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Prime Minister’s foreword

The attacks on the World Trade Centre and the Pentagon on 11 September 2001 introduced a new and confronting dimension to the international security environment. Australia, as well as some 80 other countries, lost citizens in the attacks. The attacks in Bali on 12 October 2002 brought home the message that Australians are as vulnerable to terrorism as anyone.

All governments have had to adjust to meet this new and unpredictable threat. It does not respect borders and the rights of people to lead peaceful lives and go about their business. Terrorists do not abide by rules or engage in regular forms of combat. Instead, they use whatever means are available to them to achieve their political and ideological objectives.

We know that Al Qaida had an active interest in carrying out a terrorist attack in Australia before 11 September 2001 and that we remain a target today. We are countering the threat from those who would inflict terror upon our society. We are confronting Al Qaida, Jemaah Islamiyah and other terrorist groups. The war against terrorism is not directed against Islam or any other religious faith, but against those who would seek to hijack religion for inhumane and destructive ends.

We are determined to build our counter-terrorism capabilities and to protect by all possible means the values that have given this country its strength and standing in the international community of democratic nations. We will not be cowed by terrorists and the Australian Government will not compromise or negotiate with them. Neither will we change the fundamentals of our way of life. Instead, we will do everything in our power to counter the terrorist threat and to bring to justice those who seek to endanger the lives of our citizens.

The Australian Government’s response to terrorism has been swift, wide-ranging and decisive. Over $3 billion in additional funding has been committed since 2001 to ensure that those agencies tasked with countering the terrorist threat have all the resources they need.

The government has enhanced the roles of the National Security Committee of Cabinet and the National Counter-Terrorism Committee, which together form the basis for a coordinated, whole of government approach to security matters. The government has also strengthened the legislative framework to provide our security and law enforcement agencies with the necessary tools to meet the current terrorist challenge.

Strong intelligence capabilities are fundamental to the effectiveness of our national counter-terrorism arrangements. Intelligence allows us to identify threats and risks and determine the necessary protective arrangements. It is the principal way we can detect and disrupt terrorist activities. The counter-terrorism capabilities of the intelligence agencies have been strengthened through $872 million in additional funding since 2001.
Above all, the Australian Government wants to prevent terrorism, to take all means at its disposal to make it difficult for terrorists to plan, finance and carry out attacks.

A range of preventive measures support the work of the intelligence, security and law enforcement agencies. Border protection mechanisms are strong and multi-layered. Security measures in the aviation and maritime transport sectors have been enhanced. National leadership in critical infrastructure protection is a high priority.

In the event of a terrorist attack, we have strong response capabilities. The Australian Federal Police and the Australian Defence Force have enhanced their domestic counter-terrorism capabilities. We have also established a national medicines stockpile to allow a rapid response in the event of a bioterrorist attack. Through the National Counter-Terrorism Plan there are agreed national arrangements for the Australian, state and territory governments to work together to respond to a terrorist situation. The arrangements are rigorously tested and validated through a national counter-terrorism exercise programme.

Australia has done a great deal to counter the threat of terrorism in a relatively short period of time. It has achieved this through a truly whole of government approach, the engagement of business and professionals from all sectors of our society and economy, and the willingness of the Australian people to give their support to the fight against terrorism.

Effective domestic action is essential in fighting terrorism, but terrorism knows no boundaries and no single country or government can combat the threat by acting alone. Australia’s counter-terrorism strategy is therefore based on a close alignment of our domestic and international policies. Australia is pursuing a targeted bilateral, regional and global approach to enhance our national security.

This publication—Protecting Australia Against Terrorism—sets out the key elements of Australia’s national counter-terrorism policy and arrangements. It complements the Australian Government White Paper on terrorism which explores the international dimensions of the current terrorist threat and the basis of Australia’s counter-terrorism efforts with other countries.

I cannot guarantee that we will not suffer a terrorist attack in Australia. But I can guarantee that the Australian Government will do all in its power to protect Australians against such an attack, and that we will continue to take resolute action, domestically and internationally, to advance our national interests.

John Howard
Prime Minister of Australia
Executive summary

The primary responsibility of the Australian Government is to protect Australia, its people and its interests. The terrorist attacks of 11 September 2001 in the United States and subsequently in Bali on 12 October 2002 have introduced new uncertainties to Australia’s security environment. They signalled a new determination by terrorists to strike at the people and symbols of the West. Australia, as an open, liberal and secular society is likely to remain a target.

The Australian Government has responded quickly and decisively to the challenges posed by terrorism. In the almost three years since the attacks of 11 September 2001, the government has committed an additional $3.1 billion toward strengthening our ability to protect Australia against the terrorist threat.

Protecting ourselves against terrorism goes to the heart of preserving every individual’s right to security. Our security means we are able to participate in the development of our society and community based on shared values of freedom and respect for the dignity of human life. Terrorist acts challenge the principles of democracy that underpin Australia’s Constitution and strong tradition of civil liberties.

This publication—Protecting Australia Against Terrorism—explains the Australian Government’s strategies for confronting the threat of terrorism in the new security environment. Its purpose is to:

• describe, in broad terms, the features of the new security environment
• outline our national framework and arrangements for countering terrorism
• explain the steps the Australian Government has taken to protect Australians and Australia’s interests against the threat of terrorism.

The threat

The terrorist threat is global and enduring. The terrorism Australia confronts today aims to undermine the foundations of Western and Muslim governments alike, and to weaken our cultural traditions and individual freedoms through fear. It is inspired by an extreme and militant distortion of Islamic doctrine that opposes the values of the West and modernity. Muslim extremist terrorism is the principal force driving transnational terrorism, and it is likely to remain so for the foreseeable future. Al Qaida is the most visible and forceful manifestation of this trend.

In our immediate region, the terrorist group Jemaah Islamiyah (JI) has directly targeted Australians and other Western interests. The Bali bombings of 12 October 2002 brought home to all Australians that we are not immune to terrorism in our region. We have successfully brought many of the perpetrators of the Bali bombings to justice. It is clear, however, that JI retains the ability to stage further attacks, as do other groups in the Philippines, Southern Thailand and elsewhere in the region.
Our national strategy
The Australian Government does not underestimate the extent of the challenge we face in protecting our society against terrorist attack. The threat posed by terrorism to our security is complex, broad-ranging and long-term in nature. Since 11 September 2001, the Australian Government has systematically reviewed the critical components of Australia’s protection against terrorism. It has established a national strategic framework based on the principles of maximum preparedness, comprehensive prevention and effective response.

The Australian Government’s counter-terrorism policy has three key strategic objectives. These are to ensure the government has:

- high-quality intelligence to prevent and disrupt attacks against Australians or Australian interests at home or abroad
- optimal strategies and arrangements in place to protect Australia’s people, infrastructure and interests against the activities of terrorists
- the means to minimise the impact of a terrorist incident, should one occur.

Vigilance on all fronts
The new threat environment demands vigilance on all fronts. The Australian Government recognises that it is critical to our national security that it has cooperative relations with the states and territories, a strong partnership with the private sector and broad engagement with the Australian public.

Effective cooperation and coordination between the agencies of all government jurisdictions is equally important. As well as the traditional arms of national security, such as intelligence, diplomacy and defence, Australia’s whole of government effort encompasses our law enforcement, border control, immigration, health and quarantine functions.

Our national coordination arrangements
The Australian Government’s approach to national security recognises the importance of leadership from the centre. The National Security Committee of Cabinet is the peak decision-making body on all matters of national security. Since 11 September 2001, it has played a critical role in determining the direction of Australia’s counter-terrorism policy and what resources should be allocated to the development of our counter-terrorism capabilities.

To support the NSC, the government has put in place effective whole of government coordination structures. The new National Security Division in the Department of the Prime Minister and Cabinet, the National Counter-Terrorism Committee and the strengthened role of the Protective Security Coordination Centre have closely aligned our policy and operational capabilities. The new National Counter-Terrorism Plan provides a whole of government framework for responding to terrorist incidents.

Closer links between the Australian intelligence community (AIC) and our policy and operational agencies at all levels ensure that comprehensive intelligence assessments are effectively brought to bear on the government’s consideration of security policy. Our enhanced programme of multijurisdictional exercises regularly tests the preparedness and effectiveness of our counter-terrorism capabilities.
Increased international and regional engagement
A well-coordinated and sustained international response to terrorism is integral to our national security. The Australian Government is strengthening its relationships with allies and partners and is taking a leadership role in the region and international forums to ensure combating terrorism remains an important priority for the international community. It has put in place enhanced cooperative arrangements for intelligence and information sharing, as well as for building regional capacity in law enforcement and in maritime, aviation and infrastructure security.

Counter-terrorism legislation
The Australian Government has introduced comprehensive terrorism laws. Our laws enable us to take action to prevent terrorist activity and to bring to justice those who plan or perpetrate acts of terrorism. They introduce substantial penalties for engaging in activities related to terrorism. New criminal offences directly target people and organisations that support terrorism, including through the planning and financing of terrorist activity. The Australian Security Intelligence Organisation (ASIO) now has greater powers to collect information. The government has also introduced legislation to increase the protection of our aviation and maritime sectors and to enforce compliance with new security standards.

Intelligence
Our intelligence systems offer the best chance of detecting terrorist activity and allowing us to take steps to prevent an attack. The Australian Government is strongly committed to ensuring that Australia’s intelligence agencies have the expertise and resources to collect and analyse the information needed to combat terrorism. As a result of significantly increased funding since 11 September 2001, we now have strong capabilities for understanding the terrorist threat, analysing information from all sources and for gaining early warning of possible attacks. The Australian Government has established a dedicated multi-agency, round-the-clock National Threat Assessment Centre. The AIC has also expanded its international linkages and greatly enhanced its practical cooperation with counterparts, particularly in the Asia–Pacific region.

Law enforcement
Australia’s law enforcement agencies have significantly increased their capacity to investigate and prevent terrorist activity. The government’s principal law enforcement agency, the Australian Federal Police, has expanded its practical cooperation with state and territory police forces and with overseas counterparts. Specialist criminal investigation units have a greater capacity to gather and analyse criminal intelligence relating to terrorist activity. The Australian Transaction Reports and Analysis Centre (AUSTRAC) now has world-class expertise in financial intelligence analysis and regulating anti-money laundering.

Protecting Australians at home and abroad
All Australians can play a role in increasing their protection against terrorism by taking steps to reduce their exposure to the risk of terrorism. The Australian Government recognises that it has an important responsibility to protect the freedoms of the Australian way of life, while ensuring its security arrangements maximise public safety. Through public information campaigns, the public now has access to more information about our national level of alert and safe overseas travel. The National Security Hotline provides the public with an effective avenue for reporting suspicious activity.
Protecting Australia’s national critical infrastructure

Our national critical infrastructure encompasses major sectors of our economy, such as banking and finance, transport, energy, health, food supply, information technology and communications. A terrorist strike against any element of these vital national systems could have serious consequences for our economy and potentially lead to significant loss of life. Through its support for a strong business–government partnership, the Australian Government is facilitating work on identifying and assessing Australia’s infrastructure, developing risk mitigation plans and harnessing analytical and modelling tools to support the development of nationally integrated, protective strategies.

Border security

As an open society, we must maintain a system of border controls that links us with the global economy while minimising the risk of terrorists entering Australia. Since 11 September 2001, Australia’s layered approach to border security has been strengthened through closer coordination and cooperation across government. We have also extended the reach and capacity of our systems by increasing our overseas presence at key international airports. Australia is at the forefront of international research aimed at harnessing new biometrics technology to detect identity fraud, quarantine technologies to enhance the screening of goods, and more effective disease surveillance systems for preventing bioterrorism.

Transport security

The Australian Government has introduced comprehensive new measures to counter potential threats to our domestic transport networks. The government has strengthened Australia’s aviation security, extending our regulatory regime to a greater number of airports and aircraft operators. There are now new safety measures for aircraft and enhanced facilities for screening people and goods. The government is also introducing new maritime security regulations and requirements in line with new international standards, and is working closely with states and territories to address priorities for enhancing the security of our land transport networks.

Science and technology support

The new Science, Engineering and Technology Unit located in the Department of the Prime Minister and Cabinet is helping to coordinate Australia’s counter-terrorism research effort through links with the private sector, universities and other government agencies. Our national counter-terrorism research effort encompasses the development of technologies for countering chemical, biological and radiological threats and hazards, explosives investigation, critical infrastructure protection, and intelligence and surveillance data management.

Our response capabilities

In Australia, the state and territory governments have primary responsibility for funding and developing capabilities to respond to disasters, including terrorist incidents. However, the Australian Government recognises it has a critical coordination role and specialist expertise to offer, should a terrorist incident exceed the capacities of a state or territory government. The Australian Government has increased the ability of Emergency Management Australia and our emergency health services to manage the consequences of a range of disasters, including terrorism. The Australian Defence Force is now able to respond simultaneously to multiple terrorist incidents at short notice.
The future

There is no end in sight for transnational terrorism, and it is likely that the number of terrorist groups worldwide will grow. The Australian Government’s strategic framework for counter-terrorism is robust, yet flexible enough to respond to a threat that is resilient and capable of adapting.

Intelligence will remain our first line of defence. The Australian Government will continue to support the development of our intelligence capabilities, both people and technical systems, through the commitment of substantial resources. All agencies of the AIC will continue to build their information technology systems and analysis capabilities to ensure they are able to meet Australia’s security requirements over the long-term.

Our analytical agencies—the Office of National Assessments, ASIO and the Defence Intelligence Organisation—will further develop their expertise to support a strategic and long-term understanding of the threat confronting us. ASIO will develop its workforce to increase its analytical and investigative capabilities. By 2006–07, it will have increased its personnel levels by 80 per cent since 11 September 2001.

Information sharing relationships within the AIC, and between AIC members and the growing number of agencies involved in national counter-terrorism arrangements will continue to strengthen. AUSTRAC’s role in working with AIC and law enforcement agencies will intensify as it contributes to domestic and international efforts to suppress terrorist financing. Increasing coordination and cooperation between all relevant government agencies means we are developing a truly national perspective on understanding and countering the terrorist threat.

Our national exercise programme allows the government to continually test our counter-terrorism policy and arrangements to ensure that they remain fully effective and relevant to the changing threat environment. The government has rigorous processes for assessing the success of these exercises and for identifying any changes that need to be made to the national counter-terrorism framework. Building on the Mercury 04 exercise, the next multijurisdictional exercise in 2005 will be a major test of Australia’s consequence management capabilities.
The Australian Government will continue to strengthen its partnership with business in the protection of national critical infrastructure. It will commence work to support a range of initiatives, including analysing interdependencies between different elements of our national infrastructure and the consequences of infrastructure failures and the application of geospatial technology to improve the incident response capabilities of law enforcement and emergency services agencies. The government will pay particular attention to ensuring that it is able to maintain essential communications with the public in a crisis.

The government will continue to review the adequacy of protection and response arrangements for key sectors of our economy. For example, it is working to further integrate our aviation, maritime and land transport policies and arrangements into a world-class framework that assures maximum security through the most efficient and cost-effective means possible.

Australia’s legislative framework is being constantly reviewed to ensure we have the tools to prevent and penalise terrorist activity. In doing so, the Australian Government will always seek to strike a balance between strengthening our national security and protecting individual liberties.

The Australian Government will continue to strengthen our capacity for border security through the development of new biometrics technologies and investment in more efficient and effective data management systems. Our capacity to respond to terrorist incidents will improve through an expanded national medicines stockpile and improved disease surveillance systems.

There will be an increasing focus on facilitating high-quality and targeted collaboration between Australian and international scientists and researchers on counter-terrorism technologies. This will help Australia’s security agencies, police forces and emergency management agencies develop sophisticated capabilities for countering the terrorist challenge.

The Australian Government is firmly committed to the global campaign against terrorism. Our linkages with the United States and other allies in key areas of national security will grow, delivering benefits in intelligence and access to leading-edge skills and technology. Agencies across government will continue to work on a daily basis with their overseas partners to track down terrorists and disrupt their activity. They will continue to work with regional partners and support the development of regional security capabilities.

*We cannot be complacent*

A great deal has been done at all levels of government, by the private sector, the research community and the people of Australia to increase our protection against terrorism. But we cannot be complacent. The Australian Government cannot guarantee that Australia will not be subject to terrorist attacks. It will, however, do everything in its power, in concert with its allies and partners, to take resolute action to protect Australians against the threat of terrorism.

In marshalling our physical and intellectual resources to defend our people and interests against the threat of terrorism, we also reassert our values as a democratic society. The Australian Government firmly believes that our national counter-terrorism policies must embody the values we are seeking to protect—respect for the right of every individual to safety and the freedom to pursue their goals peacefully and productively within the laws of our society.
The terrorist threat

The new security environment
THE NEW SECURITY ENVIRONMENT

On 11 September 2001, a few determined individuals were able to evade the defences of the United States and cause mass casualties among its civilians and those of many other countries. It was an operation that, while complex, cost relatively little. Terrorists were able to exploit the technology and the openness of Western society to inflict massive personal and economic damage.

The attacks of 11 September 2001 changed the global strategic environment. Many countries were at risk, whether they recognised it or not. Australia, as part of the Western world, was then—as it is now—a potential target.

Terrorism is not new. It is a tactic of the militarily weak, in which terrorist groups deliberately target non-combatants. Al Qaida is the principal terrorist group threatening our security today. As well as employing this already reprehensible tactic, Al Qaida has two other characteristics. First, it has an absolute ideological cause—one with which there can be no negotiation. Second, it seeks to cause as many casualties as possible. On 11 September 2001, Al Qaida proved that it had the capacity to back up its intent.

The threat from Al Qaida

At its narrowest, Al Qaida refers to a relatively small number of people who undertook terrorist training in Afghanistan and who swore an oath of allegiance to the leader of Al Qaida, Usama bin Laden. In a wider sense, Al Qaida is a loose global network of like-minded people who sometimes act together, sometimes independently. Its members unite around a central doctrine, which goes back well before the Al Qaida of today and before the Afghanistan of the 1980s and 1990s. Al Qaida’s ideology centres on an extreme and militant interpretation of Islamic doctrine and a conspiratorial view of a world, as they see it, dominated by Jews and Christians.

Al Qaida seeks to reshape Muslim societies, to supplant mainstream Muslim governments and to weaken the West. Within its doctrine, Al Qaida’s key goals have been to expel United States forces and influences from ‘the land of the two holy places’ (Saudi Arabia) and to establish in Muslim countries governments reflecting its interpretation of the Quran. While poverty, social disadvantage and perceptions of injustices perpetrated by Israel, the United States and its allies may well be factors in the decision of some individuals to take up arms and links with Al Qaida, such issues are not central to Al Qaida’s belief system.

As the list of cities which have suffered since 11 September 2001—most notably, Jakarta, Istanbul, Casablanca, Riyadh, Baghdad—demonstrates, Al Qaida does not merely target the Western world, but also Muslim governments that do not share its radical doctrine. Al Qaida is a global phenomenon. It is prepared to attack anywhere in the world.

Al Qaida’s brand of terrorism introduces a new form of strategic uncertainty for Australia. We have learnt since 11 September 2001, through public statements made by Al Qaida, that Australia is also a specific target. We also know that we were a target before September 2001. There is evidence to suggest that terrorists affiliated with Al Qaida had commenced planning to bomb the Australian High Commission and other Western targets in Singapore in the late 1990s. Bin Laden has mentioned Australia as a target.
because of our role in East Timor. Fundamentally, Al Qaida targets us because of who we are and the values we uphold. On the night of 12 October 2002, terrorist bombings in Bali killed 202 people, among them 88 Australian citizens and three Australian residents.

The attacks of Madrid and Khobar (Saudi Arabia) in March and May of 2004 demonstrated that Al Qaida and its affiliates continue to have an interest in attacking soft Western targets.

**Southeast Asia: a major arena in the war against terrorism**

Australia and the countries of Southeast Asia share a significant interest in the region’s capacity to confront the terrorist threat. Australia’s interests are best served by a region that is stable and prosperous. The governments of Southeast Asia recognise that Muslim extremist terrorists are intent on destabilising the legitimate structures of regional states.

Over the past decade, a few Muslim cleric leaders in Southeast Asia, steeped in extremist thought, were able to recruit young people to their way of thinking and to convince them that extreme violence is an acceptable means toward their goal of establishing Islamic rule. They encouraged pre-existing militant Muslim groups in different regional countries to believe in a unified cause.

The Bali attack on 12 October 2002 removed any doubt that Australia might escape this threat. The Bali attack signalled a resolve and level of ambition and coordination among regional terrorists that continue to threaten the lives of people throughout Southeast Asia, including the many thousands of Australians who live in and visit the region each year.

**Jemaah Islamiyah**

In our region Jemaah Islamiyah (JI) is the principal terrorist threat both to Australian interests and across the region. JI has links to Al Qaida and was responsible for the Bali bombing. It is a dynamic organisation capable of changing in response to our increased counter-terrorism efforts. It retains the ability to stage further attacks such as those in Bali, as do other groups in the Philippines, Southern Thailand and elsewhere in the region.
The threat posed by JI is compounded by its development as a network which links existing Muslim extremist terrorist groups across the region in pursuing its goals. Members of JI are able to use one country to train in, another to raise funds in, and another for safe haven. In working together, local terrorist groups are able to maximise the impact of their activities.

The continuing threat of terrorism

A broad coalition of countries has come together to combat terrorism, and has registered significant successes—notable among them the capture and trials of many of those responsible for the Bali bombings. However, despite the successes of an international campaign against terrorism, the broad alliance of terrorist movements has been able to regroup and adapt.

Modern communications and the ease of international travel have helped terrorist groups, enabling their access to clandestine money flows, accessible forms of identity fraud, more secure communications and broad publicity on the internet. The increasing interconnections between states and societies have made it easier for terrorists to plan and carry out attacks.

Key terrorist groups retain the ability to execute complex operations based on detailed planning that draws on networks of terrorists previously unknown to intelligence or law enforcement agencies. They are persistent, innovative and adaptable in choosing targets and evading countermeasures. Many terrorist groups are seeking to take advantage of the growing transnational flows of mass casualty weapons materials, components and techniques, and have a clearly stated interest in adding these weapons to their armoury. The potential consequences of terrorists acquiring these capabilities are extremely grave.

Disrupting the activities of regional terrorist groups like JI will be a long and difficult process. Even though we have achieved important progress, defeating terrorism will require a sustained effort for the foreseeable future.

Australian SASR soldiers contributing to OP SLIPPER, the coalition operation against terrorism in Afghanistan. (Courtesy of the Department of Defence)
Our national strategy

Australia’s national strategy
National coordination arrangements
Increased international and regional engagement
AUSTRALIA’S NATIONAL STRATEGY

How can Australia best combat the terrorist threat?
As an island continent, Australia has been physically isolated from most of the wars, conflicts and tensions that have affected other parts of the globe. This relative isolation gave us a sense of security which was, for the most part, well-founded.

The 1978 Hilton bombing during the Commonwealth Heads of Government Meeting was the first terrorist incident to prompt Australian governments to develop national, coordinated counter-terrorism arrangements and specific counter-terrorism capabilities.

The 11 September 2001 terrorist attacks led to a fundamental shift in our understanding of the global security climate, and brought home the changed character of the terrorist threat. The subsequent Bali attack in 2002 underlined the importance of ensuring that our counter-terrorism plans take account of the new security environment.

The most effective response to terrorism is to actively deny terrorists any possible means of planning and conducting attacks. For Australia, this means continually monitoring the changing threat environment and ensuring our national security policies and capabilities are fully effective in countering any terrorist threat. At the same time, our national domestic strategies must be aligned with a fully coordinated and sustained international response.

Since 11 September 2001, the Australian Government has constantly confronted the question of whether our existing measures and arrangements are adequate in the context of the threats we face and whether there is more that can be reasonably done.

The Australian Government’s strategy for protecting Australia, our people and our interests against terrorism has three main elements:

- **Preparedness**: a strong ability to detect and disrupt terrorist activity
- **Prevention**: strong protection of our people, assets and infrastructure from terrorist activity
- **Response**: rapid and effective capabilities to reduce the impact of a terrorist incident, should one occur.

Key initiatives to combat terrorism
Since 11 September 2001 the Australian Government has committed over $3 billion in additional funding to combat terrorism. It has introduced a wide range of initiatives to strengthen Australia’s preparedness, prevention and response capabilities.
Our national strategy

**AUSTRALIAN GOVERNMENT ADDITIONAL FUNDING COMMITMENT TO DOMESTIC SECURITY (2001–02 TO 2007–08)**

<table>
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<tr>
<th>Capability</th>
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<tr>
<td>Strengthening our intelligence capabilities</td>
<td>$872 million</td>
</tr>
<tr>
<td>Additional protective security and border security</td>
<td>$1462 million</td>
</tr>
<tr>
<td>Building our response capacity</td>
<td>$660 million</td>
</tr>
<tr>
<td>Enhancing security capacity and cooperation in our region</td>
<td>$87 million</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>$3081 million</strong></td>
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Note: These figures reflect impact on total fiscal and underlying cash balances.

**Preparedness and prevention**

- Australia’s legislative framework has been strengthened to enhance the capacity of intelligence and law enforcement agencies to detect, investigate and prosecute terrorists, terrorist organisations and those who seek to train and associate with terrorist groups.

- We now have a better intelligence capability aimed at detecting and disrupting terrorist activity, including through the obstruction of terrorism financing.

- The Australian Government has significantly increased funding to law enforcement agencies to enable them to more proactively investigate and prevent terrorist activity in Australia and against Australian interests overseas.

- Australia has improved its national coordination arrangements at both policy and operational levels through the creation of effective, national-level structures such as the National Counter-Terrorism Committee.

- Australia is increasing its border security through tighter controls on the movement of people and goods in and out of Australia.

- Australia is strengthening security measures to protect Australians at home and abroad. The government has increased security of our domestic transport networks and now provides more information to the public on reducing its exposure to terrorism when travelling overseas. Australia also fulfils its international obligations through enhanced protective security arrangements for foreign government representatives.

- The Australian Government, states and territories work closely with the owners and operators of critical infrastructure in Australia to ensure that measures are in place to protect vital national systems and assets such as energy infrastructure, food supplies, health systems and banking.

- The Australian Government has implemented new information campaigns and advisory services to raise awareness about personal and community security. It has also created avenues for the public to pass across information potentially relevant to the investigation of terrorist activity.

- Australia’s national exercise programme has been extended and refined to take account of the new challenges posed by the current threat environment.
• The Australian Government has reviewed our secure communications needs and is addressing our new requirements for a more extensive and secure communications network.

• The Australian Government has dedicated funding to encourage science and technology research into areas relevant to combating terrorism.

• Australia is actively promoting international and regional engagement on counter-terrorism issues and supports a wide range of cooperative activities to build international resilience against terrorism.

Response
• The government has introduced new measures to manage chemical, biological and radiological incidents.

• Australia is enhancing its capacity to respond to terrorist attacks through strengthened police, emergency and defence capabilities.

• Australia has increased its capacity to support the victims of an attack through regular exercising of jurisdictional crisis management and recovery emergency response and health services.
NATIONAL COORDINATION ARRANGEMENTS

Leadership from the centre

The Australian Government’s approach to national security recognises the importance of leadership from the centre. This is critical to ensuring there is close cooperation, coordination and integration of effort across government in the fight against terrorism. Since 11 September 2001, the Australian Government has strengthened our national coordination arrangements at both strategic and operational levels through four major initiatives:

- strengthening the role of the National Security Committee (NSC) of Cabinet to ensure a strategic focus on key counter-terrorism issues
- improving the government’s counter-terrorism policy capacity and re-vitalising key national committee structures
- expanding links between federal and state and territory governments and across a wide range of agencies in the Australian Government
- reviewing and expanding our national counter-terrorism exercise programme to ensure it is relevant to the current terrorist threat.

National Security Committee of Cabinet

At the political level, the Prime Minister chairs the NSC, the focal point of decision making on national security. It considers strategic developments and major issues of medium- to long-term relevance to Australia’s national security interests. In a security crisis it would meet as often as needed.

The committee consists of the:

- Prime Minister
- Deputy Prime Minister and the Minister for Transport and Regional Services
- Treasurer
- Minister for Defence
- Minister for Foreign Affairs
- Attorney-General.
Other ministers are seconded to the NSC when specific issues relevant to their portfolios are being addressed. Senior officials also attend the meetings: the secretaries of the departments of the Prime Minister and Cabinet, Defence and Foreign Affairs and Trade, the Chief of the Defence Force and the directors-general of the Australian Security Intelligence Organisation and the Office of National Assessments. Other secretaries and the Commissioner of the Australian Federal Police may be called upon to attend, when needed.

**A whole of government approach**

**National Security Division**

In October 2002 the Prime Minister announced that the coordination of counter-terrorism policy would be consolidated in his department, the Department of the Prime Minister and Cabinet (PM&C). The establishment of the National Security Division has strengthened the government’s ability to meet the challenge of terrorism on a whole of government basis. It provides strategic advice to the Prime Minister and government on counter-terrorism policy and broad-level direction to counter-terrorism activity across government.

**Inter-Governmental Agreement on Australia’s National Counter-Terrorism Arrangements**

The Australian Government’s key mechanisms for ensuring optimal operational coordination with the states and territories were revitalised through the new, comprehensive Inter-Governmental Agreement on Australia’s National Counter-Terrorism Arrangements. The agreement was signed by the Prime Minister and all premiers and chief ministers on 24 October 2002 and led to the establishment of the National Counter-Terrorism Committee (NCTC) and the new National Counter-Terrorism Plan.

**National Counter-Terrorism Committee**

The national counter-terrorism effort is coordinated with the states and territories though the NCTC. The NCTC is co-chaired by PM&C and a state or territory senior official. The committee has a strategic focus and strong representation of states and territories at senior policy levels, including deputy police commissioners. Its main roles are to:

- provide strategic policy advice to heads of government and relevant ministers
- coordinate an effective nationwide counter-terrorism capability
- maintain effective arrangements for sharing relevant intelligence and information between agencies and jurisdictions.

At the federal level, the Australian Government Counter-Terrorism Policy Committee is the key interagency forum for the coordination of strategic policy on counter-terrorism issues. It is chaired by PM&C and has a senior membership covering 17 Australian Government departments and agencies.
National Counter-Terrorism Plan
In the wake of 11 September 2001, there was a clear need for a new national framework to meet the challenges of combating terrorism in the changed security environment. Much of this work is reflected in the new National Counter-Terrorism Plan. The plan was endorsed by all jurisdictions and launched by the Prime Minister on 11 June 2003. It was developed through the NCTC in accordance with the terms of the Inter-Governmental Agreement on Australia’s National Counter-Terrorism Arrangements.

The plan recognises the joint responsibility of the Australian Government and the state and territory governments to contribute to developing and maintaining a national capability to counter terrorism. It outlines the responsibilities, authorities and mechanisms to prevent and manage acts of terrorism and their consequences within Australia. The plan and other details on Australia’s national security arrangements are available on the National Security website (www.nationalsecurity.gov.au).

NATIONAL TERRORIST SITUATION

Should there ever be a terrorist attack on Australian soil, the Australian Government will consider, in consultation and agreement with any affected states or territories, whether a National Terrorist Situation (NTS) should be declared. Factors which might lead to an NTS declaration include:

- the scale and nature of the incident: for example, whether it involves chemical, biological, radiological and nuclear materials
- attacks on Australian Government targets or multijurisdictional attacks
- impact of a threat involving civil aviation or maritime operations or critical infrastructure
- the involvement of foreign or international interests.

If an NTS were declared, the Australian Government would take on overall responsibility for policy and broad strategy to resolve the situation. This could involve determining policy objectives, setting priorities, positioning resources, international liaison and coordinating communication with the Australian public.
Protective Security Coordination Centre

While PM&C performs a central policy role, it is not an operational agency. Responsibility for operational coordination of Australia’s counter-terrorism arrangements under the National Counter-Terrorism Plan rests with the Protective Security Coordination Centre (PSCC) in the Attorney-General’s Department. The PSCC also manages Australia’s national counter-terrorism exercise programme and works with other Australian Government agencies and with the states and territories on protective security issues. The role of interjurisdictional police coordination in the event of a terrorist incident rests with the Australian Federal Police (AFP) and state and territory police commissioners.

The PSCC Watch Office channels communications between the Australian Government and states and territories on national security and counter-terrorism matters, including time-critical information reported by the public through the National Security Hotline and daily security reports. As a result of the government’s commitment of $5.1 million in the 2003–04 Budget, the PSCC Watch Office is now able to operate 24 hours a day.

Our enhanced national exercise programme

Should there ever be a need to respond to a terrorist situation, arrangements must be well-tested and practised. Exercises involving simulated terrorist attacks are held regularly to test the capacity of agencies involved in national security to respond. This is particularly important for testing arrangements between the Australian Government and

SASR trooper scales a ladder up the side of HMAS KANIMBLA during Exercise Mercury 04 in the seas northwest of Darwin. (Photo by CPL D. Hilder, courtesy of the Department of Defence)
In order to ensure a high level of preparedness, the Australian Government significantly expanded the national counter-terrorism exercise programme through additional funding of $15.6 million in the 2003–04 Budget.

The enhanced programme encompasses more exercises and has greater participation by agencies involved in the prevention of terrorism and in managing the consequences of an incident. Innovative scenarios have been developed to reflect the new threats faced in the current security environment.

The most recent exercise, *Mercury 04*, which ran in late March 2004, involved governments responding to simultaneous ‘terrorist attacks’. This was the first time that a counter-terrorism exercise of this magnitude had been conducted in Australia. The exercise involved more than 3000 personnel from Defence, AFP, ASIO and the police and emergency services of the four participating jurisdictions—Victoria, South Australia, Tasmania and the Northern Territory. The exercise tested higher-level decision making, including at the political level, and was a major test of our response capabilities.

**IN VOLVING THE PRIVATE SECTOR**

*Mercury 04* marked the first significant involvement of industry in a national counter-terrorism exercise. Industry participation allowed the exercising of arrangements for responding to a threat to offshore oil and gas facilities, as well as processes for high-level consultation with industry on the protection of critical infrastructure.
INCREASED INTERNATIONAL AND REGIONAL ENGAGEMENT

Australia’s domestic counter-terrorism effort contributes to an international agenda that overwhelmingly denounces and acts against terrorist activity. Through practical and effective international cooperation we are better able to confront and disrupt the influence of transnational terrorism. An internationally coordinated and sustained approach is essential. The Australian Government is pursuing international cooperation on a number of fronts simultaneously—political, diplomatic, intelligence, law enforcement, immigration, finance, transport and defence.

The Australian Government’s international strategy has three main elements:
- building political will to combat terrorism through greater international and regional cooperation
- delivering practical results against terrorists through effective operational-level cooperation
- sharing our experience and training to strengthen regional capabilities.

The government’s strategy is supported by three broad areas of activity:
- strengthening relationships with allies and key partners and practical engagement with the region
- participation in regional and multilateral forums on combating terrorism
- developing programmes of cooperation to increase regional capabilities.

Strengthening relationships

Our most critical bilateral relationship is with the United States, the global leader in the fight against terrorism. Our alliance with the United States is underpinned by shared values, and is fundamental to our security. The United States provides essential military, intelligence, law enforcement and economic resources in the fight against terrorism. Our access to these resources, particularly intelligence, helps us to monitor terrorist threats to our security and put in place appropriate countermeasures. We also have strong security links with the United Kingdom and a number of other countries, from which we benefit through close cooperation in intelligence sharing.

Indonesia’s ability to deal with the terrorist threat is fundamental to Australia’s national interests. We are committed to working in partnership with Indonesia to build our counter-terrorism capacities. We are also strengthening our counter-terrorism engagement with other Asia-Pacific countries, as well as with the countries of Europe, South Asia and the Middle East.

Australia’s multilateral dialogue

In March 2003 the government appointed an Ambassador for Counter-Terrorism to help coordinate, promote and intensify our international efforts to combat terrorism. The Ambassador is the key point of contact for our engagement with other countries on counter-terrorism matters.
Australia also participates in multilateral forums directed at combating terrorism on a global level—for example, the United Nations, the Asia–Pacific Economic Cooperation Counter-Terrorism Task Force, the Association of Southeast Asian Nations Regional Forum and the Pacific Islands Forum. The Australia Group, chaired by Australia since 1985, plays a pivotal part in international efforts to prevent countries of concern or terrorists from acquiring chemical and biological weapons.

**Practical cooperation in the region**

The Australian Government has put in place a network of formal, bilateral counter-terrorism arrangements that underpin practical, operational-level cooperation between regional police, intelligence agencies, security authorities, customs, immigration and transport services, defence forces, central banks and financial units.

Nine such arrangements have been concluded with Indonesia, Malaysia, Thailand, the Philippines, Fiji, Cambodia, East Timor, India and Papua New Guinea. These arrangements have been effective in supporting stronger counter-terrorism engagement with regional countries. For example, our memorandum of understanding with Indonesia provided the basis for cooperation between the Australian and Indonesian police in investigating the Bali bombings and bringing many of those responsible to justice.

Strengthening our relationships with regional law enforcement agencies plays an important part in tackling the interrelated threats of terrorism and transnational crime.
The International Network of the AFP has been expanded since 11 September 2001 with additional funding of $47 million. It now has 65 members located in 32 cities in 26 countries.

### JAKARTA CENTRE FOR LAW ENFORCEMENT COOPERATION

Australia is contributing $36.8 million to support an Indonesia–Australia initiative to establish the **Jakarta Centre for Law Enforcement Cooperation (JCLEC)**. The JCLEC will be an international education and training institution aimed at increasing the capacity of regional countries to manage complex multijurisdictional investigations into transnational crimes, including terrorism.

The centre will help build regional counter-terrorism capabilities and provide a hub of practical expertise for responding to particular threats or incidents. As well as providing ongoing financial support, Australia will appoint a Director of Studies, and a number of international law enforcement professionals and trainers to the centre.

### The South Pacific

The vulnerability of states in the South Pacific to the transnational traffic of drugs, arms, people and money, and to potential exploitation by terrorists, directly affects Australia’s security interests. Under the auspices of the Pacific Islands Forum, Australia is helping Pacific Island countries implement counter-terrorism measures agreed under the Nasonini Declaration of 2002. The focus of this assistance is on the development of policy and draft legislation to implement commitments under United Nations anti-terrorism instruments and to strengthen financial controls and law enforcement.

The Australian Government White Paper on terrorism explores in depth the international dimensions of the terrorist threat and Australia’s international response.
Australia’s preparedness and prevention capability

Counter-terrorism legislation
Intelligence
Law enforcement
Protecting Australians at home and abroad
Protecting Australia’s national critical infrastructure
Border security
Transport security
Science and technology support
COUNTER-TERRORISM LEGISLATION

Following the terrorist attacks of 11 September 2001, the Australian Government introduced comprehensive counter-terrorism legislation to increase Australia’s protection against terrorism. Our counter-terrorism laws enable us to take action to prevent acts of terrorism before they are carried out and they enable us to bring to justice those who cause enormous loss of life and devastation to communities through acts of terrorism.

In doing so, our laws seek to strike a balance between strengthening our national security and protecting individual liberties. The Australian Government is committed to dealing with the terrorist threat through constitutional means. We must preserve the rights, freedoms and democratic processes that give us our greatest strength in countering the dogmas of terrorism. The government is constantly reviewing and improving our legislation to ensure we meet the complementary objectives of preserving civil liberties and freedom while countering the actions of terrorists who threaten to undermine them.

Terrorism offences

At the forefront of our counter-terrorism legislative framework are new terrorism offences. These criminal offences, which can be found in the Criminal Code Act 1995, are aimed at people who engage in, train for, prepare, plan, finance or otherwise support terrorist activities. The offences target not only terrorist acts but also the organisations that plan, finance and carry them out. The Australian Federal Police (AFP) has operational responsibility for enforcing the offences in the Criminal Code.

HOW WE DEFINE TERRORISM

The Criminal Code defines a terrorist act as an action or threat of action that causes serious physical harm or death to a person, or endangers a person’s life or involves serious risk to public health or safety, serious damage to property or serious interference with essential electronic systems.

It is further defined as an action or threat of action intended to advance a political, ideological or religious cause and to coerce or influence by intimidation an Australian or foreign government or intimidate the public or a section of the public.

For the full definition refer to Section 100.1 of the Commonwealth Criminal Code Act 1995.

As the Australian Constitution does not give the Commonwealth Parliament explicit power to make laws with respect to terrorism, the states have referred their legislative powers to the Commonwealth to support comprehensive terrorism offences at a national level. As part of the reference of power agreement, the Australian Government is required to consult with the states and territories on amendments to the terrorism offences. It has also undertaken to consult states and territories on listing terrorist organisations, including the provision of information on the activities of those organisations.
Penalties for terrorist acts
People who engage in terrorist acts or who prepare or plan for terrorist acts face penalties of up to life imprisonment. Providing or receiving training connected with a terrorist act or possessing an object connected with a terrorist act also attracts substantial penalties.

Members and supporters of terrorist organisations face prosecution for offences that carry penalties of up to 25 years imprisonment. Our laws enable terrorist organisations to be proscribed in Regulations. Before an organisation can be proscribed, the Attorney-General must be satisfied on reasonable grounds that the organisation is directly or indirectly engaged in or preparing, planning, assisting in or fostering the doing of a terrorist act. The decision to proscribe an organisation is based on the advice of Australia’s intelligence agencies and the Attorney-General’s assessment of Australia’s security interests and needs. To date, 17 terrorist organisations, including Al Qaida, Jemaah Islamiyah, Hamas and the Hizballah External Security Organisation, have been proscribed. As part of its national security responsibilities, ASIO regularly reviews the list of proscribed terrorist organisations and provides advice on whether other organisations should be proscribed.

Bombing offences
New terrorist bombing offences have also been introduced. These offences are directed at the use of explosives and other lethal devices to cause death or serious harm to a person or extensive destruction of property, and attract a maximum penalty of life imprisonment. The offences are broadly framed to cover the release, dissemination or impact of toxic chemicals, biological agents, toxins or similar substances, and radiation or radioactive material.

Offences against Australians overseas
Following the Bali bombing, offences for killing or seriously injuring Australians overseas were enacted to ensure that terrorists who harm Australians can be brought to justice in Australia in the event that another country is unable or unwilling to lay appropriate charges. The offences against Australians overseas are broader than bombing offences and cover all terrorist activity that kills or seriously injures Australians overseas.

NEW SECURITY LEGISLATION

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<th>The following Acts comprise Australia’s key national security legislation:</th>
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<tr>
<td>Terrorism and terrorist organisations offences</td>
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<td>Terrorist bombing offences</td>
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Further information on Australia’s new terrorism laws can be found in the relevant sections of this publication.
INTELLIGENCE

Intelligence is our first line of defence. While intelligence is necessarily an imprecise science, it offers the best chance of preventing terrorist attacks before they can be carried out.

The government is committed to ensuring that Australia’s intelligence agencies have the expertise, capacity and resources to collect and analyse the information needed to combat terrorism. Since 11 September 2001, funding for intelligence counter-terrorism capabilities has increased by $872 million, covering the period 2001–02 to 2007–08.

The Australian Government has strengthened five major areas of intelligence capability:

- increasing the ability of intelligence agencies to collect and analyse counter-terrorism information, including from new sources
- bolstering the government’s capacity for integrated and timely threat assessments
- extending the legal powers of intelligence officers to enable them to more effectively carry out their work
- strengthening and broadening Australia’s international cooperation in intelligence
- increasing resources for personnel, training, management systems and technical capabilities.

The Australian intelligence community

The Australian intelligence community (AIC) comprises the:

- Australian Security Intelligence Organisation (ASIO)
- Australian Secret Intelligence Service (ASIS)
- Office of National Assessments (ONA)
- Defence Intelligence Organisation (DIO)
- Defence Signals Directorate (DSD)
- Defence Imagery and Geospatial Organisation (DIGO).

The agencies of the Australian intelligence community work closely together to ‘join-the-dots’ on terrorism. (Courtesy of AGD)
In the post–Cold War era the Australian intelligence agencies were mainly focused on the Asia–Pacific region as our strategic area of interest. The terrorist attacks of 11 September and the Bali bombings significantly broadened the focus of our intelligence effort. The agencies of the AIC have expanded their global linkages with allies and are developing closer working-level cooperation with regional counterparts. This has led to greater pooling of resources and a dramatic increase in the sharing of information. A number of agencies have seconded officers to counterpart organisations to ensure that the right linkages are in place, thus maximising the likelihood that the right information will be identified and available to the right people.

The Australian Security Intelligence Organisation

The main responsibility of ASIO is to provide advice to protect Australia and its people from threats to national security. It does this through information gathering, investigations, analysis and its national threat assessment role—irrespective of whether threats are directed against Australian interests here or overseas.

The government has significantly increased ASIO’s resources over the past two years with funding of $200.8 million committed since the 2002–03 Budget. A further commitment of $131.4 million from the 2004–05 Budget will enable ASIO to build its long-term capabilities. ASIO’s annual budget will increase to $152.7 million in 2004–05, compared with $69.3 million before 11 September 2001.

The additional funding has enabled ASIO to strengthen its capabilities in investigations and analysis, border control, threat assessment, critical infrastructure protection and security assessment. Over the past two years, ASIO has also increased its counter-terrorism cooperation with other Australian intelligence, law enforcement and border control agencies and expanded its overseas liaison network.

**NATIONAL THREAT ASSESSMENT CENTRE**

ASIO has national responsibility for the preparation of threat assessments, a key element in Australia’s protective security arrangements. The Australian Government has committed $48.6 million to establish a dedicated multi-agency, round-the-clock National Threat Assessment Centre (NTAC).

Threat assessments are based on information from all sources. They address broad national threat levels, threats against specific events and people and Australian interests abroad. They are an important tool for informing travel advisories prepared by the Department of Foreign Affairs and Trade, for determining the national counter-terrorism alert level and for government decision making about security measures.

The NTAC is located in ASIO and integrates officers from ASIO, the Australian Federal Police, the Australian Secret Intelligence Service, the Defence Intelligence Organisation, the Department of Foreign Affairs and Trade, the Department of Transport and Regional Services, and the Office of National Assessments.
**New Australian Security Intelligence Organisation powers**

The government has introduced legislation to give ASIO new powers to fight terrorism. These new powers place ASIO in a better position to collect intelligence that could substantially assist in preventing terrorist attacks. They allow ASIO to obtain a warrant to question, and in limited circumstances detain, a person who may have information relevant to a terrorism offence.

The new powers are an effective tool for ASIO to compel a person to provide information about terrorist activity. It is an offence for the person questioned to fail to provide information under the warrant, or to provide information that is false or misleading. However, information gathered during questioning cannot be used in criminal proceedings for any purpose other than the prosecution of an offence under the ASIO Act. The same information obtained from another source is admissible.

The ASIO legislation also ensures these powers are exercised in a transparent and accountable manner. A warrant to question or detain a person must be issued by an ‘issuing authority’ (a federal magistrate or federal judge) and questioning must take place before an independent ‘prescribed authority’ (who has judicial experience). A person questioned under a warrant has access to a lawyer of choice at any stage of the proceedings. A prescribed authority can authorise the removal of the lawyer under limited circumstances.

At any time, the subject of a warrant may make a complaint to the Inspector-General of Intelligence and Security or the Commonwealth Ombudsman, both of whom are independent office bearers.

To ensure the new powers remain relevant and necessary the Parliamentary Joint Committee on ASIO, ASIS and DSD will review their operation and effectiveness by January 2006.

**Australian Secret Intelligence Service**

ASIS is Australia’s overseas intelligence collection agency. Its primary function is to gather intelligence information, not readily available by other means, about the capabilities, intentions and activities of individuals or organisations outside Australia, which may impact on Australian interests. ASIS’ tasks can include reporting on weapons proliferation, terrorism and other threats to national security.

In the fight against terrorism, there is an increasing need to disrupt and defeat terrorist organisations through timely, relevant and accurate intelligence that can be acted upon. The Australian Government has injected significant funds into ASIS to ensure it is able to proactively pursue its counter-terrorism aims. Extra resources have gone toward increased personnel, training, technical capabilities and enhanced measures to protect ASIS personnel in the field.

ASIS also maintains an extensive network of liaison relationships with foreign intelligence agencies, improving Australia’s access to early warning intelligence. Its international cooperation has also helped to strengthen the counter-terrorism capability of a number of countries in the Asia–Pacific region.
Office of National Assessments
ONA provides reports to the government on international matters of political, strategic or economic significance to Australia. Since 11 September 2001, the government has committed an additional $21.3 million to ONA, in part to increase its counter-terrorism capacity. This funding has allowed ONA to establish the Transnational Issues Branch, which is strongly focused on the analysis of global terrorism. The branch provides a main point of contact for Australian and overseas agencies working on terrorism and other transnational issues.

ONA has increased its analysis and reporting on various aspects of global and Southeast Asian terrorism, including terrorism financing, terrorist access to chemical and biological weapons, the linkages between terrorism and organised crime and the evolving nature of terrorist organisations. ONA’s increased effort also includes more regular intelligence exchanges with allies and counterpart agencies in the Asia-Pacific region.

Defence Intelligence Organisation
DIO provides intelligence assessments to inform Defence and government decision making on national security matters. It plays a critical role in supporting the planning and conduct of Australian Defence Force (ADF) operations. DIO assessments focus primarily on the Asia–Pacific region and cover strategic, political, defence, military, economic, scientific and technical areas.

Since 11 September 2001, DIO has increased the analytical resources dedicated to understanding the transnational terrorism problem, particularly in Southeast Asia. DIO has also supported Defence operations in Afghanistan and Iraq, and seconded intelligence staff to allied organisations to support coalition operations.

Defence Signals Directorate
DSD is Australia’s national authority for signals intelligence. DSD collects and disseminates foreign signals intelligence (known as sigint) to Australian Government agencies and the ADF. Since 11 September 2001, DSD has received additional funding to increase its sigint collection capabilities against terrorists.

The work of the Defence Signals Directorate is vital to Australia’s overall intelligence effort. (Courtesy of the Department of Defence)
DSD is also the national authority for information security. DSD provides a range of information security services and advice, including cryptographic services and products, information security advice and accreditation of secure systems to ensure that ADF, Australian Government, and other national communication and information systems are secure.

**Defence Imagery and Geospatial Organisation**
DIGO supports the government and ADF operations through the collection and analysis of imagery and geospatial information. In response to the increased threat from terrorism, DIGO established a counter-terrorism intelligence collection capability, which was subsequently expanded following increased funding in 2002–03.

**Accountability of the Australian intelligence community**
The new terrorist threat presents immense challenges for Western liberal democracies. We must protect ourselves against attack and we must ensure the safety and security of our citizens. In confronting the terrorist threat we must not compromise the integrity of our democratic traditions, processes and institutions. Australia has a number of safeguards in place to ensure that our intelligence agencies perform their functions within the framework of Australian law.

The Inspector-General of Intelligence and Security is an independent officer who assists the government in overseeing and reviewing the activities of ASIO, ASIS, DSD, DIO, DIGO and ONA. The purpose of this oversight and review is to ensure that the agencies act legally and with propriety, comply with ministerial guidelines and directives and respect human rights. The Inspector-General can undertake an inquiry in response to a complaint or a reference from a minister or act independently to initiate inquiries. The Inspector-General is required to table an annual report to parliament on the operations of the office.

**Information from the public: the National Security Hotline**
The public also has an important role to play. The National Security Hotline commenced operations on 27 December 2002, providing a new and innovative capability for the public to pass across information potentially relevant to countering terrorism. It is now an indispensable part of Australia’s national counter-terrorism arrangements.

The hotline operates 24 hours a day, seven days a week, for members of the public to report any activity or behaviour that seems suspicious or out of the ordinary. Reports to the hotline are passed on to relevant police or security agencies. Since December 2002 the hotline has received over 32 000 calls, letters and emails from members of the public.

Anything suspicious can be reported to the hotline on 1800 123 400 or by email to hotline@nationalsecurity.gov.au. All information received remains confidential and callers can remain anonymous.
LAW ENFORCEMENT

Our law enforcement objectives
The Australian Government has strengthened the capacity of law enforcement agencies to contribute to the counter-terrorism effort. Its key objectives are to:

• strengthen relationships and cooperation between federal, state and territory police
• consolidate and build on the ability of law enforcement agencies to undertake investigations into transnational crime and terrorist activity
• ensure that Australia’s legal framework supports the ability of law enforcement agencies to carry out their work in the most effective way
• increase the contribution of the AFP to international law enforcement efforts.

Australian Federal Police
The AFP is the Australian Government’s principal law enforcement agency. It has a critical role in the whole of government effort to combat terrorism. As terrorism is now identified in Australian legislation as a crime, the AFP has specific responsibility to investigate terrorist offences. Since 2001 the Australian Government has committed over $500 million in additional funding to strengthen the AFP’s counter-terrorism capacity. Some major initiatives are:

• $57.4 million to establish Joint Counter-Terrorism Teams
• $119.3 million to meet increased requirements for close personal protection
• $47 million to expand the AFP’s International Network
• $6.8 million to upgrade the AFP’s high-tech crime investigative capacities as part of the government’s e-security national agenda
• $18.2 million to enhance the AFP’s technical capacity, including telecommunication interception and its capacity to provide mobile rapid response capabilities.

The expansion of AFP capabilities has led to stronger linkages with other government agencies, including the intelligence community, and a greater role in protective security. The AFP has also expanded its international cooperation, contributing to capacity-building and regional law and order initiatives.

JOINT COUNTER-TERRORISM TEAMS
The AFP’s successful mobile strike team model was applied to the investigation of terrorism offences through the formation of Joint Counter-Terrorism Teams (JCTTs). Importantly, these JCTTs operate in all states and territories and comprise AFP officers and state and territory police working together to identify and investigate potential terrorism offences. In the 2002–03 Budget the capacity of the AFP’s mobile strike team was doubled through additional funding of $57.4 million.

Protective security
The Australian Government’s protective security arrangements have been substantially upgraded since 2001, particularly through the integration of the Australian Protective
Service (APS) into the AFP. The APS provides specialist protective security services to major Australian Government clients. New powers became available to AFP and APS members in January 2004. These enable AFP and APS officers to work together more effectively in response to security incidents, particularly at airports and diplomatic missions. The AFP also plays a significant role in Australia’s aviation security arrangements.

**Australian Crime Commission**

The ACC was established in January 2003 to strengthen the fight against nationally significant crime. The ACC is tasked with improving national criminal intelligence collection and analysis, setting clear national criminal intelligence priorities, and conducting investigations of criminal activity of national significance.

Terrorism is one of the highest national intelligence priorities set by the ACC. This ensures that all Australian law enforcement agencies have a common and detailed understanding of the nature of the terrorist threat. The ACC has already made significant progress in enhancing the capacity of Australian law enforcement to counter serious and organised criminal activity, including terrorism. In 2002–03 the Australian Government committed an additional $8.7 million to enhance the analytical and predictive crime capacity of the ACC and its links with state and territory police.

**Australian Transaction Reports and Analysis Centre**

The Australian Transaction Reports and Analysis Centre (AUSTRAC) is Australia’s financial intelligence unit and compliance and regulatory agency. Australia is at the leading edge of the international effort to combat money laundering and the financing of terrorism. AUSTRAC provides valuable intelligence from financial transactions to help protect Australia from the threat of money laundering, terrorist financing, people smuggling, drug trafficking and other major crime. AUSTRAC identifies movements of funds and people within Australia and also into and out of Australia.

Through its formal links with the private sector, AUSTRAC can identify the finances and assets associated with criminal activity, including terrorism. It works closely with the AFP, ASIO, state and territory law enforcement agencies, revenue agencies and others to assist investigation of these crimes.

AUSTRAC works both bilaterally and multilaterally to facilitate the exchange of financial intelligence to foster an international environment hostile to terrorist activity. It provides
technical expertise and training to a range of countries to assist them to develop stronger anti-money laundering and counter-terrorism financing systems. An example of this is the agreement concluded between Australia and Indonesia in February 2004 to exchange intelligence information.

**New legislation to counter the financing of terrorism**

To prevent the flow of funds to terrorist organisations, Australia has made it a criminal offence to provide or collect funds in connection with terrorism and has introduced provisions to freeze the assets of persons and organisations involved in terrorist activities. These offences have been reinforced by additional powers for law enforcement agencies to collect and share financial intelligence.

To date, the Australian Government has listed more than 500 persons and entities under the Charter of the United Nations (Terrorism and Dealings with Assets) Regulations 2002 for the purposes of asset freezing. It is a criminal offence to deal with the assets of persons or entities listed under these regulations, the penalty for which is up to five years imprisonment. This supports international efforts to prevent terrorists generating, transferring or concealing funds.

The government is currently preparing new anti-money laundering laws which will widen the scope of financial monitoring in line with international standards developed by the Financial Action Task Force on Money Laundering.

**Relationship with the Australian intelligence community**

The attacks of 11 September 2001 and the Bali bombings underscored the importance of a close working relationship between intelligence and law enforcement agencies.

Intelligence and law enforcement agencies constitute two sides of the same coin in the contemporary fight against terrorism. In Australia, law enforcement and intelligence functions are separated, recognising their different yet complementary roles in protecting Australia’s national security interests.

The main role of the AIC is to gather and produce intelligence that will enable it to warn the government about activities or situations that might endanger Australia’s national security. Law enforcement agencies have an intelligence capability, whose primary function is to gather and analyse information to support policing, investigations and ultimately court proceedings, where it will be subject to rules of evidence and disclosure.

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**AUSTRALIAN BOMB DATA CENTRE**

The Australian Bomb Data Centre (ABDC), hosted by the AFP, collects, collates, interprets and disseminates data gathered from Australia and overseas concerning the illegal use of explosive and other incendiary devices, whether commercial, military or improvised. The centre provides critical support to the international deployment of AFP members in combating terrorism. This includes the deployment of ABDC members to the investigations of the Bali and Marriott terrorist attacks in Indonesia and the bombings in Davao and Koronodal City in the Philippines.
PROTECTING AUSTRALIANS AT HOME AND ABROAD

The new world security environment has prompted many Australians to rethink their personal safety and security arrangements both at home and abroad. The Australian Government is committed to ensuring that all Australians are able to continue to experience the security that they have always enjoyed. The government has strengthened the safety of the public at home and abroad through a number of major initiatives:

- revised national alert levels
- raising public awareness and engagement in domestic security through targeted information campaigns
- revised and expanded travel advisory services for Australians travelling overseas
- increased security for public events.

Alert system

The new National Counter-Terrorism Plan has four levels of national counter-terrorism alert. At the time of writing (June 2004), the alert level is at Medium, where it has been since 12 September 2001.

The Australian Government determines the level of national counter-terrorism alert based on the likelihood and imminence of terrorist threats identified by ASIO threat assessments and the seriousness of those threats in terms of consequence and impact. The level of counter-terrorism alert is continually reviewed against the backdrop of international developments and domestic threat information. The alert levels are primarily used to inform government planning and preparation for possible incidents. For example, in moving from a low level of alert to medium, an agency might introduce more stringent pass controls for people entering premises.

Should any information come to light which causes the government to change the level of alert, the public will be advised without delay. The government is able to announce an increased security concern without raising the alert level. In November 2002, the government announced a heightened security alert following credible information of a possible terrorist attack in Australia (the information was generalised and non-specific as to targets and precise timing).

| NATIONAL ALERT LEVELS |
|-----------------------|-------------------------------------------------|
| **LOW:**              | No information to suggest a terrorist attack in Australia |
| **MEDIUM:**           | Medium risk of terrorist attack in Australia      |
| **HIGH:**             | High risk of a terrorist attack in Australia     |
| **EXTREME:**          | A terrorist attack is imminent or has occurred    |
Raising public awareness

A very natural public response to the November 2002 security alert was to ask the question ‘What can I do?’ In December 2002 the government launched a national electronic and print media campaign which included a booklet entitled Let’s look out for Australia. The information campaign highlighted what was being done to protect Australia from a possible terrorist threat and detailed steps the public could take to contribute to Australia’s security. In particular, the campaign encouraged people to report any suspicious activity to the National Security Hotline.

Special public events

Terrorists frequently seek to take advantage of publicity opportunities provided by major events, such as the recent Rugby World Cup or the upcoming Commonwealth Games in Melbourne in 2006. Being able to host and attend such events is an important part of the Australian way of life and entails extensive security planning and coordination. In 2000, the challenge of providing security for the Sydney Olympics led to the implementation of a range of heightened security measures. The Rugby World Cup, the world’s largest sporting event in 2003, was enjoyed by many thousands of Australians and visitors, who could be confident that their security had been carefully considered.

The work of our security agencies also extends to overseas events whenever large numbers of Australians are involved. A range of agencies have worked closely with their international counterparts to put in place appropriate security arrangements for events such as Anzac Day at Gallipoli, the Bali terrorist attack commemoration service and the 2004 Athens Olympic Games.
Australians travelling overseas

The Australian Government constantly monitors security conditions overseas to ensure frank, up-to-date advice is available to the Australian public about credible threats against Australians and their interests throughout the world. The government’s travel advice service is a central plank in safeguarding the Australian public abroad. It enables the Australian traveller to make informed judgements about the safety and security conditions of their travel destination.

Travel advisories

Where the government has credible and specific information about terrorist and related security threats that could endanger Australians overseas, this is immediately shared with the Australian community through country-specific travel advisories. The government also maintains a general advice service for Australian travellers that addresses global terrorist risks.

All Australians overseas are encouraged to register their presence abroad with the Department of Foreign Affairs and Trade (DFAT). Registration is available online at www.orao.dfat.gov.au. The online registration process also provides the government with critical information for contingency planning and helps the government contact Australians in an emergency.

**TRAVEL ADVISORIES**

In 2003, the Australian Government refined the travel advisory service to provide the public with clearer assessments of relative security conditions in all overseas destinations covered by a travel advisory.

Rigorous processes are in place to ensure that there continues to be complete harmony between intelligence assessments and travel advice. These ensure close liaison and consultation between DFAT and ASIO on new overseas threat information.

Based on this information, the Australian traveller can take appropriate measures to minimise possible risks. These measures might range from simple personal security precautions to deferring or cancelling travel entirely.

**Information for the travelling public**

In September 2003, the government launched a major new public information campaign, smartraveller.gov.au: it’s a must see destination. The campaign aims to encourage Australian travellers to use travel advice as a routine part of travel planning. The initiative includes television commercials, touch screen kiosks in major Australian international airports, a new 24-hour telephone service (1300 139 281) and a free subscription service at www.smartraveller.gov.au, where all current travel advisories and bulletins can be found.
Working with the travel industry

The Australian Government is working closely and cooperatively with the travel industry to promote its travel advice service. In June 2003 the government, together with the Australian Federation of Travel Agents, launched the Charter for safe travel. The voluntary charter recognises the shared interest that the government and the travel industry have in assisting Australians overseas to adhere to the principles of safe travel. Under this arrangement, travel agents agree to highlight the benefits of the government’s travel advice service, encourage travellers to get adequate travel insurance and to inform them of the security preparations they may need to make before travelling.

If there is a terrorist incident overseas

In addition to its network of overseas posts, DFAT operates a Consular Emergency Centre to monitor breaking developments which may trigger the need for a change in travel advice, or to mobilise a major consular response, as occurred following the Bali bombings. The centre is capable of expanding rapidly in response to a crisis situation.
PROTECTING AUSTRALIA’S NATIONAL CRITICAL INFRASTRUCTURE

The government’s critical infrastructure policy covers those systems that everyone relies on and takes for granted in their day-to-day lives—communications networks, banking, energy, water and food supplies, health services, emergency services and transport. These physical facilities, supply chains, information technologies and communication networks, if destroyed or degraded, would adversely impact on the social or economic wellbeing of the nation, or affect Australia’s ability to ensure national security. This includes infrastructure vital to national security—for example, defence and intelligence facilities.

The majority of critical infrastructure is owned and/or operated by the private sector or by state and territory governments. Some critical infrastructure is owned by the Australian Government, including defence installations and national security facilities. Protecting Australia’s critical infrastructure therefore calls for a high level of cooperation between everyone involved. The Australian Government and state and territory governments cannot act alone. Business owners appreciate the role critical infrastructure plays in driving the economy and so have a vested interest in protecting it.

The Australian Government’s strategic objectives

The government’s strategic policy for the protection of Australia’s critical infrastructure seeks to ensure that there are adequate levels of protective security for critical infrastructure in place, minimum single points of failure and rapid recovery arrangements. The Attorney-General’s Department has primary responsibility for the development of critical infrastructure policy at the federal level.

The Australian Government’s approach has four main elements:

- taking the lead in identifying Australia’s critical infrastructure and determining broad areas of risk
- coordinating the development of strategies for mitigating risks to critical infrastructure
- fostering effective partnerships with state and territory governments and the private sector
- promoting domestic and international best practice in critical infrastructure protection.

In the 2004–05 Budget, the Australian Government provided $50.2 million to underpin its critical infrastructure protection policy.

Identifying Australia’s critical infrastructure and risks

Industry and government at all levels need to work together to raise awareness of infrastructure security risks across Australia and ensure that the information and techniques needed to assess and mitigate risks are readily available. Since 2002 the government has been progressing a number of initiatives aimed at providing a robust basis for the development of protective strategies. This has involved:

- identifying and categorising infrastructure in each sector
- determining general threats and risks
- undertaking a programme of vulnerability assessments for Australian Government and private sector owners and operators of infrastructure
- analysing and modelling cross-sectoral interdependencies.
In conjunction with the states and territories, ASIO has constructed a database and a risk management methodology for identifying and prioritising our national critical infrastructure. The government will conduct formal discussions with business in July 2004 to assess the independencies between different elements of Australia’s national infrastructure. Work on developing a strategic overview of risks to Australia’s critical infrastructure will be an ongoing priority.

**Mitigating risks: an effective business–government partnership**

The Australian Government is committed to a strong business–government partnership in protecting our critical infrastructure. In 2002 a high-level business–government taskforce recommended the creation of the Trusted Information Sharing Network (TISN) for Critical Infrastructure Protection.

The TISN is made up of a Critical Infrastructure Advisory Council, Infrastructure Assurance Advisory Groups (IAAGs), and a number of expert advisory groups. The council is the main coordinating mechanism of the TISN. It comprises key business leaders and relevant government agencies and provides a direct line of communication from the business community to the Attorney-General on critical infrastructure protection issues. Importantly, it also has a direct link with the National Counter-Terrorism Committee.

**Infrastructure Assurance Advisory Groups**

A wide range of Australian Government departments and agencies support the development of critical infrastructure protection strategies for key sectors of our economy. IAAGs have been formed under the TISN for the communications, energy, banking and finance, food chain, health, water services and emergency services sectors. Further groups will be established as needed. Most IAAGs have now developed work plans for the development of risk mitigation strategies for their sectors. Some examples of this work are:

- **Communications and information technology**—The Communications Sector Advisory Group has been working with owners and operators to identify Australia’s critical communications infrastructure and to ensure plans are in place for appropriate protection. The IT Security Expert Advisory Group, comprising representatives of business, academics and consultants, provides advice on information technology security issues that cut across key sectors.
• **Energy**—The Energy Infrastructure Assurance Advisory Group facilitates information sharing on the threats and vulnerabilities affecting critical infrastructure in the energy sector, amongst the owners and operators of these assets. It is also responsible for the development and testing of contingency plans for use by the energy sector.

• **Food**—The Food Chain Assurance Advisory Group is working closely with the food industry to ensure the food safety system is robust enough to deal with the potential for deliberate contamination of the food supply. To date, it has undertaken a comprehensive assessment of the existing food safety and security system, providing the basis for a national food chain security strategy.

• **Health**—The Health Assurance Advisory Group is working closely with the private owners and operators of the health infrastructure to ensure it is able to deliver essential services in the event of a crisis. This includes hospital facilities, pathology laboratories, blood and pharmaceutical suppliers, the Communicable Diseases Network of Australia, electronic disease surveillance data holdings and secure communication systems.

**Promoting good governance**
Investment in critical infrastructure protection is a central aspect of good governance. The government has supported a number of initiatives to encourage owners and operators of critical infrastructure to adopt best practice principles in protecting their operations against all threats and hazards. It is particularly important that businesses and organisations have strategies in place to ensure they are able to continue to deliver their services in the event of an incident.

**The national information infrastructure**
The capacity of nation states to participate in the global economy increasingly depends on computer-based communications and technologies. Attacks on Australia’s national information infrastructure (NII) could cause significant harm to people, serious damage to property or disruption to essential services.
Our NII comprises those information systems that underpin our day-to-day activities such as banking and finance, transport and distribution, telecommunications, energy and utilities, and emergency services. The protection of our NII is shared between Australian Government agencies and the private sector, which owns most of the infrastructure. The Australian Government has taken significant steps to secure Australia’s computer and technology infrastructure from cyber-terrorism.

**THE CYBERCRIME ACT 2001**

The *Cybercrime Act 2001* equips federal law enforcement agencies with the authority to investigate and prosecute groups who use the internet to plan and launch cyber-attacks that could seriously interfere with the functioning of the government, the financial sector and industry.

A suite of new offences, with tough penalties, provides a strong deterrent to people who engage in cyber-attacks such as hacking, computer virus propagation and denial of service attacks.

*Responding to security incidents*

The Information Security Incident Detection, Reporting and Analysis Scheme (ISIDRAS) records information on incidents affecting the security of Australian Government computer and communication systems. OnSecure is an online incident reporting system which complements ISIDRAS ([www.onsecure.gov.au](http://www.onsecure.gov.au)). AusCERT National is a free Australia-wide alerts and incident reporting mechanism for information security incidents. The scheme alerts industry and the Australian public to potential threats and vulnerabilities and provides a reporting programme for security incidents. Information on this service is at [www.national.auscert.org.au](http://www.national.auscert.org.au).

*AusCERT National provides an alerts and incident reporting mechanism to assist industry and the public in managing information security incidents. (Courtesy of the Department of Industry, Tourism and Resources)*
There is close cooperation between intelligence and law enforcement agencies in responding to cyber threats, vulnerabilities and incidents. In the 2002–03 Budget, the government committed $8 million to establishing an information technology security incident response team. The Computer Network Vulnerability Team provides 24-hour support to Australian, state and territory government agencies and assists ASIO and the AFP in investigating incidents affecting the NII. This funding has also allowed DSD to further develop its expertise in computer forensics.

**AUSTRALIAN HIGH TECH CRIME CENTRE**

The Australian High Tech Crime Centre (AHTCC), hosted by the AFP, is the main national-level law enforcement body involved in the investigation of e-security incidents in public and private sector organisations. In 2003 the Australian Government committed $6.8 million to establish a high-tech crime capacity within the AFP. This capacity is now the core of the AHTCC.

The AHTCC performs a national coordination role for the law enforcement effort in combating serious, multijurisdictional crime involving complex technology. In addition to state and territory police forces, the AHTCC has secondees from the Australian Customs Service, the Department of Defence, the Australian Bureau of Statistics, the Australian Communications Authority, AusCERT, the Australian Crime Commission and the Australian Institute of Criminology.

The AHTCC’s multi-agency approach has consolidated and strengthened Australia’s investigative capability.

*International cooperation*

Cyber-attacks are frequently international in scope and effect. The threat of cyber-terrorism will grow as computer literacy increases worldwide. Australia is now at the forefront of international efforts to combat cyber-attacks and cyber-crime. Australia is leading an APEC initiative to build Computer Emergency Response Team (CERT) capacities in developing economies. Working through APEC’s Telecommunications and Information Working Group, the Attorney-General’s Department is delivering CERT training to Papua New Guinea, the Philippines, Thailand, Vietnam and Indonesia. Other international activities include strengthening our bilateral linkages with the United States and ongoing work with the Organisation for Economic Cooperation and Development to implement NII protection and risk mitigation initiatives.
BORDER SECURITY

The increasing mobility of people, goods and services across the globe makes the effective and efficient regulation of our national borders a key priority for the Australian Government. In 2002–03 almost five million visitors, mainly tourists, arrived in Australia. Australia’s system of air and sea border control and the effectiveness of our interagency coordination are regarded as world’s best practice.

Our border security objectives

Since 11 September 2001 the government has strengthened our border security through six major initiatives:

- a tighter legal framework and increased enforcement powers for AFP, APS and Customs officials
- enhanced immigration visa processing, information storage systems and airline liaison officer and overseas compliance networks
- a greater capacity to detect fraudulent documentation and leading edge research into the use of biometrics to detect identity fraud
- increased security in the screening of air freight and sea-borne cargo
- increased cooperation between Australia and regional countries
- increased surveillance of seas to the north and northwest of Australia.

New legislation for border protection

The capacity of our border control agencies to control the movement of people and goods across Australia’s borders has been significantly increased. Legislation introduced in January 2003 has made it mandatory for operators of airlines and shipping lines to report to Customs and the Department of Immigration and Multicultural and Indigenous Affairs (DIMIA) details of passengers and crew arriving on a flight or voyage from outside Australia, prior to arrival. It also requires ships and aircraft to provide Customs with reports of cargo in-transit through Australia and enables in-transit goods to be examined and, in certain cases, seized. This allows our agencies to assess the bona fides of people and goods entering Australia and to identify possible risks to Australia’s security.

Layered border processing

The Australian Government, through DIMIA, operates a layered approach to border control. The system extends from the visa-issuing process overseas, through to check-in and border processing at entry points at Australian air and seaports.

Australia’s border control system includes the Electronic Travel Authority (ETA) system and the sophisticated Movements Alert List (MAL) system. It is supported by an Airport Liaison Officer (ALO) network and the Advance Passenger Processing (APP) system.

Electronic Travel Authority

The ETA is the world’s most advanced and streamlined travel authorising system. It has been developed to give low-risk travellers greater access to efficient visa services. The ETA system links DIMIA with approximately 300,000 travel agents and 75 airlines around
the world. Intending visitors from 34 countries and locations can obtain authority to enter Australia at the same time as they book their travel. The ETA is checked against DIMIA security checking systems. By facilitating low-risk travellers through the ETA, DIMIA is able to direct its resources to checking, verification and compliance activities in areas of possible security concern.

**Movements Alert List**
Underpinning Australia’s layered approach is the MAL system, Australia’s principal electronic alert information system. MAL stores data on people and travel documents of concern to immigration, law enforcement and security authorities. It interacts with DIMIA’s processing systems for visas, border clearance and citizenship. Information held in MAL is sourced from law enforcement and security authorities, as well as DIMIA’s overseas and regional offices.

The size of MAL alert holdings has expanded substantially since 11 September 2001. DIMIA has also significantly upgraded MAL and its name-searching capabilities. It is currently undertaking a comprehensive review to improve its functionality and increase the level of human resources involved in the assessment of cases identified through MAL.

**Airport Liaison Officer network**
Increased funding after 11 September 2001 has allowed DIMIA to locate more trained document examiners at a number of international airports where they can have the greatest impact on protecting Australia’s security. Additional funding since October 2002 has allowed a further expansion in the role and number of officers. ALOs work closely with airlines, immigration and airport staff to detect and prevent passengers who do not have adequate documentation from travelling to Australia. The network is a visible deterrent to people smugglers and people of potential security concern who attempt to travel to Australia by indirect routes.

**Advance Passenger Processing system**
The APP system forwards airline passenger information to an automated clearance system when a passenger checks in to depart for Australia. Passenger information is checked against current visa and passport databases and alert list systems in real time. Since January 2004, all passengers and crew of cruise liners have been APP-processed prior to departure for Australia. DIMIA is currently planning the roll-out of APP to the commercial shipping industry. The APP system strengthens our border security by moving Australia’s initial border control points outwards from Australia to the place of departure for travel to Australia.

Australia recognises the benefits of encouraging other countries to adopt similar passenger processing systems and has assisted a number of countries to undertake feasibility studies for the implementation of advance passenger information systems to agreed international standards.

**Combating identity fraud**
The Australian Government’s efforts to combat identity fraud have increased markedly since September 2001. While the Australian passport has always been a document with world-class security design features, a new passport released in December 2003 is even
more difficult to forge. In the 2004–05 Budget, the government allocated $19.6 million to enhance support for a new system implemented by Customs for detecting fraudulent travel documents at Australian airports.

Australia’s biometrics programme aims to increase border security through the development of systems for detecting and reducing identity fraud and for advanced passenger processing. The government has dedicated $9.7 million in the 2004–05 Budget toward developing biometric technology to combat identity fraud. In 2004–05, DIMIA will develop a capacity to store and use digital biometric images to capture the identity of clients and to verify their identity each time they deal with the department. Customs has developed and is trialling a world-first system—SmartGate—which uses sophisticated biometric technology to accurately match travellers against their travel documents.

In the 2004–05 Budget, the government provided $67.9 million to DIMIA to establish a centralised Global Processing system for processing visa decisions. The system will equip DIMIA to better manage sophisticated fraud attempts, while making it easier for bona fide applicants to enter Australia.

**Screening of goods and people entering Australia**

Since the 11 September and Bali terrorist attacks, the Australian Customs Service has introduced a range of measures to prevent the entry of dangerous goods and people into Australia via our sea approaches.

All commercial vessels are assessed for risk through Customs’ sophisticated intelligence and assessment techniques. In the 2004–05 Budget, the government committed a further $2.8 million to enable Customs to lift the percentage of commercial vessels boarded at their first port of entry to 80 per cent, up from 70 per cent at present.

The Australian Government also committed $10.6 million in the 2004–05 Budget to introduce a state-of-the-art x-ray container examination system, as part of a broader upgrade of port facilities in Melbourne, Sydney, Brisbane and Fremantle. This has significantly increased sea cargo inspection rates.
In July 2003 Customs deployed high-sensitivity radiation detectors in airports, mail-handling centres, and sea and air cargo examination facilities. The detectors allow Customs to detect and locate radioactive explosive devices, including low-technology devices like ‘dirty bombs’ and other illegal radioactive freight.

**Watching our coastal approaches**

Additional Australian Government funding since 2002–03 has doubled the number of days Customs vessels are at sea each year, and increased flying hours for Customs Dash-8 surveillance aircraft by 20 per cent. Additional funding of $8.1 million in the 2002–03 Budget has enabled satellite communication systems to be fitted to all surveillance aircraft and patrol vessels. There are now direct data-links between surveillance platforms and national command posts.

The Australian Defence Force (ADF) conducts surveillance and response operations in Australia’s northern approaches in support of Customs and DIMIA border protection roles. Since September 2001, in response to an increase in unauthorised boat arrivals, the Australian Government has tasked the ADF to detect and intercept unauthorised boats entering Australian territorial waters off the northwest coast and offshore territories. The ADF’s capabilities allow the government to have a continuous presence in our north, helping to maintain the integrity of Australia’s borders.

**Preventing bioterrorism**

*Strengthened quarantine measures*

Terrorists have demonstrated their willingness to consider employing a range of methods of attack. Among these is the option to introduce material that will cause damage to Australia’s agricultural sector. For example, outbreaks of foot and mouth disease or exotic pests would have a devastating impact on important sectors of our economy.
In 2002–03, the government committed $596 million to increase the capacity of the Australian Quarantine and Inspection Service and Customs to respond to the possible risk of exotic pests and diseases. Quarantine border intervention target rates have now increased to over 80 per cent of passenger baggage at international airports and 100 per cent at other border entry points. Similarly, 100 per cent of sea port containers now undergo external inspection.

A national counter-terrorism exercise, conducted in February 2004, brought together agriculture, food safety, health, emergency services and police agencies to simulate possible domestic and international threats and improve national prevention, detection and response systems.

**Disease surveillance**

The Australian Government has provided $10.1 million in the 2004–05 Budget to improve the nation’s infectious diseases surveillance network. Disease surveillance is a vital tool in identifying new or unusual disease trends that may indicate that a biological agent has been released in Australia or overseas. Australia’s disease surveillance system is linked to a range of public health networks including the Communicable Diseases Network Australia, the Public Health Laboratory Network and specific working groups such as the National Influenza Pandemic Action Committee and National Arbovirus and Malaria Advisory Committee.
TRANSPORT SECURITY

A safe and secure transport network is essential to Australia’s social and economic development. The attacks of 11 September focused attention on the need to better protect our transport infrastructure (including physical assets, control systems and people) and to ensure that our transportation and border security policies are closely aligned.

Since 2002 the Australian Government has introduced comprehensive new measures to counter potential threats to the security of Australia’s domestic and international transport networks. These measures support five key policy objectives to:

- foster a nationally consistent approach to transport security
- strengthen aviation security measures
- introduce new maritime security regulations and requirements
- provide leadership and assistance in setting new priorities for strengthening the security of Australia’s land transport, including mass urban transport and the movement of hazardous goods
- enhance Australia’s international cooperation and assistance to the region.

A nationally consistent approach

Aviation infrastructure is principally a private sector responsibility and ports are corporatised under state government control or privatised. The private sector has an increasing role in the provision of land transport infrastructure, including investments in motorways and rail services. The Australian Government, however, in conjunction with state and territory jurisdictions, has an important part to play in encouraging nationally consistent approaches to transport security.

In April 2004, the Australian Government and all state and territory governments agreed to a National Transport Security Strategy (NTSS). The NTSS, which complements the National Counter-Terrorism Plan, sets out Australia’s national approach to transport security. The NTSS identifies the high-level security requirements and roles and responsibilities of governments in all transport sectors.

In December 2003, the Australian Government established the Office of Transport Security (OTS) within the Department of Transport and Regional Services (DOTARS). The OTS is responsible for regulating aviation and maritime transport security in Australia.

The Inspector of Transport Security

The Australian Government will appoint an Inspector of Transport Security in the second half of 2004. The role of the Inspector will be to independently investigate, when required by the Minister for Transport and Regional Services, a major security incident or a pattern or series of incidents that point to systematic weaknesses or the potential for failure of aviation or maritime regulatory systems. If there is a major incident in another mode of transport in which the Australian Government does not have legislative responsibility for security, the minister would seek the agreement of the state and territory government to the investigation and its terms of reference. The focus of investigations will be on learning from incidents so that security can be improved and strengthened for the future.
Aviation security

Air transport is responsible for more than 99 per cent of Australia’s international passenger movements. Every year about 16.5 million passengers enter and leave Australia. In addition, there are about 35 million passenger movements within Australia. Al Qaida and affiliated groups continue to have an interest in aviation attack. The Australian Government has therefore introduced wide-ranging measures since 2002 to enhance the security of Australia’s aviation system.

New legislation

The Aviation Transport Security Act 2004 introduces a raft of new security measures to safeguard the long-term security of Australian aviation and the travelling public. It provides a world-class aviation security framework that can adapt to a changing threat environment. It aligns our aviation security regime with International Civil Aviation Organization (ICAO) standards introduced after 11 September 2001. The Act enables DOTARS to adopt a range of contemporary regulatory practices, such as auditing the procedures used by industry to provide security, and enforcing compliance with the regulatory regime.

New aviation security measures

The Air Security Officer programme

The ASO programme introduced ‘air marshals’ on domestic flights and, more recently, in some international routes to enhance the security of flights operated by Australian carriers. An additional $15.7 million was allocated in the 2004–05 Budget to expand the ASO programme, bringing its total funding to $89 million since 2002–03. ASOs are deployed on various routes, both randomly and in response to intelligence and risk information, to deter and respond to security threats. Agreement has already been reached with the governments of the United States and Singapore for the deployment of ASOs on Australia-bound routes, and negotiations are continuing with other countries to expand coverage of international routes.
**Enhanced role of the Australian Protective Service**

Since 11 September 2001, the Australian Protective Service (APS) has increased its uniformed presence at domestic airports. It plays an important role in maintaining the integrity of passenger terminals, cargo and restricted areas, providing a counter-terrorism first response (CTFR) capability at international and some major domestic airports. CTFR officers are trained to identify and contain national security threats and are equipped to respond immediately to a terrorist event, before handing over management of the incident to police.

Additional funding in the 2002–03 Budget of $4.4 million has enabled the APS to expand its Explosive Detection Canine (EDC) programme. EDCs provide a highly reliable, efficient and cost-effective means of deterring, detecting and proactively managing suspect or confirmed explosive devices at airports. The EDC programme now fields 18 teams of dogs and handlers at major airports.

**Review of aviation security**

In December 2003, the Australian Government committed a further $94.2 million to support the recommendations of its comprehensive review of Australia’s aviation security. The main elements of the enhanced security package are:

- **Expansion of the aviation regulatory regime**—Australia’s aviation security regulatory regime now covers all airports handling passengers and operators of freight aircraft, charter flights, and private and corporate jets. The government allocated $35 million in 2003–04 to assist industry in meeting the additional costs of new security measures.

- **Access control at airports**—People who are employed in airports are required to display, or be escorted by a person with, an aviation security identity card. All holders, including pilots, are required to undergo an ASIO security check to supplement existing criminal history and immigration checks.

- **Passenger, baggage and cargo screening**—There has been a significant increase in domestic and international passenger and checked baggage screening since September 2001. By the end of 2004 there will be 100 per cent checked bag screening for all international flights, a full year ahead of the ICAO deadline.

- **Cockpit security**—In December 2003, the government introduced and funded a requirement that all passenger and charter aircraft with 30 seats or more install hardened cockpit doors (this exceeds the ICAO standard of 60 seats or more). The measure is designed to deter and prevent people from gaining unauthorised access to the cockpit of an aircraft.

*Specially trained explosive detection dogs provide an additional level of security at Australia’s major airports. (Courtesy of the Australian Federal Police)*
• **Major airports coordination arrangements**—New arrangements are being introduced to focus and coordinate the security efforts of Australian Government agencies (DOTARS, Customs, AQIS, AFP, ASIO and DIMIA) at major airports. This will enhance the capacity of airport authorities to quickly respond to incidents and suspicious activities.

**Maritime security**

Maritime transport is critical to the Australian economy as over 99 per cent of imports and exports are carried by sea. A terrorist attack against maritime transport could have devastating consequences for human life, the economy and the marine environment. The 2003–04 Budget allocated $15.5 million to tighten Australia’s maritime and port security by developing enabling legislation, providing guidance to industry and ensuring compliance with international standards established by the International Maritime Organization (IMO).

**New legislation**

In 2003 the government initiated the *Maritime Transport Security Act 2003* to tighten port and ship security arrangements protecting Australia from the threat of terrorism. This new legislation gives effect to Australia’s obligations under the International Ship and Port Facility Security (ISPS) Code, which was developed by the IMO to address maritime security around the world. The ISPS Code will bring about important changes in the global maritime industry, creating an industry-wide focus on preventive security measures and procedures. Port authorities, port facilities, ships and port service providers will be required to significantly improve their level of preventive security by 1 July 2004.

The Act requires the development of individual security assessments and security plans by port authorities, port facilities and Australian flagged ships engaged in international or interstate trade. DOTARS will approve security plans and set security levels for ports and ships based on intelligence advice and NCTC policy considerations.

*Sydney Harbour: A range of measures are being introduced to increase Australia’s maritime security. (Courtesy of the Department of Defence)*
Maritime security review
There are other aspects of security at Australia’s ports that are not covered by the ISPS Code. The Australian Government has recently initiated a review of Australia’s maritime security framework, bringing together key intelligence, transport, border control and security experts. The review will consider further possible steps to improve the security of ports and port facilities and arrivals at our maritime border.

Land transport security
Federal, state and territory and local governments share responsibility for Australia’s substantial roads network. About 1.5 billion tonnes of freight is moved on the road network every year. Rail is also responsible for moving significant levels of freight. Approximately 550 million passengers travel by rail every year, 97 per cent of whom use urban rail networks. The security of these land transport networks relies on cooperation from all levels of government, business, employees in the industry, and the wider community.

The terrorist attacks in Madrid on 11 March 2004 showed that land transport is a terrorist target. Following these attacks, the Australian Government moved quickly to review the threat to land transport in Australia. The NCTC met on 15 March 2004 to review security arrangements for mass urban transit and land transport. On 30 April 2004, Australian Government and state and territory transport ministers agreed to priorities for strengthening the security of Australia’s land transport. Three important recommendations that governments agreed to progress quickly are to:

- strengthen nationally consistent approaches to land transport security
- strengthen transport security arrangements across states and territories, including programmes to make the travelling public aware of risks and avenues for reporting suspicious activity
- develop and implement a national dangerous goods security programme.

Other measures include improving security assessments and planning for key transport systems and assets and increasing the expertise of transport operators in identifying and managing security risks.

International cooperation and engagement in transport security
The Australian Government’s approach to transport security preparedness and prevention is considered a world-class model because of its emphasis on partnering with business, strong coordination arrangements between law enforcement, border control and port authorities, and its use of intelligence and risk analysis. Since 2003, the government has delivered maritime security workshops in the Philippines, Papua New Guinea, Vietnam, Thailand and Indonesia to build the transport security capacities of regional countries and to assist them in moving towards compliance with the IMO Code. It has also funded the placement of transport security liaison officers in Jakarta and Manila to work with ports and airports on practical measures to improve security.
SCIENCE AND TECHNOLOGY SUPPORT

Science, Engineering and Technology Unit

Threats to our national security, particularly from terrorism, are increasingly sophisticated. Through the Safeguarding Australia national research priority, the Australian Government is already promoting collaboration in research on terrorism. A further and critical part of the Australian Government’s response to these threats is implementation of a research programme driven by the needs of Australia’s security agencies, police forces and emergency management agencies.

To this end, the Science, Engineering and Technology (SET) Unit was established in the Department of the Prime Minister and Cabinet (PM&C) in July 2003. Initial funding of $7.2 million for the research programme commences on 1 July 2004. The unit coordinates research and development to support Australia’s counter-terrorism needs. Following discussions with Australian, state and territory government agencies on their requirements, it has identified the following four broad areas of priority:

- **chemical, biological, radiological, nuclear countermeasures**
  - chemical and biological detection
  - chemical and biological decontamination
  - countering radiological and nuclear threats
- **explosives**
  - large vehicle-borne improvised explosive devices
  - rapid field-based DNA profiling
- **physical and information security**
  - infrastructure interdependency modelling and analysis
  - perimeter protection
- **intelligence, surveillance and operations**
  - data mining to improve the interpretation of large data sets such as intelligence reports

In line with these priority areas, the unit is implementing a research programme which will identify possible gaps in our counter-terrorism capabilities and inform new research projects. The unit also participates in national research and development discussion forums, such as the Geospatial Information Systems workshop held in April 2004. The workshop was co-sponsored by the SET Unit, Geoscience Australia and the Protective Security Coordination Centre.

The SET Unit has connections with universities, private research bodies and government research agencies, such as the CSIRO and the Defence Science and Technology Organisation (DSTO). Research organisations and researchers can register skills and/or technology which may have an application to counter-terrorism research through the SET Unit’s website at www.pmc.gov.au.
Defence Science and Technology Organisation

DSTO’s role is to apply science and technology to the defence of Australia and its national interests. DSTO collaborates with a range of domestic and international agencies that require counter-terrorism technologies or scientific analysis. Examples of this are:

- biometrics research and the development of border surveillance technology with Customs
- explosives research with AFP and state and territory police forces, particularly in relation to the AFP’s Bali bombing investigation
- cooperation with CSIRO on vulnerabilities affecting the national critical infrastructure, including communications networks, transport systems and power grids
- collaboration with US researchers on countermeasures for civilian aircraft against man-portable air defence systems.

Countering chemical, nuclear and radiological threats

Terrorist interest in biological, chemical, radiological and nuclear weapons adds a potentially significant dimension to the terrorist threat. Terrorist groups such as Al Qaida would undoubtedly be prepared to use these weapons for assassination, mass casualty attacks or to cause economic harm.

Protecting Australia’s biosecurity

The Australian Biosecurity Cooperative Research Centre for Emerging Infectious Disease brings together leading Australian scientists to support government and industry research interests in the protection of Australia’s health, livestock, wildlife and economic resources. The centre is developing new capabilities to monitor, assess, predict and respond to emerging infectious diseases and other biosecurity threats, including terrorism. It supports research efforts to develop its inventory of diagnostics, vaccines, antidotes, and other therapies that can mitigate the consequences of a chemical, biological, radiological or nuclear attack.
**Chemical, Biological, Radiological and Nuclear Defence Centre**

DSTO has established the Chemical, Biological, Radiological and Nuclear Defence Centre. The centre has links with a range of Australian, state and territory government agencies, and provides scientific advice on incident response planning, equipment purchase, exercises and operations. It is also working with the National Institute of Forensic Science to develop a chemical warfare agent laboratory network across Australia.

**Council of Australian Governments’ review of hazardous materials**

In 2002, the Council of Australian Governments agreed to a national review of the regulation, reporting and security of hazardous materials. The review covers everyday chemical, biological or radiological materials that may be attractive to terrorists. The Australian and Queensland Governments are leading the review and have given a high priority to the regulation and control of ammonium nitrate. The review is also considering the control and regulation of other chemical, biological and radiological materials. Thousands of substances are involved and the review is being informed by threat assessments, overseas experience, and wide consultation with relevant government agencies, industry and other users.
Australia’s response capability

Planned response to a terrorist incident
PLANNED RESPONSE TO A TERRORIST INCIDENT

The prime responsibility for responding to and managing the consequences of a terrorist incident rests with state and territory police and emergency services. However, the Australian Government is committed to ensuring that, in the event of a terrorist incident in Australia, there are well-resourced and trained government agencies to handle and resolve the situation quickly and effectively. The National Counter-Terrorism Plan provides a national-level framework for responding to a terrorist incident in Australia. The government’s primary goals in managing the aftermath of a terrorist incident are to:

- minimise the loss of life and damage to critical infrastructure and vital assets
- prevent further attacks
- conduct investigations to arrest those responsible for the attacks
- manage a rapid recovery.

Role of the federal, state and territory police

State and territory police forces have operational responsibility in their jurisdiction for managing a terrorist incident. Australian Government agencies, particularly the PSCC, AFP, ASIO and the ADF would play significant support, coordination and intelligence roles.

In the event that a National Terrorist Situation is declared, overall responsibility for policy and broad strategy transfers to the Australian Government, which would act in close consultation with the relevant states or territories. Where appropriate, criminal investigations would be undertaken cooperatively, including through joint taskforces.

In the event of an overseas terrorist incident involving Australians or Australian interests, the AFP is able to deploy investigators, forensic crime scene specialists, and disaster victim identification experts, as well as communications and technical support. The 2004–05 Budget allocated $36.8 million to the AFP to enhance its counter-terrorism offshore response and investigative capacity.
Role of the Australian Defence Force

If a terrorist threat proves to be beyond the capacity of civilian authorities to resolve, then the ADF can provide support under the provisions of Defence Aid to the Civil Community and Defence Force Aid to the Civil Authority (or ‘call-out’) of the Defence Act 1903. There has been a significant investment in enhancing the capacity of the ADF to respond to the terrorist threat since 11 September 2001. This has allowed the ADF to:

- raise a second counter-terrorist Tactical Assault Group (TAG) in Sydney to complement the existing TAG based in Perth
- raise the Incident Response Regiment, also based in Sydney, to provide a national response and management capability for chemical, biological, radiological, nuclear and explosive incidents
- raise high-readiness groups in each of the six reserve brigades for specific domestic security tasks (see below).

As a result, the ADF is currently able to respond simultaneously to several terrorist incidents at short notice.

Additional funding has allowed the ADF to raise a second Tactical Assault Group, based in Sydney, seen here training with an element of A Squadron 5 Aviation Regiment in Exercise Mercury 04. (Courtesy of the Department of Defence)

RESERVE RESPONSE FORCE

In May 2003 Defence established a high-readiness company-sized group (about 150) in each of the six Reserve Brigades in all capital cities (except Darwin and Canberra) to support civil authorities in domestic security incidents (in the Northern Territory regular ADF units would be called on, while Canberra is covered by an additional company in Sydney).

The capabilities of the Reserve Response Force (RRF) include support tasks such as establishing cordons, providing technical, administrative, logistics and communications support to standing civil command and control arrangements, static protection, vehicle and facility searches and traffic control.
Emergency Management Australia

The Australian Government is committed to supporting states and territories to develop their capacity to manage terrorist incidents. The government is also focused on ensuring it is able to provide assistance to any state or territory, if it cannot reasonably cope during an emergency. Emergency Management Australia (EMA) within the Attorney-General’s Department is the lead agency for the coordination of Australian Government assistance in managing the consequences of a terrorist incident in Australia. After 11 September 2001, EMA was formally included as a member of the NCTC.

Consequence management

In the National Counter-Terrorism Plan, consequence management is defined as measures to protect public health and safety, restore essential government services and provide emergency relief to those affected by a terrorist incident or any disaster. EMA maintains plans to deal with the consequences of a range of disasters, including chemical, biological, radiological and nuclear hazards, mass casualties, and those that require evacuation or urban search and rescue services. Regular multi-agency training is conducted between police and emergency response agencies at all levels of government to ensure coordination plans are well understood and practised.

A whole of government approach to chemical, biological and radiological hazards

In the wake of 11 September 2001, the NCTC raised the need to improve the ability of emergency services to respond to an incident involving chemical, biological and radiological (CBR) hazards. In the 2002–03 Budget, the Australian Government committed $17.8 million to improving the capacity of states and territories to respond to CBR incidents. By coordinating a CBR programme at a national level, the government ensures a consistent and cooperative approach to capability development across all jurisdictions. To date, EMA has procured and delivered equipment for detection, personal protection and CBR support to all states and territories, and provided training to those emergency services personnel likely to be first on the scene after an incident. The next phase of the project will deliver equipment for decontamination, casualty extraction and casualty management by the end of June 2004.

Health emergency response services

While state and territory governments have responsibility for any front-line health response to a mass casualty incident, the Australian Government recognises that it has specialist capabilities to respond to incidents of terrorism.

The Chief Medical Officer

It is the role of the Chief Medical Officer (CMO) to lead the coordination of Australia’s national health response, including assistance to states and territories, and to provide accurate information to health professionals and the general public. The CMO would also engage the international community to strengthen Australia’s surveillance and response measures, and to secure access to antibiotics, chemical antidotes, vaccines and diagnostic tests, if necessary.

The effectiveness of the Department of Health and Ageing’s response capabilities was demonstrated in the aftermath of the Bali bombing when it rapidly coordinated the evacuation and treatment of 86 injured people to 17 hospitals in six states and territories.
In February 2003, the Australian Health Disaster Management Policy Committee was established to refine arrangements for coordinating national health emergency responses, particularly to mass casualty events. The committee is chaired by the CMO and involves all state and territory chief health officers, and senior officials from EMA, Defence and the New Zealand Ministry of Health. It has undertaken a number of initiatives to improve Australia’s health response capability, including an audit of state and territory disaster management preparedness.

### THE NATIONAL MEDICINES STOCKPILE

Australia has had precautionary measures in place for a number of years and these were augmented in the lead up to the 2000 Sydney Olympics. Since July 2002, the Australian Government has committed an additional $27 million to upgrade Australia’s national medicines stockpile.

The stockpile is designed to supplement existing medical stocks kept in the Australian hospital system. It ensures that medical supplies are available in sufficient quantities to respond rapidly to any terrorist attack in Australia, if needed. The stockpile includes a range of vaccines, antibiotics, chemical antidotes and diagnostic tests. There is also $123.8 million allocated for anti-viral medicine to prevent and treat pandemic influenza introduced by natural or deliberate means.
Australia’s future capability

Building on our core capabilities

Our national posture
BUILDING ON OUR CORE CAPABILITIES

A continuing, long-term challenge
The current form of transnational Muslim extremist terrorism facing Australia is likely to affect our security environment for some time to come. The goals of these terrorists and the means by which they pursue them carry strategic implications for Australia’s long-term security.

Al Qaida has inspired a loose, collaborative network of extremists who are dispersed throughout the world and use a variety of tactics to advance their cause. Increasing modernisation provides both a focal point for a range of political, ethnic and social grievances as well as new tools with which violence can be perpetrated. The ease with which terrorists are able to exploit modern technologies and the openness of liberal societies means even small groups and individuals will continue to have the ability to carry out devastating attacks. Their targets of first choice are likely to remain innocent civilians.

The actions of Muslim extremist terrorists are uncompromisingly directed against the United States, other Western countries and Muslim governments that do not share their radical doctrine. In pursuing their goals, they are likely to continue to ignore the fundamental principles of humanity and adherence to the rule of law, including the laws of armed conflict.

Our national capabilities
Terrorism has introduced new uncertainties to Australia’s security environment that requires us to maintain a clear strategic response, underpinned by robust and sustainable capabilities. However, we must also be capable of responding effectively to any threat that emerges quickly and unpredictably and affects our people and interests.

Since 11 September 2001, the Australian Government has systematically reviewed the critical components of Australia’s protection against terrorism. It has established a national strategic framework based on the principles of maximum preparedness, comprehensive prevention and effective response. A great deal has been done at all levels of government, by the private sector, the research community and the members of the Australian public to give effect to these priorities.

Planning for the future
We cannot be complacent. At the same time that we prepare for the possibility of terrorist attacks in the current threat environment we must also plan for the long-term. Many of the decisions the Australian Government has taken since 11 September 2001 will significantly influence the scope and disposition of our counter-terrorism capabilities for many years to come. It is critical therefore that the Australian Government’s counter-terrorism planning balances our current requirements for security with the need to build our capabilities for the long-term.
The key principles underpinning the government’s planning for the future are:

• intelligence assessments that are as comprehensive and accurate as possible about the nature and level of the threat we face

• sound risk management approaches that deliver the maximum level of security while making best use of the resources available to us

• a centrally directed approach to developing our arrangements and capabilities across the whole of government

• effective partnerships with the states and territories and the private sector and continued engagement of the Australian public in the counter-terrorism effort

• closer international and regional cooperation in ways that complement and strengthen our domestic capacity to fight terrorism.

Taken together, these elements provide for a strong and flexible national counter-terrorism framework that allows us to respond to the current terrorist challenge, while ensuring that we are able to sustain our counter-terrorism effort over the long-term.

A whole of government approach
The new threat environment demands vigilance on all fronts. The Australian Government’s strategic and targeted approach to increasing Australia’s security will continue to drive the integration of our counter-terrorism effort across government. The government will continue to strengthen its capacity for strategic national leadership and ensure the highest levels of coordination across Australian Government agencies and cooperation with the states and territories.

International and regional engagement
Al Qaida’s links and its battle-ground are global. Strong international coordination and cooperation is essential to successfully meeting the challenges posed by Al Qaida and associated groups like Jemaah Islamiyah. The Australian Government is firmly committed to the international campaign against terrorism. It will continue to actively pursue the development of close relationships with allies and partners to build political will, as well as the practical systems and capabilities needed to defeat terrorism.

Our linkages with the United States and other allies in key areas of national security will grow, delivering benefits in intelligence and access to leading-edge skills and technology. Agencies across government will continue to work on a daily basis with their overseas partners to track down terrorists and disrupt their activity. They will continue to work with regional partners and support the development of regional security capabilities.

Our legal framework
A considered, balanced and rigorous legal framework is essential to combating terrorism. The Australian Government will continue to review Australia’s legal framework and make the necessary changes, as new issues or challenges are identified. In doing so, it will protect the public interest in preventing terrorism while upholding our high standards of civil liberty.
Intelligence

Intelligence will remain a key weapon in the fight against terrorism in the future. Threat assessments, based on as detailed and comprehensive information as possible, are integral to our coordinated protective security arrangements. Australia’s intelligence agencies now have their greatest capacity ever to collect, sort, retrieve and analyse terrorism-related information. The Australian Government will continue to support the development of our intelligence capabilities, both people and technical systems, through the commitment of substantial resources. All agencies of the Australian intelligence community (AIC) will continue to build their information technology systems and analysis capabilities to ensure they are able to meet Australia’s security requirements over the long-term.

Our analytical agencies—the Office of National Assessments, the Australian Security Intelligence Organisation (ASIO) and the Defence Intelligence Organisation—will further develop their expertise to support a strategic and long-term understanding of the threat confronting us. ASIO will continue to strengthen its workforce to increase its analytical and investigative capabilities. By 2006–07 ASIO will have increased its personnel levels by 80 per cent since 11 September 2001.

Information sharing relationships within the AIC itself, and between the AIC and the growing number of agencies involved in national counter-terrorism arrangements will continue to strengthen. AUSTRAC’s role in working with AIC and law enforcement agencies will intensify as it contributes to domestic and international efforts to suppress terrorist financing. Increasing coordination and cooperation between all relevant government agencies means we are developing a truly national perspective on understanding and countering the terrorist threat.

Law enforcement

Australia’s law enforcement agencies will continue to increase their capacity to investigate and prevent terrorist activity. The Australian Federal Police is deepening its practical cooperation with state and territory police forces and with overseas counterparts. Specialist investigation units, such as AUSTRAC will strengthen their links with domestic and international agencies in gathering and analysing criminal intelligence relating to terrorist activity.

Protecting Australians at home and abroad

The Australian Government will continue to ensure that the public is informed about the nature and level of the terrorist threat facing Australia, and that it is well-placed to make decisions to reduce the risk of exposure to terrorist activity, in Australia and overseas. The government is also committed to maintaining and developing the capabilities of the National Security Hotline to encourage the public to play an active role in reporting suspicious activity.

National critical infrastructure

Australia’s economic competitiveness and all aspects of its social well-being and security depend on the maintenance of critical networks of infrastructure and services. The Australian Government will continue to work closely with the states and territories and the private sector on a national approach to the protection of critical infrastructure. Work
has already commenced on a range of initiatives, including analysing interdependencies between different elements of our national infrastructure and the consequences of infrastructure failures, and the application of geospatial technology to improve the incident response capabilities of law enforcement and emergency services agencies. The government will pay particular attention to ensuring that it is able to maintain essential communications with the public in a crisis.

**Border and transport security**

Australia has always exercised rigorous controls over the movement of people and goods in and out of Australia. As an open society we must maintain a system of border security that links us with the global economy while minimising the risk of terrorists gaining access to Australia. The Australian Government has committed substantial funding to take this effort forward. Our system of border controls and national regimes for aviation, maritime and land transport security continue to be reviewed to ensure they represent international best practice and provide maximum security through the most efficient and cost-effective means possible. A key element in continuing this work will be further enhancing our cooperation with industry.

**Science and technology support**

The government also recognises the important contribution of Australia’s science and technology programmes in preserving and developing our long-term counter-terrorism capabilities. There will be an increasing focus on facilitating high-quality and targeted collaboration between Australian and international scientists and researchers on counter-terrorism technologies. This will help Australia’s security agencies, police forces and emergency management agencies develop sophisticated capabilities for countering the terrorist challenge.

**Preparedness: testing our arrangements**

We must be ready to detect and prevent any imminent threats to our security. This means ensuring we have a national counter-terrorism framework that allows us to take action, whenever possible, to lawfully prevent terrorist activity. Our national preparedness for terrorism relies heavily on early warnings provided through our intelligence activities and the work of our law enforcement agencies.

If an incident has already occurred, then we must have well-practised national coordination arrangements for responding quickly and efficiently. The Australian Government is increasing the ability of Emergency Management Australia and our emergency health services to manage the consequences of a range of disasters, including terrorism. It will do this by supporting the development of our national capacities for urban search and rescue and further enhancing the size and composition of the national medicine stockpile. The Australian Defence Force will continue to consolidate its ability to respond simultaneously to multiple terrorist incidents at short notice.

Australia’s comprehensive programme of national counter-terrorism exercises will test the readiness of our capabilities to respond to the range of possible threats posed by terrorism. Planning for the next multijurisdictional exercise, *Mercury 05*, is already underway. The exercise will draw on the lessons learnt from the recently conducted *Mercury 04*, and rigorously test Australia’s consequence management capabilities.
OUR NATIONAL POSTURE

The terrorist threat continues to present significant challenges to our national security. There is no absolute guarantee against terrorism. No matter how many resources the government directs toward strengthening our counter-terrorism capabilities, an attack is still possible. The Australian Government will however do all in its power to protect Australians against such an attack, and it will continue to take resolute action, domestically and internationally, to advance our national interests.

The Australian Government will continue to review Australia’s national security policies and arrangements. It will do this in a number of ways. Australia’s national arrangements will be continuously monitored and assessed by the National Security Committee of Cabinet, the National Counter-Terrorism Committee and the National Security Division of the Department of the Prime Minister and Cabinet.

Australia’s national security relies upon the dedicated work of many people and organisations. We know we have to do what committed governments everywhere are doing—ensuring a whole of government approach, investing in intelligence and law enforcement, preventing and disrupting terrorist activity, preparing to respond quickly in the event of an incident, engaging internationally and maintaining a healthy dialogue with the Australian people. What we cannot do is sit back and think the job is done.

The Australian Government firmly believes that we must not bow to the terrorist threat. We will not change our policies to accommodate the demands of terrorists. We will not compromise in the face of the terrorist threat. To do so, would accord a victory to those who seek to destroy the values and freedoms of our democratic society. The Australian Government remains resolute in its efforts to counter the ideologies and weapons of global terrorism, and to ensure that Australia remains one of the most secure countries in the world.
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<tr>
<th>Abbreviation</th>
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<td>ABDC</td>
<td>Australian Bomb Data Centre</td>
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<td>ACC</td>
<td>Australian Crime Commission</td>
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<td>ADF</td>
<td>Australian Defence Force</td>
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<td>AFP</td>
<td>Australian Federal Police</td>
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<td>AGD</td>
<td>Attorney-General’s Department</td>
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<td>AHTCC</td>
<td>Australian High Tech Crime Centre</td>
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<td>AIC</td>
<td>Australian intelligence community</td>
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<td>APEC</td>
<td>Asia–Pacific Economic Cooperation</td>
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<td>APS</td>
<td>Australian Protective Service</td>
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<td>AQIS</td>
<td>Australian Quarantine and Inspection Service</td>
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<td>ASIO</td>
<td>Australian Security Intelligence Organisation</td>
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<td>Australian Secret Intelligence Service</td>
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<td>Air Security Officer</td>
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<td>AUSTRAC</td>
<td>Australian Transaction Reports and Analysis Centre</td>
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<td>CBRN</td>
<td>chemical, biological, radiological, nuclear</td>
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<td>CIAC</td>
<td>Critical Infrastructure Advisory Council</td>
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<td>CIP</td>
<td>Critical Infrastructure Protection</td>
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<td>CMO</td>
<td>Chief Medical Officer</td>
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<td>COAG</td>
<td>Council of Australian Governments</td>
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<td>CSIRO</td>
<td>Commonwealth Scientific and Industrial Research Organisation</td>
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<td>CT</td>
<td>counter-terrorism</td>
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<td>CTFR</td>
<td>counter-terrorism first response</td>
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<td>DACC</td>
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<td>DAFF</td>
<td>Department of Agriculture, Fisheries and Forestry</td>
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<td>DCITA</td>
<td>Department of Communications, Information Technology and the Arts</td>
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<td>DFACA</td>
<td>Defence Force Aid to the Civilian Authorities</td>
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<td>Department of Foreign Affairs and Trade</td>
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<td>Defence Imagery and Geospatial Organisation</td>
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<td>DIMIA</td>
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<td>DIO</td>
<td>Defence Intelligence Organisation</td>
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<td>DITR</td>
<td>Department of Industry, Tourism and Resources</td>
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<td>DOTARS</td>
<td>Department of Transport and Regional Services</td>
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<td>DSD</td>
<td>Defence Signals Directorate</td>
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<td>DSTO</td>
<td>Defence Science and Technology Organisation</td>
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<td>EDC</td>
<td>Explosive Detection Canine</td>
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<td>ETA</td>
<td>Electronic Travel Authority</td>
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<td>IAAG</td>
<td>Infrastructure Assurance Advisory Group</td>
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<td>IMO</td>
<td>International Maritime Organization</td>
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<td>IRR</td>
<td>Incident Response Regiment</td>
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<td>ISPS</td>
<td>International Ship and Port Facilities Security Code</td>
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<td>JCCT</td>
<td>Joint Counter-Terrorism Team</td>
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<td>JI</td>
<td>Jemaah Islamiyah</td>
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<td>MAL</td>
<td>Movements Alert List</td>
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<td>memorandum of understanding</td>
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<td>NCTP</td>
<td>National Counter-Terrorism Plan</td>
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<td>NII</td>
<td>national information infrastructure</td>
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<td>NSC</td>
<td>National Security Committee of Cabinet</td>
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<td>NTS</td>
<td>National Terrorist Situation</td>
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<td>NTSS</td>
<td>National Transport Security Strategy</td>
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<td>ONA</td>
<td>Office of National Assessments</td>
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<td>OTS</td>
<td>Office of Transport Security</td>
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<tr>
<td>PM&amp;C</td>
<td>Department of the Prime Minister and Cabinet</td>
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<td>PSCC</td>
<td>Protective Security Coordination Centre</td>
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<td>RRF</td>
<td>Reserve Response Force</td>
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<tr>
<td>SASR</td>
<td>Special Air Service Regiment</td>
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<td>SET</td>
<td>Science, Engineering and Technology (Unit)</td>
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<tr>
<td>TAG</td>
<td>Tactical Assault Group</td>
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<tr>
<td>TISN</td>
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