

REEF TRUST PARTNERSHIP

TRADITIONAL OWNER WORKSHOP

13 – 15 MAY 2019

CAPE CLEVELAND, TOWNSVILLE

Summary Workshop Report



Australian Government



**Great Barrier
Reef Foundation**

The Great Barrier Reef Foundation recognises Aboriginal and Torres Strait Islander peoples are the Traditional Owners of the Great Barrier Reef and as first nations people hold inherent rights, interests, and obligations to protect and care for their Country. The Foundation is committed to the meaningful collaboration and engagement with Reef Traditional Owners throughout the delivery of the Reef Trust Partnership, including the co-design of policies, programs and investments.



Great Barrier
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Acknowledgements

The GBRF acknowledges and thanks the Traditional Owners who attended the workshop for their generous sharing of time and knowledge and ongoing commitment to the Reef Trust Partnership.

The GBRF thanks the Australian Institute of Marine Science (AIMS) for hosting the workshop and CSIRO for its contributions to funding the workshop.



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EXECUTIVE SUMMARY

On 13-15th May 2019, the Great Barrier Reef Foundation's (GBRF) Traditional Owner Working Group hosted a three-day Traditional Owner workshop at Cape Cleveland, Townsville.

The purpose of the workshop was to seek Traditional Owner input on activities to be delivered under the Reef Trust Partnership. The workshop was structured around activities designed to inform:

- the development of the Partnership's first annual work plan (2019-2020) and five-year forward plan (2019-2024), and
- a concept for a Reef-wide co-design framework to guide program delivery.

Establishing a Futures Fund, a co-design framework and Traditional Owner engagement

The first day of the workshop focused on activities to be delivered as part of the Traditional Owner Reef Protection component of the Partnership. These cross-cutting actions are designed to underpin and support the successful delivery of all Traditional Owner actions under the Partnership and to create enduring long-term pathways for Traditional Owners to achieve their aspirations. Actions included:

- Establishing a Great Barrier Reef Traditional Owners Futures Fund to provide independent resourcing and long-term support for governance arrangements, such as a Reef-wide Sea Country Alliance; as well as other strategic investments that build Traditional Owner capacity and capability, such as leadership and youth sponsorship.
- Developing a Reef-wide Traditional Owner led co-design action framework to establish a common understanding of what constitutes 'co-design' in the Reef space and to develop pathways, including tools and practices to achieve this at scale.
- Engagement to ensure the collective views and priorities of Traditional Owners are appropriately reflected in the design and delivery of Partnership activities.

Traditional Owners supported moving forward with scoping options for a Futures Fund and continuing development of the co-design framework – with both activities to be supported by culturally appropriate sub-regional and reef-wide engagement processes.

The Great Barrier Reef Foundation recognises Aboriginal and Torres Strait Islander peoples are the Traditional Owners of the Great Barrier Reef and as first nations people hold inherent rights, interests, and obligations to protect and care for their Country. The Foundation is committed to the meaningful collaboration and engagement with Reef Traditional Owners throughout the delivery of the Reef Trust Partnership, including the co-design of policies, programs and investments.



Designing and delivering fit-for-purpose activity-specific programs

The second and third days of the workshop focused on developing fit-for purpose programs that maximise benefits for the Reef and Traditional Owners as part of each of the Partnership's component activities.

Component activities are: water quality (healthy water), crown-of-thorns starfish control, reef restoration and adaptation, integrated monitoring and reporting, and community reef protection actions. Traditional Owner actions form a key part of each of these components.

Key points arising from discussions on Partnership components included the design and delivery of actions to address the following needs:

- Governance arrangements to support and empower Traditional Owners to formally engage in decision-making processes for each component. These may vary across components but need to form part of a coordinated and integrated approach to the overarching delivery of activities under the Partnership and link to existing and evolving Great Barrier Reef Traditional Owner governance arrangements.
- Improving understanding and explicit consideration of Indigenous knowledge and cultural values in current programs. Central to this is recognising the interdependencies between '*healthy country and healthy people*'. This knowledge needs to be incorporated at strategic levels (policy, program and systems) and operational (project) levels to maximise benefits for the Reef and Traditional Owners.
- Increasing Traditional Owner led activities, including as part of country-based programs, together with Traditional Owner involvement in broader Reef and catchment protection programs. This requires the implementation of co-design approaches and culturally-appropriate engagement processes to ensure equity and maximise co-benefits.
- Creating culturally appropriate pathways and making resources available for Traditional Owners to diversify skillsets, build capacity, contribute to and lead research, and to formalise education and employment pathways to '*heal country and to heal people*'. These pathways need to form a core part of the design and on-ground delivery of Reef Trust Partnership component activities and broader Reef 2050 programs.
- The move to active reef interventions requires building a strong mutual understanding between Traditional Owners and the broader community of risks and benefits, and respect for biocultural ethics. For example, setting up cultural guidelines (protocols) for adoption in crown-of-thorns starfish research, surveillance and control programs, including development and use of new



technologies; and adoption of biocultural guidelines, principles and practices by those undertaking reef restoration and adaptation activities.

- Implementing culturally-grounded approaches to monitoring, evaluation and reporting across all Partnership activities. Increasing awareness of Indigenous knowledge and cultural values can only occur with appropriate safeguards in place to protect Traditional Owner's Intellectual Property and culturally sensitive information. Implementing the '*Strong Peoples - Strong Country Framework*' to develop objective indicators and resourcing Traditional Owners to enter into data-sharing agreements will be central to this.

Next steps

Feedback and advice received from Traditional Owners at the workshop will inform the preparation of the Partnership's annual and five-year plans. These plans will be publicly available on the GBRF's website in July 2019.

INTRODUCTION

On 13-15 May 2019, the Great Barrier Reef Foundation's (GBRF) Traditional Owner Working Group hosted a three-day Traditional Owner workshop at Cape Cleveland, Townsville.

Purpose

The purpose of the workshop was to seek Traditional Owner input on activities to be delivered under the Reef Trust Partnership. The workshop was structured around activities designed to inform:

- the development of the Partnership's first annual work plan (2019-2020) and five-year forward plan (2019-2024), and
- a concept for a Reef-wide co-design framework to guide program delivery.

The Reef Trust Partnership

The Reef Trust – GBRF Partnership (the Partnership) is a \$443.3 million six-year grant between the Australian Government Department of the Environment and Energy that manages Reef Trust and the GBRF.

It was established to support the delivery of the joint Australian and Queensland governments Reef 2050 Plan. In January 2019 the GBRF released the [Partnership Investment Strategy](#). It provides a high-level road map for the Partnership to deliver on each of the Partnership components.

The Investment Strategy sets out key principles for the Partnership and priority activities for each of its components. These are:

- Traditional Owner Reef Protection
- Water Quality Activities
- Crown-of-Thorns Starfish Control
- Reef Restoration and Adaptation Science
- Integrated Monitoring and Reporting
- Community Reef Protection

Work plans are being developed for each of the components to provide more detailed guidance on the delivery of Partnership actions.



These plans will sit under the Investment Strategy and will be produced annually. The Investment Strategy is also a living document and will be updated across the life of the Partnership.

The Role of the Traditional Owner Working Group

The [Traditional Owner Working Group](#) (Working Group) was established by the GBRF in December 2018 with members selected through an open expression of interest process.

Its role is to ensure the views and knowledge of Great Barrier Reef Traditional Owners are reflected in the development and implementation of the Reef Trust Partnership.

The Working Group does not replace direct communication and engagement with Aboriginal peoples and Torres Strait Islanders but provides strategic guidance around program design elements and advice to the GBRF on culturally appropriate engagement processes with Traditional Owners.

The Working Group provided advice and guidance on the design of the workshop, including the preparation of material for comment by workshop participants for each of the sessions.

Great Barrier Reef Foundation Traditional Owner Working Group

The purpose of the Working Group is to provide strategic advice to guide the co-design and co-delivery of activities under the Reef Trust Partnership. Its members are:

- *Larissa Hale (Chair), Yuku Baja Muliku Traditional Owner from Cape York, Managing Director for Yuku Baja Muliku Land Corporation and Councillor with Cook Shire Council*
- *Traceylee Forester, Lama Lama Traditional Owner from Cape York (Port Stewart/Princess Charlotte Bay) and also a Nywaigi Traditional Owner (Herbert River to Rolling Stone), Indigenous Partnerships Coordinator for the Australian Institute of Marine Science.*
- *Stan Lui, Torres Strait Islander from Erub (Darnley Island), Acting Program Manager of the Torres Strait Regional Authorities, Land and Sea Management Unit*
- *Malcolm Mann, Darumbal Traditional Owner, Indigenous Connect Officer at CQUni*
- *Brian Singleton, Yirraganydji Traditional Owner, Senior Ranger at the Dawul Wuru Aboriginal Corporation*



Workshop hosts and facilitators

The workshop was hosted by the GBRF, with the generous support from the Australian Institute of Marine Science (AIMS) and CSIRO.

The workshop was facilitated by Ross Williams, Principal Consultant at 2%ers Advisory Service and Barry Hunter, Director - Principal Consultant at Djarnda Enterprises.

Workshop sessions

The workshop was divided into a number of sessions.

Day 1 focused on Partnership and Traditional Owner Reef Protection component activities:

- Welcome to Country, workshop introduction and background
- Establishing a Future Fund
- Developing a Reef-wide co-design framework, and
- Engagement with Traditional Owners

Days 2 and 3 focused on Traditional Owner activities for each of the following component activities:

- Crown-of-Thorns Starfish Control
- Reef Restoration and Adaptation Science
- Integrated Monitoring and Reporting
- Healthy Water
- Community Reef Protection

This report provides a summary of outcomes from each of these sessions.

Part I - Workshop introduction and background

Welcome to Country, workshop introductions, purpose and protocols

The workshop commenced with a Welcome to Country by Eddie Smallwood, Bindal Traditional Owner.

Anna Marsden, Managing Director of the GBRF, formally opened the workshop welcoming participants and outlining the role of the GBRF in the delivery of the Partnership.

Facilitators outlined the workshop purpose and format and an agreed set of meeting protocols were developed from the floor by workshop participants.

A proud history

A timeline of significant events was included on one of the workshop room walls. It was designed to highlight the proud history of Traditional Owner work and achievements, and to ensure this process honours and builds on this work. Traditional Owners were invited to contribute to the timeline throughout the course of the workshop. Workshop participants were also invited to imagine what a successful future might look like – and were then invited to place their aspirations on the timeline.

Reef Trust Partnership overview

An update was provided on the Reef Trust Partnership, including the Partnership's [Investment Strategy](#).

This included a high-level breakdown of funds available to support Traditional Owner Reef protection and management activities across all Partnership components.

A minimum of \$42 million in total investment is available for Traditional Owner actions. This is equivalent to 10% of the total Partnership Funding (see Figure 1).

The Traditional Owner Reef Protection Component of the Partnership is focussed on:

- Active Traditional Owner led protection,
- Indigenous innovation, leadership and collaboration;
- Land and sea action and planning; and
- Sustainable financing (see Figure 2).



The component reflects the consistent calls by Traditional Owners, including at the May 2018 Traditional Owner Reef-wide forum, for genuine partnerships in the overarching governance of the Reef and for inclusion in the design and delivery of actions to protect and support its health.

The GBRF provided a high-level overview of each of the Partnership component activities to provide context for Day 1 discussions on initiatives, including the Futures Fund, Co-design Framework, and Engagement, which are designed to support the delivery of Traditional Owner actions across the Partnership. The Partnership Investment Strategy provides background information on each of the [Partnership component activities](#) and outlines investment priorities.

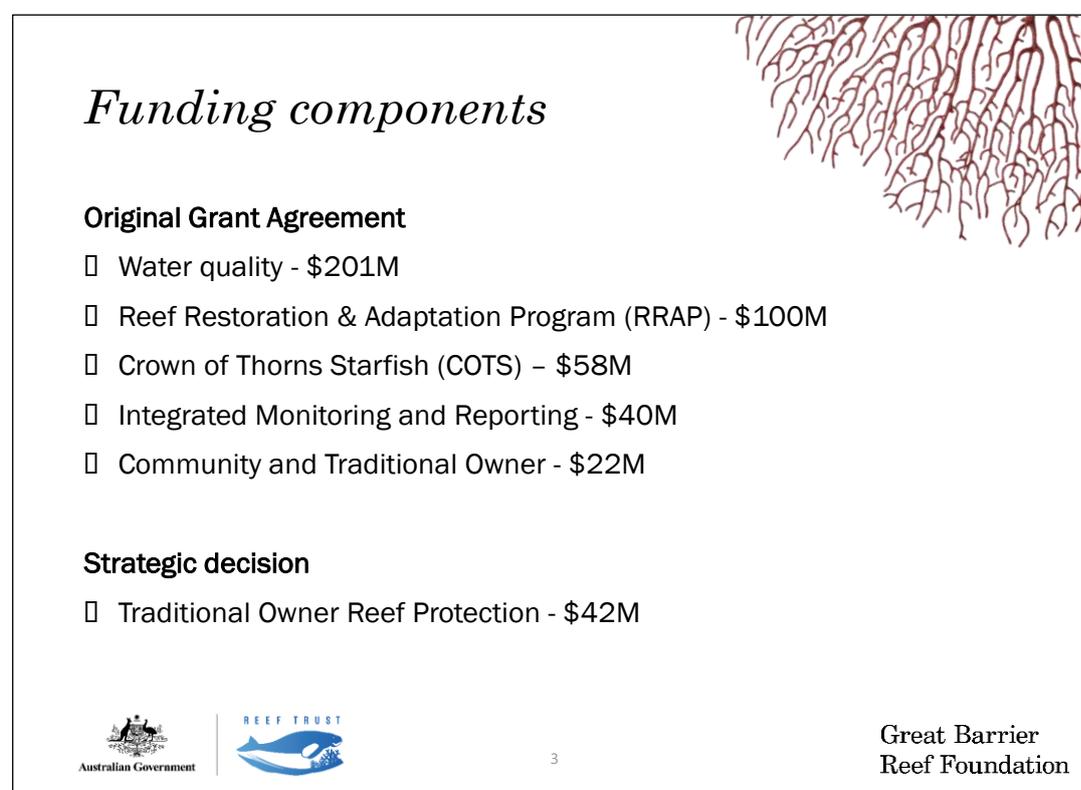


Figure 1: Breakdown of Reef Trust Partnership Funding Components (Source: GBRF). Please note the Traditional Owner Reef Protection investment of \$42M is made up from \$12M dedicated under the \$22M Community and Traditional Owner Reef Protection Component with the addition of a minimum \$30M investment drawn across the four other components. This strategic decision equals 10 percent of the total Reef Trust Partnership Grant Agreement.



Traditional Owner Reef Protection Component

Budget: \$42 million

Purpose: The purpose of this Component is to improve the engagement of Traditional Owners in the protection of the Great Barrier Reef World Heritage Area

Investment Strategy priorities:

- Active TO-led protection
- Indigenous innovation, leadership & collaboration
- Land and sea action & planning
- Sustainable funding

Process to develop the plan:

- Builds on the recommendations identified in the Final Report from the Traditional Owner Aspirations Project (2018) and is consistent with the priorities identified in the Reef 2050 Investment Framework
- Co-designed with the GBRF by the Traditional Owner Working Group and other GBR Traditional Owners

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Figure 2: Traditional Owner Reef Protection Component (Source: GBRF)

An overview of the Partnership's Traditional Owner [early investment projects](#) was provided in response to questions regarding what projects and groups had been funded to date under the Partnership. Key points were:

- An initial grant round was held early this year based on priorities identified by Traditional Owners at the Reef 2050 Traditional Owner Reef-Wide Forum in May 2018 and consistent calls to build on and support existing programs and to deliver on-ground actions.
- The grant round focussed on expanding existing activities in three priority areas: country-based planning; country-based implementation; and delivery of junior ranger programs.
- 18 projects were funded across 13 Traditional Owner groups: seven for junior ranger programs, six for the development of sea-country plans, and five for the implementation of existing land and sea country plans.
- The total investment through this grant round was \$1.8 million.
- A list of projects and Traditional Owner groups which received funding is available on the [GBRF website](#).



Part II – Dedicated Traditional Owner Reef Protection Component

Under the Community and Traditional Owner Reef Protection component of the Partnership there is \$12M dedicated to support Traditional Owner Reef protection activities. This is in addition to the \$30M made available for Traditional Owner led Reef Protection activities from across the other four components of the Partnership

\$1.8M of these funds has already been delivered through the Traditional Owner early investment grants. These are described in Part 1.

This part of the workshop focussed on dedicated activities to be delivered as part of the remaining funds available (\$10M) from the \$12M Traditional Owner Reef Protection component.

The proposed actions are designed to underpin and support the successful delivery of all Traditional Owner actions under the Partnership and create enduring long-term pathways for Traditional Owners to achieve their aspirations.

Traditional Owner activities as part of the Water Quality, Crown-of-Thorns Starfish Control, Reef Restoration and Adaptation, and Integrated Monitoring and Reporting Components are addressed in Part III.

Workshop session format

Each workshop session was introduced by a Traditional Owner Working Group member and an outline of proposed activities was provided.

Part II sessions were:

- Establishing a Futures Fund
- Developing a Reef-wide Co-design Framework
- Engagement with Traditional Owners

An opportunity was provided for questions from the floor before breaking into smaller groups to discuss the proposed concepts and actions.

Groups then reconvened and provided feedback on concepts and ideas.

Feedback on proposed Reef-wide engagement processes was provided by participants at a whole-of-workshop session.

Establishing a Futures Fund

Introduction

'We know to speak with one voice, through for example an Alliance, we need sustainable funding. We have an opportunity through the Partnership to have this voice' – GBR Traditional Owner Workshop Participant.

The purpose of the Futures Fund is to provide independent resourcing and long-term support for Reef-wide Traditional Owner governance arrangements, such as a Traditional Owner Sea Country Alliance, as well as enabling strategic investments that build Traditional Owner capacity and capability in the leadership and delivery of programs, which maximise benefits for the Reef and Traditional Owners (*'healthy country, healthy people'*).

What a Futures Fund may look like?

- The concept has come from Traditional Owners – for a fund to be set up, independent of government – to be there for GBR Traditional Owners including to help set up a Reef-wide entity. It is based on Traditional Owners calls for an independent authoritative voice.
- Its purpose is important. It needs to be inclusive of our youth – what we pass on - youth scholarships, internships, apprenticeships and Indigenous employment strategies. Partnerships and information exchange could be coordinated in this space.
- A big issue for Great Barrier Reef Traditional Owners is that there is no peak body. Other sectors are resourced to have this function and to drive and influence policy.
- In the past there hasn't been a lump sum of money to do this. Until now. Traditional Owners have said we want a future for our children, but we also want funds for now. The Futures Fund is a way to achieve that – to hold and grow funds for a specific agreed purpose.
- Partnership funding has been structured so that there's \$30M as a minimum to do projects and on-ground activities over the next five years through the Partnership components; and to put \$10M towards a funding facility so it can continue to support Traditional Owners over time. Just under \$2M of early investment was delivered through a dedicated Traditional Owner grant round.
- In terms of money – research suggests that investing a minimum of \$20M a year may give a return of around \$1M a year (depending on the risk profile). This would be the minimum amount needed to provide core funding for a Reef-wide entity (including its governance) and to support engagement and design with all GBR Traditional Owner groups.



- The concept for discussion is for \$10M of the Partnership funds to be put into a Futures Fund. The GBRF will then try to attract matching dollars towards the Fund so that it becomes viable.
- Deep consideration and agreement about how the Fund will be set up, including appropriate transitional arrangements being put in place, is required to ensure Traditional Owners are in the driver's seat. Governance, risks, avoiding duplication and being careful of scope (take incremental steps) are critical considerations for both the GBR Traditional Owners and GBRF.

Feedback and direction

Workshop participants supported both the concept for the futures fund and for the GBRF Traditional Owner Working Group to investigate options for its establishment.

Participants supported establishing a Terms of Reference for a body of work that collects and collates examples, together with knowledge and specialised information on the construct and framework of a futures fund and how it may benefit Traditional Owners.

Information on options should be provided to Traditional Owners for consideration through the proposed Reef-wide engagement processes (see Traditional Owner Engagement section).

Concept for a Reef-wide co-design action framework

Introduction

‘Co-design means lots of different things to different people. When we talk about co-design it means to harness the knowledge and creativity of those people impacted – by identifying problems and generating and implementing solutions – it offers the opportunity to uncover the real barriers to, and accelerants of, progress’ – New Zealand International Guest Penny Hagen Co-Design Lab The South Auckland Initiative.

The GBRF is committed to the co-design of policies, programs and investments in the delivery of the Partnership. But co-design means lots of different things to different people, including Reef 2050 partners.

The purpose of establishing a Reef-wide co-design framework is to develop a common understanding and agreement on what constitutes ‘co-design’ in the Reef space.

The proposed framework recognises different projects/programs are at different places on what we’ve called a co-design ‘continuum’. It provides a pathway for people to work together improve co-design practices.



Figure 3: The Co-design Continuum Concept (Source: GBRF Traditional Owner Working Group)



The co-design continuum concept

The concept is for the framework to be made up a series of levels or 'graduated' stages. This is similar to other engagement frameworks, including those being developed by AIMS and CSIRO. The GBRF TOWG co-design continuum concept is complementary to this work.

The co-design continuum concept:

- has five different levels – each representing a different step in the continuum of working towards Traditional Owner aspirations for engagement, partnerships, leadership and autonomy
- is about how we work together, no matter what the issue is, and provides a structured approach to do so
- recognises different Reef 2050 and Partnership projects would sit at different places in the continuum and these could be mapped
- provides a framework for continuous improvement including tools to support improvement. Targets could be set to monitor progress towards improved co-design practices
- stages would be defined by a suite of characteristics including practices and behaviours. This is important as principles alone are not enough – they often don't translate into actions.
- would be led by Traditional Owners, working together with the GBRF and other Reef 2050 partners.

What is co-design?

New Zealand guests were asked to share their insights on co-design with workshop participants

Penny Hagen (from the Co-design Lab) shared her insights on co-design:

- Co-design is about working together differently
- People being affected by decisions are involved in its design
- It involves lots of new habits and it's challenging
- Co-design is about power sharing, creating different norms, building on strengths, mutual learning and sharing knowledge; bringing together new perspectives and reframing things
- Co-design is about being more interested in the 'how' (we work together) than 'what' we do
- Principles we hold include:
 - hosting and caring and looking after each other
 - connections and relationships come first
 - self-determination – to mean it is huge – it's at the heart of what we do



- respect – coming in and building together
- mutual learning – building knowledge together
- We use co-design as a lens for planning and workshops. For example, are we building respect? Understanding things that make a difference? We need to stop jumping to solutions.
- When we talk about measurement (measuring success) it's important to look at who is measuring, according to what? What values are we missing? When we talk about evidence – whose evidence and on what terms?
- Co-design is about unpacking these things.

Anaru Ah Kew (from Healthy Families) shared information about the way they approach co-design:

- Eco verses ego systems - who are we designing projects/programs for? It's not always us – sometimes it could be the eel. 'Wairua' centred design – is our spiritual connection – is at the centre of our approach. We consider seven generations, the 3 in the past, the present, and 3 into the future. 500-year plans, tangible and ethereal, unheard and unseen, and intergenerational equity.
- It's important to be drivers of change and not victims of change – bringing Indigenous and western knowledge systems together. When you find the interface that's when good innovation occurs – involving youth and elders in the process, intergenerational thinking, acknowledging the vision and wisdom of our elders, energy and enthusiasm of our youth.
- Indigenous thinking is at the forefront of co-design, makes it a non-linear process – need to build a groundswell of support. How do you do it - proto-type it and test it. You need tangible outcomes to build co-design – to build a case for change.
- Being disruptors, shifting mindsets, building groundswell, activating and prototyping to create the conditions for change and the case for change – is all a part of a co-design approach to create shifts in the system.

More information on co-design approaches, including [resources and tools](#) to help people co-design, are available on the [Auckland Co-Design Lab website](#).

Feedback and direction

The co-design concept framework was supported by workshop participants with the next steps being to refine the model and test it.



Feedback on the Framework

- We're already thinking about it – we're already doing it.
- Co-design is about co-benefits or 'core benefits' – the co-benefits looking after country.
- We need to do a deeper dive into co-design where it is and how it sits across different stages.
- Co-design needs to happen at different levels and have pathways to get there.
- Need to get an understanding of where groups are at. What are the key performance indicators to move up levels?
- Need accountability built into both sides and to build a culture of mutual understanding.
- Models need real engagement and equity – 'we need to bring everyone along with us'.
- Co-design is about putting generosity into the system – not treating it as a deficit model.

Co-design in practice

There are good examples of co-design happening locally and internationally. Examples of co-design approaches include partnerships (Lama Lama and QPWS, Bindal and AIMS) and place-based approaches (the Russell Catchment, Wet Tropics and New Zealand).

We should learn from these examples and use them to trial and customise approaches to delivering Partnership activities.

Characteristics of co-design

Characteristics to be considered in the design of the framework and different levels in the co-design continuum include: education of country protocols, cross-cultural training, real engagement with real partners – not tokenistic consultation - creating employment opportunities (scholarships, traineeships, apprenticeships) and career pathways for our youth, performance indicators for moving up levels – understanding where groups are at now, and Traditional Owners having a seat at the table.

Traditional Owner Engagement

Introduction

‘Engagement – where to from here – it’s about being transparent – good communication – we don’t want to leave anyone behind’ – GBR Traditional Owner Workshop Participant.

There is a need to broadly engage to ensure the collective views and priorities of Traditional Owners are appropriately reflected in the design and delivery of Partnership activities.

The Traditional Owner Working Group proposed the following arrangements for engagement with Traditional Owners on Partnership activities:

- Four sub-regional workshops (far northern, northern, central and southern) during 2019-2020 to:
 - progress Reef-wide initiatives, including options for the Futures Fund and the Co-design Action Framework, and
 - provide feedback and seek ongoing guidance on the implementation of Traditional Owner activities under the Partnership.
- One big sea country forum next September (possibly the week 7-11 September 2020) to further progress Reef business (across all Partnership components) including key policy issues, sharing knowledge (including updates on projects and programs) and to celebrate Indigenous culture and achievements.

The proposed location for the Reef-wide forum is Magnetic Island. This location was chosen by the GBRF Traditional Owner Working Group as it was where the first Sea Forum was held 30 years ago. September was identified as the best month on the cultural calendar.

Feedback and direction

Workshop participants supported the Working Group’s proposed approach to planned engagement activities for the Partnership, including sub-regional workshops and a Reef-wide forum.



A half-way point

In preparing for the workshop, the Traditional Owner Working Group highlighted the need for past work to be honoured and requested a timeline be developed showing significant events and achievements leading to this point.

The Working Group discussed the importance of the Sea Country forums held in the 1990's and how they established an enduring legacy building the foundation for work being carried out today as part of the Reef 2050 Plan.

In scoping the timeline, it was realised that we are now at a half-way point between 1990 and 2050. Outcomes from the workshop will inform the Partnership's 2019-20 work plan and scoping of actions for the next five years.

This realisation acted as a timely reminder to ensure Partnership activities, while building on past work, remain clearly focused on the future and support Traditional Owners to realise their aspirations. Workshop participants were asked to include their aspirations for 2025 and 2035 as part of this continuing journey (see Figure 4 below).

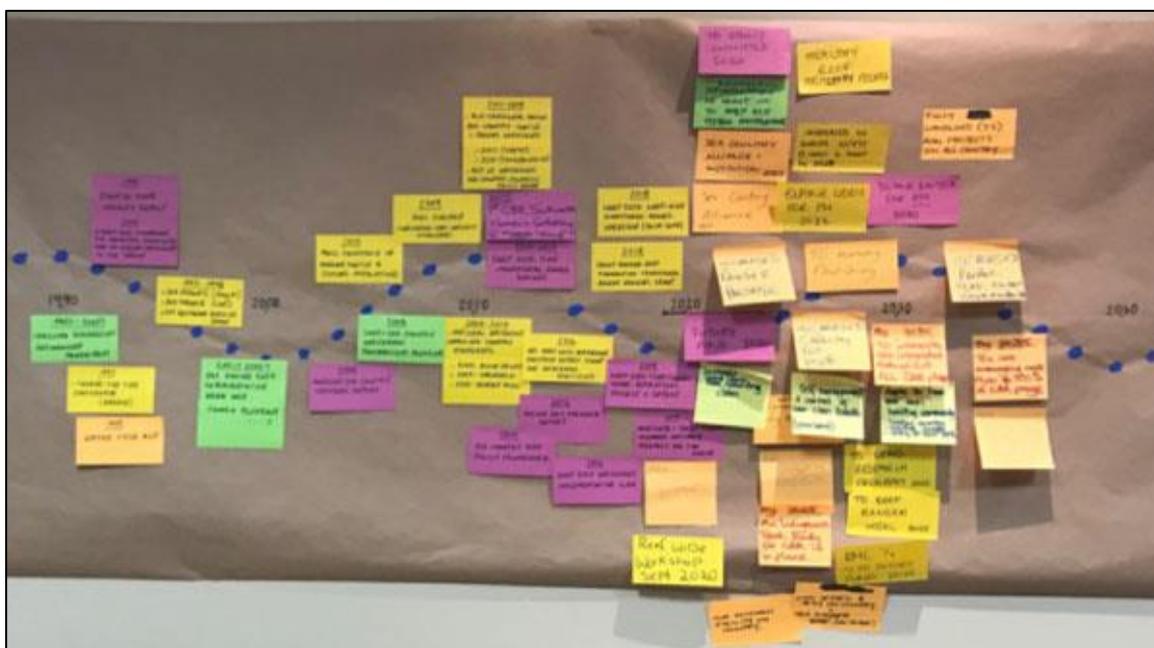


Figure 4: Timeline past and present: A timeline of significant events from the 1990's to today was prepared for the workshop (sources: Traditional Owners and Sea Country in the Southern Great Barrier Reef – Which Way Forward? Dale A. et al., 2016; Reef 2050 Traditional Owners Aspirations Project, RRRC 2018): Traditional Owners were asked to include their aspirations for 2025, 2030 and 2035 as part of workshop activities.

Part III - Fit-for-purpose Partnership activities

Under the Partnership a minimum of \$30M for Traditional Owner on-ground activities will come from the Water Quality, Crown-of-Thorns Starfish Control, Reef Restoration and Adaptation, and Integrated Monitoring and Reporting Components.

This part of the workshop focused on activities needed to support the implementation of fit-for-purpose programs which will maximise benefits for the Reef and Traditional Owners as part of each of these components.

Workshop session format

A short introductory presentation on each of the components was provided by the GBRF highlighting its purpose and high-level priorities as identified in the Investment Strategy.

An opportunity was provided for questions from the floor before breaking into smaller groups to discuss the proposed concepts.

Similar to the earlier workshop sessions, each of the component sessions was introduced by a Traditional Owner Working Group member. Workshop sessions were:

- Crown-of-Thorns Starfish Control
- Reef Restoration and Adaptation
- Integrated Monitoring and Reporting
- Healthy Water
- Community Reef Protection

Groups then reconvened and provided feedback on concepts and ideas.

Crown-of-Thorns Starfish (COTS) control

Introduction

The GBRF provided an overview of the component and its purpose to expand efforts to control COTS outbreaks to reduce coral mortality.

The component includes on-ground activities, new methods to manage COTS, expanded involvement of delivery partners and a strategy for sustainable funding.

The Traditional Owner Working Group outlined their goal to achieve culturally-grounded economic enterprises for COTS surveillance and control, including as part of country-based ranger programs.

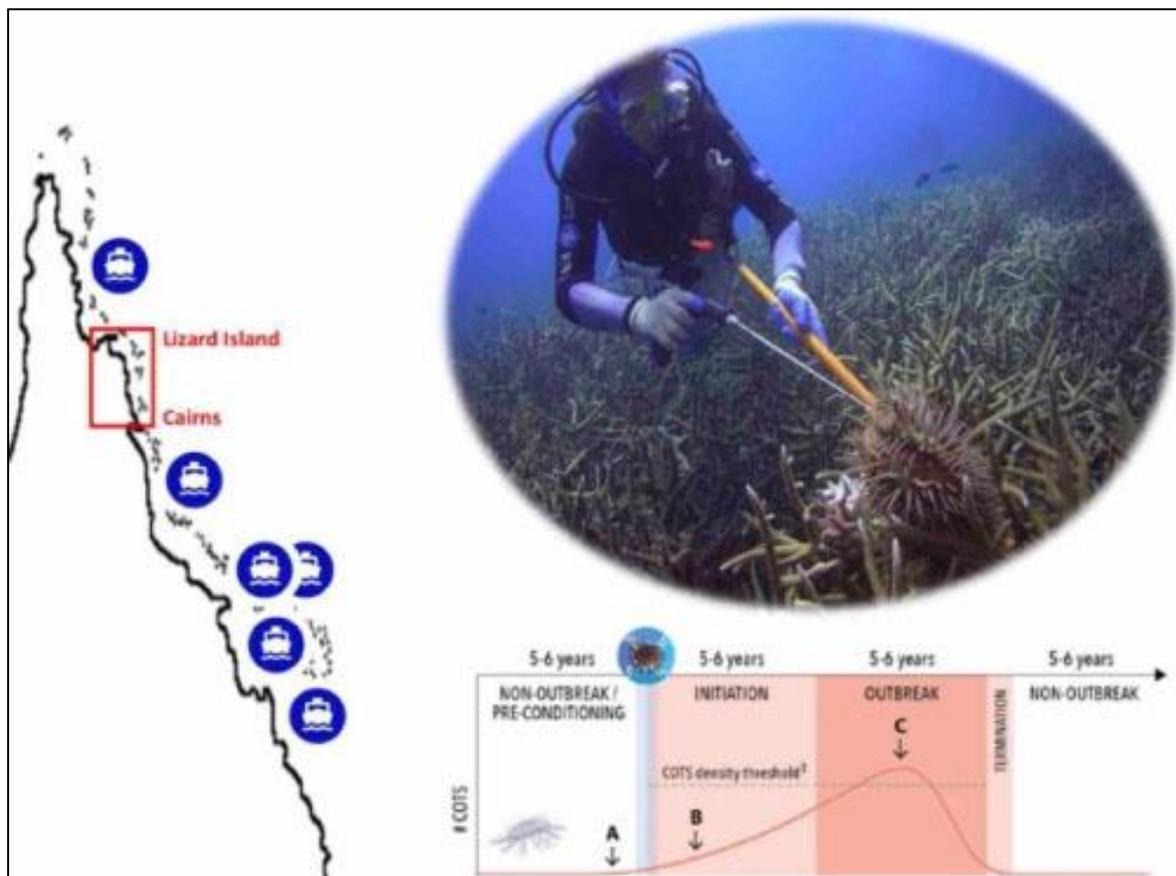


Figure 5: Crown-of-Thorns Starfish Control (Source: Reef Trust Partnership and Great Barrier Reef Marine Park Authority)



Feedback and comments from workshop participants

Key points

- COTS control, surveillance and research activities need to include pathways with clear steps for Traditional Owners to achieve culturally-grounded economic enterprises.
- Traditional Owners want to work towards having Traditional Owner owned and operated enterprises and to have these included on the preferred panel of providers for COTS control and surveillance.
- Traditional Owners want to be involved in this space now – not wait until the end. Conversations should occur at the earliest point with stage 1 being about transitioning to the aspirational goal of a of Traditional Owner led program – this involves understanding the barriers and opportunities, and taking steps to address these, whilst building capability and capacity.
- Need to look at benefit sharing arrangements. Look at how a Futures Fund or different business models could support Traditional Owner aspirations in the future to own and operate culturally grounded economic enterprises and how best to apply co-design and co-benefits thinking to program design and delivery.
- Cultural guidelines (protocols) need to be developed and adopted by agencies, institutions and private sector partners undertaking COTS research, surveillance and control to ensure activities (including employment of Indigenous peoples) are carried out in a culturally appropriate manner.
- Need to move out of 12-month funding cycles and set up structures and programs which deliver long-term benefits for the Reef and Traditional Owners.
- Opportunities for specialised training and employment need to be embedded in approaches and processes to build the capacity of Traditional Owners wanting to own and operate their own vessels and businesses.
- Future programs need to look at integrated approaches across water quality, reef restoration and COTS control, including monitoring activities and as part of country-based programs.
- Traditional Owners want more information about the research around COTS outbreaks and control and the opportunity to raise and discuss any concerns. Research, education and effective communication needs to form part to the bigger program and link to other programs.
- Establish a Traditional Owner COTS taskforce to lead the coordination of the above activities.

Reef Restoration and Adaptation

Introduction

An overview of the program was provided by AIMS, GBRF and CSIRO officers. This included an outline of the types of activities being investigated and existing governance arrangements for the program.

AIMS hosted a tour of its [SeaSim Facility](#). This provided Traditional Owners with a first-hand view and understanding of the type of science and adaptation work underway.

Presenters highlighted:

- It's unlikely any one intervention will apply Reef-wide. It's about tailoring appropriate interventions to appropriate scales – different interventions may work at different scales.
- It's not about stopping existing management – it's about developing additional tools to help the Reef adapt.
- Examples of Reef restoration and adaptation include work at the SeaSim facility growing corals and looking at how they adapt to different conditions.
- Any research is likely to involve working on peoples' land and sea country.
- There is a need to understand what changes this work could bring to country and people, and what the biocultural risks are.
- Examples of work on the Reef could include: coral replacement to help restore the Reef; shading and shielding the reef – to cool the area; and investigating if it's possible to draw up sea water and spray into the air to build cloud cover above reefs to create a mist or fog. Also, ideas around coral breeding.
- The program will be looking at different options and solutions to help the reef adapt to climate change. This includes looking at 'where' - which areas of the Reef should we be carrying out activities? And 'when' - at what time should we be trying out solutions?

The Traditional Owner Working Group highlighted that this component, more than others, needed a lot more discussion to understand how it impacts on Traditional Owners. This educational program needs to happen even before we start discussing governance arrangements.



Shading and cooling options being explored

Reef Restoration and Adaptation Program

Cloud brightening harnesses natural processes to increase the amount of sunlight and heat that clouds reflect from the sun, back into space, cooling and shading the reef below. Microscopic sea water droplets are sprayed into the air, creating a mild fog which deflects solar energy. It also seeds the clouds, increasing their capacity to deflect sunlight. The units would need to operate over weeks to months when bleaching risk was predicted to be high.

Misting can mimic the effects of sea fog, which - like clouds - reduces the amount of sunlight and heat reaching the sea surface. Misting could be applied either over individual reefs or at a regional scale.

Solar panels could generate electricity to help power mixing and pumping.

Surface films consisting of calcium carbonate - the same material as coral skeletons - reduce light and protect some coral species from bleaching. They would be applied on clear, still days, when bleaching conditions are at their worst.

During bleaching events, deeper, cooler seawater could be used to reduce the water temperature and reduce coral bleaching. Based on the same principles as naturally-occurring upwelling, water could be pumped from depth, and distributed via pipes into shallower reef waters. This method would likely be constrained to localised, high-value sites.

Why intervene?

Climate change is widely recognised as the greatest threat to the Great Barrier Reef. Increasingly warmer waters stress corals and lead to more frequent and severe coral bleaching events. With prolonged or extreme temperature stress, corals can die. Even with strong action to reduce climate change, water temperatures will continue to rise, and stay elevated, for decades to come.

A partnership helping the Great Barrier Reef resist, repair and recover:

Logos of partner organizations: Great Barrier Reef Foundation, CSIRO, QUT, James Cook University, The University of Queensland.

Figure 6a: Shading and cooling options - Possible types of Reef Restoration and Adaptation Activities

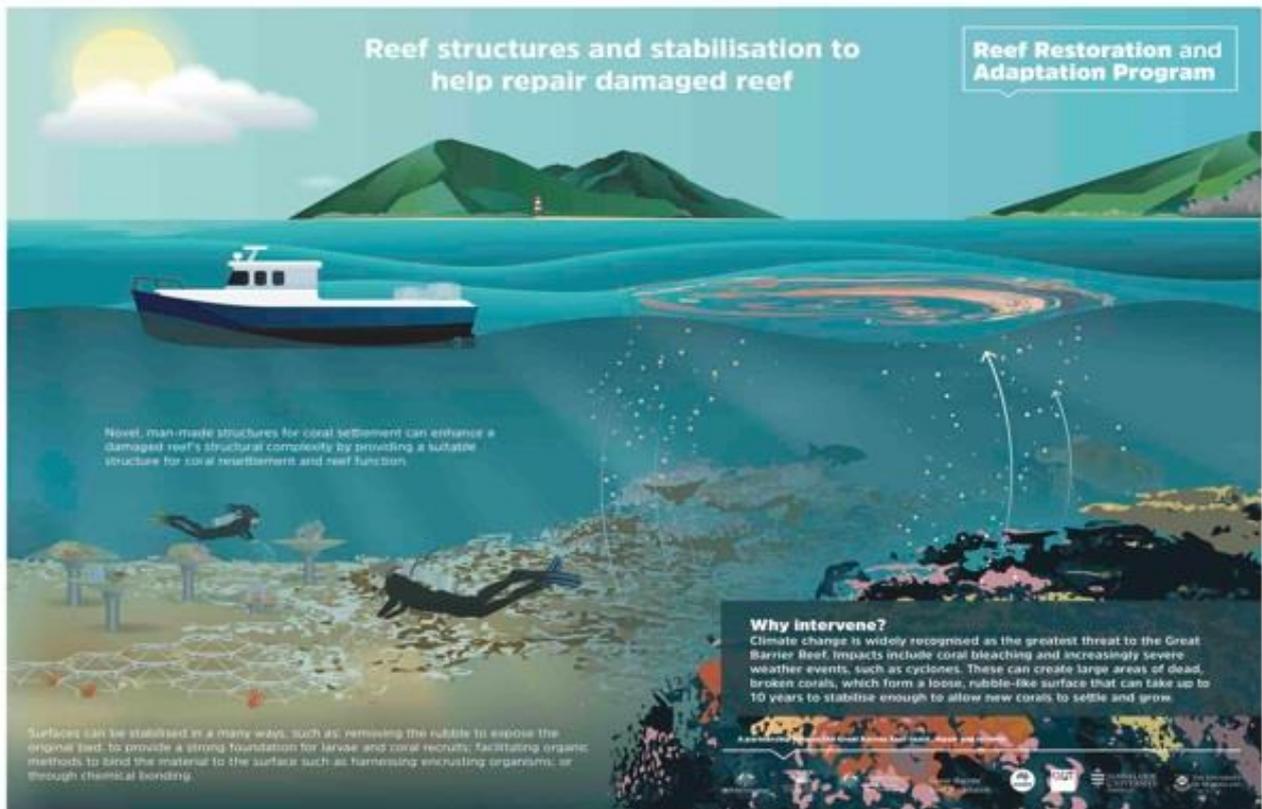


Figure 6b: Reef structure options - Possible types of Reef Restoration and Adaptation Activities



Figure 6c: Coral replacement options - Possible types of Reef Restoration and Adaptation Activities

(Figures 6a, 6b and 6c kindly provided by the Reef Restoration and Adaptation Program - a partnership between the Australian Institute of Marine Science, CSIRO, Great Barrier Reef Marine Park Authority, the Great Barrier Reef Foundation, QUT, James Cook University and The University of Queensland.)

Feedback and direction

Key points

'Traditional Owner support is based on understanding and respecting bio-cultural knowledge' – GBR Traditional Owner Workshop Participant.

- Traditional Owners think of the reef differently – it's a cultural landscape not a 'biology' landscape. Conversations are needed to build this understanding. Traditional Owner knowledge from the past needs to be brought forward.
- Time is running out and we need to act strategically and locally.
- Governance needs to ensure Traditional Owners are at the heart of decision making for this component.



- Deep engagement is needed with Traditional Owners to build a strong mutual understanding of risks and benefits, and respect for biocultural ethics.
- Having people on Country is a part of the healing process – for country and for people. This is where we should start from.
- Biocultural guidelines, principles and practices need to be agreed and adopted by agencies, institutions (researchers), private sector partners undertaking Reef restoration and adaptation activities.
- Programs need to include education and employment pathways across all phases of delivery including, planning, research, on-ground delivery, monitoring and evaluation and communication components.
- Actions must be practical. Local-scale restoration working with ranger groups should be facilitated.
- Support for the establishment and resourcing of a 'taskforce' to consolidate existing advice, guide and lead this body of work, and keep Traditional Owners involved and informed.



Integrated Monitoring and Reporting

Introduction

The Chair of the Indigenous Expert Heritage Working Group (IEHWG) for the Reef 2050 Integrated Monitoring and Reporting Program (RIMREP) provided an overview of the outcomes from the Working Group.



Figure 7: Strong Peoples – Strong Country Framework developed by the Reef 2050 Integrated Monitoring and Reporting Indigenous Heritage Expert Working Group (©Mallie Designs)



Feedback and direction

Key points

Progress implementation of the 'Strong Peoples - Strong Country' framework.

- People want the Reef 2050 Integrated Monitoring Indigenous Heritage reports on Indigenous heritage indicators and data-sharing agreements shared with Traditional Owners and stakeholders.
- The further development and implementation of data-sharing agreements needs to be supported to ensure Traditional Owner's Intellectual Property is protected and information about Indigenous knowledge systems and cultural values is safeguarded and shared appropriately.
- Culturally-grounded monitoring systems, protocols, tools and training are needed to support an integrated approach across all component activities, including water quality monitoring, COTS surveillance and Reef restoration.
- Undertake an audit of monitoring skills, assets and projects, building on previous audits, to identify key gaps and support the creation of integrated training and employment pathways across components.
- Consider reforming and resourcing the Indigenous Heritage Expert Working Group, or similar, to coordinate delivery of this work with partners.

Healthy water

Introduction

The GBRF provided an overview of the water quality component, including key priorities around nutrient, sediment and pesticide reduction and measures to protect what we have, repair what's damaged and improve land management practices.



Figure 8: Example of water quality improvement actions - stream bank restoration (Source: Robert Speed)

Feedback and direction

Key points

'The land and sea is one – you can't heal the water until you heal the land' – GBR Traditional Owner Workshop Participant.

- Water quality is important to everyone – but what that means is different for different people.
- There is the need for more information about the cultural value of water and cultural practices – and to look at how this information can be shared to better protect cultural connections.



- It's difficult to protect cultural connections in the absence of this information and when you're competing against the economic values of industries like grazing or tourism.
- Researchers often have siloed thinking. Policy makers tend to pull things apart. There is a need to look at the bigger picture - at the cultural landscape and to highlight interconnectedness of country. For example, through the 'Strong Peoples – Strong Country' Framework or cultural mapping projects.
- Information needs to be available in a way that policy makers will take into consideration and Traditional Owners can negotiate improved decisions. When decision makers are looking at the best available science there is often not a Traditional Owner voice in the room.
- When looking at governance don't reinvent the wheel – look at existing structures and what they can do better and where the gaps are. Everyone needs to come together.
- Use local and international examples of what's working and take them to other areas to share with Traditional Owners and the community.
- Remote areas are often overlooked and there are knowledge gaps in remote systems.

Traditional Owners would like to see:

- An increase in Traditional Owner led water quality improvement projects.
- Increased awareness and explicit consideration of Indigenous knowledge and cultural values – including the interdependencies between 'healthy country and healthy people' – at a policy level and in the design and delivery of water quality programs.
- Better engagement of Traditional Owners in current water quality programs and the adoption of Traditional Owner led co-design approaches in future water quality programs.
- The inclusion of education and employment pathways for Traditional Owners as a core part of the design and on-ground delivery of water quality programs.

Community Reef Protection

Introduction

The GBRF provided an overview of the community component and how it underpins the delivery of Partnership actions. Key discussion points were:

- How can we learn from existing Traditional Owner and community partnerships that deliver strong benefits for people and the Reef - what are the characteristics that help make these partnerships and projects strong?
- How might we support respectful and culturally-sensitive approaches that help both Traditional Owners and community strengthen benefits for people and the Reef? (e.g. training, engagement protocols, funding criteria, systems, planning)
- How can working groups explore and identify opportunities to foster coordinated approaches for program planning and delivery?



Figure 9: Model to increase positive impact that community action can have for the Great Barrier Reef (Source: Reef Trust Partnership)



Feedback and comments from workshop participants

Key points

'If you're not investing across the community you're not building on investments' – GBR Traditional Owner Working Group Participant.

- It's important to use and strengthen existing relationships and partnerships. Find shared priorities, create time for engagement, have conversations and identify joint benefits - including knowledge and skills sharing.
- A lot of people are doing good things – we need to shine a spot-light on activities that can make a difference. People at all levels need to be given tools to support them achieve outcomes.
- We need to work together collectively – create protocols that will deliver real outcomes for Traditional Owners. We've got some strong groups that can transfer knowledge. For the rest of us it's about working together. Not taking power away from groups – but sharing power.
- People want to engage with Traditional Owners but don't know how. Resources are needed on both sides to engage and build capacity – to develop protocols and tools that will deliver real outcomes – for Traditional Owners and the community.
- You need to look at the transactional costs of engagement for Traditional Owners as well as non-Indigenous grant recipients. Encouraging or requiring people to consult with Traditional Owners as part of grant rounds/projects isn't enough. There needs to be support and budgets for engagement.
- We need to break the short-term funding cycle; continuity of funding is really important.
- We're in a transition phase – it's tricky because we're retrofitting processes. How do we join efforts together, be more collaborative, coordinate planning? What are the different skill sets we need?
- We need a level of flexibility re: (component) outcomes. For example, mental health for our young people – social and emotional wellbeing – identity and self-esteem - employment opportunities for junior rangers. It can make a huge difference to our children.
- Consider how place-based community activities can form part of broader integrated approaches – bringing groups together to have larger impact.

'We need to take the community and everyone along the way through the Partnership'.

Next steps

'When all is said and done – we hope more is done than said' - GBR Traditional Owner Workshop Participant.

Feedback and advice received from Traditional Owners at the workshop will inform the preparation of the Partnership's Annual Work Plan for 2019-2020.

The Reef Trust Partnership Work Plan will be publicly available on the GBRF's website in July 2019.

This document is a summary of key workshop outcomes and will be made available through the GBRF in July 2019.

Key background documents

- Reef Trust Partnership Investment Strategy
 - Traditional Owner component – page 28

- Reef Trust Partnership Monitoring and Evaluation Plan
 - Traditional Owner component – page 44

- Reef 2050 Great Barrier Reef Traditional Owner Workshop Reef-Wide Forum Final Report
 - “Strong Peoples – Strong Country” framework – page 10
 - Governance principles – page 15