



AFP
AUSTRALIAN FEDERAL POLICE

**ACT POLICING
CONTROLLED OPERATIONS ANNUAL REPORT**

2014 - 2015

CONTACT OFFICER FOR THIS REPORT

Coordinator Ministerial, Policy & Performance
ACT Policing
GPO Box 401
Canberra ACT 2601

Telephone: (02) 6264 9480

Email: ACT-MPP-Ministerial@afp.gov.au

GENERAL CONTACT DETAILS

Post

Written requests for information can be sent to:

Coordinator Ministerial, Policy & Performance
ACT Policing
GPO Box 401
Canberra ACT 2601

Telephone

For general information about the AFP, telephone AFP National Headquarters on (02) 6131 3000.

People who are hearing impaired can contact the AFP through telephone typewriter facility on (02) 6256 7700.

For general enquiries regarding the content of this report please contact (02) 6264 9460.

Internet

Information about ACT Policing can be found at the ACT Policing website www.police.act.gov.au where an electronic version of this report can be found.

For Freedom of Information requests contact (02) 6131 6131, foi@afp.gov.au or go to afp.gov.au.

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Chief Police Officer for the ACT Rudi Lammers APM

GPO Box 401 Canberra City ACT 2601
Telephone +61 2 6264 9610 Facsimile +61 2 6264 9510
www.afp.gov.au
ABN 17 864 931 143

2 October 2015

Ms Joy Burch MLA
Minister for Police and Emergency Services
ACT Legislative Assembly
London Circuit
CANBERRA ACT 2600

Dear Minister

I am pleased to submit ACT Policing's Controlled Operations Annual Report for financial year 1 July 2014 to 30 June 2015.

The report has been prepared in accordance with s. 28 of the *Crimes (Controlled Operations) Act 2008 (ACT)*.

I hereby certify that the attached Annual Report is an honest and accurate account, and that all material information on controlled operations conducted by ACT Policing during the period 1 July 2014 to 30 June 2015 has been included and it complies with s. 28 of the Act.

In line with s. 28 of the Act, I understand that the report is to be laid before the ACT Legislative Assembly within 15 sitting days from the day you received the report.

Yours sincerely

A handwritten signature in blue ink, appearing to read 'Rudi Lammers', is written over a blue circular scribble.

Rudi Lammers

The Legislation

In August 2008 the ACT Legislative Assembly passed the *Crimes (Controlled Operations) Act 2008* (ACT). The objectives of the Act are to provide for the authorisation, conduct and monitoring of controlled operations, including operations conducted in the ACT, and one or more other jurisdictions or in one or more participating jurisdictions.

A controlled operation is defined as one that:

- a. Involves the participation of law enforcement officers
- b. Is carried out for the purpose of obtaining evidence that may lead to the prosecution of a person for a serious offence.

A controlled operation can be undertaken with respect to any relevant offence. A relevant offence, as defined by the Act means:

- a. An offence against an ACT law punishable by imprisonment of three years or more
- b. An offence against an ACT law prescribed by regulation.

Immunity from Criminal Liability

The Act provides immunity from criminal liability and indemnity from civil liability for law enforcement officers and certain other persons who take an active part in a controlled operation.

This criminal liability is only removed when:

- a. The conduct is authorised by, and is engaged in accordance with, the authority for the operation.
- b. The conduct does not involve the participant intentionally inducing a person to commit an offence against a law of any jurisdiction or the Commonwealth that the person would not otherwise have committed.
- c. The conduct does not involve the participant engaging in any conduct that is likely to –
 - i. Cause the death of, or serious injury to, any person.
 - ii. Involve the commission of a sexual offence against any person.
- d. If the participant is a civilian participant – the participant acts in accordance with the instructions of a law enforcement officer.

In circumstances similar to these, immunity from criminal liability is also provided for a person other than a law enforcement officer. A law enforcement officer means any of the following:

- a. A police officer.
- b. A member of staff of the Australian Crime Commission.
- c. A person who is seconded to a law enforcement agency, including, but not limited to, a member of the police service/police officer (however described), of another jurisdiction.

Protection from criminal responsibility for certain ancillary conduct

This clause protects police and other people who are authorised to know and assist with a controlled operation but are not assigned as participants. Those people who are authorised would not be criminally liable for ancillary conduct, such as conspiracy. For example, scientific officers who provide technical assistance on storage or preparation of a sample drug but do not actively participate in operation.

Situations giving rise to the issue of controlled operation certificates

An authority to conduct a controlled operation may not be granted unless the chief officer, as per the Act, the Chief Police Officer or a delegate, is satisfied on reasonable grounds that:

- a. A relevant offence has been, is being or is likely to be committed; and
- b. The controlled operation will be, or is likely to be, conducted in the ACT, in the ACT and one or more other jurisdictions or in one or more participating jurisdictions; and
- c. The nature and extent of the suspected criminal activity justify the conduct of a controlled operation in the ACT, in the ACT and one or more other jurisdictions or in one or more participating jurisdictions; and
- d. Any unlawful conduct involved in conducting the operation will be limited to the minimum necessary to conduct an effective controlled operation; and
- e. The operation will be conducted in a way that will minimise the risk of more illicit goods being under the control of people, other than law enforcement officers, at the end of the operation than are reasonably necessary to enable the officers to achieve the purpose of the controlled operation; and
- f. The proposed controlled conduct will be able to be accounted for in a way that will enable the reporting requirements of part 4 to be complied with; and
- g. The operation will not be conducted in a way that a person is likely to be induced to commit an offence against a law of any jurisdiction or the Commonwealth that the person would not otherwise have committed; and
- h. Any conduct involved in the operation will not:
 - i. Endanger the health or safety of any person; or
 - ii. Cause the death of, or injury to, any person; or
 - iii. Involve the commission of a sexual offence against any person
 - iv. Result in unlawful loss of or serious damage to property (other than illicit goods)
- i. Any role assigned to a civilian participant in the operation is not one that could be adequately performed by a law enforcement officer.

Authorisation of controlled operations and controlled operation certificates

An authority to conduct a controlled operation may be granted in writing, signed by the chief officer, or in the matter of an urgent application, if the chief officer is satisfied that the delay caused by granting a standard authority may affect the success of the operation, the authorisation can be given orally in person or by telephone, fax, email or any other means of communication.

An authority, whether standard or urgent, must:

- a. State the name and rank or position of the person granting the authority; and
- b. Identify the principal law enforcement officer and, if the principal law enforcement officer is not the applicant for the authority, the name of the applicant; and
- c. State whether the application is a standard application or an urgent application; and
- d. Identify each person who may engage in controlled conduct for the purposes of the controlled operation; and
- e. State the participating jurisdictions in which the controlled conduct is, or is likely, to be engaged in; and
- f. Identify the nature of the criminal activity (including the suspected relevant offences) in relation to which the controlled conduct is to be engaged in; and

- g. Identify;
 - i. In relation to the law enforcement participants – the nature of the controlled conduct that the participants may engage in; and
 - ii. In relation to the civilian participants – the particular controlled conduct (if any) that each participant may engage in; and
- h. Identify (to the extent known) any suspect; and
- i. State the period (not longer than three months for a standard authority or seven days for an urgent authority) of validity of the authority; and
- j. State any conditions to which the conduct of the operation is subject; and
- k. State the date and time when the authority is granted; and
- l. Identify (to the extent known);
 - i. The nature and quantity of any illicit goods that will be involved in the operation; and
 - ii. The route through which those goods will pass in the course of the operation.

A chief officer may delegate to a senior officer of the law enforcement agency any of the chief officer's functions under the Act relating to the authorisation of controlled operations (including the amendment and cancellation of controlled operations and notifications).

As defined by the legislation, a senior officer means a person for the time being holding office as:

- a. In relation to the Australian Federal Police – a Deputy Chief Police Officer.
- b. In relation to the Australian Crime Commission, any of the following:
 - i. The Director National Operations.
 - ii. A Director.
 - iii. An office of the Australian Crime Commission that is prescribed by regulation.

Cancellation of authority

The chief officer may, by written order given to the principal law enforcement officer for an authorised operation, cancel the authority at any time and for any reason.

The chief officer may cancel an authority for an authorised operation at any time at the request of the principal law enforcement officer for the operation.

Cancellation of an authority for a controlled operation takes effect when the order is made, or if the order states a later time of effect, at the later time.

Mutual recognition

The Act allows for the recognition of controlled operation authorities issued under a corresponding law.

The clause enables a controlled operation that is authorised by a corresponding law to operate in the ACT as if the operation was authorised by ACT law. The clause identifies the critical sections that hold relevant powers and protections for controlled operations.

Reporting requirements

The Chief Police Officer as soon as practicable after 30 July each year, must give to the Minister a report setting out the details in relation to controlled operations conducted on behalf of the agency during the previous financial year.

The report must include the following details:

- a. The number of standard authorities that were granted or amended by the chief officer, and the number of standard applications for the granting or amendment of authorities that were refused by the chief officer, during the period to which the report relates.
- b. The number of urgent authorities or urgent amendments of authorities that were granted by the chief officer, and the number of urgent applications for authorities or urgent amendments of authorities that were refused by the chief officer, during the period to which the report relates.
- c. The nature of the criminal activities against which the authorised operations were directed.
- d. The nature of the controlled conduct engaged in for the purposes of the authorised operations.
- e. If any of the authorised operations involved illicit goods, a statement (to the extent known) of:
 - i. The nature and quantity of the illicit goods.
 - ii. The route through which the illicit goods passed in the course of the operations.
- f. Details of any loss of or serious damage to property, or any personal injuries, occurring in the course of or as a direct result of the authorised operation.
- g. The number of authorities cancelled by the chief officer or that expired during the period to which the report relates.
- h. Any seizure, arrest and prosecution arising from the authorised operations.

The report must not disclose any information that identifies any suspect or a participant in an authorised operation or that is likely to lead to a suspect or participant being identified.

The Minister must present a copy of the report to the Legislative Assembly within 15 sitting days from the day on which the report is received by the Minister.

Monitoring by the Ombudsman

The Ombudsman must, from time to time and at least once every 12 months, inspect the records of a law enforcement agency to determine the extent of compliance with this Act by the agency and law enforcement officers of the agency.

For the purpose of an inspection the Ombudsman may, after notifying the chief officer of the law enforcement agency, enter at any reasonable time premises occupied by the agency; and is entitled to have full and free access at all reasonable times to all records of the agency that are relevant to the inspection.

The Ombudsman may require a member of staff of the agency to give the Ombudsman any information that the Ombudsman considers necessary, being information that is in the member's possession, or to which the member has access, and that is relevant to the inspection.

The Ombudsman must give a written report prepared under the *Annual Reports (Government Agencies) Act 2004*, on the results of each inspection under this section in the preceding financial year. The report must include a report on the comprehensiveness and adequacy of the records of the agency and the cooperation given by the agency in facilitating the inspection by the Ombudsman of those records.

Material excluded from reporting

Subsection 5, s. 28 of the *Crimes (Controlled Operations) Act 2008* (ACT) clearly states that the report must not disclose any information that identifies any suspect or a participant in an authorised operation or that is likely to lead to a suspect or participant being identified.

Overview of ACT Policing Controlled Operations records 2014-15

Number of applications for standard authorities granted	9
Number of applications for standard authorities refused	0
Number of applications for standard amendments to authorities granted	0
Number of applications for standard amendments to authorities refused	0
Number of applications for urgent authorities granted	0
Number of applications for urgent authorities refused	0
Number of applications for urgent amendments to authorities granted	0
Number of applications for urgent amendments to authorities refused	0
Number of controlled operations conducted in the ACT	5
Number of controlled operations conducted in the ACT and one or more other jurisdictions	4
Number of controlled operations conducted in the ACT and one more participating jurisdictions	0

Certificates issued by authorising officers of ACT Policing 2014-15

Standard Controlled Operation Number: 2014-15/01

Date of application
21 July 2014
Application authorised or refused
On 21 July 2014, Commander David Pryce, Deputy Chief Police Officer of ACT Policing, an authorising officer within the meaning of part 2, s. 9 of the Crimes (Controlled Operations) Act 2008 (ACT), issued a certificate authorising a controlled operation to be undertaken.
Relevant offence being investigated
Arson against s. 404 of the <i>Criminal Code 2002</i> (ACT) an offence punishable on conviction by a maximum penalty of 1500 penalty units, 15 years imprisonment or both.
Amendment of controlled operation authority
Nil
Revocation or expiry date of controlled operation authority
Controlled operation authority expired on 24 July 2014.
Period the authority was in force
Three days
Nature of activities
The certificate authorised unlawful activity.
Involvement of illicit goods
No
Involvement of other jurisdictions
Nil
Damage or injuries occurred
Nil
Outcome
As at 30 June 2015 the investigation was ongoing.

Standard Controlled Operation Number: 2014-15/02

Date of application	
8 August 2014	
Application authorised or refused	
On 13 August 2014, Commander David Pryce, Deputy Chief Police Officer of ACT Policing, an authorising officer within the meaning of part 2, s. 9 of the Crimes (Controlled Operations) Act 2008 (ACT), issued a certificate authorising a controlled operation to be undertaken.	
Relevant offence being investigated	
Trafficking in a controlled drug other than cannabis s. 603(7) of the <i>Criminal Code 2002</i> (ACT) an offence punishable on conviction by a maximum penalty of 1000 penalty units, imprisonment for 10 years or both.	
Amendment of controlled operation authority	
Nil	
Revocation or expiry date of controlled operation authority	
Controlled operation authority expired on 12 November 2014.	
Period the authority was in force	
Three months	
Nature of activities	
The certificate authorised the controlled purchase of drugs within the ACT and/or NSW.	
Involvement of illicit goods	
Type (Weight or Quantity)	12.9 grams heroin
Route through which the illicit goods travelled	From targets to undercover operative to investigating police.
Involvement of other jurisdictions	
Yes	
Damage or injuries occurred	
Nil	
Outcome	
Seizure of 12.9 grams of heroin.	

Standard Controlled Operation Number: 2014-15/03

Date of application
13 August 2014
Application authorised or refused
On 13 August 2014, Commander David Pryce, Deputy Chief Police Officer of ACT Policing, an authorising officer within the meaning of part 2, s. 9 of the Crimes (Controlled Operations) Act 2008 (ACT), issued a certificate authorising a controlled operation to be undertaken.
Relevant offence being investigated
Trafficking in a controlled drug other than cannabis s. 603(7) of the <i>Criminal Code 2002</i> (ACT) an offence punishable on conviction by a maximum penalty of 1000 penalty units, imprisonment for 10 years or both.
Amendment of controlled operation authority
Nil
Revocation or expiry date of controlled operation authority
Controlled operation authority expired on 12 November 2014.
Period the authority was in force
Three months
Nature of activities
The certificate authorised the controlled purchase of drugs within the ACT.
Involvement of illicit goods
Nil
Involvement of other jurisdictions
Yes
Damage or injuries occurred
Nil
Outcome
Nil controlled conduct undertaken.

Standard Controlled Operation Number: 2014-15/04

Date of application
29 August 2014
Application authorised or refused
On 5 September 2014, Commander David Pryce, Deputy Chief Police Officer of ACT Policing, an authorising officer within the meaning of part 2, s. 9 of the Crimes (Controlled Operations) Act 2008 (ACT), issued a certificate authorising a controlled operation to be undertaken.
Relevant offence being investigated
Trafficking in a controlled drug other than cannabis s. 603(7) of the <i>Criminal Code 2002</i> (ACT) an offence punishable on conviction by a maximum penalty of 1000 penalty units, imprisonment for 10 years or both.
Amendment of controlled operation authority
Nil
Revocation or expiry date of controlled operation authority
Controlled operation authority was cancelled on 2 October 2014.
Period the authority was in force
Three months
Nature of activities
The certificate authorised the controlled transport of drugs within the ACT.
Involvement of illicit goods
Nil
Involvement of other jurisdictions
Nil
Damage or injuries occurred
Nil
Outcome
Focus of the investigation changed and this authority was no longer relevant.

Standard Controlled Operation Number: 2014-15/05

Date of application
3 September 2014
Application authorised or refused
On 8 September 2014, Commander David Pryce, Deputy Chief Police Officer of ACT Policing, an authorising officer within the meaning of part 2, s. 9 of the Crimes (Controlled Operations) Act 2008 (ACT), issued a certificate authorising a controlled operation to be undertaken.
Relevant offence being investigated
Trafficking in a controlled drug other than cannabis s. 603(7) of the <i>Criminal Code 2002</i> (ACT) an offence punishable on conviction by a maximum penalty of 1000 penalty units, imprisonment for 10 years or both.
Amendment of controlled operation authority
Nil
Revocation or expiry date of controlled operation authority
Controlled operation authority expired on 7 December 2014.
Period the authority was in force
Three months
Nature of activities
The certificate authorised the controlled purchase of drugs within the ACT.
Involvement of illicit goods
Nil
Involvement of other jurisdictions
Yes
Damage or injuries occurred
Nil
Outcome
Nil controlled conduct undertaken.

Standard Controlled Operation Number: 2014-15/06

Date of application	
12 September 2014	
Application authorised or refused	
On 12 September 2014, Commander David Pryce, Deputy Chief Police Officer of ACT Policing, an authorising officer within the meaning of part 2, s. 9 of the Crimes (Controlled Operations) Act 2008 (ACT), issued a certificate authorising a controlled operation to be undertaken.	
Relevant offence being investigated	
Trafficking in a controlled drug other than cannabis s. 603(7) of the <i>Criminal Code 2002</i> (ACT) an offence punishable on conviction by a maximum penalty of 1000 penalty units, imprisonment for 10 years or both.	
Amendment of controlled operation authority	
Nil	
Revocation or expiry date of controlled operation authority	
Controlled operation authority was cancelled on 3 November 2014.	
Period the authority was in force	
Three months	
Nature of activities	
The certificate authorised the controlled possession of drugs within the ACT.	
Involvement of illicit goods	
Type (Weight or Quantity)	28kg methamphetamine
Route through which the illicit goods travelled	Collected by Civilian Participant into Police custody.
Involvement of other jurisdictions	
Nil	
Damage or injuries occurred	
Nil	
Outcome	
One person was arrested and charged. Seizure of 28kg of methamphetamine.	

Standard Controlled Operation Number: 2014-15/07

Date of application
17 October 2014
Application authorised or refused
On 17 September 2014, Acting Commander Paul Shakeshaft, Deputy Chief Police Officer of ACT Policing, an authorising officer within the meaning of part 2, s. 9 of the Crimes (Controlled Operations) Act 2008 (ACT), issued a certificate authorising a controlled operation to be undertaken.
Relevant offence being investigated
Trafficking in a controlled drug other than cannabis s. 603(7) of the <i>Criminal Code 2002</i> (ACT) an offence punishable on conviction by a maximum penalty of 1000 penalty units, imprisonment for 10 years or both.
Amendment of controlled operation authority
Nil
Revocation or expiry date of controlled operation authority
Controlled operation authority was cancelled on 3 November 2014.
Period the authority was in force
Three months
Nature of activities
The certificate authorised the controlled possession of drugs within the ACT and/or Victoria.
Involvement of illicit goods
Nil
Involvement of other jurisdictions
Yes
Damage or injuries occurred
Nil
Outcome
Nil controlled conduct undertaken.

Standard Controlled Operation Number: 2014-15/08

Date of application	
28 November 2014	
Application authorised or refused	
On 3 December 2014, Commander David Pryce, Deputy Chief Police Officer of ACT Policing, an authorising officer within the meaning of part 2, s. 9 of the Crimes (Controlled Operations) Act 2008 (ACT), issued a certificate authorising a controlled operation to be undertaken.	
Relevant offence being investigated	
Trafficking in a controlled drug other than cannabis s. 603(7) of the <i>Criminal Code 2002</i> (ACT) an offence punishable on conviction by a maximum penalty of 1000 penalty units, imprisonment for 10 years or both.	
Amendment of controlled operation authority	
Nil	
Revocation or expiry date of controlled operation authority	
Controlled operation authority expired on 1 March 2015.	
Period the authority was in force	
Three months	
Nature of activities	
The certificate authorised the controlled purchase of drugs within the ACT.	
Involvement of illicit goods	
Type (Weight or Quantity)	42 grams heroin
Route through which the illicit goods travelled	From target to undercover operative to investigating police.
Involvement of other jurisdictions	
Nil	
Damage or injuries occurred	
Nil	
Outcome	
Seizure of 42 grams of heroin.	

Standard Controlled Operation Number: 2014-15/09

Date of application	
20 February 2015	
Application authorised or refused	
On 23 February 2015, Commander John Bourke, Deputy Chief Police Officer of ACT Policing, an authorising officer within the meaning of part 2, s. 9 of the Crimes (Controlled Operations) Act 2008 (ACT), issued a certificate authorising a controlled operation to be undertaken.	
Relevant offence being investigated	
Trafficking in a controlled drug other than cannabis s. 603(7) of the <i>Criminal Code 2002</i> (ACT) an offence punishable on conviction by a maximum penalty of 1000 penalty units, imprisonment for 10 years or both.	
Amendment of controlled operation authority	
Nil	
Revocation or expiry date of controlled operation authority	
Controlled operation authority was cancelled on 13 March 2015.	
Period the authority was in force	
Three months	
Nature of activities	
The certificate authorised the controlled purchase of drugs within the ACT.	
Involvement of illicit goods	
Type (Weight or Quantity)	126 grams heroin
Route through which the illicit goods travelled	From target to undercover operative to investigating police.
Involvement of other jurisdictions	
Nil	
Damage or injuries occurred	
Nil	
Outcome	
Seizure of 126 grams heroin, \$39,750 in criminal assets and one arrest made.	

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