

QUEENSLAND RECONSTRUCTION AUTHORITY

**Planning Considerations for Recovery
from Terrorist Events or Acts of Extreme Violence**
- An Addendum to the *Queensland Recovery Plan*

March 2018

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Authorisation

The *Planning Considerations for Recovery from Terrorist Events or Acts of Extreme Violence* is provided as an addendum to the *Queensland Recovery Plan* and is approved by the Chief Executive Officer, Queensland Reconstruction Authority (QRA), in his capacity as the State Recovery Policy and Planning Coordinator.

Context

As background, recovery from a terrorist event or act of extreme violence in Queensland is undertaken in accordance with the following relevant legislation, policies and planning documents:

- Queensland's Strategic Crisis Management Arrangements in the Event of a Security Incident provides an overview of Queensland's strategic approach to crisis management.
- The [Disaster Management Act 2003](#) s.3(b) provides the legislative requirements for effective disaster management for the State. s. 4A outlines the guiding principles for disaster management, and 4A(a)(iv) specifically addresses recovery. S.16(1)(e) stipulates that an event includes an attack against the state.
- The [Disaster Management Regulation 2014](#) (the Regulation) contributes to the legislative framework for disaster management in Queensland.
- The [Queensland Reconstruction Act 2011](#) s.2(a) provides appropriate measures to ensure Queensland and its communities effectively and efficiently recover from the impacts of disasters.
- [The Public Safety Preservation Act 1986](#) is an Act to provide protection for members of the public in terrorist, chemical, biological, radiological or other emergencies that create or may create danger of death, injury or distress to any person, loss of or damage to any property or pollution of the environment and for related purposes
- The [Queensland Disaster Management 2016 Strategic Policy Statement](#) informs the Queensland Government's strategic approach to keeping people safe and making communities more resilient to disaster risks and impacts.
- The [Emergency Management Assurance Framework](#) (EMAF) is a commitment by Queensland's disaster management stakeholders to position Queensland as the most disaster resilient State in Australia. The EMAF [Standard for Disaster Management in Queensland](#) (the Standard) is founded on six shared responsibilities, good practice guidance and clear accountabilities. The Standard describes the attributes of effective disaster management, outlines to stakeholders the required outcomes against the Standard and provides indicators that will contribute to the likelihood of disaster management entities achieving these outcomes.
- The [State Disaster Management Plan 2016](#) describes the Queensland Disaster Management Arrangements (QDMA) that implement the guiding principles and objectives of the *Disaster Management Act 2003* along with the EMAF.
- The [Queensland Recovery Plan](#) (2017) provides information and guidance to stakeholders on the governance, planning and operational issues relating to disaster recovery for all hazards. It is maintained by the Queensland Reconstruction Authority (QRA) on behalf of the Queensland Disaster Management Committee.
- The Queensland [Prevention, Preparedness, Response and Recovery Disaster Management Guideline](#) provides flexible, good practice suggestions and advice to those responsible for implementing disaster management practices.

- The *Queensland Counter-Terrorism Plan*
- [The National Counter-Terrorism Plan](#) which outlines the arrangements, governance and operational responsibilities of Australian governments and agencies engaged in countering terrorism.
- [Australia's Strategy for Protecting Crowded Places from Terrorism 2017](#) aims to protect the lives of people working in, using, and visiting crowded places by making these places more resilient.

Introduction

The *Queensland Recovery Plan* describes Queensland's arrangements for disaster recovery preparedness, planning, operations and governance, where local disaster management groups have primary responsibility for disaster recovery.

The *Planning Considerations for Recovery from Terrorist Events or Acts of Extreme Violence – An Addendum to the Queensland Recovery Plan* (the Addendum) is intended to:

- ensure recovery operations are integrated, coordinated at the local level by the Local Disaster Management Group and appropriate to the scale of the terrorist events or acts of extreme violence
- identify the specific impacts of terrorist events or acts of extreme violence that influence recovery
- highlight the recovery governance arrangements for terrorist events or acts of extreme violence
- identify transition arrangements for recovery in terrorist events or acts of extreme violence
- highlight considerations for the Natural Disaster Relief and Recovery Arrangements (NDRRA)
- identify specific recovery planning considerations for terrorist events or acts of extreme violence.

Impacts

The effects of terrorist events or acts of extreme violence, can result in more acute and prolonged psychosocial impacts than natural disasters.¹

Terrorism events differ from other disaster events because they are:

- uncommon in comparison to natural disaster events on a national scale
- nationally and internationally significant
- malevolent in intent and cause fear²
- a cause of impact on people's fundamental sense of safety, order and security, often leaving people feeling threatened and vulnerable³
- a cause of impact on people's psychological and faith-based assumptions about their lives⁴
- a cause of people experiencing a crisis of meaning or purpose⁵
- a cause of a collective experience of distress, shock and grief⁶ at the community level

¹ Preparing for the Psychological Consequences of Terrorism: Public Health Strategy <https://www.ncbi.nlm.nih.gov/books/NBK221638/>

² Preparing for the Psychological Consequences of Terrorism: Public Health Strategy <https://www.ncbi.nlm.nih.gov/books/NBK221638/>

³ Eyre, A. (2007) Community commemoration after disaster. In Rodriguez, H, Quarantelli EL & Dynes RR (eds.), *Handbook for Disaster Research* (pp441-445) New York

⁴ Sullender, R.S. (2010) Vicarious grieving and the media, *Pastoral Psychology*, vol.59, pp191-200

⁵ Sullender, R.S. (2010) Vicarious grieving and the media, *Pastoral Psychology*, vol.59, pp191-200

⁶ Gortner, E.M & Penebaker, J.W. (2003). The archival anatomy of a disaster: Media Coverage and community-wise health effects of the Texas A&M bonfire tragedy, *Journal of Social and Clinical Psychology*, vol. 22, no.5, pp.580-603

- intended to spread fear, cause social disruption, and psychological pain
- a cause of impact often beyond the geographic area of the incident⁷
- demanding of concurrent response, relief and recovery efforts including a criminal investigative response.
- often a cause of fragmenting and damaging social and community cohesion⁸ where a natural disaster can draw the community together (engender social cohesion)
- a cause of extreme media and political focus⁹.

Recovery governance arrangements

Queensland's recovery governance arrangements, as detailed in the *Queensland Recovery Plan*, are robust, versatile and well placed, in principle, to provide the recovery governance for terrorist events or an act of extreme violence. The current governance arrangement will continue to apply. However, national and international experience reflects that a state level lead is likely to be nominated by government for initial recovery activities. Identification of the need for the state level lead will occur with reference to the *Queensland's Strategic Crisis Management Arrangements in the Event of a Security Incident*. The state-led approach is supported by the local level agencies and their location specific intelligence and knowledge.

The Leadership Board Sub-committee (Recovery) will be drawn on to provide the state-led approach. For terrorist events or acts of extreme violence, the Leadership Board Sub-committee (Recovery) needs to be scalable in structure and have the ability to respond to the variable tempo and needs of recovery operations.

To reflect the scalability and flexibility in structure, in addition to the current permanent members, the Leadership Board Sub-Committee (Recovery) membership could be extended to include the following organisational heads as relevant:

- Queensland Health
- Australian Government representatives
- private sector partners
- specific event partners
- industry and business partners
- Local Government Association of Queensland
- impacted local governments.

Communication with Commonwealth agencies including Emergency Management Australia, Attorney-General's Department, the Department of Home Affairs, and the Department of the Prime Minister and Cabinet will be vital to any recovery efforts resulting from terrorist events or acts of extreme violence. This will occur with direction from the *Queensland Strategic Crisis Management Arrangements in the Event of a Security Incident*.

Transition from response coordination to recovery coordination

In the case of terrorist events and acts of extreme violence, response and recovery may occur simultaneously, in multiple locations and for protracted periods of time resulting in high levels of

⁷ Preparing for the Psychological Consequences of Terrorism: Public Health Strategy <https://www.ncbi.nlm.nih.gov/books/NBK221638/>

⁸ Preparing for the Psychological Consequences of Terrorism: Public Health Strategy <https://www.ncbi.nlm.nih.gov/books/NBK221638/>

⁹ Preparing for the Psychological Consequences of Terrorism: Public Health Strategy <https://www.ncbi.nlm.nih.gov/books/NBK221638/>

complexity. Transition from response operations to recovery operations, for acts of terrorist events and acts of extreme violence, will occur at the state level and will be influenced by the decisions of the Queensland Security Cabinet Committee. Transition will also involve a briefing to the Leadership Board Sub-committee (Recovery). All other transition processes outlined in the [Queensland Recovery Plan](#) will continue to apply.

Natural Disaster Relief and Recovery Arrangements (NDRRA)

The Commonwealth/State funded NDRRA can be applied to a terrorist event if an action or a series of actions committed in Australia which the Minister has determined is a terrorist act for the purposes of an **eligible disaster** under the [NDRRA Determination 2017](#). Additionally, an onshore act of terrorism can be declared under the [Terrorism Insurance Act 2003](#) by the Treasurer of the Commonwealth of Australia (Commonwealth Treasurer).

[The NDRRA Guideline 5 – Process for determining a terrorist act is an eligible disaster](#) outlines the protocols for declaring a terrorist act an eligible disaster for the purposes of the *NDRRA Determination 2017*.

The protocol addresses two potential options for a declaration of a terrorist act:

- the event **is** determined as a terrorist act by the Treasurer of the Commonwealth of Australia (Commonwealth Treasurer) for the purposes of the [Terrorism Insurance Act 2003](#)
- the event **has not** been determined as a terrorist act by the Treasurer of the Commonwealth of Australia (Commonwealth Treasurer), and instead the responsible Minister for Law Enforcement and Cyber Security consults with the Attorney-General to seek advice and information from other Commonwealth agencies, giving consideration to the definition of a terrorist act under section 100.1 of the [Criminal Code Act 1995](#).

This means that NDRRA can **only** be activated for a terrorist event once the Commonwealth process for a declaration has occurred.

Recovery planning considerations

The following recovery planning considerations are additional to those normally considered in a recovery context. These considerations are structured alphabetically across themed topics. The recovery planning considerations are not exhaustive and not exclusive of any other relevant agency plans, such as the Human and Social Counter Terrorism / Extreme Acts of Violence Guide, that have been developed.

Issue	Considerations	Agencies or groups
Cultural harmony	<ul style="list-style-type: none"> • addressing community issues as they arise • community cohesion and connectedness • cultural understanding • language requirements • prevention of reprisals • recognition of event anniversaries • taking of statements 	<ul style="list-style-type: none"> • Asset owners • Community leaders • Cultural leaders • Functional Recovery Groups • Local Recovery Groups • Queensland Police Service • Queensland Reconstruction Authority • Volunteering organisations

Issue	Considerations	Agencies or groups
Floral Tributes	<ul style="list-style-type: none"> • conservation of messages • creation of designated area • debriefing • deterioration • disposal and removal • health consideration • image management • impact on traffic (pedestrian and public transport) • psychosocial support 	<ul style="list-style-type: none"> • Asset owners • Functional Recovery Groups • Local Government • Local Disaster Management Group • Local Recovery Groups • Queensland Reconstruction Authority • Queensland Fire and Emergency Services • Queensland Police Service • Volunteering organisations
Funerals	<ul style="list-style-type: none"> • ability to support requirements (morgue, access to burial sites) • attendance (including VIPs) • cultural and religious considerations • disaster victim identification process • funding • investigative requirements • messaging • public reactions • repatriation • security coordination • timeframes • unwillingness to bury 	<ul style="list-style-type: none"> • Asset owners • Community leaders • Cultural leaders • Department of Foreign Affairs and Trade • Family Members • Functional Recovery Groups • Funeral providers • Local Recovery Groups • Multicultural Affairs Queensland • Queensland Police Service
Impact of criminal investigations on recovery activities	<ul style="list-style-type: none"> • briefing to leadership group • concern of reprisal • evidence collection in evacuation centres • evidence collection in hospitals • evidence collection in recovery centres • public safety • reduced planning due to access to information • recognition of extended overlap between response and recovery • repatriation of witnesses • separation of affected persons based on police classifications 	<ul style="list-style-type: none"> • Asset owners • Functional Recovery Groups • Hospitals • Local Recovery Groups • Multicultural Affairs Queensland • Queensland Police Service • Queensland Reconstruction Authority
Insurance (availability and accessibility)	<ul style="list-style-type: none"> • availability of funding under the Australian Reinsurance Pool Corporation • claims procedures 	<ul style="list-style-type: none"> • Asset owners • Functional Recovery Groups • Insurance Council of Australia • Queensland Reconstruction Authority

Issue	Considerations	Agencies or groups
Media management	<ul style="list-style-type: none"> • access to briefings • communications plan developed • consistent messaging • coverage restrictions (including personally recorded information) • if access will be granted to centres (evacuation and recovery) • information management strategy • information security • investigative restrictions • misinformation on media channels • single point of truth • VIP management 	<ul style="list-style-type: none"> • Asset owners • Crisis Communications Network • Cultural Leaders • Department of Communities, Disability Services and Seniors • Functional Recovery Groups • Local Government • Local Disaster Management Group • Local Recovery Groups • Media Outlets • Queensland Reconstruction Authority • Queensland Fire and Emergency Services • Queensland Police Service • Department of the Premier and Cabinet
Permanent memorials	<ul style="list-style-type: none"> • anniversary services • cultural considerations • engagement processes • funding considerations • incorporation of material from spontaneous memorials • language requirements • links to areas of cultural significance • location identification • management of VIPs • potential duality of purpose • resilience (location) • time frame • type of memorial 	<ul style="list-style-type: none"> • Asset owners • Community members • Department of the Premier and Cabinet • Functional Recovery Groups • Local Government • Local Disaster Management Group • Local Recovery Groups • Multicultural Affairs Queensland • Queensland Reconstruction Authority
Planning (event specific recovery planning)	<ul style="list-style-type: none"> • access to classified material • development of event specific recovery plans at all levels (local, district and state) • relevant legislation, including: <ul style="list-style-type: none"> • Planning Act 2016, • Public Safety Preservation Act • recovery activities are reflective of investigative needs 	<ul style="list-style-type: none"> • Asset owners • Functional Recovery Groups • Local Disaster Management Group • Local Government • Local Recovery Groups • Queensland Police Service • Queensland Reconstruction Authority

Issue	Considerations	Agencies or groups
	<ul style="list-style-type: none"> • tension between criminal investigations and data for recovery planning • understanding of demographics and locations • understanding of federal and other relevant state plans 	<ul style="list-style-type: none"> • State Recovery Coordinator • State Recovery Policy and Planning Coordinator
Property restoration (return of lost property)	<ul style="list-style-type: none"> • property may require decontamination • property left at the scene of the incident • property utilised as evidence 	<ul style="list-style-type: none"> • Asset owners • Functional Recovery Groups • Local Recovery Groups • Queensland Police Service • Queensland Reconstruction Authority
Security	<ul style="list-style-type: none"> • anniversary ceremonies • clearance requirements (vetting, access to information, protocol understanding) • language requirements • requirements for continued events • requirements for memorials 	<ul style="list-style-type: none"> • Asset owners • Department of Innovation, Tourism Industry Development and the Commonwealth Games • Departure point operators • Local Recovery Groups • Local security contractors • Queensland Police Service • Queensland Reconstruction Authority
Spontaneous public memorials	<ul style="list-style-type: none"> • chronicling and archiving • clean up/ duration • dignitaries • language requirements • locations • management • monitoring • potential for permanency • social media management • support services (psycho-social) • vector management • VIP management 	<ul style="list-style-type: none"> • Asset owners • Australian Red Cross • Functional Recovery Groups • Local Recovery Groups • Queensland Fire and Emergency Services • Queensland Police Service • Queensland Reconstruction Authority • Queensland State library • Volunteer organisations
Victim support (Victims of Crime)	<ul style="list-style-type: none"> • cause of injury or death • eligibility of support • impact on investigations • language and cultural • long term support (PTSD) • provision of support to navigate legal processes • support to access appropriate support 	<ul style="list-style-type: none"> • Asset owners • Functional Recovery Group – Human and Social • Queensland Police Service • Victims Assist Queensland • Volunteer organisations

Consultation and feedback

Feedback was provided in writing and amendments were agreed to during a consultation workshop held with stakeholders on 20 March 2018.

Agency	Consultation	Date
Department of the Premier and Cabinet	Workshop	20/03/2018
	Written	16/03/2018
Department of Housing and Public Works	Workshop	20/03/2018
Queensland Health	Workshop	20/03/2018
City of Gold Coast	Workshop	20/03/2018
	Written	15/03/2018
Local Government Association of Queensland	Workshop	20/03/2018
	Written	15/03/2018
Queensland Fire and Emergency Services	Workshop	20/03/2018
	Written	16/03/2018
Department of Environment and Science	Workshop	20/03/2018
Queensland Police Service		
- Commonwealth Games Group	Workshop	20/03/2018
- State Disaster Coordination Committee representative	Workshop	20/03/2018
Department of State Development, Manufacturing, Infrastructure and Planning	Workshop	20/03/2018
	Written	15/03/2018
Department of Transport and Main Roads	Workshop	20/03/2018
	Written	15/03/2018
	Written	20/03/2018
Department of Communities, Disability Services and Seniors	Written	20/03/2018
Department of Innovation, Tourism Industry Development and the Commonwealth Games	Draft	12/03/2018
- Commonwealth Games		

