

This strong result has broken a syndicate involved in long-term regular importation of multi-tonne shipments of cannabis into Australia. It is also considered as being of high deterrent value to organised crime groups, given the perceived standing of this syndicate within the criminal society.

Other significant disruptions to criminal syndicates during the reporting period resulted from:

- The first detected importation of black cocaine into Australia in February 2000, in which 115kg of the drug was seized — the second largest seizure in the world. Two persons were arrested following a controlled operation.
- The seizure of 50kg of MDMA tablets in a cooperative operation with Dutch authorities, which caused significant disruption to an international importation syndicate. Four persons were arrested in relation to the seizure
- Australia's largest methamphetamine seizure, 13.43kg, made in Perth during October 1999. Four persons were arrested in relation to the seizure.
- Two operations targeting a Colombian drug cartel that resulted in the seizure of 12kg cocaine, secreted in television camera equipment. Intelligence gathered during subsequent operations has confirmed that this syndicate has been significantly disrupted.

Fraud investigations

An investigation into alleged corruption resulted in the arrest of a former senior officer of the Australian Taxation Office (ATO). A total of 75 AFP and 40 ATO personnel were involved in the operational phase, executing simultaneous search warrants in Victoria, New South Wales, Western Australia, South Australia and Queensland. The matter is currently before the courts.

A joint investigation by the AFP and the Australian Securities and Investment Commission (ASIC) has resulted in charges against three company directors involving a \$9.3 million fraud. The fraud involved the raising of some \$18 million from investors to trade on the Sydney Futures Exchange.

A fraud investigation valued at \$8.3 million was commenced during the period. The fraud consists of the non-payment of group tax (\$4.3 million), sales tax evasion (\$2.6 million) and superannuation guarantee (\$1.4 million). Investigations are continuing.

The ATO referred a matter alleging tax evasion to the value of \$5.2 million during the year. Search warrants were executed and substantial documentation and computer records were seized, along with a number of firearms.

During January, the ACS referred information that a mobile phone distributor had defrauded the ATO on import sales tax. The fraud was valued at \$2.7 million. A number of alleged corporation offences were referred to the ASIC as a result of this investigation.

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Forensic Services

The use of DNA as an intelligence tool has completely changed the way in which police investigate crime. In the United Kingdom and elsewhere the introduction of national DNA databases has been described as the most important advance since the advent of fingerprint identification. The AFP has not been standing still as these developments have emerged overseas.

Assisted by a number of major government initiatives — including NIDS, the AFP reform program and CrimTrac — the AFP has been steadily developing the infrastructure and the tools to meet the objectives of these key strategies.

A new scientific laboratory and support facilities have been constructed at a cost of \$5 million and key analytical equipment has been replaced and modernised.

Olympic funding has enabled the AFP to develop an enhanced capability for the scientific examination of post-blast debris. The AFP has the capacity to meet the highest international standards for anti-contamination — a critical issue in this field of analysis where minute traces of evidence are sought and analysed.

The AFP has state-of-the-art DNA analysis facilities and will be amongst the first jurisdictions to come on line with the CrimTrac National DNA Database.

As part of the NIDS strategy, the AFP and the Australian Government Analytical Laboratories have developed a National Heroin Signature Program.

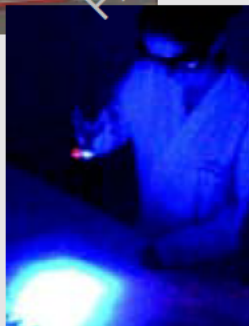
Although still in its infancy, this program promises to deliver a range of intelligence-based tools that will assist investigators to detect conspiracy, link seizures of illicit heroin and understand trends in the movement, distribution and trafficking of heroin in Australia.

The AFP also supports a range of research projects in collaboration with academic partners.

Cooperation and collaboration have been key strategies adopted to enhance the science and technology capabilities of the AFP in meeting the needs of the Commonwealth in fighting crime with smart tools.



Assisted by a number of major government initiatives, the AFP is fighting crime with smart tools.



The AFP was the industry partner with the Australian National University in a \$150,000 project to develop DNA methods to differentiate seizures of cannabis. In collaboration with the University of Technology, Sydney, the AFP attracted funding in excess of \$200,000 to enhance fibre examinations and evidence. One of the most successful research projects involved developing new methods to fingerprint polymer banknotes.

It was impossible to successfully recover latent prints using the techniques previously used for paper banknotes. A new approach using the technique of vacuum metal deposition (VMD) was developed. This led to the AFP having a large scale commercial VMD Unit manufactured. A PhD student is now further developing this technique for the recovery of latent prints from other difficult surfaces such as plastic bags used in wrapping illicit drugs.

An investigation that commenced in 1994 into a cheque laundering scheme involving sections of the clothing industry has so far resulted in more than 40 prosecutions.

During July 1999, a person allegedly involved in a fraud against the Commonwealth totalling approximately \$22 million was extradited to Australia.

The AFP is working cooperatively with other law enforcement agencies on joint investigations and working towards greater sharing of intelligence with the ABCI. A number of 'strategic strikes' have been undertaken to target certain types of crime in order to increase deterrence and improve compliance.

The AFP executed several warrants on behalf of Centrelink, as part of a pilot project to assist Centrelink in clearing outstanding arrest warrants where alleged offenders had failed to appear in court. The AFP, the Director of Public Prosecutions and Centrelink met in March 2000 to evaluate the pilot and identify those elements that had worked well and those that could be improved. The outcomes of the evaluation will be used in determining whether the pilot should be extended. Court results to date include reparation orders, recording of convictions, community service, periodic detention and imprisonment.

Aside from domestic activities, the AFP has continued to support international law enforcement agencies in cooperatively dealing with money laundering. The AFP contributed to the preparation of the Australian Jurisdiction Report on Money Laundering, presented in March 2000 at the annual Asia Pacific Group Typologies Workshop in Bangkok, Thailand. The topic of the workshop was 'False Identities and their use in Money Laundering'.

People smuggling

Australia is increasingly a target for illegal immigrants, with unauthorised arrivals by boat and air having increased from 1712 in 1997-98, to 3009 in 1998-99 and 5869 in 1999-2000. Many of these unauthorised arrivals have utilised the services of people smugglers. While the Department of Immigration and Multicultural Affairs (DIMA) and the ACS have lead roles in dealing with illegal immigration, the AFP has responsibility for the investigation of organised crime involvement in people smuggling and the investigation and charging of the crews of people smuggling vessels.

The AFP has embraced a 'whole of government' approach in its response to the people smuggling issue. Very close cooperation has been established with DIMA, as the agency with primary responsibility for dealing with illegal arrivals in Australia. Close liaison has been established with Coastwatch (the agency responsible for the detection of unauthorised boat arrivals), the Australian intelligence community, and overseas law enforcement agencies including the Indonesian National Police. Cooperation with other agencies, such as the Australian Defence Force, is also on a good footing.

Until fairly recently, AFP investigations of people smuggling were uncommon. One of the factors relevant to AFP involvement was the penalty provisions in the *Migration Act 1958*.

Until new offence provisions came into operation in July 1999, the maximum penalty for people smuggling was two years imprisonment. With the amendments to the Migration Act in 1999, a new offence of knowingly organising the illegal entry of groups of five or more people was introduced with a 20-year jail penalty and/or a fine of up to \$220,000. The penalty for individual instances of people smuggling increased to 10 years' jail with a fine of up to \$110,000.

Following the undetected landing near Nambucca Heads in April 1999 of a vessel carrying illegal immigrants from the People's Republic of China, the Prime Minister established a Task Force on Coastal Surveillance which recommended a package of measures to improve Australia's capacity to deter and detect illegal immigration.

The Government indicated the seriousness with which it viewed the issue of illegal immigration and the need for a coordinated approach by Australian agencies.

The AFP has always responded to particular incidents involving the detection of illegal immigrants, especially unauthorised boat arrivals, and has applied the necessary resources to deal with these. However, the AFP responded to the upsurge in illegal arrivals by creating a dedicated people smuggling investigations team based in Darwin and by increasing the focus on people smuggling by its intelligence and overseas liaison elements.

During the year, AFP operations and intelligence identified a number of people smuggling syndicates arranging for the transportation of illegal immigrants to Australia, collected evidence in relation to major people smuggling organisers with a view to bringing criminal charges against those persons, and caused serious disruption to the operations of people smuggling syndicates.

Environmental crime

A joint operation by the AFP and the Australian Maritime Safety Authority (AMSA) was instigated following information provided by a New Zealand Navy frigate regarding an alleged oil spill off Wilson's Promontory on December 18, 1999. Federal agents, with assistance from the Victoria Police and accompanied by officers from AMSA, boarded the *Sylvan Arrow*, a Marshall Islands-registered vessel, seized documentation and took samples of material from various parts of the 22,587 tonne vessel. The Master of the *Sylvan Arrow* was charged as a result of the operation.



Australia is increasingly a target for illegal immigrants.



During November, Environment Australia alleged that a Melbourne-based company had imported and offered for sale without a license cylinders of a blend of gas known as FR-12, which contains an ozone depleting substance HCFC-124.

A total of 1600kg of FR-12 gas was seized from a warehouse during the execution of a search warrant leading to the company being fined.

Electronic crime

Electronic crime may be described as crime that targets computers, uses computers to facilitate unlawful activity, or uses computers to store information about criminal activity. However, the potential for electronic crime would not be realised without corresponding developments in communications infrastructure, such as the Internet.

This new technology has enabled various forms of traditional crime to be carried out remotely, at greater speed, and on a larger scale. Electronic crime does not recognise traditional geographic borders or jurisdictions, and will require enhanced operational and legislative responses in order for effective law enforcement solutions to be put into place.

The AFP received 190 electronic crime referrals during 1999–2000, with predominant crime types including unauthorised access (23%), child pornography/paedophilia (15%) and using the Internet to threat or harass (13%).

The AFP's electronic evidence teams provided 162 instances of electronic forensic support to AFP investigations and to a range of other agencies. Whilst the AFP accounted for the majority of cases in which support was provided (53%), support was also provided to a number of other Commonwealth (38%) and State (8%) law enforcement agencies.

The AFP finalised the establishment of new electronic evidence teams in Brisbane and Canberra, adding to the existing teams in Melbourne, Perth and Sydney. This increase goes against the broader law enforcement experience, which is seeing a continuing drain of computer forensic specialists to the private sector. The AFP did not lose any specialists to the private sector during 1999–2000, which may be attributed to a staff retention strategy encompassing flexible remuneration, opportunities for ongoing professional development and access to new and updated equipment.

The AFP continues to participate in broader electronic crime initiatives, including the Action Group into the Law Enforcement Implications of Electronic Commerce, the International Organisation of Computer Evidence (formed by the Group of Eight), the Standing Inter-Departmental Committee for the Protection of the National Information Infrastructure, and the Consultative Industry Forum for the Protection of the National Information Infrastructure.

Police Commissioners of Australia, New Zealand, Fiji and Papua New Guinea met in Canberra in March 2000 with other international colleagues and identified the potential to commit crimes using computer and other information technology as one of the greatest problems to face law enforcement. Commissioner Palmer chairs the Police Commissioners Steering Committee on Electronic Crime, and the AFP is represented on the Electronic Crime Working Party set up by the Steering Committee to prepare a scoping paper on electronic crime and assist in the development of an Australasian electronic crime strategy.

Implementation of NIDS initiatives

Mobile strike teams

Mobile strike teams are deployed as required throughout Australia. They are intelligence driven and provide a flexible response capacity to changing operational circumstances. Funding of \$22.6 million has been provided to date for ten strike teams, which have had a significant effect on drug traffickers in both reducing supply as well as disrupting the activities of syndicates.

Resident agent on Thursday Island

Intelligence indicates that the presence and activities of the AFP Office and the cross-border intelligence sharing arrangements now in place have had a deterrent effect on criminal activity. There has been a spin off benefit for counter people smuggling measures where the established law enforcement networks are being effectively used to detect and prevent the entry into Australia of third country nationals through the Torres Strait.

Informant handling and witness protection

Excellent work by the mobile strike teams and other AFP elements has resulted in increased information flows from informants. This initiative has resulted in significant arrests and seizures of illicit drugs. Payments to informants are governed by AFP Guidelines and are considered by a rewards evaluation committee. Access to the Witness Protection Program is governed by the criteria set down in the *Witness Protection Act 1994*.

National Heroin Signature Program

The National Heroin Signature Program will create a database of Australian heroin seizures that will allow links in drug seizures to be established and trends in importation and distribution networks within Australia to be identified. The program is jointly operated by the Australian Government Analytical Laboratory and the AFP. In 1999-2000, over 280 signatures were analysed and assistance provided to over 50 operations.

Expansion of telephone interception capability

NIDS funding has enabled the AFP to increase its capability to monitor telephone communications and prepare related evidentiary material by 25 per cent in accordance with the Telecommunications (Interception) Act, through the creation of a new monitoring team and the deployment of an additional team member to each of the existing teams. Funding was also provided for the purchase of additional remote access equipment and to enable research and development into emerging products.

Law Enforcement Cooperation Program

The Law Enforcement Cooperation Program assists the AFP to develop law enforcement intelligence leading to the interdiction of illicit drugs before they reach Australia and to detect, disrupt and prosecute those responsible. *More information is contained in Outcome 4.*

Overseas posts

Under NIDS, new posts in the AFP's liaison officer network have been established in key drug transit countries in the East Asian region, closing gaps in Australia's capacity to combat international trafficking directed to this country. The posts have been positioned to head off any emerging problems of drug trafficking and strengthen cooperation with other law enforcement agencies in the region. *More information is contained in Outcome 4.*

Level of client satisfaction

In late 1999, the AFP commissioned its first independent, national client satisfaction survey in order to gauge attitudes and perspectives toward the services provided by the AFP. A market research company undertook the survey on behalf of the AFP, conducting 53 indepth qualitative interviews and focus group discussions with key clients of the AFP in Sydney, Canberra and Brisbane. Telephone interviews with 221 individual clients in all AFP operational areas around Australia were also conducted.

The survey included an evaluation of AFP services across the organisation and an analysis by operational area. It focused particularly on investigations, with feedback also sought on other services including advice and training, information sharing, outposting and criminal history checks.

The findings of the survey showed that over 97 per cent of respondents strongly supported the existence of the AFP and that the vast majority of clients (91%) were satisfied with its overall performance. Many of these agencies reported a dramatic increase in service delivery within the last 12 to 18 months, particularly in relation to the negotiation of service agreements and the greater use of joint operations by the AFP. However, whilst the majority of clients were satisfied with the AFP's performance, between one quarter and one third of respondents indicated that they expected the AFP to add greater value to its services and significantly improve its service delivery.

Major areas of client dissatisfaction included:

- Slowness in giving feedback and information.
- A general experience of poor service and delays.
- The time taken in investigating referrals.
- Lack of consistency in case officers.
- Inconsistency in the matters which are accepted by the AFP for investigation.
- Lack of accessibility to AFP members and services after hours.
- A perceived lack of resources committed to client referrals, particularly those relating to fraud.

As part of the AFP's business planning processes within operational outcomes, the AFP has implemented a wide range of strategies and specific actions which seek to respond to the identified deficiencies in AFP service delivery.

Strategies have been developed in four main areas, these being:

- Improving AFP communication with client agencies.
- Assisting client agencies to develop realistic expectations of the AFP.
- Improving AFP members' understanding of the environment and the needs of client agencies.
- Putting in place processes to ensure client focused service delivery.

Specific actions which will be undertaken include:

- Advising agencies within 21 days of the acceptance or rejection of referrals.
- Providing more detailed feedback on the reasons for rejecting referrals and suggesting alternate courses of action.
- Establishing consistent contact points for client agencies in client liaison and evaluation teams and the operations monitoring centres.
- Continuing to upgrade the quality and timeliness of quarterly case management reports.
- Advising agencies within 14 days of changes to case officers.
- Continuing to give a high priority to negotiating and implementing service agreements with key clients.

In addition to a range of other measures, a further client satisfaction survey will be commissioned within the next nine to 12 months, to measure the level of improvement in AFP service delivery.

Service agreements and Memoranda of Understanding

In December 1999, the AFP signed its first service agreement with another Commonwealth agency — the Insolvency and Trustee Service, Australia (ITSA). The AFP is attempting to enhance the impact of Commonwealth law enforcement activities through improving the quality of services provided to Commonwealth agencies such as ITSA, which investigates activity in relation to offences under the Bankruptcy Act and refers matters for prosecution, so as to ensure the credibility of the personal insolvency system.

A second service agreement was signed with the Department of Foreign Affairs and Trade (DFAT) in April 2000, while a third agreement with Centrelink was nearing completion at the time of reporting.

Service agreements represent a considerable advance on Memoranda of Understanding (MOUs) with agencies. They specify the range and level of services to be provided by the AFP, the respective responsibilities of the agencies, and the measures and targets to be used to assess the AFP's performance. Service agreements have been warmly welcomed by agencies, as they provide greater certainty regarding the types and numbers of matters which will be accepted by AFP for investigation.

A major component of service agreements has been strategic strike investigations, which focus on areas of major deterrent effect identified by the agency. For example, the service agreement with DFAT focuses on offences against the *Passport Act 1938* including obtaining a passport in a false name, permitting another person to use an Australian passport, and tampering with an Australian passport.

The AFP is reviewing all MOUs to ascertain whether a requirement for them remains, and if so, whether they need to be updated. Of more than 90 MOUs reviewed, some 47 have been identified as obsolete. MOUs have been negotiated this financial year with the Australian Broadcasting Authority (ABA) on the exchange of information concerning prohibited and potentially prohibited Internet content, and the NCA on the attachment of AFP members to the agency.

National liaison meetings

The AFP conducts regular liaison meetings with client agencies to enhance their understanding of the fraud control environment and the *Fraud control policy of the Commonwealth*, and facilitate the referral of matters to the AFP.

In May 2000, the AFP hosted the Commonwealth Fraud Liaison Forum, which discusses technical, legislative and best practice issues in Commonwealth investigations. Over 95 participants attended the forum.

Outposted officers

Ninety-five officers were outposted to Commonwealth departments and agencies during the reporting period to enhance identification and streamlining of matters referred to the AFP, provide advice and on-the-job training, and assist agency investigators with the development of competencies.

Advice and assistance to other agencies

During 1999–2000, the AFP continued to provide pre-referral assistance and advice to, and execute warrants for, a wide range of Commonwealth agencies. In conjunction with the Attorney-General's Department, evaluations were undertaken of the fraud risk assessments and fraud control plans of a wide range of agencies.

The AFP also completed Quality Assurance Reviews (QARs) for the Department of Employment, Workplace Relations and Small Business, the Aboriginal and Torres Strait Islander Commission, the Civil Aviation Authority, Centrelink and the ACS. Assistance was provided to Environment Australia in reviewing the investigative capability of the agency and assessing its capacity to meet the requirements of the *Commonwealth Fraud Investigation Standards Package*.

In partnership with the Criminal Justice Commission (CJC) in Queensland, in February 2000 the AFP undertook a QAR of a Queensland Health investigation. As a result, the CJC agreed to the in-principle adoption of the Commonwealth fraud control policy framework encompassing investigation competencies, investigation standards and a QAK process for CJC activities.

Outlook

The AFP has been undertaking extensive business planning to ensure the most appropriate focus of resources to operational activity. This planning will enable the better placement of resources according to workload and to meet performance targets. The AFP also undertakes regular environment scanning to identify changes in its operating environment and the emergence of threats to the Government's law enforcement interests.

The AFP will continue to be called on by the Government to combat such criminal activity and contribute its expertise to efforts to protect Australia's interests in the global environment. In doing so, the AFP will continue to increase its cooperation with international and domestic law enforcement and regulatory agencies. Sophisticated criminal activity, particularly that which is transnational in character, cannot be fought effectively by agencies acting in isolation.

The AFP also expects to work increasingly with the private sector on finding ways to limit opportunities for criminal exploitation of new systems and technology, and to effectively investigate criminal activity in those areas.

Electronic commerce will clearly be a significant component of the nation's future prosperity. The Government's continued focus on moving to on-line service delivery and electronic commerce will bring an inevitable increase in the number of electronic crimes being reported.

Referrals to the AFP in this area are expected to double to around 560 during 2001 and are likely to continue to grow at 100 per cent per annum for several years.

The effectiveness of the AFP's response to e-crime referrals will play an important role in maximising the benefits to the Government of its e-commerce systems.

Among other planned initiatives, the AFP has decided that all its operational investigators will have a basic understanding of computer search and evidence recovery techniques and is in the final stages of implementing a national training course to deliver these skills.

The upsurge in people smuggling in the last two years has been an example of how quickly developments overseas can impact on Australia. The Government is pursuing a multi-faceted approach to controlling the threat of people smuggling to Australia's sovereignty.

As part of this approach, the Government announced in May 2000 that the AFP will receive additional funding of \$17.5 million over five years for the prevention and detection of unauthorised persons into Australia. This initiative will fund:

- A joint AFP-DIMA strike team to investigate organised people smuggling.
- An additional AFP liaison officer in Jakarta.
- The development of a law enforcement cooperation program to enhance communications between Australia and Indonesia, Malaysia, Thailand and Pakistan (including an Interpol conference in the region) and to develop a joint investigation capacity with these countries.

As with the AFP's international activities under the Law Enforcement Cooperation Program focusing on drug trafficking, the people smuggling initiative recognises the importance of assisting and working in partnership with overseas authorities to disrupt criminal activity before it affects Australia.

The AFP overseas liaison officer network remains the backbone of its international cooperation.

The AFP has had success supporting — through intelligence, training and equipment — successful operations by overseas police services. In the future, such offshore successes are likely to become a recognised component of the AFP's performance reporting.

Outcome 2: 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

The objective of this outcome is to:

- Provide protective security services to individuals and interests identified as at risk by the Commonwealth Government or the AFP.

To achieve this objective the AFP:

- Provides security to very important persons, federal parliamentarians, internationally protected persons and to Judges of the Family Court of Australia.
- Provides intelligence to State and Territory police services, via the Australian Bomb Data Centre (ABDC) and security intelligence and diplomatic liaison teams.
- Administers the National Witness Protection Program and ensures the security of witnesses for the AFP and other law enforcement agencies.
- Contributes to security planning for special events.

The AFP area primarily responsible for Outcome 2 is Protective Security, which is based in AFP headquarters in Canberra and represented throughout Australia by a variety of supporting units.

Tabled information on performance measurement is in Appendix 1.

Disruptive effects on the criminal environment

The AFP conducts a number of sensitive security operations and in some cases the details are not published in this report. The details of those operations are reported to government in accordance with appropriate guidelines.

Close personal protection

The AFP maintained the safety and security of those persons and interests identified as being at risk during 1999–2000. In addition to the usual commitments, Australian Office Holders and visiting foreign dignitaries, required close personal protection as a result of various international events, including conflicts in East Timor, Fiji and the Solomon Islands.

One of the higher profile duties involved the Royal visit of Queen Elizabeth II during March 2000.

The visit was based in Canberra and included travel to other States and Territories.

Other highlights included the visits of Presidents of the Peoples Republic of



The AFP provided close personal protection to a number of high profile visitors in 1999–2000.

China and South Korea, and the Prime Ministers of Ireland and Bangladesh. Close personal protection was also provided to a number of persons of interest to Australia including Xanana Gusmao, the UN Secretary General, and several high-level US visitors.

Commonwealth agencies can now make a combined assessment and contribute to decisions on the provision of close personal protection resources due to the formation of the Overseas Visits Group and Visiting Dignitaries Working Group.

The potential for major incidents was identified through informative and timely intelligence, assistance from State and Territory police services and the diligence of personnel undertaking close personal protection duties. These activities resulted in the disruption of unlawful plans of individuals and syndicates.

One federal agent accompanied the Governor-General on official business to Switzerland and Greece, while several others travelled to PNG, Fiji and the Solomon Islands in relation to visits by Australian Cabinet Ministers.

Two federal agents also travelled to East Timor accompanying the Australian Parliamentary Delegation in connection with the independence referendum. This visit was carried out under difficult circumstances and highlighted the flexibility and skill of AFP close personal protection members.

The team providing protection for the Prime Minister performed at a high level of effectiveness throughout 1999–2000, with heightened levels of risk at periods due to the East Timor situation and overseas commitments.

Advanced planning proved invaluable when the AFP, in conjunction with other Government agencies, deployed close personal protection personnel to overseas locations. This deployment reflected the diverse requirements placed on the AFP both nationally and internationally.

All members of full-time protection teams were subject to re-certification of various skills to a national standard. This was a significant task undertaken Australia-wide, with the vast majority of members able to complete the required training and testing during periods of operational tasking.

A number of other members participated in Olympic-related close personal protection training courses. Initial training courses were completed with the target of having 250 trained close personal protection members deployable for the Olympics achieved.

National Witness Protection Program

The National Witness Protection Program (NWPP) is based on relocation, change of identity and integration of witnesses back into the community. 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 general operations, performance and effectiveness of the program. The Minister in turn prepares an annual report for both houses of parliament in a manner that does not prejudice the program's security.

Witness protection is being increasingly utilised as a result of mobile strike team activity (*see* page 20).

Family Law Courts

A number of AFP members contribute to the execution of a variety of Family Law Court orders Australia wide. This work, often undertaken with the assistance of State and Territory Police, includes the return of children to custodial parents under recovery orders and has included the recovery of children at international airports during attempts to remove them from Australia.

Coordination of Family Law Court security functions will be managed through the Director of Witness Protection during the next financial year. This will entail the function of protection and security to the Judicial Officers of the Court.

Intelligence

The AFP was heavily involved in the provision of intelligence for the security of the Olympics, World Economic Forum, the Commonwealth Heads of Government Meeting (CHOGM) and Centenary of Federation.

With the announcement of election results in East Timor, the AFP commenced high-level liaison and negotiation with community groups opposed to the violence then taking place in that country. These groups included members of the East Timorese community whose friends and relatives were caught up in the conflict. Close liaison was maintained to monitor all protests and industrial action during a vigil maintained outside the Indonesian embassy in Canberra.

The AFP continued to monitor and liaise with members of the Kurdish community as a result of the arrest of Mr Abdullah Ocalan, the Head of the Kurdish Workers Party.

Similarly the AFP maintained close contact with other community interest groups including the Australian 'Burmese' community and corresponding diplomats to ensure community protests remained peaceful and orderly and that due respect was maintained for overseas missions to Australia.

Throughout 1999–2000, the Australian Bomb Data Centre was heavily involved in the investigation and subsequent court proceedings in relation to a mail-bombing incident, discovered by Australia Post. The investigation and court proceedings were resource intensive due to the complexity of the crime and protracted nature of the court process.

The ABDC contributed significantly to the national intelligence picture for East Timor with regard to explosives and improvised explosive devices — a contribution made possible by the recently developed electronic database.

The electronic military ordnance database will assist general police members in the recognition of unexploded ordnance. A general intelligence capability to compliment the ABDC technical intelligence role was also initiated and will be developed.

Olympics

During the Olympics the AFP will:

- Provide leadership and management in the investigation of Commonwealth offences.
- Provide close personal protection.
- Participate in the provision and analysis of strategic criminal intelligence.
- Provide community policing services in the ACT.
- Provide an interface between Australian law enforcement agencies and the rest of the world through the AFP overseas liaison officer network.
- Review and develop law enforcement arrangements with other agencies.
- Provide support, wherever possible, in relation to the secondment of human resources to the NSW Police and other agencies.

To meet these outputs the AFP has undertaken a variety of tasks in addition to preparations for close personal protection obligations.

The AFP engaged in a number of Olympic-related joint security investigations, one of which resulted in the arrest of a former Australian Protective Service (APS) officer following threatening e-mail messages sent to the APS.

The AFP also assisted NSW Police with investigations into letters received by a foreign Consulate alleging that bombing attacks would be committed against certain airlines. During the inquiry, an AFP member was attached to the investigation team to fulfil both a liaison function and to monitor AFP-Commonwealth related investigation activity. The success of this strategy led to the decision to permanently attach an AFP member to the NSW Police Olympic Investigations Strike Force.

During February 2000, a crime profile was presented at the bi-monthly Queensland-Commonwealth Law Enforcement agencies meeting. As a result, a joint investigation between the AFP, Queensland Police and United States Secret Service commenced into the activities of crime group based in Queensland that was allegedly engaged in counterfeit currency activities. An arrest was successfully made in New Zealand in relation to currency offences in that country.

The AFP initiated an investigation into the carriage of potentially dangerous goods located on an inbound international flight. A meeting of stakeholder agencies was held in April to discuss the management of this incident with a view to improving the response to similar incidents in the future.

A series of national counter terrorist exercises under the auspices of the Standing Advisory Committee – Prevention Against Violence (SACPAV) culminated in Exercise 'Ring True' held in Sydney and Canberra during May 2000. AFP resources tested included the Olympic intelligence, information and investigation responses and ACT Policing anti-terrorist arrangements. Additionally, a multi-agency Chemical Biological Radiological exercise was held in Canberra in late May 2000. All emergency services and hospitals were involved and the three major ACT Olympic venues and venue commanders were linked in the exercise.

Considerable development of the ABDC operational response plan for significant incidents took place, with a specific focus on the Olympics and CHOGM. This includes the development of an incident room.

An Olympics security intelligence coordination team was established by the AFP, then expanded into the Protective Security Olympic Coordination Centre (PSOCC). The PSOCC's principal objectives are the coordination and management of AFP close personal protection functions and security intelligence. The latter is undertaken in concert with the Federal Olympics Security Intelligence Centre (FOSIC) and other Commonwealth partners.

The Olympic Security Command Centre (OSCC) and FOSIC were connected to the AFP's corporate computer network to facilitate the free flow of vital information. An extensive equipment upgrade was also implemented which included the replacement of weapons and soft body armour, and enhancement of the radio and communications network.

ACT Policing continued planning for Olympic Football (soccer) events, the torch relay and the management of several venues including accommodation, transport and training facilities.

CHOGM

With the change in venue for CHOGM announced in January 2000, the role of the AFP changed to one of support to Queensland Police for the event. The AFP will have a substantial reserve of members trained in close personal protection as a legacy of the Olympics. The AFP has provided the Queensland Police with intelligence gathered before the venue change and attended preliminary planning meetings for CHOGM in the ACT and Queensland.

The Department of Prime Minister and Cabinet has established a CHOGM taskforce and security committee, of which the AFP is a member. These groups have discussed the security and planning processes which has seen members of the AFP visit the recent Asia Pacific Economic Conference in Wellington to view procedures and share information. The AFP has also been involved in the selection and security vetting of a retreat venue for CHOGM.

Other special events

A number of other significant events have been planned to coincide with the Olympic period. These events include the World Economic Forum and Pacific Rim Conferences. The timing of these events is such that AFP planning and procedures for the Olympics will be overlaid to manage these events.

Level of client satisfaction

Qualitative indepth interviews were undertaken with agencies involved in protective security as part of the client satisfaction survey. These agencies expressed the view that the quality of AFP strategic involvement was high and underpinned the resulting strong relationship.

The AFP has received feedback from numerous individual clients expressing appreciation for the professional, courteous and informative service provided, while the degree of information and intelligence sharing has seen most key partners of the AFP express themselves well satisfied with our services.

Feedback from visiting foreign dignitaries and Government ministers indicated that their level of satisfaction with close personnel protection services provided by the AFP was extremely high.

For example, the Irish Prime Minister, Taoiseach Bertie Ahern, expressed his thanks for the 'great professionalism' displayed by AFP members. Similarly, on his departure from Australia, the previous Ambassador of Israel, Shumuel Moyal, expressed the Government of Israel's gratitude and appreciation to each and every team member for their professionalism during the many long hours spent with he and Mrs Moyal.

The AFP has also received letters of appreciation from organisers of protests and demonstrations. This recognises the valuable contribution that AFP members make to ensuring that conflicting parties are able to represent their views in a constructive manner.

Increased awareness by various Commonwealth agencies has resulted in continuing requests for bomb awareness and recognition training. The ABDC has also participated in the delivery of training to close personal protection, Department of Defence courses and courses conducted by Emergency Management Australia.

The ABDC held their annual conference in October 1999, attended by 130 delegates from Australia and overseas. The conference received very positive feedback due to the groundbreaking nature of having closed sessions for bomb technicians and open sessions where industry participants were welcomed. An innovative desktop exercise using biological and chemical ingredients was also received in a positive light.

The AFP and the Family Law Court continue to assess arrangements for the provision of services.

Outlook

The operational phase of the Olympic period is expected to validate AFP planning and procedures. As part of the AFP's special events planning methodology and guidelines, a debrief process will be conducted to establish areas of potential improvement. Planning for CHOGM will benefit from lessons learned from the Olympic Games period.

An Incident Coordination Centre is being established in AFP Headquarters to facilitate the management and coordination of future major national incidents and events from a central location.

Outcome 3: Policing activity creates a safer and more secure environment in the ACT

The objective of this outcome is to improve the safety of communities and individuals within the ACT.

To achieve this objective the AFP provides:

- Community services.
- Investigations.
- Road safety and traffic enforcement.
- Prosecution and court services.
- Commonwealth services.

Outcome 3 originally included the provision of 'Commonwealth Services' to Jervis Bay, Christmas Island, Cocos (Keeling) Islands and Norfolk Island, but responsibility for these services moved to Outcome 4 in the reporting period.

Tabled information on performance measurement is in Appendix 1

Disruptive effects on the criminal environment

The crime environment in the ACT has undergone a period of substantial change over the past 12 months with a 19.8 per cent increase in reported offences (excluding drug offences) from 44,503 in 1998-99 to 53,302 in 1999-2000. This situation represents a development in the trend for the past ten years with substantial increases in property-related crime, particularly in the burglary and stolen motor vehicle offence categories.

ACT Policing — responding to the need for change

During the past 12 months ACT Policing and the AFP more generally have undergone a number of major changes in response to the evolving crime environment. The changes that have most directly affected ACT Policing over this period have involved the:

- Introduction of an intelligence-led policing model that allocates operational and support resources to tasking priorities on the basis of criminal intelligence. The process is managed to ensure police resources are targeted in such a way as to provide maximum benefit to the community.
- Signing of a new policing arrangement in March 2000 that establishes formal accountability measures to the responsible ACT Minister similar to those in other jurisdictions and provides ministerial control over appointments to the position of Chief Police Officer. The arrangement is for a five-year period and establishes a number of other administrative conditions for the provision of police services.
- Negotiation of a purchase agreement that details the types of police services that the ACT Government wishes to purchase from the AFP.

- Partial civilianisation of Police Communications to increase the number of sworn members available for operational duties.

The combined effect of these changes has been to increase ACT Policing's accountability to Government, release police resources for the fight against crime, ensure appropriate use of personnel and increase the overall flexibility of police in responding to continually changing crime environments.

The changes that have been brought about during the reporting period have presented challenges at all levels within ACT Policing. These changes have, however, been necessary to provide the highest quality service to the people of the ACT.

Robbery and fraud

The ACT has experienced an average of 27 robberies a month over the 18-month period to 30 June 2000, and is in the mid-range of Australian jurisdictions for both armed and unarmed robberies per 100,000 people. Armed robbery has increased from 94 offences in 1998-99 to 115 in 1999-2000. Other robbery offences decreased slightly over the same period.

Two important and encouraging trends have become increasingly apparent in 1999-2000. Proceeds from armed robberies have progressively fallen in the ACT since the mid-1990s from in excess of \$325,000 per annum to \$93,000 in 1999-2000.

This remarkable outcome has resulted from a hardening of targets to a point where armed robbery has become a high-risk, low-profit crime. In addition, there has been a dramatic reduction in the use of firearms in the course of armed robberies over the past three calendar years, falling from 22 per cent in 1997 to 14 per cent in 1998 and subsequently to 10 per cent in 1999. This reflects the success of firearm control initiatives by both Commonwealth and ACT Governments.

Fraud and white-collar crime remain a focus for ACT Policing because of their potential to undermine the interests of the government and private sectors alike.



The civilianisation of Communications and the signing of a new policing agreement were two major changes that affected ACT Policing during 1999-2000.



The scope and nature of fraud in the ACT varied substantially during the reporting year from a \$750,000 offence against the ATO and \$80,000 against an agency of the ACT Government, to minor and more personal offences.

Investigators have identified a disturbing pattern of offences involving e-commerce that have the potential to severely affect economic activity in this growing industry.

Burglary and stolen motor vehicles

Burglary and property-related offences have emerged as dominant influences in the ACT crime environment over the past 12

months, with burglaries increasing from 6829 offences in 1998–99 to 8678 in 1999–2000 and stolen motor vehicles from 3073 to 3681 over the same period.

A substantial proportion of the overall increase in offences in the ACT is due to related incidents such as theft-at-burglary. ACT Policing has been monitoring these trends since mid-1998.

A significant shift in crime-management strategies was adopted during 1999–2000 with the implementation of intelligence-led policing. As a direct result of this process, a sequence of major operations was launched to combat burglary and property-related crime in the ACT, with each building successively on the intelligence product and gains of previous operations.

The operational activity plan for 1999–2000 commenced in August 1999 with the joint deployment of operations *Logo* and *Medina* to target burglary offenders across the ACT. *Operation Otway* commenced shortly afterwards with the specific objective of disrupting the market for stolen goods in the ACT by targeting known and suspected receivers of stolen property.

There appears to be a direct link between property offences and the drug trade, in that a significant proportion of the proceeds of theft is used to support illicit drug habits.

These operations culminated during November 1999 in a full-scale attack on property-related crime through *Operation Chronicle*. An initiative conceived and executed as a successor to the earlier operations, *Operation Chronicle* involved the large-scale diversion of resources from other policing priorities for a sustained period through to early December 1999.

Operation Chronicle was an outstanding success, with 237 charges being laid across a range of offence categories. These included 27 for burglary, 33 for theft, 13 for unlawful possession and 11 for possession of prohibited substances. A strategic analysis of offence data revealed that *Operation Chronicle* successfully disrupted criminal activity in major offence categories for up to three months when compared with projected trends.

Operation Chronicle was terminated due to budget constraints and a need to return resources to other policing priorities. Government funding was subsequently provided to maintain pressure on the perpetrators of property-related offences and a new operation, modelled on the *Chronicle* experience commenced in May 2000.

Operation Dilute developed an emphasis on the collection of scientific evidence from crime scenes



Attacks on property-related crime were highly successful throughout the reporting period.

to assist in further targeting recidivist burglars and car thieves. This approach was complemented by one of dedicating more resources to each crime scene, including visits to neighbours and provision of burglary and theft prevention information.

Operations conducted under the *Dilute* philosophy ended the year with 275 persons arrested with 890 charges being laid against a range of property and drug related offences. One of the persons arrested was alleged to have been responsible for 37 per cent of all burglary charges laid and it was estimated that up to 84 per cent of those arrested were users of, or dealers in, illicit drugs.

Offences against the person

The ACT maintained its record of being one of the safest populations in Australia, with the lowest murder rate of all Australian jurisdictions. Three murders were reported, two of which were cleared within 24 hours. Charges are pending against three persons. Two of these were reduced from murder to manslaughter during committal proceedings.

In May 2000, the ACT Attorney General publicly announced a reward of up to \$100,000 for information leading to the conviction of those responsible for the murder of Irma Palasics, who was killed in her home in October 1999. Included in that announcement were conditional offers of possible indemnities and witness protection.

Police also investigated a number of other suspicious deaths in the ACT during the year, including the body of a male found in Lake Burley Griffin and another in a drain in Braddon. In the first case the cause of death has not yet been determined while in the second, investigation revealed that there was no criminal activity involved.

Assaults (excluding sexual) in the ACT continued to increase in 1999–2000 with 2102 reported. This was eight per cent more than the 1948 reported in the previous year. While this trend is disturbing, ACT Policing achieved a 52 per cent clear-up rate and, after a first half year increase to December 1999, there was a marked decline in the number of assaults, continuing to the year's end.

The rate of sexual assault in the ACT remains the lowest in Australia, with 169 offences being reported in 1999–2000. However, ACT Policing investigated several violent sexual assaults during the year and successfully prosecuted a number of serious offenders. ACT Policing achieved a 59 per cent clearance rate for this category of offence during the year, contributing substantially to public safety.

Illicit drugs

Illicit drugs are an increasing problem in the ACT as in most other Australian jurisdictions. The impact of illicit drugs is of particular concern because of its effects on other categories of crime such as armed robbery, theft and burglary, which are often necessary to finance drug habits.

Drug seizures during 1999–2000 increased to 1005 from the previous year's total of 878, with seven deaths and 450 overdoses in the ACT being directly attributed to heroin use. In general, however, the quantity of illicit drugs of all types seized in the reporting period was lower than in 1998–99.