



**IGIS**

INSPECTOR-GENERAL OF  
INTELLIGENCE AND SECURITY

**2021–2022**

CORPORATE PLAN

FINANCIAL YEARS 2021–22 TO 2024–25

# IGIS CONTACT INFORMATION

## LOCATION

3-5 National Circuit  
BARTON ACT 2600

## WRITTEN INQUIRIES

Inspector-General of Intelligence and Security  
3-5 National Circuit  
BARTON ACT 2600

## PARLIAMENTARY AND MEDIA LIAISON

Phone: (02) 6141 3330  
Email: [info@igis.gov.au](mailto:info@igis.gov.au)

## GENERAL INQUIRIES

Phone: (02) 6141 3330  
Email: [info@igis.gov.au](mailto:info@igis.gov.au)

## COMPLAINTS

Phone: (02) 6141 4555  
Email: [complaints@igis.gov.au](mailto:complaints@igis.gov.au)

## NON-ENGLISH SPEAKERS

If you speak a language other than English and need help please call the Translating and Interpreting Service on 131450 and ask for the Inspector-General of Intelligence and Security on (02) 6141 3330. This is a free service.

## INTERNET

Homepage:  
[www.igis.gov.au](http://www.igis.gov.au)

Corporate plan:  
[www.igis.gov.au/about/corporate-plan](http://www.igis.gov.au/about/corporate-plan)

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## **ACKNOWLEDGEMENT OF COUNTRY**

In the spirit of reconciliation the Office of the Inspector-General of Intelligence and Security acknowledges the Traditional Custodians of country throughout Australia and their connections to land, sea and community. We pay our respect to elders past and present and extend that respect to all Aboriginal and Torres Strait Islander peoples.

## INSPECTOR-GENERAL'S FOREWORD

As the accountable authority of the Office of the Inspector-General of Intelligence and Security (IGIS), I am pleased to present the IGIS Corporate Plan 2021–2022, covering the four financial years from 1 July 2021 to 30 June 2025, as required under paragraph 35(1) of the *Public Governance, Performance and Accountability Act 2013* (PGPA Act).

Established under the *Inspector-General of Intelligence and Security Act 1986* (IGIS Act) the role of the Inspector-General is to assist ministers in overseeing and reviewing the activities of the six intelligence agencies under IGIS jurisdiction (the intelligence agencies) for legality, propriety and consistency with human rights.

**The Hon Christopher Jessup QC**

Inspector-General of Intelligence and Security

**30 July 2021**

## GLOSSARY

<b>AGO</b>	Australian Geospatial-Intelligence Organisation
<b>ASD</b>	Australian Signals Directorate
<b>ASIO</b>	Australian Security Intelligence Organisation
<b>ASIS</b>	Australian Secret Intelligence Service
<b>Complaint</b>	IGIS categorises a matter as a complaint if it raises an initially credible allegation of illegal or improper conduct or an abuse of human rights in relation to an action of an intelligence agency within the jurisdiction of IGIS
<b>DIO</b>	Defence Intelligence Organisation
<b>Five Eyes</b>	The Five Eyes countries comprising an intelligence alliance of Australia, Canada, New Zealand, the United Kingdom and the United States
<b>ICT</b>	Information and communications technology
<b>IGIS</b>	The Office of the Inspector-General of Intelligence and Security
<b>IGIS Act</b>	<i>Inspector-General of Intelligence and Security Act 1986</i>
<b>Inquiry</b>	An Inquiry conducted in accordance with Part II, Division 3 of the IGIS Act
<b>Inspection</b>	The examination of selected agency systems and records in the course of overseeing an agency's activities
<b>ONI</b>	Office of National Intelligence
<b>PID Act</b>	<i>Public Interest Disclosure Act 2013</i>
<b>Public interest disclosure</b>	A public interest disclosure within the meaning of the <i>Public Interest Disclosure Act 2013</i>
<b>The intelligence agencies</b>	ONI, ASIO, ASIS, ASD, AGO and DIO

## ABOUT IGIS

IGIS provides independent assurance for the Prime Minister, senior ministers, Parliament and the public as to whether the intelligence agencies are acting with legality and propriety, and that activities are consistent with human rights. It does this by inspecting, inquiring into and reporting on agency activities. As set out in the IGIS Act, the intelligence agencies IGIS oversee are:

- Office of National Intelligence – ONI
- Australian Security Intelligence Organisation – ASIO
- Australian Secret Intelligence Service – ASIS
- Australian Signals Directorate – ASD
- Australian Geospatial-Intelligence Organisation – AGO
- Defence Intelligence Organisation – DIO.

IGIS undertakes proactive inspections and conducts formal independent inquiries of its own motion, in response to complaints or public interest disclosures arising from issues identified as part of an inspection, or at the request of ministers and the Prime Minister. IGIS may also conduct an inquiry into an intelligence or security matter relating to another Commonwealth agency. During formal inquiries, the IGIS Act provides for the use of coercive powers, immunities and protections.

The Inspector-General has functions and responsibilities under the *Public Interest Disclosure Act 2013* (PID Act) relating to disclosures about the intelligence agencies. In addition, the Inspector-General has a specific role under the *Freedom of Information Act 1982* (FOI Act) and the *Archives Act 1983* (Archives Act) to provide evidence on national security-related damage that may be caused by the disclosure of certain material in disputed matters.

IGIS recognises its oversight processes must be as visible and transparent as possible to provide public and parliamentary assurance that agency activities are open to robust scrutiny. Providing this assurance relies on IGIS being respected as a credible and independent oversight authority. Accordingly, IGIS will continue to make public as much of its work as is possible within appropriate security constraints.

## PURPOSE

The purposes of IGIS reflect the objects contained in section 4 of the IGIS Act, including:

- To assist ministers in the oversight and review of:
  - the compliance with the law by, and the propriety of particular activities of, the intelligence agencies
  - the effectiveness and appropriateness of the procedures of those agencies relating to the legality or propriety of their activities
  - certain other aspects of the activities and procedures of those agencies.
- To assist ministers in ensuring that the activities of those agencies are consistent with human rights
- To assist ministers in investigating intelligence or security matters relating to Commonwealth agencies, including agencies other than intelligence agencies
- To allow for review of certain directions given to ASIO by the responsible minister for ASIO
- To assist the Government in assuring the Parliament and the public that intelligence and security matters relating to Commonwealth agencies are open to scrutiny, in particular the activities and procedures of the intelligence agencies.

## KEY ACTIVITIES

IGIS delivers on its purpose through its key activities. The key activities reflect IGIS's prescribed role as set out in the IGIS Act. IGIS is supported in undertaking these key activities by its corporate, legal and governance teams.



### INQUIRIES & PRELIMINARY INQUIRIES

Conducting inquiries is a core function of IGIS. An inquiry may be initiated by the Inspector-General by their own motion (which may in some cases be in response to a complaint) or at the request of the Attorney-General, the relevant responsible minister and the Prime Minister. Although it is customary for the intelligence agencies to cooperate fully with IGIS, the Inspector-General is granted Royal Commission-like powers under the IGIS Act to undertake inquiries. The provision of these powers is an important element in the authority of the Inspector-General and the oversight of agencies. A preliminary inquiry may be initiated by the Inspector-General into the action of an intelligence agency, either in connection with a complaint or of the Inspector-General's own motion. This process provides the means for the Inspector-General to make preliminary investigations and to determine whether a formal inquiry into the action is within their authority and warranted in the circumstances.



### REGULAR INSPECTIONS

The conduct of regular inspections on a day-to-day basis is an important activity of IGIS. This is carried out by inspection teams, each specialising in the oversight of one or more of the intelligence agencies. IGIS receives a high degree of cooperation from the agencies in the conduct of these inspections including, in many cases, self-reporting of instances of potential non-compliance. Biannual reports of key inspections and other activities are provided to each relevant responsible minister.



### COMPLAINTS

IGIS receives contacts from a range of people – including current or former staff of the intelligence agencies, people who have had dealings with the agencies, and others. These contacts are mostly initiated through the general complaint form on the IGIS website. Once a contact is assessed as a complaint within IGIS's jurisdiction, it is examined in accordance with set procedures. A complaint may be resolved informally, be subject to a preliminary inquiry or may proceed to an inquiry.



### PUBLIC INTEREST DISCLOSURES

In the case of conduct that relates to an intelligence agency, the Inspector-General is an authorised internal recipient for the purposes of the PID Act. As such, the Inspector-General is authorised to receive disclosures of information concerning such conduct, and then determines if it is appropriate to either allocate the handling of the disclosure to one or more of the agencies or for IGIS to handle the investigation of conduct.

## OPERATING CONTEXT

### Environment

IGIS operates in a unique statutory and institutional environment. It is a small agency with oversight of the activities of six intelligence agencies, each of which operates within different security settings. The activities of the intelligence agencies are technically complex and occur within an intricate legislative and regulatory regime.

IGIS is established as an independent oversight agency and the scope of its work is affected by the activities of the intelligence agencies and legislative changes that may increase the range of, or change, agency powers for which IGIS has oversight. In recent years, the intelligence agencies have been provided new powers and further additions have been proposed necessitating changes to IGIS priorities and activities.

IGIS assists ministers in assuring Parliament and the public that the intelligence agencies are subject to scrutiny. In many instances, security constraints prevent IGIS from releasing comprehensive details of its investigative processes and oversight findings. IGIS must establish its credibility as an independent oversight and integrity agency whose work is as transparent as possible within these security constraints.

### *Expanding jurisdiction*

IGIS is preparing for new oversight responsibilities that may result from legislative changes to expand IGIS's jurisdiction to include additional agencies. This expanded jurisdiction will significantly increase the scope of IGIS's work.

IGIS works closely with the Attorney-General's Department and other departments and oversight bodies in contributing to legislative development and reform. Among other things, IGIS provides comments on draft bills to articulate any impact on the national security legislative framework and IGIS oversight.

### *Impact of COVID-19*

Through 2020 the COVID-19 pandemic resulted in IGIS making some changes to work arrangements, including the postponement of some activities. IGIS anticipates that the COVID-19 pandemic will be enduring through this reporting period. Although domestic and international travel restrictions may affect the process of some oversight activities, IGIS will apply a range of alternative investigative methods to deliver successfully on its performance objectives.

### *Advances in technology*

The success of IGIS's oversight regime relies on its ability to understand the activities of the intelligence agencies. Traditionally, IGIS has developed this understanding through the breadth and depth of its inspection activities. However, the pace of technological change – and its effect on agency operations – means IGIS's oversight model also needs to evolve. This change is already happening, and it will continue over the reporting period as IGIS further develops strategies and expertise to address the impact of technology on its oversight activities.

### Capability

As a small agency IGIS accesses shared services arrangements from the Attorney-General's Department for the provision of services that support capability. This includes some information communication technology (ICT), financial and human resources services. Additionally IGIS accesses some financial services via the Cultural and Corporate Shared Services Centre provided by the National Museum of Australia.

## People capability

IGIS is a specialised agency whose people are central to achieving its strategic priorities. IGIS appreciates the value of a diverse and inclusive workplace culture and the need to foster excellence and expertise in our staff.

In recognition of its anticipated expanded jurisdiction, IGIS continues to seek to attract and recruit additional personnel to expand its workforce, alongside developing and retaining its current skilled workforce. Over the life of this plan, IGIS expects to continue to experience challenges in attracting and retaining the necessary skilled and experienced workforce.

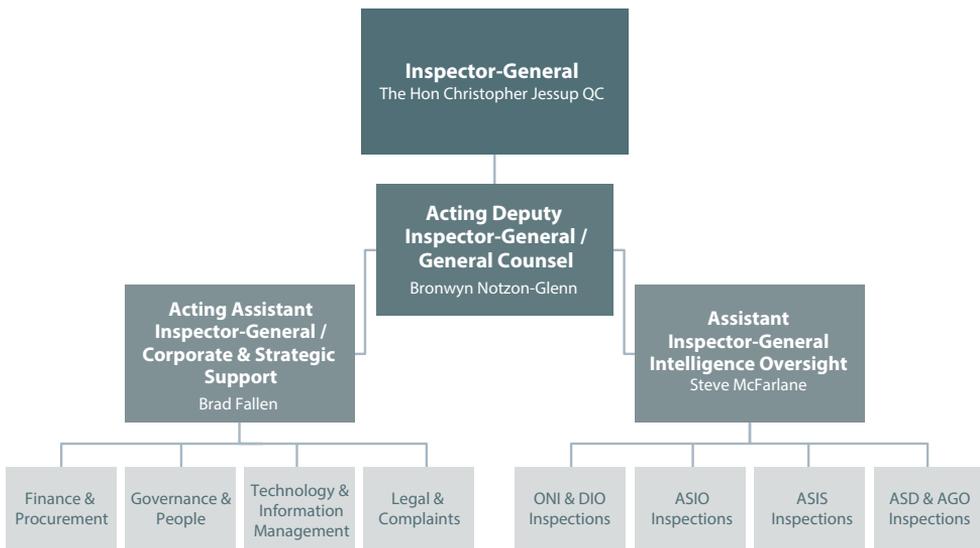
Due to the small size of IGIS, the loss of key and experienced personnel can pose particular challenges. The high security clearance required can at times lead to long delays between the selection of new staff and the commencement of their work at IGIS. This results in particular importance being placed on the retention of staff, long term recruitment planning, flexible working arrangements, and workplace training that promotes leadership skills and succession planning.

IGIS development and retention workforce strategies include:

- regular bulk and specialised recruitment activities, including secondments
- integrating branch plans with learning and development, diversity and inclusion and recruitment strategies
- encouraging employee mobility across the agency
- strategic recruitment of staff to fill existing and future capability gaps
- providing a flexible work environment through a variety of initiatives
- supporting managers to plan for succession, recruitment and learning and development needs.

IGIS's organisational structure is designed to empower staff to perform their roles effectively and be supported by experienced leaders with ready access to the IGIS Executive.

**Figure 1.1: IGIS organisational structure at 1 July 2021**



## *Infrastructure*

During initial COVID-19 restrictions IGIS identified specific tasks and functions that could be performed remotely. This provided the opportunity to capitalise on the positive aspects of a limited mobile workforce and for flexible working to become more normalised.

IGIS's ICT mobility is dependent on its shared services arrangement with the Attorney-General's Department which provides IGIS staff access to a remote working platform.

## *Digital records and governance*

IGIS is developing an Information Governance Framework that is appropriate for an expanded workforce, and is updating the architecture and management of its information holdings. This will bring IGIS's records and governance in line with Commonwealth information management policies across electronic and hardcopy systems. IGIS is progressing to improve its recordkeeping to a fully digital environment as far as possible.

## **Risk**

In 2021, IGIS developed a comprehensive new Risk Management Policy and Framework which provides a structured and consistent approach to identifying, analysing and mitigating risk.

IGIS monitors and reviews risk against the following categories:

- business continuity and disaster recovery
- cyber
- fraud
- health, safety and wellbeing
- legal compliance
- organisational resources (financial and workforce)
- reputation
- security.

IGIS's risk oversight and management tools include its Risk Management Framework, risk appetite and risk tolerance statements, risk register, Audit Committee reviews, Business Continuity Plan and Security Plan. IGIS undertakes the following activities focused on effective risk management:

- annual review of the Risk Management Framework and risk appetite and risk tolerance statements
- regular strategic and operational risk reporting to the IGIS Executive, with the Audit Committee providing independent oversight
- six monthly review of the risk register at a Senior Officers Meeting and Executive Committee Meeting. Earlier reviews may be conducted if a risk emerges and risk assessments need to be updated.

The regular monitoring and reporting of risk allows IGIS to engage actively in its risk management process and reassess strategic risks. The Audit Committee provides advice to the Inspector-General about IGIS's risk control framework, governance, compliance and financial accountability.

During the period of this plan, it is anticipated that the strategic risks being managed by IGIS will grow as a result of oversight of additional agencies. IGIS will manage these risks through strong planning, building effective stakeholder relationships and review and updating of the risk register.

## Cooperation

IGIS maintains cooperative relationships with a range of other agencies and entities:

- The intelligence agencies. The culture of compliance that exists within the intelligence agencies, including a preparedness to self-report, helps to facilitate inspections conducted by IGIS.
- Other integrity and oversight agencies. The oversight role of IGIS complements that of other Commonwealth integrity and oversight agencies, such as the Commonwealth Ombudsman, the Australian Commission for Law Enforcement Integrity and the Office of the Australian Information Commissioner. Regular consultation provides the opportunity to strengthen cooperative approaches. Any potential issues of operational or jurisdictional overlap are managed cooperatively.
- The Five Eyes Intelligence Oversight and Review Council. Cooperative relationships with international intelligence oversight and review organisations from the Five Eyes nations strengthens our approach to intelligence oversight. The sharing of ideas and approaches assists IGIS to adapt and respond to emerging issues and improve how it operates.

## PERFORMANCE

In 2021, IGIS commenced work to refresh its performance framework, including its objectives and performance measures, to ensure it provided a useful tool by which to manage the work of IGIS. The refreshed framework is aligned with IGIS's key activities to create linkages between its purpose, activities and performance.

<b>Objective 1: Inquiries</b>					
<b>Provide ministers, and to the extent possible the public, with independent information by conducting inquiries relating to legality, propriety and consistency with human rights.</b>					
No.	Measure	Target			
		2021–22	2022–23	2023–24	2024–25
1.1	[IGIS Act, s 15] The percentage of inquiries where, before the commencement thereof, the responsible minister and/or the head of the relevant agency and/or the Secretary of Defence (as required) were informed.	100%	100%	100%	100%
1.2	[IGIS Act, s 16] The percentage of inquiries where, before the commencement thereof, regard was had to the functions of, and consideration was given to consulting, the Auditor-General and/or the Ombudsman.	100%	100%	100%	100%
1.3	[IGIS Act, s 21] The average number of days, after the completion of an inquiry, within which a draft report is given to the responsible minister and/or the head of the relevant agency and/or the Secretary of Defence (as required).	Baseline to be established	Analysis against 2021–22	Analysis against 2022–23	Analysis against 2023–24
1.4	[IGIS Act, s 22] The average number of days, after receiving comments (or after the passing of a reasonable time without the receipt of comments) within which the final report is prepared and a copy given to the responsible minister and/or the head of the relevant agency and/or the Secretary of Defence (as required).	Baseline to be established	Analysis against 2021–22	Analysis against 2022–23	Analysis against 2023–24

## Objective 2: Inspections

Provide ministers, and to the extent possible the public, with independent information by conducting regular inspection of a range of operational activities to monitor the legality, propriety and consistency with human rights of intelligence agencies.

No.	Measure	Target			
		2021–22	2022–23	2023–24	2024–25
2.1	The number of intelligence agencies in respect of which an inspection plan has been prepared by September in the relevant year.	Six	Six	Six	Six
2.2	[IGIS Act, s 25A] The number of intelligence agencies in respect of which the responsible ministers have been provided with reports about key inspection activities at least every six months in the relevant year.	Six	Six	Six	Six
2.3	The number of intelligence agencies with whose senior officers the IGIS Executive conferred at least every six months in the relevant year.	Six	Six	Six	Six
2.4	In relation to compliance incidents coming to the attention of inspection teams, the average number of days taken by the teams to complete their investigations and, where required, their reports.	Baseline to be established	Analysis against 2021–22	Analysis against 2022–23	Analysis against 2023–24

### Objective 3: Complaints

Investigate complaints made by the public, or by a current or former staff of an intelligence agency, about the activities of an intelligence agency.

No.	Measure	Target			
		2021–22	2022–23	2023–24	2024–25
3.1	The average number of days, after receipt of a complaint, within which an acknowledgement is sent to the complainant.	Baseline to be established	Analysis against 2021–22	Analysis against 2022–23	Analysis against 2023–24
3.2	[IGIS Act, s 10(2)] The average number of days, after receipt of an oral complaint, within which the complaint is put, or the complainant is required to put the complaint, in writing.	Baseline to be established	Analysis against 2021–22	Analysis against 2022–23	Analysis against 2023–24
3.3	[IGIS Act, ss 11, 14] The average number of days, after receipt of a complaint, within which it is decided that: <ul style="list-style-type: none"> <li>• the complaint is not within authority; or</li> <li>• the complaint is within authority, but there will be no inquiry; or</li> <li>• there will be an inquiry; or</li> <li>• a preliminary inquiry is necessary.</li> </ul>	Baseline to be established	Analysis against 2021–22	Analysis against 2022–23	Analysis against 2023–24
3.4	[IGIS Act, s 14] The average number of days, after completion of a preliminary inquiry, within which it is decided whether the complaint is within authority, and if so, whether there will be an inquiry.	Baseline to be established	Analysis against 2021–22	Analysis against 2022–23	Analysis against 2023–24
3.5	[IGIS Act, s 12] Where there has been no, or no further, inquiry, the average number of days within which the complainant has been informed accordingly.	Baseline to be established	Analysis against 2021–22	Analysis against 2022–23	Analysis against 2023–24

### Objective 3: Complaints (continued)

Investigate complaints made by the public, or by a current or former staff of an intelligence agency, about the activities of an intelligence agency.

3.6	[[GIS Act, s 12] The number of intelligence agencies in respect of which the agency head, and the responsible minister, have been informed, at least once in the relevant year, of the complaints where there were no, or no further, inquiries.	Baseline to be established	Analysis against 2021–22	Analysis against 2022–23	Analysis against 2023–24
3.7	[[GIS Act, s 23] The average number of days, after the required agreement with the head of the relevant agency, within which a response relating to the inquiry is given to the complainant and to the responsible minister.	Baseline to be established	Analysis against 2021–22	Analysis against 2022–23	Analysis against 2023–24

## Objective 4: Public Interest Disclosures

Receive and, where appropriate, investigate authorised disclosures about suspected wrongdoing within an intelligence agency.

No.	Measure	Target			
		2021–22	2022–23	2023–24	2024–25
4.1	The average number of days, after receipt of a disclosure, within which an acknowledgement is sent to the complainant.	Baseline to be established	Analysis against 2021–22	Analysis against 2022–23	Analysis against 2023–24
4.2	[PID Act, s 43(2)] The average number of days, after receipt of a disclosure, within which to decide whether there is a reasonable basis on which to consider the disclosure to be an internal disclosure.	Baseline to be established	Analysis against 2021–22	Analysis against 2022–23	Analysis against 2023–24
4.3	[PID Act, s 43(1)] The average number of days, after receipt of a disclosure, within which to allocate the handling of the disclosure.	Baseline to be established	Analysis against 2021–22	Analysis against 2022–23	Analysis against 2023–24
4.4	[PID Act, ss 48, 49, 50] The average number of days, after allocation of a disclosure to the Inspector-General, within which the discloser is informed that: <ul style="list-style-type: none"> <li>the disclosure will be investigated, and whether under the PID Act or the IGIS Act; or</li> <li>the disclosure will not be investigated.</li> </ul>	Baseline to be established	Analysis against 2021–22	Analysis against 2022–23	Analysis against 2023–24
4.5	[PID Act, s 52] The average number of days, after allocation of a disclosure to the Inspector-General, within which the investigation is completed.	Baseline to be established	Analysis against 2021–22	Analysis against 2022–23	Analysis against 2023–24
4.6	[PID Act, s 51(1)] The average number of days, after completion of an investigation, within which a report of the investigation is prepared.	Baseline to be established	Analysis against 2021–22	Analysis against 2022–23	Analysis against 2023–24
4.7	[PID Act, s 51(4)] The average number of days, after preparation of the report, within which a copy is given to the discloser.	Baseline to be established	Analysis against 2021–22	Analysis against 2022–23	Analysis against 2023–24





