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Australian
BORDER FORCE



Australian Border Force Incoming Government Brief

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Welcome to the Australian Border Force

Dear Minister,

I would like to congratulate you on your appointment as the Minister for Home Affairs.

This *Incoming Government Brief* provides you with relevant information on the work of the ABF, including an overview of our current functions.

On behalf of the ABF and my senior leadership team, we look forward to working with you to deliver the Government's priorities to protect Australia's border and enable legitimate travel and trade.

Michael Outram APM

ABF Commissioner

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ABF Overview

Our Role

The Australian Border Force (ABF) supports national prosperity by facilitating legitimate trade and travel and supports national security by securing Australia's border.

The ABF is positioned as a global leader in border law enforcement to protect Australia's borders and ensure our customs and border processes can meet today's challenges and future requirements.

As Australia's customs service, the ABF is the second highest revenue collector for the Commonwealth.

ABF functions are not defined in law, but are inferred. The ABF delivers a wide range of outcomes across the border continuum—that is pre-border, at the border and post border. Our priorities focus on five key functions:

1. Facilitation and Industry Engagement
2. Screening and Intervention
3. Compliance and Enforcement
4. Immigration Detention
5. Civil Maritime Security

Our Mission	
<i>To protect Australia's border and enable legitimate travel and trade.</i>	
Our Vision	
<i>Working together, to deliver a world class, seamless border which protects Australia and drives economic prosperity.</i>	
Our Strategic Priorities	
<ul style="list-style-type: none"> • <i>Our People</i> • <i>One ABF</i> • <i>Operational Mindset</i> • <i>Modernisation</i> 	
Our Signature Values	
<i>Integrity, Professionalism, Respect, Accountability, Teamwork</i>	

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The Portfolio Budget Statements (PBS) 2021-22 for the Home Affairs Portfolio include three Outcomes and 16 Programs for the Department of Home Affairs (the Department) and the ABF. Across seven of the 16 Programs the ABF contributes to Outcome 1 and Outcome 3.

Outcome 1

Protect Australia from national security and criminal threats through effective national coordination, policy and strategy development, emergency management, and regional cooperation.

Outcome 3

Advance a prosperous and secure Australia through trade and travel facilitation and modernisation, and effective customs, immigration, maritime and enforcement activities across the border continuum.

Budget and Performance

The ABF's funding is lean. A sustainable funding model to prepare us for the future is becoming increasingly necessary and the Department and the ABF have initiated a sustainable funding project, with assistance from the Department of Finance.

The Secretary is the PGPA accountable authority for the ABF, as well as the employer of ABF officers with the exception of the statutorily appointed ABF Commissioner. The ABF is operationally independent, although it is established within the Department for budgetary, employment and administrative purposes.

The ABF comprises four groups:

- North, West and Detention Group
- South, East and Workforce Group
- Customs Group
- Industry and Border Systems Group

The Commands and Branches within these Groups work collaboratively to deliver a framework of management, operational policy and support required to effectively deliver border operations (refer to Organisational Structure).

The ABF's performance measures are reported as part of the Department's annual report. The ABF's operating budget for the 2021-22 financial year is \$956.49 million. Core functions of air and maritime, cargo and traveller facilitation, detention and mandatory training requirements equate to \$660 million per year. Other functions pre and post border, trade and travel systems improvements and support, and policy equate to approximately \$283 million per year.

While trade and travel and ABF operations were impacted by COVID in the 2020-221 financial year, the ABF still facilitated the entry and exit of 2.3 million travellers and cleared 70.45 million air cargo consignments. In addition, the ABF located nearly 18,000 unlawful non-citizens and 490 illegal workers in the community, and intercepted over 23,000 kilograms of illicit drugs and precursors at the border. In 202-21, the ABF collected \$18.6 billion in border revenue, making it the second largest Commonwealth revenue collector.

ABF within the Department of Home Affairs

While the ABF is operationally independent, it forms four groups within the Department of Home Affairs with the Department's Secretary as the *Public Governance, Performance and Accountability Act 2013* (PGPA) accountable authority for the ABF, with budgetary and employment responsibilities.

The ABF is a secondary body under the Australian Government Organisations Register (AGOR). The ABF Commissioner is a statutory officer, but is not an accountable authority under the PGPA. All other ABF officers are employed under the *Public Service Act 1999*.

The Department's scope and priorities extend far beyond the focus and mission of the ABF.

The current arrangements work, to some extent due to strong working relationships between the ABF Commissioner, the Secretary and Department and ABF senior office holders. s. 47C(1)

Governance arrangements

The functional and legislative inter-relationship between the ABF and the Department requires a level of alignment between respective governance arrangements, including avenues for reporting and escalation of decision-making where required. Services delivered by the Department include finance, human resources, privacy, legal, intelligence and health.

As four groups within the Department, the ABF works through the Department's governance committees and risk reporting frameworks. The ABF recently implemented a new ABF Governance Framework which better targets and aligns operational and strategic priorities to ensure the ABF maximises its operational effect and resources.

The ABF's senior executives participate as members in the Department's governance framework and vice versa. The ABF has complementary governance arrangements in place that align to the Department, governing and monitoring our operational priorities and performance. This provides the primary mechanism for organisational stewardship, accountability, and operational performance monitoring.

Operating Posture

The ABF's headquarters is located in Canberra and it has a permanent presence in all Australian States and Territories, and international representation in a small number of key locations. We operate in a constrained environment and endeavour to maximise efficiencies where possible and, through Home Affairs, invest in new technologies to support border clearance processes.

The COVID-19 global pandemic has highlighted the strategic importance of the border and the criticality of its management. ABF personnel demonstrated resilience and agility in managing complexity and meeting new and changing demands. Looking ahead, the threat landscape means

that global crises like war and conflict, pandemics and global instability will place increasing pressure on the migration and trade systems.

Workforce


The ABF has a workforce of around 5,700 staff across 39 locations in Australia. The ABF also has international representation in 18 countries and has Airline Liaison Officers posted on short term missions to 13 countries at key strategic transit airports. Staff recruitment and retention are current challenges for the ABF. Attrition and a pause in recruitment and training of entry level officers in 2021 has left a gap in workforce capacity. We are now actively addressing this with record numbers of new recruits being trained to meet the ABF's increasing workforce demands as trade and travel return to pre-pandemic levels.

The ABF has entered into a five-year partnership with the Australian Human Rights Commission to work closely with the Sex Discrimination Commissioner, in order to build on and improve workplace culture, and drive greater gender equity.

Continued investment is required across the ABF workforce, in particular within our college and specialist positions such as marine crew, investigators and forensic accountants, to prevent a gap being created between the capability of the ABF and those who would seek to circumvent border requirements. New technologies, an increase in the number of officers and enhanced training and skills are needed for the ABF to remain an effective deterrent to entities who wish to exploit the vulnerabilities across the air and sea domains.


The ABF College provides ABF vocational training and has oversight or contributes to the delivery of over 1,400 courses to maintain ABF operational capability.

s. 47C(1)



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ABF Organisational Structure


**Australian
BORDER FORCE**

Commissioner Michael Outram APM

May 2022

<div>Group Manager Customs Vanessa Holben PSM Deputy Comptroller-General</div> <div>Assistant Secretary Modern Slavery and Human Trafficking Frances Finney PSM</div> <div>Assistant Secretary Customs and Trade Policy Kimberlee Stamatidis</div> <div>Assistant Secretary Trusted Trader and Trade Compliance Brett Cox</div> <div>Commander Special Investigations Greg Linsdell</div> <div>Chief Superintendent Ministerial, Governance, Risk and Assurance Angela Carnovale</div>	<div>Deputy Commissioner South, East and Workforce Cheryl Pearce AM, CSC</div>	<div>Deputy Commissioner North, West and Detention Dwayne Freeman</div>
	<div>Assistant Commissioner South Phil Brezzo</div>	<div>Assistant Commissioner North and Detention Tim Fitzgerald</div>
	<div>Commander Aviation and Regional Operations South Chris Holzheimer</div>	<div>Commander Operations QLD Pam Radin</div>
	<div>Commander Maritime and Enforcement South James Watson</div>	<div>Commander Operations North Budhy Tandoo A/g</div>
	<div>Commander * Bjorn Roberts</div>	<div>Commander National Detention Operations Graeme Grosse</div>
	<div>Chief Superintendent Operations SA Bart England</div>	<div>Chief Superintendent Detention Governance, Strategy and Standards Shabeena Davis</div>
<div>Group Manager Industry and Border Systems Malcolm Skene</div> <div>Assistant Secretary Customs and Border Modernisation Ashley Bell</div> <div>Assistant Secretary Traveller Policy and Industry Engagement Alice Stanley</div> <div>Commander Border Systems and Program Management Asha Rajah-Clarke</div> <div>Assistant Secretary Strategic Coordination Andrew Tankey</div> <div>Senior Director Industry and Border Systems Program Coordination Lidia Elienberg</div>	<div>Assistant Commissioner East Erin Dale</div>	<div>Senior Director Detention Contract Management Fernando Bahamondes</div>
	<div>Commander Trade and Travel East Susan Drennan</div>	<div>Chief Superintendent National Removals Sally McAuliffe</div>
	<div>Commander Enforcement East Justin Bathurst</div>	<div>Maritime Border Command & Operation Sovereign Borders RADM Justin Jones CSC</div>
	<div>Assistant Commissioner ABF Workforce Sharon Huey</div>	<div>Chief of Operations Air Commodore Guy Wilson</div>
	<div>Commander Operational Readiness Neil Horne A/g</div>	<div>Deputy Commander ABC Claire Rees</div>
	<div>Commander Workforce Management Ranjeev Maharaj</div>	<div>Deputy Commander OSB JATF Ky Blackman</div>
	<div>Commander ABF College Jason Regan A/g</div>	<div>Assistant Commissioner West and Close Support Command Emma Johnson</div>
<div>Chief of Staff ^ Sandra Jeffery</div>	<div>Commander Workforce Capability Leo Lahey</div>	<div>Commander Operations West Shaun Senior A/g James Copeman (Desig)</div>
<div>KEY</div> <div>Desig – Designate</div> <div>A/g – Acting</div> <div>^ – Reports directly to the Commissioner ABF</div> <div>* – Temporary role only</div>		<div>Commander Air and Marine Capability Fatime Shyqyr</div>
		<div>Commander Marine Workforce Capability Jeffie Kaine</div>
		<div>Assistant Commissioner Operational Coordination and Planning Kylie Rendina</div>
		<div>Commander Tactical Capability Lauren Richardson</div>
		<div>Commander Australian Border Operations Centre Sarah Nicolson</div>
		<div>Commander International Operations and Coordination Chris Gower</div>
		<div>Commander National Planning and Targeting Claudine Cross</div>

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Key Functions

Facilitation and Industry Engagement

Key Points

- Incoming passenger processing during the pandemic was necessarily manual to ensure compliance with health requirements. Returning to fully automated passenger clearance processes is a priority as international traveller numbers increase.
- Modernisation and automation of travel, through the Digital Passenger Declaration (DPD) and next generation SmartGate rollout and associated ICT enhancements, are a priority and are reliant on continued investment.
- Recruitment and training of front line officers, which stalled during the pandemic, is a priority to meet the demand of increased travellers and trade volumes now Australia's international border is open.
- Streamlining trade regulations, modernising our trade-related ICT systems and simplifying trade processes is necessary and will also require ongoing investment by the ABF.

The ABF facilitates cross-border trade and advances Australia's national prosperity through services and policies that facilitate legitimate movement of goods; and supports microeconomic reform known as the Simplified Trade System (STS).

The projected increases to trade and traveller volumes, post reopening our international border, places significant pressure on the ABF's operating environment to maintain the integrity of the border and supply chains whilst keeping pace with an increasingly intricate and complex international trade environment. Streamlining traveller facilitation through improving digital data capture and more seamless touch-points, while continuing to strengthen national security, is a key priority for the ABF. The collection and use of advanced passenger data is critical to our intelligence informed and risk based approach to border security.

Digital Passenger Declaration

The DPD was released on 15 February 2022. There have been over one million submissions in total with over 400,000 of these occurring via mobile applications. The DPD collects important trip, contact and health details used by other Australian government agencies and states and territories to manage the COVID-19 risk. The DPD, once fully developed and implemented, will increase automation of the passenger journey and enable ABF officers to make more informed and timely decisions by replacing the incoming passenger card.

Whilst we are seeking high rates of completion of the DPD, intensive manual processing is still required for those passengers who have either not provided vaccination information or who have not met health entry requirements.

As at 20 May 2022, approximately 13 per cent of incoming passengers are referred for manual processing as a result of not successfully completing a DPD, contributing to congestion and queuing delays during peak periods s. 47C(1)

International arrivals into Australia are at 37% of pre-COVID passenger volumes as at May 2022. This is expected to increase significantly over the coming months, with Sydney International Airport predicted to reach 70% of its pre-COVID arrival volume by the end of July 2022. Since the beginning of the pandemic, ABF has lost up to 20% of its workforce at airports due to attrition, promotions and

a reduction in new recruit numbers undertaking training throughout FY2020/21. To address this, in the short term the ABF has surged officers from cargo and mail screening into airports. In the longer term, the ABF is implementing a strategy aimed at ensuring a more sustainable workforce. The Border Force Officer Recruit Training program is a key element of this strategy, with recruitment actively underway to coincide with the border reopening.

SmartGates

To meet challenges and leverage opportunities associated with the traveller environment (air and sea) over the next decade, the ABF continues to invest in SmartGate technology. The existing Series 1 IDEMIA Arrivals Kiosks and SmartGates have been in airports since 2007 and are beyond the end-of-life cycle. A project is under way to implement a phased migration to IDEMIA's Generation3 (Gen3) Arrivals Kiosks and SmartGates. The replacement of the Series 1 SmartGates will support the ABF in contributing to traveller facilitation and border security outcomes.

Rollout of the Gen3 Arrival SmartGate solution to replace the existing Series 1 Arrivals solution and upgrading of the Gen 3 Kiosks is underway. Testing is in progress and airport trials are scheduled to start in August 2022.

Simplified Trade System

A whole-of-government microeconomic reform known as the Simplified Trade System (STS), is being progressed. STS is intended to streamline Australia's trade regulations, modernise our trade-related ICT systems and simplify trade processes.

The STS reform agenda and continuous improvement of trade processes is a key priority for the ABF. Improved trader experiences, enabling businesses to be more productive and supply chains more transparent, will enable the ABF to better manage increasing volumes and border risks. The STS will identify opportunities to integrate aspects of our border systems to create a simpler, more efficient and digitised trade system which delivers tangible benefits for Australian businesses and international trading partners.

Western Sydney Airport

The development of Western Sydney International (Nancy-Bird) Airport (WSI) including the terminal, cargo hub, and Agribusiness precinct is underway, with airport operations scheduled to commence in 2026.

WSI presents an enormous opportunity to support trade and travel modernisation trials, which could significantly enhance and reform border agency operations. Border agencies have commenced work with WSI to explore new concepts of operation for the facilitation and clearance of travellers, including terminal design and the use of technologies to reduce the number of government and industry touch points for travellers. On trade, WSI also provides a unique opportunity to explore more accurate and automated future intervention models for air cargo; this will be informed by ongoing work under the STS agenda.

Australian Trusted Trader Programme

The Australian Trusted Trader (ATT) Programme is an internationally recognised Authorised Economic Operator (AEO) program. ATT is administered by the ABF who accredit Australian businesses based on their secure supply chain and trade compliance practices. ATT accreditation rewards them with trade facilitation benefits that make international trade simpler and faster. The program operates on the premise that businesses who can demonstrate and maintain a high level of supply chain security and trade compliance pose a reduced risk at the border.

s. 47C(1)



Trade Advice and Industry Assistance

The ABF administers the Tariff Concession System, a long-standing Commonwealth program that is designed to assist manufacturers with tariff protection. It is one of a range of programs, across Commonwealth and State Government that assist Australian producers.

Support to industry is provided by our National Trade Advice Centre that provides definitive advice on tariff classification, customs valuation and rules of origin to industry. The provision of this binding advice regarding gives traders certainty for importations and supports traders to make business decisions.

Industry Engagement

The ABF leads a national program of industry forums on trade, travel and customs policy and provides expert advice, support and guidance material for industry. The ABF engages with industry to advance Australia's economic interests by co-designing services and policies that enhance facilitation of the legitimate movement of goods and supports trade.

Legislative Framework

The *Customs Act 1901* is the primary legislation for Australia's customs framework and the *Migration Act 1958* is the primary legislation for the migration framework. These Acts establish a mechanism for regulating the movement of people and goods across Australia's border.

Stakeholders / Forums


Key industry stakeholders include importers, exporters, freight forwarders, banks, ports, airlines and Information Technology (IT) companies. The National Committee on Trade Facilitation (NCTF) is the key forum for government and industry to discuss strategic issues relating to international trade facilitation. Australia's NCTF is required by the World Trade Organization (WTO) Agreement on Trade Facilitation.

Additionally, the ABF chairs industry consultative committees such as industry advisory groups and regular stakeholder meetings. These industry consultative forums comprise membership from industry peak bodies, major industry stakeholders and other Australian Government agencies.

Outlook

Sustained increases in trade and traveller volumes, post reopening our International border, will continue to place significant pressure on the ABF, both in the immediate and longer-term.

s. 47C(1)



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Screening and Intervention

Key Points

- Throughout the pandemic, when traveller numbers were low, ABF airport staff were diverted to mail and cargo screening and detection, which resulted in a significant increase in the rate of detection of illicit goods.
- s. 47E(d)
- Continued enhancement of intelligence-led targeting and risk profiling relating to travellers and goods, prior to their arrival in Australia, is a priority, and our 'strike rate' has improved significantly in recent years.
- The volume of illicit tobacco being detected at the border is a success but also a significant burden on our cargo and mail screening operations.

As part of the ABF responsibilities under the *Customs Act 1901* and the *Migration Act 1958*, the ABF adopts a screening and intervention operating model to detect and manage border vulnerabilities, without compromise to the facilitation of increasing volumes of legitimate trade and travel.

Intelligence-led Targeting

s. 47E(d)

s. 47E(d)

, including from the Border Watch Program. This program is the single collection point for the ABF for community and industry allegations related to suspicious customs, border protection, and visa or migration activity. In the current financial year to date (30 April 2022) the Border Watch program has received 21,163 allegations.

s. 47E(d)

s. 47E(d)

Significant reduction in effort and cost (e.g. detention and removal costs) is realised for every successful pre-border intervention.

s. 47E(d)

Screening Travellers

The ABF is responsible for the border clearance of all departing and arriving passengers at Australian international airports and seaports to support legitimate travel and prevent the illegal movement of people and the goods they bring across the border.

Australia operates the Advance Passenger Processing (APP) system. APP is an interface between an airline's control system and Government databases, which verifies that a person has authority to travel to enter Australia (that is, a valid visa) immediately prior to travel. APP enables the early assessment of high-risk travellers and the management of potential security risks off-shore. When the rules in APP are not met, airlines will contact the ABF Border Operations Centre (BOC), which validates if border entry requirements have been met and make recommendations to the airlines on whether they should uplift the passengers. This pre-border screening and intervention capability has been a critical step in closing and re-opening the border.

ABF is also responsible for the border clearance of all crew and passengers arriving by sea on small craft, commercial vessels and cruise ships. The ban on cruise vessels entering Australia was lifted on 18 April 2022, however Australia is yet to see the arrival of cruise ship passengers and, while there will be domestic cruises commencing in May 2022, direct international arrivals are not expected until the cruising season commences towards the end of 2022.

s. 47E(d)

Airline Liaison Officers

Airline Liaison Officers (ALOs) are based at 13 key overseas airports where flights depart to Australia. They are responsible for detecting and intervening with improperly documented travellers before they reach the border; deterring irregular migration and visa/migration fraud and supporting and facilitating legitimate travel to Australia. Since the COVID-19 outbreak, the Airline Liaison Program has adapted processes to support the re-opening of borders. Focus of activity has been to advise airlines on new entry requirements such as completion of the DPD and provision of evidence of vaccination status as part of the check-in process. ALO's will continue to support airlines and international partners as Australia's border measures evolve.

s. 47C(1), s. 47E(d)

Screening Mail and Cargo

The ABF operates four container examination facilities in Australia's busiest ports (Melbourne, Sydney, Brisbane and Fremantle) and four smaller cargo examination facilities (Adelaide, Newcastle, Darwin, and Townsville). This enables rapid inspection and physical examination of selected sea cargo to assist with detecting prohibited goods and verifying compliance with import and export requirements.

The ABF also operates at four international mail gateway facilities in Sydney, Melbourne, Brisbane and Perth, in cooperation with the Department of Agriculture, Water and the Environment and Australia Post. The ABF uses x-ray technology to screen inbound mail to protect the community from a range of contraband, including illicit drugs and tobacco, weapons, replica firearms, dangerous goods, copyright items, protected wildlife and pornography.

The ABF operates one of the largest government fleets of x-ray equipment in Australia, including capabilities that can x-ray shipping containers in the sea cargo stream, pallets in the air and sea cargo stream, through to capabilities that scan individual items of baggage, mail and cargo, including mobile x-ray (vehicle mounted) units.

The volume of illicit tobacco being detected at the border is significant, which creates a heavy administrative and logistical burden on our cargo and mail screening operations. In the first six months

of 2021-22, the ABF seized 488 million cigarettes compared to 598 million for all of 2020-21. The ABF also seized 539 tonnes of loose leaf tobacco in the first six months of 2021-22, compared to 827 tonnes seized in all of 2020-21.

In 2021, there were over 43 million air and sea cargo consignments targeted by ABF officers for trade compliance assessments. Our framework is designed to ensure that we are working pre, at, and post border to facilitate legitimate trade and to detect, deter and prevent non-compliance.

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47E(
d)

Detector Dog Program

The Detector Dog Program has now been in operation for more than fifty years and the ABF is highly regarded internationally for both its capability and breeding program. Our detector dogs are used for their unobtrusive and non-discriminatory broad screening detection capability, as they are able to screen large volumes of people and goods quickly and efficiently. ABF detector dogs are trained to detect narcotics, firearms, currency, tobacco and explosives. They provide a complimentary skillset alongside the intuition of our officers and technologies such as x-ray and trace particle detection.

Trained to search in a range of challenging border environments, they are routinely tasked to search luggage, parcels, mail, air and sea cargo, cargo containers, vessels, vehicles, aircraft, structures and people.

Each year, our detector dog team's work to maintain the integrity of the Australian border, completing more than 24,000 targeted operations and making more than 2000 detections of illicit substances and prohibited items across airports, seaports and postal gateways. This includes more than 800 illicit narcotic detections, millions in undeclared currency, and multiple tonnes of tobacco products in the air and sea cargo environments.

Legislative Framework

The ABF's statutory powers are defined in a range of legislation, which provide the parameters for officers screening and intervention activity in relation to travellers and cargo. These include, but are not limited to:

- *Australian Border Force Act 2015*
- *Customs Act 1901*
- *Crimes Act 1914*
- *Maritime Powers Act 2013*
- *Migration Act 1958*

Stakeholders / Forums

Our key government stakeholders include the Australian Taxation Office, the Department of Industry, Science, Energy and Resources (including the Anti-Dumping Commission), Department of Agriculture, Water and the Environment, Department of Foreign Affairs and Trade, the Department of Health (including the Therapeutic Goods Administration), AUSTRAC, AFP, ACIC and States and Territories law enforcement agencies. We also work closely with the Black Economy Standing Taskforce and the Serious Financial Crime Taskforce respectively in relation to black economy risks and serious crime.

We work collaboratively with international partners, such as the World Customs Organization, Australia's Border Five Partners and our Mutual Recognition Agreement Partners.

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Our industry stakeholders include Australian Trusted Traders, trading businesses, licensed customs brokers, licensed depot and warehouse operators, airports, seaports, airlines, shipping companies, the National Customs Brokers Licensing Advisory Committee (NCBLAC), and industry peak bodies.

We participate in a number of thematic-based fora such as the Fintel Alliance (AUSTRAC-led), the International Trade Remedies Forum, and the Compliance Advisory Group.

Outlook

We are seeing a rapid increase in legitimate travellers and goods arriving as well as the continued risk of non-genuine travellers and criminal penetration of the border. The ABF is working to ensure it has the workforce capability and capacity in order to drive compliance and deterrence.

Technological advances in face detection, 3D x-ray, artificial Intelligence, machine learning, biometrics and advanced analytics, presents an opportunity to significantly enhance the speed and volume of trade and travel, whilst simultaneously screening and detecting a far higher proportion of illicit goods and unauthorised travellers at the border.

Our ability to identify goods and travellers of concern, through risk based profiling, has significantly improved over the last five years and further improvements are highly anticipated, s. 47E(d)

Compliance and Enforcement

Key Points

- Infiltration of the supply chain in Australian and internationally by serious and organised crime groups is a significant border threat.
- ABF continues to focus on exploitation of the visa and migration system, including the exploitation of foreign workers.
- ABF is the second largest revenue collector in Australia through its customs compliance, audit and revenue collection role.
- s. 47E(d)
- The ABF's 18 officers who are posted overseas, deliver a significant annual return on investment in terms of offshore detections and disruptions. s. 47C(1)

The ABF's compliance and enforcement functions focus on threats and risks within Australia's migration programs, traveller pathways and international system of trade. The ABF operates primarily under provisions within the Customs and Migration Acts and other border related laws.

Field Compliance Operations

The ABF locates Unlawful Non-Citizens (UNCs) and Lawful Non-Citizens (LNCs) working in breach of their visa conditions and prioritises foreign worker exploitation in order to disrupt those seeking to exploit workers. Our approach ranges from education and awareness activities to investigations, including with law enforcement partners, and prosecutions or civil action.

UNCs located during operational activity may be detained. s. 47E(d)

In some instances, a UNC can be considered for the granting of a Bridging E visa (BVE) rather than placement in the IDN. A BVE allows the UNC to depart Australia via their own means or to explore other visa options.

s. 47E(d)

Investigations

A key s. 47E(d) capability for enforcing the *Customs Act 1901* and *Migration Act 1958* is the ABF's investigative function. Around 100 ABF officers work as Investigators and they are responsible for investigating offences under these Acts, as well as associated legislation such as the *Crimes Act 1914*, *Weapons of Mass Destruction (Prevention of Proliferation) Act 1995*, *Criminal Code Act 1995*, state legislation and matters within Instruments of Delegation.

ABF Investigators often work in close collaboration with Commonwealth and state/territory law enforcement partners. Like these partners, ABF Investigators are required to meet the Australian Government Investigation Standards, which provide the minimum qualifications and standard of conduct for entities conducting investigations into the programs and legislation they administer.

Illicit tobacco and trade based financial crime is often seen as low risk high reward for criminal enterprises. The ABF leads the multi-agency Illicit Tobacco Taskforce and also coordinates with

other law enforcement agencies and intelligence agencies through bodies such as the Serious Organised Crime Coordination Committee (SOCCC). Within the SOCCC structure, the ABF contributes to a series of multi-agency task groups aimed at disrupting organised crime. The ABF Commissioner is a member of the ACIC Board.

Criminal Infiltration at the Border

Transnational Serious Organised Crime groups are increasingly exploiting trusted insiders within the supply chain to facilitate cross border crimes. A 'trusted insider' is a person who uses their legitimate employment at the border, or in the supply chain, to facilitate illicit imports and exports.

All transnational crime has a border nexus. The ACIC estimate that over eight tonnes of methamphetamine is consumed within Australia each year, with over 70% being imported from international locations as final product. Sophisticated criminal entities have a strong understanding of trade and border systems, methodologies and presence, enabling them to increasingly target weaknesses in the supply chain.

The ABF's primary effort to support the fight against transnational, serious and organised crime is centred on Operation JARDENA. Operation JARDENA seeks to address systemic border weaknesses that are being targeted by an increasing number of domestic and foreign criminal groups. Under the operation, the ABF identifies vulnerabilities that are being exploited and scopes potential solutions, particularly those that are customs related, to address the gaps in Australia's border security.

Trusted insiders include employees working for licensed depots and warehouses, customs brokers, shipping companies, airlines, freight forwarders, transport companies, stevedores, law enforcement and agencies that regulate the border. They:

- have access to restricted areas and systems;
- possess an intimate knowledge of border clearance processes;
- understand the vulnerabilities of our supply chain; and
- know how to exploit them.

s. 47E(d) [REDACTED]. The boarding of vessels is a key means through which offences such as illicit importations and the unlawful arrival of non-citizens can be disrupted and deterred. In 2007, dedicated funding enabled the ABF (then Australian Customs and Border Protective Service) to board close to 100% of commercial vessels upon their arrival in Australia s. 47E(d) [REDACTED]

Border Revenue Collection

One of the ABF's primary functions is to collect revenue for the Commonwealth Government, making it the second largest Commonwealth revenue collector. The ABF implements and administers the Government's revenue policies in relation to goods traded across the Australian border, including customs duty concessions and Australia's Free Trade Agreement commitments. We work in collaboration with other Agencies, such as the Australian Tax Office (ATO) and Anti-Dumping Commission, to ensure our revenue collection processes and systems operate effectively and

efficiently. Despite the impacts of COVID-19, the ABF has continued to deliver strong revenue collection outcomes for the government.

In driving compliance, the ABF is concerned both with protecting Commonwealth revenue and also protecting the community by preventing imports of goods such as asbestos, Child-like Sex Dolls, counterfeit items and unauthorised medicines and pharmaceuticals. Revenue evasion can take many forms, including circumvention of anti-dumping/countervailing duties, deliberate undervaluation or misclassification to avoid duty, Trade Based Money Laundering, and Drawback fraud. In 2019, the ABF detected, investigated and disrupted a drawback fraud scheme worth hundreds of millions dollars.

Modern Slavery and Human Trafficking

Modern slavery and human trafficking involves the use of coercion, threats or deception to seriously exploit victims. The ABF is the whole-of-government domestic policy lead on modern slavery and human trafficking issues and leads Australia's broader criminal justice response to modern slavery, including the responsibility for implementing the National Action Plan to Combat Modern Slavery 2020-25 and its associated grants program. Good progress has been made in implementing the National Action Plan, with 43 out of the 46 action items currently in train. This includes the commencement of the statutory review of the *Modern Slavery Act 2018* in accordance with the Act, which is being led by Professor John McMillan AO, supported by the ABF.

Internationally, the ABF delivers capacity building and technical assistance support to Indo-Pacific partner countries to develop and implement legal and policy responses to more effectively address human trafficking and modern slavery. This includes co-chairing (with Indonesia) of the Bali Process Working Group on Trafficking in Persons, which promotes more effective and coordinated law and justice responses to human trafficking in the Asia-Pacific region, and includes 16 member countries and three international organisations.

Counter Terrorism and Counter Proliferation

The ABF contributes to whole-of-government efforts to detect, deter and disrupt potential terrorist acts and actors affecting the safety, cohesion and wellbeing of Australian society, including returning foreign fighters and violent extremists.

ABF counter terrorism efforts include detecting and responding to maritime terrorist threats and the protection of offshore assets and resources through the development of our maritime capability and response. The ABF Counter Terrorism Units (CTUs) operate at international airports in Australia. They enhance the ABF's onshore capability to deal with both inbound and outbound national security risks across the national security spectrum (including ideological extremists). They intervene and intercept persons of national security interest in ABF controlled areas under the *Customs Act 1901*.

As the whole-of-government lead for the enforcement of proliferation related legislation, the ABF focuses on preventing the proliferation of Weapons of Mass Destruction and their enabling technology, conventional military weapons and dual use items.

National Removal Operations

ABF removal operations provide the ability to alleviate Immigration Detention Network pressures through the removal of Unlawful Non-Citizens (UNC) to their country of citizenship, or a country in which the UNC has right of entry and long term stay.

Removal of UNCs from Australia is only undertaken following comprehensive checks to establish identity, citizenship, visa status and to ensure that the removal is compliant with Australia's international obligations. An individual will only be removed once they have exhausted all legal and

administrative avenues to remain lawfully in Australia, they have completed any custodial sentence or they have requested removal from Australia.

s. 47E(d)

UNCs who request in writing to be removed from Australia are considered a voluntary removal. All other removals are considered involuntary. The majority of immigration detainees removed from Australia are voluntary. In the current 2021-22 (as at 23 May 2022) 95 per cent (895) were voluntary, 5 per cent (51) were involuntary.

The ABF currently has two contracts with Adagold Aviation and Skytraders, who provide air charter services for removal operations and transfers across the IDN.

International Engagement and Operations

The ABF deploys a modest network of 18 posted officers globally (not including ALOs), supported by a headquarters multi-disciplinary team, with four strategic objectives:

- to extend Australia's border settings to the pre-border environment,
- to disrupt threats before they arrive in Australia,
- to build and leverage partner capabilities to act in support of ABF priorities, and
- to facilitate legitimate travel and trade.

Each of the 18 officers provide significant annual return on investment for government. In an average year, enforcement efforts led by the ABF offshore network result in the prevention of \$225 million in duty evaded, saves \$27 million in the offshore disruption of improperly documented and fraudulent travellers, and \$279 million in harm reduction through drug seizures detected via offshore referrals.

The ABF has extensive and enduring international relationships globally. Bilaterally, our focus seeks to hold primacy of relationships with Border Five (Australia, United States, United Kingdom, Canada and New Zealand) and QUAD partners, along with our partners in the near Southeast Asia and Pacific regions, and partner agencies with whom Australia has a Comprehensive Strategic Partnerships.

Legislative Framework

The *Migration Act 1958* creates offences in relation to work by an unlawful non-citizen, or a lawful non-citizen working in breach of a visa condition, and requires the mandatory detention of unlawful non-citizens.

The *Customs Act 1901* underpins ABF action in compliance and enforcement, giving officers the power to hold or seize goods, examine documents and electronic devices and search for illicit goods. The Act also designates geographical areas such as ports, airports and licensed premises where powers of officers may be exercised, and provides the legislative requirements for industry in the movement of goods across the border

Weapons of Mass Destruction (Prevention of Proliferation) Act 1995 is the enabling legislation to prohibit the export of non-regulated goods if there is information to suggest the goods are destined to a Weapons of Mass Destruction program of concern.

The *Modern Slavery Act 2018* establishes a risk-based framework to directly target modern slavery practices in global supply chains, and support the Australian business community to identify and address their modern slavery risks.

Divisions 270 and 271 of the *Criminal Code Act 1995* contain the offences relating to trafficking in persons, slavery and slavery-like practices.

Stakeholders / Forums

World Customs Organization (WCO)

Oceania Customs Organisation (OCO)

Association of Southeast Asian Nation (ASEAN) plus one

Pacific Australia Labour Mobility (PALM) Advisory Group

Serious and Organised Crime Coordination Committee (SOCCC)

Illicit Tobacco Industry Group (ITIG)

Illicit Tobacco Coordination Working Group (ITCWG)

Australia-New Zealand Counter-Terrorism Committee (ANZCTC)

Joint Counter-Terrorism Board (JCTB)

Counter Proliferation Coordination Group (CPCG)

Serious Financial Crime Taskforce (SFCT)

National Roundtable on Human Trafficking and Slavery

Modern Slavery Expert Advisory Group

Forced Marriage Protection Order State and Territory Consultation Group

Outlook

s. 47C(1)

The ABF has successfully extended Operation JARDENA to the international domain, through the agreement of the WCO to establish an international joint operation against trusted insiders, and through the Border 5 who have agreed to stand up a separate joint operation. In July 2022, Australia will be confirmed as WCO Vice Chair for the Asia Pacific Region for the next two years. This will give the ABF the ability to significantly shape and influence regional customs activities.

Measures to combat human trafficking and slavery are receiving increasing international attention as governments, civil society, businesses, investors and consumers demand continued and enhanced action. Accordingly, the pressure for Australia to continue to demonstrate strong, responsive and proportionate domestic and global leadership in combating these crimes will continue to increase.

Subject to the Minister's preferences, the National Action Plan to Combat Modern Slavery 2020-25 provides a comprehensive framework to further strengthen Australia's response, including the current statutory review of the *Modern Slavery Act 2018* to be finalised by the end of March 2023, and the commencement of the Modern Slavery Grants Round Two for funding from 2022-2025.

s. 47C(1), s. 47E(d)

Immigration Detention

Key Points

- Current contracts for the delivery of health, garrison, security, facilities management, transport and escort, and welfare and engagement services in detention expire on 10 December 2023. Procurement activity is underway for new contracts.
- The detainee cohort has changed over time with the majority of detainees now having significant criminal histories and/or drug and alcohol dependencies.
- The average number days in detention has also increased, given difficulties in removing many detainees, leading to increased health risks.
- s. 47C(1), s. 47E(d)

s. 47C(1), s. 47E(d)

The ABF has also improved the efficiency of its removal operations.

The Department procures a range of services to accommodate unlawful non-citizens (UNCs) in immigration detention facilities. These services include health, garrison, security, facilities management, transport and escort, and welfare and engagement. The Department also works with detainees to resolve their immigration status.

Detention Contracts

The management of the onshore immigration detention network is currently contracted to Serco as the Facilities and Detainee Service Provider and International Health Medical Services (IHMS) as the Detention Health Service Provider. Both contracts have been extended to 10 December 2023 with no further extension options available.

The Facilities and Detainee Service Provider contract was executed in December 2014 and is due to expire on 10 December 2023. The contract has a total value of \$3.7 billion. Under this contract, Serco provide Garrison Services (including catering and cleaning); Facilities Management Services; Security Services; Transport and Escort Services; Welfare and Engagement Services; and Business Administration Services.

The Detention Health Service Provider contract was executed in December 2014 and expires on 10 December 2023. The contract has a total value of \$789.05 million. Under the contract, IHMS are required to ensure that detainees have access to health procedures, treatments, assessment investigations or other clinical health services to a standard broadly commensurate with health care available to people in the Australian community through the public health system.

In July 2019, the Department updated its Annual Procurement Plan to include its intent to approach the market in early to mid-2020 for the provision of services in the onshore IDN. Delays caused by the COVID-19 pandemic affected the proposed timeline for commencement of the Procurement. As a result, the Procurement process commenced in February 2021 and is estimated to run until late 2023.

Current Capacity

As at 30 April 2022, there were 1414 detainees in the IDN. Of these:

- 1354 (95.76 percent) were male and 60 (4.24 per cent) were female.
- 1265 (89.46 percent) have a criminal history.
- 862 (60.96 percent) had their visas cancelled under s501 of the Migration Act.
- 202 (14.29 percent) were unauthorised maritime arrivals.
- 6 (less than one percent) were transitory persons transferred from Nauru or Papua New Guinea.
- 1130 (79.92 percent) are assessed by the FDSP as being high to extreme risk.
- The average time spent in held detention was 726 days.

Alternative Places of Detention (APODs) continue to be utilised across the IDN to temporarily manage various operational capacity pressures such as refused immigration clearance cases, transitory persons, detainee COVID-19 quarantine arrangements and population overflow from permanent facilities. APODs include low security, temporary accommodation for example hotel-style accommodation, hospitals, aged care facilities and other facilities used for placement of detainees requiring more intensive specialised services not able to delivered in detention facilities.

COVID-19 Response

Opportunities to remove detainees from Australia continue to be constrained by COVID-19, including international border closures and decisions taken by other governments related to the issuing of travel documents required for travel.

In response to COVID-19 related capacity pressures, the 2021-22 Federal Budget allocated additional funding of \$464.6 million to increase the capacity of the IDN from 1000 to 1500 detainees. This also included the reactivation of the North West Point Immigration Detention Centre (NWP IDC) on Christmas Island and a delay to the decommissioning of Blaxland compound at Villawood IDC in New South Wales.

2022–23 baseline funding will maintain capacity at 1500 detainees and continue NWP IDC and Blaxland up to 30 June 2023. After 30 June 2023, baseline funding will reduce to a level commensurate with an IDN capacity of 1000 detainees. The detainee population has not been this low for many years and achieving this level would be difficult under current policy settings.

Infrastructure

Immigration Detention Centres are located at Villawood, Perth, Yongah Hill and North West Point (Christmas Island). These centres are characterised by large compounds (20 to 200 detainees) where detainees have 24/7 freedom of movement within those compounds s. 47C(1), s. 47E(d)

s. 47C(1), s. 47E(d)

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s. 47E(d)

Removals

The number of UNCs removed from Australia by the ABF has decreased during COVID-19, which has increased the IDN population. This is primarily due to border closures, a lack of commercial flights, home countries not accepting the returns of their nationals, s. 47E(d). Removals have now recommenced utilising charter flights in the majority of cases.

Incidents in Detention

The ABF works closely with the Department and other law enforcement agencies to ensure a safe and secure IDN and mitigate the frequency and severity of incidents. s. 47C(1), s. 47E(d)

The COVID-19 pandemic also created additional pressures.

The ABF and detention service providers actively manage and mitigate incidents via detainee welfare and engagement activities, security and health related assessments and rebalancing detainee placements across the IDN. Daily, weekly and monthly meetings involve consideration and assessment of incidents, security risks, detainee placement, detainee individual and behavioural management plans and health monitoring and assessment. s. 47E(d)

The ABF works with detainees to refer all incidents of criminal conduct to police for consideration of investigation.

Legislative Framework

The *Migration Act 1958* (Migration Act) provides for the mandatory detention of UNCs in immigration detention facilities and APODs.

s. 47E(d), s. 47C(1)

Civil Maritime Security

Key Points

- Operation Sovereign Borders (OSB) remains the highest priority.
- Illegal foreign fishing activity levels are concerning.
- s. 47C(1), s. 47E(d)
-

The ABF is the primary Australian Government civil law enforcement organisation in the Australian Maritime Domain (AMD), undertaking civil maritime operations to detect, deter, respond to and prevent illegal activities in the AMD.

Australia's civil maritime security threats are vast and include:

- unauthorised maritime arrivals;
- prohibited imports and exports;
- maritime terrorism; and
- piracy.

Australia's maritime environment makes up approximately 10 per cent of the world's surface, and includes the oceans, seas, islands, coastal areas and the airspace above. We have 34,000 kilometres of coastline, excluding small offshore islands, and our Exclusive Economic Zone (EEZ) is the third largest in the world. Capabilities such as our civil maritime surveillance and littoral fleet allows the ABF's on-water presence to be a primary deterrence and first responder to all civil maritime security incidents or threats.

Operation Sovereign Borders


Operation Sovereign Borders (OSB) is currently the highest priority for the ABF. OSB is operationalised through a multi-agency border protection construct delivered through three key pillars:

- Offshore deterrence and disruption – led by the AFP Commissioner.
- Detection, interception and transfers – led by the ABF Commissioner.
- Regional processing and third country resettlement – led by the Secretary, Department of Home Affairs.

Rear Admiral Justin Jones CSC, RAN is the current Commander of JATF OSB (CJATF) and reports directly to the Minister for Home Affairs on OSB matters. CJATF coordinates the efforts of 16 contributing departments and agencies across the operational, intelligence and policy domains to deliver a coherent, multi-layered approach in achieving intended denial and deterrence effects. Rear Admiral Jones is also the current Commander of Maritime Border Command (MBC) within the ABF. The Secretary of the Department and the ABF Commissioner play a strategic coordinating role in relation to OSB policy and operations.

All activities under OSB are conducted in compliance with domestic and international law obligations. All decisions taken in regard to on-water matters, and returns to countries of origin or departure are implemented only where it is safe-to-do-so.

s. 33(a)(i)



Given people smugglers seek to exploit the pre and post-election period, the ABF (and other contributing agencies) have surged resources into OSB for the immediate period, to focus on deterrence and disruption efforts. Strategic communications continues to be utilised to strongly reinforce the message that there has been no change in the Australian Government's approach to unauthorised boat arrivals.

Civil Maritime Surveillance

Maritime Border Command

Maritime Border Command (MBC) is an operational command and Joint Agency Taskforce within the ABF. It is comprised of ABF and ADF staff, and is commanded by a Royal Australian Navy Rear Admiral reporting to the Commissioner of the ABF. MBC maintains operational control of force assigned ABF and ADF assets to undertake civil maritime operations to detect, deter, respond to and prevent unlawful activities in the AMD.

MBC utilises programmed aerial surveillance, in addition to bespoke intelligence systems to maintain situational awareness and to detect and respond to potential breaches of Commonwealth law in the Australian Maritime Domain.

MBC has an active international engagement program, and contributes to the Australian Government's international priorities through engagement in bilateral and multilateral forums involving border, Coast Guard and maritime security agencies. Relationships are focused on cooperation at an operational level across maritime borders, improving information sharing and combatting transnational crime upstream consistent with ABF's management of the border as a continuum.

ABF Capability and Contracts

ABF capability is delivered through a fleet of 12 ocean-going vessels, and a littoral fleet comprised of 31 small vessels. In addition, ABF provide enforcement officers for the Department of Defence (Defence) owned vessel ADV Ocean Protector. The ABF vessel patrol day forecast for FY2021-22 is in line with the previous financial year, being 2,485 days. Year on year the ABF is committed to increasing patrol days.

s. 47E(d)




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ABF Littoral Fleet

The current ABF Littoral capability comprises all ABF vessels under 24 metres in length used in the littoral zone. Littoral patrol activity encompasses all coastal areas, including ports, rivers, bays, inlets and territorial seas in the Australian Maritime Domain (AMD) spanning the contiguous zone (out to 24nm) and including coastal waters.

s. 33(a)(i)



Marine Workforce

s. 47E(d)



In March 2021, Comcare issued an Improvement Notice in relation to the work, health and safety (WHS) of sea-going officers, issues relating to mental health risk identification and management processes, and the cumulative effects of WHS incidents. Muru Management Consulting Pty Ltd (Muru) was engaged to conduct a risk assessment with a focus on psychosocial hazards and risks associated with the maritime workforce. The final Muru report was issued on 30 November 2021 and included 85 recommendations requiring implementation across both Home Affairs and the ABF. A phased implementation of the recommendations has commenced. Engagement with the marine workforce in relation to issues raised through Comcare is continuing through regular forums, health and safety representatives and the CPSU.


The Department and ABF recently initiated the Marine Improvement Program focused on addressing issues in the Marine Workforce and supporting elements in a cohesive and collaborative manner. Home Affairs and ABF have committed resources to the program, which is expected to take between 12-18 months to implement.

Legislation

- *Customs Act 1901*
- *Maritime Powers Act 2013*
- *Migration Act 1958*

Outlook

s. 33(a)(i)



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Senior Executive Biographies

Michael Outram APM ABF Commissioner



Michael Outram APM was sworn in as the Commissioner of the Australian Border Force (ABF) on 14 May 2018. The ABF Commissioner is a statutory appointee and is also the Comptroller-General for Customs.

Michael joined the Australian Customs and Border Protection Service on 9 March 2015 and became the ABF's Deputy Commissioner Operations on 1 July 2015.

Michael has 42 years of experience in a diverse range of law enforcement organisations and settings, including community policing, intelligence operations, protective and major event security, public order management, the investigation of serious crime and border management.

Between 2011 and 2015, as an Assistant Commissioner with the Australian Federal Police (AFP), Michael was responsible for the AFP's national protective security function. During this time Michael led the AFP's planning and support for the G20 Summit in Brisbane and the AFP's response to the downing of Malaysian Airlines Flight 17 over the Ukraine.

Michael joined the AFP from the Australian Crime Commission (ACC). In 2004 Michael was appointed as the ACC's Executive Director, Serious and Organised Crime and he was responsible for the national and international investigative and intelligence functions of the Agency.

Michael's career in Australia started in 2002 at the Independent Commission Against Corruption in New South Wales. His migration to Australia followed a secondment in 2000, to the New South Wales Police Service. He was seconded from the London Metropolitan Police Service in the UK, where he joined as a police cadet in 1980 and served as a police officer from 1982.

Michael was awarded the Australian Police Medal in 2014 in recognition of his outstanding service in law enforcement. In 2014 he was also awarded a Master of Business & Technology degree by the University of New South Wales and a university prize for academic achievement. In April 2018, Michael completed the Harvard Kennedy School executive education programme 'Leadership in Crises', which he attended having won a Sir James Wolfensohn Public Service Scholarship.

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Dwayne Freeman Deputy Commissioner North, West and Detention



On 11 January 2021, Mr Dwayne Freeman was appointed as the Deputy Commissioner for the Australian Border Force, and the first Deputy Commissioner to be based in Queensland.

As part of Phase 2 of the ABF operating model realignment, in December 2021, Dwayne was announced as the Deputy Commissioner North, West and Detention.

Dwayne has responsibility for the National Detention Network; the delivery of ABF operational activity for Queensland, Northern Territory and Western Australia; Maritime Border Command and Operation Sovereign Borders, to provide strategic and operational planning, civil maritime, technical and surveillance capability support to achieve ABF outcomes; and Operational Coordination and Planning, including ABF's tactical capability, the Australian Border Operations Centre, National Planning and our International Operational Coordination.

Dwayne joins the Australia Public Service following an extensive career in the private sector, most recently as the Chief Executive Officer (CEO) Abbot Point Operations from 2016-2020. As CEO, Dwayne developed and led the strategic development, transformational change and operation of the multi-billion dollar bulk export facility in Bowen QLD. In addition, Dwayne was accountable for the project leadership of the proposed multi-billion dollar port expansion project including stakeholder engagement and the development of a greenfield heavy haul train business to operate in North Queensland.

Dwayne has previously worked in senior executive roles in Tier one logistics and supply chain companies in Australia namely Asciano Ltd, formally Australia's largest national rail freight and port operator (2007-2014), and TOLL Holdings (2003-2007). Dwayne has demonstrated results and experience in a broad range of industries and specialties including business development, M&A, capital raising, finance, strategy, operations, transformation, program management, stakeholder engagement and has previously held directorship positions and on industry boards/committees.

Dwayne commenced his career as an apprentice electrician, he holds a Bachelor of Commerce (Accounting) from the University of Newcastle, he also became a Certified Practising Accountant in 2001 (CPA Sydney), and has completed the General Manager Program at the Melbourne Business School. Dwayne is based in Brisbane.

Dwayne's prior experience in dealing with difficult and diverse roles, and as an influential, innovative, and collaborative transformational leader has made him a tremendous asset to the ABF in navigating through the reform and implementation of the new operating model.

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Cheryl Pearce AM, CSC Deputy Commissioner South, East and Workforce



Cheryl Pearce AM commenced in the role of Deputy Commissioner South, East and Workforce on 30 August 2021, overseeing the delivery of ABF outcomes across the south east regions of Australia and nationally through the provision of centralised ABF workforce capability, and sustainment.

Cheryl graduated from the Officer Cadet School Portsea in December 1985, commissioning into the Royal Australian Corps of Military Police. DC Pearce's regimental service includes command appointments within both the operational and domestic environment.

During the period 2003 to 2006 Cheryl commanded the Defence Police Training Centre (2003) and 1st Military Police Battalion (2004-2006) and was appointed as a Member of the Order of Australia for exceptional Service during her four-year command tenure. Cheryl's recent command experience prior to her service with the United Nations was as Commandant Australian Defence Force Academy during the period 2017-2018.

Staff appointments include experience within Headquarters 1st Brigade, G3 Branch Land Headquarters, Provost Marshal-Army, Directing Staff Australian Command and Staff College, Director Network Centric Warfare Capability Development Group, Director Special Operation Support and Chief of Staff Army Headquarters.

Cheryl attended the Australian Command and Staff College in 2001 and Higher Defence College in 2013. Her post-graduate qualifications include a Graduate Diploma of Management in Defence Studies from the University of Canberra, Masters of Intelligence, Policing and Counter Terrorism from Macquarie University and a Masters of Arts (Defence Studies) from Deakin University.

Cheryl's operational experience includes working as part of the United Nations in East Timor (2002) where she was awarded a Chief of Defence Force Commendation for bravery. She was also appointed as the Commander Task Group Afghanistan (2016) where she received a Commendation for Distinguished Service. More recently, Cheryl recently completed her tenure as Force Commander, United Nations Forces in Cyprus (2019-2021) and was recognised for her exceptional leadership with the awarding of a Conspicuous Service Cross for her services.

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Vanessa Holben PSM Group Manager Customs



Vanessa is the Deputy Comptroller-General of Customs in the Australian Border Force and leads the Customs Group, which is responsible for ensuring Australia's customs and border policy settings allow for the unimpeded movement of legitimate goods across the border, preventing the movement of prohibited goods and detecting, deterring and disrupting criminal and national security threats at borders. Customs Group also leads Australia's whole-of-government response to modern slavery and human trafficking issues.

Vanessa also has responsibility for whole of agency ministerial, governance, risk and assurance functions to support and facilitate the ABF's high-level governance forums, coordinate ministerial and parliamentary engagement and implement the risk management framework and program across the ABF.

Prior to this, Vanessa was the First Assistant Secretary of the National Coordination Mechanism (NCM) within the Department of Home Affairs. The NCM was established to coordinate and facilitate the non-health response measures to the COVID-19 pandemic, through strategic and operational engagement with stakeholders across the Commonwealth, states and territories, industry and the private sector.

Vanessa has also held the role of First Assistant Secretary, Aviation and Maritime Security Division, the security regulator for the aviation, maritime and offshore oil and gas sectors. In this role, Vanessa was responsible for providing advice and assurance to Government on transport security policy, regulation, compliance and practice.

Vanessa has held other senior executive roles in the ABF including as the Assistant Commissioner responsible for offshore regional processing arrangements, including regional capacity building efforts, and the onshore immigration detention network.

In January 2022, Vanessa was awarded a Public Service Medal (PSM) in recognition of her outstanding contributions in support of Australia's response to the COVID-19 pandemic.

She holds a Bachelor of Arts, Majoring in Criminology.

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Malcolm Skene Group Manager Industry and Border Systems



On 8 February 2021, Mr Malcolm Skene was appointed as the Group Manager of the Industry and Border Systems Group (IBSG) in ABF. Malcolm is the first ABF Group Manager to be regionally based.

As Group Manager for IBSG, Malcolm is responsible for leading the ABF's engagement with industry and the modernisation of the border through technological advancement, operational change and system reform.

Malcolm brings to the ABF extensive experience in the infrastructure sector and transport-related assets. Immediately prior to joining the ABF, Malcolm was with AustralianSuper's infrastructure team, where he was responsible for leading the team's investment management activities and oversight of portfolio companies. He was previously a board director on a number of portfolio company boards. Prior to joining AustralianSuper in 2016, Malcolm held senior management positions at major airport operating businesses and investors in Australia, Europe, and the United Kingdom. He has worked across a variety of disciplines over the past 20 years including Finance, Strategy and Planning, Operations, Business Improvement and Technology.

Malcolm's senior leadership, extensive commercial and operational experience across industry will be invaluable in the continuing development of the Industry and Border Systems Group.

Malcolm holds an MBA from the University of Cambridge, with Dean's honours, a BA & BComm (Dean's List) from the University of Melbourne, and is a graduate of the Australian Institute of Company Directors.

Malcolm is based in Melbourne.

Rear Admiral Justin Jones, CSC, RAN Commander JATF Operation Sovereign Borders and Maritime Border Command



Rear Admiral Justin Jones joined the Royal Australian Navy from Melbourne in January 1988. He is a graduate of the Royal Australian Naval College and the Australian Command and Staff College, and holds a Masters in Management Studies, a Master of Arts (Strategy and Policy) and a Graduate Diploma in Defence Studies.

Rear Admiral Jones is a Principal Warfare Officer with dual specialisations in surface warfare and advanced navigation. He has served in HMA Ships Brisbane, Success, Bunbury, Westralia, Hobart, Wollongong, Sydney, Arunta, Manoora and Parramatta; accumulating a significant amount of sea time during numerous deployments in the Indo-Pacific and extensive engagement with navies and armed forces throughout the region.

Rear Admiral Jones had command of the guided missile frigate HMAS Newcastle from December 2008 to July 2010. In 2009, the ship was awarded the Duke of Gloucester Cup for overall efficiency and the Spada Shield for the surface combatant foremost in operations. Rear Admiral Jones then had command of the combat support ship HMAS Success from October 2014 to May 2016, during which the ship deployed to the Middle East and North West Indian Ocean on Operation MANITOU. He resumed command of Success from 18 August to 18 November 2016 for an Indian Ocean deployment.

Rear Admiral Jones has fulfilled varied roles ashore, encompassing training, operations, experimentation, and in force structure. He also served on exchange with the Royal Navy as a Staff Warfare Officer within Flag Officer Sea Training in Plymouth. He took command of Navy's Training Force as Commodore Training from November 2016 to November 2019. As Commodore Training he was responsible for all Navy training, from initial entry to retirement, including sea based collective training. Most recently, Rear Admiral Jones completed two years as Director General Operations at Headquarters Joint Operations Command. In this role he was responsible to the Chief of Joint Operations for the planning, integration, coordination, control and monitoring of all Australian Defence Forces operations; domestic, regional, and global.

Rear Admiral Jones was the inaugural Navy Fellow at the Lowy Institute for International Policy in 2010, contributing to the Lowy Institute MacArthur Foundation's major publication Crisis and Confidence: major powers and maritime security in Indo-Pacific Asia. He also edited the book A Maritime School of Strategic Thought for Australia: Perspectives in 2013, while serving as Director of the Navy's think tank the Sea Power Centre – Australia.

Rear Admiral Jones was the recipient of the 2006 Vice Admiral Viscount Horatio Nelson KB Trafalgar Bicentennial Sword of Excellence for leadership. In the 2016 Queen's Birthday honours, he was awarded a Conspicuous Service Cross for outstanding devotion to duty as the Commanding Officer, HMAS Success while deployed on Operation MANITOU. He also wears the Meritorious Unit Citation awarded to HMAS Parramatta for performance in the North Arabian Gulf on Operation CATALYST in 2005-06.