

JOINT STANDING COMMITTEE ON THE CORRUPTION AND CRIME COMMISSION

HEARING WITH THE PARLIAMENTARY INSPECTOR OF THE CORRUPTION AND CRIME COMMISSION ON 9 MAY 2007

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Report No. 27

Presented by:

John Hyde, MLA and Hon. Ray Halligan, MLC

Laid on the Table of the Legislative Assembly and Legislative Council on 21 June 2007

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COMMITTEE'S FUNCTIONS AND POWERS

On 31 May 2005 the Legislative Council concurred with a resolution of the Legislative Assembly to establish the Joint Standing Committee on the Corruption and Crime Commission.

The Joint Standing Committee's functions and powers are defined in the Legislative Assembly's Standing Orders 289-293 and other Assembly Standing Orders relating to standing and select committees, as far as they can be applied. Certain standing orders of the Legislative Council also apply.

It is the function of the Joint Standing Committee to -

- (a) monitor and report to Parliament on the exercise of the functions of the Corruption and Crime Commission and the Parliamentary Inspector of the Corruption and Crime Commission;
- (b) inquire into, and report to Parliament on the means by which corruption prevention practices may be enhanced within the public sector; and
- (c) carry out any other functions conferred on the Committee under the *Corruption and Crime Commission Act* 2003.

The Committee consists of four members, two from the Legislative Assembly and two from the Legislative Council.

CHAIRMAN'S FOREWORD

The quarterly hearings of the Joint Standing Committee on the Corruption and Crime Commission provide an opportunity for the Committee to assess the Parliamentary Inspector's performance against an agreed set of actions. Actions arise in the context of previous quarterly hearings or via Committee correspondence with the Office of the Parliamentary Inspector and are influenced by information tendered at hearings or as a consequence of other information that comes to the attention of the Committee Secretariat. These reports therefore need to be considered in the context of reports pertaining to earlier hearings with the Parliamentary Inspector of the Corruption and Crime Commission.

Importantly at this hearing held on 9 May 2007, Mr Malcolm McCusker QC, Parliamentary Inspector, in response to a Committee recommendation, committed to maintaining a register of conflicts of interest that may arise in the course of the conduct of his functions. The Committee considers this to be a critical accountability measure because it provides a capacity to ensure compliance with Section 195 (3) of the *Corruption and Crime Commission Act 2003*. That Section directs that the Parliamentary Inspector declare him or herself unable to act by reason of an actual or potential conflict of interest. An example of the latter includes Mr McCusker establishing clear lines of demarcation in relation to the Mallard matter, in which he acted as counsel.

Another critical issue under discussion was the inclusion of both qualitative and quantitative Key Performance Indicators in the Annual Report of the Parliamentary Inspector, ensuring more measurable performance of that Office. The Parliamentary Inspector has engaged the services of the Office of the Auditor General to progress the latter.

The Committee tabled in Parliament on 17 May 2007 the *Report on Past Misconduct Inquiry - Western Australia Police*. The Committee has requested that the Parliamentary Inspector ascertain the existence of a referenced second report pertaining to misconduct matters arising as a consequence of the former Anti-Corruption Commission's investigative report into any involvement by Western Australia Police Officers in the death of Mr Andrew Petrelis. It is critical that Government and this Committee ensure that identified matters of misconduct are dealt with appropriately.

The Committee has discussed with the Parliamentary Inspector and the Corruption and Crime Commission on a number of occasions, the need to keep both individuals and agencies the subject of investigatory action by the Corruption and Crime Commission appraised of matters associated with that investigation, in line with the disclosure and secrecy provisions of the *Corruption and Crime Commission Act 2003*. This is about ensuring fair process while not compromising the Commission's operations. The Committee believes that the Parliamentary Inspector should monitor that this occurs.

There has been an ongoing discussion with both the Parliamentary Inspector and the Corruption and Crime Commission regarding the application of public versus private hearings to ensure the security of a person's reputation peripheral to an investigation. The Parliamentary Inspector and the Corruption and Crime Commission have agreed to examine this issue further, possibly through

the development of associated protocols. The Committee announced an *Inquiry into the Efficacy* of *Public Hearings* on 17 May 2007 which will include a review of this issue.

The Committee takes the opportunity in hearings to assess the progress of certain complaint matters referred to the Office of the Parliamentary Inspector that come to the attention of the Committee. The Committee may request a progress or final report on these complaints.

The Committee is aware of the increased workload of the Office of the Parliamentary Inspector and the impending appointment of an Executive Officer to streamline auditing and complaint processes. The Committee views that consideration should be given to the interim appointment of an Executive Officer, pending finalisation of the substantive position.

JOHN HYDE, MLA CHAIRMAN

ABBREVIATIONS AND ACRONYMS

"CCC" Corruption and Crime Commission

"JSCCCC" Joint Standing Committee on the Corruption and Crime Commission

"KPI" Key Performance Indicator

"MLA" Member of the Legislative Assembly

"MLC" Member of the Legislative Council

"OAG" Office of the Auditor General (Western Australia)

"QC" Queen's Counsel

CHAPTER 1 INTRODUCTION

1.1 Background

In line with its mandated role, the Joint Standing Committee on the Corruption and Crime Commission (JSCCCC) is required, among other tasks, to monitor and report to Parliament on the exercise of the functions of the Parliamentary Inspector of the Corruption and Crime Commission (Parliamentary Inspector). The functions of the Parliamentary Inspector are contained within Section 195 of the *Corruption and Crime Commission Act* 2003.

The JSCCCC reviews the performance of the Office of the Parliamentary Inspector, in part, through quarterly public or closed session hearings, dependent on the subject discussion. This brief report relates to a closed session hearing with Mr Malcolm McCusker QC, Parliamentary Inspector, on 9 May 2007. Despite the confidential nature of a proportion of the hearing's subject matter, the Committee has provided a summation of critical issues for reasons of accountability and transparency. At all times, the Committee has been cognisant of ensuring that the release of such information does not hamper the operational performance of that Office.

A number of matters discussed in the hearing reference issues raised in previous hearings with the Parliamentary Inspector, particularly those dated 16 August 2006 and 12 December 2006. A review of these related reports will provide further context for the Committee's discussion.

1.2 Issues arising in the Closed Hearing

(a) Register of conflicts of interest

Under Section 195 (3) of the *Corruption and Crime Commission Act 2003*, the Parliamentary Inspector is able to declare him or herself unable to act in a particular matter by reason of an actual or potential conflict of interest. The Parliamentary Inspector may determine this on his or her own motion or a complainant may allege the existence of a conflict of interest to the JSCCCC or directly to the Office of the Parliamentary Inspector. In circumstances which involve a complainant, the determination of conflict of interest remains with the Parliamentary Inspector. The Office of the Parliamentary Inspector has available to it the services of an Acting Parliamentary Inspector in circumstances such as this. The current incumbent is the Hon. Graeme Scott QC.

At the above cited hearing with the Parliamentary Inspector, on 16 August 2006, the JSCCCC discussed the notion of that Office maintaining a register of actual and alleged conflicts of interest.¹

Western Australia, Legislative Assembly and Legislative Council, Joint Standing Committee on the Corruption and Crime Commission, *Public Hearing with the Parliamentary Inspector of the Corruption and Crime Commission on 16 August 2006*, 26 October 2006, pp3-4.

Mr McCusker provided commentary on this issue in correspondence tabled at the 9 May 2007 hearing. Essentially he noted that the number of matters in which conflict of interest had been raised was minimal and agreed to 'maintain a register of those matters, as a separate record from the relevant file, and record in that register the manner in which the conflict was raised and how it was disposed of by the Parliamentary Inspector.' Information was provided on referral of specific matters of conflict of interest to the Acting Parliamentary Inspector. Mr McCusker also noted that he would not be privy to any issues that may arise from the Corruption and Crime Commission's (CCC) Inquiry into the Mallard matter, given his representation as counsel for Mr Andrew Mallard's successful appeal against conviction for murder. These would be referred directly to the Hon. Graeme Scott.

(b) Corruption and Crime Commission performing a witness protection function

The concept of the CCC performing a witness protection function was discussed in the Committee's Report No. 26, tabled on 14 June 2007 in the Parliament of Western Australia entitled *Inquiry into the Future Operation of Witness Protection Programmes in Western Australia*. That report references both the discussion and submission of written comments by Mr McCusker at this hearing. Essentially Mr McCusker did not support the CCC having a witness protection function on the basis that it would amount to a duplication of resources. The Committee agreed that the CCC does not currently require a dedicated witness protection function, its reasons are detailed in Chapter 6 of the aforementioned report.

(c) Inclusion of Key Performance Indicators in the Annual Report of the Office of the Parliamentary Inspector

On 16 August 2006, the Committee requested of Mr McCusker that he include meaningful Key Performance Indicators (KPIs) in future Annual Reports of the Office of the Parliamentary Inspector so that the performance of that Office could be measured against reported criteria. At that point Mr McCusker advised that he had held discussions with the Office of the Auditor General (OAG) in relation to the latter and intended to advise the Committee on the outcome prior to finalisation of the KPIs. ⁵

Letter from Mr Malcolm McCusker, Parliamentary Inspector of the Corruption and Crime Commission, 9 May 2007, p1.

Mr Malcolm McCusker, Parliamentary Inspector of the Corruption and Crime Commission, Office of the Parliamentary Inspector of the Corruption and Crime Commission, *Transcript of Evidence*, 9 May 2007, p1.

Western Australia, Legislative Assembly and Legislative Council, Joint Standing Committee on the Corruption and Crime Commission, *Inquiry into the Future Operation of Witness Protection Programmes in Western Australia*, 14 June 2007, p16.

Western Australia, Legislative Assembly and Legislative Council, Joint Standing Committee on the Corruption and Crime Commission, *Public Hearing with the Parliamentary Inspector of the Corruption and Crime Commission on 16 August 2006*, 26 October 2006, p5.

Mr McCusker detailed that devising appropriate KPIs is complicated by the nature of the functions of the Office of the Parliamentary Inspector, noting as an example that 'averages and average time taken' can be misleading. In elaborating, he cited that one case could consume considerable resources whilst another may be fairly rapidly dealt with, therefore questioning the usefulness of such a measure. These are issues that the Parliamentary Inspector continues to work through in consultation with the OAG. ⁶

The JSCCCC agreed that such measures needed to be qualitative in focus, to assist in determining how well the Office of the Parliamentary Inspector has performed its functions.⁷

(d) Security Clearances

The Committee notes that appointments to the position of Parliamentary Inspector and Commissioner of the Corruption and Crime Commission are subject to rigorous security assessments. The Committee has queried the Parliamentary Inspector as to whether Acting Inspectors are subject to the same requirements. Mr McCusker informed that this was his understanding however that he intended to confirm this in writing. The JSCCCC opted to liaise directly with the department responsible for that appointment.

(e) Matters arising from the Anti-Corruption Commission's Investigation Report, tabled by the JSCCCC on 17 May 2007

The JSCCCC noted the following statement in the Anti-Corruption Commission's Report, entitled *Operation Sweden Phase III*, which pertains to that Commission's investigation into any involvement by Western Australia Police Officers in the death of Mr Andrew Petrelis:

The Commission's Inquiry included a review of relevant material obtained from the WAPS [Western Australia Police Service] Internal Affairs Unit files, Witness Protection Unit files, National Crime Authority ("NCA") telephone intercept product and records, WAPS Personnel Files, Australian Federal Police ("AFP") telephone intercept data and the Commission's holdings which included interviews and evidence acquired during a Special Investigation. The review identified evidence of a number of instances of corrupt, criminal and serious improper conduct by police officers. These matters were outside the agreed scope of this Inquiry and will be addressed in a separate report. 10

Mr Malcolm McCusker QC, Parliamentary Inspector, Office of the Parliamentary Inspector, *Transcript of Evidence*, 9 May 2007, p2.

Joint Standing Committee on the Corruption and Crime Commission, Parliament of Western Australia, Transcript of Evidence, 9 May 2007, p2.

Western Australia, Legislative Assembly and Legislative Council, *Public Hearing with the Parliamentary Inspector of the Corruption and Crime Commission on 16 August 2006*, 26 October 2006, p5.

Letter from Mr Malcolm McCusker QC, Parliamentary Inspector of the Corruption and Crime Commission, 9 May 2007, p1.

Western Australia, Legislative Assembly and Legislative Council, Joint Standing Committee on the Corruption and Crime Commission, *Report on Past Misconduct Inquiry - Western Australia Police*, 17 May 2007, p21.

Given the operational nature of the matters referred to, the JSCCCC has requested that the Parliamentary Inspector pursue whether a separate report was in fact undertaken by the Anti-Corruption Commission and what occurred in relation to the matters contained within. ¹¹

(f) The Corruption and Crime Commission's management of investigations arising from the Kennedy Royal Commission¹² and the former Anti-Corruption Commission

On 12 December 2007, the JSCCCC requested that the Parliamentary Inspector audit the management by the CCC of investigations handed over by the Kennedy Royal Commission (KRC) and the Anti-Corruption Commission and the Commission's oversight of the implementation of the KRC recommendations for reform of Western Australia Police. ¹³

Mr McCusker informed that on employment of an Executive Officer for the Office of the Parliamentary Inspector regular audits of CCC investigations would occur. He further noted that he was in the process of reviewing the KRC Report for the purposes of ensuring that the matters raised within the report have been dealt with or are being pursued. ¹⁴

(g) Disclosure and secrecy provisions of the Corruption and Crime Commission Act 2003

The JSCCCC previously raised concerns with the Parliamentary Inspector regarding the disclosure/secrecy provisions of the *Corruption and Crime Commission Act 2003*, in particular, how individuals or agencies who are a party to investigatory action may be more adequately informed on these issues.

This matter was raised with the CCC at hearing on 22 November 2006 and 21 March 2007 primarily in the context of:

• the Department of Education and Training Select Committee of the Legislative Council's recommendation that the CCC clarify the 'anti-disclosure provisions of the Corruption and Crime Commission Act 2003 so as to enable public sector chief executive officers to

Hon G A Kennedy OA, QC, *Royal Commission into Whether there has been Corrupt or Criminal Conduct* by any Western Australian Police Officer, 2004.

Joint Standing Committee on the Corruption and Crime Commission, Parliament of Western Australia, Transcript of Evidence, 9 May 2007, p4.

Western Australia, Legislative Assembly and Legislative Council, Joint Standing Committee on the Corruption and Crime Commission, *Hearing with the Parliamentary Inspector of the Corruption and Crime Commission on 12 December 2007*, 22 March 2007, pp1-2.

Letter from Mr Malcolm McCusker QC. Parliamentary Inspector of the Corruption and Crime Commission, 9 May 2007, p2.

be able to freely discuss with their Ministers all matters relevant to the Minister's portfolio.' 15 16 and

• the CCC informing persons in circumstances where adverse findings have not been made in an investigation. ¹⁷

The Parliamentary Inspector detailed that he had discussed the matter with Mr Hammond, former Commissioner, CCC and had been assured that an individual or agency involved in an investigation is informed of the outcome, compatible with the secrecy provisions of the Act. In essence Mr McCusker cited at hearing that the outcome of an investigation is provided but that the detail that led to such a conclusion is not. ¹⁸The Committee notes the CCC's commitment at hearing on 21 March 2007 to develop procedures regarding informing people subject to investigation where no adverse findings have occurred. ¹⁹

The Committee also notes that a detailed Ministerial Response from the Hon. Jim McGinty, MLA, Attorney General for Western Australia, in relation to the recommendation of the Department of Education and Training Select Committee of the Legislative Council cited at dot point one above, was tabled in the Legislative Council on 3 May 2007. Although the response clearly relates to circumstances outlined in that recommendation, it does have broader application. ²⁰

(h) Public versus private hearings

Section 139 and 140 of the *Corruption and Crime Commission Act 2003* provides for the Commission to conduct private or public examinations respectively. At the 12 December 2006 hearing with the Parliamentary Inspector, the Committee raised the notion of the impact of public hearings and associated transcripts on the reputation of persons' peripheral to the inquiry, particularly in the absence of a right of reply.²¹ ²² The Committee contended that further

Western Australia, Legislative Assembly and Legislative Council, Joint Standing Committee on the Corruption and Crime Commission, *Hearing with the Corruption and Crime Commission on 22 November 2006*, 22 March 2007, pp4-5.

Western Australia, Legislative Assembly and Legislative Council, Joint Standing Committee on the Corruption and Crime Commission, *Public Hearing with the Corruption and Crime Commission on 21 March 2007*, 5 April 2007, pp9-10.

Western Australia, Legislative Assembly and Legislative Council, Joint Standing Committee on the Corruption and Crime Commission, *Public Hearing with the Corruption and Crime Commission on 21 March 2007*, 5 April 2007, p6.

Mr Malcolm McCusker QC, Parliamentary Inspector of the Corruption and Crime Commission, Office of the Parliamentary Inspector of the Corruption and Crime Commission, *Transcript of Evidence*, 9 May 2007, p5.

Western Australia, Legislative Assembly and Legislative Council, Joint Standing Committee on the Corruption and Crime Commission, *Public Hearing with the Corruption and Crime Commission on 21 March 2007*, 5 April 2007, p6.

Government Response to the Select Committee into the Department of Education and Training (Attorney General) (*Tabled Paper No. 2657 Tabled on 03-May-2007*).

An affected person is entitled to make representation in relation to an adverse report of the Corruption and Crime Commission under Section 86 of the *Corruption and Crime Commission Act* 2003.

consideration needed 'to be given to opting for private hearings in circumstances where the information likely to be obtained is not directly relevant to the investigation at hand and where it is probable that it will damage the reputation of 'innocent' parties.' ²³

This was a matter that was also raised with Mr Hammond in his capacity as Commissioner of the CCC, at hearing on 21 March 2007. He indicated that the CCC were giving due attention to the issue.²⁴ The Committee also suggested on 12 December 2006 that this was an issue that required ongoing monitoring by the Parliamentary Inspector and that consideration may need to be given to the development of protocols around when matters should be made public.²⁵

Mr McCusker detailed that 'the question of the effective use of public versus private hearings in order to minimise collateral damage to the reputations of persons not subject to investigation [was] a matter which [he had] raised with the CCC, and in particular former Commissioner Hammond, on several occasions, both as a matter of general principle' and arising from complaint investigations conducted by the Parliamentary Inspector. Mr McCusker noted that the CCC had provided him with related 'protocols' in place, however that he intended 'discuss with the new Commissioner, upon his appointment, the desirability of some procedure whereby, if an individual is called to a public hearing, he or she may raise with the Parliamentary Inspector the question of whether a public hearing is necessary.' Although in the preliminary stages of consideration, the Committee is cognisant that any procedure of this nature would need to comply with Section 198 of the *Corruption and Crime Commission Act 2003*, that is, there would be a need to ensure that it does not hinder the operational performance of the Commission.

The Committee acknowledges the commitment of the Parliamentary Inspector and the Commission to collaboratively resolving this issue.

The JSCCCC announced an *Inquiry into the Efficacy of Public Hearings* on 17 May 2007. The Committee will consider among other matters, the adequacy of criteria for opening or closing examinations under section 139 and 140 of the *Corruption and Crime Commission Act 2003* and the opportunities for persons aggrieved by allegations made before the Commission, particularly

Western Australia, Legislative Assembly and Legislative Council, Joint Standing Committee on the Corruption and Crime Commission, *Hearing with the Parliamentary Inspector of the Corruption and Crime Commission on 12 December 2006*, 22 March 2007, pp4-5.

²³ Ibid, p4.

Western Australia, Legislative Assembly and Legislative Council, Joint Standing Committee on the Corruption and Crime Commission, *Public Hearing with the Corruption and Crime Commission on 21 March 2007*, 5 April 2007, pp5-6.

Western Australia, Legislative Assembly and Legislative Council, Joint Standing Committee on the Corruption and Crime Commission, *Hearing with the Parliamentary Inspector of the Corruption and Crime Commission on 12 December 2007*, 22 March 2007, pp4-5.

Letter from Mr Malcolm McCusker QC, Parliamentary Inspector of the Corruption and Crime Commission, 9 May 2007, p2.

²⁷ Ibid.

during a public examination, to respond to those allegations.²⁸ The Committee intends to call for public submissions to the Inquiry in the near future.

(i) Complaints to the Office of the Parliamentary Inspector

The Committee raised and requested a progress report or outcome report on several complaint matters lodged with the Office of the Parliamentary Inspector.

(j) Appointment of an Executive Officer to the Office of the Parliamentary Inspector of the Corruption and Crime Commission

The Committee has discussed in the two prior hearings with the Parliamentary Inspector, progress in relation to the appointment of an Executive Officer to streamline auditing and complaint processes.^{29 30} The Parliamentary Inspector provided the Committee with a copy of the Job Description Form relevant to the position.

The Committee has discussed with the Parliamentary Inspector, ³¹ and corresponded with the Attorney General for Western Australia, ³² regarding the notion of an interim temporary appointment of an Executive Officer to the Office of the Parliamentary Inspector pending finalisation of the substantive position. Mr McCusker has informed the Committee that he will consider this option, moreso for the purpose of progressing the audit function of that Office. ³³ The Attorney General for Western Australia in responding did not comment specifically on the proposal for appointment of a temporary Executive Officer, citing that it was his expectation that the successful applicant to the permanent position would be appointed by July 2007. ³⁴

Parliament of Western Australia, Available at: http://www.parliament.wa.gov.au/web/newwebparl.nsf/iframewebpages/Committees+++Current Accessed on 19 June 2007.

Western Australia, Legislative Assembly and Legislative Council, Joint Standing Committee on the Corruption and Crime Commission, *Public Hearing with the Parliamentary Inspector of the Corruption and Crime Commission on 16 August 2006*, 26 October 2006, p3.

Western Australia, Legislative Assembly and Legislative Council, Joint Standing Committee on the Corruption and Crime Commission, *Hearing with the Parliamentary Inspector of the Corruption and Crime Commission on 12 December 2006*, 22 March 2007, p-5.

Joint Standing Committee on the Corruption and Crime Commission, Parliament of Western Australia, *Transcript of Evidence*, 9 May 2007, p8.

Letter to the Hon. Jim McGinty, MLA, Attorney General for Western Australia, 5 April 2007, p1.

Mr Malcolm McCusker QC, Parliamentary Inspector of the Corruption and Crime Commission, Office of the Parliamentary Inspector of the Corruption and Crime Commission, *Transcript of Evidence*, 9 May 2007, p8.

Letter from the Hon. Jim McGinty, MLA, Attorney General for Western Australia, 3 May 2007, p1.

1.3 Agreed actions by the Parliamentary Inspector of the Corruption and Crime Commission

The following is a summary of the actions agreed to by the Parliamentary Inspector at the closed hearing:

- (i) Maintain a register of actual or potential conflicts of interest, including a record of the manner in which the conflict of interest arose and how it was disposed of by the Parliamentary Inspector;
- (ii) Advise the JSCCCC on KPIs for the Office of the Parliamentary Inspector prior to finalisation;
- (iii) Ascertain from the CCC the existence or otherwise of a report undertaken by the former Anti-Corruption Commission, as referenced at Section (e) of this report;
- (iv) Ensure that the audits of the CCC's investigations include an assessment of those matters handed over to the CCC by the KRC and Anti-Corruption Commission, and the Commission's oversight of the implementation of the KRC recommendations for reform of Western Australia Police:
- (v) Monitor that individuals and agencies a party to investigatory action by the CCC are adequately informed on related issues, in line with the disclosure/secrecy provisions of the CCC Act:
- (vi) Liaise with the CCC regarding the development of protocols regarding the use of public versus private examinations; and
- (vii) Consider the option of appointment of a temporary Executive Officer to the Office of the Parliamentary Inspector of the Corruption and Crime Commission.

Additional requests for action were placed with the Parliamentary Inspector separate to the report, given their confidential nature.

APPENDIX ONE

HEARINGS HELD

Date	Name	Position	Organisation
9 May 2007	Mr Malcolm McCusker QC	Parliamentary Inspector of the Corruption and Crime Commission	Office of the Parliamentary Inspector of the Corruption and Crime Commission

APPENDIX TWO

LEGISLATION

Legislation	State (or Country)
Corruption and Crime Commission Act 2003	Western Australia