



VICTORIA POLICE

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COUNTER TERRORISM STRATEGY 2018-2021



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MESSAGE FROM THE CHIEF COMMISSIONER



THE VICTORIAN SECURITY ENVIRONMENT HAS ALTERED SIGNIFICANTLY SINCE THE RELEASE OF THE *VICTORIA POLICE COUNTER TERRORISM FRAMEWORK* IN NOVEMBER 2013.

On an international level, we have witnessed the emergence and influence of groups like the Islamic State of Iraq and Syria (ISIS), which have, directly and indirectly, significantly altered the global and local threat environment. Adhering to a violent Islamist ideology, ISIS and other similar groups, such as al Qaeda, have inspired and committed acts of violent extremism across the world, including Victoria.

Events in the Middle East, and their manipulation by terrorist groups, have also led an unprecedented number of Victorians, mostly Muslim youth, to travel to the region to either support, or become, foreign fighters. The spread of terrorist propaganda, particularly through social media, has resonated with a small, but significant number of individuals who in addition to being drawn to international conflict zones, are also encouraged to engage in attacks, including as lone actors, in our community.

In September 2014, Australia increased the National Terrorist Threat Level to High. Less than two weeks later, a radicalised youth attacked police in Victoria, marking Australia's first domestic terrorist attack in decades. Since then, Victoria and NSW have also experienced a number of lone actor attacks. This is in addition to the disruption of numerous terrorism-related plots and activities in Victoria, NSW and Queensland.

In response to the rising fear of terrorism, many countries, including Australia, have witnessed resurgence in, and support for, extreme right wing groups. Espousing anti-Islamic and anti-immigration sentiments, these groups have incited acts of violence and property damage, some of which have been directed at minority communities. The activities of these groups and their supporters have also led to violent confrontations with other political activists.

Recognising the increasingly complex and threatening nature of the security environment, Victoria Police established the Counter Terrorism Command in late 2015. The Command not only consolidates for the first time Victoria Police's core counter terrorism functions, but also brings to bear unprecedented resources and capabilities. From specialist investigators and analytical teams, to forensic psychologists and researchers, the Command is well positioned to understand and meet the complex and evolving nature of the terrorist threat, regardless of its source or motivation.

Given the evolution of this threat in recent years, along with Victoria Police's structural realignment, it is appropriate and timely that our strategic approach to counter terrorism be revisited. As a result, we have developed the *Victoria Police Counter Terrorism Strategy 2018-21*. This document fulfils a number of functions, including articulating Victoria Police's current and future counter terrorism priorities and activities. Importantly, it also seeks to heighten awareness of, and make more transparent, Victoria Police's counter terrorism activities and guiding principles. In this way, we not only hope to de-mystify what we do, but also encourage an understanding and acceptance that effective counter terrorism responses are dependent on the involvement and support of all Victorians.

Graham Ashton AM
Chief Commissioner

VISION

Protect Victoria from terrorism and other forms of violent extremism through intelligence-led, evidence-based and proactive services underpinned by innovation and collaboration that is supported by relevant legal frameworks.

PURPOSE

THE AIM OF THIS STRATEGY IS TO:

- Describe Victoria Police's counter terrorism response via the core focus areas of Prevention, Protection, Disruption and Response;
- Identify those activities and actions, current and future, that will support each of these focus areas;
- Ensure our diverse counter terrorism activities and responsibilities work toward the attainment of a clearly defined vision; and
- Increase awareness and transparency of Victoria Police's counter terrorism activities and priorities.



THE THREAT

THE THREAT TO PUBLIC SAFETY IN VICTORIA FROM POLITICALLY AND IDEOLOGICALLY MOTIVATED VIOLENCE HAS EVOLVED IN THE RECENT PAST, INFLUENCED BY EVENTS OVERSEAS, BUT RESTRICTED TO SOME EXTENT BY OUR UNIQUE CIRCUMSTANCES.

An attack on police by an individual inspired by the Islamic State of Iraq and Syria (ISIS) in late 2014 signalled a change from groups plotting attacks, to lone actors operating with simple weapons and tactics. There has also been a turn to violence amongst protesters from both left-wing and right-wing issue motivated groups that are impacting on public safety.

The conflict in Syria and Iraq is a large scale human tragedy that has destabilised the Middle East region and influenced militant actors across the world. Outside the conflict zone, Islamist groups across Asia and Africa have pledged allegiance to ISIS, continuing or escalating their brutal campaigns, killing hundreds and wounding or displacing tens of thousands. The spectre of returning foreign fighters is a cause for concern, particularly for our nearest neighbours in South East Asia, as these individuals are likely to retain a commitment to violence and extreme beliefs. In Europe and North America, small groups and lone actors inspired or directed by ISIS or al-Qaeda have undertaken attacks on civilians and police. While ISIS has recently undergone significant territorial loss, to the point where its self-declared Caliphate is all but non-existent, the group retains the intention and capability to direct or inspire attacks throughout many parts of the world. This situation is unlikely to change in the short to medium term.

In Victoria, terrorism inspired by Salafi-jihadi ideology remains the primary threat. Social media has extended the reach of this ideology and amplified its impact on those vulnerable to radicalisation. Images of conflict and skilfully crafted propaganda from groups like ISIS have encouraged a small number of Victorians to attempt travel to the conflict zone, plot local attacks or provide funds to extremists. The propaganda that influences these people also continues to encourage low capability, lone actor attacks, a call that has been heeded throughout the world. These attacks often occur in crowded places for the purpose of maximising casualties and amplifying their propaganda value. However, these attacks also target individuals identified by terrorists as being high value or which possess symbolic value. Police, for instance, remain a high priority target among terrorists, as revealed in a number of incidents in Australia, including Victoria, in recent years. Ultimately, the challenges in identifying and mitigating low capability, lone actor threats, is highly complex, a situation exacerbated by the increasing prominence of mental health issues among terrorists.

However, it is also important to acknowledge that the threat of terrorism can come from multiple sources and be inspired by a range of ideological or political causes. For instance, in 2016 in Melbourne, a right-wing extremist was charged with terrorism-related offences for the first time in Australia's history. Protest movements encompassing a range of issues have emerged in many parts of the world, including Australia, and while generally peaceful, fringe elements may be inclined to engage in various forms of violence, including acts of terrorism.

The threat of terrorism in Victoria is highly dynamic, a reflection of the many local and international factors that can shape the environment. Moreover, many of these factors are interactive, with the result that it can be very difficult to anticipate how the threat will evolve. Despite this, it is imperative that we continue to be alert to the possibility of threats emerging from new and unexpected sources, regardless of their religious, political or ideological roots. Critically, this attentiveness must also extend to changes in the dynamics of terrorism, including methods of operation, the application of new technologies and individuals' highly idiosyncratic and personal motivations. In this way, Victoria Police, with the support of community, government and other agencies, will continue to place itself in the strongest position possible to meet the challenges ahead, regardless of the form they might take.

In November 2015 Australia adopted the new National Terrorism Threat Advisory System (NTTAS). Comprising five levels, the NTTAS indicates and provides advice about the likelihood of an act of terrorism occurring in Australia. The National Terrorism Threat Level is regularly reviewed in line with the security environment and intelligence. When the threat level changes, the Australian Government will provide advice on what the new threat level means - where the threat is coming from, potential targets and how a terrorist act may be carried out. Facing one of the most significant terrorism-related threat environments in our nation's history, the public should continue to exercise caution and report any suspicious incidents to the National Security Hotline by calling 1800 123 400 or Crime Stoppers on 1800 333 000. Life-threatening situations should be reported to the police by calling Triple Zero (000).



OUR RESPONSE

CONSISTENT WITH OUR NEED TO ENGAGE IN THE FULL SPECTRUM OF ACTIVITIES NECESSARY TO PREVENT, COUNTER AND RESPOND TO THE THREAT OF TERRORISM AND VIOLENT EXTREMISM, ALL OUR EFFORTS WILL ALIGN WITH AND SUPPORT ONE OR MORE OF THE FOLLOWING FOCUS AREAS:

PREVENTION

STOP INDIVIDUALS FROM BECOMING TERRORISTS OR SUPPORTING VIOLENT EXTREMISM

- » Since we believe that prevention is better than cure, we are committed to stopping people from wanting to engage in terrorist behaviour in the first instance. Every terrorist-related incident, including those involving the arrest of suspected terrorists, can have damaging effects across a range of areas. These incidents can heighten inter-community tensions, negatively impact perceptions of public safety, and be exploited by terrorist propaganda. Current actions include:
 - Delivery of a dedicated early intervention program to support individuals at risk of being radicalised to violence
 - Supporting the implementation of a terrorist rehabilitation and reintegration program

PROTECTION

REDUCE THE VULNERABILITY OF VICTORIA TO ACTS OF TERRORISM AND VIOLENT EXTREMISM

- » Terrorists, through their propaganda and actions, have demonstrated a preference to attack specific locations and sites. These include crowded places and infrastructure. It is therefore critical that Victoria Police, in partnership with other areas of government and private industry, work to mitigate the risk associated with these and other potential targets. Current actions include:
 - Supporting the development of local and national resilience guidelines such as the *Active Armed Offender Guidelines for Crowded Places*
 - Engagement with industry and government partners, including through bodies such as the Australia-New Zealand Counter Terrorism Committee's (ANZCTC) Crowded Places Advisory Group (CPAG).

DISRUPTION

IDENTIFY AND DISRUPT SPECIFIC THREATS OF TERRORISM AND OTHER FORMS OF VIOLENT EXTREMISM

- » It is not always possible to prevent individuals from wanting to engage in acts of terrorism or violent extremism. As a result, it is vital that Victoria Police, along with our partner agencies, are able to proactively identify and mitigate threats to the Victorian community. To do this requires an ability to gather and analyse intelligence, collect evidence, invest in innovative technologies, and establish and operate within an enabling legal framework. Ultimately, our disruption activities need to be carried out in a timely, effective and proportionate manner. Current actions include:
 - Maintenance of a strong intelligence collection and investigations capability, particularly through the activities of the Counter Terrorism Command's (CTC), Security Intelligence Unit
 - Substantial commitment to the Victorian Joint Counter Terrorism Team (JCTT)

RESPONSE

MANAGE THE SHORT AND LONG TERM CONSEQUENCES OF AN ACT OF TERRORISM OR VIOLENT EXTREMISM

- » In the event of an act of terrorism in Victoria, an immediate response will be required to mitigate its short term effects. This immediate response, which will usually last anywhere from a few hours to several days, seeks to protect life and property and contain the effects of an incident. Current actions include:
 - Engaging in extensive exercising to ensure that our engagement with critical partners and response to a range of incidents is well-practiced and refined
 - Maintenance of a capacity, through the Joint Intelligence Group (JIG), to provide a coordinated intelligence response to an act of terrorism

ORGANISATIONAL SETTING

THE ACTIVITIES AND GUIDING PRINCIPLES CONTAINED IN THIS STRATEGY ARE ALIGNED WITH A RANGE OF OTHER KEY VICTORIAN AND COMMONWEALTH COUNTER TERRORISM PLANS AND FRAMEWORKS. THESE INCLUDE VICTORIA'S *COUNTER-TERRORISM STATEMENT 2017*, THE *NATIONAL COUNTER TERRORISM PLAN 2017* AND *AUSTRALIA'S COUNTER TERRORISM STRATEGY 2015*.

Our approach to counter terrorism is consistent with, and an extension of, the eight transformation pathways outlined in the *Victoria Police Capability Plan*. These pathways outline the organisational changes needed to further promote a safe, secure and orderly society. They also highlight areas for capability development in reshaping the way Victoria Police will operate by 2025, in addition to guiding our investment priorities, policy decisions and planning processes.

The principles and activities articulated in this strategy are also guided by Victoria Police's organisational values and attendant behaviours, including safety, integrity, leadership, respect, flexibility, support and professionalism.

Finally, Victoria Police's counter terrorism activities are closely aligned and coordinated with our Victorian, Inter-state and Commonwealth partners. From the development of policy, to measures intended to enhance our operational capability, Victoria Police is involved in a range of committees and bodies. This includes the Australia-New Zealand Counter Terrorism Committee (ANZCTC) and its various Sub-Committees and Advisory Groups, whilst at the Victorian level we are involved in bodies such as the Security and Emergency Management Committee of Cabinet (SEMC), the State Crisis and Resilience Council (SCRC) and the Social Cohesion and Community Resilience Ministerial Taskforce.



VICTORIA POLICE COUNTER TERRORISM RESPONSE

PREVENTION

Key actions:

- Community Integration Support Program (CISP).
- Victorian Fixated Threat Assessment Centre (VFTAC).
- Legislative Options.
- Researching terrorism and radicalisation.

DISRUPTION

Key actions:

- Security Intelligence Unit (SIU).
- Joint Counter Terrorism Team (JCTT).
- Forensic psychologists.
- Dedicated legal advice.

COUNTER TERRORISM COMMAND

Supported by:

- Other Victoria Police Commands and Departments, including Crime Command; Intelligence & Covert Support Command; Transit & Public Safety Command.
- Regional Operations/Frontline Policing.
- Victorian, Interstate & Commonwealth governments.
- Commonwealth & State Law Enforcement including Australian Federal Police (AFP); Australian Security Intelligence Organisation (ASIO); Australian Border Force (ABF).
- Inter-jurisdictional bodies such as the Australia-New Zealand Counter Terrorism Committee (ANZCTC).
- International engagement and liaison, including Five Eyes Intelligence Community.
- Academia.
- Community.

PROTECTION

Key actions:

- Support development of local and national resilience guidelines.
- Engagement with industry and government partners.

RESPONSE

Key actions:

- Exercising and Training.
- Joint Intelligence Group (JIG).
- Rapid deployment of critical incident response capabilities.

KEY ACTIVITIES

IN ORDER TO GIVE EFFECT TO THESE FOCUS AREAS, A NUMBER OF KEY ACTIVITIES ARE UNDERTAKEN BY VICTORIA POLICE, PARTICULARLY THE COUNTER TERRORISM COMMAND (CTC). THESE KEY ACTIVITIES, EACH OF WHICH IS IN TURN SUPPORTED BY A RANGE OF CURRENT (AND FUTURE) ACTIONS, COLLECTIVELY FORM THE CORE OF VICTORIA POLICE'S COUNTER TERRORISM EFFORTS.

ACTIVITY 1.

STOP INDIVIDUALS FROM BEING RADICALISED TO VIOLENCE

RELATED FOCUS AREA

- » **Prevention:** stop individuals from becoming terrorists or supporting violent extremism

ACTIVITY DEFINITION

Victoria Police is committed to identifying and supporting Victorians at risk of being radicalised to violence with the aim of preventing them from engaging in illicit behaviour in the first instance. Victoria Police has consequently developed a number of early intervention initiatives delivered in partnership with a range of community groups and other areas of government. In recognition of the complexities involved in the process by which people are radicalised to violence, our early intervention efforts seek to address individuals' ideological, social and mental health needs.

CURRENT ACTIONS

VICTORIAN FIXATED THREAT ASSESSMENT CENTRE

- » A joint Victoria Police and Department of Health and Human Services (DHHS) initiative, the Victorian Fixated Threat Assessment Centre (VFTAC) will deal with fixated individuals who have an intense preoccupation with a highly personalised cause that they pursue to an obsessive and irrational degree. This includes individuals who pose a threat of lone actor attacks and appear to be mentally ill. VFTAC is staffed by a combination of Victoria Police and DHHS staff, including senior mental health clinicians and a forensic psychiatrist.

COMMUNITY INTEGRATION SUPPORT PROGRAM

- » Through the Community Integration Support Program (CISP), we deliver, in partnership with community groups and other areas of government, a dedicated early intervention program which directly engages and supports individuals assessed as being particularly vulnerable to radicalisation to violence. Through the development of individual case management plans, the CISP connects individuals with religious and secular mentors, psychological counselling and educational and vocational opportunities. The CISP also works with convicted terrorists for the purpose of assisting with their rehabilitation and reintegration.

EXPLORE LEGISLATIVE OPTIONS

- » We have worked closely with the Victorian government, including through the Expert Panel on Terrorism and Violent Extremism Prevention and Response Powers, to explore legislative options that support individuals at risk of being radicalised to violence. These options, in exceptional cases, may involve mandating involvement in early intervention programs. Ultimately, the over-riding objective is to maintain community safety by engaging those individuals who are at greatest risk and who stand to benefit most from some form of early intervention activity.

CONDUCT RESEARCH INTO RADICALISATION

- » To enhance our capacity to identify and effectively engage individuals vulnerable to radicalisation to violence, we have invested heavily in innovative research, often in partnership with world-leading academics and institutions. This research has contributed significantly to our understanding of how and why individuals are recruited into the world of violent extremism, along with how best to mitigate this risk. Ultimately, these activities ensure that our responses, including those grounded in early intervention, are founded on empirically-based research and evidence.

TRAINING OUR MEMBERS TO IDENTIFY INDICATORS OF RADICALISATION TO VIOLENCE

- » To assist our members to recognise individuals who are vulnerable to radicalisation to violence, all Victoria Police frontline members engage in mandatory online training. This training, which is based on research undertaken by Victoria Police in partnership with academia, aims to raise members' awareness of the indicators of radicalisation to violence, including those relating to individuals' social relations, ideological beliefs and associated criminal activities. Ultimately, the purpose is to provide Victoria Police the means to identify individuals most at risk and to assess their suitability for early intervention.

CONTRIBUTE TO THE DEVELOPMENT OF NATIONAL CAPABILITY

- » Due to Victoria Police's experience in the area of early intervention, we provide support to a number of Victorian and Commonwealth programs and advisory groups to enhance local and national capability. This work is done predominantly through Victoria Police's involvement in, and support for, the activities conducted through the ANZCTC's Countering Violent Extremism Sub-Committee (CVESC) and Victoria's Community Resilience Unit (CRU).

FUTURE ACTIONS

EXPAND OUR EARLY INTERVENTION CAPABILITIES

- » Victoria Police will expand our capacity to engage individuals within the community at risk of being radicalised to violence. It is our intention to enhance early intervention as a key element of the process by which we manage the risk of terrorism and violent extremism. This includes exploring the potential role of early intervention in mitigating the risks associated with individuals that may return to Victoria from international conflict zones, particularly those in the Middle East.

CONTINUED DEVELOPMENT OF EVALUATION METHODOLOGIES

- » The utility of our early intervention work is heavily dependent upon our ability to evaluate and accurately measure participants' progress. It is critical that the methods we utilise for this purpose are systematic, robust and reflect the evolving nature of the threat itself. As a result, we will continue to revise and refine our evaluation methods and tools, a process that will be informed by our own research activities and direct observations of the evolution of the threat.

ACTIVITY 2.

ENHANCE THE RESILIENCE OF CROWDED PLACES AND INFRASTRUCTURE

RELATED FOCUS AREA

- » **Protection:** reduce the vulnerability of Victoria to acts of terrorism or violent extremism
- » **Response:** manage the short and long term consequences of an act of terrorism or violent extremism

ACTIVITY DEFINITION

Local and international examples demonstrate that terrorists continue to maintain an interest in attacking crowded places and infrastructure. This includes transportation and communications networks, water and energy, entertainment hubs and other areas where large numbers of people gather. From the terrorists' perspective, attacks on these areas fulfil a number of functions, including causing significant disruption, generating fear, and inflicting mass casualties. Given the strong interest among terrorist groups and sympathisers in attacking these locations, combined with the high impact of such attacks on society, it is critical that Victoria Police, in partnership with private industry and other areas of government, build resilience against the likelihood and consequences of these incidents.

CURRENT ACTIONS

SUPPORT THE DEVELOPMENT OF LOCAL AND NATIONAL RESILIENCE GUIDELINES

- » Victoria Police has been actively involved in the development of local and national strategies and guidelines designed to enhance our resilience against, and the consequences of, acts of terrorism and violent extremism. This has included Victoria Police's leadership role in the development of the ANZCTC's *Active Armed Offender Guidelines for Crowded Places*, which seeks to highlight the key role private stakeholders can play in developing and implementing appropriately informed prevention, preparedness, response and recovery arrangements to reduce the risks associated with active armed offenders in crowded places. Victoria Police has also contributed to the development of other guidelines, including *Australia's Strategy for Protecting Crowded Places from Terrorism*; *Hostile Vehicle Guidelines for Crowded Places*; and, the *Improvised Explosive Device (IED) Guidelines for Crowded Places*.

ENGAGEMENT WITH INDUSTRY AND GOVERNMENT PARTNERS

- » Victoria Police engages extensively with private industry and other areas of government as we seek to support our collective efforts to build resilience around infrastructure and crowded places. Victoria Police, particularly through the Counter Terrorism Command (CTC), is actively involved in the recently established ANZCTC's Crowded Places Advisory Group (CPAG), which provides a forum for all jurisdictions to share information, initiate strategies and oversight activities on issues and best practice relating to the protection of crowded places. Locally, the Command has also established the Victorian Crowded Places Network, which among other roles, seeks to facilitate information exchange between key stakeholders. Through the provision of threat information, Victoria Police also supports the activities of the Sector Resilience Networks (SRN), a key interface between industry and government for each of the eight critical infrastructure sectors. Finally, we facilitate the involvement, where appropriate, of industry and other government departments in Victoria Police led exercising to explore, test and develop enhanced capability.

FUTURE ACTIONS

COUNTER TERRORISM LIAISON OFFICER NETWORK

- » The CTC will develop, implement and coordinate a Victoria Police Counter Terrorism Liaison Officer Network, the purpose of which will be to facilitate increased opportunities for local-level engagement between police, other areas of government and industry. Guided by the *Australia's Strategy for Protecting Crowded Places from Terrorism*, this network, whilst coordinated through the Counter Terrorism Command, will seek to provide local stakeholders support and 'best practice' guidance on protecting and enhancing the resilience of the crowded places sectors.

DEVELOPMENT OF A PROTECTIVE SECURITY ADVISOR CAPABILITY

- » Through Victoria Police's involvement in the Crowded Places Advisory Group (CPAG), explore the development of a Protective Security Advisory (PSA) Capability. The PSA Capability will enhance the provision of nationally-consistent security advice provided by government agencies. This security advice, to be provided to owners and operators of critical infrastructure and crowded places, will focus on reducing vulnerability in a 'whole life plan', with an emphasis on longevity and sustainability. This capability will include the development and delivery of nationally-consistent protective security training programs in mitigating against identified terrorist weapons and tactics.

ACTIVITY 3.

KNOWLEDGE ACQUISITION AND SHARING

RELATED FOCUS AREA

- » **Prevention:** stop individuals from becoming terrorists or supporting violent extremism
- » **Protection:** reduce the vulnerability of Victoria to acts of terrorism and violent extremism
- » **Disruption:** identify and disrupt specific threats of terrorism and other forms of violent extremism

ACTIVITY DEFINITION

Victoria Police is committed to acquiring and sharing new information and knowledge in the interests of mitigating the threat of terrorism. We understand that counter terrorism is a specialised, even a unique area of policing, and that as a result, developing specialised knowledge is of critical importance. To this extent, Victoria Police has proactively and collaboratively sought to enhance our understanding of the complex and evolving nature of terrorism for the purpose of ensuring our tactical and strategic responses remain aligned to the threat. We also recognise that our capacity to remain innovative is dependent on our ability to maintain a contemporary and nuanced understanding of the threat. Since Victoria Police is also driven by a belief that knowledge sharing optimises decision making and encourages collaboration, we seek to share this knowledge as widely as possible.

CURRENT ACTIONS

RESEARCHING TERRORISM AND RADICALISATION

- » Victoria Police continues to invest heavily in world-leading research to better understand various facets of terrorism and violent extremism. Having formed close relationships with various academic institutions, we have collaboratively examined many issues, ranging from those that assess the circumstances under which individuals may become radicalised to violence (and their accompanying indicators), to those that explore the resilience of communities to terrorism. The outcomes of this work have directly influenced many aspects of Victoria Police's counter terrorism activities, including our training material, risk assessment methodologies, and operational priorities.

BRINGING TOGETHER LOCAL AND INTERNATIONAL COUNTER TERRORISM PRACTITIONERS AND EXPERTS

- » In November 2016, the Counter Terrorism Command (CTC) held its first international counter terrorism forum, *Evolution of the Terrorist Threat – Meeting the Challenge*. In December 2017, CTC, in partnership with the Leadership in Counter Terrorism (LinCT) Alumni Association, hosted another international forum, *Global Terrorism Prevention*. These events brought together some of the world's leading counter terrorism practitioners and experts. We will continue to host similar events, using them as an opportunity to share our collective experiences and knowledge.

CAPABILITY BUILDING FRAMEWORK

- » Victoria Police believe that counter terrorism is an organisation-wide responsibility. As a result, we prepare and deliver training and awareness programs across all levels of the organisation, from frontline staff to specialised areas of Victoria Police and members of Executive Command. This includes programs such as the Counter Terrorism Investigator's Workshop, Cultural Awareness Course, Counter Terrorism Forward Commanders' Course and the Counter Terrorism Behavioural Indicators Training.

PROGRAM EVALUATIONS

- » In the interests of ensuring that our activities are achieving the desired outcomes, we subject our key activities and programs to rigorous evaluation processes. This enables us not only to determine the effectiveness of what we do, but also to refine our activities where opportunities for improvement are identified. The recently completed evaluation of the Community Integration Support Program (CISP) is an example of such activity. Where appropriate, and in the interests of contributing to the knowledge and capabilities of others, we share the outcomes of these evaluations with areas outside Victoria Police.

FUTURE ACTIONS

EXPAND ENGAGEMENT IN INNOVATIVE RESEARCH

- » Victoria Police will continue to identify, and engage in, innovative and practically-focused research. In doing so, we will maintain our practice of partnering with local and international centres of higher learning, and where practicable, community-based organisations. These activities will not only continue to help us maintain a nuanced understanding of terrorism, but also identify tactical and strategic responses directly aligned with our understanding of the threat. We will also endeavour to make the outcomes of this research as widely available as possible to help inform thinking among those with a counter terrorism mandate.

EXPAND OUR KNOWLEDGE AND INFORMATION SHARING ARRANGEMENTS

- » The CTC will identify opportunities to expand its knowledge and information sharing arrangements, particularly with owners and operators of infrastructure and crowded places. Through the provision of timely and accessible information, the CTC will ensure that owners and operators are kept abreast of key developments in the threat environment, including lessons learned for those with a counter terrorism mandate. Access to this information will also be provided through a newly-developed intelligence product to be issued periodically by the CTC.

ACTIVITY 4. PROACTIVE IDENTIFICATION OF THREATS

RELATED FOCUS AREA

- » **Prevention:** stop individuals from becoming terrorists or supporting violent extremism
- » **Disruption:** identify and disrupt specific threats of terrorism and other forms of violent extremism

ACTIVITY DEFINITION

Due to the high impact of terrorism, it is critical that Victoria Police be proactive in our identification of terrorist threats. Our capacity to do this is strongly reliant on our ability to collect and analyse intelligence in a timely and methodical manner. In acknowledgement that the local security environment is heavily influenced by events and circumstances beyond Victoria, we also collaborate and exchange intelligence with our national and international law enforcement and intelligence partners. The methods used to collect this intelligence have evolved considerably, so that we now use a combination of traditional and innovative techniques that provide us an all-source collection capability. The nature of intelligence is such that even a single piece of information can be vital in identifying or verifying a terrorist threat. Community members and frontline police are often not in a position to determine the full importance or relevance of these isolated pieces of information. Only by combining them with other intelligence, and subjecting them to rigorous analysis, may their true value be determined. It is for this reason that we have also invested heavily in our ability to evaluate, assess and analyse this intelligence. To this extent, we have a range of specialists working in, and with, the Counter Terrorism Command (CTC), including subject-matter experts, mental health specialists, and strategic and tactical analysts.

CURRENT ACTIONS

MAINTAIN A STRONG INTELLIGENCE COLLECTION CAPABILITY

- » The CTC has a strong and independent intelligence collection capability. With multiple teams of police investigators and analysts that proactively gather intelligence through an assortment of methods, we maintain an accurate and contemporary picture of the Victorian threat environment. This capability is enhanced through the intelligence collection efforts of other areas of Victoria Police, including the Intelligence and Covert Support Command and frontline members. Importantly, these efforts are supported by critical information provided by members of the community, including through Crime Stoppers and the National Security Hotline (NSH).

INTEGRATED INTELLIGENCE SHARING ARRANGEMENTS

- » The CTC has robust and well-established intelligence sharing arrangements with a range of law enforcement and intelligence services, including the Australian Federal Police (AFP) and the Australian Security Intelligence Organisation (ASIO). This helps ensure that we can bring to bear our collective resources and capabilities to identify and mitigate terrorist threats. Moreover, these arrangements mean that our intelligence collection efforts are coordinated in a manner that avoids duplication or can inadvertently lead us to work at cross purposes.

SPECIALIST AND STRATEGIC INTELLIGENCE CAPABILITY

- » The CTC has developed a team of subject-matter experts and strategic analysts to proactively identify shifting threats and opportunities whilst developing innovative responses in support of the Command's operational and strategic objectives. Monitoring a range of local and international sources, this team produce an assortment of intelligence products, including those that seek to forecast developments in the context of the terrorist threat environment, identify emerging trends, and critically analyse local and global events of interest. These products in turn inform and shape thinking and decision making at various levels throughout the Command and Victoria Police.

FORENSIC PSYCHOLOGISTS

- » While our subject-matter experts and analysts provide an important capacity to assess risk, our forensic psychologists bring an additional layer of analysis to this process. The behavioural and cognitive insights they are able to provide allows Victoria Police to assess individuals' risk profiles with a level of depth and nuance previously unavailable. Our forensic psychologists also provide critical advice on a range of other areas of work undertaken by the CTC, including those centred on early intervention and investigations. This is in addition to the expert advice and support provided by the Victorian Fixed Threat Assessment Centre (VFTAC).

FUTURE ACTIONS

CONTINUE TO EXPLORE AND EXPLOIT TECHNOLOGICAL OPPORTUNITIES

- » The nature of the terrorist threat is never static. It continually adapts, evolves and transforms as it takes advantage of new opportunities and or mitigates vulnerabilities. As part of this process, terrorists routinely adapt to new technologies, including for operational security and propaganda purposes. It is critical that we also adapt and evolve to meet, and where possible, anticipate these developments. To this extent, we will continue to seek out technological opportunities, regardless of where they may be in the world, and adapt them for use within Victoria Police to counteract the efforts, or degrade the capability, of terrorists.

ESTABLISH A COUNTER TERRORISM FUSION CENTRE

- » The CTC will establish a Fusion Centre to provide greater capacity around its specialist and strategic intelligence capability. Staffed by senior analysts and subject-matter experts, it will vigorously and proactively examine the Command's activities and operating environment in order to maximise control, and minimise surprise and the Command's need to engage in reactive decision making. It will also provide an enhanced capacity to undertake innovative research and conduct reviews of the Command's key activities and processes.

CONTINUOUS REVIEW OF RISK ASSESSMENT PRACTICES AND METHODOLOGIES

- » Our ability to accurately and methodically assess the risk presented by particular individuals and groups in Victoria, and elsewhere, is critical. This capacity in turn dictates the nature and extent of our resource commitment to manage the risk. It is for this reason that Victoria Police will continue to review and refine its risk assessment practices and tools.



ACTIVITY 5. INTEGRATED INVESTIGATIVE CAPABILITY

RELATED FOCUS AREA

- » **Disruption:** identify and disrupt specific threats of terrorism and other forms of violent extremism
- » **Response:** manage the short and long term consequences of an act of terrorism or violent extremism

ACTIVITY DEFINITION

Where our intelligence activities indicate a threat has escalated to the point where a criminal offence has been, or is likely to be, committed, Victoria Police and our partner agencies will commence an investigation. Conducted by the Security Intelligence Unit (SIU) or the Joint Counter Terrorism Team (JCTT), these investigations ultimately seek to disrupt the threat by arresting and charging those involved where criminal behaviour has been detected. As joint investigations, the combined resources and capabilities of participating agencies are brought to bear. This integrated investigative capability, with support from a range of other areas within Victoria Police (including the Crime Command) and elsewhere, will also be deployed in the event of an actual terrorist attack or some other critical incident.

CURRENT ACTIONS

SECURITY INTELLIGENCE UNIT

- » The SIU is located within the Operations Division of the Counter Terrorism Command (CTC) and is responsible for the collection and dissemination of security related intelligence. To achieve their purpose the SIU work closely with frontline members and employ various tools and methodologies to conduct both proactive and reactive intelligence investigations into persons and groups of interest to the Victorian security environment. All National Security Hotline (NSH) information reports which concern Victoria are disseminated to SIU for initial assessment, response and investigation.

VICTORIAN JOINT COUNTER TERRORISM TEAM

- » The CTC makes a substantial investigative contribution to the Victorian JCTT, which also includes representatives from the Australian Federal Police (AFP) and the Australian Security Intelligence Organisation (ASIO). With significant investigative resources and expertise at its disposal, the JCTT provides an integrated investigative capability with analytical support. With a focus on preventing acts of terrorism, the JCTT engages in investigations in both domestic and international settings. Where individuals have been charged, the JCTT will also work closely with the Office of the Commonwealth Director of Public Prosecutions (CDPP) during the subsequent brief preparation and court proceedings. Victoria Police's contribution to the JCTT has increased substantially since the formation of the CTC.

MAKE PREPARATIONS FOR THE RETURN OF AUSTRALIAN FOREIGN FIGHTERS

- » With the territorial demise of the Islamic State of Iraq and Syria (ISIS), there is a possibility that Australians fighting for ISIS will endeavour to return to Australia, including Victoria. These individuals may represent a significant security risk because of their exposure to ISIS's ideology and the acquisition of particular skills and experiences. Victoria Police, in conjunction with our law enforcement and intelligence partners, have been making preparations for this possibility, including gathering evidence against those individuals assessed as having breached Commonwealth legislation as a result of their activities overseas.

PROVIDE DEDICATED LEGAL ADVICE

- » The CTC has developed a team of dedicated legal specialists whose role it is to provide counter terrorism legal advice. Counter terrorism legislation, Victorian and Commonwealth, is complex, with the result that our legal specialists are available at any time to provide advice and guidance to all areas of the Command, particularly our investigation areas. This helps ensure that we are always functioning within the bounds of the law and that we make full use of the powers the legislation grants us as part of our efforts to mitigate the threat of terrorism.

FUTURE ACTIONS

EXPLORE OPPORTUNITIES TO INCREASE INVESTIGATIVE CAPABILITY AND CAPACITY

- » Counter terrorism investigations are very complex and resource intensive. Ensuring they are properly resourced is therefore a top priority for Victoria Police. Whilst we have increased our investigative commitment since the establishment of the CTC, we will ensure that we closely monitor the evolving needs of this area. This includes not just staff commitments, but also investigative tools and technology capable of enhancing and protecting our investigative abilities. It is imperative these needs continue to be monitored and assessed through intelligence collection and analysis that not only seeks to accurately describe the current threat, but also forecasts future developments.

DRIVING LEGISLATIVE REFORM

- » It is critical that Victoria Police and our law enforcement partners are provided all the tools necessary to effectively mitigate the terrorist threat. Among our most important tools are those provided to us through legislation to investigate and prosecute individuals that have been radicalised to violence. Given the dynamic and evolving nature of the terrorist threat, however, it is vital that legislation keep abreast of these shifts and developments. To this extent, Victoria Police works closely with government, Victorian and Commonwealth, to identify the need and opportunity for legislative reform. This recently included input into the development of a post-sentence detention regime for convicted terrorists assessed as representing a continuing risk to community safety.

DEVELOPMENT OF AN INVESTIGATIVE COUNTER TERRORISM CADRE

- » In the event of a terrorist attack or some other critical incident, a significant strain is likely to be placed on our specialist investigative capability. As a result, Victoria Police will develop further its counter terrorism Investigations Cadre, a select group of counter terrorism trained investigators who will provide a surge capacity to support the JCTT and the CTC in the event of a terrorist event or terrorist investigation.

ACTIVITY 6.

DELIVER A WELL-PRACTICED AND TIMELY RESPONSE TO ACTS OF TERRORISM

RELATED FOCUS AREA

- » **Disruption:** identify and disrupt specific threats of terrorism and other forms of violent extremism
- » **Response:** manage the short and long term consequences of an act of terrorism or violent extremism

ACTIVITY DEFINITION

In the event of a terrorist attack, a wide range of activities will be initiated, all intended to achieve an equally broad range of outcomes. Primacy for responding to a terrorist attack in Victoria rests with Victoria Police, with the support of other emergency services. Victoria Police's response will be governed largely by its statutory responsibilities under the *Emergency Management Act 1986* and the *Emergency Management Act 2013*. It will also be influenced by other specific local and Commonwealth counter terrorism arrangements. In the immediate period following an attack, the key priorities will be to preserve life, prevent damage to property and minimise disruption, especially to critical infrastructure. This will include activities as diverse as initiating an investigation to identify, arrest and prosecute those responsible (post-incident criminal investigation), to providing immediate support to those affected. As the control and coordination agency, Victoria Police may also request assistance from other States and Territories or the Commonwealth.

CURRENT ACTIONS

EXERCISING

- » Victoria Police engages in extensive exercising to ensure that our response to a range of incidents is well-practiced and refined. This exercising extends to many of our counter terrorism capabilities, either in isolation or combination, including those with a strong operational or tactical focus (for example, Special Operations Groups (SOG); negotiators; counter terrorism investigators and intelligence practitioners) to those involving decision making by Victoria Police Executive Command. These exercises also frequently involve other Victorian, inter-State and Commonwealth agencies, along with private industry, to ensure effective interoperability. Ultimately, this exercising is intended to test our ability to respond to a terrorist threat or incident and make adjustments, minor or major, where deficiencies are identified.

COORDINATED INVESTIGATIVE RESPONSE

- » In the event of a terrorist incident, a Senior Investigating Officer (SIO) will be appointed to lead, manage, direct and coordinate all aspects of the investigation. Victoria Police will deploy significant investigative resources to identify those responsible and where possible, bring them before the courts. A rapid and coordinated investigative response is also critical because of the need to ensure that there are no further or residual threats related to the incident. As a result, the Joint Counter Terrorism Team will allocate resources, along with the Crime Command and other investigative areas of Victoria Police. Support services will also be deployed by Victoria Police, including forensics and legal services.

COORDINATED INTELLIGENCE RESPONSE

- » In the interests of ensuring a coordinated intelligence response to an act of terrorism, Victoria Police will establish a Joint Intelligence Group (JIG). Providing all possible intelligence support to operational commanders, the JIG will be staffed by Victoria Police intelligence specialists, including from the Crime and Intelligence and Covert Support Commands, and will also include relevant Commonwealth agency liaison officers. Additional intelligence support may be provided by other areas of Victoria Police, including the Victoria Police Monitoring and Assessment Centre (VP MAC).

RAPID DEPLOYMENT OF CRITICAL INCIDENT RESPONSE CAPABILITIES

- » Victoria Police has upgraded our tactical response capabilities to ensure that we rapidly respond to, and disrupt, threats or incidents of various types. After a review of terrorist methodologies, both locally and internationally, we have upgraded the equipment and capabilities of the SOG and those of our Bomb Response Unit (BRU). Training and response protocols have also been reviewed and revised in response to the evolving nature of the terrorist threat. The methods used to engage, and negotiate with, a terrorist offender have also undergone reform as a result of advice received from our counter terrorism intelligence teams and forensic psychologists.

DEVELOPMENT OF PUBLIC COMMUNICATION PLATFORMS

- » Victoria Police will provide public communications during a major emergency or terrorist incident. This will keep all Victorians informed and provide instructions to keep them safe from the short and long term consequences of any attack. While we have a permanent Media Conference Centre available in the Victoria Police Centre, we have also established an offsite media capability. We have also upgraded our social media capability so as to ensure that we can send out initial response messaging, and ongoing communications, to Victorians during and after a critical incident. This includes the development of the Digital Asset Management (DAM) system, which provides members of the public the opportunity to upload videos and photos they may have taken relating to a critical incident. While the DAM may be utilised for any major incident, it will fulfil a particularly important role in supporting our intelligence and investigative activities in the event of a terrorist attack.

FUTURE ACTIONS

CONTINUE TO MONITOR THE EVOLUTION OF THE TERRORIST THREAT

- » Through our various operational and strategic intelligence capabilities, along with our liaison with national and international partners, we will continue to monitor changes in the capabilities, methods and tactics of terrorists. This will in turn dictate, among other things, our tactical capabilities, including equipment needs and methods of operation.

ENHANCED FORENSICS CAPABILITY

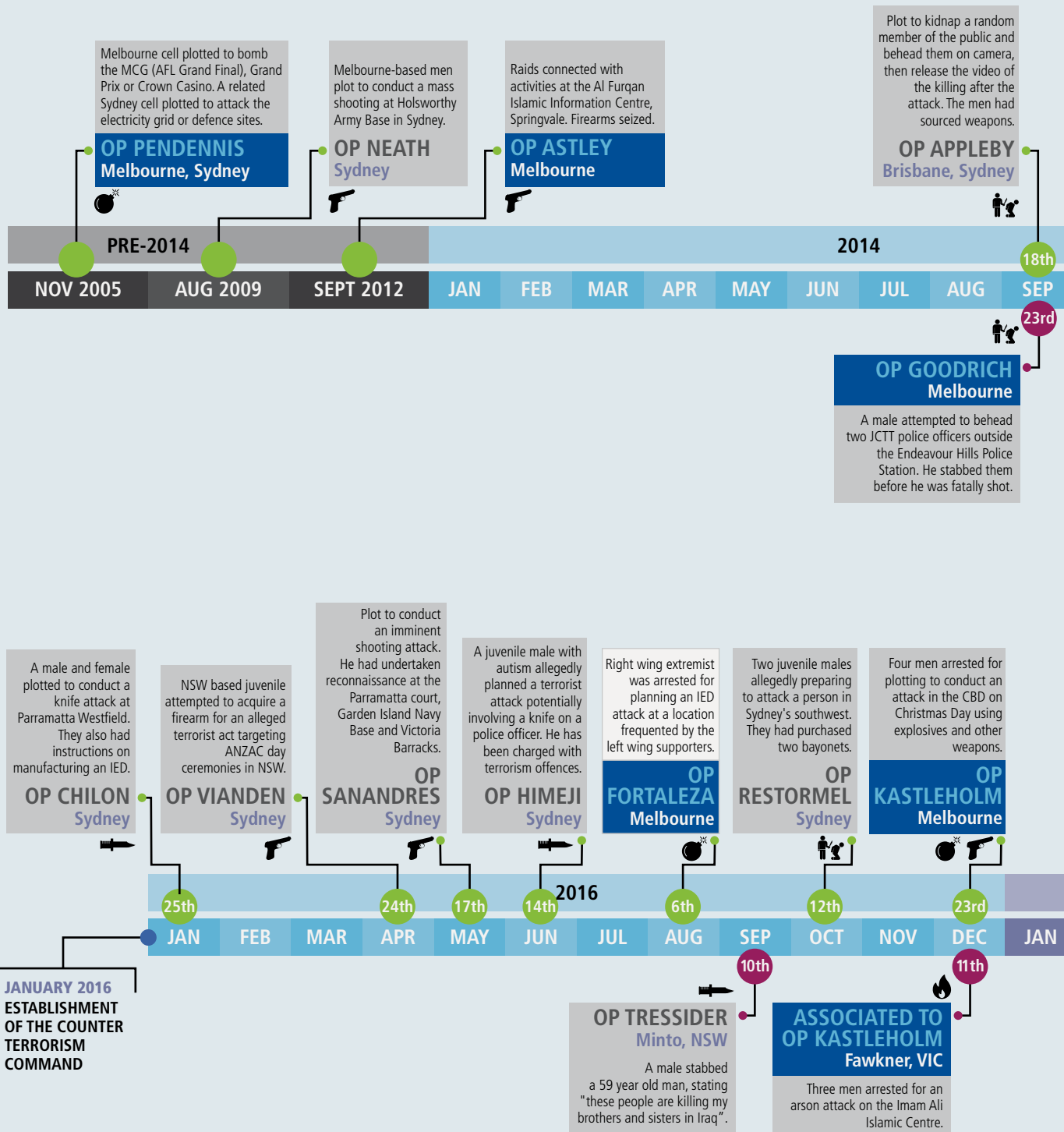
- » Forensic Services is playing an increasingly prominent role in Victoria Police's counter terrorism response and recovery arrangements. In keeping with this development, Forensic Services will continue to develop the technical expertise of its staff to enhance its counter terrorism utility, including in the areas of ballistics, crime scene examination, DVI (Disaster Victim Identification) and CBRN (Chemical, Biological, Radiological and Nuclear). It will increase the number of counter terrorism-trained Forensic Coordinators through training provided through the ANZCTC. Forensic Services will also enhance our understanding of our operating environment through the development of information systems to augment our firearms tracing capability and our capacity to monitor and detect plans to manufacture explosives in Victoria. Victoria Police will also employ purpose-built mobile forensic laboratories which will provide a rapid deployment capability to the scene of terrorist incidents.

COMPLETE ACTIVE SHOOTER TRAINING ACROSS VICTORIA POLICE

- » Due to the increased threat of Active Armed Offenders (AAO), particularly in crowded places, Victoria Police has commenced relevant operational training to all police first responders, which includes fundamental changes to how we approach and engage with AAOs. The first two phases of this training have been delivered to all ranks as part of Victoria Police's Operational Safety Tactics Training (OSTT) program.

APPENDIX A

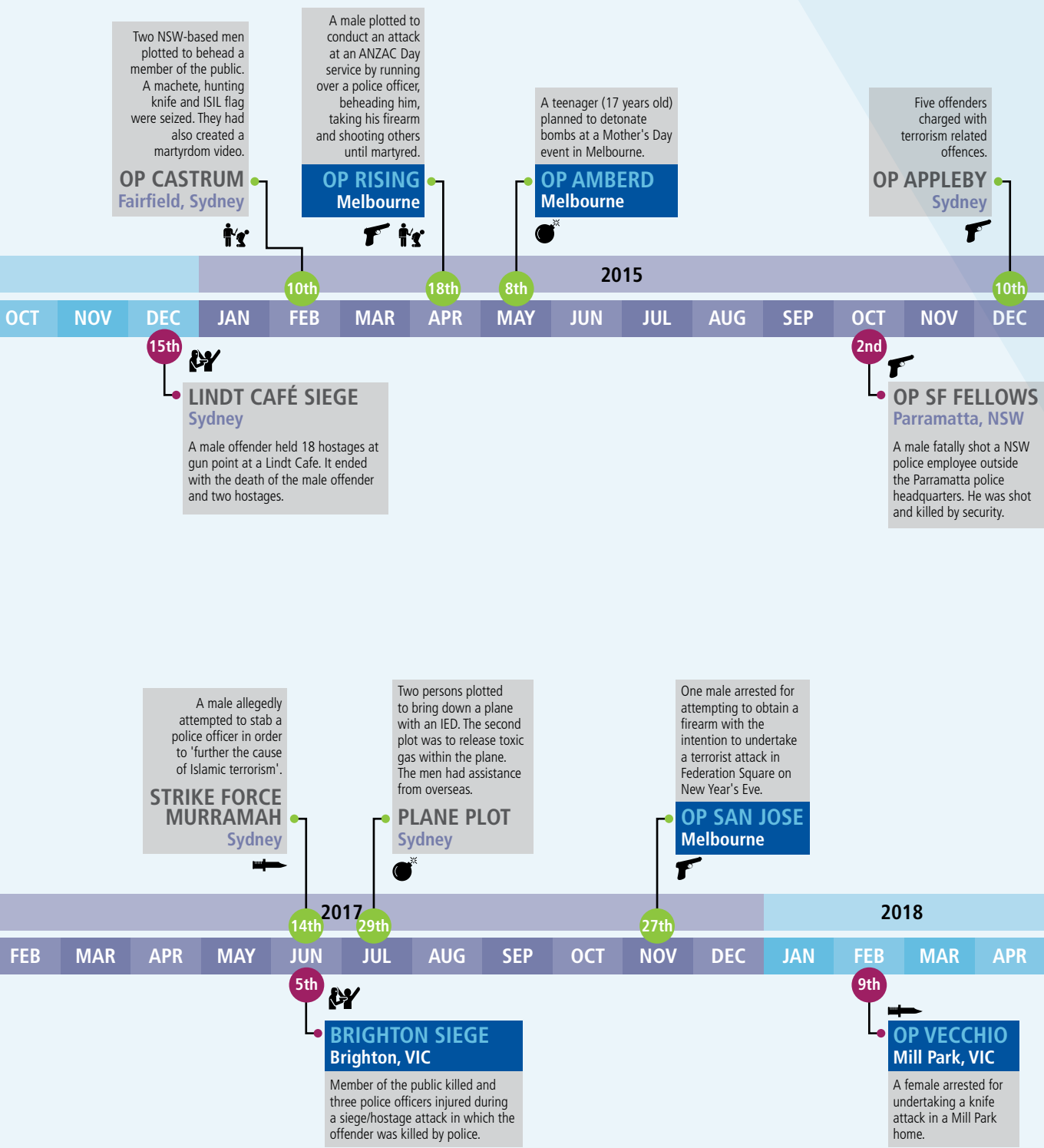
TIMELINE OF ACTUAL AND THWARTED TERRORIST ATTACKS IN



KEY

- Actual terrorist attacks
- Thwarted terrorist attacks
- Right wing terrorism
- Islamist terrorism
- Victorian events
- Bombing, IED, Explosion
- Firearm attack
- Knife attack
- Beheading
- Hostage taking, Seige
- Arson attack

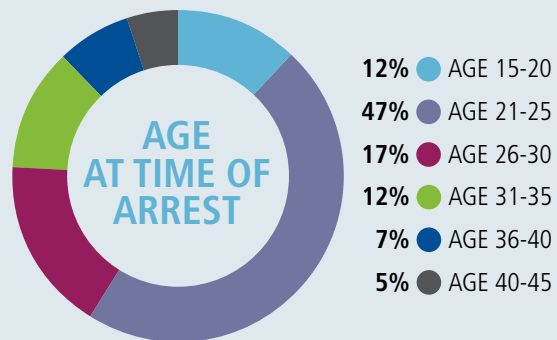
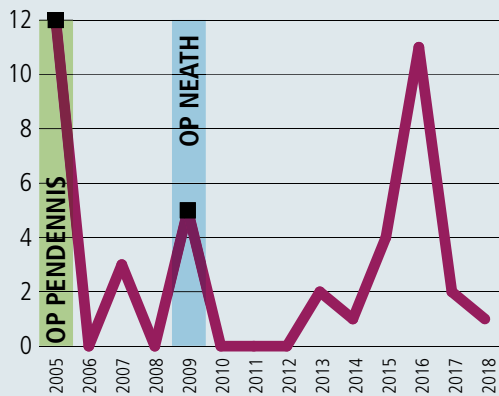
AUSTRALIA SINCE 2005



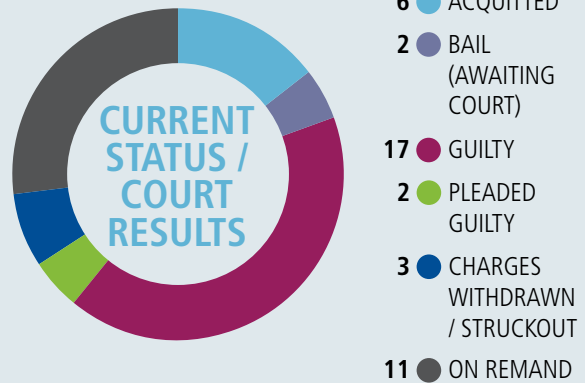
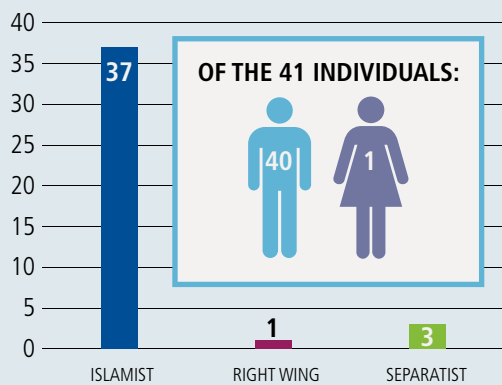
APPENDIX B

PERSONS CHARGED WITH TERRORISM RELATED OFFENCES IN VICTORIA FROM 2005 TO 2018

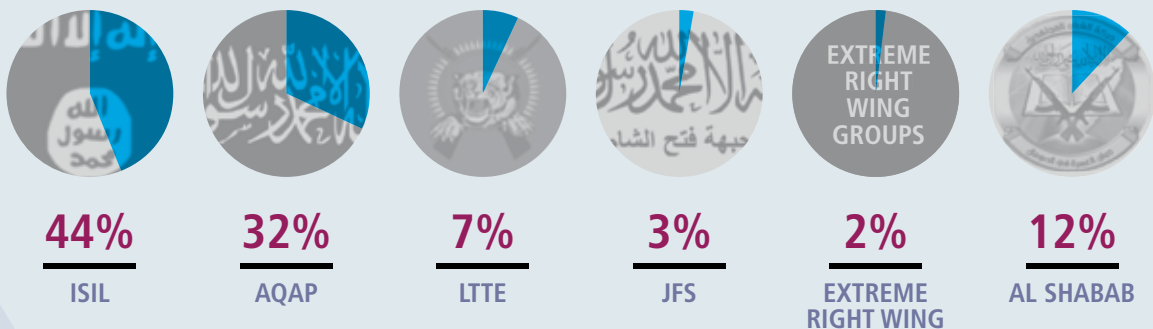
NUMBER OF INDIVIDUALS ARRESTED (BY YEAR)



IDEOLOGY OF INDIVIDUALS



AFFILIATED TERRORIST ORGANISATION*



*Inspired or directed

Acknowledgement of traditional owners

Victoria Police pay our respect to the traditional owners of lands on which we live and work.

We pay our respects to Elders and all Aboriginal and Torres Strait Islander peoples who continue to care for their country, culture and people.

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