

In mid-2025, a work health and safety inspection relating to Comcare's Proactive Regional Engagement Program was commenced by Comcare, to monitor compliance with the *Work Health and Safety Act 2011* and the Work Health and Safety Regulations 2011. The inspection was completed in March 2026 and did not identify any non-compliance.

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 \$10,205.19 (excluding GST) in 2025–26. No indemnity-related claims were paid, or agreed to be paid, for the reporting period.



Executive remuneration

During 2025–26, the TSRA had 22 officials who met the definition of 'key management personnel' under the PGPA Rule. The TSRA's key management personnel comprise the TSRA Board members and the CEO.

The CEO and the Chairperson are remunerated in accordance with the Remuneration Tribunal's determinations for full-time public office holders. All other board members are part-time office holders and are remunerated in accordance with the tribunal's determination for part-time office holders.

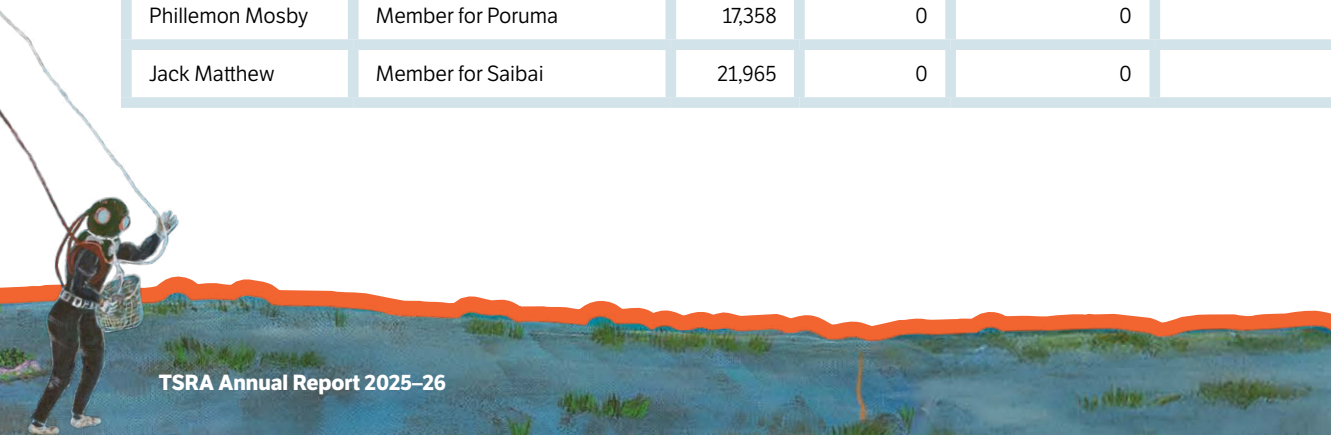
In addition, 2 TSRA employees met the reporting threshold for disclosure as 'other highly paid staff' under the PGPA Rule in 2025–26.

Table 4.8 presents the remuneration of the TSRA's key management personnel for 2025–26, while Table 4.9 presents remuneration disclosures for other highly paid staff.



Table 4.8: Remuneration for key management personnel, 2025–26 (\$)

KEY MANAGEMENT PERSONNEL		SHORT-TERM BENEFITS			
NAME	POSITION TITLE	BASE SALARY	BONUSES	OTHER BENEFITS AND ALLOWANCES	
George Nona	Chairperson and Member for Port Kennedy	324,542	0	0	
Elthies Kris ^a	Deputy Chairperson and Member for TRAWQ	22,599	0	0	
Patrick Mooka ^b	Deputy Chairperson and Member for Dauan	47,544	0	0	
Nixon Mye ^c	Alternate Deputy Chairperson and Member for Erub	36,215	0	0	
David Nona	Member for Badu	23,133	0	0	
Ugari Nona	Member for Bamaga	4,902	0	0	
Dimas Toby	Member for Boigu	18,462	0	0	
Regina Turner	Member for Hammond	23,236	0	0	
Getano Lui	Member for Iama	20,978	0	0	
Danie Savage	Member for Kubin	21,759	0	0	
Simi Guise	Member for Mabuyag	24,120	0	0	
Simon Naawi	Member for Masig	20,602	0	0	
Bob Kaigey	Member for Mer	33,884	0	0	
Emma Beckley	Member for Ngurapai and Muralag	22,557	0	0	
Phillemon Mosby	Member for Poruma	17,358	0	0	
Jack Matthew	Member for Saibai	21,965	0	0	



	POST-EMPLOYMENT BENEFITS	OTHER LONG-TERM BENEFITS		TERMINATION BENEFITS	TOTAL REMUNERATION
	SUPERANNUATION CONTRIBUTIONS	LONG SERVICE LEAVE	OTHER LONG-TERM BENEFITS		
	48,682	5,255	0	0	378,478
	2,648	0	0	0	25,247
	6,738	0	0	0	54,281
	4,317	0	0	0	40,532
	2,751	0	0	0	25,884
	588	0	0	0	5,490
	2,214	0	0	0	20,677
	2,762	0	0	0	25,997
	2,495	0	0	0	23,473
	2,586	0	0	0	24,345
	2,862	0	0	0	26,982
	2,443	0	0	0	23,046
	4,027	0	0	0	37,912
	2,681	0	0	0	25,239
	2,066	0	0	0	19,424
	2,606	0	0	0	24,571

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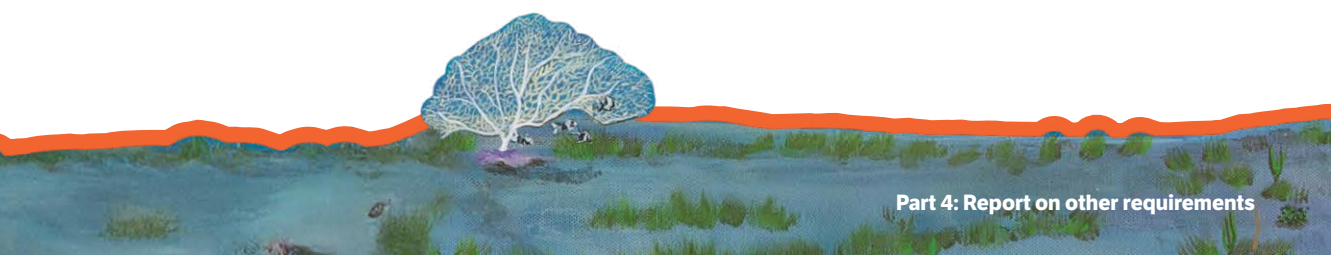
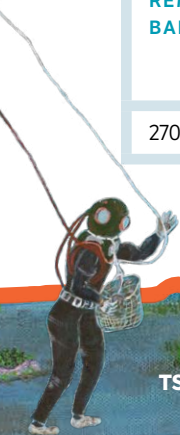


Table 4.8: Remuneration for key management personnel, 2025–26 (\$) (continued)

KEY MANAGEMENT PERSONNEL		SHORT-TERM BENEFITS			
NAME	POSITION TITLE	BASE SALARY	BONUSES	OTHER BENEFITS AND ALLOWANCES	
Damian Elu	Member for Seisia	25,880	0	0	
John Paiwan	Member for St Pauls	35,939	0	0	
Abigail Harry ^d	Member for TRAWQ	3,534	0	0	
Jerry D Stephen Jnr	Member for Ugar	30,548	0	0	
Annie Mari	Member for Warraber	18,545	0	0	
Charlie Kaddy	Chief Executive Officer	268,630	0	0	
Total		1,066,933	0	0	
<p>a Elthies Kris served as Deputy Chairperson and Member for TRAWQ from 1 July 2025 to 30 January 2026, when she resigned from the board.</p> <p>b Alternate Deputy Chairperson and Member for Dauan Patrick Mooka acted as Deputy Chairperson from 2 February 2026 to 15 June 2026. He was elected as Deputy Chairperson in an election conducted by the Australian Electoral Commission on 15 June 2026.</p> <p>c Member for Erub Nixon Mye was elected Alternate Deputy Chairperson on 15 June 2026, replacing Patrick Mooka.</p> <p>d Abigail Harry was declared Member for TRAWQ in a process conducted by the Australian Electoral Commission on 22 April 2026.</p>					

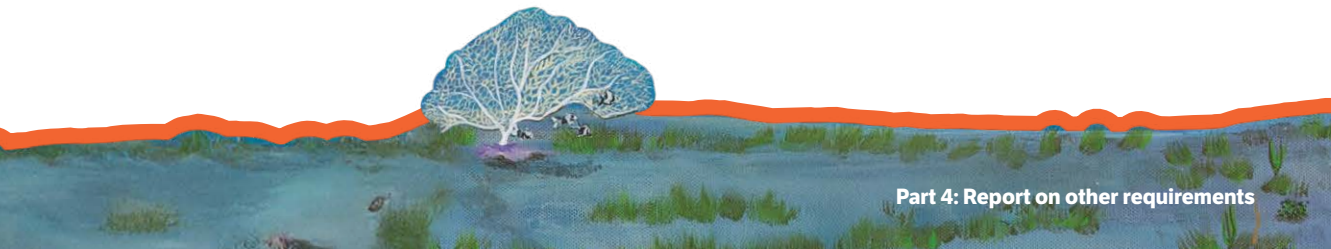
Table 4.9: Remuneration for other highly paid staff, 2025–26 (\$)

OTHER HIGHLY PAID STAFF		SHORT-TERM BENEFITS			
REMUNERATION BAND	NUMBER OF OTHER HIGHLY PAID STAFF	AVERAGE BASE SALARY	AVERAGE BONUSES	AVERAGE OTHER BENEFITS AND ALLOWANCES	
270,001–295,000	2	186,719	0	25,676	



	POST-EMPLOYMENT BENEFITS	OTHER LONG-TERM BENEFITS		TERMINATION BENEFITS	TOTAL REMUNERATION
	SUPERANNUATION CONTRIBUTIONS	LONG SERVICE LEAVE	OTHER LONG-TERM BENEFITS		
	3,083	0	0	0	28,963
	4,273	0	0	0	40,212
	406	0	0	0	3,940
	3,644	0	0	0	34,192
	2,195	0	0	0	20,740
	33,801	6,472	0	0	308,903
	139,868	11,727	0	0	1,218,528

	POST- EMPLOYMENT BENEFITS	OTHER LONG-TERM BENEFITS		TERMINATION BENEFITS	TOTAL REMUNERATION
	AVERAGE SUPERANNUATION CONTRIBUTIONS	AVERAGE LONG SERVICE LEAVE	AVERAGE OTHER LONG-TERM BENEFITS	AVERAGE TERMINATION BENEFITS	AVERAGE TOTAL REMUNERATION
	29,802	38,759	0	0	280,955



Grants

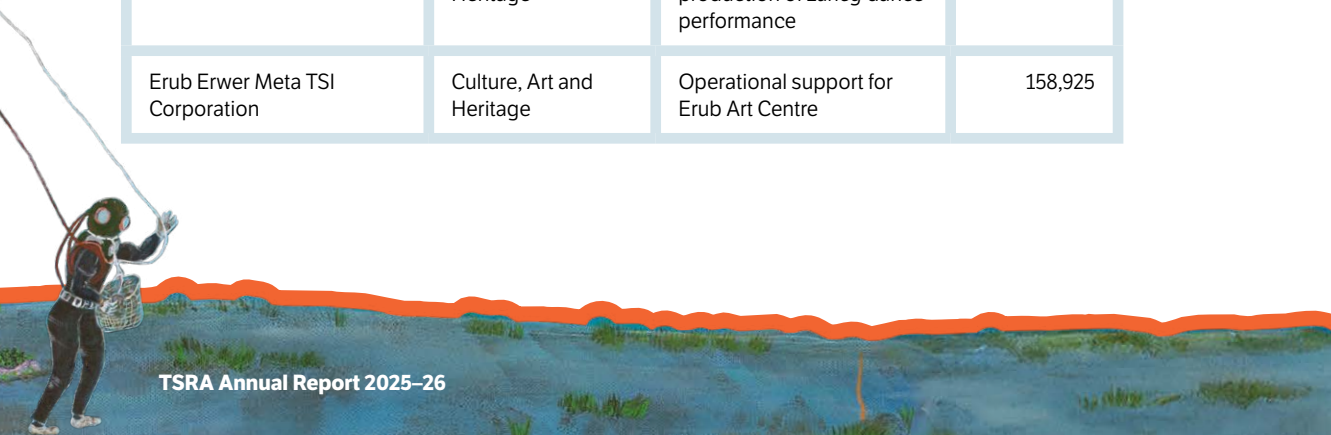
Providing grant funding is one of the ways the TSRA achieves its purpose. Highlights of our grant activities are included in our annual performance statements in Part 2.

The TSRA also reports its grant funding activities to the National Indigenous Australians Agency (NIAA) for publication and tabling in accordance with Senate Order 16. That report can be found on the NIAA website at <https://www.niaa.gov.au/senate-order-16-agency-grants>.

When reviewing this data, note that grants data presented in the annual performance statements may not fully align with information presented in Table 4.10. For example, the annual performance statements present data summarised by recipient type, not by individual grantee as shown here.

Table 4.10: Grants made by the TSRA, 2025–26 (\$)

GRANT RECIPIENT	GRANT PROGRAM	ACTIVITY	AMOUNT (GST EXCLUSIVE)
Alick Tipoti	Culture, Art and Heritage	Promoting Torres Strait culture and dance through international cultural exchange	15,000
Badhulgaw Kuthinaw Mudh TSI Corporation	Culture, Art and Heritage	Operational support for Badu Art Centre	165,632
Cairns Indigenous Art Fair	Culture, Art and Heritage	Cairns Indigenous Art Fair 2026	58,783
Cairns Indigenous Art Fair	Culture, Art and Heritage	Cairns Indigenous Art Fair 2025	65,000
Eip Karem Beizam	Culture, Art and Heritage	Development and production of <i>Luneg</i> dance performance	25,000
Erub Erwer Meta TSI Corporation	Culture, Art and Heritage	Operational support for Erub Art Centre	158,925



GRANT RECIPIENT	GRANT PROGRAM	ACTIVITY	AMOUNT (GST EXCLUSIVE)
Naygayiw Gigi Indigenous Corporation	Culture, Art and Heritage	Development and production of Wakemab dance performance	21,400
Ngalmun Lagau Minaral TSI Corporation	Culture, Art and Heritage	Operational support for Moa Art Centre	165,222
Oshan Shibasaki	Culture, Art and Heritage	Local artist participation in 3 major international hip-hop events	8,250
Torres Shire Council	Culture, Art and Heritage	Winds of Zenadth Cultural Festival 2025	75,000
Bamaga Dreamtime Pty Ltd	Economic Development	Bamaga Dreamtime Retail Store and Cafe	120,000
Qld Department of the Environment, Tourism, Science and Innovation	Economic Development	Our Country Advisory Service Franchise	429,521
Gur A Baradharaw Kod Torres Strait Sea and Land Council Torres Strait Islander and Aboriginal Corporation	Economic Development	Mer Gedkem Le Building Refurbishment Project	300,000
Ithangee Fisheries	Economic Development	Fishing business growth	47,400
Kaiwalagal Ferries and Charters	Economic Development	Tourism business growth	108,000
Loban Marine Pty Ltd	Economic Development	Tourism business growth	600,000
Strait Experience	Economic Development	Growing Regional Tourism Project	178,000
Tagai State College	Economic Development	Growing Our Own – Tagai Transitions Maritime Project	717,622

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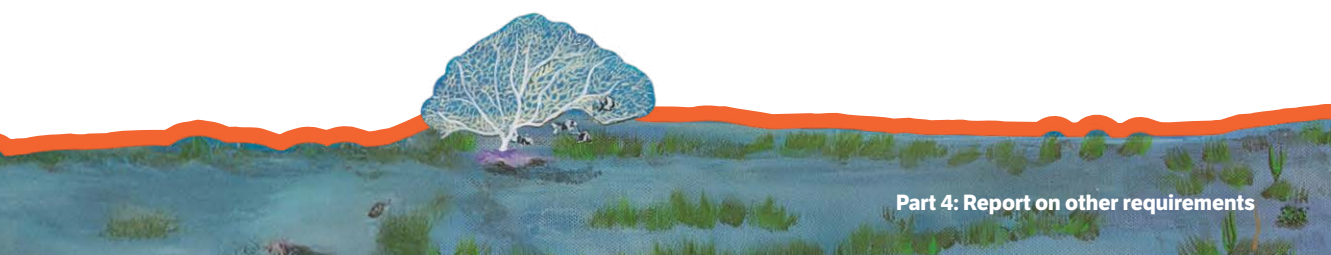


Table 4.10: Grants made by the TSRA, 2025–26 (\$) (continued)

GRANT RECIPIENT	GRANT PROGRAM	ACTIVITY	AMOUNT (GST EXCLUSIVE)
Time & Tide Transport (FNQ) Pty Ltd	Economic Development	Operational Support	40,000
Torres Strait Island Regional Council	Economic Development	Advancing the Torres Strait Community-led Economic Strategic Action Plan – Phase 2	164,330
David Baragud	Fisheries	Asset replacement	32,650
Aaron Tom	Fisheries	Safety Kit Grant	3,148
Adrian Fay	Fisheries	Safety Kit Grant	3,148
Adrian Fay	Fisheries	Safety Kit Grant	3,148
Adrian Fay	Fisheries	Safety Kit Grant	3,148
Alex Mandie	Fisheries	Safety Kit Grant	3,148
Andrew Sebasio	Fisheries	Safety Kit Grant	3,148
Andrew Sebasio	Fisheries	Safety Kit Grant	3,148
Anthony David	Fisheries	Safety Kit Grant	3,148
Basana Gimini	Fisheries	Safety Kit Grant	3,148
Bauz Harry	Fisheries	Safety Kit Grant	3,148
Billy Guligo	Fisheries	Safety Kit Grant	3,148
Cess Whap	Fisheries	Safety Kit Grant	3,148
David Bosun	Fisheries	Safety Kit Grant	3,148
Dennis Richard	Fisheries	Safety Kit Grant	3,148



GRANT RECIPIENT	GRANT PROGRAM	ACTIVITY	AMOUNT (GST EXCLUSIVE)
Douglas Gaidan	Fisheries	Safety Kit Grant	3,148
Edmund Tamwoy	Fisheries	Safety Kit Grant	3,148
Erick Billy	Fisheries	Safety Kit Grant	3,148
Erick Billy	Fisheries	Safety Kit Grant	3,148
Francis Pearson	Fisheries	Safety Kit Grant	3,148
Gabriel Pearson	Fisheries	Safety Kit Grant	3,148
Gabriel Pearson	Fisheries	Safety Kit Grant	3,148
Gavin Binjuda	Fisheries	Safety Kit Grant	3,148
George Hankin	Fisheries	Safety Kit Grant	3,148
Goiri Baudu	Fisheries	Safety Kit Grant	3,148
Goiri Kaworo	Fisheries	Safety Kit Grant	3,148
Harold Mene	Fisheries	Safety Kit Grant	3,148
Harrison Pearson	Fisheries	Safety Kit Grant	3,148
Harry Kris	Fisheries	Safety Kit Grant	3,148
Iliesa Nadredre	Fisheries	Safety Kit Grant	3,148
Iliesa Nadredre	Fisheries	Safety Kit Grant	3,148
Iliesa Nadredre	Fisheries	Safety Kit Grant	3,148
Isaac Ghee	Fisheries	Safety Kit Grant	3,148
Isaac Kaworo	Fisheries	Safety Kit Grant	3,148
Jamal Kris	Fisheries	Safety Kit Grant	3,148

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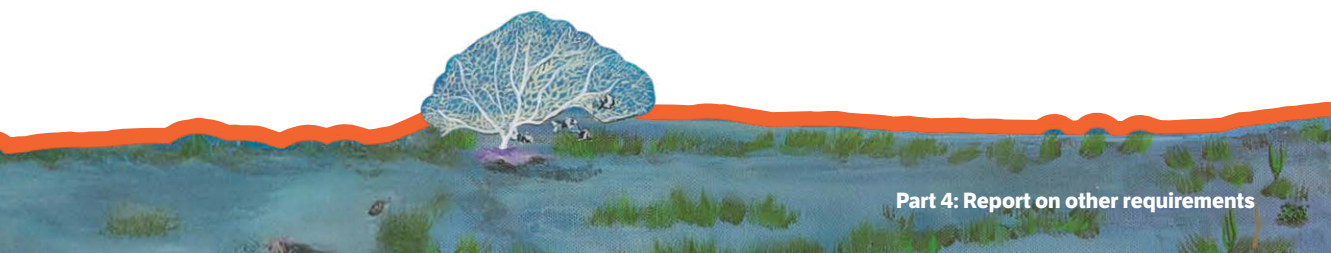


Table 4.10: Grants made by the TSRA, 2025–26 (\$) (continued)

GRANT RECIPIENT	GRANT PROGRAM	ACTIVITY	AMOUNT (GST EXCLUSIVE)
James Beckley	Fisheries	Safety Kit Grant	3,148
Jeremiah Naawi	Fisheries	Safety Kit Grant	3,148
John (Toshi) Kris	Fisheries	Safety Kit Grant	3,148
John Repu	Fisheries	Safety Kit Grant	3,148
Joseph Pearson	Fisheries	Safety Kit Grant	3,148
Joseph Pearson	Fisheries	Safety Kit Grant	3,148
Julohn Wigness	Fisheries	Safety Kit Grant	3,148
Kame Pai Pai	Fisheries	Safety Kit Grant	3,148
Kevin Naawi	Fisheries	Safety Kit Grant	3,148
Kevin Wall-Takai	Fisheries	Safety Kit Grant	3,148
Kitione Waigana	Fisheries	Safety Kit Grant	3,148
Laskem Samuel	Fisheries	Safety Kit Grant	3,148
Lenny Baker	Fisheries	Safety Kit Grant	3,148
Les Pitt	Fisheries	Safety Kit Grant	3,148
Les Pitt	Fisheries	Safety Kit Grant	3,148
Malachi Billy	Fisheries	Safety Kit Grant	3,148
Manuel Kepa	Fisheries	Safety Kit Grant	3,148
Micheal Baragud	Fisheries	Safety Kit Grant	3,148
Monty Naawi	Fisheries	Safety Kit Grant	3,148



GRANT RECIPIENT	GRANT PROGRAM	ACTIVITY	AMOUNT (GST EXCLUSIVE)
Nadai Nelliman	Fisheries	Safety Kit Grant	3,148
Opeta Kaitap	Fisheries	Safety Kit Grant	3,148
Paiwan Lowatta	Fisheries	Safety Kit Grant	3,148
Patrick Baragud	Fisheries	Safety Kit Grant	3,148
Patrick Majid	Fisheries	Safety Kit Grant	3,148
Patterson Mosby	Fisheries	Safety Kit Grant	3,148
Peter Lowatta	Fisheries	Safety Kit Grant	3,148
Peter Tapau	Fisheries	Safety Kit Grant	3,148
Peter Tapau	Fisheries	Safety Kit Grant	3,148
Richard Billy	Fisheries	Safety Kit Grant	3,148
Richard Kepa	Fisheries	Safety Kit Grant	3,148
Saulo Gamia	Fisheries	Safety Kit Grant	3,148
Sibara Baragud	Fisheries	Safety Kit Grant	3,148
Stephen Faud	Fisheries	Safety Kit Grant	3,148
Thomas Holland	Fisheries	Safety Kit Grant	3,148
Thomas Mene	Fisheries	Safety Kit Grant	3,148
Timothy Faud	Fisheries	Safety Kit Grant	3,148
Tray Barney	Fisheries	Safety Kit Grant	3,148
Victor Billy	Fisheries	Safety Kit Grant	3,148
Wajo Wena	Fisheries	Safety Kit Grant	3,148

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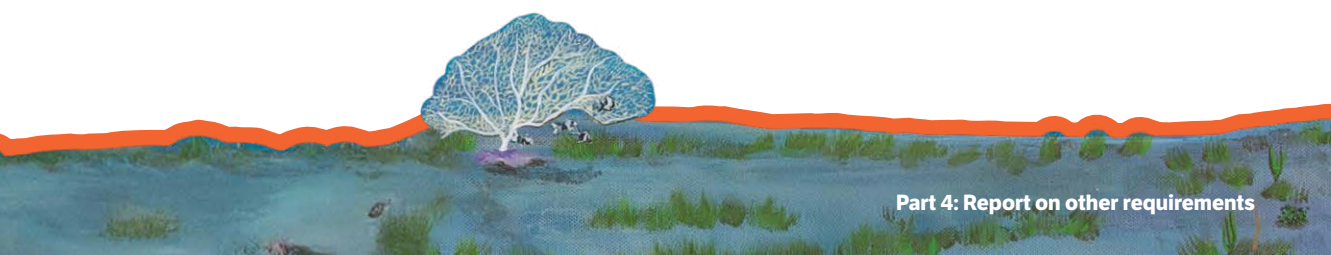
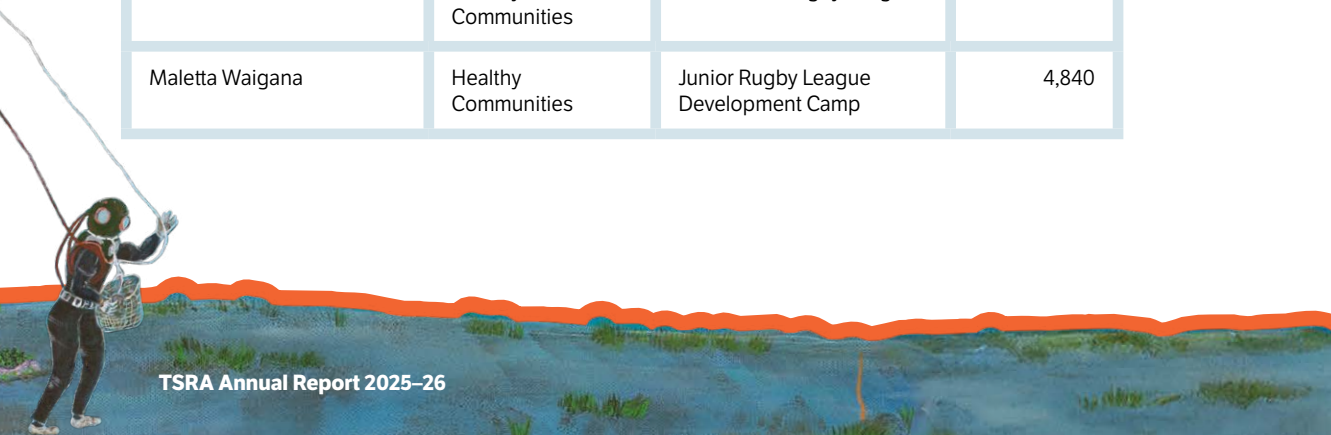


Table 4.10: Grants made by the TSRA, 2025–26 (\$) (continued)

GRANT RECIPIENT	GRANT PROGRAM	ACTIVITY	AMOUNT (GST EXCLUSIVE)
Willia (Tony) Shibasaki	Fisheries	Safety Kit Grant	3,148
Australian Rural Leadership Foundation Limited	Governance and Leadership	Scholarship programs	642,880
Gur A Baradharaw Kod Torres Strait Sea and Land Council	Governance and Leadership	TSI knowledge exchange for Climate Resilient Fisheries project	25,000
Mer Gedkem Le (Torres Strait Islanders) Corporation RNTBC	Governance and Leadership	TSI knowledge exchange for Climate Resilient Fisheries project	25,000
Naga Tribal Torres Strait Islanders Corporation	Governance and Leadership	Survey of Nagir Island	44,950
Torres Strait Islander Media Association	Governance and Leadership	Operational costs for 24-hour radio service	321,713
AFL Cape York Limited	Healthy Communities	AFLCY Crusaders Representative Program	64,718
Bau Balas	Healthy Communities	Battle of the Islands Touch Carnival 2026	5,000
Boigu Touch	Healthy Communities	Battle of the Islands Touch Carnival 2026	5,000
Clara Toby	Healthy Communities	Junior Rugby Development Camp	6,336
Lena Sarah Warria	Healthy Communities	Strive Basketball Tournament	2,792
Liz Southwell	Healthy Communities	Malu Kiwai Rugby League	5,920
Maletta Waigana	Healthy Communities	Junior Rugby League Development Camp	4,840



GRANT RECIPIENT	GRANT PROGRAM	ACTIVITY	AMOUNT (GST EXCLUSIVE)
Mui Kuzi Touch Football Team	Healthy Communities	Battle of the Islands Touch Carnival 2026	5,000
Northern Peninsula Area Regional Rugby League Inc (NPARRL)	Healthy Communities	Delivery of the 2026 NPARRL and KRL Best of Three rugby league series	7,400
Our Lady of the Sacred Heart	Healthy Communities	Athletics equipment	12,210
Sea-Cat Charters Pty Ltd	Healthy Communities	Installation of water fountain at Thursday Island Jetty	10,021
Tagai State College, Education Queensland (secondary campus)	Healthy Communities	Next Steps for Bullyproof Australia Project	66,800
Torres Health Indigenous Corporation	Healthy Communities	Strong Bodies, Strong Minds: Outer Islands School Holiday Health Program	40,000
Torres Strait Kaziw Meta	Healthy Communities	Recreational and Cultural Improvement Circle – Strengthening Healthy Minds, Bodies and Culture	75,000
Torres Strait Youth and Recreational Sporting Association	Healthy Communities	Infrastructure improvement for Wongai Multi-Purpose Courts and Boat Club	10,440
Tudi Balaz Touch Football Team	Healthy Communities	Battle of the Islands Touch Carnival 2026	5,000
Zenadth Kes Juniors	Healthy Communities	Junior Rugby League Development Camp	8,700
Zenadth Kes Juniors	Healthy Communities	Zenadth Kes Junior Rugby League participation in the Laurie Spina Shield Carnival	8,939

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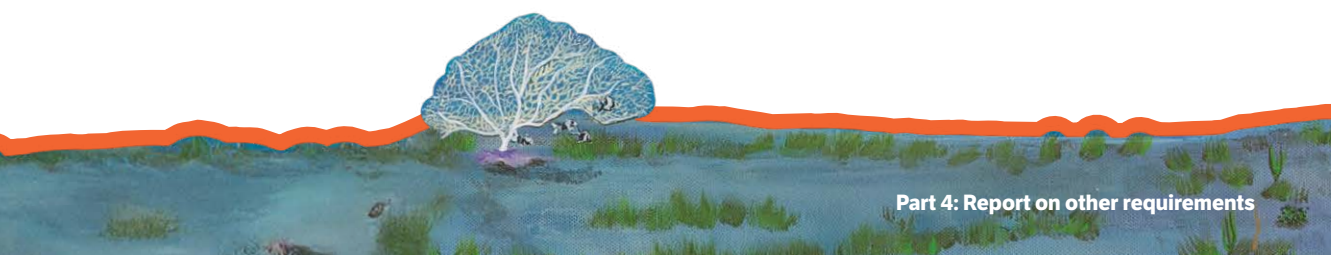
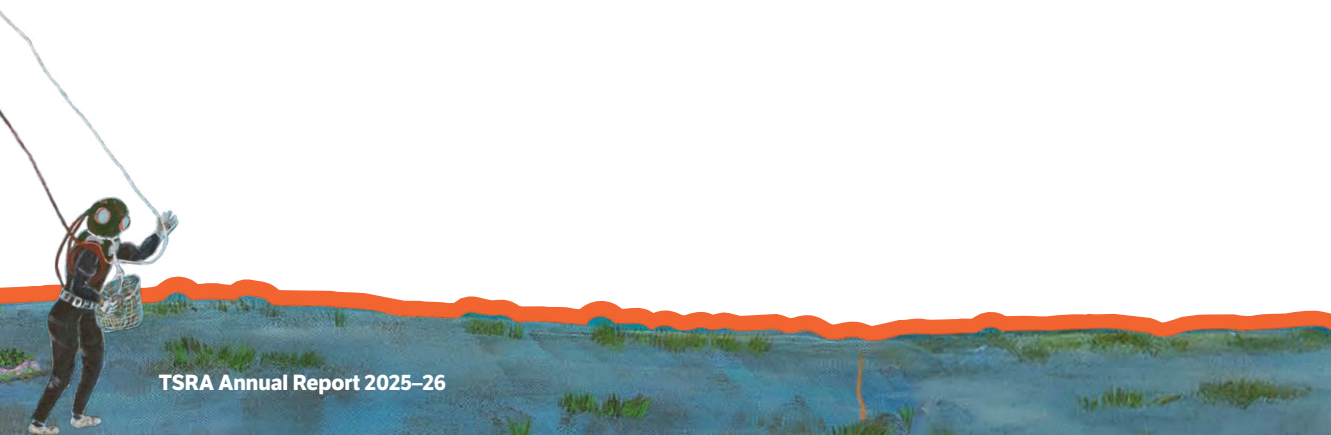


Table 4.10: Grants made by the TSRA, 2025–26 (\$) (continued)

GRANT RECIPIENT	GRANT PROGRAM	ACTIVITY	AMOUNT (GST EXCLUSIVE)
NPA Family and Community Services Aboriginal and Torres Strait Islander Corporation	Safe Communities	Youth Cultural Engagement and Safety Enhancement Program	199,513
Port Kennedy Association	Safe Communities	Operational support and afterschool care	63,535
Torres Strait Kaziw Meta	Safe Communities	Improving the wellbeing of our outer island boarders by ensuring their inclusion and connection to community	35,000

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



Consultants

In 2025–26, 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 4.11 provides details of all consultants engaged by the TSRA in 2025–26.

Table 4.11: Consultants engaged by the TSRA, 2025–26 (\$)

NAME	PURPOSE	SELECTION PROCESS AND JUSTIFICATION	AMOUNT (GST EXCLUSIVE)
AGSight Pty Ltd	Business management and operational support services	Limited Tender; A	67,954
Armstrong Maritime Services	Asset inspection and assessment	Direct Source; A	96,357
Connected Land & Sea Pty Ltd	Environmental consulting and advisory services	Direct Source; B	115,200
Connected Land & Sea Pty Ltd	Environmental consulting and advisory services	Limited Tender; B	54,800
Curiyo Pty Ltd	Risk management review	Direct Source; B	19,620
Dominion Consulting Pty Ltd and Terra Moana Limited	Fisheries and marine resource management review	Direct Source; B	48,600

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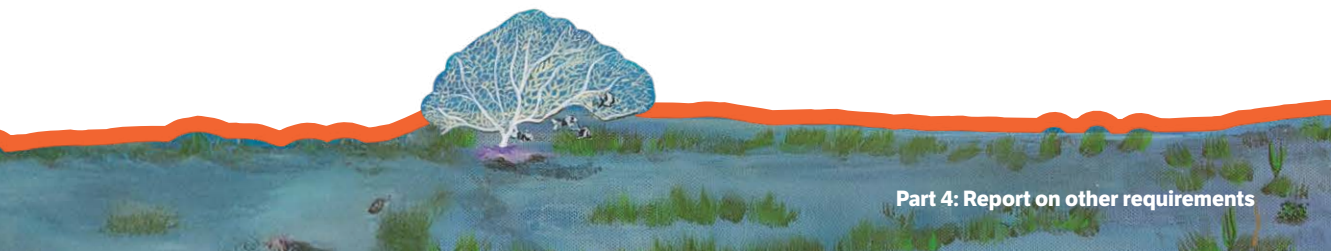
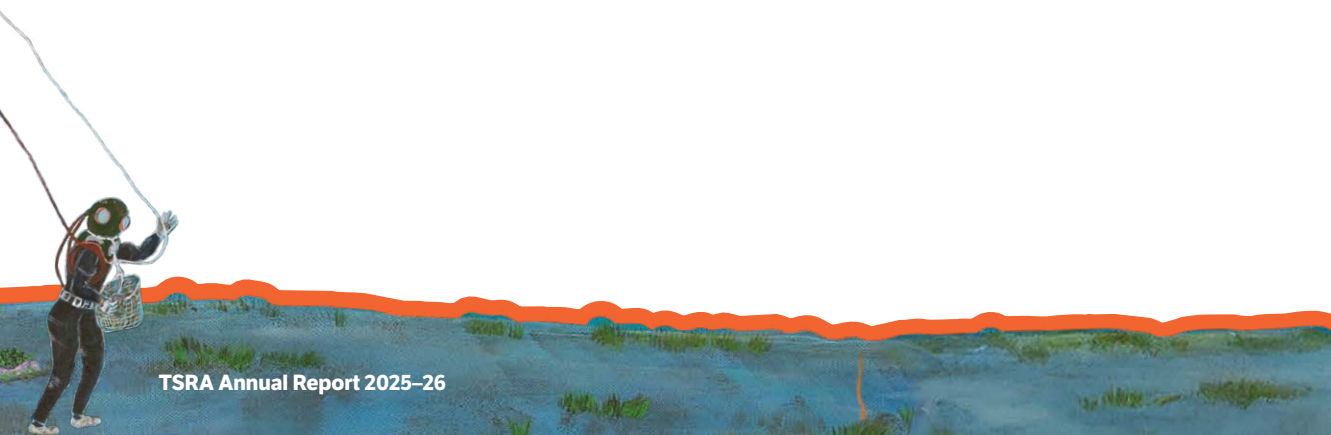


Table 4.11: Consultants engaged by the TSRA, 2025–26 (\$) (continued)

NAME	PURPOSE	SELECTION PROCESS AND JUSTIFICATION	AMOUNT (GST EXCLUSIVE)
FMTech Pty Ltd	Asset management and condition assessment	Limited Tender; A	74,644
Indigenous Innovations Ventures	Business management and operational support services	Limited Tender; A – IPP	73,150
James Cook University	Environmental consulting and advisory services	Direct Source; A	230,539
Keogh Bay People Pty Ltd	Business management and operational support services	Direct Source; B	68,160
Keogh Bay People Pty Ltd	Fisheries and marine resource management review	Direct Source; B	70,000
Keogh Bay People Pty Ltd	Program evaluation and independent review	Limited Tender; B	281,160
Lugger Indigenous Finance Education	Business management and operational support services	Limited Tender; A – IPP	48,000
Mabuygiw Garkaziw Kupay Torres Strait Islander Corporation	Environmental training and capacity building services	Direct Source; A – IPP	40,000
RPS Consulting Pty Ltd	Program evaluation and independent review	Limited Tender; B	288,728
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 2025–26, 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 performance

The TSRA provides information on its environmental performance as required under section 516A of the *Environment Protection and Biodiversity Conservation Act 1999* and related Australian Government policies.

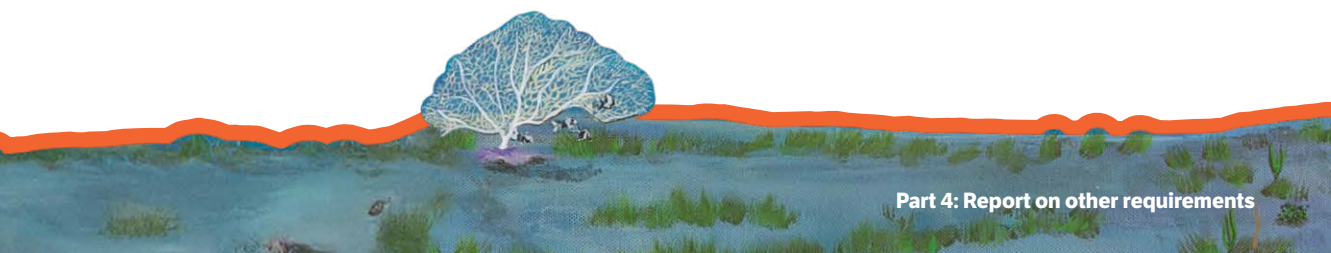
Ecologically sustainable development

The TSRA operates in an environmentally sensitive and culturally significant region, and its Environmental Management Program is committed to caring for the Torres Strait. Ecologically sustainable development is engrained within the program, which is guided by a clear purpose:

Empowering Torres Strait Islander and Aboriginal peoples to sustainably manage and benefit from their land, sea and cultural resources into the future, in accordance with Ailan Kastom, Aboriginal Lore/Law and native title rights and interests.

The Land and Sea Management Unit (LSMU) serves as the primary implementation body for the program, weaving traditional ecological knowledge with contemporary conservation science to deliver ecologically sustainable development outcomes. The LSMU supports communities to maintain the healthy land and sea ecosystems that provide traditional foods, including fish, dugong, turtle, shellfish and garden crops, and to protect the cultural knowledge and practices that guide their sustainable use.

By supporting communities to safeguard these natural resources, the LSMU strengthens community self-sufficiency and builds long-term economic and environmental resilience. Supporting local food production and access to traditional resources also reduces dependence on costly imported goods which reach the islands by diesel-powered freight and barge services, lowering both household costs and the carbon footprint of supplying remote communities.



The TSRA acknowledges its responsibilities under the 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.

This section of the annual report describes the TSRA's approach to meeting those responsibilities in 2025–26. In addition, performance measures in Part 2 highlight key initiatives and broader environmental outcomes delivered during the reporting period.

Assessing community and regional environmental health

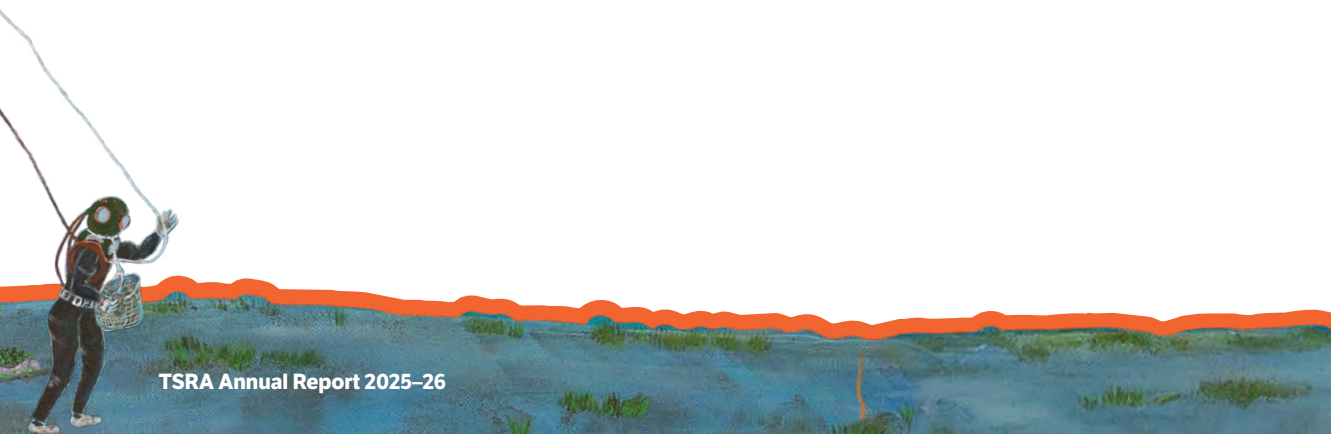
TSRA rangers facilitated Yumi Land and Sea Health Checks across the 13 outer island communities to assess the health of land, sea and cultural values from a local perspective. These checks were reviewed alongside scientific evidence at the Zenadth Kes Land and Sea Symposium, a regional forum of over 70 Traditional Owners, scientists and practitioners, to establish regional health ratings for the *2026 Torres Strait State of Environment Report*.

Managing threats to ecosystem health

The TSRA secured approximately \$2.5 million in external funding to strengthen ecosystem health and resilience over the next 12 months, including through invasive pest eradication on Warul Kawa and Sassie Island and the response to a crown-of-thorns starfish outbreak in the eastern Torres Strait. These initiatives reduce pressure on culturally important species and reefs, helping protect the traditional food resources that underpin local food security and community self-sufficiency.

Protecting biodiversity and threatened species

The program expanded long-term monitoring of nesting green turtles at Maizab Kaur and region-wide coverage of other turtle species, complemented by camera trapping and flora and fauna surveys across the region, including on Indigenous Protected Area (IPA) islands. At Maizab Kaur this included monitoring climate-induced erosion of nesting habitat, trialling relocation of nests at risk of inundation, and logging sand temperatures to identify potential thermal refugia as the climate warms. Together, these actions build a clearer picture of ecosystem health and inform on-country management decisions.



Protecting and restoring coastal and marine environments

Ranger-led beach clean-ups across inhabited and uninhabited islands reduced marine debris, protecting Commonwealth marine areas and threatened species from pollution. Rangers also installed 274 local coastal trees to stabilise shorelines against climate change and enhance threatened species habitat, and repaired 4 sai (traditional fish traps) between Ugar and Mer, sustaining both healthy coastal systems and the cultural practices tied to them.

Expanding Traditional Owner-led protected areas

The TSRA supported the dedication of the Masigilgal IPA in July 2025, protecting 244.86 hectares across 11 uninhabited islands, and delivered a comprehensive survey in early 2026, spanning turtle and biodiversity monitoring, island mapping, revegetation and the removal of 213 bags of marine debris. This strengthens biodiversity outcomes and puts Traditional Owners at the helm of caring for country.

Preserving traditional ecological knowledge

The program supported community-led traditional ecological knowledge projects including the production of the Saibai Seasonal Calendar and capacity-building workshops across the IPA network, documenting seasonal indicators, species

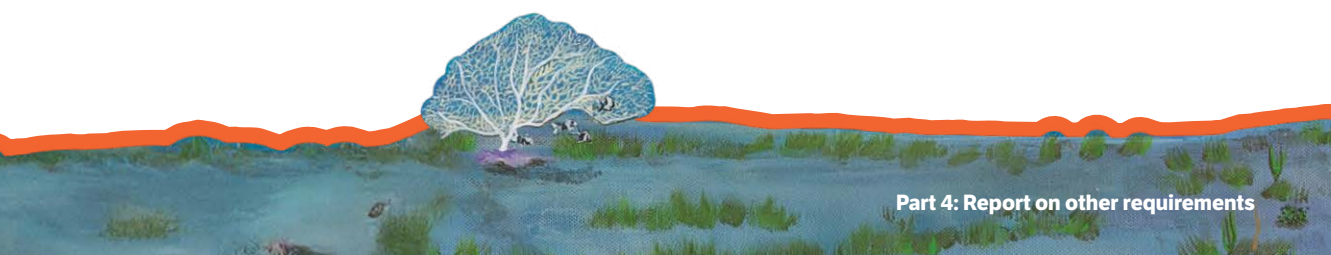
movements and cultural practices. These initiatives strengthen intergenerational knowledge transfer and weave traditional knowledge into contemporary land and sea management.

Operational initiatives

The TSRA continues to minimise the environmental impacts of its operational activities through sustainable procurement and resource efficiency initiatives.

During 2025–26, the organisation:

- purchased ranger vehicles compliant with current emissions standards and upgraded vessel outboards to more fuel-efficient models, reducing fuel consumption and operational emissions
- expanded digital field data collection through the use of iPads, reducing paper consumption and supporting paperless work practices
- utilised energy-efficient office equipment and LED lighting systems
- maintained automated power management systems, including sensor-controlled lighting and air conditioning
- promoted waste reduction through centralised printing and default double-sided printing settings
- continued purchasing carbon-neutral recycled office paper certified to recognised environmental standards.



Emissions reporting

As part of the annual reporting requirements under section 516A of the *Environment Protection and Biodiversity Conservation Act 1999*, the TSRA is required to report on its operational greenhouse gas emissions under the Australian Government Emissions Reporting Framework.

Tables 4.12 and 4.13 present greenhouse gas emissions over the 2025–26 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 2025–26*. This is consistent with a whole-of-Australian Government approach, as outlined in the Net Zero in Government Operations Strategy and Commonwealth Climate Disclosure initiative.

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.

Table 4.12: 2025–26 greenhouse gas emissions inventory – location-based method

EMISSION SOURCE	SCOPE 1	SCOPE 2	SCOPE 3	TOTAL
Electricity (location-based method)	n/a	267.32	35.91	303.23
Natural gas	0.00	n/a	0.00	0.00
Solid waste	0.00	n/a	0.00	0.00
Refrigerants ¹	0.00	n/a	n/a	0.00
Fleet and other vehicles	34.04	n/a	8.44	42.48
Domestic commercial flights	n/a	n/a	142.89	142.89
Domestic hire car	n/a	n/a	2.59	2.59
Domestic travel accommodation	n/a	n/a	28.65	28.65
Other energy	0.00	n/a	0.00	0.00
Total t CO₂-e	34.04	267.32	218.48	519.84

Note: The table above presents emissions related to electricity usage using the location-based accounting method. Scope 1, Scope 2, Scope 3 and total emissions are presented as tonnes carbon dioxide equivalent (t CO₂-e).

1 Reporting on refrigerants is being phased in over time as emissions reporting matures and refrigerants are an optional source in 2025–26 emissions reporting. See the Emissions Reporting Framework for more details.

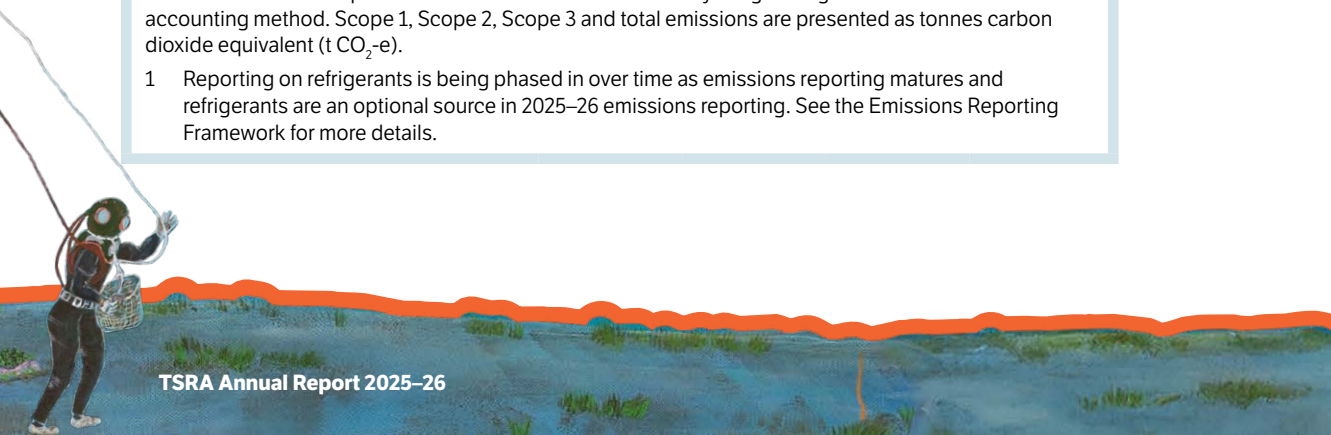
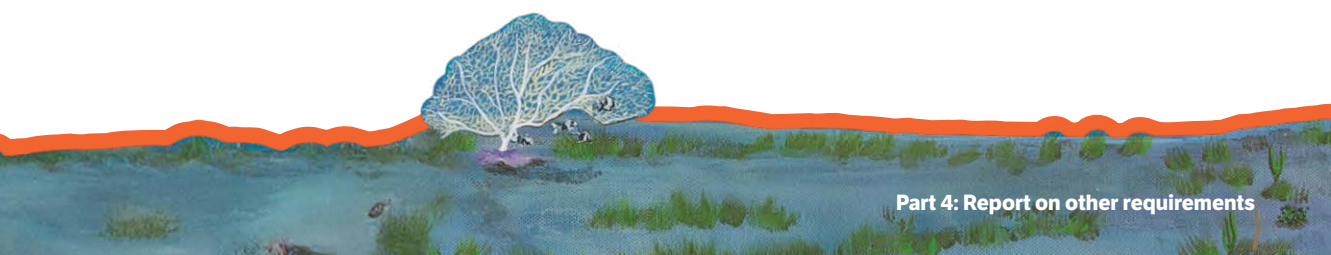


Table 4.13: 2025–26 electricity greenhouse gas emissions

EMISSIONS SOURCE	SCOPE 2	SCOPE 3	TOTAL	ELECTRICITY
Location-based electricity emissions	267.32	35.91	303.23	398,981.50
Market-based electricity emissions	262.20	35.61	297.81	323,697.70
Total renewable electricity¹	n/a	n/a	n/a	75,283.81
<i>Renewable Power Percentage²</i>	n/a	n/a	n/a	68,983.91
<i>Jurisdictional Renewable Power³</i>	n/a	n/a	n/a	0
<i>GreenPower</i>	n/a	n/a	n/a	6,299.90
<i>Large-scale generation certificates</i>	n/a	n/a	n/a	0

Note: The table above presents emissions related to electricity usage using both the location-based and the market-based accounting methods. Scope 2, Scope 3 and total emissions are presented as tonnes carbon dioxide equivalent (t CO₂-e). Electricity usage is measured in kilowatt hours (kWh).

- 1 Excludes behind-the-meter solar other than generation used to create large-scale generation certificates (LGCs).
- 2 The renewable power percentage (RPP) accounts for the portion of electricity used, from the grid, that falls within the Renewable Energy Target (RET).
- 3 The Australian Capital Territory is the only state with a jurisdictional renewable power percentage (JRPP).



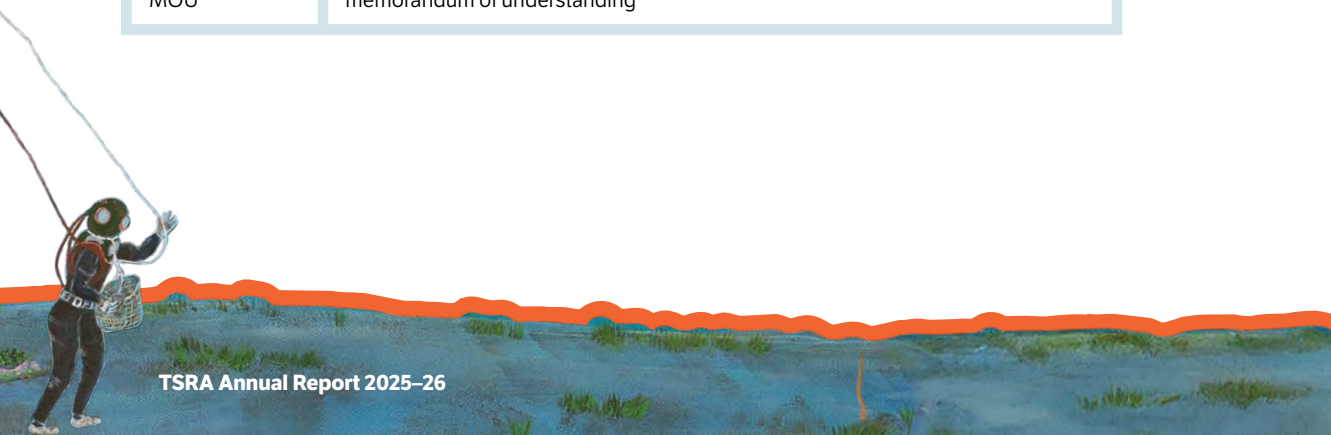


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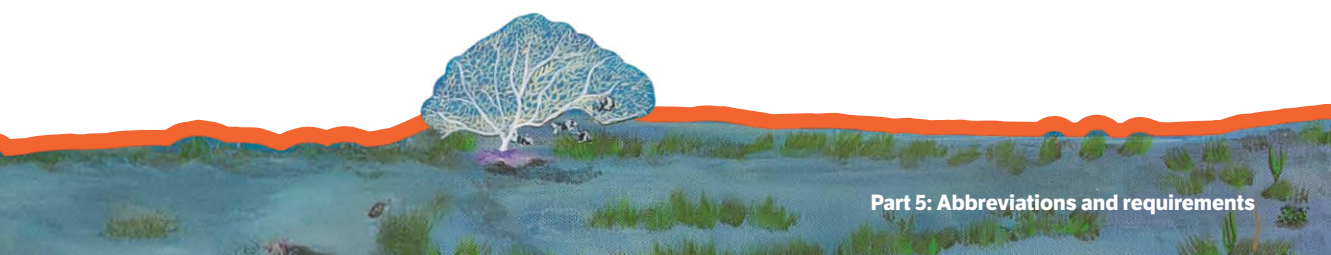
Abbreviations and requirements

List of abbreviations

AEC	Australian Electoral Commission
APS	Australian Public Service
ARLF	Australian Rural Leadership Foundation
ARLP	Australian Rural Leadership Program
ATES	Assistance with Tertiary Education Scheme
ATSI Act	<i>Aboriginal and Torres Strait Islander Act 2005</i>
CAH	Culture, Art and Heritage
CEO	Chief Executive Officer
DCCEEW	Australian Government Department of Climate Change, Energy, the Environment and Water
EL	Executive Level
EOI	expression of interest
EPBC Act	<i>Environment Protection and Biodiversity Conservation Act 1999</i>
FAC	Fisheries Advisory Committee
GST	goods and services tax
GTCC	Gab Titui Cultural Centre
IPA	Indigenous Protected Area
LSMU	Land and Sea Management Unit
MOU	memorandum of understanding

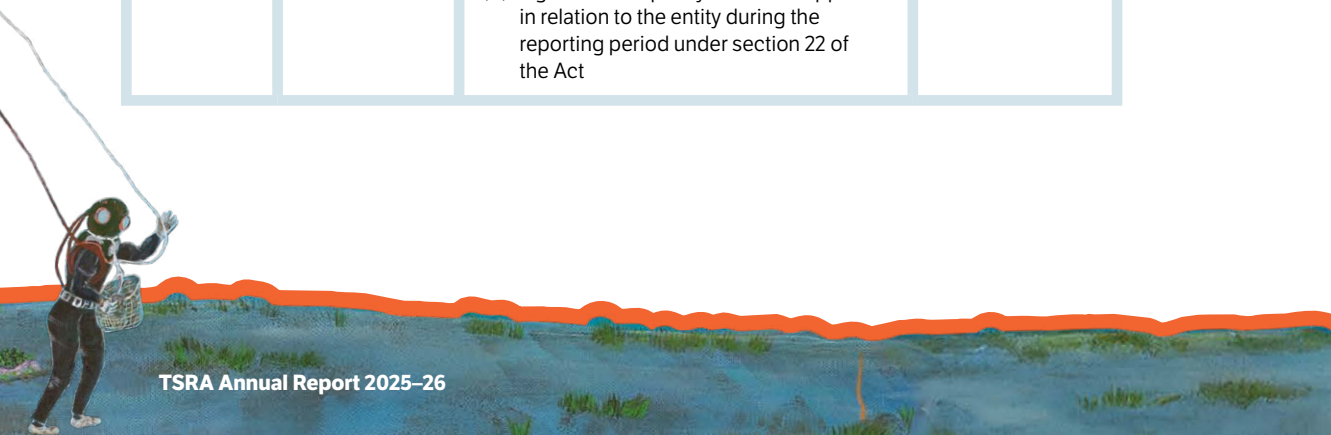


MP	Member of Parliament
NIAA	National Indigenous Australians Agency
PBC	prescribed body corporate
PGPA Act	<i>Public Governance, Performance and Accountability Act 2013</i>
PGPA Rule	Public Governance, Performance and Accountability Rule 2014
PNG	Papua New Guinea
PSC	Programme Steering Committee
PZJA	Protected Zone Joint Authority
REIS	Regional Economic Investment Strategy
RNTBC	Registered Native Title Body Corporate
TIB	Traditional Inhabitant Boat
TRAWQ	Tamwoy, Rose Hill, Aplin, Waiben and Quarantine
TRL	tropical rock lobster
TSIMA	Torres Strait Islander Media Association
TSRA	Torres Strait Regional Authority
TSTLA	Torres Strait Traditional Languages Association
Zenadth Kes	Torres Strait



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'	Particulars of non-compliance with: (a) a direction given to the entity by the Minister under an Act or instrument during the reporting period; or (b) a government policy order that applied in relation to the entity during the reporting period under section 22 of the Act	If applicable, mandatory



PGPA RULE REFERENCE	PART OF THE REPORT	DESCRIPTION	REQUIREMENT
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
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



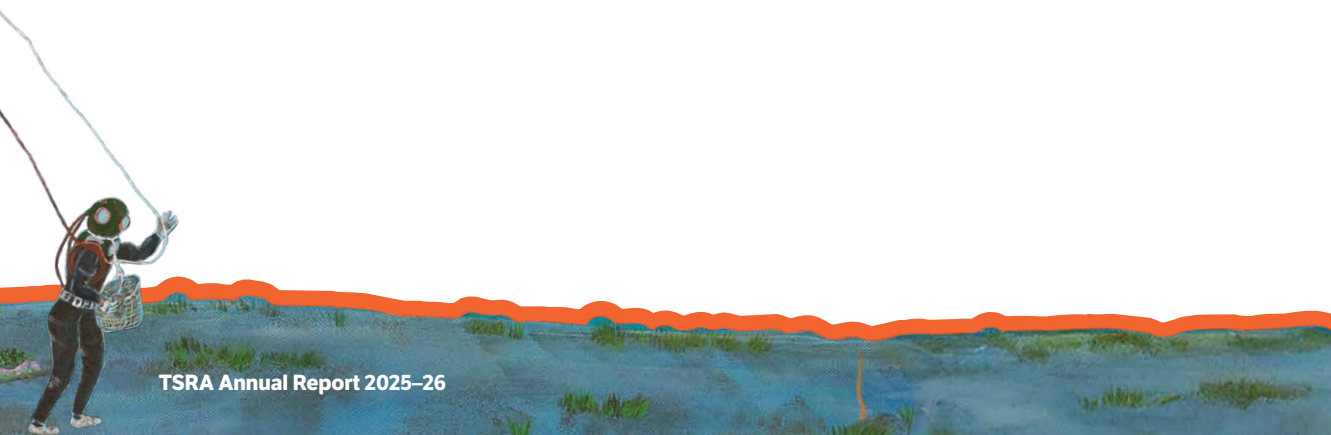
PGPA RULE REFERENCE	PART OF THE REPORT	DESCRIPTION	REQUIREMENT
17BE(n), 17BE(o)	Part 3, 'Notes to the financial statements' Part 4, 'Governance framework for the TSRA Board'	For transactions with a related Commonwealth entity or related company where the value of the transaction, or if there is more 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
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



PGPA RULE REFERENCE	PART OF THE REPORT	DESCRIPTION	REQUIREMENT
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'	The following information about the audit committee for the entity: (a) a direct electronic address of the charter determining the functions of the audit committee; (b) the name of each member of the audit committee; (c) the qualifications, knowledge, skills or experience of each member of the audit committee; (d) information about each member's attendance at meetings of the audit committee; (e) the remuneration of each member of the audit committee	Mandatory
17BE(ta)	Part 4, 'Executive remuneration'	Information about executive remuneration	Mandatory
17BF	Disclosure requirements for government business enterprises		17BF
17BF(1)(a)(i)	Not applicable	An assessment of significant changes in the entity's overall financial structure and financial conditions	If applicable, mandatory
17BF(1)(a)(ii)	Not applicable	An assessment of any events or risks that could cause financial information that is reported not to be indicative of future operations or financial conditions	If applicable, mandatory



PGPA RULE REFERENCE	PART OF THE REPORT	DESCRIPTION	REQUIREMENT
17BF(1)(b)	Not applicable	Information on dividends paid or recommended	If applicable, mandatory
17BF(1)(c)	Not applicable	Details of any community service obligations the government business enterprise has including: (a) an outline of actions taken to fulfil those obligations; and (b) an assessment of the cost of fulfilling those obligations	If applicable, mandatory
17BF(2)	Not applicable	A statement regarding the exclusion of information on the grounds that the information is commercially sensitive and would be likely to result in unreasonable commercial prejudice to the government business enterprise	If applicable, mandatory



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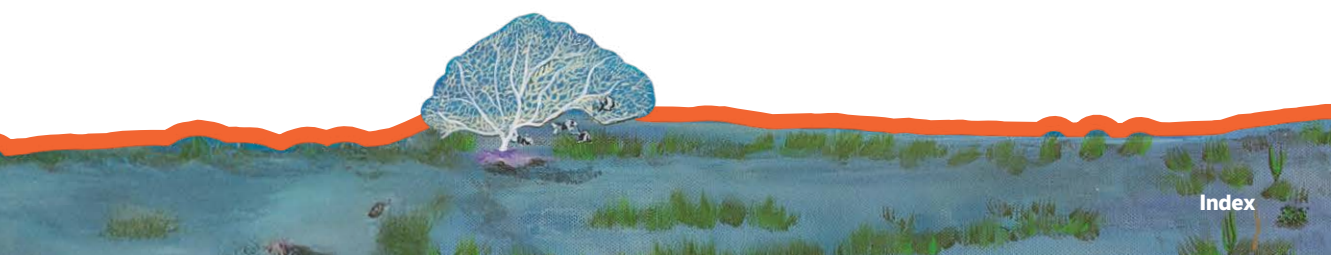
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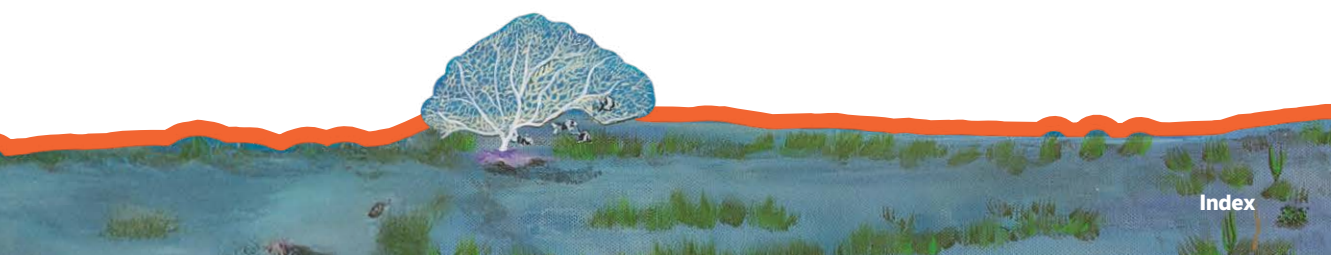
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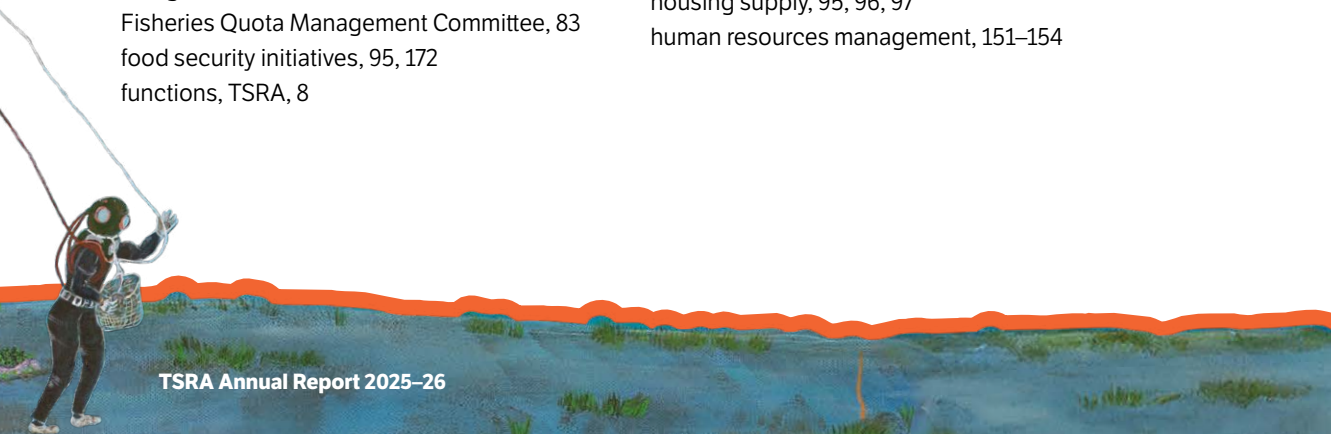
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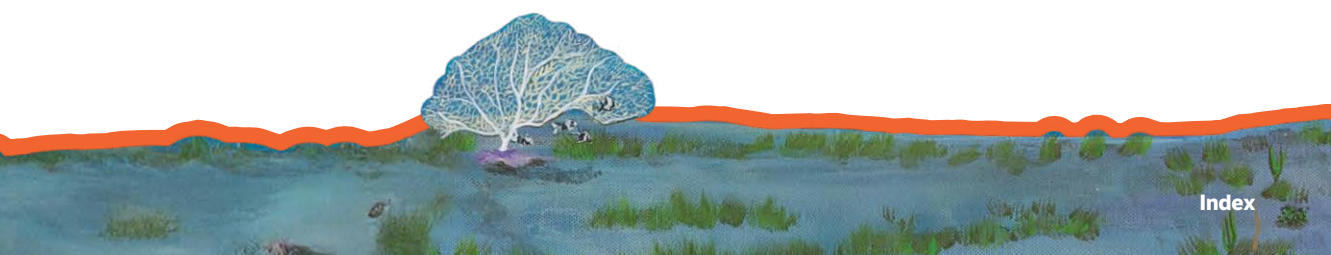
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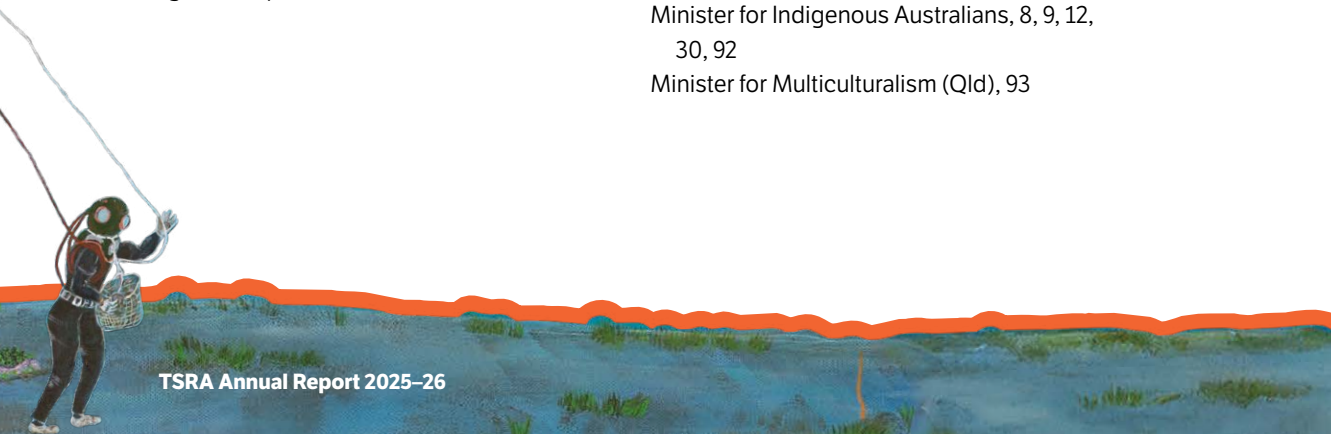
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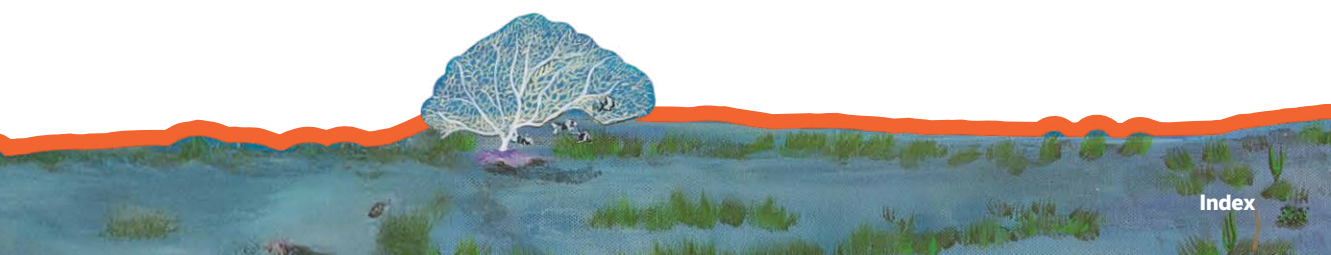
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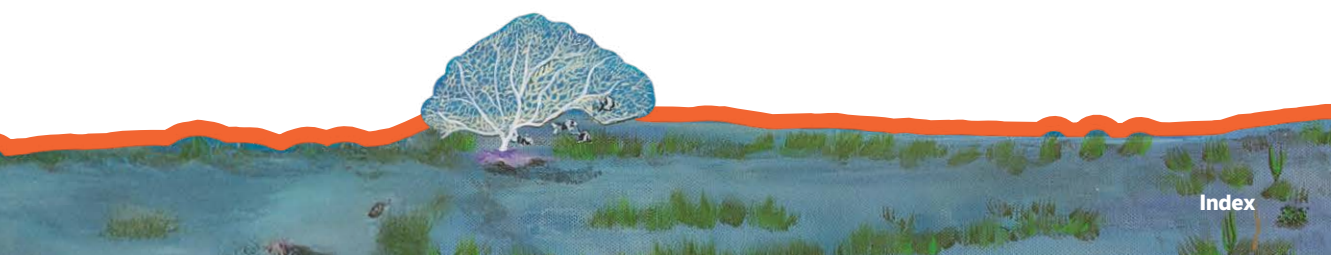


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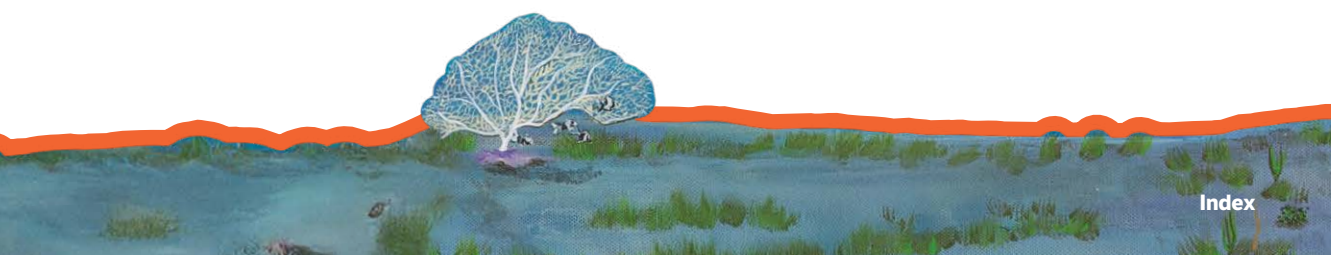


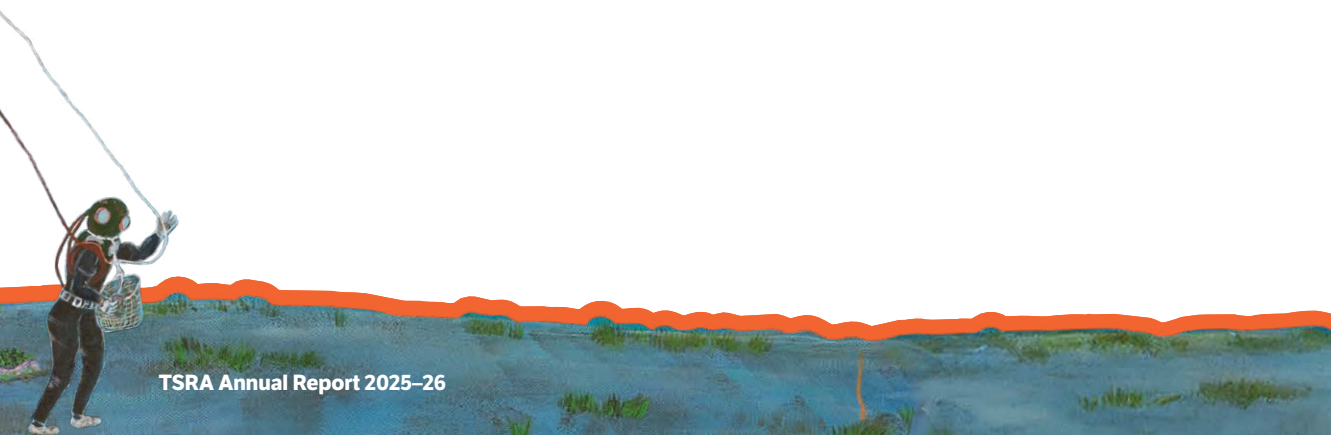
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