

Implementation and delivery of COI recommendations

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About this report

On 9 August 2022, in accordance with the *Commissions of Inquiry Order (No.1) 2022*, the Honourable Gerald Edward (Tony) Fitzgerald AC QC and the Honourable Alan Wilson QC provided their report on the *Commission of Inquiry relating to the Crime and Corruption Commission* (CCC) to the Queensland Premier and to the Attorney-General and Minister for Justice, Minister for Women and Minister for the Prevention of Domestic and Family Violence (the Minister). The report included 32 recommendations.

The Commission of Inquiry recommendations provide a five-year blueprint for the reform of the CCC. This program of reform will ensure the CCC remains independent, fair and impartial. We have committed to implementing the recommendations.

Where we could, we acted quickly. We have implemented some actions where we had sole responsibility. Many recommendations require more detailed planning, coordination with key stakeholders and additional resources. In December 2022, we received funding to commence planning and to manage the delivery of the Commission of Inquiry program of work. In the 2023-24 budget, the Government allocated \$20.849 million over four years to the CCC to develop and manage the program.

We recognise the significant public interest in the implementation and delivery of the Commission of Inquiry's recommendations. We publicly release quarterly progress reports and this report summarises progress since the release of the Commission of Inquiry report in August 2022.

This public report supplements the reports on the implementation and delivery of recommendations provided each month by the CCC to the Minister, Parliamentary Crime and Corruption Committee, and Parliamentary Crime and Corruption Commissioner (in accordance with Recommendations 31 and 32).



Implementation of Recommendations 1 to 32

Seconded police and their powers

Recommendation	Commentary
Recommendation 1 The use of seconded police officers by the Crime and Corruption Commission is appropriate and should continue (subject to recommendations below).	A future state model for the CCC Corruption Division was endorsed and is being implemented. That model continues to utilise seconded police but is a predominantly civilian model with 30-40% of investigators to remain seconded police. Additional recommendations that address the skills, experience, capability, and composition of police officers seconded to the CCC are addressed in other recommendations with ongoing activity, none of which will address further change with respect to this recommendation
Recommendation 2	Completed
Police officers who are seconded to the Crime and Corruption Commission retain their police powers as per section 174 and 255 of the <i>Crime and Corruption Act 2001</i> .	Amendments have been made to the <i>Crime and Corruption Act 2001</i> . The amendments did not impact on seconded police officers' retention of their police powers.



Improved flexibility of police secondment arrangements

Recommendation 3

Recommendation

The current secondment arrangements between the Queensland Police Service and the Crime and Corruption Commission be amended to provide the Crime and Corruption Commission with adequate and appropriate flexibility over the mix of job positions, skills and experience within the 'Crime and Corruption Commission Police Group'.

In progress

Commentary

The CCC continues to review each position, and the requirements of each role, working to give effect to the recommendation.

The CCC has developed an approach to coordinate delivery of recommendations related to CCC-QPS seconded police administrative arrangements and the joint review process (Recommendations 3, 4, 5, 9, 10). Internal consultation is underway with key stakeholders. External consultation has commenced with QPS regarding the processes relating to CCC secondments. This includes consideration of the flexibility of positions, skills, and experience.

The updating of the Secondment Policy, Administrative Arrangements, and the QPS Memorandum of Understanding will be progressed once the consultation has been completed.

Recommendation 4

The Crime and Corruption Commission and the Queensland Police Service jointly review the mix of job positions, skills and experience within the Crime and Corruption Commission Police Group at least once every two years with a view to ensuring the composition of the Crime and Corruption Commission Police Group reflects the Crime and Corruption Commission's operational needs and priorities.

In progress

See commentary in relation to Recommendation 3.

Recommendation 5

The Memorandum of Understanding between the Crime and Corruption Commission and the Queensland Police Service be amended to reflect the need for the Crime and Corruption Commission to have adequate and appropriate flexibility over the mix of job positions, skills and experience within the Crime and Corruption Commission Police Group.

In progress

See commentary in relation to Recommendation 3.



Review of the Crime and Corruption Commission's organisational culture

Recommendation

Recommendation 6

The adequacy of the Crime and Corruption Commission's current organisational culture in safeguarding against the risk of institutional capture form part of the external review planned by the Crime and Corruption Commission in response to Recommendation 4 of Report No. 108 of the Parliamentary Crime and Corruption Committee.

Commentary

Completed

This recommendation focused on the need to ensure that the CCC's organisational culture safeguarded against the risk of institutional capture. Several reforms have been implemented, and will continue to be built on an ongoing basis, which will work to guard against this risk.

A review of the Corruption Investigations function was completed in December 2023. Opportunities which were identified to improve this included ensuring that processes and policies support efficiency, compliance and consistency in decision-making, enhancing governance structures, and improving leadership capability.

This review is also supported by other structural changes, which are also embedded in the recommendations. Those include:

- 1. The increased civilianisation of the Corruption Investigations workforce
- 2. The introduction of the Corruption Investigations Governance Committee, which is intended to encourage a diversity of views and perspectives to aid in effective decision-making and governance in relation to corruption investigations
- 3. An increased embedding of prevention within Corruption operational activities, to move away from a narrowly focused 'law enforcement' perspective
- 4. Seeking advice from the Director of Public Prosecutions (DPP) prior to bringing criminal charges arising from a corruption investigation, to ensure external perspectives are considered in the highest-impact decisions

The review of organisational culture within the Corruption Division also identified several initiatives to build a culture which supports the strategic direction of the CCC. A key outcome for this financial year is focusing on strengthening leadership capability. This has included the establishment of a leadership forum for Executive Directors and Directors within the Corruption Division.

These reforms collectively will serve to guard against institutional capture.



Greater civilianisation of the Corruption Division

Recommendation

Recommendation 7

The Crime and Corruption Commission transition to a predominantly civilianised model for its

Corruption Division and only retain the number of seconded police officers required at and below director-level to ensure there are effective and efficient corruption investigations.

Commentary

In progress

The CCC has identified key factors relevant to determining the right composition of civilian and seconded Queensland Police Officers in the corruption investigation function. The CCC has identified a future state model that is predominantly civilian and leverages the skills and capabilities of seconded police officers. The CCC has determined that seconded police officers should comprise 30-40% of the corruption investigator cohort. This ratio will achieve a predominance of civilian investigators in the Corruption Division but will also provide for effective and efficient investigations. This will support the delivery of the Corruption Strategy with a focus on redesigning the way we work to support the successful transformation of the Corruption Division. The CCC is implementing the transition to the future state and expects this to be completed by June 2026.

See also commentary in relation to Recommendations 9 and 10.

Recommendation 8

The Executive Director Corruption Operations be transitioned to a civilian position as soon as possible.

Completed

The Executive Director Corruption Investigations commenced on 20 March 2023.

Recommendation 9

With a view to implementing recommendation 7 over the next five years, the Crime and Corruption Commission and the Queensland Police Service jointly review each seconded police officer position within the Corruption Division at or before the conclusion of the secondment period for each of these positions.

In progress

To date, the CCC has transitioned two police positions to civilian investigator positions in the Corruption Division.

The CCC has developed a transition strategy to reach the civilianto-seconded police officer ratio and continues to review each police position in line with secondment end dates or natural attrition.

The CCC are engaging with QPS as the future state is implemented.

See also commentary in relation to Recommendations 3 and 7.



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Recommendation	Commentary
Recommendation 10	In progress
The joint review process be documented in the existing Memorandum of Understanding between the Crime and Corruption Commission and the Queensland Police Service and include principles to guide the review process, including:	See commentary in relation to Recommendations 3 and 7.
a. the need for the Crime and Corruption Commission to increase its civilian investigator capability, and	
b. the benefits of retaining a proportion of seconded police officers in the division for the purpose of exercising policing powers and contributing to investigations where criminal investigation expertise is required.	



Equipping corruption investigators

Recommendation

Recommendation 11

The Crime and Corruption Commission ensure investigators assigned to corruption matters are adequately and appropriately inducted on commencement at the Crime and Corruption Commission and are provided with ongoing training to equip them to investigate corruption effectively.

Commentary

A range of enhancements have been made to onboarding practices including implementation of revised attraction and selection processes and improved pre-employment communications to attract and retain best-fit candidates.

eLearning compliance modules, which reinforce the importance of accountability, governance and decision making are being redesigned to support new starters to better understand their role, responsibilities, and ways of working within the agency. These modules are being released incrementally once endorsed by subject matter experts and content owners.

New starters are further supported in joining the CCC through improved pre-employment communications, and in the early stages of employment through updated intranet resources and division-specific induction guides.

Resources to support managers to provide a consistent and comprehensive onboarding experiences at the local business unit level have been revised and are being distributed prior to new starter commencements. Additional conversation guides continue to be developed and distributed to hiring managers for piloting. Use of these resources will be monitored as new starters commence.

Evaluation data indicates high satisfaction with the induction process and regular monitoring will occur to identify opportunities to further enhance the induction experience.

Onboarding is recognised as an integral part of a new starter's experience and this function will continue to be monitored and enhanced as business as usual.

Recommendation 12

A dedicated position — a Training and Development Officer — be created by the Crime and Corruption Commission to coordinate enhanced induction and ongoing training activities.

Completed

The Human Capital Capability Director commenced in October 2022, and the Principal Learning Consultant commenced in February 2023.



Recommendation

Recommendation 13

The Crime and Corruption Commission devise and implement a Training Strategy and Plan to enhance the skills of all investigators assigned to corruption investigations which includes, where necessary, external training.

Commentary

In progress

A Corruption Investigator Capability Framework consists of three domains being, "Strategic Corruption Risks" which are relevant to the CCC environment, "Professional / Technical" which leverages the Australian Government Investigation Standards (AGIS) and "1CCC Critical Skills" which is aligned with the CCC's Strategic Plan and Workforce Strategy. The Framework also provides a structure and process to develop similar products for other roles and units in the CCC.

A range of assessment processes aligned to the framework have been developed to assist with the identification of learning priorities for the current workforce. Assessments across two domains are now complete. The findings have been analysed with a risk-based approach. A range of interventions have been identified for delivery by December 2024.

The 1CCC Critical Skills descriptors have been drafted and circulated for initial consultation. Leadership, management and critical thinking skills development workshops have been sourced and are being piloted.

An evaluation process has been established to assist with measuring outcomes and benefits. Across all programs delivered to date, 95% of participants reported being completely or mostly confident in being able to apply learning.

Facilitated workshops have been delivered to scope capability interventions for the new financial year including prioritising chapters of the Operations Manual for inclusion in training packages. The list of capability interventions are being considered for approval and implementation.

At the national level, the CCC is leading a cross-jurisdictional corruption capability community of practice. This group has recently transitioned to become an ongoing community of practice. This allows for and encourages, the sharing of information, training packages and learning opportunities between the CCC and other jurisdictions. Griffith University facilitated the inaugural Asia Pacific Integrity School in August 2024. The CCC hosted delegates on an onsite visit as part of the 5-day program. Planning for the National Anti-Corruption Investigator Network conference to be held in Sydney in November 2024 is underway.

Recommendation 14

The Queensland Government adequately resource the Crime and Corruption Commission to implement the Training Strategy and Plan and to employ a Training and Development Officer on a permanent basis.

Completed

The CCC received funding for the Training and Development officer in the 2023-24 Budget to deliver a comprehensive response to the recommendations for which the CCC is responsible.



Building the corruption prevention and policy capability

Recommendation	Commentary
Recommendation 15	Completed
and Legal unit of the Corruption Division be split into two separate units — Corruption Legal; and	The structural separation of the Corruption Legal and Strategy and Prevention business units occurred in August 2022. The Executive Director Corruption Legal commenced in February 2023. The Executive Director Corruption Strategy and Prevention commenced in February 2023.



Recommendation 16

The new Corruption Strategy and Prevention unit is to ensure a corruption prevention and policy perspective informs all corruption investigations.

In progress

The CCC has established a new Corruption Prevention and Engagement unit to enable the CCC to enhance and embed a corruption prevention and policy focus for all units of public administration. This will better support the public sector to identify, respond to, and prevent, corruption.

The future state operating model and proposed service delivery models for the new Corruption Prevention and Engagement Unit are being considered in alignment with the delivery of a new operating model for the Corruption Division. A detailed implementation plan is in development which will inform the roll out of the Corruption Prevention and Engagement Unit's new and enhanced services in the 24/25 financial year.

The Trauma Informed Feasibility Study has been completed. The study undertook a person-centred and trauma informed approach to identify improvements to the operating models. It is intended that the operating model become a trauma-informed service over a three-year period. The trauma-informed service is designed and is to be delivered in ways that expect people using the services and people working in the service, may have experienced trauma and that each instance is unique. The intent is that the service will not treat trauma and work to ensure that all interactions with the CCC will be free of causing further harm or distress. This will be undertaken by including principles and values that support wellbeing and applying them in dynamic and reflective ways across the service environment, culture, policy, and practice. Stage one of the implementation (commencing September 2024) will enable the CC to implement a "traumainformed approach" which supports commission officers to recognise the impact that trauma may have on others and to have mechanisms in place to respond in a manner that supports recovery whilst doing no further harm. Trauma-informed awareness training will be a priority to support CCC officers gain increased capability and competency to interact with individuals with potential complex personal circumstances.

Work continues to define the data and information necessary to ensure a corruption prevention and policy perspective informs all corruption investigations. These data requirements will be documented in the Data and Insights Plan. A knowledge map and gap analysis has been completed and work continues developing use cases and collection plans that inform the development of the Data and Insights Plan. The plan is expected to be finalised and implemented in early 2025.

The development of a new operating model for the Corruption Division has progressed, with key inputs into the model undergoing internal consultation and refinement. Work continues in developing the model with a scheduled implementation in late 2024.

The CCC is undertaking a program of work to improve data capture and knowledge about the outcomes of corruption allegations investigated by UPAs. A process has been developed that consolidates information provided in its current form, as well as a project that involves collaborating with a Unit of Public Administration to develop a Proof of Concept to automate the exchange of corruption outcomes data. Work is progressing on



Recommendation Commentary the business and technical requirements to inform the delivery of the Proof of Concept. Additionally, various technical options are being explored, and engagement with the partner agency is ongoing to ensure the successful delivery of the project. This dataset will build over time and significantly improve our understanding of the prevalence of corruption in the public sector and inform the delivery of prevention initiatives. Work is also progressing to improve stakeholder engagement and communication practices through the development of a Stakeholder Engagement Strategy and Communication Governance Framework. A current state assessment and future state operating model has progressed, along with detailed stakeholder analysis and development of proposed sector profiles. These deliverables are key outputs that will inform the development of the strategy and framework. Once completed in late 2024, these projects will support greater collaboration and improved communication with public sector agencies. The CCC is currently trialling an approach for thematic monitoring that assesses themes or patterns across a class of complaints, how effectively a Unit of Public Administration has dealt with the complaint, and to support the identification of prevention opportunities. Expanding the scale of our monitoring activity supports greater understanding of the corruption risk landscape, insights into corruption trends, and enables us to empower the Queensland public sector to detect, prevent and respond to corruption. The CCC continues to engage with the partner agency. Completion of the trial is expected in early 2025. All corruption functions will be supported by a supplemented analytics capability. The CCC received funding in the 2023-24 budget process to enhance this capability and grow its data holdings. This allows the CCC to deliver data insights for informing complaint assessments and investigation decisions, as well as to inform the public sector about corruption risks and prevention. This work will be further developed upon completion of the Data and Insights Plan.

Recommendation 17

Strategy and Prevention unit have the commenced in February 2023. appropriate skills and experience to deliver the functions of the new unit including proven experience or expertise in the public sector, particularly in public administration and integrity.

Recommendation 18

The Queensland Government adequately resource the Crime and Corruption Commission to establish the new Corruption Strategy and Prevention unit.

Completed

The Executive Director of the Corruption The Executive Director, Corruption Strategy and Prevention

Completed

The CCC's response to the COI recommendations recognises the need for greater access to high-quality information and to enhance its corruption prevention and policy capability.

The CCC received funding in the 2023-24 budget to resource the Corruption Strategy and Prevention function.



Enhanced operational oversight of corruption investigations

Recommendation

Recommendation 19

an executive director-level governance group within the Corruption Division to oversee corruption investigations. The governance group will report to the Executive Leadership Team, be chaired by the Senior Executive Officer (Corruption) and include (at a minimum) the executive directors of the four business units of the Corruption Division.

Recommendation 20

The Crime and Corruption Commission enhance the role of the current director-level governance group within the Corruption Division in overseeing corruption investigations and ensure it reports to the executive directorlevel governance group.

Commentary

Completed

The Crime and Corruption Commission establish The Corruption Investigations Governance Committee (CIGC), which is the executive director-level governance group established to bring together diverse views to consider issues and oversee corruption investigations, first met on 10 October 2022. The CIGC meets monthly.

> A review of the CIGC, which enacts a recommendation made in the review of the Corruption Investigation function (see CCC response to recommendation 6), has been finalised. The updated CIGC charter was implemented in May 2024.

Completed

The Corruption Investigations and Prevention Group (CIPG), the director-level governance group established to bring together diverse views to consider issues and oversee corruption investigations, first met on 20 October 2022.

Through the work that is underway to design a new policy and prevention function for Corruption Prevention and Engagement, several opportunities to improve the effectiveness of the CIPG were identified. In July 2024, the CIPG transitioned to the Corruption Prevention Group (CPG) and held its first meeting. Future meetings will occur quarterly. The CPG will have a broader focus on embedding a prevention and policy approach across the Division by integrating diverse perspectives and the sharing of strategic insights and data to inform continuous improvement of operational activity.



Improved quality of, and compliance with, policies and procedures

Recommendation	Commentary
Recommendation 21	In progress
The Crime and Corruption Commission continue to review and improve its operational policies and procedures to ensure they are clear, concise, consistent, and easy to understand.	The CCC continues to review operational policies and procedures in response to legislative or operational changes, or according to the established review schedule. The recent passage of the <i>Crime and Corruption Amendment Act 2024</i> has introduced significant changes to parts of the <i>Crime and Corruption Act</i> . Those include requiring Corruption matters to be considered by the Director of Public Prosecutions (DPP) before charges can be brought, as well as reconciliation of powers and privileges between Crime and Corruption investigations. Those changes will necessitate amendments to operational policies.
	In relation to the changes to the Operations Manual to ensure clarity, consistency and ease of understanding, feedback has been received in relation to the pilot review of MM04. That chapter will be settled in line with that feedback, and the approach will be adopted for two further chapters prior to 31 December 2024.
Recommendation 22	Completed
A dedicated position — a Policy and Procedure Officer — be created by the Crime and Corruption Commission to centralise, coordinate, and implement the continued review and improvement of the Crime and Corruption Commission's operational policies and procedures.	The Director Policy, Risk and Compliance commenced in March 2023.
Recommendation 23	Completed
The Queensland Government adequately resource the Crime and Corruption Commission to employ a Policy and Procedure Officer on a permanent basis.	See update under Recommendation 22.



Ensuring post-prosecution reviews

Recommendation	Commentary
Recommendation 24	In progress
The Crime and Corruption Commission work with the Director of Public Prosecutions to develop a process for conducting post-prosecution reviews.	



Advice about potential charges arising from corruption investigations

Recommendation

Recommendation 25

The *Crime and Corruption Act 2001* be amended as necessary to give effect to the following changes:

- a. Other than in exceptional circumstances, before a charge is laid by a seconded police officer during, or following, a corruption investigation, the Crime and Corruption Commission must seek the opinion of the Director of Public Prosecutions concerning whether a charge may properly be brought having regard to the two-tier test in the Director's Guidelines.
- b. Notwithstanding any other law or any other provision of the Crime and Corruption Act 2001, if the Director of Public Prosecutions advises that a charge should not be brought, the seconded police officer must not charge contrary to that advice.
- c. If the Director of Public Prosecutions advises a charge may properly be brought and a decision is made by the seconded police officer not to charge, the Crime and Corruption Commission must report to the Parliamentary Crime and Corruption Committee and the Parliamentary Crime and Corruption Commissioner about the decision made.
- d. If, because of exceptional circumstances, charges are laid without the Director of Public Prosecutions having first provided its opinion on whether charges may properly be brought, the Crime and Corruption Commission must, as soon as reasonably practicable, report to the Director of Public Prosecutions in relation to the charge laid and obtain the Director of Public Prosecutions' opinion about the soundness of the decision to charge.

Recommendation 26

The Crime and Corruption Commission and the Director of Public Prosecutions develop a Memorandum of Understanding outlining the practices and procedures for the referral of matters and the provision of advice, including timeframe.

Commentary

Completed

Consultation was undertaken with representatives from the Department of Justice and Attorney General regarding implementation of recommendation 25 and drafting a Bill to give effect to recommendations 2 and 25, and further legislative amendments relating to the CC Act arising from other inquiries and reviews.

The Bill was introduced in early 2024 and was reviewed by the Community Safety and Legal Affairs Committee. This Bill was passed with minor amendments by the Queensland Parliament on 20 August 2024. The major amendments will commence on a date to be fixed by proclamation and is expected to occur in the next twelve months.

Completed

The final MoU was signed by the Chairperson of the Crime and Corruption Commission on 25 July 2023. The MoU was signed by the Director of Public Prosecutions on 1 August 2023.



Commentary

Recommendation

Recommendation 27

The Crime and Corruption Commission report to the Minister regarding the arrangement for the provision of advice by the Director of Public Prosecutions to the Crime and Corruption Commission, and about the effectiveness and utility of the Memorandum of Understanding, including timeframes and timeliness of the advice provided by the Director of Public Prosecutions.

Completed

Reporting on the effectiveness of the MoU is the sole responsibility of the CCC and is prescribed in the *Crime and Corruption and Other Legislation Amendment Bill 2024*.

The Bill was reviewed by the Community Safety and Legal Affairs Committee and was passed with minor amendments by the Queensland Parliament on 20 August 2024. The major amendments will commence on a date to be fixed by proclamation and is expected to occur in the next twelve months. A formal review has been undertaken internally in relation to the DPP MoU and the *Crime and Corruption and Other Legislation Amendment Bill 2024.* The review confirmed that the MoU remains compliant with the statute.

Recommendation 28

The Crime and Corruption Commission report to the Parliamentary Crime and Corruption Committee and the Parliamentary Crime and Corruption Commissioner on the effectiveness and utility of the Memorandum of Understanding, including timeframes and timeliness of the advice provided by the Director of Public Prosecutions.

Completed

Reporting on the effectiveness of the MoU is the sole responsibility of the CCC and is prescribed in the *Crime and Corruption and Other Legislation Amendment Bill 2024*.

The Bill was reviewed by the Community Safety and Legal Affairs Committee and was passed with minor amendments by the Queensland Parliament on 20 August 2024. The major amendments will commence on a date to be fixed by proclamation and is expected to occur in the next twelve months. A formal review has been undertaken internally in relation to the DPP MoU and the *Crime and Corruption and Other Legislation Amendment Bill 2024.* The review confirmed that the MoU remains compliant with the statute.

Recommendation 29

The Parliamentary Crime and Corruption Committee, as part of its next five-yearly review of the activities of the Crime and Corruption Commission under section 292 of the *Crime and Corruption Act 2001*, review the arrangement for the provision of advice by the Director of Public Prosecutions to the Crime and Corruption Commission, and examine the effectiveness and utility of the Memorandum of Understanding — thereafter, the Parliamentary Crime and Corruption Committee continue to monitor the arrangement as part of its future five-yearly reviews.

Noted but not yet commenced

Recommendation 30

The Queensland Government provide adequate additional resources to the Director of Public Prosecutions to enable it to provide its advice to the Crime and Corruption Commission in a timely manner.

Responsibility does not lie with the CCC



Monitoring

Recommendation	Commentary
Recommendation 31 The Crime and Corruption Commission must report regularly and progressively to the Minister about the implementation and delivery of the recommendations.	In progress Reports have been provided to the Minister, commencing in September 2022.
Recommendation 32	In progress
The Crime and Corruption Commission must report regularly and progressively to the Parliamentary Crime and Corruption Committee and the Parliamentary Crime and Corruption Commissioner about the implementation and delivery of the recommendations.	





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