Flight mode

There’s never an average day for AFP members when it comes to the complex operation of policing Australia’s major airports.

In search of MH17

G20 team effort reaps success

AFP and international policing

JAN–JUN 2015
The platypus has been adopted by the Australian Federal Police as a symbol representing the diverse requirements placed on members in the execution of their duties. This unique and tenacious Australian animal is a survivor against increasing pressure from today’s environment. It leaves no stone unturned in its daily pursuits and has equipped itself with a range of features to adapt to changes over many years.

It is capable of passing unnoticed if required, yet it demonstrates an unfailing dedication to explore all possibilities in an effort to maintain its special place in Australia’s environment.

Although generally a peaceful animal, the platypus is able to defend itself, if necessary, with a venomous spur. This is done, at times, against larger and more powerful opponents—a quality admired and respected by members of the Australian Federal Police.
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The AFP Platypus Magazine is available online and can be read anytime, anywhere in the world.

In its online format, Platypus continues to bring readers in-depth stories on investigations, international and domestic operations conducted by the AFP and its partners.

For this edition (Jan–June 2015) and all future editions please go to platypus.rvrapid.com
Welcome to the first AFP Platypus Magazine for 2015, and my second as AFP Commissioner. In the nine months since my appointment, the AFP has continued to undertake a challenging breadth of work – with many examples featured throughout this edition.

In March, I addressed the Lowy Institute in Sydney and reflected on our involvement in the MH17 recovery and investigation. Looking back at what we achieved by deploying teams of unarmed police into an active conflict zone was something I would have previously said was a ‘bridge too far’. But we did it and we did it well.

This effort occurred alongside our ongoing response to a challenging organised crime and national security environment, including an evolving and complex counter terrorism and cybercrime landscape.

A key objective for me is to ensure that the AFP not only continues to meet these challenges, but is positioned to respond to the challenges of the future.

With this in mind, I am reforming the AFP’s organisational model. The reform, which took effect on 1 July 2015, groups the AFP activities into three core functions: Operations, Capability and Capacity. These changes will deliver greater flexibility to meet our current and future challenges. Full details can be found on the AFP website.

I have also commissioned an AFP Future Directions project, to build a roadmap for the future. The project will ask direct questions about the role and functions of the AFP, and the external factors that will impact on the AFP over the next 10 to 15 years. The project will inform the policy settings needed to shape the organisation in terms of investment decisions, workforce planning, and capability development.

It will not be focused specifically on crimes or crime types, but on the capabilities required to ensure the AFP is positioned to continue to effectively protect Australians and Australian interests.

The AFP Executive is also considering the valuable employee feedback from the AFP Staff Survey, which was released in April. The results have provided important insight into how AFP staff feel, both positive and negative, about their employment in the AFP. I have asked the National Manager People Safety and Security to work with all National Managers to develop strategies to respond to these issues. These include HR projects examining both performance management and promotion processes.

While this is only a snapshot of the changes ahead, I look forward to the implementation over the coming months. I ask for your ongoing support to reform the AFP to meet our future challenges.

I hope you enjoy this edition of Platypus Magazine.

Commissioner Andrew Colvin
Flight mode

There’s never an average day for AFP members when it comes to the complex operation of policing Australia’s major airports.

It’s peak hour at Sydney Airport and there is the unmistakable feeling of people being ‘happy’. Lines of average people from Australia and overseas are either coming or going to the destinations that have brought them here on any average day, week or month of the year. Overwhelmingly, these travellers are in the grip of that optimistic feeling of holiday anticipation or just doing something out of the routine.

The organised chaos unfolds almost too mystifyingly well. More than 38 million people will pass through Sydney International Airport alone in any given year. They are facilitated on their way by an estimated 50,000 24/7 staff who work in the airport precinct; either in the 800 businesses, as management staff or other service providers. It’s a massive undertaking by any standard.

“It’s like a small city,” says Detective Sergeant Brennan Wilton. At its busiest times, Sydney Airport does have a George Street vibe. The Sydney domestic and international precinct spans the equivalent of two Sydney suburbs and about the same area as a local NSW Police district.
“Every day is different,” he says. “When someone asks ‘what’s your average day?’ it’s hard to answer.” It’s a sentiment echoed by many of the more than 100 fulltime AFP police officers at Sydney Airport and more broadly at Australia’s nine major airports around the country. The opportunity to practise what essentially is community policing is a big attraction for police officers at the airports.

There is definitely a lot happening. Detective Sergeant Wilton points to a small white board with the list of current trials in process that his team currently has on the books. They range from endangerment on an aircraft to a bomb threat at the airport and indecent acts. His is just one of 8 teams.

A comparison to community policing in a city police district or big country town is more or less inevitable. In fact, senior police do agree it is the prefect training ground for young police officers to learn basic policing skills. This is a rare opportunity for the AFP whose National duties are largely removed from a usual community law enforcement role.

One day it is removing an inebriated passenger from an aircraft, the next day it may well be dealing with a mental health situation. “At other times,” says Superintendent Conrad Jensen “you can’t go across to the terminal without someone engaging with you or asking where the train station is”.

“I’m regularly engaged in conversations with people from around the world, like ‘I’m a sheriff from Texas’ or every now and again a member of the public thanking us for the work we do. This is one of the appealing aspects of a uniformed policing role.”

Airport Commander–Sydney Sharon Cowden agrees that the daily contact with the public is a valuable experience. “The thing I like is your critical thinking and appreciation of complex situations and your responsiveness is much sharper because you are operationally responding every day,” Commander Cowden says.

She says it could be any number of situations where critical thinking and how an officer responds can make all the difference in a tense situation.

“It might be an agitated customer service issue that needs defusing or a dangerous situation that threatens police and the public. There are many examples around Australia’s airports where the great work of the AFP has de-escalated and controlled potentially dangerous situations. This sort of policing really keeps people sharp and improves their appreciation and critical decision making skills.”

Complexity

But Commander Cowden says that there are many more complex layers to airport policing that transcends a simple analogy with a country town.

“Ultimately we are an Australian border port,” she says. “I’m sure people realise that as an island nation we have a lot more ports than most countries. This does create a challenge and the number of challenges that it creates might not be fully appreciated.”

One of those challenges is that law enforcement at airports takes its place among a complex network of stakeholder relationships. Airlines are in the business of carrying passengers and airport corporations are in the business of running the airport. Then there are partner agencies protecting the border such as Australian Customs and Border Protection, Immigration and Quarantine.

Commander Cowden says commercial stakeholders do appreciate the law enforcement challenges and liaison and collaboration works remarkably well. “It’s about making sure each agency knows where it fits and understanding your own and others’ objectives.”

But this arrangement adds significant extra layers of complexity. Legislation since the September 11 attacks now shapes the modern operations at airports. Commander Cowden emphasises that a
AFP members patrol Sydney terminal.

“...terrorism and foreign fighters, transnational crime, child sex tourism – anything with an international focus to it we tend to see it here.”
comparison to a large town no longer accurately captures the real nature of airport policing. The use of aircraft as missiles essentially changed the game for airport security. The development of the current operating model has evolved through the 2005 Wheeler Review, the 2009 Beale Review and the 2009 Aviation White Paper.

“We also police a critical piece of infrastructure,” Commander Cowden says. “We are a place of mass gathering and we are a part of society that is worthwhile to apply extra layers of security to. Protective Service Officers and state and territory police were transitioned to a wholly sworn cohort of AFP members at Australia’s major airports under a unified Commonwealth model. Legislation also calls for Explosive Detection Dog presence, which Commander Cowden says is a great deterrent at critical infrastructure. Armed Air Security Officers (ASO) operate on domestic and international flights for containment or resolution of high-risk security incidents. ASOs blend with other passengers and could be on any flight. They are deployed in response to current threat assessments and form part of the AFP’s ongoing deterrence strategy.

The Joint Airport Intelligence Groups (JAIG) are located at each major airport and bring together officers from numerous stakeholder agencies. In particular, JAIGs are made up of representatives from the Australian Border Force, AFP and local state or territory police. Joint Airport Investigations Teams (JAIT) were established at major airports in November 2005 and deal with ‘trusted insiders’ in the aviation sector. The JAITs work closely with the JAIGs and AFP Serious Organised Crime in each region. They also include staff from the relevant state and territory police forces. JAIT Sydney Team Leader Detective Sergeant Dwayne Robertson says “criminal relationships don’t start at airports”. But once commercial aviation staff members are compromised then “they are in a position to exploit their positions” Detective Sergeant Robertson says.

“It’s not just a particular crime itself. Once someone is compromised they are vulnerable to other offences. Once your integrity is compromised, what then is exploitable? If you can bring in 50 kilograms of cocaine is there then a problem with bringing in a firearm or something else?”

Diversity

Another aspect of airport policing as an international port of entry is the convergence of crime types. Just the sheer number and diversity of transient people in the small geographical footprint brings all types of offenders and all types of situations.

“It’s sort of skewed at that end,” Commander Cowden says. “Certainly terrorism and foreign fighters, transnational crime, child sex tourism – anything with an international focus to it we tend to see it here.

“We are also responding to these crime types like larger narcotic matters, counter terrorism matters, people smuggling matters and international money laundering that you might not see in a small town all that often. Transnational sex offences, identity crime all of those things are all coming through the border.” This diversity is an added attraction for new police officers. Constables Christophe Boulay and Claudia Lindsay graduated from recruit training in June 2014. Since then they have conducted their training as special constables with New South Wales Police, which allows AFP members powers under the host jurisdiction. Both have worked on drug importation jobs as part of their duties. Claudia says the opportunity to see the investigation of a drug importation through all the processes has been invaluable experience. Christophe, in fact, was involved in a drug importation case on Day 2 of the job. He says: “It’s exactly what I was expecting. That’s what they said
Air Security Officers practise their skills.
at the college that it would be – a mix of small jobs and bigger jobs.”

The diversity of experience at airport policing is also a big attraction for Constable Sharn Hyde. Sharn says he has walked up to 15 kilometres patrolling the terminals on some days. But whether it is working on a drug importation or just mixing with the public it’s not your average day in flight mode.

“I enjoy the environment. There is something different every day and different people to talk to,” Constable Hyde says. “You see the highs, you see excitement, you see sadness – you see all sorts of the things through the airport. So it is that changing dynamic I guess.

“The airport is a unique environment. We are highly visible out here and again I think people are happy to see us and talk to us out here. It gives them a sense of safety in terms of their travel and obviously there have been security issues over the years in Aviation. Police give people a sense of safety and confidence in traveling throughout the airport.”
Federal Agents Robert Grubisa and Stuart Flynn were patrolling the terminals at Sydney Airport at 3.30pm when they received a phone call from the Department of Immigration and Border Protection (DIBP).

At 7.50am on 17 March 2014, DIBP authorities had intercepted a 49-year-old Korean male attempting to enter Australia on Korean Air flight KE121 from Seoul. DIBP conducted an entry interview and determined the man was a non-genuine visitor and contacted the AFP.

It was rare that DIBP would involve the AFP in a routine ‘turn around’. Usually, the individual would be accommodated overnight, if necessary, and allocated a flight back to their home country. But this case certainly was out of the ordinary. Korean national, Kwansoo Park, asked to use the bathrooms when first detained by DIBP officers on his arrival. It was then discovered during interview that he didn’t have any money to fund a stay in Australia nor possession of a return ticket to Korea. Mr Park was also evasive about his accommodation and travel in Australia.

When he realised that lack of funds was one of the main reasons he was being turned around he then made an odd disclosure. He said he had hid a wallet with credit cards behind a toilet in the bathroom. Federal Agent Grubisa was case officer and says sometimes you just get a hunch that something is not quite right.

“He had a strange mix of clothes on and it looked like he had packed really quickly,” Constable Grubisa says. “Also, In South Korea they have an ID card that you have to produce immediately if you are in public, and he had the ID card and credit cards of a young woman. So he had a lot of items that an individual wouldn’t readily hand over to another person.”

When DIBP officers accompanied Mr Park to the toilet they recovered a blue, lady’s wallet with various forms of identification and credit cards in the name of Eunhyoung Jung, born 5 November 1980. There was also a black iPhone. Mr Park had informed DIBP that the wallet belonged to his ex-wife, Ms Jung.

Federal Agent Flynn says it was at this point that DIBP officers contacted the AFP for support.

“There was a wallet and a phone and he said ‘this money is mine and these are my partner’s credit cards and I can support myself with these’,” Federal Agent Flynn says. “But Immigration said ‘they are not your cards and we are not giving them back to you’.”

Mr Park was issued with a DIBP ‘Notice of Intention to Consider Cancellation’ and was booked on the next available flight back to Korea at 9am on 18 March. At this time he was considered by DIBP as low risk and would not be accompanied when deported.

“...We just thought we were taking lost property, making phone calls and enquiries – but it allowed them to pick up a guy that had killed his wife.”
By 3.40pm, Mr Park was taken to Villawood Detention Centre. Meanwhile, Federal Agents Flynn and Grubisa took possession of Ms Jung’s property. While they never had a chance to speak with Mr Park directly they believed the property was stolen and intended to return it to the rightful owner.

The phone was put on charge and at 4pm police received the first call. The officers were greeted by a Korean male who (naturally) was speaking Korean. Using very basic language skills they did, however, convince the speaker to stay on the line.

They then ran up two levels at the airport to a souvenir store where they knew a woman who spoke Korean. From there, the direction of this otherwise routine property job changed for the worse.

It turned out that 34-year-old Ms Jung worked as a hairdresser in Seoul and her manager was on the phone to find out where she was. The young woman hadn’t turned up to work for two days and the manager was worried about her.

Through the translator, they confirmed that Mr Park was the young woman’s former husband.

Taking the caller’s distress as a sign that something more sinister had occurred, the AFP members contacted the Sydney-based Police Attaché Superintendent Gangwon Jo from the Korean National Police Agency (KNPA) at 5.30pm.

Superintendent Jo called back at 8.53pm to inform the AFP that a missing person’s investigation had been opened in Korea. AFP operations members confirmed with DIBP that Mr Park would be deported back to Seoul the following morning.

The following morning at about 9.30am, Superintendent Jo called again to confirm whether Park had boarded flight KE122 back to Korea. While police had not yet located Ms Jung, Seoul Police had upgraded the status of the case to a serious criminal matter.

“We rang Immigration again and said ‘can you confirm he is on the flight’ and they said ‘absolutely’.”

Unfortunately, about 12.40pm another message informed the AFP that Ms Jung’s deceased body had been found at Incheon Airport in Seoul in the boot of a rental car hired by the ex-husband and a full-scale murder investigation was now underway.

At about 1.49pm the AFP Superintendent Operations, Sydney Airport Conrad Jensen informed the Airport Manager for Korean Airlines at Sydney Airport that Mr Park was a potential security risk and that air crew should be advised.

AFP International in Hong Kong was briefed about the matter on the basis of information only, with Seoul police already waiting for Mr Park’s arrival.

He was met by the KNPA at Incheon Airport at 5.45pm and charged with murder, to which he confessed to everything.

The story received widespread media attention in Korea. Federal Agents Flynn and Grubisa were unaware of the attention. It was only when speaking to Korean flight attendants over the weeks following that they found out about the media coverage of the murder.

“They were all asking about it – it was front page news in the papers and magazines,” he says. “It was just a lucky break. We just thought we were taking lost property, making phone calls and enquiries – but it allowed them to pick up a guy that had killed his wife.”

The Korean Government and the KNPA were extremely appreciative of the AFP’s timely cooperation in the matter. The Consular General of Korea in Sydney recognised the work of the two AFP members and passed on the gratitude of the Commissioner General of the KNPA.

If the missing person’s case had not started when it did, it is likely that the suspect would have tried to flee Korea again shortly after his return to Korea. The investigation highlights the excellent cooperation between the two countries, on top of the satisfaction of bringing a murder suspect before the courts.

Federal Agent Grubisa says it was one of those times when the feeling was that we needed to progress the case quickly.

“It was a bad outcome to the situation but it was a good feeling that we helped to resolve the case quickly,” Federal Agent Grubisa says. “It could well have been a case of just stolen property but we felt we had to act quickly and see how it played out.”
Introduction

Australia is a founding member of the United Nations and in January 2013 assumed a non-permanent two-year seat on the United Nations Security Council (UNSC). Australia acted as UNSC President on two month-long occasions during this time. During its second period as president in November 2014, Australia was instrumental in having UNSC Resolution 2185: The Role of Police in Peacekeeping and Post-Conflict Peacebuilding adopted unanimously.

In support of Australia’s time on the Council, the AFP deployed personnel to the UNSC Taskforce within DFAT to further support the work done by the Police Advisor UN New York, Superintendent Sue King. Superintendent King was one of the chief architects of UNSCR 2185, which was a centerpiece initiative run by Australia during our second Council presidency.

After significant work by Superintendent King and DFAT colleagues, the text of the Resolution was negotiated and agreed with whole-of-government partners and all parties on the Security Council. Foreign Minister Julie Bishop travelled to New York to chair the Council session at which UNSCR 2185 was adopted unanimously. AFP Assistant Commissioner Ian McCartney and Manager Americas, Europe and Africa Commander David Sharpe were also in the UNSC chamber for the occasion.

UNSCR 2185 is the first resolution to specifically address police and policing in peacekeeping operations, which are traditionally dominated by military considerations and processes. Superintendent King is one of only approximately 16 professional police advisers at the UN, among approximately 170 military advisers.

In addition to significant contributions to international debates on policing issues, Australia makes noted contributions to peacekeeping operations, drawing on extensive contemporary regional experience, including operations in Timor Leste and Solomon Islands.
UNSCR 2185 is the first resolution to specifically address police and policing in peacekeeping operations.
Evolution in international policing

The road to UNSCR 2185 reflects an evolution in the theory and practice of peacekeeping. Traditional monitoring and humanitarian assistance roles of peacekeeping missions began to evolve significantly from 2000.

Peacekeeping missions today still incorporate important traditional roles. However, they are now augmented by additional police roles such as protection, interim law enforcement, training and mentoring, advisory support, reform and restructuring and capacity building. This is in response to shifting global dynamics with less interstate conflicts and more intra-state conflicts that expose more civilians to danger.

The Australian Strategic Policy Institute highlighted this change in a 2014 statement:

“police peacekeepers perform critical roles in assisting host states to reform policing and law enforcement institutions …

“Those efforts are essential to establishing the rule of law in post-conflict societies and supporting the eventual transition and drawdown of the mission …

“Of the 103,952 uniformed personnel deployed to peacekeeping missions as of October 2014, nearly 12 per cent (12,331) are police. The role of police peacekeepers has evolved and expanded as peacekeeping missions have become multidimensional.”

Australia welcomes and supports initiatives that further law and justice internationally. As a long-term and active member of the international community, Australia has supported many UNSC resolutions.

A significant recent example is UNSCR 2151: the maintenance of international peace and security: Security sector reform: challenges and opportunities.

UNSCR 2151 was proposed by Nigeria during its presidency in April 2014 and was unanimously adopted. It provides a solid platform for the development of domestic policing capability within a viable criminal justice system. It was an important building block to UNSCR 2185. UNSCR 2151 stressed that:

“Reforming the security sector in post-conflict environments is critical to the consolidation of peace and stability, promoting poverty reduction, rule of law and good governance, extending legitimate state authority and preventing countries from relapsing into conflict.”

International policing has evolved to become a key element of security sector reform which now constitutes ‘a core component of conflict prevention, stabilisation, and development efforts in support of fragile and conflict-affected states’.

Figure 1: Growing complexity of Police tasks. docslide.com/un-police-presentation/ (adapted slightly by AFP)
Figure 1 illustrates the growing complexity of policing in UN missions. The increase in policing "blocks" between 1960-1999 and 2002-2014 reflects the widespread acknowledgement that international interventions have a better likelihood of lasting success if stability is achieved through improved governance.

As a result, programs such as security and justice sector reform, where police play a pivotal role, are increasingly considered at the strategic level. The development of effective and accountable policing is now more prominent in mission planning and mandates, as it underpins sustainable peace and equitable prosperity, which are key factors in long-term stability.

The 'Unforeseen' row of Figure 1 is highly relevant to police given the unpredictability of global events that can arise with little or no notice. Australian Government response to incidents such as the MH17 is an example.

AFP Commissioner Andrew Colvin reflected on this during his Lowy Institute address on 5 March this year:

"Had you asked me 12 months ago if I could see a situation where the AFP would deploy teams of unarmed men and women to the heart of an active conflict zone in eastern Ukraine – with no notice, no area familiarity, no established links or local partnerships – to identify and bring home the remains of Australian victims, and to investigate the shooting down of a passenger plane, I would probably have told you that even as a hypothetical exercise, it was a bridge too far."

Operationalising UNSCR 2185

Policing expertise was central to the development of UNSCR 2151 and the AFP contributed on the basis of its expertise and the understanding gained in places such as Timor Leste and Solomon Islands and is reflected in key International Deployment Group (IDG) policy and doctrine including the Strategic Framework for Police Development and the IDG Gender Strategy.

The AFP’s policing experience has positioned it well to take on major leadership roles in peacekeeping and capacity building missions. As Foreign Minister Bishop noted during her speech at the Security Council on 20 November 2014:

"Australia has invested heavily in international police peacekeeping. The Australian Federal Police International Deployment Group is one of the world’s few stand-alone deployable police peacekeeping capacities, and the first in the world to receive United Nations recognition for its pre-deployment training. In the last 12 months alone, the Group provided training to over 3500 law and justice officials from 20 nations."

This experience was an important foundation for UNSCR 2185, which resolved to include policing as an integral part of the mandates of United Nations peacekeeping operations and emphasises "conflict prevention and sustainable peace" once the military mission has achieved its objectives.

At the strategic level, UNSCR 2185 focuses on the "operational and structural measures for the prevention of armed conflict … strengthening the rule of law … and promoting sustained economic growth, poverty eradication, social development, sustainable development, national reconciliation, good governance, democracy, gender equality and respect for, and protection of, human rights". This focus is also central to Australia’s new aid policy – Australian aid: promoting prosperity, reducing poverty, enhancing stability, the purpose of which is to promote Australia’s national interests by contributing to sustainable economic growth and poverty reduction.

Figure 2 depicts a theoretical ‘policing gap’ between what host police would aspire to do in a post-conflict state and what is generally the reality on the ground. Closing this gap is the key to the successful planning, implementation and, ultimately the success of international interventions, including police interventions. Addressing ‘gap’ issues is critical to the successful transition from military security and control to host nation police autonomy.

The aim of peace operations should be to move from an international military-led intervention, to a democratic host nation-led society under the rule of law that can stand alone with little or no international assistance. It is only under the latter that economic development and community harmony, which
is usually associated with such development, is made possible.

The key is to engender better community relations, recognising police as the primary interface between the citizenry and the government, which in any society requires a level of trust engendered by legitimacy and accountability. These efforts have broader diplomatic effects by providing a foundation upon which peace and prosperity can be given a greater chance of success. This serves Australia’s national interest and global good citizenship.

Foreign Minister Bishop stated in a Lowy Institute address on 18 August 2014:

“If the goal of traditional diplomacy is peace, then the goal of economic diplomacy is peace and prosperity. Australia’s prosperity is dependent on regional and global prosperity”.

At the operational level, UNSCR 2185 focuses on key features of international policing which closely reflect the IDG’s doctrine on policing support missions including:

- The assistance that international partners can provide to host state efforts to professionalise policing and other law enforcement agencies, noting that the host state should lead capacity building efforts to ensure legitimacy and ownership of the reform process.

- The important role the UN police components can play in strengthening the rule of law by providing operational policing support to host state policing, which reflects the IDG’s stability operations including in Timor Leste and Solomon Islands.

- The important role of women in the prevention and resolution of conflicts and in peacebuilding, reflecting the women, peace and security agenda, which is operationalised in the AFP under the IDG Gender Strategy.

Police-led diplomacy

International policing presents further significant opportunities in Australia’s pursuit of national and regional interests. Perhaps most significantly, international policing, both in the form of executive policing support and local capacity building, develops productive working relationships among police – based largely on trust – which can become extremely important, even decisive, in crisis situations. Police-to-police engagement has provided Australia with the capacity to positively influence key regional security leadership in often highly volatile political and other crisis situations.

In the future, crisis situations requiring cooperation among police could include natural disasters, terrorist actions or accidents and the chances of Australian
citizens being caught up in them are reasonably high. This is particularly important in a regional context and police-to-police relationships may be critical.

In that sense, operational policing support and police capacity development missions nest seamlessly with the strategy to strengthen Australia from crime by helping our neighbours develop their own capabilities, safety and security.

Commissioner Colvin referred to this new concept as ‘police-led diplomacy’:

“[Police-led diplomacy] utilises law enforcement links more broadly to build upon, and find common bilateral and diplomatic ground when more traditional exchanges present barriers … what country doesn’t want to cooperate on combating terrorism, organised crime, child sex tourism, cybercrime and the like?”

The challenge for the AFP is to prioritise resources applied to police capacity development within a tight fiscal environment. The dedication of appropriate resources is particularly important in post-conflict states, but is just as relevant in fragile or poorly governed states.
Conclusion

Australia has a well-deserved reputation as an active participant in the international community and a leader in many endeavours, particularly the Pacific region. The AFP, in turn, has developed a reputation for delivering on and serving two significant aspects of Australian foreign policy — international good citizenship and the national interest.

UNSCR 2185 was heavily influenced by Australia and creates a foundation upon which the ‘unknown’ element in Figure 2 can be more effectively addressed by international police either under a UN banner or otherwise, by addressing the policing gap. No doubt the AFP will continue to play a significant role as this concept develops.

The proof of effectiveness will be on the ground. As stated by Australian Strategic Policy Institute: The adoption of resolution 2185: ‘is a milestone achievement… But like all resolutions, its success will ultimately depend on implementation. Ongoing engagement by experienced police-contributing countries, such as Australia, will be important to those efforts.’

In this regard the Australian Mission to the United Nations and AFP Police Advisor, Detective Superintendent Sue King are working closely with the UN Police Division to operationalise UNSCR 2185 in order to achieve the practical implementation of the resolution in the field.

UNSCR 2185 also should provide a more stable conceptual platform from which a consistent and coherent approach to police missions can be developed. Australia is well-positioned to provide significant input.

Finally, Commissioner Colvin in his Lowy address noted that the AFP operates one of the world’s largest and most diverse law enforcement international networks:

“The regional instability, technological advances, innovative criminal syndicates and a widening of terrorist networks have combined with a globalised world to see the AFP’s international footprint expand, become more sophisticated and more reliant on relationships than ever before … We are responsible for significant capacity development projects and are one of Australia’s largest deliverers of foreign aid – on the surface an odd role for law enforcement – but in reality it builds perfectly on the strategy to strengthen Australia from crime by helping our neighbours develop their own capabilities, safety and security.”
Australia has a well-deserved reputation as an active participant in the international community from Cyprus (above) (Photo courtesy UN photo by Yutaka Nagata) to Papua New Guinea (below).
In search of MH17

AFP members join international colleagues to bring order to the chaos and tragedy of Malaysian Airlines Flight MH17.
A text message woke AFP Disaster Victim Identification (DVI) specialist Dr Simon Walsh from his sleep on the morning of 17 July 2014. It had happened before, many times in fact – and he was used to it – but this time was different. In a half-waken state he stared at the screen.

‘Passenger plane shot down with a missile in Ukraine. Over 200 deceased.’

“You have got to be kidding me,” the AFP’s Chief Scientist said to himself.

“There’s been a fair few occasions I’ve taken calls at odd hours and some sort of disaster’s occurred,” he said. “But I won’t forget this particular one. I remember reading this about MH17 and just thinking ‘wow’. Despite these things always being a bit unexpected, you couldn’t have seen that one coming.”

Looking back, Dr Walsh and his AFP colleagues, including Commanders Brian McDonald and Mark Harrison rated the search, recovery and DVI exercise during AFP Operation Arew as one of the toughest policing assignments of their collective careers.

What had started as a ‘regular’ investigation soon turned out to be a detailed mission.

AFP expertise was vital in recovering 298 passengers and crew from local fields in eastern Ukraine, after MH17 - following air traffic control instructions about weather and traffic in the area - diverted slightly in unrestricted airspace en route from Amsterdam to Kuala Lumpur.

Where to begin?

On landing in the Netherlands – and then making the 2500 kilometre trip south-west to the Ukraine city of Donetsk, near the Russian border – it was clear to AFP members involved in Operation Arew that this would be far from your average air crash investigation.

Unlike the 1988 terrorist downing of Pan Am Flight 103 over Lockerbie, Scotland, access to the MH17 crash site was minimal, time limited and extremely hazardous. And it was in a war zone.
Pro-Russian separatists and Ukrainian forces, who had already been involved in months of sporadic fighting, were causing access problems to the crash site. The crash sites and debris extended across approximately 30 square kilometres of separatist-held territory. Farms and sizeable fields of tall sunflowers made searching difficult. Local emergency services had commenced gathering deceased victims and had begun to move them to nearby trains to be repatriated to the Netherlands. As an adjunct professor in geo-forensics – ‘the science of search’ – and expert in undertaking large-scale searches, AFP Manager Investigations Standards and Practices Mark Harrison wasted little time devising a method to search the large area of the wreck of MH17.

“Because of the way this aircraft was downed it actually broke up in the air and then started falling in sections,” Commander Harrison said.

“The aircraft was falling out of the sky as it was still moving forward – until the last bits came down. So it’s quite unusual, almost unique to have the debris field widely dispersed.”

The plan that Commander Harrison devised – which had the support of the Dutch and Malaysian authorities – was to use techniques borrowed from the sport of ‘geocaching’, where small containers are hidden, given a GPS reference, and recovered by participants.

Using the principle, Commander Harrison obtained satellite images from the AFP’s partners and assigned GPS coordinates for every piece of aircraft debris, marking each on search maps with a yellow dot.

The speed at which AFP members would be able to get to exact pieces of wreckage and human remains was to be crucial. And no-one had ever used this technique before.

“After the GPS process I was able to say ‘well, I know where everything is – and I’ve got the exact position of those,’” he said.

“The next phase was to say ‘OK, the mission is a humanitarian one first and foremost to recover the remains of persons. Is this area where is it most likely that human remains will be recovered from?’” Successfully searching large areas with the fewest people in the shortest amount of time gave investigators confidence that the geocached references were accurate. It was then a question of using normal police searching techniques and distributing these into zones.

“The benefit of doing that was before we even conducted the search we knew exactly how much was in any zone – and we knew exactly where we were going,” Commander Harrison said.

“That was important for two reasons: we needed to know where people were going to keep them safe and had to explain to the pro-Russian separatists on the way into the crash site.

...this time was different. In a half-waken state he stared at the screen.

‘Passenger plane shot down with a missile in Ukraine. Over 200 deceased.’
where we were proposing to go and what we were proposing to do.

“So we planned it and I envisaged that it would take five days – that’s effectively what it did.”

**Delicate negotiations**

Security of the AFP contingent accessing the MH17 crash site was a day-by-day proposal.

“The first day we didn’t even get out of the carpark,” recalls Mission Commander Brian McDonald.

“The advice came back from [Europe’s ‘UN’] Organisation for Security and Cooperation in Europe (OSCE) ‘you’re not going to go anywhere – it’s just not safe to be able to move’.

“I remember the next day we tried to take what was called ‘the southern route’ – the most direct route out of Donetsk onto the crash site. And that again landed us right in the middle of the conflict zone.”

Negotiations were a repetitive but essential daily ritual. The OSCE negotiated with the Ukrainian Government and they negotiated with the pro-Russian rebels.

“We worked hand-in-glove with the OSCE. They facilitated access, provided logistical support, and they provided expert advice on the environment and the security aspects – how to get in and out of the location.”

“But the real guts of what was happening was with the rebels and what they were going to acquiesce to,” Commander McDonald said.

“Those negotiations would take place late at night. It could be one or two in the morning before we set the agenda for the next day.

“That type of activity went on for a couple of days before we changed the route we were going to take into the MH17 crash site.

“One night we were sitting there talking to the OSCE guys. We had to decide if we would just drive into what is virtually a no-mans’ land. At that point we said ‘this is not going to work’.

“The next day we tried it with a far smaller contingent of only two to three vehicles containing myself, Commander Harrison, a couple of our Dutch colleagues, and some of the OSCE guys. We did actually manage to get through ‘the northern route’ to the crash site.

“Negotiations and access seesawed.

“You’d go through various checkpoints and other aspects. We’d move from rebel-controlled into Government-controlled territory, back into rebel-controlled territory. That’s pretty hairy – I mean these guys are fighting. You could hear shells falling but the advice that was they were going outwards and not really a threat to us at the time.”

As conditions worsened in Donetsk and following negotiations with the Ukraine Government the

Security of the AFP contingent accessing the MH17 crash site was a day-by-day proposal. “The first day we didn’t even get out of the carpark”
decision was made to move the Police Forward Command Post to the town of Soledar.

For the next three to four days they travelled from that point into the site, searched it, and came back out again. Commander McDonald, Air Chief Marshal (ret) Angus Houston – who led Australia’s recovery efforts in the Ukraine – and military colleagues continued to monitor the safety of those moving onto and off the site.

It turned out to be one of Commander McDonald’s most challenging missions of his extensive police career.

“I’ve had numerous experiences as being responsible for crime scenes. I’ve had numerous experiences being responsible for large scale, complex investigations. I’ve had numerous experiences of working with international partners in investigative work – but never within the backdrop of the Ukraine, in a war zone. It was absolutely unique.

“Searching a crime scene, and undertaking a multi-jurisdictional, complex investigation is difficult in itself.”

But despite the hurdles, the dedication of AFP members was obvious.

“I remember the first time I needed to gather volunteers to get people to leave Soledar [in Donetsk] to go back out and be relieved. I didn’t get a volunteer.

“So we actually had to select people. That was the dedication of the people there to want to get the task done.”

Bringing them home

Early in the investigation, media reports put the number of victims recovered at 219, however these reports varied. On arriving in Amsterdam – where he would soon set up base with DVI experts from around the world – AFP Chief Scientist Dr Simon Walsh said the conflicting reports were an obstacle, but not unusual.

“It’s often the case in these sorts of matters where the tally that you see doesn’t reconcile with the number of victims and there can be a range of reasons for that,” said Dr Walsh.

Given the little information that he had about the crash and the crash site, Dr Walsh prepared to identify bodies – including the 28 Australians.

The decision to base the DVI specialists in Amsterdam came as Dr Walsh was part way from Australia to the Ukraine. Two AFP DVI-trained members had already deployed to that area but in the meantime the Dutch had secured an agreement that the bodies would come out to the Netherlands.
“As it turned out that became the operating base from then on.”
At its peak at the Dutch military base at Hilversum, where the DVI work took place, more than 300 people from 15 different countries took part in what was a solid international operation. The AFP would also work closely with the National Police of the Netherlands.
The AFP – and DVI and forensic experts from other Australian states and territories – ensured that the mission rapidly built much needed capacity.
During similar mass casualty events overseas, Dr Walsh is the AFP’s National DVI and forensic commander – pulling together Australian DVI capability should the Australian Government offer that sort of assistance.
Successfully identifying all of the MH17 victims was a priority – but a big ask of all of the specialists working on the remains.
“We needed to work our way through that process and make the identifications, and ultimately get the victims of the incident back to their families.” It was a day-by-day prospect, but all of the Australian victims were identified.
“[Doing that] was obviously very pleasing – you don’t want to be in the circumstance where you’re left with unidentified victims. Given the sorts of issues that we knew we were going to face I think we went into this incident anticipating that that might be the case.
“I guess any disaster, by definition of the term, is something pretty unexpected and usually in its own way is unprecedented. But there were obviously some features with this job that we hadn’t really come across before.
“The intensity of that period from an operational perspective was also something that I’d never experienced before.”

Ongoing assistance

The AFP contribution to Operation Arew continues.
To this day, the AFP has more than 20 personnel deployed to the Netherlands and Ukraine to support ongoing forensic and investigative activity. This is further supported by a number of AFP personnel domestically.
The criminal investigation, led by the Dutch Public Prosecution Service, is facilitated through a joint investigation team (JIT) arrangement, involving the Netherlands, Australia, Belgium, Ukraine and Malaysia. This is a highly complex and challenging investigation.
The AFP is committed to seeking justice for all of those who perished on-board MH17 and the arduous task of investigating this incident continues with the support of our international JIT partners. The AFP will continue to provide support for as long as is required.
G20 team effort reaps success

Going hard and going early in planning and partnerships were a cornerstone for G20 success.

More than 6400 police officers across the Queensland Police Service, other Australian jurisdictions and the New Zealand Police Service supported the G20 effort.
Assistant Commissioner Katarina Carroll and AFP Commissioner Andrew Colvin meet at the G20 Police Operations Centre.
Monday November 17, 2014, was the sweetest of birthdays for Assistant Commissioner Katrina Carroll from the Queensland Police Service (QPS). The two-year G20 planning and operational marathon finally ended as the last of the world’s most powerful leaders left Brisbane at 1pm following the G20 Leaders Summit on 15-16 November. There was finally an opportunity to contemplate what can only be described as an extraordinary success.

It has been called the largest peacetime security operation ever conducted in Australia. For a brief period, 20 of the world’s most powerful leaders and other invited delegates had descended on Brisbane. The complexity of the task was staggering. The G20 brought together more than 4000 delegates, 3000 media representatives and 6400 police, including 1600 from interstate jurisdictions.

The complex mix of people, agencies, logistics and competing priorities needed to hold an event of this magnitude also brings with it the potential for significant security issues. The fact that the event unfolded seamlessly on the ground disguises the expertise of Australian law enforcement and partner agencies have in planning for major events.

Planning engaged the three tiers of national, state and local governments. Eight police jurisdictions including the AFP, state jurisdictions and New Zealand police contributed. National planning was led by the G20 Task Force established by the Department of Prime Minister and Cabinet (PM&C). Key national agencies including the Attorney-General’s Department, the AFP, ASIO, Australian Defence Force, Customs & Border Protection and state organisations such as Queensland Ambulance and the Queensland Fire Service were involved in initial planning from the outset.

QPS was lead agency for the security operation, given the Brisbane event location. So it was that Assistant Commissioner Carroll arrived in Brisbane in October 2012 in her new position of G20 Executive Officer for the planning and conduct of the event security.

“Unless you lived in the G20 environment for two years it is very difficult to explain to
“someone just how complex that environment is,” Assistant Commissioner Carroll says. “It was beyond comprehension.

“It wasn’t just a security operation. Prime Minister Abbott hosted the event, so there had to be a certain look and feel for them to achieve their policy outcomes, have the event and meeting and we obviously had to be mindful of that while we were delivering the security.

“The other thing was the [Brisbane City] Council, the Premier and the Prime Minister didn’t want to have an extraordinarily large impact on the community in terms of transporting people and road impacts so we had to mindful of managing that as well. All of the competing interests had to be achieved.”

Partnerships

Partnerships were a cornerstone in the G20 from the outset. This was established from the very earliest stages of planning by PM&C. Key agency representatives were integrated into the G20 Task Force and the QPS Planning Unit at the first meetings. Assistant Commissioner Carroll says “it all ultimately depends on each other”.

“If you look at our intent, it reads ‘in partnerships and collaboration with other agencies we will achieve security and safety of the G20 events’. So literally, no one agency can achieve this on its own and it wasn’t just partnerships, it was true relationships that had been established over a couple of years.”

AFP G20 Coordinator Special Events Planning Team (SEPT) Detective Superintendent Paul Jones
The mobile weapons storage facility was created specifically to meet a G20 need. Assistant Commissioner Carroll says there wasn’t really another option. “When you start something so large and we haven’t done it before it’s even difficult to see an end result. So you have to start very early with simple things – what are the roles and responsibilities for each agency, how are we going to integrate with each other, how will the agencies interconnect? “It starts to get a life of its own and starts to flow. You have got to have the right people at the table as well. For instance, you have got to have experienced people in their capability that actually know what they are talking about and doing and that’s the only way to move forward.”

Research

None of this was by accident. G20 delegations conducted world-wide research to bring back best practice from past events. Representatives traveled
to the G8 near Belfast, APEC in Bali and engaged past G20 hosts such as Toronto and London. Detective Superintendent Jones and Federal Agent Mark Lefebvre, as a security liaison officer, took part in a delegation to St Petersburg G20.

Each delegation returned with lessons and innovations. Each month these lessons were cross referenced against the risk register and each risk that needed to be mitigated was systematically signed off. Assistant Commissioner Carroll says an important innovation from the Toronto G20 experience was to push decision making on public order management to senior police commanders on the ground. Tactical commanders had better situational awareness and were able to make more timely decisions.

Another critical innovation to come directly from the research was early engagement and negotiation with protestors. Again, initial contact with the protest groups began about two years out from the event with engagement liaison officers. Experienced police negotiators took over engagement with the protest groups closer to the event.

“They then negotiated with them on the ground weeks out from the event about what the route would be, the legislation involved and what the expectations were on both sides. During the event, when things were getting extraordinarily heated with one protest group, we literally had 20 negotiators in that group mediating between the police and protesters. That was an extraordinary success where we actually applied those lessons from across the world but added to it and I would say that is a best-practice template for the future.”
AFP contribution

The AFP support was provided under Operation Carolae, with Protection portfolio as lead AFP capability. As AFP Operation Commander, former National Manager Protection Michael Outram deployed to the QPS Police Operations Centre during the event. He says it was clear that the secure and dignified delivery of the G20 Leaders’ Summit came down to the planning and close partnership with stakeholders.

“It was a complex operation that spanned national and state government and required a considered balance between the requirements of the event as the premier economic forum and the security posture necessary to ensure the safety and security of the leaders and participants,” Assistant Commissioner Outram says.

“This was particularly challenging when the National Threat Assessment (TA) level was increased to High, and the TA for the event was increased to Medium. Despite the potential for conflicting requirements the QPS and G20 Taskforce were very collaborative. The harmony between the event and security is evidence of the genuine and integrated partnerships between all of the stakeholders.

The AFP contributed 641 members from across all portfolios. The AFP also had the distinction of being embedded at the federal level into the G20 Task Force event planning and with the QPS at the state level in the security effort. Detective Superintendent Paul Jones says the AFP “reaped the rewards, of the QPS philosophy of inclusion”.
As negotiations between the Commonwealth, QPS and supporting agencies developed, a concept of how the security effort would look began to emerge. Initial assumption-based planning at the G20 Task Force level identified the broad capabilities needed. Lead agencies for each capability were designated and the planning assumptions were devolved to those agencies to progress more defined planning. Detective Superintendent Jones says the core planning imperative centred on the number of internationally protected people that would attend. Subsequent issues such as security at port of entry, where they would stay, and the size of motorcades developed naturally from that initial imperative. Agencies then adapted to the circumstances as planning concepts morphed into reality.

“In the end there were nearly 70 internationally protected people whereas the assumption was around 35,” Detective Superintendent Jones says. “The scale and scope of G20 also grew from what was a business focused meeting with one main meeting venue to a lot of social and cultural events.

“It was in the week prior to delivery that the speech by US President Barack Obama at the University of Queensland came up on the radar and that was absolutely late notice. So there were a lot of moving parts.”

Detective Superintendent Jones says the AFP’s own planning similarly evolved as the event drew closer. Ultimately, the G20 SEPT would expand to 10 members. The team liaised with AFP Capability Coordinators who in turn managed delivery of capabilities and training to meet the AFP requirements to supplement QPS capabilities.

“From a fairly bland sketch of what it might look like we modified that to make sure that we actually reflected the QPS planning structure. In terms of functions, we had counterparts that everyone could go to in the QPS. So everybody had a concept of who they would be interacting with in the planning phase and then in the transition to operations.”

In regards to training, he says that generally “we weren’t breaking any new ground”. In cases such as Airport police the capability is already in location and trained. The national operations manual for dignitary protection developed through the ANZCTC also enables national consistency and inter-operability across jurisdictions. In some capabilities where differences exist, such as public order management, QPS integrated the other jurisdictions and trained them in its legislation, policy and exercising. AFP capabilities also provided training to enhance or refresh members. Protection put through 142 members in the annual recertification process at a point where that would certify them for the G20 and the AFC Asian Cup and Cricket World Cup held earlier this year. A further 420 uniform Protection members undertook the Immediate Action Rapid Deployment course. Another 14 AFP members were trained in the Specialist Operator Level One, which cross trains Protection officers in multiple disciplines to value add to having each person on the ground.

The success of the G20 has been widely acclaimed. Former Queensland Premier Campbell Newman said all jurisdictions needed to be thanked.

“The contribution of individuals on the ground on foot, bicycles, motorbikes and horses, in the air, on the water, or in the operations centres, makes me immensely proud. Their efforts have won praise from all corners of the globe, setting a new benchmark for a successful and safe gathering of world leaders,” Mr Newman said.

Assistant Commissioner Carroll did have time to enjoy her birthday before going back to normal duties. Nevertheless, that didn’t last too long. She is now Acting Commissioner with the Queensland Fire and Rescue Services.

“I think because we had worked for so long and so hard, that Tuesday morning it was like it was almost flat because we had just being going and going and it stopped all of a sudden. So I think a lot of people had difficulty coming from such a high to ‘what are we going to do with ourselves now’. But while you go back to your normal life, certainly all of us that were involved for two years it was the opportunity of a lifetime and was an amazing experience.”
AFP contribution

178 members for Aviation Policing
• Including canine capability

67 members for Close Personal Protection
• Command, control, coordination
• Close Personal Protection (dignitary protection)

92 members for Uniform Protection
• Site security at 12 accommodation venues and Brisbane Exhibition and Convention Centre

39 members for Specialist Response
• Police Tactical Group (including marksmen)
• Maritime
• Bomb Response Team

49 members for High Tech Crime Operations
• Physical surveillance
• Technical surveillance and other support
• Scanning capability
• Brisbane Airport support

51 members for Intelligence
• Joint Intelligence Group support
• Queensland Tri-agency Security Intelligence Group support
• Includes forensic functional capabilities of facial identification and Technical Forensic Intelligence

93 members for Investigations

50 members for Operations Support including Transport, Media, Production, PRS, ICT and logistics

A 24/7 standby Incident Coordination Centre in Canberra

The AFP contributed 641 members across all portfolios to the G20.
It took a joint effort and a New Zealand Air Force (NZAF) C130 Hercules but serious New Zealand offender Robert Boyd (aka Robert Nakane) is back in his home country to face justice.

Boyd was to be extradited on 22 January but his ‘non-compliant’ behaviour made it impractical for him to be returned on a commercial airlight.

A joint effort including AFP Crime Operations, Specialist Response Group (SRG), Specialist Support Team (SST), Aviation, Australian Defence Force liaison staff, New Zealand Police and, of course, the New Zealand military aircraft finally got Boyd airborne on 24 January.

Coordinator Crime Operations ‘A’ Sydney Benjamin McQuillan said Boyd was remanded in custody on his return to New Zealand and faced court in February.

“It demonstrates the work we do with our close law enforcement neighbours, as well as being a
somewhat unique method of achieving the desired outcome,” Detective Superintendent McQuillan said.

Boyd was arrested in New Zealand on 6 August 2011 and charged with sexual violation by rape, four counts of indecent assault, assault with a weapon and common assault.

He was remanded in custody but was released on electronic bail on 15 March 2012. He was prevented from applying for a new passport and was required to surrender all currently held passports.

But the 44-year-old Boyd applied for and was granted a New Zealand passport in the name of Robert Nakane after adopting the surname of his recently wed 22-year-old Japanese wife.

He fled New Zealand on 24 January 2013 in the days just before facing trial in New Zealand.

On 23 May 2013, AFP members arrested Boyd at a rural property in Dorrigo, NSW. Boyd’s wife was also present at the property and the New Zealand passport was retrieved from the address.

Boyd was remanded in custody and since that time has appeared before the Local Court of NSW, Federal Court of Australia and the Full Bench of the Federal Court of Australia contesting his extradition.

On each occasion, Boyd stated that he feared for his life should he be returned to New Zealand due to previous gang affiliations. He was adamant he would not receive a fair trial in New Zealand and that the allegations against him were false.

The Extradition Act 1988 stated Boyd had 15 days to appeal the decision of the Full Bench of the Federal Court to the High Court of Australia. As of 21 January 2015 no such application had been made.

So it was that on 21 January, three members of New Zealand Police, including the informant Detective Alexandra York, arrived in Australia to return Boyd to New Zealand.

About 6.00am on 22 January, SRG, SST and SO Crime Operations members attended Parklea Correctional Centre to transport Boyd to Sydney Airport for the first attempt to return him to New Zealand.

When they arrived at Parklea, Boyd was in a holding cell and acting aggressively. Correctional facility staff extracted him from the cell and placed him in the rear of an AFP caged vehicle.

While he was in the caged vehicle Boyd repeatedly struck the rear door of the vehicle with his feet.
Federal Agent Crime Operations ‘A’ Sydney Robert Jenner said Boyd was so determined to stay in Australia that he claimed he had swallowed two razor blades in the early hours of the day he was to be extradited by commercial air.

Boyd had been previously cleared to travel by commercial air. Even so, New Zealand police attended the cells to speak with Boyd and very quickly determined he would not be cleared to fly with Air New Zealand.

After being refused entry to the Air New Zealand flight he was then conveyed to St George Public Hospital and medically examined.

“No foreign objects were identified on X-ray and Boyd was released into police custody and returned to NSW Corrective Services at the Metropolitan Remand and Reception Centre Silverwater pending the development of alternate extradition strategies,” Federal Agent Jenner said.

Ultimately, at about 5.30pm on 23 January, the RNZAF Hercules landed at the RAAF Base Richmond and signalled the end of the Boyd saga of getting him back to New Zealand to face his charges.

Early on 24 January, the SRG, SST and SO Crime Operations members attended MRRC Silverwater and took Boyd into custody.

By 9.05am the AFP members arrived at the RAAF Base Richmond. Boyd was compliant during the trip and at 9.30am was officially handed into the custody of Detective York.

After being secured in the rear of the C-130 Hercules, the aircraft flew out of the RAAF Base Richmond bound for Christchurch, New Zealand.

New Zealand Police (NZPOL) liaison officer in Canberra Detective Inspector Steve Wood said the NZPOL were very grateful for the cooperation and professionalism from the AFP.

“We were very keen for Mr Boyd to face court in New Zealand and knew it would be a difficult enough task just to locate him,” Detective Inspector Wood said.

“He was a fugitive on the run that recognised he could face a very long term of imprisonment if caught. We were pleasantly surprised how quickly he was located and the ongoing communication and cooperation between all the agencies involved was first class.”
Names have been altered to protect identities

The mysterious email could have been the end of the story. Kelly* arrived back in Australia in May 2012 from the US to renew her visa and was accompanied soon after by an email sent to her mother and aunt. Both clicked on a link in the email to discover then 25-year-old Kelly advertised as a prostitute on a US website.

The email was sent by a colleague who didn’t want Kelly back in the US. Kelly’s mother and aunt confronted her but she refused to discuss: “I got myself into this; I’ll get myself out.” In desperation, Kelly’s aunt approached the US Embassy, who in turn referred the matter to the AFP. Again, Kelly didn’t want them involved.

Ultimately, she was refused a visa – so the email worked. But it also brought Jamaican born Damion St Patrick Baston onto the radar of US and Australian law enforcement. Baston would ultimately be sentenced to 27 years’ gaol and US Assistant Attorney Ray Altman referred to Baston simply as some “kind of monster”.

Damion St Patrick Baston

The email started a chain of events and an investigation spanning four countries. Baston was arrested on 21 separate charges from human trafficking offences involving prostitution to identity theft and fraud. US authorities also invoked a 2008 law for the first time to prosecute for human trafficking that occurred in another country.

“He was such a manipulator,” says AFP Federal Agent Joanne Mooney. “He treated them like animals.” Federal Agent Mooney and NSW Police Leading Senior Constable Kylie Dodds made significant contributions in bringing Baston to justice. They were the leading edge of the investigation in Australia as women came forward and the case developed in Sydney, Melbourne, and Brisbane and across the globe.

Damion Baston was a Jamaican national born in 1977, with a “running back’s build” according to the Miami Herald. He moved to the US with his family in 1989 and grew up mostly in New York.

He portrayed himself as a sensitive, artistic man during trial who studied fashion design, lifted weights and had a black belt in a martial art. He claimed
it was romance and love for the 14 women that fell into his orbit between 2009 and his arrest in December 2013. He had a passion for image, status and Louis Vuitton bags stashed with money. But Assistant Attorney Altman said Baston was a liar who preyed on vulnerable young women and “converted them into little more than sex slaves”.

He first came to attention of US authorities in December 1998 and was ordered to leave the US at an immigration hearing following a conviction on a theft charge. He managed to stay in the US illegally while appealing the decision.

Any doubt that he was entitled to remain in the US ended 10 months later on 11 September 1999. He lived in Burlington, Vermont, on the US/Canadian border and often crossed the border for a night in Montreal.

Immigration officer Elaine Mary Fortin questioned Baston who was dressed as Dracula, complete with gold fangs and yellow contacts. She said he was barred from re-entering and presented him with official documentation explaining the order, which he fingerprinted and signed. She then drove him across the border and deported him to Canada.

His response was to steal the identity of Iowa forklift driver Rayshawn Bryant. Armed with false ID, driver licence and a copy of Bryant’s birth certificate, he applied for and received a legitimate US passport and fled to Australia.

Australia

Baston arrived in Sydney in 2009 yearning for the high life and a plan to make himself rich using vulnerable young victims he coerced into prostitution.

His business model was a book called Pimpology, signed by the author, Pimpin’ Ken, no less. He would become an expert at Rule 5 “Prey on the Weak” and bragged that by recruiting troubled girls with a history of abuse he could “use it against them”. The author’s philosophy is classy stuff.

“It usually starts with tears,” says Ken. “I will see a ho [sic] crying for seemingly no reason at all, and I seize the moment. Say, ‘bitch, what’s the matter?’ I ask in any most concerned voice.”

“Nothing,” she sniffles.

“Oh, you know you can tell Daddy anything,” I said. The story eventually comes out. It usually is a similar story. I was raped as a little girl, or I was abused, and I feel real bad about myself.”

But first came romance. He frequented clubs and targeted girls without boyfriends and showered them with money and attention. He talked about being a music producer, brokering multimillion dollar deals and his trillionaire friends (Assistant Attorney Altman pointed
out that the world’s richest man had $50 billion dollars. All their problems would be over.

“The way the girls talked to me about him – he was really charming,” says Federal Agent Mooney. “He’s a big black American guy, very musical guy and very well built. I mean there are not a lot of big black Americans in Australia. They would fall at his feet.”

The romance didn’t last. Each woman was brutalised, damaged and terrified of him coming back to find them. He claimed he was a member of the Bloods and had links to law enforcement in Australia and would seek revenge if they left.

Perhaps even more insidious, he threatened to inform the women’s families about what they’d been doing. If that didn’t work he would threaten harm to their families. Finally, he physically and sexually assaulted them until they complied.

**Brutality & degradation**

Baston’s first Australian victim was 18-year-old, Dianna*. Keen for Australian residency he romanced her and they married. Baston had started his Bachelor’s Club escort agency and sent Dianna to Perth to meet clients. Baston met Dianna at the airport on her return.

“Basically she didn’t earn enough money,” Federal Agent Mooney says.

Some clients would pay up to $1000 a night. When Dianna returned with basically nothing she was in trouble. He drove her to a golf course at night and pinned her to a chair and anally raped her. He said she would “never forget” how she disrespected him. Federal Agent Mooney says it was ruthless and brutal.

Lithuanian-born Vardre* crossed another of Baston’s cardinal laws in October 2010. The girls were barred from meeting black clients. They were never allowed to even look into men’s eyes. When Vardre met a client socially she was in trouble.

Baston told Dianna and another girl to book a hotel room and stay away from the apartment. When Vardre returned he “beat the crap out of her” Federal Agent Mooney says.

He then stole her passport, ordered to her to strip naked and forced her into the shower. He turned on scalding water over her and forced her to stay there. Scalding water was a threat Baston often used to intimidate.

Vardre left soon afterwards for work but never arrived. She sought refuge with a friend, but no one responded to her calls or the doorbell as arranged. Vardre panicked and sought refuge with a stranger in the unit complex where she had arranged to meet her friend.

Feeling trapped Vardre dialled Triple 0. It was 9.30pm on a busy Saturday night when NSW Police Leading Senior Constable Dodds responded. She said Vardre was terrified and refused to leave the apartment.

Vardre was paranoid Baston was waiting outside and knew what she had done. LSC Dodds escorted Vardre from the apartment “clinging to her arm for dear life”. Once inside the police vehicle she hid on the back seat petrified Baston would see her.

Leading Senior Constable Dodds testified in Florida that she had never seen anyone so terrified in nine years as a police officer. Vardre was so traumatised she didn’t appear at the trial. But the chilling Triple 0 call was presented in Court and Leading Senior Constable Dodds’ testimony demonstrated the depth of Baston’s brutality.

Leading Senior Constable Dodds attempted to track down Baston on the night of the assault. She did connect with Baston on his mobile but he refused to disclose his whereabouts. She ordered Baston to present himself to The Rocks Police Station regarding allegations of Assault Occasioning Actual Bodily Harm and the service of a Provisional Apprehended Violence Order.

Baston said he was allegedly nearby and would attend but, as suspected, failed to appear. Instead, Baston, Dianna and another girl departed within
The desire for money, fashion and the good life led Damion St Patrick Baston to gaol for 27 years.

hours for Melbourne. For weeks following, NSW Police attempted to contact Baston at his known residential address and by phone, not yet knowing Baston had already fled to Melbourne.

Dianna and Vardre had become close friends – but she never found out what had happened to Vardre and what compelled her hasty flight. Baston simply told her that she hadn’t returned. When Diana later discovered the truth it would be an important turning point in her decision to fight down her fear and testify against Baston. In any case, Dianna by now had realised the hopelessness of her ‘marriage’ and she too left and never returned.

Baston then left Melbourne for the Gold Coast in June 2011 where he met Kelly. Again posing as a music producer they began a relationship. Baston lured her into prostitution with the dream of opening a restaurant together. He convinced her that prostitution would only be a short-term means to the end of achieving the dream.

But Baston’s Australian venture was ending. His application for Australian residency was rejected and his bridging visa ended on 18 December 2011. Without being able to depend on Dianna, he left for New Zealand with Kelly and New Zealand girl, Abbie*. He stayed in New Zealand long enough to apply again for Australian citizenship and left with Kelly and Abbie for Dubai.

But only the location changed. Baston took their passports and convinced them they couldn’t get away. He applied for a permit in the Hamriyah Free Zone in Dubai and began advertising them for prostitution.

Baston was enraged when he thought Abbie had seen a black client. He brought both girls to a darkened hotel room and made them kneel in front of him. He wrapped a belt around his fist and said he would hospitalise them if they didn’t follow the rules. Abbie would testify that Baston threatened to pour boiling water over her.

Baston later accused Abbie of staring at a bouncer at a club. He ‘backhanded’ her in the lift up to their hotel room. He then forced Kelly and her into a threesome while Abbie cried throughout the rape.

As with all the girls; when the lies, the threats, brutality and the emptiness of Baston’s alleged romance reached desperation point they finally fled. Abbie approached the New Zealand Embassy in Dubai, without her passport, and told them her story.

Again, Baston fled. This time returning to the US with Kelly and settled in Miami about May 2012. Again nothing changed. Baston would recruit three American girls and his modus operandi continued until he was arrested in New York with US national, Jane*, being the last girl recruited.
Testimony

Kelly, Dianna and Abbie testified. Three of Baston’s US victims, including Jane, also testified. Leading Senior Constable Dodds testified on her involvement with Vardre. The Triple 0 call was a powerful moment during the two-week trial.

The chilling similarity of testimony from women that had never met was persuasive. The women all testified on ‘Daddy’s rules’, all reflective of the Pimpology book. Similar testimony of threats of torture, scalding water, the beatings and sexual assaults verified by women separated by tens of thousands of kilometres and mostly unknown to each other.

Like Abbie in Dubai – Jane was bashed (while pregnant to him) and threatened with a broken broomstick. He then forced her to have a threesome with another girl who was “crying, shivering and shaking”. Neither Kelly nor Abbie knew these other victims.

Compelling testimony was provided by Dr Frank Ochberg – the man credited with creating the term Stockholm syndrome. Dr Ochberg testified at length about trauma bonding, which includes the phenomenon of Stockholm syndrome and battered wife syndrome. He said she may be battered, she may be raped but she stays.

“There are other situations of trauma bonding where one person has a lot of power, a lot of authority, and the other ends up being subservient, obedient, almost like a pet dog that has been trained to do the master’s bidding,” Dr Ochberg said.

“Often this bond involves sudden unpredicted abuse, violence and then just the opposite – sudden unexpected gifts, apologies, positive things. Back and forth like that, can create what we now call a “trauma bond” and Stockholm syndrome is one unusual way that it can happen.”

Kelly was central to the case. Federal Agent Mooney and members from the AFP’s Sydney Office became involved in October 2012 when Kelly moved from Melbourne. Jo Mooney and another officer visited Kelly but she was still scared of Baston and reluctant to talk.

Then Kelly came forward herself. “I got an email in May 2013,” Federal Agent Mooney says “and that’s when I became the case officer and I reopened the case”. Kelly had contacted the US directly. Still reluctant, she pulled out a couple of times, such was her fear of Baston and the threats he had made to Kelly and her family. But without Kelly there was no human trafficking case.

“I spent a lot of time meeting her and having coffee and talking her through the process. A team from the US came out here for two weeks and we all met her. These girls were still mentally harmed. So it was letting them see that they might get some closure from it.”

Once Kelly was onboard the pieces fell into place. Kelly provided numerous items of evidence. Baston’s fake ID established a link to the fake Rayshawn Bryant.
He convinced her that prostitution would only be a short-term means to the end of achieving the dream.

The fingerprints from his Australian citizenship application linked the fake Rayshawn Bryant to Baston’s theft charge from 1998. Law enforcement now knew who he was and Baston’s own deception began catching up with him.

Dianna, now divorced from Baston, was located. She too was extremely reluctant to come forward. But through speaking with Leading Senior Constable Dodds and Federal Agent Mooney, she discovered the brutality of Baston’s assault on her friend, Vardre, and what had really happened to her. As a show of strength in honour of her friend, she agreed to testify.

Abbie was located in New Zealand. She spoke to US authorities directly and agreed to testify. Vardre was still too traumatised to come forward. Similarly, other Australian victims were just too scared to take part.

Baston was arrested by officers from Homeland Security Investigations and the Bureau of Diplomatic Security on 17 December 2013, while visiting his mother in New York. He was transferred to Florida and has been in prison ever since. On 5 September 2014, the jury took just six hours to find Baston guilty of all 21 charges. He was sentenced to 27 years’ gaol on 29 September 2014.
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