



City of Perth

# Local Emergency Management Arrangements

## TEMPORARY MEMORIAL PLAN 2024

7/11/24 edit

### Associated Suite of Plans

1. Incident Management Framework
2. Emergency Management General Plan 2024
3. Emergency Management Local Recovery Plan 2024
4. Emergency Movement of People Arrangements 2024
5. Local Welfare Plan (Department of Communities (Restricted))
6. Animal Welfare Plan 2024
7. Temporary Memorial Plan 2024

### To be read in conjunction with

- City of Perth Strategic Community Plan 2022 - 2032
- SafeCity Plan 2021 – 2025

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## Acknowledgement

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## Disclaimer

Some of the data, references and advice contained in this plan was produced with permission from information in the “Psychosocial guidelines for temporary memorial management 2017” by the Australian Red Cross. Information may be directly quoted, paraphrased, or reworded to suit the unique City of Perth environment.

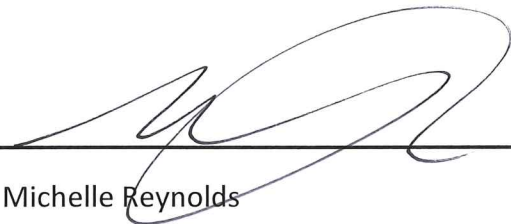
## Version Control

Version	Change Date	Details	By Whom
1.0	9/5/19	Plan endorsed	LEMC
1.1	17/7/19	Minor edits and Annexure 1 update.	J Hannaford (City of Perth)
1.2	19/6/20	Note in annexure – weddings	D Ball (City of Perth)
2.0	23/5/24	LEMC Endorsed Interim Rewrite	D Ball
2.1	October 2024	Council approved	D Ball

# Council Approval

This document was approved by the City of Perth Council at the October 2024 Ordinary Council Meeting.

Resolution Number: OCM-24/10-011



Michelle Reynolds  
Chief Executive Officer  
City of Perth

18/11/24

Date

## Background

This plan is to guide the process around managing the spontaneous emergence of temporary public memorial sites post disaster or mass casualty events, including their potential transition to a permanent memorial.

We have seen in previous mass casualty events; the community publicly express their feelings through the spontaneous creation of temporary memorial sites. These sites can spring up at the location of the event, as close to the site as possible or at a recognised place of significance.

Tragic events like the Bourke St, Dreamworld, Lindt Café, and Wellington Mosque incidents have resulted in these locations becoming places where people gather expressing their emotions, reflecting on the event, or seeking out like minded grievers.

In the past, the City of Perth has seen temporary memorials appear as a show of support for overseas or interstate events. These sites were a collection of cards, flowers and small mementoes reflecting the emotions of those touched in some way by the distant event. Although these sites were small, the same management principles would apply as would in larger scale memorials, namely:

- Site management and security
- Memorial integrity and ownership
- Waste management and cleaning
- Impact on thoroughfares, surrounding amenity and businesses.
- Site relocation or longevity

Should a mass casualty event occur in Perth, we too can “expect a spontaneous expression of grief through the growth of temporary memorials or shrines” (Eyre 1999). “These memorials are seen as the rule rather than the exception following events that cause sudden and tragic death” (Eyre 2007). The need for advanced planning and thinking is important if the site is to be managed in a timely, dignified, and respectful manner.

The key difference between varying scale events would be who would manage and retain oversight. The smaller scale events can be readily managed through City of Perth resources, whereas larger scale events that involve an Emergency Management recovery process would need Local Recovery Coordinating Group (LRCG) Social Sub-Committee oversight. Remembering that no matter the scale, the City should always look to work in conjunction with the affected community.



# Memorial dignity

## Why temporary memorials are important?

Memorials serve as places of remembrance, healing, education, community unity, historical preservation, inspiration, and reflection. Memorials play a crucial role in helping people remember and honour the past whilst finding comfort and inspiration in the present and future (Eyre, 1999).

## How to Manage Temporary Memorials (Whitton 2017)

The following direction extracted from the “Psychosocial guidelines for temporary memorial management” (Australian Red Cross 2017) provide guidance for memorial planning.

Due to the possibility of people’s emotional connection to an event or site and the flexible, dynamic nature of the physical memorial and stakeholder needs, plans for managing any memorial must remain flexible.

### Be Inclusive

“Barriers to collective expressions of ... emotions can stall recovery and successful grieving” (Eyre 1999). Access to those grieving process should be inclusive and unrestricted, welcoming those directly and indirectly impact by the event, ensuring that everyone can participate in memorial activities.

### Be Supportive

Many people have their own support network, unfortunately there are still many that do not. Some specialist support can be provided to any that may need help making sense of the event or their feelings.

### Be Respectful

For certain individuals, participating in a memorial becomes a source of strength and contributes to their personal healing journey. Those responsible for the physical actions related to the memorial’s removal, relocation, or preservation should be considerate and inclusive of those who may have formed this connection. Be Consultative

Because of the wide-reaching effect of a collective event, inclusion in the consultative process must also be wide reaching. Start engaging early in the process with a wide array of stakeholders and avoid limiting people’s involvement.

### Plan Removal

Incorrectly managing the removal or relocation of the temporary memorial can have lasting negative impacts on those grieving. Planning for this needs to be done early, in consultation with wide array of stakeholders and with thoughtful consideration to the emotional nature of the activity.

# Managing the memorial process

## Support services for those affected.

“Temporary memorials can become important sites of connection, hope and recovery.... Provision of psychosocial support is recommended.” (Whitton 2016)

- Consider both faith based and secular based support services.
- Psychological First Aid is recognised as best practice psychosocial support and can be delivered by 3<sup>rd</sup> party faith or secular based support organisations.
- Look to offer psychosocial support to the survivors or grieving families.
- Allow visitors free expression of emotion at the site. Try and determine their supports needs.
- Look at physical support needed for the grieving family or the injured visiting the site.
- Brief any visitors on the dynamics of the site and media presence before they visit.
- Carefully consider temporary restricted site access whilst grieving families or injured visit.
- Consider the emotional welfare of anyone working at the site or planning process.
- Support those involved in preservation / archiving or directly exposed to emotional material.

## Community consultation and inclusion.

Early in the event, consider establishing one or more working groups to help manage:

- Site management (Security, safety, crowd control, delineations, waste, and cleansing).
- Communications (Media, social, visitors, injured and grieving families).
- Support services (EAP, secular and/or faith based).
- Longevity (Preservation of material, relocation, removal, memorialisation).

Allow the affected community to establish and drive the working group, with inclusion from those impacted. The City can provide oversight to offer advice and resources. It is suggested that a third-party organisation assist with the process. Encourage inclusive, regular, and informative discussions.

We aim to avoid imposing or mandating a specific process; instead, we encourage it to evolve naturally and adapt as required. Avoid putting timelines on the process or making decisions on behalf of the affected community without prior consultation and agreement.

## Public access and growth of the memorial site.

“Visiting or contributing to temporary memorials can be an important part of healing for people affected by the crisis.” (Whitton, 2016)

- Consider respectfully pre-empting the emergence of a memorial by initiating a location that may be safer and sustainable for longer periods. This can be achieved by purchase and placement of some bunches of flowers.
- Protect those visiting the site and maintain respectful crowd management.
- Consider the possibility of subdividing the space into smaller sections, providing individual to roam within the memorial.
- Use dignified barriers to create the divisions and to widen out as the memorial grows.

- Keep clear access to the site for all including those injured or needing assistance.
- Plan early for possible relocation of the site should it grow too large or obstructive.

### **Moving or removal the memorial site.**

The initial memorial will be temporary and at some stage it may need to be removed, made permanent or relocated to a secondary location. All stages of this process must be done in consultation with the affected community stakeholders.

- Plan early for the removal of the memorial or potential for long-term memorialisation.
- Look at the memorials' impacts to surrounding business continuity or public safety.
- Avoid moving the memorial great distances or into areas with restricted access.
- Determine early who will be responsible for removal, sorting and preservation of the memorial items, along with the media coverage that follows this process.
- Remember the emotional connection the community may have to the memorial and its items.
- Consider a neutral 3<sup>rd</sup> party to lead the removal, e.g., religious group, Red Cross, volunteers.
- If required, delay any move until those directly affected have had a chance to visit.
- Explore the idea of establishing a lasting memorial or installing a plaque at the site, detailing the incident, and indicating the locations of memorial items.
- Maintain dignity and respect whilst removing, preserving, or storing items.

### **Archiving and preservation materials from the site**

Preserving items placed at the temporary memorial can serve as a historical record of the event for future generations. Preservation efforts must be consultative and coordinated.

- Preservation may not be required in all cases, discuss this with the affected community.
- Plan for media interest in the cleaning and preservation process.
- Engage with the property owner of the site the memorial is situated on.
- Determine early who owns or who is responsible for the items to be preserved.
- Respect connections to items and defer to those with a meaningful relationship for guidance.
- Evaluate items for preservation potential and decide on recycling or disposal options.
- Discuss where and how the items will be stored and who will have access to them.
- Plan early for the archiving, cleaning, or restoration of items to be preserved.
- Avoid rushing the planning for the future use of items, instead, securely store them until an appropriate time arises.
- Plan how to handle organic or biodegradable matter.

### **Management of biodegradable materials**

In the past some incidents, rather than just dispose of organic items such as paper, plants, cards, communities have made use of the materials. They have been:

- Digitally archived into an online memorial.
- Dried and pressed.
- Repurposed into art pieces.



- Mulched for legacy gardens.

Always keeping in mind that this must be done in consultation with the community groups and managed in a dignified manner.

### **The need for longer term memorialising**

Reflecting on the enduring nature of the memorial site or the commemoration of the event is crucial. This consideration may not pose a challenge for events beyond our community, but it could present a different dynamic when the event hits close to home. The memorial site could range from a dedicated garden area to a multi-use physical memorial that could become the centre of all future remembrance events.

It cannot be assumed that all temporary memorials will manifest in the same way. Thought will need to be given to the possibility that a long term or permanent memorial may need to be established. As such, consider:

- Affected community inclusion.
- How to promote moving from a temporary to a permanent site.
- Leaving some item of remembrance at the incident site (Plaque, Art, etc.).
- The physical site of a long-term or permanent memorial.
- What impact it may have on the surrounding amenity, community.
- Design of the site, such as shade, water, facilities, transport, disability access.
- Management responsibility of the new site.
- Incident anniversary events.

### **Site selection for long term memorials**

A review of public sites that may be suitable for permanent memorials was undertaken in May 2019. Key criteria which influence suitability are:

- Universal access, including public transport options.
- Visibility and surveillance (passive and CCTV).
- Control and management of the space by City of Perth.
- Minimal conflict points between normal usage of space and the memorial, media etc.
- Access to other public utilities including toilets, water, shelter, rubbish bins, seating.

Appendix 1. lists areas where a long term or permanent memorial may be suitable.

Given the variable nature of each event and process, the affected community may offer suggestions for other ways or more suitable locations. The event booking schedule will need to be checked beforehand especially in the parks dedicated to weddings.

## Memorial working group roles and responsibilities.

It is suggested that the affected communities or a chosen third party manage the memorial process. The City will still need to maintain oversight through the establishment of one or more memorial working groups. The groups will provide liaison services, support, and advice on how the memorial management can process lawfully, effectively and with dignity.

Under the direction of the City of Perth lead below, it would be suggested that the following units / agencies form a Memorial Working Group to assist the affected community group or take the lead if no group has been established.

### **City of Perth lead (If Emergency Recovery Plan is activated)**

#### ***Local Recovery Coordinating Group – Social Subcommittee***

Provides oversight and direction to any affected community working group or coordinates the temporary memorial process utilising the below unit resources. Liaises between City of Perth staff and community working group. Reports back to Local Recovery Coordinator (LRC).

### **City of Perth lead (If Emergency Recovery Plan is not activated)**

#### ***Alliance Manager Community Safety and Amenity***

Provides oversight and direction to any affected community working group or coordinates the temporary memorial process utilising the below unit / agency resources. Liaison between City of Perth Executive, staff and community working group.

### **Site management and selection**

#### ***Alliance Manager Operations***

Arrange for any changes to site management due to a temporary memorial's existence. Provide input and advise on selection of a long term or permanent memorial site should this be necessary. Arrange for maintenance and operation of any future long term or permanent memorial site. Will check event bookings to ensure park suitability.

#### ***Coordinator Activity Approvals***

Manage any changes to existing or future event hires on or around the temporary memorial site. Provide input and advise into selection of a long term or permanent memorial site should this be necessary. Provide feedback on any site hire conflicts.

#### ***Alliance Manager Customer Experience***

Manage any changes to short term or non-City approved events on or around the temporary memorial site. Provide input and advise into selection of an event appropriate long term or permanent memorial site. Provide feedback on any site hire conflicts.

## Site security

### *Coordinator SafeCity Rangers*

Arranges security, safety, and crowd management support to the site, ensuring the temporary memorial remains intact and doesn't adversely affect the amenity or safety of the public. Provide any needed barriers, dividers and ensure memorial and attendee are protected.

## Waste and cleansing

### *Alliance Manager Operations*

Keeps the area free of rubbish and refuse. Provides extra waste receptacles as need be. Manages any extra cleansing needed due to increased concentration of pedestrians.

## Communications

### *Alliance Manager Marketing and Communications*

Manages the accuracy and delivery of public and media information, advise or notifications. Arranges any interviews and report approvals. Advice on potential impact of decisions on grief process.

Also counteracts negative media reporting and handles the communication, advocacy / mediation needs of grieving families and injured persons.

## Psychosocial support services (Internal)

### *Chief People Officer*

Arranges the Employee Assistance Program (EAP) support services for staff directly or indirectly involved in the process. Also encourages the use of EAP for staff involved in the management of the memorial and the material archiving process.

## Psychosocial support services (External)

### *Area Manager Australian Red Cross*

Arranges the provision of 3<sup>rd</sup> party faith based and/or secular based support services for the public, grieving families or injured persons. Both at the memorial sites and privately.

## Site longevity

### *Alliance Manager Arts and Culture*

Oversees the process of preserving memorial materials, relocation of the memorial, if needed, timing and process for the eventual removal of the site and possible transition to a permanent site.

Also provides advice to the cultural significance of any site. Also ensures alignment with Council Policies namely CP1.6 Commemorative Works and CP 18.2 Cultural Collections to guide any on site permanent memorial and anniversary / commemorative programs.



## Reference Material

### **Australian Red Cross**

*Psychosocial guidelines for temporary memorial management 2017*

### **Christchurch mosque attacks: Flowers, tributes to be removed from Botanic Gardens**

<https://www.radionz.co.nz/news/national/386736/christchurch-mosque-attacks-flowers-tributes-to-be-removed-from-botanic-gardens>

### **Removal of flowers and other tributes for Christchurch shooting victims begins, digital copies to be made**

<https://www.tvnz.co.nz/one-news/new-zealand/removal-flowers-and-other-tributes-christchurch-shooting-victims-begins-digital-copies-made?auto=60245129460011>

### **Bourke Street tributes left for victims of attack to be removed as appeal nears \$1 million**

<https://www.abc.net.au/news/2017-01-30/bourke-street-tributes-for-attack-victims-to-be-removed/8223140>

### **Heartless thief steals flowers from Melbourne memorial**

<https://www.news.com.au/technology/online/social/heartless-thief-steals-flowers-from-melbourne-memorial/news-story/c1d024b26ca0e398eb0b1dee6394bed2>

### **Bourke St Mall Attack Victims Remembered With Memorial One Year On**

<https://www.hit.com.au/story/bourke-st-mall-attack-victims-remembered-with-memorial-one-year-on-73141>

### **Flower tributes for Tori Johnson and Katrina Dawson removed from Martin Place**

<https://www.abc.net.au/news/2014-12-22/flower-tributes-lindt-cafe-siege-to-be-removed-from-martin-place/5984364>

### **Sydney siege memorial unveiled in Martin Place, three years after deadly terrorist incident**

<https://www.abc.net.au/news/2017-12-16/sydney-siege-memorial-unveiled-in-martin-place/9265332>

### **Paris clears makeshift memorial for victims of French terror attacks**

<https://www.france24.com/en/20160802-paris-terror-attacks-memorial-cleared-france-republique>

### **A city on the edge: Thousands turn out across Paris to lay floral tributes and pay their respects to victims**

<https://www.dailymail.co.uk/news/article-3319494/United-face-fear-Thousands-turn-Paris-lay-floral-tributes-pay-respects-victims-terror-attacks-country-comes-terms-deadliest-attack-Europe-decade.html>

### **Public commemoration to mark Black Saturday 10th anniversary**

<https://www.theage.com.au/national/victoria/public-commemoration-to-mark-black-saturday-10th-anniversary-20190107-p50q1b.html>



## Annexure 1: Options for Long Term / Permanent Sites

NOTE: Some Parks are designated wedding sites and this will need to be considered in any long term or permanent memorial planning.

Prop Key	Name	Address	Suburb	Size	Lights	Public Visibility	CCTV	On Street Parking	Off Street Parking	Transpo rt	Media Staging	h2o	Bin	WC	Shelter	Seats	Comments
174594	Totterdell Park	165 Colin St	West Perth	L	Street	M	N	Y	N	Bus, Train	Y		Y	N	Trees	Y	Paths around outside. Children's playground, large open area, opposite tracks,
201422	JH Abrahams Res	Hackett Drive	Crawley	L	Street Park	M	N	N	Y	Bus	Y	Y	Y	Y	Trees Shelter	Y	Overlooks water, family area, BBQ, playground, basketball, paths and walkways
174846	Florence Hummerston Res	16 Mount St	Perth	S	None	H	Y	Y	N	Bus	N	Y	Y	N	Trees	Y	Already has a memorial in park, lots on bench seating
195942	Forrest Place	Wellington St	Perth	M	Full	H	Y	Y	Y	Bus, Train, CAT	Y	Y	Y	Y	Trees, Shelter	Y	Already historical gathering area, has sound and stage, rely on close private public use toilets

Prop Key	Name	Address	Suburb	Size	Lights	Public Visibility	CCTV	On Street Parking	Off Street Parking	Transport	Media Staging	h2o	Bin	WC	Shelter	Seats	Comments
175141	Stirling Gardens	33 St Georges Tce	Perth	M	Street Park	H	Y	Y	Y	Bus, Train, CAT, Ferry	Y	N	Y	Y	Trees	Y	Place of existing significance, open areas, central location
175122	Supreme Court Gardens	Riverside Drive	Perth	L	Street Park	M	Y	Y	Y	Bus, Train, CAT, Ferry	Y	N	Y	Y	Trees	Y	Large area, close to water, most amenity, central to Perth, underutilized
175642	Wellington Sq	Wellington St	East Perth	XL	Street	H	Yes	Y	N	Bus, CAT	Y	Y	Y	Y	Trees	N	large park being redeveloped, future inclusion of a space could be incorporated into new design
176362	Queens Gardens	Hay St	East Perth	XL	Park	M	N	Y	Y	Bus, CAT	Y	Y	Y	Y	Trees Shelter	N	Nice outlook, existing gardens, large carpark
177422	Mardalup Foreshore	5 Browne St	East Perth	XL	Street Park	H	N	Y	Y	Bus, CAT	Y	Y	Y	N	Trees	Y	BBQ, playground, water view, basketball, existing memorial

Prop Key	Name	Address	Suburb	Size	Lights	Public Visibility	CCTV	On Street Parking	Off Street Parking	Transport	Media Staging	h2o	Bin	WC	Shelter	Seats	Comments
175467	Pt Fraser	Riverside Drive	East Perth	S	Path	M	N	N	Y	B	Y	Y	Y	Y	Trees	N	Couple of areas suitable. Caution with wetland sensitivities. Food and beverage areas.
177571	Victoria Gardens	10 Royal St	East Perth	XL	Street Park	H	Yes	Y	Y	B,C	N	Y	Y	Y	Trees Shelter	Y	Good open area, BBQ, ready memorials and historical locations
202942	Ozone Reserve	Riverside Drive	East Perth	L	Street Park	M	Y	Y	Y	B	Y	Y	Y	Y	Trees Shelter	Y	Good open area, BBQ, water feature

