

A number of large-scale drug-related matters were investigated during the year. The most significant of these was *Operation Sack*, aimed at decommissioning a major laboratory which intelligence indicated was preparing to mass-produce ecstasy within the borders of the ACT.

*Sack* investigators arrested 14 persons, seized 1000 ecstasy tablets, a pill press, associated equipment and chemicals capable of producing another 3000–5000 ecstasy tablets. The pill press was capable of producing 2000 tablets per week with the potential to create a new dimension in the ACT drug market. The short-term disruptive effect of this operation is estimated to be in the order of \$300,000 to \$400,000 with a longer-term impact possibly amounting to millions of dollars.

Other operations, including *Mungite*, *Rhapsody* and *Appaloosa*, were designed to address different facets of the drug problem. *Mungite* involved a joint investigation with NSW Police to combat cross-border trade in heroin and amphetamines, while *Rhapsody* targeted a local heroin network. *Operation Appaloosa* adopted a different approach to the drug problem, with a focus on street-related drug crime.

The combined result of these operations was the arrest of 23 persons, the seizure of \$37,000 in cash, a number of firearms and various quantities of ecstasy, heroin and amphetamines, and the recovery of \$90,000 worth of stolen property.

ACT Policing is committed to a policy of harm-minimisation in its dealings with drug users and contributes to policy development of the Ministerial Council on Drug Strategies. ACT Policing also maintains strategic inter-agency partnerships to facilitate achievement of harm-minimisation objectives, which in October 1999 resulted in the launch of a major drug education package directed towards at-risk groups within the community.

#### Public events

During the reporting period, ACT Policing committed extensive resources to a large number of public events, including the provision of protective security for visiting foreign dignitaries, management of protest activity and special events.

ACT Policing committed resources to events involving eight internationally protected persons during the year. The highest-profile of these included (in chronological order) the Secretary General of the United Nations, the Taoiseach of Ireland, the President of the People's Republic of China, the President of the Republic of Korea and Her Majesty the Queen and his Royal Highness the Duke of Edinburgh. Each of these visits required extensive planning and dedication of substantial police resources to special traffic management and protective security duties.

During 1999–2000, ACT Policing attended 71 demonstrations, mostly at embassies, government offices and Parliament House. The vast majority were orderly, however those at the Embassy of the Republic of Indonesia and the Embassy of the Union of Myanmar were volatile due to the emotive nature of the issues involved. Protracted or recurring protest activity presents ACT Policing with resourcing challenges, which impose a need for careful allocation of priorities. This reflects the delicate balance between Commonwealth and ACT policing commitments.

ACT Policing has also contributed substantial resources to the preparation for Olympic events, including a critical segment of the torch relay and several games of Olympic football scheduled to take place in Canberra during 2000–2001.

ACT Policing is in a high state of readiness for these events, having participated in major anti-terrorist exercises and other training activities during the year.

A number of other major events also required a commitment from ACT Policing during the year, including the Street Machine Nationals, the GMC 400 car race, the Royal Canberra Show and the concentration of festivities and celebrations in the spring and autumn.

The number of such annual events held in the ACT has increased steadily over the past five years, placing significant additional demands on police resources.

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

ACT roads are the safest in Australia, despite the fact that there are 190,000 registered motor vehicles for a population of 310,000 who, on average, travel further than any other population group in the country. As a result, maintaining this high level of safety is a constant challenge.

Traffic fatalities in the ACT fell from 23 in 1998–99 to 14 in 1999–2000, a reduction of 39 per cent. This underlines a positive trend in road safety which has been apparent since the number of reported accidents peaked at 13,199 in 1995–96.

In 1999–2000, 12,392 accidents were reported – slightly more than 1998–99 but still six per cent below the peak.

Speed cameras commenced operation in the ACT in October 1999, operated by staff of the ACT Department of Urban Services. A study undertaken by Urban Services soon after the introduction of the cameras identified a variable overall reduction in speed of approximately 7km per hour in designated speed camera zones. The survey also identified an overall reduction of 2km per hour in two controlled sites not associated with designated speed camera zones.

In 1999–2000, ACT Policing issued 21,050 traffic infringement notices and conducted 79,599 random breath tests, compared with 24,161 and 103,936 the previous year.

The reduced number of traffic infringement notices in 1999–2000 is consistent with expectations associated with the introduction of speed cameras and the positive impact of this on driving behaviour. The reduction in random breath tests resulted from adoption of a risk-management approach to core business activities with resources being diverted to major property crime investigations and special events.

#### **Crime prevention and strategic partnerships**

ACT Policing has a long-term commitment to enhance the effectiveness of crime-prevention initiatives via the development and maintenance of an extensive network of strategic partnerships with groups in the community. These groups range from business organisations and ethnic communities to community service associations and special interest community groups.

Strategic partnerships with the NRMA, AAMI and Tattersalls through their respective sponsorship of Crimesafe, Crime Stoppers, and Neighbourhood Watch result in a powerful combination of crime prevention measures. For example, calls to Crime Stoppers have resulted in 99 arrests or summonses, the seizure of drugs with an estimated street value of over \$1 million and the recovery of cash and property in the order of \$175,000.

ACT Policing places considerable importance on working with the younger members of the community, especially those seen as at-risk, in the interests of long-term crime prevention. Members regularly address schools and colleges on a wide range of social and legal issues, including driver education, drug and alcohol awareness and rights and responsibilities.

This type of activity extends to the development of interventionist schemes such as Project Saul, a series of outdoor adventure camp activities which involve police directly with youth as positive role models in outreach programs. Much of this work is again reliant on strategic partnerships with the ACT school system and youth justice services.

Safety net programs are also conducted by ACT Policing in the interests of supporting vulnerable members of the community. The two most significant programs operated in the ACT are Safety House, which provides havens for those who feel unsafe, and the Community Liaison Advisory Safety Project, which responds to the home security needs of older members of the community.

Both of these programs maintain extremely active community profiles, with the latter (conducted in cooperation with the Fire and Ambulance services) being unique to the ACT and a national award-winning scheme.

#### **Diversionsary conferencing and assistance to victims of crime**

Diversionsary conferencing is a means of achieving restorative justice for victims of crime by bringing them together with offenders outside the court system to resolve issues arising from crime. It is restricted to matters involving juvenile property offences and youth violence where strict criteria are satisfied, including severity of the offence, admission of guilt and willingness of the parties to participate.

ACT Policing conducted 58 diversionsary conferences during 1999-2000 and was highly satisfied with results. The program is the subject of a formal evaluation conducted jointly by the Australian National University and the University of Maryland, with preliminary results indicating promising support in key areas of this innovative program.

While ACT Policing's principal responsibility in the fight against crime is to the community as a whole, it also plays a major role in supporting members of the community who are in need as the result of crime. Specially selected members of ACT Policing, assigned as Victim Liaison Officers, provided support and assistance to victims of crime under a wide range of circumstances during the year.



Strategic partnerships, like that with Volvo, contribute to making ACT roads the safest in Australia.

## Level of client satisfaction

### ACT Policing arrangement

Under the ACT Policing arrangement that expired on 30 June 2000, the AFP was required to provide on average 694 personnel (599 for community policing and 95 for Commonwealth activities). During the year, ACT Policing attained a maximum strength of 732 with a minimum of 668 and a fortnightly average of 700 for the year.

On 15 March 2000, the ACT Minister for Justice and Community Safety and Commonwealth Minister for Justice and Customs signed a new arrangement for the provision of police services by the AFP to the ACT. This arrangement makes substantial changes to the relationship between the ACT and Commonwealth Governments, establishing a position of Chief Police Officer for the ACT along with a comprehensive range of accountability mechanisms comparable to those existing in other states and the Northern Territory.

Under the new arrangement, which commenced on 1 July 2000, the AFP entered into an annual purchase agreement with the ACT Government specifying levels of service to be provided to the community. This purchase agreement shifts the focus of policing from specification of inputs for the provision of services to outputs based on results. The agreement consists of six major outcomes, 17 outputs and 74 performance measures with associated targets. ACT Policing is required to report quarterly against the requirements of the purchase agreement.

### Prosecution and Court services

Substantial progress has been made in implementing the revised case management hearing process, with the new procedures providing significant returns in terms of time saved through streamlined procedures to the Court, witnesses and ACT

The Steering Committee for the Review of Commonwealth/State Service Provision reports on the provision of police services at a jurisdictional level on an annual basis. Analysis of these reports confirms that ACT Policing has provided a value-for-money service to the people of the ACT.

The most recent report for which jurisdictionally comparable data are available shows that community policing in the ACT has been provided at a cost of \$207 per person in 1998-99.

This compares favourably with other jurisdictions with ACT Policing recording the third lowest cost per head of population of any reported Australian jurisdiction.

Policing. It is expected that in the longer term these changes will increase satisfaction with the performance of the criminal justice system. A new direction for process and attendance at court has also been implemented, with the result that up to \$360,000 of police time can be diverted to crime management issues.

These initiatives have been jointly responsible for increases in police and court efficiency in the ACT.

### Community perceptions

ACT Policing assesses community satisfaction with its services from the Australian Bureau of Statistics Population Survey Monitor and formal feedback from members of the



community. Data for the Population Survey Monitor were gathered from a sample of approximately 220, with interviews conducted in August 1999, November 1999, February 2000 and May 2000.

ACT Policing sets out to maintain community perceptions of neighbourhood-level concerns such as the risk of burglary, theft, vandalism and lesser problems at levels below the national average. The outcome for 1999–2000 indicated that 49.2 per cent of people perceived such issues as being a problem, or somewhat of a problem, in their neighbourhoods. This compared closely with the national average of 48.5 per cent, given the errors inherent in small samples.

A number of other important results were identified from the survey, including an 82 per cent response indicating that police perform their job professionally, 84 per cent indicating confidence in police and 63 per cent believing police treat people fairly and equally. These results were, without exception, higher than for 1998–99 and at an indicative level represent progress in developing positive relationships with the community. General satisfaction with police contact, however, fell from 83 per cent in 1998–99 to 78 per cent in 1999–2000. This outcome is consistent with the increase in offence levels in the past 12–18 months and will be addressed with additional resourcing provided by the ACT Government.

A content analysis of correspondence received from members of the public during the year adds an important dimension to the survey data. This material identified the outstanding performance of a large number of police on an individual basis and highlighted the extent of compassion and support demonstrated to members of the community in crisis. This reflects extremely well on the quality of ACT Policing's people.

## Outlook

ACT Policing faces a challenging year in 2000–01. The new policing arrangement and associated purchase agreement will require major restructuring of administrative and operational systems to satisfy all requirements of the ACT Government. These include information technology support, forensic services, internal investigations, human resource management, special intelligence and a number of integrated activities necessary for daily police operations.

Major ACT Government funding initiatives will also make possible the formation of strike teams to target property-related crime in the ACT on an ongoing basis with similar strategies to those developed for operations *Chronicle* and *Dilute*. These operations have the clearly-stated objectives of reducing burglary and stolen motor vehicle offences to 1997 levels.

The partial civilianisation of ACT Policing Communications will continue through the first half of 2000–01 and will result in diversion of sworn police personnel from support roles in the ACT to front-line policing.

The ACT Government's commitment to Olympic events in September 2000 will result in one of the largest and most complex police operations in the past decade.

## **Outcome 4: The Commonwealth Government contributes effectively to international law enforcement interests**

The objectives of this outcome are to:

- Effectively contribute to international efforts to counteract and prevent criminal activity by encouraging international cooperation in law enforcement globally.
- Improve the safety of communities and individuals within Jervis Bay and Australia's external territories.

To achieve these objectives the AFP:

- Deploys police to the UN and other peacekeeping services.
- Provides Interpol services.
- Provides policing advice in the South Pacific region.
- Provides an AFP officer to the Council for Security Cooperation in the Asia-Pacific (CSCAP) as co-chair on the Transnational Crime Working Group.
- Provides access to the Law Enforcement Cooperation Program (LECP), in conjunction with other AFP programs such as the Management of Serious Crime course.
- Facilitates contact and information sharing between Australian law enforcement agencies and international law enforcement agencies.
- Provides community policing services to Jervis Bay, and some search and rescue, Customs and Immigration services, as well as regulatory procedures such as licensing, to the external territories (transferred to this outcome pending the new structure for 2000-01).

Tabled information on performance measurement is in Appendix 1.

### **Disruptive effects on the criminal environment**

#### **Overseas liaison**

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.

Posts in Rangoon (Myanmar) and Bogota (Colombia) were established on six-month trial basis in January and June 2000. In June 2000, a new post opened in The Hague (The Netherlands) and the second NIDS-funded liaison officer for Hong Kong commenced duties.

In addition to the establishment of new posts, existing posts are being enhanced. In particular, all posts are in the process of being connected to the AFP's computer network in order to allow the same level of police information exchange as within Australia.

The LECP was expanded in July 1999 and now encompasses the rest of the world. A number of cooperative activities aimed at increasing the two-way flow of intelligence on transnational crime were put in place with Interpol and law enforcement agencies in the UK, Canada and the United States of America.

Strategic alliances with international law enforcement agencies have been developed to attack the global trafficking in illicit narcotics by taking the fight offshore. For example, secure encryption software connects the AFP and the Royal Canadian Mounted Police (RCMP) to enable the free exchange of information of interest, while discussions have been held with RCMP, Hong Kong Police and the Federal Bureau of Investigation concerning operational investigations.

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. CSCAP is 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.

#### UN commitments

The AFP continued to provide significant contributions to international law enforcement interests during 1999–2000.

Two AFP members were deployed to Bougainville from February to May 2000 as part of the Peace Monitoring Group. These members provided high-level strategic advice on law and order issues in Bougainville and in the development of policing projects on the island.

The AFP continues to maintain a detachment in Cyprus as part of the UN civilian police component (UNCIVPOL). Recent changes to the UNCIVPOL organisational structure have combined the working and living arrangements of the Australian and Irish police contingents that now report directly to the Head of Mission.

In May 1999, the AFP was asked to provide 50 members for deployment to East Timor as part of a civilian police detachment to the UN Assistance Mission to East Timor (UNAMET) in the lead-up to, and during the popular consultation on East Timor's autonomy package. Staggered deployment commenced in June 1999. Members of the civilian police detachment were evacuated from East Timor to Darwin in September 1999, due to the escalating violence following the referendum. Since then, the AFP has provided three more detachments of police in September/November, February and May.

The LECP has a strong drugs focus and aims to improve both the levels of cooperation and capacity of overseas law enforcement agencies within the Asia-Pacific region.

The 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.

The LECP complements the AFP's mobile strike teams initiative and provides additional support to law enforcement cooperative initiatives within the Asia-Pacific region and, as such, receives funding under NIDS.



These detachments comprised almost 130 AFP officers, 65 State and Territory police and 14 former AFP and State police members with contemporary policing experience drawn from the recently established AFP Reserve.

In October, the United Nations Transitional Administration in East Timor (UNTAET) took over from UNAMET. The AFP is part of a Darwin-based UN selection assessment team responsible for assessing the suitability of international civilian police for deployment to UNTAET. Assessment is based on UN criteria and has been carried out in the home countries of prospective participants, rather than after their arrival in East Timor, to avoid the need to repatriate unsuitable participants.

#### **Commonwealth territories policing**

##### ***Christmas Island***

AFP resources on Christmas Island were stretched to breaking point during the reporting period due to the arrival of multiple boatloads of suspected unlawful non-citizens. In July 1999, a yacht picked up five survivors from a vessel which had sunk west of Christmas Island. Fifteen other illegal immigrants from Sri Lanka were missing but not found, despite a marine and air search coordinated by the AFP.

The largest landing occurred in December 1999. When AFP officers boarded the vessel, they found its decks crammed with 231 men, women and children. Three of the women were pregnant and very close to term, while another was fitted with a pacemaker. In addition, three passengers (members of the same family) were insulin-dependent.

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

In December 1999 the Commonwealth Department of Agriculture, Fisheries and Forestry closed the Quarantine Station on the Cocos (Keeling) Islands and entered into an arrangement for the AFP to undertake quarantine clearance functions for aircraft and vessels visiting the islands. As the AFP is already performing Immigration and Customs border control functions in accordance with an agreement with the Department of Transport and Regional Services, it was a simple matter to also accept responsibility for the provision of quarantine inspection services. The AFP will continue to provide such services pending determination of future arrangements in the Indian Ocean Territories.

The marine officer function for the islands, performed by the AFP since 1996, was transferred back to the Indian Ocean Territories Administration during the reporting period on appointment of a senior, qualified mariner. The Marine Officer controls all harbour and marine activities and also provides a marine rescue capability for the islands. The AFP has a coordinating role in marine rescue and emergency management. For example, in August 1999, the AFP coordinated the rescue and subsequent repatriation of the crew of an Australian yacht *Salibo* some 200 nautical miles off the Cocos (Keeling) Islands after they were forced to abandon the yacht due to heavy seas and injuries.



The AFP continues to provide civilian police to the UN presence in East Timor.



### **Jervis Bay**

A review of the AFP's role in the Jervis Bay Territory has resulted in a focus on community policing in the Territory. An Autocite machine was introduced in cooperation with the Jervis Bay Administration to assist police in processing traffic infringements. A new police dual cab utility vehicle, complete with a purpose-designed custody capsule on the back, was also introduced to support the community policing focus of the AFP at Jervis Bay. In relation to emergencies in the Jervis Bay Territory, the AFP acts as the initial contact point for members of the public reporting incidents. The AFP then activates community-based resources such as the Royal Volunteer Coastal Patrol to respond and coordinate search and rescue activities as appropriate.

### **Norfolk Island**

Following extensive consultation between the Norfolk Island and Commonwealth Governments, new legislation adopting national firearms licensing standards was introduced on Norfolk Island, along with a compensation scheme approved by the Commonwealth Attorney-General. The AFP provided a special team to implement the new legislation and compensation scheme commencing in May 2000.

Facilities on the island were upgraded during 1999-2000, with the addition of a new police dual cab utility vehicle like that introduced at Jervis Bay. Norfolk Island police assisted with a search by New Zealand authorities for the yacht *Longfellow* in April. The yacht was located 13 nautical miles off the island by Norfolk citizens and subsequently sought shelter at the island whilst undergoing repairs.

### **Level of client satisfaction**

The AFP has received positive feedback from Government and other law enforcement agencies with respect to the agency's commitments to UNTAET. Anecdotal evidence also suggests that the LECP is helping generate high levels of trust, cooperation and intelligence sharing between law enforcement agencies, which lead to a greater capacity to disrupt the criminal environment in the region.

### **Interpol**

The AFP acts as the National Central Bureau (NCB) for Interpol in Australia and provides a service to all Australian law enforcement agencies in relation to formal international requests for information or assistance. In addition, the AFP has seconded a federal agent to the Interpol Directorate of Regional Coordination and Development in Lyon, France, to develop, promote and maintain an efficient and effective Interpol network for cooperation in Australasia.

The combined efforts of the liaison officer network and the NCB provide the AFP and external users of the international network with a comprehensive international resource.

In June 1999, the AFP and Interpol signed an MOU whereby the AFP acts as the systems integrator for the regional communications modernisation project for the

South Pacific region. The Project involves integrating six Interpol member countries in the South Pacific into the Interpol electronic mail network, the first of which was Fiji in December 1999.

The system was designed by the AFP and focused on keeping capital investment small and avoiding reliance on sophisticated telecommunications infrastructure which may not be available in some countries. Following a review of the system, the AFP commenced the second stage of the project, which involved integrating American Samoa, Tonga, Marshall Islands, Nauru and Papua New Guinea into the Interpol network. Interpol Wellington, which also relied on facsimile for communications, saw the benefits of the system in Suva and installed a similar system. While the funding for this installation came from Interpol Wellington, the AFP assisted with the installation.

#### **Training and assistance**

In addition to the assistance given to all State and Territory police through Interpol, the AFP also provides assistance through the liaison officer network. There has been a marked increase in the past few years of requests for overseas assistance, and this trend shows no sign of abating.

The activities of the Law Enforcement Assistance Program (LEAP) mirror those of LECP but do not have a drugs focus. Activities are funded from third party donors, for example AusAID, who is the major contributor to LEAP.

Activities include sexual assault and child abuse investigations training, and intelligence and forensic programs delivered to South Pacific Forum countries, as well as language training and reciprocal exchanges held under the auspices of the AusAID-funded Government Sector Linkages Program.

A significant development in law enforcement training in the South Pacific occurred in August 1999 with the start of the first International Management of Serious Crime (IMOSC) course in Port Vila, Vanuatu. The need for management of serious crime training in the South Pacific has been long recognised and the IMOSC program will contribute towards a unit of the University of the South Pacific's (USP) Certificate in Policing. A second IMOSC course was conducted in Vanuatu during May 2000. The three-week residential courses were a collaborative effort between the AFP and the USP School of Law campus.

#### **Outlook**

Further cooperative LECP and LEAP projects are planned for partner law enforcement agencies in the South West Asia region.

The AFP's commitment to UNTAET has resulted in further funding in the immediate out-years. This initiative will continue the civilian policing capacity of 80 deployed Australian civilian police to meet the current UNTAET requirement. To ensure an ongoing presence this initiative also provides funding to establish a reserve pool of some 240 trained members drawn from recently retired AFP and serving State and Territory police.

## **Outcome 5: Community confidence in honesty, effectiveness and accountability of the AFP is high**

The AFP's ability to work with partner agencies in Australia and overseas, State police services and other agencies in compiling and managing intelligence and in undertaking criminal investigations is critically dependent on integrity and confidentiality. The objective of this outcome is to deliver a high-quality, untainted investigative and law enforcement capability.

To achieve this objective, the AFP:

- Investigates allegations of corrupt conduct and serious misconduct by sworn and unsworn members.
- Reconsiders individual employment suitability in light of internal investigation outcomes.
- Investigates and resolves complaints against sworn members by members of the public and satisfies the Ombudsman's Office as to the fairness and vigour of the inquiry.
- Undertakes personal security checks of applicants and existing AFP members.
- Develops an ethical culture, through training and other programs such as the Integrity Investigations Program.

These activities are also critical to the Government's requirement for a transparent, honest, ethical, fair and culturally diverse AFP and that of the community for an open and accountable police service.

Tabled information on performance measurement is in Appendix 1.

### **Level of accountability, honesty and dedication throughout the organisation**

#### **Professional standards**

During May 2000, a review of the AFP's integrity regime resulted in the development of a new model to ensure better delivery of professional standards services and more timely handling of external complaints. The new arrangements devolve to supervisors the responsibility for managing their people's professional standards and addressing behavioural issues. This in turn reflects the appropriateness of the majority of professional standards issues being dealt with through conciliation rather than internal investigation.

As a corollary there will be increased emphasis on education and preventative measures, delivered in part through the establishment of local business service groups in major offices to assist line managers in their professional standard responsibilities.

#### **Illicit drug testing**

Voluntary and applicant drug testing programs continued throughout the year with the cooperation of appointees and the support of the AFP Association. In addition to these programs, compulsory testing of all appointees is carried out



when a reasonable suspicion is held that they may be using illicit drugs. Other than for one applicant test, all tests conducted under the various programs were negative.

A table that illustrates drug testing conducted during the reporting period can be found in Appendix 1.

#### **Internal audits**

During 1999–2000, four internal audits addressing performance issues and four addressing compliance issues were reported to the AFP's audit committee. The performance audits examined the logical security of the AFP's main computer network, a key aspect of the management of controlled operations, and the AFP's preparedness for the Sydney 2000 Olympic Games from both a operational and a financial perspective.

Another 13 significant projects were completed during the period. A number of these projects related to the handling of property and exhibits, including drug seizures. Self-assessments by general managers were coordinated in regard to compliance with the relevant national guidelines, as was the response to and subsequent follow up of recommendations made in this area by the Commonwealth Ombudsman.

The 1999–2001 *AFP Fraud Control and Anti-Corruption Plan* was formally approved in December 1999. The Law Enforcement and Coordination Division of the Attorney-General's Department commended the plan and the associated risk assessment.

It is expected that in 2000–01 a substantial part of the program of internal audits will be outsourced, whilst retaining a core of expertise within the internal audit area.

#### **Professional Reporting Program**

The Professional Reporting Program encourages the internal reporting of unethical behaviour. The program received 73 referrals during the reporting period, a 55 per cent increase in referrals from the previous 12 months. A major objective of the program is to support appointees who have reported criminal, corrupt or unethical behaviour by other AFP personnel, to ensure that they are not subjected to intimidation or any form of harassment. The program is also providing assistance to AFP personnel dealing with conflict in the workplace and facilitating communication within the organisation on issues of concern.

A number of information and training sessions were provided to AFP membership to increase understanding of the role and functions of the program. The increase in number of referrals and the number of applications from employees to be trained as confidants is a clear indication of the level of acceptance and support for the maintenance of integrity within the AFP.

#### **Complaints and allegations**

Complaints against employees by members of the community are investigated in conjunction with the Ombudsman's Office in a timely, open and impartial manner.

Appendix 2 details information relating to the *Complaints (AFP) Act 1981*.

During the reporting period, proactive internal investigations resulted in a number of members having their suitability for appointment reviewed and one former member being convicted for a corruption-related offence.

These incidents of detection and correction of corrupt or unethical behaviour served to send a clear message to new and existing AFP membership that the AFP's integrity and professional reputation will not be compromised.

Owing to the requirement to maintain the fixed term appointment process (which ended on 2 July 2000) all appointees whose fixed term appointments were ended on 1 July 2000 or within the previous year were considered anew for reappointment suitability. Of 24 individuals who were referred to the delegate for non-reappointment, 21 were not reappointed.

There was a significant increase in the number of minor complaints received that were resolved through the workplace resolution process. A large portion of these minor complaints related to incivility.

At the end of the reporting period, a number of strategies were being examined to allow managers in the workplace to identify possible areas of concern in order that proactive measures may be taken to reduce these types of complaints.

#### **Equity and diversity**

The AFP is in the final stages of the 1996–2000 *Equity and Diversity Program*, which closes in September 2000. The program has resulted in:

- A strong emphasis being placed on equity and diversity principles throughout the organisation at every selection stage, particularly selections for promotion.
- Specific education programs addressed at the recruit level, team level and middle management strand of the organisation. Cross-cultural training sessions based on the agreed competencies from the National Police Ethnic Advisory Bureau.
- An extensive network of contact officers, confidants, Aboriginal liaison officers, performance standards team members and gay and lesbian contact officers.
- Policies such as those relating to pregnancy and post maternity flexible work practices being readily accessible through the AFP intranet.
- The annual Commissioner's Work-Life Awards, which recognise good practice in relation to flexible management by team leaders and managers.
- Membership of the Australian and New Zealand EEO Consultative Committee.

#### **Workplace harassment**

The AFP has begun an integrity project to raise the awareness of workplace harassment. This initiative responds to current corporate endeavours and promotes a harmonious workplace that encourages loyalty and dedication to the organisation. The project includes strategies that foster a safe working environment devoid of harassment, bullying or actions that may be injurious to employees.

## Women in Policing

The AFP participates in the Australian Women in Policing Advisory Committee (AWIPAC), which reports to the Commissioners of Police on a range of issues concerning women in policing. A National Women's Consultative Team facilitates the work of AWIPAC and the Commonwealth Women in Law Enforcement Strategy, and provides leadership within area networks.

The AFP participated in the 1999–2000 Second Australasian Women and Policing Conference held in Brisbane in July 1999.

## Gay and Lesbian Officers

In November 1999, the first AFP Gay and Lesbian Contact officers course was conducted in Canberra for 20 volunteers from all areas. The course was developed for the AFP in cooperation with the NSW Police Service Gay and Lesbian Consultant. The inaugural program went for four days and was very successful.

## Malunggang Aboriginal and Torres Strait Islander Unit

The Malunggang ATSI unit promotes the AFP in the wider community using marketing material to attract new ATSI recruits, in particular through targeting university ATSI units. The main focus is the recruitment of Indigenous people as sworn and unsworn members, and the number of Cadetships offered during 1999–2000 more than doubled that of previous years.

The ATSI Employment Strategy is being finalised and a consultant has been engaged to review the strategy and develop a new career development and recruitment strategy.

The AFP continued to provide Indigenous cross-cultural awareness training to new agents and participate in projects with the Aboriginal Justice Advisory Committee in Jervis Bay and the community liaison unit of the ACT.

The AFP hosted the interagency 'Way Forward Seminar' and annual Indigenous Officers Network meeting in Brisbane. This venue provided a forum to discuss current issues regarding the recruitment, retention of Indigenous people in the public sector.

The AFP continued to maintain liaison with the indigenous community, particularly in Canberra, and relevant external agencies.

This ongoing communication ensures we monitor the current issues and better places the organisation to address any stakeholder concerns.

The AFP continues to build upon our relationship with the Indigenous community by hosting formal and informal gatherings.



The AFP celebrated National Reconciliation Week and International Women's Day with functions and guest speakers.





### Employee assistance and psychological services

The AFP provided training and support for a number of programs, including those for new agents, surveillance, management of serious crime, negotiators and confidants. Preparation and support was also provided for members, and their families, when selected as liaison officers or for overseas missions including East Timor, Cyprus and Bougainville.

Traumatic incident debriefings were provided on a number of occasions during the reporting period, including for all members returning from the mission in East Timor.

The AFP's national employee assistance service was utilised at approximately seven per cent across the organisation. Issues referred included workplace stress and trauma exposure, career planning, organisational change, interpersonal conflict, relationship and family issues.

Regional welfare officers provide the first contact point for members for personal or professional matters, and assist with the administration of psychological testing. Welfare officers also provide briefings and support for members and their families on overseas missions. The internal welfare officer system has been reviewed and is soon to be replaced by qualified welfare officers provided by an external consultant.

### Level of client satisfaction

The AFP client satisfaction survey revealed that 99 per cent of those surveyed considered AFP personnel ethical, courteous, well presented and impartial. It also revealed a significant improvement in client satisfaction with the AFP's security clearance procedures.

Through consultation with the Ombudsman's office and members of the public who lodged complaints with the AFP, it is apparent through the early intervention and support for the workplace resolution process, a level of satisfaction has been provided to the complainants. Through the provision of an external consultant, a review of the AFP's confidant program was undertaken. The findings of the review confirmed strong support for the effectiveness of the program from the perspective of both management and the employee making the report.

### Freedom of information

The AFP releases documents pursuant to the *Freedom of Information Act 1982*, the *Criminal Injuries Compensation Act 1983* (ACT) and AFP regulations, while many documents are made available to the public via the AFP's Internet home page.

More information on freedom of information can be found in Appendix 3.

### Outlook

The elements of Outcome 5 will become enabling services in 2000-01.

## Factors impacting on performance

Commitments to overseas peacekeeping and significant training for new and existing members have impacted upon performance during the year.

The requirements of the United Nations Transitional Administration in East Timor and other peacekeeping commitments have drawn experienced members from other priority areas. This limited the capacity available for Outcome One activities and initially had a negative impact upon performance.

To ensure this increased demand does not detract from other core business, the AFP and the Government instituted the AFP Reserve – a pool of some 240 additional members, appropriately trained and equipped, drawn from recently retired AFP and serving State and Territory Police.

Training commitments, many directly related to preparation for the Sydney 2000 Olympic Games, have also seen a reduction in some capacity in the short term.

However, it is expected that the benefits of the training will be seen in terms of increased efficiency and effectiveness in the future.

Civilianisation and the Commercial Support Program, in conjunction with the certified agreement, have encouraged the return of many sworn members to operational areas.

To date, the primary areas affected have been telecommunications interception and some of our international functions such as the Interpol and Alerts; further areas under examination include Communications.

As a direct result of reform program funding, which arose from the Ayers Review of the AFP, a number of technologies have been purchased and incorporated into AFP operational activities in order to improve effectiveness and efficiency gains. These include enhancements to the AFP's ability to gather and manage intelligence derived from technical equipment through:

- Establishment of electronic evidence teams.
- Replacement of taped record of interview equipment.
- National mobile radio communications upgrade.
- Construction of a new forensic facility and equipment replacement.

The AFP now has a significant and growing international presence, which requires an enhanced 24 hour response and support capability.

The AFP recognised that three areas of responsibility, the operational support of the overseas liaison network, the 24 hour response capability, and the Australian Interpol National Central Bureau functions were becoming similarly focussed, requiring similar personnel and hours of coverage.

Accordingly, the AFP moved early in 2000 to integrate these three areas into one cohesive unit to provide a fully fledged national and international first response and coordination function which operates 24 hours per day every day of the year.

This integrated team is now operating successfully and has allowed the AFP to provide a broader coverage of services within existing resources.

## Management and accountability

In 1995 the AFP implemented the national teams model. This transition to empowered teams was one of a number of strategies to enable the AFP to respond effectively to unpredictable domestic and international environments.



An influx of new recruits has provided personnel for strike teams and eased restrictions on the mobility of existing staff.

The successful and consistent operation of a teams-based approach to the way in which the AFP does business is critical to the agency's preparedness, capacity and productivity. Coupled with the new certified agreement, it provides the framework for the AFP's future success.

While the AFP has made significant progress, there is some way to go to achieve sensible uniformity in work practices, and it became clear during the reporting period that the national teams model was not being uniformly applied across the organisation. As a result, operating templates were examined with the most appropriate team structure and operational framework determined and promulgated.

The effectiveness of the management and accountability of the AFP is reflected in the performance of the AFP against its organisational outcomes, as well as KPI 5 — The ability to attract, satisfy and retain high-performing people.

## Corporate governance

### Roles and responsibilities

Below the statutory offices of Commissioner and Deputy Commissioner there are but five team titles (excluding, where inapplicable, those used in ACT Policing): General Manager, Director, Coordinator, Team Leader, Team Member. In all instances the titles denote a role, not a level or rank.

General managers are responsible for the leadership, administration and management of a significant discrete corporate entity. Each general manager is accountable for the application of the national teams model in his area of responsibility, subject to ongoing oversight and, where appropriate, review by the national operational team.

Directors are responsible for the leadership, administration and management of a discrete corporate entity on behalf of general managers, and for ensuring corporate policies and priorities are implemented and followed.

Coordinators guide a number of teams. In smaller entities the roles of director and coordinator may be combined.



Team leaders manage teams of either single or multiple functions, and are responsible for planning to meet objectives, managing devolved budgets and negotiating flexible work arrangements with team members.

#### **Policies, orders and guidelines**

A governance framework assists AFP employees in meeting their obligations to the law, clients and the community.

An overarching span of seven national governance policies defines all other governance instruments. The seven national policies are:

- Operations
- Strategic direction
- Professional standards
- Security and information
- Community policing
- Human and financial resources
- External relationships.

The second level of the governance framework is constituted by a small number of Commissioner's Orders that, because of legislative requirements and other reasons, are necessarily mandatory. The third and fourth levels contain natural guidelines and practical guidelines which are intended to provide clear and valuable advice and guidance to employees on proper and acceptable practice and conduct in the execution of their duties.

#### **Corporate and operational directions**

The AFP's executive committee structure consists of the:

- National Management Team
- National Operations Team
- Human Resource Development Team
- Security and Audit Team.



Executive committees meet regularly and guide the AFP's corporate and operational direction.

These committees guide corporate and operational directions and steer the AFP's strategic program of reform. State-based management teams are responsible and accountable for the overall performance of entities against business plans.



They focus on strategic issues and higher-level financial, human resource, asset and operational management and the monitoring, measuring and reporting of performance against the AFP's outcome framework.

During the reporting period, management teams absorbed the functions of the previous regional human resource development teams, and became responsible for identifying and responding to the development needs of personnel.

Together, the national management team, State-based management teams and the national operations team monitor the application of the national teams model to ensure consistency and consider changes as better practices emerge.

#### Corporate planning

The Ministerial Direction issued under Section 13(2) of the *Australian Federal Police Act 1979* provides clear guidance for priorities and is the basis for all planning.

The AFP was one of the first Commonwealth agencies to adopt an outcome and output structure, which is detailed in the Overview chapter of this report.

The five outcome group used in 1999–2000 has, however, proven to be unwieldy for the purposes of effective internal management and external accountability.

Following the report of the Senate Finance and Public Administration Legislation Committee into the format of the Portfolio Budget Statements, and the suggestions of the Vertigan Review into budget estimate production arrangements, the AFP has improved its outcome structure for 2000–01.

The impending move to a two outcome structure is more aligned to the business and accountability structure adopted by the Commonwealth and ACT Governments. This will avoid duplication of reporting and enhance scrutiny by the Parliament and the ACT Legislative Assembly.

The new outcomes are:

- The investigation and prevention of crime against the Commonwealth and protection of Commonwealth interests in Australia and overseas.
- Policing activity creates a safe and secure environment in the ACT.

The AFP's strategic direction is shaped through a planning cycle which includes the analysis of strategic intelligence, environmental scanning and close consultation with clients, partners and stakeholders in the identification of key issues, the analysis of their implications and the development of effective strategies for their management.

A continual analysis of the present and prospective environment enables the AFP to provide the Government with timely and accurate advice on law enforcement and related issues, maintain a flexible response capacity that enhances the security and safety of the people of Australia and promote and protect Australia's international law enforcement interests.

#### Consultation

The AFP is committed to working closely with clients and stakeholders to ensure that service delivery is undertaken in a way that is suited to the environment and the needs of the Commonwealth.

The AFP has dedicated client service teams that serve as a first point of contact for clients and, during 1999–2000 commissioned a client satisfaction survey mentioned in the Performance chapter of this report.

The Commissioner convened an executive conference in December 1999, attended by all AFP senior executives and a number of external stakeholders.

The group met to appraise the AFP's progress, assess the strengths and weaknesses of its current profile and focus, and consider priorities for the next phase of the organisation's development.

The external stakeholders were able to provide vital information on the perceived quality, relevance and timeliness of the services the AFP provides.

### Organisational change

The AFP is in the second year of a three-year reform program implemented following the review of the AFP's resourcing needs commissioned by the Government in 1998.

Under guidance of a monitoring committee, the AFP has implemented a number of projects designed to enable it to respond to the challenges of the changing criminal environment.

The monitoring committee, which is chaired by Mr Les Taylor, Chief Solicitor and General Counsel for the Commonwealth Bank of Australia, met four times during the year.

Some of the key organisational reforms achieved through this program include:

- An increase in staffing levels to 2890.
- The implementation of a flexible remuneration agreement which recognises the professional status and skills of AFP employees.
- Enhancement of our range of internal audit and integrity measures — demonstrating a commitment to self-regulation.
- A dramatic reduction in the number of prescriptive rules, which have been replaced with guidelines for best practice.
- The devolution of responsibility for operational management to team leaders, including operational budgets and deployment responsibility.
- The implementation of reporting processes which properly and accurately link inputs (human and financial resources) to outputs (results achieved).



Key organisational reforms have devolved responsibility for operational management to team leaders.

