



# IBAC Annual Plan

2023/24

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## Acknowledgment

IBAC acknowledges the Traditional Custodians of the lands on which we work and pays respect to Elders past, present and emerging. We recognise and celebrate the diversity of Aboriginal peoples and their ongoing cultures and connections to the lands and waters of Victoria.

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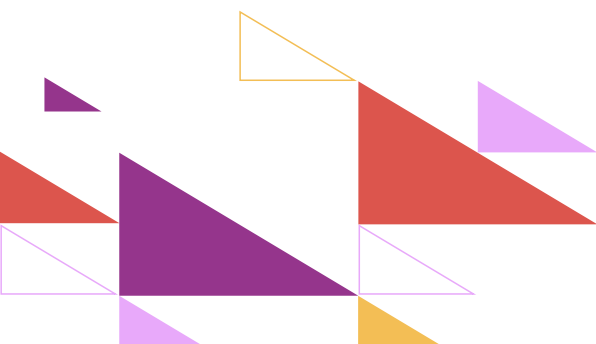


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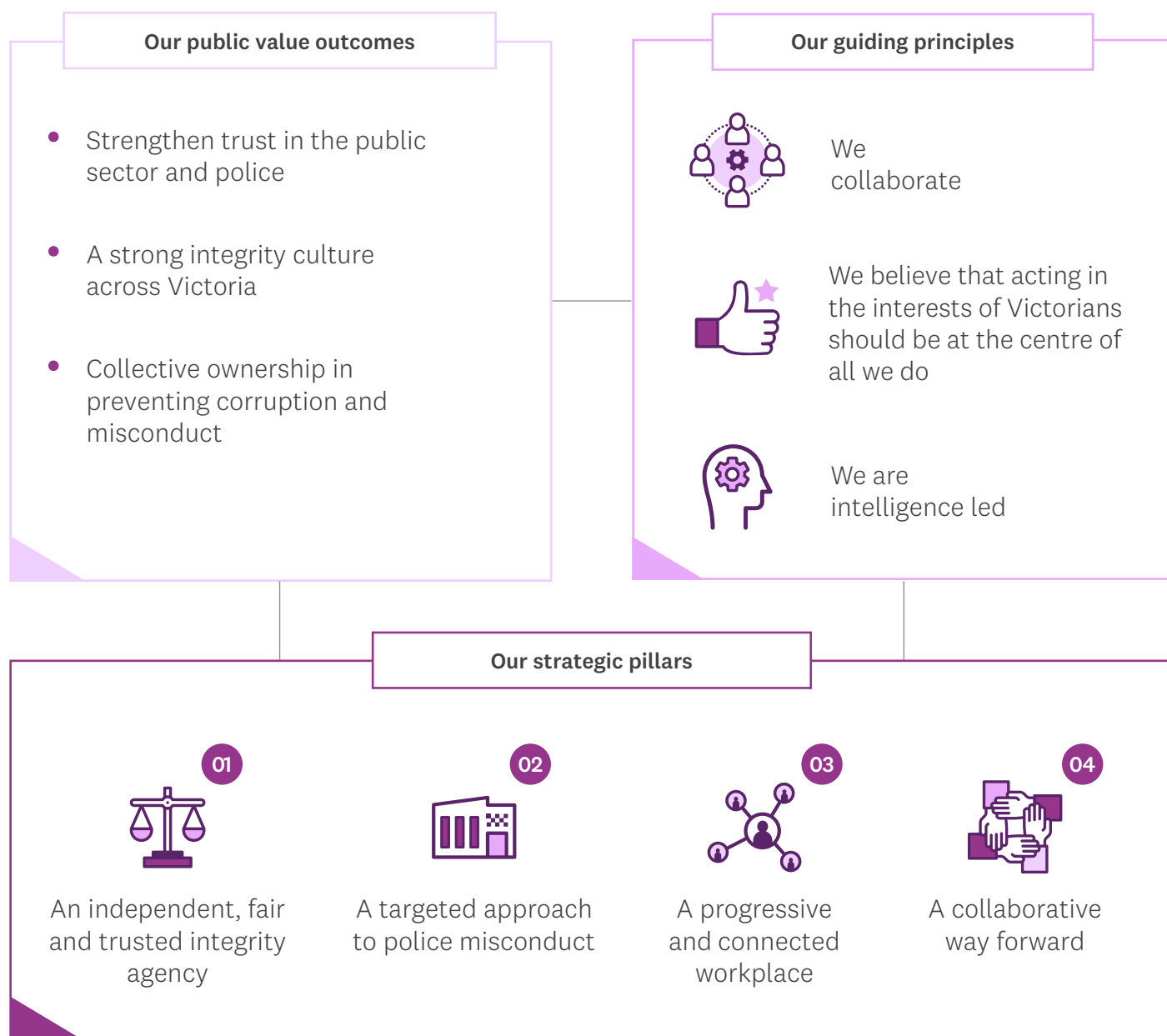
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# The IBAC Plan 2021-25

The IBAC Plan 2021-25 describes our vision, public value outcomes, guiding principles and strategic direction. The full plan is available on the IBAC website.

Our vision is a public sector and police that acts with integrity for all Victorians.

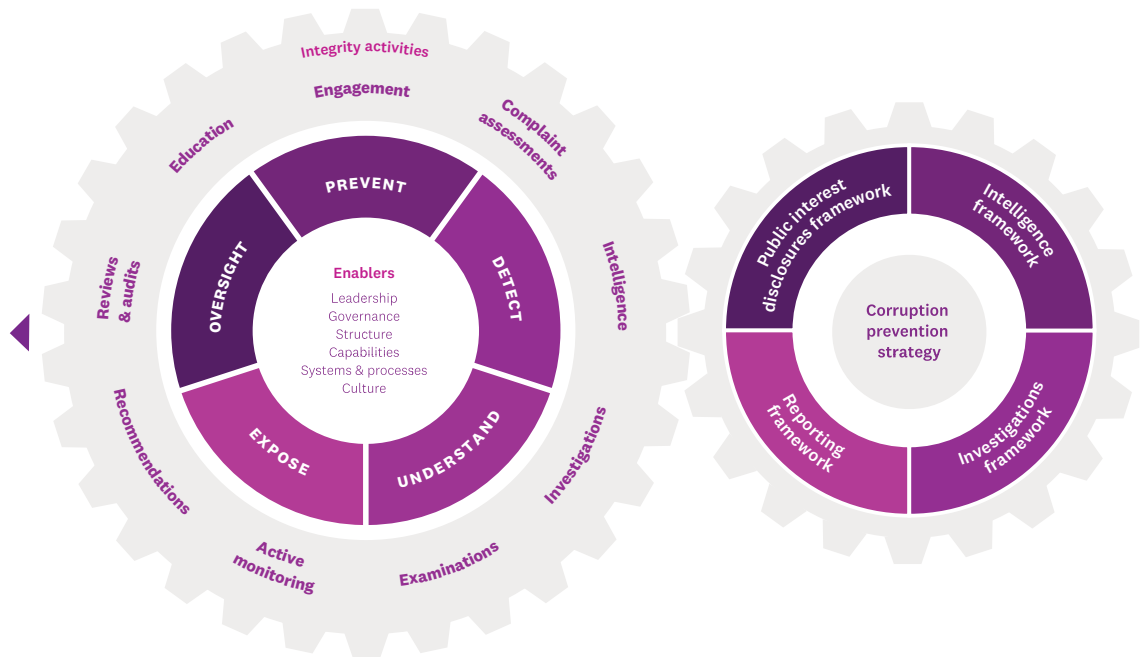


# Our core work

Our core business is preventing and exposing public sector corruption and police misconduct. We organise our resources and manage our work via our Operating Model and underpinning operational frameworks and strategies to deliver public value.

## Public value outcomes

- Strengthening trust in the public sector and police
- A strong integrity culture across Victoria
- Collective ownership in preventing corruption and misconduct



## Prevent

We raise awareness about the detrimental effects of police misconduct and public sector corruption and how they can be prevented. We also support public sector agencies and Victoria Police through identifying corruption and police misconduct risks, raising awareness, and providing tools and education to support them to strengthen their policies, systems and practices to prevent serious corruption and police misconduct.



## Understand

We gather data, information and evidence to form insights about where and how we should focus our resources. Stakeholder engagement helps build our understanding and insights about current and emerging risks and issues. Research and intelligence analysis alerts us to trends, emerging corruption and misconduct risks, and opportunities to improve our work.



## Detect

We identify corruption and police misconduct through complaint assessments, intelligence and information gathered during our investigations.



## Oversight

We review the implementation of our recommendations, review the investigation of complaints we have referred to the public sector or Victoria Police, actively monitor priority internal police investigations into suspected police misconduct and oversight Victoria Police's compliance with relevant legislation.

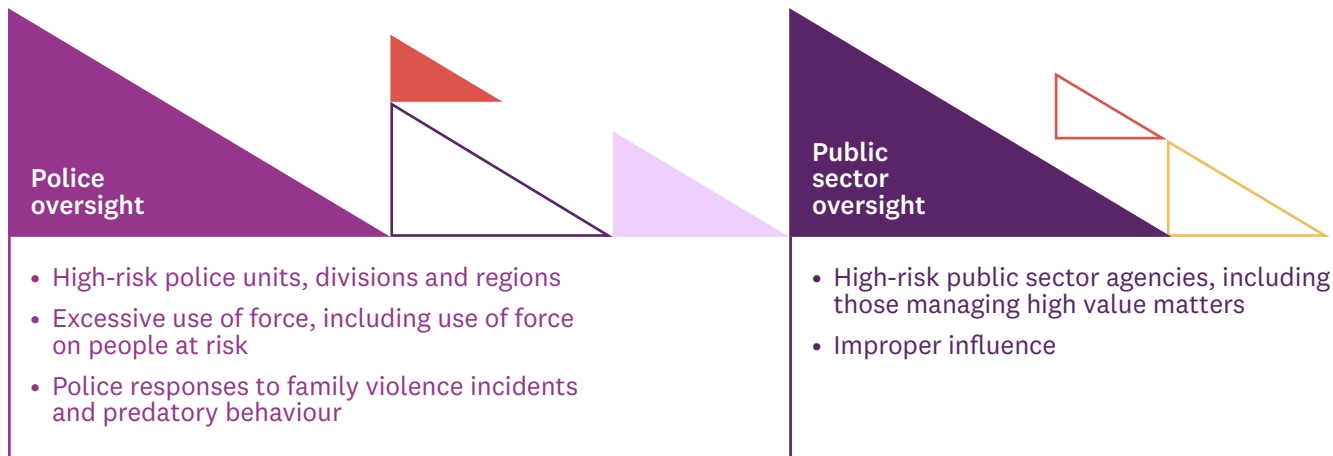


## Expose

We undertake investigations, examinations, prosecutions and produce public reports, to expose serious corruption and police misconduct.

# Our strategic focus areas

During strategic planning, we identify key police misconduct and public sector corruption risks to prioritise our prevention and exposure work. These are reviewed annually to consider emerging risks. There are five strategic focus areas to guide our operational activity in 2023/24.



## High-risk police units, divisions and regions

We focus on police misconduct in identified high-risk regions, divisions, and work units within Victoria Police. We develop strategies to strengthen IBAC's oversight of Victoria Police and increase its ability to reduce the prevalence of misconduct.

## Excessive use of force, including use of force on people at risk

We will continue to expose and seek to prevent excessive use of force by police, corrections and other public sector officers against Victorians, including those experiencing vulnerability.

## Police responses to family violence incidents and predatory behaviour

We aim to prevent and expose inappropriate Victoria Police responses to family violence and predatory behavior incidents involving police. Consistent police responses are critical to maintain community trust and reduce the prevalence of these behaviors by police officers and employees.

## High-risk public sector agencies, including those managing high-value matters

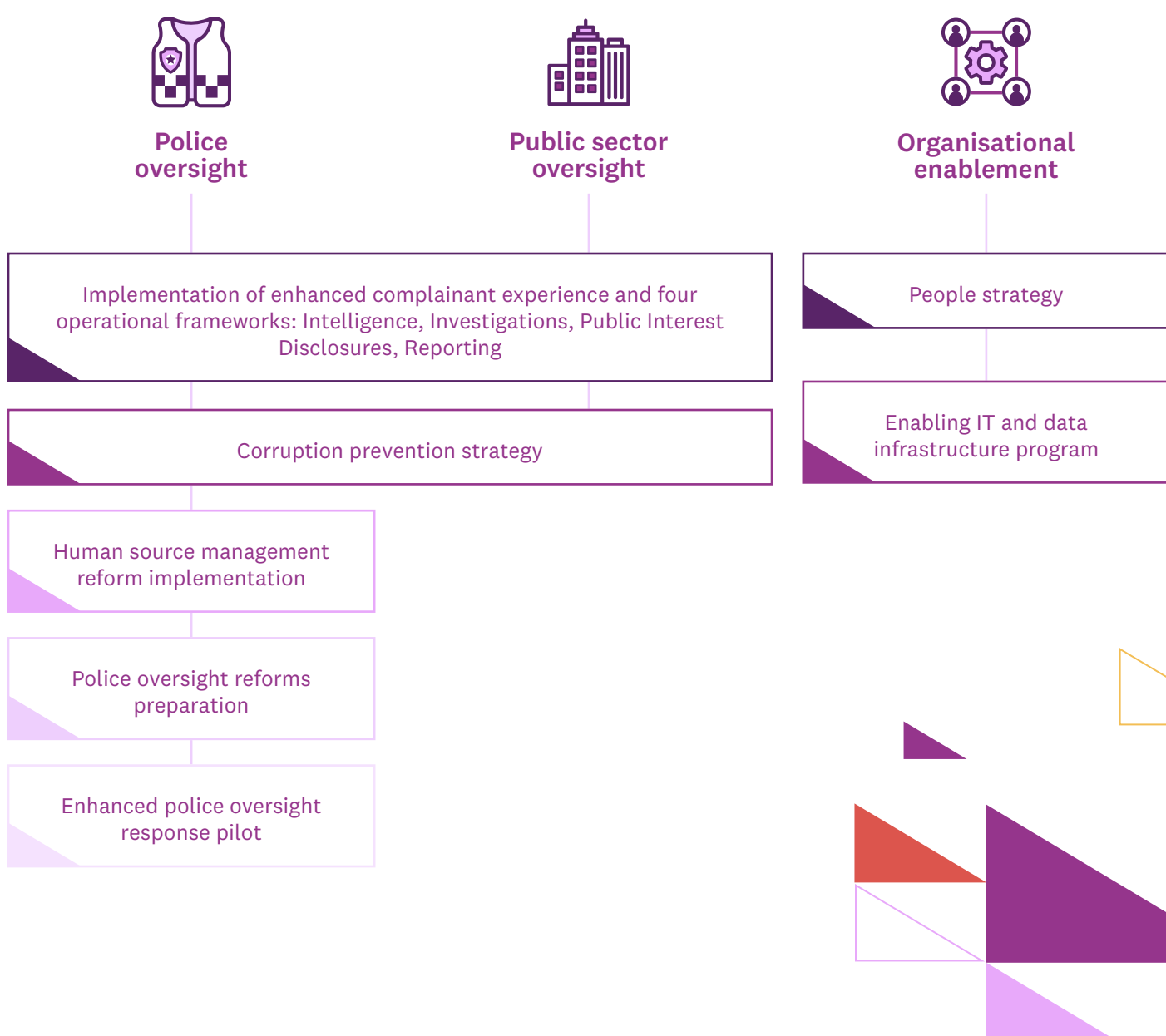
We focus on agencies that are more likely to be vulnerable to corruption because they hold valuable information that could be misused or because they are responsible for high value investments, planning, outsourcing of public services delivery or allocation of funding.

## Improper influence

We will continue to prevent and expose improper influence on decision-making in the public sector, with a focus on the influence of lobbyists, donors, government-aligned stakeholders and third-party facilitators. This includes reporting on investigations that highlight the corruption risks presented by improper influence and proposing reforms to strengthen accountability and transparency.

# Our strategic initiatives

In 2023/24, seven strategic initiatives will deliver year three of the four-year IBAC Plan. Initiatives include implementing our new operating frameworks; embedding a more complainant focused approach to our work; implementing police human source management reforms; and continuing to prepare for anticipated police oversight reforms.



# Our performance framework

We are accountable to the Victorian community, via Parliament, for our performance. Our performance framework includes a Balanced Scorecard of mandated Budget Paper No. 3 (BP3); non-financial performance measures; and key performance indicators (KPIs) across four perspectives (impact, police oversight, public sector oversight and organisational enablement) to provide evidence of our performance.

## In 2023/24, we will:

- complete a refresh of performance measures to better demonstrate our impact and core service performance, including establishing measures on public trust in IBAC's oversight role and the accessibility and fairness of our services.
- implement and begin monitoring the new measures developed in 2022/23. Some of these measures and associated targets are set out in the following sections of this plan.
- introduce new organisational capability measures to monitor our efforts as we continue to improve our systems, governance and workforce.





# Police oversight

(Strategic pillars: A targeted approach to police misconduct; A collaborative way forward)

**Our independent police oversight activities are targeted and transparent to better meet the needs of Victorians, including those who may be vulnerable.**

**Victoria Police and the community understand our role, reach and impact in police misconduct matters. We have a key role to play in upholding integrity standards and preventing police misconduct.**

## Strategic focus areas

- **High-risk police units, divisions and regions.**
- **Excessive use of force, including use of force on people at risk.**
- **Police responses to family violence incidents and predatory behaviour.**

To target police misconduct in 2023/24, we will:

- Continue to refine our risk system to identify high risk police work areas
- Publish special report of Victoria Police's responses to IBAC's recommendations
- Increase the transparency and oversight of allegations of police misconduct by conducting an audit of Victoria Police's civil litigation allegations
- Develop a dashboard of Victoria Police internal complaints to inform IBAC's future work prioritisation and strategic focus areas
- Strengthen police legislative compliance with various Acts<sup>1</sup> by conducting reviews and providing timely reports
- Undertake a thematic review of Victoria Police use of oleoresin capicum spray
- Publish a special report on Victoria Police's use of force
- Publish a thematic case study of Victoria Police investigations involving excessive use of force against people at risk
- Develop a research project and report on Victoria Police's handling of police perpetrated family violence
- Undertake a thematic review of the use of Victoria Police vehicles for interception resulting in serious injury.

## Collaboration and engagement

Where appropriate, we work with Victoria Police, other integrity and oversight bodies, and the community to share insights, learn from each other and deliver shared outcomes.

### Victoria Police collaboration and education

- Expand Victoria Police engagement to include implementation of the Taking Charge program at the Victoria Police Academy.

### Community engagement

- Conduct a police oversight engagement project for the Victorian Aboriginal and Torres Strait Islander community to build confidence in reporting police misconduct to us
- Deliver a metropolitan advertising campaign on IBAC's police oversight role.

<sup>1</sup> IBAC has the function of overseeing and reporting on Victoria Police's compliance with its obligations under the various legislation including: *Sex Offenders Registration Act 2004*; *Drugs, Poisons and Controlled Substances Act 1981*; *Firearms Act 1996*; *Witness Protection Act 1991*; and *Crimes Act 1958*.

# Police oversight (cont).

(Strategic pillars – a targeted approach to police misconduct; a collaborative way forward)

## Strategic initiatives

### Implementation of enhanced complainant experience and frameworks

This program will implement the newly developed Public Interest Disclosure (PID), intelligence, investigations and reporting frameworks. It will build on IBAC's work to date by further promoting a proactive, collaborative, whole-of-IBAC approach to operations. By embedding metric-based continuous improvement practices we will also ensure that we leverage every opportunity to learn and improve. The program will also develop a new reporting framework and continue the enhanced complainant experience.

### Enhanced complainant experience

We will further enhance our focus on improving the complainant's experience when bringing matters to IBAC.

In 2022/23 we implemented an assessment quality assurance framework and continued to review and improve how we communicate with complainants. As this is a multi-year program, in 2023/24 we will look to introduce new initiatives including improving complainant understanding of IBAC's jurisdiction as well as improving the key touchpoints for complainants with IBAC.

### Public Interest Disclosures (PID) framework

In 2022/23, we continued to enhance our approach to managing the PID regime by developing a PID framework. The implementation of the PID framework involves a multi-year program of work to ensure that IBAC continues its stewardship of the PID scheme by publishing refreshed and accessible resources about the PID legislation as well as further supporting education and learning of PID coordinators and the public sector through training and workshops.

## Intelligence framework

The intelligence framework will provide a vision for a common and consistent IBAC-wide approach to intelligence activities as well as guidance for the development of our intelligence capability.

The implementation phase seeks to:

- embed an organisation-wide culture that values and contributes to intelligence
- enhance training and professional development opportunities for intelligence practitioners
- standardise intelligence processes and protocols
- enhance data analytics tools and data management
- improve collaboration and intelligence sharing with integrity partners.

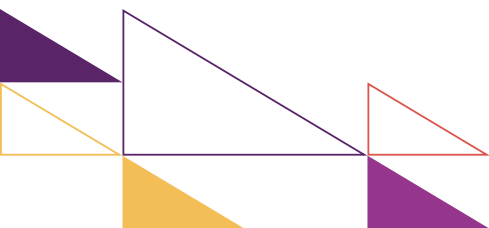
Embedding the framework will maximise the efficiency and effectiveness of IBAC's prevention and exposure work, through:

- broader intelligence coverage and enhanced understanding of corruption and police misconduct risks and issues
- better, more insightful intelligence products
- more informed tactical, operational, and strategic decision making.

## Investigations framework

The purpose of our new investigations framework is to provide stronger governance of investigations, including clear timeframes and decision-making points. Implementing this framework will improve our ability to:

- prioritise our investigations in circumstances where we have multiple investigations in progress at once and resource limitations
- standardise the internal reporting and streamline the work practices across preliminary inquiries and investigations
- identify weaknesses in an organisation's processes that could allow misconduct or corruption to occur by considering prevention issues from the outset of an investigation
- complete investigations efficiently.



## Reporting framework

IBAC's reporting activities communicate details of our work to achieve our objectives of exposing, preventing and improving the capacity to prevent police misconduct and public sector corrupt conduct. In doing so, IBAC is committed to producing fair and accurate reports, and communication products. This will be achieved through accurate, evidence-based statements of facts and findings, objective and insightful discussions of police misconduct and corruption risks and include robust reform proposals.

## Corruption prevention strategy

In 2023/24 we will implement year three of our *Corruption Prevention Strategy 2021-2024*. In year two, IBAC continued to build prevention capabilities across the agency and enhanced our engagement and communication with external stakeholders. Key achievements included finalisation of our new IBAC website; publication of key findings from a suite of perceptions of corruption surveys; and establishment of a cross-Victorian integrity agency prevention and education advisory committee.

In year three of our four-year plan, we will continue to expand our data collection and reporting by conducting additional perceptions of corruption surveys; publishing new prevention resources and public data dashboards on our website; and undertaking a pilot of an organisational integrity maturity rating scale with selected state government departments. We will also finalise a series of new e-learning modules on different corruption prevention topics. Engagement and communication activities for the Victorian Public Service (VPS), local government, legal sector and the community will be guided by new targeted engagement strategies, as well as engagement activities related to public interest disclosures.

## Human source management reform implementation

In response to the Royal Commission into the Management of Police Informants, the Victorian Government has enacted legislation that will require IBAC to establish a new compliance and reporting function in relation to Victoria Police's registration and management of human sources in 2024.

In anticipation of the reforms in 2021/22, IBAC conducted consultation to support information sharing capability between IBAC, Victoria Police, and the Public Interest Monitor.

We will continue to work towards the implementation of the human source scheme, noting that the reforms will require a resource investment by the Victorian Government as well as system improvements in consultation with Victoria Police.

## Police oversight reforms preparation

The Victorian Government has undertaken a systemic review of police oversight and consulted with various stakeholders, including IBAC in 2022. Until such time as the outcome of the review is announced by Government, IBAC is proactively taking steps to improve its handling of complaints relating to Victoria Police as well as trialing a dedicated team to assess and investigate some complaints about Victoria Police (see enhanced police oversight response section below).

In 2023/24, we will continue to advocate for legislative reforms that will better enable IBAC to meet its police misconduct and public sector corruption exposure, prevention and oversight objectives.

## Enhanced police oversight response pilot

We will trial a dedicated multi-disciplinary team to assess and investigate serious single incident complaints about police misconduct from communities at a higher-risk of misconduct occurring.

The intent of the trial is to reduce response times for vulnerable complainants, including Aboriginal and Torres Strait Islander peoples, LGBTIQ+, culturally and linguistically diverse community members, and those experiencing mental illness.

# Performance targets

## We will introduce new performance measures for our police oversight role.

In 2023/24, we will introduce:

- a new BP3 measure on the quantity of police oversight services delivered, including preliminary inquiries, investigations, active monitoring and reviews.
- a new KPI on the percentage of IBAC recommendations accepted by Victoria Police

## Police oversight performance

Objective	Performance Measure	2023/24 target
<b>Police misconduct prevention</b>		
Prevention of police misconduct	1. Number of police misconduct prevention initiatives delivered by IBAC, including reports, prevention resources, campaigns, forums and events	35-40 <sup>2</sup>
	2. Percentage average satisfaction with police misconduct prevention forums and events delivered by IBAC for a police audience	95%
	3. Percentage average satisfaction with police misconduct prevention forums and events delivered by IBAC for a community audience	70%
Improve the capacity of the police to prevent police misconduct	4. Percentage of police attendees who intend to apply learnings after attending police misconduct prevention initiatives	Baseline in 23/24
	5. Percentage of formal IBAC recommendations and requests made under the IBAC Act to Victoria Police that are accepted <sup>3</sup>	85%
<b>Assessment of police complaints and notifications</b>		
Assess police conduct complaints and notifications	6. Public interest disclosure complaints and notifications about the police assessed within 30 days	70%
	7. Complaints or notifications about police misconduct assessed within 45 days	60%
<b>Oversight and investigation of police conduct</b>		
Investigate police misconduct	8. Number of police oversight activities (including preliminary inquiries, investigations, active monitoring and reviews) completed	242
	9. Proportion of investigations into police misconduct <sup>4</sup> completed within 270 days	60%

<sup>2</sup> The number of police-focused corruption prevention initiatives can vary each year depending on IBAC focus areas and engagement opportunities available with Victoria Police. For this reason, a target range has been identified based on historical trend data. A similar target range has been identified for public-sector focused corruption prevention initiatives delivered by IBAC. Please note that the sum of these two numbers regarding initiatives delivered targeting police or the public sector will be different from the BP3 measure on the overall total number of corruption prevention initiatives delivered by IBAC as the BP3 measure also counts initiatives that target non-public sector or police audiences.

<sup>3</sup> Note: There is no legislative requirement for Victoria Police to accept IBAC recommendations or requests.

<sup>4</sup> Measures for the investigation of police corruption are incorporated into the public sector measures in the next section.

# Public sector oversight

(Strategic pillars: An independent, fair and trusted integrity agency; a collaborative way forward)

**We are an independent integrity agency working towards eliminating public sector corruption in Victoria. We do this by educating and building the capability of the public sector to actively resist corrupt conduct and sharing our insights on Victoria's corruption landscape.**

## Strategic focus areas

- **High-risk public sector agencies, including those managing high-value matters**
- **Improper influence**

To continue to build trust in IBAC and deliver quality services which impact, in 2023/24 we will:

- develop and pilot an organisational integrity maturity rating scale to support departments to manage their own organisational integrity
- conduct an audit of public sector agency implementation of IBAC section 159 recommendations
- produce strategic assessments on corruption risks associated with the public sector and water sector
- develop internal public sector and local government corruption risk systems to inform IBAC work prioritisation and strategic focus areas
- publish research findings on members' of parliament and local government councillors' perceptions of corruption.

## Collaboration and engagement

We encourage organisations to approach us to help them build a strong integrity culture. We also work with the Victorian integrity system so that the outcomes of our work translate into practical actions, learnings, and recommendations for the public sector.

### Public sector collaboration and education

- Implement public sector, local government and legal engagement strategies.
- Explore prevention and education opportunities to address systemic corruption vulnerabilities relating to use of public funds in the health sector.

## Community engagement

- Develop a community engagement strategy.
- Deliver events and webinars that can be attended by community members on topics such as Public Interest Disclosures and our prevention and investigation work.

## Collaboration with other integrity and oversight bodies

- Seek input and information from other Victorian integrity agencies into the development and implementation of an organisational integrity maturity rating scale and pilot the rating scale with a selected number of Victorian Government departments.
- Explore opportunities to collaborate with other Victorian integrity agencies on data collection and development of performance measures to assess the impact of prevention and education activities.

## Strategic initiatives

### Implementation of enhanced complainant experience and frameworks

### Corruption prevention strategy

These strategic initiatives, described under the police oversight section, also apply to public sector oversight.



# Performance targets

## We will introduce new performance measures for our public sector oversight role.

In 2023/24, we will introduce:

- a new BP3 measure on the quantity of public sector oversight services delivered, including preliminary inquiries, investigations and reviews
- a new KPI on the percentage of IBAC recommendations accepted by public sector agencies.

## Public sector oversight performance

Objective	Performance Measure	2023/24 target
<b>Corruption prevention</b>		
Prevention of corrupt conduct	1. Number of public sector corruption prevention initiatives delivered by IBAC, including reports, prevention resources, campaigns, forums and events.	35-40 <sup>5</sup>
	2. Percentage average satisfaction with corruption prevention forums and events delivered by IBAC for a public sector audience	95%
	3. Percentage average satisfaction with public sector focused corruption prevention forums and events delivered by IBAC for a community audience	70%
Improve the capacity of the public sector to prevent corrupt conduct	4. Percentage public sector attendees who intend to apply learnings after attending corruption prevention initiatives	Baseline in 23/24
	5. Proportion of formal IBAC recommendations made under the IBAC Act to public sector agencies that are accepted <sup>6</sup> .	85%
<b>Assessment of corruption complaints and notifications</b>		
Assess corrupt conduct complaints and notifications	6. Proportion of Public Interest Disclosure complaints and notifications about the public sector assessed within 30 days	70%
	7. Proportion of complaints or notifications about public sector corrupt conduct assessed by within 45 days	60%
<b>Oversight and investigation of corrupt conduct</b>		
Investigate and expose corrupt conduct	8. Number of public sector oversight activities (including preliminary inquiries, investigations, and reviews) completed	32
	9. Proportion of standard investigations into public sector <sup>7</sup> corruption completed within 270 days	60%
	10. Proportion of complex investigations into public sector corruption <sup>8</sup> completed within 540 days	60%

<sup>5</sup> The number of public sector focused corruption prevention initiatives can vary each year depending on IBAC focus areas and engagement opportunities available with public sector organisations. For this reason, a target range has been identified based on historical trend data. A similar target range has been identified for police focused corruption prevention initiatives delivered by IBAC. Please note that the sum of these two numbers regarding initiatives delivered targeting police or the public sector will be different from the BP3 measure on the overall total number of corruption prevention initiatives delivered by IBAC as the BP3 measure also counts corruption prevention initiatives that target non-public sector or police audiences.

<sup>6</sup> Note: There is no legislative requirement for public sector agencies to accept IBAC recommendations.

<sup>7</sup> This measure includes the investigation of police corruption. A measure for the investigations into police misconduct is included in the previous section.

<sup>8</sup> As above.

# Organisational enablement

(Strategic pillar: a progressive and connected workplace)

**We are a connected, inclusive and flexible organisation. We encourage a safe environment that empowers our leaders to be their best.**

**We do this by investing in appropriate systems, processes, and infrastructure, while also supporting our staff to lead and pursue interesting career pathways. We use our data capability, insight and feedback to hold ourselves accountable, and monitor and continuously improve the impact of our work.**

In 2023/24, we will continue to implement our people strategy and IT and data infrastructure program to enhance our workplace and enable our staff to deliver contemporary services and value to the Victorian community.

## Strategic initiatives

### People strategy

Our people strategy outlines how we will leverage the talents and ambitions of our staff to realise our strategic goals. The strategy has been separated into three key streams:

**People:** We will ensure we have the right people in the right roles at the right time through streamlining recruitment and employee onboarding.

In 2023/24 we will review our payroll systems and processes to ensure they continue to meet our developing requirements. We will also introduce data analytics and dashboards that will provide consistent and regular workforce data reporting.

**Culture:** we will build a more inclusive and connected workplace by embedding our newly defined values into every aspect of our work and continuing to provide a safer, fairer and more inclusive workplace.

In 2023/24 we will be focusing on ensuring that all of our policies and procedures are gender neutral. We will also be embedding our Reconciliation Action Plan (RAP) across the organisation and providing our RAP Ambassadors with training and support.

**Capability:** We will strengthen individual and organisational expertise by providing our leaders with leadership tools and expanding internal career pathways and development opportunities.

In 2023/24 we will commence delivery of our leadership development and succession planning program. The program will start with a review of current leadership skills across the organisation, which will form the basis of a tailored leadership program. The second phase of the program will see the development of a detailed succession planning framework, aimed to secure the future skills and capability of the organisation.

### Enabling IT and data infrastructure program

Our focus this financial year is to deliver ICT and data infrastructure programs to create a more connected and progressive workplace.

We will continue to consolidate IBAC systems and use the capabilities and services implemented through the delivery of the *IT Strategy 2020-2023*.

In 2023/24, we will:

- continue to migrate systems and services to the Cloud
- progress the development of our data maturity and capability
- further enhance our cyber security capability to protect our information
- update our service management system and capability to expand and automate our customer service delivery.

# Performance targets

**We will develop and implement measures to support our transition to a more connected, inclusive, and flexible organisation.**

In 2023/24, we will:

- refresh our corporate services performance measures to better measure organisational connectivity and the quality of our internal customer service delivery
- introduce a new measure to monitor our gender pay equity.

Organisational enablement performance measures		2023/24 target
<b>Leadership and culture</b>		
1. People Matter Survey - employee engagement score		66%
2. Increase in OHS reporting as a leading indicator of improvement in safety culture <sup>9</sup>		+5%
<b>Governance and structures</b>		
4. Expenditure – variance against budget (organisation wide)		+/- 5%
5. Implementation of annual plan		≥ 75%
<b>Capabilities</b>		
6. Staff turnover		20%
7. Gender equity - difference in the median male and female VPS salary		4.5%
<b>Systems and processes</b>		
10. IT system uptime (availability of IBAC-managed systems)		99.95%
11. Lost time injury frequency rate (LTIFR) (at or below industry standard) as an indicator of safety system		2.7

<sup>9</sup> IBAC's commitment to a safety first speak up culture relies on everyone to proactively identify and report incidents and hazards. Increases in reporting is an indicator that employees feel safe to speak up and enable management to have timely and consultative discussions that improve the safety culture of the workplace.

# Our strategic risks

Risk management is an integral part of IBAC’s decision-making, planning, and service delivery. Our strategic and operational risks are managed in accordance with the *Victorian Government Risk Management Framework* (VGRMF), which contains a risk analysis process that requires IBAC to analyse the impacts and consequences of identified risks and to examine the controls that it has in place.

As part of the VGRMF, IBAC maintains a risk matrix. The risks and associated controls are monitored and periodically reviewed by IBAC, our internal auditors, and the Audit and Risk Management Committee.

Nine strategic risks have been identified that have the potential to impact the achievement of our objectives.

Strategic risks
Ineffective governance, accountability and decision making
Failure to prevent internal fraud, corruption or serious misconduct and meet the standards that we set for those we oversight
Mismanagement of the public interest disclosure scheme
Inability to maintain credibility as an integrity agency and effectively manage strategic stakeholder relationships
Inability to maintain an organisational culture that attracts and retains staff and supports continuous improvement and delivery of our strategy
Operations are disproportionate, compromised, or outcomes are poorly communicated
Failure to adequately manage safety and wellbeing of staff and people we engage with
Ineffective cyber and information security resulting in a significant breach of data protection, privacy or disruption of operations
Inability to meet community expectations about police accountability and oversight due to legislative settings and competing resource demands

# Our annual budget

## Budget Paper No. 3 2023/24 financial performance statement (budget)

### IBAC funding overview

IBAC’s funding for the next four years is as follows:

Table 1: IBAC funding overview 2023/24 to 2026/27

	2023/24	2024/25	2025/26	2026/27
	Budget \$ Million			
Appropriation	59.4	61.2	62.3	63.5
Expenditure Review sub-Committee (ERSC) funding	2.8	1.7	1.8	1.8
<b>Total confirmed funding</b>	<b>62.2</b>	<b>62.9</b>	<b>64.1</b>	<b>65.3</b>

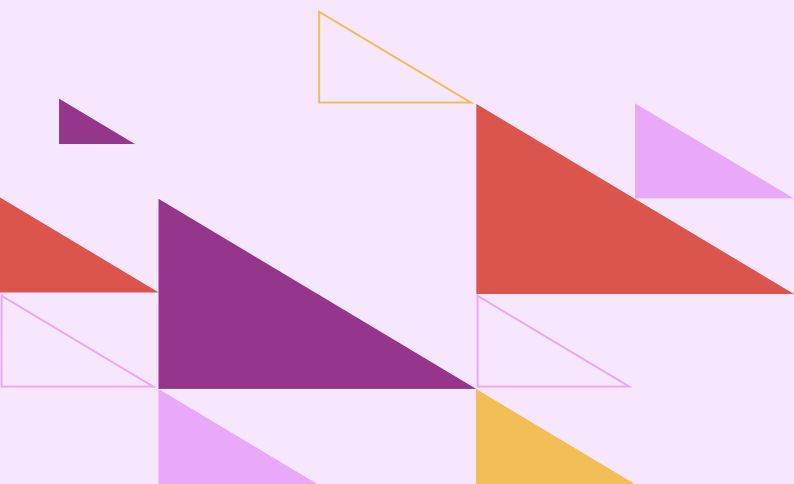
### Operating budget

The confirmed 2023/24 includes \$59.4m (including inflation indexation) in output appropriation, \$2.8m in ERSC funding and \$7.9m ongoing base funding uplift announced in the 2022/23 state budget to allow IBAC to operate effectively and efficiently (excluding inflation indexation).

### Capital projects

Apart from the cyclical replacement of equipment and computer systems, the 2023/24 plan includes periodic assets replacement with no significant replacement asset planned for 2023/24. IBAC’s assets mainly consist of leasehold improvements, computer systems, and office equipment. IBAC’s capital expenditure is funded by depreciation equivalent funding. The treasurer approved IBAC’s request to rephase \$480,000 of 2022/23 capital funding from 2022/23 to 2023/24 to align with expected timelines for the associated project.







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