

AUSTRALIA'S APPROACH TO RESILIENCE

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A contemporary Australia (conventional long form is The Commonwealth of Australia) is the state that has to face various challenges and threats to its internal security that are posed by numerous factors such as: Australia's geographical location, its climate, natural resources, historical ties with the United Kingdom etc. Bearing in mind these issues, it's possible to claim that the risks to Australia's security and safety of its citizens are mainly man-made, caused by natural hazards or they are technical failures. Furthermore, all of them could damage not only to the state and its authority, but also to the people of Australia, so the government had to adopt a resilience-building approach in order to deal with potential crises.

The aim of the paper is to explore what the concept of resilience means and, in particular, how the issue is understood in Australia. It is claimed that in Australia resilience is understood broadly i.e. as the ability of communities as well as individuals, companies, institutions to return to a previous, normal shape from disruptions. In order to explore a resilience-building approach in Australia some official documents adopted by the Australian authorities were analysed.

What does the term 'resilience' mean?

The term of resilience, i.e. the capacity to recover quickly from difficulties or toughness, is commonly used in such states as the United Kingdom, Australia and New Zealand in the context of disaster management, civil protection and so on. As well, the notion of resilience is applied to the issues which are linked to the development aid aimed at the elimination of damages caused by natural or man-made disasters. Such a meaning of resilience is adopted, for instance, by the United Nations¹.

Taking into consideration the Australia's case, it is necessary to emphasize that the term of resilience is linked to, in particular, the ability of the *society* to recover from the risks and threats and to return to the previous shape. The glossary that was drawn up by Emergency Management Australia in 1998 defines resiliency (not resilience, *sic!*) as: "A measure of how quickly a system

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¹ Further see: K. P. Marczuk, *Bezpieczeństwo funkcjonalne państw regionu Europy Północnej*, Oficyna Wydawnicza ASPRA-JR, Warszawa 2014, p. 38.

recovers from failures”². On the other hand, the Australian scholar Philip Buckle has mentioned that resilience is: “[...] the capacity that people or groups may possess to withstand or recovery from emergencies and which can stand as a counterbalance to vulnerability”³. Another definition of resilience, proposed by Australian scholars, highlights links between resilience and vulnerability of society: “While people, communities, agencies and infrastructure may all be exposed to hazards and risks, that is be vulnerable, they may equally possess qualities that reduce vulnerability. This we call resilience and it is not just the absence of vulnerability. Rather it is the capacity, in the first place, to prevent or mitigate losses and then, secondly, if damage does occur to maintain normal living conditions as far as possible, and thirdly to manage recovery from the impact”⁴. Therefore, the authors indicate such phases of resilience as: 1. prevention, 2. mitigation, 3. maintaining normal living conditions, 4. recovery from the impact.

Features of Australia

To begin with, Australia was claimed as territory of Great Britain at the beginning of the XIXth century. In 1901 former British colonies in Australia federated and became The Commonwealth of Australia. It is necessary to emphasize that the Australian-British ties are very close, for instance the legal system of Australia based on the British model and the Queen of Australia is Elizabeth II represented by Governor General⁵. As well, the impact of Great Britain might be noticed on solutions, adopted by the authority of Australia, in the field of civil protection and resilience-building.

A distinguishing feature of Australia is that the state is rich in natural resources, and, since its origin, has taken full advantage of them what led to development of industry and the Australia’s economy. On the other hand, contemporary concerns of Australia are distinctive of high-developed states such Australia is, as well. In particular, the state suffers from such problems as population ageing and environmental hazards, mainly droughts and bushfires, and floods; however Australia has very limited water resources. Australia’s climate is mostly arid or semiarid.

² Emergency Management Australia, *Australian emergency management glossary*, Emergency Management Australia, Canberra 1998, p. 94.

³ P. Buckle, *Re-defining community and vulnerability in the context of emergency management*, in “The Australian Journal of Emergency Management”, 1999, vol. 13, nr. 4, p. 24.

⁴ P. Buckle, G. Mars, S. Smale, *New approaches to assessing vulnerability and resilience*, in “The Australian Journal of Emergency Management”, 2000, vol. 15, nr. 2, p. 9.

⁵ See: *Commonwealth of Australia Constitution Act 1900*, s 3, [in:] Australian Government Solicitor, *Australia’s constitution: With overview and notes by the Australian Government Solicitor*, Commonwealth of Australia, Canberra 2010, available at: http://www.aph.gov.au/About_Parliament/Senate/Powers_practice_n_procedures/~media/AC79BBA0B87A4906A6D71ACCEE10535.ashx [Accessed 20 November 2014].

Nowadays Australia has a population of more than 22,5 million inhabitants who mainly live in the greatest cities (almost 90%) i.e.: Sydney (c. 4,5 million), Melbourne (c. 4 million), Brisbane (c. 2 million), Perth (c. 1,6 million), Adelaide (c. 1 million) and Canberra that is the capital city (c. 400,000)⁶. Australia's territory is divided into 6 states (New South Wales, Queensland, South Australia, Tasmania, Victoria, Western Australia) and 2 territories (Australian Capital Territory, Northern Territory). Although the number of inhabitants of Australia is rather small, its territory is sixth-largest country and the world's smallest continent. Australia, together with New Zealand (as well as Melanesia, Micronesia and Polynesia), is classified as a part of Oceania region⁷.

Regarding the exploitation of natural resources, Australia use as such of them as bauxite, coal, iron ore, copper, tin, gold, silver, uranium, nickel, tungsten, rare earth elements, mineral sands, lead, zinc, diamonds, natural gas, and petroleum. Hence, Australia has developed various branches of industry, in particular the food processing industry, chemical, mining and steel. Moreover, around 79% of electricity used in Australia is generated from fossil fuels while only around 19% – from hydroelectric plants and other renewable sources of energy; there are no nuclear power stations in the state⁸.

A large-scale exploitation of natural resources has provoked of some environmental concerns inter alia a rapid and intensive urbanisation and infrastructural and industrial development caused soil erosion, soil salinity, the dry soil, limited water resources etc. Natural hazards that occur in Australia are not only above-mentioned bushfires and droughts, but also cyclones along the coastline. Regarding major diseases, the adult prevalence rate of HIV/AIDS is only 0,1% while Australia's health expenditures are 9% of GDP⁹.

Understanding of resilience in Australia

There is no reference to security, safety and resilience in the *Commonwealth of Australia Constitution Act 1900* aka *Australian Constitution*. As well, the issue of resilience is not concerned by legal acts that are related directly to national security, both historical acts (i.e. *National Security Act 1939*) and contemporary laws (f. ex. *Independent National Security Legislation*

⁶ See: Central Intelligence Agency, *The World Factbook 2013–14*, Central Intelligence Agency, Washington, D.C. 2013, available at: <https://www.cia.gov/library/publications/the-world-factbook/index.html> [Accessed 8 November 2014].

⁷ See: United Nations, Department of Economic and Social Affairs, Statistics Division, *Standard country or area codes for statistical use: Current information as of 31 August 1999/Codes Standard des pays et des zones à usage statistique*, United Nations, New York 1999, available at: <http://unstats.un.org/unsd/methods/m49/m49regin.htm> [Accessed 9 November 2014].

⁸ See: Central Intelligence Agency, *op. cit.*

⁹ See: *ibidem*.

Monitor Act 2010 or *National Security Legislation Amendment Act (No. 1) 2014*). All of them are focused mainly on external security of Australia and, nowadays, on counterterrorism. This point of view is in accordance with the definitions of national security proposed by the Australia's Prime Minister and government: "What is meant by national security? Freedom from attack or the threat of attack; the maintenance of our territorial integrity; the maintenance of our political sovereignty; the preservation of our hard won freedoms; and the maintenance of our fundamental capacity to advance economic prosperity for all Australians"¹⁰ or "A term used to describe the safety of the nation from espionage, sabotage, politically motivated violence, promotion of communal violence, attacks on Australia's defence system, acts of foreign interference or serious organised crime, as well as the protection of Australia's borders"¹¹. What is more, as suggested by the former Prime Minister of Australia Kevin Rudd¹², such security challenges as community safety (or low-level criminality) are not national security matters. Bruce Braes and David Brooks, in contrast, argue that in Australia the issue of resilience concerns national security as well as critical infrastructure and issues referred to environment security: "Nevertheless, resilience is an undefined term when considered within the context of security"¹³.

The notion of resilience has not been defined in a distinct standard made by the Standards Australia organisation. On the other hand, in the standard entitled "Lexicon of key terms used in security" (2008) the concept of *business resilience* is elaborated¹⁴. In addition, concepts related to resilience have been clarified by "Protective security policy framework: Glossary of security terms" in 2011 issued by the government of Australia (table 1). According to this document resilience concerns business (what means building agency resilience) and it is connected to vulnerability (risk management) of an agency (or Australian Government agency) to hazards.

¹⁰ K. Rudd, *The first national security statement to the Australian Parliament: Address by the Prime Minister of Australia the Hon. Kevin Rudd MP, 4 December 2008*, p. 3, available at: <http://www.royalcommission.vic.gov.au/getdoc/596cc5ff-8a33-47eb-8d4a-9205131ebdd0/TEN.004.002.0437.pdf> [Accessed 22 November 2014].

¹¹ Attorney-General's Department, Protective Security Policy Section, *Protective security policy framework: Glossary of security terms*, Commonwealth of Australia, [s.l.] 2011, p. 11, available at: <http://www.protectivesecurity.gov.au/pspf/Documents/PSPF%20%20Glossary%20of%20terms%20-%201%20June%202012.pdf> [Accessed 22 November 2014].

¹² See: K. Rudd, *op. cit.*, p. 6.

¹³ B. Braes, D. Brooks, *Organisational resilience: A propositional study to understand and identify the essential concepts*, Australian Security and Intelligence Conference, Perth 2010, p. 14, available at: <http://ro.ecu.edu.au/cgi/viewcontent.cgi?article=1001&context=asi> [Accessed 22 November 2014].

¹⁴ Further see: Standards Australia, *HB 324–2008 Lexicon of key terms used in security*, Standards Australia, Sydney 2008.

Table 1
Terms and definitions related to resilience according to “Protective security policy framework: Glossary of security terms” (2011)

Term	Definition
Agency (or Australian Government agency)	Includes all Australian Government departments, authorities, agencies or other bodies established in relation to public purposes, including departments and authorities staffed under the <i>Public Service Act 1999</i> , the <i>Financial Management and Accountability Act 1997</i> or the <i>Commonwealth Authorities and Companies Act 1997</i>
Business continuity planning (BCP)	The development, implementation and maintenance of policies, frameworks and programs to assist agencies manage a business disruption, as well as build agency resilience It is the capability that assists in preventing, preparing for, responding to, managing and recovering from the impacts of a disruptive event
Disaster recovery plan (DRP)	Planning and implementation of procedures for the recovery of essential systems that have a significant impact on an agency's ability to deliver its key outcomes. DRPs may be the first part of a business continuity plan
Emergency management	A range of measures designed to manage risks to agencies from disasters and emergencies. Emergency management involves developing and maintaining arrangements to prevent or mitigate, prepare for, respond to, and recover from emergencies and disasters
Harm	Harm
Any negative consequence, such as compromise of, or damage to, or loss of, an asset.	Any negative consequence, such as compromise of, or damage to, or loss of, an asset
Risk	The chance of something happening that will affect objectives – it is measured in terms of event likelihood and consequence
Risk management	The culture, processes and structures that are directed towards realising potential opportunities whilst managing adverse effects

Term	Definition
Threat	A source of harm that is deliberate or has intent to do harm
Threat assessment	Evaluation and assessment of the intentions of people who could pose a hazard to a resource or function, how they might cause harm, and their ability to carry out their intentions – threats need to be assessed to determine what potential exists for them to actually cause harm
Vulnerability (Risk Management)	The degree of susceptibility and resilience of an agency to hazards

Source: Attorney-General's Department, Protective Security Policy Section, *Protective security policy framework: Glossary of security terms*, Commonwealth of Australia, [s.l.] 2011, pp. 1-24, available at: <http://www.protectivesecurity.gov.au/pspf/Documents/PSPF%20-%20Glossary%20of%20terms%20-%201%20June%202012.pdf> [Accessed 22 November 2014].

On the other hand the necessity of achieving resilience – in the context of societal security, emergency management etc. – is emphasised in various official documents such as national security statement and strategy, sectorial strategies, action plans and others. In addition, the term resilience (or resilient) is used, for instance, in phrases: “social cohesion and resilience”, “cohesive and resilient society”, “resilient economy”, “organisational resilience” etc. It is stressed, as well, vulnerability of Australia to cyber-attacks. The reason why resilience is emphasised so much is the decision of the Ministerial Council for Police and Emergency Management – Emergency Management from 2008 about the future direction for emergency management of Australia that ought to be built on community resilience and organisational resilience¹⁵. What is more, the decision indicates not only communities, but also individuals as well as companies and institutions that should be supported in order to return to previous conditions after disruptions. In consequence, four phases of this process (i.e. resilience – see table 2) could be specified: 1. prevent, 2. prepare, 3. recover and 4. respond – PPRR: “[...] emergency management in Australia is built on the concept of prevention, preparedness, response and recovery (PPRR)”¹⁶.

¹⁵ Further see: Ministerial Council for Police and Emergency Management – Emergency Management, *National disaster resilience framework*, Ministerial Council for Police and Emergency Management – Emergency Management, [s.l.] 2008, available at: <http://www.em.gov.au/Documents/NationalDisasterResilienceFramework-EndorsedatMCPPEM-EM20Nov2009.pdf> [Accessed 30 November 2014].

¹⁶ Council of Australian Governments, National Emergency Management Committee, *National strategy for disaster resilience: Building the resilience of our nation to disasters*, Council of Australian Governments, [s.l.] 2011, p. 3, available at: <http://www.em.gov.au/Documents/1>

Table 2
Four phases of resilience (PPRR)

Prevention	Measures to eliminate or reduce the incidence or severity of emergencies
Preparedness	Measures to ensure that, should an emergency occur, communities, resources and services are capable of coping with the effects; the state of being prepared
Recovery	The coordinated process of supporting emergency-affected communities in reconstruction of the physical infrastructure and restoration of emotional, social, economic and physical wellbeing
Response	Actions taken in anticipation of, during, and immediately after an emergency to ensure that its effects are minimised, and that people affected are given immediate relief and support

Source: Council of Australian Governments, National Emergency Management Committee, *National strategy for disaster resilience: Building the resilience of our nation to disasters*, Council of Australian Governments, [s.l.] 2011, p. 22, available at: <http://www.em.gov.au/Documents/1National%20Strategy%20for%20Disaster%20Resilience%20-%20pdf.PDF> [Accessed 22 November 2014].

The first national security strategy of Australia was adopted only in 2013, nevertheless a previous document that referred to Australia's security was "The first national security statement" by the Prime Minister K. Rudd in 2008. The 2008 document, however, was focused mainly on the national (what here means on external) security interests of Australia¹⁷. However, "The first national security statement" announced developing "The national security science and innovation strategy" that refers inter alia to resilience. In the table 3 is presented a set of selected documents by the Australia's government devoted inter alia to resilience.

Table 3
Selected documents by the government of Australia referred inter alia to resilience

Year	Documents
2008	National disaster resilience framework
2008	The first national security statement to the Australian Parliament
2009	The national security science and innovation strategy

National%20Strategy%20for%20Disaster%20Resilience%20-%20pdf.PDF [Accessed 22 November 2014].

¹⁷ See: K. Rudd, *op. cit.*, pp. 7-8.

2010	Critical infrastructure resilience strategy
2011	National strategy for disaster resilience
2013	Strong and secure: A strategy for Australia's national security

“The national security science and innovation strategy”, adopted in 2009, was aimed at identifying twelve objectives for science and innovation in order to enhance Australia's security. Some of them concern building of “a more prepared and resilient society” i.e.: 1. Cyber protection and electronic security, 2. Physical resilience, 3. Social resilience¹⁸. They, nevertheless, refer mainly to such issue as protection of critical infrastructure. On the other hand, there is no definition of resilience in the document.

Explanation of resilience, but focused on the critical infrastructure, is contained in the „Critical infrastructure resilience strategy” from 2010. A crucial term, the critical infrastructure, in Australia is defined as: “Those physical facilities, supply chains, information technologies and communication networks, which if destroyed, degraded or rendered unavailable for an extended period, would significantly impact on the social or economic wellbeing of the nation, or affect Australia's ability to conduct national defence and ensure national security”¹⁹. That is way protection of the critical infrastructure must be one of the key concerns for national security of Australia. The reason is that the state, as it was mentioned before, is rich in natural resources and an important branch of the Australian economy is the primary sector (mining, steel and chemical industry). Moreover, due to highly-developed e-services the IT sector is a crucial matter for the authorities. These facts have been emphasized by the Council of Australian Governments' Meeting – it has been concluded that critical infrastructure is a core matter not only of national security of Australia, but also of her economy and social well-being²⁰.

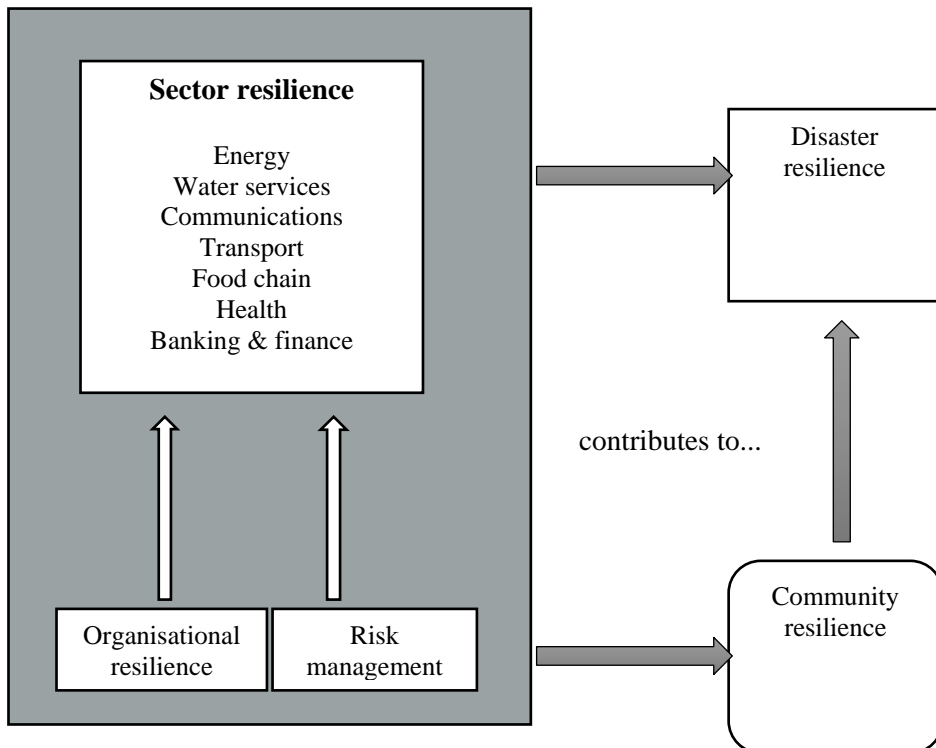
Regarding resilience, it has been stated that this issue is related inter alia to ability of maintaining services during disruptions and hazards and ability to coming back to a previous state – in particular: “In the context of critical infrastructure, resilience refers to: coordinated planning across sectors and networks, responsive, flexible and timely recovery measures, and the development of an organisational culture that has the ability to provide a

¹⁸ See: Department of the Prime Minister and Cabinet, The national security science and innovation strategy, Department of the Prime Minister and Cabinet, [s.l.] 2009, p. 6, available at: http://www.dsto.defence.gov.au/sites/default/files/basic_pages/documents/NSSIS-strategy.pdf [Accessed 22 November 2014].

¹⁹ Trusted Information Sharing Network, *Trusted Information Sharing Network (TISN) for Critical infrastructure resilience* [online], 2010, available at: http://www.tisn.gov.au/Pages/Critical_infrastructure.aspx [Accessed 30 November 2014].

²⁰ See: Council of Australian Governments' Meeting, *Council of Australian Governments' Meeting, Brisbane, 7 December 2009: Communiqué*, Council of Australian Governments, Brisbane 2009, p. 14, available at: http://archive.coag.gov.au/coag_meeting_outcomes/2009-12-07/docs/20091207_communique.pdf [Accessed 30 November 2014].

minimum level of service during interruptions, emergencies and disasters, and return to full operations quickly"²¹. Furthermore, a former Attorney-General of Australia Robert McClelland in 2009 mentioned that there is a need to build in Australia a resilient nation that will be able "(...) to adapt to change, where we have reduced exposure to risks, and where we are all better able to bounce back from disaster"²². According to the "Critical infrastructure resilience strategy", "Disaster resilience would be strengthened where communities have continued access to essential services provided by some critical infrastructure organisations"²³. In the box 1, the relationship between critical infrastructure resilience, disaster resilience and community resilience was presented.



Box 1. Relationship between critical infrastructure resilience, disaster resilience and community resilience

Source: Australian Government, Critical infrastructure resilience strategy, Australian Government, [s.l.] 2010, p. 10, available at: <http://www.tisn.gov.au/Documents/Australian+Government+s+Critical+Infrastructure+Resilience+Strategy.pdf> [Accessed 22 November 2014].

²¹ Australian Government, *Critical infrastructure resilience strategy*, Australian Government, [s.l.] 2010, p. 8, available at: <http://www.tisn.gov.au/Documents/Australian+Government+s+Critical+Infrastructure+Resilience+Strategy.pdf> [Accessed 22 November 2014].

²² R. McClelland cited in *ibidem*, p. 6.

²³ Australian Government, *op. cit.*, p. 9.

Therefore, Matthew Warren and Shona Leitch hold the view that Australia “(...) has started to refocus away from Critical Infrastructure Protection to Critical Infrastructure Resilience”²⁴.

Conclusions

The issue of resilience in Australia was emphasized, as well, in the national security strategy from 2013 entitled “Strong and secure: A strategy for Australia’s national security”. In the document the eight pillars of Australia’s vision of national security are indicated and a one of them is “Strengthening the resilience of Australia’s people, assets, infrastructure and institutions”²⁵. Key implications for Australia’s national security in the field of resilience are included in the strategy, as well (table 4).

Table 4
Key implications for Australia’s national security pillars

Pillar	Key judgements	Response
Strengthening the resilience of Australia’s people, assets, infrastructure and institutions	<ul style="list-style-type: none"> • Major shocks could occur with limited warning • Trans-border threats such as pandemics remain a possibility in [...] increasingly connected world • Increasing importance of communities and private sector in achieving national resilience • Global integration of supply chains • As the climate continues to warm, extreme weather events 	<ul style="list-style-type: none"> • Enhancing information sharing with key industry sectors • More effective integration of national security, social and economic policy • Working collaboratively across governments, with private and not-for-profit sectors and the community to prepare for potential shocks • Strong horizon scanning • Building partnerships with the national critical infrastructure community • Ensuring our national security crisis management

²⁴ M. Warren, S. Leitch, *Australian national critical infrastructure protection: A case study*, [in:] R. Ottis (ed.), *Proceedings of the 10th European Conference on Information Warfare and Security: The Institute of Cybernetics at the Tallinn University of Technology, Estonia, 7-8 July 2011*, Academic Publishing, Reading 2011, p. 279.

²⁵ Department of the Prime Minister and Cabinet, *Strong and secure: A strategy for Australia’s national security*, Department of the Prime Minister and Cabinet, Canberra 2013, p. VII, available at: http://mercury.ethz.ch/serviceengine/Files/ISN/167267/ipublicationdocument_singledocument/39c8d06e-9f6c-45c2-b81b-dfec99ab387a/en/Australia+A+Strategy+for+National+Securit.pdf [Accessed 6 May 2014].

	and natural disasters will increase in frequency and severity across the region	arrangements and capabilities can deploy quickly and effectively in support of state and territory responses to natural disasters
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Source: Department of the Prime Minister and Cabinet, Strong and secure: A strategy for Australia's national security, Department of the Prime Minister and Cabinet, Canberra 2013, p. 34, available at: http://mercury.ethz.ch/serviceengine/Files/ISN/167267/ipublicationdocument_singledocument/39c8d06e-9f6c-45c2-b81b-dfec99ab387a/en/Australia+A+Strategy+for+National+Securit.pdf [Accessed 6 May 2014].

According to the document resilience is understood broadly. It means that in Australia the concept of resilience is applied not only in the field of protection of people (communities), but also it concerns individuals, companies and institutions. The aim is the capacity to return to previous conditions from disruptions.

AUSTRALIA'S APPROACH TO RESILIENCE

(Abstract)

The "resilience" term was borrowed from the resistance of materials and is used by the researchers who are analysing the internal security of the states, in order to deepen the knowledge on how to protect communities, companies and institutions in the event of natural disasters or unforeseen technical mistakes. All of them could damage not only to the state and its authority, but also to the people of Australia, so the government had to adopt a resilience-building approach in order to deal with potential crises.

Keywords: Australia, crises, government, internal security, resilience-building.