



CASE CATEGORISATION AND PRIORITISATION MODEL (CCPM) **February 2005**

The Case Categorisation and Prioritisation Model

Whilst the Australian Federal Police (AFP) has the primary law enforcement responsibility for investigating criminal offences against Commonwealth laws, the number of such offences identified or reported far exceeds its investigational capacity. The AFP must therefore ensure that its limited resources are directed to the matters of highest priority and the decision to accept or reject matters for investigation is guided by this precept.

The AFP evaluates all matters in accordance with its Case Categorisation and Prioritisation Model (CCPM). The CCPM is one of the major means by which Ministerial Directions to the AFP and the AFP's Outcome/Output Statement are given effect. The CCPM has been developed by the AFP to assist those who are required to consider various issues which lead to the acceptance, rejection, termination, finalisation or resourcing of operational matters. The CCPM is used to provide a transparent, objective and consistent basis for evaluating and comparing AFP operational activities from a range of perspectives, including across agencies, regions (geographic location) or teams (work groups). The CCPM provides the AFP's clients with a basis for considering matters prior to referral. The AFP also uses the CCPM as a basis of identifying and agreeing with clients, those types of matters that may be most appropriate for referral.

The AFP implemented a new organisation structure in July 2004 which focuses on six key national functions and provides a higher level of national coordination and support to operational areas. The new structure will ensure the AFP can continue to successfully meet the increasing range of complex challenges we face as an organisation.

There are six key national functions. They are:

- Border and International Network
- Economic and Special Operations
- Intelligence
- International Deployment Group
- Counter Terrorism
- Protection

Ministerial Direction

The AFP is the major instrument of Commonwealth law enforcement. Its role is to enforce Commonwealth criminal law and protect Commonwealth and national

interests from crime in Australia and overseas. The AFP is Australia's international law enforcement and policing representative and the chief source of advice to the Government on policing issues.

The ministerial Direction is issued under section 37(2) of the Australian Federal Police (AFP) Act 1979 and outlines the Government's priorities and expectations for the AFP. The Direction, issued on 31 August 2004 supersedes that issued by the Minister for Justice and Customs on 25 February 1999, and the supplementary Direction issued by the Minister on 27 September 2000.

In performing its functions, the Government expects the AFP to give special emphasis to:

- preventing, countering and investigating terrorism under Commonwealth legislation;
- preventing, countering and investigating transnational and multi-jurisdictional crime, illicit drug trafficking, organised people smuggling (including sexual servitude and human exploitation), serious fraud against the Commonwealth, 'high tech' crime involving information technology and communications, and money laundering;
- the identification, restraint, seizure and confiscation of assets involved in or derived from the above activities;
- providing an effective contribution to the implementation of the Government's Tough on Drugs strategy;
- ensuring that its strategic directions in relation to the above activities appropriately complement priorities set for the Australian Crime Commission at Board level, particularly in the area of national criminal intelligence;
- contributing effectively to the Government's international law enforcement interests, including through United Nations Peace Operations, the restoration of law and order and foreign law enforcement capacity building missions including the Law Enforcement Cooperation Programme, enforcement of child sex tourism legislation, and appropriate agency-level agreements with overseas law enforcement agencies;
- continuing to develop its capacity in both technology and skills to deal with new forms of criminal activity;
- providing community policing services in the ACT, Jervis Bay and external territories;

- providing protective security services to high office holders and physical establishments and entities of specific interest to the Commonwealth, witnesses and special events;
- providing for the security of Australian air travellers and the aviation industry through the deployment of Air Security Officers on selected domestic and international flights and through the provision of a preventative and intelligence-driven Counter-Terrorist First Response capacity at major Australian airports;
- investigating special references and performing special taskings from the Government;
- meeting Commonwealth interests in a safe and secure Australia by actively fostering relationships with other law enforcement agencies, government and private bodies within Australia and overseas, where the provision and exchange of information is consistent with AFP functions; and
- ensuring that community confidence in the honesty, effectiveness and accountability of the AFP is high.

In addition, following the passage of the *Australian Federal Police and Other Legislation Bill 2004* which incorporated the former Australian Protective Service into the AFP from 1 July 2004, the Government expects the AFP to continue to effectively integrate and maximise the coordination of the protective security functions of the former Australian Protective Service within the AFP. The specific protective and custodial functions designated for the AFP are set out in a separate Ministerial Direction issued under Section 8A and 8(1)(be) of the AFP Act.

How the CCPM is used

The Case Categorisation and Prioritisation Model (CCPM) considers the major elements of the CCPM including:

- incident type, the impact of the matter on Australian society,
- the importance of the matter to both the client and the AFP in terms of the roles assigned to them by Government and Ministerial direction,
- and the resources required by the AFP to undertake the matter.

Not one element of the CCPM is considered in isolation to determine whether a matter is accepted or rejected for investigation. It is largely the combination of the Impact and Priority ratings that determines this. The CCPM is not based on a mathematical formula and does not supplant the discretion of decision makers.

The decision to undertake a particular matter is made by an Operations Committee on the recommendation of an Operations Monitoring Centre (OMC). In making its recommendations to the Operations Committee, the OMC takes into consideration the

AFP's 'cocktail mix', which targets percentages of total AFP operational capacity to the wide range of crime types it must address. This mix prevents the AFP from over-emphasising one priority at the expense of another. In making its recommendations, the OMC also seeks to take into consideration the legitimate needs and expectations of its clients, partners and stakeholders. These needs and expectations are balanced against the AFP's own assessments of the criminal environment, derived through interpreting the results of the AFP's Crime Management Strategies.

A CCPM rating is completed at the time of referral and is also revised when any aspect of the matter changes significantly. As part of the finalisation process for any investigation, the CCPM is reviewed and if it differs from the original CCPM, a new CCPM is completed to reflect the final impact and priority of the matter investigated.

Major elements of the CCPM

The CCPM describes the following essential characteristics of operational matters that affect the referral and selection process:

(a) Incident type	This is a broad description of the matter being referred.
(b) Impact	This refers to the perceived impact of this matter on Australian society.
(c) Priority	This refers to the type of response required.
(d) Client impact and priority	This is a measure of the importance to the client of the matter to achievement of the client's objectives.
(e) Importance to the AFP	This is a measure of the extent to which a matter matches the AFP's role as defined by Ministerial Directions.
(f) Resources	This refers to the estimated team size required to undertake the matter in the first instance.
(g) Budget	This refers to the initial estimated budget for discretionary expenditure.
(h) Duration	This is the likely length of time that the matter will require active investigation by the AFP.
(i) Property/Fraud value	This is the estimated monetary value of the offence.
(j) Case type	This aggregates incident types into similar types of activity.

(a) *Incident type*

An incident type is a means of aggregating similar matters. CCPM incident types relate to those in the AFP's Outcome/Output Statement. For Outcome One – The investigation and prevention of crime against the Commonwealth and protection of Commonwealth interests in Australia and overseas – there are four outputs:

- Output 1.1 – Investigation Services
- Output 1.2 – Protection Services
- Output 1.3 – International Services
- Output 1.4 - Guarding and Security Services

(Note: Output 1.4 does not utilise the CCPM).

Liaison

To better identify the type of assistance given to clients the previous incident types of 'Liaison and Assistance' have been replaced with appropriate case types.

Assistance provided by the AFP from 1 July 2004 will be recorded by incident type and an appropriate case type.

The incident types corresponding to these outputs are described in the table below:

Output	Incident type
Output 1.1 – Investigation Services	
Function	
Border and International Network	Drugs – Imported
	Drugs – Exported
	Drugs – Trafficked
	People smuggling
	Transnational – Child Sex Tourism
	Transnational – Organised Crime
	Transnational – Sexual Servitude
Counter Terrorism	Terrorism - Domestic
	Terrorism - International
Economic and Special Operations	Child sex offences - Not child sex tourism
	Child sex offences - Online child sex exploitation
	Civil proceedings
	Corporate, Bankruptcy
	Corruption
	Counterfeit Currency
	Electronic and Telecommunications Crime
	Environmental Crime
	Family Law
	Family Law Security
	Federal Parolee
	Fraud
	General Crime
	Identity crime
	Intellectual Property
	Missing Person
	Money Laundering and Financial Transactions Reports Act
	Multiple Voting
	Transnational – Economic Crime

Output	Incident type
	War Crimes

Output 1.2 – Protection Services	
Protection	Aviation Security
	Protection – Australian Office Holder
	Protection – Non-Australian Office Holder
	Protection – Witness
	Special - Event

Output 1.3 – International Services	
International Deployment Group	International liaison
	Operational support, Technical support, Equipment Provision, Training, International Deployment Group
	Peace Operations
	Tragic event - Personal
	Seminar, Conference, Workshop
	Visit hosted by the AFP

(b) Impact

When assessing the impact of a matter, we must consider the seriousness of it to Australian society.

To help ensure consistency of application, examples have been identified for a range of common incident types.

Impact is categorised as:

Very High	<ul style="list-style-type: none"> • International terrorism • National security matters • Real threat to life • Ministerial Direction • Economic crime (including money laundering) affecting the whole of government agency, or valued at more than \$5 million or corruption by a public official • Multiple commercial drug importation • A ‘high’ impact matter which has the potential to develop into a ‘very high’ impact matter if not addressed or as a result of AFP or agency investigation
High	<ul style="list-style-type: none"> • Impacting on multiple agencies, the system of government or which may influence or impact on government policy • Real threat to the quality of life • Economic crime (including money laundering) affecting the whole of a government agency or valued at more than \$1 million • Commercial drug importation • Politically sensitive matters • A ‘medium’ impact matter which has the potential to develop into a ‘high’ impact matter if not addressed or as a result of AFP or agency investigation
Medium	<ul style="list-style-type: none"> • Impacting on individual departments/agencies or which may influence their administrative procedures • Economic crime (including money laundering) affecting a government agency within a region or valued at more than \$0.25 million • Trafficable drug importation • Media/political interest • A ‘low’ impact matter which has the potential to develop into a ‘medium’ impact matter if not addressed or as a result of AFP or agency investigation.
Low	<ul style="list-style-type: none"> • Impacting on an individual only • Other economic crime • Less than a trafficable quantity of drugs • Personal nuisance

(c) **Priority**

Priority does not mean importance of the matter, but refers to the type and timeliness of response required.

Priority is categorised as:

Response	<p>Matters which by their nature must be acted upon immediately and are non-discretionary. These include:</p> <ul style="list-style-type: none"> • Initial drug seizures at the customs barrier • Offences discovered by AFP members • Offenders surrendering • Alert activation <p>As a performance standard, response matters must be acted upon within one hour.</p>
Essential	<p>Operational matters which must be acted upon due to key policy, organisation accountability, strategic or other issues. These include:</p> <ul style="list-style-type: none"> • Special references from Government • National security matters • ‘Very High’ impact matters • Obligations under international treaties • Commitments under service agreements <p>As a performance guide, essential matters should be acted upon within one week.</p>
Routine	<p>Matters which are neither essential nor require immediate response.</p> <p>As a performance guide, routine matters should be acted upon within one month.</p>
Special Reason	<p>Matter which would not normally be accepted by the AFP but which are to be undertaken because of a special reason. These include matters undertaken:</p> <ul style="list-style-type: none"> • For training purposes; • To enhance relationships/liaison; • Because of other interest in the target/subject; • Because of other impacts on other agencies; or • Lack of alternative courses of action. <p>These include matters, identified by client agencies, where an investigation is considered to have a high deterrent effect.</p>

(d) Client impact and priority

In accordance with the *Commonwealth Fraud Control Guidelines* (Guideline 4, paragraph 24), the AFP seeks to take into account any views expressed by clients on the relative impact and priority to be accorded to matters referred to the AFP for possible investigation. .

Note: To assist in the assessment of client impact, value, priority and deterrent, specific relevant information from the client is most important.

Client impact and priority is categorised as:

Critical	A matter is politically sensitive or goes to central issues of management of an agency or a program.
Significant	A serious or complex crime has been committed which the agency cannot resolve without AFP involvement.
Routine	AFP investigation desirable.
Strategic Strike	A matter is defined as a strategic strike under a service agreement with the AFP.
Other	Matters where there are no alternative course of action available.

(e) **Importance to the AFP**

Importance to the AFP is a measurement of the extent to which a particular matter matches the AFP's role as defined by its Ministerial Direction and other Government policy such as the *Commonwealth Fraud Control Guidelines*.

It can be summarised as the investigation of serious or complex matters affecting the Commonwealth's interests. Importance to the AFP should be assessed for all matters and is categorised as:

High	<p>These are matters that have a high degree of relevance to the AFP. Such matters could include those:</p> <ul style="list-style-type: none"> • With a 'High' or 'Very High' impact that require considerable investigative skill • Related to emerging criminality such as attacks on e-commerce systems • Relating to a strategic AFP target who is involved in other activity of interest to the AFP • Which will allow the AFP to enhance relationships for future serious matters
Medium	<p>These matters would include:</p> <ul style="list-style-type: none"> • Other 'High' or 'Very High' impact matters • 'Medium' impact matters that require considerable investigative skill • Matters that provide an opportunity for developing AFP employees • Leveraging resources through assisting another agency investigation by execution of sworn powers • Lack of alternative course of available action
Low	<p>These matters have little relevance to the AFP's core business and ought not be undertaken unless they have a priority of Essential. Such cases could include:</p> <ul style="list-style-type: none"> • 'Low' impact matters and other 'Medium' impact matters • Matters where there is little likelihood of success • Matters where an alternative approach is considered more appropriate
Outside of the AFP's role	These matters are not relevant to AFP's outcomes and are outside the AFP's core business and/or jurisdiction

The above assessments include consideration of:

Operational capacity	The AFP has a responsibility for undertaking matters for which other agencies do not have the requisite powers, knowledge or skills.
Strategic targeting	The AFP has a responsibility to undertake selected matters that may be of relatively low impact or may not require significant operational skills to ensure effective criminal deterrent or to interdict broader criminal activity.
Interagency relationships	The AFP can support and stabilise broader crime fighting processes by assisting other agencies, particularly where there is a requirement for the execution of sworn powers.
Emergent criminality	The AFP needs to position itself to deal with new forms of crime or emerging areas which impact on the Commonwealth's interests. Undertaking these matters does not mean the AFP will always take on these matters but it will do so to set a benchmark for investigational standards
International scope	The AFP may commit resources to a matter to ensure an appropriate presence in its role in fighting transnational criminality

(f) Resources

This element of the CCPM assesses average initial team size required to complete the matter. The number of investigators assigned to a matter may fluctuate during the course of an investigation. Should the nature of the team required to undertake the matter change significantly, a new CCPM is completed.

(g) Budget

The budget area of the CCPM records an anticipated or target budget for devolved discretionary expenditure (excluding salaries). Actual costs of an investigation are recorded through AFP accounting systems.

(h) Duration

The duration element of the CCPM records the time that the matter is expected to be (or was) under active investigation by the AFP, usually interpreted as the time to completion of the brief of evidence.

(i) Property/Fraud Value (Initial CCPM only)

The 'economic' value of a matter is not a significant determining factor in the decision whether to accept or reject a matter for investigation.

This aspect of the CCPM applies only to some incident types.

- It is not completed for drug investigation matters; or agency liaison and assistance.

- It will usually be completed for all fraud, corporate, bankruptcy and intellectual property matters, electronic and telecommunications crime, money laundering and FTRA, counterfeit currency and environmental crime where a value can be reasonably determined.
- Where a direct economic value is relevant this, field should also be completed for corruption investigations, general crime investigations and war crime investigations.

The value to be recorded in this field is the most accurate value which can be ascribed to the matter value as part of the evaluation process prior to the relevant decision to accept, reject, terminate or finalise being made. Often this will be an estimated rather than precise value, however a good estimate is preferable to having no value recorded at all.

(j) Case type

Case type aggregates incident types into similar types of activity.