Protecting Critical Infrastructure and Systems of National Significance

Draft Critical Infrastructure Asset Definition Rules

April 2021
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Background

The *Security of Critical Infrastructure Act 2018* (the Act) currently seeks to manage the complex and evolving national security risks of sabotage, espionage and coercion posed by foreign involvement in Australia’s critical infrastructure. The Act currently applies to approximately 200 assets in the electricity, gas, water and ports sectors.

The Australian Government is committed to protecting the essential services all Australians rely on by uplifting the security and resilience of our critical infrastructure. As the threats and risks to Australia’s critical infrastructure evolve in a post-COVID world, so too must our approach to ensuring the ongoing security and resilience of these assets and the essential services they deliver.

Security Legislation Amendment (Critical Infrastructure) Bill 2020


The Bill introduces an enhanced regulatory framework for 11 identified industry sectors by amending the Act to:

- establish additional positive security obligations for critical infrastructure assets (comprising of adopting and maintaining an all-hazards critical infrastructure risk management program, mandatory reporting of serious cyber security incidents, and where required, providing ownership and operational information to the Register of Critical Infrastructure Assets);
- introduce enhanced cyber security obligations for those critical infrastructure assets most important to the nation, described as systems of national significance; and
- provide Government assistance to relevant entities for critical infrastructure sector assets in response to significant serious cyber security incidents that impact on Australia’s critical infrastructure assets.

The Bill also expands the definition of critical infrastructure assets in the Act to a total of 22 critical infrastructure asset classes which will be subject to the enhanced regulatory framework upon passage of the Bill. These requirements apply to both foreign-owned and Australian-owned critical infrastructure where the critical infrastructure asset is located in Australia.
Under the Bill, 12 of the identified 22 asset classes require further rules to be made to finalise the assets subject to the enhanced regulatory framework. These 12 asset classes are:

- critical banking assets
- critical broadcasting assets
- critical domain name systems
- critical electricity assets
- critical financial market infrastructure assets
- critical food and grocery assets
- critical freight infrastructure assets
- critical freight services assets
- critical gas assets
- critical insurance assets
- critical liquid fuel assets
- critical superannuation assets

The proposed rules for these 12 asset classes have been prepared in consultation with Commonwealth, State and Territory Government partners. Building on industry engagement during the development of the Bill, the Department seeks to ensure that the critical infrastructure assets captured are those services that are vital to Australia’s security, economic prosperity and way of life while minimising regulatory impost on industry.

The purpose of this paper is to seek public feedback on these proposed rules, noting that rules are made by, and subject to the approval of, the Minister for Home Affairs.

Please provide any feedback on the proposed thresholds by **14 May 2021** to **ci.reforms@homeaffairs.gov.au**.

The remaining 10 asset classes defined in the Bill that **do not require further rules** to be made are outlined in **Attachment A**.
Critical broadcasting assets

Section 12E of the Bill provides that:

(1) One or more broadcasting transmission assets are a critical broadcasting asset if:
   (a) the broadcasting transmission assets are:
       (i) owned or operated by the same entity; and
       (ii) located on a site that, in accordance with subsection (2), is a critical transmission site; or
   (b) the broadcasting transmission assets are:
       (i) owned or operated by the same entity; and
       (ii) located on at least 50 different sites; and
       (iii) not broadcasting re-transmission assets; or
   (c) the broadcasting transmission assets are owned or operated by an entity that, in accordance with subsection (3), is critical to the transmission of a broadcasting service.

(2) For the purposes of paragraph (1)(a), the rules may prescribe:
   (a) specified sites that are critical transmission sites; or
   (b) requirements for sites to be critical transmission sites.

(3) For the purposes of paragraph (1)(c), the rules may prescribe:
   (a) specified entities that are critical to the transmission of a broadcasting service; or
   (b) requirements for an entity to be critical to the transmission of a broadcasting service.

What we propose

We intend to recommend that the Minister make rules to prescribe assets that are owned or operated by TXAustralia to be critical broadcasting assets, as TXAustralia services a variety of major broadcasters, which otherwise do not meet the 'at least 50 sites' threshold under section 12E(b)(ii) of the Bill.

Note that this is alongside the assets captured under section 12E of the Bill, which include broadcasting providers that own or operate at least 50 sites.

Rationale

TX Australia is proposed to be specified in the rules because it owns, operates, manages, engineers, maintains and markets transmission facilities in the five major mainland metropolitan cities of Australia. TXAustralia provides television transmission for broadcasters, including for commercial metropolitan television networks Seven, Nine and Ten. TXAustralia is not expected to be captured by the 'at least 50 sites' threshold.

Severe compromise of some major broadcast transmission operators that are otherwise not captured has the potential for severe and lasting economic and security impacts, given the lack of redundancy in the sector and high volume of users. Broadcast media play an important role in emergencies and national communication.
campaigns, both in disseminating and collecting information. TX Australia is a major broadcast transmission operator and would play a significant role in this circumstance.

- It is expected that BAI Communications will be captured by the ‘at least 50 sites’ threshold.
- The Department understands that:
  - TX Australia provides digital television, digital radio & FM Radio transmission for Seven West Media and Nine Entertainment.
  - BAI Communications is appointed to operate and maintain the broadcast network for the ABC, SBS, Network 10, Southern Cross Austereo and the NSW Public Safety Network.
  - WIN Corporation operates and maintains the broadcasting network for Network 10, Nine Entertainment and Seven West Media in regional areas and certain parts of Australia.

Critical domain name systems

- Section 12KA of the Bill provides that:

  1. An asset is a critical domain name system if it:
     - is managed by an entity, that in accordance with subsection (2), is critical to the administration of an Australian domain name system; and
     - is used in connection with the administration of an Australian domain name system.

  2. For the purposes of paragraph (1)(a), the rules may prescribe:
     - specified entities that are critical to the administration of an Australian domain name system; or
     - requirements for an entity to be critical to the administration of an Australian domain name system.

What we propose

- We intend to recommend that the Minister make rules to prescribe that .au country code Top Level Domain (ccTLD) is a critical domain name system.

Rationale

- The ‘.au’ is Australia’s country code domain. The .au namespace plays an important role in supporting the digital economy with over 3.2 million domain names registered as at August 2020. Therefore, we intend to use rules to specify that .au ccTLD is a critical domain name system.

- With the online environment becoming increasingly enmeshed with everyday life, a disruption to a critical domain name system could have significant cascading implications for Australian businesses, government and the community. Malicious or criminal exploitation of the domain name system could compromise users’ ability to conduct business, navigate the internet or access their data.
Energy sector

Critical electricity assets

Section 10 of the Security of Critical Infrastructure Act 2018 (the Act), as amended by item 30 of Schedule 1 to the Bill, provides that:

(1) An asset is a critical electricity asset if it is:
   (a) a network, system, or interconnector, for the transmission or distribution of electricity to ultimately service at least 100,000 customers or any other number of customers prescribed by the rules; or
   (b) an electricity generation station that is critical to ensuring the security and reliability of electricity networks or electricity systems in a State or Territory, in accordance with subsection (2).

Note: The rules may prescribe that a specified critical electricity asset is not a critical infrastructure asset (see section 9).

(2) For the purposes of paragraph (1)(b), the rules may prescribe requirements for an electricity generation station to be critical to ensuring the security and reliability of electricity networks or electricity systems in a particular State or Territory.

What we propose

- We intend to recommend that the Minister make rules to prescribe that electricity generators (including batteries and other storage) that have a nameplate generation capacity that is greater than or equal to 30 megawatts and connected to a wholesale electricity market are critical electricity assets. This would be a reduction from the current prescribed threshold in section 6 of the current Security of Critical Infrastructure Rules 2018 (current Rules).

- We further intend to recommend that the term ‘synchronous’ be removed from the current Rules to capture renewable generators. The existing language of ‘installed capacity’ will remain unchanged.

Rationale

- The level of interconnectivity between assets in electricity grids, particularly cyber connectivity, means that the security posture of the energy sector as a whole needs to be uplifted. The intent of lowering the threshold to 30MW nationally is not to cap all electricity generation stations but to drive a broad uplift in sector resilience given the interconnected nature of the electricity network. 30MW captures the majority of generators connected to the wholesale electricity markets.

- The Department does not propose to capture broader supply chain inputs for electricity generation like water and extraction industries directly. Instead, the introduction of the Risk Management Program upon passage of the Bill will require entities, including electricity generators to identify and mitigate risks including in their supply chain. For electricity generators, this would include understanding dependencies such as coal mines or water providers essential to the operation of the generator.
Critical gas assets

- Section 12 of the Act, as amended by item 31 of Schedule 1 to the Bill, provides that:

(1) An asset is a **critical gas asset** if it is any of the following:

   (a) a gas processing facility that has a capacity of at least 300 terajoules per day or any other capacity prescribed by the rules;

   (b) a gas storage facility that has a maximum daily withdrawal capacity of at least 75 terajoules per day or any other maximum daily withdrawal capacity prescribed by the rules;

   (c) a network or system for the distribution of gas to ultimately service at least 100,000 customers or any other number of customers prescribed by the rules;

   (d) a gas transmission pipeline that is critical to ensuring the security and reliability of a gas market, in accordance with subsection (2).

Note: The rules may prescribe that a specified critical gas asset is not a critical infrastructure asset (see section 9).

(2) For the purposes of paragraph (1)(d), the rules may prescribe:

   (a) specified gas transmission pipelines that are critical to ensuring the security and reliability of a gas market; or

   (b) requirements for a gas transmission pipeline to be critical to ensuring the security and reliability of a gas market.

What we propose

- We intend to recommend that the Minister retain the rules that are prescribed in section 8 of the current Rules to define thresholds for critical gas transmission pipelines. The following thresholds are currently prescribed:

  a. Eastern gas market transmission pipelines with nameplate rating of 200 terajoules per day.

  b. Northern gas market transmission pipelines with nameplate rating of 80 terajoules per day.

  c. Western gas market transmission pipelines with nameplate rating of 150 terajoules per day.

- The Tasmanian gas pipeline will continue to be prescribed as a critical gas asset.

- We propose to recommend that the Minister prescribe the Carpentaria gas transmission pipeline as a critical gas asset.

Rationale

- Our intention is to retain those thresholds that currently apply under the Act and the current Rules. We consider that these thresholds capture those assets critical to the security and reliability of gas to the Eastern, Western and Northern Australian markets, and to meet export demands.

- Given the criticality in providing linkages between regions and other critical pipelines the Tasmanian pipeline will continue to be prescribed and we will recommend to the Minister that the Carpentaria pipeline be prescribed. The Tasmanian pipeline provides
the only link between Victoria and Tasmania, and the Carpentaria pipeline provides the only link between the Northern Territory gas fields and the east coast gas market.

Critical liquid fuel assets

Liquid fuel refineries

- New section 12A of the Act will relevantly provide that:

  (1) An asset is a **critical liquid fuel asset** if it is any of the following:

    (a) a liquid fuel refinery that is critical to ensuring the security and reliability of a liquid fuel market, in accordance with subsection (2);

    ...

    Note: The rules may prescribe that a specified critical liquid fuel asset is not a critical infrastructure asset (see section 9).

  (2) For the purposes of paragraph (1)(a), the rules may prescribe:

    (a) specified liquid fuel refineries that are critical to ensuring the security and reliability of a liquid fuel market;

    (b) requirements for a liquid fuel refinery to be critical to ensuring the security and reliability of a liquid fuel market.

What we propose

- We intend to recommend that the Minister make rules to prescribe the major refineries, Geelong and Lytton, as critical liquid fuel assets, as they play a major part in Australia’s fuel supply chain.

Rationale

- Australian refineries provide for approximately 50 per cent of Australia’s transport fuel needs.

Liquid fuel pipelines

- New section 12A of the Act will relevantly provide that:

  (1) An asset is a **critical liquid fuel asset** if it is any of the following:

  ...

  (b) a liquid fuel pipeline that is critical to ensuring the security and reliability of a liquid fuel market, in accordance with subsection (3);

  ...

  (3) For the purposes of paragraph (1)(b), the rules may prescribe:

    (a) specified liquid fuel pipelines that are critical to ensuring the security and reliability of a liquid fuel market; or

    (b) requirements for a liquid fuel pipeline to be critical to ensuring the security and reliability of a liquid fuel market.
What we propose

- We intend to recommend that the Minister make rules to prescribe the following major liquid fuel pipelines as critical liquid fuel assets:
  
  a. Sydney Metropolitan Pipeline (including Silverwater to Newcastle via Plumpton to include the Banksmeadow to Silverwater Pipeline);
  
  b. Gore Bay Pipeline (Gore Bay to Clyde/Parramatta terminal to include the Viva Energy Mascot Pipeline);
  
  c. Westernport Altona Geelong (WAG) Pipeline and associated infrastructure (Long Island Point Tank Farm to Altona to Geelong Refinery);
  
  d. Longford (Dutson) to Hastings Pipeline and associated infrastructure (crude oil from Bass Strait to Long Island Point Tank Farm);
  
  e. Melbourne Airport Jet Fuel (JUHI) Pipelines (Altona/Newport to Tullamarine via Somerton);
  
  f. Caltex Jet Fuel Pipeline (Kurnell to Sydney Airport);
  
  g. Brisbane Jet Fuel (JUHI) Pipelines; and
  
  h. Perth Airport Jet Fuel Pipeline.

Rationale

- These major distribution pipelines are critical to ensuring liquid fuel security across the country.
- Any disruption to these major pipelines would have significant flow on effects to other sectors reliant on liquid fuels whose protection is essential to Australia’s security.

Liquid fuel storage facilities

- New section 12A of the Act will relevantly provide that:

  (1) An asset is a critical liquid fuel asset if it is any of the following:

  ... 

  (c) a liquid fuel storage facility that is critical to ensuring the security and reliability of a liquid fuel market, in accordance with subsection (4).

  ... 

  (4) For the purposes of paragraph (1)(c), the rules may prescribe:

  (a) specified liquid fuel storage facilities that are critical to ensuring the security and reliability of a liquid fuel market; or

  (b) requirements for a liquid fuel storage facility to be critical to ensuring the security and reliability of a liquid fuel market.

What we propose

- We intend to recommend that the Minister make rules to prescribe liquid fuel storage facilities that have storage capacity of more than 50 megalitres to be critical liquid fuel assets.
Rationale

- The threshold will capture the most significant and regionally important liquid fuel terminals, including liquid fuel import terminals, to build resilience to liquid fuel supply disruptions, thereby protecting consumers and the economy from fuel shortages.
Financial services and markets sector

Critical banking assets

- New section 12G of the Act will provide that:

(1) An asset is a critical banking asset if it is any of the following assets:

(a) an asset where the following conditions are satisfied:
   (i) the asset is owned or operated by an authorised deposit-taking institution;
   (ii) the authorised deposit-taking institution is an authorised deposit-taking institution that, in accordance with subsection (2), is critical to the security and reliability of the financial services and markets sector;
   (iii) the asset is used in connection with the carrying on of banking business;

(b) an asset where the following conditions are satisfied:
   (i) the asset is owned or operated by a body corporate that is a related body corporate of an authorised deposit-taking institution;
   (ii) the body corporate is a body corporate that, in accordance with subsection (3), is critical to the security and reliability of the financial services and markets sector;
   (iii) the asset is used in connection with the carrying on of banking business.

Note: The rules may prescribe that a specified critical banking asset is not a critical infrastructure asset (see section 9).

(2) For the purposes of subparagraph (1)(a)(ii), the rules may prescribe:

(a) specified authorised deposit-taking institutions that are critical to the security and reliability of the financial services and markets sector; or

(b) requirements for an authorised deposit-taking institution to be critical to the security and reliability of the financial services and markets sector.

(3) For the purposes of subparagraph (1)(b)(ii), the rules may prescribe:

(a) specified bodies corporate that are critical to the security and reliability of the financial services and markets sector; or

(b) requirements for a body corporate to be critical to the security and reliability of the financial services and markets sector.

What we propose

- We intend to recommend that the Minister make rules to prescribe authorised deposit taking institutions and their related body corporates, with total assets above $50 billion, as ‘authorised deposit-taking institutions’ (ADI) form part of the critical banking assets definition.

Rationale

- Severe compromise of any of Australia’s largest banks has the potential for severe and lasting economic and security impacts given their high volume of retail customers.

- This proposed threshold will capture critical banking assets of those large authorised deposit taking institutions and their related body corporates that are critical to the security and reliability of the financial services and markets sector due to their size.
Smaller assets that may be the largest single-jurisdiction operator are not currently proposed to be captured, as the Bill currently requires the criticality of the asset to be considered on a national rather than regional level. Severe compromise of these smaller assets would not have the same impact as compromise of any of Australia’s largest banks, which are captured by the proposed rule.

**Critical financial market infrastructure assets**

**Financial markets**

New section 12D of the Act will relevantly provide that:

1. An asset is a *critical financial market infrastructure asset* if it is

   a. an asset that:
      i. is owned or operated by an Australian body corporate that holds an Australian market licence; and
      ii. is used in connection with the operation of a financial market that, in accordance with subsection (2), is critical to the security and reliability of the financial services and markets sector;

   b. an asset that:
      i. is owned or operated by an associated entity of an Australian body corporate that holds an Australian market licence; and
      ii. is used in connection with the operation of a financial market that, in accordance with subsection (2), is critical to the security and reliability of the financial services and markets sector;

2. For the purposes of paragraphs (1)(a) and (b), the rules may prescribe:

   a. specified financial markets that are critical to the security and reliability of the financial services and markets sector; or

   b. requirements for a financial market to be critical to the security and reliability of the financial services and markets sector.

**What we propose**

We intend to recommend that the Minister make rules to prescribe financial markets that are operated by a domestic (s795B(1) Tier 1 market licensee and that have, for at least two consecutive quarters, a turnover metric threshold test of at least one of:

a. 35 per cent market share of traded Cash Market Products (as defined in the Market Integrity Rules (Securities Markets));

b. $4 billion average daily value of traded Cash Market Products;

c. $15 billion average daily notional value of Futures Markets Contracts transactions (as defined in the Market Integrity Rules (Futures Markets)); or

d. $30 billion average daily notional value of transactions that are not Cash Market Products or Futures Markets Contracts.
Rationale

- The proposed threshold will capture those assets that are critical to the security and reliability of the financial services and markets sector.
- The stability and operational efficiency of Australia’s critical financial markets is essential for business confidence and the Australian economy.

Clearing and settlement facilities

New section 12D of the Act will relevantly provide that:

(1) An asset is a critical financial market infrastructure asset if it is

... (c) an asset that:

(i) is owned or operated by an Australian body corporate that holds an Australian CS facility licence; and

(ii) is used in connection with the operation of a clearing and settlement facility that, in accordance with subsection (3), is critical to the security and reliability of the financial services and markets sector;

(d) an asset that:

(i) is owned or operated by an associated entity of an Australian body corporate that holds an Australian CS facility licence; and

(ii) is used in connection with the operation of a clearing and settlement facility that, in accordance with subsection (3), is critical to the security and reliability of the financial services and markets sector;

...

(3) For the purposes of paragraphs (1)(c) and (d), the rules may prescribe:

(a) specified clearing and settlement facilities that are critical to the security and reliability of the financial services and markets sector; or

(b) requirements for a clearing and settlement facility to be critical to the security and reliability of the financial services and markets sector.

What we propose

- We intend to recommend that the Minister make rules to prescribe clearing and settlement facilities considered critical to the security and reliability of the financial services and markets sector to be critical financial market infrastructure assets.
- The requirements will prescribe those clearing and settlement facilities that are operated by the holders of a clearing and settlement facility licence granted under section 824B(1) of the Corporations Act where the holder is incorporated in Australia and subject to financial stability standards determined by the Reserve Bank of Australia under section 827D of the Corporations Act.

Rationale

- The proposed threshold aims to include the critical financial market infrastructure assets that are used in connection with the operation of clearing and settlement...
facilities that are critical to the security and reliability of the financial services and markets.

To avoid unnecessary regulatory burden, the proposed threshold aims to exclude clearing and settlement facilities that are exempt from the obligation to comply with financial stability standards due to their limited risk profile, such as facilities that have a low value of trades settled.

**Significant financial benchmarks**

New section 12D of the Act will relevantly provide that:

(1) An asset is a **critical financial market infrastructure asset** if it is

...  

(e) an asset that:

(i) is owned or operated by an Australian body corporate that holds a benchmark administrator licence; and

(ii) is used in connection with the administration of a significant financial benchmark that, in accordance with subsection (4), is critical to the security and reliability of the financial services and markets sector;

(f) an asset that:

(i) is owned or operated by an associated entity of an Australian body corporate that holds a benchmark administrator licence; and

(ii) is used in connection with the administration of a significant financial benchmark that, in accordance with subsection (4), is critical to the security and reliability of the financial services and markets sector;

...

(4) For the purposes of paragraphs (1)(e) and (f), the rules may prescribe:

(a) specified significant financial benchmarks that are critical to the security and reliability of the financial services and markets sector; or

(b) requirements for a significant financial benchmark to be critical to the security and reliability of the financial services and markets sector.

**What we propose**

- We intend to recommend that the Minister make rules to prescribe significant financial benchmarks in relation to a critical financial market asset if they are declared under section 908AC(2) of the Corporations Act.

- These financial benchmarks have been declared by the Australian Securities and Investments Commission (ASIC) as significant financial benchmarks, where ASIC is satisfied that:
  
  a. the benchmark is systemically important to the Australian financial system;
  
  b. there is material risk of financial contagion, or systemic instability, in Australia if the availability or integrity of the benchmark were disrupted; or
c. there would be a material impact on retail or wholesale investors in Australia if the availability or integrity of the benchmark were disrupted.

**Rationale**

- The proposed threshold will capture the assets of critical significant financial benchmarks that are of critical importance to a wide range of users in financial markets and throughout the broader economy.
- If the availability or integrity of a critical significant financial benchmark is disrupted, this could severely impact the security and reliability of the financial services and markets sector.

**Derivative trade repositories**

New section 12D of the Act will relevantly provide that:

(1) An asset is a *critical financial market infrastructure asset* if it is

... 

(g) an asset that:

(i) is owned or operated by an Australian body corporate that holds an Australian derivative trade repository licence; and

(ii) is used in connection with the operation of a derivative trade repository that, in accordance with subsection (5), is critical to the security and reliability of the financial services and markets sector;

(h) an asset that:

(i) is owned or operated by an associated entity of an Australian body corporate that holds an Australian derivative trade repository licence; and

(ii) is used in connection with the operation of a derivative trade repository that, in accordance with subsection (5), is critical to the security and reliability of the financial services and markets sector;

...

(5) For the purposes of paragraphs (1)(g) and (h), the rules may prescribe:

(a) specified derivative trade repositories that are critical to the security and reliability of the financial services and markets sector; or

(b) requirements for a derivative trade repository to be critical to the security and reliability of the financial services and markets sector.

**What we propose**

- We intend to recommend that the Minister make rules to prescribe that a derivative trade repository, for the purposes of defining a critical financial market asset, is that which:
  - holds an Australian derivative trade repository licence and where
  - the derivative trade repository has at least $20 trillion average daily notional value of outstanding transactions for all asset classes for at least two consecutive quarters
There is currently no derivative trade repository in Australia that meets this threshold for a critical derivative trade repository.

**Rationale**

- Derivative trade repositories are a core component of the infrastructure supporting derivatives markets. An Australian derivative trade repository may be part of a network linking various entities, such as clearing and settlement facilities, dealers or financial custodians. Therefore, a disruption in a sufficiently sized Australian derivative trade repository could risk spreading to linked entities and have cascading impacts across the economy.

**Payment systems**

New section 12D of the Act will relevantly provide that:

(1) An asset is a *critical financial market infrastructure asset* if it is

\[\ldots\]

(i) an asset that is used in connection with the operation of a payment system that, in accordance with subsection (6), is critical to the security and reliability of the financial services and markets sector.

Note: The rules may prescribe that a specified critical financial market infrastructure asset is not a critical infrastructure asset (see section 9).

\[\ldots\]

(6) For the purposes of paragraph (1)(i), the rules may prescribe:

(a) specified payment systems that are critical to the security and reliability of the financial services and markets sector; or

(b) requirements for a payment system to be critical to the security and reliability of the financial services and markets sector.

(7) For the purposes of this section, *Australian body corporate* means a body corporate that is incorporated in Australia.

**What we propose**

- We intend to recommend that the Minister make rules to prescribe specified payment systems that are critical to the security and reliability of the financial services and markets sector, including:
  
  a. The Mastercard debit and credit card systems
  
  b. The Visa debit and credit card systems
  
  c. The EFTPOS card system
  
  d. The New Payments Platform

**Rationale**

- The specified payment systems are retail payment systems, which, if they suffered a major disruption or a serious data breach, could have a material negative impact on end-users and economic activity, and significantly reduce public confidence in payment services and key providers.
Specifying these payment systems will enable us to identify the critical financial market infrastructure assets that are used in connection with the operation of these payment systems.

By prescribing specified payment systems, the Minister may then prescribe responsible entities for the critical financial infrastructure assets that are used in connection with these payment systems.

The aim of this process is to avoid regulatory duplication by identifying entities providing central infrastructure assets critical to the effective operation of the systems, and not to capture providers of payment services to end-users or entities otherwise regulated as authorised-deposit taking institutions.

### Critical insurance assets

#### Insurance businesses

- New section 12H of the Act will relevantly provide that:

<table>
<thead>
<tr>
<th>Subsection</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>(1)</td>
<td>An asset is a <strong>critical insurance asset</strong> if it is any of the following assets:</td>
</tr>
<tr>
<td>(a)</td>
<td>an asset where the following conditions are satisfied:</td>
</tr>
<tr>
<td>(i)</td>
<td>the asset is owned or operated by an entity that carries on insurance business;</td>
</tr>
<tr>
<td>(ii)</td>
<td>the entity is an entity that, in accordance with subsection (2), is critical to the security and reliability of the financial services and markets sector;</td>
</tr>
<tr>
<td>(iii)</td>
<td>the asset is used in connection with the carrying on of insurance business;</td>
</tr>
<tr>
<td>(b)</td>
<td>an asset where the following conditions are satisfied:</td>
</tr>
<tr>
<td>(i)</td>
<td>the asset is owned or operated by a body corporate that is a related body corporate of an entity that carries on insurance business;</td>
</tr>
<tr>
<td>(ii)</td>
<td>the body corporate is a body corporate that, in accordance with subsection (3), is critical to the security and reliability of the financial services and markets sector;</td>
</tr>
<tr>
<td>(iii)</td>
<td>the asset is used in connection with the carrying on of insurance business;</td>
</tr>
</tbody>
</table>

(2) For the purposes of subparagraph (1)(a)(ii), the rules may prescribe:

| (a) | specified entities that are critical to the security and reliability of the financial services and markets sector; or |
| (b) | requirements for an entity to be critical to the security and reliability of the financial services and markets sector. |

(3) For the purposes of subparagraph (1)(b)(ii), the rules may prescribe:

| (a) | specified bodies corporate that are critical to the security and reliability of the financial services and markets sector; or |
| (b) | requirements for a body corporate to be critical to the security and reliability of the financial services and markets sector. |
What we propose

- We intend to recommend that the Minister make rules to prescribe insurance entities with total assets over $2 billion as critical insurance assets.

Rationale

- This threshold reflects the insurance entities that, if rendered unavailable, would have a significant impact on the security and reliability of the financial services and markets sector. These large insurers act as an important buffer for the Australian economy, softening the financial impact of events on public funds by drawing on private sector funding.

Life insurance businesses

- New section 12H of the Act will relevantly provide that:

(1) An asset is a critical insurance asset if it is any of the following assets:

... 

(4) For the purposes of subparagraph (1)(c)(ii), the rules may prescribe:

(a) specified entities that are critical to the security and reliability of the financial services and markets sector; or

(b) requirements for an entity to be critical to the security and reliability of the financial services and markets sector.

What we propose

- We intend to recommend that the Minister make rules to prescribe life insurance entities with assets over $5 billion as critical insurance assets.
Rationale

- This threshold reflects the life insurance entities that, if rendered unavailable, would have a significant impact on the security and reliability of the financial services and markets sector. Life insurance acts as a saving mechanism for Australians and allows for significant volumes of long-term funding for financial markets and other sectors in need of investment, contributing to Australia’s overall economic growth and stability.

Health insurance businesses

- New section 12H of the Act will relevantly provide that:

(1) An asset is a critical insurance asset if it is any of the following assets:

...  

(e) an asset where the following conditions are satisfied:

(i) the asset is owned or operated by an entity that carries on health insurance business;

(ii) the entity is an entity that, in accordance with subsection (6), is critical to the security and reliability of the financial services and markets sector;

(iii) the asset is used in connection with the carrying on of health insurance business;

(f) an asset where the following conditions are satisfied:

(i) the asset is owned or operated by a body corporate that is a related body corporate of an entity that carries on health insurance business;

(ii) the body corporate is a body corporate that, in accordance with subsection (7), is critical to the security and reliability of the financial services and markets sector;

(iii) the asset is used in connection with the carrying on of health insurance business.

Note: The rules may prescribe that a specified critical insurance asset is not a critical infrastructure asset (see section 9).

...

(6) For the purposes of subparagraph (1)(e)(ii), the rules may prescribe:

(a) specified entities that are critical to the security and reliability of the financial services and markets sector; or

(b) requirements for an entity to be critical to the security and reliability of the financial services and markets sector.

(7) For the purposes of subparagraph (1)(f)(ii), the rules may prescribe:

(a) specified bodies corporate that are critical to the security and reliability of the financial services and markets sector; or

(b) requirements for a body corporate to be critical to the security and reliability of the financial services and markets sector.

What we propose

- We intend to recommend that the Minister make rules to prescribe health insurance entities with assets over $0.5 billion to be critical insurance assets.

Rationale
This threshold reflects the health insurance entities that, if rendered unavailable, would have a significant impact on the security and reliability of the financial services and markets sector. This captures the large health insurers that provide health insurance to a large number of Australians.

Critical superannuation assets

New section 12J of the Act will provide that:

(1) An asset is a critical superannuation asset if:
   (a) it is owned or operated by a registrable superannuation entity that, in accordance with subsection (2), is critical to the security and reliability of the financial services and markets sector; and
   (b) it is used in connection with the operation of a superannuation fund.

Note: The rules may prescribe that a specified critical superannuation asset is not a critical infrastructure asset (see section 9).

(2) For the purposes of paragraph (1)(a), the rules may prescribe:
   (a) specified registrable superannuation entities that are critical to the security and reliability of the financial services and markets sector; or
   (b) requirements for a registrable superannuation entity to be critical to the security and reliability of the financial services and markets sector.

What we propose

We intend to recommend that the Minister make rules to prescribe registrable superannuation entity licensees that hold total assets over $20 billion to be critical superannuation assets.

Rationale

This proposed threshold is intended to capture those registrable superannuation entity (RSE) licensees that are critical to the security and reliability of the financial services and markets sector. A security incident that impacts the critical financial market infrastructure assets of a RSE licensee with total assets above $20 billion could have cascading effect across the Australian population and economy.

Severe compromise of smaller assets that may be the largest single-jurisdiction operator are not currently proposed to be captured, as the legislation currently requires the criticality of the asset to be considered on a national rather than regional level. Severe compromise of these smaller assets would not have the same impact as the compromise of any of Australia’s major superannuation assets, which are captured by the proposed rule.
Food and grocery sector

Critical food and grocery assets

- New section 12K of the Bill will relevantly provide that:

  (1) An asset is a **critical food and grocery asset** if it is a network that:
      (a) is used for the distribution or supply of:
          (i) food; or
          (ii) groceries; and
      (b) is owned or operated by an entity that is:
          (i) a critical supermarket retailer, in accordance with subsection (2); or
          (ii) a critical food wholesaler, in accordance with subsection (3); or
          (iii) a critical grocery wholesaler, in accordance with subsection (4).

  Note: The rules may prescribe that a specified critical food and grocery asset is not a critical infrastructure asset (see section 9).

  (2) For the purposes of subparagraph (1)(b)(i), the rules may prescribe:
      (a) specified entities that are critical supermarket retailers; or
      (b) requirements for an entity to be a critical supermarket retailer.

  (3) For the purposes of subparagraph (1)(b)(ii), the rules may prescribe:
      (a) specified entities that are critical food wholesalers; or
      (b) requirements for an entity to be a critical food wholesaler.

  (4) For the purposes of subparagraph (1)(b)(iii), the rules may prescribe:
      (a) specified entities that are critical grocery wholesalers; or
      (b) requirements for an entity to be a critical grocery wholesaler.

What we propose

- We intend to recommend that the Minister make rules to prescribe critical supermarket retailers, critical food wholesalers and critical grocery wholesalers as critical food and grocery assets. Due to the criticality of key entities in supplying reliable access to food and grocery for all Australians, at this stage, we intend to list Woolworths Group, Coles Group, Aldi, Costco and Metcash.

Rationale

- The COVID-19 pandemic has placed food and grocery distribution and supply under significant pressure, revealing both the criticality and vulnerability of these networks. Woolworths Group, Coles Group, Aldi, Costco and Metcash have been identified as key retailers and wholesalers as they collectively account for over 80 per cent of market share.

- Other parts of the sector (for example, primary production, agriculture, food manufacturing or packaging) are not considered critical food and grocery assets as they are often disaggregated and, if disrupted, are less likely to have a severe and widespread impact on the availability of food and grocery. Similarly, we would like to
avoid unnecessary regulatory burden for small networks. Using specific thresholds could create unnecessary confusion especially when new competitors emerge in the market or unexpected market fluctuations occur.
Higher education and research sector

Critical Education Asset

The definition of ‘critical education asset’ being inserted by the Bill provides that:

*critical education asset* means a university that is owned or operated by an entity that is registered in the Australian university category of the National Register of Higher Education Providers.

Note: The rules may prescribe that a specified critical education asset is not a critical infrastructure asset (see section 9).

In addition, section 9 of the Act currently provides that a ‘critical infrastructure asset’ includes an asset prescribed by the Rules for the purpose of paragraph 9(1)(f).

**What we propose**

- We intend to recommend that the Minister make a rule under paragraph 9(1)(f) of the Act to prescribe the Australian National University as a critical education asset.

**Rationale**

- The Bill will amend section 9 of the Act to make clear that if an asset is owned by a body corporate established by a law of the Commonwealth (other than a government business enterprise), then the asset is not a critical infrastructure asset unless:
  - it is declared under section 51 of the Act to be a critical infrastructure asset; or
  - the asset is prescribed by the rules for the purposes of paragraph 9(1)(f).

- Under the critical education asset definition the Australian National University would not be considered a critical infrastructure asset, as it is owned by a body corporate established under the *Australian National University Act 1991*.

- However, the Government recognises that the Australian National University, like other Australian universities, contributes significantly to the Australian economy, competitiveness, skilled workforce and Australia’s global standing, both as quality providers of education and as cutting-edge research institutions. Equally, Australian universities such as the Australian National University make a notable contribution to Australia’s security and prosperity by promoting research and innovation,

- Prescribing the Australian National University as a critical infrastructure asset will enable consistency in the Government’s regulatory approach for this sector, as in the absence of a rule the Australian National University would be excluded from the provisions applying to all other universities.
Transport sector

Critical freight infrastructure assets

- New section 12B of the Act provides that:

1. An asset is a **critical freight infrastructure asset** if it is any of the following:
   1. a road network that, in accordance with subsection (2), functions as a critical corridor for the transportation of goods between:
      1. 2 States; or
      2. a State and a Territory; or
      3. 2 Territories; or
      4. 2 regional centres;
   2. a rail network that, in accordance with subsection (3), functions as a critical corridor for the transportation of goods between:
      1. 2 States; or
      2. a State and a Territory; or
      3. 2 Territories; or
      4. 2 regional centres;
   3. an intermodal transfer facility that, in accordance with subsection (4), is critical to the transportation of goods between:
      1. 2 States; or
      2. a State and a Territory; or
      3. 2 Territories; or
      4. 2 regional centres.

   Note: The rules may prescribe that a specified critical freight infrastructure asset is not a critical infrastructure asset (see section 9).

2. For the purposes of paragraph (1)(a), the rules may prescribe:
   1. specified road networks that function as a critical corridor for the transportation of goods between:
      1. 2 States; or
      2. a State and a Territory; or
      3. 2 Territories; or
      4. 2 regional centres; or
   2. requirements for a road network to function as a critical corridor for the transportation of goods between:
      1. 2 States; or
      2. a State and a Territory; or
      3. 2 Territories; or
      4. 2 regional centres.
(3) For the purposes of paragraph (1)(b), the rules may prescribe:

(a) specified rail networks that function as a critical corridor for the transportation of goods between:

(i) 2 States; or
(ii) a State and a Territory; or
(iii) 2 Territories; or
(iv) 2 regional centres; or

(b) requirements for a rail network to function as a critical corridor for the transportation of goods between:

(i) 2 States; or
(ii) a State and a Territory; or
(iii) 2 Territories; or
(iv) 2 regional centres.

(4) For the purposes of paragraph (1)(c), the rules may prescribe:

(a) specified intermodal transfer facilities that are critical to the transportation of goods between:

(i) 2 States; or
(ii) a State and a Territory; or
(iii) 2 Territories; or
(iv) 2 regional centres; or

(b) requirements for an intermodal transfer facility to be critical to the transportation of goods between:

(i) 2 States; or
(ii) a State and a Territory; or
(iii) 2 Territories; or
(iv) 2 regional centres.

(5) For the purposes of this section, road network includes a part of a road network.

(6) For the purposes of this section, rail network includes a part of a rail network.

What we propose

- We intend to recommend that the Minister make rules to prescribe the 49 intermodal terminals listed in Attachment B to be critical freight infrastructure assets.
- We do not intend to recommend that the Minister make rules to prescribe any road or rail networks at this point in time, noting that a number of key freight service providers who operate on road and rail networks will be covered under critical freight service assets.

Rationale
These assets play an important role in ensuring capital cities and population centres can access critical products (such as medical supplies and food and groceries) as well as facilitating businesses that rely on land based supply chains.

An efficient intermodal facility is an important component of the overall effectiveness of regional transport services and plays a crucial role in road to road and road to rail interchange activities.

Through consultation with State and Territory Partners, certain intermodal terminals were identified as critical components of Australia’s freight architecture and supply chain, enabling the transfer of goods from one mode of transport to another.

The National Key Freight Routes map (administered by the Department of Infrastructure, Transport, Regional Development and Communications) identifies the road and rail routes connecting Australia’s nationally significant places for freight, including intermodal terminals. State and Territory partners have provided their input for a more accurate assessment of intermodal terminals in their jurisdictions.

Critical freight services assets

New section 12C of the Act will provide that:

(1) An asset is a **critical freight services asset** if it is a network that is used by an entity carrying on a business that, in accordance with subsection (2), is critical to the transportation of goods by any or all of the following:

   (a) road;
   (b) rail;
   (c) inland waters;
   (d) sea.

   Note: The rules may prescribe that a specified critical freight services asset is not a critical infrastructure asset (see section 9).

(2) For the purposes of subsection (1), the rules may prescribe:

   (a) specified businesses that are critical to the transportation of goods by any or all of the following:
      
      (i) road;
      (ii) rail;
      (iii) inland waters;
      (iv) sea; or

   (b) requirements for a business to be critical to the transportation of goods by any or all of the following:
      
      (i) road;
      (ii) rail;
      (iii) inland waters;
      (iv) sea.

What we propose
We intend to recommend that the Minister make rules to prescribe national logistics providers with an annual revenue threshold of over $150 million to be critical freight services assets. This will include entities such as Toll Group, Aurizon, DHL Global Forwarding and Linfox.

Rationale

Critical freight services assets are critical to Australia’s trade and commerce and social stability as they are responsible for logistics and movement of valuable goods and products across the country. These assets assist businesses to transport products to consumers, and ensuring communities can access critical supplies, including food and groceries and essential medical goods.
Following detailed engagement with government and industry starting in August 2020, the Security Legislation Amendment (Critical Infrastructure) Bill 2020 (the Bill) was introduced into Parliament. The Bill expands the total number of critical infrastructure asset classes in the Act to a total of 22. Of the 22 classes of critical infrastructure assets, 10 do not require further rules as they have been fully defined in the Bill. These 10 asset classes are:

- critical aviation assets
- critical data storage or processing assets
- critical defence industry assets
- critical education assets
- critical hospital assets
- critical market operator assets
- critical port assets
- critical public transport assets
- critical telecommunications assets
- critical water assets

Communications sector

Critical Telecommunications Asset

The definition of ‘critical telecommunications asset’ to be inserted by the Bill provides:

**critical telecommunications asset** means:

(a) a telecommunications network that is:
   (i) owned or operated by a carrier; and
   (ii) used to supply a carriage service; or

(b) a telecommunications network, or any other asset, that is:
   (i) owned or operated by a carriage service provider; and
   (ii) used in connection with the supply of a carriage service.

Data storage and processing sector

Critical Data Storage or Processing Asset

New section 12F of the Act will provide that:

(1) An asset is a **critical data storage or processing asset** if:

(a) it is owned or operated by an entity that is a data storage or processing provider; and

(b) it is used wholly or primarily to provide a data storage or processing service that is provided by the entity on a commercial basis to an end-user that is:
   (i) the Commonwealth; or
   (ii) a body corporate established by a law of the Commonwealth; or
   (iii) a State; or
   (iv) a body corporate established by a law of a State; or
(v) a Territory; or
(vi) a body corporate established by a law of a Territory; and
(c) the entity knows that the asset is used as described in paragraph (b).

Note: The rules may prescribe that a specified critical data storage or processing asset is not a critical infrastructure asset (see section 9).

(2) An asset is a critical data storage or processing asset if:
(a) it is owned or operated by an entity that is a data storage or processing provider; and
(b) it is used wholly or primarily to provide a data storage or processing service that:
   (i) is provided by the entity on a commercial basis to an end-user that is the responsible entity for a critical infrastructure asset; and
   (ii) relates to business critical data; and
(c) the entity knows that the asset is used as described in paragraph (b).

Note: The rules may prescribe that a specified critical data storage or processing asset is not a critical infrastructure asset (see section 9).

(3) If:
(a) an entity (the first entity) is the responsible entity for a critical infrastructure asset; and
(b) the first entity becomes aware that a data storage or processing service:
   (i) is provided by another entity on a commercial basis to the first entity; and
   (ii) relates to business critical data;
the first entity must:
(c) take reasonable steps to inform that other entity that the first entity has become aware that the data storage or processing service:
   (i) is provided by the other entity on a commercial basis to the first entity; and
   (ii) relates to business critical data; and
(d) do so as soon as practicable after becoming so aware.

Civil penalty for contravention of this subsection: 50 penalty units.

**Defence Sector**

**Critical Defence Industry Asset**

The definition of ‘critical defence industry asset’ to be inserted by the Bill will provide that:

*critical defence industry asset* means an asset that:

(a) is being, or will be, supplied by an entity to the Defence Department, or the Australian Defence Force, under a contract; and
(b) consists of, or enables, a critical defence capability.

Note: The rules may prescribe that a specified critical defence industry asset is not a critical infrastructure asset (see section 9).

**Energy Sector**
Critical energy market operator asset

The new definition of ‘critical energy market operator asset’ to be inserted by the Bill will provide that:

**critical energy market operator asset** means an asset that:

(a) is owned or operated by:

(i) Australian Energy Market Operator Limited (ACN 072 010 327); or
(ii) Power and Water Corporation; or
(iii) Regional Power Corporation; or
(iv) Electricity Networks Corporation; and

(b) is used in connection with the operation of an energy market or system; and

(c) is critical to ensuring the security and reliability of an energy market;

but does not include:

(d) a critical electricity asset; or

(e) a critical gas asset; or

(f) a critical liquid fuel asset.

Note: The rules may prescribe that a specified critical energy market operator asset is not a critical infrastructure asset (see section 9).

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Health sector

Critical Hospital Asset

The new definition of ‘critical hospital asset’ to be inserted by the Bill will provide that:

**critical hospital** means a hospital that has a general intensive care unit.

Note: The rules may prescribe that a specified critical hospital is not a critical infrastructure asset (see section 9).

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Transport sector

Critical Aviation Assets

The new definition of ‘critical aviation asset’ to be inserted by the Bill will provide that:

**critical aviation asset** means:

(a) an asset that:

(i) is used in connection with the provision of an air service; and
(ii) is owned or operated by an aircraft operator; or

(b) an asset that:
Critical Port Asset

Section 11 of the Act currently provides:

An asset is a critical port if it is land that forms part of any of the following security regulated ports:

(a) Broome Port;
(b) Port Adelaide;
(c) Port of Brisbane;
(d) Port of Cairns;
(e) Port of Christmas Island;
(f) Port of Dampier;
(g) Port of Darwin;
(h) Port of Eden;
(i) Port of Fremantle;
(j) Port of Geelong;
(k) Port of Gladstone;
(l) Port of Hay Point;
(m) Port of Hobart;
(n) Port of Melbourne;
(o) Port of Newcastle;
(p) Port of Port Botany;
(q) Port of Port Hedland;
(r) Port of Rockhampton;
(s) Port of Sydney Harbour;
(t) Port of Townsville;
(u) a security regulated port prescribed by the rules for the purposes of this paragraph.

Note: rules may prescribe that a specified critical port is not a critical infrastructure asset (see section 9).

Critical Public Transport Asset

The new definition of ‘critical public transport asset’ to be inserted by the Bill provides that:
**critical public transport asset** means a public transport network or system that:

(a) is managed by a single entity; and
(b) is capable of handling at least 5 million passenger journeys per month;

but does not include a critical aviation asset.

Note: The rules may prescribe that a specified critical public transport asset is not a critical infrastructure asset (see section 9).

**Water and sewerage sector**

**Critical Water and Sewerage Assets**

Section 5 of the Act provides:

**critical water asset** means one or more water or sewerage systems or networks that:

(a) are managed by a single water utility; and
(b) ultimately deliver services to at least 100,000 water connections or 100,000 sewerage connections.

Note: The rules may prescribe that a specified critical water asset is not a critical infrastructure asset (see section 9).
## Attachment B – Intermodal Terminals

<table>
<thead>
<tr>
<th>Location</th>
<th>Jurisdiction</th>
<th>Locality</th>
<th>Terminal Operator</th>
</tr>
</thead>
<tbody>
<tr>
<td>Macarthur Intermodal Shipping Terminal</td>
<td>NSW</td>
<td>Metropolitan</td>
<td>Qube Logistics</td>
</tr>
<tr>
<td>Chullora</td>
<td>NSW</td>
<td>Metropolitan</td>
<td>Pacific National</td>
</tr>
<tr>
<td>Enfield</td>
<td>NSW</td>
<td>Metropolitan</td>
<td>LINX Cargo Care Group</td>
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</tr>
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<td>Tocumwal</td>
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<td>Regional</td>
<td>Gray’s Transport</td>
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<td>NSW</td>
<td>Regional</td>
<td>Rice Growers Co-op</td>
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</tr>
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</tr>
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<td>NSW</td>
<td>Regional</td>
<td>Qube Logistics</td>
</tr>
<tr>
<td>Parkes</td>
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<td>Regional</td>
<td>Linfox / Pacific National / SCT Logistics</td>
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<td>Brisbane Multimodal Terminal</td>
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