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**Crime Inquiry 2014
Submission 047**



**Crime and Corruption
Commission**

QUEENSLAND

Our Reference: 14/106594 / ct
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IN-CONFIDENCE

18 July 2014

Mr Ian Berry MP
Chair
Legal Affairs and Community Safety Committee
Parliament House
George Street
BRISBANE QLD 4000

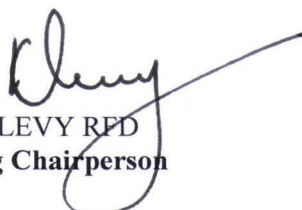
Dear Mr Berry

**RE: INQUIRY ON STRATEGIES TO PREVENT AND REDUCE
CRIMINAL ACTIVITY IN QUEENSLAND**

The Commission welcomes this opportunity to provide a submission to the Legal Affairs and Community Safety Committee with respect to the above inquiry.

Please find attached the relevant submission for your Committee's consideration.

Yours sincerely


DR K LEVY RFD
Acting Chairperson

encl.

IN-CONFIDENCE

Submission to the Legal Affairs and Community Safety Committee

Inquiry on strategies to prevent and reduce
criminal activity in Queensland

July 2014



Crime and Corruption
Commission

QUEENSLAND

The Crime and Corruption Commission

The Crime and Corruption Commission (CCC), formerly the Crime and Misconduct Commission (CMC), came into operation on 1 July 2014.¹ Under the *Crime and Corruption Act 2001*, the CCC has two principal purposes, as set out in section 4:

- (a) to combat and reduce the incidence of major crime; and
- (b) to reduce the incidence of corruption in the public sector.

In relation to the purpose set out in section 4(a) the CCC has both a major crime function and a major crime prevention function. The CCC currently has a mandate to investigate eight areas of major crime under general referrals: criminal motorcycle gang activity; established criminal networks; money laundering; terrorism; internet-related child sex offending; extra-familial child sex offending by networked or recidivist offenders; weapons; and offences of violence involving victims in a position of particular vulnerability.

In undertaking its major crime prevention function, the CCC performs activities designed to:

- remove or reduce the profit motive for crime
- inform high-level operational targeting
- focus ongoing intelligence monitoring on priority major crime areas
- inform government policy responses.

It is important to state at the outset of this submission that, in Queensland, it is the Queensland Police Service (QPS) that has a broad crime prevention mandate and a proactive community awareness programme. The CCC's crime prevention function is narrower. The CCC is a specialist law enforcement agency targeting crime of the highest threat to our community. Its goal is to make Queensland as hostile an environment as possible to major crime and to reduce its impact on Queenslanders. It recognises that major crime both creates and benefits from the sorts of crimes that directly impact our communities: for example, the existence of entrenched drug markets run by upper-level criminals spawns the secondary and volume crime engaged in by the lower-level participants in those markets.

The purpose of this submission is to:

- inform the Committee of the CCC's jurisdiction and parameters in relation to crime prevention, and its relationship to other agencies
- explain the strategies the CCC currently employs to prevent and reduce major criminal activity in Queensland
- explain those areas which the CCC previously targeted (as the CMC) or will continue to target in its prevention function
- outline how the CCC translates its specialist endeavours into accessible crime prevention messages for the broader community
- outline future directions and priority areas in CCC crime prevention.

¹ Although the crime prevention work discussed in this paper was undertaken by the CMC, the new Crime and Corruption Commission will have a similar strategic orientation and role in crime fighting and prevention.

The CCC's crime jurisdiction and prevention function

Major crime

The CCC has a function under section 25 of the *Crime and Corruption Act 2001* to investigate major crime. Major crime is defined in Schedule 2 of that Act to mean:

criminal activity that involves an indictable offence punishable on conviction by a term of imprisonment not less than 14 years; or criminal paedophilia, or organised crime or terrorism.²

The policy intent underlying the Act is to focus the CCC's efforts on the most serious manifestations of crime and matters in relation to which the use of the CCC's special powers is appropriate.³

The CCC has a major crime prevention function under the Act (s. 23). The ways in which it is to perform this function include (s. 24):

- (a) analysing the intelligence it gathers in support of its major crime investigations;
- (b) analysing the results of its investigations and the information it gathers in performing its functions (includes major crime, intelligence, research and proceeds of crime functions);
- (c) using information it gathers from any source in support of its prevention function;
- (d) providing information relevant to its prevention function to the general community;
- (e) ensuring that in performing all of its functions it has regard to its prevention function; and
- (f) reporting on ways to prevent major crime.

Crime prevention strategies

The CCC has no resources solely dedicated to crime prevention. However, consistent with section 24 (above), it works to prevent major crime in five ways:

1. It uses its **proceeds of crime capability** to attack the profit motive behind major crime, particularly those involved in Queensland's illicit drug markets.
2. It uses its **strategic intelligence capability** to identify, understand and monitor Queensland's high-threat organised crime networks, illicit drug markets and, to a lesser extent, major crime activities.
3. It uses its access to **coercive hearing capabilities** to achieve investigative/intelligence outcomes and major crime prevention outcomes wherever possible.
4. It uses its **research capability** to better understand key areas of major crime and assess the effectiveness of policy responses to major crime.
5. It uses its **investigative capability** as a deterrent and in so far as its investigations relate to criminal paedophilia to protect Queensland children who are at risk.

The role of proceeds of crime in crime prevention

The CCC is responsible for administering the civil confiscation scheme (incorporating unexplained wealth provisions) and the serious drug offender confiscation order scheme for the state of Queensland pursuant to the *Criminal Proceeds Confiscation Act 2002*. Unexplained wealth provisions and the serious drug offender confiscation order scheme came into effect on 6 September 2013. The CCC conducts an assessment to determine the most appropriate scheme to be used, based upon the prospects of success and the best return for the State. The objects of this Act include but are not limited to the following:

- To remove the financial gain and increase the financial loss associated with illegal activity, whether or not a particular person is convicted of an offence because of this activity;

2 Criminal paedophilia, organised crime and terrorism are separately defined in Schedule 2 of the *Crime and Corruption Act 2001*.

3 These special powers include the power to compel the production of documents, and to compel witnesses to attend and give evidence at the CCC for the purposes of gathering evidence or intelligence of major crime activity.

- To deter persons from committing serious criminal offences including the financial risk associated with committing serious criminal offences;
- To prevent the reinvestment of financial gain from illegal activity in further illegal activity; and
- To forfeit to the State property of, or associated with, persons who commit qualifying offences, and against whom serious drug offender confiscation orders are made in recognition of the impact of qualifying offences on the community and the justice system.

Since the Act commenced in January 2003 and up to 30 June 2014:

- \$176.733 million in assets has been restrained; and
- \$63.173 million in property has been forfeited to the State.

In 2013-14 the (then CMC) Proceeds of Crime Team:

- Forfeited assets to the value of \$7.65 million;
- Obtained 65 restraining orders over property valued at \$13.799 million.

The monies forfeited under proceeds of crime orders are returned to the State to be used for the benefit of the Queensland community. Preventing proceeds of crime from being reinvested into illicit drug markets in particular is a significant crime prevention outcome for this State.

The role of strategic intelligence in crime prevention

The CCC uses its intelligence function to:

- identify high-risk criminal networks for targeting and disruption by CCC operations
- identify intelligence gaps and future collection priorities
- inform law enforcement and, when appropriate, the community about emerging issues and trends in the organised criminal environment.

Strategic intelligence informs the CCC's own organised crime teams in their selection of targets. It enables the CCC to identify and understand current gaps in Queensland law enforcement knowledge of major crime and to prioritise intelligence-gathering activities. Strategic intelligence products on a range of crime issues and trends identified through its ongoing intelligence collection program are then prepared and disseminated in-confidence to relevant law enforcement agencies and government and, when appropriate, to the general community via declassified public reports or media statements.

The CCC maintains intelligence on criminal networks in Queensland and identifies high-risk networks operating in crime markets that are determined to be a threat to the Queensland community. The CCC nominates these high-risk criminal networks for inclusion in the national targeting framework to assist in targeting organised crime which impacts Australia.

The role of research in crime prevention

The CCC's research function is outlined in section 52 of the *Crime and Corruption Act 2001*.

Our research:

- improves our understanding of major crime
- provides guidance to legislators, policy-makers and law enforcement about how best to prevent, disrupt and detect major crime
- assesses the impact of a new law, policy, practice or law enforcement strategy.

Appendix A particularises CMC intelligence and research products that have been produced in the last two years relevant to its crime prevention function.

The role of coercive hearings in crime prevention

Although most hearings are conducted predominantly for investigative or intelligence purposes, they may also have a crime prevention focus.

Principal target areas for crime prevention

As a specialist agency, the CCC must ensure that its resources are targeted at the criminal networks and criminal markets of highest threat to Queensland. Its crime-prevention activities focus on:

- identifying emerging trends and issues, or new manifestations of long-term issues
- identifying emergent threats and harms
- identifying vulnerabilities to exploitation — whether of individuals or groups; geographical areas; or policy-related
- removing incentives or sending deterrent messages
- increasing public awareness of the impact and cost of crime, including secondary harms.

It also supports the crime-prevention activities of other agencies better placed to deal directly with issues by making information available to them through reports and briefings.

Listed below are the principal areas of focus for CCC crime prevention. It includes the work undertaken by the CMC prior to 30 June 2014; more importantly it highlights emergent risk areas, particularly those related to changes in Queensland's illicit drug markets, for the consideration of the Committee.

Drugs and organised crime

The CCC assesses that illicit drug-related crime remains the most prevalent form of organised criminal activity in Queensland. Approximately every four years, an assessment is made of organised crime trends and the degree of risk posed by illicit drug markets in Queensland, with a particular focus on organised criminal involvement in those markets (see Appendix B for a summary of the CCC's risk assessment methodology.)

The last assessment was conducted in 2012. It can be found on the CCC website at:

<http://www.ccc.qld.gov.au/research-and-publications/publications/crime/illicit-drug-markets-in-queensland.pdf>

The table below summarises the changing level of risk for various drug markets up to that time.

Assessed levels of risk for illicit drug markets 1999–2012

Drug market	1999	2004	2009	2012
Cannabis	Medium	Medium ↔	High ↔	High ↔
Cocaine	High	Medium ↑	High ↑	High ↑
Heroin	Very high	High ↑	High ↔	High ↓
Amphetamine-type stimulants — methylamphetamine	High	Very high ↔	Very high ↓	Very high ↑
Amphetamine-type stimulants — MDMA (ecstasy-group substances)	Not rated	High ↑	High ↔	High ↑
New and Emerging Psychoactive Substances (NPS)	Not rated	Not rated	Low ↑	Medium ↑
Pharmaceuticals	Not rated	Low ↑	Low ↔	Medium ↑
Performance and image enhancing drugs	Not rated	Not rated	Not rated	Low ↑
GHB (fantasy)	Not rated	Low ↔	Low ↔	Low ↑

Note on interpretation: ↑ = increasing; ↓ = decreasing; ↔ = stable.

Where a risk level is assessed as medium↑ this means that there is currently a medium-level risk in relation to this commodity but indicators are that this risk level is likely to increase.

Since December 2012 the CCC has continued to monitor these illicit drug markets, and has noted the following situation updates.

- **Methylamphetamine** is the illicit drug market in Queensland currently assessed to be of the highest risk (very high with an increasing market trend) with the strongest presence of organised crime and causing the most significant harms to the community. Intelligence indicates there has been an increase in the demand for and supply of methylamphetamine in crystalline form ('ice') including in some regional areas. Demand for 'ice' appears to be based on the perception of this form of methylamphetamine being of higher purity.
- There has been growth in the illicit market to source **precursor chemicals** for use in the manufacture of amphetamine-type substances (methylamphetamine and MDMA/ ecstasy). Organised crime groups are identifying and seeking substances that have not been traditionally associated with illicit drug manufacture, from a variety of legitimate sources, in response to increasing regulatory controls and difficulty obtaining traditional precursors.
- There has been increase in the illicit trading of **performance and image-enhancing drugs (PIEDs)** and the level of risk to the community from this market is increasing. There is a strong presence of a particular organised crime group within the PIEDs market as both users and suppliers.

Recently the CCC completed an intelligence assessment of the **new and emerging psychoactive substances (NPS) market**. NPS refers to the increasing range of substances designed to mimic the effects of traditional illicit drugs (such as LSD, amphetamines, ecstasy, cocaine, cannabis). These substances are typically produced by modifying chemical structures of controlled substances in an attempt to avoid drug controls. The assessment found the popularity and availability of NPS has increased over the past three years, particularly in central and northern Queensland. Intelligence indicates that remote areas, and particularly those with large mining populations, are being targeted for NPS supply.

Additionally it is noted that:

- There is some evidence that NPS are being specifically marketed towards youth in Queensland. For example, several recent local seizures of blotter tabs have colourful designs and cartoon character prints — such as Adventure Time and Super Mario. There is also evidence that NPS are being marketed towards patrons at music festivals.
- There is evidence that NPS are being produced and distributed at a commercial level in Queensland. Some Queensland-based dealers are importing psychoactive substances then producing and packaging NPS products.
- The use of NPS is largely opportunistic, but the associated harms are potentially significant. Despite growing evidence about the negative health effects, including recent deaths, suicide, serious injury, and non-fatal overdoses associated with the use of NPS, there continues to be a lack of public understanding about the harms associated with these substances.

Identifying intelligence gaps and collection priorities

The CCC's 2012 illicit drug market assessment, combined with ongoing intelligence collection, has identified intelligence gaps and issues requiring further assessment. This has formed the basis of the CCC's Intelligence Collection Priorities (ICPs) for 2014 and 2015 which are:

1. The ongoing involvement of and emerging trends in organised crime groups (including gangs) in crime markets, the implications for law enforcement and methodologies used by these groups.
2. The new psychoactive substances (NPS) market — including the level of involvement of organised crime groups, emerging harms to the community and challenges for law enforcement.
3. The trafficking of precursor chemicals and non-controlled chemicals known as 'proto-precursors' used in the manufacture of methylamphetamine and MDMA, by organised crime groups.
4. The involvement of organised crime groups in non-traditional illicit drug markets e.g. illicit pharmaceuticals and PIEDs markets.
5. Trends in the use of secure communication technologies by Queensland organised crime groups (see below).
6. Current prices on the illicit drug market, to inform the CCC's annual *Drug commodities and prices guide* (law enforcement only) and identify changes in supply and demand for illicit drugs.
7. Changes in drug culture — e.g. the emergence of high-intensity drug users, online sales, marketing techniques and demand for crystalline products.

This ongoing monitoring will enable the CCC to identify and report on key emerging issues and potential harms to which Queenslanders may be exposed.

Technology-enabled crime

Technology is transforming the operations of organised crime groups in Queensland. Highly secure communication technologies are being increasingly employed for criminal purposes, with new technologies enabling multi-jurisdictional offending as Queensland organised crime groups network more easily with groups based interstate or overseas. Encrypted parts of the internet are being used to buy and sell drugs, weapons, child exploitation material and other illicit commodities and to exchange information on drug culture.

In 2012, the CMC undertook research into the nature and scope of criminal activities enabled by web technologies. It identified vulnerabilities in criminal operations which could be exploited by law enforcement as well as law reform opportunities. To this end the paper was raised at the 2012 Council of Australian Governments (COAG) and the Standing Committee of Police and Emergency Management Ministers (SCPEM) meetings. Findings were also widely disseminated to law enforcement and other bodies, in Australia and internationally.

As part of its involvement in darknet research, the CMC used its knowledge to:

- examine some of the larger child exploitation sites which were operating through a darknet, and
- assist the QPS investigate an extortion case that was being conducted through a darknet.

In 2012 the CMC also gave evidence before the Commonwealth Parliamentary Joint Standing Committee on Proposed Intelligence and National Security reform, as part of its commitment to Informing law reform processes more broadly in relation to technology-enabled major crime.

A copy of the CMC's submission (submission 147) to this committee can be found at http://www.aph.gov.au/parliamentary_business/committees/house_of_representatives_committees?url=pjcs/nsi2012/subs.htm

Weapons

Hearings held as part of major crime investigations undertaken pursuant to our weapons general referral frequently focus upon the recovery of illegal or stolen firearms from criminal networks such as CMGs. The recovery of such weapons ensures that they are not used on our streets in the commission of violent crime or for the commission of offences where the threat of violence through the presence of a weapon is asserted.

In the case of stolen firearms, the weapons referral enables us to hold hearings soon after the theft. In 2013/14 we held hearings in four major crime investigations, all of which were focused upon the recovery of illegal or stolen firearms from criminal networks.

Through hearings held in the last year, the CCC have assisted QPS to recover 34 weapons and ammunition, including two machine guns.

Vulnerable victims

In the 12 months prior to the commencement of the CCC's vulnerable victims referral, and in the time that has gone by following its approval in January 2013, the agency has assisted with 9 investigations into the deaths of, and/or grievous bodily harm to, 12 infants in which the persons responsible have been one or both of the parents of the infants.

The CCC's vulnerable victims referral has a preventative aspect, demonstrated by the following outcomes:

- other offences to children within a given family unit have been identified and
- children exposed to risk within the family unit have, as a consequence of these hearings, come under the care or supervision of child safety.

To assist investigators and other professionals who may become involved with these types of crimes, the agency has published papers bringing together the literature about child homicide or homicide of older people. The papers include information about victim vulnerabilities, nature of the offences, characteristics and motives of offenders, and investigative and prosecutorial challenges. Such papers are designed primarily for police but may also assist clinicians, ambulance officers, child protection workers or aged-care professionals who may encounter vulnerable people at risk.

A key criterion on which the CMC prioritises its investigations into on-line criminal paedophilia is the suspected offender's access to children either at home or in the workplace. Unfortunately these investigations also routinely identify children who have either been offended against or children who are at risk.

At time of writing this submission, as required by legislation the CCC is reviewing the *Child Protection (Offender Prohibition Order) Act 2008*. The Act seeks to prevent offenders who have been convicted of sexual and other serious crimes against children from engaging in certain activities that may pose a risk to the lives or sexual safety of children.

Community-oriented crime-prevention messages

The CCC translates its specialist work in law enforcement into information for the public in a variety of formats: it communicates through its website and public reports or via the media. It will provide declassified intelligence information when there is a need to inform or to alert members of the public to potential threats or advise caution in their behaviour. Publishing the outcomes of investigations or proceeds of crime action is intended to act as a deterrent to would-be criminals.

The following are some examples of the crime prevention messages communicated via the media to show how the CMC/CCC works to alert, educate and deter target public audiences:

- **The ‘glamour’ of bikie culture is a myth (August 2012)**
The CMC used radio to inform the community about the dangers of young people falling prey to glamourised images of bikie culture.
- **Paedophiles use social networking sites and online forums to lure children (March 2013)**
A media release on criminal paedophilia convictions also warned parents to be vigilant to the reality of paedophiles trawling social networking sites and online forums.
- **Criminals will be stripped of assets gained through illegal activity (August 2012)**
A successful proceeds of crime action against the main target of an alleged multi-million dollar heroin ring reinforced the CMC’s message that criminals will not profit from their illegal activities in Queensland.
- **‘Safe’ drugs are not what they appear (December 2012)**
The CMC’s declassified strategic intelligence paper on illicit drug markets in Queensland warned the community of the risks posed by synthetic drugs, and corrected misconceptions about the safety and legality of drug analogues.
- **Organised property crime can target anyone (November 2012)**
The strategic intelligence paper *Organised property crime in Queensland* reminded Queenslanders that property crime was a source of income for organised criminal groups, and warned members of the public to take personal precautions to ensure that they did not make themselves easy targets of theft.

Conclusion

The CCC commends the Committee’s efforts in undertaking this inquiry into criminal activity and crime prevention in Queensland. In particular, it notes the Committee’s recognition that crime prevention and the minimisation of harm to the community from criminal activity — from major crime in particular — requires a concerted effort on multiple levels.

The CCC’s intelligence capability positions the CCC well to identify and report at a strategic level on key emerging issues and potential harms to which Queenslanders may be exposed – and to monitor those threats in an ongoing way.

The CCC notes that opportunities may exist to strengthen the link between strategic intelligence on major crime and government policy development priorities to ensure that major crime policy development is evidence-based and focused on the areas of greatest impact and harm to Queenslanders. At the Commonwealth level an organised crime strategic framework was introduced to strengthen that link and to co-ordinate multi agency responses, regulatory responses and, where appropriate, private sector partnerships.

Such a framework may assist in developing holistic solutions or mitigations to the complex problems impacting on our communities. Such complex problems may benefit from a range of intervention, co-ordination, prevention and educative responses. Responses applied simultaneously and in a co-ordinated way could engage the capabilities of multiple agencies. Communities could also be directly engaged in response options.

Such a framework would also provide an opportunity to formally evaluate responses to priority major crime issues to ensure that those responses are both effective and appropriate and to monitor how major crime evolves in response to particular strategies. The CCC would also be well placed to assist with the evaluation of response strategies.

The CCC provides this information for the consideration of the Committee, and would welcome the opportunity to participate further in the public consultation process.

Appendix A

CMC strategic intelligence and research products (2012–14)

The following is a list of the CMC intelligence and research products produced in the last two years relevant to its crime prevention function.

Strategic intelligence products

2014

- Intelligence bulletin '**CMG Intelligence gathering hearings**' February 2014 (Classified In Confidence - For Govt use only).
- Current and emerging issues report '**Use of wastewater analysis for drug use monitoring: its potential value to law enforcement**' March 2014 (Classified In Confidence - Law enforcement only).
- Current and emerging issues report '**CMG infiltration into the Queensland tattoo industry**' March 2014 (Classified In Confidence- Law enforcement only).
- Current and emerging issues report '**CMG infiltration into the Queensland tattoo industry**' April 2014 (Classified In Confidence- For Govt use only).
- Current and emerging issues report '**Changes in xx organised crime groups in Queensland: assessment**' June 2014 (Classified In Confidence - Law enforcement only).

2013

- Joint CMC/ACC intelligence assessment '**Fentanyl Assessment**' January 2013 – government version (Unclassified - For official use only).
- Current and emerging issues report '**Technology trends affecting organised crime**' April 2013 (Classified In Confidence - Law Enforcement only).
- **Drug and Commodities Prices Guide** May 2013 (Classified In Confidence - Law enforcement only).
- Current and emerging issues report '**Trends in the Queensland precursor market**' July 2013 (Classified Protected - Law Enforcement only).
- Current and emerging issues report '**Changes in OMCG culture in Queensland and the implications for law enforcement**' September 2013 - law enforcement version (Classified In Confidence- Law enforcement only).
- Current and emerging issues report '**Changes in CMG culture in Queensland and the implications for law enforcement**' October 2013 (Classified In Confidence - For Govt use only).

2012

- **Drug and Commodities Prices Guide** January 2012 (Classified In Confidence - Law enforcement only).
- Intelligence Digest '**Use of Fantasy in Queensland**' March 2012 (Classified In Confidence - Law enforcement only).
- Intelligence Digest '**Anabolic and androgenic steroid: use by police officers**' August 2012 (Classified Protected - Law enforcement only).
- Crime Markets Assessment '**Organised Property Crime in Queensland**' November 2012—law enforcement version (Classified Protected - Law enforcement only).
- Crime Markets Assessment '**Organised Property Crime in Queensland**' November 2012—government version (Classified In Confidence - For Govt use only).
- Crime Markets Assessment '**Organised Property Crime in Queensland**' November 2012—public version (Unclassified).

- Crime Markets Assessment '**Illicit drug markets in Queensland**'- law enforcement version (Classified In Confidence - Law Enforcement only).
- Drug profiles '**Illicit drug markets in Queensland**'—public version (Unclassified).
- Joint CMC/ACC intelligence assessment '**Fentanyl Assessment**' November 2012 –law enforcement version (Classified Protected - law enforcement only).

Research products 2012-2014

2013

- Vulnerable victims: child homicide by parents (Research and Issues Paper, No. 10) (2013)
- Vulnerable victims: homicide of older people (Research and Issues Paper, No. 12) (2013)

2012

- Child sexual victimisation in Queensland (2012)
- Hidden in Plain Sight: darknets and virtual currencies – the challenge for law enforcement. (Law enforcement only) (2012)

Appendix B

Risk assessment methodology

This risk assessment relies on a series of factors to determine the level of risk:

$$\begin{aligned} \text{Desire} \times \text{confidence} &= \text{intent} \\ \text{Resources} \times \text{knowledge} &= \text{capability} \\ \text{Intent} \times \text{capability} &= \text{likelihood of threat} \\ \text{Likelihood of threat} \times \text{harm/consequences} &= \text{RISK} \end{aligned}$$

Intent consists of the desire by an individual or group to undertake an activity and having the confidence to succeed.

Capability relates to how realistic it is that the individual or group will be able to undertake the activity in terms of resources and knowledge.

Threat relates to the likelihood that a person or group will successfully undertake an activity that may cause harm. The likelihood of this success is dependent on their intent and capability.

Harm assesses what physical, psychological, economic and political effects the threat will have should it occur.

Risk is a combination of the threat of an activity occurring and the harmful consequences of that activity. Risk is commonly given a probability rating that is expressed in qualitative terms.



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