

1979

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA

Parliamentary Standing Committee on Public Works

REPORT

relating to the proposed construction of a

DEFENCE FORCE ACADEMY

in the

Australian Capital Territory

(SECOND REPORT OF 1979)

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PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

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(Twenty-fifth Committee)

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EXTRACT FROM
THE VOTES AND PROCEEDINGS OF THE HOUSE OF REPRESENTATIVES
NO. 12 DATED 16 MARCH 1978

20 PUBLIC WORKS COMMITTEE - REFERENCE OF WORK - DEFENCE FORCE ACADEMY, A.C.T.: Mr. McLeay (Minister for Construction), pursuant to notice, moved - That, in accordance with the provisions of the Public Works Committee Act 1969, the following proposed work be referred to the Parliamentary Standing Committee on Public Works for investigation and report: Construction of the proposed Defence Force Academy in the A.C.T.

Mr. McLeay presented plans in connection with the proposed work.

Debate ensued.

Question - put and passed.

WITNESSES

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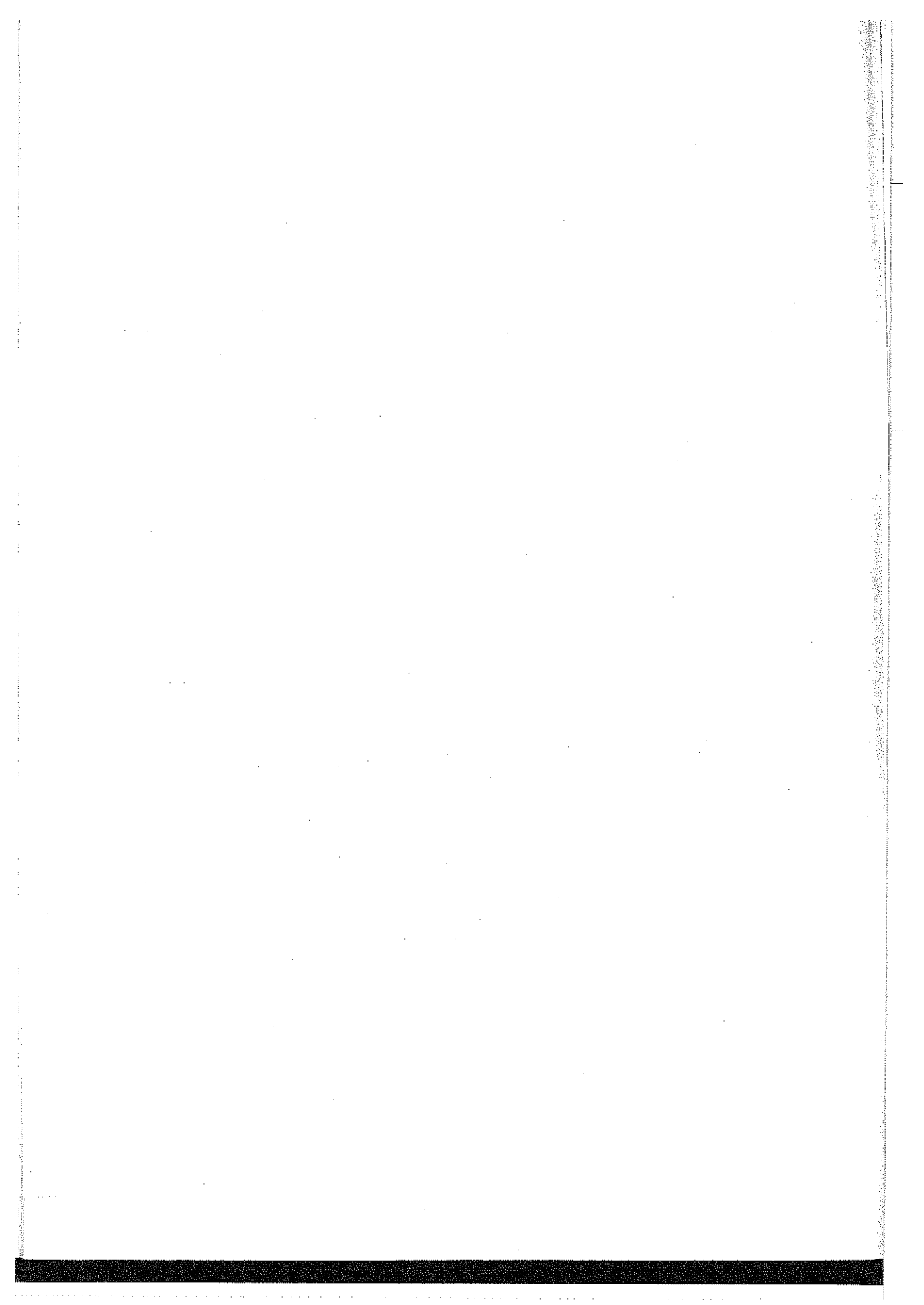
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PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

DEFENCE FORCE ACADEMY,
A.C.T.

R E P O R T

By resolution on 16 March 1978, the House of Representatives referred to the Parliamentary Standing Committee on Public Works for investigation and report to the Parliament the proposal for the construction of a Defence Force Academy in the Australian Capital Territory.

The Committee has the honour to report as follows:

THE REFERENCE

1. The proposal as referred to the Committee comprises:
 - accommodation, including messing and staff facilities for military and civilian staff and cadets;
 - academic facilities to cater for the faculties of Arts, Science and Engineering;
 - central administration and military education facilities;
 - a stores complex;
 - a marine facility for training and recreational purposes;
 - an indoor physical fitness centre and other sporting facilities;
 - site works and engineering services.

2. The military accommodation and mess buildings are to be constructed to the Defence Services Scales and Standards.

3. Academic buildings are to be constructed in accordance with space and cost restraints established by the Universities Commission - now the Tertiary Education Commission - and will be provided in accordance with accepted university standards.

4. The buildings will generally be two or three storeys in height and roofed with coloured metal decking. They will be reinforced concrete structures with precast concrete panels or concrete masonry walls, except for the indoor sports centre, which will be steel framed and the cadets accommodation which will be load bearing masonry construction.

5. The administration building, the main lecture theatres, the computer centre and the library will be air conditioned along with limited other special purpose areas. Other buildings will be appropriately heated and ventilated.

6. The estimated cost of the proposed work is \$52.8 million at February 1978 prices.

NEW TITLE FOR THE DEFENCE FORCE ACADEMY

7. On 11 April 1978, the Minister for Defence announced in Parliament that the proposed Defence Force Academy should bear the name of Casey University in honour of Baron Casey of Berwick, a former Governor-General. On 12 April 1978, a Bill to establish Casey University - Australian Defence Force Academy was introduced into Parliament. The debate on the Second Reading of the Bill in the House of Representatives has been adjourned.

THE COMMITTEE'S INVESTIGATION

8. The investigation into this proposal, has taken more than twelve months, and has probably been the longest and most complex of the Committee's inquiries. In March 1978, the reference was advertised in the press of all capital cities calling for persons or organisations wishing to make submissions or give evidence to the Committee at public hearings.

9. The Committee is grateful to all who contributed to this inquiry, a feature of which was the high standard of individual submissions.

10. The Committee records its appreciation to the officials of the Department of Defence and the Department of Construction (now Housing and Construction), the Service Chiefs and their staffs who willingly assisted the Committee in the provision of much greater detail than was originally submitted.

11. We are also indebted to Mr Alan Harris, a former First Assistant Secretary of the Treasury, who was appointed an Assessor by the Committee, for his assistance with the costing of the various alternatives to the proposed Academy.

12. Initially 16 persons responded to the advertisement of this reference, many of whom made written submissions and/or later appeared before the Committee. Copies of departmental evidence were sent to the Returned Services League, the Air Force Association, the Naval Association of Australia, the Australian Vice-Chancellors' Committee and the A.C.T.

Legislative Assembly but of these only the RSL submitted evidence. In all 50 witnesses were examined by the Committee during 8 public hearings and 2 private hearings. The Committee also held 20 private meetings.

13. A resumé of the Committee's investigation is recorded below.

14. Inspections On 27 April 1978 the Committee inspected the existing facilities of the R.A.A.F. Academy, Point Cook, the R.A.N. College, Jervis Bay and the Royal Military College, Duntroon. We also inspected the proposed site for the Defence Force Academy, which is adjacent to R.M.C. Duntroon. On 18 July 1978, the Chairman and Vice-Chairman inspected R.A.A.F. Frognall. On 16 October 1978, while in Melbourne on another inquiry the Committee inspected the Officer Cadet School at Portsea. On 9 and 10 January 1979, the Chairman visited H.M.A.S. Watson, South Head and R.A.A.F. Base, Point Cook.

15. Public Hearings 28 April - 2 May 1978 On 28 April and 1 May 1978 at public hearings in Parliament House, the Committee formally heard evidence presented by representatives of the Department of Defence and the Development Council, the latter having been appointed in 1975 to make recommendations on all relevant matters to the setting-up of the Australian Defence Force Academy.

16. Brigadier P.J. Greville, Commander, 4th Military District, Brigadier L.R. Greville, Director-General of Army Development, Professor M.N. Brearly, Professor of Mathematics, R.A.A.F. Academy and Dr J.A. Sharwood, a former lecturer at the R.A.A.F. Academy, submitted evidence.

17. On 2 May 1978, the Committee heard evidence from Air Vice Marshal C.D. Candy, R.A.A.F. (Ret'd), Group Captain W.H. Talberg, R.A.A.F. (Ret'd), and Professor B.D. Beddie, Professor of Government, Faculty of Military Studies, University of New South Wales, Duntroon.

18. Prior to adjourning on 2 May 1978, the Committee received written evidence and drawings from representatives of the Department of Construction.

19. Private Meeting 1 May 1978 On the evening of 1 May 1978, the Committee heard evidence in-camera from Major General J. Whitelaw, Deputy Chief of the General Staff and Group Captain W.H. Simmonds, Director, Organisation & Establishments - Air Force, both of whom have had considerable experience with their respective Academies. With their agreement their evidence has been included in the Minutes of Evidence.

20. Public Hearings 10-11 May 1978 On 10 May 1978, evidence was presented by Brigadier K.J. Taylor, Director-General, Computer Operations, Department of Defence and the Returned Services League, represented by Major General D. Vincent (Ret'd), Defence Adviser to the R.S.L.

21. The Vice-Chancellor of the Australian National University, Professor D.A. Low, who had publicly questioned the need for a new University catering solely for Service officers, appeared before the Committee at its request. Also at the Committee's request Air Vice Marshal I.S. Parker, the Chief of Air Force Personnel, provided information relating to the effect the proposed Academy would have on the Air Force.

22. Further evidence was obtained from representatives of the Department of Construction and the Development Council. Mr A.J.W. Powell, Commissioner, National Capital Development Commission (NCDC) and Mr H.L. Westerman, Associate Commissioner, also gave evidence.

23. On 11 May 1978, at the request of the Department of Defence, the Vice-Chancellor of the University of New South Wales, Professor R.H. Myers, and the Chairman, Development Council of the Australian Defence Force Academy Sir Henry Basten, presented evidence. Representatives of the Department of Defence and the Development Council were recalled and responded to matters raised at that stage of the inquiry.

24. Initial Consideration of Costs of Alternatives to Academy The Committee was not satisfied with the costing information provided to date on the various alternatives to the proposed Academy and at a private meeting on 26 May 1978 it was decided to appoint an Assessor to inquire into this aspect. At the suggestion of the Auditor-General, Mr A. Harris was appointed. On 8 August 1978, his report was put before the Committee and was accompanied by a 128-page confidential Information Folder detailing costs of the proposed Academy and alternatives prepared for him by the Department of Defence.

25. In submitting his report, Mr Harris drew the Committee's attention to a number of matters including the following aspects:

- the critical significance of any reassessment of the future role of R.M.C. Duntroon as a Central Army Officer Training School;

- the significance of the proposal to transfer Army Officer Training Schools presently located at Portsea, George's Heights and Canungra to a new centralised location;
- the significance to Alternative B (some expansion of existing colleges etc.) of the location decided upon for Army Officer Training School activities in the event that Duntroon was unavailable for that purpose.

26. Public Hearing 8 August 1978 Mr K. Edwards, the Head of the Department of Electrical and Electronic Engineering, Caulfield Institute of Technology, appeared before the Committee to put his views concerning engineering capacity in Colleges of Advanced Education.

27. Emeritus Professor P.H. Karmel, the Chairman of the Tertiary Education Commission (T.E.C.), also appeared at the request of the Committee, to put his views about the concern within the university area that has been expressed to the Committee about the Academy proposal.

28. Mr. K.J. Hollis, Assistant Commissioner, Public Service Board, was invited to appear before the Committee to express the Board's point of view on matters relating to recruitment of likely candidates for entry to the Academy if the term "University" was not used.

29. Professor R.K. Duggins, Professor of Mechanical Engineering, Faculty of Military Studies, University of New South Wales, Duntroon appeared before the Committee as the elected Duntroon academic staff representative on the

Development Council.

30. A representative of the National Capital Development Commission, Mr. H.L. Westerman, was recalled to clarify certain aspects related to the close training area and the field-firing range in the Majura Valley area.

31. Colonel P.W. Blyth, former senior working member of the Regular Officer Development Committee (R.O.D.C.), gave evidence relating to that Committee. The R.O.D.C. was established by the Chief of the General Staff to determine the professional development requirements of Regular Army officers and to prepare a development program to satisfy those requirements. Its investigation was limited to the period between commissioning and promotion to the rank of colonel.

32. Other witnesses to appear on 8 August were :
Dr T.B. Millar, Professorial Fellow in International Relations, Australian National University and a graduate of R.M.C. Duntroon;
Dr W.H. Smith, Senior Lecturer, Department of Government, Faculty of Military Studies, R.M.C. Duntroon, and Dr R.J. O'Neill, Head of the Strategic and Defence Studies Centre, Australian National University, also a graduate of R.M.C. Duntroon.

33. Public Hearing 9 August 1978 The Committee questioned the Chief of Naval Staff, Vice-Admiral A.M. Synnot, the Chief of the General Staff, Lt General D.B. Dunstan and the Chief of the Air Staff, Air Marshal Sir James Rowland. The Committee also questioned the Chief of Defence Force Staff, General Sir Arthur MacDonald and the Secretary of the Department of Defence, Sir Arthur Tange.

34. Committee's Deliberations 22 August 1978 It was decided that the Department of Defence, through the Committee's Assessor, be requested to obtain full costing details of a Tri-Service Academy at the existing Duntroon site incorporating the faculties of Arts and Engineering and the development of the R.A.A.F. Academy, Point Cook on a tri-service basis incorporating the Science faculty, i.e. a divided campus concept.

35. Committee's Deliberations 28 September and 12 October 1978 Debate ensued over a wide range of issues during these two meetings. The Committee was concerned whether a full inquiry into the project had been made at the time it was originally decided to establish a Tri-Service Academy and requested further information on that aspect. A confidential summary of major events and correspondence on this matter covering the period from 1956 to 1978 was subsequently received from the Department of Defence and is referred to later in this report.

36. Having become aware of an impending overseas liaison visit by the Chief of the General Staff during which time he would be inspecting various Defence Force Academies, the Minister for Defence's approval was obtained for Lt General Dunstan to brief the Committee on his return. In the meantime, it was expected that information would be forthcoming in respect of West Germany's Military Universities following a recent visit to West Germany on Parliamentary business by the Committee's Vice-Chairman. The Committee's attention was drawn to the West German experience by Professor Low in his evidence on 10 May 1978. For the next public hearing, it was also decided to call witnesses from the Department of Defence

to provide detailed information as to whether it was necessary for the Services' engineers to be trained in a military environment.

37. Public Hearing 14 December 1978 Lt General Dunstan reported to the Committee on his impressions on Army officer development establishments following his visit overseas. Brief notes on these establishments follow:

38. Canada There is one unified Defence Force in Canada. Officer education for the whole force is provided at the three Canadian military colleges, the Royal Military College at Kingston, Ontario, Royal Roads at Victoria, British Columbia, and the College Militaire Royal at Quebec. The first two are degree granting institutions and the other is affiliated with a civilian university. The colleges are military establishments, each under the control of a Commandant. The oldest and largest college is the Royal Military College, which was made tri-service in 1948 before the forces were unified; its administration closely resembles that of the Royal Military College, Duntroon.

39. United Kingdom The Royal Military Academy at Sandhurst trains all British Army officers and has a complex system of varying courses, none of which leads to a degree. It is very flexible and aims to get officers into regimental service as quickly as possible. There is also a Royal Military College of Science at Shrivenham, which conducts courses for serving officers and civilians leading to degrees in Science.

40. West Germany The Defence universities at Hamburg and Munich provide university courses for officers of the three Services. A military environment is not necessary

because officer candidates have already spent 15 months in military training, and could not be combined with an intensive academic course which aims to cover in three years, studies which normally take five years. After graduation the officers serve a further 12 year period. 80% of officers go through a university course. Lt General Dunstan only visited the Hamburg University; he felt that the aim in West Germany was more towards facilitating the ultimate separation of officers from the Services rather than preparing them for the Services.

41. India The National Defence Academy near Poona is tri-Service and conducts three year academic courses leading to the award of degrees in Arts or Science from Jawaharlal Nehru University. The Indian Military Academy at Dehra-Dun is a single service establishment which provides a fourth year of military training for Army graduates of the National Defence Academy. Additionally, it provides a three year course to degree standard for enlisted men selected for commissioning.

42. United States Questioned on the Defence Academies of the United States of America, Lt General Dunstan replied that their Academies are so large, averaging approximately 4000 cadets each, that they do not have a requirement to bring them together in a tri-Service academy.

43. The Chiefs of Staff were then recalled to provide information concerning the role and training of engineers in their respective Services.

44. Professor G.V.H. Wilson, Dean and Professor of Physics, Faculty of Military Studies, University of New South Wales, having recently returned from study leave in West Germany,

provided further information on the West German Military Universities.

45. Committee's Deliberations 22 January, 26 February and 1 March 1979 Following receipt of further information requested from the Department of Defence, a report from the Chairman on his visit to H.M.A.S. Watson and R.A.A.F. Base Point Cook and preliminary consideration of findings and conclusions on the Defence Force Academy, a Sectional Committee was formed to investigate matters requiring further clarification. The Sectional Committee conferred privately with Vice-Admiral Synnot, Lt General Dunstan, Sir James Rowland, Professor Low and Professor I.G. Ross, Deputy Vice-Chancellor, Australian National University and Sir David Derham, Vice-Chancellor, University of Melbourne.

46. Private Hearing 26 March 1979 In opening the hearing, the Chairman explained that the Committee wished to investigate more fully the projected student numbers for the Army. Lt General Dunstan stated that the Army's assessment had altered from 456, which had been accepted in 1976, to a figure of 361. This was due to changes in the growth rate of the Army, more accurate forecasting methods and a lower wastage rate than previously calculated. Air Marshal N.P. McNamara, newly appointed Chief of the Air Staff, indicated that the earlier figure of 357 for the R.A.A.F. had been increased to 388 due mainly to the expected growth rate of the Air Force while the Defence Force Academy was being constructed.

47. Representatives of the Department of Defence and the Development Council were recalled to respond to the points raised by Lt General Dunstan. They explained that the revised

figures for the Army and the Air Force, like those for the Navy, which had also been changed, reduced the total number of undergraduates for the proposed Academy to 918. Individual Service figures were expected to vary from year to year. The Department of Defence was satisfied that those changes would not alter the planning figure of 951 and pointed out that it would be 6 or 7 years before the institution was expected to become a reality. Clarification on a number of minor matters relating to costing of cadet training was also provided.

48. With the consent of the witnesses concerned the proceedings of the private hearing on 26 March 1979 have been included in the Minutes of Evidence. The Committee's proceedings will be printed as Minutes of Evidence and will also include the costing information provided by the Department of Defence, following the deletion of the relatively small sections of a classified nature.

HISTORICAL BACKGROUND OF PROPOSAL

49. 1944-1960 In 1944, towards the end of World War II, a Committee headed by Major General G.A. Vasey, former Commander 7th Division, examined the future functions of the Royal Military College at Duntroon and recommended unanimously that the curriculum should be altered and directed towards degree courses. In 1948 another committee, under Lt General S.F. Rowell, Vice-Chief of the General Staff, made a similar recommendation and again in 1959 a third committee headed by Major General R.E. Wade, Adjutant General, also established the requirement for such courses.

50. From 1956, the R.A.A.F. also recognised the need for higher standards at its College. In subsequent consultations, the Department of Defence put forward a wider view involving officer education of the three Services. At that time, the Royal Australian Navy provided its tertiary education largely at British establishments.

51. A committee of Service and Defence members investigated the desirability and feasibility of meeting each Service's requirements on a joint-Service basis. However, the Committee reported, in 1960, that Service requirements, particularly for facilities for advanced training, were so diverse that integration of the education and training of officer cadets was not feasible.

52. 1961-1965 During this period the Services pursued investigations into their particular requirements as to the level of education they required. Each Service decided that it needed university level courses and each acknowledged

that the conduct of advanced military training could and should be separated from the process of acquiring an education in a military environment.

53. When further study in 1964-65 confirmed that the previously identified obstacles no longer barred progress towards a Tri-Service Academy, the Defence and Service Ministers decided that this should be the long term aim and that meanwhile only interim arrangements should be made for the affiliation of Service colleges with universities.

54. The Martin Committee The Tertiary Education (Services' Cadet Colleges) Committee (known as the Martin Committee) was set up in mid-1967 under the chairmanship of Professor Sir Leslie Martin, with the task of developing plans for the implementation of the firm Ministerial intention that there should be a single Tri-Service Academy. It was basically a feasibility study of combining the tertiary studies undertaken at the Service colleges. The terms of reference prescribed for the inquiry, which were quite explicit, and included:

"Within the terms of the Ministerial decision that there will be established
an armed forces academy which will operate with separate wings at Duntroon and Point Cook, but with its headquarters at Duntroon ..."

55. The Martin Committee's early inquiries convinced it of the advantages of establishing the Academy at one location only. Accordingly, the Committee obtained the approval of the Minister for Defence to exclude Point Cook and amend its terms of reference to indicate "that there will be established an

armed forces academy which will operate at Duntroon".

56. The Martin Committee envisaged the establishment by legislation of a single institution that would offer academic courses leading to the award of degrees of its own in Arts, Science and Engineering.

57. In March 1974, after the Martin proposals were further developed and refined, the Government approved in principle the establishment of a single academy on a new site in Canberra adjacent to the Royal Military College.

58. Appointment of Development Council On 17 April 1975, the then Minister for Defence, the Hon. Lance Barnard, M.P. announced the appointment of a Development Council for the Australian Defence Force Academy. He stated that the three main advantages in changing the present arrangements for officer education were:

- One Academy will develop associations between young officers of each Service at the outset of their careers, and will facilitate inter-Service co-operation and understanding in later years.
- There was a need for a greater proportion of Service officers to have tertiary education, a trend which was reflected throughout the community at large. There was a need to expand arrangements for officer education in a way which will encourage future officers to see themselves as members of a single Australian Defence Force.

- One Academy, established as a tertiary institution in its own right will lead to economies in use of resources, and provide a sound basis from which officer education for the future could be planned.

59. In October 1976, following a review of a considerable amount of detailed planning, the Government agreed that the project proceed.

60. In May 1977, the Government examined the requirement for university status for the Academy and the implications of a possible deferral of its construction. However, in July 1977, the Government agreed to the establishment by legislation of a Defence Force Academy as an autonomous university on a site adjacent to R.M.C. Duntroon and, at the same time, agreed to a program for the construction of the Academy.

EXISTING EDUCATIONAL ARRANGEMENTS

61. Royal Australian Naval College, Jervis Bay The Royal Australian Naval College at Jervis Bay is associated with the University of New South Wales. This association is being renegotiated to take account of the termination of the degree stream at the College, following the proposed opening of the Academy. Those R.A.N. cadets who undertake a degree course in Arts, Science or Engineering complete a first year at the College and the remainder of their studies at the University. All degrees awarded are normal Bachelor degrees of the University of New South Wales.

62. Royal Military College, Duntroon The Royal Military College at Duntroon is affiliated with the University of New South Wales, which has established its Faculty of Military Studies at Duntroon. Army cadets undertake full university courses at the College, leading to Bachelor pass or honours degrees awarded by the University in Arts, Applied Science or Engineering. Higher degrees may also be taken at the College. The degrees in Arts and Science are Bachelor of Arts in Military Studies (B.A.(Mil)) and Bachelor of Science in Military Studies (B.Sc.(Mil)). The Engineering degrees carry a Bachelor of Engineering (B.E.) award. Successful completion of a year of military training is required in addition to successful academic studies before cadets qualify for the award of degrees.

63. R.A.A.F. Academy, Point Cook The R.A.A.F. Academy at Point Cook is affiliated with the University of Melbourne. The University provides at the Academy a full three-year academic course which qualifies cadets for a Bachelor of

Science degree. Some studies in the liberal arts are undertaken concurrently with, but not as part of, the degree course. After the degree, studies of a more direct application to the Air Force - aeronautical sciences, air power and management - are introduced in a fourth year, leading to the award of a Graduate Diploma in Military Aviation (GradDipMilAv). These courses do not form part of the qualification for the degree and are not the responsibility of the University.

64. The Committee was informed that the R.A.A.F. has decided to phase out the fourth year thus phasing out the Diploma course. This would be done regardless of whether the Defence Force Academy was established or not. The last Graduate Diploma in Military Aviation course will be completed at the end of 1981. After the first academic year, some cadets undertake an aeronautical engineering course at the Sydney University and graduate with the degree of Bachelor of Aeronautical Engineering.

65. The affiliation with the University of Melbourne has been very satisfactory and is terminable by mutual consent or on twelve months written notice by either party. There is no formal agreement with the University of Sydney.

66. All three Service colleges have achieved high standards of undergraduate education at university level. The Royal Military College and the R.A.A.F. Academy have also achieved international recognition for the quality of and attainments in their research programs in a number of disciplines.

67. Other Educational Arrangements The R.A.N. and R.A.A.F. enrol students for tertiary courses at the Royal

Melbourne Institute of Technology (R.M.I.T.) with whom relationships have been particularly fruitful and the success rate has been satisfactory. The present avenues for tertiary training of R.A.A.F. engineer officers, including the Engineer Cadet Scheme at R.M.I.T., are the Undergraduate Scheme at any university or institute of technology and the Civil Schooling Scheme, mostly at R.M.I.T. but occasionally at institutes in other cities. The R.A.A.F. also enrolls students at the Darling Downs Institute of Advanced Education for training supply equipment officers who graduate with the degree of Bachelor of Business Studies (B.Bus).

68. All Services enrol selected serving officers for various undergraduate or post-graduate tertiary courses at universities and institutes of technology. It was planned that a number of students presently studying under these arrangements would be absorbed into the Academy.

69. All Services also recruit professional graduates or undergraduates by direct entry.

THE PROPOSAL

70. The basic concept of the Defence Force Academy is to replace the degree stream components of the Royal Military College, the R.A.A.F. Academy, R.M.I.T., Darling Downs Institute of Advanced Education and the R.A.N. College with a single Academy that would provide a balanced and liberal university education in a military environment for officer cadets of the three Australian Services, concurrently with a program of professional military training. The institution so created would be both a university and a military academy. In its university functions, it would operate in its own right as an autonomous university; in its military functions it would provide an introduction to later career training for a significant element of the Australian Defence Force. Most officer cadets would also undergo a period of approximately one year of professional military training with their particular Service, after or towards the end of their university course.

71. Although the education and training of Australian officer cadets would remain its primary purpose, the Academy would provide for the enrolment of a small number of students from the Services of overseas countries and for the admission of selected officers (on a full or part-time basis) to undertake undergraduate or post-graduate studies. It was intended that there would be Service and civilian students studying for higher degrees; the provision of post graduate training and research facilities would have regard to under-utilised capacity at existing universities. No provision would be made at the outset for the enrolment of civilian undergraduate students, for the establishment from the beginning of the proper military

environment would be critical to the future success of the Academy. The planning and design would allow for the possible admission of female Service students at a later date, and for expansion of the student population without the need for major redesign.

72. The Academy would be established by an Act of the Australian Parliament and would have legal existence as a body corporate. Under the legislation it would have the authority to grant degrees.

73. The legislation proposed that the Academy be administered by an Academy Council and that the Minister for Defence would administer the Act. Funds for the Academy would be provided from the Defence Vote but the Academy Council would manage its own budget.

74. Student Population - Mid 1980s Planning for the Academy is based on a full-time student enrolment of 1240, made up of:

- 950 Australian officer cadets
- 60 Foreign officer cadets
- 150 Officer undergraduates
- 40 Higher degree officer students
- 40 Higher degree civilian students.

75. The following table provided by the Development Council indicates the expected breakdown of the student population by category and academic discipline.

	<u>ARTS</u>	<u>SCIENCE</u>	<u>ENGINEERING</u>	<u>TOTAL</u>
<u>CADETS</u>				
Navy	27	29	82	138
Army	193	98	165	456
Air Force	133	73	151	357
Total	353	200	398	951
<u>OFFICER UNDERGRADUATES</u>				
Navy	13	15	27	55
Army	31	7	26	64
Air Force	16	16	-	32
Total	60	38	53	151
<u>SERVICE POST-GRADUATES</u>				
Navy	6	6	3	15
Army	11	6	4	21
Air Force	1	2	2	5
Total	18	14	9	41
<u>FOREIGN STUDENTS</u>				
New Zealand	12	7	18	37
Other	7	7	6	20
Total	19	14	24	57
<u>CIVILIAN POST-GRADUATES</u>	11	17	12	40
<u>TOTAL ACADEMY POPULATION</u>				
	461	283	496	1240

NOTE: (i) These figures are estimates based on Service assessments of their future Service personnel size, officer percentages, the required percentage of Academy-educated officers and wastage rates. While the final population is expected to remain relatively static, the internal breakdown by category and academic discipline will be subject to variation as the above assumptions or the nature of educational requirements vary.

(ii) In addition, planning provides for the future inclusion of Servicewomen, civilian undergraduates and up to 130 part-time students (should the decision to include these categories of students be taken) once the Academy is functioning smoothly and the military environment has been established.

(iii) Finally, should changing strategic or technological circumstances call for a major increase in the number of university educated officers, site planning will allow for an expansion of up to 100% in the number of students attending the Academy.

76. The Staff The staff required is estimated to be 799 made up as follows:

Military	313
Academic teaching and research	150
Academic general	130
Administration	206
	<hr/>
	799
	<hr/>

77. The military staff numbers are based on Defence manning scales. The numbers of academic and general staff are as advised by the Chairman of the then Universities Commission.

They are estimates of possible staff patterns applicable to a university with similar teaching faculties and departments, and numbers of students distributed as proposed for the Academy.

78. Academic Courses The Development Council for the Academy advised that "The academic environment would be that of a university engaged in teaching, the pursuit and preservation of knowledge, and research. There would be undergraduate courses leading to pass and honours degrees in Arts, Science and Engineering; courses designed to provide continuing education for Service officers; and courses leading to the award of higher degrees".

79. The Academy, as planned, would have three teaching faculties - Arts, Science and Engineering - comprising the following departments:

Arts:	Economics; English; History; Politics (Mathematics and Geography also available as Arts subjects).
Science:	Chemistry; Computer Science and Operations Research; Geography; Mathematics; Physics.
Engineering:	Civil; Electrical; Mechanical.

80. A small number of students studying for degrees in Aeronautical Engineering would spend their first two years at the Academy, completing their courses at a university having an appropriate curriculum.

81. Higher degree studies by research and course work would provide opportunities for Service officers to return

to the Academy for more advanced study at later stages in their careers. Such studies would be offered also to a limited number of civilian students, including members of the academic staff. Post-graduate courses, as distinct from study leading to higher degrees, would include relatively short diploma and refresher courses in subjects of interest and value to Service officers.

82. The planning and development of the Academy would allow for a continuing evolution of academic courses and activities. Such evolution is an integral part of university education. The location and design of the academic facilities must provide flexibility for change and for expansion in the future.

BENEFITS DERIVED FROM ADVANCED EDUCATION FOR OFFICER CADETS

83. A balanced and liberal education has been accepted by the Services as a necessary element in the training and development of selected officer cadets since the opening of the Royal Military College in 1911.

84. Since the mid-1920s, the Services have recognised the importance of tertiary studies. The Report by the Tertiary Education (Services' Cadet Colleges) Committee of January 1970 - the Martin Report, referred to the fact that "Pressures similar to those that have led the community to place a growing emphasis on advanced education are evident also in the profession of arms". The Martin Report at page 12 sets out the benefits to be derived from advanced education for officer cadets which are summarised as follows:

"Service officers of the future ...

- must be more than leaders of men, skilled in the techniques and disciplines unique to their profession;
- will be concerned with sophisticated and increasingly complex equipment and weapons systems;
- will be concerned with technical measures and counter-measures that require, in varying degree, an understanding of the ideas, phenomena and vocabulary of science;

- will be required to participate in the formulation and execution of national defence and security policies;
- must have an educated understanding of the political and governmental systems, history and economics of their own and other countries and of international relations;
- must have particular skill in the processes of management;
- must be articulate and be able to communicate and collaborate with specialists, at home and abroad, in fields such as foreign affairs, economics, industry, science, labour and finance;
- for their contributions to be effective, their knowledge and understanding of the above matters must be at a level that will gain the respect and recognition of those with whom they will be dealing."

85. In evidence, the Department of Defence stated that the time that has elapsed since the Martin Report has served to emphasise the need for a process of education and training that will produce officers with enquiring, critical, discriminating and adaptable minds, who have acquired a proper and comprehensive foundation for their subsequent military development.

86. Current planning is based on ultimately increasing the proportion of Defence Force officers provided with a basic

university education from the current level of one-in-six to one-in-three.

87. The one-in-three ratio arose from a review by each Service. The Navy's requirement was based on the concept that all General List officers should have the opportunity to have a degree. The Army would like the majority of Staff Corps officers to be tertiary trained but recognises that recruiting will probably continue to be such as to produce a balance between R.M.C. (or Academy) and the Officer Cadet School officers in the Staff Corps. For this reason, Army calculations are based on 50% of the Staff Corps being Academy trained which is equivalent to about one third of the total officer strength when specialist corps are included. The Air Force stated its requirements were based on an examination of all senior posts to determine those which require tertiary qualified officers. These estimates by the Services resulted in an overall requirement for the next decade for 33 $\frac{1}{3}$ % of the forecast officer establishment to have degrees, the Navy requiring 44%, the Army 33 $\frac{1}{2}$ % and the Air Force 27%.

88. On the evidence placed before it, the Committee has been unable to determine whether the desired proportion of one-in-three is appropriate for the needs of the Defence Force. The Committee noted, however, that the overall average of the First, Second and Third Divisions of the Australian Public Service with graduate qualifications was about 25% comprising nearly 100% in the First Division, over 70% in the Second Division and more than 20% in the Third Division. Evidence given to the Committee indicated that the Public Service Board had no targets concerning the proportion of tertiary qualified

officers in the Second and Third Divisions.

89. Committee's Conclusion The Committee agrees that there is a need for a greater proportion of tertiary educated officers in the Defence Force but has been unable to determine whether the desired proportion of one-in-three is appropriate for the needs of the Defence Force.

MILITARY ENVIRONMENT

90. The military profession is different from other professions because it demands from its officers a total commitment of service to their country; a commitment which involves loyalty, responsibility, discipline and dedication beyond that normally required of the society to which they belong. Since the formation of R.M.C. Duntroon, it has been considered essential that studies be conducted within an appropriate military environment.

91. The importance attributed by the Department of Defence to a military environment in officer education stems from the beneficial effect such an environment is seen to have on the development of cadets and helps to:

- develop qualities of character, leadership, loyalty, responsibility and esprit de corps;
- inculcate habits, discipline and conduct befitting a Service officer;
- motivate cadets for a career of service to the nation, through their chosen arm of the Defence Force; and
- provide knowledge and skills in areas of military endeavour common to all three Services.

92. This philosophy underlies the earlier decisions to affiliate the Service colleges with universities, so as to enable degrees to be earned within the military environment of

the colleges. It is based on the requirement specified by a succession of Chiefs of Staff, that future career officers should receive their higher education, together with their initial professional training, in a military environment.

93. The Department of Defence stressed that the military profession needs not only to educate a young man but to prepare him for a vocation in the profession of arms. The military profession is interested in the education and development of the whole man, not just the development of his intellectual qualities, and is the fundamental justification for the existence of military academies throughout the world.

94. A military environment is created by the existence of a military training program, a regular routine, an identifiable military organisation, opportunities for the assumption of responsibility and the demonstration of leadership potential, ceremony, uniform, traditions and the high value placed upon the development of a corporate spirit and identity. The environment needs therefore to be one which is ever present in work and play, day and night, and on or off duty. Such an environment envisaged for the Academy already exists at Duntroon, Portsea, Point Cook and Jervis Bay.

95. However, the Committee also notes that the absence of such an environment for officer cadet students attending R.M.I.T., the Darling Downs Institute of Advanced Education and the Universities of New South Wales and Sydney does not appear to have prevented them becoming competent officers following completion of their studies at these institutions.

96. Committee's Conclusion The Committee agrees that military cadets should be involved in a military environment as much as possible during their tertiary studies.

ALTERNATIVES CONSIDERED

97. Alternatives Considered by Defence Given the Services' requirements for university education of a significantly greater number of officers, the establishment of one Academy was selected by the Department of Defence as what it saw as the most appropriate of four basic options for the education and training of officer cadets. Broadly these options were to:

- (i) centralise the tertiary education and initial military training of officer cadets at a single Defence Force Academy;
- (ii) maintain and expand, as necessary, the present system of affiliated single-Service colleges;
- (iii) abandon the affiliated college system and educate all officer cadets at civil universities; or
- (iv) abandon the present approach to officer education and satisfy the need for graduate officers solely by recruiting university graduates.

98. During the public hearings a fifth option was examined:

- (v) send officers who have completed their military training, and one or more tours of military service, to established universities.

99. (i) A Single Defence Force Academy The Academy approach, the Department of Defence believes, is the only option in which all of the aspects deemed desirable by the Services could be properly incorporated:

- a military environment could be created which would both confirm cadet commitment to their

particular Service and lay the foundation for future joint-Service co-operation;

- the requirements of military training within an academic institution could be met through on-site, purpose-designed facilities;
- academic courses could be tailored to appropriate perspectives, while maintaining standards even higher than those achieved at the colleges, because of the greater size and scope of the institution;
- the most efficient use could be made of human and material resources generally;
- accommodation could be provided more economically at Service standards; and
- scope for substantial expansion could be allowed - an aspect difficult to achieve in any of the other options.

100. (ii) Expansion of the Present System of Affiliated Single-Service Colleges In evidence, the Department of Defence claimed that the maintenance and expansion of the three independent colleges necessitates considerable triplication of resources, both material and human, and would increase the overall cost of educating cadets. To the extent that rationalising these resources may enable higher standards to be attained, the three-college option is regarded as inferior by the Department to that involving a single Academy. For the same reason, the possibility of recognising the colleges as separate degree-granting institutions in their own right was disregarded as impractical, due to the small numbers involved and the resulting diseconomies of scale.

101. Expansion of the existing Service college system, while maintaining their affiliations with civilian universities, would enable most of the benefits of a military environment, including purpose-designed courses, to be derived by the cadets, as acknowledged by the Department of Defence. However, the Department believes that this solution would preserve the individual identities of each Service without advancing the ethos of the Services as complementary components of a single Defence Force. The Department of Defence believes that educating all officer cadets together would provide the foundation for further co-operation and the cross-fertilisation of operational doctrines between the Services. This is seen by the Department of Defence as a consideration of increasing significance in the progressive development of general Service requirements.

102. (iii) & (v) Education at Civil Universities These options were also seen by the Department of Defence as being unsuitable due to the lack of an appropriate military environment. In addition, it was claimed that to enrol the requisite number of officer cadets at a single university would considerably overload accommodation and teaching resources, although no evidence of meaningful discussions with any university on this question was given. The Department of Defence stated that most established universities would be reluctant to accept a substantial and distinctive minority within their general undergraduate body, and would also be reluctant to modify courses to introduce military perspectives. In addition, accommodation facilities would have to be constructed on land specially acquired in high-density areas in close proximity to the university.

103. The Department of Defence also raised a number of objections to a proposal put forward by a number of witnesses that officers should be educated at civil universities early in their

careers. While pointing out that some serving officers already attend civil universities and will continue to do so, the Department of Defence sees significant disadvantages in educating substantial numbers of commissioned officers in this way. These are:

- trained officers would be removed from the mainstream of their profession at a most important stage in their professional development and at a stage when they are likely to be most productive;
- professional knowledge and skills acquired at considerable expense could be expected to decline during a demanding academic course;
- the salaries of commissioned officers attending universities at Lieutenant/Captain equivalent rank would be in the \$11000 to \$13000 bracket, compared to the cadet salary of about \$6500.

104. (iv) Recruiting University Graduates In evidence, the Department of Defence stated that officers recruited directly from civil universities would not have developed within what it sees as the essential military environment. The Department also saw problems in attempting to recruit the required number of officers by this method. However, it later agreed in evidence that no concerted campaign had ever been attempted to satisfy Service requirements solely from civil university graduates.

105. Alternatives Proposed by Committee The Committee was not convinced that the Defence alternative proposals were sufficient and requested that further alternatives be examined. Some witnesses suggested other options and these were also further developed by the Committee.

106.

The alternatives further examined were:

- (i) send all students to one existing university;
- (ii) send all students to three existing universities (with one faculty at each university);
- (iii) a divided campus, i.e. Arts and Engineering at Duntroon and Science at Point Cook;
- (iv) a supplementary alternative to the Defence proposal for some expansion of present colleges but with the consolidation of officer producing facilities for each Service and with additional students attending civilian tertiary institutions.
- (v) as for the above supplementary alternative but with reduced Army student numbers.

THE COMMITTEE'S FINDINGS

107. Following a lengthy inquiry and a careful study of the evidence both for and against the proposal, the Committee is not convinced of the need for the Defence Force Academy and is of the opinion that the education and training of Service officers should be the responsibility of each individual Service.

108. Throughout the inquiry, the Committee has been conscious that the concept of a Tri-Service Academy had been evolving for a considerable time and was finally developed into a specific plan in January 1970 in the report of the Tertiary Education (Services' Cadet Colleges) Committee - the Martin Committee.

109. The Martin Committee's terms of reference were quite explicit that a decision had already been made that a Tri-Service Academy would be established, viz: "Within the terms of the Ministerial decision that there will be established:

an armed forces academy which will operate with separate wings at Duntroon and Point Cook, but with its headquarters at Duntroon . . . "
(later amended to exclude Point Cook).

In evidence, a number of witnesses expressed concern that the basic question of "how best to produce officers with a degree" was not included in the terms of reference of the Martin Committee.

110. In response to the concern expressed to the Committee at the apparent lack of evidence of a comprehensive inquiry into the proposal to establish a Tri-Service Academy, the Department of Defence provided the Committee with a confidential document entitled: "Chronology of considerations 1956-1978 in relation to establishment of a single Defence Force Academy". The material

is classified as confidential because it contains direct quotations from a number of documents so classified which relate to Ministerial and Government considerations.

111. Having studied the material, the Committee formed the opinion that the development of the logic for the creation of a Tri-Service Academy suffered from a process of reasoning-in-a-circle wherein the proposition to be tested had as a basic assumption the proposition itself. It found that there was from the beginning a firm predilection that a Tri-Service Academy was desirable; the thinking as evidenced in the document begged the question. The Committee believes that before a decision to establish a Tri-Service Academy had been taken, a comprehensive inquiry should have been conducted to examine all the issues involved in the education and training of officer cadets for the Services and to fully examine all alternatives. The Committee is convinced that this was never done.

SPECIFIC OBJECTIONS

112. Set out below are the Committee's reasons for objecting to the Defence Force Academy proposal.

113. (i) Quality of Officers The Committee believes that for the Defence Force Academy proposal to be viable, there should be evidence that the training of Service cadets in a common environment would raise the officer standard. The Committee received many opinions on this matter but was unable to find convincing evidence to support this view.

114. All three Service colleges have achieved high standards of undergraduate education at university level. The Royal Military College and the R.A.A.F. Academy have also achieved international recognition for the quality and attainments in their research programs in a number of disciplines.

115. The Committee is satisfied that current Service training arrangements are basically satisfactory although it is recognised that the Navy is not completely satisfied with the present arrangements for the education of its officers at the University of New South Wales. The Committee received evidence that the present arrangements are seen by both the Army and the R.A.A.F. as the most satisfactory solution.

116. It should be clearly understood that basically the Academy proposal will not alter the current arrangements for individual Service professional military training but as pointed out elsewhere in this report, may hinder the development of single Service motivation and discipline. The Academy proposal may also hinder the development by an individual

Service of a particular system of training which suits its particular needs, e.g. the sequence of military training and tertiary education required by the Army. Cadets should be associated as closely as possible with their own Service environment during education and training. The Committee sees considerable merit in the suggestion that Navy cadets should be closely associated with naval activity and that R.A.A.F. cadets should be in close proximity to flying training.

117. Committee's Conclusion There is no clear evidence that the training of cadets of all Services in a common establishment would of itself provide any improvement in the quality of officers.

118. (ii) University Agreements - Agreement with the University of New South Wales As mentioned previously, the Royal Military College is affiliated with the University of New South Wales which has established its Faculty of Military Studies at Duntroon. The affiliation stems from an agreement reached in 1967 with the intention of the Royal Military College becoming an autonomous degree-granting institution within ten years. The agreement between the Commonwealth and the University was renegotiated in January 1977 and provides that the association would continue until the opening of the Academy or December 1982, whichever is the earlier and for the negotiation of a limited extension should this be necessary.

119. In its submission to the Committee, the Department of Defence expressed the view that there was no guarantee that the University of New South Wales (or the University of Melbourne in relation to the R.A.A.F. Academy) would not choose to terminate its affiliation with Duntroon if a decision was taken not to proceed with the Academy. However,

in evidence the witness from the Department of Defence agreed that there had been no direct indication that the Universities would take such action.

120. Professor Myers, Vice-Chancellor of the University of New South Wales, was unable to say whether the governing body of the University would agree to renegotiate the present agreement if the Academy was not to proceed. However, he would advise against a renegotiation. The University had entered into an agreement in good faith and expected the agreement to be honoured. However, in later questioning Professor Myers stated that the University would carefully consider any formal request from the Commonwealth Government for renegotiation if such a request was made.

121. The Committee recognises that the situation regarding the agreement with the University of New South Wales is a difficult one and that staff have been employed with the expectation that the Defence Force Academy will be established. However, the Committee is convinced there is scope for renegotiation with the University of New South Wales. A similar agreement could be reached with another university or arrangements made to satisfy legal obligations to staff. Following exploratory talks with officers of other universities, the Sectional Committee was able to establish on a preliminary basis that there is bound to be scope for arrangements to be made with universities other than the University of New South Wales if required. The Committee believes that too much emphasis has been placed on the agreement with the University of New South Wales as a justification for establishing the Defence Force Academy.

122. Committee's Conclusion The situation regarding the agreement with the University of New South Wales is not of itself a singularly strong reason for the establishment of a Defence Force Academy.

123. (iii) Single Service Motivation Under the Academy proposal, officer candidates would be entered directly into their chosen Service and then admitted to the Academy to undergo a common program of initial military education and training. Its aim would be to produce graduates with the ability, the motivation and physical attributes to commence professional single-Service training immediately they left the Academy. During academic terms, the common military program would concentrate on those basic capabilities, attitudes and aspects of knowledge necessary to all officers of the Defence Force. Periods would be set aside for single-Service training designed to inform cadets about their own Service.

124. The Department of Defence recognised that one of the problems of departing from single-Service colleges is that there would be less time available to introduce a cadet to his chosen Service and that sufficient attention must be given to that critical factor of motivation to the cadet's chosen Service. An important task of the Academy would be to maintain the motivation of the young man to his chosen Service.

125. In evidence, the Department of Defence stated that the Service Chiefs have a very real concern about maintaining the single-Service motivation of cadets in a Tri-Service Academy. However, it was considered that with proper attention to such matters as the military environment at the Academy;

to the careful integration of military activities into the very fabric of the Academy; to an emphasis on military matters outside academic terms; to the maintenance of single-Service elements in the Corps of Cadets; and to the promotion of healthy single-Service relationships and understanding within the Corps of Cadets, that possible problems with motivation were not sufficient to raise doubts about the Defence Force Academy proposal.

126. Some witnesses, however, stressed the vital importance of the single-Service colleges in developing motivation to a single-Service and how this development must be part of an overall pattern. Several witnesses highlighted the fact that training in the individual Services takes slightly different directions as the disciplinary requirements of each Service are markedly different due to their varying combat roles.

127. The development of motivation was also seen as having an important effect on academic performance and consequent wastage rates. It was put to the Committee that the imparting to cadets of individual Service customs and traditions would be exceedingly difficult in a Tri-Service Academy.

128. The Committee has not been convinced by the arguments put forward by the Department of Defence that the development of single-Service motivation will not suffer in a Tri-Service Academy environment, and it appears to the Committee that the development of motivation to a cadet's chosen Service is of the utmost importance. The Committee has been impressed by the argument that military cadets should not be expected to develop a tri-Service outlook at a time when their understanding of their chosen Service is, to say the least, imperfect.

129. Committee's Conclusion Service motivation can be more effectively developed and maintained within the discipline of a single Service.

130. (iv) Tri-Service Ethos The Department of Defence believes that a continuation of the existing Service college system would preserve the individual identities of each Service without advancing the ethos of the Services as complementary components of a single Defence Force. Education of all tertiary trained officer cadets together would provide the foundation for future co-operation and the cross-fertilisation of operational doctrines between the Services. The Committee was concerned that the Department of Defence was unable to indicate how it proposed to develop a tri-Service spirit amongst the remaining two-thirds of officers who would not be attending the Academy.

131. On the evidence before it, the Committee believes that cadets lack the understanding of their chosen Service necessary to be able to comprehend in any significant way the activities of each of the other Services. Further, they have not in any case been trained to the level of command where practical appreciation of the interaction and co-operation between Services in a battle situation could be expected. The Committee accepts that useful personal associations may be made at the Academy but does not regard this as a compelling consideration. Nevertheless, the Committee sees a great need for much closer liaison in inter-Service training at a more senior level.

132. Committee's Conclusion The Committee rejects the view that association at cadet level will significantly foster inter-Service co-operation and understanding. This objective can be more effectively fostered at a more senior level.

133. (v) Specific Service Officer Training Requirements
Throughout the inquiry, the Committee became aware and convinced that each Service does have different requirements for the education and training of its officers.

134. The Department of Defence stated that the sequence of training has been a matter of considerable research and investigation for a long time. In 1975, the Chiefs of Staff decided that the collective benefits to be derived from having academic courses first, followed by military training, on the whole outweighed the advantages that might accrue to an individual Service of military training preceding academic courses. The matter was again reconsidered in 1977 and the sequence as proposed in 1975 was re-affirmed. It should be borne in mind that the decision to establish the Defence Force Academy on a site adjacent to R.M.C. Duntroon was made in March 1974.

135. The evidence demonstrated that due to the high cost of aircrew training, the R.A.A.F. strongly favours the training sequence proposed for the Academy because flying skills would naturally diminish during a three or four year academic course.

136. The Committee received a great deal of evidence which suggested that Army professional military training should precede tertiary studies. Only those cadets who had demonstrated their military capabilities and showed aptitude for tertiary

studies would then proceed to formal tertiary training.

137. In evidence, the Chief of the General Staff indicated that the Army's preference would be for Army cadets to do a year of military training before entering the Academy, but it was recognised that this system would cause problems for the R.A.A.F. While in the long term there could be flexibility, initially all cadets should start off on common ground.

138. The Committee believes that each Service should be free to determine the sequence of military and educational training which best suits its particular needs.

139. The Committee also received evidence that the basic purpose of the Service colleges was the production of officers with the components of an officer production system being military training, education, motivation and the development of officer qualities in a military environment. However, other witnesses saw that the Academy's primary purpose was not for the production of officers but for their education to tertiary level.

140. Committee's Conclusion Each Service has differing requirements and tri-Service arrangements can lead to unsatisfactory compromises. The Committee believes that each Service should be free to determine its own method of educating officers and there should not be an enforced uniformity of education. The Committee further concludes that consolidation of the officer production facilities of each Service is more desirable and justified than the consolidation on a tri-Service basis of the tertiary training of the three Services.

141. (vi) Quality of Academic Training During the inquiry, the Committee heard many points of view regarding the most appropriate method of educating military cadets, particularly the merits of civil universities as against a military academy. As mentioned earlier, the Committee accepts that military cadets should be involved as much as possible in a military environment during their academic studies. However, the Committee sees an important role for established tertiary institutions in the education of military cadets. Such institutions should continue to be used wherever practicable for both the provision of academic staff at Service colleges and for on-campus education.

142. The Committee has had the opportunity of studying the report of the Regular Officer Development Committee (R.O.D.C.) which was set up by the Chief of the General Staff to determine the professional development requirements of Army officers and to prepare a development program to satisfy these requirements.

143. The Committee notes with interest the continuing emphasis throughout the R.O.D.C. Report that there is a need for the Army and its officers to be a part of the community. The Committee concurs with this view and believes that one method of achieving this objective is, where practicable, for some cadets to study at civilian tertiary institutions. This would also enable them to gain a wider intellectual experience than would be available at a purely military academy.

144. One of the objections advanced by the Department of Defence to the use of established tertiary institutions for the education of military cadets is that there would be a reluctance to modify courses for a minority group of students,

so that the opportunity to introduce military perspectives into the teaching of subjects such as history or applied science would be unlikely to exist.

145. The Department of Defence claimed that an institution designed for officer cadets can purpose design courses to suit military requirements. However, in 1971 an engineering study group headed by Professor G.H. Russell, Department of English, University of Melbourne, in reporting on the engineering curricula for the Academy cast doubts on this view and stated "specialised Service demands should not dictate the nature of courses offered".

146. The Committee believes that the Department of Defence overstated its case and points out that the experience of the R.A.A.F. in its relations with both the University of Melbourne and the Royal Melbourne Institute of Technology indicates strongly that tertiary institutions will modify courses to meet the needs of students.

147. The Committee is also satisfied that R.A.A.F. cadets undertaking courses at the University of Sydney, Royal Melbourne Institute of Technology and the Darling Downs Institute of Advanced Education have obtained qualifications satisfactory to the R.A.A.F.

148. Committee's Conclusion The Committee found that there are advantages in the additional use of tertiary institutions for the training of officers and notes that there appears to be capacity in existing institutions to cater for the training of officer cadets.

149. (vii) Academic Standards In its submission, the Department of Defence stated that, because of the greater size and scope of the proposed Defence Force Academy compared to the existing Service colleges, higher academic standards could be achieved. Whilst not denying that this may be so, the Committee believes that this logic can be extended to say that association with a large existing university could provide an even better solution from an academic viewpoint. This solution would not only possess the advantages of greater size and scope, but would also expose the military cadets to wider intellectual experiences.

150. The Committee is convinced that the present high standard of staff at R.M.C. Duntroon and the R.A.A.F. Academy is due to the affiliation of those colleges with the Universities of New South Wales and Melbourne. The Committee is not convinced that the establishment of the Defence Force Academy would necessarily attract a higher standard of academic staff than presently exists.

151. Committee's Conclusion The Committee believes that there is scope for higher academic standards by being affiliated with larger institutions which benefit from size and, as present experience shows, from the attraction they have for top quality staff.

152. Based on the foregoing conclusions, the Committee recommends that it is not expedient to proceed with the construction of the proposed work.

SUGGESTED ARRANGEMENTS FOR FURTHER INVESTIGATION

153. Although not asked to recommend an alternative, the Committee puts forward the following suggested arrangements for all three Services as a means of providing cost-effective tertiary education towards the training of highly skilled professional officers for the Defence Force. The Committee is aware that there could be other solutions and stresses that the suggested arrangements provide only one of the solutions that would follow the conclusions that were reached at the end of its inquiry.

154. Army

- (i) Duntroon to be upgraded to enable all Army undergraduate cadets requiring tertiary education to continue to be resident at Duntroon.
- (ii) The military year to continue to be held at Duntroon.
- (iii) The options for academic arrangements to be further investigated (in order of priority) should be:
 - arrangement with A.N.U. to take over role and staff of University of New South Wales with Science and Arts continuing at Duntroon but with an Engineering School being developed on A.N.U. campus for both Duntroon and the Canberra community;
 - renegotiate with University of New South Wales;
 - negotiate with other universities if approach to A.N.U. unsuccessful;
 - legislation for degree conferring status to cover Duntroon.
- (iv)(a) The proposed Academy site should be allocated for future Army use to enable the consolidation of Duntroon, Portsea and other Army officer producing establishments.

(b) Portsea Officer Cadet School could be retained at its present site for the time being, recognising the high cost involved with its proposed relocation to the Duntroon/Academy site.

The Committee accepts:

- Portsea is an effective officer producing facility;
- the commitment by the Commonwealth Government to vacate Portsea but believes that this can be delayed;
- current usage of the area by the Army is ensuring that the environment is fully protected.

155.

R.A.A.F.

- (i) Point Cook be modified to enable all R.A.A.F. cadets (including those at R.M.I.T. and Darling Downs) to be located at Point Cook.
- (ii) Froggall to be closed and the land and buildings put to other uses.
- (iii) The Science faculty at Point Cook and the arrangement with University of Melbourne to be continued.
- (iv) Engineering and Arts cadets be bused daily from Point Cook to University of Melbourne and R.M.I.T. for on-campus tuition.
- (v) Aeronautical engineers to do one or two years at Point Cook/University of Melbourne, with subsequent training at University of Sydney.
- (vi) Replacement of School of Languages and Officer Training School should be separately considered and investigation made of:
 - (a) where they could best be located;

- (b) what is to happen to buildings currently used and classified historic (recognising that maintenance may still be high).

156.

Navy

- (i) Additional residential facilities should be built at H.M.A.S. Watson on Army land to be transferred to the Navy, with students doing academic training at University of New South Wales.
- (ii) Some facilities at H.M.A.S. Creswell would need to be upgraded and the present arrangements would continue.

COSTING

157. Estimates of Cost The estimated cost of the proposed Academy when referred to the Committee was a 'limit of cost' estimate of \$49 million at February 1977 prices approved by the Government for site works and services, landscaping and buildings, comprising:

	\$m
- Academic facilities (for the university function)	18.7
- Military facilities (for accommodation and training)	20.3
- Services and facilities common to both academic and military areas	10.0
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	49.0
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158. Following detailed study by the Assessor, the estimated cost including consequential costs of the Academy proposal was \$65.220m at February 1978 prices comprising:

	\$m
Capital costs for construction, site works etc.	52.773
Equipment and fitting out costs	5.385
Associated capital costs	
- Conversion of Duntroon to a Central Army Officer Training School)
- Medical facility to support Academy and Duntroon)
- Upgrading substandard accommodation at Point Cook)
	7.062
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	65.220
	<hr style="width: 100%; border: 0.5px solid black;"/>

159. The Assessor also provided the Committee with detailed estimates of the various alternatives examined by the Committee as outlined in paragraphs 97 and 106. The Assessor's studies are incorporated in the Minutes of Evidence.

160. The Department of Defence with whom the Assessor co-operated in producing his estimates, has stated that all the alternatives are hypothetical and cannot be assumed to be accepted at policy levels in Defence and the Services as real, practical arrangements for cadet tertiary education.

161. The estimated costs of the Committee's suggested alternative consolidating the officer producing facility of each Service is:

Capital Costs

<u>Item</u>	<u>Amount</u> \$m
R.M.C. Duntroon	10.567
R.A.A.F. Academy, Point Cook	6.101
R.A.N.C. Jervis Bay	1.221
H.M.A.S. Watson	1.243
University of New South Wales	} 2.486
University of Melbourne	
	21.618
Equipment and other fitting out costs	1.779

Associated capital costs comprising:

- Construction of permanent facilities at Point Cook for those units who were to have moved into the R.A.A.F. Academy buildings. See Note (1)

	<u>Amount</u> \$m
- Provision of medical facility to support Duntroon (as a separate associated project as also proposed for the Academy)	
- Replacing married quarters at Duntroon. (This cost would not necessarily be borne by Defence)	
- Facilities required for the subsequent establishment of a Central Army Training School at Duntroon collocated with a refurbished R.M.C.	15.650
Total	<u>\$39.047</u>

Note (1) Included for the sake of completeness. The Committee does not necessarily accept this as a consequential cost of the solution, as expressed in paragraph 155 (vi).

162. Recurrent Costs The Committee was advised that recurrent costs for the three existing colleges in 1976/77 (expressed at February 1978 prices) were on a per student basis:

Royal Australian Naval College	\$32 000
Royal Military College	\$35 000
R.A.A.F. Academy	\$30 000

Estimated recurrent costs for the Academy with a full student population were \$24 330 per cadet.

163. Recurrent costs for the Committee's suggested arrangements (expressed at February 1978 prices) are estimated at \$29 844 per student with an Army tertiary training cadet population of 456, or \$30 076 per student with an Army tertiary

training cadet population of 361. The estimates include additional Commonwealth Grants to universities which would not be borne by the Department of Defence.

164. The Committee acknowledges that the recurrent costs of its suggestions are higher than those estimated for the proposed Academy but is concerned that this higher cost is largely caused by the higher military costs applicable to the tertiary training of Army cadets. The Committee believes that reductions in Army recurrent costs could be made. Furthermore, the costings for the Committee's suggestions for the Army do not take into account reductions in recurrent costs which would result from any arrangement made with the Australian National University (should this eventuate) or of reductions in military costs eventually resulting from the consolidation of R.M.C. Duntroon, Portsea and other Army Officer Training establishments into a consolidated facility on the Duntroon/Academy site. If the savings in costs per Army student that the Committee believes possible are taken into account, the overall cost per student for the Committee's suggestion should be lower or, at the most, marginally higher than the Academy proposal.

165. The Committee notes, however, that the recurrent costs of its suggestions for the Air Force and the Navy result in recurrent costs per student being lower or approximating those estimated for the proposed Academy.

166. The Committee believes that capital and recurrent costs for any solution should be fully examined; but it believes that the most important point is to ensure that the selected solution ensures the production of officers fully qualified for the needs of the Services.

RECOMMENDATIONS AND CONCLUSIONS

167. The summary of recommendations and conclusions of the Committee is set out below. Alongside each is shown the paragraph in the report to which it refers.

Paragraph

- | | | |
|----|--|-----|
| 1. | THE COMMITTEE AGREES THAT THERE IS A NEED FOR A GREATER PROPORTION OF TERTIARY EDUCATED OFFICERS IN THE DEFENCE FORCE BUT HAS BEEN UNABLE TO DETERMINE WHETHER THE DESIRED PROPORTION OF ONE-IN-THREE IS APPROPRIATE FOR THE NEEDS OF THE DEFENCE FORCE. | 89 |
| 2. | THE COMMITTEE AGREES THAT MILITARY CADETS SHOULD BE INVOLVED IN A MILITARY ENVIRONMENT AS MUCH AS POSSIBLE DURING THEIR TERTIARY STUDIES. | 96 |
| 3. | THERE IS NO CLEAR EVIDENCE THAT THE TRAINING OF CADETS OF ALL SERVICES IN A COMMON ESTABLISHMENT WOULD OF ITSELF PROVIDE ANY IMPROVEMENT IN THE QUALITY OF OFFICERS. | 117 |
| 4. | THE SITUATION REGARDING THE AGREEMENT WITH THE UNIVERSITY OF NEW SOUTH WALES IS NOT OF ITSELF A SINGULARLY STRONG REASON FOR THE ESTABLISHMENT OF A DEFENCE FORCE ACADEMY. | 122 |

5. SERVICE MOTIVATION CAN BE MORE EFFECTIVELY DEVELOPED AND MAINTAINED WITHIN THE DISCIPLINE OF A SINGLE SERVICE. 129
6. THE COMMITTEE REJECTS THE VIEW THAT ASSOCIATION AT CADET LEVEL WILL SIGNIFICANTLY FOSTER INTER-SERVICE CO-OPERATION AND UNDERSTANDING. THIS OBJECTIVE CAN BE MORE EFFECTIVELY FOSTERED AT A MORE SENIOR LEVEL. 132
7. EACH SERVICE HAS DIFFERING REQUIREMENTS AND TRI-SERVICE ARRANGEMENTS CAN LEAD TO UNSATISFACTORY COMPROMISES. 140
8. THE COMMITTEE BELIEVES THAT EACH SERVICE SHOULD BE FREE TO DETERMINE ITS OWN METHOD OF EDUCATING OFFICERS AND THERE SHOULD NOT BE AN ENFORCED UNIFORMITY OF EDUCATION. 140
9. THE COMMITTEE FURTHER CONCLUDES THAT CONSOLIDATION OF THE OFFICER PRODUCTION FACILITIES OF EACH SERVICE IS MORE DESIRABLE AND JUSTIFIED THAN THE CONSOLIDATION ON A TRI-SERVICE BASIS OF THE TERTIARY TRAINING OF THE THREE SERVICES. 140
10. THE COMMITTEE FOUND THAT THERE ARE ADVANTAGES IN THE ADDITIONAL USE OF TERTIARY INSTITUTIONS FOR THE TRAINING OF OFFICERS AND NOTES THAT THERE APPEARS TO BE CAPACITY IN EXISTING INSTITUTIONS TO CATER FOR THE TRAINING OF OFFICER CADETS. 148

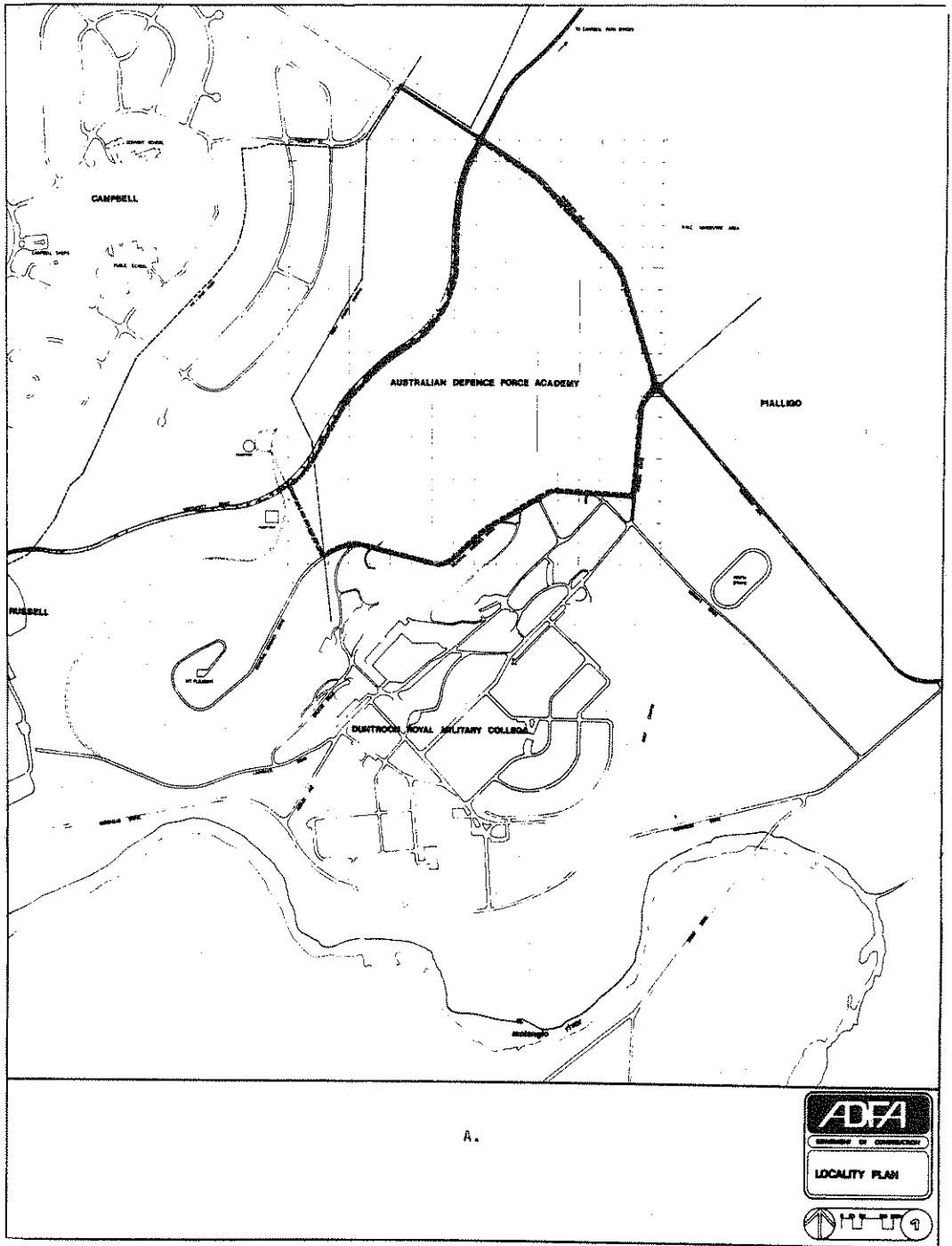
11. THE COMMITTEE BELIEVES THAT THERE IS SCOPE FOR HIGHER ACADEMIC STANDARDS BY BEING AFFILIATED WITH LARGER INSTITUTIONS WHICH BENEFIT FROM SIZE AND, AS PRESENT EXPERIENCE SHOWS, FROM THE ATTRACTION THEY HAVE FOR TOP QUALITY STAFF. 151
12. BASED ON THE FOREGOING CONCLUSIONS THE COMMITTEE RECOMMENDS THAT IT IS NOT EXPEDIENT TO PROCEED WITH THE CONSTRUCTION OF THE PROPOSED WORK. 152
13. THE COMMITTEE HAS PUT FORWARD A NUMBER OF SUGGESTED ARRANGEMENTS FOR THE THREE SERVICES WHICH SHOULD BE EXAMINED AS A MEAN OF PROVIDING COST EFFECTIVE TERTIARY EDUCATION TOWARDS THE TRAINING OF HIGHLY SKILLED PROFESSIONAL OFFICERS FOR THE DEFENCE FORCE. 153

(M.H. BUNGEY)
Chairman

Parliamentary Standing Committee
on Public Works,
Parliament House,
CANBERRA, A.C.T.

22 May 1979

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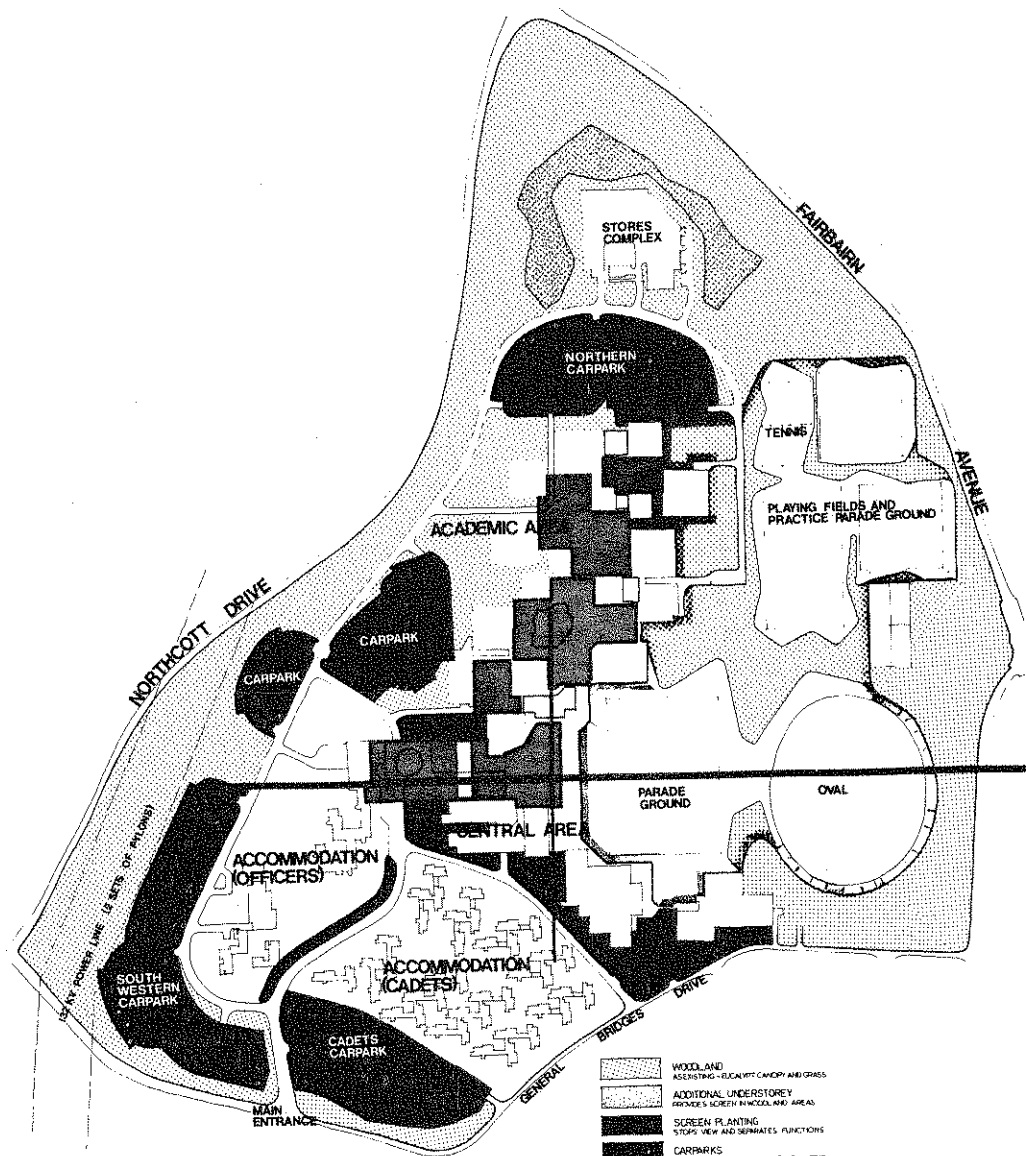


ADFA
AUSTRALIAN DEFENCE FORCE ACADEMY

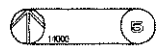
LOCALITY PLAN







- WOODLAND
ASSISTING-RECALVITY CANOPY AND GRASS
- ADDITIONAL UNDERSTOREY
PROVIDES SCREEN IN WOODLAND AREAS
- SCREEN PLANTING
STOPS VIEW AND SEPARATES FUNCTIONS
- CARPARKS
EXTENSIVE SHADE AND SCREEN PLANTING
- ENCLOSED SPACES
BETWEEN BUILDINGS
- TRANSITION ZONES
LINKAGES BETWEEN SPACES
- AXIS
THROUGH FORECOURT - ALIGNS WITH WALKY
- NATURAL FLOODWAY
RE-CREATED CREEK STREAMBED DRAIN
- ACCOMMODATION AREAS
WAREHOUSES FOR USE AT ALL TIMES FOR LIVING NEEDS
- IRRIGATED GRASS
OVAL AND PARADE GROUND SURFACE DRAINAGE



B.