JOINT SUBMISSION

From community control to community ownership

Priority Reform 2 and the place of Aboriginal and Torres Strait Islander co-operatives in the community-controlled sector

SUBMITTED BY

Tranby Aboriginal Co-operative Ltd and the Business Council of Co-operatives and Mutuals

SUBMITTED TO

Productivity Commission
Review of the National Agreement on Closing the Gap 2026

DATE

October 2026

Tranby Aboriginal Co-operative Ltd
Glebe, Gadigal Land NSW | tranby.edu.au

Business Council of Co-operatives and Mutuals
bccm.coop

ACKNOWLEDGEMENT OF COUNTRY

Tranby and the BCCM acknowledge the Gadigal people of the Eora Nation, on whose Country Tranby has stood since 1957, and Traditional Owners across Australia. We pay our respects to Elders past and present. Aboriginal and Torres Strait Islander peoples held and shared resources in common long before any co-operatives law was written.

SUBMISSION DETAILS

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Tranby Aboriginal Co-operative Ltd
A co-operative since 1957, founded to train Aboriginal and Torres Strait Islander people to run their own co-operatives.

Business Council of Co-operatives and Mutuals
The national peak body for co-operatives and mutual enterprises in Australia, including Aboriginal and Torres Strait Islander co-operatives.

Oral submission and related work
We welcome the chance to give an oral submission. This submission sits alongside Tranby's Priority Reform 4 submission, *From access to authority*.

Use of AI
AI tools supported the planning of this submission. Tranby and the BCCM have reviewed all content and own it.

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OUR POSITION

Tranby and the BCCM urge the Productivity Commission to extend Priority Reform 2 from community control of services to community ownership of assets, and to recommend that Aboriginal and Torres Strait Islander co-operatives be recognised, funded and measured as part of the community-controlled sector.

Community control began as community ownership. In 1971 the Aboriginal Medical Service (AMS) in Redfern opened as a co-operative, the first Aboriginal community-controlled health service in Australia. “We looked at the Co-operatives Act and it gave us everything we needed,” said AMS Chair Sol Bellear. Tranby had been training Aboriginal and Torres Strait Islander people to run their own co-operatives since 1957.

That tradition still works. At least 222 Aboriginal and Torres Strait Islander co-operatives and mutuals hold $1.75 billion in assets. They have 22,000 members and employ 12,468 people (BCCM 2021).

0 The National Agreement has no target or indicator for what Aboriginal and Torres Strait Islander communities own.

The Agreement counts land. It counts jobs. Both are on track. It does not count who owns the homes, the power, the stores and the enterprises built on that land and with that labour.

Funding rules also work against community-owned co-operatives. Any Indigenous organisation that receives $500,000 or more in a year from the National Indigenous Australians Agency (NIAA) must incorporate under the *Corporations (Aboriginal and Torres Strait Islander) Act 2006* (CATSI Act). A co-operative has to ask the Minister for an exemption to keep its own structure, ten years after a Senate committee called for equal access.

Half of all Aboriginal and Torres Strait Islander people are 24 or younger. What communities own when this review reports in 2027 is what that generation inherits. We ask the Commission to make ownership part of how the Agreement defines success.

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THE STORY BEHIND THE NUMBERS

Five numbers

Each number is sourced. Each one points to an action in this submission.

1971

The first Aboriginal community-controlled health service opens in Redfern, established as a co-operative.

What it tells us | Community control and community ownership began together. Priority Reform 2 kept the first and left out the second.



55 years ago

$1.75bn

in assets held by at least 222 Aboriginal and Torres Strait Islander co-operatives and mutuals, carrying $1.31 billion in equity.

What it tells us | Members own three of every four dollars outright. The sector builds wealth, not debt.



75% held as equity

57%

of Australia's land mass, 4.42 million square kilometres, is subject to Aboriginal and Torres Strait Islander rights or interests. Target 15A is on track.

What it tells us | The land base is growing. The Agreement does not measure the enterprises that turn land into wealth a community keeps.

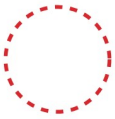


of the land mass

0

Closing the Gap targets or indicators that measure the assets Aboriginal and Torres Strait Islander communities own.

What it tells us | What the Agreement does not count, governments do not plan for, fund or report on.



not measured

24

The median age of Aboriginal and Torres Strait Islander people. The population will reach about 1.18 million by 2031.

What it tells us | Ownership built in the next five years passes to a generation still at school.



half are 24 or under

Sources: BCCM (2025a, 2021). PC (2026a). Land share is our calculation against Geoscience Australia's 7,688,287 km². ABS (2022, 2024).

SIX RECOMMENDATIONS

What we recommend

Each recommendation names who acts and by when. Section 9 sets out each one in full.

1 RECOGNISE

Count co-operatives in the community-controlled sector

Joint Council confirms co-operatives qualify under clauses 44 and 55. The NIAA lifts the $500,000 CATSI Act requirement for co-operatives.

By | 30 June 2027

2 MEASURE

Add an indicator for community ownership

A Priority Reform 2 measure of community-owned assets, governed under Indigenous Data Sovereignty principles.

By | Baseline in the 2028 data report

3 INVEST

Fund a ten-year co-operative development program

First Nations-led and co-designed with First Nations co-operatives, Tranby and the BCCM. Education, incubation, legal support and patient capital.

By | Funded in the 2027-28 Budget

4 BUILD

Build ownership into infrastructure already funded

Open housing, energy, stores, care and ranger programs to co-operatives. Start with five demonstration co-operatives.

By | Each program's next funding round from 2027

5 PROTECT

Make ownership last

Allow a permanent asset lock in co-operatives law. Write ownership into the next Sector Strengthening Plans.

By | Bills introduced by 2028

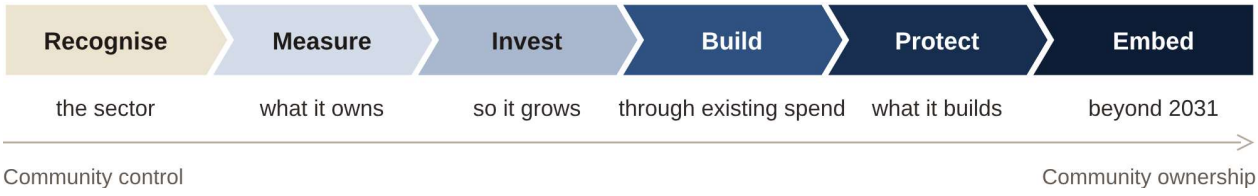
6 EMBED

Put collective ownership in the Economic Framework

Before the First Nations Economic Framework is finalised, and in the agreement that follows 2031.

By | Before the Framework is finalised

HOW THEY FIT TOGETHER



A GUIDE FOR THE COMMISSION

The Commission's questions

Our answers to six questions from Appendix B of the call for submissions (PC 2026b).

THE COMMISSION ASKS	OUR ANSWER	SEE
Community-controlled sector Q1 *How are governments and their partners reforming systems and processes to prioritise funding for ACCOs and build transition pathways?*	Some rules still push community-owned organisations out. The NIAA's $500,000 incorporation rule makes a First Nations co-operative seek a ministerial exemption to keep its structure. Change the rule.	**S3 · R1**
Community-controlled sector Q2 *How are governments and the community-controlled sector working together to strengthen the capacity, workforce, leadership and sustainability of Aboriginal and Torres Strait Islander organisations?*	Sustainability comes from owning assets and earning revenue, not only from longer grants. Co-operatives build both, and their members govern them.	**S2, S4 · R3**
Community-controlled sector Q2 *What lessons can be drawn from implementing the first set of sector strengthening plans under the Agreement?*	The plans treat capital infrastructure as something governments fund. The next plans should treat it as something communities own.	**S5 · R4, R5**
Community-controlled sector Q2 *Who determines what success looks like?*	Communities do, and ownership should be one of the measures. Co-operative members already decide what success looks like, one member, one vote.	**S3 · R2**
SEOs and targets Q3 *Are the socio-economic outcomes and targets appropriately defined and measured?*	Not for ownership. The Agreement counts land and jobs. It does not count the assets communities hold.	**S3 · R2**
Governance Q5 *How could governments embed obligations for partnership, shared decision-making and accountability into future national agreements and policy frameworks?*	Write community ownership into the next Sector Strengthening Plans, the First Nations Economic Framework and the agreement that follows 2031. Protect it in co-operatives law.	**S7 · R5, R6**

Question codes follow Appendix B. S = section of this submission. R = recommendation. ACCO = Aboriginal community-controlled organisation. SEOs = socio-economic outcomes.

SECTION
1

Community control was born as community ownership

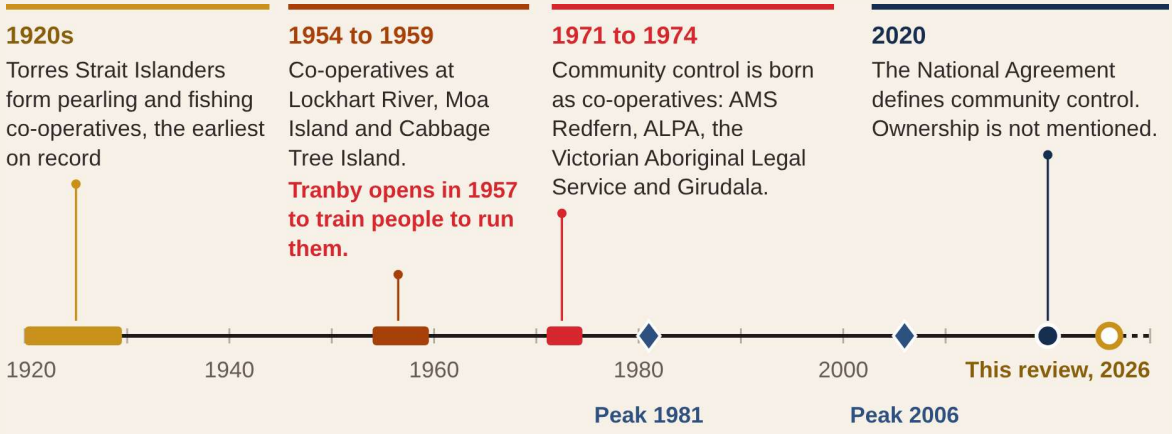
Co-operatives built the community-controlled sector. Priority Reform 2 kept the control and left out the ownership.

The Agreement accepts that community-controlled services get better results (clause 43). It calls community control "an act of self-determination" (clause 44). It is silent on how the sector was built.

Co-operatives suited communities because they matched how people already lived. AMS Chair Sol Bellear said co-operatives suit Aboriginal people "because of our kinship tradition", where everything is shared (BCCM 2025a).

FIGURE 1

A century of First Nations co-operative ownership, from the Torres Strait to Redfern



What it tells us | Community control was never only about who delivers a service. It was about who owns the institution.

Sources: BCCM (2021), p. 41. BCCM (2025a, n.d.). Australian Dictionary of Biography, Clint, William Alfred (Alf). ALPA (n.d.). Year scale is proportional.

What a co-operative is

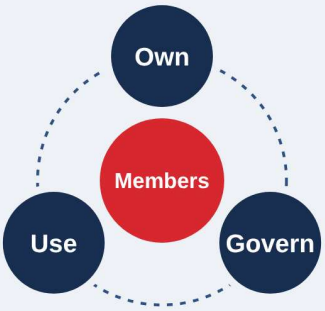
Collective ownership, democratic governance, and economic, social and cultural self-determination.

IN BRIEF

What is a co-operative?

A co-operative is an enterprise owned by its members. It exists to meet their needs, not to return profit to outside shareholders.

Members control it democratically, one member, one vote. Surplus is reinvested or returned to members, as the members decide. The people who use it own it and govern it.



THE LAW

A modern national framework

The Co-operatives National Law, or consistent legislation in Western Australia, now applies everywhere (BCCM 2025b).

2020
every state and territory completes a nationally consistent co-operatives law

8
registers hold co-operatives across Australia

CCUs
Co-operative Capital Units raise capital without giving up control

WHY CO-OPERATIVES FIT

> **Co-operatives and mutuals hold principles of solidarity and self-help "aligned to Indigenous cultural values, community needs and that also support the goals of self-determination and economic participation."**

Doing Business Together
Report led by First Nations co-operative leaders (BCCM 2021)

> **"For Australia's Indigenous peoples, (co-ops) have proven to be effective vehicles for building self-determination by embedding decision-making power into their communities."**

Indigenous Co-operatives in Australia
Levick et al. (2026)

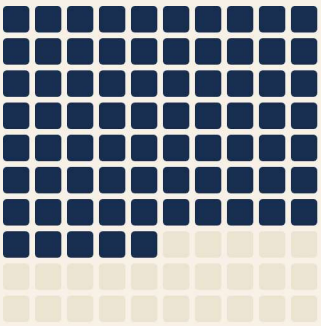
SECTION
2

The community-owned sector already exists

The sector already holds $1.75 billion in assets. Governments contract it. They do not yet plan for it.

FIGURE 2

Members own three of every four dollars the sector holds



Equity $1.31bn, owned outright

Liabilities $0.44bn

222+
co-operatives and mutuals

22,000
members

12,468
people employed

$1.63bn
annual turnover

$1.75bn
total assets

27 years
average lifespan, historical sample of 89

Source: BCCM (2021), pp. 36, 41 and Appendix 6. Each square is 1% of $1.75bn in assets.

CASE STUDY

ALPA: from seven stores to 26 locations

In 1972 seven Arnhem Land community stores formed a co-operative, the Arnhem Land Progress Association (ALPA), to take over from the mission. When the banks left communities in the early 1990s, ALPA started and largely financed the Traditional Credit Union.

Today Yolŋu members own ALPA and a Yolŋu board governs it. Store surpluses fund ceremony, education, medical escorts and community events. The Commonwealth relies on ALPA to deliver its First Nations Nutrition Workforce, growing from 21 to 106 positions.

7 → 26 stores in 1972, locations today

1,400 employees

80% First Nations staff

Sources: ALPA (n.d.). AIGI (n.d.). Commonwealth of Australia (2026), pp. 24, 28.

Six sectors, six co-operatives

Wherever the Agreement seeks results, a First Nations co-operative already delivers.

FIGURE 3

Each serves a Closing the Gap target. None is counted as community ownership.

HOUSING

Girudala Community Co-operative Society
Bowen, Qld

Community-owned for more than 50 years. Affordable housing, aged care and disability support.

Target 9A Housing

NATIVE FOODS

Northern Australia Aboriginal Kakadu Plum Alliance
NT and northern WA

A co-operative working with six Aboriginal enterprises that harvest up to 20 tonnes of Kakadu plum a season.

Target 8 Jobs

ARTS AND CULTURE

Boomalli Aboriginal Artists Co-operative
Sydney, NSW

Founded by ten artists in 1987 to support artists from Aboriginal language groups in NSW.

Target 16 Languages

HEALTH

Aboriginal Medical Service Redfern
Sydney, NSW

Established as a co-operative in 1971. The first Aboriginal community-controlled health service.

Target 1 Life expectancy

COMMUNITY SERVICES

Rumbalara Aboriginal Co-operative
Mooroopna, Vic

Care for children, families and Elders, created by the community of the 1939 Cummeragunja walk-off.

Target 12 Out-of-home care

RENEWABLE ENERGY

Ngardara Co-operative
Borroloola, NT

With Original Power, installed solar that let families return home to Mumathumburru (West Island).

Target 9B Power and water

What it tells us | The model is longstanding and works across sectors. Policy settings do not yet give it a level playing field.

Sources: BCCM (2025a, 2025c, 2025d). Boomalli (n.d.). Austrade (n.d.). National Indigenous Times (2024). Target links are our analysis.

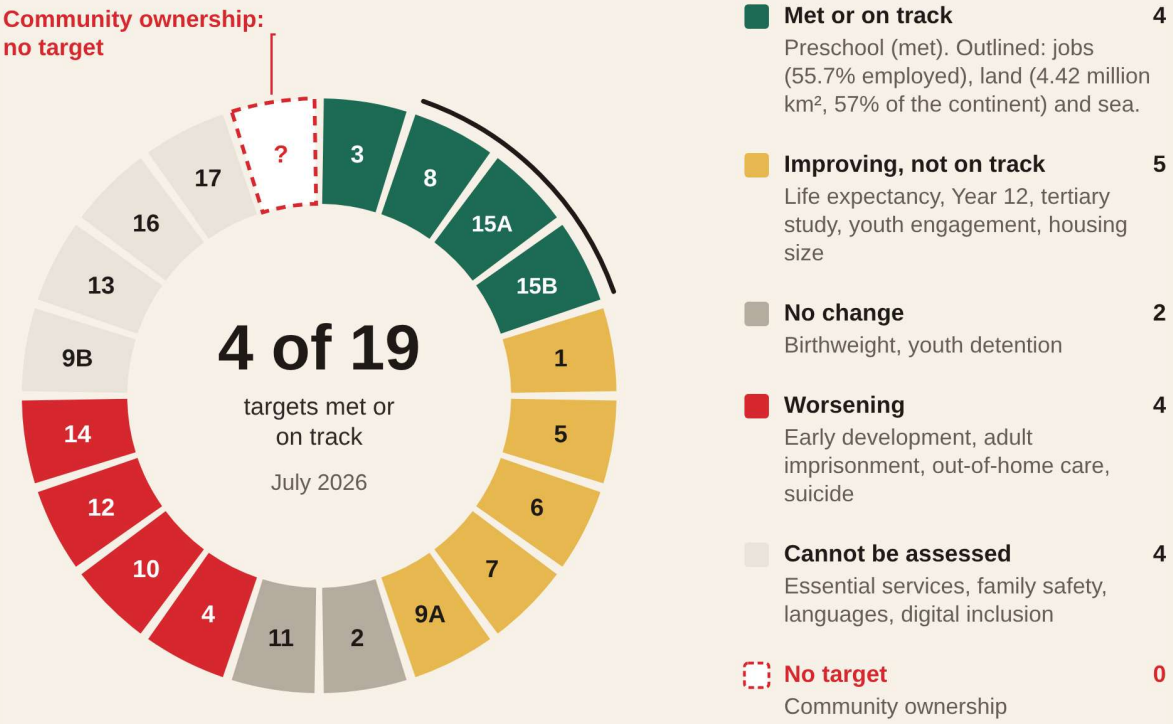
SECTION
3

The Agreement counts land and jobs. It does not count ownership.

Four of the 19 targets are met or on track. Three of those four measure land, sea and jobs. No target measures what communities own.

FIGURE 4

Jobs, land and sea are on track. Community ownership has no target at all.



What it tells us | The Agreement measures the raw materials of community wealth, land and labour. It does not measure the wealth.

Source: PC (2026a), July 2026 assessment of the 19 socio-economic targets. Employment is for people aged 25 to 64 in 2021, on track for 62% by 2031. Land share is our calculation.

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Three settings hold community ownership back

THE DEFINITION

Clause 44 defines a community-controlled organisation by control and not-for-profit status. It says nothing about ownership. Not-for-profit co-operatives such as Tranby and the AMS fit. One that returns surplus to its members may not, even when every member belongs to the community.

Clause 55 directs governments to prefer community-controlled and other Aboriginal and Torres Strait Islander organisations. No government has said whether co-operatives count as either.

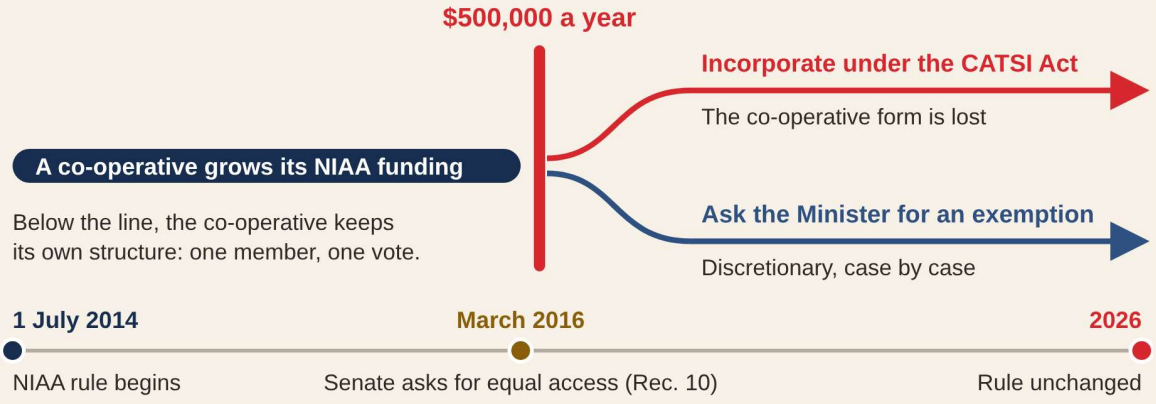
THE FUNDING RULE

Since 1 July 2014, any Indigenous organisation receiving $500,000 or more a year in NIAA funding must incorporate under the CATSI Act (NIAA n.d.). A co-operative must ask the Minister for an exemption to keep its structure. The rule bites just as a co-operative grows.

In 2016 a Senate committee called for equal access to Indigenous Advancement Strategy grants for registered co-operatives (Senate Economics References Committee 2016, Recommendation 10). In 2021 BCCM research found the shift to the corporate model "hindered the use of co-operative models" (BCCM 2021, p. 40).

FIGURE 5

At $500,000 a year, a co-operative must change its form or ask permission. The rule has stood for 12 years.



Sources: NIAA (n.d.). Senate Economics References Committee (2016). Exemptions are discretionary.

THE MEASURES

In 2024 the Commission found that "in most jurisdictions, it is unclear how much funding is allocated to ACCOs" (PC 2024, p. 5). Two years on, the Commission's own data report says this:

> **Unfortunately, we still have no nationally consistent way of measuring the four Priority Reforms.**
>
> Productivity Commission, Annual Data Compilation Report, July 2026, Foreword

FIGURE 6

Measuring the Priority Reforms: one phase of five complete



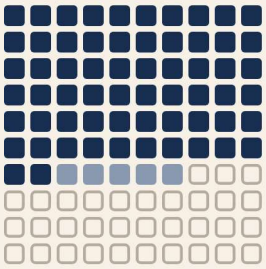
Source: PC (2026a), Table 1.3.

FIGURE 7

The Commonwealth reports who it funds, not where the money goes

ORGANISATIONS

1,697



67% First Nations in 2025. Lighter squares: the rise from 62% in 2024.

DOLLARS

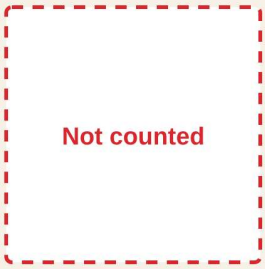
$1.7bn



First Nations share: not reported.

OWNERSHIP

Unknown



Community-owned share: not counted.

What it tells us | Priority Reform 2 runs on transfer. Without a dollar figure, nobody can see whether it is happening. The 2025 Annual Report discusses ownership only as individual home ownership.

Source: Commonwealth of Australia (2026), p. 19.

SECTION
4

What community ownership means in practice

Community control answers one question: who decides how a service runs. Community ownership answers three more. Who holds the asset? Who keeps the surplus? Who inherits the institution?

A community can control a clinic it does not own. It can manage housing in homes it does not own, and run a store under a contract it can lose at the next tender. Control on those terms lasts as long as the funding agreement. Ownership lasts as long as the members decide.

FIGURE 8

Priority Reform 2 stops at step 2. Ownership starts at step 3.



What it tells us | The community-controlled sector has climbed to step 2. The Agreement has no plan, funding or measure for the steps above it.

Framework: Tranby and BCCM.

Four tests of community ownership

In practical terms, a community owns an institution when it passes all four.

1 Title

Members hold legal title to the asset through their own organisation.

2 Surplus

Trading surplus stays local, reinvested or returned to members.

3 Voice

Every member has one vote, whatever capital they hold.

4 Inheritance

The rules stop assets being sold off without the members, and bring the next generation in.

Co-operatives meet the first three tests by design, and can meet the fourth with the reform in Recommendation 5.

FIGURE 9

Control runs a service. Ownership keeps what the service builds.

Control of a funded service		Ownership through a co-operative
The right to run the service	**What the community holds**	Title to the assets and the enterprise
Government grants and contracts	**Main income**	Trading income and member capital, with contracts on top
Often held under funder conditions on use and sale	**Assets**	Held by members through the enterprise
Reinvested in services, with grant underspends often returned	**Surplus**	Reinvested locally or returned to members
As long as the funding agreement	**How long it lasts**	As long as the members choose

Framework: Tranby and BCCM. Many organisations are both. Tranby and the AMS are community-controlled and community-owned.

THE RIGHT TO CHOOSE

The aim is not to promote one structure over another. The aim is choice.

A CATSI corporation, a company or a trust suits some communities. A co-operative suits others. Communities deserve the same freedom as other Australians to choose. Today the policy settings choose for them.

SECTION
5

Infrastructure that communities own

Governments already pay for homes, power, stores and work on Country. This review can settle who owns what that money builds.

FIGURE 10

Already funded. Ownership decides who keeps the result.

	ALREADY COMMITTED		OWNERSHIP OPPORTUNITY
	Housing $600m First Nations stream in Housing Australia Future Fund Round 3. Up to 2,700 remote NT homes by 2034.	→	Housing co-operatives in which tenants are members and the community holds title.
	Energy First Nations Clean Energy Program for reliable, affordable power.	→	Solar and battery co-operatives that keep the revenue. Original Power, a First Nations-led not-for-profit, already partners with the Ngardara Co-operative on homelands solar.
	Food $27.4m to lift the cap on the Low-Cost Essentials Subsidy Scheme. $32.7m for 75 remote stores.	→	Store co-operatives on the ALPA model, with surpluses funding community priorities.
	Care Support for the Anangu Elders Advisory Group to incorporate and take back control of aged care.	→	An Elder-governed care co-operative, owned by the community it serves.
	Country Over $600m to double Indigenous Rangers to 3,800 by 2030. $200m over three years for PBCs.	→	Producer co-operatives that turn Country-based harvests into enterprise, as the Northern Australia Aboriginal Kakadu Plum Alliance does.

What it tells us | Target 9B, essential services such as power and water, cannot be assessed for lack of data (PC 2026a). Communities that own their power and water systems hold that data themselves.

Sources: Commonwealth of Australia (2026), pp. 29, 45, 47, 50, 51, 68, 72. Australian Geographic (2025). BCCM (n.d.).

SECTION
6

Ownership gives effect to rights Australia has endorsed

Australia endorsed the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) in 2009. It names institutions, development, land and the money to sustain them.

FIGURE 11

What the Declaration says, and what ownership delivers

ARTICLE	THE RIGHT	WHAT OWNERSHIP DELIVERS
3	Self-determination, including freely pursuing economic development	**Members set their own economic priorities**
4	Self-government, with "ways and means for financing their autonomous functions"	**Trading income funds community institutions between grant rounds**
5, 20	To maintain and develop their own economic and social institutions	**Co-operatives are those institutions, built and governed by members**
23	To administer housing and other programmes "through their own institutions"	**Housing and service co-operatives owned by the people they serve**
26	To own, use, develop and control lands and resources	**Enterprises on Country owned by Traditional Owners**
39	Access to financial and technical assistance from States	**The First Nations Co-operative Development Program in Recommendation 3**

Source: United Nations (2007).

CLAUSE
44

"Aboriginal and Torres Strait Islander community control is an act of self-determination."

Self-determination is not only about making decisions. It is about deciding how decisions are made, and owning what those decisions build.

SECTION
7

Built to last

Assets built under this Agreement must outlast it. A housing or energy co-operative formed in 2027 should still belong to its community in 2087. Three changes make that possible.

1 Lock the assets

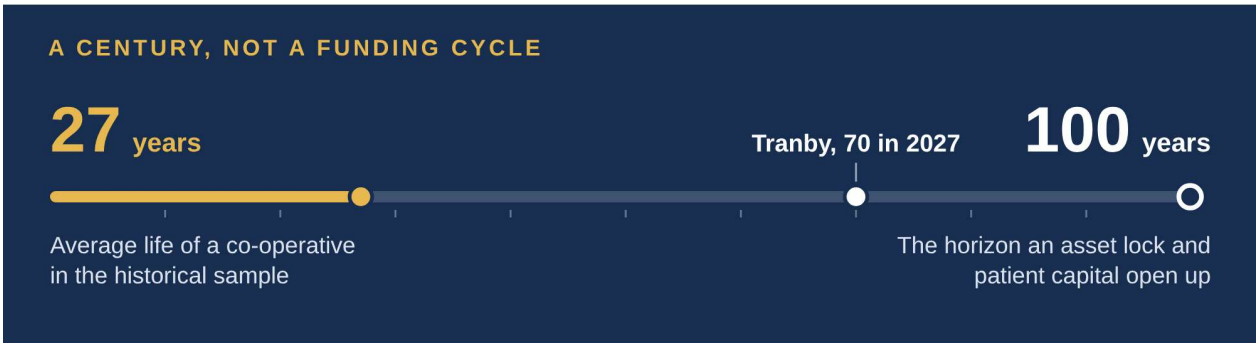
Australian co-operatives cannot permanently protect their legacy assets. One generation of members can vote to convert a co-operative and share out reserves that several generations built. The United Kingdom legislated a path to permanent protection in 2023, with the detail set by regulation. The BCCM has asked for the same reform here (BCCM 2025b, Recommendation 15). For a First Nations co-operative, an asset lock turns ownership into inheritance.

2 Open the door to patient capital

Co-operative Capital Units let a co-operative raise money without handing over control. One approval took more than nine months, and registrars publish no guidance on how to offer them (BCCM 2025b). Fixed, they let Indigenous Business Australia, the Indigenous Land and Sea Corporation, philanthropy and members invest without diluting one member, one vote.

3 Write ownership into the next agreements

Clause 49 sets a three-year cycle of Sector Strengthening Plans. The First Nations Economic Framework is being designed now. A new agreement will follow the 2031 targets. Each is a place to fix community ownership in policy so it survives a change of government.



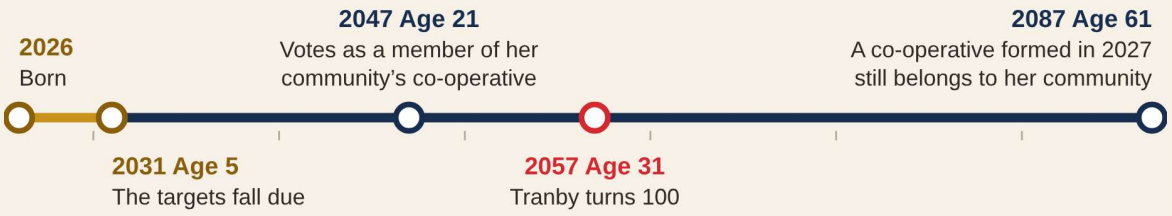
SECTION
8

What this means for the next generation

Half of all Aboriginal and Torres Strait Islander people are 24 or younger (ABS 2022). This generation will either own what Closing the Gap builds, or rent it.

FIGURE 12

A child born in 2026 is not a recipient of services. She is a future owner.



Year scale is proportional.

FIGURE 13

At 21, what does she own?

Her home
Rented from a program, or owned by a housing co-operative her community controls

See R4

Her power
Bought from a provider, or generated by a solar co-operative that keeps the revenue local

See R4

Her vote
One member, one vote in co-operatives that Closing the Gap counts and funds

See R1 to R3

Her inheritance
Assets locked so no single generation can sell what many built

See R5

What it tells us | Every Closing the Gap target falls due when she is five. What she owns at 21 depends on what this review recommends now.

Other First Peoples already count it

Collective ownership can be measured. Canada and Aotearoa show how.

FIGURE 14

Three First Peoples. Only one has no count of what communities own.

	CANADA **Arctic Co-operatives**	AOTEAROA **The Māori economy**	AUSTRALIA **First Nations co-operatives**
SCALE	**32** community-owned co-operatives, 20,000+ households	**NZ$126bn** Māori asset base in 2023, up 83% since 2018	**222+** co-operatives and mutuals, 22,000 members
WHO OWNS	Inuit and Dene communities, since the late 1950s	Iwi, trusts, incorporations and other collectives	Communities on 4.42m km² with rights or interests
HELD OR RETURNED	**CA$10.8m returned to members in 2020**	**NZ$41bn held by Māori collectives**	**$1.75bn in assets, $1.31bn owned outright**
OWNERSHIP	Counted Reported to members	Counted Measured in government reports	Not counted No Closing the Gap measure

What it tells us | Arctic Co-operatives and the Māori economy both count what their peoples own together. Closing the Gap counts Australia's land base but not what communities own on it.

Sources: Saint Mary's University (2021). MBIE and Te Puni Kōkiri (2025). BCCM (2021). PC (2026a).

CLOSES THE GAP **R2**

Recommendation 2 adds the missing count. A Priority Reform 2 indicator for community-owned enterprises, their members and their assets, governed under Indigenous Data Sovereignty principles, with a baseline in the 2028 data report.

SECTION
9

Recommendations in full

Who acts, who partners and by when.

1
RECOGNISE

ANSWERS
Community-controlled sector Q1
SEOs and targets Q1

Count co-operatives in the community-controlled sector

Joint Council confirms that co-operatives meeting the clause 44 tests are community-controlled organisations, and that co-operatives controlled by First Nations members are other Aboriginal and Torres Strait Islander organisations under clause 55. The NIAA lets registered co-operatives receive $500,000 or more a year without an exemption, as the Senate recommended in 2016. Procurement and finance programs treat co-operatives equally.

Who acts | Joint Council on Closing the Gap. The Minister for Indigenous Australians and the NIAA.

By | 30 June 2027

2
MEASURE

ANSWERS
Data and information Q2
SEOs and targets Q3

Add a Priority Reform 2 indicator for community ownership

Count community-owned enterprises, their members and the assets they hold, with the data governed by Aboriginal and Torres Strait Islander organisations under Indigenous Data Sovereignty principles. Co-operatives sit across eight separate registers (BCCM 2025b), so registrars add a voluntary field for Aboriginal and Torres Strait Islander control.

Who acts | The Data Policy Partnership, the Commission and co-operative registrars, with First Nations co-operatives.

By | A baseline in the 2028 data report

3
INVEST

ANSWERS
Community-controlled sector Q2
Policy development Q2

Fund a ten-year First Nations Co-operative Development Program

First Nations co-operative leaders run it. It funds governance and business education, incubation, legal and registration support, and patient capital. Ten years, not grant rounds, because members, assets and trust take years to build. Tranby has done exactly this work since 1957.

Who acts | The Commonwealth through the First Nations Economic Partnership, the NIAA and Indigenous Business Australia, in partnership with First Nations co-operatives, Tranby and the BCCM.

By | Funded in the 2027-28 Budget

4

BUILD

ANSWERS

Community-led efforts Q1

SEOs and targets Q2

Build ownership into infrastructure governments already fund

Name community-owned co-operatives as eligible vehicles in the Housing Australia Future Fund Round 3 First Nations stream, the First Nations Clean Energy Program, the Stores Efficiency and Resilience investment, the Remote Jobs and Economic Development Program and the Indigenous Rangers Program. Fund five co-designed demonstration co-operatives in housing, energy, food, care and enterprise on Country. Publish what they learn.

Who acts | Housing Australia, the NIAA and the energy and health departments, co-designing with communities, First Nations co-operatives, Tranby and the BCCM.

By | Each program's next funding round from 2027

5

PROTECT

ANSWERS

Community-controlled sector Q2

Governance Q5

Make community ownership last

Amend the Co-operatives National Law and the *Co-operatives Act 2009* (WA) so co-operatives can opt in to a permanent asset lock, and correct the Co-operative Capital Unit provisions. Joint Council adds community ownership to the capital infrastructure stream of the next Sector Strengthening Plans.

Who acts | NSW as lead jurisdiction, with every state and territory. Joint Council.

By | Bills introduced by 2028, and the next round of plans

6

EMBED

ANSWERS

Governance Q5

SEOs and targets Q2

Put collective ownership in the First Nations Economic Framework

Make collective ownership a pillar of the Framework, alongside the investment vehicles named as 2026 priorities. Carry it into the agreement that follows the 2031 targets.

Who acts | The First Nations Economic Partnership, with First Nations co-operatives, Tranby and the BCCM.

By | Before the Framework is finalised

Tranby and the BCCM would welcome the chance to discuss this submission with the Commission.

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ABBREVIATIONS

ACCO	Aboriginal community-controlled organisation
ALPA	Arnhem Land Progress Aboriginal Corporation
AMS	Aboriginal Medical Service, Redfern
BCCM	Business Council of Co-operatives and Mutuals
CATSI Act	*Corporations (Aboriginal and Torres Strait Islander) Act 2006*
IAS	Indigenous Advancement Strategy
NIAA	National Indigenous Australians Agency
PBC	Prescribed Body Corporate
PC	Productivity Commission
SEOs	Socio-economic outcomes
UNDRIP	UN Declaration on the Rights of Indigenous Peoples

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