

REGULATOR PERFORMANCE FRAMEWORK REPORT

2024-2025

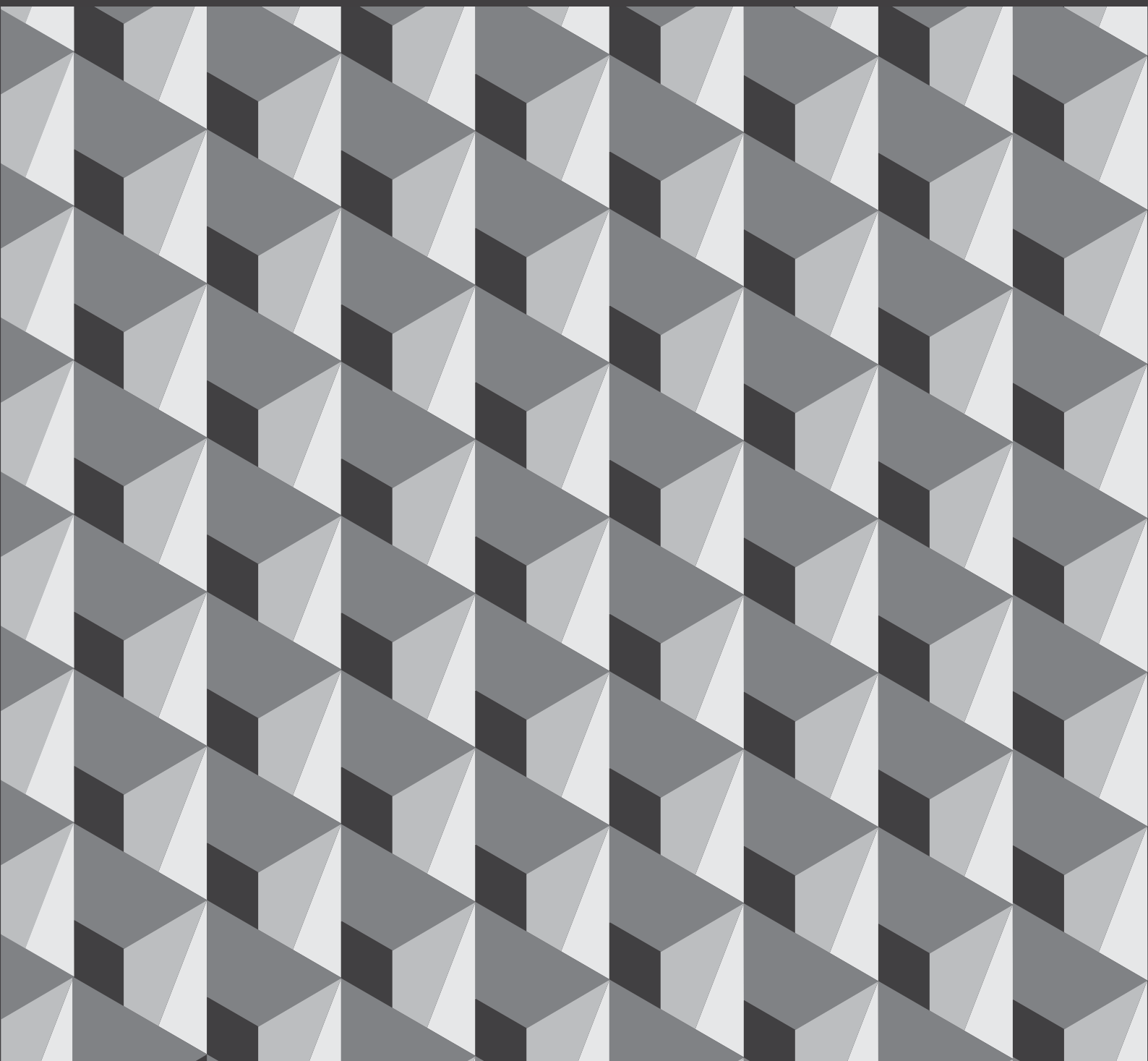


TABLE OF CONTENTS

Introduction.....	1
Model practices	2
1. Ensure regulatory activity is proportionate to risk and minimises unnecessary burden	2
2. Consult and engage meaningfully with stakeholders	3
3. Provide appropriate information and support to assist compliance	4
4. Commit to continuous improvement.....	5
5. Be transparent and accountable in actions	7
Conclusion.....	7

INTRODUCTION

The Queensland Building and Construction Commission (QBCC) is the statutory authority responsible for regulating Queensland's building and construction industry. Established under the *Queensland Building and Construction Commission Act 1991* (QBCC Act), the QBCC is governed by the Queensland Building and Construction (QBC) Board and led by the Chief Executive Officer and Commissioner.

As part of its regulatory responsibilities, the QBCC operates within the Queensland Government's Regulator Performance Framework.¹ This framework provides a consistent method for regulators to assess and publicly report on their performance. It is designed to ensure that regulatory activities are proportionate to risk, minimise unnecessary burden, and deliver better outcomes for both the community and industry. Regulators are required to report annually on how their activities align with five model practices: risk-based regulation, meaningful stakeholder engagement, support for compliance, continuous improvement, and transparency and accountability.

The QBCC Regulator Performance Framework report for 2024-25 outlines how the QBCC's regulatory activities aligned with the five model practices throughout the financial year. It presents evidence of the QBCC's performance, demonstrating how its approach to regulation supported better outcomes for the community, reduced compliance costs, and validated its commitment to continuous improvement. The report also identifies future priorities and initiatives aimed at enhancing regulatory effectiveness and customer experience.

Due to a change of government on 1 November 2024, the responsible Minister changed from the Honourable Meaghan Scanlon MP, former Minister for Housing, Local Government and Planning and Minister for Public Works, to the Honourable Sam O'Connor MP, Minister for Housing and Public Works and Minister for Youth.

The QBC Board is composed of independent, non-executive members appointed by the Governor in Council for terms of up to three years. In April 2025, Greg Chemello was appointed as the new QBC Board Chair. Additionally, in May 2025, Angelo Lambrinos was appointed as the new Chief Executive Officer and Commissioner of the QBCC, bringing renewed strategic focus to the regulator. The Chief Building Regulator led the Regulatory Services Group, which delivered frontline services aimed at addressing risks and harms in the industry through targeted regulatory action.

Leadership at the QBCC remained focused on delivering responsive, risk-based regulation that protects consumers and supports industry resilience. The QBCC's strategic objectives for 2024-25 centred on reducing harm, improving customer experience, educating stakeholders, enabling digital transformation and empowering its workforce. These objectives guided the QBCC's efforts to foster a thriving and confident building and construction industry that delivers sustainable social, environmental and economic outcomes for the Queensland community.

THE QBCC STRATEGIC PLAN

The strategic objectives outlined in the QBCC Strategic Plan 2023-2027² that guided activities through the 2024-25 financial year were:

- **Strategic Objective 1:** Support a strong, safe and sustainable industry through responsive regulatory activity to reduce risk and harm
- **Strategic Objective 2:** Improve the customer experience through the provision of information, advice and decisions that are practical, clearly communicated, transparent and timely
- **Strategic Objective 3:** Educate and inform customers to support continuous quality improvement
- **Strategic Objective 4:** Be a sustainable and digitally enabled organisation
- **Strategic Objective 5:** Be an organisation that supports, values and empowers our people

¹ <https://qpc.qld.gov.au/content/best-practice-regulation/regulator-performance-framework.html>

² <https://www.qbcc.qld.gov.au/about-us/our-corporate-publications/strategic-plan>

MODEL PRACTICES

1. ENSURE REGULATORY ACTIVITY IS PROPORTIONATE TO RISK AND MINIMISES UNNECESSARY BURDEN

In 2024-25, the QBCC was committed to:

- prioritising compliance using data insights to ensure targeted, proportionate interventions
- conducting risk-based audits to identify early non-compliance and support voluntary correction
- promoting education and early engagement to build capability and reduce regulatory burden.

Building on these commitments, the QBCC applied a proportionate and intelligence-led approach to its compliance, engagement and regulatory enforcement activities to ensure it delivered its regulatory function fairly, transparently and effectively. The QBCC's Compliance and Enforcement Strategy 2024-2026³ was launched to provide the foundation for a modern, risk-based regulatory model that prioritises early intervention and education, while reserving enforcement action for matters of significant risk or public harm. This approach ensured that regulatory effort was directed where it could deliver the greatest impact, protect consumers, support licensee compliance, and maintain confidence in the integrity of Queensland's building and construction sector.

Instead of a one-size-fits-all model, the QBCC adopted a risk-based approach to compliance utilising a graduated framework of regulatory tools, ranging from education and advisory engagement to formal enforcement action. This approach ensured that low-risk or inadvertent breaches were addressed through guidance and support, while serious or deliberate violations attracted strong regulatory responses. Proactive site inspections facilitated early defect resolution through direct engagement, providing contractors with opportunities to rectify defects before any regulatory action was taken. Similarly, targeted communications focused on defective work, unlicensed contracting and non-compliant materials, ensuring that resources were concentrated where harm or risk was greatest.

The QBCC's regulatory activity was underpinned by intelligence and data analytics that informed decision making and risk prioritisation. Intelligence was gathered through multiple channels including customer feedback, data sharing with other government agencies, industry engagement, and a proactive statewide audit program to identify emerging trends. For instance, the Proactive Insolvency Audit Program used financial data for early detection of at-risk licensees, allowing the QBCC to intervene before insolvency occurred, thereby protecting consumers, subcontractors and the broader industry.

The Regulatory Assurance Framework continued to reinforce risk-based decision making and quality assurance throughout its compliance and enforcement functions. This framework ensured regulatory decisions were consistent, proportional, transparent and aligned with the broader Queensland Government's Better Regulation Policy.⁴ By applying these principles, the QBCC remained focused on achieving a balance between effective oversight and minimising unnecessary regulatory burden.

Financial regulatory activities for the QBCC focused on ensuring licensees met Minimum Financial Requirements (MFR) under the *Queensland Building and Construction Commission (Minimum Financial Requirements) Regulation 2018*. Following the commencement of the *Building and Other Legislation Amendment Regulation 2025* in March 2025, annual reporting requirements were removed for self-certifying category SC1 and SC2 individual licensees. As a result, approximately 50,000 individual licensees were no longer required to submit annual financial reports to the QBCC.

³ <https://www.qbcc.qld.gov.au/about-us/our-corporate-publications/compliance-enforcement-strategy-2024-2026>

⁴ <https://qpc.qld.gov.au/docs/Queensland-Government-Better-Regulation-Policy.pdf>

2. CONSULT AND ENGAGE MEANINGFULLY WITH STAKEHOLDERS

In 2024-25, the QBCC was committed to:

- leading effective consultation through appropriate mechanisms to inform effective decision making
- engaging with stakeholders to understand industry context and tailor regulatory responses
- building productive relationships with stakeholders to strengthen trust and improve efficiency.

The QBCC plays a vital role in educating and engaging with customers and stakeholders across Queensland's building and construction industry. Under its legislated responsibilities in the QBCC Act, the QBCC provides support, guidance and education to promote a safer, more compliant and well-informed sector. Through targeted initiatives, it helps home owners, tradespeople and industry participants understand their rights, responsibilities and regulatory obligations.

To foster collaboration and share information, the QBCC engaged with stakeholders across the sector, including through cross-agency partnerships. Where required by legislation, these relationships were formalised via Memorandums of Understanding to facilitate cooperation and information exchange. The following sections outline key engagement activities undertaken during the year.

CUSTOMER ENGAGEMENT

The QBCC strengthened its engagement with customers by implementing a range of initiatives designed to make regulatory services more accessible, responsive and transparent. The QBCC maintained multiple formal and informal consultation mechanisms to capture customer feedback and integrate user perspectives into service delivery improvements.

Customer engagement activities were guided by direct feedback from customer surveys, complaints data, and service performance analytics. Insights from these sources informed service design and digital enhancements. For example, refinements to online services were prioritised based on pain points reported by customers. The QBCC also expanded its education and strategic communication initiatives, including explanatory resources on new legislative requirements and compliance responsibilities, helping customers understand their obligations and rights.

At the centre of improving the customer experience is the implementation of the QBCC Customer Experience Strategy 2024-2027 (CX Strategy). The first phase of the CX Strategy implementation focused on making interactions with licensees and consumers more accessible, timely and responsive. The continued rollout of the QBCC Service Portal and self-service digital tools simplified processes for license applications, renewals and complaints, reducing administrative burden and improving customer satisfaction. To enhance service delivery, the QBCC introduced process improvements through the Case Management Project, streamlining case handling and ensuring more consistent advice to licensees and home owners via rostered Subject Matter Experts.

INDUSTRY ENGAGEMENT

The QBCC maintained active and constructive relationships with Queensland's building and construction industry to ensure regulatory decisions were informed by a genuine understanding of the sector's operating environment. Engagement with industry stakeholders, including licensees, professional associations, technical experts and training providers, was undertaken through information sessions and digital communications. The QBCC held industry forums, visited training organisations and attended active building sites to engage directly with licensees, apprentices and industry professionals. Key formal consultation and engagement mechanisms included the Industry Advisory Committee (IAC), Service Trades Council (STC) and stakeholder roundtable meetings.

The STC is established under the *Plumbing and Drainage Act 2018*. The STC operates as a part of the QBCC and replaced the Plumbing Industry Council to include fire protection, air conditioning and mechanical services trades in addition to plumbing. The STC also provides oversight to the Service Trades Licensing Advisory Panel and the Notifiable Works Panel, which advise the STC and the QBCC on industry matters relating to occupational licensing and the notifiable work framework. The STC represents service trades, advises government bodies, and promotes acceptable standards of competence in the building and construction industry. The STC regularly hosts forums across Queensland and provides updates from QBCC.

In 2024-25 the STC held several industry forums in Brisbane, Sunshine Coast, Gold Coast and Townsville, covering key topics including compliance matters, notifiable work, licensing and inspectorate activities. The STC also hosted a World Plumbing Day event in partnership with TAFE Queensland to share information and strengthen engagement with industry stakeholders.

The IAC provided a structured forum for the QBC Board and industry stakeholders to formally discuss current and emerging issues in building and construction, including regulatory matters and industry activities. The IAC ceased functioning on 26 June 2025.

A stakeholder roundtable meeting hosted by the QBCC CEO and Commissioner facilitated productive discussions with industry representatives on topics such as the revision of the QBCC Strategic Plan 2023-2027. The QBCC also participated in other consultative forums with TAFE Queensland, Master Painters Association, Master Builders Queensland, Housing Industry Association and Australian Institute of Refrigeration, Air Conditioning and Heating. These were held in multiple locations, including Cairns, Townsville, Mackay, Rockhampton, Bundaberg, Toowoomba, Sunshine Coast and Gold Coast. The forums enabled the QBCC to share regulatory insights, seek feedback on proposed policy changes and address emerging industry issues.

COLLABORATION WITH GOVERNMENT

Collaboration with government agencies remained a key element of the QBCC's regulatory effectiveness during 2024-25. The QBCC worked closely with the Department of Housing and Public Works (DHPW), Queensland Treasury, and other state and national regulators to ensure a coordinated approach to compliance, enforcement and industry reform.

During 2024-25 the QBCC actively contributed to whole-of-government initiatives, including the delivery of recommendations from the QBCC Governance Review 2022 (Governance Review) overseen by the Implementation Steering Committee (ISC) chaired by the Director General, DHPW, and comprising the QBC Board Chair, the Commissioner, and representatives from Queensland Treasury and the Department of Premier and Cabinet. Throughout 2024-25, the ISC held regular meetings to monitor progress of the recommendations from the Governance Review, assess the formal closure of actions and oversee reporting on implementation outcomes. As recorded on 30 June 2025, the QBCC and DHPW had together successfully completed 71 actions, with three actions closed and three ongoing as business-as-usual activities. The QBCC also collaborated with DHPW to support key legislative and policy reforms including enhancements to the Queensland Home Warranty Scheme and amendments to the *Queensland Building and Construction Commission Act 1991*.

In addition, the QBCC engaged with local government authorities and industry stakeholders to address shared regulatory responsibilities regarding pool safety. Several meetings were held with local councils to address emerging issues and provide guidance on complex matters, including the development and implementation of pool safety management plans for regulated premises. The QBCC met with the Office of Fair Trading and the Royal Life Saving Society of Australia, and also developed educational materials for home owners and property agents promoting awareness of legal responsibilities and encouraging greater compliance in the property sector. The QBCC also strengthened its intergovernmental relationships through participation in national forums such as the Australian Building Codes Board and Heads of Workplace Safety Authorities, enabling the exchange of intelligence and best practices.

3. PROVIDE APPROPRIATE INFORMATION AND SUPPORT TO ASSIST COMPLIANCE

In 2024-25, the QBCC was committed to:

- delivering consistent guidance and accessible information
- providing clear and audience-specific education
- tailoring regulatory approaches to minimise unnecessary burden.

Strategic communication initiatives were designed to raise awareness and improve understanding of regulatory responsibilities among home owners, tradespeople and industry participants. By using a mix of digital, print and in-person channels, the QBCC ensured its communications were accessible, timely and tailored to diverse audiences.

In 2024-25, the QBCC delivered targeted communications to licensees on key topics, including changes introduced by the *Building and Other Legislation Amendment Regulation 2025* and updates to the National Construction Code, such as new residential energy efficiency standards. Licensees received compliance resources for statewide site audits and financial reporting. For home owners, the QBCC launched new materials on the owner-builder permit process and introduced the Home Owner Hub, outlining the stages of building and renovation from getting started to finalising the project. Community engagement was expanded to include issuing of joint messages to home owners and licensees, outlining their responsibilities and recovery steps following natural disasters. Customers were also

provided with clarification on eligibility under the Queensland Home Warranty Scheme, including confirmation that coverage excludes multi-dwelling buildings over three storeys.

To further extend its reach, the QBCC hosted five webinars covering topics such as renovation guidance, energy compliance, trust account frameworks, notifiable work and non-conforming building products (NCBPs). Participation in home shows and trade expos also broadened engagement with home owners. Industry outreach included stakeholder events, construction organisation initiatives, and partnerships for expos and roadshows across Queensland. Feedback from activities focused on industry skills and stakeholder engagement indicated an improved understanding of legislative and policy changes.

The QBCC enhanced its delivery of clear and consistent regulatory guidance through external education and digital initiatives. Notable achievements included expanding digital communication channels, such as on-demand instructional videos via YouTube and progressing the evaluation of a learning management system to deliver tailored learning to licensees and industry stakeholders through the myQBCC portal. These tools provided structured learning opportunities for licensees and home owners, supporting consistent understanding of licensing, financial and technical compliance requirements.

4. COMMIT TO CONTINUOUS IMPROVEMENT

In 2024–25, the QBCC was committed to:

- regularly reviewing regulatory functions to improve operational efficiency and effectiveness
- modernising digital customer tools to streamline service delivery and enhance the user experience
- investing in staff training and support to ensure consistent, high-quality performance across regulatory activities.

ENHANCED CUSTOMER EXPERIENCE

In 2024–25, the QBCC enhanced its regulatory approach through the implementation of the CX Strategy, which provided a structured framework for improving responsiveness, accessibility and trust in regulatory services. Developed with input from customers, staff and industry stakeholders, the strategy positioned the QBCC to continuously review and refine its customer engagement model. A key initiative of the strategy implementation during 2024–25 included the digitisation of paper forms.

Informed by customer feedback and performance data, the QBCC expanded its suite of digital and self-service channels, ensuring that customers could access regulatory guidance in ways that suit their needs. Initiatives such as on-demand information videos provided concise, plain-language explanations of key processes, including licensing, pool safety and home warranty insurance. This approach reflected the QBCC's commitment to reducing administrative burden and improving comprehension of complex regulatory obligations.

Collaboration with the Housing Industry Association and Master Plumbers Association of Queensland ensured the learning content available on the online portal and digital channels remained industry-relevant and current. These initiatives exemplified the QBCC's commitment to regular review and continuous improvement, aligning with a risk-based, customer-focused regulatory approach that leveraged technology to deliver better outcomes.

The QBCC also commenced the Complaints Management Review Project to strengthen its handling of complaints about the QBCC. The initial phase of the project streamlined processes, standardised data and enhanced internal management of complaints

STREAMLINED DISPUTE RESOLUTION SERVICES

The QBCC continued to prioritise fairness, accessibility and efficiency in its dispute resolution processes, ensuring that interventions remained proportionate and effective. Three primary dispute resolution services were offered: Early Dispute Resolution, Defective Building Work Complaints, and Mediation and Conciliation. Each was designed to facilitate early intervention, minimise escalation to formal proceedings, and maintain confidence in the building and construction industry.

The Early Dispute Resolution service provided an informal and accessible pathway for resolving residential building disputes before the completion of a contract.

The Mediation and Conciliation service provided a structured platform for open communication, improving the timeliness and quality of dispute resolutions. By facilitating conciliation between home owners and contractors, the QBCC was able to prevent many disputes from advancing to formal regulatory interventions and potentially the Queensland Civil and Administrative Tribunal (QCAT), thus reducing cost and impact on stakeholders.

These initiatives demonstrated the QBCC's commitment to reforming regulatory activities based on their impact on stakeholders. By investing in preventative and conciliatory dispute processes, the QBCC ensured that regulatory intervention remained proportionate, responsive, and guided by evidence gathered through ongoing evaluation and engagement.

CONTINUED FOCUS ON BEST PRACTICE IN GOVERNANCE

The QBCC strengthened its governance framework by introducing a comprehensive Corporate Governance Framework, providing a robust foundation for clear accountability, effective oversight and sound decision making.

The QBCC also further strengthened its risk management system, promoting a positive risk culture and improving organisational preparedness. The QBCC held regular workshops with senior leaders to support the review and monitoring of strategic and operational risks. These sessions enhanced risk management practices, including embedding risk considerations into decision making.

The QBCC's internal audit and regulatory assurance audit functions provided independent oversight and assurance with risk-informed audits across corporate and operational areas. Recommendations identified opportunities for improvement, supporting ongoing improvement in governance, accountability and operational performance, and contributing to a more consistent and risk-focused regulatory approach.

The Regulatory Assurance Framework continued to be embedded across the QBCC, promoting best-practice principles and risk-based decision making.

Collaboration with external regulators and agencies, including DHPW, was integral to the QBCC's governance model. These partnerships enabled intelligence sharing, reduced duplication, and enhanced the collective response to emerging risks, such as non-conforming building products and financial insolvency.

The QBCC also maintained the compliance of the Queensland Home Warranty Scheme (QHWS) with relevant Australian Prudential Regulation Authority (APRA) standards where practical. While not mandated, this alignment provided additional assurance of the scheme's financial stability and resilience.

DIGITAL CAPABILITY UPLIFT

The QBCC continued to harness technological innovation to improve the efficiency, accessibility and responsiveness of its regulatory services. In 2024-25, a suite of digital capability uplift initiatives supported the QBCC's evolution into a modern, data-informed regulator. A major milestone was the successful delivery of the Enterprise Data Warehouse (EDW) in July 2024, providing a centralised platform for integrating internal and external data sources. This provided the foundation for improved data quality, consistency and accessibility across the QBCC. Existing reporting tools were updated to draw directly from the EDW, reducing manual effort and enhancing consistency. A new reporting solution was also developed to generate insights into Queensland's building and construction industry, enabling more informed decision making and stronger operational oversight.

In parallel, the QBCC advanced several digital transformation projects to modernise service delivery. The Digital Licensing Project commenced the replacement of the legacy BUILD system with Salesforce, reducing cyber risks, improving licensing functionality, and integrating with the Queensland Government's digital licensing platform to support online identity verification and customer access. The Case Management Project introduced an automated online system to streamline workflows and enhance reporting. The Digital Forms Project enabled online submission of plumbing and drainage forms, improving data integration and reducing administrative burden. Finalised in December 2024, the Field Services Improvement Project automated and digitised inspection scheduling processes, reducing wait times and improving overall operational efficiency.

STAFF TRAINING AND SUPPORT

The QBCC strengthened staff capability through the Regulatory Academy and the Regulatory Capability Framework. This structure provided a clear roadmap for developing regulatory expertise across foundational, intermediate and advanced levels. Training initiatives were tailored to core regulatory functions, including customer skills workshops, investigative interviewing training, decision-making workshops, safety awareness learning, safe driver training, and statutory notice powers training.

During the year, the Learning and Development team delivered 81 training sessions, 26 workshops and 55 webinars, focused on leadership, cultural awareness and customer engagement. Programs such as Leading with Clarity, Constructive Conversations and the Leadership Masterclass Series equipped managers with tools to lead effectively, embed organisational values and make consistent, evidence-based decisions.

Staff were also supported through programs such as Constructive Conversations for leaders, the Courageous Connections Pilot for all employees, and Responding to Customer Violence and Aggression. These initiatives focused on building emotional intelligence, resilience, and conflict resolution skills. The Psychosocial Hazards for Leaders Pilot further ensured that leadership practices aligned with evolving work health and safety legislation, reinforcing the QBCC's commitment to a safe and supportive workplace.

Complementing formal training, the Health and Wellbeing Network and the new Flexible Work Toolkit promoted inclusion, adaptability and staff wellbeing. The QBCC recorded improved staff engagement and workplace flexibility ratings in the 2024 Working for Queensland survey, reflecting the positive impact of these initiatives on organisational culture.

5. BE TRANSPARENT AND ACCOUNTABLE IN ACTIONS

In 2024-25, the QBCC was committed to:

- publishing regulatory frameworks and decision timeframes
- delivering timely decisions with a clear rationale
- demonstrating transparency and accountability through reporting performance publicly.

Consistent with its commitment to continuous improvement, the QBCC strengthened transparency, timeliness and accountability across its activities in 2024-25. These efforts ensured stakeholders had clear visibility of regulatory frameworks, decision-making processes and performance outcomes, reinforcing the QBCC's role as an open, responsive and reliable regulator that provides certainty to licensees, home owners and industry participants.

The QBCC maintained comprehensive information on its regulatory processes through its website and the myQBCC Service Portal, which served as central platforms for publishing licensing requirements, financial reporting obligations, dispute resolution pathways and enforcement procedures. Each process was supported by clear guidance on steps, timeframes and review rights, helping stakeholders understand how decisions are made and when outcomes can be expected. When legislative or policy changes occurred, such as those introduced under the *Building and Other Legislation Amendment Regulation 2025*, the QBCC released explanatory materials, online updates and targeted communications to ensure timely and accurate information.

Timeliness and clarity in decision making remained a priority throughout the year. The QBCC refined its processes to deliver efficient, fair and well-explained outcomes. Enhancements to digital application processing and case management improved turnaround times for licensing, complaints and dispute resolution.

In dispute resolution, the QBCC's Early Dispute Resolution process and Mediation and Conciliation pilot introduced structured, early-intervention processes that enabled home owners and contractors to resolve issues collaboratively before escalation to formal regulatory interventions and potentially QCAT proceedings. These initiatives improved timeliness of outcomes, reduced stress and costs for stakeholders, and reinforced the QBCC's commitment to fair and effective regulation.

Transparency also extended to public reporting. Through its Annual Report 2024-2025, the QBCC published detailed service delivery results and key performance indicators including licensing processing times, dispute resolution outcomes, compliance audit completions and customer satisfaction ratings. Developed in accordance with the *Financial Accountability Act 2009* and the Financial and Performance Management Standard 2019, these measures provided stakeholders with a clear view of the QBCC's performance.

The publication of bi-annual regulatory reporting under the Compliance and Enforcement Strategy 2024-2026 further demonstrated this transparency by outlining a high-level overview of compliance and enforcement activities. The QBCC also provided regular public updates on the progress of actions and recommendations arising from the Governance Review. Making this data publicly available strengthened accountability and drove continuous improvement. Performance insights were regularly reviewed to refine processes, enhance service delivery, and improve communication with customers and licensees.

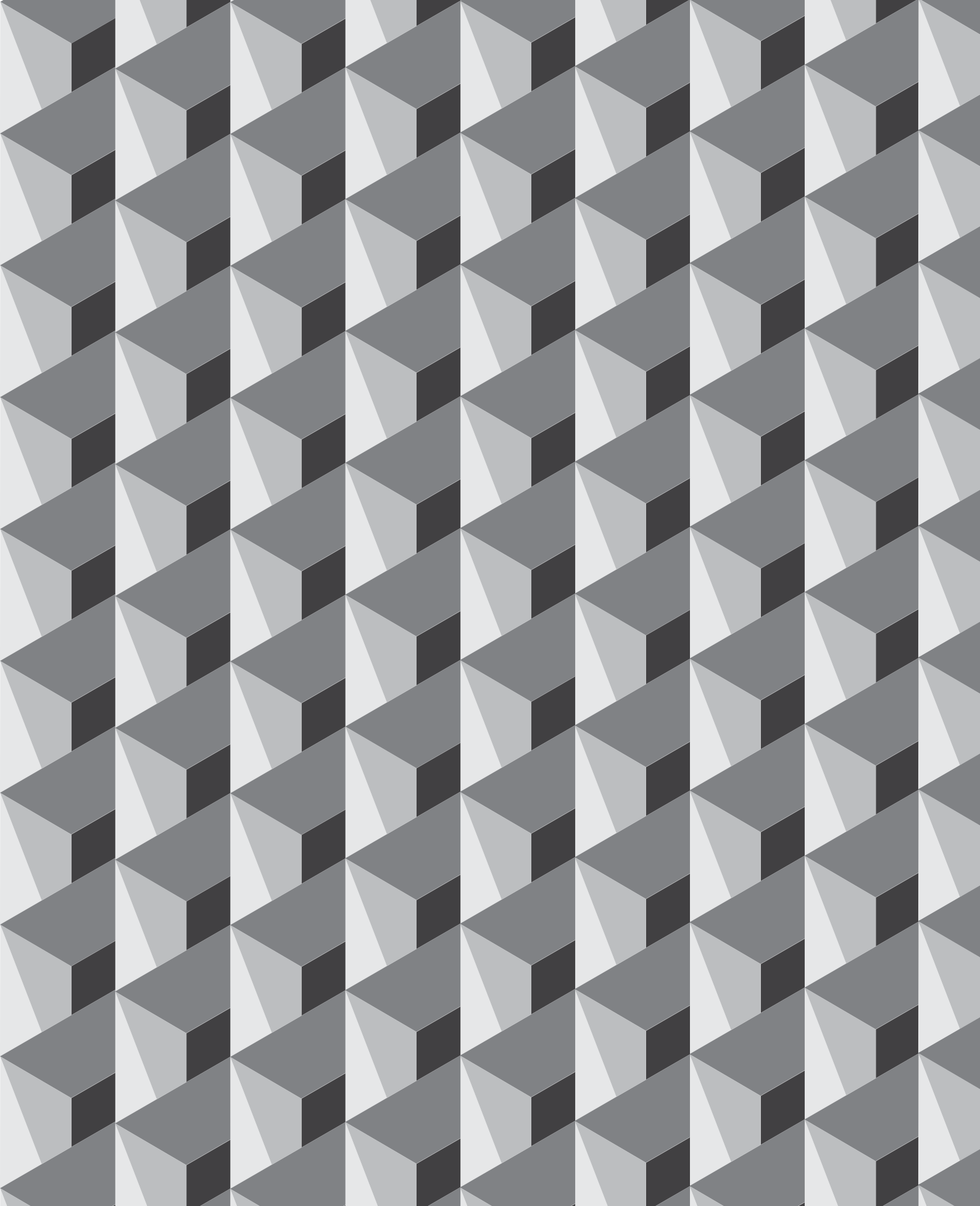
CONCLUSION

In 2024-25, the QBCC demonstrated its commitment to delivering responsive, proportionate and transparent regulation that supports a safe, fair and sustainable building and construction industry. Through the implementation of risk-based compliance strategies, enhanced stakeholder engagement, and a strong focus on digital transformation, the QBCC continued to evolve as a modern, intelligence-led regulator.

The QBCC's strategic initiatives such as the CX Strategy, Regulatory Assurance Framework, Compliance and Enforcement Strategy and digital capability uplift enabled more efficient service delivery, improved accessibility and strengthened regulatory outcomes.

By investing in staff capability, streamlining dispute resolution processes and fostering collaborative partnerships across government and industry, the QBCC ensured that its regulatory activities remained aligned with community expectations and industry needs.

Looking ahead, the QBCC will continue to build on these foundations, leveraging data-driven insights, stakeholder feedback and technological innovation to deliver high-quality regulatory services. The QBCC remains focused on reducing unnecessary burden, promoting voluntary compliance, and supporting Queensland's building and construction sector to thrive under a fair, effective and future-ready regulatory framework.



Need more information?

Visit qbcc.qld.gov.au, call **139 333** or write
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