



AUSTRALIAN
**CRIMINAL
INTELLIGENCE
COMMISSION**

CONTROLLED OPERATIONS ANNUAL REPORT

2024-25

The Australian Criminal Intelligence Commission acknowledges the traditional owners and custodians of country throughout Australia and acknowledges their connection to land, sea and community. We pay our respects to the people, the cultures and the elders past, present and emerging.

This report has been prepared in accordance with Part IAB of the *Crimes Act 1914* (Cth)

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CONTROLLED
OPERATIONS
ANNUAL REPORT

2024-25

Letter of transmittal



1 December 2025

The Hon Tony Burke MP
Minister for Home Affairs
Parliament House
Canberra ACT 2600

Dear Minister

The Australian Criminal Intelligence Commission (ACIC) is pleased to present the *Controlled Operations Annual Report 2024–25*.

Pursuant to section 15HN, Part IAB, of the *Crimes Act 1914* (Cth), the report sets out the details required by subsections 15HM(2), (2A), (2B) and (2C) in relation to controlled operations for which the ACIC was the authorising agency between 1 July 2024 and 30 June 2025 inclusive.

A copy of this report is to be tabled in each house of parliament within 15 sitting days of you receiving it.

Yours sincerely

A handwritten signature in black ink, appearing to read 'H Cook', is positioned above the name of the signatory.

Heather Cook
Chief Executive Officer
Australian Criminal Intelligence Commission

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Introduction

The Controlled Operations Annual Report 2024–25 is issued under Part IAB of the *Crimes Act 1914* (Cth) (the Act) for the Australian Criminal Intelligence Commission (ACIC).

Controlled operations are investigations carried out within a legal framework that balances the need for operational flexibility with appropriate public accountability. Part IAB of the Act was designed to permit certain law enforcement agencies to undertake covert activity, which would, in the absence of legislation, constitute an offence against the law of the Commonwealth or that of a state or territory.

Controlled operations are used by law enforcement agencies to investigate, disrupt and dismantle serious and organised crime. The broad spectrum of offences investigated range from corruption, money laundering and importation of illicit goods and substances to terrorism and cybercrime.

The ACIC utilises the controlled operations regime to disrupt onshore and offshore criminal activity. The regime has been integral to the successful outcome of multiple investigations and subsequent disruptions to serious organised criminal activity such as cybercrime, large-scale drug trafficking and money laundering.

On 1 July 2016, the Australian Crime Commission (ACC) became known as the ACIC. The ACIC conducts special ACIC investigations and operations, authorised by the ACIC Board, into federally relevant crime which may include serious and organised crime as defined in the *Australian Crime Commission Act 2002* (Cth). The ACIC uses these powers to investigate offending such as large-scale drug trafficking and money laundering. The ACIC also works with partner law enforcement agencies to support joint operations and to generate compelling insights into criminal syndicates and their activities.

The controlled operations in this report authorised by ‘authorising officers’, as defined in the Act, highlight the cooperation between national and international law enforcement agencies and their success in disrupting the activities of organised crime syndicates and illicit commodity flows. The seizure of illicit goods and proceeds of crime and the subsequent arrest of offenders demonstrate that Australia is committed to combating organised crime and will not be seen as an easy target for such activities.

Guide to controlled operations

This year's report provides details of controlled operations in accordance with the reporting requirements of both the current and the previous legislation. Part A describes the requirements of the current legislation. Part B describes the requirements of the legislation in effect until 18 February 2010, with these requirements still applying to certain matters.

Part A. Current legislative requirements

Crimes Act 1914 (Cth)

On 19 February 2010, the *Crimes Legislation Amendment (Serious and Organised Crime) Act 2010* (Cth) received royal assent. The Act provided amendments to Part IAB of the *Crimes Act 1914* (Cth) (the Act) related to controlled operations.

Controlled operations can be undertaken with respect to any serious Commonwealth offence or serious state offence that has a federal aspect.

A **controlled operation** is defined by section 15GD of the Act as one that:

1. involves the participation of law enforcement officers; and
2. is carried out for the purpose of obtaining evidence that may lead to the prosecution of a person for a serious Commonwealth offence or a serious state offence that has a federal aspect; and
3. may involve a law enforcement officer or other person in conduct that would, apart from section 15HA, constitute a Commonwealth offence or an offence against a law of a state or territory.

A **serious Commonwealth offence**, pursuant to section 15GE of the Act, means a Commonwealth offence that involves a matter specified by subsection 15GE(2), including theft, fraud, tax evasion, illegal gambling, extortion, bribery of a public official, people smuggling and slavery, and that is punishable on conviction by imprisonment for a period of 3 years or more.

A **major controlled operation** is defined by subsection 15GD(2) of the Act as being a controlled operation that is likely to:

1. involve the infiltration of an organised criminal group by one or more undercover law enforcement officers for a period of more than 7 days; or
2. continue for more than 3 months; or
3. be directed against suspected criminal activity that includes a threat to human life.

Authorisation of controlled operations

Section 15GH governs applications for authorities to conduct controlled operations.

An Australian law enforcement officer may apply to an authorising officer for an authority to conduct a controlled operation. An 'authorising officer' for a controlled operation is pursuant to section 15GF of the Act.

Both formal and urgent applications must provide sufficient information to enable the authorising officer to decide whether or not to grant the application, state whether an earlier application has been made and state the proposed period of effect of the authority (pursuant to subsection 15GH(4)). The proposed period of effect of the authority must not exceed 3 months in the case of a formal application or 7 days in the case of an urgent application. Additionally, an authorising officer can require an applicant to produce additional information (per subsection 15GH(5)).

Determination of applications

Section 15GI governs the determination of applications, including what factors should be taken into consideration by the authorising officer. Pursuant to subsection 15GI(1), the authorising officer may either grant or refuse an application and, where they grant an application, the authorisation may be subject to conditions. Subsection 15GI(2) outlines criteria that the authorising officer must be satisfied are met in order to grant an authority, including that a serious offence has been, is being or is likely to be committed, or that an integrity testing authority is in effect in relation to an offence that it is suspected to have been, is currently being or likely to be committed by a staff member of a target agency; that the severity of the criminal activity is such as to justify the conduct of the proposed controlled operation; that the controlled operation will not be conducted in such a way that a person could be induced to commit an offence that they would not otherwise have committed; the risks posed by the proposed controlled operation; and the question of whether any civilian role in the controlled operation could be adequately performed by a law enforcement officer instead.

Controlled operation authorities

Section 15GK sets out requirements for the form a controlled operations authority must take, including that an authority must state the name of the applicant, certain information concerning the illicit goods, the identity of persons authorised to engage in the controlled conduct and the nature of the criminal activity being targeted.

The person responsible for an individual controlled operation is then the principal law enforcement officer specified in the authority (per section 15GC).

Period of effect

An urgent controlled operation authority can remain in force for a maximum of 7 days only.

A formal controlled operation authority must specify the period of effect of the authority, this being a period of less than 3 months (per subsection 15GK(1)(h)). The authority will then expire at the end of the period of its effect (pursuant to section 15GN), unless it has been extended under either subdivision B or subdivision C of the Division. If a formal controlled operation authority needs to be extended then a variation application needs to be made. The variation application to extend the period of effect of a formal controlled operation authority beyond 3 months must be presented to a nominated Administrative Appeals Tribunal (AAT) member

(AAT changed to Administrative Review Tribunal (ART) in October 2024), who may extend the period of effect for up to 3 months at a time (pursuant to section 15GT). However, of note is that, per subsection 15GT(3), the total period of effect for a formal or major controlled operation authority cannot exceed 24 months.

Variations to the authority

Variation of a controlled operations authority can be made (pursuant to section 15GO) by an appropriate authorising officer. The appropriate authorising officer may, either at any time on their own initiative, or on application (under subsection 15GP(1)):

1. extend the period of effect of the authority (subject to subsections (3) and (4) of section 15GO); or
2. authorise additional persons to engage in controlled conduct for the purposes of the controlled operation and specify:
 - a. with respect to additional law enforcement participants – the nature of the controlled conduct that those participants may engage in; and
 - b. with respect to additional civilian participants – the particular controlled conduct (if any) that each such participant may engage in; or
3. provide that specified persons are no longer authorised to engage in controlled conduct for the purposes of the controlled operation; or
4. authorise participants in the controlled operation to engage in additional or alternative controlled conduct.

Cancellation of authority

An appropriate authorising officer may, by order in writing given to the principal law enforcement officer for a controlled operation, cancel the authority to conduct the controlled operation at any time and for any reason (pursuant to section 15GY).

Reporting requirements

Six-monthly reports to the Minister and Ombudsman

Section 15HM requires that, as soon as practicable after 30 June and 31 December each year, the chief officer of each authorising agency must submit a report to the Commonwealth Ombudsman (the Ombudsman). The report needs to set out the details required by subsection 15HM(2) in relation to controlled operations the authorising agency was responsible for during the previous 6 months. A copy of the 15HM report must be provided to the responsible Minister (the Minister) at the same time as it is provided to the Ombudsman.

Chief officers' annual report to the Minister and Ombudsman

Section 15HN requires that, as soon as practicable after 30 June in each year, the chief officer of each authorising agency must submit a report to the Minister setting out the details required by subsections 15HM(2), (2A), (2B) and (2C) regarding the controlled operations that agency had authority over during the previous 12 months. A copy of a report given to the Minister under section 15HN must also be given to the Ombudsman at the same time.

The report must not disclose any information that identifies any person involved in an operation or that is likely to lead to such a person being identified pursuant to section 15HN(4). The chief executive is not required to include particulars of any controlled operations that were not completed by 30 June 2025 in accordance with section 15HN(5).

Material to be excluded from report prior to Minister laying in Parliament

In accordance with subsections 15HN(2) and (3) of the Act, the chief officer must advise the Minister of any information in a report that, in the chief officer's opinion, should be excluded from the report before it is laid in Parliament because:

1. the information, if made public, could reasonably be expected to:
 - a. endanger a person's safety; or
 - b. prejudice an investigation or prosecution; or
 - c. compromise any law enforcement agency's operational activities or methodologies; or
2. making the information public would be contrary to the public interest for any other reason.

The Minister must exclude such information from a report if satisfied on the advice of the chief officer and cause a copy of the report to be laid before each House of the Parliament within 15 sitting days of that House after the Minister receives it.

Part B. Historical legislative requirements

On 8 July 1996, the Australian Parliament passed legislation to provide for the conduct of controlled operations by Australian law enforcement agencies.

The following legislative references are to sections of the Act in force until 18 February 2010.

Under the now repealed section 15T of the Act, the Minister was required to lay before each house of parliament, not later than the first sitting day of the house after 1 October each year, a report on controlled operations. Details to be provided in the report include the date on which the application was made, the decision taken about the application, the reasons for that decision and information on reports given to the Minister under section 15R during that financial year.

Material to be excluded from report prior to Minister laying in Parliament

In accordance with the now repealed subsection 15T(3) of the Act, the controlled operations annual report to be laid before Parliament is not to include any information about any person (including the person's name) that has not been previously published. Additionally, if the Minister believes that it is likely that the inclusion of any information in a report provided by the Chief Executive Officer of the ACIC may either endanger the safety of a person or prejudice an investigation or prosecution, the Minister must consequently exclude the information from the report under subsection 15T(4) of the Act. If information is excluded pursuant to subsection 15T(4) in the version of the report provided to parliament, the information is to be published in the first report after the Minister considers that the information will no longer endanger the safety of a person or prejudice the investigation or prosecution.

Acronyms

AAT	Administrative Appeals Tribunal
ACC	Australian Crime Commission
ACIC	Australian Criminal Intelligence Commission
ART	Administrative Review Tribunal

Additional matters

The illicit goods detailed in this report have not been destroyed unless the contrary is indicated.





2024–25 REPORTING

Information withheld under the Crimes Act 1914 (Cth)

In accordance with subsections 15HN(2) and 15HN(4) and, in the case of operations prior to March 2010, the repealed subsections 15T(3) and 15T(4) of the Act, the following information has been excluded from this report prior to its tabling in Parliament.

When it is no longer necessary to exclude this information, it is published in a subsequent annual report.

Excluded information

ACIC operations fully excluded

Reporting period	Operations
2024–25	CO25011/00/0
2024–25	CO25013/00/0

ACIC operations partly excluded – not to be reported

Reporting period	Operations
2002–03	ACC SOC 002
2003–04	ACC 2003-04/6, 9, 10, 11, 13, 14, 15, 19
2004–05	ACC 2004-05/1, 2, 3, and 6
2005–06	ACC 2005-06/1 to 12
2006–07	ACC 2006-07/1 to 4
2007–08	ACC 2007-08/2 to 15
2008–09	ACC 2008-09/1, 2, 4-7, 9-11, 13-17, 20-23
2009–10	ACC 2009-10/1 to 4 and 7 to 13

These authorities remain the subject of partial exclusions based on now repealed subsections 15T(93) and 15T(4) and are not reported on in this annual report.

ACIC operations partly excluded

Reporting period	Operations
2024–25	CO23021/04/6
2024–25	CO25010/00/0
2024–25	CO24009/01/0
2024–25	CO25012/00/0

Previously excluded information published in 2024–25

ACIC operations fully excluded – now reported in full

Nil

ACIC operations partly excluded – now reported in full

Nil

ACIC operations fully excluded – now reported in part

CO23021/04/6

Quantitative summary

Subsection 15HM(1) of the Act stipulates that as soon as practicable after 31 December and 30 June in each financial year the chief officer of each authorising agency must submit a report to the Ombudsman setting out the details required by subsection 15HM(2). The following table sets out these details for 2024–25.

Provision	Details required	Number
Subsection 15HM(2)(a)	Formal authorities that were: <ul style="list-style-type: none"> • granted by an ACIC authorising officer during the period • varied by an ACIC authorising officer during the period 	5 0
Subsection 15HM(2)(b)	Formal applications for formal authorities refused by an ACIC authorising officer during the period	0
Subsection 15HM(2)(c)	Formal variation applications for variation of formal authorities refused by an ACIC authorising officer	0
	Urgent variation applications for variation of formal authorities refused by an ACIC authorising officer	0
Subsection 15HM(2)(d)	Urgent authorities that were: <ul style="list-style-type: none"> • granted by an ACIC authorising officer during the period • varied by an ACIC authorising officer during the period 	0 0
Subsection 15HM(2)(e)	Formal applications for urgent authorities refused by an ACIC authorising officer	0
	Urgent applications for urgent authorities refused by an ACIC authorising officer	0
Subsection 15HM(2)(f)	Formal variation applications for the variation of urgent authorities refused by an ACIC authorising officer	0
	Urgent variation applications for the variation of urgent authorities refused by an ACIC authorising officer	0
Subsection 15HM(2)(g)	Formal authorities that were varied by a nominated AAT member during the period	2
Subsection 15HM(2)(h)	Formal variation applications for variation of formal authorities refused by a nominated AAT member	0
	Urgent variation applications for variation of formal authorities refused by a nominated AAT member	0
Subsection 15HM(2)(t)	Authorities for controlled operations that: <ul style="list-style-type: none"> • were cancelled by an ACIC authorising officer during the period • expired during the period 	3 1

Some of the authorities issued during the 2024–25 reporting year were still ongoing at the end of the reporting period. These authorities will be included in the first annual report after they have expired.

Controlled operation number: C023021/04/6

Date of application

25 August 2023

Authorising officer

Susan Ruddock, performing the duties of National Manager South Operations, Australian Criminal Intelligence Commission (ACIC).

Nature of application

This formal authority was made pursuant to section 15GH(2)(a) of the Act.

Decision of authorising officer

At 9:12 am on 29 August 2023, Susan Ruddock, performing the duties of National Manager South Operations, an authorising officer within the meaning of section 15GF of the Act, granted a formal authority authorising a controlled operation to be undertaken.

Period of effect

29 August 2023 to 11 September 2024

Issuing Officer variation of authority

Variation 1 was granted on 8 November 2023 by ACIC authorising officer Simon Warwick, performing the duties of National Manager South Operations. The authority was varied by the authorising officer's own initiative to include an additional civilian and law enforcement participant and remove a law enforcement participant.

Variation 2 was granted on 13 December 2023 by ACIC authorising officer Damien Appleby, performing the duties of National Manager South Operations. The authority was varied by the authorising officer's own initiative to include an additional civilian participant and to remove a civilian participant.

Variation 3 was granted on 21 December 2023 by ACIC authorising officer Damien Appleby, performing the duties of National Manager South Operations. The authority was varied to include additional civilian participant conduct.

Variation 4 was granted on 21 February 2024 by ACIC authorising officer Damien Appleby, performing the duties of National Manager South Operations. The authority was varied by the authorising officer's own initiative to include additional law enforcement participants and remove a civilian participant.

Variation 5 was granted on 3 April 2024 by ACIC authorising officer Damien Appleby, performing the duties of National Manager South Operations. The authority was varied by the authorising officer's own initiative to remove civilian participants and a law enforcement participant.

Variation 6 was granted on 17 May 2024 by ACIC authorising officer Douglas Miller, performing the duties of National Manager South Operations. The authority was varied by the authorising officer's own initiative to include additional law enforcement participants and remove law enforcement and civilian participants.

Issuing Authority variation of authority

Variation (Extension 1) was applied for and granted on 28 November 2023 by Stephen Boyle, a nominated Tribunal member.

Variation (Extension 2) was applied for on 27 February 2024 and granted on 28 February 2024 by Stephen Boyle, a nominated Tribunal member.

Variation (Extension 3) was applied for on 27 May 2024 and granted on 28 May 2024 by LM Gallagher, a nominated Tribunal member.

Variation (Extension 4) was applied for and granted on 27 August 2024 by LM Gallagher, a nominated Tribunal member.

Nature of criminal activities

The purpose of the controlled operation was to support an ACIC investigation into money laundering, and importation of border-controlled drugs and precursors and the trafficking and manufacture of controlled drugs.

Cancellation

The authority was cancelled on 11 September 2024 by ACIC authorising officer Damien Appleby, performing the duties of National Manager South Operations.

The authority was cancelled due to referral to a partner agency and a change in operational strategy.

Target/s of the controlled operation

Information has been excluded under the provisions of subsections 15HN(2) and (4) of the Act.

Nature of conduct engaged in

Information has been excluded under the provisions of subsections 15HN(2) and (4) of the Act.

Details of any loss of or serious damage to property

Nil

Details of personal injuries

Nil

Illicit goods

Information has been excluded under the provisions of subsections 15HN(2) and (4) of the Act.

Narcotic goods

Information has been excluded under the provisions of subsections 15HN(2) and (4) of the Act.

Outcome

The controlled operation obtained valuable information in relation to the targets and their involvement in criminal activities, namely money laundering and the importation and trafficking of border-controlled drugs. The controlled operation identified previously unknown targets, and resulted in the seizure of cash, illicit drugs and the arrest of several targets.

Controlled operation number: CO25010/00/0

Date of application

31 January 2025

Authorising officer

Jason Halls, performing the duties of National Manager, Examinations, Australian Criminal Intelligence Commission (ACIC).

Nature of application

This formal authority was made pursuant to section 15GH(2)(a) of the Act.

Decision of authorising officer

At 2:25pm on 31 January 2025, Jason Halls, performing the duties of National Manager, Examinations, an authorising officer within the meaning of section 15GF of the Act, granted a formal authority authorising a controlled operation to be undertaken.

Period of effect

31 January 2025 to 30 April 2025.

Issuing Officer variation of authority

Nil

Issuing Authority variation of authority

Nil

Nature of criminal activities

The purpose of the controlled operation was to support an ACIC investigation into the trafficking of border-controlled drugs and dealing in proceeds of crime.

Cancellation

Not applicable

Target/s of the controlled operation

Information has been excluded under the provisions of subsections 15HN(2) and (4) of the Act.

Nature of conduct engaged in

Information has been excluded under the provisions of subsections 15HN(2) and (4) of the Act.

Details of any loss of or serious damage to property

Nil

Details of personal injuries

Nil

Illicit goods

Nil

Narcotic goods

Nil

Outcome

The controlled operation confirmed the target's involvement with a serious organised crime group.

Controlled operation number: C024009/01/0

Date of application

30 November 2024

Authorising officer

Damien Appleby, performing the duties of National Manager, South Operations, Australian Criminal Intelligence Commission (ACIC).

Nature of application

This formal authority was made pursuant to section 15GH(2)(a) of the Act.

Decision of authorising officer

At 11:59am on 4 December 2024, Damien Appleby, performing the duties of National Manager, South Operations, an authorising officer within the meaning of section 15GF of the Act, granted a formal authority authorising a controlled operation to be undertaken.

Period of effect

4 December 2024 to 15 May 2025

Issuing Officer variation of authority

Nil

Issuing Authority variation of authority

Variation (Extension 1) was applied for and granted on 26 February 2025 by Jonathon Papalia, a nominated Tribunal member.

Nature of criminal activities

The purpose of the controlled operation was to support an ACIC investigation into trafficking and importing of controlled drugs and money laundering.

Cancellation

The authority was cancelled on 15 May 2025, by ACIC authorising officer Jason Leigh Halls, performing the duties of National Manager, Collection Operations South.

The authority was cancelled as the conduct authorised to be undertaken by law enforcement participants and civilian participants was no longer required for the investigation. The operational strategy and Project Gladewater transitioned to another Project.

Target/s of the controlled operation

Information has been excluded under the provisions of subsections 15HN(2) and (4) of the Act.

Nature of conduct engaged in

Information has been excluded under the provisions of subsections 15HN(2) and (4) of the Act.

Details of any loss of or serious damage to property

Nil

Details of personal injuries

Nil

Illicit goods

Nil

Narcotic goods

Nil

Outcome

The controlled operation obtained valuable information in relation to the target's involvement in criminal activities, namely money laundering and the importation, trafficking and or manufacture of illicit drugs. The information obtained also allowed the ACIC to identify targets previously unknown.

Controlled operation number: CO25012/00/0

Date of application

9 May 2025

Authorising officer

Jason Leigh Halls, performing the duties of National Manager, Collection Operations, Australian Criminal Intelligence Commission (ACIC).

Nature of application

This formal authority was made pursuant to section 15GH(2)(a) of the Act.

Decision of authorising officer

At 10:35am on 14 May 2025, Jason Leigh Halls performing the duties of National Manager, Collection Operations, an authorising officer within the meaning of section 15GF of the Act, granted a formal authority authorising a controlled operation to be undertaken.

Period of effect

14 May 2025 to 20 June 2025

Issuing Officer variation of authority

Nil

Issuing Authority variation of authority

Nil

Nature of criminal activities

The purpose of the controlled operation was to support an ACIC investigation into money laundering.

Cancellation

The authority was cancelled on 20 June 2025, by ACIC authorising officer Jason Leigh Halls, performing the duties of National Manager, Collection Operations South.

The authority was cancelled due to the controlled conduct not progressing as anticipated.

Target/s of the controlled operation

Information has been excluded under the provisions of subsections 15HN(2) and (4) of the Act.

Nature of conduct engaged in

Information has been excluded under the provisions of subsections 15HN(2) and (4) of the Act.

Details of any loss of or serious damage to property

Nil

Details of personal injuries

Nil

Illicit goods

Nil

Narcotic goods

Nil

Outcome

The controlled operation obtained valuable information in relation to the target and their involvement in criminal activities, namely money laundering.

Contact details

To request information about this annual report or the ACIC, contact:

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