

**From:** [Rose, Andrew](#)  
**To:** [Sadleir, Richard](#); [Walter, Andrew](#); [Exell, Blair](#); [Lawson, Ely](#); [Morony, Kendra](#)  
**Cc:** [Rayner, Karla](#); [Hehir, Martin](#); [Lin, Katy](#)  
**Subject:** RE: draft s 22(1)(a)(ii) [SEC=OFFICIAL]  
**Date:** Saturday, 20 December 2025 7:52:21 PM  
**Attachments:** [image001.jpg](#)  
[image002.png](#)

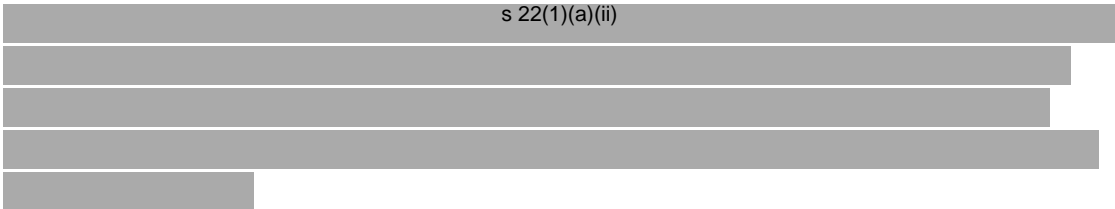
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**OFFICIAL**

All

All

s 22(1)(a)(ii)



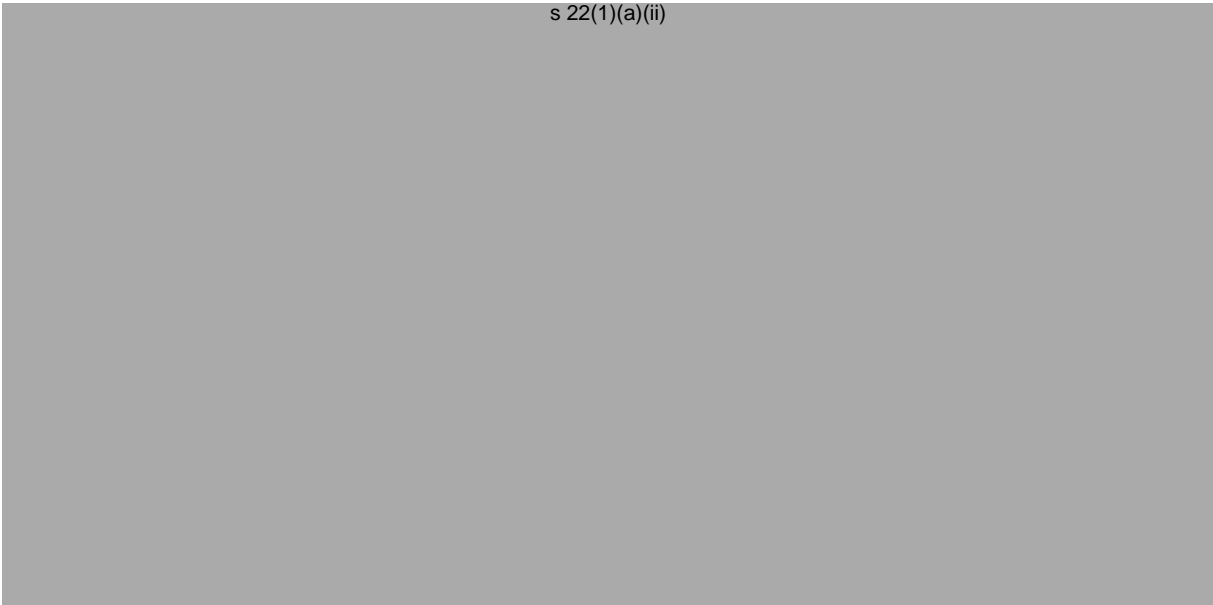
Also below is a first cut of terms of reference for consideration – in the event it assists to see the two side-by-side. s 47C



Kind regards

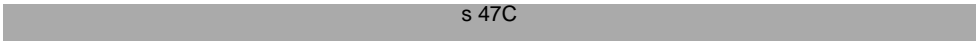
Andrew

s 22(1)(a)(ii)



**Draft terms of reference**

s 47C



**Andrew Rose**

Assistant Secretary, Domestic Security  
Department of Prime Minister and Cabinet

p. s 22(1)(a)(ii) | m. + s 22(1)(a)(ii)

Ngunnawal Country, One National Circuit, Barton, ACT 2600 | PO Box 6500 CANBERRA ACT 2600  
e. [andrew.rose@pmc.gov.au](mailto:andrew.rose@pmc.gov.au) w. [pmc.gov.au](http://pmc.gov.au)



The Department acknowledges and pays respect to the past, present and emerging Elders and Traditional Custodians of Country, and the continuation of cultural, spiritual and educational practices of Aboriginal and Torres Strait Islander peoples.

**From:** [Lin, Katy](#)  
**To:** s 22(1)(a)(ii)  
**Subject:** FW: draft s 22(1)(a)(ii) [SEC=OFFICIAL]  
**Date:** Saturday, 20 December 2025 8:01:00 PM  
**Attachments:** [image001.jpg](#)  
[image002.png](#)

**OFFICIAL**

FYI s 22(1)(a)(ii) TORs for the Review.

My only minor amendments to the TORs are to streamline the text, s 47C  
[Redacted]

s 22(1)(a)(ii)

s 22(1)(a)(ii) – any views?

KL

---

**From:** Rose, Andrew <Andrew.Rose@pmc.gov.au>  
**Sent:** Saturday, 20 December 2025 7:52 PM  
**To:** Sadleir, Richard <Richard.Sadleir@pmc.gov.au>; Walter, Andrew <Andrew.Walter@pmc.gov.au>; Exell, Blair <Blair.Exell@pmc.gov.au>; Lawson, Elly <Elly.Lawson@pmc.gov.au>; Morony, Kendra <Kendra.Morony@pmc.gov.au>  
**Cc:** Rayner, Karla <Karla.Rayner@pmc.gov.au>; Hehir, Martin <Martin.Hehir@pmc.gov.au>; Lin, Katy <Katy.Lin@pmc.gov.au>  
**Subject:** RE: draft s 22(1)(a)(ii) [SEC=OFFICIAL]

**OFFICIAL**

All

All

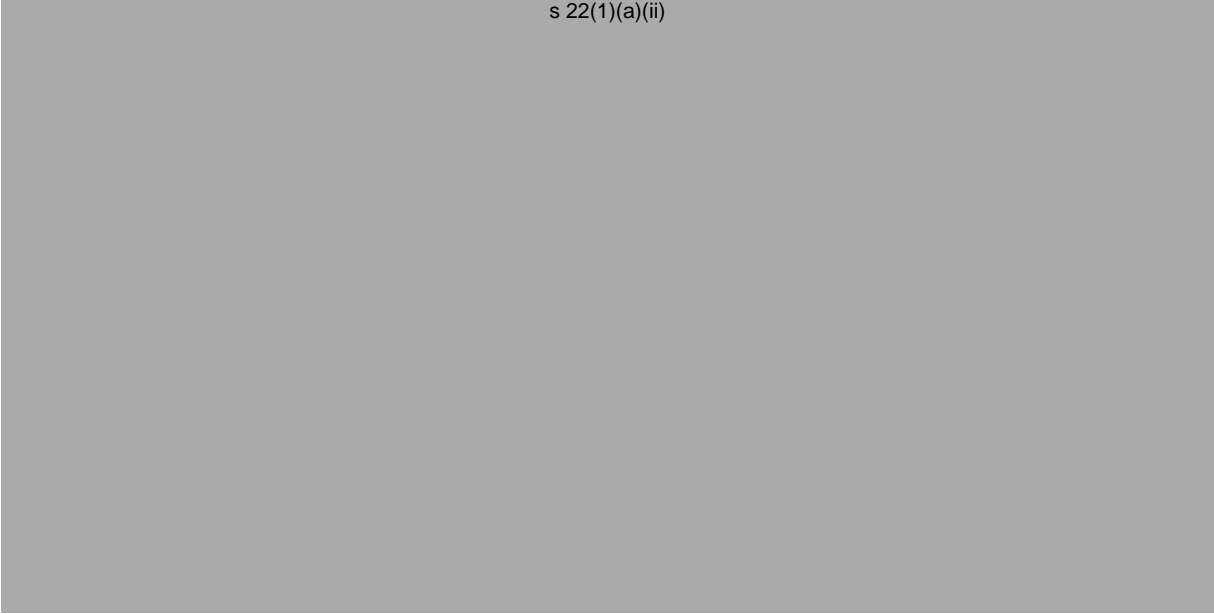
[Redacted]  
s 22(1)(a)(ii)  
[Redacted]  
[Redacted]  
[Redacted]  
[Redacted]

Also below is a first cut of terms of reference for consideration – in the event it assists to see the two side-by-side. s 47C  
[Redacted]  
[Redacted]

Kind regards

Andrew

s 22(1)(a)(ii)



**Draft terms of reference**

s 47C



Assistant Secretary, Domestic Security  
Department of Prime Minister and Cabinet  
p. s 22(1)(a)(ii) | m. s 22(1)(a)(ii)

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The Department acknowledges and pays respect to the past, present and emerging Elders and Traditional Custodians of Country, and the continuation of cultural, spiritual and educational practices of Aboriginal and Torres Strait Islander peoples.

s 22(1)(a)(ii)

**From:** [Sadleir, Richard](#)  
**To:** [Rose, Andrew](#); [Walter, Andrew](#); [Exell, Blair](#); [Lawson, Elly](#); [Morony, Kendra](#)  
**Cc:** [Rayner, Karla](#); [Hehir, Martin](#); [Lin, Katy](#)  
**Subject:** RE: draft s 22(1)(a)(ii) [SEC=OFFICIAL]  
**Date:** Saturday, 20 December 2025 8:00:48 PM  
**Attachments:** [image001.jpg](#)  
[image003.png](#)

**OFFICIAL**

My initial thoughts below in red. [REDACTED] s 47C  
[REDACTED]

**From:** Rose, Andrew <Andrew.Rose@pmc.gov.au>  
**Sent:** Saturday, 20 December 2025 7:52 PM  
**To:** Sadleir, Richard <Richard.Sadleir@pmc.gov.au>; Walter, Andrew <Andrew.Walter@pmc.gov.au>; Exell, Blair <Blair.Exell@pmc.gov.au>; Lawson, Elly <Elly.Lawson@pmc.gov.au>; Morony, Kendra <Kendra.Morony@pmc.gov.au>  
**Cc:** Rayner, Karla <Karla.Rayner@pmc.gov.au>; Hehir, Martin <Martin.Hehir@pmc.gov.au>; Lin, Katy <Katy.Lin@pmc.gov.au>  
**Subject:** RE: draft s 22(1)(a)(ii) [SEC=OFFICIAL]

**OFFICIAL**

All

All

[REDACTED] s 22(1)(a)(ii)  
[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]

Also below is a first cut of terms of reference for consideration – in the event it assists to see the two side-by-side. [REDACTED] s 47C  
[REDACTED]  
[REDACTED]

Kind regards

Andrew

[REDACTED] s 22(1)(a)(ii)  
[REDACTED]

s 22(1)(a)(ii)

**Draft terms of reference**

s 47C

-

-

**Andrew Rose**

Assistant Secretary, Domestic Security  
Department of Prime Minister and Cabinet

p. s 22(1)(a)(ii) | m. s 22(1)(a)(ii)

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Traditional Custodians of Country, and the continuation of cultural, spiritual and educational practices of Aboriginal and Torres Strait Islander peoples.

s 22(1)(a)(ii)



**From:** [Morony, Kendra](#)  
**To:** [Rose, Andrew](#); [Sadleir, Richard](#); [Walter, Andrew](#); [Exell, Blair](#); [Lawson, Elly](#)  
**Cc:** [Rayner, Karla](#); [Hehir, Martin](#); [Lin, Katy](#)  
**Subject:** RE: draft s 22(1)(a)(ii) [SEC=OFFICIAL]  
**Date:** Saturday, 20 December 2025 8:01:41 PM  
**Attachments:** [image001.jpg](#)  
[image003.png](#)

---

**OFFICIAL**

Andrew – are the ToR public and will they be released at the same time?

s 47C  
[Redacted]

---

**From:** Rose, Andrew <Andrew.Rose@pmc.gov.au>  
**Sent:** Saturday, 20 December 2025 7:52 PM  
**To:** Sadleir, Richard <Richard.Sadleir@pmc.gov.au>; Walter, Andrew <Andrew.Walter@pmc.gov.au>; Exell, Blair <Blair.Exell@pmc.gov.au>; Lawson, Elly <Elly.Lawson@pmc.gov.au>; Morony, Kendra <Kendra.Morony@pmc.gov.au>  
**Cc:** Rayner, Karla <Karla.Rayner@pmc.gov.au>; Hehir, Martin <Martin.Hehir@pmc.gov.au>; Lin, Katy <Katy.Lin@pmc.gov.au>  
**Subject:** RE: draft s 22(1)(a)(ii) [SEC=OFFICIAL]

**OFFICIAL**

All

All

s 22(1)(a)(ii)  
[Redacted]

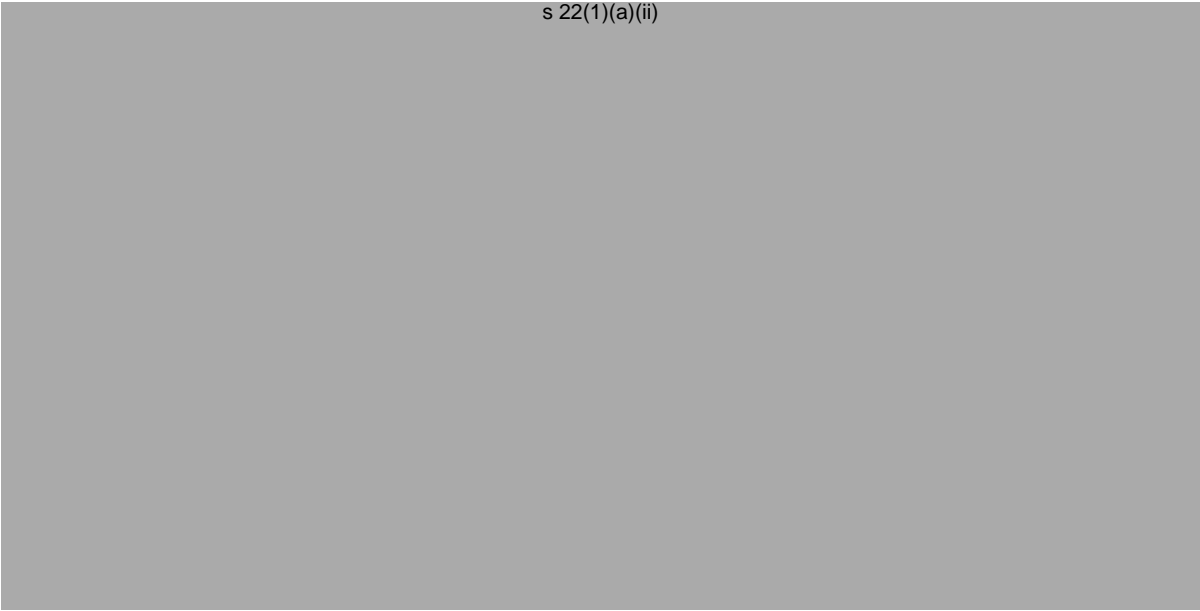
Also below is a first cut of terms of reference for consideration – in the event it assists to see the two side-by-side. s 47C

[Redacted]

Kind regards

Andrew

s 22(1)(a)(ii)



**Draft terms of reference**

s 47C



**Andrew Rose**

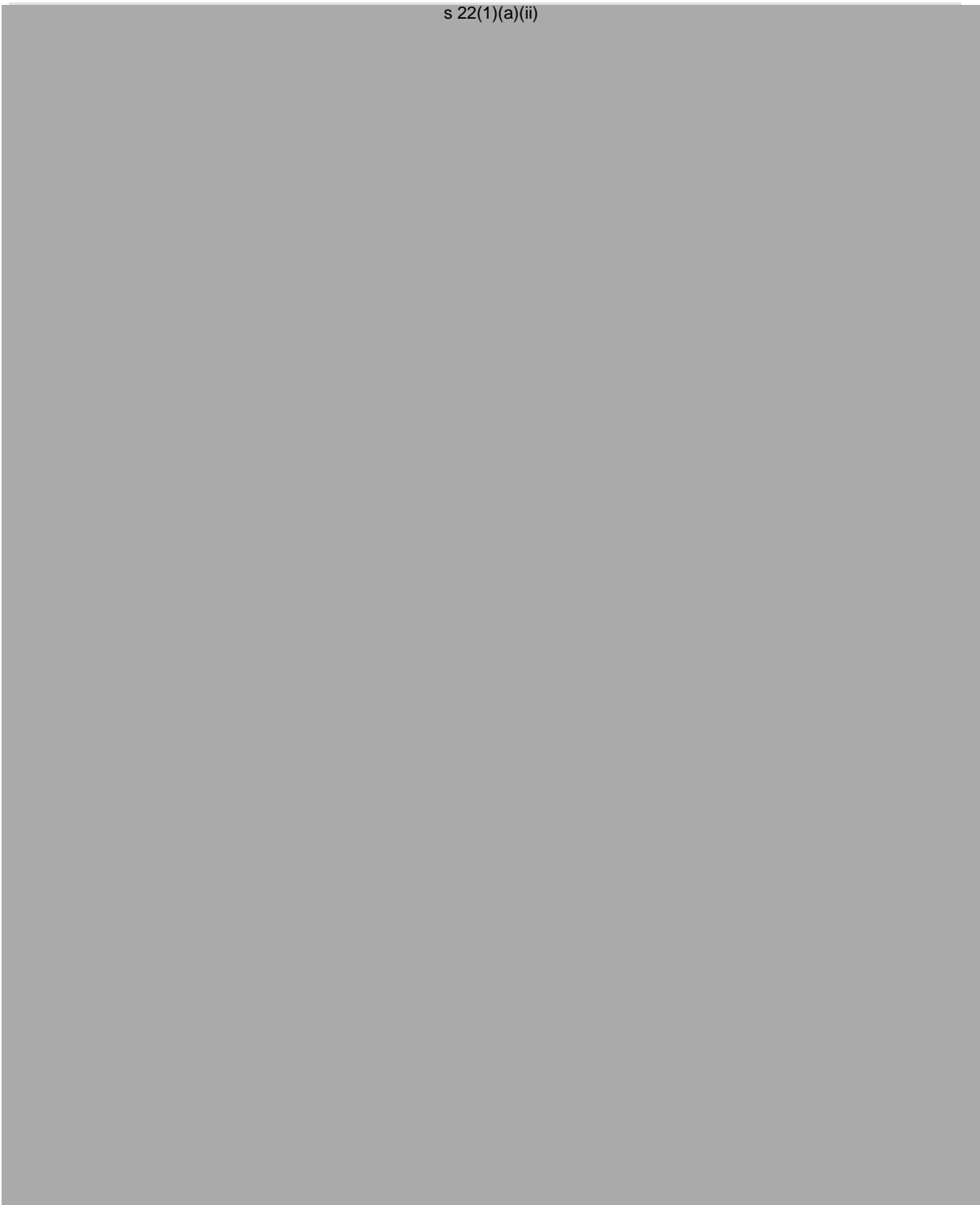
Assistant Secretary, Domestic Security  
Department of Prime Minister and Cabinet  
p. s 22(1)(a)(ii) | m. s 22(1)(a)(ii)

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The Department acknowledges and pays respect to the past, present and emerging Elders and Traditional Custodians of Country, and the continuation of cultural, spiritual and educational practices of Aboriginal and Torres Strait Islander peoples.

s 22(1)(a)(ii)



**From:** s 22(1)(a)(ii)  
**To:** [Lin, Katy](#); s 22(1)(a)(ii)  
**Subject:** RE: draft s 22(1)(a)(ii) [SEC=OFFICIAL]  
**Date:** Saturday, 20 December 2025 8:08:32 PM  
**Attachments:** [image001.jpg](#)  
[image003.png](#)

---

**OFFICIAL**

Katy

Minor additional typos highlighted yellow below s 47C

---

**From:** Lin, Katy <Katy.Lin@pmc.gov.au>  
**Sent:** Saturday, 20 December 2025 8:01 PM  
**To:** s 22(1)(a)(ii) @pmc.gov.au; s 22(1)(a)(ii) @pmc.gov.au  
**Subject:** FW: draft s 22(1)(a)(ii) [SEC=OFFICIAL]

**OFFICIAL**

FYI s 22(1)(a)(ii) TORs for the Review.

s 47C

s 22(1)(a)(ii)

s 22(1)(a)(ii) – any views?

KL

---

**From:** Rose, Andrew <[Andrew.Rose@pmc.gov.au](mailto:Andrew.Rose@pmc.gov.au)>  
**Sent:** Saturday, 20 December 2025 7:52 PM  
**To:** Sadleir, Richard <[Richard.Sadleir@pmc.gov.au](mailto:Richard.Sadleir@pmc.gov.au)>; Walter, Andrew <[Andrew.Walter@pmc.gov.au](mailto:Andrew.Walter@pmc.gov.au)>; Exell, Blair <[Blair.Exell@pmc.gov.au](mailto:Blair.Exell@pmc.gov.au)>; Lawson, Elly <[Elly.Lawson@pmc.gov.au](mailto:Elly.Lawson@pmc.gov.au)>; Morony, Kendra <[Kendra.Morony@pmc.gov.au](mailto:Kendra.Morony@pmc.gov.au)>  
**Cc:** Rayner, Karla <[Karla.Rayner@pmc.gov.au](mailto:Karla.Rayner@pmc.gov.au)>; Hehir, Martin <[Martin.Hehir@pmc.gov.au](mailto:Martin.Hehir@pmc.gov.au)>; Lin, Katy <[Katy.Lin@pmc.gov.au](mailto:Katy.Lin@pmc.gov.au)>  
**Subject:** RE: draft s 22(1)(a)(ii) [SEC=OFFICIAL]

**OFFICIAL**

All

All

s 22(1)(a)(ii)

s 22(1)(a)(ii)

Also below is a first cut of terms of reference for consideration – in the event it assists to see the two side-by-side.

s 47C

Kind regards

Andrew

s 22(1)(a)(ii)

**Draft terms of reference**

s 47C



**Andrew Rose**

Assistant Secretary, Domestic Security  
Department of Prime Minister and Cabinet

p. s 22(1)(a)(ii) | m. s 22(1)(a)(ii)

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e. [andrew.rose@pmc.gov.au](mailto:andrew.rose@pmc.gov.au) w. [pmc.gov.au](http://pmc.gov.au)



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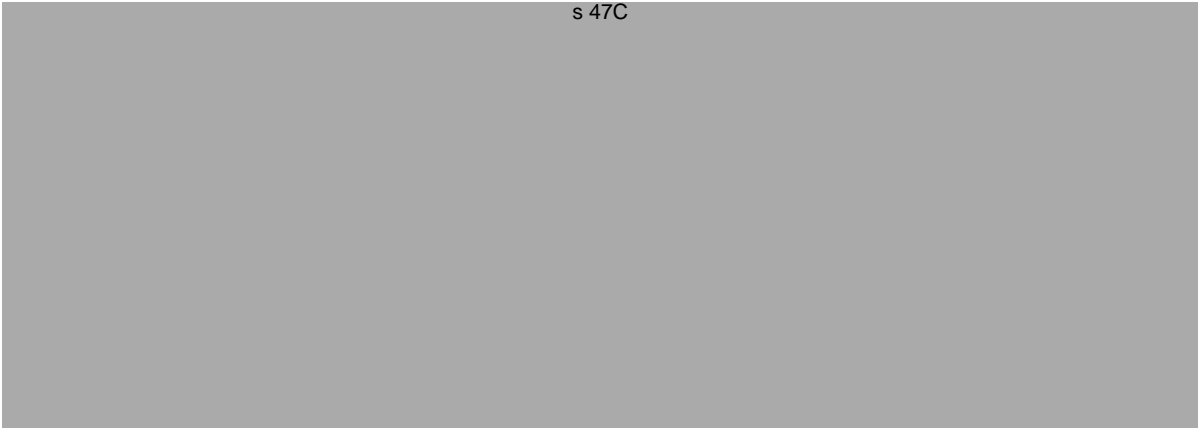
**From:** [Lin, Katy](#)  
**To:** [Rose, Andrew](#)  
**Cc:** [Sadleir, Richard](#); [Exell, Blair](#); [Lawson, Elly](#); [Morony, Kendra](#); [Rayner, Karla](#); [Hehir, Martin](#)  
**Subject:** FW: draft s 22(1)(a)(ii) [SEC=OFFICIAL]  
**Date:** Saturday, 20 December 2025 8:20:38 PM  
**Attachments:** [image001.jpg](#)  
[image003.png](#)

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**OFFICIAL**

All

Suggested minor edits to the TORs below in highlight:



s 47C

KL

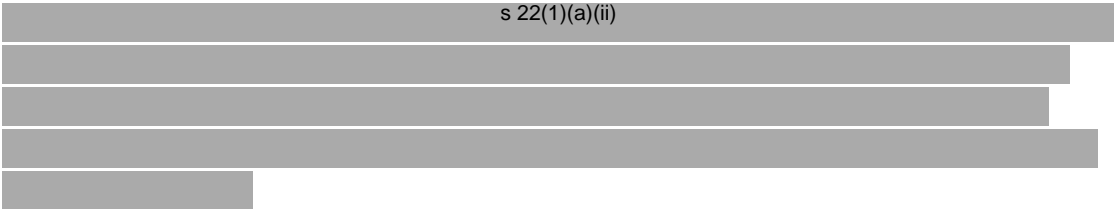
---

**From:** Rose, Andrew <[Andrew.Rose@pmc.gov.au](mailto:Andrew.Rose@pmc.gov.au)>  
**Sent:** Saturday, 20 December 2025 7:52 PM  
**To:** Sadleir, Richard <[Richard.Sadleir@pmc.gov.au](mailto:Richard.Sadleir@pmc.gov.au)>; Walter, Andrew <[Andrew.Walter@pmc.gov.au](mailto:Andrew.Walter@pmc.gov.au)>; Exell, Blair <[Blair.Exell@pmc.gov.au](mailto:Blair.Exell@pmc.gov.au)>; Lawson, Elly <[Elly.Lawson@pmc.gov.au](mailto:Elly.Lawson@pmc.gov.au)>; Morony, Kendra <[Kendra.Morony@pmc.gov.au](mailto:Kendra.Morony@pmc.gov.au)>  
**Cc:** Rayner, Karla <[Karla.Rayner@pmc.gov.au](mailto:Karla.Rayner@pmc.gov.au)>; Hehir, Martin <[Martin.Hehir@pmc.gov.au](mailto:Martin.Hehir@pmc.gov.au)>; Lin, Katy <[Katy.Lin@pmc.gov.au](mailto:Katy.Lin@pmc.gov.au)>  
**Subject:** RE: draft s 22(1)(a)(ii) [SEC=OFFICIAL]


**OFFICIAL**

All

All



s 22(1)(a)(ii)

Also below is a first cut of terms of reference for consideration – in the event it assists to see the two side-by-side. 

s 47C

s 47C

Kind regards

Andrew

s 22(1)(a)(ii)

**Draft terms of reference**

s 47C

**Andrew Rose**

Assistant Secretary, Domestic Security  
Department of Prime Minister and Cabinet

p. s 22(1)(a)(ii) | m. s 22(1)(a)(ii)

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e. [andrew.rose@pmc.gov.au](mailto:andrew.rose@pmc.gov.au) w. [pmc.gov.au](http://pmc.gov.au)



The Department acknowledges and pays respect to the past, present and emerging Elders and Traditional Custodians of Country, and the continuation of cultural, spiritual and educational practices of Aboriginal and Torres Strait Islander peoples.

**From:** [Rose, Andrew](#)  
**To:** [Sadleir, Richard](#); s 22(1)(a)(ii)  
**Subject:** draft ToRs [SEC=PROTECTED]  
**Date:** Sunday, 21 December 2025 6:21:00 PM  
**Attachments:** [251221 - draft TORS v1.docx](#)  
[image001.jpg](#)  
[image002.png](#)

---

**PROTECTED**

Richard, s 22(1)(a)(ii)

Draft ToRs for you to react to.

Kind regards

Andrew

**Andrew Rose**

Assistant Secretary, Domestic Security  
Department of Prime Minister and Cabinet  
p. s 22(1)(a)(ii) | m. s 22(1)(a)(ii)

Ngunnawal Country, One National Circuit, Barton, ACT 2600 | PO Box 6500 CANBERRA ACT 2600  
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**From:** [Sadleir, Richard](#)  
**To:** [Rose, Andrew](#); s 22(1)(a)(ii)  
**Subject:** RE: draft ToRs [SEC=PROTECTED]  
**Date:** Sunday, 21 December 2025 7:15:23 PM  
**Attachments:** [251221 - draft TORS v2.docx](#)  
[image001.jpg](#)  
[image003.png](#)

---

**PROTECTED**

A few changes. Have a look and then lets get it to Kendra for her reaction.

---

**From:** Rose, Andrew <Andrew.Rose@pmc.gov.au>  
**Sent:** Sunday, 21 December 2025 6:21 PM  
**To:** Sadleir, Richard <Richard.Sadleir@pmc.gov.au>; s 22(1)(a)(ii)  
s 22(1)(a)(ii) @pmc.gov.au  
**Subject:** draft ToRs [SEC=PROTECTED]

**PROTECTED**

Richard, s 22(1)(a)(ii)

Draft ToRs for you to react to.

Kind regards

Andrew

**Andrew Rose**

Assistant Secretary, Domestic Security  
Department of Prime Minister and Cabinet  
p. s 22(1)(a)(ii) | m. s 22(1)(a)(ii)

Ngunnawal Country, One National Circuit, Barton, ACT 2600 | PO Box 6500 CANBERRA ACT 2600  
e. [andrew.rose@pmc.gov.au](mailto:andrew.rose@pmc.gov.au) w. [pmc.gov.au](http://pmc.gov.au)



The Department acknowledges and pays respect to the past, present and emerging Elders and Traditional Custodians of Country, and the continuation of cultural, spiritual and educational practices of Aboriginal and Torres Strait Islander peoples.

**From:** [Rose, Andrew](#)  
**To:** [Morony, Kendra](#)  
**Cc:** [Sadleir, Richard](#); s 22(1)(a)(ii)  
**Subject:** draft ToRs [SEC=PROTECTED]  
**Date:** Sunday, 21 December 2025 7:28:00 PM  
**Attachments:** [251221 - draft TORS v3.docx](#)  
[image001.jpg](#)  
[image002.png](#)

---

**PROTECTED**

Kendra

Draft ToRs for your consideration.

Kind regards

Andrew

**Andrew Rose**

Assistant Secretary, Domestic Security  
Department of Prime Minister and Cabinet  
p. s 22(1)(a)(ii) | m. s 22(1)(a)(ii)

Ngunnawal Country, One National Circuit, Barton, ACT 2600 | PO Box 6500 CANBERRA ACT 2600  
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The Department acknowledges and pays respect to the past, present and emerging Elders and Traditional Custodians of Country, and the continuation of cultural, spiritual and educational practices of Aboriginal and Torres Strait Islander peoples.

**From:** [Morony, Kendra](#)  
**To:** [Rose, Andrew](#)  
**Cc:** [Sadleir, Richard](#); s 22(1)(a)(ii)  
**Subject:** RE: draft ToRs [SEC=PROTECTED]  
**Date:** Sunday, 21 December 2025 8:04:18 PM  
**Attachments:** [251221 - draft TORS v3.docx](#)  
[image001.jpg](#)  
[image003.png](#)

---

**PROTECTED**

Will call

---

**From:** Rose, Andrew <Andrew.Rose@pmc.gov.au>  
**Sent:** Sunday, 21 December 2025 7:29 PM  
**To:** Morony, Kendra <Kendra.Morony@pmc.gov.au>  
**Cc:** Sadleir, Richard <Richard.Sadleir@pmc.gov.au>; s 22(1)(a)(ii)  
s 22(1)(a)(ii) @pmc.gov.au  
**Subject:** draft ToRs [SEC=PROTECTED]

**PROTECTED**

Kendra

Draft ToRs for your consideration.

Kind regards

Andrew

**Andrew Rose**

Assistant Secretary, Domestic Security  
Department of Prime Minister and Cabinet  
p. s 22(1)(a)(ii) | m. s 22(1)(a)(ii)

Ngunnawal Country, One National Circuit, Barton, ACT 2600 | PO Box 6500 CANBERRA ACT 2600  
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**From:** [Morony, Kendra](#)  
**To:** [Rose, Andrew](#)  
**Cc:** [Sadleir, Richard](#); s 22(1)(a)(ii)  
**Subject:** RE: draft ToRs [SEC=PROTECTED]  
**Date:** Sunday, 21 December 2025 8:39:55 PM  
**Attachments:** [251221 - draft TORS v3.docx](#)  
[image001.jpg](#)  
[image002.png](#)

---

**PROTECTED**

As discussed

---

**From:** Morony, Kendra  
**Sent:** Sunday, 21 December 2025 8:04 PM  
**To:** Rose, Andrew <[Andrew.Rose@pmc.gov.au](mailto:Andrew.Rose@pmc.gov.au)>  
**Cc:** Sadleir, Richard <[Richard.Sadleir@pmc.gov.au](mailto:Richard.Sadleir@pmc.gov.au)>; s 22(1)(a)(ii)  
s 22(1)(a)(ii) @pmc.gov.au  
**Subject:** RE: draft ToRs [SEC=PROTECTED]

**PROTECTED**

Will call

---

**From:** Rose, Andrew <[Andrew.Rose@pmc.gov.au](mailto:Andrew.Rose@pmc.gov.au)>  
**Sent:** Sunday, 21 December 2025 7:29 PM  
**To:** Morony, Kendra <[Kendra.Morony@pmc.gov.au](mailto:Kendra.Morony@pmc.gov.au)>  
**Cc:** Sadleir, Richard <[Richard.Sadleir@pmc.gov.au](mailto:Richard.Sadleir@pmc.gov.au)>; s 22(1)(a)(ii)  
s 22(1)(a)(ii) @pmc.gov.au  
**Subject:** draft ToRs [SEC=PROTECTED]

**PROTECTED**

Kendra

Draft ToRs for your consideration.

Kind regards

Andrew

**Andrew Rose**

Assistant Secretary, Domestic Security  
Department of Prime Minister and Cabinet  
p. s 22(1)(a)(ii) | m. s 22(1)(a)(ii)

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**From:** [Sadleir, Richard](#)  
**To:** [Morony, Kendra](#); [Rose, Andrew](#)  
**Cc:** s 22(1)(a)(ii)  
**Subject:** RE: draft ToRs [SEC=PROTECTED]  
**Date:** Sunday, 21 December 2025 8:46:47 PM  
**Attachments:** [RS 251221 - draft TORS v3 \(003\).docx](#)  
[image001.jpg](#)  
[image003.png](#)

---

**PROTECTED**

Minor proposed tweaks attached – one just for internal consistency.

All good otherwise.

---

**From:** Morony, Kendra <Kendra.Morony@pmc.gov.au>  
**Sent:** Sunday, 21 December 2025 8:40 PM  
**To:** Rose, Andrew <Andrew.Rose@pmc.gov.au>  
**Cc:** Sadleir, Richard <Richard.Sadleir@pmc.gov.au>; s 22(1)(a)(ii)  
s 22(1)(a)(ii) @pmc.gov.au  
**Subject:** RE: draft ToRs [SEC=PROTECTED]

**PROTECTED**

As discussed

---

**From:** Morony, Kendra  
**Sent:** Sunday, 21 December 2025 8:04 PM  
**To:** Rose, Andrew <[Andrew.Rose@pmc.gov.au](mailto:Andrew.Rose@pmc.gov.au)>  
**Cc:** Sadleir, Richard <[Richard.Sadleir@pmc.gov.au](mailto:Richard.Sadleir@pmc.gov.au)>; s 22(1)(a)(ii)  
s 22(1)(a)(ii) @pmc.gov.au  
**Subject:** RE: draft ToRs [SEC=PROTECTED]

**PROTECTED**

Will call

---

**From:** Rose, Andrew <[Andrew.Rose@pmc.gov.au](mailto:Andrew.Rose@pmc.gov.au)>  
**Sent:** Sunday, 21 December 2025 7:29 PM  
**To:** Morony, Kendra <[Kendra.Morony@pmc.gov.au](mailto:Kendra.Morony@pmc.gov.au)>  
**Cc:** Sadleir, Richard <[Richard.Sadleir@pmc.gov.au](mailto:Richard.Sadleir@pmc.gov.au)>; s 22(1)(a)(ii)  
s 22(1)(a)(ii) @pmc.gov.au  
**Subject:** draft ToRs [SEC=PROTECTED]

**PROTECTED**

Kendra

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Kind regards

Andrew

**Andrew Rose**

Assistant Secretary, Domestic Security  
Department of Prime Minister and Cabinet  
p. s 22(1)(a)(ii) | m. s 22(1)(a)(ii)

Ngunnawal Country, One National Circuit, Barton, ACT 2600 | PO Box 6500 CANBERRA ACT 2600  
e. [andrew.rose@pmc.gov.au](mailto:andrew.rose@pmc.gov.au) w. [pmc.gov.au](http://pmc.gov.au)



The Department acknowledges and pays respect to the past, present and emerging Elders and Traditional Custodians of Country, and the continuation of cultural, spiritual and educational practices of Aboriginal and Torres Strait Islander peoples.

**From:** [Morony, Kendra](#)  
**To:** [Exell, Blair](#); [Lin, Katy](#); [Crosthwaite, Kerren](#); [Doherty, Greta](#)  
**Cc:** [Sadleir, Richard](#); [Rose, Andrew](#); [Rayner, Karla](#); [Walter, Andrew](#)  
**Subject:** Draft ToR [SEC=PROTECTED]  
**Date:** Sunday, 21 December 2025 8:50:26 PM  
**Attachments:** [Draft ToRs.docx](#)

---

**PROTECTED**

Evening,

Attached are draft ToR for initial comments tonight.

Please note they have been drafted based on discussions today with Dennis and others. Very much appreciate the broad approach – as well as specifics – may evolve.

Kendra.

**From:** [Rose, Andrew](#)  
**To:** [Morony, Kendra](#); [Sadleir, Richard](#)  
**Cc:** s 22(1)(a)(ii)  
**Subject:** RE: draft ToRs [SEC=PROTECTED]  
**Date:** Sunday, 21 December 2025 8:51:00 PM  
**Attachments:** [image001.jpg](#)  
[image003.png](#)  
[251221 - draft TORS v4.docx](#)

---

**PROTECTED**

And a couple of additional minor suggestions from me – building on top of Richard’s – for incorporation in future iterations if needed.

Kind regards

Andrew

**Andrew Rose**

Assistant Secretary, Domestic Security  
 Department of Prime Minister and Cabinet  
 p. s 22(1)(a)(ii) | m. s 22(1)(a)(ii)

Ngunnawal Country, One National Circuit, Barton, ACT 2600 | PO Box 6500 CANBERRA ACT 2600  
 e. [andrew.rose@pmc.gov.au](mailto:andrew.rose@pmc.gov.au) w. [pmc.gov.au](http://pmc.gov.au)



The Department acknowledges and pays respect to the past, present and emerging Elders and Traditional Custodians of Country, and the continuation of cultural, spiritual and educational practices of Aboriginal and Torres Strait Islander peoples.

---

**From:** Morony, Kendra <[Kendra.Morony@pmc.gov.au](mailto:Kendra.Morony@pmc.gov.au)>  
**Sent:** Sunday, 21 December 2025 8:47 PM  
**To:** Sadleir, Richard <[Richard.Sadleir@pmc.gov.au](mailto:Richard.Sadleir@pmc.gov.au)>; Rose, Andrew <[Andrew.Rose@pmc.gov.au](mailto:Andrew.Rose@pmc.gov.au)>  
**Cc:** s 22(1)(a)(ii) @pmc.gov.au  
**Subject:** RE: draft ToRs [SEC=PROTECTED]

**PROTECTED**

Thank you

---

**From:** Sadleir, Richard <[Richard.Sadleir@pmc.gov.au](mailto:Richard.Sadleir@pmc.gov.au)>  
**Sent:** Sunday, 21 December 2025 8:47 PM  
**To:** Morony, Kendra <[Kendra.Morony@pmc.gov.au](mailto:Kendra.Morony@pmc.gov.au)>; Rose, Andrew <[Andrew.Rose@pmc.gov.au](mailto:Andrew.Rose@pmc.gov.au)>  
**Cc:** s 22(1)(a)(ii) @pmc.gov.au  
**Subject:** RE: draft ToRs [SEC=PROTECTED]

**PROTECTED**

Minor proposed tweaks attached – one just for internal consistency.

All good otherwise.

---

**From:** Morony, Kendra <[Kendra.Morony@pmc.gov.au](mailto:Kendra.Morony@pmc.gov.au)>  
**Sent:** Sunday, 21 December 2025 8:40 PM  
**To:** Rose, Andrew <[Andrew.Rose@pmc.gov.au](mailto:Andrew.Rose@pmc.gov.au)>  
**Cc:** Sadleir, Richard <[Richard.Sadleir@pmc.gov.au](mailto:Richard.Sadleir@pmc.gov.au)>; s 22(1)(a)(ii) <[REDACTED]>  
s 22(1)(a)(ii) <[REDACTED]> <[\[REDACTED\]@pmc.gov.au](mailto:[REDACTED]@pmc.gov.au)>  
**Subject:** RE: draft ToRs [SEC=PROTECTED]

**PROTECTED**

As discussed

---

**From:** Morony, Kendra  
**Sent:** Sunday, 21 December 2025 8:04 PM  
**To:** Rose, Andrew <[Andrew.Rose@pmc.gov.au](mailto:Andrew.Rose@pmc.gov.au)>  
**Cc:** Sadleir, Richard <[Richard.Sadleir@pmc.gov.au](mailto:Richard.Sadleir@pmc.gov.au)>; s 22(1)(a)(ii) <[REDACTED]>  
s 22(1)(a)(ii) <[REDACTED]> <[\[REDACTED\]@pmc.gov.au](mailto:[REDACTED]@pmc.gov.au)>  
**Subject:** RE: draft ToRs [SEC=PROTECTED]

**PROTECTED**

Will call

---

**From:** Rose, Andrew <[Andrew.Rose@pmc.gov.au](mailto:Andrew.Rose@pmc.gov.au)>  
**Sent:** Sunday, 21 December 2025 7:29 PM  
**To:** Morony, Kendra <[Kendra.Morony@pmc.gov.au](mailto:Kendra.Morony@pmc.gov.au)>  
**Cc:** Sadleir, Richard <[Richard.Sadleir@pmc.gov.au](mailto:Richard.Sadleir@pmc.gov.au)>; s 22(1)(a)(ii) <[REDACTED]>  
s 22(1)(a)(ii) <[REDACTED]> <[\[REDACTED\]@pmc.gov.au](mailto:[REDACTED]@pmc.gov.au)>  
**Subject:** draft ToRs [SEC=PROTECTED]

**PROTECTED**

Kendra

Draft ToRs for your consideration.

Kind regards

Andrew

**Andrew Rose**  
Assistant Secretary, Domestic Security  
Department of Prime Minister and Cabinet

p. s 22(1)(a)(ii) | m. s 22(1)(a)(ii)

Ngunnawal Country, One National Circuit, Barton, ACT 2600 | PO Box 6500 CANBERRA ACT 2600

e. [andrew.rose@pmc.gov.au](mailto:andrew.rose@pmc.gov.au) w. [pmc.gov.au](http://pmc.gov.au)



The Department acknowledges and pays respect to the past, present and emerging Elders and Traditional Custodians of Country, and the continuation of cultural, spiritual and educational practices of Aboriginal and Torres Strait Islander peoples.

**From:** [Doherty, Greta](#)  
**To:** [Lin, Katy](#); [Morony, Kendra](#); [Exell, Blair](#); [Crosthwaite, Kerren](#)  
**Cc:** [Sadleir, Richard](#); [Rose, Andrew](#); [Rayner, Karla](#); [Walter, Andrew](#)  
**Subject:** RE: Draft ToR [SEC=PROTECTED]  
**Date:** Sunday, 21 December 2025 9:55:52 PM  
**Attachments:** [Draft ToRs GD.docx](#)

---

**PROTECTED**

Thanks Kendra – a couple of very minor suggestions from me, just for consideration

Greta

---

**From:** Lin, Katy <Katy.Lin@pmc.gov.au>  
**Sent:** Sunday, 21 December 2025 9:39 PM  
**To:** Morony, Kendra <Kendra.Morony@pmc.gov.au>; Exell, Blair <Blair.Exell@pmc.gov.au>; Crosthwaite, Kerren <Kerren.Crosthwaite@pmc.gov.au>; Doherty, Greta <Greta.Doherty@pmc.gov.au>  
**Cc:** Sadleir, Richard <Richard.Sadleir@pmc.gov.au>; Rose, Andrew <Andrew.Rose@pmc.gov.au>; Rayner, Karla <Karla.Rayner@pmc.gov.au>; Walter, Andrew <Andrew.Walter@pmc.gov.au>  
**Subject:** RE: Draft ToR [SEC=PROTECTED]

**PROTECTED**

Thanks Kendra, no comments from me.

Other than to note the significant overlap with the NSW Royal Commission TORs.

Blair – happy to work with you on next steps in that regard if helpful.

KL

---

**From:** Morony, Kendra <[Kendra.Morony@pmc.gov.au](mailto:Kendra.Morony@pmc.gov.au)>  
**Sent:** Sunday, 21 December 2025 8:50 PM  
**To:** Exell, Blair <[Blair.Exell@pmc.gov.au](mailto:Blair.Exell@pmc.gov.au)>; Lin, Katy <[Katy.Lin@pmc.gov.au](mailto:Katy.Lin@pmc.gov.au)>; Crosthwaite, Kerren <[Kerren.Crosthwaite@pmc.gov.au](mailto:Kerren.Crosthwaite@pmc.gov.au)>; Doherty, Greta <[Greta.Doherty@pmc.gov.au](mailto:Greta.Doherty@pmc.gov.au)>  
**Cc:** Sadleir, Richard <[Richard.Sadleir@pmc.gov.au](mailto:Richard.Sadleir@pmc.gov.au)>; Rose, Andrew <[Andrew.Rose@pmc.gov.au](mailto:Andrew.Rose@pmc.gov.au)>; Rayner, Karla <[Karla.Rayner@pmc.gov.au](mailto:Karla.Rayner@pmc.gov.au)>; Walter, Andrew <[Andrew.Walter@pmc.gov.au](mailto:Andrew.Walter@pmc.gov.au)>  
**Subject:** Draft ToR [SEC=PROTECTED]

**PROTECTED**

Evening,

Attached are draft ToR for initial comments tonight.

Please note they have been drafted based on discussions today with Dennis and others.

Very much appreciate the broad approach – as well as specifics – may evolve.

Kendra.

**From:** [Exell, Blair](#)  
**To:** [Morony, Kendra](#); [Lin, Katy](#); [Crosthwaite, Kerren](#); [Doherty, Greta](#)  
**Cc:** [Sadleir, Richard](#); [Rose, Andrew](#); [Rayner, Karla](#); [Walter, Andrew](#)  
**Subject:** RE: Draft ToR [SEC=PROTECTED]  
**Date:** Sunday, 21 December 2025 9:57:17 PM  
**Attachments:** [Draft ToRs.docx](#)

---

**PROTECTED**

Thanks sharing, I can see the logic flow of the TOR's – just a couple of suggestions on framing.

B

---

**From:** Morony, Kendra <Kendra.Morony@pmc.gov.au>  
**Sent:** Sunday, 21 December 2025 8:50 PM  
**To:** Exell, Blair <Blair.Exell@pmc.gov.au>; Lin, Katy <Katy.Lin@pmc.gov.au>; Crosthwaite, Kerren <Kerren.Crosthwaite@pmc.gov.au>; Doherty, Greta <Greta.Doherty@pmc.gov.au>  
**Cc:** Sadleir, Richard <Richard.Sadleir@pmc.gov.au>; Rose, Andrew <Andrew.Rose@pmc.gov.au>; Rayner, Karla <Karla.Rayner@pmc.gov.au>; Walter, Andrew <Andrew.Walter@pmc.gov.au>  
**Subject:** Draft ToR [SEC=PROTECTED]

**PROTECTED**

Evening,

Attached are draft ToR for initial comments tonight.

Please note they have been drafted based on discussions today with Dennis and others. Very much appreciate the broad approach – as well as specifics – may evolve.

Kendra.

**From:** [Morony, Kendra](#)  
**To:** [Kennedy, Steven](#)  
**Cc:** [Exell, Blair](#); [Doherty, Greta](#); [Sadleir, Richard](#); [Rose, Andrew](#); [Crosthwaite, Kerren](#); [Lin, Katy](#); [Rayner, Karla](#)  
**Subject:** Draft ToRs [SEC=PROTECTED]  
**Date:** Sunday, 21 December 2025 10:13:41 PM  
**Attachments:** [Draft ToRs 21-12-2025.docx](#)

---

**PROTECTED**

Steven,

Draft ToRs attached. Based on discussions with Dennis today. Only consulted internally at this point.

A few elements that will require discussion.

Kendra.

**From:** [Morony, Kendra](#)  
**To:** ["Davidson, Nina"](#)  
**Cc:** [Sadleir, Richard](#)  
**Subject:** Review - draft ToRs [SEC=PROTECTED]  
**Date:** Monday, 22 December 2025 5:56:20 PM  
**Attachments:** [Draft ToRs .docx](#)

---

**PROTECTED**

Hi Nina,

As discussed, please find attached the draft ToRs for the Independent Commonwealth Review into Australia's federal law enforcement and intelligence agencies for any red line comments.

Grateful for a response as soon as possible.

**Kendra Morony**

Department of the Prime Minister and Cabinet

p. [s 22\(1\)\(a\)\(ii\)](#) | m. [s 22\(1\)\(a\)\(ii\)](#)

Ngunnawal Country, One National Circuit Barton ACT 2600

e. [kendra.morony@pmc.gov.au](mailto:kendra.morony@pmc.gov.au) w. [pmc.gov.au](http://pmc.gov.au)

[s 22\(1\)\(a\)\(ii\)](#)

[s 22\(1\)\(a\)\(ii\)](#)

**From:** [Morony, Kendra](#)  
**To:** s 22(1)(a)(ii)  
**Cc:** [Rayner, Karla](#); [Sadleir, Richard](#); [Exell, Blair](#)  
**Subject:** Draft ToRs [SEC=PROTECTED]  
**Date:** Monday, 22 December 2025 5:57:36 PM  
**Attachments:** [Draft ToRs .docx](#)

---

**PROTECTED**

Hi – this is the version out for consult.

Kendra.

**From:** [McClure, Gail](#)  
**To:** [Morony, Kendra](#); [McClure, Gail](#)  
**Cc:** [Sadleir, Richard](#); [REDACTED] s 47E(d)  
**Subject:** RE: Review - draft ToRs [SEC=PROTECTED]  
**Date:** Tuesday, 23 December 2025 7:45:57 AM  
**Attachments:** [image001.gif](#)  
[image002.gif](#)  
[image003.gif](#)  
[image004.gif](#)  
[image005.gif](#)  
[image006.gif](#)  
[Draft ToRs\\_AFP\\_Review.docx](#)

**PROTECTED**

Morning Kendra

Please find **attached** the draft ToRs with the AFP's suggested additions noted in mark-up for your consideration.

[REDACTED] s 47C

Happy to discuss further.

Kind regards

Gail

**GAIL MCCLURE APM**

*Writing to you from Nggunawal Country*

CHIEF OF STAFF TO THE COMMISSIONER

OFFICE OF THE COMMISSIONER

Tel: [REDACTED] s 22(1)(a)(ii) Ext: [REDACTED] s 22(1) Mob: + [REDACTED] s 22(1)(a)(ii)  
( ) (ii)



*The Australian Federal Police acknowledges the Traditional Owners and Custodians of Country throughout Australia, and their continuing connection to land, sea and community. We pay our respects to First Nations people, culture and Elders past, present and emerging.*



**From:** Morony, Kendra  
**Sent:** Monday, 22 December 2025 6:03 PM  
**To:** McClure, Gail  
**Cc:** Sadleir, Richard  
**Subject:** Review - draft ToRs [SEC=PROTECTED]

**PROTECTED**

Gail,

As discussed, please find attached the draft ToRs for the Independent Commonwealth Review into Australia's federal law enforcement and intelligence agencies for any red line comments.

Grateful for a response as soon as possible.

**Kendra Morony**

Department of the Prime Minister and Cabinet

p. [REDACTED] s 22(1)(a)(ii) | m. [REDACTED] s 22(1)(a)(ii)

Nggunawal Country, One National Circuit Barton ACT 2600

e. [kendra.morony@pmc.gov.au](mailto:kendra.morony@pmc.gov.au) w. pmc.gov.au

s 22(1)(a)(ii)

---

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---

**From:** [Sadleir, Richard](#)  
**To:** [Rose, Andrew](#)  
**Subject:** FW: Draft ToRs [SEC=PROTECTED]  
**Date:** Monday, 22 December 2025 6:03:21 PM  
**Attachments:** [Draft ToRs .docx](#)

---

**PROTECTED**

FYI - Not for onforwarding.

---

**From:** Morony, Kendra <Kendra.Morony@pmc.gov.au>  
**Sent:** Monday, 22 December 2025 5:58 PM  
**To:** [REDACTED] s 22(1)(a)(ii) @pm.gov.au>  
**Cc:** Rayner, Karla <Karla.Rayner@pmc.gov.au>; Sadleir, Richard <Richard.Sadleir@pmc.gov.au>;  
Exell, Blair <Blair.Exell@pmc.gov.au>  
**Subject:** Draft ToRs [SEC=PROTECTED]

**PROTECTED**

Hi – this is the version out for consult.

Kendra.

**From:** [Morony, Kendra](#)  
**To:** [Hamish Hansford](#)  
**Cc:** [Sadleir, Richard](#)  
**Subject:** Review - draft ToRs [SEC=PROTECTED]  
**Date:** Monday, 22 December 2025 6:35:00 PM  
**Attachments:** [Draft ToRs .docx](#)

---

**PROTECTED**

Hamish,

As discussed, please find attached the draft ToRs for the Independent Commonwealth Review into Australia's federal law enforcement and intelligence agencies for any red line comments.

Grateful for a response as soon as possible.

**Kendra Morony**

Department of the Prime Minister and Cabinet

p. [s 22\(1\)\(a\)\(ii\)](#) | m. [s 22\(1\)\(a\)\(ii\)](#)

Ngunnawal Country, One National Circuit Barton ACT 2600

e. [kendra.morony@pmc.gov.au](mailto:kendra.morony@pmc.gov.au) w. [pmc.gov.au](http://pmc.gov.au)

[s 22\(1\)\(a\)\(ii\)](#)

[s 22\(1\)\(a\)\(ii\)](#)

**From:** [Morony, Kendra](#)  
**To:** [Sarah Chidgey](#)  
**Cc:** [Sadleir, Richard](#)  
**Subject:** Review - draft ToRs [SEC=PROTECTED]  
**Date:** Monday, 22 December 2025 6:36:00 PM  
**Attachments:** [Draft ToRs .docx](#)

---

**PROTECTED**

Sarah,

As discussed, please find attached the draft ToRs for the Independent Commonwealth Review into Australia's federal law enforcement and intelligence agencies for any red line comments.

Grateful for a response as soon as possible.

**Kendra Morony**

Department of the Prime Minister and Cabinet

p. [s 22\(1\)\(a\)\(ii\)](#) | m. [s 22\(1\)\(a\)\(ii\)](#)

Ngunnawal Country, One National Circuit Barton ACT 2600

e. [kendra.morony@pmc.gov.au](mailto:kendra.morony@pmc.gov.au) w. [pmc.gov.au](http://pmc.gov.au)

[s 22\(1\)\(a\)\(ii\)](#)

[s 22\(1\)\(a\)\(ii\)](#)

**From:** [Morony, Kendra](#)  
**To:** ["Mike Noyes"](#)  
**Cc:** [Sadleir, Richard](#)  
**Subject:** RE: Review - draft ToRs [SEC=PROTECTED]  
**Date:** Tuesday, 23 December 2025 2:24:57 PM  
**Attachments:** [Draft ToRs - post\\_agency\\_consult.docx](#)

---

**PROTECTED**

Mike,

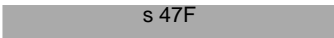
Attached is the updated version that has been provided to the PMO.

Kendra.

s 7(2A)



---

**From:** Morony, Kendra <[Kendra.Morony@pmc.gov.au](mailto:Kendra.Morony@pmc.gov.au)>  
**Sent:** Monday, December 22, 2025 7:38:51 PM  
**To:** Mike Noyes  s 47F  
**Cc:** Sadleir, Richard <[Richard.Sadleir@pmc.gov.au](mailto:Richard.Sadleir@pmc.gov.au)>  
**Subject:** Review - draft ToRs [SEC=PROTECTED]

**PROTECTED**

Mike,

As discussed, please find attached the draft ToRs for the Independent Commonwealth Review into Australia's federal law enforcement and intelligence agencies for any red

line comments.

Grateful for a response as soon as possible.

**Kendra Morony**

Department of the Prime Minister and Cabinet

p. ( s 22(1)(a)(ii) | m. s 22(1)(a)(ii)

Ngunnawal Country, One National Circuit Barton ACT 2600

e. [kendra.morony@pmc.gov.au](mailto:kendra.morony@pmc.gov.au) w. pmc.gov.au

s 22(1)(a)(ii)

s 22(1)(a)(ii)

---

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FOI WARNING: Exempt document under Freedom of Information Act 1982. Refer related FOI requests to the Department of Home Affairs Canberra.

**From:** [Morony, Kendra](#)  
**To:** [Furse, Dale MR](#)  
**Subject:** Draft ToRs [SEC=PROTECTED]  
**Date:** Monday, 22 December 2025 7:39:00 PM  
**Attachments:** [Draft ToRs .docx](#)

---

**PROTECTED**

Dale,

As discussed, please find attached the draft ToRs for the Independent Commonwealth Review into Australia's federal law enforcement and intelligence agencies.

**Kendra Morony**

Department of the Prime Minister and Cabinet

p. [s 22\(1\)\(a\)\(ii\)](#) | m. [s 22\(1\)\(a\)\(ii\)](#)

Ngunnawal Country, One National Circuit Barton ACT 2600

e. [kendra.morony@pmc.gov.au](mailto:kendra.morony@pmc.gov.au) w. pmc.gov.au

[s 22\(1\)\(a\)\(ii\)](#)

[Redacted]

**From:** [Morony, Kendra](#)  
**To:** s 22(1)(a)(ii)  
**Cc:** [Sadleir, Richard](#); [Exell, Blair](#); [Rayner, Karla](#)  
**Subject:** Draft ToRs [SEC=PROTECTED]  
**Date:** Monday, 22 December 2025 11:23:13 AM  
**Attachments:** [Draft ToRs 22-12-2025 .docx](#)

---

**PROTECTED**

s 22(1)(a)  
(ii)

Attached is the first draft of the ToRs.

Would be good to discuss when you are free.

**Kendra Morony**

Department of the Prime Minister and Cabinet

p. s 22(1)(a)(ii) | m. s 22(1)(a)(ii)

Ngunnawal Country, One National Circuit Barton ACT 2600

e. [kendra.morony@pmc.gov.au](mailto:kendra.morony@pmc.gov.au) w. [pmc.gov.au](http://pmc.gov.au)

s 22(1)(a)(ii)

**From:** [Morony, Kendra](#)  
**To:** [Rose, Andrew](#); s 22(1)(a)(ii); [Lin, Katy](#); [Doherty, Greta](#)  
**Cc:** s 47E(d); [Sadleir, Richard](#)  
**Subject:** FW: Draft ToRs [SEC=PROTECTED]  
**Date:** Monday, 22 December 2025 11:39:55 AM  
**Attachments:** [Draft ToRs 22-12-2025 .docx](#)

---

## PROTECTED

FYI

Note I also removed reference to Heather and Richard, got clunky with referencing Dennis after Comp Review.

---

**From:** Morony, Kendra  
**Sent:** Monday, 22 December 2025 11:23 AM  
**To:** s 22(1)(a)(ii) @pm.gov.au  
**Cc:** Sadleir, Richard <Richard.Sadleir@pmc.gov.au>; Exell, Blair <Blair.Exell@pmc.gov.au>; Rayner, Karla <Karla.Rayner@pmc.gov.au>  
**Subject:** Draft ToRs [SEC=PROTECTED]

## PROTECTED

s 22(1)(a)(ii)

Attached is the first draft of the ToRs.

Would be good to discuss when you are free.

### **Kendra Morony**

Department of the Prime Minister and Cabinet

p. s 22(1)(a)(ii) | m. s 22(1)(a)(ii)

Ngunnawal Country, One National Circuit Barton ACT 2600

e. [kendra.morony@pmc.gov.au](mailto:kendra.morony@pmc.gov.au) w. pmc.gov.au

s 22(1)(a)(ii)

MS25-000849

INDEPENDENT REVIEW INTO FEDERAL LAW ENFORCEMENT AND INTELLIGENCE AGENCIES IN THE CONTEXT OF THE 14 DECEMBER 2025 BONDI TERRORIST ATTACK

Prime Minister, we recommend you:

s 22(1)(a)(ii)

2. Agree the Terms of Reference (ToR) (Attachment B) for the Independent Review.

Agreed / Not Agreed

s 22(1)(a)(ii)

24/12/25

ANTHONY ALBANESE

Date:

Comments:

KEY POINTS

s 22(1)(a)(ii)

3. The proposed ToR (Attachment B) have been drafted in conjunction with Mr Richardson, and consulted with the Department of Home Affairs, the Attorney-General's Department (AGD), the Australian Security Intelligence Organisation (ASIO), the Australian Federal Police (AFP) and the Office of National Intelligence (ONI). Once you have agreed the ToR they will be published on PM&C's website.

s 22(1)(a)(ii)

## PROTECTED CABINET Personal Privacy

- PM&C will subsequently provide a draft a letter for you to send to relevant Secretaries and agency heads to provide the ToR and set out your expectations that agencies will cooperate fully with the Independent Review.

s 22(1)(a)(ii)

### Consultation

PM&C DIVISIONS – Government Division, Corporate Division, Intergovernmental Relations and Reform Division

DEPARTMENTS – Department of Home Affairs, the Attorney-General's Department (AGD), the Australian Security Intelligence Organisation (ASIO), the Australian Federal Police (AFP) and the Office of National Intelligence (ONI).

**Richard Sadleir**  
FAS National Security Division  
Phone: s 22(1)(a)(ii)

23 December 2025

Policy Officer: s 22(1)(a)(ii)  
Phone no: s 22(1)(a)(ii)

PM&C Secretary; DS, International and Security Group, *E Lawson*, DS, AUKUS Group, *K Morony*; DS, Social Policy Group, *B Exell*; a/CFO, *T Watts*; FAS, Economic Division, *L Rawlings*; FAS, National Security Division, *R Sadleir*; a/FAS, Government Division, *K Lin*; a/FAS, Ministerial Support Division, *L Kolmar*; AS, Fiscal Policy Branch, *J Neil*.

PMO Chief of Staff; s 22(1)(a)(ii) Advisers: s 22(1)(a)(ii)  
s 22(1)(a)(ii) s 47E(d) @pm.gov.au

## PROTECTED CABINET Personal Privacy

### ATTACHMENTS:

ATTACHMENT A

s 22(1)(a)(ii)

ATTACHMENT B TERMS OF REFERENCE

ATTACHMENT C

s 22(1)(a)(ii)

# **Independent Commonwealth Review into Australia's federal law enforcement and intelligence agencies**

## **Draft Terms of Reference**

In the context of the Bondi terrorist attack Mr Dennis Richardson AC has been asked to undertake an Independent Review into Australia's federal law enforcement and intelligence agencies, to be completed by the end of April 2026.

Mr Richardson will assess whether relevant Commonwealth intelligence and law enforcement agencies - predominantly the Australian Security Intelligence Organisation and the Australian Federal Police - in the context of the Bondi terrorist attack performed to maximum effectiveness; have adequate powers; the right systems, processes and procedures; and an appropriate authorising environment for information sharing with other federal, state and territory agencies.

In doing so, Mr Richardson will consider the circumstances in which the alleged offenders were assessed by agencies over time, to inform any adjustments that are necessary to the way that Commonwealth and state and territory law enforcement and intelligence agencies all interact with each other.

In particular, Mr Richardson will examine the following matters in relation to the Bondi terrorist attack:

- what relevant Commonwealth agencies knew about the alleged offenders before the attack, and when
- the interaction and information sharing between Commonwealth agencies, and between Commonwealth and state and territory agencies
- what judgements were made and actions taken by relevant agencies
- whether there were any additional measures that relevant Commonwealth agencies could have taken to prevent the terrorist attack
- whether relevant Commonwealth agencies were prevented from taking prohibitive actions by the current legislative framework and authorising environment
- what additional measures, if any, should be taken by relevant Commonwealth agencies to prevent similar attacks occurring in the future:
  - whether they have adequate legislative powers, the right systems, processes and procedures, and an appropriate authorising environment for information sharing with other federal and state and territory agencies
  - whether warrant and data access regimes and powers are adequate
  - whether any legislative amendments are required.

Mr Richardson will engage with NSW agencies and, to the extent necessary, agencies in other states and territories.

The review will build on the findings of the 2024 Independent Intelligence Review and also the 2019 Comprehensive Review of the Legal Framework of the National Intelligence Community.

The Department of the Prime Minister and Cabinet will establish a secretariat for the review and provide logistics support to the review as required.

Mr Richardson will have full access to all material he considers may be relevant to his inquiry. Relevant departments and agencies are to cooperate fully with the review and provide assistance in the form of documents, data, materials and meetings as requested.

DRAFT

**From:** [Morony, Kendra](#)  
**To:** [Rose, Andrew](#); [Sadleir, Richard](#)  
**Subject:** ToRs [SEC=PROTECTED]  
**Date:** Tuesday, 23 December 2025 11:20:38 AM  
**Attachments:** [Draft ToRs\\_\(002\).docx](#)

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**PROTECTED**

**Kendra Morony**

A/g Deputy Secretary AUKUS Group  
Department of the Prime Minister and Cabinet  
p. [s 22\(1\)\(a\)\(ii\)](#) | m. [s 22\(1\)\(a\)\(ii\)](#)  
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[s 22\(1\)\(a\)\(ii\)](#)

**From:** [Morony, Kendra](#)  
**To:** s 22(1)(a)(ii)  
**Cc:** [Rayner, Karla](#); [Sadleir, Richard](#); [Exell, Blair](#)  
**Subject:** RE: Draft ToRs [SEC=PROTECTED]  
**Date:** Tuesday, 23 December 2025 11:29:49 AM  
**Attachments:** [Draft ToRs - post\\_agency\\_consult.docx](#)

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**PROTECTED**

s 22(1)(a)  
(ii)

Ahead of the MinSub coming up, attached are the ToRs post consult.

Dennis supportive of edits.

Will call post press conference.

Kendra.

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**From:** Morony, Kendra  
**Sent:** Monday, 22 December 2025 5:58 PM  
**To:** s 22(1)(a)(ii)  
**Cc:** Rayner, Karla ; Sadleir, Richard ; Exell, Blair  
**Subject:** Draft ToRs [SEC=PROTECTED]

**PROTECTED**

Hi – this is the version out for consult.

Kendra.

**From:** [Rose, Andrew](#)  
**To:** s 22(1)(a)(ii)  
**Subject:** Bondi: Independent Review: Terms of Reference  
**Date:** Sunday, 28 December 2025 6:45:37 PM  
**Attachments:** [251224 - TORS as agreed by PM.docx](#)  
[image001.jpg](#)  
[image002.png](#)

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s 22(1)(a)(ii)

The Terms of Reference – as approved – are attached. I think we are still awaiting the green light for these to be made public. From my chat with <sup>s 22(1)(a)(ii)</sup> earlier, it sounds as though the PMO might be planning to make them public tomorrow.

Kind regards

Andrew

**Andrew Rose**

Assistant Secretary, Domestic Security  
Department of Prime Minister and Cabinet  
p. s 22(1)(a)(ii) | m. s 22(1)(a)(ii)

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The Department acknowledges and pays respect to the past, present and emerging Elders and Traditional Custodians of Country, and the continuation of cultural, spiritual and educational practices of Aboriginal and Torres Strait Islander peoples.

# Independent Commonwealth Review into Australia's federal law enforcement and intelligence agencies

## Draft Terms of Reference

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DRAFT