The background of the cover is a deep blue color. It features a repeating pattern of coral polyps, which are circular, textured structures. Interspersed among the coral are stylized circular motifs consisting of concentric circles and a ring of small dots, resembling traditional Indigenous Australian art. The overall aesthetic is clean and thematic, related to marine life and cultural heritage.

Traditional Owner Theory of Change for the Great Barrier Reef

Workshop proceedings

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Acronyms

GBR	Great Barrier Reef
ToC	Theory of Change
TO	Traditional Owner



1. Context for the Workshop

On 4-5 December 2018, Traditional Owners from around the Great Barrier Reef (GBR) met in Cairns to create their own Theory of Change building on past work on their priorities for the Reef.

This Theory of Change is designed to support Traditional Owner work as part of the Reef 2050 Framework and the subsequent review of the Plan in 2020. It aims to do this by providing clarity for implementation and by capturing critical thinking around the outcomes that Traditional Owners want to see in the Reef. This Theory of Change builds on a strong history of Traditional Owners articulating their priorities for the GBR including the Sea Forum work (2004 and 2010), Sea Country Management Policy Framework (2014), National Environmental Science Program (NESP) Project 3.9 Indigenous capacity building and increased participation in sea country management (2016); Reef 2050 Indigenous Implementation Plan (2016) and more recent work under the Reef 2050 umbrella including the Traditional Owner Aspirations Project (2018) and RIMREP Strong Peoples Strong Country Framework (2018). A recent look at the themes emphasised in Traditional Owner planning is captured in Table 1. This workshop was part of a wider move towards co-design and an attempt to bring past work around Traditional Owner priorities to fruition.

The workshop was facilitated by Clear Horizon and supported with finances from the Great Barrier Reef Foundation and the Office of the Great Barrier Reef.

Table 1 Traditional Owner priorities for the Reef across time

2010- 2014	2015	2016	2016	2018
Traditional Owner Land and Sea Country Framework	Reef 2050 Plan	NESP 3.9	Indigenous Implementation Plan	RIMREP Strong Peoples Strong Country Framework
Leadership and Governance	Ecosystem Health	Recognition and Respect	Indigenous Coordination Unit: (incl. support for Regional Governance Alliance/Network)	Country Health
Planning	Biodiversity	Sustainable Resources Use and Cooperative Management	Cultural Heritage	Peoples Health
Community Relationships & Engagement	Heritage	Education	Business Capacity	Heritage & Knowledge
Management of High Conservation Areas	Water Quality	Cultural Practice and Regeneration		Culture & Community
Training	Community Benefits	Generation of Sustainable Socio-Economic Benefits		Education
Monitoring and Research	Economic Benefits			Empowerment & Economics
	Governance			

1.1 Purpose

The purpose of this workshop was for Traditional Owners to create their own Theory of Change building on past work on their priorities for the Great Barrier Reef. The secondary purpose was to create a Theory of

Change which can be shared with partners to shape their future actions in implementation, design and measurement.

1.2 Expectations for the Workshop

Before starting the workshop, Traditional Owner participants were asked to describe their expectations for how the workshop would run. Traditional Owners shared the following expectations:

- Respect
- Respects the blackfella way of business
- Flexible Agenda
- Value everyone's opinion
- No shame
- Men and women's groups

Hopes and Concerns

Participants were asked to share their hopes and concerns for the workshop. These hopes and concerns are captured in Table 2.

Table 2 Hopes and Concerns for the Workshop

Hopes	Concerns
Workshop outcome/s has impact; Action + get past ideas and talk; Clear pathways + Actions to implement; Clear timeframe and Endpoint; To secure ongoing long term investment and resourcing for Traditional owner aspirations; Better planning with funding to ensure TOs are leading processes through cultural Heritage management and obligations	This is just another talk fest with no outcomes; Need to ensure outcomes are heard and have influence beyond the workshop, GBR TO acceptance of workshop outcome; That not being listened to and just a tick and flick;
True Recognition; Acknowledgement of Traditional Owner Knowledge of Reefs; That we are recognised to have the capacity to take care of business rather than funds/projects run by or through NRMs etc. ; Engagement with Traditional Owners; Recognition of TOs' voices and capacity; Acknowledgement of the positive impact already being made by the Traditional Owners; Strong Traditional owner voice in high level policy and advancing owner values, concerns and aspirations; Reef appreciation	Funding (Soft \$\$, Timeframes, Gaps in Service); Missing the opportunity to secure on-going long-term investment and resourcing for TO aspirations/actions; Our thinking and planning for the future is limited and based on potential funding+ constraints of funding
Understanding what ToC expects us to do; Understanding the changes and competing processes	Parameters of GBR, Access to special places
Establish common ground across the whole Reef system; Ongoing involvement of all TO Reps over the Longer term	Practical ways to co-design
Establish Indigenous Knowledge systems as recognised equal to science including research; Reef-wide TO educational programs to ground truth connections to Country	Working together cohesively; Consensus to formulate a plan; talking with all TOs to discuss
For a productive engaging 2 days; positive discussions, positive direction; My hope is to learn something, I'm excited as that won't be difficult	Reef politic, kills Reef; That process may be discarded when governments change; Government (both local & Federal)
Voices in the Workshop today are 'heard' and reflected in the write-up; Traditional Owners find the time spent at the workshop worthwhile	Traditional Owners are disempowered by centralised 'one size fits all' thinking

2. Creating the Theory of Change

2.1 Checklist

Traditional Owners created a checklist for what the qualified they wanted to have in their Theory of Change. This was then used to assess the existing strawman and to review and confirm the final version of the model. This checklist is presented below in Table 3.

Table 3 Great Barrier Reef Traditional Owners' checklist for good logic

Checklist for good logic
✓ Logic has Lore (has the culture in it) – with our values and principles, purposeful, meaningful and relevant
✓ Really clear about the middle steps – help us explain and inform
✓ More realistic outcomes (likely to influence) – Shared
✓ Clear context (location, capacity barriers, players pressures)
✓ Understanding the history of the problems
✓ Being flexible and adaptable (the way we work) – multiple pathways
✓ Can be used to monitor and evaluate
✓ Moral compass (helps us navigate to where we want to go and not go)
✓ Easier to explain to other stakeholders, and we can explain and inform mob
✓ Holistic goes from foundational understanding to action

2.2 Strawman Theory of Change

For this workshop, Clear Horizon developed a strawman Theory of Change (see Figure 1) to use as an initial basis for discussions and to build on past work in this space. Before the workshop, Clear Horizon developed a strawman Theory of Change based on consultations with the members of the Traditional Owner Aspirations Project Team and an initial review of current and historical documents on Traditional Owner aspirations for the Great Barrier Reef. Over the course of the workshop, this strawman was critiqued, reviewed and refined to build the Traditional Owner Theory of Change.

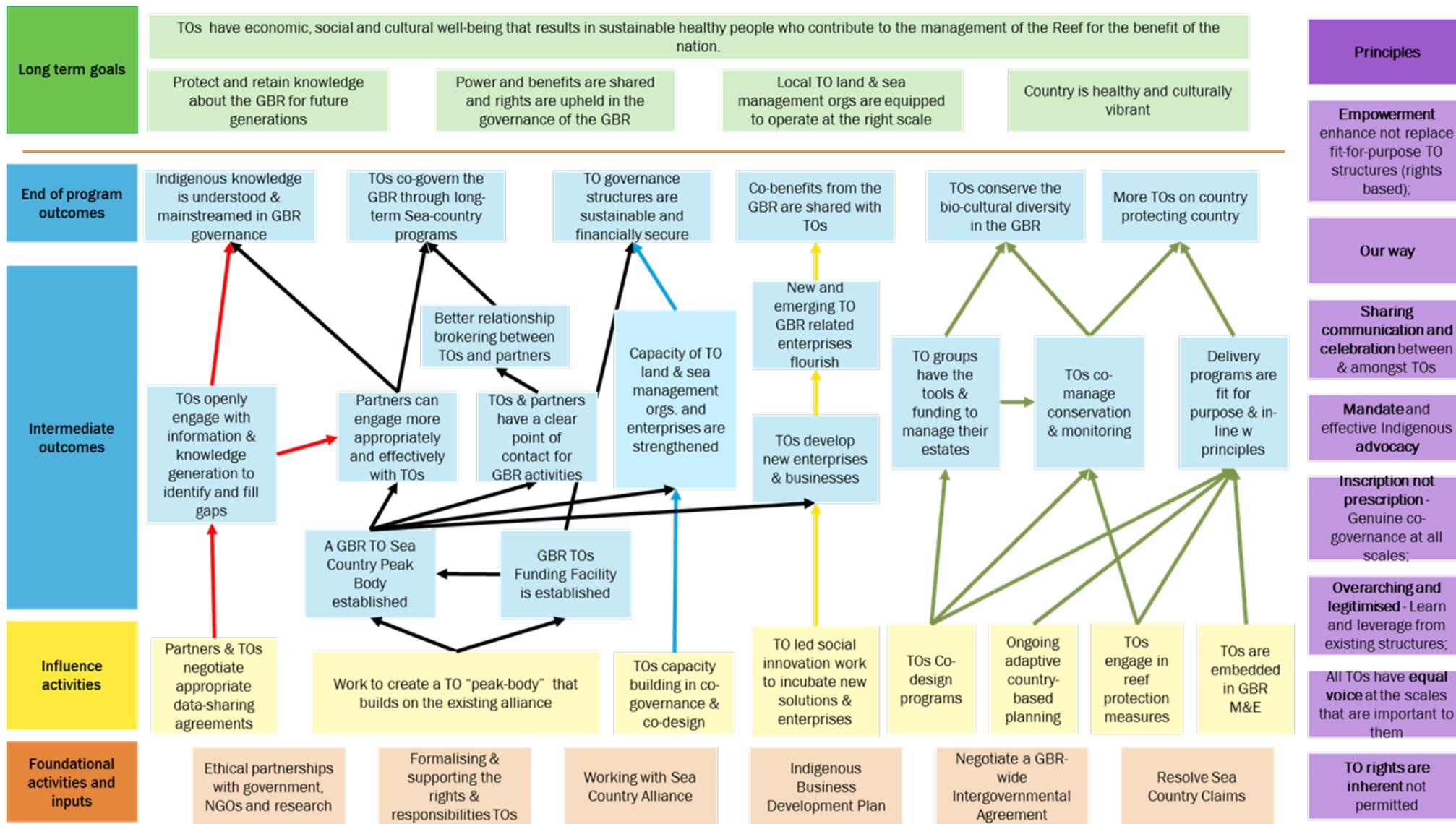


Figure 1 Strawman Theory of Change

3. Theory of Change Model

3.1. Theory of Change

The Theory of Change Model is owned by GBR Traditional Owners. Its purpose is to help shape the Reef 2050 Plan. It is shared with partners to help them understand Traditional Owner aspirations. Any use of these Theory of Change models must be cited to GBR Traditional Owners and dated December 2018. The principles for this model were developed by GBR Traditional Owners at a Forum in 2018.

This Theory of Change is also presented with a concept map () created by Gilimbaa Graphic Design Agency based on initial design concepts and thinking shared by Traditional Owners at the workshop. This design places Lore and Custom at the centre of the Theory of Change and embeds all activities, outcomes and goals within Traditional Owner principles.

The Theory of Change developed by Traditional Owners is pictured in Figure 3.



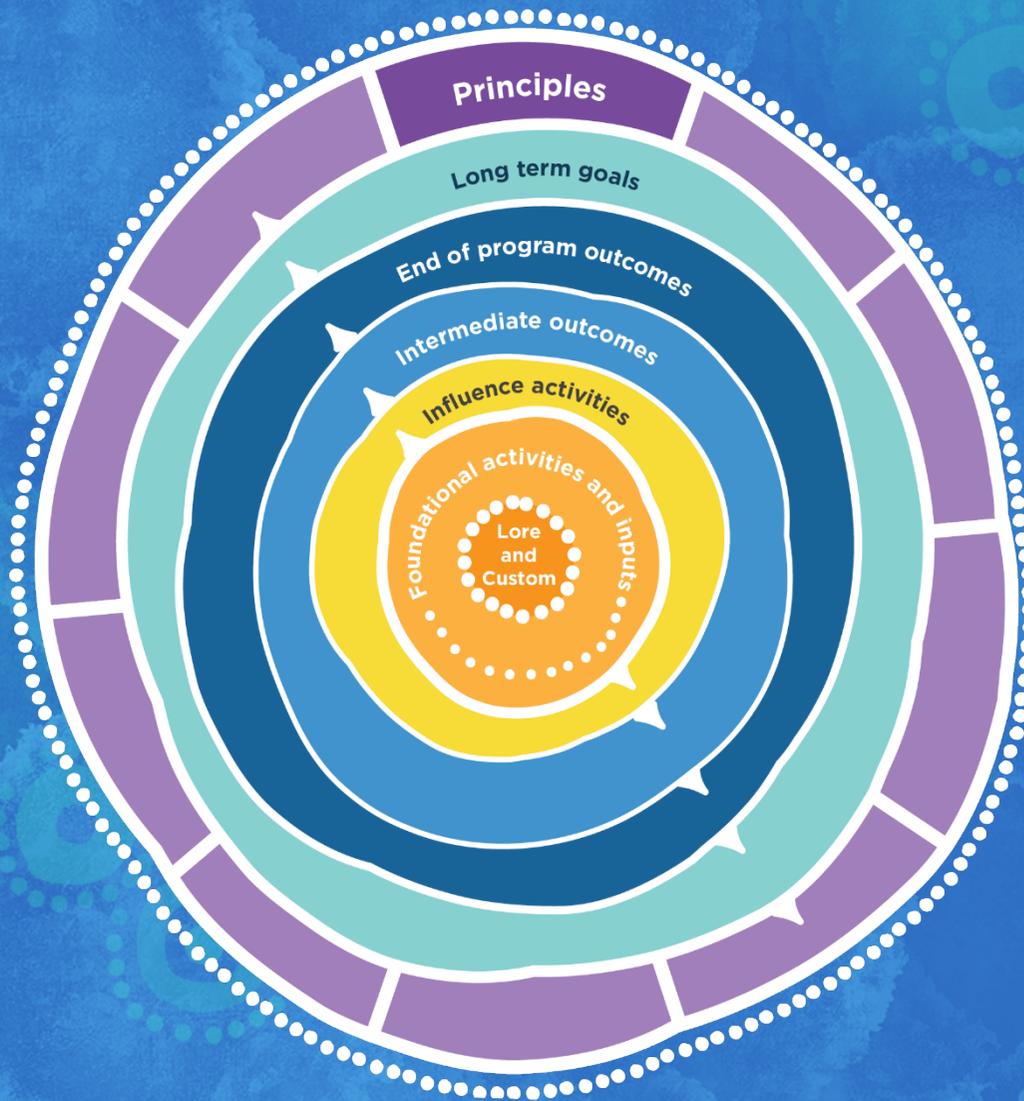


Figure 2 Concept map of Traditional Owner understanding of Theory of Change

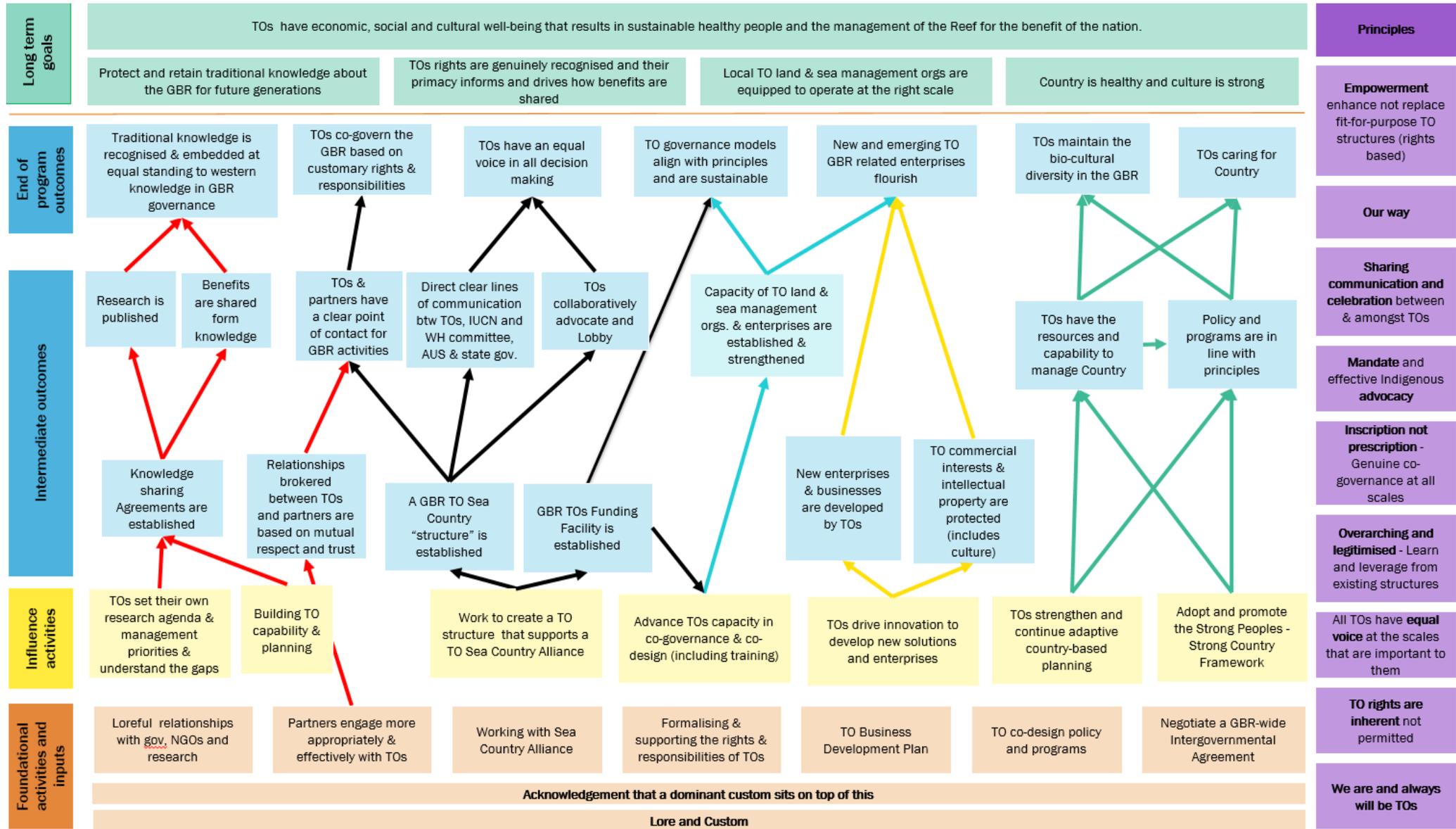


Figure 3 Great Barrier Reef Traditional Owners Theory of Change

3.1 Assumptions

When we develop a Theory of Change, we are developing a theory of how change occurs. In doing so we make a number of assumptions. These are often implied and not expressly stated even though the success of a program rests on them. As such, it is useful to clearly state the assumptions up-front so they can be interrogated.

As part of developing this Theory of Change, Traditional Owners identified the following assumptions about their model:

- Traditional Owners want to share their knowledge about the Reef
- We can identify Traditional Owners and engage with them
- That Government understands the Traditional Owner Landscape
- GBR is understood, recognised and accepted in GBR governance
- Traditional Owners have maintained access to Country
- Partners have the capacity and willingness to work in co-design processes with Traditional Owners
- External pressures won't overwhelm this work

3.2 Definitions

The following definitions are provided to accompany the Theory of Change model:

- **Co-governance:** here co-governance includes between Traditional Owner Groups, between Traditional Owners and partners and sole governance by Traditional Owners
- **Great Barrier Reef:** defined at the wider cultural landscape scale, including the entirety of the Reef ecosystem, catchments and the Eastern cluster of the Torres Strait Islands

To be defined

During the workshop, participants identified some terms used in the model which require further work to define (definitions) at a later date. These terms are listed below:

- **Alliance**
- **Benefits**
- **Capability** (tools, resources and training)
- **Knowledge**
- **Lore**
- **Rights** (recognition of TO legal rights as inherent)
- **Primacy**

Visualising the Theory of Change

As part of the Workshop process, Traditional Owners made suggestions about how to visualise the Theory of Change to make it more relevant to their understanding of this work. Participants created a number of different design concepts and the two most popular are pictured in Figure 4. Gilimbaa Graphic Design was commissioned to develop a visualisation of the existing version of the Theory of Change.

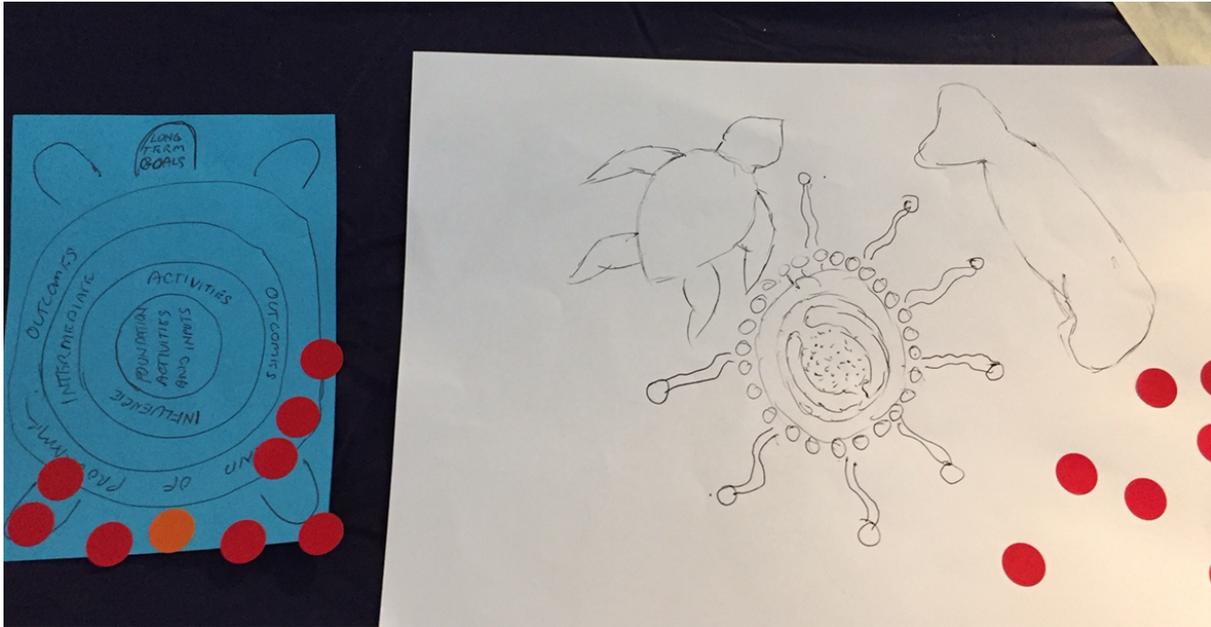


Figure 4 Traditional Owner visualisation suggestions

However, these design concepts were more in line with a simplified version of the model which would require changing the wording and potentially missing some of the intent of the original model agreed on by TOs. As such, this work will be revisited at a later date to allow for Traditional Owner input on the next iteration of the Theory of Change.

Gilimbaa Graphic Design created a concept map based on the Traditional Owner understanding of the Theory of Change which is presented in .

4. Next Steps

4.1 Action planning based on the Theory of Change

Based around the influence activities identified in the Theory of Change, Traditional Owner participants discussed immediate actions that could be taken to build on this thinking. This action planning is summarised below with arrows signalling the actions which were selected as the most important priority areas.

TOs set their own research and management priorities and understand the gaps

- ⇒ Stocktake on what's already done in management and research
 - Do Traditional Owners have research and management plans?
 - Understands aspirations and values
 - Bring people together to prioritise (Reef wide)
 - Create a baseline for the Reef
 - In time for next outlook report to feed into Reef 2050 research
 - Consolidate known identify gaps

Building TO capability & planning

Work to create a structure that supports a TO Sea Country Alliance

- ⇒ Commission a project to develop an Options Paper which can be workshopped later
 - Look to see how others do this e.g.: Ten Desert Alliance (The Australian Indigenous Governance Institute)
 - Explore sustainable financing options
 - Identify resources to help us
 - Identify critical partners

TOs strengthen and continue adaptive country-based planning

- Funding Traditional Owner Sea Country planning and management activities

Advance TOs capacity in co-governance & co-design

- ⇒ Point of contact established for Traditional Owners
- ⇒ Develop competencies in business capacity and standard compliances
- ⇒ Get contacts
 - Basic infrastructure (eg: office systems, tools, email)
 - Leave no one behind
 - Get all Traditional Owners equal position to engage
 - Skills audit
 - Work out who can help each other
 - Understand values and aspirations
 - Assess where people are at/audit

TOs drive innovation to develop new solutions and enterprises

- Showcase examples of Traditional Owner innovation
- Commission research into innovation in Traditional Owner contexts

- Involve Traditional Owners in deciding options

Adopt and Promote the Strong People and Strong Country Framework

- Funding the roll out, implementation and support work for the framework
- Publishing it

4.2 Next steps

At the workshop, participants agreed on the following next steps to build on their existing Theory of Change:

1. Form a Working group to take this Theory of Change work forward
2. Everyone will review the products of this workshop

This work was also situated within wider work around Traditional Owner aspirations and the Reef 2050 Framework. More specifically, future external deadlines for consideration were identified, including:

- June-July 2019 – State of Conservation and Outlook Report to World Heritage Committee
- July 2019 – Refresh investment plan
- IPCC report

4.3 Workshop Attendance

The workshop attendance is presented in Table 4.

Table 4 Workshop Attendance

Name		
Great Barrier Reef Traditional Owners		
Larissa Hale		
Traceylee Forester		
Leah Talbot		
Duane Fraser		
Malcolm Mann		
Samarla Deshong		
Gavin Singleton		
Gail Barry		
Troy Mallie		
Brian Singleton		
Peta Ross		
Vic McGrath		
Brad Appo		
Partners		
Name	Role	Organisation
Liz Wren	Director Reef 2050 Traditional Owner Project	Reef and Rainforest Research Centre
Theresa Fyffe	Executive Director Projects & Partnerships	GBR Foundation
Josh Gibson	Independent consultant on Communities GBRF RTP	GBR Foundation
Karin Gerhardt	PhD candidate College of Science and Engineering	James Cook University
Sarah Castine	Traditional Owner Working Group Project Manager	GBR Foundation
Betsy Bargh	Workshop logistics	GBR Foundation
Matthew Fullerton	Manager, Reef Policy	Office of the Great Barrier Reef
Mel Cowlshaw	Assistant Director, Strategic Advice	Great Barrier Reef Marine Park Authority

