



*Australian Federal Police — To Fight Crime and Win*

[Letter of transmittal](#)

## Australian Federal Police

[Guide to report](#)

[Commonwealth law enforcement environment](#)

[Corporate overview](#)

[Program 1: Investigation of crimes against the Commonwealth](#)

[Program 2: Special taskings, protection and international obligations](#)

[Program 3: Community policing](#)

[Program 4: Training, technology, administration and communications support for operations](#)



## Annual Report 1998–99

[Appendix 1](#)

[Appendix 2](#)

[Appendix 3](#)

[Appendix 4](#)

[Appendix 5](#)

[Appendix 6](#)

[Appendix 7](#)

[Appendix 8](#)

[Appendix 9](#)

[Appendix 10](#)

The online version of this annual report does not contain financial statements.

*Annual Report 1998–99*

## **Letter of transmittal**

1 October 1999

Senator the Hon Amanda Vanstone  
Minister for Justice and Customs  
Parliament House  
Canberra ACT 2600

Dear Minister

In accordance with section 67 of the Australian Federal Police Act 1979, I have pleasure in submitting the Annual Report for the Australian Federal Police (AFP) for the year 1 July 1998 to 30 June 1999.

The report has been prepared in accordance with the guidelines issues by the Department of the Prime Minister and Cabinet and includes information required under section 18(2) of the Complaints (Australian Federal Police) Act 1981 and section 8 of the Freedom of Information Act 1982.

A significant feature of the reporting period has been the increased credibility and recognised professionalism of the Australian Federal Police.

This is reflected not only in the operational outcomes, which have been significant with record drug seizures, the arrest of criminal entrepreneurs and high profile international fugitives and successful fraud and money laundering investigations, but also in the unprecedented support and cooperation from law enforcement agencies overseas which reflects favourably on the AFP's international reputation.

The establishment of new liaison posts in Hanoi and Beijing is a further reflection of the international recognition accorded to the AFP and an indication of the preparedness of Governments in these countries to share sensitive information and to work with Australian authorities to disrupt and dismantle organised and other serious crime. Indeed the level of acceptance and support across the AFP's overseas liaison officer network has never been higher. In addition to this work the AFP is playing an active role on behalf of the Australian Government in a number of United Nation's missions including those in Cyprus and East Timor.

Domestically we have seen some excellent work with partner agencies in the drugs area and the resolution of a number of serious crimes including charges being laid in relation to the letter-bomb attacks on members of the Australian Taxation Office and the murder of a member of the Saudi Arabian diplomatic community.

Recognition of the level of professionalism and the skills and experience of our diverse membership, saw towards the end of the reporting period, negotiations commence on a new Certified Agreement aimed at moving the workforce from an outmoded, blue-collar terms and conditions environment to one better reflecting the standing and expertise of the AFP and its people.

The Corporate Reform Program endorsed by the Government for the AFP is well on track with numbers building towards the agreed figure of 2,800 by the end of July 2000, upgrading of critical equipment is underway and improvements are being made to our electronic and physical surveillance capability. However, the budgetary situation remains tight and the AFP faces difficult challenges in dealing with increasing contestability with private and public sector agencies for scarce, skilled, resources, new technology crime and an ever widening jurisdiction.

In this unpredictable environment the balance between available resources and the capacity to respond to Government expectations and aspirations will need to be continually monitored to ensure the AFP remains positioned to meet its charter.

Yours sincerely

M J Palmer

[\[Contents\]](#)

## *Annual Report 1998–99*

# Guide to this report

The AFP's 1998–99 annual report complies with the Guidelines for Presentation of Ministerial Statements, Reports and Government Responses to the Parliament updated by the Department of Prime Minister and Cabinet in May 1999, and provides:

- a snapshot of the federal law enforcement environment in which the AFP operates
- a corporate overview of the agency, including its organisational structure, corporate governance, people management and accountability mechanisms
- an outline of the activities undertaken to achieve the goals of the AFP's four programs
- appended information on staffing, finances, social justice and equity, internal and external scrutiny and complaints, as well as information required under the Freedom of Information Act 1982 and by the Interim Ministerial Direction on Fraud Control.

Appendix 1 of this report lists the Government's statutory requirements applicable to this annual report with page references to their locations. The AFP annual report can be viewed on the Internet or copies can be requested direct from Media and Public Relations (see contact details on page ii).

Other documents that may aid in an understanding of the operations of the AFP include the Australian Federal Police Act 1979, the AFP Corporate Plan, Ministerial Directions and the AFP Service Charter for the Australian Community 1998–2001. Details of contact officers for this information can be found at Appendix 2.

This report has been prepared on the basis of the Commonwealth's cash-based appropriation system for resourcing. This system was replaced by an accrual accounting-based, outcome reporting system from 1 July 1999 and the AFP's annual report for 1999–2000 will be based on this new system. Detail of how the AFP's program structure will translate to the new outcomes-output framework is contained at the beginning of each program report.

[Contents]

## *Annual Report 1998–99*

# **Commonwealth law enforcement environment**

The escalation of transnational crime and its increasing threat to Australia is blurring the distinction which in the past has existed between national security and conventional law enforcement. Increasingly, criminal acts and threats are impacting on the broader national interests and security of nations, including Australia.

Organised crime amasses significant reserves of undeclared and untaxed wealth to rival the economies of small countries and threatens not only the rule of law but the very primacy of the state. Thus traditional precepts as to what distinguishes or separates national security, military and law and order threats are themselves under challenge by global events. There is no greater imperative, therefore, in ensuring the security and integrity of Australia than to maintain law enforcement on the same plane of importance and relative capability as the nation's defence forces.

It is clear that international and national criminal enterprises are exploiting the revolution in technologies — particularly communications — as well as those opportunities afforded by the development, spread and deregulation of global markets and financial systems. These elements have contributed to the extreme changes to political and social structures that have occurred in recent times.

Increasingly, criminals are utilising techniques which blend their enterprises within complex networks of corporate and financial structures. This trend is likely to have greater impact on economies unable or unwilling to adopt strong anti-crime and anti-corruption stances.

Organised crime groups such as those in Italy, Japan, Colombia, Russia and Eastern Europe, Nigeria and the Far East continue to be responsible for a large proportion of the 'dirty' money flowing through financial channels as proceeds of a wide range of criminal activities. In addition to drug trafficking, these enterprises generate funds from loan sharking, illegal gambling, fraud, embezzlement, extortion, prostitution, corruption, illegal trafficking in armaments and human beings, organised motor vehicle theft and other offences which are perceived as offering high returns.

There is evidence that these various organised crime groups and syndicates operating at the international level have forged close working relationships in areas of mutual dependence, including within Australia, in order to seek the greater profitability afforded by larger world markets and economies of scale.

Illicit drugs in all their forms continue to be a huge transnational law enforcement problem. International drug trafficking generates as much as US\$500 billion per annum, of which approximately \$3.5 billion is generated in Australia. The production and trafficking in synthetic drugs is one of the fastest growing, and most worrying, trends in the region.

The environment is also one that is rich in potential for fraud, immigration offences,

intellectual property offences and security threats, as well as one in which opportunities remain for politically motivated violence to exist and perhaps even to flourish.

The Canberra mail centre bombing incident, which involved attacks against members of the Australian Taxation Office and the Human Rights and Equal Opportunity Commission, and the incursion by supporters of Kurdish rebel leader Abdullah Ocalan into Sydney's Greek embassy, are reminders that Australia is not immune to the worldwide trend towards using violence against members of the public as a statement.

People smuggling has emerged as an important issue for Australia, as some of those involved in smuggling drugs have incorporated people smuggling into their illegal activities, utilising similar infrastructures and equipment for both.

Increasingly, criminal activity has little or no relationship to physical or political boundaries. For law enforcement to be in a position to deal effectively with the problems of the 1990s and beyond, new arrangements must be developed which are sufficient to deal effectively with the transnational demands of the future rather than the jurisdictional demarcations of the past.

In order to be effective, wider and better skilling of law enforcement professionals will be necessary. With the use of smarter technology, law enforcement agencies will have the potential, perhaps for the first time, to consistently target the key entrepreneurs and brokers involved in organised drug trafficking and related money laundering activities. In addition, there is now compelling evidence from a range of studies which show that the police can work with communities to reduce the impact of crime.

The patterns of cooperation that we seek to promote at the local level need to be applied nationally and internationally.

Nationally, there is a need to work more cooperatively and in partnership with key agencies to ensure a seamless approach to law enforcement. More and more frequently multi-agency task forces have an international rather than simply a national composition and target their operations according to information and intelligence gathered from across the globe. Indeed, the next decade could well see a dramatic increase in the need for and in the use of, international joint investigation teams, not unlike those operating within the War Crimes Commission in The Hague, where a range of specialist skills are co-opted for short-term investigative assignments.

The challenge for law enforcement professionals and other key related stakeholders is to identify the way in which such processes can be most effectively utilised.

[\[Contents\]](#)

## *Annual Report 1998–99*

# Corporate overview

The AFP is a Commonwealth statutory authority brought into existence by the Australian Federal Police Act 1979 (the Act). The AFP employs 2791 staff whose mission is to provide dynamic and effective law enforcement to the Australian people.

The main objectives of the AFP are to:

- strengthen global law enforcement and criminal intelligence cooperation in ways which advance Australia's interests
- work with partner agencies to promote a secure regional and global environment and enhance Australia's security by combating transnational and organised crime, illegal immigration and illicit drug trafficking
- maintain a financial environment hostile to money laundering, major crime, tax evasion and fraud on the Commonwealth by disrupting, dismantling and thwarting criminal activities and organised criminal enterprises
- contribute to domestic and international confidence in Australia's economic, financial and law enforcement systems
- increase levels of compliance with Australia's laws through investigation of criminal offences on behalf of Commonwealth agencies.

On 25 February 1999, the Minister for Justice and Customs issued a new Ministerial Direction under Section 13(2) of the Act, outlining the Government's priorities and expectations for the AFP for the period 1999–2001 (see [Appendix 3](#)). The Direction reaffirmed the primary roles of the AFP, with an emphasis on targeting issues such as drug trafficking, electronic commerce, organised crime and developing an increased strategic intelligence capacity. In addition, the AFP was directed to contribute to the implementation of the Government's 'Tough on Drugs' strategy and the Sydney 2000 Olympic Games, and to continue to develop a capacity to deal with new forms of criminal activity.

The AFP works in partnership with the police services of the States and Northern Territory, other government agencies and with international law enforcement organisations. Criminal intelligence liaison staff are presently based in 16 countries, and an AFP representative is attached to Interpol in France. In particular, the AFP has a strategic alliance with the National Crime Authority (NCA) and close links with the Australian Transaction Reports and Analysis Centre (AUSTRAC) and the Australian Customs Service (Customs).

The AFP's corporate office is in Canberra, and major operational centres are located in Brisbane (Northern Region), Sydney (Eastern Region), Canberra (ACT Region), Melbourne (Southern Region), and Perth (Western Region).

Smaller operational bases are located in Adelaide, Cairns, Coffs Harbour, Darwin, Geelong, Gold Coast, Hobart, Launceston, Newcastle and Townsville. Federal agents are also stationed in Albany, Broome, Geraldton, Port Hedland and Thursday Island.

The AFP provides members for United Nations (UN) operations in Cyprus, Bougainville and East Timor, and police services for the Commonwealth territories of Christmas Island, Cocos (Keeling) Islands, Norfolk Island and Jervis Bay. The AFP also provides a community law enforcement service for the Australian Capital Territory (ACT) under an arrangement with the ACT Government.

## Program structure and functional organisation

For much of the reporting period the AFP continued to operate under the program structure shown in Figure 1. The functional organisation of the AFP is shown at Figure 2. It differs from the previous hierarchical organisation chart in that it reflects the move to an outcomes-output framework in April 1999 and aims to foster a performance culture within the AFP and increase corporate and individual accountability.

Figure 1: The AFP's program structure

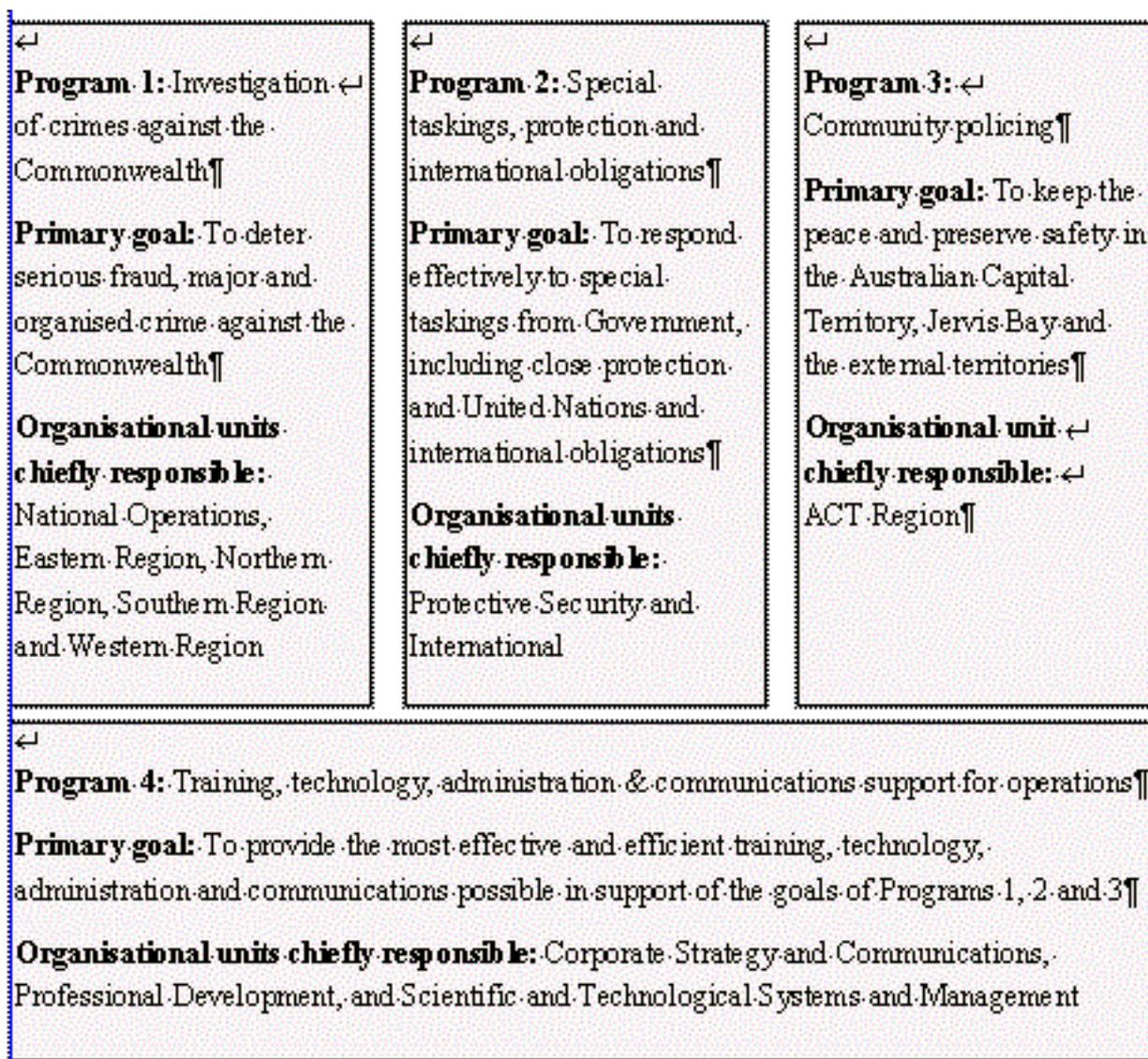
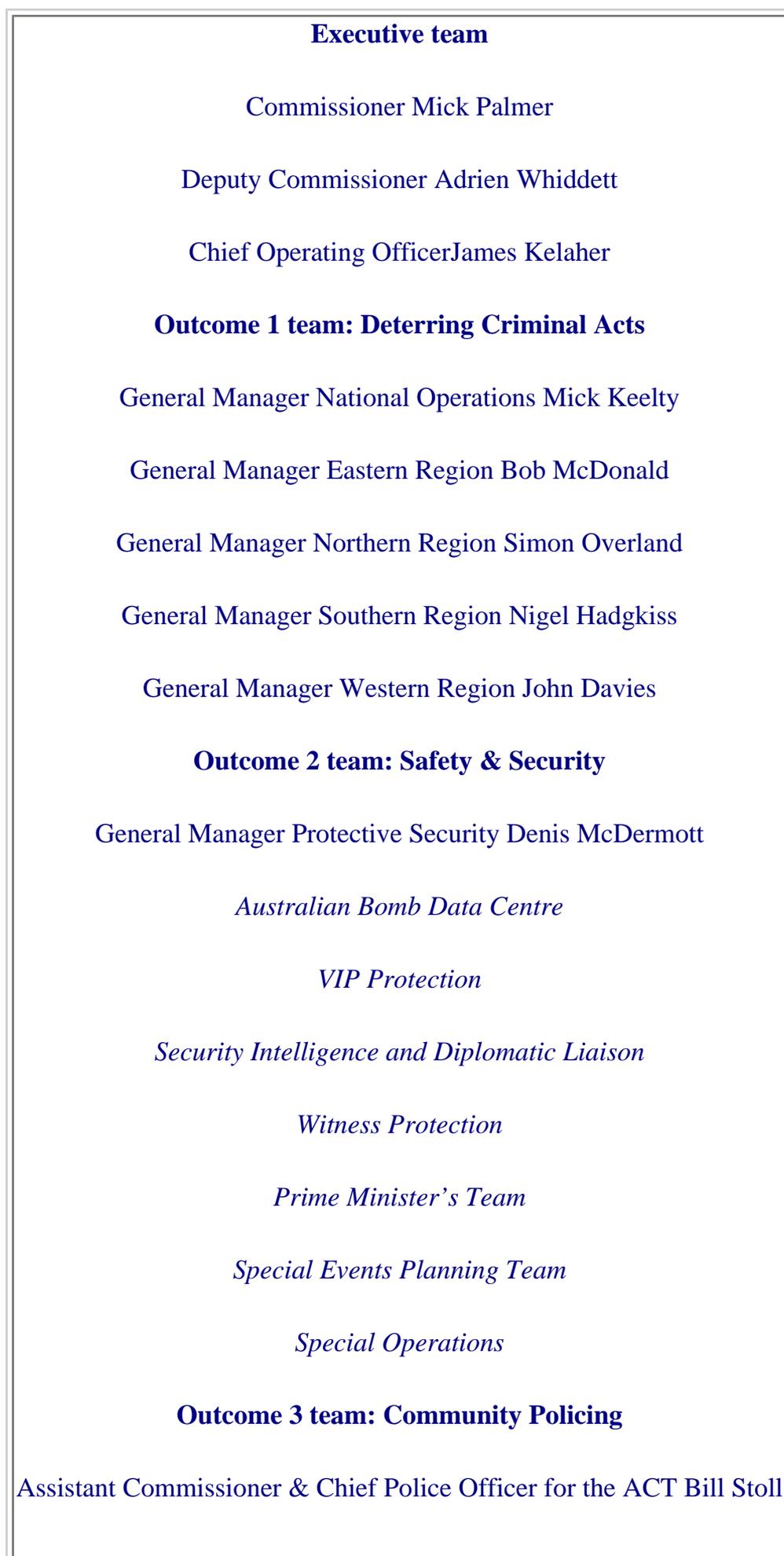


Figure 2: AFP functional organisation chart at 30 June 1999



*Commonwealth Territories Policing*

*Operations*

*Operations Support*

*Corporate Services*

**Outcome 4 team: International Law Enforcement**

General Manager National Operations Mick Keelty

*International*

**Outcome 5 team: Integrity and Professional Standards**

General Manager Professional Development Rod Leffers

*Internal Investigation*

*Internal Security and Audit*

*Employment Standards*

**Enabling Services**

General Manager National Operations Mick Keelty

*Intelligence, Evidence & Information Services*

General Manager Corporate Chris Whyte

*Corporate Services*

General Manager Scientific Phil Baer

*Scientific & Technological Services*

General Manager Professional Development Rod Leffers

**Corporate governance**

The AFP's chief executive is the Commissioner of Police, Mick Palmer. He is assisted by the

Deputy Commissioner, Adrien Whiddett, and the Chief Operating Officer, James Kelaher.

## **Executive committees**

The executive committee structure exists to guide corporate and operational directions and steer the AFP's strategic development program of reform, and comprises:

- the national management team, which focuses on policy and strategic issues concerned with the AFP's future direction and activities
- the national operations team, which is responsible for the implementation of the AFP's operational prioritisation framework and for national and international oversight of all aspects of the AFP's law enforcement activity
- the human resource development team, which develops and oversees all human resource aspects
- the security and audit team, which oversees the corporate governance, internal security, integrity and audit programs of the AFP.

## **Budget**

Under the direction of the Commissioner, the AFP's resource management and reporting functions were consolidated under the Chief Operating Officer during the period. A budget charter was established which sets out the achievements required of the AFP in the context of the outcomes set by the Government in the Ministerial Direction.

A program to develop a strong strategic financial management focus throughout the AFP was also undertaken, as were preparations for the introduction of accrual-based budgeting, outcome-based management and devolved banking on 1 July 1999. A comprehensive training, education and communication program to support these initiatives began during the reporting period and will continue into 1999–2000. An integrated accrual-based financial and human resource management system was implemented on 1 July 1998. Work undertaken during the year to support this system concentrated on streamlining financial and human resource processes and refining and enhancing initiatives implemented during 1997–98 and 1998–99.

Total funding available to the AFP for 1998–99 was \$303.5 million. This represented a specific purpose increase of \$46.6 million over the 1997–98 year, and included \$54.3 million received from the ACT Government for community policing services and \$27.4 million for the AFP reform program (*see Organisational change*).

Additional funding was provided for the Sydney 2000 Olympic Games (\$5.4 million), AFP skilling recruitment (\$3.5 million), AFP Adjustment Scheme supplementation (\$4.2 million) and the 'Tough on Drugs' strategy (\$12 million). Additional information on the 'Tough on Drugs' strategy is detailed in the Program 1 section of this report.

## **Corporate planning**

The new Ministerial Direction provided clear guidance for AFP priorities and underpins all planning within the AFP. A number of initiatives highlighted in last year's annual report were instituted during the reporting period to enable the AFP to meet the reporting needs of the Government and stakeholders and be more accountable for service delivery.

Under accrual budgeting requirements, the AFP's outcome statements were agreed to by the Department of Finance and Administration (DoFA) and, formally, by the Minister in October 1998. The AFP's outcomes for 1999–2000 are:

- Criminal activity is deterred in areas impacting on the Commonwealth Government's interests.
- Safety and security are improved for individuals and interests identified by the Commonwealth Government or the AFP as being at risk.
- Policing activity creates a safer and more secure environment in the ACT, Jervis Bay and Australia's external territories.
- The Commonwealth's contribution to international law enforcement interests is improved.
- Community confidence in the honesty, effectiveness and accountability of the AFP increases.

Managers were appointed for each outcome and enabling service, and strategic management and local action plans drawn up.

The 'balanced scorecard' approach was modified and developed as the methodology for AFP reporting, and utilises the newly developed executive information system which enables data to be gathered and analysed for each outcome (*see page 70*). The system will be refined over coming years, resulting in a greater level of sophistication in the analysis and reporting of AFP performance.

## **Organisational change**

The strategic review of the resource needs of the AFP and the subsequent decision by the Government on the implementation of a reform program provided additional funding for the AFP over the next three years. The decision was underpinned by the change program, which included reprofiling and repositioning the AFP for the emerging challenges of a transnational and electronic world.

In 1997–98, the AFP's annual report identified high attrition rates, restricted recruitment, limited filling of vacant positions and internal budget cuts as impacting upon its capacity to perform core activities.

The gross attrition rate at 30 June 1999 was 6.58 per cent, down from 7.41 per cent the

previous financial year. This represented a loss of 173 personnel (112 police members and 61 staff members), while the reprofiling program accounted for the loss of a further 57 personnel (49 police members and eight staff members). The implementation of the reform program in 1998–99 has seen the largest intake of recruits in over a decade and recruitment remains on track to achieve a total workforce level of 2800.

The AFP has been concerned about the rate of progress of some aspects of the AFP reform program, particularly the implementation of certain human resource reforms, which were always going to be difficult. In many ways, the AFP is breaking new ground in this area, and acknowledges that time-frames are sometimes not met. But significant progress has been made during the reporting period, with the new remuneration and rewards process already offering opportunities and potential for AFP staff previously not available.

Discussions on the new certified agreement had begun at the end of the reporting period. At that time, employees were considering proposals that could see the professionalisation of the terms and conditions of service of the AFP, including a move to a professional corporate salary package. It is intended that negotiations will be completed and the changes implemented during the next financial year.

## **Legislation/regulations affecting business**

On 4 June 1999, the Minister for Justice and Customs announced that Cabinet had agreed to a major revision of the *Australian Federal Police Act 1979* in a package which will:

- establish an employment framework through which more flexible and efficient workplace arrangements can be negotiated with AFP employees
- underpin and support the establishment of empowered teams which will provide a flexible, mobile and professional workforce which is able to better support the establishment of mobile strike force teams, such as those which have been constituted under the Government's 'Tough on Drugs' strategy
- establish stronger accountability measures, including the requirement for AFP employees to submit to illicit drug testing and financial probity checking
- enhance the AFP Commissioner's disciplinary and dismissal powers.

Drafting of the relevant bill and underpinning regulations and determinations was proceeding at the end of the reporting period.

Other changes which impacted on the AFP's business during 1998–99 include:

- The *Law Enforcement and National Security (Assumed Identities) Act 1998* (NSW), which allows for authorised agencies, of which the AFP is one, to acquire and use assumed identities, and report back via the annual report ([see page 83](#)).

- The *Crimes Amendment (Forensic Procedures) Act 1998* (Cwlth), which has a significant impact on the way forensic material is obtained from suspects — including fingerprints, body scrapes and blood testing — as well as the handling and destruction of the material once it is obtained.
- Private Sector Privacy Principles, which is an industry code promulgated by the Privacy Commissioner that affects how the AFP obtains personal information from the private sector.

## People management

The reporting period has seen significant developments in human resource operations in the AFP, which have been restructured to facilitate the changes flowing from the Ayers review and the implementation of the Government's *National Illicit Drugs Strategy* (NIDS).

Projects implemented during the past year include *AFP Professional Standards (Code of Conduct)*, the performance bonus, and deployment assistance allowance (which facilitates the deployment and retention of operational and operational support skills in areas where market rates are higher). The AFP also implemented a major workforce planning exercise that offered early contract renewal to members occupying critical roles or holding core operational skills particularly required during the Olympics and other special events during the years 2000–2001.

The AFP has been a national leader in the development of national competencies for all major career streams in the organisation. These are recognised by law enforcement and public sector organisations nationally and have been extensively validated within the workforce to ensure that they reflect work requirements. It is the successful consolidation of this material that has ensured that the AFP's learning and development curriculum (*see page 69*) more accurately reflects the real skill requirements of its staff.

The AFP's assessment system, implemented with Sydney's University of Technology to provide quality assurance and assessor certification, allows for individual or organisational skill gaps to be quantified and addressed. The system has received commendations from the ACT Registration and Accreditation Agency and has been recognised as a 'best practice case study' by the National Assessors and Workplace Trainers Competency Standards Body.

During 1998–99 the AFP successfully developed and implemented a work value tool specifically targeted at law enforcement organisations, completing the analysis of over 750 benchmark roles. This was achieved in concert with the re-engineering of a large number of work areas and the development of over 500 new role descriptions.

## Performance management

The delivery of a leadership and management development program commenced in April 1998 to enhance management skills at all levels. Sixty-four members have already undertaken development modules on performance management and an accelerated program for senior managers will commence in July 1999.

A revised succession planning strategy was in the initial stages of development at the time of reporting. The aim of the new strategy will be to facilitate improved workforce planning through the identification of significant roles and a pool of potential employees to fill these roles as they become vacant. Key aspects of the strategy are the continued application of a legislatively-based merit process and a targeted program of mentoring, rotation and development.

The AFP introduced a performance bonus program in March 1999, under which high performing staff are considered for receipt of a merit allowance. The amount allocated for 1998–99 was \$1,150,000, which is being paid in two phases. Phase One recipients received their bonus in June 1999. Phase Two recipients will receive their bonus following a review of performance by the AFP's performance standards group. The group is comprised of officers who have undergone a specifically-designed course in contemporary performance appraisal and assessment. Those employees who are accepted as meeting the bonus payment eligibility criteria, and any other employees accepted as eligible for the bonus, will receive their payment early in the financial year 1999–2000.

## **Equity and diversity**

The AFP continued to implement the *Equity and Diversity Program 1996–2000* during the reporting period, focusing on achieving greater diversity and an acceptance of diversity in the workforce.

The work of the past year has focused primarily on:

- Education and awareness programs, particularly to meet the needs arising from increased recruitment. All new agents received a range of equity and diversity sessions, including cross-cultural awareness, and general diversity management sessions were developed across the range of training needs.
- Reconsideration of recruitment policies and processes, particularly in relation to the recruitment of people from non-English speaking backgrounds.
- Finalisation of policies in relation to pregnancy and post-maternity flexible work practices.
- The launch of the annual Commissioner's Work-Life Awards, which aim to recognise good practice in relation to flexible management by team leaders and managers.
- Education and awareness arising from a Master's thesis called *Gay and Lesbian Issues in Policing: The Experiences of Gay and Lesbian Personnel in the Australian Federal Police*.
- Incorporation of equity and diversity issues into the new human resource strategy.

The AFP is a member of the Australian and New Zealand EEO Consultative Committee and continues to participate in the regular telephone hookups and joint projects. The AFP has agreed to take over as convenor for the next twelve months.

Interpreter and translation services are made available in AFP dealings with people from non-English speaking backgrounds, and the AFP's ACT Region has a telephone typewriter in its communications room to assist hearing impaired people to contact police in an emergency. The AFP continues to liaise with people from diverse cultural and linguistic backgrounds within the ACT. The Police and Ethnic Forum meets on a bi-monthly basis, providing the opportunity for police and representatives of ethnic communities to meet in a relaxed atmosphere to address issues of mutual interest. To assist in dissemination of information to the ethnic community, AFP members participated in radio programs specifically targeting the ethnic community on local community access radio.

For more information on equity in the AFP, *see* [Appendix 4](#).

### **Internal and external scrutiny**

As reported last year, Mr Tony Ayers AC undertook a strategic analysis of resourcing needs of the AFP. This review was part of an ongoing process aimed to ensure that the AFP has adequate resources to meet the Government's expectations of the agency into the next century.

Following Government consideration of the report, the Prime Minister and Minister for Justice and Customs announced in July 1998 a program of \$115 million, partially funded by an additional \$65 million provided to the AFP over three years. The balance, some \$50 million, is being met by the AFP through a range of cost reduction, business reprioritisation and market testing activities. The program includes a range of initiatives including the establishment of a budget charter for the AFP, recruitment of additional staff to enhance operational and investigative capabilities, and restructuring the AFP's employment base to develop a more mobile, flexible and skilled workforce.

A monitoring committee was established as part of the reform program, to oversee its implementation. The committee is chaired by Mr Les Taylor of the Commonwealth Banking Group and comprises Mr Will Laurie, a partner of Price Waterhouse Coopers, and representatives of the Attorney-General's Department, DoFA and the AFP. The committee has the authority to recommend to the Minister for Justice and Customs and the Minister for Finance and Administration the progressive release of the \$65 million in new funding.

In addition to information provided for each committee meeting, the AFP prepares quarterly reports on the implementation of the reform program to the monitoring committee and to the Minister for Justice and Customs. The committee met seven times during the year. In October 1998, it considered the various reform proposals and subsequently recommended the release of funding to the AFP. As a result, \$27.4 million was released for the following purposes:

- recruitment of additional staff to maintain operational capacity — \$9.8 million
- learning and development — \$4.3 million

- upgrade of critical equipment, firing range and forensic upgrade — \$6.7 million
- reprofiling/restructuring of the AFP's employment base — \$3.3 million
- allocation of additional liquidity funding — \$3.3 million.

More information on external scrutiny of the AFP, including reports by the Auditor-General, Estimates Hearings and other Parliamentary Committees of Inquiry can be found in [Appendix 5](#).

## **Freedom of information and privacy**

The AFP releases documents pursuant to the *Freedom of Information Act 1982* (Cwlth) and the *Criminal Injuries Compensation Act 1983* (ACT), and AFP regulations.

Many documents are made available to the public via the AFP's Internet home page. In line with Government direction, the home page also contains a privacy statement that discloses the information collected by the AFP through the site.

Information relating to complaints received under the *Complaints (AFP) Act 1981* can be found at [Appendix 6](#). More information on freedom of information (FOI) can be found in [Appendix 7](#).

## **Service charter**

The *AFP Service Charter* was implemented on 30 June 1998, as part of the Government's initiative across Commonwealth agencies and departments to improve the quality of service to the Australian community. The charter covers all those who have contact with the AFP, including organisations that refer matters to the AFP for investigation, and has been widely distributed to our primary stakeholders and clients. It is also available on the AFP's Internet home page.

The charter focuses on the national activities of the AFP and has been supplemented by charters for specific activities where there is greater interaction with the public, such as ACT community policing and the services provided by the Criminal History Branch. As an adjunct to the charter, the AFP is working with key client agencies to develop service agreements which will define mutual agency expectations of standards of service and performance. In line with government requirements, the AFP has contributed to a whole-of-government report on service charters covering the 1997–99 financial years.

[\[Contents\]](#)

*Annual Report 1998–99*

## **Program 1**

### **Investigation of crimes against the Commonwealth**

This chapter considers overall AFP performance in meeting the goals of Program 1, which are to deter serious fraud, major and organised crime against the Commonwealth. AFP activities under this program include the referral of matters to the AFP from clients, other law enforcement agencies and the public, as well as proactive investigations developed through the AFP's criminal intelligence network. The AFP has the primary law enforcement responsibility for investigating criminal offences against Commonwealth laws.

The AFP must ensure that its resources are directed to matters of the highest priority, and the decision to accept or reject matters for investigation is based on this precept. All matters are evaluated in accordance with a case categorisation and prioritisation model which considers the nature of alleged crime, the effect of the criminality involved, and the resources required for the AFP to investigate the matter. Each reported matter is balanced against all other newly-reported matters and also against other ongoing investigations. The decision to investigate a particular matter is made by a regional management team, which assigns resources to the investigation and monitors its progress.

In order to achieve the optimal law enforcement outcome for the Commonwealth, the AFP works in close cooperation with other Commonwealth law enforcement agencies, including Customs, the NCA and AUSTRAC, as well as with State police and law enforcement agencies. The AFP also engages in joint operations with client agencies where multi-agency, multi-disciplinary teams are often formed comprising both AFP investigators and agency expert staff. Where the AFP is unable to accept a matter for investigation from a client, it will work with that client to identify alternative case handling processes and will support their investigations through the provision of case management advice, forensic and other specialist services and the execution of search warrants.

In addition to the AFP intelligence network, AFP investigations rely heavily on physical and electronic surveillance, the interception of telecommunications and access to financial intelligence provided by AUSTRAC. AFP investigations are directed at dismantling organised criminal groups and focus not only on the apprehension of offenders but also on attacking their financial base through the confiscation of the proceeds of crime.

The objectives and strategies for Program 1 are detailed in Table 1. Their order does not reflect relative importance as priorities are determined in response to operational imperatives. Statistical material relating to national operations is contained in [Appendix 8](#). In 1999–2000, most of the activities covered by Program 1 will be reported on under Outcome 1, *Criminal activity is deterred in areas impacting on the Commonwealth Government's interest*. The international component will fall under Outcome 4, *The Commonwealth's contribution to international law enforcement interests is improved*.

Table 1: Objectives and strategies for Program 1

<b>Objectives</b>	<b>Strategies</b>
<p>Deter, disrupt and counteract major and organised crime.</p>	<ul style="list-style-type: none"> <li>• Develop and maintain a specialised investigation, management and support capability to counter criminal activity which is of a serious nature and has major national and international consequences for the Commonwealth.</li> <li>• Develop and maintain a specialised investigation, management and support capability to counter organised criminal activity which is of a national or transnational nature and has major social, economic or cultural consequences for the Commonwealth.</li> <li>• Develop, maintain and strengthen national and international alliances with law enforcement and other relevant agencies, particularly the strategic relationship with the NCA and other Heads of Commonwealth Operational Law Enforcement Agencies (HOCOLEA).</li> </ul>
<p>Combat serious crimes against Commonwealth law.</p>	<ul style="list-style-type: none"> <li>• Respond promptly and effectively to referrals of serious crimes against Commonwealth law.</li> <li>• Reduce the proceeds from criminal activity with particular emphasis on attacking the financial base of crime.</li> <li>• Undertake a program of detection and surveillance through active intelligence assessment and analysis of trends in criminal activity.</li> <li>• Effectively collect, analyse, disseminate and contribute to strategic intelligence in cooperation with key agencies.</li> <li>• Develop strategic alliances with key national and international agencies.</li> </ul>

	<ul style="list-style-type: none"> <li>• Effectively contribute to the Commonwealth's fraud control strategies.</li> <li>• Act as the principal training provider for investigative staff in Commonwealth agencies.</li> <li>• Develop and maintain effective management and investigative standards and quality assurance systems.</li> <li>• Develop and maintain systems for user-friendly access to timely, accurate and comprehensive information in a form required to facilitate the investigative process.</li> </ul>
<p>Contribute to and maintain involvement in international efforts to counteract and prevent transnational criminal activity.</p>	<ul style="list-style-type: none"> <li>• Maintain and strengthen a capability to conduct investigations overseas of transnational criminal activities which impact on the interests of the Commonwealth.</li> <li>• Develop and maintain international criminal-intelligence networks to provide for and strengthen the exchange of information to counteract transnational criminal activity.</li> <li>• Participate with international and other law enforcement agencies in the development of global strategies to disrupt and counteract transnational criminal activity.</li> <li>• Maintain and strengthen involvement with Interpol to support State and Commonwealth law enforcement interests.</li> </ul>

<p>Respond effectively to special references.</p>	<ul style="list-style-type: none"> <li>• Develop and maintain an investigative capability to respond in a timely, effective and appropriate way to allegations of corruption or other illegal acts referred to the AFP by the Government which are of a sensitive nature.</li> <li>• Provide timely, effective and appropriate advice and support to the Government on issues affecting the wider interests of the Commonwealth which may be of a national or international nature.</li> </ul>
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## Policy advice

The AFP is the Government's principal source of policy advice on national and international law enforcement issues. During the year, significant issues included:

- extensive consultation on the Government's 'Tough on Drugs' strategy which resulted in additional resources being allocated to the AFP to complement funding already allocated under this strategy
- involvement in the Prime Minister's task force on the establishment of a nationally consistent approach to the diversion of drug offenders by police to compulsory assessment
- participation in the Prime Minister's task force established in relation to coastal surveillance (*see page 26*)
- participation in inter-departmental committees on cryptography and the protection of the national information infrastructure
- participation in the Council for Security Cooperation in the Asia-Pacific (CSCAP), a regional non-governmental body and a 'think tank' for one of the most important political and strategic arrangements in which Australia is involved, the ASEAN Regional Forum (*see page 34*).

Policy-focused publications which the AFP either produced or contributed to included:

- *Crime Trends* — which disseminates information and assessments on criminal activities and trends to various law enforcement agencies in Australia. Five editions of *Crime Trends* were published.
- *Intelligence Digest* — which provides in-depth analysis on criminal activities of concern to Australia, covering issues including heroin importations, people

smuggling and international crime syndicates. Four editions were published.

- The Australian Bureau of Criminal Intelligence's (ABCI) annual *Australian Illicit Drugs Report* — to which the AFP is a prime contributor, providing information and intelligence on international illicit drug trends and related transnational crime. The AFP draws upon its international liaison officer network and cooperative arrangements with overseas law enforcement agencies for the information as well as its own operations.

## **Illicit drug investigations**

The investigation of international trafficking in illicit drugs is a key component of the AFP's operational activities. The AFP employs a nationally coordinated intelligence development process in order to identify appropriate targets for investigation. High priority targets are selected from available intelligence on the basis of the impact that the relevant criminal syndicate has on the illicit drug importation industry within Australia. Sometimes, these targets have been the subject of previous less successful law enforcement activities, either on a State or Commonwealth basis, and a longer-term, more intensive approach is required.

The AFP is uniquely placed in being able to draw upon international resources and through the Government's 'Tough on Drugs' NIDS initiative, to commit resources to intensive investigations focused on these syndicates. Typically, these investigations will span multiple states and countries and can be conducted over an extended period. The objective of these investigations is the dismantling of as many levels of a syndicate and related groups as possible, together with the identification and seizure of all associated cash and assets. By way of example:

- In 1997 a syndicate attempted to import 10 tonnes of cannabis resin into Australia. The skipper of the vessel used in the importation was sentenced to six years jail in February 1999. Another alleged principal was successfully extradited from The Netherlands to face charges in Australia following an appeal to the European Court of Human Rights which found in favour of the extradition. This investigation also led to evidence being sought from Dutch, French and Gibraltar law enforcement agencies. The AFP created legal history in Gibraltar by being the first foreign law enforcement agency to successfully request and then be involved in the execution of a search warrant in Gibraltar via Mutual Assistance (Commission Rogatoire) legislation.
- During November 1998, court processes were concluded with respect to an AFP investigation into a well-established syndicate involved in the regular importation of multi-tonne shipments of cannabis into Australia. Conducted over three years, the investigation required intensive investigation in four Australian states and three overseas countries. The operation identified and dismantled an international organised crime syndicate, seizing in excess of \$6.8 million in cash and more than \$10 million in property and assets which were restrained under the *Proceeds of Crime Act 1987* (Cwlth). The syndicate was destroyed and 19 persons were arrested.

One of the principal offenders was sentenced to 24 years imprisonment on one charge (lessened to 16 years with a non-parole period of 11 years); eight years imprisonment on a second and third charge (lessened to five years with a non-parole period of three years), together with a three-month sentence for conspiring to arrange marriages. In the same month, over \$5 million in cash was transferred to the Insolvency and Trustee Service Australia (ITSA) after orders were issued by the Supreme Court.

- In December 1998, a joint Customs–AFP investigation into an international cocaine smuggling syndicate resulted in the arrest of four people and the seizure of \$550,000 and almost 225kg of cocaine (sandwiched between the hull and decking of the runabout of a Venezuelan ketch at Coffs Harbour). In June 1999, one person pleaded guilty and was sentenced to ten years imprisonment with a non-parole period of six years.

The AFP's ability to counter illicit drug trafficking and associated organised crime groups has been significantly enhanced by the Government's 'Tough on Drugs' policy and its commitment to strengthen the AFP's law enforcement role under NIDS. This has provided the AFP with funding for:

- the employment of investigators to allow the AFP to develop mobile strike force teams, targeting high-level illicit drug importers (\$27.3 million)
- the establishment of new overseas liaison posts and enhancement of existing posts in East Asia (\$6 million)
- the establishment of a law enforcement cooperation program (LECP) for the Asia-Pacific region (\$5.6 million)
- the establishment of the national heroin signature program and funding for informant handling and witness protection (\$3.7 million)
- establishment of an AFP resident agent on Thursday Island (\$0.7 million).

Of the \$43.4 million that the Government has provided, \$12 million was made available in 1998–99. Of this, \$8 million was expended, resulting in a carry-over of funds into 1999–2000. This largely resulted from the long lead times associated with a number of NIDS initiatives, such as the LECP and the recruitment and training of additional staff.

Mobile strike teams are intelligence driven, and this ensures that major drug trafficking syndicates are identified for further investigation. During the year, 86 staff were recruited to establish the mobile strike teams. A board of management meets regularly to review progress of the strike teams and assign new targets, where required.

At the time of reporting there were 17 linked investigations being undertaken by the personnel employed under this strategy — all of which are directed at major importers of illicit drugs. Whilst the teams have been responsible for the seizure of in excess of 500kg of heroin and the arrest of 26 people to date, these investigations are, by their very nature, protracted and further

significant results are expected in the medium term.

In October 1998, approximately 390kg of heroin was seized and seven men arrested as a result of a joint AFP, NSW Police and Customs operation. Police and Customs officers later boarded a freighter and arrested a further 11 crew members. The vessel was taken into custody.

In related investigations overseas, assets suspected of being the proceeds of crime were restrained and a person charged. Investigations based on information provided by the AFP to foreign law enforcement agencies resulted in arrests and the seizure of significant quantities of narcotics.

In addition to the arrest of offenders and the seizure of drugs and proceeds of crime, the AFP believes that long-term benefits of these approaches include:

- improved intelligence to support future operations, which will lead to an increase in seizures
- improved cooperation with overseas agencies
- an enhanced deterrent effect, confirming Australia as a hostile destination for drug syndicates.

In the 1999–2000 budget, the AFP received additional funding under NIDS which includes provision for additional evidence collection and processing via telephone interception (\$4.4 million) and the further extension and development of our mobile strike teams (\$24.2 million), which will give the AFP a greater proactive capacity to target higher levels of organised crime behind the trade in illicit drugs nationally and internationally.

The AFP also conducts follow-up investigations in relation to the detection of narcotics by Customs at the passenger or cargo customs border. Where detections are made, it is not only the seizure of the narcotics or the prosecution of the importer which is of interest.

The AFP conducts inquiries to identify the person within Australia or overseas who organised and financed the importation. Often this involves the conduct of controlled operations where the importation appears to continue but under the control of the AFP.

Other inquiries involve the use of data supplied to AUSTRAC concerning international financial transactions which may be payments for the purchase of the narcotics or remitting of sale proceeds. In all of these incidents, liaison is required with overseas police agencies with whom the AFP has developed close and effective working relationships.

The AFP, in cooperation with Customs and other partner agencies, made a number of record seizures of illicit drugs during the reporting period. In addition to the operations described above, the most significant were:

- the arrest of two people and the seizure of 93.5kg of heroin concealed in a consignment of commercial pizza ovens

- the arrest of two people and the seizure of 17.2kg of ecstasy tablets concealed in two water pumps
- the arrest of one person and the seizure of 5.8kg of ecstasy tablets concealed within a mini-stereo system
- the arrest of a major importer and distributor of cannabis in Torres Strait who was organising the exchange of firearms for cannabis (in this matter members of the Royal Papua New Guinea Constabulary made arrests and seized 8.75kg of cannabis)
- the arrest of two persons and the seizure of 14kg of heroin concealed in four wooden wall hangings.

Table 2 details the drug seizures made by federal agencies over the last two reporting periods.

Type of drug	1998-99		1997-98	
	Number of Drug Seizures	Weight <sup>2</sup> (grams)	Number of Drug Seizures	Weight <sup>2</sup> (grams)
Amphetamine	233	116,803	179	56,562
Cannabis	622	62,848	509	70,538
Cannabis Resin	420	17,176	382	8,538
Cocaine	77	298,359	69	92,846
Hallucinogens	49	6,068	18	63
Heroin	71	558,198	25	192,325
No Prohibited Substance Detected	47	6,356	73	18,207
Other (eg. opium, poppies, methadone, morphine, ephedrine etc)	55	12,950	49	68,602

1. The figures are correct to 1 July 1999 and include seizures awaiting analysis to confirm both weights and presence of the illegal substance. Recorded weights and drug types may vary from those previously reported. Seizures by 'federal agencies' include those made by the AFP, Customs and the Joint Asian Crime group where the drugs have been held in AFP custody. Seizures made by the NCA are reported by that agency separately.

2. Net weight 'confirmed' has been used where available, otherwise net weight 'estimated' has been used, with figures rounded to nearest whole number. Source: DORS Database as at 1 July 1999.

The AFP also worked closely with State law enforcement agencies in matters which included:

- the dismantling of an alleged drug importation ring in South Australia involving the seizure of 1.8kg of heroin, \$100,000 in cash, six late model cars and arrest of seven people
- the dismantling of a heroin distribution network and the arrest of 22 people in New South Wales alleged to have distributed more than \$5 million worth of heroin in a three-month period

- the seizure of 15kg of heroin and the arrest of three men as part of an operation targeting heroin trafficking in Sydney.

## **Economic crime investigations**

The AFP has primary responsibility for the investigation of serious fraud and corruption committed against the Commonwealth. As with illicit drug investigations, these investigations may be extremely resource intensive and span multiple states (and sometimes countries) over an extended period.

In assessing the effectiveness of these investigations, it is necessary to consider not only the results of specific criminal prosecutions (including the recovery of proceeds of crime) but also the mid and longer term effect the investigations had on the regulatory or compliance framework. In many instances, exemplary action can lead to increased compliance, thus further protecting government revenue or expenditure programs. The AFP has initiated processes with referring agencies in order to quantify this impact in future years.

AFP investigations focus on large scale and complex matters, particularly those which involve the corruption of public officials. Additionally, the AFP investigates offences against bankruptcy legislation, counterfeit and excess currency and criminal infringements of intellectual property. Significant matters arising during the year included:

### **• Taxation**

- Three persons charged with conspiracy to defraud the Commonwealth involving \$26 million who were committed for trial.
- An investigation into tax evasion, estimated at \$9.5 million, in the building and construction industry involving the Prescribed Payments Scheme and Pay-As-You-Earn tax.
- A number of investigations into allegations that certain computer retailers failed to pay sales tax on their turnover and made false claims for refunds. In one case, one person was charged with defrauding the Commonwealth of more than \$5 million in sales tax owed. Two other people were summonsed on perjury charges relating to the accused's bail application.
- Three persons charged with 102 offences of defrauding the Commonwealth in relation to \$1.1 million in sales tax relating to the purchase of 135 vehicles.
- One person arrested in connection with \$4.2 million tax fraud involving 'phoenix' companies and the seizure of a \$1.6 million mansion, a Lamborghini, a Ferrari, a Mercedes, Harley Davidson motor cycles and a \$500,000 boat.
- Two directors of a catering company convicted on charges relating to omitting more than \$880,000 in income, and non-payment of taxes totalling

over \$270,000. The company falsely denied the existence of casual staff, failed to keep proper records of their income, submitted false tax returns and did not deduct tax from wages.

- A large number of persons charged with defrauding the Commonwealth following an investigation into allegations that an organised group of farmers were under-declaring their income and paying employees on a cash-in-hand basis.

- An investigation into the failure to remit \$7 million in group tax which resulted in two persons being charged with defrauding the Commonwealth and organised fraud and \$2 million in assets being subject to a global restraining order.

- **Corruption**

- An alleged fraud against the defence force involving orders for the supply of mobile phones and accessories valued at \$743,000. The offender was sentenced to two-and-a-half years imprisonment with a non-parole period of 15 months for the charge of corruption of a Commonwealth officer. A reparation order was sought by the Director of Public Prosecution (DPP) for \$891,000.

- Staff from various Centrelink offices were charged on matters ranging from the alleged use of false identities to the manipulation of customer records to obtain social security benefits.

- A matter referred by DoFA regarding \$8.75 million allegedly withdrawn from a trust account without authority.

- **Misuse of travel allowances**

- Three investigations involving the misuse of travel allowances by former members of Parliament which were finalised during the year when they appeared in the ACT Supreme Court. In one case, the former member pleaded guilty and in the other two cases, the former members were found guilty on a number of charges.

- **Counterfeit Currency**

- Highlighting close cooperation between law enforcement agencies, the laying of charges against two men which related to the counterfeiting of Australian, United States and Canadian banknotes, plus other documents relating to the certification of identity such as drivers licences, birth certificates and passports.

- The arrest of a man on counterfeit currency charges following the execution of a search warrant on his premises. It was alleged that between 1997 and 1998, he had uttered 520 counterfeit Australian banknotes in Victoria. In

November 1998 he was re-arrested and again charged after inquiries revealed that he had purchased equipment to make counterfeit money. In January 1999 he appeared in court and pleaded guilty to all counts and was subsequently sentenced to three years imprisonment.

- **Other**

- The investigation of fraudulent activities committed on Australia Post's bulk mailing operations.

- In the largest such seizure under the *Bankruptcy Act 1966* (Cwlth) to date, the seizure of more than \$600,000 in rare and valuable items as part of an investigation conducted jointly by ITSA and the AFP.

## **Money laundering investigations and financial intelligence**

In conducting inquiries into money laundering, the AFP makes extensive use of data made available through AUSTRAC, which is routinely interrogated in the course of drug, fraud and corruption investigations. The value of the databases lies not just in their capacity to assist investigators to identify significant financial transactions, but also to allow them to identify crucial links between AFP targets.

During the course of investigations or intelligence assessments, AUSTRAC records are assessed to develop and confirm information and allegations. The financial records are helpful to an investigator in identifying principals and participants and their monetary movements.

It is recognised that the AUSTRAC system assists AFP intelligence assessments to be completed on possible intelligence suspects and adds to the value of reports to further investigative inquiries.

Significant matters investigated during the year included:

- A joint AFP and US Customs investigation into Australian principals responsible for the laundering of approximately \$1 million per month (believed to be the proceeds of cocaine sales) to Colombia. The investigation resulted in the seizure of 7.8kg of cocaine and \$140,000. A female was charged over the money and cocaine seized, while a further four people were arrested and charged with drug-related offences. In November 1998, the female was sentenced to six years eight months imprisonment with a minimum term of four years eight months in relation to the drug charge, and 15 months imprisonment for the possession of the money.

- A number of transactions that led to inquiries being initiated in the United States. It was revealed that US-based investment advisers were selling 'prime bank instruments' guaranteed by a bank registered in Nauru. Investigations revealed that several US citizens had been misled into purchasing these instruments. As a result, inquiries were conducted in several countries. This investigation and subsequent law enforcement attention resulted in most would-

be investors having their 'investments' refunded by the US agents brokering these deals.

- The identification of a number of people who were suspected of laundering funds through air mail courier bags. This information was essential in coordinating the AFP's investigation over a number of states into a larger money laundering group suspected of laundering funds derived from the non-payment of sales tax.
- AUSTRAC research which revealed international money transfers totalling \$32 million from Australia to an overseas company. This led to a joint NCA–AFP investigation in August 1996 into alleged structuring, money laundering and taxation fraud by two people, one now deceased. In February 1999 the other man was sentenced to four years imprisonment with a four-month non-parole period after pleading guilty to defrauding the Commonwealth by failing to disclose income of \$1.256 million. On the charges of structuring, opening false bank accounts and possession of false passports he was sentenced to two years imprisonment, to be released after four months. In addition to the above, he had already paid almost \$4 million to the Australian Taxation Office (ATO) in tax, penalties and interest.
- An investigation into a group of people suspected of being involved in the importation of drugs and their subsequent money laundering activities which made use of financial transaction reporting information to identify a number of transfers of cash to overseas destinations. As a result of this and other intelligence a person was arrested in connection with the possession of 6kg of ecstasy.
- The identification of a series of remittances believed to be connected to a major international drug trafficker who was the subject of AFP investigations. This identified significant, structured remittances by a major target, his family and associates to known money launderers and other persons of interest overseas.

AUSTRAC records were also used in developing and confirming information and allegations concerning people smuggling. Financial records were used to identify principals and participants, including a travel agency, engaged in suspect activity in an eastern European country.

As part of efforts to curb money laundering, Australia requires the declaration of currency in excess of \$10,000 being carried into or out of Australia. During 1998–99, for example:

- Two people were charged with failing to declare excess currency totalling over \$400,000 when departing Australia for Hong Kong. One of the men pleaded guilty, his money forfeited and he was fined \$3000. The other man was found guilty, his money forfeited and he was sentenced to four months imprisonment.

- A Belgian national was charged with failing to declare excess currency after Customs officers discovered a total of \$600,000 in Australian currency during a routine baggage search.

## Special references

The AFP receives a number of referrals from the Government which are of a sensitive nature and have the potential to adversely impact on good government. Referral of these cases to the AFP for investigation is usually made at ministerial or agency-head level. During the financial year, 15 referrals were received, including investigations into corruption, serious fraud against the Commonwealth and the unlawful disclosure of information. Examples included:

- A joint investigation by the AFP, Office of the Inspector-General (Defence) and Australian Defence Force Service Police into allegations published in *The Bulletin* magazine of discrepancies in weapons holdings, the unlawful disposal of weapons and parts, theft and fraud by personnel and allegations of the use and distribution of illicit drugs.
- A joint investigation by the Australian Security Intelligence Organisation (ASIO), the AFP and the US Federal Bureau of Investigation resulting in the arrest of a 28-year-old Australian citizen in Washington USA. The 28-year-old male was charged with attempted espionage alleged to relate to the unlawful disclosure of US intelligence material.

## Environmental crime

The AFP conducts investigations into matters related to the protection of the environment and heritage. During the year, these investigations included:

- A joint investigation with the Australian Fisheries Management Authority (AFMA) into fishing quotas compliance in the South East Trawl Fishery. A large team of AFP officers and AFMA personnel, assisted by Customs officers, searched three trawlers, a fisheries cooperative and fish retailing businesses, as well as a number of homes and vehicles in a coordinated operation. A large quantity of documents was seized and analysed with the assistance of the AFMA.
- The conviction of a company and a director in regards to the export of hazardous waste (84,000 tonnes of lead-acid battery waste) without a permit.
- The disappearance of a 'petroglyph' — ancient Aboriginal rock art which conveys a message or story — investigated under the *Protection of Movable Cultural Heritage Act 1986* (Cwlth) by Hobart-based federal agents assisting TASPOL in the early part of 1999. The missing slab of rock is one of a number, and is alleged to have been levered from a 'mother' rock which carried a complete fresco.

## **Illegal immigration**

Following landings at Cairns and on the NSW north coast of vessels carrying illegal immigrants, the Prime Minister established a task force to conduct a thorough review and to make recommendations on the strengthening of the coastal surveillance procedures and systems. The AFP was represented on the task force and provided strategic intelligence reports and papers to the inquiry. The AFP is also a member of a newly-established intelligence 'clearing house' to deal with emerging people smuggling issues on a 'real time' basis. The new mechanisms were tested by a number of prominent operations such as the seizure in May 1999 of a suspect illegal entry vessel off the coast of Wollongong. Sixty-nine illegal entrants and 14 crew members were detained. Four people were arrested.

Other operations included the arrest of nine Indonesian fishermen in WA in September 1998 on charges relating to the smuggling of people from Bangladesh. In February 1999, another four Indonesian fishermen were charged after smuggling 32 Kurds into Australia. Four people were arrested in far north Queensland in April 1999, while awaiting the arrival of a suspect illegal entry vessel carrying 78 illegal entrants, all of whom were subsequently detained. In April 1999, a further three Indonesian fisherman were apprehended for smuggling people from Bangladesh.

A federal agent has been selected for deployment to Darwin to carry out an intelligence coordination role in conjunction with AFP operational teams and client agencies. The AFP is exploring links between overlapping shipments of drugs and illegal immigrants by the boat operators and their backers.

## **Paedophilia**

The AFP continues to have responsibility under Part IIIA (Child Sex Tourism) of the *Crimes Act 1914* (Cwlth) for the investigation of allegations of paedophile activity by Australians while travelling abroad. During 1998–99:

- A precedent was set when charges brought under the Commonwealth legislation were heard against a Melbourne man. Four Fijian children and a Fijian police officer travelled to Melbourne to give evidence at the committal, while other witnesses gave evidence via a video link from Suva. This was the first person in the world charged with offences against children in the Pacific under extra-territorial legislation.
- The AFP uncovered a sophisticated child pornography website hidden within the Prague University computer system in the Czech Republic. Details were forwarded through the AFP liaison officer in Rome to the Czech police, and one man was arrested.
- An international investigation that targeted a paedophile ring operating on the Internet resulted in hundreds of arrests around the world (including one Australian) and the seizure of more than 100,000 indecent images of children. This operation involved 14 countries and was the first of its kind anywhere in the world.

- Cooperation with US authorities led to the arrest of an Australian citizen who had travelled to the US for the purpose of engaging in sexual intercourse with a minor. Search warrants were executed in Australia following his arrest.

## **Family law matters**

The AFP investigates threats against members of the Family Court and provides close personal protection, when required. Federal agents also execute recovery orders issued by the Court.

In November 1998 a person was arrested and charged with threatening a judicial officer following allegations that threats were made against a Family Court Judge. Following the receipt of information from NSW Police, a safe was searched and found to contain a 9mm semi-automatic pistol and accessories, which were seized.

Only on very rare occasions does the Family Law Court give permission for media involvement in trying to locate missing children and to return them to the custodial parent. In one case during the year the AFP was given such permission in regards to a seriously ill child who required urgent medical attention. Several appeals for assistance were made to the public and this resulted in the child being located and returned to his mother.

In another case that involved the execution of a Family Court order to remove a child from his father, AFP members became suspicious of his activities relating to several young children who were visiting his premises. Permission was given for Queensland Police and AFP members to conduct a further search of the premises, and a number of photographs and video tapes were located. As a result, a man was charged with 234 counts of indecent dealings with children aged between eight and 14 years.

## **Commonwealth fraud control activities**

Commonwealth agencies are required to provide copies of their fraud risk assessments and fraud control plans to the Commonwealth Law Enforcement Board (CLEB) as part of the evaluation and monitoring of fraud control standards. The Attorney-General's Department, in consultation with the AFP, assesses the quality of these documents on behalf of CLEB. At 30 June 1999, the AFP had participated in the review of 21 risk assessments and fraud control plans.

The AFP also conducts quality assurance reviews (QAR) on selected completed agency fraud investigations. In the past, the QAR program was managed and conducted by the client service team, with a member of the team leading each review. In order to devolve responsibility for the conduct of QARs to the regional offices, the AFP has commenced a QAR training program for selected experienced investigators. It is envisaged that QAR training will be completed early in the next reporting period, and up to 18 QARs conducted on external agencies.

The Commonwealth fraud information database was established in 1995 to collect fraud intelligence to support agency and AFP investigations and to provide the Government with statistical data on the extent, nature and cost of fraud. Following consultation between the AFP, the Attorney-General's Department and key Commonwealth agencies, it was agreed that

the database was not meeting its objectives. As a consequence, the development of alternative reporting arrangements was considered in the context of the revision of the fraud control policy of the Commonwealth. Late in June 1999, the Minister gave approval to circulate the draft policy to Commonwealth agencies and other interested parties for their comment and to develop alternatives to the database, which is expected to be wound up in the new financial year.

The *AFP Comfraud Bulletin* is a quarterly journal that provides information relating to fraud against the Commonwealth and efforts to counter it. The AFP encourages contributions from other agencies involved in fraud control across the Commonwealth. *Comfraud Bulletin* is available on the Internet under 'publications' on the AFP home page.

## **Client focus**

During 1998–99, the AFP endorsed a national policy aimed at improving service delivery by better meeting client needs and expectations. As a result, a dedicated client service team now works closely with regional client liaison officers to implement the policy on a day-to-day basis.

The AFP's three principal client focus strategies are to:

- contribute effectively to the Commonwealth's fraud control strategies
- facilitate the reporting of matters to the AFP
- monitor and enhance the AFP's relationships with its clients.

Specific action plans have been developed as part of these strategies and include:

- annual high level stakeholder consultations
- the negotiation and maintenance of service agreements with key client agencies
- the conduct of quality assurance reviews of Commonwealth agency investigations
- the provision of quarterly case management reports to Commonwealth agencies.

During the period, a number of AFP officers were seconded to external agencies on either short or long-term postings. These included outposts to Centrelink, the ATO, the Department of Foreign Affairs and Trade (DFAT), Australia Post, Austrade, the Department of Immigration and Multicultural Affairs (DIMA), and ITSA.

To further improve inter-agency liaison, the AFP hosted a conference for 70 Commonwealth investigators in Brisbane. The conference — 'The Cooperative Approach to Crime' — was

addressed by representatives of the AFP, the Commonwealth Attorney-General's Department, AUSTRAC, the Queensland Crime Commission and *The Courier Mail*. The initial feedback was very positive.

## **Intelligence**

AFP intelligence has four objectives:

- to maintain a corporate AFP intelligence function, including target identification and development, to support operational activity
- to develop an intelligence process to assist in the determination and formulation of AFP operational priorities and strategies
- to ensure that intelligence supports the AFP's corporate policy and planning process
- to maintain an intelligence capability that contributes to the provision of advice to Government and assistance to our law enforcement partners, including overseas law enforcement agencies.

During the year, a number of far-reaching changes to intelligence mechanisms, particularly in the strategic area, were introduced. These changes were designed to enable the AFP to set priorities within strategic intelligence, provide for better intelligence coordination between the regions and headquarters and assist the flow of intelligence throughout the organisation.

To ensure greater focus and better tasking by clients for the strategic intelligence effort, the national operations team approved a number of intelligence collection priorities. These are divided into two categories of perceived threat.

The system is a dynamic one that allows for existing and new threats to be targeted on a national basis. Analysts and intelligence officers have been appointed as collection managers to collect intelligence on each threat, especially through use of the common database resource provided by the AFP's real-time on-line management information system (PROMIS). Collection managers are also responsible for the production of a quarterly threat assessment for the national management team. The AFP has introduced a set of protocols to govern the relationships between the different AFP intelligence units. The introduction of these changes has already led to a more focused approach to the setting of AFP intelligence priorities.

Following the funding for strike teams under NIDS in 1998, the AFP recruited additional intelligence analysts to support target development for the strike teams. In national operations, the targeting and operations support team provides a vital link between strike teams within Australia as well as between the AFP and overseas law enforcement agencies. Strike teams in the region are also supported by analysts to meet their own tactical intelligence needs.

As the AFP has become increasingly involved with overseas law enforcement agencies in order to meet the challenge of transnational organised crime, the overseas liaison officer

network has emerged as a key component of the AFP's intelligence and operational base. Within the Commonwealth and national law enforcement community, the AFP continued to play a leading role in the improvement of intelligence cooperation and standards. This activity encompassed collective discussion between agencies of intelligence priorities, intelligence sharing in support of priorities, the provision of advice on intelligence best practice, and active participation on committees such as the Commonwealth Law Enforcement Intelligence Consultative Committee, which facilitates cooperative activities in the intelligence community.

## **International networks**

The AFP has 28 liaison officers in 16 countries around the world who, along with Interpol, provide a comprehensive international resource in fighting crime. At the time of reporting the Government had agreed to fund expansion of the liaison officer network by a further two members as part of NIDS.

Liaison officers maintain a high profile within the international law enforcement community through their attendance at conferences and seminars, and by facilitating the exchange of criminal intelligence on matters such as organised crime, drug trafficking, money laundering, child exploitation, fraud and homicide.

The AFP also provides investigative support and law enforcement liaison to the consular operations area of DFAT, which has primary responsibility for coordinating searches for Australian citizens reported missing in overseas countries. In 1998–99 there were 78 reports received by the AFP regarding Australians missing overseas. At the present time there are 16 outstanding cases being investigated.

The liaison officer network is directed and supported from the AFP's head office in Canberra which, in turn, ensures the provision of timely advice to Australian law enforcement agencies on international criminal activity which may have an adverse impact on the quality of life of Australians. There is also a liaison officer based in Canberra to cover the countries of the South Pacific. In addition, the AFP acts as the National Central Bureau for Interpol in Australia, and the Commissioner of the AFP is the Australian representative and member of the Interpol executive committee.

In August 1998, Deputy Commissioner Whiddett led the Australian delegation that attended the 27th South Pacific Chiefs of Police Conference in Nandi, Fiji. The forum promotes cooperation between regional law enforcement bodies in dealing with major and organised crime and in training and development initiatives.

In October 1998, Commissioner Palmer led the delegation that attended the Interpol general assembly in Cairo, where agreement was reached to further progress and develop internationally an agreed automated fingerprint identification standard and DNA standards and processes. The assembly also developed and agreed upon Interpol's first strategic development plan.

In March 1999, an AFP member was posted to Lyon as part of the regional coordination bureau team to develop, promote and maintain an efficient and effective Interpol network for cooperation in the Australasian and wider Asian Region.

In April 1999 the Minister formally opened new AFP liaison offices in Hanoi and Beijing. The AFP also posted an intelligence officer to Hong Kong to assist in the gathering and assessment of drug trafficking-related information.

The law enforcement cooperation program has committed funds for some 40 cooperative assistance activities in the Asia-Pacific region since its inception in July 1998. Major activities included:

- strategic intelligence training to Singapore law enforcement agencies jointly conducted by the AFP, ABCI and the Office of Strategic Crime Assessment
- strategic attachment of AFP officers with national police forces in Vanuatu and Indonesia
- assistance to the Royal Solomon Islands Police to review criminal intelligence structures and procedures
- technical training and basic equipment supply for illicit drug identification for investigative teams from Vietnam, Singapore and Indonesia
- training attachments for 14 overseas participants on the AFP's management of serious crime course ([see page 33](#))
- short-term attachments with AUSTRAC and *Operation Avian* teams for selected representatives of foreign national police forces.

Following the Budget announcement in May 1999, significant new funding will be provided under NIDS for:

- the enhancement of the AFP's overseas liaison officer network (\$10.8 million), establishing a further two liaison posts and connecting all existing posts to the AFP computer network
- the expansion of the law enforcement cooperation program (\$8.1 million).

The value of the Interpol and liaison officer network was illustrated by the successful resolution of several cases, including:

- Assistance provided to the NSW Police by liaison officers in Washington, together with federal agents in Canberra, in locating the suspect in the 1998 murder of a NSW teenager. The suspect was detained by US authorities as he sought to transit the US and was extradited to Australia in March 1999.
- The arrest in Sydney of Italy's most wanted fugitive, Giovanni Farina, in August 1998. After failing to declare excess currency, anomalies in his passport were identified and AFP inquiries made through Interpol showed the

passport had been stolen. Following notification from Interpol in Rome that he was wanted on an Interpol red notice for offences of kidnapping and illegal possession of firearms, a warrant for his extradition was signed in September 1998. He appealed the decision and the matter is still pending.

- The arrest in Melbourne of Mexico's most wanted fugitive, Carlos Cabal Peniche, in November 1998. Mr Cabal Peniche, who is wanted by the Mexican Government for fraudulently obtaining more than US\$600 million, was discovered living under a false identity in Melbourne. His extradition is still pending.

In addition, quick action by Interpol staff in Canberra, the AFP liaison officer in Jakarta, the Attorney-General's Department, DIMA and the DPP resulted in the arrest on warrant of Hendra Rahardja minutes before he departed Australia. Rahardja is wanted in Indonesia in connection with illegal loans to his company which resulted in losses of US\$250 million.

Under an AusAID funded program, two Vietnamese National Police Officers from the National Central Bureau (Interpol) of Vietnam were attached to the National Central Bureau (Interpol) of Australia during March 1999.

During the year the AFP's South Pacific liaison officer:

- Initiated the donation by NSW Police, Tasmania Police and WA Police of approximately \$250,000 worth of redundant equipment. The AFP, in partnership with the Department of Defence, then arranged to have the equipment, mostly clothing and footwear, shipped to South Pacific island police agencies.
- Took part in a multi-agency international effort to thwart an attempted US \$100,000,000 letter of credit scam which was being proposed by a US citizen to a South Pacific island nation. The letter of credit proposal was being supported by key island figures, but the timely provision of information and advice on a number of levels prevented the letter of credit being issued.

The AFP's management of serious crime course, held four times in 1998-99, is providing a forum which allows senior investigators from Australia and overseas to gather and discuss current investigation and investigation management issues, and identify best practice. Over 200 participants have completed the course since its inception in 1991. Participants come from federal and State police and other Australian agencies such as the ATO, Customs and the NCA, and have included more than 40 representatives from overseas law enforcement agencies.

One federal agent joined Thai and Australian armed forces in a four-day peacekeeping exercise in July 1998, acting as special lecturer and member of the directing staff. He was the only civilian police representative in a contingent of more than 100 participants. The exercise came about as a result of discussions between the Thai and Australian prime ministers and will be repeated in the year 2000.

Two AFP members conducted an AusAID-funded sexual offences investigation course in the Philippines in July 1998 and April 1999 for members of the Philippine National Police, the National Bureau of Investigations and the Bureau of Immigration. Since the inaugural course in 1995, outcomes for that country have included improved legislation, the establishment of women's desks at all police stations and an anti-child abuse division within the National Bureau of Investigation.

Training packages relating to intelligence, forensic procedures and fraud have also been developed for delivery in the Asia-Pacific region.

The AFP continues to be actively involved as co-Chair of an Asia-Pacific working group on transnational crime, established under the aegis of CSCAP.

The working group met in Sydney in October 1998 and in Bangkok in May 1999, at which consideration was given to illicit arms trafficking, synthetic drug production and trafficking and the impact of the Asian financial crisis on the development of transnational crime in the Asia-Pacific region. The outcome of these meetings will be published and passed to the ASEAN Regional Forum. The first working group publication, *Transnational Crime and Regional Security in the Asia-Pacific*, has now been published and circulated. A second volume dealing with the issues listed above will be produced in 1999–2000, as will a volume containing key international and regional documents on transnational crime and related issues.

In November 1998, the AFP, in conjunction with the Papua New Guinea National Research Institute, the Australian Defence Studies Centre, and the Australian National University's State, Society and Governance in Melanesia Project conducted a major conference titled 'Australia/PNG: Crime and the Bilateral Relationship' at which the Minister for Foreign Affairs and the Minister for Justice and Customs both spoke.

Also related to this work, the AFP spoke on aspects of transnational crime at the 25th Anniversary Conference of the Hong Kong Independent Commission Against Corruption in March 1999; the 13th Asia-Pacific Roundtable in Kuala Lumpur in May 1999; and the 5th United Nations Symposium on Northeast Asian Security in Kanazawa, Japan, in June 1999. On 30 June 1999, the AFP contributed to briefing the Joint Parliamentary Committee on Foreign Affairs, Defence and Trade on the role of CSCAP and, in particular, the activities of the CSCAP Working Group on Transnational Crime.

[\[Contents\]](#)

*Annual Report 1998–99*

## **Program 2**

### **Special taskings, protection and international obligations**

This chapter considers overall AFP performance in meeting the goal of Program 2, which is to respond effectively to special references from Government, including the provision of close personal protection (CPP) and meeting UN and international commitments.

Special taskings include the AFP's preparation for the Sydney 2000 Olympic Games and other special events such as the Commonwealth Heads of Government Meeting (CHOGM) and the Centenary of Federation celebrations. Protection responsibilities include providing protection to the Prime Minister, VIPs (including Australian holders of high office), and participants of the National Witness Protection Program and services for the Family Court. Components of the program provide a security intelligence and diplomatic liaison capacity and information and intelligence relating to the illegal use of explosives and incendiaries. The AFP's international obligations include the provision of policing expertise to meet the Commonwealth's UN commitments and international law enforcement obligations.

The objectives and strategies for Program 2 are detailed in Table 3. In 1999–2000, The protection elements of Program 2 will translate to Outcome 2, *Safety and security are improved for individuals and interests identified by the Commonwealth Government or the AFP as being at risk*. The international component will fall under Outcome 4, *The Commonwealth's contribution to international law enforcement interests is improved*.

Table 3: Objectives and strategies for Program 2

Objectives	Strategies
Provide assistance in law enforcement in the Asia-Pacific region and maintain a capability to respond to international law enforcement obligations.	<ul style="list-style-type: none"> <li>➔ Enhance awareness across the organisation of national and international events and trends, particularly within the Asia-Pacific region, which may result in international assignments.</li> <li>➔ Further develop the level of expertise in the international support arena to improve the selection and preparation of AFP members on international assignments.</li> <li>➔ Identify, develop and maintain specialised investigation management and support capabilities to counter criminal activity which has major national and international consequences for the Commonwealth.</li> <li>➔ Maintain and improve coordination with relevant agencies to establish the AFP as an agency on which the Government relies directly for advice concerning its international law enforcement obligations.</li> </ul>
Keep designated subjects at risk safe through the provision of close protection.	<ul style="list-style-type: none"> <li>➔ Be alert to issues, groups or persons that may pose a danger to protected persons.</li> <li>➔ Seek a high level of cooperation and coordination with relevant agencies in the area of protective security.</li> <li>➔ Undertake protective security planning and implementation in accordance with best practice.</li> <li>➔ Seek targeted legislative reform in relation to the AFP's protective security responsibilities.</li> <li>➔ Uphold the integrity of the National Witness Protection Program.</li> </ul>

## Olympics preparations

The AFP's Olympic mission statement is to ensure that the AFP supports the integrity of the Sydney 2000 Olympic Games by providing Commonwealth and ACT law enforcement and protective security capability. Australia has made a commitment to the International Olympic Committee and, by implication, the world community at large to provide a safe and secure environment in which to host the Olympic Games in Sydney. The international nature of the Games, the attendant media focus, and the attraction it holds for international dignitaries, present particular security challenges for Australia.

While the NSW Government is directly responsible for Games security, all Australian governments must contribute to the development and maintenance of the security environment that underpins any Games-specific measures.

The main focus of Olympic activity in Sydney falls within a 60-day period from 1 September to 1 November 2000. This period includes the Olympic Games, the Pacific Rim Forum conference (in Sydney) and the Paralympic Games.

The AFP has law enforcement responsibilities for a range of criminal matters including organised crime, drug trafficking, fraud, money laundering, currency offences, corruption, immigration and environmental matters. It is anticipated that the Games period will bring a heightened incidence of crimes against the Commonwealth interest. Although many crimes may not be Games-specific, the achievement of a safe and secure environment for the event requires that increased countermeasures against criminal activity be integrated into the overall AFP law enforcement and security preparations for the Games.

The AFP's key outputs in terms of its Sydney 2000 Olympic Games responsibilities are:

- leadership and management of investigations into breaches of Commonwealth laws
- the provision of close personal protection to Australian holders of high office and visiting Internationally Protected Persons/VIPs in whom the Commonwealth has an interest, including a commitment of 44 officers to the integrated NSW Police/AFP Olympic Games dignitary and athlete protection program
- participation in the provision and analysis of strategic criminal and security intelligence
- community policing in the ACT (the venue for Olympic football)
- the provision of an interface between Australian law enforcement agencies and the rest of the world through the AFP overseas liaison officer network
- the provision of support, wherever possible, to the NSW Police and other agencies.

Much of this work is facilitated by a network of Olympic coordinators representing most regional and functional areas throughout the AFP and coordinated by a senior AFP executive based in Sydney.

Examples are:

- participation in a wide range of Olympic-related Commonwealth and State committees, reference groups and conferences
- the secondment of a number of members to the Olympic Security Command Centre, the Olympic Intelligence Centre, the ABCI and the nomination of liaison officers to ASIO's Federal Olympic Security Intelligence Centre
- the development of regional and functional area strategic management and local area business plans
- a heavy emphasis on CPP training to increase the number of trained officers

by the end of 1999

- commencement of an extensive equipment procurement program
- upgrade of the radio communications network in the AFP's Eastern Region
- development of detailed security plans and strategies to provide a policing capability within the ACT with emphasis on competition and training venues, the Athletes Village and Canberra Airport
- the development of closer relationships with law enforcement and security intelligence agencies both in Australia and abroad.

The success of the security of the Games will be reliant upon the cooperation and collaboration of Commonwealth and State agencies, which has been recognised by the establishment of strong working partnerships and alliances. Partnerships and alliances have already been established with other Commonwealth agencies including, but not limited to: ABCI, ASIO, the Australian Defence Force, Customs, DIMA, DFAT, the Protective Security Coordination Centre (PSCC) and the NCA. These relationships will be further developed in the lead-up to the Games, as will relationships with other police services, which will be vital due to the number of Olympic soccer qualifying events to be held around Australia.

In the ACT, planning is focusing on standard operating procedures for specialist teams, risk assessments, contingency plans and operational orders. The ACT will host 11 Olympic soccer games at Bruce Stadium, including one women's semi-final. The torch relay will also spend three days in Canberra, with operational planning for this event already well advanced.

Police site and venue commanders and some support staff have already been identified and have commenced progressive training to prepare them for their role during the Olympic period. The ACT Region's Olympic planning team are also coordinating planning for a Standing Advisory Committee on Commonwealth– State Protection Against Violence exercise to take place during August 1999.

## **Special events**

CHOGM and the Centenary of Federation (involving a series of special events to be held in all Australian states), will have a major impact on the AFP in 2001.

Discussions took place with representatives of the National Council for the Centenary of Federation during the reporting period to identify the extent of the AFP's involvement in the event.

In the case of CHOGM, the AFP will be responsible for providing security. Initial planning has commenced, with a large amount of information gathered from the previous two CHOGMs in Auckland (1995) and Edinburgh (1997). Significant support from other Australian law enforcement agencies will be required to assist the AFP.

During the year an AFP methodology for planning for special events was developed and approved. This will ensure that a standard approach to planning for all special events is applied throughout the organisation.

## **Australian Bomb Data Centre**

The Australian Bomb Data Centre (ABDC) is Australia's primary source of information and intelligence relating to the illegal use of explosives and incendiaries, whether commercial, military or improvised. It maintains records of all reported bomb-related incidents regardless of design, target or motive. The centre formally liaises with 32 international bomb intelligence agencies and more than 40 domestic agencies, including the State and Territory police services and the Australian Defence Force, who are the main recipients of ABDC reports.

The ABDC sought to fine-tune its operations during 1998–99 through a number of initiatives, including the:

- purchase of more sophisticated electronic database systems
- revision of the centre's training policy
- introduction of cost recovery from agencies other than police and defence
- examination of opportunities to improve the quality and timeliness of reporting
- modification of policy to address trials, evaluation and the coordination of research and development of equipment and procedures relating to the illegal use of explosives.

Over 220 Australian incidents were processed during the reporting period, and staff responded to an average of two new inquiries every working day. As a result, the ABDC produced six technical and intelligence reports and seven newsletters for its specialist audience of police and military bomb technicians.

The unclassified Annual ABDC Report, containing information on bomb-related incidents that occurred during 1998 and trends spanning the last decade, was also produced and made available for the first time via the AFP's Internet home page.

Significant cost savings were achieved in the preparation and distribution of ABDC reports by the purchase of a combined electronic database and publishing system in January. For instance, a report that had previously cost \$6000 to print commercially was produced using the new system for \$500.

During 1998–99, the ABDC continued to provide pre-embarkation briefings to government employees and their families. These briefings included explosive awareness relating to improvised, commercial and military ordinance, personal security measures and a history of bomb related attacks in their country of destination. The ABDC also trained a total of 756

people in bomb recognition and safety awareness via 53 short courses and lectures, and distributed more than 250 bomb safety program kits.

The ABDC conducted a three-day conference in December 1998, with 85 participants attending from national and international agencies. The main thrust of the conference was to develop networks leading into the Sydney 2000 Olympic Games and CHOGM. Training associated with the Olympics also commenced during the year, representing a significant commitment of centre resources.

## **Security intelligence and diplomatic liaison**

Security intelligence and diplomatic liaison serves as the coordination point for security intelligence operations in support of the AFP's protective security and ACT policing responsibilities.

The AFP's responsibilities in this area include:

- the provision of a security intelligence and diplomatic liaison capacity to the ACT Region and the AFP generally in partnership with regional security intelligence teams
- the provision of security intelligence in respect of internationally protected persons under AFP protection
- cooperation with federal and State security intelligence bodies
- participation in the Commonwealth's preparations for security in advance of, during, and after the Sydney 2000 Olympic Games.

The AFP is well advanced in the implementation of plans for the management of security intelligence relating to the Sydney 2000 Olympic Games. This includes close cooperation and operational agreements with other agencies having similar responsibilities.

The installation of a secure computer intranet between the AFP, State police, and various Commonwealth agencies continued throughout the reporting period. ASNET replaced the need to hand-deliver classified documents to the law enforcement community and allows group authoring of various plans and programs. In particular, it supports the intelligence and coordination agencies in their daily management of VIP and dignitary security operations and the issuing of threat assessments.

## **VIP protection**

The AFP is responsible for the provision of close personal protection to the Governor-General, other high office holders, federal parliamentarians, internationally protected persons and other persons who are of specific interest to the Commonwealth.

Provision of protection has become increasingly complex because it involves a large range of

highly interpretive factors such as cultural sensitivities, political robustness and specific issues which may prevail at any given time. Security must also be balanced against matters such as the right of the Australian community to protest.

Protection of foreign dignitaries has developed as a result of various incidents involving international visitors which, although not threatening their safety, could have potentially prejudiced Australia's public and economic relationships.

In providing protection, the AFP liaises directly with external agencies, including the PSCC, State police, intelligence services, and the Department of Prime Minister and Cabinet. In addition, professional and well coordinated arrangements are now in place between State agencies and the AFP.

The AFP also provides an officer on secondment as security controller to Parliament House. The security controller's role is to coordinate protective security policy within the parliamentary precincts and to ensure the protection of members, senators, staff, the public and parliamentary property.

The AFP has embarked on an extensive training program to promote and maintain protection skills for those members who will be allocated protection duty during the Olympics and beyond. Appropriate protection measures are also in place to deal with current world events in Europe, particularly those in Turkey and Serbia, and the possibility of terrorist acts following attacks on United States embassies in Kenya and Tanzania.

The AFP has recently entered into an agreement with the NSW Police and will supply 44 trained and equipped close personal protection officers as part of the Sydney 2000 Olympic Games dignitary and athlete protection operation. Three close protection courses have been conducted in conjunction with South Australia, Queensland and Victoria police services. With the assistance of regional protection trainers, the AFP has completed 19 protection competencies recertification courses. Currently 166 members have completed recertification training and await operational deployment for the Olympics. The AFP has also taken control of all protection driver training, including providing advice and training to a number of government agencies and other police services.

The AFP continued to provide close personal protection to the Prime Minister and Mrs Howard, the Deputy Prime Minister and Governor-General during 1998–99, as well as dignitaries and VIPs identified at risk. In particular, extensive security arrangements were provided during the course of the 1998 federal election campaign to political figures identified as being at risk, with close personal protection provided for domestic and international engagements during the year.

## **Witness protection**

The AFP administers the National Witness Protection Program (NWPP) pursuant to the provisions of the *Witness Protection Act 1994* (Cwlth), and is responsible for the security of witnesses who have experienced serious threats against their lives.

For the safety of those participating in the program, the AFP does not publish details of the

NWPP in annual reports. However, the Commissioner is required to keep the Minister for Justice and Customs informed of the general operations, performance and effectiveness of the NWPP, while the Minister in turn is required to prepare an annual report for both houses of parliament in a manner that does not prejudice the program's security.

## **International obligations**

International peacekeeping, as a national responsibility, has been an important role for the AFP, with members having served in a wide range of UN and multi-national roles. From a strategic perspective, there are direct and indirect benefits to be gained from AFP involvement in UN peacekeeping organisations (PKO). Direct benefits include the:

- development of contacts within emerging societies and the reinforcing of the international law enforcement infrastructure
- development of law enforcement skills within a community and a heightened awareness of human rights in emerging police organisations
- ability to expose potential criminal threats in countries emerging from PKOs.

Indirect benefits include personnel development and an increased understanding of the role of law enforcement personnel in free and democratic societies.

Positive statements of support and recognition of the role and performance of AFP personnel in each of our overseas theatres have been received from political, diplomatic and other international quarters.

### ***Bougainville***

The AFP has been involved in the Peace Monitoring Group and its predecessor, the Truce Monitoring Group, since November 1997. Two police monitors are deployed on a twelve-week rotational basis, with other monitors drawn from the defence forces, the DFAT, AusAID, and military members from other contributing countries. The members perform an integral role to the peace process in providing high level strategic advice to the Peace Monitoring Group on law and order issues in Bougainville and in the development of policing projects on the island.

### ***Cambodia***

In September 1998, four members were part of a joint international observer group (JIOG) monitoring the Cambodian elections. This was the fifth time the AFP has been involved in election monitoring in general over the last decade, and the second time in Cambodia. The assessment of the JIOG was that, in the context of Cambodia's environment, the election passed the basic test of international acceptability.

### ***Cyprus***

Australian police have been part of the UN force in Cyprus since its establishment in 1964, in an effort to bring an end to hostilities. The AFP's role in Cyprus can be likened to community policing without the normal recourse of arrest and presentation of evidence in a court of law. The AFP provides 20 personnel on rotation, with continued involvement being assessed on the renewal of each six-month mandate. Recent changes to the organisational structure have seen the creation of an integrated civilian police component (UNCIVPOL), with the AFP members now living with and working alongside members of the Irish police contingent in stations across the island. The position of Commander UNCIVPOL is now performed on a six-month rotational basis by the relevant Australian and Irish contingent commanders, who then report directly to the Head of Mission, thus separating civilian police from the military chain of command.

### ***East Timor***

In May 1999, the Australian Government tasked the AFP to provide 50 members for deployment to East Timor as part of a 272-strong civilian police component of the UN Assistance Mission to East Timor in the lead-up to and during the popular consultation on East Timor's autonomy package. The mandate of the civilian police, as authorised by the UN Security Council, is to act as advisers to the Indonesian Police in the discharge of their duties and, at the time of the popular consultation, to supervise the escort of ballot papers and boxes to and from the polling sites. Selection and pre-deployment training of the members began in May, with a staggered deployment beginning in June 1999.

### ***War crimes***

The AFP now has three personnel seconded to the War Crimes Commission in The Hague. These agents are gaining valuable investigative experience in an international environment working on cases involving serious violations of international humanitarian law such as genocide, crimes against humanity, breaches of the laws and customs of war and violations of the Geneva Convention. The AFP has assisted the International Criminal Tribunal for the former Republic of Yugoslavia by assisting their investigators on those occasions when they have travelled to Australia to interview potential witnesses. The AFP has, on other occasions, traced witnesses in Australia for the Tribunal.

[Contents]

## *Annual Report 1998–99*

# Community Policing

This chapter reports on the AFP's performance in keeping the peace and preserving safety in the ACT, Jervis Bay and the external territories of Christmas Island, Cocos (Keeling) Islands and Norfolk Island.

The AFP provides policing services to the ACT in accordance with an arrangement between the Commonwealth Government and the ACT Government, under which the ACT funds the community policing component of AFP activities in the ACT Region while the Commonwealth funds those activities performed in support of the Commonwealth.

The AFP's performance in the ACT Region is reported on under the headings:

- Community services
- Investigations
- Road safety and traffic enforcement.

The activities of personnel located at Jervis Bay and in Australia's external territories are reported on under the heading 'Commonwealth services'.

The objectives and strategies for Program 3 are detailed in Table 4 and have been endorsed by the ACT Minister for Justice and Community Safety. The objectives do not imply an order of precedence because priorities are, of necessity, subject to variation in line with changing operational demands.

During the reporting period the role of Chief Police Officer for the ACT was transferred from Commissioner Mick Palmer to Assistant Commissioner Bill Stoll, and there were a number of other changes made to the Region's executive structure to further enhance and strengthen management. A more detailed report of the Region's activities can be obtained from the ACT Region Annual Report, which is tabled in the ACT Legislative Assembly each year.

In 1999–2000, Program 3 will translate directly to Outcome 3, *Policing activity creates a safer and more secure environment in the ACT, Jervis Bay and Australia's external territories.*

As Chief Police Officer for the ACT, Assistant Commissioner Bill Stoll is responsible for day-to-day management of the ACT Region.

*Table 4: Objectives and strategies for Program 3*

<b>Objectives</b>	<b>Strategies</b>
<p>Counteract crime against the community and the Government.</p>	<ul style="list-style-type: none"> <li>• Increase community understanding of issues relating to crime prevention.</li> <li>• Advise Territorial Governments of the emerging criminal environment and work cooperatively to develop a whole-of-government approach in the fight against crime.</li> <li>• Selectively use a visible police presence to deter criminal activity.</li> <li>• Use flexible investigation teams, in conjunction with sound intelligence support, to target criminal activities of governmental and community concern.</li> <li>• Optimise the use of diversionary conferencing as an alternative to traditional methods of dealing with offenders.</li> </ul>
<p>Contribute to community safety.</p>	<ul style="list-style-type: none"> <li>• Work with the ACT Government and community to identify and resolve public safety issues.</li> <li>• Selectively use a visible police presence to enhance public safety, particularly road safety.</li> <li>• Work cooperatively and well with other emergency services.</li> <li>• Maintain a level of professional preparedness, through planning, training and liaison, to provide an effective police response to emergencies.</li> <li>• Use information and intelligence to direct police patrols and other resources to priority problem areas and times.</li> </ul>

<p>Fully utilise the unique capacity of the police service to support people in need.</p>	<ul style="list-style-type: none"> <li>• Enhance community awareness and understanding of the special crime prevention and public safety needs relating to children and the elderly.</li> <li>• Promote the AFP through the media, the schools and community interest groups to enhance community awareness and understanding of the AFP's multi-faceted community support role within society.</li> <li>• Adopt a harm-minimisation philosophy when dealing with community members who are unable to care for themselves.</li> <li>• Afford the victims of crime the utmost dignity, respect and support.</li> <li>• Work collaboratively with social welfare and other organisations to ensure optimal support to people in need.</li> </ul>
<p>Secure and enhance community trust and support in the police service.</p>	<ul style="list-style-type: none"> <li>• Maintain high ethical standards through exemplary leadership, training and continual vigilance.</li> <li>• Respect the rights and dignity of every individual.</li> <li>• Ensure all members of the community are afforded the same opportunity to call upon and utilise police services.</li> <li>• Interact openly and positively with the community and governments.</li> </ul>

The Commander Operations is responsible for community policing in the ACT, as well as planning for ACT involvement in the Sydney 2000 Olympic Games and events which will take place in the ACT during 2001. The coordination of investigations which require a regional focus, such as major drug and fraud offences or sensitive special references, are also the responsibility of Commander Operations.

The Commander Operations Support manages the support functions necessary to maintain effective operational teams, including the regional operations coordination centre, planning for major events (excluding the Olympics and Year 2001 events), police communications, specialist teams and a range of community liaison activities.

The Commander Corporate Services is responsible for administering corporate support to

operational areas, which encompasses the management of corporate resources, media and public information, professional development, policy on drug and alcohol issues, corporate research and policy services.

The joint ACT and Commonwealth Government review of ACT policing services began in January 1998 and continued throughout the reporting period. The first stage of the review was completed and will form the basis of discussion, through a steering committee, aimed at developing a revised policing arrangement.

The AFP received confirmation that it was meeting its obligations to the ACT community favourably during the reporting period. A report released by the Steering Committee into the Provision of Government Services in February 1999 found that in the ACT:

- there was the second lowest number of reported victims of recorded crimes across all jurisdictions in the categories of ‘crimes against property’ and ‘crimes against persons’
- there was a strong public perception of being ‘satisfied’ or ‘very satisfied’ with police services
- there was an increasing proportion of respondents who ‘agreed’ and ‘strongly agreed’ that police treat people fairly and equally
- there was the highest perception of public safety within the community
- there was one of the lowest rates of victims of crime.

Victim-based data compiled by the Australian Bureau of Statistics in *Recorded Crime Statistics Australia 1998* illustrated that the ACT remains one of the safest places in Australia, with victimisation rates well below the national average for 12 of the 14 categories. Crimes such as murder, manslaughter, assault and sexual assault have declined across all categories, with victimisation rates still only a fraction of those recorded in other parts of Australia.

Part Two of the Coronial Report into the shooting of Warren I’Anson by an ACT Region officer in 1995 was handed down by the Chief Coroner on 28 February 1999. In delivering his final report, the Coroner made several recommendations aimed at improving ‘best practice’ for all agencies involved in dealing with such situations in the future.

The AFP had already taken steps towards addressing many of the recommendations made by the Coroner. In particular, the AFP has implemented safety principles training, designed to better equip police for people in situations of acute mental distress. Sadly, such situations have achieved increasing prominence in this and other Australian communities. Recommendations in relation to the use of capsicum spray have also been progressed, with training in the use of the spray due to commence early in the next reporting period.

Several high profile cases were investigated during 1998–99, including the murder of Saudi Arabian diplomat Abdullah Al Ghamdi and the Fyshwick Mail Centre letter bomb campaign.

Planning for ACT involvement in the Sydney 2000 Olympic Games continued to gather momentum during the year, with a visit to the 1998 Commonwealth Games in Kuala Lumpur, Malaysia, providing valuable assistance to the planning team.

A staffing strategy was developed and implemented during the year to help manage the commitment to the agreed staffing level, as specified in the current policing arrangement. Coordinated intakes of new agents and personnel with work experience in other law enforcement agencies ensured that the average staffing level was above the agreed number of 694 personnel throughout the reporting period. As at 30 June 1999, the total staffing figure for the ACT was 731, which included ten members from the security intelligence and diplomatic liaison area and four from ACT training.

## **Community services**

The AFP is committed to providing members of the ACT community with an effective and professional policing service. With this focus in mind, the AFP has developed and implemented a number of initiatives designed to enhance the quality of services provided to the community and to foster a sense of partnership between police and members of the public.

## **Crime Stoppers**

Success of the Crime Stoppers program relies on support from the police, the media, and members of the public. This cooperative effort sees police working with the media to encourage members of the community to help solve crimes by providing information relating to criminal activity. An integral factor in the success of the program is that callers are assured they can remain anonymous. Crime Stoppers provides a 24-hour telephone hotline, staffed by a team of specially trained police officers. Information collected by Crime Stoppers is analysed and enhanced by police intelligence officers before being referred to the appropriate operational team for investigation. In the event that the information leads to an arrest, a reward of up to \$1000 is available, although the majority of callers do not request a reward.

During 1998–99:

- Crime Stoppers received 1647 calls
- 111 people were arrested or summonsed as a result of information received
- 316 charges were laid
- drugs with a street value of \$2,637,590 were seized (\$2,414,103 in the ACT, \$223,487 in NSW)
- \$50,000 in cash was seized under proceeds of crime recovery action
- \$111,650 worth of property was recovered
- rewards totalling \$2400 were paid out.

## **Community help desk**

On 1 July 1998, a trial of the community help desk program was initiated in the ACT Region. The help desk was intended to function as the initial contact point for the public to report low-level, non-violent crime to police. During the trial period, the help desk was able to provide assistance to 3166 callers, contributing towards a reduction in the workload at the front counter areas of local police stations. This has had a positive impact on the level of service delivery provided at the police stations by allowing members to concentrate on other community policing activities. The function of the police communications centre, including the community help desk, is currently undergoing further review.

## **Diversionsary conferencing**

The diversionsary conferencing program has been operating in the ACT since January 1994 and functions as a method for diverting offenders away from the court process. The program is the only police-run restorative justice program of its type in Australia and allows offenders to make some form of restitution to victims without attracting the stigma of a formal court sanction. Diversionsary conferences are conducted by experienced police facilitators and allow victims, offenders and their family groups to participate in the process of seeking reparation, helping to increase both victim and offender satisfaction with the criminal justice system.

Following the formation of the diversionsary conferencing advisory committee in December 1997, a number of meetings were conducted during the reporting period. This committee comprises representatives of government and private enterprise as well as the wider community and meets with the aim of examining a number of issues relating to the concept and practice of diversionsary conferencing in the ACT. Recommendations from this committee were formulated and forwarded to the ACT Government for consideration.

## **Major events and traffic support**

Major events and traffic support coordinates planning of events which impact significantly on the resources of the ACT Region including community events, demonstrations and VIP visits to Canberra. Events planned for by the team during 1998–99 included visits to Canberra by the Prime Minister of the Socialist Republic of Vietnam, the Prime Minister of Singapore, the President of Hungary and the Crown Prince of Thailand. Fourteen major demonstrations were also conducted in Canberra during the reporting period.

## **Police in schools**

In previous years, the ACT Region has been operating liaison officer programs in a number of ACT schools as a way of improving relations between young people and police. To maximise the effectiveness of these programs, the ACT Region has recently entered into a partnership arrangement with the ACT Department of Education. In addition to existing liaison arrangements, an evaluation program has been established at four local high schools. The pilot program is intended to foster and encourage positive attitudes between the students and police and will see a police officer attend the school one day per week for six months. At the conclusion of Term Four 1999, the AFP and ACT Department of Education will evaluate the

program according to its suitability for implementation in additional schools.

### **Police and youth**

A pilot program run by ACT Region was awarded a certificate of appreciation by the National Association for Prevention of Child Abuse and Neglect during 1998–99. The program involves developing a curriculum for students with special needs and is targeted at students who exhibit extreme violent or anti-social behaviour against teachers or other students. The AFP also participated in a legal studies module with ACT Youth Justice Services during the reporting period.

### **Neighbourhood Watch**

During the reporting period, the ACT Region continued with the revitalisation strategy (initiated during 1997–98) for the Neighbourhood Watch Program. The ACT successfully trialed an initiative to amalgamate the monthly meetings of several Neighbourhood Watch areas. It is hoped this strategy can be expanded to include more Neighbourhood Watch meetings in the future. Neighbourhood Watch is now located directly within the AFP's community liaison function, placing coordination of all community focused programs within a single area of responsibility. During 1998–99, the Neighbourhood Watch Association, in consultation with the AFP, produced a crime prevention document that was distributed to households throughout Canberra.

### **Safety House**

The Safety House program was first introduced into the ACT in 1993 with the aim of providing a safe environment for children and the elderly, particularly when they feel at risk or become lost. The program recently observed its 20th anniversary Australia-wide on 'Yellow Day'.

### **Police and Citizens Youth Club**

The Canberra Police and Citizens Youth Club continues to operate in the ACT to provide young people with the opportunity to become involved in social and sporting activities. A new initiative developed by the club during the reporting period is the 'Adventure Out' program, which includes a range of activities such as camps, outdoor pursuits and leadership training. This program is now coordinated in conjunction with Project Saul, which targets young people who come to the notice of police and who are considered at risk of committing criminal offences.

### **Community Liaison Advisory Safety Project**

The Community Liaison Advisory Safety Project performs safety audits and provides safety advice to members of the aged community and comprises members of the AFP, ACT Fire Brigade, ACT Ambulance and Council on the Ageing. Following the success of a recent presentation to older people from an ethnic community group, arrangements were formulated for further presentations to groups of people from diverse cultural and linguistic backgrounds.

## **Royal Commission into Aboriginal Deaths in Custody**

The AFP maintains a number of initiatives designed to improve and enhance relations with the Indigenous community in the ACT. The AFP is committed to, and actively encourages, Indigenous involvement in providing solutions to policing issues affecting Aboriginal people and has largely implemented the recommendations of the Royal Commission.

Following the trial of the Aboriginal community liaison officer program conducted during 1997–98, the first permanent liaison officer was appointed to the AFP in August 1998. Since that time, the liaison officer has developed a sound working relationship with police and other staff members. He has made steady progress in the development and improvement of relationships between Aboriginal and Torres Strait Islander people and police and much of his time is spent working on youth issues, both within the justice system and at schools and youth centres.

The AFP has maintained an Aboriginal interview friends roster system since 1991. This program involves coordinating a roster of Aboriginal and Torres Strait Islander members of the community who are able to attend interviews and the Watchhouse whenever an Indigenous person is detained in custody and when a relative or friend is not available to attend.

## **Investigations**

In early 1999, regional teams coordination was created as part of a new approach to regional investigations, replacing the former regional investigations team. This initiated a move away from static investigation teams to the formation of case specific teams appointed by the regional management team.

Regional teams coordination is responsible for the investigation of long-term, major and complex criminal offences and utilises appointed regional teams. This includes investigations into such matters as drug or fraud offences which require a multi-skilled team approach. Investigations of a less complex nature are still investigated at the patrol level by criminal investigations teams.

The sexual assault and child abuse team, surveillance team, police technical team, fraud targeting team and criminal assets investigation team (providing proceeds of crime recovery capability and investigation of AUSTRAC-related matters) are all coordinated through regional teams coordination.

## **Letter bomb campaign**

*Operation Caspian* was formed as the result of an alleged letter bombing incident at the Fyshwick Mail Exchange in early December 1998. In the course of this incident, one device exploded at the mail exchange and a total of 27 unexploded packages were recovered by police. Twenty-one unexploded packages were located in the mail exchange in Canberra, four were recovered in New South Wales, one in Victoria and one in Queensland. The parcels were all addressed to persons associated with the ATO Child Support Agency and the Human Rights and Equal Opportunities Commission. A person was subsequently arrested and charged in relation to the incident.

During the investigation, the AFP responded to a number of incidents in the Canberra region, utilising a range of resources including explosive detector dogs, bomb search officers and bomb technicians. One very positive outcome of the operation was the close liaison which was maintained between the AFP, external agencies and other police jurisdictions.

## **Homicide**

Two major homicide investigations were undertaken during the year by members of the ACT Region, with five alleged offenders currently facing court proceedings.

On Tuesday, 13 October 1998, the body of Abdullah Al Ghamdi, a Saudi Arabian diplomat, was found at an apartment block in Kingston. Mr Al Ghamdi had died as a result of multiple stab wounds and had also been shot with a slug gun. Following a major investigation by the *Operation Cablet* team, which spanned a period of seven months, three men and one woman were arrested in May 1999 in Sydney and charged in relation to the murder. All alleged offenders are currently awaiting court proceedings.

In April 1999, an investigation commenced into the murder of Thien Thanh Phan in Braddon, ACT. With the assistance of AFP Eastern Region and NSW Police, the City Crime Team arrested and extradited a man from NSW. The 22-year-old Sydney man was charged in the ACT with murder, attempted murder and intentional wounding. The man is currently awaiting committal proceedings in the Canberra Magistrates Court.

## **Illicit drugs**

A number of targeted teams have been established at a patrol level to address drug-related matters in the ACT Region. At a regional level, major investigations conducted during the reporting period included:

- *Operation Ferrari*, which culminated in the arrest of a man on charges relating to supplying heroin in the City, Woden and Kingston areas. He has since been sentenced to five years imprisonment with a non-parole period of two years and six months.
- *Operation Sandbar*, which resulted in the arrest of four males, including one juvenile, in March 1999 for conspiracy to supply heroin in the City and Belconnen districts. All alleged offenders have been committed to stand trial. A motor vehicle valued at approximately \$30,000 was seized under the proceeds of crime legislation in relation to this matter.
- Investigations conducted by the *Operation Coolant* team into the supply of heroin in the City and Kingston areas which resulted in the arrest of a man in September 1998 found in possession of heroin. He has been charged in relation to supplying heroin and the matter is currently before the court.
- Investigations in relation to the possession and supply of amphetamines and

cannabis, which resulted in the arrest of four men in March 1999. All alleged offenders are due to face court for hearings in August 1999.

Although the number of heroin seizures is slightly lower than for 1997–98, the amount of heroin seized has more than doubled this year. This appears to be as a result of the identification of an increased number of heroin suppliers, indicating that the strategy of targeting major rather than minor offenders has been used to good effect in the ACT Region. Similarly, there was a marginal reduction in the number of amphetamines seizures made during 1998–99, with the quantity seized increasing by 35 per cent.

Table 5: Drug seizures in the ACT Region<sup>1</sup>

Type of drug	1997–98 <sup>2</sup>	1998–99 <sup>3</sup>
	No. of seizures	No. of seizures
	Weight (grams)	Weight (grams)
Amphetamines	52	40
Cannabis	591	427
Cannabis resin	3	0
Cocaine <sup>5</sup>	3	1
Heroin	130	120
LSD <sup>5</sup>	5	5
Other <sup>6</sup>	28	43
<b>TOTAL</b>	<b>812</b>	<b>636</b>

1. The figures include seizures awaiting analysis to confirm both weights and presence of the illegal substance. Recorded weights and drug types may vary from those previously reported.

2. Source: DORS database as at 30 June 1998.

3. Source: ACT Region Drug Registrar.

4. Net weight 'confirmed' has been used where available, otherwise net weight 'estimated' has been used, and weights have been rounded to one decimal point. The weight value indicated may also include packaging.

5. The weight of the seizures recovered in these categories in 1998–99 is not available as they were trace amounts only.

6. 'Other' includes steroids, ecstasy, prescription drugs, traces and non-drugs. This is an estimated weight which includes packaging, containers and substances.

There were 17 drug-related deaths in the ACT during 1998–99, compared with 18 in the previous financial year. Of this number, 14 involved heroin compared with ten in 1997–98. Reports generated by the ACT Government Analytical Laboratories relating to the purity of heroin seized in the ACT indicate that the average heroin purity has risen from 50 to 60 per cent in 1997–98 to 70 to 75 per cent in 1998–99, which may have been a contributing factor in the increased number of heroin-related deaths. The highest recorded purity level was 89.9 per cent, obtained from a heroin seizure in May 1999.

## Fraud

The fraud targeting team is responsible for the investigation of major fraud offences. District patrols also undertake investigations into fraudulent activities of a less serious or complex

nature. As a result of major investigations into acts of fraud committed in the ACT during the 1998–99 financial period:

- Five people were summonsed in relation to fraudulent loan applications by 31 people totalling \$780,000. Two offenders pleaded guilty and the remaining three people are currently before the court.
- Five people were arrested and charged as a result of investigations conducted by *Operation Glebe* into the activities of a major organised motor vehicle theft and re-birthing operation involving 42 vehicles, valued at approximately \$1.2 million. One person has since pleaded guilty and has been sentenced to a two-year good behaviour bond. Charges were dismissed against two others, another is facing court in relation to associated drug charges and one person is yet to face charges in the ACT Supreme Court.

### **Armed robbery**

A regional armed robbery team was established in February 1998, tasked with investigating a number of armed robberies of financial institutions which had occurred in the ACT between August 1995 and February 1998. During the course of the investigation, the team also undertook investigations into an armed robbery which occurred in July 1998. As a result of close liaison with NSW Police from the Bankstown Local Area Command and Crime Agencies, ACT Region helped identify a significant group of offenders alleged to be responsible for armed robbery and firearm offences in both jurisdictions, including bank robberies under investigation by the regional armed robbery team.

A joint operation involving AFP and NSW Police took place in February 1999 in Sydney, resulting in the arrest of a 26-year-old man. This man has been charged in NSW with offences relating to armed robbery, use of firearms, illegal use of motor vehicles and attempted murder. A 48-year-old man was also arrested in February 1999 and charged in NSW with matters relating to armed robbery and illegal use of motor vehicles. Both men are facing charges in NSW relating to conspiracy to commit armed robbery in the ACT. Warrants for the arrest of both men have been sworn in the ACT. A third person remains at large and is currently sought by both NSW Police and the AFP.

### **Road safety and traffic enforcement**

In order to provide improved service delivery and further progress the AFP's teams model, traffic enforcement was enhanced through the creation of two regional traffic teams in March 1999. One team is based at Tuggeranong Station and is responsible for traffic enforcement in both Tuggeranong and Woden patrol zones, while the other team is based at City Station and covers the City and Belconnen patrol zones.

There were fewer accidents resulting in injuries this year (a reduction of 7 per cent on 1997–98 statistics), but two more fatalities. Although the number of motor vehicle accidents reported during 1998–99 remained fairly consistent with the previous reporting period, the trauma caused by accidents continues to be of concern to police in the ACT, prompting the development of a new road safety plan in March 1999. The plan sets out the approach the AFP

will take regarding traffic law enforcement over the next three years and was developed as part of the AFP's commitment to targeted, intelligence driven and high profile traffic law enforcement in the ACT. One of the goals of the new plan is that the number of random breath tests conducted by police in a yearly period will equate to testing half of all Canberra motorists.

During the reporting period, the ACT Government provided the AFP with \$214,000 to replace and upgrade laser, radar, breath testing and AutoCITE enforcement equipment. Research and evaluation will be ongoing to ensure that the ACT Region continues to have access to leading edge traffic law enforcement technology.

An ongoing government initiative which was linked to a number of road safety campaigns undertaken during 1998–99 is the implementation of double demerit points for speeding offences during holiday periods. This strategy is intended to focus public attention on safe driving practices, with the ultimate aim of reducing road trauma during peak travel periods. While speeding is the main focus of this initiative, other traffic offences also attract one additional demerit point during the identified periods.

Table 6: Motor vehicle accidents in the ACT

	1997–98	1998–99
Number of accidents	11,825	11,803
Number of accidents resulting in injury	610	568
Number of persons injured	796	na
Number of fatalities	21	23

1. This figure was not available at the time of reporting due to commissioning work associated with the AFP's new motor vehicle accident module. The information will be updated on the AFP Internet page ([www.afp.gov.au](http://www.afp.gov.au)) once it becomes available.

<i>Table 7: Traffic infringement notices</i>		
→	1997-98→	1998-99¶
←		
Traffic→	24,202→	24,161←
Parking→	2,364→	1,764←
Traffic cautions (recorded on AutoCITE)→	5,970→	4,118
<i>Table 8: Random breath tests</i>		
→	1997-98→	1998-99¶
←		
Number of screening tests conducted→	142,894→	103,936←
Number of persons dealt with for← exceeding the prescribed concentration← of alcohol→	949→	633
The ACT has one of the lowest police population ratios. Decreases in RBT and traffic enforcement were a result of patrols being directed to other, higher priority duties involving personal safety and property crime. Absences on essential training and other secondments also impacted on operational capacity		

## Commonwealth services

### Norfolk Island

A sergeant and two constables are deployed to Norfolk Island to provide police and ancillary services in accordance with the arrangement between the Commonwealth and the Norfolk Island Administration. In addition, five locally employed special members assist with community policing functions. Norfolk Island Administration Custodial Services utilise the cells at Norfolk Island police station for periodic detention and employ detention centre officers for this purpose. Use of the police station facilities for custodial purposes is carried out in cooperation and consultation with the principal police officer.

Police on Norfolk Island were involved in the investigation of a range of offences including sexual assaults, burglary, domestic violence and drug offences during the 1998-99 financial period. Police also assisted the Norfolk Island Government with the escort of medical patients to mainland Australia and, in one instance, to Japan. A laser speed detection device has been used on the Island as part of a road safety public awareness campaign with encouraging results. Discussions are continuing with the Norfolk Island Administration regarding legislative support for the permanent introduction of the device, along with other road safety initiatives such as random breath testing and the taking of blood samples (by health authorities) after motor vehicle accidents.

During the reporting period, the AFP also liaised with the Norfolk Island Government regarding the provision of emergency services, the application of national standard firearms legislation on the Island, liquor licensing, vehicle registration and third party insurance.

### Christmas Island

A superintendent, two sergeants and seven constables were deployed to Christmas Island during the reporting period. In addition, seven locally employed special members assist with immigration, customs and policing duties on a casual basis. During the year a review of staffing and operational procedures resulted in a reduction of numbers. This will be achieved through non-replacement of some members on completion of their posting. Future staffing will comprise a sergeant supported by six constables.

An Indonesian fishing vessel arrived at the Island in February 1999 with 16 illegal entrants on board. The master of the vessel was charged with offences under the *Crimes at Sea Act 1979* (Cwlth), convicted and jailed. The passengers were processed on the Island and transferred to the Port Hedland detention centre with the assistance of DIMA.

Administrative and legal delays affecting removal of prisoners from the Island to mainland custodial facilities continued to cause considerable workload for police on Christmas Island, detracting from community policing responsibilities. With the assistance of the Commonwealth Department of Transport and Regional Services and the West Australian Corrective Services Department the matter of the immediate removal of prisoners from the Island (on remand or after sentencing) has now been resolved.

Police on Christmas Island were involved in a wide range of community policing activities including road and bicycle safety lessons at the local school and tours of the police station by students. Random breath testing campaigns have also been conducted on a regular basis with the aim of helping to make the Island's roads safer. A training course in police and regulatory procedures was conducted for the special constables on Christmas Island, with the special constables from Cocos (Keeling) Islands also attending.

### **Cocos (Keeling) Islands**

At the commencement of the reporting period, one sergeant and two full-time special constables (employed from within the local Cocos community) provided both national and community policing functions and customs and immigration services on the Islands. During the year one of the special constables resigned, prompting a review of staffing and operational procedures which resulted in an Australia-based police constable being posted to the Islands. In addition, procedures are under way for the recruitment of two part-time special constables.

During the reporting period, staff conducted a road safety campaign on Home and West Islands and were involved with investigating offences relating to drugs, theft, fraud, assaults, trademark, copyright and wildlife protection. The AFP liaised with the Department of Transport and Regional Services over the provision of police and regulatory services on the Cocos (Keeling) Islands. Both special constables attended a training course in police and regulatory procedures conducted by police and Immigration and Customs officers on Christmas Island.

The sergeant also acts as the Emergency Services controller on the Islands and was responsible for coordinating an airport emergency exercise during the year. One of the special constables also participated in a course on exercise management, conducted by Emergency Management Australia.

## **Jervis Bay Territory**

A police sergeant and four constables were deployed to provide community policing services within Jervis Bay Territory during the year. During the period under review, the officers investigated numerous offences (the most prevalent being theft, damage to property and assault) and continued a road safety campaign concentrating on excessive speed and drink driving. This produced excellent results with an injury-free year on the roads.

There were a number of marine and land search and rescue incidents requiring police response during 1998–99. An AFP review of police marine rescue services at Jervis Bay Territory determined the need to divest the marine rescue role of the AFP within the Jervis Bay Territory through consultation with the NSW Police, Shoalhaven district rescue committees and other interested organisations. A process of consultation has begun with the view to settling revised arrangements ensuring proper transition and preservation of safety in the region within the next twelve months. Police continue to address matters of specific interest to the Wreck Bay Aboriginal Community and issues associated with the Royal Commission into Aboriginal Deaths in Custody, through the auspices of the Jervis Bay Territory Aboriginal Justice Advisory Committee.

[\[Contents\]](#)

*Annual Report 1998–99*

## **Program 4**

### **Training, technology, administration and communications support for operations**

This chapter reports on elements of Program 4, which incorporates strategic analysis and planning; personnel management; training and development; information management, IT and other support services; the provision of scientific and technological resources to support investigations and operations; and the management of financial resources and assets.

The objectives and strategies for Program 4 are detailed in Tables 9a and 9b. All are directed to providing the most effective support to the goals of Programs 1, 2 and 3.

Administrative details of the AFP's staffing levels, workforce composition and geographical distribution can be found at [Appendix 9](#). Information relating to corporate governance and people management is included in the corporate overview section of this report.

In 1999–2000 the police integrity aspects of Program 4 will be reported on under Outcome 5, *Community confidence in the honesty, effectiveness and accountability of the AFP increases*. The costs of the remainder will be attributed across the outcomes to which they contribute and reported on under *Enabling services*.

The principal focus of Program 4 throughout the reporting period has been on the maintenance of support services in the areas outlined above, while at the same time managing implementation throughout the organisation of the Government's decision of July 1998 to upgrade AFP staffing and resources as a result of the Ayers review. In addition, a number of other initiatives have been pursued, arising from the Government's public sector-wide financial and administrative reforms (including the introduction of an outcomes framework and accrual-based budgeting) and the AFP's own reform program referred to in the corporate overview section of this report.

Matters of particular interest are referred to below. Given the program's diversity, individual components are listed alphabetically for ease of reading.

*Table 9a and 9b: Objectives and strategies for Program 4.*

<b>Objectives</b>	<b>Strategies</b>
<p>Develop people who are flexible, innovative and professional.</p>	<ul style="list-style-type: none"> <li>• Continue to implement a flexible, empowered team approach to work.</li> <li>• Promote an expert generalist approach in which staff are multi-skilled, adaptable and competent.</li> <li>• Ensure the workforce is better trained and educated in the complexities of social issues, is better able to make judgments and has the knowledge and capabilities needed for the provision of quality service.</li> <li>• Adopt a problem-centred approach to learning that encourages the search for solutions to real-world problems and challenges thinking in both a practical and conceptual sense.</li> <li>• Ensure a productive, healthy, safe and pleasant working environment.</li> <li>• Introduce a remuneration structure that is fair and rewards people on the basis of their contribution to law enforcement.</li> <li>• Establish training programs in the areas of team skills, conflict resolution skills, client service and quality awareness.</li> </ul>
<p>Maintain the highest standards of integrity and ethical conduct.</p>	<ul style="list-style-type: none"> <li>• Ensure the organisation's values of integrity and ethical conduct are embraced in all AFP training programs, practices and procedures.</li> <li>• Maintain an effective regime of monitoring integrity and ethical conduct by the AFP.</li> </ul>

<p>Achieve high standards in corporate responsiveness, coordination and advice.</p>	<ul style="list-style-type: none"> <li>• Deliver and monitor organisation-wide standards, policies and practices for the collection, management and dissemination of information which optimise the AFP's operational effectiveness and decision-making and reporting capabilities.</li> <li>• Deliver relevant, reliable and timely advice on policy and management in relation to: inter-jurisdictional, inter-governmental and Commonwealth law enforcement arrangements.</li> <li>• Maintain and enhance the effectiveness of the AFP's liaison, responsiveness and contribution to parliamentary activities; the machinery of government; other agencies; and ministers.</li> <li>• Develop and monitor standards, policies and practices which deliver quality, timely, comprehensive and relevant advice to AFP stakeholders and clients (both internal and external).</li> <li>• Identify and monitor the factors that impact on future organisational directions, evaluate the success of current arrangements and develop plans for the future.</li> </ul>
<p>Maintain and enhance records, transport and assets management systems and practices.</p>	<ul style="list-style-type: none"> <li>• Within budgetary constraints, ensure that the AFP's accommodation holdings meet with operational requirements.</li> <li>• Ensure that the AFP's facilities, asset and transport management services are provided at a high professional standard.</li> <li>• Ensure complete integrity in complying with Government's facilities management reporting requirements.</li> <li>• Promote the practical and appropriate sharing of facilities and corporate support functions between the AFP and NCA.</li> <li>• Establish a culture that values quality</li> </ul>

<p>Maintain and enhance financial resources management capabilities consistent with the highest standards of accountability, probity and risk management.</p>	<p>information management.</p> <ul style="list-style-type: none"><li>• Develop and monitor accounting and budgetary policies, practices and procedures which comply with Commonwealth policies and legislation and incorporate the highest standards of probity, accountability and risk management.</li><li>• Maintain and enhance budgetary and financial information systems which meet the AFP's planning, coordination, decision-making and reporting needs, and comply with relevant legislative requirements.</li><li>• Maintain a capability to address specific emergent financial issues which impact on the AFP's resource management capabilities.</li><li>• Implement frameworks and arrangements which allow the AFP to comply with statutory reporting requirements and contribute to effective resource decision-making, analysis of performance and continuous improvement.</li><li>• Provide timely and accurate corporate financial analysis and advice to internal and external stakeholders and clients.</li><li>• Maintain and enhance liaison and communication networks with relevant stakeholders.</li><li>• Ensure conformance with government purchasing policies, practices and procedures.</li><li>• Ensure that monies and accounts received by the AFP are accurate and processed in accordance with government requirements.</li><li>• Optimise resource outcomes for the AFP.</li></ul>
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Pursue best practice in the identification, utilisation, integration and deployment of the AFP's scientific and technological equipment, systems and techniques.

- Maintain state-of-the-art scientific, technical and forensic capabilities that meet operational needs and seek innovative means for furthering research and development in these areas.

- Develop, implement and maintain information technology systems, applications and tools that meet corporate and operational requirements.

- Provide support infrastructure, technologies and arrangements that permit secure, efficient and effective communications throughout the organisation and with the AFP's national and international partners and clients.

## **Advertising and market research**

The AFP spent \$99,480 on advertising in 1998–99. This figure included advertising related to new agent recruitment and other vacancies. No market research was undertaken during the reporting period.

## **Commercial support program**

Consistent with the AFP reform program endorsed by Government, the AFP commenced a competitive tendering and contracting project in October 1998, known as the commercial support program.

The program is a structured review of some 40 separate functions involving the tasks performed by approximately 340 personnel. The process includes analysis and benchmarking of functions and market testing to determine those which might more effectively be provided by the market.

At the time of reporting, just over half of the relevant functions had been reviewed. The process is expected to be completed during the 1999–2000 financial year. Personnel displaced by the program will first be considered for redeployment to operational and operational support functions.

## **Consultancy services**

The engagement of consultants in the AFP is governed by the Commissioner's financial instructions, which require that:

- publicly available opportunities to do business with the AFP are published in

the *Commonwealth (Purchasing and Disposals) Gazette*, except for those instances where the commercial benefit being offered is so small as to not warrant the time and procedures involved

- evaluation procedures, selection decisions and all other rationale supporting decisions to engage consultants must be documented for review
- a register of consultants contracted by specific areas be maintained.

Each consultancy task is defined in a specification or brief, and bid comparisons are assessed against identical, pre-determined evaluation criteria outlined to consultants at the time bids are sought. [Appendix 10](#) details the total number of consultants under engagement during 1998–99 as well as the total amount paid to consultants during the year.

## **Electronic research development and operations support**

The AFP's electronic research development and operations support area provides an enabling capacity to AFP operations by providing close operations support in the lawful gathering of evidence via electronic or technical means.

The teams making up the area include the police technical teams, computer crime teams, and systems engineering teams. The latter half of financial year 1998–99 saw the commencement of a three-year re-equipment program totalling \$11.5 million, which is addressing the AFP's covert technical surveillance, computer crime and national mobile radio communications needs, \$4.7 million of which was expended by the end of the reporting period.

In addition to these funds, \$1.1 million has been allocated over three years to enhance the professional skills of these AFP personnel.

### **Computer crime team**

The computer crime team is an AFP national resource that provides quality support to AFP and external agency investigations into crimes involving computers, computer media, or electronic storage devices.

Team members are located in Sydney, Melbourne and Perth, with recruiting action in train at the end of the reporting period to extend the team to Canberra and Brisbane. The team is supported by the electronic forensic support team, which is based in Canberra.

The AFP maintains a close working relationship with computer crime staff in other international, national and state law enforcement related agencies. During the reporting period the AFP provided computer forensic support to Commonwealth agencies, including AFMA, Customs, the Australian Securities Investment Commission, ATO, Austrade, DIMA, DoFA, the Health Insurance Commission, the NCA, and the Therapeutic Goods Administration.

### **Police technical team**

The police technical team provides high quality support to AFP operations. Additional funding received this year will result in an increased capacity to gather admissible evidence by covert means.

### **Systems engineering**

Development work to address emerging technological changes in the telecommunications environment continues to bear fruit. New technical development facilities have been established, staff training has been increased to levels appropriate for development environments and several innovative projects are underway.

### **Technical support**

Technical support personnel provide for the AFP's mobile radio communications and audio-visual needs. The national mobile radio communications upgrade will replace analogue radio communications systems, some of which have been in use for 20 years, with a digitally encrypted radio communications system. This will provide for greater voice security and privacy for both AFP operations and members of the public. During 1998–99, \$2.4 million was expended on the upgrade, with an additional \$2.4 million allocated to finalise the program in 1999–2000.

A national program to replace ageing equipment for taping records of interview has commenced, with \$0.6 million committed for 1998–99. The new equipment will ensure that the AFP meets its legislative obligations to tape record interviews with suspects.

### **Employee assistance and psychological services**

During 1998–99 the employee assistance and psychological services area provided support to the management of serious crime course, advanced surveillance, new agent and confidante training programs, and the professional reporting program. Preparation and support was also provided for liaison officers and members and their families travelling to overseas missions, such as Bougainville, Cyprus and East Timor.

Traumatic incident debriefings were provided in 15 instances during the reporting period. This service is being requested more frequently due to employees recognising the potential and value of such interventions post-operationally.

The high level of recruitment and the need to provide psychological assessments on all applicants impacted heavily during the year, and an office is now staffed at the AFP College one day per week to make the service more readily accessible.

The AFP's national employee assistance service was well utilised nationally, at around 11 per cent average usage across the organisation. The issues that were referred include: family/relationship, coping with organisational change, career path planning, trauma exposure, workplace stress, conflict and issues resulting from internal investigation matters.

This service is supplemented by the regional welfare officer network. Welfare officers in the

regions are the first point of contact for personal or professional welfare matters, and also administer the regional psychological testing for recruitment and specialist teams and provide briefings to the families of members on overseas missions.

Father Peter Guy joined the AFP as a Chaplain during the year to provide more options for people who are seeking support.

## **Industrial relations**

Attachment 7 of the 1995 certified agreement was signed off in July 1998, and allowed for a 4 per cent pay increase in light of significant workplace reform, particularly in the areas of performance standards and assessment of work value. It also laid the groundwork for the introduction of a career structure and a remuneration and reward system under which AFP employees may progress up the salary scale on the basis of individual competence, rather than rank. This is a major change for an organisation whose classification system was previously driven by rank and seniority.

A board of reference was established, chaired by an industrial relations commissioner, to oversee and provide guidance on implementation of the AFP's human resource reforms.

During 1998–99, 16 major protocols determining principles and procedures for key areas of the reform program were presented and signed off by the board of reference. Specific trials were conducted of composite allowances in a number of regions to better inform the organisation on how it could most efficiently and effectively re-package its current complex remuneration system.

## **Integrity program**

During the year a review was undertaken of the process by which the Commissioner may terminate fixed-term contracts under section 26E of the *Australian Federal Police Act 1979*. The purpose of the review was to assess the s26E practices and procedures with a view to establishing a timely, transparent, accountable and equitable process for the early termination of appointments.

One of the recommendations made by the review was that the AFP establish an integrity program coordination centre (IPCC) charged with, among other things, responsibility for efficient and effective coordination of integrity program activities.

The IPCC commenced operations in March 1999. It embraces the whole of the employment standards area, bringing together the administrative areas of internal investigation (II) and internal security and audit (ISA), and incorporates a profiling and tactical intelligence cell.

Profiling is a new proactive function responsible for the development of initiatives associated with the identification and investigation of 'members at risk', who have generally come to notice as a result of multiple complaints. Members identified as being at risk will have their performance assessed and, in consultation with relevant managers, have corrective strategies applied incorporating ongoing integrity assessments and personal development.

## Illicit drug testing program

All applicants and recruits seeking employment with the AFP are drug tested. In addition, the AFP administers a program of random, voluntary testing of all employees and compulsory testing of staff where a reasonable suspicion is held that they may be using illicit drugs. The AFP's employment policy and guidelines on the use of illicit drugs provide for rehabilitation under limited circumstances, with such rehabilitation being assessed on a case-by-case basis. AFP staff who come to notice during the workplace voluntary drug testing program will have their suitability for continued employment with the AFP re-assessed.

Table 10: Illicit drug testing program

	1996-97	1997-98	1998-99
Voluntary targeted tests	66	192	160
Applicant tests (sworn positions)	nil	72	287
Applicant tests (unsworn positions)	30	91	199
Reasonable suspicion tests	5	9	4

## Internal audit and fraud control

The internal audit area of the AFP helps to maintain the agency's corporate integrity by undertaking independent reviews and evaluations of AFP functions and activities, and receives executive oversight in the form of the security and audit team. Subjects of audits have included the use of force, overseas liaison offices and armoury stock control and, in particular, regular audits of drug registries.

During 1998-99, the AFP:

- conducted discrete, internal audit projects according to a tactical audit plan
- conducted a risk assessment which led to the development of the *1999-2001 AFP Fraud Control and Anti-Corruption Plan*
- ensured regular follow up of the actions agreed under the *1997-1999 AFP Fraud Control Plan*.

Other significant outcomes achieved during the reporting period included:

- improvements in the accounting and reconciliation of payments in the nature of salary under workers compensation arrangements
- improvements in the accounting and reconciliation of payments which are

made under sensitive operational circumstances

- organisational commitment to the widespread attainment by AFP members of defensive skills to a standard which ensures the proper application of the ‘use of force’ continuum
- explicit line management commitment to the observance of AFP national guidelines relating to property holdings, including seized drugs and other exhibits
- organisational commitment to the enhancement of the PROMIS property module to better support a common property management system
- organisational commitment to fraud control and anti-corruption action plans.

An extensive audit of the security arrangements applying to the AFP’s major information technology environment, AFPNET, is nearing completion.

## **Learning and development**

During 1998–99, the AFP continued to utilise technological advances to improve its capability to deliver development needs, with the change to alternative delivery methodologies, including computer based distance learning packages, well under way and expected to be adopted in the new financial year.

During the reporting period, the AFP College successfully underwent an audit process to have its Registered Training Organisation status confirmed, and is now authorised to deliver the following accredited programs:

- Diploma of Policing — delivered to new agents and lateral entrants to the AFP
- Associate Diploma in Investigations
- Advanced Certificate in Investigations
- Certificate IV in Fraud control (Investigations) — outsourced to Edith Cowan University during the reporting period
- Certificate in Investigation (Government Agencies)
- Certificate III in Workplace Training — Workplace Trainer category one
- Certificate IV in Workplace Training — Workplace Trainer category two.

Implementation of a faculty-based, university-style education system at the College is well

advanced and should be operational by the beginning of 1999–2000. The AFP also worked with the Australasian Police Education Standards Council, the Public Safety Industry Training Advisory Body and other police jurisdictions in Australia and New Zealand to agree an Australasian Policing Qualifications Framework which identifies learning pathways for a range of policing functions. This will obviate the need for time-consuming and costly curriculum accreditation processes.

The qualifications framework comprises:

- Diploma in Public Safety (Police Search and Rescue)
- Advanced Diploma of Public Safety (Police Investigations)
- Advanced Diploma of Public Safety (Police Intelligence)
- Diploma of Public Safety (Police Witness Protection)
- Diploma of Public Safety (Police Personal Protection)
- Diploma of Public Safety (Police Bomb Technician)
- Diploma of Public Safety (Police Electronic Surveillance)
- Diploma of Public Safety (Police Negotiations)
- Diploma of Public Safety (Police Surveillance)
- Advanced Diploma of Public Safety (Police Computer Crime Investigations)

During the term of this report, a total of 251 new agents enrolled in the Diploma of Policing, either as part of the New Agent Placement Program for lateral entrants or the New Agent Qualifying Program for initial training. It is expected that approximately 200 new agents will undertake the latter course each year to offset attrition.

In January 1999, responsibility for regional learning and development was transferred to the College, however regional staff will continue to play a major role in the delivery of future Diploma of Policing programs.

In addition to the externally-accredited programs, specialised internal learning and development programs were delivered to 2383 participants.

Pre-embarkation training was delivered to 76 members of the UN peacekeeping force destined for Cyprus, and investigative skills training was delivered to 277 participants from 15 agencies. Members of several overseas law enforcement agencies also benefited from AFP training during the reporting period.

The AFP continued the ongoing process of upskilling its teaching staff during 1998–99 by sponsoring workplace training programs in partnership with the Canberra Institute of Technology. During the period, all newly appointed staff as well as a number of regional trainers undertook trainer training.

## **Management information systems**

### **Management reporting**

During the year the AFP have made significant progress on three fronts:

- A performance reporting model based on a three-tier model of regional, outcome and corporate evaluation has been developed and trialed using the data from the executive information system.
- Systems and procedures have been put in place and training completed to record time and hence salary costs within the operation–output–outcome model so that accurate attribution can be done at any level. These systems are in production in almost all parts of the AFP and the implementation process will be complete by early August 1999.
- An executive information system has been built to accommodate data from operational and support systems to combine data to give accurate resource information about the AFP's core business.

### **Information technology**

All core business applications for the AFP were Year 2000 compliant by the end of May 1999. The AFP implemented new integrated commercial human resource and finance systems on 1 July 1998. These systems have been linked to PROMIS to allow the combination of operational and resource data. A completely new suite of systems was implemented for the ACT community police on 1 December 1998. This included a tailored version of PROMIS together with a new commercial computer aided dispatch package. The systems were implemented to allow the passing of data between them.

The projected introduction of automatic vehicle location in the next financial year will further improve the efficiency of the dispatch system. This will include the ability to dispatch and guide patrols to incidents by the shortest available route as determined by the system.

By the end of the reporting period, both the NCA and the Northern Territory Police Fire and Emergency services had acquired PROMIS and gone on-line.

The AFP has continued to decrease the cost of its network services. This work means that the AFP now has one of the lowest costs per unit of bandwidth in the Commonwealth.

In May 1999, the AFP established a national IT systems development board, absorbing the roles of four previously separate boards which had coordinated the development of individual

systems and projects. The board will be the sole authority overseeing the ongoing development of national IT systems from a broad policy perspective.

### **Information management**

During 1998–99 the AFP's information management efforts were devoted to emergent priority matters in the areas of policies, guidelines, and practices relating to the intraweb, internet and e-mail and, in particular, heavy involvement in the transfer of information to the intraweb, mark-up of intraweb material and the provision of a training and reference resource for intraweb users.

A review was commissioned to develop an integrated approach to AFP information repositories across the whole life-cycle of physical and electronic records, with the aim of improving all aspects of performance.

### **Human resource information system**

A major achievement for 1998–99 was the implementation of a new human resource and project system. The AFP commenced utilising the system in July 1998 and the agency has established itself as a benchmark in public sector implementation of the new human resource information system.

### **Memoranda of understanding with other agencies**

As a result of a direction from the Minister for Justice and Customs, a number of corporate support areas of the AFP have been involved in a range of discussions with other Commonwealth law enforcement agencies within the Attorney-General's portfolio aimed at achieving greater effectiveness and efficiency through increased cooperation and resource sharing. Significant initiatives undertaken to realise this goal include the commissioning of a study by a consultant to analyse selected capital city office accommodation occupied by Commonwealth law enforcement agencies to identify options to collocate in those cities, improved intelligence sharing and joint operations planning, coordination of joint approaches to the market across a range of procurement activity, and development of protocols for cooperation and information sharing.

### **National transport**

AFP fleet leasing and associated management costs amount to some \$8 million annually. A comprehensive review of all aspects of the fleet was commissioned in 1998 that examined the efficiency and effectiveness of our arrangements and provided strategic advice on alternative arrangements.

Significant initiatives flowing from the review have included closure of the AFP's dedicated workshop in the ACT, consolidation of accommodation and workshop services and tightening of all aspects of fleet performance and usage.

### **Occupational health and safety**

The AFP is bound by the provisions of the *Occupational Health and Safety (Commonwealth Employment) Act 1991* (Cwlth). During the year the AFP reviewed its occupational health and safety (OH&S) policy to bring it in line with the AFP's *Health and Safety Management Program 1998–2001*. The revised policy outlines management's commitment to the health and safety of its employees and assigns responsibility for OH&S to senior management, team leaders and employees.

A review of the AFP's OH&S and rehabilitation/workers compensation functions toward the end of 1998 resulted in the two areas being amalgamated. This amalgamation will allow the AFP to better address its obligations under both the Safety, Rehabilitation and Compensation Act and the OH&S Act.

Since the amalgamation, the AFP's rehabilitation policy and procedures have been reviewed, with new procedures under development at the end of the reporting period. Work is also underway to reconstitute a national OH&S committee, with new terms of reference and membership. The committee will be responsible for endorsing all OH&S and rehabilitation policies and procedures, developed to assist team leaders and employees to meet their statutory obligations.

The AFP is divided into 32 designated work groups, with health and safety representatives elected for each of these groups. During the year, systems were established and maintained that will allow health and safety representatives to be more actively involved in the AFP's health and safety management program.

In 1998–99, a total of 292 incidents were reported under Section 69 of the OH&S Act, which requires the AFP to collect information on dangerous occurrences, injuries and illnesses that arise as a result of the AFP's undertakings. Of those reported, 66 incidents were notifiable to Comcare Australia under Section 68 of the OH&S Act.

The AFP was served with six provisional improvement notices by health and safety representatives in accordance with Section 29 of the OH&S Act. These notices related to training for covert operations, radio communication systems, the use of road spikes and urgent duty driver training. The provisional improvement notices relating to training for covert clearing operators and urgent duty driver training were investigated by Comcare under Section 29(10) of the Act.

The AFP was also served with two improvement notices in accordance with Section 47 of the Act. The first notice required the AFP to provide covert clearance training to police technical team operatives and the second notice required the AFP to conduct a risk assessment of the driver training track at Majura Lane before it was utilised for any high speed driver training by AFP employees. The AFP have complied with the requirements of both of these notices.

Comcare conducted two reactive investigations under Section 41(2) of the Act. These investigations related to an accident at the driver training track and the discovery of incendiary devices at the Canberra Mail Exchange. The AFP also received Comcare's report on the reactive investigation conducted last financial year on an accident at Harcourt Hill. As a result of the investigation, Comcare made five recommendations that the AFP is currently implementing.

These recommendations included the need for the AFP to implement the requirements of the Plant Regulations; to provide training in OH&S to all supervisors and managers to allow them to fulfil their obligations to subordinate staff; to implement a formal hazard identification program; and to ensure that all safety harnesses used by the AFP comply with the relevant requirements of Australian Standard 1891:1.

## **Recruitment and staffing**

New member recruitment is running at the highest level for many years. A rolling campaign is in place to meet the target of 319 recruits in the 1998–99 financial year, with the overall objective being to increase AFP staff numbers to 2800 in 1999–2000.

At the same time, mobility within the AFP has increased, with significant opportunities for advancement across regions. This has been reflected in more than twice the number of promotions and transfers than in the previous 12 months. Some 200 positions (aside from the 319 new recruits) were advertised for transfer or promotion. At the same time the influx of new recruits has allowed restrictions on mobility of existing staff to be reduced, allowing individuals more freedom in career location.

A significant new initiative was the establishment of a recruitment and redeployment coordination centre. Civilianisation of certain roles and rectification of classification anomalies has resulted in some necessary re-engineering of roles, and the centre facilitated the appropriate development and movement of affected staff into new areas.

The centre also oversees the management of the 160 AFP staff on secondments outside the AFP, and staff on various forms of leave or on international placements. Staff responsible for organising staff movements both domestically and internationally have been required to service both the significantly increased recruitment into the AFP from all around Australia, plus the increased involvement of the AFP in international liaison and in operations in Bougainville and East Timor.

## **Strategic planning**

During 1998–99 the AFP established a more comprehensive planning framework than any it had adopted in the past. The plan was outcome–output based and included the development of strategic management plans and local action plans for each region, functional component and sub-component of the organisation and, for the first time, a detailed series of performance indicators and measures.

Consistent with the AFP's intelligence objectives, the planning process draws information about the developing criminal environment from the threat assessments provided quarterly by AFP intelligence to the national management team, and from periodic scans of the AFP's emerging operating environment. Considerable work was also undertaken in the development of a business planning framework applicable to proposals for new activities.

Experience acquired from these exercises, coupled with extensive organisational restructuring and the introduction of improved performance reporting, will be used as the basis for a full

review and further development of the planning structure during the next reporting period.

## **Telecommunications interception**

The AFP continued to use the lawful interception of telecommunications services as an effective means of gaining evidence of criminal activity. The year saw an increased requirement for telecommunications interception due to investigations arising from NIDS. The implementation of a new delivery system for telecommunications interception product, and increased access to remote terminals by operational personnel, has resulted in greater operational effectiveness.

The AFP contributed to two major reviews of telecommunications interception during the year — a review into interception policy conducted by the Attorney-General's Department, and a review of the long-term cost effectiveness of telecommunications interception conducted by the Australian Communications Authority. The Attorney-General's annual report on the *Telecommunications (Interception) Act 1979* (Cwlth) for the year ending 30 June 1998 indicated that the AFP continues to have the lowest average expenditure per warrant of any mainstream law enforcement agency.

[\[Contents\]](#)

*Annual Report 1998–99*

## **Appendix 1: Compliance index**

REQUIREMENT PAGE(S)

Advertising and market research 64

Aids to access v, 1, 76, index

Consultancy services 64, 100

Contact information ii, 78, 92

Corporate overview 4

Financial statements 102

Freedom of information 13, 89

Glossary vi

Guide to report 1

Industrial democracy 9, 66

Internal and external scrutiny 12, 83

Legislation/regulations affecting business 9

Letter of transmittal iii

Occupational health and safety 72

Performance pay 11

Program performance reporting 15–75

Resources summary 14, 35, 45, 60, 75

Social justice and equity 11, 81, 98

Staff training 69

Staffing overview 97

Table of contents v

[\[Contents\]](#)

*Annual Report 1998–99*

## **Appendix 2: Contact officers**

Written requests for information on the subjects listed below can be sent care of Australian Federal Police, GPO Box 401, Canberra City, ACT 2601. For general information, telephone (02) 6256 7777.

### **Decisions of Courts and Tribunals/privacy matters/comments by the Ombudsman**

Telephone (02) 6275 7029

### **Equal employment opportunity/access and equity**

Telephone (02) 6275 7193

### **Financial matters/business regulations/consultants**

Telephone (02) 6275 7711

### **Fraud control/reports by the Auditor-General**

Telephone (02) 6275 7176

### **Inquiries by Parliamentary Committees**

Telephone (02) 6275 7509

### **Training**

Telephone (02) 6270 4811

[\[Contents\]](#)

## *Annual Report 1998–99*

# Appendix 3: Ministerial Direction

This Direction is issued under section 13(2) of the *Australian Federal Police (AFP) Act 1979* and outlines the Government's priorities and expectations for the AFP for the period 1999-2001. The Direction supersedes that issued by the Minister for Justice on 23 December 1994.

### **The role of the Australian Federal Police**

The AFP is the major instrument of Commonwealth law enforcement. Its role is to enforce Commonwealth criminal law and protect Commonwealth and national interests from crime in Australia and overseas. The AFP is Australia's international law enforcement and policing representative and the chief source of advice to the Government on policing issues.

The Government is committed to ensuring the AFP becomes a law enforcement agency second to none. It is also committed to ensuring the AFP is adequately positioned and appropriately resourced to deal with the criminal environment of the 21st century.

Given its role, the Government has high expectations of the AFP. It expects the AFP to respond positively to the challenges facing law enforcement. It expects the AFP to pursue continuous improvement and innovation, and to achieve best practice in resource management and planning. It expects the AFP to seek opportunities for greater efficiency and effectiveness through increased cooperation and resource sharing with other agencies, especially the National Crime Authority, Australian Customs Service and the Australian Transaction Reports and Analysis Centre. The Government expects the AFP to fully implement the reform program established by the Government in July 1998 and to meet its responsibilities under its Budget Charter and the Government's broader financial management regime.

### **Functions and outcomes**

The AFP's functions are set out in section 8 of the *Australian Federal Police Act 1979*. Within that framework, the AFP is to pursue clearly defined outcomes agreed by the Government. These outcomes may be amended, usually within the Government's annual budget process, but the AFP will initially pursue the following outcomes:

- that criminal activity is deterred in areas impacting on the Commonwealth Government's interests;
- that those individuals and interests identified by the Commonwealth Government or the AFP as being at risk are kept safe and secure as a result of AFP protective services;
- that policing activity creates a safer and more secure environment in the ACT, Jervis Bay and Australia's external territories;
- that the Commonwealth Government contributes effectively to international law enforcement interests; and
- that community confidence in the honesty, effectiveness and accountability of the AFP is high.

In pursuing these outcomes, the AFP will adhere to Government policy relating to the protection of privacy, occupational health and safety, and the promotion of workplace diversity.

## **Special areas of focus**

The Government expects the AFP to give special emphasis to:

- countering and otherwise investigating illicit drug trafficking, organised crime, serious fraud against the Commonwealth; money laundering and the interception of assets involved in or derived from these activities;
- providing community policing services in the ACT, Jervis Bay and external territories;
- providing protective security services to the Governor-General, federal parliamentarians, internationally protected persons, other persons who are of specific interest to the Commonwealth, witnesses and special events; and
- investigating special references and performing special taskings from the Government.

The AFP should, in particular, ensure that it provides an effective contribution to the implementation of the Government's 'Tough on Drugs' strategy and to the conduct of the 2000 Olympics.

The AFP should also continue to develop a capacity to deal with new forms of criminal activity. Special attention should be directed at the investigation of economic crime, in all its forms, transnational crime and crime involving information technology and communications (including electronic commerce).

## **The AFP reform program**

In implementing the Government's reform program, the AFP will recruit additional staff to enhance its investigative and operational capabilities and it will restructure its employment base to develop a more mobile, flexible and skilled workforce. It will improve its strategic intelligence capability to enhance its operational performance and increase the quality of assessments of criminal activity used for corporate decision-making and strategic planning.

The AFP will establish improved management structures and resource management practices, including performance measures which address the production of outputs and achievement of outcomes. It will also achieve the internal efficiencies identified by the Government in the reform program and give priority to developing an alternative to the AFP Adjustment Scheme.

## **Reporting**

The Government expects the AFP to report regularly, at least on a quarterly basis, to the Minister for Justice and Customs on its performance.

(signed 25 February 1999)

Senator the Hon Amanda Vanstone  
Minister for Justice and Customs

[\[Contents\]](#)

## *Annual Report 1998–99*

### **Appendix 4: Access and equity**

The AFP abides by the seven principles of the Government's policy, the *Charter of Public Service in a Culturally Diverse Society*. The AFP aims to ensure that the delivery of its services is appropriate to the needs of the community, particularly in relation to communication and access.

To facilitate access, the AFP continues to use both interpreter and translation services to assist people from non-English speaking backgrounds. The ACT Region has a telephone typewriter within its communications room, to assist hearing impaired people to contact police in an emergency. The Aboriginal friends program trains people to support Indigenous people who come into police custody and contacts them when that occurs. The AFP continues to implement the recommendations of the Royal Commission into Aboriginal Deaths in Custody, including the Aboriginal Justice Advisory Committee in Jervis Bay.

The ACT Region, which is the primary focus for community policing, maintains a community liaison unit. The position of Aboriginal community liaison officer, now ongoing, is building better links with Indigenous people in the ACT. The unit also continues to meet regularly with ethnic groups and adapts its services to the needs of the community, for example, developing with the local Aboriginal community extension of the current community development employment program project to cover young people who leave school early.

The AFP's *Equity and Diversity Program 1996-2000* aims to increase and value diversity within the workforce. In this regard, the AFP endeavours to recruit from a broad range of backgrounds and to ensure that such applicants are not disadvantaged. The current process for recruiting new agents is being reconsidered to ensure that it does not discriminate against certain groups.

In addition, education and awareness raising aim to ensure that all personnel understand the effects of cultural and individual differences within the community and the AFP workforce. The AFP, along with other Australian police services, funds the National Police Ethnic Advisory Bureau (NPEAB), and has developed cross cultural training packages based on the Bureau's work in this area. All new recruits are provided with this training and also with an Indigenous cross cultural awareness session as part of their initial training program. The current NPEAB project relates to anti-racism training for police, in which the AFP is participating. Diversity management and cross cultural awareness are also included in other relevant training.

#### **Women in policing**

The AFP participates in the Australian Women in Policing Advisory Committee (AWIPAC) which has met regularly since December 1996. AWIPAC reports to Commissioners of Police on a range of issues concerning women in policing. The AFP has also been active in preparing for the Second Australasian Women and Policing Conference, to be held in Brisbane from 7-9

July 1999.

To facilitate the work of the AWIPAC and other forums, including the Commonwealth Women in Law Enforcement Strategy, a National Women's Consultative Team was endorsed in early 1999. A key function of the team will be to support and provide advice to the AFP AWIPAC delegates and to provide leadership within area networks.

### **Malunggang Aboriginal and Torres Strait Islander (ATSI) Unit**

The Malunggang Unit continued to implement the *Aboriginal and Torres Strait Islander Career Development and Recruitment Strategy*, which included the updating of the data base. The main task of the year related to recruitment of Indigenous people, particularly as police members. At present the AFP is concerned about the difficulties encountered in meeting the original targets in the strategy and, in conjunction with psychological services is investigating the actual tests used and what evidence exists about Indigenous norms in literacy, numeracy and psychological testing.

During 1998–99, the Malunggang Unit completed the following projects:

- AFP marketing material to attract new ATSI recruits, focused on university ATSI units. Contact was maintained with each unit, to provide graduates with information on AFP employment.
  
- A program of advertising through the *Koori Mail* (local Indigenous newspaper) and the Koori University network system which proved effective in increasing the database and applicant pool.
  
- A program of research and liaison with other police services on the methods and strategies of recruiting, supporting and retaining ATSI people.
  
- One full day of Indigenous cross cultural awareness training for all new recruits.
  
- Participation in the Aboriginal Justice Advisory Committee in Jervis Bay and other projects undertaken in conjunction with the community liaison unit of the ACT Region, including recruitment, placements, education and better community relations.

[\[Contents\]](#)

## *Annual Report 1998–99*

# **Appendix 5: External scrutiny**

## **Reports by the Auditor-General**

Audit Report No. 5: Commonwealth Agencies' Security Preparations for the Sydney 2000 Olympic Games.

Audit Report No. 20: Audits of the Financial Statements of Commonwealth Entities for the Period Ended 30 June 1998.

## **Estimates Hearings**

The AFP appeared before the Senate Legal and Constitutional Legislation Committee's 1998–99 Additional Estimates and 1998–99 Additional Estimates Supplementary hearings on 8 February and 4 May 1999, respectively. The AFP also attended the Committee's 1999–Budget Estimates hearing on 31 May 1999.

## **Other Parliamentary committees of inquiry**

The AFP provided information to the following:

- Joint Standing Committee on Migration — Inquiry into Immigration Entry Arrangements for the Olympic and Paralympic Games
- Senate Standing Committee for the Scrutiny of Bills — Inquiry into Search and Entry Provisions in Commonwealth Legislation
- Joint Parliamentary Committee on the National Crime Authority — Inquiry into Involvement of the NCA in Controlled Operations
- House of Representatives Committee on Legal and Constitutional Affairs — Inquiry into Copyright in Australia
- Joint Standing Committee on Foreign Affairs, Defence and Trade — Bougainville: The Peace Process and Beyond
- Joint Standing Committee on Foreign Affairs, Defence and Trade — Briefing on the Council for Security Cooperation in the Asia Pacific and the CSCAP Working Group on Transnational Crime.

## **The Law Enforcement and National Security (Assumed Identities) Act 1998 (NSW)**

Section 12 of the Act requires the AFP to include in the annual report a statement of:

- the number of assumed identity approvals granted or revoked in respect of officers of the agency in the period to which the report applies
- the general nature of the duties undertaken by those officers under the assumed identities concerned
- the results of the most recent audit under section 11, as reported to the CEO of the agency, so far as they disclose any fraudulent or other criminal behaviour.

In 1998–99 there were 48 assumed identity approvals granted with no revocations for duties relating to surveillance functions. No audit was undertaken this reporting period due to the short period of time that the act has been in place.

### **Ministerial Direction on Fraud Control**

Paragraph 106 of the Interim Ministerial Direction requires the AFP to summarise in its annual report instances where it has failed to meet certain service standards. The service standards and the AFP's comments on its performance are set out below.

### **Implementation of a 28-day turnaround on the acceptance/rejection of referrals from Commonwealth agencies**

No complaints were recorded, and no instances were identified where the 28-day turnaround was not met.

### **Provision of quarterly case management reports to referring agencies**

The preparation and dissemination of quarterly case management reports was fully implemented under the AFP's new case management system by the commencement of the reporting period.

During the reporting period, there were three complaints received from three separate agencies concerning a total of six matters for which the agencies believed they were entitled to receive reports. In five of the matters, it was ascertained that reports had not been provided where they should have been. For matters one through four, the oversight occurred with the management of agency client names in the AFP's new case management system. In all instances, the fault was rectified and up-to-date reports were provided to the agency immediately. The fifth matter was more serious, and the non-reporting was caused by the referral not being recorded on the AFP case management system. This particular matter has only just come to the attention of the AFP, and all steps are being taken to ascertain why this situation has occurred in order to rectify it. In the sixth and final matter, it was determined that the agency was not entitled to receive a report.

### **Regular meetings between the AFP and agencies to review progress on fraud cases**

The AFP is not aware of any agency making a formal complaint, orally or in writing, that the AFP has failed to meet regularly to review progress on fraud cases.

[\[Contents\]](#)

## Annual Report 1998–99

## Appendix 6: Complaints (AFP) Act 1981

Table 11: Complaints received in 1998–99 by source¶

Public to police→	405→	51.3%¶
Ombudsman referred to Internal Investigations→	343→	43.5%¶
Ministerial or MP→	14→	1.8%¶
Government Department or Authority→	14→	1.8%¶
State Police→	7→	0.9%¶
Other→	6→	0.8%←
¶		
Total complainants→	789←	
¶		

Table 12: Complaints received in 1998–99 by category and status¶

Category→	Reviewed by Ombudsman→	With Ombudsman→	Still under investigation¶
A. Incivility→	121→	27→	24¶
B. Assault→	23→	17→	10¶
C. Excess force→	21→	19→	18¶
D. Entry/Search→	24→	12→	4¶
E. Property→	43→	13→	19¶
F. Harassment→	65→	30→	19¶
G. Neglect of duty→	183→	78→	49¶
H. Traffic→	18→	5→	4¶
I. Misuse of Authority→	78→	24→	24¶
J. Criminal Offence→	18→	5→	14¶
K. Practices/Procedures→	88→	27→	18¶
L. Miscellaneous→	44→	11→	8¶
M. Non-Complaints→	3→	-→	-¶
N. Arrest/Detention→	24→	17→	12¶
O. Improper Conduct→	17→	10→	9¶
¶			
Total→	770→	295→	232¶
Grand total→	→	→	1297←
¶			

*Table 13: Results of investigations completed and reviewed by the Ombudsman in 1998–99*

**Complaints (AFP) Act 1981 - Results of Investigations Completed and Reviewed by the Ombudsman in 1998-99**

	<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>E</b>	<b>F</b>	<b>G</b>	<b>H</b>
Incivility	3	3	5	7	79	42	5	-
Assault	1	11	6	-	2	17	3	-
Excess Force	3	11	1	1	4	18	2	-
Entry/Search Property	-	11	4	-	10	10	1	-
Harassment	5	5	2	1	12	21	8	-
Neglect of Duty	-	21	3	1	22	43	2	-
Traffic	14	48	5	5	72	88	11	-
Misuse of Authority	-	2	-	1	9	7	1	-
Criminal Offence	5	40	14	1	13	58	2	-
Practices/Procedures	-	16	4	-	-	15	2	-
Arrest/Detention	7	13	3	1	22	62	2	-
Miscellaneous	2	11	-	-	5	24	2	-
Improper Conduct	2	8	2	1	9	34	1	-
Non-complaint	2	6	3	1	4	17	1	-
<b>Total:</b>	<b>44</b>	<b>206</b>	<b>52</b>	<b>20</b>	<b>263</b>	<b>456</b>	<b>43</b>	<b>3</b>
							<b>Grand Total</b>	<b>1087</b>
	<b>4.0%</b>	<b>19.0%</b>	<b>4.8%</b>	<b>1.8%</b>	<b>24.2%</b>	<b>42.0%</b>	<b>4.0%</b>	<b>0.20%</b>

**Key**

- |                                     |   |
|-------------------------------------|---|
| A Substantiated                     | E Conciliated - S.6B  |
| B Unsubstantiated                   | F Ombudsman exercised discretion not to investigate/further investigate |
| C Incapable of Determination        | G Withdrawn by complainant  |
| D Minor complaint reconciled - S.6A | H Non-complaint   |

*Table 14: Allegations (General Order 6) reported to Internal Investigation in 1998–99*

**Allegations (General Order 6) Reported to Internal Investigation in 1998-1999**

<i>Categories</i>	<i>Number of Allegations</i>	<i>Investigations Completed</i>	<i>Outstanding</i>
Absence from duty without permission	2	1	1
Act in a disorderly manner- act in a manner unbecoming of an AFP appointee	4	3	1
Act in a manner prejudicial to the good order and discipline of the AFP	2	-	2
Alter, add to or erase any entry in an official book, document or record	2	1	1
Bring discredit to the reputation of the AFP	5	2	3
Communicate or obtain access to information without authorisation	16	8	8
Disgraceful or improper conduct	12	9	3
Drink liquor, take drugs (render himself unfit to perform duties)	1	1	-
Drink liquor, take drugs during the hours of duty	2	2	-
Engage in remunerative employment without Commissioner's written permission	4	2	2
Failure to account for money or property received in the course of duty	1	-	1
Failure to comply with General Orders and/or instructions	3	2	1
Failure to give prompt attention to his/her duties	3	3	-
Improper/unauthorised use of Commonwealth property	9	6	3
Improper/unauthorised use of firearms	1	1	-
Involvement in any criminal activity	19	8	11
Make a written or oral statement that is false or misleading	5	3	2
Make false or misleading entry in official book, document or record	5	2	3
Miscellaneous	19	12	7
Non-Allegation	3	3	-
Obtaining personal advantage	5	3	2
Omit to make entry in official book, document or record	1	1	-
Seek influence for promotion or transfer or any other benefit or advantage	1	1	-
Unauthorised disclosure of information relating to a complaint or allegation	2	1	1
Wilfully or negligently waste, cause any loss or damage to property	3	3	-
<b>Total:</b>	<b>130</b>	<b>78</b>	<b>52</b>

*Table 15: Allegations (General Order 6) result of investigations completed in 1998–99*

**Allegations (General Order 6) Results of Investigations Completed in 1998-1999**

Categories	Number of Allegations	Findings of completion of investigations									
		A	B	C	D	E	F	G	H	I	J
Absence from duty without permission	1	-	-	-	1	-	-	-	-	-	-
Act in a disorderly manner- act in a manner unbecoming of an AFP appointee	4	-	3	1	-	-	-	-	-	-	-
Act in a manner prejudicial to the good order and discipline of the AFP	1	-	-	-	-	1	-	-	-	-	-
Alter, add to or erase any entry in an official book, document or record	1	1	-	-	-	-	-	-	-	-	-
Bring discredit to the reputation of the AFP	2	1	1	-	-	-	-	-	-	-	-
Communicate or obtain access to information without authorisation	20	7	8	4	-	-	-	-	-	-	1
Disgraceful or improper conduct	16	4	6	4	-	-	-	-	-	-	2
Drink liquor, take drugs (render himself unfit to perform duties)	1	1	-	-	-	-	-	-	-	-	-
Drink liquor, take drugs during the hours of duty	2	-	2	-	-	-	-	-	-	-	-
Engage in a business without Commissioner's written permission	1	-	1	-	-	-	-	-	-	-	-
Engage in remunerative employment without Commissioner's written permission	2	1	1	-	-	-	-	-	-	-	-
Failure to comply with General Orders and/or instructions	5	5	-	-	-	-	-	-	-	-	-
Failure to give prompt attention to his/her duties	3	-	3	-	-	-	-	-	-	-	-
Improper/unauthorised use of Commonwealth property	10	4	5	1	-	-	-	-	-	-	-
Improper/unauthorised use of firearms	2	1	-	-	-	-	-	-	-	-	1
Involvement in any criminal activity	31	3	13	14	-	-	-	1	-	-	-
Make a written or oral statement that is false or misleading	5	1	2	-	1	1	-	-	-	-	-
Make false or misleading entry in official book, document or record	4	1	3	-	-	-	-	-	-	-	-
Miscellaneous	18	5	12	1	-	-	-	-	-	-	-
Non-Allegation	3	-	-	-	1	-	-	-	2	-	-
Obtaining personal advantage	3	-	3	-	-	-	-	-	-	-	-
Omit to make entry in official book, document or record	1	1	-	-	-	-	-	-	-	-	-
Seek influence for promotion or transfer or any other benefit or advantage	1	1	-	-	-	-	-	-	-	-	-
Unauthorised disclosure of information relating to a complaint or allegation	1	1	-	-	-	-	-	-	-	-	-
Wilfully or negligently waste, cause any loss or damage to property	3	2	-	1	-	-	-	-	-	-	-
<b>Total:</b>	<b>141</b>	<b>40</b>	<b>63</b>	<b>26</b>	<b>3</b>	<b>2</b>	<b>0</b>	<b>1</b>	<b>2</b>	<b>0</b>	<b>4</b>

**Key**

A Substantiated	F Allegation merged with complaint
B Unsubstantiated	G Member charged with criminal offence
C Incapable of Determination	H Non Allegation
D Withdrawn	I Referred to ISA
E Member resigned	J Resolved/Reconciled

## *Annual Report 1998–99*

# Appendix 7: Freedom of information

Section 8 of the *Freedom of Information Act 1982* requires that the AFP publish information about the way it is organised, its functions and powers, and arrangements for outside participation in the AFP's work. The Act also requires the provision of details relating to the categories of documents the AFP holds and how members of the public can gain access to them.

During 1998–99, the following requests were received:

- Freedom of Information 159
- Criminal Injuries Compensation 445
- Miscellaneous information requests 232
- Subpoena or Summons 289

## Organisation, functions and powers

Under the Administrative Arrangements Order, the *Australian Federal Police Act 1979* is the responsibility of the Attorney-General and is administered by the Attorney-General's Department. The *Complaints (Australian Federal Police) Act 1981* is the responsibility of the Prime Minister and the Attorney-General and is administered by the Department of Prime Minister and Cabinet and the Attorney-General's Department. The Minister for Justice and Customs has portfolio responsibility for the AFP.

The corporate overview of this report provides information relating to the organisation and functions of the AFP and Ministerial Directions under section 13(2) of the *Australian Federal Police Act 1979*.

The decision-making powers that directly affect the public are vested in the office of constable, an office held by all sworn members of the AFP, regardless of their administrative rank. The powers and duties of AFP members are prescribed in section 9 of the *Australian Federal Police Act 1979*.

A police officer in the exercise of his/her decision-making power may affect members of the public in the following areas:

- a. the protection of life and property
- b. the preservation of peace and good order

c. the prevention and detection of offences against the common and statute law

d. matters that may be incidental to the performance of law enforcement generally.

In addition, AFP members have powers applying to various other pieces of ACT and Commonwealth legislation. It is not practical to include that list in this document, but it is readily available upon request.

## **Outside participation**

The AFP is a participant in several forums that enable representations to be made direct to the agency's decision-makers. A list of committees specific to the ACT Region can be found in the *ACT Region Annual Report*, which is presented each year to the Legislative Assembly of the ACT.

### **Australasian Police Ministers' Council (APMC)**

The APMC is a consultative body of all the Australian and New Zealand police ministers that promotes a coordinated national response to law enforcement issues and the efficient use of police resources. The commissioners form the APMC senior officers group, which provides advice and reviews issues of concern before they are presented to the ministers. These forums are also responsible for overseeing the establishment, development and management of common police services in such areas as criminal intelligence, police research, exchange of police information and training facilities for the benefit of all Australasian police organisations.

### **Australasian and South-West Pacific Region Police Commissioners' Conference**

The Australasian and South-West Pacific region police commissioners meet annually to discuss a wide range of policing issues and to develop cooperative operational arrangements.

### **National Police Ethnic Advisory Bureau**

The NPEAB was established by Australian police commissioners to contribute to the development of coordinated approaches to the delivery of equitable and professional police services to a culturally diverse Australia. The bureau's advisory panel consists of a representative from each State police service and a member from the Office of Multicultural Affairs, the Australian Multicultural Foundation and the Federation of Ethnic Communities Councils.

## **Categories of documents**

The categories of documents listed below are maintained by the AFP in a variety of formats. Some of these documents, along with information on the AFP's organisation, structure and activities, can be found on the Internet at [www.afp.gov.au](http://www.afp.gov.au). The documents include:

- Accounting and budgetary records, including estimates, claims, payment

records etc., held on files, in folders, on cards and in computer readable form

- Annual plans for internal audit activity
- Briefing papers and correspondence in relation to the Australasian Police Ministers' Council and the common police services, the Australasian and South-West Pacific Region Police Commissioners' Conference and South Pacific Chiefs of Police Conference
- Briefing papers and submissions prepared for the Attorney-General and the Minister for Justice and Customs
- Computer software and hardware product evaluations
- Control registers concerning purchasing, official telephones, stores, assets, travel and internal services
- Copies of computer hardware and software purchase and maintenance contracts
- Correspondence on questions asked in Parliament, together with related replies
- Correspondence received including Ministerials
- Court documents and associated statements
- Crime statistics and criminal investigation reports and associated documents
- Forensic analysis reports (fingerprints, document examination and scientific) and associated documents
- General correspondence and files
- Internal control records, including working statistics and monthly reports
- Internal working papers
- Lost property reports and associated documents
- Manuals for computer operations standards and procedures
- Ministerial Directions in accordance with section 13 (2) of the *Australian Federal Police Act 1979*
- Operational records covering infringement notices, statistics and associated

reports

- Organisation and staffing records, both manual and computerised, including organisation proposals, organisation charts, duty statements, lists of staff and establishment, position occupancy records
- Personal records for all officers for whom standard personnel services are provided
- Policy documents, including recommendations and decisions
- Press statements and media releases
- Procedures, instructions and guidelines
- Register of relevant Cabinet decisions and submissions
- Reports and associated working papers resulting from internal audit reviews
- Reports to the coroner (death and fire)
- Source listings of computer programs developed for the AFP's use
- Staff recruitment campaign records
- Subject indexes, nominal indexes and inward correspondence registers relating to departmental files.

## **FOI procedures and contact points**

Requests for FOI access to documents, and appeals against decisions not to grant access to documents, should be addressed to:

The Commissioner  
Australian Federal Police  
GPO Box 401  
Canberra ACT 2601

AFP FOI forms are available at regional offices throughout Australia and at police stations within the ACT. After completion, forms can be delivered to any AFP office or forwarded directly to the AFP Commissioner. If unable to obtain a form, the enquirers full name, date of birth and address must be identified in the FOI request.

A fee of \$30 will be charged for all requests made under the *Freedom of Information Act 1982*. If a decision has been made refusing access to AFP documents, an appeal may be lodged and will incur a fee of \$40. Payment may be made to the Receiver of Public Moneys.

The processing of FOI requests is conducted by the information access team in Canberra. The team leader is authorised pursuant to section 23 of the *Freedom of Information Act 1982* to make decisions concerning release under that Act.

Further information regarding any FOI matters may be obtained from the FOI coordinator or the staff of the information access team area by telephoning (02) 62757529, (02) 62757213 or (02) 62757530.

Alternatively, people living interstate can contact the AFP offices located in the capital cities. Addresses and telephone numbers are listed on page ii.

Should an applicant apply to view original documents held by the AFP, facilities will be made available, where possible, at the closest regional AFP office to the applicant's residential address.

### **Documents available free of charge upon request**

- Australian Federal Police (information brochure)
- *Service Charter for the Australian Community 1998–2001*

### Services and documents available for a fee

A list of services and documents available for a fee is available from the FOI Coordinator (see above), in the *Annual Report of Policing in the Australian Capital Territory*, or on the AFP home page at [www.afp.gov.au](http://www.afp.gov.au).

[\[Contents\]](#)

# Appendix 8: National operations

*Table 16: AFP operational activity — number of cases referred*

## National Investigations

### AFP Operational Activity: Number of Cases Referred

<i>Category/Type of case</i> <sup>(a)</sup>	<i>1998-99</i> <i>Number</i> <sup>(b)</sup>	<i>1997-98</i> <i>Number</i> <sup>(b)</sup>
<b>Deterrence of Criminal Activity</b>		
<b>Illicit Drug Investigations</b>		
Drugs - Exported	8	12
Drugs - Imported	578	514
Drugs - Trafficked	144	202
Drugs - Other	318	619
<b>Total</b>	<b>1,048</b>	<b>1,347</b>
<b>Economic Crime Investigations</b>		
Economic - Computer and Telecommunications Crime	250	163
Economic - Corporate, Bankruptcy, Intellectual Property	87	83
Economic - Counterfeit Currency	146	180
Economic - Environmental Crime	2	5
Economic - Fraud	308	360
Economic - Money Laundering and FTRA	275	384
Economic - Other	28	47
<b>Total</b>	<b>1096</b>	<b>1222</b>
<b>Corruption Investigations</b>		
Corruption	134	143
<b>Total</b>	<b>134</b>	<b>143</b>
<b>Import/Export Investigations</b>		
Export (excluding illicit drugs)	32	71
Import (excluding illicit drugs)	5	1
<b>Total</b>	<b>37</b>	<b>72</b>
<b>General Crime Investigations</b>		
General Crime	846	1,146
<b>Total</b>	<b>846</b>	<b>1,146</b>
<b>Special Reference Investigations</b>		
Special - Ministerial Reference	-	3
Special - War Crimes	6	2
Special - Other	15	10
<b>Total</b>	<b>21</b>	<b>15</b>
<b>External Agency Support Services</b>		
Liaison and Assistance	1,558	3,071
<b>Total</b>	<b>1,558</b>	<b>3,071</b>
<b>Total: Deterrence of Criminal Activity</b>	<b>4,740</b>	<b>7,016</b>

<i>Category/Type of case</i> <sup>(a)</sup>	<i>1998-99</i> <i>Number</i> <sup>(b)</sup>	<i>1997-98</i> <i>Number</i> <sup>(b)</sup>
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## Protection and Security

### VIP and Witness Protection

Protection - Aust Office Holder Overseas	5	-
Protection - Australian	142	329
Protection - Overseas	82	94
Protection - Politically Motivated Violence	10	13
Protection - Threat Assessments	7	10
Protection - Witness	1	2
Security Intelligence - Diplomatic	128	44
Security Intelligence - Protests/Meetings	34	51
Security Intelligence - Threats/Assessments	60	57
Security Intelligence - Other - Nec	139	80
<b>Total</b>	<b>608</b>	<b>680</b>

### Family Law

Family Law Orders	1,145	1,530
Family Law Security	23	23
<b>Total</b>	<b>1,168</b>	<b>1,553</b>

### Security

Security - Olympics	2	1
Security - Other Special Events	2	-
<b>Total</b>	<b>4</b>	<b>1</b>

**Total: Protection and Security** **1,780** **2,234**

## International Law Enforcement

External Agency Support	1,379	1,256
Interpol Services	818	455
United Nations Services	14	-

**Total: International Law Enforcement** **2,211** **1,711**

**Total Operational Activity** **8,731** **10,961**

<sup>(a)</sup> Incident categories/types have been aligned with the outcome/outputs framework and are not directly comparable with previous annual reports.

<sup>(b)</sup> Merged cases are excluded.

*Table 17: AFP operational activity — value of economic crime cases referred*

## AFP National Operations

### National Investigations

#### 3.1.1(b) AFP Operational Activity: Value of Economic Crime Cases Referred

Category/Type of case <sup>(a)</sup>	1998-99	1997-98
	Value \$'000 <sup>(b)</sup>	Value \$'000 <sup>(b)</sup>
<b>Economic Crime Investigations<sup>(c)</sup></b>		
Economic - Computer and Telecommunications Crime	3,215	229
Economic - Corporate, Bankruptcy, Intellectual Property	7,756	4,807
Economic - Counterfeit Currency	796	13,446
Economic - Environmental Crime	-	-
Economic - Fraud	104,410	125,970
Economic - Money Laundering and FTRA	70,751	101,578
Economic - Other	84	40,837
<b>Total</b>	<b>187,012</b>	<b>286,868</b>

<sup>(a)</sup> Incident categories/types have been aligned with the outcome/outputs framework and are not directly comparable with previous annual reports.

<sup>(b)</sup> Where reported, the dollar value is a quantifiable dollar estimate at the time of AFP evaluation. It does not signify the economic impact on Australian society. Values are rounded to the nearest \$1000.

<sup>(c)</sup> Merged cases are excluded.

*Table 18 Offences confirmed, attached offenders and offence value 1998–99*

**Offences Confirmed<sup>1</sup>, Attached Offenders and Offence Value 1998-99**

<i>Offence Type<sup>2</sup></i>	<i>Confirmed Counts</i>	<i>Number of Offenders<sup>3</sup></i>			<i>Offence value<sup>4</sup> \$'000</i>
		<i>Male</i>	<i>Female</i>	<i>Total</i>	
<b>Offences against the person</b>	<b>25</b>	<b>14</b>	<b>-</b>	<b>14</b>	<b>-</b>
<b>Robbery and extortion</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b>Burglary, fraud and other offences of theft</b>					
Burglary	2	2	-	2	-
Fraud and misappropriation					
Fraud	2,667	360	135	495	93,132
Misappropriation	148	16	10	26	659
Counterfeiting	98	45	6	51	146
<i>Total fraud and misappropriation</i>	<i>2,913</i>	<i>421</i>	<i>151</i>	<i>572</i>	<i>93,938</i>
Receiving, unlawful possession	44	23	2	25	1,309
Other theft	113	12	4	16	8,383
<b>Total burglary, fraud and other offences of theft</b>	<b>3,072</b>	<b>458</b>	<b>157</b>	<b>615</b>	<b>103,630</b>
<b>Property damage and environmental offences</b>	<b>33</b>	<b>1</b>	<b>-</b>	<b>1</b>	<b>-</b>
<b>Offences against good order</b>					
Government security operations	11	7	1	8	-
Justice procedures	110	58	24	82	300
Other offences against good order	28	13	2	15	-
<b>Total offences against good order</b>	<b>149</b>	<b>78</b>	<b>27</b>	<b>105</b>	<b>300</b>

*Table 19: Offences confirmed, attached offenders and offence value 1997–98*

**Offences Confirmed<sup>1</sup>, Attached Offenders and Offence Value 1997-98**

<i>Offence Type<sup>2</sup></i>	<i>Confirmed Counts</i>	<i>Number of Offenders<sup>3</sup></i>			<i>Offence value<sup>4</sup> \$'000</i>
		<i>Male</i>	<i>Female</i>	<i>Total</i>	
<b>Offences against the person</b>	<b>77</b>	<b>31</b>	<b>7</b>	<b>38</b>	<b>-</b>
<b>Robbery and extortion</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b>Burglary, fraud and other offences of theft</b>					
Burglary	11	3	-	3	-
Fraud and misappropriation					
Fraud	2,217	269	106	375	41,642
Misappropriation	51	13	4	17	482
Counterfeiting	22	16	1	17	6
<i>Total fraud and misappropriation</i>	<i>2,290</i>	<i>298</i>	<i>111</i>	<i>409</i>	<i>42,130</i>
Receiving, unlawful possession	108	22	3	25	9,167
Other theft	101	17	9	26	54
<b>Total burglary, fraud and other offences of theft</b>	<b>2,510</b>	<b>340</b>	<b>123</b>	<b>463</b>	<b>51,351</b>
<b>Property damage and environmental offences</b>	<b>3</b>	<b>3</b>	<b>-</b>	<b>3</b>	<b>3</b>
<b>Offences against good order</b>					
Government security operations	27	21	2	23	1,486
Justice procedures	130	83	20	103	1,273
Other offences against good order	30	21	2	23	0
<b>Total offences against good order</b>	<b>187</b>	<b>125</b>	<b>24</b>	<b>149</b>	<b>2,759</b>

Offence Type <sup>2</sup>	Confirmed	Number of Offenders <sup>3</sup>			Offence value <sup>4</sup>
	Counts	Male	Female	Total	\$'000
<b>Other offences</b>					
Company legislation	-	-	-	-	-
Banking/insurance	245	105	35	140	65,764
Taxation, stamp duties	21	2	-	2	-
Post, Telecom	114	21	3	24	-
Customs	4	3	1	4	120
Immigration	22	20	1	21	-
Electoral	-	-	-	-	-
Air navigation	73	63	8	71	199
Health	2	2	-	2	-
Bankruptcy	17	9	2	11	844
Copyright and patents	60	4	-	4	-
Other offences (not elsewhere classified)	31	15	15	30	-
<b>Total other offences</b>	<b>589</b>	<b>244</b>	<b>65</b>	<b>309</b>	<b>66,927</b>
<b>Total</b>	<b>3,366</b>	<b>743</b>	<b>219</b>	<b>962</b>	<b>121,040</b>

Source: PROMIS as at 1 July 1999

Footnotes:

- 1 Confirmed offences identified in this financial year may be the result of a referral from a previous year or the current financial year. A confirmed offence is an offence which has been cleared by one of the following actions: arrest, summons, warrant, voluntary attendance at court, caution, or cleared otherwise.
- 2 Offence type classifications are based on the Australian Bureau of Statistics, *Australian National Classification of Offences 1985 (ANCO)*, Catalogue No. 1234.0
- 3 Number of offenders identified for each offence type, not the number of individual persons.
- 4 Values are rounded to the nearest \$1000. A dash indicates a nil value. A zero indicates a value of less than \$500.

Offence Type <sup>2</sup>	Confirmed Counts	Number of Offenders <sup>3</sup>			Offence value <sup>4</sup> \$'000
		Male	Female	Total	
<b>Other offences</b>					
Company legislation	6	3	-	3	3,850
Banking / insurance	116	79	26	105	2,112
Taxation, stamp duties	2	2	-	2	-
Post, Telecom	64	28	6	34	15
Customs	3	2	1	3	-
Immigration	101	87	13	100	-
Electoral	-	-	-	-	-
Air navigation	40	30	10	40	-
Health	-	-	-	-	-
Bankruptcy	49	13	1	14	738
Copyright and patents	32	5	-	5	-
Other offences (not elsewhere classified)	63	42	18	60	-
<b>Total other offences</b>	<b>476</b>	<b>291</b>	<b>75</b>	<b>366</b>	<b>6,715</b>
<b>Total</b>	<b>3,755</b>	<b>842</b>	<b>259</b>	<b>1,101</b>	<b>110,645</b>

Source: PROMIS as at 1 July 1999

Footnotes:

- 1 Confirmed offences identified in this financial year may be the result of a referral from a previous year or the current financial year. A confirmed offence is an offence which has been cleared by one of the following actions: arrest, summons, warrant, voluntary attendance at court, caution, or cleared otherwise.
- 2 Offence type classifications are based on the Australian Bureau of Statistics, *Australian National Classification of Offences 1985* (ANCO), Catalogue No. 1234.0
- 3 Number of offenders identified for each offence type, not the number of individual persons.
- 4 Values are rounded to the nearest \$1000. A dash indicates a nil value. A zero indicates a value of less than \$500.

## APPENDIX 9 - HUMAN RESOURCES

### 5.1 Overview of Staffing Levels

At 30 June 1999, the Australian Federal Police had a workforce of 2517 which comprised 1887 police members and 630 staff members. The entire workforce is employed under the provisions of the Australian Federal Police Act 1979 as amended.

#### 5.1.1 AFP Workforce by Employment Status

Category	June 1998	June 1999	Change
Full time staff	2464	2435	-1.18%
Part time staff	85	82	-3.53%
Temporary staff	81	274 <sup>1</sup>	238.27%
<b>Total</b>	<b>2630</b>	<b>2791</b>	<b>6.12%</b>

<sup>1</sup>Includes 169 persons undertaking new police member / federal agent training.

#### 5.1.2 AFP Senior Executive

Level	
Commissioner	1
Deputy Commissioner AFP Level 7	1
Senior Executive - AFP Level 7	1
Assistant Commissioner	6
Senior Executive AFP Level 6	2
Commander	23
Senior Executive AFP Level 5	9
<b>Total</b>	<b>43</b>

#### 5.1.3 Geographical Distribution

(Does not include temporary staff of 274)

State / Territory	Police Members		Staff Members		Both		Total
	Female	Male	Female	Male	Female	Male	
Australian Capital Territory <sup>2</sup>	174	765	228	212	402	977	1379
New South Wales	95	252	38	40	133	292	425
Victoria	59	187	24	18	83	205	288
Queensland	25	120	22	14	47	134	181
Western Australia	11	72	9	7	20	79	99
South Australia	10	42	8	7	18	49	67
Tasmania	1	4			1	4	5
Northern Territory	3	7	1		4	7	11
Overseas	4	56	2		6	56	62
<b>Total</b>	<b>382</b>	<b>1505</b>	<b>332</b>	<b>298</b>	<b>714</b>	<b>1803</b>	<b>2517</b>

<sup>2</sup>Includes Jervis Bay Territory

**5.1.4 Workforce Composition  
(Does not include temporary staff of 274)**

State / Territory	Police Members		Staff Members		Both		Total Both
	Female	Male	Female	Male	Female	Male	
Commissioner / Deputy Commissioner / Senior Executive AFP Level 7		2		1		3	<b>3</b>
Gender Percentages		100.00%		100.00%		100.00%	
Assistant Commissioner / Senior Executive AFP Level 6		6		2		8	<b>8</b>
Gender Percentages		100.00%		100.00%		100.00%	
Commander / Senior Executive AFP Level 5	1	22	1	8	2	30	<b>32</b>
Gender Percentages	4.35%	95.65%	11.11%	88.89%	6.25%	93.75%	
Specialists			9	33	9	33	<b>42</b>
Gender Percentages			21.43%	78.57%	21.43%	78.57%	
Superintendent / Staff Member Level 4	11	103	13	51	24	154	<b>178</b>
Gender Percentages	9.65%	90.35%	20.31%	79.69%	13.48%	86.52%	
Sergeant / Staff Member Level 3	84	481	51	101	135	582	<b>717</b>
Gender Percentages	14.87%	85.13%	33.55%	66.45%	18.83%	81.17%	
Constable / Staff member Level 2	286	891	173	79	459	970	<b>1429</b>
Gender Percentages	24.30%	75.70%	68.65%	31.35%	32.12%	67.88%	
Staff Member Level 1			85	23	85	23	<b>108</b>
Gender %			78.70%	21.30%	78.70%	21.30%	
Sub-totals	382	1505	332	298	714	1803	<b>2517</b>
Gender Percentages	20.24%	79.76%	52.70%	47.30%	28.37%	71.63%	
<b>Totals</b>		<b>1887</b>		<b>630</b>		<b>2517</b>	

## 5.2 Secondments/Attachments to Other Agencies/Police Services etc

Agency / Police Service	Level 1	Level 2	Level 3	Level 4	Level 5	Total
<b>National Crime Authority</b>						
Adelaide		1	1			2
Brisbane		4	4			8
Melbourne		9	3	2		14
Perth		2	2	1		5
Sydney		14	10	2	1	27
<b>Australian Securities Commission</b>						
Adelaide		1				1
Brisbane		4				4
Canberra		1	1			2
Melbourne		4				4
Perth		1				1
Sydney		1				1
<b>Overseas</b>						
East Timor			45	4	1	50
United Nations - UNIVPOL - Cyprus		12	5	4		21
PNG Monitoring Team - Bougainville		2				2
Royal PNG Constabulary			1			1
War Crimes Commission		1	1			2
<b>Territories</b>						
Christmas Island	1	7	1	1		10
Norfolk Island		3	1			4
Cocos Island	1	1	1			3
Jervis Bay Territory		3	1			4
<b>External Agencies</b>						
NSW Police Integrity Commission		1	1			2
Security Coordinator Parliament House				1		1
ABCI		1				1
AUSTRAC - Sydney		1	1	1		3
ITSA - Melbourne		1				1
Field Agent - ATO		1	3			4
Field Agent - Austrade				1		1
Field Agent - Australia Post		1	1			2
Field Agent - Centrelink		2	2			4
Attorney General's		1	1			2
Family Court		3				3
<b>Totals</b>	<b>2</b>	<b>83</b>	<b>86</b>	<b>17</b>	<b>2</b>	<b>190</b>

## CONSULTANCY SERVICES FOR THE AFP 1998/99 FY

The total number of consultants engaged in 1998/99 is 13

All consultants were retained for the purposes of program 4

NAME	DESCRIPTION OF SERVICE	AGREED COST	COST in 1998/99 FY	PROCESS ADVERTISED	REASON ENGAGED
<b>SCIENCE &amp; TECHNOLOGY</b>					
Aspect Computing	Research Spear project environment re PROMIS application & others	\$150,000	\$98,048.75	ii	C
Fiberlink	Development of fibre optic microphone	\$12,900	\$1,810.00	ii	C
John Anthony Olip	Feasibility study into replacement listening device	\$9,400	\$9,926.00	ii	C
		<b>TOTAL</b>	<b>\$109,784.75</b>		
<b>HUMAN RESOURCES</b>					
M.E. Gray & Associates	Workplace competency taskforce	\$20,000	\$13,919.10	ii	D
Occupational Services of Aust	Conflict management & management disorder	\$2,600	\$2,600.00		E
		<b>TOTAL</b>	<b>\$16,519.10</b>		
<b>CORPORATE SUPPORT</b>					
Cogent	Market Testing	Daily rate	\$53,250.00	i	D
Compass	Review hospitality contract & provisions of services re outputs	\$13,000	\$2,500.00	i	B
Eldon Bottcher	Architectural advice for Thursday Island project	\$120.00 per hour	\$2,500.00	iii	B
Jones Lang La Salle	Market analysis	\$10,000	\$10,000.00	ii	B
KLA Australia	Review of National corp. areas to optimise efficiency	\$60,000	\$21,992.00	i	D
Oxley Corp Finance	Review of AFP vehicle transport	\$22,500 + extra agreed costs	\$25,500.00	i	B
Pay Connect Solutions	Market testing	\$15,000.00 shared with APS	\$7,508.00	ii	D
Reengineering Australia	Commercial support program	Daily rate	\$38,795.00	i	B
		<b>TOTAL</b>	<b>\$162,045.00</b>		
<b>Total of other consultancy expenditure under \$2000 (4 consultants)</b>			<b>\$2,800.00</b>		
<b>TOTAL CONSULTANCY EXPENDITURE 1998/99 FY</b>			<b>\$291,148.85</b>		

### REASONS FOR ENGAGING CONSULTANTS

- A: Lack of available in-house resources
- B: Specialist skills required
- C: Need for access to latest technology and experience in its application
- D: Need for independent study
- E: Need for facilitator

### CODE FOR ADVERTISED PROCESS

- i: On DoFA Panel
- ii: Selective Tender process
- III: Special relevance of previous experience with AFP