CASE CATEGORISATION AND PRIORITISATION MODEL (CCPM)
May 2010

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/Programs 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 the AFP at an organisation level, for individual Programs and Functions or within a geographic location. 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 reports to government through a program reporting framework. There are seven programs, as follows:

- Criminal Investigations - includes Crime Operations; Serious & Organised Crime and Counter Terrorism.
- Close Operational Support – includes High-Technology Crime; Intelligence; and Forensic and Data Centre.
- Protection Services
- International Deployment Services
- Aviation Services
- International Police Development – includes Timor-Leste Police; Development Program; and Pacific Police Development Program.
- Other administered – includes Cyber safety plan.

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 25 August 2008 supersedes that issued by the Minister for Home Affairs on 12 October 2007.
Full details of the Ministerial Direction can be obtained from the AFP Website.

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.

No 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, the OMC 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/Program Statement. For Outcome One – the investigation and prevention of crime against the Commonwealth and protection of Commonwealth interests in Australia and overseas – there are seven programs, as mentioned previously.
The incident types corresponding to these programs are described in the table below:

Program 1.1 – Criminal Investigations
Component 1.1.1 – Serious & Organised Crime
All activities under Crime Operations can develop to Serious and Organised Crime however set thresholds must be met in order to progress matters.

Component 1.1.2 – Crime Operations
Civil proceedings
Corporate or Bankruptcy
Corruption
Counterfeit Currency
Domestic LEA Requests
Drugs – Exported
Drugs – Imported
Drugs – Trafficked
Electoral Crime
Emerging Crime
Environmental Crime

Family Law
Family Law Security
Federal Parolee
Fraud
Identity crime
Illegal Fishing
Industrial Employment/Relations
Information and Communications Technology
Intellectual Property
Judicial order / direction / process
Migration Crime
Missing Person
Money Laundering
Offences on Commonwealth Employee
Offences re Commonwealth Property/Premises
People Smuggling
Slavery /Human Trafficking
Transnational – Organised Crime
Transnational – Sexual Servitude
Transnational Economic
War Crimes
Weapons – Trafficked

Component 1.1.3 - Terrorism
Terrorism - Domestic
Terrorism – International
Terrorism – Financing

Program 1.2 – Close operational support
Component 1.2.1 – High tech crime operations
Transnational – Child sex tourism
Child sex offences – not child sex tourism
Child sex offences – Online child sex exploitation
Serious Technology Enabled Crime
Operational Support - Technical Support, provision of technical equipment, Training

Component 1.2.2 – Forensic and Data Centres
Operations Support – Forensics
Management – Laboratory Proficiency Testing

Component 1.2.3 – Intelligence
Capacity Building – Intelligence
Editing and Production
External Product Dissemination
External Product Evaluation
Intelligence Analysis
Intelligence Briefings
Internal Product Dissemination
Strategic Intelligence Liaison
Threat Assessment
Incident Monitoring

Program 1.3 – Protection services
Protection - Alarm
Protection - Assault
Protection – Assist Police/Agency/Public

Protection – Australian Office Holder
Protection – Break and Enter / Theft
Protection – Damage to Property
Protection – Demonstration/Protestors
Protection – Federal Government Facility
Protection – Fire/Medical
Protection – Irrational/Offensive/Disorderly Person
Protection – Non Australian Office Holder
Protection – Non Federal Government Facility
Protection – Politically Motivated Violence
Protection – Suspect Person/Activity/Vehicle
Protection – Suspect/Dangerous/Prohibited Item
Protection – Threat to Facilities
Protection – Threat to High Office Holder
Protection - Witness

Program 1.4 – International Deployment services
Peace Operations
Operational support, Technical support, Equipment Provision, Training,
International Deployment Group

Program 1.5 – Aviation Services
Aviation Security – General
Aviation Security – Screening and Barrier
Aviation Security – Services
Corruption - Av
Drugs Trafficked – Av
Emerging Crime - Av
Identity Crime – Av
Organised Crime - Av
Special Event – Av
Theft – Baggage
Theft – General
Threats
Threats (Hoax)
Weapons / Prohibited Items in the Aviation Environment
Weapons Trafficked – Av

Program 1.6 – International Police Development
(No relevant Incident Types)

Program 1.7 – Other administered
(No relevant Incident Types)

(b) Impact

The seriousness of a matter to Australian society is an important consideration when assessing the impact of a matter. To help ensure consistency of application, examples have been identified for a range of common incident types.

Impact is categorised as:

Very High

- 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
- Multiple commercial drug importation
- A serious threat to life, crime or breach of security facilitated by air stream employees which will cause significant interference/disruption to aviation operations.
- 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

- 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
- Corruption by a public official (including within Australia and bribery of a foreign official in other countries)
- A serious threat to life, crime or breach of security by a non air stream employee which will cause significant interference/disruption to aviation operations
- 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

- 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
- A threat to life, crime or breach of security which causes or has the potential to cause limited interference/disruption to aviation operations
- 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

- Impacting on an individual only
- Other economic crime
- Other aviation 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

Matters which by their nature must be acted upon immediately and are nondiscretionary. These include:

- Initial drug seizures at the customs barrier
- Offences discovered by AFP members
- Offenders surrendering
- Alert activation

As a performance standard, response matters must be acted upon within one hour.

Essential
Operational matters which must be acted upon due to key policy, organisation accountability, strategic or other issues. These include:

- Special references from Government
- National security matters
- Obligations under international treaties
- Commitments under service agreements

As a performance guide, essential matters should be acted upon within one week.

Routine
Matters which are neither essential nor require immediate response. As a performance guide, routine matters should be acted upon within one month.

Special Reason
Matters which would not normally be accepted by the AFP but which are to be undertaken because of a special reason. These include matters undertaken:

- For training purposes
- To enhance relationships/liaison
- Because of other interest in the target/subject
- Because of other impacts on other agencies
- Lack of alternative courses of action.

These include matters, identified by client agencies, where an investigation is considered to have a high deterrent effect.

(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 and the Wheeler Review*. 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
These are matters that have a high degree of relevance to the AFP.
Such matters could include those:

- 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
These matters would include:

- 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
These matters have little relevance to the AFP's core business and ought not to be undertaken unless they have a priority of Essential. Such cases could include:

- '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 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.