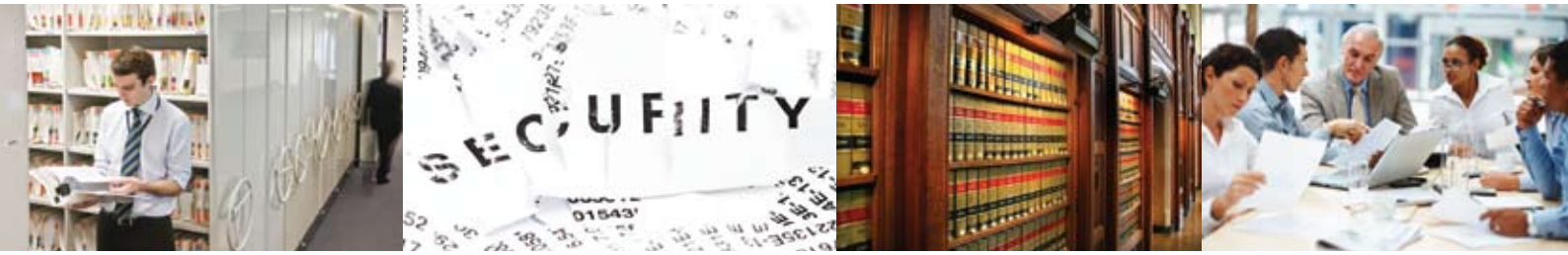
Australian Government

Australian Transaction Reports and Analysis Centre

AUSTRAC INTELLIGENCE STRATEGY 2010–12



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EXECUTIVE SUMMARY

AUSTRAC's purpose is to protect the integrity of Australia's financial system and contribute to the administration of justice through our expertise in countering money laundering and the financing of terrorism.

As Australia's financial intelligence unit (FIU), AUSTRAC collects, retains, analyses and disseminates financial intelligence to revenue, law enforcement, national security, social justice, regulatory and other partner agencies in Australia and overseas. We identify potential money laundering and terrorism financing (ML/TF) cases and provide financial intelligence that enables partner agencies to detect ML/TF activity, investigate financial crimes and secure prosecutions. This supports national priorities to maximise revenue collection, protect national security, apprehend criminals and protect the integrity of Australia's financial markets.

As Australia's anti-money laundering and counter-terrorism financing (AML/CTF) regulator, we educate, monitor and work to improve the effectiveness of reporting entities' compliance with the requirements of the *Anti-Money Laundering and Counter-Terrorism Financing Act 2006* (AML/CTF Act) and the *Financial Transaction Reports Act 1988* (FTR Act). In some circumstances, we seek to enforce compliance with these Acts through more formal mechanisms.

The intelligence strategy outlined in this document recognises the complex and dynamic environment in which we operate. It takes account of the key strategic drivers that influence our intelligence functions, including global and national AML/CTF frameworks, enhancements to information technology systems and the priorities of our key partner agencies.

Our strategy recognises the Australian Government's *2008 National Security Statement* emphasis on improved coordination and information sharing across all agencies. This Statement has shaped our objectives, which are closely aligned with whole-of-government priorities such as organised crime, border management, terrorism and the enforcement of international sanctions.

During the 2009–2010 financial year AUSTRAC information supported over 3,700 partner agency cases, directly contributing to 1,841 Australian Taxation Office investigations leading to tax assessments of $272.523 million, and 1,238 cases and $7.22 million of annualised savings for Centrelink.

The intelligence priorities outlined in this strategy have been developed to enhance the value and relevance of intelligence for our partner agencies to effectively support the continuation of successful outcomes. They recognise the importance of collaboration with our partner agencies through coordinated support to multi-agency bodies, integrating intelligence from our partners with our own financial intelligence products and targeting our resources towards joint priorities.

PRIORITIES FOR 2010–12

In 2010–12 the major priorities of the FIU will be to:

- implement enhancements to intelligence systems and establish access to extrinsic data sources
- align priorities with AUSTRAC partner agencies supported by improved information sharing
- build capacity to provide faster and more flexible operational support to AUSTRAC partner agencies
- strengthen strategic research and macro-analysis informed by financial intelligence and supported by sophisticated analytical tools
- contribute to the global network of FIUs and AML regulators
- build organisational capacity through shaping an adaptable and skilled workforce.

The intelligence strategy will be reviewed annually to ensure its continuing relevance in a complex and dynamic environment.

Measuring effectiveness

We will measure our progress under the *AUSTRAC intelligence strategy 2010–12* and our effectiveness by assessing a range of performance indicators relating to availability and usage of our systems, the quality, relevance and usefulness of our products and our interactions with foreign FIUs.

AUSTRAC: AUSTRALIA'S FIU AND AML/CTF REGULATOR

AUSTRAC's purpose is to protect the integrity of Australia's financial system and contribute to the administration of justice through our expertise in countering money laundering and the financing of terrorism. AUSTRAC is one of the few agencies of its kind in the world that combines the national anti-money laundering and counter-terrorism financing (AML/CTF) regulator with the national financial intelligence unit (FIU).

AUSTRAC is the interface between reporting entities and government in providing financial intelligence to partner agencies involved in the collection of revenue, law enforcement, national security and financial markets regulation.

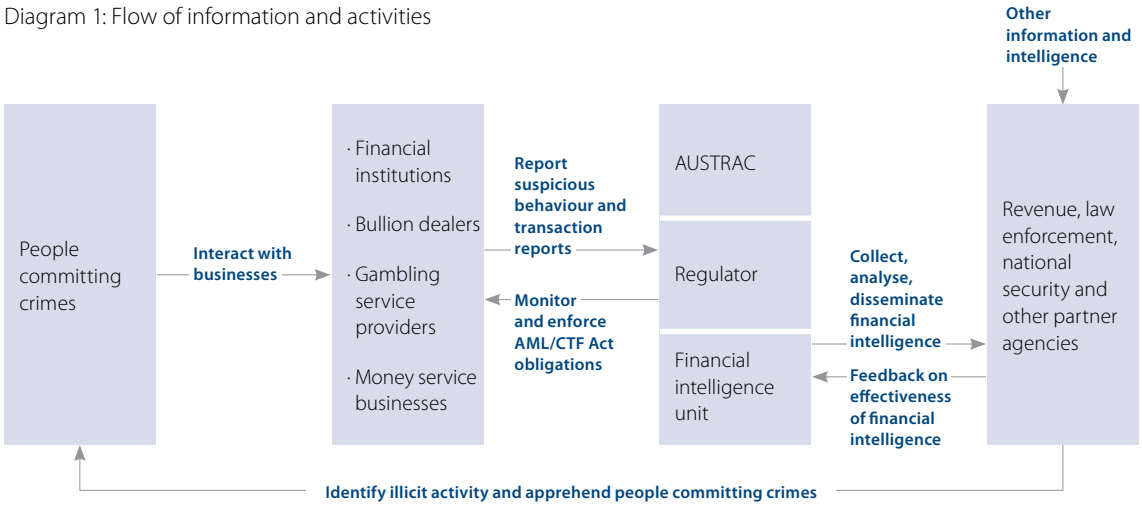
This purpose is achieved through the collaborative efforts of two interdependent functions:

- as Australia's FIU, we collect, analyse and disseminate financial intelligence to revenue, law enforcement, national security and other partner agencies in Australia and overseas
- as Australia's AML/CTF regulator, we aim to improve the compliance of reporting entities in the money services, financial services, bullion and gambling sectors with their obligations to manage ML/TF risk and submit reports to AUSTRAC. This is designed to maximise the quality of the raw data AUSTRAC receives and enables us to produce financial intelligence of the highest value. We seek to achieve compliance via a range of less formal through to more formal mechanisms.

This flow of information and activities is shown in the diagram opposite.

These dual roles complement each other. Intelligence on entities, trends and emerging concerns helps to inform regulatory efforts in vulnerable and high-risk sectors. Industry supervision is vital for promoting compliance with AML/CTF obligations, in particular the reporting upon which our financial intelligence is largely based.

Diagram 1: Flow of information and activities



Combining regulatory and financial intelligence also provides a more detailed picture of the ML/TF environment, which benefits not only our own work but also the efforts of partner agencies to combat these threats.

OUR ROLE AS AUSTRALIA'S SPECIALIST FIU

Within Australia, AUSTRAC has a unique mandate to collect financial transaction information. We are the principal producer of tactical and strategic financial intelligence, including analysis of ML/TF typologies or methods, trends and emerging threats.

Our intelligence systems and analysts identify potential ML/TF cases and provide targets and leads to enable partner agencies and foreign FIUs to detect ML/TF activity, disrupt criminal and security threats, investigate crimes and secure prosecutions. We also produce strategic research and macro-analysis to provide a better understanding of the ML/TF environment. This work supports national priorities to protect Australia's financial system and the community.

A measure of the importance of our work and the critical role of financial intelligence can be seen in the following results. In 2009–2010, AUSTRAC information directly contributed to over 3,700 cases conducted by partner agencies (excluding national security matters). Highlights included:

- 1,841 Australian Taxation Office investigations leading to tax assessments of $272.523 million
- 1,238 cases and $7.22 million of annualised savings for Centrelink.

AUSTRAC is also a partner in the Australian Taxation Office's Project Wickenby, a multi-agency endeavour targeting internationally promoted tax evasion schemes.

Money laundering and terrorism financing are transnational threats that require international collaboration to deter and combat. AUSTRAC has exchange instruments with 58 international FIUs. These agreements support the exchange of financial intelligence and regulatory information between AUSTRAC and our foreign counterparts. In 2009, AUSTRAC proactively disseminated financial intelligence on 34 occasions to international FIUs and also responded to 111 requests for information. Appendix A lists AUSTRAC's international exchange agreements.

We also contribute to regional and international AML/CTF efforts, mainly through our involvement in the Egmont Group of FIUs, the Asia Pacific Group on Money Laundering and the Financial Action Taskforce (the organisation that sets international AML/CTF standards).

As an international pioneer in financial intelligence, we have also assisted foreign partner FIUs to build their systems and capability to combat ML/TF threats. Our international Technical Assistance and Training (TA&T) in the Pacific, Southeast and South Asia, and Africa has made a significant contribution to capacity building in these regions and strengthening the resilience of the global AML/CTF system.

HOW WE PERFORM OUR FINANCIAL INTELLIGENCE ROLE

Using skilled analysts and intelligence systems, we interrogate our database against known and emerging ML/TF typologies and methodologies. This allows us to identify activity that is of interest to our partner agencies. We also respond to direct requests for financial intelligence from domestic and international partners.

Our structure

AUSTRAC's FIU is divided into five functional areas. Each specialises in particular areas of AML/CTF work.

Operational Intelligence

The Operational Intelligence area provides comprehensive analytical assistance in support of the objectives of our domestic partner agencies and international counterparts. This area is responsible for producing detailed financial assessments, analysing and disseminating Suspicious Transaction Reports (SUSTRs) and Suspicious Matter Reports (SMRs), and producing typologies on ML/TF methods based on partner agency feedback. These 'value-added' assessments and reports are critical sources of intelligence for partner agency operations and investigations.

Analytics and Taskforces

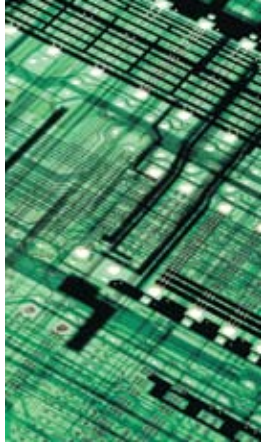
The Analytics and Taskforces area provides macro-level financial intelligence to AUSTRAC and our partner agencies through data mining, research, and other high-level analytical tools. This area provides key support by adding value to intelligence provided to partner agencies and proactively identifying hidden patterns and information through data mining. This area also provides critical assistance to multi-agency taskforces such as the Australian Taxation Office-led Project Wickenby.

Tactical Analysis and Support

The Tactical Analysis and Support area comprises a network of AUSTRAC Senior Liaison Officers (ASLOs). ASLOs provide support to all AUSTRAC partner agencies across the country. Officers are posted within partner agency offices to provide analytical support, training and education to ensure AUSTRAC information is effectively integrated into day-to-day operations and investigations. ASLOs are also responsible for building relationships with partner agency personnel and ensuring that they gain maximum value from AUSTRAC information.

Intelligence Strategy and Support

The Intelligence Strategy and Support area undertakes detailed research and analysis on ML/TF threats to Australia's financial system and interests. Strategic reports are produced on topics including vulnerabilities of specific industries or designated services and specific ML/TF threats relating to criminal activity. This section also contributes to the FIU's strategic direction by coordinating annual priority meetings with our partners and the annual Joint Intelligence Workshop attended by our key partner agencies.



International Technical Assistance and Training

The International Technical Assistance and Training area provides support to our regional counterparts in the establishment and enhancement of their FIU capabilities. This area develops and delivers technical assistance and training programs in the form of regional workshops, in-country mentoring activities, international exchange study visits and ongoing off-site assistance. Support is provided in the Pacific, Southeast and South Asia and Africa.

AUSTRAC INTELLIGENCE STRATEGY 2010–12

The *AUSTRAC intelligence strategy 2010–12* identifies the strategic priorities that will direct our intelligence planning, resource allocation and effort. In turn this will enable us to address the complex and dynamic AML/CTF environment in which we operate.

The strategy takes account of the range of factors that shape our environment, including whole-of-government priorities across security, law enforcement, social justice, regulatory and other national interests. It aims to ensure the FIU is able to adapt to shifting threats and new imperatives. It also addresses our transnational work with domestic and foreign partners and international organisations in combating money laundering and terrorism financing.

Strategic settings and drivers

The following sets out the main strategic factors that define our environment and shape our intelligence priorities.

AML/CTF law

The AML/CTF Act has significantly changed the way AUSTRAC operates as an FIU. The nature and content of transaction reports have changed and will continue to evolve. The reporting population has expanded greatly, significantly increasing the volume of reporting to AUSTRAC. In 2008–09, AUSTRAC received almost 20 million transaction reports. It is anticipated that the volume of these reports, including Suspect Matter Reports (SMRs), will grow further as financial activity increases and reporting entities enhance their transaction monitoring systems.

Increased reporting volumes promise a richer flow of financial intelligence but also present challenges in analysing and disseminating a burgeoning data set. We will address these through our strategic priorities for enhancing intelligence systems and building capacity to provide faster, more flexible operational support to partner agencies.

Our assessments of ML/TF threats and vulnerabilities will also contribute to an evidence-based approach to AML/CTF regulation. This work will also assist AUSTRAC as the AML/CTF regulator and support AUSTRAC's Supervision and Enforcement strategies. Our work to sharpen knowledge on current and emerging ML/TF threats will support AUSTRAC's frontline supervision teams in focusing on vulnerable and high-risk sectors in Australia's AML/CTF environment.

Information technology systems

Effective information technology (IT) systems are critical to AUSTRAC's ability to successfully maintain its FIU function and manage growing reporting volumes. To strengthen our operational and analytical financial intelligence capability, AUSTRAC is undertaking a number of major projects involving its IT platforms and tools. These major projects involve:

- $24 million of additional funding over four years (2010–2014) to implement new analytical technologies to improve our ability to target serious and organised crime, tax evasion and financial fraud
- $3 million of funding from the *Proceeds of Crimes Act 2002* Confiscated Assets Account to enhance our ability to implement a comprehensive case management system (including workflow) and accurately verify and link entities and individuals appearing in our database.

These upgrades will enable us to manage the intelligence cycle more efficiently and automate more of our data searching and monitoring functions to handle growing reporting volumes. They will also improve the ability of our analysts to link information across complex data sets to identify high-risk networks of interest.

We will also continue to look for opportunities to work collaboratively with our partners and other agencies to harness technology and obtain access to extrinsic data sources.

Key partner agency priorities

Paralleling the growth in reporting volumes, the expanded number of partner agencies under the AML/CTF Act has seen increased demand on AUSTRAC intelligence to support a broad range of work across government. This demand is likely to continue. Appendix B lists the domestic government agencies with which we have a memorandum of understanding (MOU).

Measures we have already put in place to align our intelligence with key partner agency priorities will remain critical for meeting some of this demand and maximising the value of our product to a significant number of agencies. AUSTRAC's Strategic Priority Meeting program and the annual Joint Intelligence Workshop provide a framework for keeping our work relevant to current priorities. The priorities that are identified from the annual strategic priority meetings and workshop are considered in our strategic planning. These mechanisms will continue to help us and our partners to identify threats and areas of common interest and promote an informed community of agencies involved in AML/CTF matters.

We will also work with the recently established Supervision Referrals Unit (SRU) to support partner agency operations, particularly investigations involving high-risk industry cohorts.

We will continue to look for further opportunities to connect our work to issues of common interest across AUSTRAC's partner agencies to complement our traditional support for each partner.

Whole-of-government priorities

The need for AUSTRAC as a regulator and an FIU to work collaboratively with domestic partners and other government agencies is increasingly important. The 2008 Australian Government *National Security Statement* called for improved coordination and enhanced information sharing across all agencies. This requirement is reflected in a range of recent whole-of-government strategic priorities that directly involve our financial intelligence effort and influence our priorities.

Organised crime

Serious organised crime with its transnational character is recognised as a national security threat warranting a whole-of-government response. The 2009 *Organised Crime Strategic Framework* (OCSF) sets the direction for a coordinated and cohesive approach to organised crime that will influence not only our work but also the efforts of many of our partner agencies. This highlights the importance of the measures already in place to align the FIU with the strategic priorities of our key partners.

Key capabilities under the OCSF relevant to our intelligence strategy include:

- intelligence gathering, information sharing and interoperability – including increased efforts to build a complete intelligence picture of organised crime
- targeting the criminal economy
- enhancing international, domestic and Commonwealth partnerships.

The synergy between the intelligence and the supervision divisions of AUSTRAC will also contribute to building partnerships with industry.

Terrorism

The Australian Government's *Counter-Terrorism White Paper 2010* states that the threat of terrorism to Australia has become a persistent and permanent feature of our security environment. The AML/CTF Act is one component of Australia's counter-terrorism (CT) framework.

The emphasis on an intelligence-led response as a key element of Australia's CT strategy highlights the importance of financial intelligence to national security.

The White Paper recognises that our use of sophisticated technology to draw links between otherwise unconnected financial transactions and personal information, strengthens Australia's ability to detect and disrupt groups that pose a threat to Australia's security.

We will continue to support our partner agencies in detecting and combating terrorism financing, both domestic and international, through our intelligence products and analytical support. We will also increase our efforts to build a better intelligence picture of terrorism financing in the Australian context. This important, but complex and difficult work, will involve collaboration with key partner agencies to marshal expertise, share knowledge and exchange information and intelligence.

Our international TA&T work in countries vulnerable to terrorist activity will also continue to help not only strengthen the CT efforts of our counterpart FIUs, but also identify Australians seeking to financially support overseas terrorism or in receipt of overseas funds for homegrown terrorist planning.

United Nations Security Council and autonomous sanctions

AUSTRAC, as a designated Commonwealth entity under the *Charter of the United Nations Act 1945*, has a key role in producing financial intelligence to support international sanctions against proliferation, terrorism financing and entities subject to prohibited financial dealings. The objects of the AML/CTF Act, particularly relating to matters of international concern that affect Australia's relations with foreign countries and international organisations, also extend our role to supporting Australia's autonomous sanctions regime.

We will contribute to the Australian Government's administration of sanctions primarily through continuing to build the capacity to detect and share financial information on suspected breaches and suspicious financial activity related to prohibited activities. Our complementary FIU-regulatory roles also enable us to assist our partners in promoting compliance with sanctions measures among our regulated population, in addition to strengthening AML/CTF controls and reporting that help to support Australia's sanctions framework.

STRATEGIC PRIORITIES

The key elements of the *AUSTRAC intelligence strategy 2010–12* are based on the *AUSTRAC business strategy 2010–13*. These build on our past successes as Australia's specialist FIU, take account of the new environment under the AML/CTF Act and reflect government priorities. The four key objectives of the business plan for intelligence are:

- improve our productivity and the timeliness and quality of our intelligence product, including through technology and access to extrinsic data sources
- ensure our intelligence product is of value and relevance to our partner agencies and aligned with whole-of-government strategies such as the National Security agenda and OCSF
- make the best use of our knowledge of emerging ML/TF and vulnerabilities and assist our partners to do the same
- build the capacity of other financial intelligence units in order to improve the exchange of financial information.

These four objectives, in turn, frame six broad themes that further define and guide our intelligence priorities:

- implement enhancements to intelligence systems and establish access to extrinsic data sources
- align priorities with AUSTRAC partner agencies supported by improved information sharing
- build capacity to provide faster and more flexible operational support to AUSTRAC partner agencies
- strengthen strategic research and macro-analysis informed by financial intelligence and supported by sophisticated analytical tools
- contribute to the global network of FIUs and AML regulators
- build organisational capacity through shaping an adaptable and skilled workforce.

The following table, *Intelligence priorities 2010–12*, maps the key activities we will undertake and outputs we intend to achieve against the above priorities. They will be regularly evaluated and annually updated.

Objectives	Priority		Outputs
	Top priorities	Ongoing priorities	
Improve the productivity, timeliness and quality of our intelligence product, including through technology and access to extrinsic data sources	1. Implement the Financial Intelligence Data Management Project that will deliver a new case management system and enhancements to identify and verify identities of interest 2. Research, identify, test and introduce new analysis and monitoring tools 3. Build information technology systems to share financial intelligence with the Australian intelligence community 4. Work with other government departments to obtain access to key extrinsic data sources to validate and analyse AUSTRAC financial intelligence	1. Produce and disseminate financial intelligence reports and assessments within agreed timeframes to support partner agency investigations and taskforces 2. Proactively disseminate analysis relating to SMRs and SUSTRs 3. Meet our commitments under legislation and memoranda of understanding with domestic partner agencies in respect to access and use of external information sources	Financial intelligence assessments produced within agreed timeframes SMR and SUSTR referrals Suite of standard operating procedures for AUSTRAC's new case management and workflow system Systems, databases and analytical models
Ensure our intelligence product is of value and relevance to our partner agencies and aligned with whole-of-government strategies such as the National Security agenda, the Organised Crime Strategic Framework and the Strategic Border Management Plan	1. Implement a capability development project for AUSTRAC intelligence officers to meet identified development and training needs 2. Adopt a tailored and differentiated training approach to support our partners to access and use AUSTRAC's financial intelligence 3. Develop, disseminate and market intelligence that supports the operational and strategic priorities of our partners 4. Work collaboratively with our partners to implement multi-agency responses to whole-of-government strategies	1. Consult annually with AUSTRAC's partners about financial intelligence priorities and knowledge requirements 2. Collaboratively scope external tasking requests and other tasks with relevant partner agencies 3. Develop macro-level analysis to identify changes in the financial reporting environment and new approaches to analysis 4. Input to joint strategic endeavours of Joint Management Group, Senior Intelligence Officers Group and Joint Analysis Group meetings	Annual *Joint-agency Intelligence Workshop* and associated outputs Biannual working group meeting between AUSTRAC, partner agencies and industry Financial intelligence reporting and updates on whole-of-government priorities AUSTRAC *Intelligence newsletter*

Objectives	Priority		Outputs
	Top priorities	Ongoing priorities	
Make the best use of our knowledge of emerging money laundering and terrorism financing methods and vulnerabilities and assist our partners to do the same	1. Produce a national assessment of money laundering threats 2. Develop new typologies and apply them to enhance our monitoring systems 3. Contribute money laundering and terrorism financing expertise to the global network of financial intelligence units, anti-money laundering regulators and inter-governmental bodies	1. Work with our partners to increase the level of detail in case study material and feedback supplied to AUSTRAC 2. Monitor the money laundering and terrorism financing environment and inform our partners of research and findings on current and emerging threats 3. Build relationships with universities, research institutes and other relevant organisations and identify opportunities to work together to progress research into areas of mutual importance 4. Work with AUSTRAC's Supervision Division to enhance the use of financial intelligence in regulatory activity and planning 5. Use internal and external communication channels and forums to inform AUSTRAC staff and partners of developments in the money laundering and terrorism financing environment 6. Support the Australian Institute of Criminology's *Anti-Money Laundering and Counter-Terrorism Financing Research Program*	A *National Threat Assessment* on money laundering *Typologies and Case Studies Report* Strategic reporting and updates: · Australian money laundering and terrorism financing environment · Country/region and thematic financial analysis

Objectives	Priority		Outputs
	Top priorities	Ongoing priorities	
Build the capacity of other financial intelligence units in order to improve the exchange of financial information	1. Develop a strong presence in the international anti-money laundering space by providing representation and input to the Asia/Pacific Group on Money Laundering, the Financial Action Taskforce, Egmont forums and the Eastern and South African Anti-Money Laundering Group 2. In partnership with FIUs and AML/CTF regulators in South-East and South Asia, Africa and the Pacific, provide targeted technical assistance and training in order to build each agency's operational capacity 3. Expand AUSTRAC's global network of information exchange through the negotiation of new exchange instruments	1. Participate in and coordinate key international forums, meetings and technical assistance programs	Bilateral mentoring and training initiatives to all priority countries as well as regional initiatives in South-East and South Asia, the Pacific and Africa

Measuring success

We will measure the effectiveness of our progress under the *AUSTRAC intelligence strategy 2010–12* by assessing a range of performance indicators. These include:

- online availability and increased use of AUSTRAC databases by partner agencies
- number of intelligence products disseminated annually and partner agency feedback on their quality, relevance and usefulness
- value of AUSTRAC financial intelligence to partner agency and taskforce operations, as reflected in the number and significance of the operational matters which we supported
- contribution of AUSTRAC intelligence products and analysis to evidence-based policy, law making and operational responses
- amount of revenue raised, savings of public money and proceeds seized to which our work contributed
- increased financial intelligence exchange with foreign FIUs
- delivery of international technical assistance and training that meets the requirements of recipient FIUs.

APPENDIX A

International exchange instruments[1]

Albania	Latvia
Argentina	Lebanon
Armenia	Malaysia
Bahamas	Marshall Islands
Belgium	Mauritius
Bermuda	Mexico
Brazil	Netherlands (Exchange of Letters)
Bulgaria	New Zealand
Canada	Panama
Cayman Islands	Philippines
Chile	Poland
Colombia	Portugal
Cook Islands	Republic of Korea
Croatia	Romania
Cyprus	Saint Kitts and Nevis
Czech Republic	Singapore
Denmark	Slovakia
Estonia	Slovenia
France	South Africa
Germany	Spain
Guatemala	Sri Lanka
Guernsey	Sweden
Hong Kong	Thailand
India	Ukraine
Indonesia	United Kingdom
Ireland	United States of America
Isle of Man	Vanuatu
Israel	Venezuela
Italy	**Regulatory exchange instruments**
Japan (Statement of Cooperation)	Canada (FINTRAC)

[1] Current at August 2010.

APPENDIX B

Partner agencies

Developing and maintaining effective relationships with domestic partner agencies is crucial to AUSTRAC's efforts to combat money laundering and terrorism financing. AUSTRAC's partner agencies are listed below. Note: the term 'partner agency' includes the Australian Taxation Office and all 'designated agencies' under the AML/CTF Act.

Australian Government agencies
Australian Commission for Law Enforcement Integrity
Australian Competition and Consumer Commission
Australian Crime Commission
Australian Customs and Border Protection Service
Australian Federal Police
Australian Prudential Regulation Authority
Australian Secret Intelligence Service
Australian Securities and Investments Commission
Australian Security Intelligence Organisation
Australian Taxation Office
Centrelink
Child Support Agency
Department of Immigration and Citizenship
Foreign Investment and Trade Policy Division, Department of Treasury
The Inspector-General of Intelligence and Security

State and territory agencies
ACT Revenue Office
Corruption and Crime Commission (WA)
Crime and Misconduct Commission (Queensland)
Independent Commission Against Corruption (NSW)
New South Wales Crime Commission
Northern Territory Police
NSW office of State Revenue
NSW Police Force
Office of State Revenue (Queensland)
Office of State Revenue (WA)
Police Integrity Commission (NSW)
Queensland Police Service
Revenue SA
South Australia Police
State Revenue Office (Tasmania)
State Revenue Office (Victoria)
Tasmania Police
Territory Revenue Office (NT)
Victoria Police
Western Australia Police