

**Victoria Police**  
**Counter Terrorism**  
**Framework**  
**Protecting Victoria**  
**from Terrorism**  
**– Everyone’s Responsibility**

NOVEMBER 2013



VICTORIA POLICE



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# A Message from the Chief Commissioner

Over the past 50 years Australia has experienced a range of terrorist events including the 1978 bombing of the Sydney Hilton during the Commonwealth Heads of Government meeting, the 1980 assassination of the Turkish Consul-General, the 1982 bombings of the Israeli Consulate and Hakoah Club in Sydney and the 1986 bombing of the Turkish Consulate in Melbourne. Although not technically classified as an act of terrorism, the 1986 bombing of our Russell Street Headquarters, which killed Constable Angela Taylor and injured 22 others, provides an ongoing reminder of the tragedy that can be inflicted by such methods of violence.

In the past decade Australia has not experienced a terrorist attack on our home shores; however the terrible toll on our citizens from September 11 and terrorist attacks in Bali, Mumbai and London demonstrate that we are vulnerable. Here in Victoria, two major terrorist plots have been stopped in recent years. Operation Pendennis, which commenced in 2004, resulted in the conviction of 9 people who had been exploring options for attacks in crowded public areas of Melbourne, while 3 Victorians were convicted in 2010 as part of Operation Neath, which involved a plan to attack Sydney's Holsworthy Army Barracks.

The success of these operations, like all our counter terrorism activities, relies on a partnership approach. Victoria Police works closely with other law enforcement, intelligence and security agencies and the Australia-New Zealand Counter Terrorism Committee to ensure Australia has the capability to respond to terrorist threats and incidents. As you will read in this Framework, we have also developed strong partnerships with community groups and the private sector, both of which have key roles to play in terrorism prevention and preparedness.

Within Victoria Police, counter terrorism activities are often perceived to be the domain of specialist intelligence, coordination and investigation areas. However all members have a role to play. In particular, frontline members provide vital information regarding potential terrorist threats. This Framework will assist in familiarising you with our approach to counter terrorism and I encourage you to read it.



**Ken D Lay APM**

Chief Commissioner

## Purpose

The aim of this Framework is to:

- Articulate the principles that guide Victoria Police's approach to counter terrorism;
- Ensure our diverse counter terrorism activities and responsibilities work toward the attainment of a common, clearly defined, objective;
- Demonstrate the relationship between Victoria Police's approach to counter terrorism and internal and external strategic priorities;
- Heighten awareness of, and make more transparent, Victoria Police's counter terrorism activities and priorities; and
- Identify future Victoria Police counter terrorism activities and efforts.

## Vision Statement

To protect Victoria from the threat of terrorism in a manner that is partnership-based, intelligence-driven and governed by the rule of law.

## The Context

Terrorism is fluid and evolving, however currently the threat to Australia and Victoria comes primarily from the Al Qaeda network and related groups and individuals. This includes the known leadership and immediate associates as well as 'self-starting' networks and lone individuals who are motivated by an ideology similar to that of Al Qaeda, but have no connection to that organisation. Additionally there are groups that follow a similar ideology but have their own identity and regional agenda. All these groups are motivated by perceived local issues and grievances, but Al Qaeda brings them together into a single global movement. Victoria has also been confronted with terrorist-related groups that advocate secular, or non-religious, goals, and undertake criminal activities to support nationalist/separatist groups operating overseas.

Since 2001, more than 100 Australians have been killed in terrorist attacks overseas. In Australia, counter terrorism operations have stopped a number of threatened attacks resulting in the prosecution of 38 people. Additionally more than 40 Australians have had their passports revoked or applications denied for reasons related to terrorism.

# Strategic Framework

The principles and activities outlined in this Framework are compatible with the Commonwealth Government's 2010 Counter Terrorism White Paper.

Our commitment and approach to counter terrorism is also consistent with, and an extension of, the five areas of focus contained in the *Victoria Police Blueprint 2012-15*.

*Effective Police Service Delivery* – the efficient and effective application of Victoria Police's resources to meet the diverse and complex threat of terrorism. Through a range of activities, including the formation of diverse partnerships, the enhancement of skills and knowledge across Victoria Police, and preserving the law and human dignity, we are constantly striving to meet stakeholder counter terrorism needs and expectations.

*Improving Community Safety* – by establishing a diverse and comprehensive counter terrorism strategy, Victoria Police will fulfil its responsibility of maintaining a safe and secure environment for all Victorians. We are mindful of the need to ensure that our responses are proportionate and that we do not inadvertently exaggerate the scale and nature of the threat. We acknowledge that Victoria Police has a responsibility to not only make people safe, but also to make them feel safe.

We are also committed to a full range of interventions to mitigate the terrorist threat, including those that address its drivers as well as its symptoms.

*Working With Our Stakeholders* – a major premise of Victoria Police's tactical and strategic approach to counter terrorism is centred on working collaboratively with other organisations and the community. We are aware that the issues we need to deal with are complex, and that we alone cannot deal with them. Only by working together, with due respect for each others' capabilities and strengths, can we hope to meet the current and future challenges presented by this dynamic and evolving threat.

*Achieving Through Our People* – Victoria Police is committed to providing our people the necessary skills, knowledge and resources to meet the diverse requirements of an effective counter terrorism strategy. This includes training in intelligence collection and analysis, investigation, emergency management and exercises designed to develop our operational response to events.

*Developing Our Business* – we are committed to the maintenance and development of processes that will enhance our capacity to meet Victoria Police's counter terrorism responsibilities. From the development of processes that leverage off the expertise and knowledge of other government departments and community groups, to procedures designed to evaluate the utility of our counter terrorism activities, Victoria Police will continue to develop our business practices to enhance effectiveness and efficiency.

This Framework is also compatible with Victoria Police's *Serious Crime and Organised Crime Strategic Framework*. Both documents are guided by similar principles and strategies that include the importance of collaborative partnerships, the role of intelligence, the need for evidence-based decision making, and the utility of early intervention as a means of minimising the frequency and impact of illicit behaviour.

Finally, the principles and activities articulated in this Framework are guided by, and are consistent with, Victoria Police's organisational values and attendant behaviours, including integrity, leadership, respect, flexibility support and professionalism.

# Guiding Principles

The Victoria Police approach to counter terrorism is guided by the following five principles:

## Organisation-wide responsibility

While counter terrorism has traditionally been seen as the responsibility of a few specialist areas of Victoria Police, it is important that all members recognise they have a critical role in the broader counter terrorism effort. In particular, frontline police can assist in the collection of intelligence, as well as build relationships with communities to help reduce the appeal of ideologies central to the spread of violent extremism.

Victoria Police will seek to raise the level of counter terrorism awareness among all members, by improving access to relevant intelligence and providing them a greater understanding of terrorism and its indicators.

## Partnership driven

Victoria Police alone cannot protect our State from terrorism. Local, State and Commonwealth governments each has an important role to play. Victoria Police work closely with the Victorian Government in a range of areas, including counter terrorism policy development and whole-of-government coordination, particularly through bodies such as the Central Government Response Committee (CGRC). Victoria Police also has a senior representative on Australia's peak counter terrorism body, the Australia-New Zealand Counter Terrorism Committee (ANZCTC) contributing to a coordinated national response to counter terrorism, while simultaneously enhancing our capabilities across a range of areas.

Victoria Police understands the community is a crucial element in all aspects of counter terrorism, from the reporting of suspicious behaviour on the one hand, to supporting individuals who might be at risk of being recruited into terrorism on the other. Our relationship with community groups is based on trust and a long history of engagement around an equally diverse range of issues and concerns.

## Respect for law and human dignity

Our approach to counter terrorism is grounded in a set of core organisational values, including a commitment to treating all people with respect and dignity. We are conscious of the need to exercise the powers provided to us through terrorism-relevant legislation judiciously. However we will uphold our duty to protect all Victorians from the threat of terrorism and will act decisively whenever the need should arise.

In undertaking our counter terrorism activities we do not target specific religious or ethnic groups, in the understanding that individuals who support or engage in terrorist behaviour are not representative of the communities from which they emerge. We see all communities as partners, not as threats or adversaries. It is important that all communities be reassured that Victoria Police engages in its activities in an impartial and objective manner. Prejudice and assumption have no place in Victoria Police's counter terrorism decision making process.

## Evidence-based decision making

Our counter terrorism activities are intelligence and evidence led. This means that information we receive about terrorist threats is carefully analysed and validated to ensure that any responses we undertake are justified and proportionate. We are aware of the impact upon communities that our counter terrorism operations may have. Victoria Police understands that these activities can have unintended consequences, including impacting on people's perceptions of safety and fuelling racism and intolerance. It is for these, and other reasons, that Victoria Police does not make these decisions lightly or without the support of objective and credible information.

We understand that terrorism can emerge from a variety of sources and we are always alert to the possibility of new terrorist threats, regardless of their political, religious or ideological motivation.

Victoria Police has invested heavily in world-leading research to better understand various facets of terrorism. The outcomes of this research will be used to further shape our diverse range of counter terrorism measures.

## Multifaceted approach

The diverse nature and complexity of terrorism requires an equally dynamic and multifaceted response. In order to adequately protect Victoria from terrorism, we need to pay attention to all those elements that go to make up the terrorist threat. Viewing terrorism in these holistic terms means that Victoria Police acknowledges that our focus must extend beyond the fundamentals of enforcement and criminal prosecution.

While intelligence and investigations continue to be an important element of our counter terrorism strategy, we also utilise more proactive measures, particularly those aiming to discourage individuals from being recruited into terrorism in the first instance.

An approach to counter terrorism that is flexible and adaptive to change will help ensure that Victoria Police remains open to new strategies capable of meeting the dynamic and evolving terrorist threat.



# Our objectives and activities

The principles articulated previously in turn guide the following Victoria Police counter terrorism objectives.

1. **Analysis:** ensure an intelligence-led approach to prevent acts of terrorism in Victoria.
2. **Prevention:** stop individuals from becoming terrorists or supporting violent extremism.
3. **Protection:** reduce the vulnerability of Victoria to acts of terrorism.
4. **Response:** provide an immediate and targeted response to specific terrorist threats and acts of terrorism should they occur.

## 1. Analysis

### Ensure an intelligence-led response to prevent acts of terrorism in Victoria.

Prevention, the most important aim of the Victoria Police approach to counter terrorism, is strongly reliant on the collection, analysis and application of intelligence. Intelligence is essential to our capacity to identify existing and emerging threats and to respond to these appropriately.

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 it with other intelligence may its true value be revealed.

Victoria Police also takes seriously its ethical and legal responsibilities to collect and store only that intelligence which is genuinely relevant to mitigating the threat of terrorism.

### Current Activities and Efforts

Victoria Police has invested heavily in developing its intelligence collection and analysis capabilities across the organisation. The emphasis is to place intelligence at the heart of all decision making, including that relating to counter terrorism. We collect this intelligence from a wide variety of sources including frontline police and community members.

Our current activities include, but are not limited to, the following.

- Utilising an all-source approach to the collection of intelligence.

- Ensuring a co-ordinated approach to the collection, storage and analysis of terrorism-related intelligence by specialist areas of Victoria Police.
- Sharing of intelligence with partner law enforcement and intelligence agencies where necessary.
- Collection, storage and management of intelligence in compliance with internal standards and legal requirements.
- Regular auditing of Victoria Police holdings of terrorism-related intelligence to ensure compliance with standards.

### Future Activities and Efforts

In addition to continuing to perform these activities, Victoria Police will also do the following.

- Improve access to terrorism related intelligence to frontline police.
- Raise the awareness of frontline police of terrorism and radicalisation, along with their possible indicators, so as to enhance their capacity to identify and report suspicious activity.
- Explore the options for sharing information with certain communities and their leaders.

## 2. Prevention

### Stop individuals from becoming terrorists or supporting violent extremism.

Victoria Police is firmly committed to the idea that prevention is better than cure, particularly where this involves stopping people from wanting to engage in terrorist behaviour in the first instance. Developing our understanding of the underlying causes of terrorism and addressing these are central tenets of the Victoria Police approach to preventing terrorism. We believe that 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 in terrorist propaganda to reinforce their worldview.

### Current Activities and Efforts

In partnership with the community and other areas of government, we are developing innovative and creative strategies to help reduce the appeal of terrorism. Consistent with Victoria Police's commitment to supporting youth at risk of engaging in various forms of criminal behaviour, we are also working with community leaders to support young people who are at risk of being recruited into terrorism.

Communities have informed us that police should take on a more pro-active, rather than punitive or coercive, role. To this end, we encourage and support community-led programmes that assist vulnerable youth avoid being drawn into possible terrorist activity.

We do not believe that it is Victoria Police's role to dictate on matters relating to ideology or theology. This exceeds our technical capacity, not to mention our legal and moral authority. Victoria Police encourages diversity of opinion, and is fully prepared to engage with individuals and groups that espouse a range of views and beliefs, provided these do not support or encourage criminal behaviour.

Our current activities include, but are not limited to, the following.

- Enhancing the capacity of community leaders to identify and challenge radical ideologies.
- Working with communities, government departments, and academia, to lessen the appeal of radical ideologies.
- Re-integrating convicted terrorists back into the community in a manner that diminishes their capacity or preparedness to re-offend.

- Investing in empirically-based research, with our academic, government and community partners, to enhance our understanding of the complex drivers of terrorism and how best to mitigate its threat.

### Future Activities and Efforts

In addition to continuing to perform these activities, Victoria Police will also do the following.

- Build partnerships with relevant communities and governments to support individuals at risk of being recruited into violent extremism.
- Create formal structures and arrangements with community leaders to enhance their capacity to identify and challenge radical ideologies.
- Enhance the knowledge of government and non-government partners to augment their capacity to identify possible terrorist-related activity.
- Identify, and engage in, innovative and practically-focussed research to ensure that our counter terrorism strategy remains evidence-based.

ensure an intelligence  
prevent acts of terror

### 3. Protection

#### Reduce the vulnerability of Victoria from acts of terrorism.

One of the more likely targets for terrorist acts is the infrastructure critical to the daily functioning of the community such as transport, power and water supplies. The mix of public and private ownership of Critical Infrastructure (CI) in Victoria requires partnerships between all levels of government and industry to create and implement a strong culture of security awareness, protection and the ability to recover.

Initiatives designed to protect CI provide government, industry and the community with confidence that services essential to the State of Victoria are prepared against a terrorist attack and in a position to recover in the shortest time possible should an attack occur. These arrangements form a significant component of the Victorian Government's comprehensive approach to ensuring the safety and security of the Victorian community.

Places of mass gathering also represent an attractive target for terrorists because of the opportunity for mass casualties, symbolism and high impact media coverage. Victoria Police is working with government and industry partners to reduce the impact of, and vulnerability to, attacks on places of mass gathering, including sporting venues, shopping and business precincts, and major events.

#### Current Activities

Victoria Police co-ordinates protective strategies at the national and state level through a range of networks and by utilising proven risk-based and intelligence-led methodologies. We assist existing and newly identified critical infrastructure sites and essential services to build resilient capability and understanding in partnership with the emergency services, industries and government sectors.

Our current activities include, but are not limited to, the following.

- Providing authoritative and independent protective security advice to industry and government stakeholders.
- Collaborating with government and business to identify and mitigate risks relating to areas of mass gathering.
- Attending National Trusted Information Sharing Network Sector Groups to ensure best practice is shared with Victorian stakeholders via existing networks.
- Increasing knowledge available to government and industry partners with responsibilities for the protection of places of mass gathering so that they can plan and respond appropriately.
- Validating and providing advice on security risk management plans of CI owners/essential service operators from an all hazards perspective.

- Conducting and evaluating counter terrorism exercises in Victoria and assisting with the improvement and development of stakeholders' future exercise plans.
- Co-chairing Victorian Government Security Continuity Networks– Co-ordination Group (SCN-CG) and actively participating in the Victorian Security and Continuity Networks (SCN).

#### Future Activities

In addition to continuing to perform these activities, Victoria Police will also do the following.

- To share recognised best practice by actively leading and developing the State's Security and Continuity Networks.
- To partner with relevant government departments in the implementation of the recommendations arising from the whole-of-government *Victorian Emergency Management Reform White Paper (2012)* and in the review of relevant legislation, including the *Terrorism (Community Protection) Act (2003)*.
- Enhance our on-going partnership with the Australian Energy Market Operator to ensure long term consideration is given to the provision of energy services to declared Essential Services and sites of critical infrastructure in times of shortage, crisis or emergency.

Intelligence-led response to terrorism in Victoria

# manage impacts of counter terrorism

## 4. Response

### **Provide an immediate and targeted response to specific terrorist threats and acts of terrorism should they occur.**

It is vital that Victoria Police is well prepared to respond to actual or threatened acts of terrorism in a timely, effective and proportionate manner. To do this requires significant planning, the building of strong partnerships, and operating within an enabling legal framework.

#### **Current Activities**

Victoria Police partners with law enforcement and intelligence organisations across Australia to conduct coordinated counter terrorism investigations. We understand that these investigations may have a significant impact on communities and consequently are taking steps to minimise the risk of negative outcomes.

Victoria Police has vast experience in responding to emergencies of all types and scales and we invest heavily in optimising our emergency management capability. Our response to a terrorist attack will largely rely on the arrangements outlined in the National Counter Terrorism Handbook and our legislated responsibilities under the *Emergency Management Act 1986*.

Our current activities include, but are not limited to, the following.

- Providing an investigative capability through our commitment to the Joint Counter Terrorism Team (JCTT), with the Australian Federal Police (AFP) and the Australian Security Intelligence Organisation (ASIO).
- Developing a State-wide Counter Terrorism Investigator's Cadre Network to enhance Victoria Police's capacity to urgently deploy appropriately skilled personnel.
- Participating in Victoria's Central Government Response Committee (CGRC).
- Providing representation at the State Crisis Centre when activated.
- Developing arrangements with communities to manage impacts of counter terrorism operations.

#### **Future Activities**

In addition to continuing to perform these activities, Victoria Police will also do the following.

- Extend the Counter Terrorism Investigator's Cadre Network concept to other Victoria Police personnel.
- Identify and develop policies and procedures to enhance our capacity to respond to the evolving terrorist threat.



# Moving Forward

In support of its commitment to creating a safer Victoria protected from the threat of terrorism, Victoria Police will continue to invest in building its knowledge and capabilities. We will build on our capacity in the areas of intelligence collection and analysis, counter terrorism investigations, and emergency management. These efforts will be supported by the exploration of new and innovative measures to match the evolving nature of the threat and developments in our own knowledge about what drives terrorism and how best to respond to it. This need for constant re-evaluation and self-reflection will help ensure that our responses are aligned with the threat in the most effective and efficient way possible.

This also means that we will continue to fulfil our responsibilities in a manner that is proportionate, with respect for all individuals' dignity, and mindful of the full impact that our actions can sometimes have on different sections of our diverse community. None of this, however, will diminish our determination to act decisively to protect life and property when these are threatened.

Finally, we will continue to build new, and consolidate existing, relationships with our partners – government, industry and community. Only by being inclusive and building genuinely trusting and mutually beneficial relationships will we ensure that counter terrorism remains everyone's responsibility.



## Further Information

For information or advice about counter terrorism in Victoria Police contact the Counter-terrorism Coordination Unit, State Emergencies and Security Command.

The Victoria Police Manual contains counter terrorism policy rules and procedures and guidelines.





