



## AND STRATEGY TOWARDS 2030





2025 marks 50 years since the Indigenous Home Ownership program was established. We are honouring those foundations and commemorating the impact that our programs support.

We reflect on this milestone that honours the resilience, wisdom, and courage of past generations while celebrating the innovation and passion of the present. It reminds us that every success achieved today is a testament to those who came before, and a stepping stone for those who will come after.

Our theme, **'50 Years: Through the Generations'**, reflects this journey of our organisation, as well as, and most importantly, the successes of our customers and their families and communities.





IBA acknowledges the continuing connection of Aboriginal and Torres Strait Islander people to their law, land, waters, community, and culture. We pay our respects to Elders, past and present, who have paved the way for change. We acknowledge those who continue to lead from a place of strength, resilience and courage. We honour those who are no longer with us, and we look to the future with hope while keeping our eyes on the present.



### A note on terminology

The United Nations Permanent Forum on Indigenous Issues estimates there are more than 370 million Indigenous people spread across 70 countries worldwide. In considering the diversity of Indigenous people, an official definition of 'indigenous' has not been adopted by any United Nations (UN) system or body. According to the UN, the most fruitful approach is to identify, rather than define, Indigenous people. This is based on the fundamental criterion of self-identification as underlined in several human rights documents. Australia's Indigenous people are two distinct cultural groups made up of Aboriginal and Torres Strait Islander people. But there is great diversity within these two broadly described groups exemplified by more than 250 different language groups spread across the nation.

Indigenous Business Australia (IBA) uses the primary term of Aboriginal and Torres Strait Islander people to refer to our customers, in line with the *Aboriginal and Torres Strait Islander Act 2005* (ATSIA Act), which acknowledges the distinct cultural differences and diversity across Australia. In recognition of the societal shifts occurring in Australia, IBA has adopted the secondary term of First Nations.

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—  
Ngarrindjeri Country in  
South Australia where  
IBA staff participate in  
Jawun secondments  
—

## Acronyms

AI	Artificial intelligence
APS	Australian Public Service
ATSI Act	<i>Aboriginal and Torres Strait Islander Act 2005</i>
CCE	Corporate Commonwealth entity
ESG	Environmental, social, and governance
ILSC	Indigenous Land and Sea Corporation
ICT	Information and communication technology
IT	Information technology
MoU	Memorandum of understanding
NIAA	National Indigenous Australians Agency
PBS	Portfolio Budget Statements
PGPA Act	<i>Public Governance, Performance and Accountability Act 2013 (Cth)</i>
PM&C	Prime Minister and Cabinet
TSRA	Torres Strait Regional Authority
UN	United Nations



# Message from the Chair

I am pleased to present IBA's Corporate Plan 2025–26, my first as the Chair of the IBA Board. The plan sets out priorities and activities for the coming year and outlines our strategy for the next five years to 2030. It lays the foundations on which IBA will expand its impact for the benefit of Aboriginal and Torres Strait Islander people.

It was an honour to be appointed as the Chair in December 2024. IBA has a proud history of providing inclusive, equitable, and fair access to capital and finance. Along with Deputy Chair, Olga Havnen, new Board members Leah Cameron, Brian Bero and Dr Doug McTaggart, and continuing Board members Joshua Gilbert and Claire Woodley, we look forward to building on this legacy. The Board brings a wide range of skills and lived experience that are important for realising the opportunities ahead.

We welcomed the historic amendments to IBA's enabling legislation—the ATSI Act—passed by the Parliament earlier this year. The change enhances our ability to leverage capital and support more Aboriginal and Torres Strait Islander people in realising their dreams and aspirations.

In line with our legislated purpose, our activities build the economic self-sufficiency and resilience of Aboriginal and Torres Strait Islander people. Over the next five years we intend to focus on priority sectors, including business and manufacturing, housing and residential development, construction, contracting, mining, and mine restoration and rehabilitation.

We intend to leverage our balance sheet to deliver more, pursue greater co-investment and partnership opportunities, leverage private sector capital, and pursue our legislative purpose to enhance First Nations economic self-sufficiency and accumulate and deploy a substantial capital asset.

The next step is to establish a set of Rules that will provide a robust framework for leveraging the appropriate mix of public and private investment. The Rules must be agreed with the Minister for Indigenous Affairs and the Minister for Finance.

While this process is underway, the Board has refreshed IBA's long-term strategy to seize the opportunities of our expanded borrowing capacity. The new strategy takes a fresh approach that seeks to facilitate and attract private sector investment for First Nations commercial and economic activities. Our priorities are to drive:

- increased access to capital for Aboriginal and Torres Strait Islander people, businesses, and communities
- robust pathways to prosperity
- success through collaboration and partnerships.

We will deploy a broad range of financial tools to raise and deliver capital to communities, businesses and families across Australia. Over the next five years, we aim to attract significant capital to support First Nations economic prosperity. We will collaborate with Commonwealth entities to co-invest in strategic projects. This will include national infrastructure initiatives that will deliver economic and social outcomes for communities across Australia.

Collaboration and partnerships are fundamental to delivering on our purpose. We look forward to working alongside members of the First Nations Economic Partnership to support the development of a new First Nations Economic Framework.

To access the capital markets, boost economic strategies, support entrepreneurship, and deliver on our purpose, we require fit-for-purpose architecture, data and evidence. Over the next five years, we will strengthen our capacity to source business data, economic indices, information, and market intelligence. This will enable us to develop and publish investment and business cases with reliable data and market information. We will build on our ground-breaking work in measuring the economic, social and cultural impacts of IBA's activities from the perspective of Aboriginal and Torres Strait Islander people.

We plan to do more to improve financial wellbeing and economic self-sufficiency of our people and communities in partnership with First Nations organisations and businesses. When our people are financially strong, every other part of life improves. Financial wellbeing is the foundation for self-determination. As custodians and stewards of Country, we carry obligations that are best fulfilled when we are economically empowered. Economic self-sufficiency is essential to First Nations futures, and First Nations prosperity must be our measure of success.

Our products and services are available nationally to Aboriginal and Torres Strait Islander people in urban, regional, remote, and very remote locations. We invest where others will not—creating jobs, safer communities, and economic opportunity. Investing alongside First Nations communities and businesses also grows the Australian economy, which benefits all Australians.

On behalf of the Board, I congratulate Senator the Honourable Malarndirri McCarthy on her reappointment as the Minister for Indigenous Australians following the May federal election. We are grateful for the opportunity to lead IBA during this exciting period of transformation and change.

I would like to thank Leo Bator and Shanti Rama for acting in the CEO role during the year, while we undertook a recruitment process for a new CEO. I also acknowledge former Chair, Eddie Fry, and previous Board members for their leadership and dedication to IBA over the past decade.

I am excited to be working with the Board and Executive team to implement the new strategy, which delivers on our expanded borrowing power, and our purpose, with renewed drive and ambition.

**Mr Darren Godwell**

**Chair of the IBA Board**



—  
Wayne and Lucy  
McGinness have  
created a charmed  
life for themselves  
and their family. Their  
business is going from  
strength to strength  
and their house is  
truly a home while  
providing security  
for the future.  
—





# Contents

As a corporate Commonwealth entity (CCE), IBA must prepare a corporate plan each year, in accordance with the *Public Governance, Performance and Accountability Act 2013 (Cth)* (PGPA Act). The plan must adhere to the Public Governance, Performance and Accountability Rule 2014 (PGPA Rule). Section 16E (2) of the PGPA Rule sets out the matters that must be included in the corporate plan, as follows.

Item	Topic	Matters to be included	Pages
1	Introduction	(a) a statement that the plan is prepared for paragraph 35(1)(b) of the PGPA Act	5
		(b) the reporting period for which the plan is prepared	
		(c) the reporting periods covered by the plan	
2	Purpose	The purposes of the entity	6–7
3	Key activities	For the entire period covered by the plan, the key activities that the entity will undertake in order to achieve its purposes.	10–13
4	Operating context	(a) the environment in which the entity will operate	20–21
		(b) the strategies and plans the entity will implement to have the capability it needs to undertake its key activities and achieve its purposes	22–25
		(c) a summary of the risk oversight and management systems of the entity, and the key risks that the entity will manage and how those risks will be managed	24–25
		(d) details of any organisation or body that will make a significant contribution towards achieving the entity's purposes through cooperation with the entity, including how that cooperation will help achieve those purposes	28–29
		(e) how any subsidiary of the entity will contribute to achieving the entity's purposes	30
5	Performance	For each reporting period covered by the plan, details of how the entity's performance in achieving the entity's purposes will be measured and assessed through:  (a) specified performance measures for the entity that meet the requirements of section 16EA  (b) specified targets for each of those performance measures for which it is reasonably practicable to set a target	31–39
-	Appendix A	Integrated performance framework	40
-	Appendix B	Changes to performance information	41

# Corporate Plan on a page

## ENABLING LEGISLATION

*Aboriginal and Torres Strait Islander ACT 2005 (Cth) (ATSI Act)*

## LEGISLATED PURPOSE (SECTION 146 OF THE ATSI ACT)

To assist and enhance Aboriginal and Torres Strait Islander self-management and economic self-sufficiency.

To advance the commercial and economic interests of Aboriginal persons and Torres Strait Islanders by accumulating and using a substantial capital asset for the benefit of Aboriginal and Torres Strait Islander peoples.

## OUTCOME 1 (PRIME MINISTER AND CABINET [PM&C] PORTFOLIO)

Improved economic inclusion and participation to enhance the financial wellbeing and independence of Aboriginal and Torres Strait Islander people through distribution of home and business finance, access to wealth generating opportunities and capability development activities.

## PROGRAM 1.1 (LINKS TO OUTCOME 1)

Aboriginal and Torres Strait Islander economic participation and wealth creation.

## KEY ACTIVITIES TO DELIVER ON OUR PURPOSE

### Current key activities



Housing

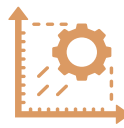


Business



Investments

### Planned new key activities



Large scale projects and transactions



Shape the investment context

## STRATEGY TOWARDS 2030

Deploying capital

Patient capital

Raising capital

Shaping capital

## IMPACT THESIS AND THEORY OF CHANGE

'IBA walks with Aboriginal and Torres Strait Islander people to maximise wellbeing through culturally responsible financial pathways leading to economic inclusion and empowerment.'

CULTURALLY RESPONSIBLE FINANCIAL PATHWAYS



SELF-MANAGEMENT & ECONOMIC SELF-SUFFICIENCY



ECONOMIC, SOCIAL & CULTURAL IMPACTS

## PERFORMANCE MEASURES

We have a mix of output, efficiency and effectiveness measures. Performance measures 1, 2, 3, 4, 5, 6, 8 and 9 are entity-wide measures that relate to current key activities. Performance measure 7 relates to Housing.

### Outputs and efficiency

Performance measures 1, 2, 3 and 9

### Effectiveness

Performance measures 4, 5, 6, 7 and 8

We intend to establish new performance measures or adjust the existing measures to account for the planned new key activities, in future years.



## OPERATING CONTEXT

### VALUES

Responsive



Informed



Connected



Invested



Respectful



### CAPABILITY

Workforce

Infrastructure

ICT and technology

### RISK MANAGEMENT

Financial and capital

Climate and sustainability

ICT and cyber security

Reputation, relationships,  
and influence

People and culture

Fraud and corruption

Data and information  
management

Regulatory compliance  
and governance risks

### COOPERATION

Commonwealth  
departments and agencies

Commonwealth special  
investment vehicles

State and  
territory governments

First Nations  
businesses

Community-controlled  
organisations

Universities, researchers,  
and education providers

Commercial  
lenders

Insurance  
providers

Finance sector  
peak bodies







# Introduction

We walk with Aboriginal and Torres Strait Islander people, their families, businesses, and communities to achieve financial independence, economic self-sufficiency, and long-term, positive impacts. Over time, we have supported thousands of Aboriginal and Torres Strait Islander people into home and business ownership, and hundreds of organisations to invest and build a future for their communities.

Our culturally responsive operating model has lasting benefits. Our model improves financial wellbeing for Aboriginal and Torres Strait Islander people, and therefore wellbeing overall, even after customers have moved on from IBA. By fostering financial wellbeing, and therefore stability, security, and quality of life, we provide meaningful support that empowers individuals and strengthens communities.

Demand for our products and services is growing. A barrier to meeting the growing demand was the restriction on our ability to borrow or raise capital in IBA's enabling legislation. The restriction was a historical artifact from the late 1980s. It was inconsistent with other legislation that allows most corporate Commonwealth entities (CCEs) to borrow.

On 13 February 2025, the ATSI Act was amended to remove that restriction. This major reform will enable us to mobilise capital for high impact programs, including business, housing, infrastructure, economic development, and other place-based initiatives. We have refreshed our strategy to meet this goal.

The updated legislation provides for the Minister for Indigenous Australians to make Rules to prescribe how IBA may borrow and raise capital (Sections 183 and 189A of the Act). The Rules must be made by legislative instrument and with the agreement of the Finance Minister.

Leading up to the new Rules, we continue to show how we can balance our multiple roles as:

- a CCE
- an organisation led by a mainly Aboriginal and Torres Strait Islander Board established for the benefit of Aboriginal and Torres Strait Islander people
- a value-added specialist capital provider.

The corporate plan is our principal planning document. It sets out the key activities, priorities, and performance measures that will contribute to achieving our legislated purpose and outcomes in the short, medium, and long term.

This year's corporate plan provides a high-level roadmap to implement the refreshed strategy up to 2030, and a guide for the strategic direction over the longer term. It outlines what we will do to achieve our strategy and how we will work with different parts of the broader policy settings and system.

## Statement of preparation

As the accountable authority of IBA, the Board presents the IBA Corporate Plan 2025–26, as required under Section 35(1)(b) of the *Public Governance, Performance and Accountability Act 2013* (PGPA Act). The plan is consistent with the obligations in IBA's enabling legislation, the *Aboriginal and Torres Strait Islander Act 2005* (Cth) (ATSI Act). It is in accordance with the Public Governance, Performance and Accountability Rule 2014 (PGPA Rule). This plan was prepared for the 2025–26 reporting period and includes information that covers the 2025–26 to 2028–29 reporting periods. It replaces the IBA Corporate Plan 2024–25.

# Purpose

IBA is established under the ATSI Act and is a CCE under the PGPA Act. These Acts guide our strategy and operations. IBA reports to the Minister for Indigenous Australians.

## Our legislated purpose

Section 146 of the ATSI Act sets out the purposes of IBA, as follows.

- **To assist and enhance Aboriginal and Torres Strait Islander self-management and economic self-sufficiency.**
- **To advance the commercial and economic interests of Aboriginal persons and Torres Strait Islanders by accumulating and using a substantial capital asset for the benefit of Aboriginal and Torres Strait Islander peoples.**

Section 147 explains IBA functions are to engage in commercial activities, as well as to promote and encourage Aboriginal and Torres Strait Islander self-management and economic self-sufficiency.

Section 148(1) and (2) of the ATSI Act sets out how IBA should perform its functions. In summary, it says:

- **IBA must act with sound business principles**
- **The IBA Board must have regard for Aboriginal and Torres Strait Islander participation, ownership, control and beneficial impact.**

Section 148 does not apply to business and housing loans. These come under Section 152 (2A), which says business and housing loans, as well as grants and guarantees relating to such loans, must further the social, economic, or cultural development of Aboriginal and Torres Strait Islander people.

On 13 February 2025, the ATSI Act was amended to remove the restriction on borrowing and raising capital, thereby expanding IBA's remit and mandate.

## Portfolio Budget Statements (outcome and program)

We have one outcome statement, known as Outcome 1, and one program, known as Program 1.1, which relate to our outcomes and planned performance as described in the PM&C Portfolio Budget Statements (PBS) 2024-25.

We recently updated the outcome statement to reflect the changes to our enabling legislation. It aligns our outcome statement with our new strategic direction, shifting the focus from outdated prescribed activities to clearly defined desired outcomes.

### Outcome 1 (PM&C Portfolio)

**Improved economic inclusion and participation to enhance the financial wellbeing and independence of Aboriginal and Torres Strait Islander people through distribution of home and business finance, access to wealth generating opportunities and capability development activities.**

### Program 1.1 (links to Outcome 1)

**Aboriginal and Torres Strait Islander economic participation and wealth creation.**



—  
Katherine-based  
Butterworth  
Industries is a great  
example of what is  
possible when the  
owners of a small  
business think big.  
—



## Objects

The Preamble and Part 1 of the ATSI Act provides important context and background. It explains the intent of establishing IBA (and its related entities the Torres Strait Regional Authority (TSRA) and the Indigenous Land and Sea Corporation (ILSC)). Our purpose should be interpreted and understood within this context. Section 3 states:

**'The objects of this Act are, in recognition of the past dispossession and dispersal of the Aboriginal and Torres Strait Islander peoples and their present disadvantaged position in Australian society:**

**(a) to ensure maximum participation of Aboriginal persons and Torres Strait Islanders in the formulation and implementation of government policies that affect them**

**(b) to promote the development of self management and self sufficiency among Aboriginal persons and Torres Strait Islanders**

**(c) to further the economic, social and cultural development of Aboriginal persons and Torres Strait Islanders**

**(d) to ensure co ordination in the formulation and implementation of policies affecting Aboriginal persons and Torres Strait Islanders by the Commonwealth, State, Territory and local governments, without detracting from the responsibilities of State, Territory and local governments to provide services to their Aboriginal and Torres Strait Islander residents.'**

## Our history

### 1967 Referendum

The Australian Constitution was amended to allow the Commonwealth Government to make laws for Aboriginal and Torres Strait Islander people.

1967

### Aboriginal and Torres Strait Islander Commission (ATSIC) Act 1989

The Aboriginal and Torres Strait Islander Commercial Development Corporation (CDC) was created with a focus on commercial activities.

1989

2001

### Aboriginal and Torres Strait Islander Commission Amendment Act 2001

The CDC was renamed to 'Indigenous Business Australia'.

2005

### Aboriginal and Torres Strait Islander Act 2005

ATSIC was abolished, the ATSIC Act was renamed the ATSI Act, and the activities relating to business and housing loans and commercial activities were consolidated under IBA.

### **Aboriginal Enterprises (Assistance) Act 1968**

A fund was created for the purpose of supporting Aboriginal-owned businesses.

**1968**

### **Aboriginal Development Commission Act 1980**

A capital account was created to promote Aboriginal development, self-management and self-sufficiency.

**1980**

**1974**

### **Aboriginal Loans Commission Act 1974**

A statutory body was created to administer the Aboriginal Enterprises Fund and a new fund to provide housing loans.

**2020**

### **2020 Impact Report**

IBA published its first impact framework and impact report based on the perspectives and lived experiences of Aboriginal and Torres Strait Islander people.

**2025**

### **Future Made in Australia (Production Tax Credits and Other Measures) Act 2025**

The ATSI Act was amended to remove the restriction on IBA's ability to borrow and raise capital.



# Key activities

This section explains our current and planned key activities, our priorities for the year ahead, our strategy towards 2030, and our impact thesis.

## Current key activities

We currently undertake the following key activities to achieve our purpose.

### Housing

We undertake activities that enable Aboriginal and Torres Strait Islander people to own a home and build home equity. These include:

- capability and information sessions
- home loans with low introductory rates for low to medium income earners
- shared equity
- natural disaster and state of emergency support
- ongoing support throughout the term of the loan.

### Business

We undertake activities to facilitate Aboriginal and Torres Strait Islander people to start and grow a business that supports income, employment, and economic independence. These include:

- capability and skills workshops
- access to resources, referrals, business support, and industry experts
- business loans and a start-up finance package
- business finance solutions such as producer offset loans, equipment finance, invoice finance, and performance bonds
- natural disaster and state of emergency support
- sector development initiatives such as Strong Women Strong Business and Accelerate with IBA.

### Investments

We partner with Aboriginal and Torres Strait Islander organisations to invest, grow capital, and build commercial capability. This includes:

- investment capability workshops
- equity co-investments to enhance commercial opportunities
- structured project financing for land activation opportunities alongside Aboriginal and Torres Strait Islander organisations
- investment in assets and funds to generate revenue sources for communities.

We work to advance Aboriginal and Torres Strait Islander people's commercial and economic interests through sponsorships, sector development initiatives, and strategic partnerships across all these key activity areas.

In accordance with our legislated purpose, we are also required to protect and grow the money under our management to facilitate the key activities we undertake for Aboriginal and Torres Strait Islander people. We have grown our total assets from \$1.5 billion in 2019 to over \$2.3 billion.

### Strategies for the next five years

- Offer services, products, resources and opportunities to First Nations people that assist with self-management.
- Enable more First Nations people to secure home ownership through a greater range of avenues.
- Support more First Nations people to own and operate a business and enable more businesses to grow and scale.
- Grow and diversify IBA's capital base for the benefit of Aboriginal and Torres Strait Islander people's interests.
- Create avenues for First Nations people and organisations to seek out investment, to coinvest, or to raise capital for their economic self-management and self-sufficiency.

### Priorities for the year ahead

- Provide access to free workshops and capability development for 1,825 Aboriginal and Torres Strait Islander people.
- Establish a place-based business coaching and mentoring program for First Nations businesswomen and entrepreneurs.
- Develop more resources and expand the workshops and financial education training offered by IBA and our partners.
- Promote the myIBA customer portal and continue to explore opportunities to simplify, streamline and digitise the home and business finance application process.
- Distribute over \$310 million in home loans and over \$54 million in business finance.
- Distribute over \$18 million in financial returns to First Nations co-investment partners from our existing funds management services and investments.

### Planned new key activities

Recent amendments to our enabling legislation removed the restriction on IBA's ability to borrow and raise capital. We have since refreshed our long-term strategy to seize the opportunities from this expanded mandate. This will allow IBA to introduce the following new key activities over the next five years, which will accelerate our ability to achieve our purpose.

#### Large scale projects and transactions

To participate in the Australian economy and build safe, healthy and prosperous communities, Aboriginal and Torres Strait Islander people and organisations require access to the same financial instruments as everyone else.

Over the next five years, we will seek to leverage our growing capital asset base to facilitate and attract public and private sector investment in a range of commercial and economic activities. That includes investing in large transactions and projects alongside Aboriginal and Torres Strait Islander people, businesses, and organisations.

#### Shape the investment context

Over the next five years, we intend to influence and inform the financial and economic ecosystem to promote and encourage Aboriginal and Torres Strait Islander economic development, involvement, and empowerment.

This is important for economic self-sufficiency as it will, over time, provide more options and pathways for First Nations people to access finance and capital, make informed financial decisions, build wealth, and improve their quality of life.

# Our strategy towards 2030

## Building economic prosperity

Our supported finance model focuses on encouraging positive financial behaviours, which are key to financial wellbeing and economic self-sufficiency, in accordance with our purpose. Home and business ownership are important pathways to financial wellbeing with life-changing benefits. Aboriginal and Torres Strait Islander people and families across Australia continue to experience the positive impacts of IBA's activities in these areas. But it is time to expand our impact by setting up the conditions for change.

Our purpose also includes advancing the commercial and economic interests of Aboriginal and Torres Strait Islander people. One way we do this is by supporting communities to build wealth and generate financial returns through investments and asset management. These investments have significant and wide-reaching impacts.

Our new strategy elevates investing and income-producing assets as important pathways to economic self-sufficiency. It presents a new vision for First Nations economic empowerment supporting First Nations people to activate their rights and interests over land and waters with more access to capital and finance.

We will support more Aboriginal and Torres Strait Islander people to realise their aspirations for self-management and economic self-sufficiency. We will provide access to capital and finance to more Aboriginal and Torres Strait Islander people and establish new pathways that grow wealth and build prosperity, now and for future generations.



DEPLOYING  
CAPITAL

RAISING  
CAPITAL



## Strategic pillars

Four strategic pillars outline how we will achieve our purpose. Pillar 1 and Pillar 2 acknowledge the important role housing, business, and investments play in enhancing economic self-sufficiency, and relate to our current key activities. Pillar 3 and Pillar 4 seek to expand the pathways to economic self-sufficiency available to Aboriginal and Torres Strait Islander people and relate to our planned new key activities.

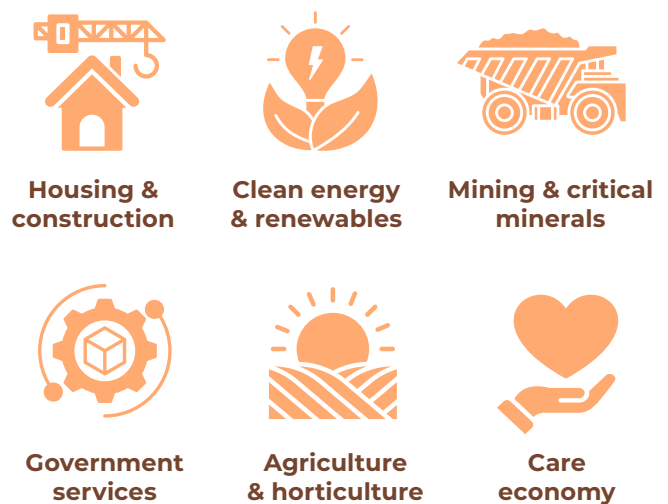
### Our strategic pillars

1. Deploying capital
2. Raising capital
3. Patient capital
4. Shaping capital

## Priority sectors

The Australian economy is transforming. Over the next five years, we will focus on areas of significant scale, high impact, and rapid growth to ensure First Nations people benefit from these emerging opportunities.

Figure 1: Our priority sectors

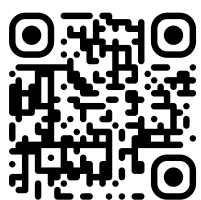


**PATIENT  
CAPITAL**

**SHAPING  
CAPITAL**



Wellbeing artwork  
by Amunda Gorey



To read the full  
IBA Impact Report 2024,  
scan the QR code  
or visit [www.iba.gov.au](http://www.iba.gov.au)



# Impact thesis and theory of change

## **'IBA walks with Aboriginal and Torres Strait Islander people to maximise wellbeing through culturally responsible financial pathways leading to economic inclusion and empowerment.'**

Measuring What Matters is Australia's first national wellbeing framework. It will track Australia's progress towards a more healthy, secure, sustainable, cohesive and prosperous nation. The IBA approach to measuring impact aligns with the Australian Government's focus on wellbeing. It also complies with the Commonwealth Evaluation Policy principles of being fit for purpose, useful, robust, ethical and culturally appropriate, credible, and transparent.

The wellbeing of customers and the prosperity of the communities we work with are fundamental to delivering our purpose. Taking a wellbeing approach shows an understanding of where our target outcomes fit within the broader needs of Aboriginal and Torres Strait Islander people. This helps inform what else we can do or how else we can help. It does not mean we are accountable for every aspect of people's lives.

We undertake impact studies to validate our impact thesis and provide evidence of the effectiveness of our activities in meeting our legislated purpose. We have been at the forefront of measuring impacts and outcomes from the perspective of Aboriginal and Torres Strait Islander people. Our impact reports show that IBA's activities have positive impacts on the lives of many. They tell our impact story through numbers and words.

Our impact studies show that for Aboriginal and Torres Strait Islander people, financial wellbeing means living comfortably, paying bills and saving money. Improved financial wellbeing leads to self-management, independence, and economic self-sufficiency. The financial security and freedom that results greatly enhances resilience, overall wellbeing, and the ability to live without stress or worry.

Many participants in our Impact Report 2024 reflected on the positive impacts of business and home ownership, expressing a wish to have learnt financial skills earlier in life. Younger people are typically more optimistic about the future and benefit from financial education. Despite their enthusiasm, awareness of IBA and the services we provide is relatively low. In 2025–26, we plan to deliver our next impact study focused on young people. The study aims to explore ways to introduce business skills and financial education to increase awareness and access to IBA pathways for young First Nations people.

During 2025–26 we will update our impact framework, impact thesis, and theory of change to align with the new strategy's emphasis on investing and large-scale transactions as critical pathways to economic self-sufficiency. We will also start a deep dive into the place-based impacts from co-investing with IBA to support future capital raising activities.

Figure 2: How our culturally responsible financial pathways lead to positive impacts





## Alignment with government priorities

Our activities contribute to achieving a range of government priorities and objectives, including:

- Future Made in Australia
- developing Northern Australia
- national housing reforms
- the clean energy transition
- gender equality and women's economic empowerment
- social impact investing and leveraging government investment.

Importantly, we contribute to the Government's priorities relating to the National Agreement on Closing the Gap, supporting First Nations women in business, and establishing a comprehensive First Nations Economic Framework.

## First Nations Economic Framework

In December 2024, as part of the 2024–25 Mid-Year Economic and Fiscal Outlook, the Australian Government committed to providing \$16.9 million over five years from 2024–25 to support the development of a First Nations Economic Framework and establish a First Nations Economic Partnership. Work on the framework is expected to start soon after the partnership terms have been negotiated.

## Supporting First Nations women in business

As part of the 2025–26 Budget, the Government announced the Supporting First Nations Women in Business measure (\$3.4 million over three years from 2025–26). This initiative aims to increase self-management and the participation rate of First Nations women in business by supporting First Nations women with greater access to launch viable businesses, commercialise and grow existing businesses.

The placed-based business coaching and mentoring program will be co-designed and delivered by First Nations businesses and organisations in partnership with IBA. Once established, the program will provide six months of coaching and mentoring support, delivered through the First Nations partner organisations, for up to 75 First Nations women entrepreneurs in both 2026–27 and 2027–28.

## National Agreement on Closing the Gap

Our mandate clearly aligns with two National Agreement outcomes:

**Outcome 8: Strong economic participation and development of Aboriginal and Torres Strait Islander people and communities.**

**Outcome 9: Aboriginal and Torres Strait Islander people secure appropriate, affordable housing that is aligned with their priorities and need.**

We have been measuring the impact of our activities from the perspective of Aboriginal and Torres Strait Islander people since 2020. Our impact reports show that our activities have a significant positive impact across many of the outcome areas, both directly and indirectly, including education, employment, safety, and health. Our impact reports show the importance of access to money and finance for First Nations self-determination and for achieving system-wide change.

We acknowledge that the National Agreement is a commitment to work in partnership with Aboriginal and Torres Strait Islander people. Table 1 shows how we contribute to the four priority reform areas of the National Agreement.

Table 1: Summary of our contributions to the priority reform areas

Priority reform area	How IBA contributes
<b>Formal partnerships and shared decision-making</b>	We partner with First Nations businesses and organisations to deliver our activities and include First Nations people in co-designing new products and services.
<b>Building the community-controlled sector</b>	We have memorandums of understanding (MoUs) with community-controlled organisations to collaborate and support access to networks, capital, and capability development.
<b>Transforming government organisations</b>	All IBA staff complete mandatory cultural awareness training and are offered unconscious bias training. Our procurement from First Nations businesses exceeds the mandated targets under the Australian Government's Indigenous Procurement Policy. We have MoUs with a few government agencies to share insights and explore collaborations that benefit First Nations people.
<b>Shared access to data and information at a regional level</b>	We contribute to Treasury's approach to the Australian Centre for Evaluation. All our impact studies receive ethics approval from the Australian Institute of Aboriginal and Torres Strait Islander Studies Research Ethics Committee. We are implementing the Governance of Indigenous Data Framework under the auspices of our environment, social, and governance (ESG) strategy.



# Operating context

This section outlines the changing context and environment in which we deliver our key activities and the risks and opportunities we anticipate over the next five years.

## Legal and policy context

We must balance our role as a provider of financial services with being a CCE established to benefit First Nations people. We pursue better practice with evolving laws and policies set by the Australian Government such as the:

- Commonwealth Risk Management Policy
- Australian Public Service (APS) Net Zero Policy
- *Modern Slavery Act 2018*
- Unfair Contract Terms 2023
- *Work Health and Safety Act 2011*.

We regularly review and adjust our policies and procedures. This allows us to continue to meet the high standards of corporate governance expected by the Australian Government and the community.

## Funding and resources

Our Board approves the IBA budget, including resourcing to deliver key activities for the benefit of Aboriginal and Torres Strait Islander people. Our budget is then included in the Commonwealth PBS and Portfolio Additional Estimates statements process in the PM&C portfolio.

As a result of recent changes to our enabling legislation, we are exploring other potential funding sources, including through borrowing and capital raising. This is a key opportunity over the next five years, subject to the Rules being established. It will enable us to undertake new key activities that contribute to achieving our purpose particularly facilitating and financing large-scale projects and transactions.

Over the 2025–26 financial year, the capital injections we have available to meet demand and finance our operations include:

- an annual appropriation of \$11.8 million of funding from government
- a capital injection of \$22.9 million annually to finance more housing loans
- an annual grant funding contribution of \$27.5 million from the National Indigenous Australians Agency (NIAA) to support the business solutions program.

Other sources of funds we have available to meet demand and finance our operations include:

- recycling of capital from principal repayments and sale of investments
- interest revenue and dividends received expected to be \$114 million in 2025–26.

We also anticipate raising \$15 million in equity contributions from First Nations co-investors in 2025–26.

It should be noted that in the 2025–26 Budget, IBA received:

- \$70.9 million over two years to increase opportunities for First Nations Australians to buy their own home
- \$3.4 million over three years to support First Nations women in business.

## Operating environment

Over recent years, economic shifts and climate-related events in Australia have caused rising living costs and inflation. At the same time, massive international economic, strategic, technological, social and regulatory shifts have increased the unpredictability and uncertainty. With challenges, opportunities arise. These challenges offer valuable insights into how we can adapt and respond to the rapidly changing environment to better meet the needs of Aboriginal and Torres Strait Islander people.

Systemic barriers mean that the positive opportunities arising from more favourable economic settings (such as interest rate cuts) do not always reach First Nations communities equitably. Targeted policies to address economic challenges are needed for marginalised communities to achieve economic stability and growth. We are committed to equipping our staff, customers, and stakeholders with the tools needed to navigate economic risks and capitalise on growth opportunities.

Table 2 identifies the key challenges and changes in our operating environment and how IBA is responding to continue delivering our key activities and ultimately to achieve our purpose.

Table 2: Responding to opportunities and challenges in our complex operating environment

Factors	Our response
<b>Policy, legal, and regulatory landscape</b>	We will soon be able to borrow and raise capital and use innovative approaches to increase home lending and business investments, and facilitate and finance more and large investment activity, because of recent changes to our enabling legislation. We will continue to work with other agencies and stakeholders, including as part of the First Nations Economic Partnership, to further explain how economic self-sufficiency and participation in the economy contributes to Closing the Gap.
<b>Economic factors</b>	We continue delivering supported finance to address economic vulnerabilities for First Nations people, businesses and communities by continually analysing domestic and international trends and their implications for the First Nations business sector. We will expand our research and economic analysis capabilities to inform business cases and influence economic policy and the financial ecosystem more broadly.
<b>Technological factors</b>	We remain committed to digital transformation and adopting new technology to enhance the customer experience and improve efficiency. This includes exploring the use of new artificial intelligence (AI) tools to provide advanced data analysis and deeper insights into the Indigenous economy. We are also exploring ways to apply First Nations data sovereignty principles to activities involving customer data.
<b>Social factors</b>	We will continue to support more First Nations women starting a business and helping single carer families (predominantly women) to access home ownership. We are increasing First Nations home buyers' purchasing power with our Shared Equity initiative. Our impact evaluation, research, policy submissions and economic notes strengthen our public advocacy for greater First Nations self-determination.
<b>Geographic and environmental considerations</b>	Many IBA customers live in regional and remote areas where increasing natural disasters worsen economic challenges, especially in Aboriginal and Torres Strait Islander communities. We continue to provide natural disaster relief packages to support our home and business lending customers. We are delivering a pilot project with NRMA offering discounts and information about business insurance and are exploring opportunities relating to home insurance. We will also enhance our understanding of climate risks for our customers and our investment portfolio and publish our first mandatory climate disclosure in 2026.

## CONNECTED



## INFORMED



## RESPONSIVE



## INVESTED



## RESPECTFUL



### Capability

This section outlines the strategies and plans we will implement to have the capability we need to undertake our key activities and achieve our purpose.

Achieving meaningful outcomes with Aboriginal and Torres Strait Islander people requires a strong and resilient workforce and reliable infrastructure to support key activities and objectives. Understanding existing gaps, identifying opportunities and strategic planning will enable us to continue strengthening our workforce's capability. We must also adapt to evolving regulations and emerging technology threats to realise the opportunities over the next five years.

#### Our organisational values

We are guided by our five core values:

- Invested
- Informed
- Responsive
- Respectful
- Connected

These reflect a deep commitment to improving financial wellbeing empowerment, respect, and self-determination for Aboriginal and Torres Strait Islander people. These values guide our journey, shaped by the changing needs and aspirations of our customers. They inform our strategic focus on enabling economic independence through our business, home ownership, and investment teams. With a strong commitment to integrity, cultural understanding, and accountability, we strive to build long-term pathways to prosperity, delivering sustainable impacts for the communities we serve.



## Workforce capability planning

A culturally proficient, technically competent and system-enabled workforce is vital to deliver our expanded remit and new strategy. We will continue to invest in leadership, cultural capability, system transformation and wellbeing to ensure our people are equipped and empowered for the future. We will build on our Indigenous employment strategy, learning and development strategy and people strategy, aligned with APS-wide frameworks.

Last year we established a partnership with Jawun to implement a secondment program with First Nations organisations in SA, seconding four IBA staff each year to support Jawun member organisations. The Jawun partnership model is based on shared learning, enduring relationships and a robust value exchange. The partnership will strengthen the cultural capability of our workforce while giving back to communities in tangible ways.

### Priorities for the year ahead

- Attract, develop and retain Aboriginal and Torres Strait Islander employees to ensure our workforce reflects the communities we serve.
- Invest in systems that reduce manual effort, improve reporting and provide timely insights to support entity-wide performance and decision-making.
- Expand initiatives that support the mental, emotional and cultural wellbeing of our staff, including trauma-informed practice, mental health first aid, building a resilient workforce and culturally safe support services.
- Invest in leadership at all levels, ensuring our leaders are equipped to navigate complexity, drive performance and foster inclusive and safe work environments.

## Galambany

The Galambany Indigenous staff network provides support to IBA's Aboriginal and Torres Strait Islander staff and customers. Galambany's members collaborate to promote cultural awareness and capability. It was established in 2013 in recognition of the fundamental value that Aboriginal and Torres Strait Islander staff contribute to IBA. The name Galambany (pronounced 'Jul-um-baa-ni') meaning 'we including you' was gifted by the United Ngunnawal Elders Council in 2014.

The Galambany Advisory Committee comprises nominated network representatives and regional champions. The committee supports Galambany to:

- implement its objectives
- facilitate consultation
- drive engagement with stakeholders.

Regular meetings between the committee and IBA's Executive are key to progressing Galambany's strategy and actions each year.

We are committed to developing Galambany to support collaboration with Aboriginal and Torres Strait Islander staff to improve IBA processes, activities and cultural competencies. In 2025 IBA celebrates its 50th year supporting First Nations families and communities. As we reflect on the journey so far and plot a path into the future, Galambany will strengthen its advocacy. It will continue fostering a culturally safe workplace that delivers culturally appropriate products and services to our customers.

Galambany is focused on clearly defining its purpose and future direction with the development of a three-year Galambany Indigenous staff network strategy.

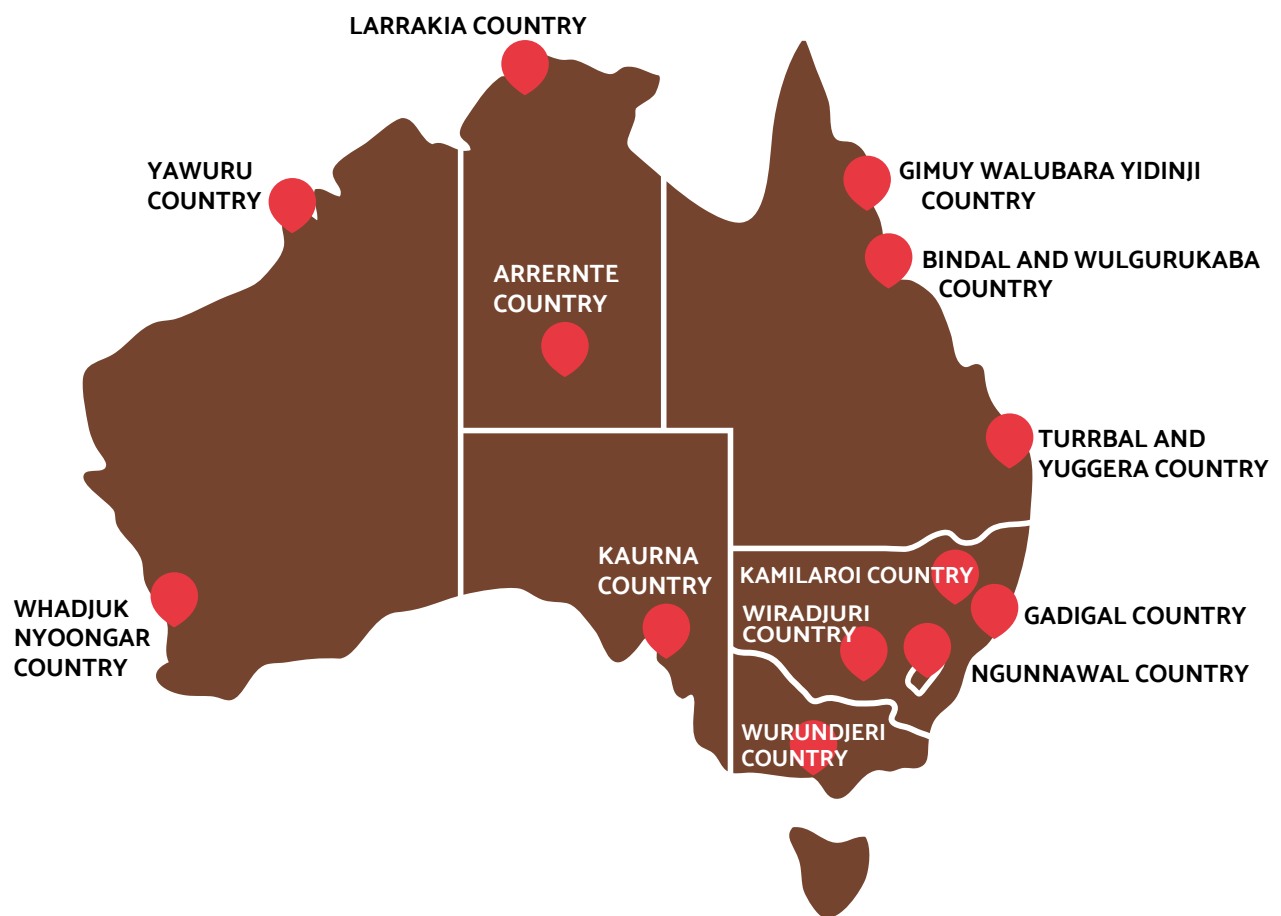
Galambany also has the following priorities for the year ahead:

- Support the delivery of IBA's Reflect Reconciliation Action Plan.
- Promote the recruitment, retention and development of Aboriginal and Torres Strait Islander talent by supporting the implementation of the Indigenous employment strategy.
- Strengthen IBA's commitment to enhance the Galambany Advisory Committee's effectiveness and organisational alignment through clearer integration into decision-making processes.

## Infrastructure requirements

IBA operates across 13 office locations throughout Australia. Two of our offices—Broome and Alice Springs—are co-located within NIAA offices, ensuring streamlined collaboration and service delivery.

Figure 3: Our locations



## ICT and technology capability

We are committed to delivering customer-focused services that meet evolving technology needs required to deliver our current key activities as well as the planned new key activities linked to the changes in our enabling legislation. We will begin investing in a new Treasury Management System and additional technology changes to support cash management controls and future borrowing and capital raising activities.

We will continue our journey on better managing our information assets, delivering on our ambitions to move to an in-place strategy on the Office 365 environment, retiring our legacy platform. This initiative is critical for IBA to confidently leverage the efficiencies from mature AI tools.

We will also continue our investment in improving employee experience relating to processes and technology. This year will see us implement a new human resources information system, payroll, travel, card expense, contract and sourcing systems. These changes will be alongside process re-engineering, adopting best practice where possible, and moving away from bespoke processes.

Our employees and customers will also benefit from simplification activities, with core banking improvements prioritised for collections and contract settlement. These activities will support our people and equip them with resources, information, and tools that:

- create seamless on- and off-boarding workflows
- streamline performance processes
- centralise employee data and compliance
- automate reports and get actionable insights.

## Strategies for the next five years

- Invest in systems to support future borrowing and capital raising activity and improve capital efficiency and effectiveness.
- Ensure all IBA information assets are governed and fit for purpose, allowing IBA to move to an in-place data strategy and unlock the power of AI.
- Set up IBA staff for success with a suite of systems and tools to deliver products and services more effectively.

## Priorities for the year ahead

- Invest in a new Treasury Management System.
- Engage a new managed service provider who will work closely with a First Nations provider to support our technology operations and deliver the ICT services we need.
- Refresh our intranet, create a new suite of policies and procedures, retire shared drives, migrate our electronic document and records management system onto Sharepoint Online and associated training and change management support for all staff.



# Risk

We are committed to strong and comprehensive risk systems and controls that comply with section 16 of the PGPA Act. We closely align our risk management framework with the Commonwealth Risk Management Policy as a matter of good practice. Table 3 shows some of our key risks and how we manage them so we continue delivering on our purpose.

Our Board is responsible for maintaining systems of risk oversight and management, including setting an appropriate risk appetite and monitoring via specific and targeted risk tolerance indicators. The Executive ensures risk management is integrated into all activities. Each risk owner is responsible for managing, monitoring, reporting and escalating (as required) their risks. We engage in regular independent internal audits to provide further assurance on the appropriateness of our risk framework, overseen by the Board's Audit and Risk Committee.

We are integrating, strengthening, and embedding our risk management policy and framework to foster a positive risk management culture. This helps ensure successful service delivery, policy creation, and program development. We continuously refine our internal controls and governance arrangements to efficiently and effectively manage risk, fraud, corruption, and non-compliance across the organisation and continue delivering our key activities.

A key challenge over the next year will be to ensure we have the funding necessary to service customer demand and achieve our strategy. We intend to finalise the Rules relating to our borrowing and capital raising powers, so we can meet funding and liquidity risk, and be ready to take advantage of opportunities to invest and grow. We will also continue to uplift our business continuity plan to ensure IBA is prepared and resilient to any disruption events.

Figure 4: Our approach to risk



**Risk culture:** IBA commits to embedding risk management in its culture, recognising that it is not possible to eliminate all risk. By accepting some degree of risk, and maintaining a low tolerance to those risks, IBA aims to maximise its impact, promote efficiencies, and foster innovation.



**Risk acceptance:** IBA is willing to accept higher levels of some types of risk where we can deliver positive impacts, and the impacts outweigh the potential risks. All IBA officers are responsible for appropriately engaging with and managing risk.



**Risk oversight:** The IBA Board, as the accountable authority, has effective risk oversight within IBA. This includes setting the organisation's risk appetite to understand what is acceptable risk-taking to achieve strategic priorities.



**Risk Management Framework:** The purpose of IBA's Risk Management Framework is to create and protect value by integrating risk management into our work and functions, including the activities set out in the corporate plan.



**Guiding documents:** Risk management at IBA is guided by three main documents: a Risk Management Policy and Framework, a Risk Management Guide, and a Risk Appetite Statement.



**A proactive approach:** IBA aims to promote and build a risk culture that encourages an open and proactive approach to managing risk. We recognise risk as both an opportunity and a threat. Risk is part of everyday conversations and engagement with risk should promote and encourage workers to look at new ways to improve processes.

Table 3: Key risks and risk management strategies

Key risks	Risk management strategies
<b>Financial and capital</b>	<ul style="list-style-type: none"> <li>• Strong financial controls and oversight</li> <li>• Enhanced Treasury management function</li> <li>• Project management framework</li> <li>• Proactive approach to capital recycling and divestments</li> <li>• Potential new funding sources arising from recent changes to enabling legislation removing the restriction on borrowing and raising capital</li> </ul>
<b>Reputation, relationships, and influence</b>	<ul style="list-style-type: none"> <li>• Impact measurement and evaluations</li> <li>• Strategic communications and stakeholder engagement activity</li> <li>• Sponsorship and community engagement initiatives</li> <li>• New customer service initiatives such as the Customer Contact Centre and myIBA portal</li> </ul>
<b>Climate and sustainability</b>	<ul style="list-style-type: none"> <li>• ESG strategy</li> <li>• Building insurance that covers climate-related events</li> <li>• Natural disaster relief grants for homes and business customers</li> <li>• NRMA business insurance pilot</li> <li>• Climate risk assessments in due diligence processes</li> <li>• New mandatory climate disclosure to be published in 2026</li> </ul>
<b>ICT and cyber security</b>	<ul style="list-style-type: none"> <li>• Upgraded IT systems</li> <li>• Cyber security procedures</li> <li>• Mandatory training and staff awareness</li> <li>• Cyber cover insurance coverage</li> <li>• Business continuity plans</li> </ul>
<b>Data and information management</b>	<ul style="list-style-type: none"> <li>• Information governance framework</li> <li>• Policies, processes and systems, including an AI procedure</li> </ul>
<b>People and culture</b>	<ul style="list-style-type: none"> <li>• Recruitment processes</li> <li>• Reward, recognition and wellbeing initiatives</li> <li>• Performance management systems</li> <li>• Learning and development strategy</li> <li>• Indigenous employment strategy</li> <li>• Change and project management frameworks</li> <li>• Employee Assistance Program</li> <li>• Workplace health and safety training</li> </ul>
<b>Fraud and corruption</b>	<ul style="list-style-type: none"> <li>• Enhanced ethics and integrity training</li> <li>• Organisation-wide risk culture and awareness workshops</li> <li>• Robust conflicts of interest processes</li> <li>• A quality assurance function to detect instances of fraud or corruption</li> </ul>
<b>Regulatory compliance and governance risks</b>	<ul style="list-style-type: none"> <li>• Governance committees</li> <li>• Engagement of independent advisors</li> <li>• Internal audit and assurance activities</li> </ul>

**Responding to climate and ESG risks and opportunities**

Climate change creates uncertainty. It presents significant risks, as well as new opportunities in the near and long term. The Australian Government’s Commonwealth Climate Disclosure initiative will assist agencies to prepare and address these risks and opportunities. In 2026, we will publish our first climate disclosure in line with this initiative.

The mandatory climate disclosure is in addition to existing environmental, social, and institutional compliance and reporting requirements. It reflects the evolving and multi-faceted sustainability and ESG landscape and increased community expectations. It acknowledges the inseparable links between environmental and social factors, and long-term financial returns and performance.

In August 2024 we published our first ESG strategy. The ESG landscape is complex and evolving. Our ESG strategy will help us meet these evolving compliance obligations and allows us to adopt progressive risk and opportunity management practices to unlock greater impact.

The ESG strategy identified five high-priority areas that are materially important to IBA. We have plans to foster continuous improvement in these areas:

- Climate change and resilience
- Customer and data security
- Human rights and labour
- Business ethics
- Lending and investing responsibly

Successfully implementing the ESG strategy will lead to a broader suite of risks being managed appropriately and more opportunities being capitalised on. It will unlock future capital and create further economic opportunities and impact with Aboriginal and Torres Strait Islander people.

Figure 5: Our ESG roadmap







**THE OBJECTIVE OF OUR ESG STRATEGY IS TO EMBED AND UPHOLD THE RIGHTS OF ABORIGINAL AND TORRES STRAIT ISLANDER PEOPLE, CULTURE AND COUNTRY THROUGH ENVIRONMENTAL STEWARDSHIP, RESPONSIBLE RISK MANAGEMENT, AND VALUES-BASED GOVERNANCE PRACTICES THAT ALIGN WITH FIRST NATIONS WAYS OF KNOWING, BEING AND DOING.**





## Cooperation

Section 17 of the PGPA Act requires accountable authorities to encourage cooperation with others to achieve common objectives. Collaboration and partnerships are a fundamental part of our approach to providing inclusive, equitable, and fair access to capital and finance. We partner across sectors to deliver our activities relating to home loans, business finance and support, and investments.

As part of our new strategy, we plan to establish a network of commercial, social impact, and institutional investors. This work aims to grow the pool of capital available to Aboriginal and Torres Strait Islander people and communities, significantly expanding our impact.

We continue to engage with entities from across the Australian Government to inform and influence economic policy and champion First Nations economic development as per Section 148(2)(c) of the ATSI Act. This includes engaging with key decision-makers at:

- NIAA
- PM&C
- Treasury
- Department of Finance
- Department of Industry Science and Resources
- other entities in the Indigenous portfolio (for example, the ILSC, TSRA, and Aboriginal Investment NT).

We collaborate with a range of other organisations where we have shared objectives and values to provide more housing, business and investment opportunities for Aboriginal and Torres Strait Islander people. Table 4 shows some of our latest and most significant partnerships that we will maintain or continue through the reporting year.

Table 4: Organisations IBA partners and collaborates with

Organisation types	Purpose of the partnerships	List of partners
<b>Special investment vehicles</b>	Provides opportunities for collaborative projects and tailored financial products and services.	<ul style="list-style-type: none"> <li>• Export Finance Australia</li> <li>• Northern Australia Infrastructure Facility</li> <li>• Housing Australia</li> <li>• Clean Energy Finance Corporation</li> </ul>
<b>State and territory governments</b>	Provides opportunities to jointly deliver business and home lending related activities that benefit Aboriginal and Torres Strait Islander people.	<ul style="list-style-type: none"> <li>• Northern Territory Government (NT Tourism Accelerator)</li> <li>• Victorian Government (shared equity)</li> </ul>
<b>First Nations businesses</b>	Supports Aboriginal and Torres Strait Islander businesses with culturally responsive business support and capability building resources.	<ul style="list-style-type: none"> <li>• Empower Digital</li> <li>• New Dream Productions</li> <li>• First Nations external business support providers</li> </ul>
<b>Community-controlled organisations</b>	Provides Aboriginal and Torres Strait Islander people and businesses with access to networks, capital, support, and capability development.	<ul style="list-style-type: none"> <li>• First Nations Economics</li> <li>• Northern Territory Indigenous Business Network</li> <li>• National Aboriginal &amp; Torres Strait Islander Housing Association Ltd</li> </ul>
<b>Commercial lenders</b>	Provides customers with options such as refinancing, split loans, guarantees, and other financial products.	<ul style="list-style-type: none"> <li>• Bank Australia</li> <li>• Australian Unity</li> <li>• National Australia Bank</li> </ul>
<b>Insurance providers</b>	Supports Aboriginal and Torres Strait Islander people with information and access to appropriate and affordable insurance products for home loan and business finance customers.	<ul style="list-style-type: none"> <li>• Insurance Australia Group trading as NRMA Insurance</li> </ul>
<b>Finance sector peak bodies</b>	Provides opportunities to encourage a more inclusive financial ecosystem and expand our networks with like-minded organisations that support First Nations economic self-sufficiency.	<ul style="list-style-type: none"> <li>• Australian Banking Association</li> <li>• Australian Sustainable Finance Institute</li> <li>• Responsible Investment Association Australasia</li> </ul>
<b>Universities, researchers, and education providers</b>	Provides educational and joint research opportunities relating to our key activities.	<ul style="list-style-type: none"> <li>• Monash University</li> </ul>



# Subsidiaries

Our subsidiaries relate primarily to our investment activities, except for the Performance Bonds Trust, which relates to our business activities.

Our investment approach is to engage and collaborate with Aboriginal and Torres Strait Islander organisations and communities. We identify and invest in sustainable economic opportunities and support wealth building. We actively explore acquisition and divestment opportunities.

Co-investment partners highlight the positive impacts of partnering with us such as:

- our long-term, strategic, and empowering investment approach
- our focus on sustainable development and social and cultural impacts, in addition to financial returns and economic impacts
- opportunities for ongoing learning and capacity building.

Our investment services and support builds capability and confidence in investing, managing assets, and developing medium and larger-scale commercial ventures. Ultimately, this provides financial returns and sources of revenue for these organisations and communities.

These long-standing relationships have:

- a high rate of interaction and high levels of partner engagements throughout the year
- joint governance arrangements to govern activities through shared decision-making
- influence on the performance of the entity in achieving its purposes, for example, return on investment expectations.

Deliverables, shared metrics and performance measures are reviewed and discussed each year to determine what is needed to deliver outcomes such as local employment and procurement opportunities.

IBA's current active subsidiaries:

- Crocodile Hotel Pty Ltd
- Darwin Hotel Holdings Trust
- Darwin Hotel Partnership
- Dominican Indigenous Education Trust
- Gagadju Lodge Cooida Trust
- IBA Asset Management Pty Limited
- IBA Retail Asset Management Pty Limited
- IBA Retail Property Trust
- Indigenous Economic Development Trust<sup>^</sup>
- Indigenous Prosperity Fund—Growth Fund
- Indigenous Prosperity Fund—Income Fund
- Indigenous Real Estate Investment Trust
- IREIT Sub Trust
- Kakadu Tourism (GCH) Pty Limited
- Kakadu Tourism (GLC) Pty Limited
- Performance Bonds Trust
- Tennant Food Barn Partnership
- Tennant Creek Land Holding Trust

<sup>^</sup>This is a discretionary trust whose beneficiaries are First Nations Australians. While IBA does not hold units in the trust, all decisions are made by IBA in its capacity as trustee.

Our subsidiaries contribute to Performance Measures 2, 3, 4, 5 and 9.

# Performance

Our integrated performance, evaluation and impact framework enables us to track data relating to delivering on Outcome 1 and Program 1.1, as well as provide trend analysis over time. The framework includes guidance notes, standard operating procedures, templates, tools and assurance activities to ensure we are compliant with the PGPA Rule (see Appendix A).

Our purpose requires us to:

- assist and enhance Aboriginal and Torres Strait Islander people's self-management and economic self-sufficiency
- advance Aboriginal and Torres Strait Islander people's commercial and economic interests by accumulating and using a substantial capital asset for their benefit.

The framework offers a holistic view of how our key activities directly and indirectly benefit Aboriginal and Torres Strait Islander people, and the outcomes and impacts generated.

Subsection 16EA(e) of the PGPA Rule requires that an entity's performance measures include measures of the entity's outputs, efficiency, and effectiveness—if those are appropriate measures of the entity's performance. We use a combination of qualitative and quantitative measures, ensuring our information sources are reliable, verifiable, and free from bias.

There are currently nine performance measures. They allow us to track and report at an entity-wide level. They reflect what we deliver against our purpose and key activities through:

- the quantum of services and products delivered to customers (outputs)
- how well those outputs were delivered (quality and efficiency)
- what the benefits have been (outcomes and impacts).

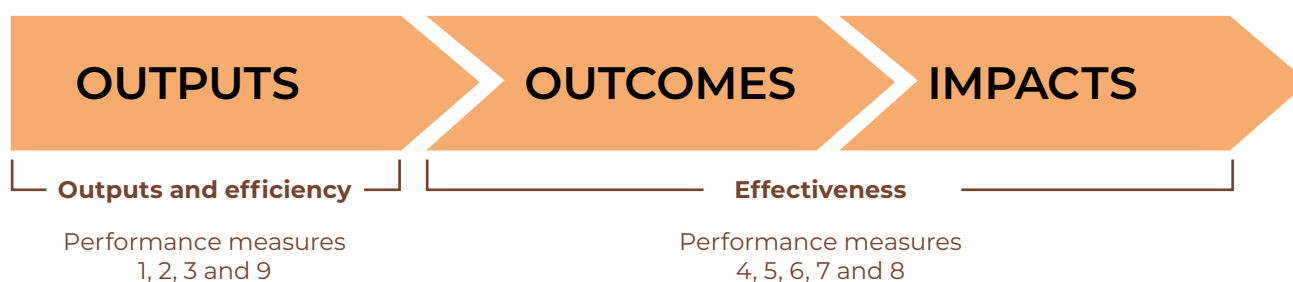
Performance measures 1, 2, 3, 4, 5, 6, 8 and 9 are entity-wide measures that relate to all our current key activities. Whereas performance measure 7 relates specifically to Housing.

Expected performance results (targets) for performance measures 1, 2 and 3 have been updated. We also introduced performance measures 4, 5, 8 and 9 to demonstrate the outcomes and impact of our activities and the efficiency in which they are delivered. These measures highlight important aspects of Aboriginal and Torres Strait Islander people's lives, telling their stories to support more people towards economic self-sufficiency. The results of our impact reports illustrate how our activities lead to short, medium, and long-term outcomes and impacts.

During 2025–26, we will continue to explore the ESG measure (performance measure 6). We will also explore opportunities to introduce new measures, or adapt existing measures, to account for the new key activities relating to financing and facilitating large-scale projects and transactions and promoting First Nations economic empowerment.

Changes to performance measures and targets since the IBA Corporate Plan 2024–25 are detailed in Appendix B. The following section describes the performance measures in more detail.

Figure 6: Our performance measures



# Performance measures

This section outlines how our performance measures meet the requirements of Section 16EA of the PGPA Rule. It also reflects the expected performance results shown in the PM&C PBS 2025–26 covering the period 2025–26 to 2028–29.

We intend to establish new performance measures or adjust the existing measures to account for the proposed new key activities. Likewise, the expected performance results (targets) do not reflect the potential for IBA to borrow or raise capital. The decrease in the targets for Performance Measures 1, 2, and 3 from 2025–26 to 2026–27 is due to current capital constraints. We will revisit both the performance measures and the expected performance results in future years, once the Rules are established.

## Performance Measure 1

**Total annual number of Aboriginal and Torres Strait Islander people provided with access to capability building, knowledge and networks directly by IBA and indirectly through partnerships.**

(Output, quantitative measure)

### Expected performance results

2025–26	2026–27	2027–28	2028–29
2,065	1,700	1,770	1,845

### Description and link to our purpose

This performance measure provides information on the number of people benefiting from our activities related to capability building and access to knowledge and networks. These activities build economic self-sufficiency by giving people the information and skills necessary to manage their money and reach their goals. They include education about money matters, risks, and decision-making. They encourage positive financial behaviours, which improves financial wellbeing.

### Methodology

We calculate the total annual number of Aboriginal and Torres Strait Islander people provided with access to capability building, knowledge and networks directly by IBA and indirectly through partnerships, combining:

- workshop attendees from our program areas, Housing, Business and Investments
- events sponsored by IBA
- business partnerships supporting First Nations people
- Aboriginal and/or Torres Strait Islander staff supported to attend capability building initiatives, accelerator programs or training.

### Data sources

Data sourced internally via IBA controlled and managed systems and reported on a month-by-month basis to avoid bias in the results.



## Performance Measure 2

**Total annual number of Aboriginal and Torres Strait Islander people provided with or who benefit from an IBA product or the opportunity to access the economy through a home, job, or procurement opportunity.**

(Output, quantitative measure)

### Expected performance results

2025–26	2026–27	2027–28	2028–29
2,320	1,890	1,911	1,908

### Description and link to our purpose

This performance measure provides information on the number of Aboriginal and Torres Strait Islander people benefiting from our activities relating to lending and financing (including home loans and business finance), investments, and procurement.

These activities focus on providing Aboriginal and Torres Strait Islander people with direct access to capital, finance, and economic opportunities that:

- enhance economic self-sufficiency
- advance their commercial and economic interests
- improve financial wellbeing.

It also provides evidence of commercial enterprise activity, asset acquisition, and access to finance products.

This performance measure is designed to track changes over time, anticipating increases and decreases based on historical data and demand. Natural movements in IBA's overall portfolio will happen from factors such as transitioning a home loan to a mainstream lender, refinancing loans, changes in property prices, available capital to fund loans, acquisition and divestment activity and the growth of co-investment partners over time.

## Methodology

We calculate the annual total number of Aboriginal and Torres Strait Islander people who benefit from an IBA product or economic opportunity, including a home, jobs or procurement. It includes:

- approved loans, finance or investments to our housing, business and/or investment customers
- approved external business support customers
- First Nations suppliers procured by IBA and its subsidiaries
- First Nations employees through IBA or subsidiaries
- First Nations people housed
- First Nations people in a job as a result of IBA's business finance
- First Nations suppliers procured through IBA or our subsidiaries
- First Nations home loan customers who transition or are supported into mainstream lending
- formal partnerships entered into or maintained that benefit Aboriginal and Torres Strait Islander people.

## Data sources

Data sourced internally via IBA controlled and managed systems and externally via third parties—subsidiaries, partners and business customers.

### Performance Measure 3

**Total annual sum of capital and capability development support approved and/or distributed by IBA specifically for the benefit of Aboriginal and Torres Strait Islander people.**

(Output, quantitative measure)

#### Expected performance results

2025–26	2026–27	2027–28	2028–29
\$391.0 million	\$297.5 million	\$306.7 million	\$307.6 million

#### Description and link to our purpose

This performance measure provides information on the amount of capital distributed by IBA that benefits Aboriginal and Torres Strait Islander people through our financing, procurement, and capability development activities. It includes initiatives relating to building financial resilience in the face of climate-related events.

The combined effect of these activities is that they enhance economic self-sufficiency and improve financial wellbeing. They do so by providing both the knowledge and the opportunity to pursue their financial goals and advance their commercial and economic aspirations. These activities also enhance self-management by providing:

- steady income for First Nations organisations and communities
- secure employment and professional jobs
- access to safe, stable, and suitable housing
- pathways to build wealth.

Our purpose also requires us to manage our capital for the benefit of Aboriginal and Torres Strait Islander people. This performance measure shows the total quantum of capital distributed through capital, equity, debt financing, grants, and other financial instruments. This provides further evidence of commercial enterprise activity, asset acquisition, and access to finance products.

This performance measure is designed to track changes over time, accounting for annual increases based on historical data and demand, and accounting for natural movements in IBA's portfolio and unplanned market demand responses.

#### Methodology

We calculate the annual total (in dollar value) of capital and capability development support approved or distributed by IBA for the benefit of Aboriginal and Torres Strait Islander people. This sum includes:

- approved loans, finance or investments to our housing, business and/or investment customers
- co-investment contribution and capital distributed by IBA
- external business support
- partnerships with First Nations organisations
- First Nations procurement through IBA or our subsidiaries
- additional initiatives for natural disaster response.

#### Data sources

Data sourced internally via IBA controlled and managed systems and externally via third parties—subsidiaries, partners and business customers.

## Performance Measure 4

### Reported levels of Aboriginal and Torres Strait Islander financial wellbeing.

(Effectiveness, qualitative measure)

#### Expected performance results

2025–26	2026–27	2027–28	2028–29
>45 out of 100	>45 out of 100	>45 out of 100	>45 out of 100

#### Description and link to our purpose

This performance measure provides information on how IBA's activities lead to measurable increases in the financial wellbeing of Aboriginal and Torres Strait Islander people. Financial wellbeing encompasses important concepts relating to self-management and economic self-sufficiency, such as income, wealth, and access to resources. It also relates to a person's financial attitudes, capabilities, and behaviours. It also relates to a person's financial knowledge and skills with money matters and their confidence in navigating economic uncertainty and complex financial systems.

Our supported finance model combines capability building with the opportunity to access financial products and services. IBA's Impact Report 2024 showed how this model contributes to improved financial wellbeing for our customers even after moving on from IBA. We can increase reported levels of financial wellbeing by Aboriginal and Torres Strait Islander people by greatly increasing the number of people supported either directly or by collaborating with and influencing others in the financial ecosystem. This performance measure informs how IBA can further refine its products and services and partner with appropriate organisations where it is not within our remit.

#### Methodology

The result is calculated by Roy Morgan Research using an algorithm that transforms the financial wellbeing questions in the Single Source Survey. The algorithm applies weightings and the relative importance of each component to the results to provide a score out of 100.

We acknowledge that IBA's activities are not the only contributor to Aboriginal and Torres Strait Islander people's financial wellbeing and economic self-sufficiency. We intend to undertake ongoing research into the factors influencing reported levels of financial wellbeing to further strengthen this performance measure and understand its limitations.

#### Data sources

Twelve month average of responses to the financial wellbeing questions in Roy Morgan Single Source Survey by Aboriginal and Torres Strait Islander people.



Performance Measure 5

Reported levels of positive impacts of IBA's activities by Aboriginal and Torres Strait Islander people.

(Output, qualitative measure)

We are exploring opportunities to move to an effectiveness measure in the future.

Expected performance results

2025-26	2026-27	2027-28	2028-29
Impact report published	Impact report published	Impact report published	Impact report published

Description and link to our purpose

This performance measure provides information on how effective IBA's activities are in advancing the commercial and economic interests of Aboriginal and Torres Strait Islander people and enhancing their self-management and economic self-sufficiency. It is a measure of our single portfolio outcome—to improve wealth acquisition and economic independence of Aboriginal and Torres Strait Islander people. Impact reports provide detailed evidence that validates if we are delivering our impact thesis and theory of change and if the activities undertaken by IBA lead to measurable outcomes and continued positive impacts.

The range and types of impacts are determined by interviewing and surveying customers and asking them a series of questions relating to IBA's activities. Previous impact reports demonstrate that our activities have a positive impact on the lives of Aboriginal and Torres Strait Islander people. Impacts include:

- financial knowledge
- skills and expertise
- sense of purpose
- self-confidence
- financial security and empowerment
- improved quality of life
- supporting family
- fulfilling community objectives.

Methodology

We produce an impact report each year to validate our impact thesis and theory of change. Impact studies may include questions relating to financial wellbeing. This in turn helps IBA describe the contribution of its activities to the reported levels of Aboriginal and Torres Strait Islander people's financial wellbeing (Measure 4).

Data sources

Data sourced internally via IBA controlled and managed systems. We engage external First Nations researchers, where appropriate, to provide independence and credibility to data collection and analysis. All impact studies are subject to research ethics approval.

## Performance Measure 6

### Assessment of IBA's overall ESG performance.

(Effectiveness, qualitative measure)

#### Expected performance results

This measure is in development to align with Section 16EA of the PGPA Rule and was not included in the PBS 2025–26. In 2024–25 we established a methodology and baseline. This year we will pilot a target. In future years, we will actively manage and improve our ESG performance.

#### Description and link to our purpose

This performance measure seeks to show we deliver on our purpose in a way that is sustainable, responsible, and ethical. It acknowledges a complex and rapid transition driven by technological innovations and climate change. IBA has an important role and responsibility to facilitate access to finance and capital for First Nations people and communities so they can participate in the transition in a meaningful way.

Connection to Country, culture, and community are inherent to First Nations values, worldviews and genealogy, providing a blueprint for sustainable development. However, rapid changes create uncertainty and risk to both IBA and customers. We must continue to evolve our approach to understanding how external factors affect Aboriginal and Torres Strait Islander people's:

- self-management and economic self-sufficiency
- commercial and economic interests.

This performance measure provides information on the effectiveness of integrating ESG and sustainability considerations into our decision-making, performance, and risk frameworks. It reports on ESG performance beyond compliance. It incorporates lived experiences of Aboriginal and Torres Strait Islander people by considering a broader range of ESG issues and consolidating them into an overall performance assessment and score.

It assists us in minimising harm to IBA and customers from unforeseen and emerging risks, ensuring we continue to lend and invest responsibly. It also helps us demonstrate the strong corporate governance and transparency expected by Aboriginal and Torres Strait Islander people, the Australian Government, and the broader community.

#### Methodology

We assess IBA's overall ESG performance at an entity level and align with global ESG standards and Australian Government policies.

#### Data sources

Data sourced internally via IBA controlled and managed systems.

## Performance Measure 7

### Total proportion of Aboriginal and Torres Strait first home buyers.

(Effectiveness, qualitative measure)

#### Expected performance results

2025–26	2026–27	2027–28	2028–29
80%	80%	80%	80%

#### Description and link to our purpose

Home ownership is increasingly recognised by Aboriginal and Torres Strait Islander people as an important pathway to building financial security from one generation to the next. This performance measure provides information on the proportion of Aboriginal and Torres Strait Islander people who are successful in buying their first home through IBA's home lending and related activities. This measure is the most direct way to grow the number of Aboriginal and Torres Strait Islander people and families who own a home, build long-term financial resilience and security, and become economically self-sufficient.

#### Methodology

We calculate the total number of home loans approved for first home buyers as a percentage (proportion) of the total number of approved home loans.

During the expression of interest process, we request information about the first home buyer status of a customer and verify this against secondary sources. A borrower is a first home buyer if they are purchasing residential property for the first time. For joint borrowers, they are a first home buyer if at least one person has not owned a residential property before.

#### Data sources

Data sourced internally via IBA controlled and managed systems.

## Performance Measure 8

### Average conversion rate of demand into a home, business or investment outcome.

(Effectiveness, quantitative measure)

#### Expected performance results

2025–26	2026–27	2027–28	2028–29
>43%	>43%	>44%	>44%

#### Description and link to our purpose

This performance measure shows how effective IBA's activities are in assisting Aboriginal and Torres Strait Islander people through home and business ownership and investment as pathways to achieving economic self-sufficiency and, therefore, improved financial wellbeing. It shows the level of customer uptake, product and service relevance, and the appropriateness of IBA's supported finance model in achieving customer outcomes.

#### Methodology

We calculate the weighted average conversion rate by using a fixed weighted average that combines individual conversion rates. The weights are based on the value of financial products delivered in the previous financial year. The approach offers a stable set of weights for comparing conversion rates across IBA.

#### Data sources

Data sourced internally via IBA controlled and managed systems.



# Performance Measure 9

**Total rate of efficiency of IBA in achieving its purpose (cost to income ratio).**

(Efficiency, quantitative measure)

## Expected performance results

2025–26	2026–27	2027–28	2028–29
<69%	<69%	<69%	<69%

## Description and link to our purpose

We are required to protect and grow the money under our management to advance the commercial and economic interests of Aboriginal and Torres Strait Islander people. This performance measure provides information on how efficiently we manage our resources and funding by comparing our total operating expenses with total income. It assists us in understanding opportunities to improve the efficiency of our supported finance model. It does so by carefully considering how we distribute capital to enhance self-sufficiency without eroding our capital base, including through collaboration and partnerships.

## Methodology

We calculate the cost to income ratio by comparing IBA’s total operating expenses to total income. Subsidiaries are not included in the calculation.

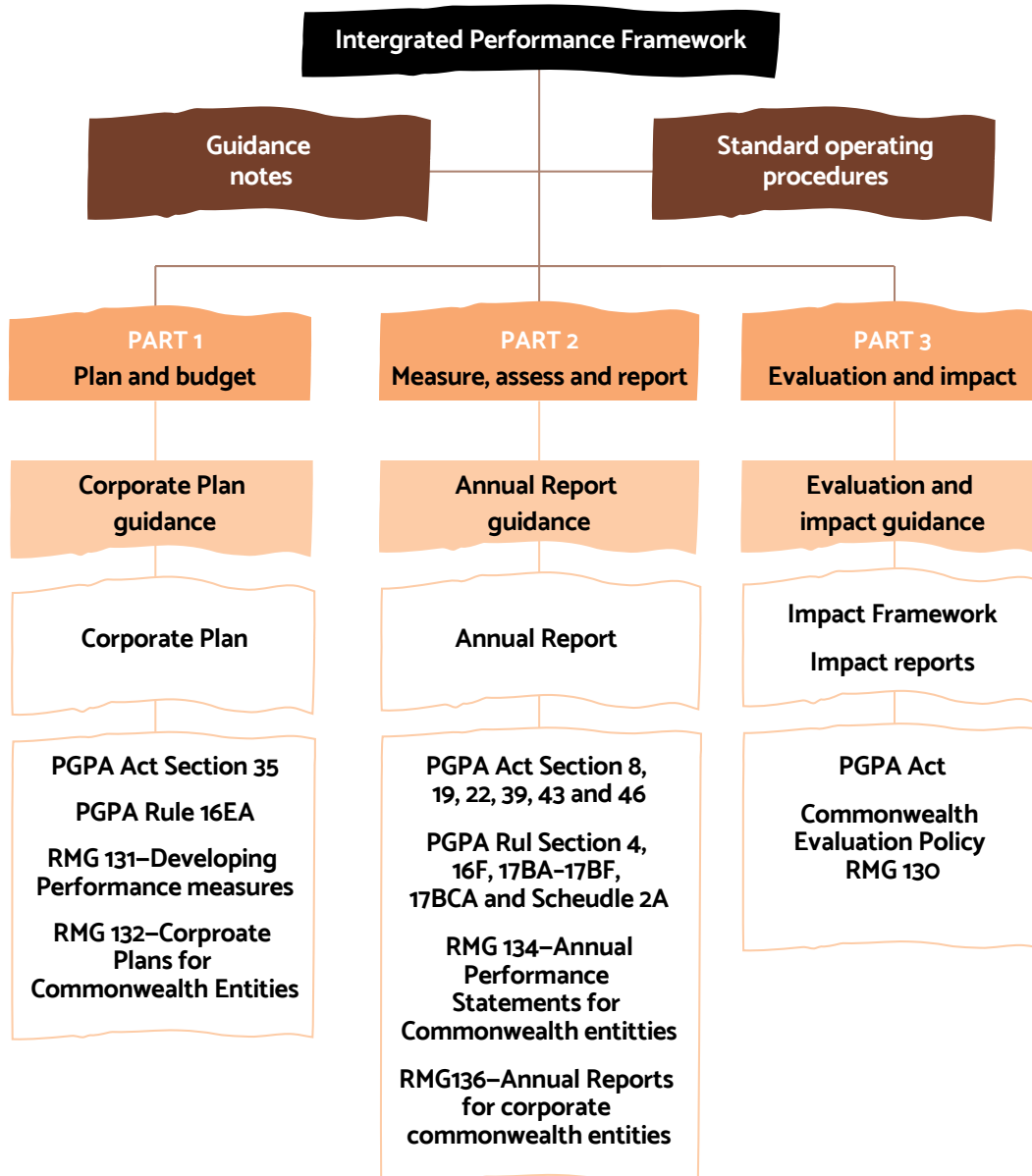
## Data sources

Data sourced internally via IBA controlled and managed systems and externally via third parties where applicable, for verification purposes.



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**Cameron Morrall (right)** is a proud Wotjobaluk man and Director of Little Wombats. He brought his business vision to life, fostering connection to culture in schools across the community.  
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# Appendix A: Integrated performance framework



## Appendix B: Changes to performance information

The following table outlines changes made to performance measures (PM) or expected performance results (targets) since the IBA Corporate Plan 2024–25 was published.

Relevant performance information in IBA's Corporate Plan 2024–25	Performance information revisions in IBA's Corporate Plan 2025–26	Changes made	Rationale for changes
PM1: Total annual number of Aboriginal and Torres Strait Islander people provided with access to capability building, knowledge and networks directly by IBA and indirectly through partnerships.	PM1: Total annual number of Aboriginal and Torres Strait Islander people provided with access to capability building, knowledge and networks directly by IBA and indirectly through partnerships.	Amended	Targets updated to reflect operational outputs.
PM2: Total annual number of Aboriginal and Torres Strait Islander people provided with an IBA product or the opportunity to access the economy through, <b>home</b> , job or procurement opportunity.	PM2: Total annual number of Aboriginal and Torres Strait Islander people provided with an IBA product or the opportunity to access the economy through a job or procurement opportunity.	Amended	Targets updated to reflect operational outputs.  An error in the original wording on the PBS 2025–26 publication was updated to reflect the measure correctly:  Total annual number of Aboriginal and Torres Strait Islander people provided with an IBA product or the opportunity to access the economy through a <b>home</b> , job or procurement opportunity.
PM3: Total annual sum of capital and capability development support <b>approved and/or</b> distributed by IBA specifically for the benefit of Aboriginal and Torres Strait Islander people.	PM3: Total annual sum of capital and capability development support distributed by IBA specifically for the benefit of Aboriginal and Torres Strait Islander people.	Amended	Targets updated to reflect operational outputs.  An error in the original wording on the PBS 2025–26 publication was updated to reflect the measure correctly:  Total annual sum of capital and capability development support <b>approved and/or</b> distributed by IBA specifically for the benefit of Aboriginal and Torres Strait Islander people.
Not applicable	PM4: Reported levels of Aboriginal and Torres Strait Islander financial wellbeing.	New	New performance measure and targets introduced for 2025–26 as a measure of overall effectiveness of IBA's activities.
Not applicable	PM5: Reported levels of positive impacts of IBA's activities by Aboriginal and Torres Strait Islander people.	New	New performance measure and targets introduced for 2025–26 to demonstrate the impact and outcomes of IBA's activities.
Not applicable	PM8: Average conversion rate of demand into a home, business or investment outcome.	New	New performance measure and targets introduced for 2025–26 to demonstrate how effective IBA is at addressing demand for home and business finance and investments.
Not applicable	PM9: Total rate of efficiency of IBA in achieving its purpose	New	New performance measure and targets introduced for 2025–26 to demonstrate how efficiently IBA is accumulating a significant capital asset, in line with our legislated purpose.









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