



THE PARLIAMENT OF THE
COMMONWEALTH OF AUSTRALIA

Joint Standing Committee
on
Foreign Affairs, Defence and Trade

**OFFICER EDUCATION:
THE MILITARY AFTER NEXT**

October 1995

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TERMS OF REFERENCE

To inquire into the provision of academic studies and professional military education to officer cadets and officers of the Australia Defence Force (ADF) at the Australian Defence Force Academy, Joint Services Staff College, RAN College (HMAS CRESWELL), RAN Staff College (HMAS PENGUIN), Royal Military College (Duntroon), Army Command and Staff College (Queenscliff), RAAF College (Point Cook) and RAAF Staff College (Fairbairn).

(Referred by the Minister for Defence on 22 June 1993)

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37th Parliament

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Hon L R S Price MP (Chairman from June 1995)
Hon M J R MacKellar MP (Deputy Chairman to February 1994)
Mr R G Halverson OBE MP (Deputy Chairman from February 1994)

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Mr L J Scott MP (from June 1995)
Hon D W Simmons MP
Mr W L Taylor MP

Secretary: Gillian Gould (to July 1995)
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Inquiry Staff: Peter McLay
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RECOMMENDATIONS

Chapter Fourteen

Recommendation 1

The Committee recommends that:

- . consistent with the Inspector General's report of 1992, the ADF introduce a comprehensive policy on higher education for officers; and
- . this policy be introduced by the end of 1996.

Recommendation 2

The Committee recommends that the ADF adopt the policy of accrediting appropriate civilian training and coursework for military purposes.

Recommendation 3

The Committee recommends that officers in each Service be regularly notified of all postings.

Recommendation 4

The Committee recommends that at each stage of pre-commissioning and post-commissioning officer training, course content include education in citizenship, Australia's democratic processes, the rule of law, the individual's equality before the law, the relationship between policing and military responsibilities and the civil/military relationship.

Recommendation 5

The Committee recommends that recognition be given to appropriate academic qualifications, such as Master of Defence Studies, Graduate Diploma in Strategic Studies, in the awards of psc and jssc.

Recommendation 6

The Committee recommends that modules of the professional military studies, equivalent to single Service staff college and Joint Services Staff College professional military studies components, be developed.

Recommendation 7

The Committee recommends that the Australian Defence Force review the officer education system to identify where alternative delivery methods such as distance education can be implemented.

Recommendation 8

The Committee recommends that attendance at the colleges continue to be determined by rank but, in appropriate circumstances, recognition of function may be taken into account to permit senior captains to attend the Staff and Command Colleges.

Recommendation 9

The Committee recommends that the ADF review regulations governing removals and related entitlements for officers posted on professional development courses.

Recommendation 10

The Committee recommends that the number of ADF places on each staff course offered by the colleges be increased.

Recommendation 11

The Committee recommends that the ADF conduct a feasibility study into the establishment of a tri-Service pre-commissioning college with appropriate single Service elements to replace the existing single-Service pre-commissioning colleges.

Recommendation 12

The Committee recommends that the ADF establish a review of junior officer development to assess, among other things, the balance between military professional development and war fighting skills.

Recommendation 13

The Committee recommends that:

- (a) the RAN Staff College, the Army Command and Staff College and the RAAF Command and Staff College be integrated into a single tri-Service ADF Command and Staff College located in Canberra; and
- (b) the integration of the RAN Staff College, the Army Command and Staff College and the RAAF Command and Staff College into a single tri-Service ADF Command and Staff College with appropriate single Service elements be phased in over the next two to three years.

Chapter Fifteen

Recommendation 14

The Committee recommends that, on balance, the University College undergraduate program conducted at ADFA be terminated.

Recommendation 15

The Committee recommends that the amounts paid to students pursuant to the Undergraduate Scheme be reviewed.

Recommendation 16

The Committee recommends that the undergraduate program at ADFA be replaced by an Undergraduate Sponsorship Scheme with the following features:

- (a) selection of 1,000 undergraduate students per year by a Selection Board, and prior to entry into university, the completion of an initial basic single Service training course;
- (b) students each year will be assessed on both academic and military performance;
- (c) sponsorship amounts:
 - First year \$6,000
 - Second year \$6,500
 - Third year \$7,000
 - Fourth year \$8,000

and in addition provide an appropriate allowance for items including books, course-related equipment and, where necessary, accommodation;

- (d) single Service and common military training each year during extended academic breaks;
- (e) final selection of officer cadets by the ADF on a competitive basis upon the completion of undergraduate courses.

Recommendation 17

The Committee recommends that the 1981 Agreement between the University of New South Wales and the Commonwealth of Australia be re-negotiated.

Recommendation 18

The Committee recommends that undergraduate courses at ADFA cease at the end of 1999.

Recommendation 19

The Committee recommends that the Undergraduate Sponsorship Scheme be introduced at the start of 1997.

Recommendation 20

The Committee recommends that the Australian Defence Force Academy be expanded to include the Australian College of Defence and Strategic Studies, the Joint Services Staff College and the tri-Service ADF Command and Staff College.

Recommendation 21

The Committee recommends that a Graduate School of Defence Studies be expanded so as to incorporate the existing post graduate programs at the Australian Defence Force Academy.

Recommendation 22

The Committee recommends that the Australian Defence Force Academy be established under an Australian Defence Force Academy Act.

Recommendation 23

The Committee recommends that the Australian Defence Force Academy foster awards for excellence of achievement in defence.

CHAPTER 1: THE INQUIRY

Introduction

1.1 The Minister for Defence referred the issue of the provision of academic studies and professional military education to officer cadets and officers of the Australian Defence Force to the Joint Standing Committee on Foreign Affairs, Defence and Trade for inquiry on 22 June 1993. However, on 28 July 1993 the Committee received a further reference on a defence-related issue, namely, Australia's participation in peacekeeping. Both were referred to the Defence Sub-Committee by the Joint Committee. The Sub-Committee decided to proceed firstly with the inquiry into peacekeeping.¹

1.2 The Committee welcomed the reference to inquire into the provision of academic studies and professional military education to officer cadets and officers of the Australian Defence Force at this time. The major changes in Australia's strategic and domestic environment have coincided with reductions in Defence spending. The consequent effects upon the size and structure of the Australian Defence Force (ADF) have important implications for the professional development of ADF officers.

1.3 Australia - as elsewhere in the world - must from time to time re-examine the nature and purpose of its armed forces if it is to remain operationally effective in the changing security environment. The Committee believes that the ADF must reassess its assumptions and practices in all areas of activity and that the professional development of its officers is one of the most important areas in need of examination.

1.4 It is therefore timely to ascertain whether the system of officer development - which stood the ADF in good stead as Australia moved from the philosophy of 'forward defence' to 'the defence of Australia' and defence self-reliance - remains adequate for preparing officers who will encounter a fundamentally different set of global, regional and national security arrangements.

Scope of the Inquiry

1.5 The Terms of Reference limited the inquiry to an investigation of the contribution of the nine colleges identified in the Terms of Reference to the professional development of the officer corps.

1 The report of that inquiry entitled *Australia's Participation in Peacekeeping* was tabled in the Parliament on 8 December 1994.

1.6 The Committee is mindful that officer education commences on entry to the ADF and continues in a variety of settings until the officer relinquishes the commission and that the provision of academic education and professional military studies is not limited to these nine institutions. Some reference is made in the report therefore to other pathways leading to professional military development.

1.7 The Committee has interpreted the terms of reference to include the provision of academic education and professional military studies to Australian Defence Force Reserves notwithstanding the scant treatment of the professional development of Reserve officers in the ADF submission.

1.8 During the course of this inquiry it became apparent that the organisation of the system of officer education is contingent upon a number of factors which themselves warrant investigation. For example, it is conceivable that a relatively junior officer deployed on a peacekeeping operation may encounter responsibilities which hitherto would be the preserve of a more senior officer. Yet the training of officers has been traditionally related to rank rather than function. Furthermore, the Committee observed that little flexibility exists in the career paths of officers who aspire to reach the highest ranks.

1.9 The Committee believes that an examination of these wider issues is fundamental to any policy on officer education. While detailed investigation of such issues is beyond the brief of this Committee, they are raised for consideration in this report.

1.10 Any review of the system of officer education must be set against the constraints of a declining Defence budget. The Committee notes that the current cost of officer professional development is in excess of \$200 million a year.² The Committee is particularly concerned that the high standards of officer performance - which are clearly being achieved by the ADF - should not diminish as a result of any reduction in resources allocated to Defence.

1.11 Indeed, the Committee commends the ADF for the achievement of a high calibre in its officer corps. The members of the Committee continue to be impressed by the professionalism and competence of ADF officers that they encounter in the course of Committee and Parliamentary activities, both in Australia and overseas.

1.12 An important goal of this inquiry therefore was to canvass ways in which academic studies and professional military education can be delivered more cost effectively to the officer corps to maintain the high standards already achieved.

2 Submission No: 14, p.134 and Department of Defence Ready Reckoner of Personnel Costs and Related Overheads.

1.13 The Committee was told that a single ADF policy on professional military education has not been developed. This is surprising, given that the Inspector General recommended in 1992 that the ADF and the Services develop a comprehensive policy on higher education for officers. A joint military and civilian committee which considered this issue concluded, however, that the single-Services' needs are sufficiently diverse as to make the preparation of a single policy paper impracticable.³

What does exist is a series of defence and single-Service instructions relating to specific elements of the training and education programs which, in sum, form a comprehensive policy statement.⁴

1.14 The Committee noted that no comprehensive external review of officer education has been undertaken in recent years. The Committee was told that neither the single-Services nor the Chiefs of Staff Committee (COSC) have seen the need for external review although from time to time they have commissioned reviews that included external consultation such as:

- the RAN Regular Officer Career Study 1990;
- the RAAF Officer Corps Structure Review 1992; and
- the Army's review of the core educational requirements for 'generalist' Army officers 1993.⁵

1.15 In addition the Inspector General conducted a review of the Australian Defence Force Academy 1992⁶ and the Chiefs of Staff Committee reassessed the continuum of officer staff training in 1994 in light of the establishment of the Australian College of Defence and Strategic Studies.⁷

1.16 Notwithstanding these studies, the Committee believes that in view of changes to Australia's strategic environment and regional security arrangements, a tightening of resources and the increasing complexity of the business of Defence, a 'cradle to grave' review of professional officer education is crucial at this time.

1.17 The Committee agrees with Major General Gower that the profession of arms is a uniquely demanding one.⁸ It is also unique in that its members do not engage in their primary profession - warfighting - on an everyday basis.⁹ Therefore, the problem facing the educators and trainers of military professionals is not only to prepare them for

3 However, a paper identifying the ADF's educational needs over the next 10-15 years on which the University College at ADFA can base its development should be completed by the end of 1995.

4 Evidence, p.9

5 Submission No: 14, p.347

6 Australian Defence Force Academy, Program Evaluation (Component 1.3.5), Inspector-General Division, Department of Defence, December 1992.

7 Submission No: 14, p.154

8 Evidence, p.4

9 Submission No: 14, p.84

the eventuality of warfighting, in itself a difficult and demanding task, but also to fit them for the multitude of other tasks which military professionals will perform in peacetime.¹⁰

1.18 The Committee recognises that maintaining a defence force has become a highly complex business requiring the coordination of many different specialised skills. In addition, while undertaking many complex and diverse tasks the ADF has to create and maintain its corporate ethos. This ethos is important to morale and to the readiness of the Defence Force to go into combat.

1.19 There is at the same time a challenge to the very identity of armed forces whose uniqueness is coming under increasing challenge as the roles of armed forces become intertwined with those of non-military organisations and of civilians in general.

1.20 What may be the most important asset to the ADF at the present time is the ability to change. The challenge is thus to produce officers capable of:

- understanding the changes under way;
- coping with change as individuals by acquiring the relevant skills, concepts and ways of thinking; and
- leading others through the changes with clear objectives in mind.¹¹

Definition of Professional Military Development

1.21 The Committee notes that the ADF refers to 'professional military development' and 'specialisation training'.

1.22 'Professional military development' is the process of expanding and enhancing each officer's capabilities so that he or she may be better equipped to meet the challenges of more senior rank or more demanding appointments. It involves the skills, knowledge and attitudes which underpin the development of all military professionals, irrespective of service, and includes such topics as leadership, management, communications skills, training, defence studies and Australia in world affairs.

1.23 'Specialisation training' focuses more immediately on war fighting and the skills and knowledge directly required by the individual within his or her employment specialty, for example, navigator in the Royal Australian Navy, an artilleryman in the army or a pilot in the air force. Each Service maintains a range of schools and centres to provide this specialisation training.

10 Submission No: 14, p.84
11 Submission No: 18, p.278

1.24 As Major General Gower observed:

That distinction appears simple enough but, as you would expect, there are a lot of grey areas.¹²

1.25 Another way of analysing officer development was suggested by Dr Hugh Smith who distinguished between 'academic education', 'professional military studies' and 'military training'.¹³

1.26 The Committee believes that some of the grey areas can be clarified by the further classification of 'professional military development' into 'academic education' and 'professional military studies' and has adopted this classification for the report. In some respects these components, along with military or specialisation training, form a continuum. Each however has distinct and important characteristics.

1.27 Academic education refers to the general intellectual development of those undertaking it. It is not necessarily designed to lead to the acquisition of skills of direct relevance to a career in the ADF. For such reasons, the value of academic education to ADF officers is sometimes challenged and always difficult to establish with certainty.

1.28 In the context of the ADF academic education generally refers to education at a tertiary level which leads to an award by a tertiary institution or an award which is accredited as having tertiary standing. Academic education of this kind is provided primarily by staff of tertiary institutions.

1.29 Military training refers to the process of acquiring particular skills which are directly relevant to the conduct of military operations. Learning details of military units is one example, as is the capacity to lead in combat or fly an aircraft or sail a ship on operations. In general, the skills acquired through military training are not directly applicable to other occupations.

1.30 Some military training may be included in courses which receive accreditation but it is rarely, if ever, part of courses that receive awards from tertiary institutions. The particular courses taught will generally reflect the nature of warfare of the day. Instruction in horse-riding, for instance, has disappeared to be replaced by the teaching of basic computer skills. Military training is provided almost exclusively by those in the armed forces.

1.31 Professional military studies occupy a half-way position between academic education and military training. These are areas which combine both academic elements and content of direct military relevance. Professional studies includes such fields as the laws of armed conflict, leadership and behavioural studies, military history (taught to

12 Evidence, p.6
13 Submission No: 18, pp.274-275

provide lessons in leadership and strategy) and ethics (taught with a view to developing personal qualities desired by the armed forces).

1.32 To date these areas have been taught largely by those in the ADF who also have appropriate qualifications. The involvement of academic specialists has tended to be minimal. Indeed, the overall emphasis placed on professional military studies within the ADF has been uncertain since it is a field under pressure from the demands of both academic education and military training.

1.33 The Committee has adopted these distinctions as a basis for discussion in this report. The focus of this inquiry has been the provision of academic education and professional military studies. The area of military or specialisation training falls outside the terms of reference for this inquiry and therefore the costs of military training have not been considered.

Military Training

1.34 The Committee recognises however that a full appreciation of the ADF's commitment to officer development must necessarily take into account the extent of military training provided to its officer corps. Moreover, it is in the area of military training that differences between the specific needs of the single-Services occur.

1.35 Some military specialisation training is incorporated into the pre-commissioning programs of officer cadets or Direct Entry officer cadets at the Australian Defence Force Academy and at the single-Service colleges respectively.¹⁴ However, most military specialisation training is undertaken immediately after commissioning at the junior officer stage of an officer's career.¹⁵

1.36 The length of military specialisation training varies markedly, depending on the nature of the skills to be acquired. For example, Army aviators may undertake an 18 month long aviation training program before taking up their regimental appointment, Air Force supply officers may participate in the Supply Officer Basic Course of seven weeks duration. In addition, junior officers may acquire skills in a range of sub-specialisations, for example, a Naval Seaman Officer may further specialise through Mine Warfare, Navigation or Principal Warfare Officer courses.

14 Military training at the pre-commissioning stage is the responsibility of the single-Services for both ADFA cadets and Direct Entry cadets.

15 This generalisation does not apply to Specialist Officers such as doctors, dentists and lawyers who attain their primary specialisation skills prior to recruitment. After undertaking pre-commissioning courses such officers receive military training while 'on-the-job'. Additional training courses are provided on an 'as required' basis.

1.37 Most primary specialisation training is conducted by the single-Services in Service schools. In addition, some officers may be sponsored to participate in civil schooling, either on campus or through external courses, to enhance particular specialist skills.

1.38 Military training is not limited to individual training courses and training organisations but includes collective training when individuals, as part of a unit, exercise together as a team. Both individual and collective skills are developed in exercises such as the Kangaroo Series which provide opportunities for the entire ADF to test military training and professional skills.

1.39 Only the above brief comment on military training has been included in this report. However, the issue could usefully form the basis of a further inquiry.

Conduct of the Inquiry

1.40 The inquiry into the provision of academic education and professional military studies to officer cadets and officers of the Australian Defence Force was advertised in the national press on 28 May 1994 and in a number of Service newspapers.

1.41 The inquiry attracted some 40 submissions and supplementary submissions. Following an initial public hearing in Canberra in October 1994 at which representatives of the Australian Defence Force appeared, the Committee visited each of the colleges identified in the Terms of Reference between February and April 1995. Formal evidence was taken at each establishment.

1.42 The visits to the colleges enabled the Committee to see at first hand the environments in which the courses are conducted. The Committee observed - albeit briefly - some of the activities in which students were involved. The visits also provided the Committee with opportunities for informal discussions with both staff and students at the colleges.

1.43 The Committee also sought to understand current trends and directions in the professional development of the officers of overseas defence forces. The Committee was somewhat surprised to find that the ADF was unable to assist in providing comprehensive and relevant information.

The Structure of the Report

1.44 The report is divided into five parts. Parts I-IV describes the findings of the Committee on the system of professional development currently in place from pre-commissioning training (Part I) to single Service staff colleges (Part II), and senior officer training (Part III) as well as other avenues of professional development (Part IV).

Part V sets out the Committee's views on the suitability of the existing system for the future professional development of members of the officer corps.

CHAPTER 2: OVERVIEW OF THE EXISTING SYSTEM

Introduction

2.1 The present system for providing academic studies and professional military development to the officer corps of the Australian Defence Force revolves around four tiers:¹

- pre-commissioning education and training - conducted at the Australian Defence Force Academy, the RAN College at HMAS CRESWELL, the Royal Military College at Duntroon and the RAAF College at Point Cook;
- junior and mid-level officer development - junior officer (senior lieutenant/junior captain equivalent level, 3-4 years after commissioning) courses focus on the development of skills, knowledge and attitudes required within an officer's primary military specialisation, that is, war-fighting skills and the development of single-Service knowledge.
- At mid-level rank (major equivalent, ten years after commissioning) officers undertake command and staff courses at Navy Staff College at HMAS PENGUIN, Army Command and Staff College at Fort Queenscliff or RAAF Staff College at RAAF Fairbairn;
- preparation for more senior ranks (lieutenant colonel and colonel) - conducted at the Joint Services Staff College; and
- preparation for senior officer ranks (colonel and brigadier equivalent) - conducted at the Australian College of Defence and Strategic Studies.

2.2 The attendance of students from overseas defence forces at the colleges identified in the terms of reference is a valuable aspect of the current system of officer professional development. In each of the years from 1993 to 1995 inclusive, approximately 200 overseas students attended courses conducted at the colleges.² While the attendance of these overseas students provides valuable opportunities to establish military networks and further promotes Australia's policy of regional engagement, these views were not shared by all members of the Committee. The Committee also felt such

1 Defence pointed out that these are arbitrary distinctions which have been used in the ADF submission for convenience. In practice the stages of officers' careers and of their professional military development may not be as clearly defined. Submission No: 14, p.97

2 Submission 14.13, p.588

training provides ADF students and overseas students with a better understanding of each others' culture and military/social environment.

Pre-commissioning Training

2.3 Pre-commissioning training provides the fundamentals that underpin an officer's career. It has the broad aims for all officers of:

- promoting a sense of loyalty, duty and responsibility;
- inculcating habits of discipline and acceptable military conduct;
- developing in the individual self-confidence, an acceptance of, and commitment to, team goals and the capacity for logical analysis and independent decision-making;
- providing individual skills and knowledge essential for effective performance as a junior officer, such as weapon handling, an understanding of military law (including the concept of natural justice and its application in the Defence Force Discipline Act) and the rights of the individual, communication (including Service writing), leadership and management skills; and
- providing an understanding of the place of the ADF in the Australian community, an appreciation of the officer candidate's Service, a general awareness of the capabilities of all three Services and an acquaintance with the broader issues of Defence.³

2.4 There are two main methods of entry into pre-commissioning training for the 'generalist' officer:⁴

- the Australian Defence Force Academy; and
- Direct Entry into the single-Service colleges, namely, the Royal Australian Naval College at HMAS CRESWELL, the Royal Military College at Duntroon or the RAAF College at Point Cook.

³ Submission No: 14, p.100

⁴ Several different entry methods are available to the 'specialist' officer including the Defence Undergraduate Scheme which is used primarily for members of other professions - such as doctors and lawyers - and promotion from the lower ranks, many of whom undergo an abbreviated pre-commissioning course. Submission No: 14, p.101

Junior Officer Development

2.5 The focus of junior officer development is primary specialisation, that is, development of warfighting skills:

... the Navy, Army and Air Force operating environments are distinctly different. As a junior officer ... the individual is learning his or her profession. Their duties will primarily be within their single-Service specialisation, and their training will focus on providing those essentially single-Service skills.⁵

2.6 These skills are largely gained through on-the-job training and experience in conjunction with a wide range of specialisation courses, for example:

- Navy - junior officers courses at this stage include operational billet prerequisite courses such as Damage Control, Naval Combat Data Systems courses and Junior Officer Staff Course (JOSC) at HMAS CRESWELL. Graduates of JOSC are awarded a Certificate in Public Administration;
- Army - Regimental Officers Basic Course;
- Air Force - Pilots Course.

2.7 At this stage many officers will be required to further their professional studies in their own time through the completion of Service correspondence courses, attendance at external courses or private study.⁶ For example:

- Army junior officers are encouraged to complete degrees through the Junior Officer Professional Education Scheme (JOPES). JOPES is a part time, distance education program leading to a Bachelor of Professional Studies from the University of New England or a Bachelor of Arts (Social Science) from the Southern Cross University;
- RAAF junior officers complete a standard correspondence course while both junior and mid-level officers are required to undertake the 44 week long External Studies Course.⁷

2.8 It should be noted that junior officer development occurs through a very wide range of courses and activities. It is not necessarily undertaken at the colleges identified in the Terms of Reference.

⁵ Evidence, p.10

⁶ Submission No: 14, pp.211-215

⁷ ibid., pp.111-112

Mid-level Officer Development: Single Service Command and Staff Colleges

2.9 After having served for 12-15 years in their military career, officers may be selected to attend single-Service staff college - RAN Staff College at HMAS PENGUIN, the Army Command and Staff College at Queenscliff or the RAAF Staff College at RAAF Fairbairn.

2.10 The aim of the single-Service staff colleges is to prepare selected officers at the major (equivalent) rank for command and staff appointments in single-Service positions. The Committee was told that the focus of the training at staff college is at the tactical level of conflict - but within a strategic and operational framework. Each college has a specific charter which addresses its particular single-Service function.⁸

2.11 The curriculum guidelines for each single-Service staff college are determined by the relevant single-Service Chief of Staff Advisory Committee which approves each Service's officer development model and defines the role of the single-Service establishments in officer development.

Joint Services Staff College

2.12 The Joint Services Staff College (JSSC) course prepares officers for appointment in the rank of senior lieutenant colonel and colonel. Participation in the JSSC course is described as a significant broadening step in the professional development of officers. The course is undertaken by officers who have reached the point in their careers where they will begin to focus mainly on Defence wide rather than single-Service issues. Examples of Defence wide issues include the implications of Defence policy, ADF force structure issues and the planning and conduct of joint operations.

2.13 The course prepares senior officers for employment in major joint headquarters and for appointments which will require them to contribute to the development of major defence policy statements such as the Defence White Paper.⁹

Australian College of Defence and Strategic Studies

2.14 The Australian College of Defence and Strategic Studies (ACDSS) course provides further significant broadening in the professional development of officers with the potential for star rank. The star rank officer is prepared for a policy advisory role

at the strategic/national level and to take responsibility for overseeing the implementation of approved policy.

Continuum of Professional Development

2.15 With the advent of the Australian College of Defence and Strategic Studies, the Chiefs of Staff Committee (COSC) examined the continuum of staff training for 'generalist' officers from the Defence Academy to the College of Defence and Strategic Studies. COSC determined that within this continuum the focus of training should be as follows:

- the tactical level of conflict at the single-Service command and staff colleges;
- the operational level of conflict at the Joint Services Staff College; and
- the strategic level of conflict at the Australian College of Defence and Strategic Studies.¹⁰

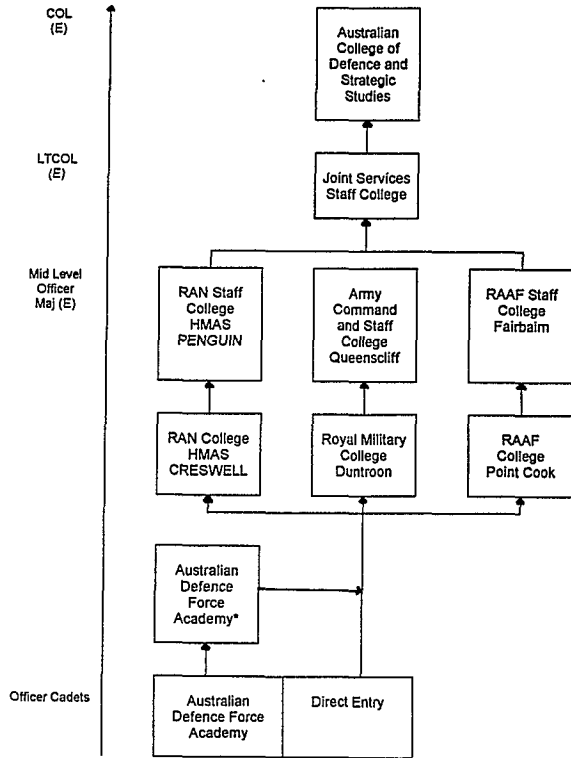
2.16 The Committee noted that a major outcome of these decisions is a significant recasting of the Joint Services Staff College course with effect from January 1995. This aspect is discussed in Chapter 10. Table 2.1 illustrates the current continuum of officer professional development in the ADF.

8 *ibid.*, p.114

9 *ibid.*, p.118

10 *ibid.*, p.155

Table 2.1: Flow Chart of Existing System of Providing Academic Studies and Professional Military Education to Officer Cadets and Officers of the Australian Defence Force



* Upon graduation from the Australian Defence Force Academy Army officer cadets attend the Royal Military College Duntroon for 6 months while Navy and Air Force officers begin junior officer specialisation training

2.17 The Committee found that in a career spanning 30-35 years, an officer might spend seven to eight years - or about 25 per cent of his or her service career - engaged in *undertaking formal courses*. The Committee recognises that officer professional development is only partly catered for through formal courses at education and training institutions and that many aspects of development can only be provided by on-the-job training and experience.

2.18 The Terms of Reference however refer specifically to the role of nine colleges in the development process. This report is confined therefore to an examination of the curriculum, accreditation and administration of courses, staffing levels, adequacy of facilities and cost effectiveness of those nine colleges within the overall continuum of professional military development. The Committee's report on each of these colleges is set out in succeeding chapters of the report.

PART I: PRE-COMMISSIONING EDUCATION AND TRAINING

CHAPTER 3: THE AUSTRALIAN DEFENCE FORCE ACADEMY

Introduction

3.1 The Australian Defence Force Academy (ADFA) is located adjacent to the Royal Military College, Duntroon, in the Australian Capital Territory. It began providing undergraduate education for all three Services in 1986, following a long period of investigation and consultation.

3.2 The desirability and feasibility of establishing a tri-Service institution to meet each Service's requirements had been examined in 1960 by a committee of Service and Defence members. 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.¹

3.3 From 1961 to 1965 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.²

3.4 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.³

3.5 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. The Martin Committee envisaged the establishment by legislation of a single institution offering degrees in Arts, Science and Engineering.

1 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), AGPS, Canberra 1979, p.14

2 *ibid.*, pp.14-15

3 *ibid.*, p.15

3.6 In March 1974 the then Labor Government approved in principle the establishment of a tri-Service academy on a new site adjacent to the Royal Military College.

3.7 On 17 April 1975, the then Minister for Defence, the Hon Lance Barnard, MP announced the appointment of a Development Council for the Australian Defence Force Academy. He stated that the three main advantages in changing the then existing single-Service 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 would 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 would lead to economies in use of resources, and provide a sound basis from which officer education for the future could be planned.⁴

3.8 The proposal was adopted by the Fraser Government in 1976 and in 1978 a Bill providing for the establishment of Casey University - Australian Defence Force Academy was introduced into the Parliament. The construction of the proposed Academy was referred to the Public Works Committee on 16 March 1978 for investigation and report. Over a year later the Committee recommended against proceeding with the proposal for the following reasons:

- there was 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;
- the situation regarding the agreement with the University of New South Wales was not of itself a singularly strong reason for the establishment of a Defence Force Academy;
- *Service motivation can be more effectively developed and maintained within the discipline of a single Service;*

- association at cadet level will not significantly foster inter-Service co-operation and understanding. This objective can be more effectively fostered at a more senior level;
- each Service has differing requirements and tri-Service arrangements can lead to unsatisfactory compromises. Each Service should be free to determine its own method of educating officers and there should not be an enforced uniformity of education;
- the 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;
- there are advantages in the additional use of tertiary institutions for the training of officers and there appears to be a capacity in existing institutions to cater for the training of officer cadets; and
- 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.⁵

3.9 The proposal to establish ADFA also drew opposition from military, academic and political quarters.

3.10 Military opponents focused on the perceived threat to single-Service training and motivation. Some opposed the emphasis placed on academic work at the earliest stages of the military career, preferring to see cadets receive military training first and academic education later. Navy and Air Force were somewhat reluctant to move from their existing colleges located at Jervis Bay and Point Cook; they also feared that Army cadets who would be the largest group would bring across the ethos established at Duntroon.

3.11 Academic opponents did not believe that genuine university education could be provided in a military environment. Academic integrity, it was argued, could not coexist with military imperatives. The proposed university, moreover, would be the only one under the aegis of the Minister for Defence rather than the Minister for Education. For many academics the preferred option was to send officer cadets to, or recruit them from, existing civilian universities.⁶

⁵ *ibid.*, pp.42-51

⁶ Air Marshal Funnell, former head of the military planning staff for the Australian Defence Force Academy, recalled that during the mid-1970s it was doubted whether sufficient cadets could be recruited from civilian universities. Evidence, p.407.

4 *ibid.*, pp.16-17

3.12 Political opposition came primarily from the Labor Party which shared some of the military and academic concerns even though the concept of ADFA had been initiated by the ALP Minister for Defence in 1974.

3.13 Much of the opposition diminished when in 1980 the government dropped the original plan of establishing ADFA as a new and separate university. The Bill to establish Casey University was not enacted. In 1981, as an alternative, Defence concluded an Agreement with the University of New South Wales to establish University College in conjunction with ADFA. The Agreement in effect expanded the arrangement of 1967-85 whereby the University had operated a Faculty of Military Studies at the Royal Military College Duntroon. A copy of the Agreement is contained in Appendix 4.

3.14 ADFA continues the tradition begun in the 1960s of the military providing tertiary academic education to a proportion of its officer corps at the initial stages of their careers. Comparable approaches are to be found in the United States in the single-Service institutions at Annapolis, West Point and the USAF Academy and the tri-Service Royal Military College in Kingston, Canada. The Committee notes however that no provision is made for providing tertiary education at Sandhurst in the United Kingdom.

Aim of ADFA

3.15 The essential aims of ADFA are:

- to provide military education and training of officer cadets for the purpose of developing the professional abilities and qualities of character and leadership that are appropriate to officers of the Defence Force; and
- to provide for officer undergraduates and, by way of foundation for their careers as officers of the Defence Force, officer cadets a balanced and liberal university education in a military environment.⁷

Agreement with the University of New South Wales

3.16 Under the 1981 Agreement between the University of New South Wales and the Commonwealth, ADFA consists of a military component and an academic component (the University College). These components are independent but closely linked to each other. The education and training of the military undergraduates is a joint responsibility of the two components.

3.17 The Agreement stipulates that the University of New South Wales is responsible for the academic integrity of the Academy and, for this purpose, shall establish the University College as a College of the University.⁸ The University College is responsible to the University for the academic program and standards within the environs of ADFA. The military component is responsible for the provision of military education and training to cadets and the command and administration of ADFA's military students and staff.⁹

3.18 The Agreement commits the Commonwealth to:

- (a) make available for use by the University such buildings, grounds and other facilities as are necessary and appropriate to accommodate the teaching, research and associated administrative activities of the College;
- (b) maintain the same in a condition satisfactory to the University; and
- (c) develop and maintain an appropriate environment for these activities.¹⁰

3.19 The Commonwealth, through the Department of Defence, is committed to provide the University with adequate funds and resources to enable the University to meet its responsibilities under the Agreement.¹¹

3.20 The particular functions of University College laid down in the Agreement are as follows:

- (a) to provide university undergraduate education for -
 - officer cadets;
 - other members of the Defence Force;
 - members of the Armed Forces of another Country approved for this from time to time by the Minister;
 - any person whom the Minister for Defence and the University determine should be admitted as a student of the College; and

8 Clause 5.1 of the Agreement, Appendix 4
9 Submission No: 14, p.194, and Appendix 4
10 Clause 8.1 of the Agreement, Appendix 4
11 Clause 8.2 of the Agreement, Appendix 4

7 Submission No: 6, p.36 and Submission No: 14, p.102

- such other person or persons included in a class of persons determined from time to time by the Minister for Defence and the University to be a class of persons who should be admitted as students of the College in those disciplines and fields offered in the Faculty of Military Studies under the Faculty Agreement provided that changes in the range of disciplines and fields offered may be made by agreement between the University and the Minister for Defence; and

(b) to foster and make provision for the undertaking of higher studies and the carrying out of research, including work which may lead to the award of a higher degree, by any person considered appropriate by the University.¹²

3.21 The Committee was told that the benefits of offering a university education through the University College in the military environment of ADFA include:

- it permits close management of the balance between military training and academic education;
- it encourages cadets to see that academic education is part of the military career;
- it encourages academic staff to focus their courses on aspects which have a military relevance or interest and to direct their research interests towards topics of interest to the military;
- it provides, through the broader educational activities of a university institution, benefits for the ADF in general through wider utilisation of its resources.¹³

Curriculum

3.22 The undergraduate degree programs of the University College are:

- BA with majors in English, History, Politics, Information Systems, Economics, Management and Geography;
- BSc with majors in Mathematics, Physics, Chemistry, Computer Science, Oceanography and Geography;

¹² Clause 5.3 of the Agreement, Appendix 4

¹³ Submission No: 18, pp.287-288

- BE in Civil, Electrical, Aeronautical and Mechanical Engineering;
- BTech in Aeronautical Engineering.¹⁴

3.23 The BA, BSc and BTech programs are of three years duration, with an additional year for honours in the BA and BSc course for a small number of selected cadets. The BE is a four year degree; honours grades are determined at graduation on the basis of performance over the last three years of the course. An 18 month articulation course is available to graduates of the BTech program to allow completion of the four year BE(Aero) course.

3.24 In 1995 the College introduced an undergraduate Asia-Pacific program which integrates subjects offered by the Departments of Economics and Management, English, Geography and Oceanography, History and Politics.

3.25 These courses are offered on a full time basis and are available only to officer cadets, midshipmen, officer undergraduates and such foreign military cadets as are admitted to ADFA under the Defence Cooperation Program.

3.26 The degree programs provided by the College are based on traditional university curricula and do not exhibit strong Defence influence on course content, although the disciplines have been chosen to reflect Defence needs.¹⁵

3.27 ADFA also offers a range of postgraduate courses including research PhD and Masters programs, and Masters and Graduate Diploma course work programs in Defence Studies, Information Science, Management Economics, Engineering Science, English and Technology Management.

3.28 Undergraduate and postgraduate courses are provided through 12 academic departments of the University College. Table 3.1 shows how students are distributed among the Department areas.

¹⁴ Submission No: 6, pp.36-37

¹⁵ *ibid.*, p.36

Table 3.1: Distribution of Students at ADFA, by Department¹⁶

EQUIVALENT FULL-TIME STUDENT UNITS ¹⁷ (rounded) 29 April 1995			
	Undergraduate	Postgraduate	Total
Chemistry	52.1	1.0	53.1
Economics	77.1	28.8	105.9
Civil Eng.	42.9	23.8	66.7
Electrical Eng.	60.6	22.5	83.1
Mech. Eng.	82.7	12.0	94.7
Geography	96.6	6.8	103.4
Politics	130.0	25.1	155.1
History	84.7	25.1	109.7
English	62.7	15.7	78.4
Mathematics	111.5	4.5	116.0
Physics	66.3	10.5	76.8
Computer Science	116.6	37.5	154.1
TOTALS	983.8	213.2	1197.0

Other Courses

3.29 The Army has recently established the Australian Technical Staff Officers Course at ADFA complex. Hitherto, technical staff officers were required to undertake courses at the Royal Military College of Science at Shrivenham in the United Kingdom.

3.30 Specialist courses for Navy's Principal Warfare Officers and Submariners and for officers of the Royal Australian Signals Corps have also been developed.

¹⁶ Equivalent Full-Time Student Units as at 29 April 1995

¹⁷ Equivalent Full-time Student Unit is a value representing the student load for a part of a unit, unit or units of study, expressed as a proportion of the workload for a standard annual program for a student undertaking a full year of study in a particular year, of a particular course.

Military Training and Professional Military Studies

3.31 While at ADFA, officer cadets and midshipmen undertake both professional military studies and common military training which together focus on skills required by junior officers in all three Services. Subjects include leadership, defence studies, sport, field training, weapon handling, military law, discipline, drill and ceremonial, and communication skills.

3.32 Cadets/midshipmen spend some six periods each week of the academic year on common military training in addition to their normal academic activities.¹⁸ Single-Service training is arranged by the single-Service pre-commissioning training colleges in collaboration with ADFA. Single-Service training aims to foster commitment to the parent Service and provide the additional skills and knowledge unique to it. Part of this training involves the cadets/midshipmen visiting Navy ships, Army units or Air Force bases, as appropriate, as part of their single-Service induction and motivation.

Students

3.33 The composition of students at ADFA in March 1995 is set out in Table 3.2:

Table 3.2: Composition of Students at ADFA (April 1995)¹⁹

Students	ADF	Civilian	Overseas	Total
Corps of Officer Cadets	904			904
Other undergraduate	105			105
Full time postgraduate	32	70	23	125
Part time postgraduate	100	165	7	272

¹⁸ The duration of a common military training period is 50 minutes. In Year 1 there are 339 periods, 313 periods in Year 2 and 336 periods in Year 3, giving a total of 988 periods of common military training. This translates to approximately 25-33% of 1 Equivalent Full-time Student Unit per cadet per year. Submission No: 14.13, p.585

¹⁹ *ibid.*, p.587

3.34 The Corps of Officer Cadets, which consists of cadets in Years 1-3, is organised along standard military lines, with Year 3 cadets assuming command appointments within the Corps. The Corps of Officer Cadets is commanded and controlled by experienced Service officers and senior NCOs who provide role models.

3.35 RAN midshipmen and RAAF officer cadets who remain at ADFA for fourth year studies, that is, Honours and engineering students, are allocated to the Advanced Student Squadron which is not part of the Corps of Officer Cadets. Army students who return to ADFA for fourth year studies do so as commissioned officers, having graduated from the Royal Military College. They are also allocated to the Advanced Student Squadron.²⁰

3.36 Rear Admiral Carwardine told the Committee that ADFA has been successful in attracting high quality students, notwithstanding some difficulty in attracting students to some engineering areas. Forty-seven per cent of the 315 students who entered ADFA in 1994 were in the top 12 per cent of matriculants in Australia, that is, their tertiary entrance score was above 88, while 90 per cent of the intake were in the top 30 per cent.²¹

3.37 In 1994, six potential seamen officers were selected from the ranks of junior sailors, leading seamen, able seamen and petty officer to participate in the Sailor Entry to ADFA Pilot Scheme. Following a two week orientation course with candidates on the Undergraduate Entry Officers course, they began their degree studies in 1995.²² A similar program exists for Army NCOs. In addition, about two dozen officer undergraduates have been posted to ADFA to undertake particular educational programs, mainly in engineering.

3.38 The Committee was told that about 42 per cent of postgraduate students are from the Defence organisation.²³

3.39 The first intake of students completed their academic studies and graduated from University College in 1988. Graduation rates for three year degree courses conducted by ADFA for Officer Cadets and Midshipmen since then are set out in Table 3.3.

Table 3.3: ADFA Graduation Rates for Three Year Undergraduate Courses²⁴

Year ²⁵	Graduation Rate
1988	52%
1989	52%
1990	50%
1991	55%
1992	50%
1993	61%
1994	75%

3.40 The Committee noted that, with the exception of 1994, the graduation rates at ADFA were not consistently higher than graduation rates at other universities. However, officer cadets can fail to graduate for reasons other than academic failure including medical, disciplinary, compassionate and un-officer like qualities. In 1993, 108 officers (or 26.8 % of the graduation year) failed to graduate for other than academic reasons. In 1994 this figure was 85, or 24.4% of the graduation year.²⁶ The Committee also noted that the graduation rate of mature age undergraduates is 100 per cent.²⁷

3.41 A cadet may not resign from ADFA before completion of the first six weeks training in Year One. After that a cadet may resign without penalty up to the end of Year Two. Thereafter, cadets who resign are liable for a return of service obligation which may require the payment of money.²⁸

3.42 Rear Admiral Carwardine advised that in 1994 wastage was reduced to 25 per cent. This represents a graduation rate comprising students who graduate in minimum time. In addition, 2-3 per cent of each intake graduate after repeating a semester or a year (to complete failed or missed subjects). Thus to graduate successfully one officer, ADFA needs to induct 1.3 officer cadets.

20 Submission No: 14, p.195

21 Evidence, p.15

22 Evidence, p.223

23 This figure is based on 397 postgraduate students as at 3 April 1995. Of these 124 were PhD candidates; 216 were candidates for the Graduate Diploma and Coursework Masters degree. Professor Heseltine, Evidence, p.443.

24 Submission No: 14.1, p.309

25 Year of graduation

26 Submission No: 14.13, p.586

27 Evidence, p.427; Evidence, p.435.

28 Evidence, p.430

3.43 The Committee was told that not all students who fail in their academic studies at ADFA are discharged from the ADF. In 1993, for example, seven undergraduates were transferred to another Service training scheme.

3.44 The Committee was told that so far graduates of ADFA are doing well in their careers. Operational commanders have assessed graduates as being very well motivated, very intelligent and well prepared for their duties.²⁹ Rear Admiral Carwardine acknowledged however that:

ADFA is a relatively new institution that in many ways still has to prove itself. Our graduates are relatively junior and their full value will take time to be fully acknowledged and verified beyond all doubt.³⁰

Staffing

3.45 The military component is commanded by the Commandant who may be appointed from any of the three Services while the University College is headed by the Rector who is appointed by the University of New South Wales. The composition of the staff at ADFA in March 1995 is set out in Table 3.4.

Table 3.4: Composition of Staff at ADFA (March 1995)³¹

Military staff	181
Civilian staff (military component)	49
University College academic staff	194
University College general staff	290

3.46 The Chiefs of Staff Committee meeting of 21 July 1982 concluded that the Commandant of ADFA should be of two star rank. The minutes of the meeting do not include reasons for this conclusion. The then Chief of the Defence Force Staff, Air Chief Marshal McNamara, however, later forwarded a submission to the Minister for Defence for establishment of the Commandant position at two star level. Supporting arguments contained in the submission included:

29 Evidence, p.16

30 *ibid.*, p.16

31 Submission No: 14.4, pp.340-341

- The duties of the Commandant include membership of Academy Council and other senior committees, liaison with very senior academic and university people and liaison with very senior people in government and government administration.

- It is important that the Commandant and the Rector form a cohesive and effective team of equals; the Rector's salary will be slightly above that of a Major General (E).

- The personal qualities and wide experience needed for the position, the level of responsibilities and the status of both the Commandant and the Academy all indicate that the rank of Major General (E) is necessary for this position.³²

3.47 The Commandant is responsible for all military aspects at ADFA, commands approximately 1 300 military personnel, staff and students and as Component Manager is responsible for a budget of several million dollars. Moreover, Defence noted:

... there can be little doubt that the carriage of such responsibilities in the private sector would attract a similar status to that of a two star officer.³³

3.48 With respect to academic staff, the Committee was told that there is a strong movement throughout the national universities system to increase the percentage of non-tenured staff in universities. ADFA is endeavouring to follow this trend. At this stage however only 30 per cent of staff at ADFA are non-tenured.³⁴

Running Costs

3.49 The ADF submission indicates that the annual cost of ADFA is \$61.522 million, of which \$45.776 million is allocated to operating costs and \$15.746 million to personnel costs.³⁵ Some \$32 million of the total figure is allocated to the University of New South Wales for the provision of tertiary education.

3.50 The Committee found that considerable variation existed in the figures provided on the costs of graduates from ADFA. For example, the ADF advised that the maximum cost of graduating one officer cadet/midshipman through a three year degree course at ADFA is \$195 930.³⁶ Based on this formula the average cost of each graduate

32 Submission No: 14.5, p.366

33 *ibid.*

34 Evidence, p.443

35 The Committee noted that this figure excludes cadet salaries and capital expenditure.

36 Submission No: 14.1, p.311

from a four year degree course is \$261 240. This figure excludes personnel costs of approximately \$40 000 per cadet per year.³⁷

3.51 Rear Admiral Carwardine pointed out that it should be noted that these figures are based on a single snapshot, and clearly do not reflect such variables as the total number of cadets who started in 1994, the number of resignations during the year, the number of cadets who take less than the normal term to graduate and the number of cadets who are granted a repeat year. Such variables can have a significant effect on the final cost figure.

3.52 Mr Dean, Director of Budgets, Finance, Civil Administration and Secretariat Services at ADFA however calculated the cost of running ADFA per student per annum to be \$106 087:

[The \$106 087] is derived from the cadet salaries, using Defence's Ready Reckoner, which covers their on-costs. The administrative costs of ADFA - which is the cash limited area: travel, telephones, postage - includes costs such as rations and quarters through the CSP program, which equates to \$10 579 per student. There are other non-operating costs such as medical, dental and fringe benefit taxes which, using the Ready Reckoner, come out at \$7 059 per student. Our support costs are \$65 966, and these costs are made up of: civilian salaries, \$2 365; Service salaries, \$10 744; other costs, which are predominantly payments to the University of New South Wales, of \$28 306; capital costs, which includes depreciation on our land and on our buildings; interest foregone; minor new works; and furniture, fittings and equipment at \$24 551 per student. One figure that could be questioned by the University is the payment of \$28 million to them, where, in fact, it is \$32 million, but we have taken out the capital items in that to come up with our capital cost, giving a cost based on 873 students, which is our current student body in the undergraduates, of \$106 087.³⁸

3.53 The Committee sought to obtain financial costings for graduates that were rigorous and would be accepted by Defence. In response to questions from the Committee, Defence finally calculated the cost of providing courses at ADFA to be \$308,712 for each graduating Defence student.³⁹ This figure was based on recent course

panel sizes and includes both ADFA's operating costs and student remuneration over the duration of the course.

3.54 The Committee understands that in addition to educating cadets, the cost of recruitment advertising to ADFA is in excess of \$2 million per annum.

3.55 UNSW pointed out some recent initiatives undertaken by the College that have secured substantial financial savings for the Commonwealth:

- from 1993 the full undergraduate program in Aeronautical Engineering has been transferred to the College. Hitherto, the College offered only the first two years, with students then transferring to either RMIT or the University of Sydney to complete their studies;
- a 3 year BTech (Aero) program has been introduced as an option for pilots; those students who are subsequently unsuccessful in pilot training then have an option to return to ADFA to articulate their qualifications to full Aeronautical Engineering status.⁴⁰

3.56 In steady state the savings delivered through these developments amount to \$244 000 per annum⁴¹ in a budget of just under \$100 million.

3.57 Also, in 1992 the College, under contract to Army, commenced offering the Australian Technical Staff Officers' Course (ATSOC) as the first step in repatriating the course offered for many years to middle ranking officers at the Royal Military College of Science at Shrivenham in the United Kingdom. This represents a savings to the Commonwealth of approximately \$100 000 per student. In 1994 there were 11 students in the ATSOC program (moving to a steady state of 25).

3.58 UNSW pointed out that all the academic departments of the College conduct highly successful research programs, which annually attract external funding of the order of \$2 million. Some of this research is curiosity driven and much of it is of immediate value to Defence.⁴²

- (b) The length of the ADFA undergraduate course has been calculated at an average of some 3.2 years, to capture both 3 and 4 year undergraduate course lengths (4 years includes Honours year and Engineering degree); and
- (c) The Cadet graduation rate assumed for ADFA is 65%, which reflects the actual graduation rates for at least three years and which has been applied to the average annual Cadet intake of 340 to estimate that proportion of the total current student population which is expected to graduate.

40 *ibid.*

41 Submission No: 6, p.50

42 For example, of value to Defence is research into holographic detection of cracks in airframes, development of shallow water wave algorithms, Australian military history, defence logistics and synthetic aperture radar.

37 See Department of Defence Ready Reckoner of Personnel Costs and Related Overheads

38 Evidence, pp 437-438. These figures do not include the 397 postgraduate students nor the Fourth Year engineers and other students.

39 Submission No 14.9, p.544. The calculation of this per capita cost was also based on the following:

(a) The payment to the University of New South Wales has been apportioned between the undergraduate and post graduate student populations based on DEET's student course load weightings. Only that element of the payment to UNSW which is assessed as attributable to undergraduate training has been included in the calculation;

3.59 In addition, the Committee was told that the College has been developing closer connections with DSTO and other elements of Defence and providing consultancies and other 'value added' activities to Defence and the ADF.⁴³

3.60 The Committee noted however that these consultancy activities cost Defence an estimated \$1.45 million during the period mid 1992 to mid 1995 when 14.8 per cent of academic staff of the University College undertook consultancy work for the ADF. This percentage is based on 27 out of a total of 182 academic staff.

3.61 Seventeen academic staff have been involved in consultancies for Defence on a direct basis totalling approximately \$613 600. As well, 14 staff have acted as consultants through Unisearch Limited (the commercial arm of the UNSW) at a cost of \$836 400 to Defence.⁴⁴

Adequacy of Facilities

3.62 ADFA is a relatively new institution. The UNSW lobbied for the building of a Computer Science building which was completed in 1992-3 at a cost in excess of \$2 million. More recently a new facility was built to house the Australian Defence Studies Centre and currently building works are progressing on the library extension at a cost of approx \$7 million.

Conclusion

3.63 Whilst there was some resistance to the establishment of ADFA, the Committee considers that it has to date served the ADF well. It has supplied the ADF with a guaranteed stream of university educated officers who have performed well in their limited time in the Services.

3.64 The principles of jointery which underpin ADFA have been most effective. The opportunity which ADFA provides for the mixing of officer cadets from each of the Services at the first stage of their careers is extremely valuable.

43 For example, in 1992 a consultancy conducted by the staff of the Civil Engineering Department saved the RAAF approximately \$4 million by reducing the servicing time of the F111-R5 aircraft from 40 to 20 weeks; the Physics Department installed acoustic doppler radar equipment at RAN Albatross and RAAF Sale; the History Department developed the First AIF Online Database which contains service records of Australian soldiers who served in the First World War; the Computer Science Department presents the Defence Management Seminar twice-yearly under the sponsorship of the Defence Cooperation Program to 20-24 middle-ranking and senior officers from the ASEAN countries; and the Politics Department conducted a survey of ethnicity in the ADF.

44 The total number of staff (direct and through Unisearch, counting each staff member only once, although most of them have done multiple consultancies) is 27. Submission No: 14.7, p.517

CHAPTER 4: ROYAL AUSTRALIAN NAVAL COLLEGE HMAS CRESWELL

Introduction

4.1 HMAS CRESWELL, the home of the Royal Australian Naval (RAN) College, is located at Jervis Bay in New South Wales. The management plan of HMAS CRESWELL captures the vision for the establishment:

HMAS CRESWELL will be regarded as a professional, responsive, effective, competent and efficient organisation providing quality training and support to its customers.¹

4.2 The RAN College was established in 1916 at HMAS CRESWELL and was dedicated to the initial entry academic and professional naval training for the RAN's career officers.

4.3 In 1967 an agreement between the RAN College and the University of New South Wales (UNSW) provided for midshipmen to take their first year of studies (engineering, arts and science) at the RAN College and the remainder of their degrees at the Kensington campus of UNSW.²

4.4 This arrangement continued until the Australian Defence Force Academy (ADFA) was opened in 1986. At this time the RAN College ceased to offer academic education to RAN midshipmen and became responsible for the induction training of all potential Navy officers, including Direct Entry and ADFA midshipmen.

4.5 A number of other organisations and activities are also based at HMAS CRESWELL. It is home to the Staff Training School and RAN School of Survivability and Ship Safety. Other important activities include the provision of administrative and logistic support for the Target Services Group³ and personnel visiting the Jervis Bay area.⁴

1 Submission No: 14.2, p.322

2 Whilst at UNSW midshipmen were accommodated in the wardroom at HMAS WATSON.

3 The Target Services Group is a lodger group at HMAS CRESWELL which is responsible to the Maritime Commander for providing target services with Jindivik targets and also surface targets at the waterfront and from Jervis Bay Range.

4 Submission No: 14.2, p.322

Aim of the RAN College

4.6 The aim of the RAN College is to conduct the RAN's initial entry officer courses so as to impart the basic skills, knowledge and attitudes that are required of a Navy officer regardless of their subsequent specialisation or employment and to prepare them for specialisation application courses.⁵

Curriculum

4.7 All personnel entering the RAN officer corps undergo initial professional military development at the RAN College. Depending on the method of entry into the RAN officer corps, an officer undertakes one of the following courses:

- the New Entry Officer Course;
- the Australian Defence Force Academy single-Service training;
- the Qualified Entry Officer Course;
- the Senior Sailor Entry Officer Course;
- the Warrant Officer Entry Officer Course;
- the Royal Melbourne Institute of Technology (RMIT) Entry Officer Course; or
- the Undergraduate Orientation Course.⁶

New Entry Officer Course

4.8 Some 50 per cent of the officer intake for the Navy enters the Service through the New Entry Officer Course which is designed for Direct Entry recruits. This 26 week long residential course includes embarkation for four weeks in a training ship for sea familiarisation and practical consolidation of theoretical training.⁷ In addition to new recruits, the course is also open to selected, academically qualified junior sailors and petty officers with less than two years seniority in rank.

4.9 The New Entry Officer Course syllabus is designed to enable academically qualified trainees to make the transition from civilian to Service life. The curriculum encompasses the standard military induction training topics with a strong Navy flavour:

- drill and ceremonial;
- oral communication;
- written communication (including Service correspondence, essays and papers, and telex and signal communication);

5 Submission No: 14, p.200

6 ibid.

7 Families do not accompany the students on this course

- leadership and management (including management and leadership theory, situational leadership, Navy quality management, occupational health and safety and good working relationships);
- supply and administration (including stores management and accounting, and the administration of non-public funds);
- RAN/ADF organisation;
- naval warfare;
- military history;
- ships organisation;
- naval weapons and technology;
- Officer of the Day duty (including the duty watch organisation, personnel administration and welfare, ceremonial, safety, security, emergency procedures and routine);
- Divisional Officer duty (including Service records, leave requests, administration of complaints, enlistments and discharge, personal reports, promotion, education assistance, honours and awards, de facto policy, drug and alcohol awareness and policy, interview techniques); and
- other study streams (including military law, physical training, first aid, survival at sea, small arms training, damage control, Law of Armed Conflict and international humanitarian law).⁸

4.10 There has been some evolution of the New Entry Officer Course syllabus to take account of the various changes that have been brought about as a consequence of federal legislation and the adoption of more modern management techniques within Defence. There has also been increasing emphasis in the course on matters such as occupational health and safety, equal employment opportunities and good working relationships. The syllabus was further reviewed in light of the Senate report into sexual harassment in the ADF and the release of the 1994 Defence White Paper, *Defending Australia*.⁹

4.11 The Committee noted that a Reserve Officer Entry Course, based on the curriculum of the New Entry Officer Course, is currently being developed with the intention of conducting the first course in mid-1995.¹⁰ The course will be conducted in six phases, two of which will be at the RAN College and four in the Reserve officer's parent unit or at sea on a training deployment. This approach will underline the principle that, wherever possible Reserve personnel should be trained to Permanent Navy Force equivalent standards.

8 Submission No: 14, p.201

9 Evidence, p.236

10 Evidence, p.224

Australian Defence Force Academy Single-Service Training

4.12 Midshipmen at ADFA undertake a combination of common military training at ADFA (six hours a week during academic semesters) and an aggregate of 16 weeks Navy specific training at HMAS CRESWELL during the academic semester breaks.¹¹ The RAN College is responsible for delivering the Navy specific professional training to ADFA midshipmen over the three years they are undertaking academic studies at ADFA. The common and Navy specific training provided to the ADFA midshipmen equates to the training provided to Direct Entry officers on the New Entry Officer Course and the curriculum is the same.¹²

4.13 The Committee was advised that a pilot scheme, 'the sailor entry to ADFA scheme', was being trialled whereby some sailors are selected to attend ADFA.¹³ Participants undertake a two week orientation course at the RAN College prior to taking up studies at ADFA.

4.14 The Committee was also advised that the RAN College planned to involve midshipmen in weekend activities with the acquisition of a life support craft in mid 1995. This was intended to provide motivational training and experiential activity for midshipmen who, in Canberra, are remote from the maritime environment.¹⁴

Qualified Entry Officer Course

4.15 The Qualified Entry Officer Course is conducted for officers who are recruited with professional qualifications, for example, dentists, doctors, lawyers, chaplains, instructor officers and nurses. This course is 16 weeks long and includes a two-week training cruise. Participants receive a shortened junior officer non-specialist preparation because there are certain broad operational skills and knowledge that they do not require to discharge their specialist duties within the RAN.¹⁵

Senior Sailor Entry Officer Course

4.16 The Senior Sailor Entry Officer Course is specifically tailored to the requirements of sailors commissioned from the 'lower deck'.¹⁶ Senior sailors may be selected to undertake courses of nine weeks (including five weeks professional naval

11 This includes a four week training cruise in their second year.

12 Evidence, p.227

13 Evidence, p.223

14 Evidence, p.233

15 Evidence, p.227

16 The College has a capacity of 30 on the Senior Sailor Entry Officer Course. In 1995 six sailors undertook the course.

study) to gain appointment as officers. This course also includes the four week Junior Officer Staff Course conducted by the Staff Training School.

Warrant Officer Entry Officer Course

4.17 The Warrant Officer Entry Officer Course is also specifically tailored to the requirements of sailors commissioned from the 'lower deck'. Warrant officers may be selected to undertake courses of five weeks (including one orientation week) to gain appointment as officers. This course also includes the four week Junior Officer Staff Course conducted by the Staff Training School.

Royal Melbourne Institute of Technology (RMIT) Entry Officer Course

4.18 Ex-sailors can also enter the officer corps through the Royal Melbourne Institute of Technology (RMIT) Entry Officer Course. These students participate in a two-week orientation course before undertaking degrees in engineering at RMIT. Former senior sailors then complete the Senior Sailor Officer Course while former junior sailors complete the New Entry Officer Course. The Committee was told that a phased pilot course is being conducted to concentrate military training into academic semester breaks in a similar manner to ADFA midshipmen training instead of placing RMIT graduates on the New Entry Officer Course post-graduation.

Undergraduate Orientation Course

4.19 The Undergraduate Orientation Course is a two week course conducted each year for up to 30 officer candidates who are recruited and supported by Navy while they complete their degrees in civilian universities. Naval training for these candidates is arranged during university breaks.

Course Accreditation

4.20 The Committee was advised that the New Entry Officer course contributes to the award of an Associate Diploma in Management.¹⁷

Students

4.21 Approximately 400 potential officers participate in the initial entry courses each year.¹⁸ The Committee was informed that the success rate for officers undertaking courses at the RAN College is 95 per cent.¹⁹

4.22 There is scope for midshipmen who experience difficulties in their academic studies at the Defence Academy to continue to pursue a career as a Navy officer by transferring to the New Entry Officers course at the RAN College providing they have demonstrated sound officer qualities.²⁰

4.23 The Committee noted the absence of any recent training of Reserve officers because of the minimal recruitment of officers into the Naval Reserve over the last two years.

Staffing

4.24 The position of Commanding Officer at HMAS CRESWELL is one of only four shore based command positions at the Captain level. The Commanding Officer holds the position of Director of the Training Centre, responsible to the Naval Training Commander for the delivery of all training conducted at HMAS CRESWELL. In addition, the Commanding Officer is chairman of the ADFA selection board for Naval applicants.

4.25 There are 56 staff members at HMAS CRESWELL. This figure includes instructional and support staff. Of these about 20 are allocated to the RAN College and three officers work at the Staff Training School. One instructional staff member at the RAN College is a Reserve officer on two years full time duty and one support officer is a Reservist on six months full time duty.²¹

Running Costs

4.26 Defence submitted to the Committee that the cost of running HMAS CRESWELL (excluding student salaries and steaming hours) is \$6.931 million each year.²² As part of overall fleet training costs Naval Support Command provides the funding for the steaming hours required to support courses. HMAS CRESWELL also

18 Evidence, p.217
19 Evidence, p.224
20 Evidence, p.226
21 Evidence, p.244
22 Submission No: 14, p.134

depends on NAS NOWRA for base support in the areas of medical, dental and psychological services, chaplaincy and clothing store.²³

4.27 In response to questions from the Committee, Defence calculated the cost of providing initial entry courses at the RAN College to be \$88,950 for each graduating Defence student.²⁴ This figure was based on recent course panel sizes and includes both the RAN College's operating costs and student remuneration over the duration of the course.

4.28 The Committee was concerned that the development, maintenance and conduct of such a high number of Naval officer courses may not be cost effective. The high number of courses was justified to the Committee on the following grounds:

All those different courses are necessary to ensure that we do not overtrain people and that we acknowledge their previous experience. They are all individually tailored to the type of people that would come in for each of these courses... the New Entry Officers course is the baseline course ... for all initial entry officer training that we do here at CRESWELL ... we are adding or subtracting ... from that course for the other courses. For example, for the Senior Sailor Entry course we take account of their previous experience as a senior sailor, so that is a much reduced course. With the qualified entry officers course, which is 16 weeks vice 26, we take account of what their employment will be as a professional - doctor, dentist, or lawyer - in the navy. There are some modules which are in the New Entry Officers course which are not applicable or necessary for these officers to undertake.²⁵

4.29 The Committee was advised that considerable savings in effective training time and in trainee salaries can be made by recognising prior Naval service and facilitating the entry of former sailors into the officer ranks with the minimum level of training.²⁶

4.30 The Committee noted that HMAS CRESWELL has developed a Training Development Business Action Plan which incorporates objectives, performance indicators, strategies, tasks and progress reports. The Committee was told that the plan is reviewed and updated monthly.²⁷

4.31 The measurement of training performance is divided into two areas. Trainee achievement is measured by formal written and practical assessment as well as

23 Evidence, p.246
24 Submission No: 14.9, p.544
25 Evidence, pp.219-220
26 Evidence, p.220
27 Submission No: 14.2, p.322

ongoing observation of behaviour and personal qualities. The delivery of training is monitored by internal staff performance evaluation and quality control procedure and external audit of training processes and validation of syllabi.²⁸

Adequacy of Facilities

4.32 The ADF raised no issues regarding the adequacy of facilities at HMAS CRESWELL. Indeed, the Committee was advised that despite the fact that HMAS CRESWELL is located in an environmentally sensitive area at Jervis Bay, the Navy could not:

... see any difficulty in the environmental considerations and our training considerations being able to work together in harmony.²⁹

Staff Training School Courses

4.33 The Staff Training School delivers staff training to junior officers, senior equivalent public servants, and senior sailors undertaking advanced staff school courses. The courses taught are the Junior Officer Staff Course and the Senior Sailors Advanced Staff Skills Course.

4.34 The Junior Officer Staff Course is a four week residential course held five times each year for junior lieutenants, senior sublieutenants and a small number of public servants. The aim of the course is to ensure that these officers have the basic staff skills necessary to undertake specific jobs and much of the training is, in fact, provided as a billet prerequisite.

4.35 The Senior Sailors Advanced Staff Skills Course was recently introduced to prepare senior sailors for management jobs as a Warrant Officer or Chief Petty Officer. The course is divided into two phases. Phase one constitutes a six month correspondence course held once a year which focuses on the development of writing skills. Phase two is a three week residential course held seven times a year which focuses on verbal communication and staff skills.

4.36 The Staff Training School conducts staff training for approximately 540 junior officers and senior sailors each year.³⁰ This is comprised of approximately 100 students from the Junior Officer Staff Course, 300 students from the six month correspondence component of the Senior Sailors Advanced Staff Skills Course and 140

28 *ibid.*

29 Evidence, p.229

30 Evidence, p.217

students from the three week residential component of the Senior Sailors Advanced Staff Skills Course.

4.37 The graduates of the Junior Officer Staff Course qualify for the award of Certificate of Public Administration by the ACT Accreditation Agency. That same body is reviewing the Senior Sailors Advanced Staff Skills Course to determine what, if any, accreditation is appropriate.³¹

RAN School of Survivability and Ship Safety

4.38 The RAN School of Survivability and Ship Safety is the lead school for all damage control, fire fighting and nuclear, biological and chemical defence training for officers and sailors.³² It conducts 11 core courses for some 1,500 trainees each year. The performance of this school is outside the Committee's terms of reference.

31 Evidence, p.235

32 Evidence, p.215

CHAPTER 5: ROYAL MILITARY COLLEGE DUNTROON

Introduction

5.1 The Royal Military College (RMC) is located at Duntroon in the Australian Capital Territory. It was opened on 27 June 1911 with a curriculum based on the United States Military Academy at West Point. The first course was for four years half of which was devoted to military and half to academic studies.

5.2 During the Depression RMC was closed at Duntroon and from 1931 to 1936 it was located at Victoria Barracks, Sydney. When it was re-opened at Duntroon in February 1937 it was accommodated in new and permanent buildings.

5.3 Over the years many changes have been made to RMC's curriculum. In 1967 the Department of the Army and the University of New South Wales signed an agreement establishing the Faculty of Military Studies at RMC Duntroon. In 1986, when the Australian Defence Force Academy (ADFA) assumed the role of providing tertiary degrees to cadets, RMC changed its focus to initial entry level training for both Direct Entry and ADFA cadets.

5.4 In addition to its primary role in the induction of officers into the Army, RMC also supports the Band, the Office of the Chief Engineer (ACT), ACT Detachment of Sydney Logistic Company, Duntroon Medical Unit and Duntroon Dental Unit. These organisations provide support functions to RMC and the ACT area.

Aim of the College

5.5 The charter of the Royal Military College is to prepare cadets and other selected candidates for careers as officers in the Army by promoting learning, leadership and integrity, by inspiring high ideals in the pursuit of excellence and by inculcating a sense of duty, loyalty and service to Australia.¹

5.6 The course of instruction aims to produce junior regimental officers who, after their Corps Regimental Officer Basic course, are capable of commanding a platoon or equivalent within their allocated arm or service.

1 Submission No: 14, p.204

Curriculum

5.7 The following courses are conducted at the Royal Military College:

- the General Service Officer Course;
- the General Reserve Full-Time Commissioning Course;
- the Ready Reserve First Appointment Course;
- the Direct Entry Officer Course;
- the Specialist Service Officer Course; and
- single-Service training for the Army cadets at ADFA.²

General Service Officer Course

5.8 The General Service Officer Course is a three stage 18 month long course for all Direct Entrants to RMC and all Army cadet graduates from ADFA. Direct Entrants to RMC commence training in July as *III Class Cadets* and are joined in the following January by Army cadet graduates from ADFA who have completed the equivalent of *III Class* direct entry military training while at the Academy.³ At RMC both groups pursue the same course as *II and I Class Cadets* over twelve months prior to commissioning as lieutenants.

5.9 Cadets at the Royal Military College are organised as a battalion known as the Corps of Staff Cadets which is divided into four companies, namely, Alamein, Gallipoli, Kapyong and Kokoda.

5.10 The College has six terminal areas for the General Service Officer course in which cadets must become proficient prior to graduation, namely, communication skills, administration, operations, training, professional studies and leadership.⁴

5.11 At the end of *III Class*, cadets are expected to have a grounding in a variety of military skills such as battlecraft, infantry minor tactics, navigation, first aid, weapon training and drill as well as having been introduced to character development, communication skills, service discipline, law, military history and leadership.

5.12 At the end of *II Class*, cadets will have studied the basics of command and leadership at section and platoon level and have undertaken more advanced studies in tactics, military history, administration, training, military science and technology in addition to communication skills, drill and character development training.

2 Evidence, p.274 & 276

3 Training undertaken by ADFA cadets is conducted over 22 weeks during the three year period cadets attend the Academy, generally at the beginning and end of each academic year.

4 Evidence, p.275

5.13 In *I Class* cadets practice command at platoon level and tactics are further developed up to company level in a battalion setting. Cadets are taught administration in the divisional setting. Special operations are introduced and officer training is rounded off with an introduction to professional subjects such as strategic studies, management, and further military history and leadership.⁵

5.14 The College is required by legislation to include subjects such as occupational health and safety, financial management, sexual harassment and drug abuse in the curriculum.⁶ Cadets and staff have specific lectures on sexual harassment. The matter is also addressed through character development/leadership training and through the environment in which the cadets operate.⁷

5.15 The extent of the curriculum explains why the RMC General Service Officer Course is of 18 months duration compared with 24 weeks and 14 weeks for the Navy and Air Force pre-commissioning courses respectively. The Commandant explained the reason for this difference as follows:

Essentially a young man or woman who graduates from the Royal Military College has to be capable of operating by himself or herself in some pretty desperate situations. For instance, soon after graduation you may be in the field as a platoon commander being totally and utterly responsible for 30 other soldiers with no fall back. ... The skills and knowledge required of a young Army officer are probably quite different in some areas from those required of a young Naval and Air Force officer.⁸

5.16 The Committee noted that sport is a highly valued inclusion in the RMC curriculum. The Commandant stated that:

... the Army believes that the qualities sport demands and the values it brings out in the cadets are the qualities and values that are required by junior leaders in today's Army. These values of commitment, teamwork, flexibility, endurance, co-ordination and stamina are the qualities that we develop in our young graduates.⁹

5.17 The Committee was told that a validation program for the course curriculum operates on a three-year cycle. It consists of external post-graduation, written customer focused validation and internal evaluation which focuses on the efficiency of training and resources.¹⁰

5 Submission No: 14, p.204

6 Evidence, p.279

7 Evidence, p.292

8 Evidence, p.293

9 Evidence, p.275

10 Evidence, pp.275-276

5.18 A Curriculum Development Committee meets regularly under the chairmanship of the Director of Military Art to review the curriculum. The curriculum may be changed in response to requirements imposed by the ADF such as low level operations, UN operations, media awareness, languages training or as a result of student and staff input.

Reserve Officer Courses

5.19 The Royal Military College conducts an 8 week General Reserve Full-Time Commissioning Course and a 24 week Ready Reserve First Appointment Course for Reservists.

5.20 The Committee heard evidence that the training provided to the Reserves is not identical to the training provided on the General Service Officer Course:

We do not train the General Reserve and the Ready Reserve to the same level that we train our General Service Officer to. The terminals for those other two courses are the same terminals, but a graduate will reach different training levels. ... The Reserve cadets graduate as second Lieutenants. They then have to continue their training within the regions and pass other terminals before they can proceed to be promoted to Lieutenant. Although they are introduced to some subjects here, they do not go into nearly the same amount of detail the general regular officers go to.¹¹

5.21 The Committee was told that distance education is expected to become central to the training of Reservists:

... about 70 percent or 80 percent of the work will be distance education using computer disks and normal correspondence functions.¹²

Other Courses

5.22 The Royal Military College conducts a Direct Entry Officer Course of five weeks for specialists such as medical and legal officers who join the Regular Army and a Specialist Service Officer Course of two weeks duration for pilot second lieutenants.¹³ The College also provides single-Service training for the Army cadets at ADFA.

11 Evidence, pp.277-278

12 Evidence, p.297

13 Evidence, p.276

Course Accreditation

5.23 The General Service Officer graduates of RMC are eligible for the award of an Associate Diploma in Personnel Administration. The course also provides advanced standing on a case by case basis for academic qualifications at a number of Australian Universities. The Committee was told that Reserves are also included in the accreditation process:

Monash University now accredits completed General Reserve first appointment training - that is, the training that they currently conduct out in the regions - towards selected units across several faculties. Negotiations are currently taking place with Melbourne University to achieve the same.¹⁴

5.24 Cadets without degrees are encouraged to consider undertaking tertiary studies through the Junior Officer Professional Education Scheme (JOPES) after they have graduated from RMC.¹⁵ This scheme, which is offered by the university of New England, enables RMC graduates to complete a degree course by external studies.

Students

5.25 The Committee was told that although there were slight differences in the military skills of the disparate groups commencing the GSOC at RMC, that is, potential General Service officers without degrees, potential General Service officers with degrees, ADFA graduates and ex-serving soldiers, the skill levels for each group are comparable upon completion of the course.¹⁶

5.26 Student numbers on the GSOC vary with the level of recruiting, which in turn is tied in with the attrition rate in the officer corps. For example, the July 1993 intake of 64 General Service officer cadets were joined in January 1994 by 87 ADFA graduates, making a total intake of 151. The July 1994 intake of 159 Direct Entry officer cadets were joined by 103 ADFA graduates in January 1995, making a total of 262 officer cadets.

5.27 About 25 per cent of Direct Entry cadets are drawn from other ranks of the ADF, from privates through to section corporals. Of the total cadet body it is approximately 10 per cent.¹⁷ This group is generally aged between 18 and 23. Reservists who resign their commissions also enter the GSOC as Direct Entry cadets.

14 Evidence, p.301

15 Evidence, p.280

16 Evidence, p.288

17 *ibid.*

5.28 At the time of the Committee's visit 21 overseas students - both Direct Entry and ADFA graduates - from Kuwait (11), Malaysia (2), New Zealand (4), Philippines (1), Singapore (2) and Thailand (1) were participating in the course.¹⁸ Table 5.1 below sets out the total intake and number of graduates of the GSOC over the last four years.

Table 5.1: Total Intake and Graduates of the GSOC¹⁹

Class	1/1992		2/1992		1993		1994		1995	
	M	F	M	F	M	F	M	F	M	F
Total Intake	128	15	165	37	161	31	130	21	197	43
% M/F	90	10	82	18	84	16	86	14	82	18
Total Graduates	102	8	127	27	145	20	118	14		
Wastage (raw) ²⁰	26	7	38	10	16	11	12	7		
%	20	47	23	27	10	35	9	33		

5.29 The Committee found that the failure rate of the ADFA cadets at the Royal Military College is typically very low. For example, in 1994 three cadets out of a total intake of 84 ADFA graduates were considered unsuitable for commissioning as officers. Cadets who fall into this category have a return of service obligation which is one year for every year of training plus one. Generally, they would retain the rank of officer cadet with the privileges applying to that rank until the return of service obligation is satisfied.²¹

5.30 The Committee was told that the failure or resignation rate for Direct Entry General Service Officer Course students was about 16 per cent in 1994.²² Brigadier Willis explained that of those 16 cadets, eight may resign because they made a wrong career choice. Of the remaining eight there would be a combination of medical problems, lack of officer qualities or academic failure.²³

5.31 The proportion of females undertaking the course was 19 per cent. Female cadets are integrated in the lines with male cadets and undertake the same fundamental course. The attrition rate for females averages 35.5 per cent. This rate is somewhat higher than the average attrition rate for males at 15.5 per cent.

5.32 The Committee was assured that sexual harassment does not constitute a problem at the Royal Military College:

I have never had a problem with sexual harassment, sir, because you are working with very well educated peers. They are aware of the capabilities of females. We are all working together towards a goal. It is more that you support each other. There is none of this negativity. I have never encountered sexual harassment, nor have my female peers.²⁴

5.33 Students encountering problems have access to counselling services at the Royal Military College. The role of the counsellor includes assisting cadets in adjusting to military life, contributing to the development of assessment techniques and ethics components, detecting student problems and participating in the process where the commandant may issue a formal warning to a cadet.²⁵ Cadets also have access to two chaplains who provide counselling services.

5.34 The Committee was advised that at commissioning, ADFA cadets enjoy one year of seniority over Direct Entry cadets.²⁶ This occurs regardless of the academic qualifications of Direct Entry cadets. The Committee found that approximately 40 per cent of Direct Entry cadets had acquired a tertiary degree - including engineering - prior to entering the Royal Military College.²⁷

5.35 The Committee was concerned that opportunities should exist for other ranks who have demonstrated outstanding service to enter into the officer corps. The Committee was told that there are two avenues available to such soldiers:

- the Warrant Officer Commissioning System - provides for a young very capable warrant officer to be commissioned on the basis of demonstrated capability and performance; and
- the Prescribed Service Officer System - provides for warrant officers and senior NCOs who may have been Regimental Sergeant Majors and in their forties to be commissioned as captains.²⁸

18 Evidence, p.287

19 Submission No: 14.16, p.610

20 Wastage may be due to resignation, termination or medical discharge/management.

21 Evidence, pp.282-283 and pp.285-286

22 Evidence, p.286

23 ibid.

24 Evidence, p.292

25 Evidence, p.285

26 Evidence, p.279

27 Evidence, p.280

28 Evidence, p.290

5.36 Brigadier Willis pointed out that there was generally little opportunity for training to be an officer after the age of 25 even if outstanding qualities had been demonstrated on, for example, peacekeeping missions. However, many of the other ranks who served overseas in peacekeeping missions were aged 20 or 21 and therefore had opportunities to consider a career as an officer through the RMC route.²⁹

Staffing

5.37 There are 540 staff at RMC of whom 113 are allocated to instructional and training support roles. The band accounts for a further 126 personnel with the Office of the Chief Engineer, ACT Detachment of Sydney Logistics Company, the Duntroon Medical and Dental Units, and general support employees accounting for the remainder of the positions.

5.38 The rank of brigadier is considered to be the appropriate rank for the commandant of the college because of the span of responsibility and command, the level of interaction with other HQs and organisations and the level of experience that the commandant is required to possess. Moreover, it reflects the importance Army attaches to the task of initial officer training.³⁰ As the Training Adviser for all initial and all-corps officer training, both Regular and Reserve, the Commandant oversees three brigadiers (Reserve), four colonels (Reserve) and one colonel (Regular).

5.39 The Committee was told that with the restructuring of Reserve officer training proposed under Plan Wellesley, an additional colonel (Reserve) position will be added to the organisation. Further, under Plan Wellesley, the Royal Military College could command an additional nine (perhaps 12) units.³¹

5.40 Although the instructional staff are not volunteers, the Commandant stated that:

They would not get posted here if they had not shown a desire to come here.³²

5.41 Overall, a posting to RMC is regarded as a plus in terms of a officer's future promotion and is generally followed by a fairly good posting:

It is really recognised that a posting to RMC is one of the good things that can happen to you in your life.³³

Running Costs

5.42 The annual cost for operating RMC, excluding student salaries, is \$38.131 million³⁴ which includes the maintenance of the Majura Range, medical facilities and the heritage listed buildings at the College.³⁵

5.43 In response to questions from the Committee, Defence calculated the cost of providing the course at the College to be \$128,155 for each graduating Defence student.³⁶ This figure was based on recent course panel sizes and includes both the College's operating costs and student remuneration over the duration of the course.

Adequacy of Facilities

5.44 The Royal Military College can accommodate a maximum of approximately 400 officer cadets. Defence raised no facilities issues with the Committee.

5.45 The Committee notes that in October 1994 the Parliamentary Public Works Committee approved the allocation of \$28.7 million for the RMC Stage II Redevelopment project.³⁷ Work to be undertaken includes a new logistics complex and headquarters building, extensions to the gymnasium, officers' mess, military instruction block and medical centre and the upgrading of playing fields and ovals. A new main entrance will be constructed to facilitate the duplication of Morshead Drive by the ACT Government. This project commenced in February 1995 and is planned for completion by financial year 97/98.

5.46 The Royal Military College is also undergoing significant technology redevelopment. Computers were acquired for student use in 1994. One hundred personal computers are available to 246 cadets. In addition, 30 per cent of the cadet body from ADFA had computers. Effectively, over 50 per cent of the cadets have immediate access to a computer.

29 Evidence, pp.290-291
30 Submission No: 14.5, pp.365-366
31 ibid, p.365
32 Evidence, p.295
33 Evidence, p.296

34 Submission No: 14, p.134
35 ibid., p.136
36 Submission No: 14.9, p.544
37 See Parliamentary Standing Committee on Public Works, *Report relating to the proposed Stage 2 Redevelopment of the Royal Military College Duntroon ACT*, 1994.

CHAPTER 6: RAAF COLLEGE POINT COOK

Introduction

6.1 The RAAF College is located at RAAF Base Williams (Point Cook) in Victoria. Point Cook is regarded as the 'home of the Air Force' and RAAF Williams is the unified formation which combines Point Cook and Laverton. RAAF Williams is home to two of the Air Force's three Commands, with HQ Logistic Command being located at Laverton and HQ Training Command being located at Point Cook.

6.2 The College was originally established at Point Cook in 1947 and became the RAAF Academy in 1961. As an academy it had responsibility for the tertiary education of Engineers and General Duties Aircrew and entered into an agreement with the University of Melbourne to provide the appropriate academic support.

6.3 With the opening of the Australian Defence Force Academy (ADFA) in 1986 the RAAF Academy again became the RAAF College and the focus shifted to the induction training of RAAF commissioned officers and cadets and their development through to squadron leader rank. The College has, therefore, responsibility for pre-commissioning training and junior officer development and conducts a number of courses at these levels for the RAAF officer corps. It also lends support to the single-Service training of RAAF cadets at ADFA and administers those officers undertaking tertiary studies through the Undergraduate Scheme and the Civil Schooling Scheme of the RAAF.

6.4 The College is organised as follows:

- Officers Training School is responsible for pre-commissioning and other initial courses;
- School of Applied Management offers career development courses, namely, Writing Skills Course and External Studies Course and the Basic Staff Course for junior officers;
- Training Development Flight is responsible for major resourcing issues, organisation of the College, validation of training and future developments; and

- Administrative Support Squadron provides personnel management, computing resources, library, budgeting and oversees the Undergraduate Scheme.¹

Aim of the RAAF College

6.5 The aim of the RAAF College at Point Cook is to conduct initial and postgraduate officer training and warrant officer disciplinary training for the RAAF.²

Curriculum

6.6 The courses conducted by the College include:

- the Junior Officer Initial Course;
- the Junior Officer Executive Course;
- the Junior Officer Consolidation Program;
- the Writing Skills Course;
- the Basic Staff Course;
- the External Studies Course; and
- the Warrant Officer Disciplinary Course.

Junior Officer Initial Course

6.7 The Junior Officer Initial Course (JOIC) is a 14 week pre-commissioning course which provides for a maximum of 24 students on each course. The College conducts between 6 - 12 courses each year depending on recruiting levels. This course is undertaken by all RAAF officers except ADFA cadets.

6.8 The aim of the JOIC is to graduate newly commissioned officers and officer cadets with the military skills, knowledge and attitudes necessary to enable them to perform effectively as junior officers. The course includes instruction on:

- Air Power;
- Command, Leadership and Management in the RAAF;
- Defence Force Discipline Act;
- Drill and Ceremonial;
- Military Orientation;
- Oral Communication;

- Written Communication;
- Physical Fitness; and
- The Duties and Responsibilities of a Junior Officer.³

6.9 The JOIC is somewhat shorter than Navy's 24 week and Army's 18 month pre-commissioning courses. Air Force indicated that its core subject, leadership, being different to seamanship for Navy and soldiering for Army, explained the difference. Wing Commander Fielder observed that:

*Unlike the Army and Navy which have a core skill - Army being soldiering, Navy being seamanship - the Air Force does not have a core skill of airmanship. We then couch our training on a leadership thread. So all our general service training, our ground defence training, leadership, air power studies ... has a thread of leadership ...*⁴

6.10 A number of elements in each of the courses is included in the curriculum to meet legislative or higher level policy initiatives. The Commandant observed that:

*... sexual harassment, EEO, occupational health and safety and things of that nature are certainly imposed. We are told, "Congratulations! The nature of the world outside has changed and we want things emphasised in your courses. Therefore, move something over and tighten something up to allow us to get this particular element in".*⁵

Junior Officer Executive Course

6.11 The Junior Officer Executive Course (JOEC) is a 2 week course which immediately follows the JOIC for all officers except pilot, navigator, air traffic control and air defence. The course is designed to provide the knowledge and skills necessary for junior officers to manage personnel in flight or section commander appointments. The course includes instruction on:

- Management communication in the RAAF;
- the Defence Force Discipline Act;
- Command and Leadership;
- Personnel administration; and
- RAAF Procedures.⁶

3 Submission No: 14, p.207

4 Evidence, p.154

5 Evidence, p.160

6 Information brief on the Royal Australian Air Force College, February 1995

1 Evidence, p.149

2 Evidence, p.148

Junior Officer Consolidation Program

6.12 The Junior Officer Consolidation Program (JOCP) is a self-paced, on-the-job, practical program administered by the College through the use of task books completed in the workplace. The program must be completed within two years of finishing primary specialist training.

Writing Skills Course

6.13 The Writing Skills Course (WSC) is a 32 week correspondence course designed to develop written communication skills. WSC, which may be done concurrently with the JOCP, is a prerequisite for the Basic Staff Course. Placement on the course is by voluntary application from the student.

6.14 The aim of the WSC is to produce graduates who are able to:

- write clear, effective English;
- synthesise well-reasoned arguments; and
- write Service papers and briefs.⁷

6.15 The course consists of four study periods and assignments as follows:

- review of grammar and effective writing;
- basic Service correspondence and synopsis writing;
- task analysis - Service brief; and
- problem solving - Service paper.⁸

Basic Staff Course

6.16 The Basic Staff Course (BSC) is a six week residential course for senior flight lieutenants that develops staff skills, management techniques and military attitudes appropriate to the rank of squadron leader. This course is a prerequisite for the External Studies Course and for substantive promotion to squadron leader. Selected officers are attached to it by the Personnel Directorate.

6.17 The aim of the BSC is to graduate officers with staff skills, management techniques and military attitudes that will enable them to perform effectively as junior squadron leaders in either staff or flight commander appointments. The course provides instruction in the following topics:

- Written and oral communication;
- Planning and organisation;
- Discipline, command and leadership; and
- Management.⁹

External Studies Course

6.18 The External Studies Course (ESC) is a 12 month correspondence course, undertaken as soon as possible after Basic Staff Course, which qualifies officers for the Command and Staff Course at RAAF Fairbairn. Placement on the course is by voluntary application from the student and a pass is a prerequisite for promotion to wing commander.

6.19 The aim of the ESC is to produce graduates who are able to:

- write clear, effective English;
- synthesise well-reasoned arguments;
- write effective Service documents;
- explain the basic concepts of modern management theory;
- demonstrate current knowledge in:
 - the determinants of Australia's foreign and defence policies;
 - the structure and function of Australia's single-Service and higher Defence organisation; and
- assess the role of the various elements in operations management including the environment, information, weapons power, logistics and control.¹⁰

Warrant Officer Disciplinary Course

6.20 The Warrant Officer Disciplinary Course is a 14 week course conducted by the College on an 'as required' basis. In 1994 four personnel attended the course while in 1995 no course was expected to be held.¹¹

7 Information Brief on the Royal Australian Air Force College, February 1995
8 *ibid.*

9 *ibid.*
10 *ibid.*
11 *ibid.*

Officer Education and Training Scheme

6.21 The suite of courses outlined above represents much of what the RAAF refers to as the Officer Education and Training Scheme (OETS). While the courses are independent, they do complement one another and together with the Command and Staff Course combine to form the OETS.

Course Accreditation

6.22 Officers who complete the JOIC, JOEC, JOCP and the Specialist Basic course are awarded an Associate Diploma in Administration Studies. Officers who complete WSC, BSC, and ESC are awarded a Diploma in Administrative Studies.¹²

Students

6.23 As the level of recruiting of Direct Entry officers and aircrew cadets varies from year to year so too do the overall student numbers at the College. However, apart from the initial entry level officer training, the training provided by the College is reasonably stable in terms of numbers trained each year. Table 6.1 sets out the number of students on each course in 1994 and 1995.

Table 6.1: 1994/95 Intake of Students¹³

COURSE	1994	1995
Junior Officer Initial Course	98	192
Junior Officer Executive Course	59	120
Basic Staff Course	140	180
Writing Skills Course	213	402
External Studies Course	56	212
Defence Academy Single-Service Training	340	350

12 Submission No: 14, p.247

13 Exhibit No: 22, Annex B

6.24 The Committee was told that the attrition rate for the JOIC is extremely low with over 95 percent of students being successful. Extra support is provided to weaker students:

My staff put in an inordinate amount of effort correcting deficiencies and developing people rather than just checking to see whether they have the right attributes. They put in a lot of considerable extra effort themselves to achieve those success rates. I would like to make it clear that there is no reduction in our standard to accommodate a high pass rate.¹⁴

6.25 The College also conducts training for Air Force Reserve Officers, with 15 attending the Active Reserve Junior Officer Initial Course in 1994 and another 15 expected in 1995. The curriculum of the course is the same as for the JOIC but the course is conducted in five phases over two years. During some of the phases, the Reserve Officers become part of a Direct Entry course.¹⁵

6.26 Reserve Officers can undertake the correspondence courses and the Committee was told that three Reservist students are on the Basic Staff list at the moment.¹⁶

Staffing

6.27 The Commandant of the College is at the rank of Group Captain. At the time of the Committee's visit 90 staff were employed, 41 in instructional roles and 49 in support positions. The Committee noted that some of the support roles are supporting activities other than the College itself.

6.28 The instructional staff are drawn from line and staff posts across the RAAF and are complemented by lecturers from the Department of Defence, the Services and specialist legal staff for defence law training. This ensures that all staff have hands-on experience with an appropriate depth of knowledge. The RAAF School does not engage academics.¹⁷

6.29 All instructional staff are given standardised instructional and facilitation skills which consists of a two week Instructional Techniques course and a two week Advanced Instructional Techniques course.

14 Evidence, p.162

15 Evidence, p.157

16 ibid.

17 Evidence, p.151

Running Costs

6.30 In response to questions from the Committee, Defence calculated the cost of providing courses at the College to be \$18,896 for each graduating Defence student.¹⁸ This figure was based on recent course panel sizes and includes both the College's operating costs and student remuneration over the duration of the course. It does not include external students (eg distance learning) although some undetermined proportion of the College's operating costs are dedicated to these students.

Adequacy of Facilities

6.31 The College is housed in the buildings previously occupied by the RAAF Academy before the Australian Defence Force Academy was established. The ADF raised no facility problems with the Committee.

PART II: SINGLE SERVICE STAFF COLLEGES

CHAPTER 7: RAN STAFF COLLEGE HMAS PENGUIN

Introduction

7.1 The Royal Australian Navy (RAN) Staff College was opened in 1979. It is a lodger unit within HMAS PENGUIN and shares a number of administrative facilities with other units of this establishment. The main activity of the RAN Staff College is to conduct two RAN Staff Courses each year, one of 23 weeks duration and the other of 24 weeks duration. The extra week on the second course allows students on this course to participate in Exercise Fusion with the Army and Air Force Command and Staff Course students.

7.2 Other courses conducted at the RAN Staff College include an annual two week Staff Acquaint Course for Navy Reserve officers. The College is also the lead school for staff and management training in the Navy.

Aim of the College

7.3 The aim of the RAN Staff Course is to develop, in selected RAN lieutenant commanders, the appropriate staff skills and personal attributes necessary to fulfil command and staff appointments at the lieutenant commander and commander level and to develop similar qualities in selected officers from the other Services, the RAN Reserves and the Department of Defence.

7.4 The College sees itself as supporting one of the goals in the Navy's plan for the future:

... to be recognised worldwide for the excellence of our leadership and management skills and our professional standards.¹

Curriculum

7.5 The curriculum of the RAN Staff Course addresses three main study areas:

- staff duties which covers topics such as personal and interpersonal skills, staff skills and computing application skills;

1 Submission No: 14.6, p.406

- organisational studies which covers organisation issues, aids to management and management in the ADF; and
- international and strategic studies which provides students with an understanding of fundamental and contemporary strategic issues, maritime strategy, internal and external influences on Australia and the concept of force development.²

7.6 The course objectives are to prepare students in staff skills, management, strategy, the Services, joint planning, in force development and the media to equip them to serve as:

- staff officers in Navy Office or HQ ADF;
- commanding officer or executive officer of a frigate;
- commanding officer of a patrol boat;
- staff officers in an operational HQ;
- a projects staff officer; and
- an officer-in-charge of a unit ashore.³

7.7 The course is structured into three study periods. The first is a review of English and communication skills, the second is organisation and management, and the third addresses topics such as the ADF, Australia's strategic and maritime position and joint operations.⁴

7.8 The Director pointed out that a number of the components of the course were imposed on the College:

... everything that comes along - good working relationships, OH&S, environment and peacekeeping - all require us to adjust and fiddle with the curriculum to accommodate them.⁵

7.9 The Committee noted that, unlike the other two Services, the College conducts a 'staff' course rather than a 'command and staff' course. As a result the curriculum does not include command and tactics. These training elements are met by other RAN courses.

7.10 In 1994 the College established a Board of Studies, which included Navy Office, HQADF and IP Division representatives, to provide a customer focus to advise

the Director on curriculum changes and on customer aspects.⁶ The Director hopes to expand the Board to include academic and civilian business representatives.

7.11 The College recently introduced a new phased approach to the development of Reserve Officers of lieutenant commander rank. Initially the Reservists will attend the College for two weeks for staff and management lectures. This will be followed by a 12 month correspondence phase during which time the Reservists will complete three written papers for assessment by the staff at the College. The third phase is a two week attendance component on international relations, strategy and joint planning which will be held at the College.

Course Accreditation

7.12 Successful graduates are eligible for the award of a Graduate Certificate in Management Studies. The Committee noted that this award differs from the Graduate Diploma in Management Studies awarded to graduates of the Army and Air Force Command and Staff Colleges.

7.13 The RAN Staff College has experienced difficulty in the accreditation process, mainly because of the shorter duration of the course at the College.⁷ Despite this the Director stated that:

Navy would not wish to expand our course to anything greater than six months. The reason that we do not want to expand into 12 months is that command and tactical matters are dealt with in another way in Navy Warfare School.⁸

7.14 The Committee felt that there may be scope for the University of New South Wales through the Australian Defence Force Academy to play a more active role in providing accreditation to the RAN Staff College and other ADF Colleges rather than these colleges having to go 'cap in hand' to civilian organisations.

Students

7.15 Each course has a maximum of 35 students with 20 RAN personnel, two from each of the Army, the RAAF and the Department of Defence and up to seven places for personnel from overseas navies. The Committee was disappointed to note that only 21 students (nine Navy) attended the second course of 1994.⁹

2 Submission No: 14, pp.216-217
 3 ibid., p.216
 4 Evidence, pp.182-183
 5 Evidence, p.202

6 Evidence, pp.183-184
 7 Evidence, p.186
 8 Evidence, p.188
 9 Evidence, p.195

7.16 At the time of the Committee's visit, officers from Indonesia, PNG, Tonga, Fiji, Malaysia, US, and New Zealand were attending the course. In terms of the attendance of other Services and overseas officers the Director commented:

I find it particularly useful that Navy people attending are exposed to the other Services. I think it helps enormously towards our understanding of the joint way in which we will operate in the future.¹⁰

7.17 The Committee noted that the attrition rate of the College is almost zero. The Director observed that:

... we have very few failures. Occasionally we will have withdrawals where people find that they are just not keeping up.¹¹

7.18 Since 1990 about 25 percent of the student body held a primary degree when they attended the College.¹²

7.19 The RAN Staff Course is a 'live-in' course, unlike the Command and Staff Courses of the other two Services. The Director commented favourably on this aspect:

... the advantages of having them here each evening are, in my view, enormous.¹³

7.20 The Committee heard evidence from a student of the College which agreed with the Director's statement:

I would just like to reinforce the benefits the Captain mentioned. The benefits of being able to study, and discuss in the evening, issues from the day and from the week were quite marked.¹⁴

7.21 The Director advised the Committee that he was very conscious about the gender mix on the RAN Staff Course:

The number of women on the course varies. You would be aware that Navy has about 12 percent of women in its force, and if you apply that ratio to the student body of 28 to 30 then you could expect to see around two on each course. I only have one on this course, but in the preceding courses I have had two women. In the last course with only 21 students (only nine of those from Navy) I did not have any women, but of course

they are coming through the pipeline from the Defence Academy and I expect that will improve. I think our ratio of having women here is about representative of the Navy.¹⁵

7.22 Reserves may attend the RAN Staff Course but the difficulty is getting six months free from employment. Despite this the Director advised the Committee that:

... to my knowledge, two reserve officers have completed this course in the past and one of those is back here in that reserve directing staff billet.¹⁶

7.23 The Committee noted that the average time from graduation to promotion to commander is about four years but only 28 percent of RAN Staff College graduates have actually been promoted. Of the officers promoted to commander since 1990, 47 percent were College graduates.¹⁷

Staffing

7.24 The Director of the RAN Staff College holds the rank of Captain. The College has 19 staff with all administrative support being provided by HMAS PENGUIN. There are nine instructional staff (RAN Commanders or equivalent) including Army, Air Force and NZ Navy as well as RAN personnel. These instructors are complemented by distinguished military and civilian visiting lecturers. One of the directing staff members is a Reserve officer.

Running Costs

7.25 The location of the College on Sydney's north shore adds to the costs of running the College as personnel costs in this location are higher than in any other part of Australia. Total costs (including personnel and operating costs, but excluding student salaries and capital expenditure) each year to run the College is estimated to be \$3.263 million.¹⁸

7.26 In response to questions from the Committee, Defence calculated the cost of providing courses at the RAN Staff College to be \$128,155 for each graduating Defence student.¹⁹ This figure was based on recent course panel sizes and includes

10 Evidence, p.205
11 Evidence, p.183
12 Submission No: 14.6, p.413
13 Evidence, p.189
14 Evidence, p.193

15 Evidence, p.194
16 Evidence, p.201
17 Submission No: 14.6, p.413
18 Submission No: 14, p.134
19 Submission No: 14.9, p.544

both the RAN Staff College's operating costs and student remuneration over the duration of the course. It also includes the cost of Navy steaming for sea familiarisation training.

Adequacy of Facilities

7.27 The RAN is currently conducting a study into the future of HMAS PENGUIN. The Director told the Committee:

At the end of the day our preference is to remain at *Penguin* but, given that we may be forced to move, Canberra would be our best option.²⁰

CHAPTER 8: ARMY COMMAND AND STAFF COLLEGE QUEENSLIFF

Introduction

8.1 The Army Command and Staff College is located on a 6.8 hectare site at Fort Queenscliff, Victoria. Army has been in the Queenscliff area since 1859 with the Fort being completed in 1882.

8.2 Formal command and staff training in Australia for senior officers of the Australian Military Forces began in 1938. A Command and Staff School in Sydney conducted courses of one week's duration.

8.3 Command and Staff training expanded during the Second World War. The Command and Staff School moved to Canberra, and courses lengthened to twelve weeks. In 1942 the school was re-named the Staff School. Then located in Cabarlah, Queensland, it conducted separate courses to prepare officers for Grade One (lieutenant colonel) and Grade Two (major) staff appointments. By 1944, a third course was added, with the aim of preparing officers for Grade Three (captain) appointments.¹

8.4 Following the war, the Australian Government decided to continue staff training of senior officers. The Staff School was re-named the Australian Staff College and, after temporary location elsewhere, opened at Fort Queenscliff for the 1947 Course. The Australian Staff College Course was then designed to prepare students in the rank of Major for Grade Two staff appointments.

8.5 The Australian Staff College functioned at Fort Queenscliff from 1947 to 1982, with a decision being made in 1979 that Fort Queenscliff would remain the permanent home for the College.²

8.6 On 1 January 1982, the Australian Staff College was re-named the Command and Staff College and Given the task of preparing officers for command and staff appointments in the rank of lieutenant colonel. This remains the primary focus of the College, although the charter has since been broadened, increasing the College's responsibility for a number of command and staff courses.³

1 **Visitors Handbook**, Command and Staff College Fort Queenscliff
2 *ibid.*
3 *ibid.*

Aim of the College

8.7 The aim of Army Command and Staff College is to prepare selected officers for command and staff appointments in the rank of lieutenant colonel. The Commandant stressed the emphasis placed on the two main areas of command preparation and staff preparation and suggested that the Command and Staff Course helped the officers make the transition from being a 'doer' to being a 'thinker or planner'.⁴ The course prepares an officer to:

- command a unit in peace and war;
- plan and conduct training;
- plan and conduct the operations of major formations in war; and
- serve as a grade one staff officer at division and corps HQ, functional command HQ, defence centres, Army Office, and HQADF.⁵

Curriculum

8.8 The College conducts one Command and Staff (C&SC) of 46 weeks duration each year. The C&SC addresses the following major study areas:

- command studies which covers topics such as command, leadership, management and training;
- operations studies which prepares the student to plan operations in defence of Australia and its interests;
- strategic studies which provides students with a general understanding of Australia's security interests;
- Australian Defence Studies which provides students with an understanding of Australia's defence capabilities, both civilian and military, and their development within a framework of national security and defence policy;
- Communication and Thinking which develops the student's ability to research widely, think analytically and communicate lucidly in both writing and orally; and
- Military History which provides students with an understanding of the evolution of military thought.⁶

Course Accreditation

8.9 Officers who pass the C&SC are given the post-nominal 'psc' and are awarded a Graduate Diploma in Management Studies which has been accredited through the ACT Accreditation Agency. Officers who have gained an undergraduate degree prior to participating in the course may be given an opportunity to complete a Graduate Diploma in Defence Studies by undertaking some additional units through Deakin University while at Queenscliff. In 1995, 18 students were sponsored for this course.

8.10 A small number of graduates (two in 1994⁷) are given the opportunity to complete Masters Degrees in Defence Studies at Deakin University.

Students

8.11 The C&SC is attended by 60 Australian Army majors, approximately 20 overseas military officers and one representative from each of the RAN, the RAAF, and the Australian Public Service.

8.12 The 1995 course was attended by 25 guest students. These students were welcomed by the Commandant:

We welcome the contribution to our studies that our guest students provide from their own experience and outlook. They add a breadth to the course and stop us becoming too insular in outlook.⁸

8.13 Table 8.1 sets out those countries represented on the 1995 course.⁹

Table 8.1 Countries Represented at Army C&SC¹⁰

RAN	1	Fiji	1	Philippines	2
RAAF	1	India	1	Singapore	1
APS	1	Malaysia	2	Thailand	1
Brunei	1	New Zealand	4	United Kingdom	2
Cambodia	1	Pakistan	1	USA	3
Canada	1	Papua New Guinea	1		

7 Evidence, p.129

8 Evidence, p.99

9 This overseas representation is typical of previous courses.

10 Evidence, p.99

4 Evidence, pp.91-92

5 Submission No: 14, p.219

6 See Evidence, pp.93-97

8.14 Figures provided to the Committee showed that students on the 1995 course were aged between 32 and 38 years, with an average age of 34.6. They had served between 9 and 14 years, with the average length of service being 11.5 years. Forty nine students had command experience at the major level, 16 students had overseas experience with the United Nations and 31 students had overseas experience in other postings or training courses. Forty eight students in the course had gained tertiary qualifications prior to their attendance on the course.¹¹

8.15 There were no Reserve officers on the 1995 course. The Commandant noted that:

...the major problem that our reserve officers have is taking 12 months away from their civil employment to actually partake of the course.¹²

8.16 There is almost nil attrition on the course and the Commandant advised the Committee that there has only been one failure over the years.¹³ The reason for this is that the selection process is such that only those with a very high probability of passing the course are selected for it.

8.17 Selection for the C&SC is competitive with majors of one year seniority and above being in the zone for selection. However, most students would have more than one year's experience as a major before attending the course.

8.18 Of the 65 majors cleared for promotion to lieutenant colonel in 1994, 62 were 'psc' qualified. Overall, 88 percent of serving lieutenant colonel are 'psc' qualified.¹⁴ Of the approximately 750 Army officers who have graduated from single-Service Command and Staff Colleges over the past 10 years, 56.6 percent have been promoted to lieutenant colonel and only 7 percent have not and will not be promoted. Others have been discharged, are yet to enter the promotion zone or are presently in the zone.¹⁵ The Commandant observed that:

... if an officer is to be promoted he will normally be promoted within the two years after he leaves staff college.¹⁶

8.19 The Commandant made the observation that it is not just the course content but the opportunity for networking that is of value:

... the Staff College network that you produce is very important as you go on to further things.¹⁷

8.20 The Committee noted that as there are no other Army facilities in the Queenscliff area, an officer posted to the course has to be posted again in twelve months. This double posting may have both positive and negative impacts. On the positive side, it provides personnel with the opportunity to spend time with their families for the duration of the course, unlike the equivalent RAN and RAAF courses which are unaccompanied. However, it may result in children being in three different schools over a two year period and career minded spouses being disadvantaged by two moves in a twelve month period. The Committee was advised that employment for spouses in the Queenscliff area is also difficult.¹⁸

Staffing

8.21 The instructional staff is drawn from all three Services and from overseas countries. It is mainly military but visiting civilian staff provide additional support.

8.22 The College employs 115 staff, 39 of whom are instructional and training support staff with the remainder being base support and administrative personnel. The base support and administrative personnel is made up of 46 military and 47 civilian staff.

8.23 The Commandant of the College is a Brigadier who has responsibility for the Senior Officer Study Period, the Command and Leadership Centre and is the Training Adviser for all corps intermediate officer training in addition to his responsibilities as Commandant.¹⁹ Immediately beneath the Commandant are two colonels. One is the Director of Studies, responsible for day to day conduct of the Army Command and Staff course. The Director of Studies has 15 lieutenant colonel equivalent directing staff (9 Army, one Air Force Wing Commander and five overseas officers - one from each of the United States, the United Kingdom, New Zealand, Malaysia and Canada) and 85 students under his control.

8.24 The other colonel, a Reserve officer, is the Director of Officer Development. This officer is responsible for carrying out the functions of training adviser for Intermediate and Advanced level command and staff training within Army for both Regular and Reserve officers. This task involves the technical control of the development, conduct and validation of six different courses on which approximately 750

11 These statistics vary from year to year.

12 Evidence, p.111

13 Evidence, p.115

14 Submission No: 14.5, p.374

15 Submission No: 14.5, p.375

16 Evidence, p.115

17 Evidence, p.121

18 Evidence, p.142

19 Evidence, p.91

officers are trained each year. The Director of Officer Development has a staff of five lieutenant colonels (four Reserve officers and one Regular officer) and three majors (two Reserve officers and one Regular officer) to assist him in carrying out this function.

8.25 In addition to the areas controlled by the Director of Studies and the Director of Officer Development, the College has a research cell directly under the control of the Commandant. This cell is responsible for the conduct of the Army section of the Senior Officers' Study Period and the establishment of the Command and Leadership Studies Centre at the College. This centre is being established in order to provide Army with a single point of focus for the development of doctrine and training in command, leadership and management.

Running Costs

8.26 In response to questions from the Committee, Defence calculated the cost of providing the courses at the College to be \$276,073 for each graduating Defence student.²⁰ This figure was based on recent course panel sizes and includes both the College's operating costs and student remuneration over the duration of the course.

8.27 The College is allocated 90 RAAF air transport hours each year compared with 22.5 hours for the RAN Staff College and 45 hours for the RAAF's C&SC. The College's operating costs include the cost of this air transport allocation.

Adequacy of Facilities

8.28 The Queenscliff site contains many historical buildings. Some \$13 to \$15 million was expended in the mid-80s to redevelop the instructional facilities and to preserve the historical character of the site. Whilst the ADF raised no facilities issues with the Committee, the ADF submitted that in its contingency planning there was an option for the Army to relocate from Queenscliff at some time in the future should the collocation of the single Service Staff Colleges proceed.²¹

CHAPTER 9: RAAF STAFF COLLEGE FAIRBAIRN

Introduction

9.1 The RAAF Staff College is a lodger unit at RAAF Base Fairbairn in the ACT. The College shares a range of base support functions such as catering, medical and dental with the ten other units at this establishment.

9.2 The history of the RAAF Staff College dates back to 1921 when RAAF officers were first sent to the RAF Staff College at Bracknell in the United Kingdom. The requirements of World War II led to the introduction of a 12 week war staff course at Mount Martha called the RAAF Staff School. This course was reintroduced in 1949 at Point Cook under the auspices of the RAAF Staff College. The Staff College was moved to Fairbairn in 1960 where the course was known as the Advanced Staff Course. Towards the end of the 1980s the then Chief of the Air Staff was not satisfied that the staff course was meeting the changing requirements of the RAAF. As a result, the course was entirely redeveloped as the Command and Staff Course in 1989.¹

9.3 The College is responsible for the professional development of the mid-level officers (squadron leaders) of the Air Force. It conducts one Command and Staff Course of 46 weeks duration for 48 students each year. The course is part of the RAAF Officer Education and Training Scheme continuum outlined in Chapter 6.

Aim of the College

9.4 The aim of the Command and Staff Course is to prepare selected officers of squadron leader rank for command and demanding staff appointments in the ranks of wing commander and group captain. Air Force stresses that graduation from this course is an essential requirement for all command and 'demanding' staff appointments in the rank of wing commander and group captain.²

20 Submission No: 14.9, p.544

21 Submission No: 14, p.138

1 Evidence, p.314

2 Evidence, p.309

Curriculum

9.5 The RAAF's Command and Staff Course addresses four main study streams:

- Air Power which covers topics such as ADF strategic concepts, ADF structure and order of battle, the single Service's operational and logistic support capabilities, command and control from the single Service and joint perspective and strategic military appreciations;
- Command, Leadership, and Management which covers topics such as the inter-relationships between the RAAF and other areas of Defence and government and management practices;
- Strategic Studies which covers topics such as strategic concepts, strategic environment, national power and military power; and
- Staff Studies which covers topics such as effective research, analysis and decision making.³

9.6 The Committee noted that these streams are fully integrated and not delivered in blocks. The course appears to have a very strong strategic emphasis whereas the COSC endorsed position is that the single Service Staff Colleges will focus studies at the tactical level of war.⁴ It follows that the course could be rationalised so that some of the strategic focus of the course is delivered at a later stage in the Officer Education and Training Scheme continuum.

9.7 The course objectives are performance-oriented rather than functionally-oriented with a focus on the analytical, evaluative and application skills required by senior officers. The Committee observed that while the objectives are couched in somewhat different terms to the equivalent Navy and Army courses, the objectives are essentially the same.

9.8 In addition to the Command and Staff Course, the College conducts the Commanding Officer's Course which is a 10 day course for 18 officers conducted twice annually. Its aim is to familiarise officers appointed to command positions with the role and responsibilities of a commanding officer and to make them aware of current policy and practice relative to resource management, personnel management, air force law and administrative law.

9.9 The College also conducts a four day International Officers' Course which aims to prepare international officers for the RAAF Command and Staff Course so that they can gain the maximum benefit from the course.

Course Accreditation

9.10 The post-nominal, 'psc', is conferred on all officers who satisfactorily complete the course. A full officer evaluation report is also completed on each student participating in the course. This assessment is important for future promotional prospects and for selection to the Joint Services Staff College.⁵

9.11 Graduates of the course also attain a Graduate Diploma in Management Studies. This was accredited by the ACT Accreditation Agency in November 1994.

9.12 The Committee was told that the College is negotiating with the Australian Defence Force Academy to gain advanced standing of the course towards a Master of Defence Studies for selected candidates. To assist with the accreditation negotiations, the College is establishing an academic board which will include an academic member and an industry member.⁶

Students

9.13 Students are selected by the Personnel Directorate to undertake the course. In addition to satisfying the academic prerequisites, all squadron leaders selected must have a minimum of two years seniority as a squadron leader.⁷

9.14 The course provides for 48 students, including participants from Navy, Army, the Australian Public Service and up to 12 overseas countries. The 32 RAAF students generally include six navigators, six pilots and six engineers. The remaining 14 students are drawn from other categories.⁸ The average age of the officers participating in the course is 37 and the average length of service of officers is 17 years. About 60 per cent of the students had gained tertiary qualifications prior to undertaking the course.

9.15 The Committee found that there is no return of service obligation attached to undertaking the Command and Staff Course:

We do not require the return of service obligation because we believe that it may reduce our selectivity of people who want to come here. Of the 132

5 Evidence, p.338

6 Evidence, p.340

7 Evidence, p.337

8 Evidence, p.323

3 See Submission No: 14, pp.222-223

4 *ibid.*, p.155

graduates that we have had from this course since 1990, only nine have left the air force...⁹

9.16 The Committee was told that the course failure rate was virtually nil. Only one person had failed to complete the course since 1990. The high success rate was attributed to the feedback mechanisms, the positive approach to counselling and the assistance given to course members.

9.17 The Committee found that, regardless of qualifications and background, unless an officer has passed the External Studies Course and the preceding courses in the Officer Education and Training Scheme, that officer is not qualified to undertake the Command and Staff Course.¹⁰

9.18 The following student opinion on the course was provided to the Committee:

...the approach adopted by the staff created a learning environment which enabled me to continually improve my professional and military skills.¹¹

9.19 The benefits of networking were also underlined, part of the effectiveness of the course being:

...the opportunity to develop career lasting relationships with overseas Army, Navy, public service and RAAF officers.¹²

9.20 The Committee was told that there are no Reserve students on the course as the maximum rank for a Reserve officer is squadron leader. In addition, obtaining the necessary time off work is a real problem.¹³

Staffing

9.21 The Commandant of the RAAF Staff College holds the rank of Group Captain. The College employs 28 staff, mainly Air Force personnel working in planning, implementation and support functional areas. This figure includes instructional and support personnel. Much of the lecturing activity has been deliberately outsourced so that the directing staff at the College are primarily planners, administrators and facilitators.¹⁴

9 Evidence, p.337
10 Evidence, p.340
11 Evidence, p.320
12 Evidence, p.321
13 Evidence, p.343
14 Evidence, p.312

9.22 The Commandant is supported by an academic adviser whose role is to provide expert advice on academic subject matter and course standards to the Commandant and directing staff.

9.23 The Commandant is supported by a Course Director responsible for the implementation of the Command and Staff Course program,¹⁵ a Director of Studies and Support responsible for the overall design and academic content of the course, long term planning and internal validation and a Course Coordinator who is responsible for College scheduling, resource allocation and administrative services. Each of these positions is at the rank of wing commander.

9.24 The directing staff includes six wing commander equivalent positions, including an army officer, a United States Air Force exchange officer and a senior officer of the Australian Public Service. The planning staff includes a further three wing commander equivalent positions including a naval commander. Part time assistance is provided to the planning staff by the course coordinator. Three of the staff have peacekeeping experience and some have served in the Vietnam and Gulf Wars.¹⁶

9.25 The planning staff were all formerly members of the directing staff. Conversely, the directing staff are identified as understudies to planners to allow for contingencies. The directing and planning staff are supported by a junior officer and ten enlisted personnel as well as a civilian librarian, reprographic and audiovisual personnel.

9.26 The Committee was told that the support positions are in the process of being reviewed for civilianisation, a process which has begun with the civilianisation of the information technology support officer's position.

9.27 The Committee was also told that the revised course draws on visiting lecturers from academia, industry, foreign missions, senior defence and other government civilians and senior defence force personnel. Some 139 sessions are provided by civilian lecturers. It is argued that the outsourcing of the course material provides flexibility in the choice of lecturer, maintains as high an academic standard of lecturer as possible, provides academic rigour to the course and acts as a buffer against the disruption to the standard of material presented, course content and continuity that may arise through staff posting turbulence.¹⁷

15 The Course Director is also responsible for the implementation of the Commanding Officers' course and the coordination of non-academic activities.
16 Evidence, p.335
17 Evidence, p.312

Running Costs

9.28 In response to questions from the Committee, Defence calculated the cost of providing courses at the College to be \$233,363 for each graduating Defence student. This figure was based on recent course panel sizes and includes both the College's operating costs and student remuneration over the duration of the course. It also includes 45 C130 flying hours each year.

Adequacy of Facilities

9.29 The ADF submitted that the RAAF College is housed in unsatisfactory buildings and a new facility will be required in the mid-term.¹⁸ The Committee's observations were at odds with this position with Mr Sinclair stating:

... given that your facilities here are demonstrably inadequate, something needs to be done to provide the College with a more permanent home.¹⁹

PART III: SENIOR OFFICER TRAINING

18 Submission No: 14, p.137

19 Evidence, p.327

CHAPTER 10: JOINT SERVICES STAFF COLLEGE

Introduction

10.1 The Joint Services Staff College (JSSC) is located at Weston Creek in the Australian Capital Territory. It is adjacent to the new Australian College of Defence and Strategic Studies (ACDSS) with which it shares messing and resource facilities.

10.2 The College was initially established in 1970 as the Joint Services Wing of the proposed Australian Staff College. In 1972 the COSC decided that the Joint Services Wing should be designated as the Joint Services Staff College. However, in 1978 the COSC further decided that the single-Service Staff Colleges should retain their separate identities and plans for an Australian Staff College were not pursued.

10.3 JSSC conducts two 22 week Joint Service Staff Courses annually with 48 students on each course.

Aim of the College

10.4 The charter of JSSC was revised in January 1995, as a result of the formation of the Australian College of Defence and Strategic Studies. Previously, JSSC's charter was to provide selected ADF officers with an advanced education in preparation for senior appointments, especially those involving command and policy formulation responsibilities in the ADF or Department of Defence at colonel equivalent or brigadier equivalent rank. The revised charter is to prepare selected lieutenant colonels equivalent for Joint Service appointments in the ranks of lieutenant colonel equivalent and colonel equivalent.¹

Curriculum

10.5 Whereas previously the JSSC course was focused at the strategic level of conflict, the current focus of training is at the operational level of conflict but within a well devised and presented strategic framework. The revised course includes studies in management relevant to the Defence organisation.²

1 Submission No: 14, p.117

2 *ibid.*

10.6 The Committee was told that, following the redesign of the curriculum in 1994, the College sought advice of Defence staffs in the United Kingdom, the United States and Germany as to how Staff Colleges and other institutions in these countries addressed officer education in the area of the operational level of conflict.³ The downgrading of the course was justified by Defence on the grounds that there is a need for senior officers at the lieutenant colonel and colonel rank to be involved in planning of campaigns, for example, peacekeeping and humanitarian support operations, such as those conducted in Cambodia and Somalia.⁴

10.7 The current JSSC course is divided into four major study areas:

- Australia's strategic environment and its impact on military planning and operations;
- staff procedures, issues and principles in the Department of Defence, Headquarters ADF, joint headquarters and Service Office environment;
- resource management at the corporate level; and
- planning and command in a joint environment at the operational level conflict.⁵

10.8 A central theme of the new course is the planning, mounting and conduct of campaigns. Campaigns include peacekeeping and humanitarian support operations, either within a United Nations Organisation or other multilateral framework, or mounted unilaterally. The course also aims to educate participants in the broader functions of Defence, in higher Defence processes and corporate resource management.⁶

10.9 The Commandant of the College pointed out that the curriculum deals with human rights but not in any specific course:

We deal with international law, we deal with the laws of armed conflict and we deal with some cultural issues. The commissioner, Mr Dodson, comes out and talks about indigenous people's issues. We do cover law, but we do not have a discrete area which sort of says 'humanitarian studies'. We certainly deal with it when we look at the peacekeeping package, too.⁷

3 As a result of the responses received, the Commandant JSSC developed a program to visit a number of institutions in the UK and USA in mid 1995 to study their teaching of operational level subjects and to review the instructional methodologies and resources, with a view to including those considered appropriate within the JSSC curriculum.

4 Submission No: 14, p.95

5 *ibid.*, p.225

6 *ibid.*

7 Evidence, p.350

10.10 The course is divided into three study periods over 22 weeks. After the first study period course members participate in a tour of approximately 10 days to one of the countries in the region. During the second study period the course includes an Australian study tour of about eight days to northern Australia. Of the total 880 hours available, there are 470 contact hours the rest of the time being for directed or private study.⁸

10.11 JSSC is closely linked with the ADF Warfare Centre which provides modules of the course dealing with the command of joint forces at the operational level of war. This includes consideration of peacekeeping and international humanitarian law and their effect on operations.⁹

Course Accreditation

10.12 Graduates of the course are awarded the post nominal 'jssc' and receive a Graduate Diploma in Strategic Studies through the ACT Accreditation Agency.

Students

10.13 The course accommodates 48 participants drawn from Navy (7), Army (12), Air Force (8), Australian Public Service (5) and overseas nations (16). ADF personnel are selected by their single Services Personnel Directorates and overseas participants are selected by their own governments. Invitations to overseas nations to nominate a participant are coordinated by the International Policy Division of the Department of Defence which invites countries to nominate participants on a regular rotational basis.¹⁰

10.14 Since its inception 25 years ago JSSC has conducted 50 courses. A total of 1,999 students have graduated. Table 10.1 sets out the composition of these graduates.

8 see Exhibit 25, JSSC Statistics Curriculum

9 Submission No: 14, p.227

10 Evidence, p.352

Table 10.1: Composition of JSSC Graduates¹¹

RAN	316
ARMY	522
RAAF	344
APS	262
NZ	170
OVERSEAS	385 ¹²

10.15 The Committee heard evidence that the participation of overseas students is of great benefit to the course:

I do not think anybody could be exposed to the environment not only of this college but also of the community of Canberra and the community of the students without being more understanding of - if not agreeing with us on - those issues that shape Australia's views... we often had spirited discussion with overseas course members... at the end of the day, all parties had a greater understanding of the cultural and social dynamics of where each of us came from.¹³

10.16 At the time of the Committee's visit to the College there was only one Army Reserve officer undertaking the course. However, in order to get the six months free from his employment this officer explained that:

... in my case it came to the point that I had to resign.¹⁴

10.17 The Chiefs of Staff Committee (COSC) considers attendance at JSSC 'desirable' for promotion to colonel (E) on the grounds that joint Service appointments are desirable prior to promotion to one star rank. However, the course cannot be made

mandatory for promotion because Service demands preclude a considerable number of officers from participating in the course:

You have a window of opportunity to come here. It would be impractical to expect everybody to come here, because it might be more important to the Service for them to go off and command a ship or a battalion in lieu of coming here. In addition, some people go overseas. Other people, perhaps, go off and do an MA or are attached to the Strategic Studies Centre, and that would be counted in lieu of coming here. There is a variety of ways of achieving the education.¹⁵

10.18 The Committee found that a high proportion of course participants held undergraduate or postgraduate awards prior to attending JSSC. For example, in the current Course (1/95) 19 participants had achieved undergraduate degrees, eight held masters degree and 13 held postgraduate diplomas. Over the past two years, five students have held postdoctoral qualifications.

10.19 An undergraduate degree was not regarded as essential for participating in the course. Indeed, the opportunity to achieve a graduate diploma upon successful completion of the course was greatly valued by students who, for a variety of reasons, had not undertaken tertiary studies earlier in their careers.

10.20 The course attrition rate is very low. To illustrate, the Commandant stated that since the College was accredited to award the Graduate Diploma in 1988:

... about 98 percent of Australians have qualified for the Graduate Diploma, and about 95 percent overall.¹⁶

10.21 Table 10.2 sets out the percentage of colonel equivalent ranks who hold JSSC qualifications.¹⁷

Table 10.2: Colonel Equivalent Ranks with JSSC Qualifications¹⁸

NAVY	60%
ARMY	47%
AIR FORCE	54%

15 Evidence, p.359

16 Evidence, p.354

17 Submission No: 14.5, p.396

18 *ibid.*

11 see Exhibit 23, Overhead slides, JSSC Commandant's briefing of 31 March 1995

12 Overseas course members represent 21 countries: Canada, Malaysia, Singapore, Philippines, Thailand, South Vietnam, Cambodia, India, Indonesia, PNG, Japan, Brunei, Sri Lanka, Pakistan, Fiji, Vanuatu, France, Oman, Germany, USA, UK. None of these students are fee paying. Occasionally other countries such as Brunei send students and this is done on a fee paying basis.

13 Evidence, pp.366-7

14 Evidence, p.371

10.22 The other side of the equation is that a number of officers who complete JSSC but, for a variety of reasons, do not get promoted to the colonel equivalent rank. Table 10.3 provides a breakdown of these figures.¹⁹

Table 10.3: Non-promoted JSSC Graduates²⁰

NAVY	50%
ARMY	46%
AIR FORCE	47%

10.23 The Committee heard evidence that the real staff work, in both a conceptual and practical sense, is done at the lieutenant colonel equivalent rank. The education and professional development of lieutenant colonel (equivalent) level officers through the JSSC is important to the future of the ADF.

10.24 The Committee also heard evidence that there is a need to evaluate where the JSSC sits on the continuum of officer professional development.²¹ It was suggested that the JSSC comes too late in an officer's career because it was trying to accommodate the senior officer end of education and experience.²²

Staffing

10.25 The Commandant of the College is a rotating one star position, presently occupied by an Army Brigadier. He is supported by a Director of Studies at the colonel equivalent rank, eight directing staff at lieutenant colonel equivalent rank and a small administrative and support staff which includes those people working in the library which is shared with ACDSS. The Directing Staff consists of two Navy, two Army and two Air Force officers, one Public Servant and one New Zealand officer.

10.26 The staff is supported by a number of visiting academic and military lecturers, some 94 of whom attend for each course.²³

19 *ibid.*, p.397

20 *ibid.*

21 Evidence, p.85

22 *ibid.*

23 Evidence, p.351

Running Costs

10.27 In response to questions from the Committee, Defence calculated the cost of providing the course at JSSC to be \$122,072 for each graduating Defence student.²⁴ This figure was based on recent course panel sizes and includes both the College's operating costs and student remuneration over the duration of the course.

10.28 The costs of operating the College include the aircraft operating hours associated with the visits conducted by the College as part of each course. The total annual aircraft hours are 230 for a C130.

10.29 The College has been subject to a CSP review and the *messing function* is operated by a private contractor. The College was undergoing a computer upgrade during the visit by the Committee and students expect there to be some benefit when the upgrade is completed.²⁵

Adequacy of Facilities

10.30 When the College was established in 1970 the facilities which it still occupies were regarded as temporary accommodation. Although the facilities have been recently refurbished they are adequate but basic. They do however stand in marked contrast to the new, adjacent facility occupied by the ACDSS.

24 Submission No: 14.9, p.544

25 Evidence, p.375

CHAPTER 11: AUSTRALIAN COLLEGE OF DEFENCE AND STRATEGIC STUDIES

Introduction

11.1 In January 1995 the Australian College of Defence and Strategic Studies was established to meet a perceived shortfall in the professional development needs of senior officers of the Australian Defence Force. It is located at Weston Creek in the Australian Capital Territory and is adjacent to the Joint Services Staff College with which it shares messing and resource facilities.

11.2 Prior to the establishment of the College, senior officers undertook formal full-time study in strategic and defence studies at overseas institutions such as the Royal College of Defence Studies in the United Kingdom, the National Defense University in the USA or the National Defence College of Canada, India or Pakistan. While a range of benefits were to be derived from attending overseas colleges, it was argued that the numbers of places available for ADF senior officers were insufficient, the courses did not focus on the areas of specific interest to ADF officers (namely Australia and the region) and the courses offered little opportunity for Australian civilians to participate.¹

11.3 The College provides for up to 40 senior military officers and civilian officials. It was envisaged that the composition of participants would be 15 ADF officers, 10 public service officers from both federal and state public services, two from other agencies such as the Australian Federal Police, two from industry and 11 from overseas services or government departments. It was also envisaged that military officers would be at colonel (equivalent) level,² public servants at senior executive service level and private sector executives at general manager level.³

Aim of the College

11.4 The aim of the College is to prepare selected leaders of the defence forces and the civil community for increased responsibilities through a program of studies in national defence and regional security.⁴

1 Submission No: 14, p.121
2 The first course in 1995 included three brigadiers.
3 Submission No 14, p.238
4 *ibid.*, p.231

Curriculum

11.5 The College curriculum is divided into six main study areas:

- Security and Defence which covers topics such as the Nation State, government, the state and society, power, influence and the use of force, national security, and the military, the state and society;
- International Security which covers topics such as the structure of international relations, statecraft, foreign policy and diplomacy, the major powers, the United Nations, and global trends and issues;
- Policy Formulation which covers topics such as policy, defence and the decision making process, developing defence policy, directing the writing of a strategic review, and the community and the defence function;
- Organisation and Management which covers topics such as the senior executive's role, managing the organisation, and military command and control;
- Asia and the Pacific which covers topics such as regional patterns, the political and economic challenges of modernisation, and economic performance and potential; and
- Regional Security and Co-Operation which covers topics such as concepts and models, the development of co-operation in Asia and the Pacific, and security co-operation in Asia and the Pacific.⁵

11.6 The College seeks to provide participants with:

- a deeper understanding of strategic factors and a broader understanding of the defence and security issues affecting the modern world;
- a deeper understanding of the defence and strategic issues of greatest relevance to the nations of Asia and the Pacific;
- a deeper appreciation of the aspirations and concerns of nations within the area;
- a sound knowledge of the scope, forms and potential for regional co-operation;

- an improved capacity to lead others in meeting the challenges of policy development and senior command or management in the defence and security field;
- a deeper knowledge and appreciation of the precepts, values and ethics of the profession of arms; and
- enhanced links with leaders, actual and potential, from nations and professions other than their own.⁶

11.7 The Director of Studies of the College pointed out that the curriculum includes a module on human rights:

The module will be run by ADI Consulting and includes the Challis Professor of International Law at Sydney University, Professor Ivan Shearer, who is the key professional involved. He will be supplemented by Commodore Bateman and two members of the faculty of the University of Wollongong. They will cover in some detail the matter of human rights.

Our approach is not to tell people all of the contents of the major legal instruments that deal with human rights or to try to convey a great deal of information about the various organisations that are working to improve human rights. What we are trying to achieve with our particular module on the subject is to establish the connection, precisely the connection, between those human rights, norms and objectives and the professional life of the people in the college. That is the focus of the course.⁷

11.8 The length of the full academic program of the College is 46 weeks. Provision is made however for the participation of part-time students in discrete modules which can vary in length from a day to a few weeks.⁸ The Committee is concerned that people in senior positions may not be available to attend the course due in part to its length. This aspect should be considered in any review of the course.

11.9 Participants in the course generally operate in syndicates. Each syndicate is composed of 10 participants at the College or 5-6 participants for visits. The composition changes depending on the subject and to enable participants to work with the greatest possible range of other people. The mode of operation within the syndicates is intended to reflect the mode of operation within large organisations.⁹

6 Submission No: 14, p.231
7 Evidence, pp.408-9
8 Submission No: 14, p.239
9 Evidence, pp.398-400

5 Full details of the six study areas are located in Submission No: 14, pp.232-237.

11.10 The course also includes several study tours to various state capitals, regions of particular interest in Australia and overseas destinations.

Course Accreditation

11.11 The College has not sought to have the course accredited. The College Handbook refers to the course as a post-graduate course, but the nature of the course (there are no tests, examinations, term papers or theses, and participants are required to undertake little or no research) and the use of different universities and other organisations to provide different modules means that the College has no specific link to any one university.

11.12 The Committee was surprised to find that the College of Defence and Strategic Studies had not sought formal accreditation for its course. Air Marshal Funnell explained that:

... given the nature of this program and given the style of this program, it is very difficult to see, because it is so different, how you would and from whom you would gain accreditation.¹⁰

11.13 Similarly, the Principal commented that:

... what are you using accreditation for? What is the purpose of it as far as the Department of Defence is concerned? What we are dealing with here are senior people about to enter the last phase of their professional life. These are not junior people who are thinking perhaps in terms of this possibly being only the first of their careers. These are people who have elected to be in Defence and security areas, either in the military or in the civil sphere, so there is not that need for accreditation from the participants quite apart from the parent Departments.¹¹

11.14 It was also argued that one of the strengths of the college is the emphasis on action and interaction amongst the participants. Although students are required to prepare one paper of approximately 5,000 words, the course does not conform to conventional academic modes. Much of the written work is based on notes which participants prepare for course activities. The program is structured to enable participants to interact within small groups to a great extent. This approach was justified on the grounds that:

... in their normal day-to-day activity senior executives tend to do that sort of thing much more than writing papers from scratch ... senior people are presented with

10 Evidence, p.397
11 *ibid.*

a brief by their staff. They do not actually, usually, go right down to the files and write it all out themselves.¹²

Students

11.15 The optimum strength of each course is 40 participants of whom 15 will be ADF officers at the colonel equivalent rank level. The first course includes 32 full time and four part-time students. The fact that there are eight unfilled places is explained by the College as being a factor of the newness of the College. Non-ADF organisations require longer lead time than was given to arrange the necessary attachments of their personnel to the College.

11.16 The development of the College will enable some professional development previously completed overseas, to be completed in Australia. Table 11.1 records the attendance and proposed attendance of colonel equivalent officers and above, including Defence civilians, at overseas staff courses for the period 1992 to 1996.

Table 11.1: Attendance and Proposed Attendance of Defence Personnel at Overseas Staff Courses - 1992-1996¹³

College	1992	1993	1994	1995	1996
NDC Canada (12 months)	1	1	Nil	Nil	Nil
RCDS UK (12 months)	3	2	1	2	1
NDC India (12 months)	1	1	1	1	1
NDC Pakistan (12 months)	1	1	1	Nil	1
NDU Washington	Nil	Nil	1	Nil	Nil
NIDS Japan	Nil	Nil	1	Nil	Nil
US Army War College (12 mths)	1	1	1	1	1
US Navy War College (12 mths)	Nil	1	1	1	Nil
TOTAL	7	7	7	5	4

12 Evidence, p.395
13 Submission No: 14.7, p.518

11.17 It is envisaged that a reduced number of senior officers will continue to undertake courses in overseas colleges.

Staffing

11.18 The Principal of the College is a lieutenant general equivalent. There are four directing staff at the one star equivalent level (one from each of the three Services and one from the Department of Foreign Affairs and Trade) who report to the Director of Studies, a two star equivalent civilian position. There are six support staff who are responsible to the Director of Planning and Co-Ordination, a colonel equivalent officer. The information Resource Centre is manned by four of these staff which includes two librarians. The remaining support staff are two shared personnel assistants.

11.19 Each of the six study periods is divided into modules. A module is a group of activities that can be provided by one teaching team.¹⁴ Each module was put out to tender to all universities and equivalent institutions in Australia. Contracts are for a period of three years to ensure quality of input.¹⁵

11.20 The Committee was told that contracting out entire modules ensures continuity and consistency of viewpoint within that module.¹⁶ In addition, the staffing of the College can remain quite low because the study areas are conducted by specialists under contract. However, the Committee was concerned that the contracting out of courses be conducted in such a manner as to ensure long term partnerships between contractors and the ADF. This aspect should be considered in any review of the College.

11.21 The Principal is assisted by a College Advisory Board which allows the College:

... to put to them particular issues that have come up through our operations on which we believe their advice might be important and also to establish links with the wider community.¹⁷

11.22 In 1995 the College Advisory Board consisted of:

- General P C Gration, AC, OBE (Ret'd);
- Mr R A Woolcott, AC;
- Mr F J Conroy; and
- Lieutenant General J S Baker, AO.

11.23 The course incorporates a Visiting Fellows and a Distinguished Guests program. Visiting Fellows with relevant experience and a distinguished record in areas that are relevant to the work of the College are invited to spend an unspecified period of time - from two days to two weeks - participating in and contributing to the scheduled activities of the College. Distinguished guests, on the other hand, may be invited to provide a lecture or seminar to the course.¹⁸

Running Costs

11.24 In response to questions from the Committee, Defence calculated the cost of providing the course at the College to be \$297,350 for each graduating Defence student.¹⁹ This figure was based on recent course panel sizes and includes both the College's operating costs and student remuneration over the duration of the course.

11.25 Included in the operating costs of the College are the requirements for 50 B707 and 35 C130 hours each year. This allows the participants to make two overseas trips and some domestic trips during the year they are attending the College.

Adequacy of Facilities

11.26 No significant facility issues were raised with the Committee as the College facilities are brand new. However, there is some shortage in syndicate rooms as the College buildings were designed and constructed before the course content and training methodology was finalised.

14 Evidence, p.401

15 Evidence, p.402

16 Evidence, p.392

17 Evidence, p.411

18 Evidence, p.393

19 Submission No: 14.9, p.544

PART IV: OTHER AVENUES OF PROFESSIONAL DEVELOPMENT

CHAPTER 12: OTHER AVENUES OF PROFESSIONAL DEVELOPMENT

Introduction

12.1 The terms of reference for this inquiry require the Committee to assess how the nine colleges identified in the reference contribute to the provision of academic studies and professional military development of the officer corps. However, the Committee is mindful that other organisations also play a part in officer professional development.

12.2 This Chapter describes the other avenues of professional development available to members of the officer corps. These avenues include Defence courses, programs conducted principally by tertiary institutions, the placement of officers at overseas defence colleges and exchanges with foreign defence forces.

Defence Courses

12.3 A number of Defence courses have been devised to contribute to the professional development of some officers. These include:

- the Middle Management Development Program;
- the Defence Systems Management Course;
- the Defence Industry Course; and
- courses at the Australian Defence Force Warfare Centre.

Middle Manager's Development Program

12.4 The Middle Manager's Development Program is designed for 12 Administrative Service Officers Class 6 and includes participants at the rank of major. The Middle Manager's Development Program is a 12 month program consisting of three work rotations of approximately three months each with blocks of instruction between the rotations. The aim of the program is similar to the Service staff college courses. It is anticipated that each course will include three Service officers of major equivalent rank.¹

1 Submission No: 14, p.228

Defence Systems Management Course

12.5 Opportunities are provided to lieutenant colonel and colonel equivalent officers to participate in the Defence Systems Management Course. This three week residential course is conducted twice yearly at the Australian Emergency Management Institute at Mt Macedon, Victoria. It addresses decision-making processes in the Department of Defence and analytical techniques for Defence planning and management.²

Defence Industry Study Course

12.6 The Defence Industry Study Course is a senior management development program which provides an opportunity for participants from industry, the ADF, the Australian Public Service, tertiary institutions and trade unions to study Defence policy.

12.7 The Defence Industry Study Course replaced the Industrial Mobilisation Courses conducted by Defence during the post-World War II period. This change occurred as a result of the *Defence Policy and Industry Report* (more commonly known as the Price Report) of November 1992.³

12.8 The course deals with issues of defence self-reliance, the defence policy for industry and the business relationship between Defence and industry. Three to four eight month long courses are conducted annually in various States. ADF participants in the course are lieutenant colonel equivalent rank.⁴

Australian Defence Force Warfare Centre

12.9 Several courses are conducted at the Australian Defence Force Warfare Centre (ADFWC), a lodger unit at RAAF Base Williamtown. The ADFWC's direct ancestor was the School of Land/Air Warfare established in 1946. It has evolved through, and amalgamated with, such organisations as the Air Support Unit (1948), the Australian Joint Anti-Submarine School (1951), the Australian Joint Warfare Establishment (1975) and the Australian Joint Maritime Warfare Centre (1986) to emerge as the ADFWC in 1990.

12.10 The charter of the ADFWC is:

... to study, develop, teach, promulgate and provide advice on Australian joint operations doctrine, procedure and tactics including administrative

2 *ibid.*
3 Submission No: 14.13, p.589
4 Submission No: 14, p.229

support for operations. ADFWC is also required to assist joint headquarters and agencies in joint warfare matters.⁵

12.11 The ADFWC is organised into three wings, namely, a training wing, a doctrine wing and a coordination/support wing.

12.12 The training wing consists of 24 officers and three support staff. The wing is responsible for the bulk of the ADFWC's instructional and peacekeeping roles in addition to ADF wargaming support.⁶

12.13 During fiscal year 1994/95, the training wing will provide education and training to an expected 2,024 personnel, including civilians and foreign military officers in over 40 short (1-4 week) courses. These courses are separated into three streams, namely, the General Joint Warfare courses, Joint Maritime Warfare courses and Joint specialised courses. Examples of these courses include:

- the *Introduction to Joint Warfare Course* - attended by officers from cadet to lieutenant level;⁷
- The *Joint Operations Planning Course* - conducted annually over nine days in April or May for captain or major equivalent officers who are posted to positions involving joint operational planning. The focus of the course is joint operations planning at the tactical level of conflict;
- A *Joint Offensive Support Course* of 10 days duration is conducted each April to train captain or major equivalent officers in firepower coordination and airspace management. The focus of this course is also the tactical level of conflict;
- The *Joint Maritime Warfare Course* of five days duration is held twice each year (in March and September) to instruct RAAF and RAN Commanding Office/Executive Officer designates on the planning and conduct of joint maritime operations. The focus of this course is both the tactical and operational levels of conflict;
- A *Joint Warfare Seminar* - conducted annually over five days for lieutenant colonel equivalent officers to examine contemporary factors influencing planning for combined and joint operations at the strategic and operational levels of conflict; and

5 Submission No: 14.5, p.352
6 *ibid.*
7 *ibid.*

The Senior Officers Study Period - programmed each March or April to update the knowledge of selected colonel and brigadier equivalent officers in the areas of strategy, operations and administration relevant to the defence of Australia. The Study Period focuses on the domestic and international scene and the factors which contribute to the development of national and defence strategies. The curriculum includes Australia's foreign and defence policies, updates from intelligence analysts and presentations by the three Service Chiefs of Staff and divisional heads on current issues affecting the ADF.⁸

12.14 Three courses per year are conducted specifically for foreign officers, namely, the Overseas Joint Warfare Course, the Indonesian EW Course and the Maritime Air Surveillance Course. In addition, ADFWC staff provide lecture support at defence and staff colleges in Malaysia, Singapore and New Zealand.

12.15 The ADFWC also maintains the peacekeeping wing which, in addition to monitoring and analysing UN activities, assists in conducting peacekeeping training through developing training packages and conducting two international peacekeeping seminars each year.⁹

12.16 The ADF submitted that all courses at ADFWC are conducted in a thoroughly joint environment with all Services being represented on each course. Instructors and visiting lecturers are drawn from the appropriate Service or department and staff at the ADFWC represent a cross section of the operational components of the ADF. Thirty officers per year gain joint experience as members of the ADFWC's staff.¹⁰

12.17 The ADF also advised the Committee that during the course of his or her career each officer in the ADF can expect to undertake at least two courses at the ADFWC.¹¹

Tertiary Institutions

12.18 The ADF education programs utilise the services of a number of universities in addition to the University of New South Wales. Defence maintains no control over the university curricula except to ensure that content is relevant to a wide interpretation of the profession of arms.¹² Table 12.1 sets out the number of officers

who have no university education, an undergraduate university qualification or a post-graduate university qualification.

Table 12.1: Number and Percentage of the ADF Officer Corps with no University Education, an Undergraduate University Qualification or a Post-graduate University Qualification¹³

Service	No University Qualification	%	Undergraduate University Qualification	%	Post-Graduate Qualification	%
Navy	1403	47.5	1084	36.7	469	15.9
Army	2223	53.7	1300	31.4	620	15.0
Air Force	1911	56.0	850	24.9	650	19.0
Total	5537	52.7	3234	30.8	1739	16.5

12.19 Individuals undertake a variety of degrees and post graduate degrees at their own initiative. Defence maintains that the majority of such students receive Service sponsorship. Service sponsorship of studies includes both release from duties on full pay (generally part time, but also full time release) and payment of part or all of the course costs and, in some cases, costs of materials and texts. Generally, costs are reimbursed to the student upon successful completion of courses.¹⁴

12.20 The Committee was advised that ADF officers undertaking courses which have a professional military development element in non-ADF institutions normally do so under one of two schemes:

- the Defence Civil Schooling Scheme; or
- the Defence Force Assisted Study Scheme.¹⁵

Civil Schooling Scheme

12.21 Many officers complete specialisation courses in civilian education and training institutions. The Civil Schooling Scheme is used to sponsor full-time ADF officer

8 Submission No: 14, pp.229-230
 9 The ADFWC is a member of the Academic Council on the United Nations System.
 10 Submission No: 14.5, p.353
 11 *ibid.*
 12 *ibid.*, p.347

13 Submission No: 14.13, p.584
 14 See Submission No: 14, pp.128-130
 15 *ibid.*, p.128

attendance at civilian education and training institutions.¹⁶ The courses are not ADF specific - officers undertake the same courses as civilian students. Each Service manages its own Civil Schooling Scheme, fully funds each participant and nominates individuals for attendance on these courses according to single-Service education and training requirements and Service manning constraints. In all, 143 officers studied under the Civil Schooling Scheme in 1994.¹⁷

12.22 A further 261 officers are studying part-time under the Civil Schooling Scheme. The criteria applied for sponsorship and the range of courses studied are the same as for full-time study, but these officers do not need full-time release from duty to complete their study program.¹⁸

The Defence Force Assisted Study Scheme

12.23 The Defence Force Assisted Study Scheme is another ADF-wide scheme aimed at enhancing the competence of officers through the provision of education opportunities.¹⁹ Unlike the Civil Schooling Scheme, courses proposed under the Defence Force Assisted Study Scheme do not require a direct vocational application; those which will benefit the Service in other ways (for example through intellectual development²⁰) are also approved. The Committee was advised that the ADF benefits from these studies in three ways:

- personnel improve their educational standard, thereby raising the overall standard of the ADF;
- an improvement in the members' professional competence results; and
- personal motivation towards the Service improves with the realisation that the employer is giving without expecting an immediate vocational return.²¹

12.24 The Defence Force Assisted Study Scheme provides assistance for study²² at Australian civilian institutions, and the individual will normally pay a maximum of half the costs of study. Under the Scheme, release from duties for up to one day per week is permissible. Participants in courses lasting more than one year must seek annual approval for continued sponsorship. In 1994, 1,288 officers pursued part-time or own-time studies under this sponsorship scheme.

12.25 Table 12.2 shows the level of assistance provided through the Civil Schooling Scheme and Defence Force Assisted Study Scheme in 1994.

Table 12.2: Assistance Under DFASS and Civil Schooling Schemes by Service²³

	DFASS		Civil Schooling		
	Numbers	Total cost of sponsorship	Full Time	Part Time	Total cost of sponsorship
Navy	163	\$80,000	6	113	\$108,000
Army	654	\$327,000	117	93	\$281,000
Air Force	471	\$422,000	20	55	\$182,000
TOTALS	1,288	\$829,000	143	261	\$571,000

22 HECS and fees are paid by the officer's parent Service. Cost of books etc is the responsibility of the officer. *ibid.*

23 Submission No: 14.5, p.362

Notes to Table 12.2:

- (a) The student numbers are those enrolled in Semester 1 1994 and do not include personnel receiving pre-commissioning education at civilian institutions.
- (b) Enrolments are gross enrolments - they include some for short courses (both DFASS and Civil Schooling) of less than a Semester, some for Semester courses and some for year long courses. All DFASS enrolments are part time, Civil Schooling can be full time or part time.
- (c) The sponsorship figures are gross amounts, estimated as a proportion of the officer enrolment to the total enrolment. The Services have not had a need to separate civil education expenditure on officers, NCOs and ORs and so the precise expenditure on officers alone is not known.

16 Some NCO and other rank study is also sponsored under Civil Schooling Scheme where the course of study is directly applicable to the member's future employment in the ADF. *ibid.*, p.128

17 *ibid.*, pp.128-129

18 *ibid.*, p.129

19 This scheme is not limited to officers; other ranks may apply for sponsorship under this scheme. No discrimination is applied on the basis of rank. Applications are approved on the basis of the value to the Service of the proposed course of study and the potential of the student to pass the course. *ibid.*, p.129

20 For example, some officers are completing studies in Arts, majoring in history. These studies have no direct relevance, but their contribution to professional military development is recognised. *ibid.*, p.129

21 *ibid.*

12.26 These education and training schemes provide assistance to officers in a wide range of courses including:

- the Junior Officer Professional Education Scheme;
- Masters of Defence at University College, ADFA;
- courses at the Australian Defence Studies Centre, ADFA;
- the Graduate Program in Strategic Studies at the Strategic and Defence Studies Centre of the Australian National University;
- courses at Deakin University; and
- courses at the University of Southern Queensland.

Junior Officer Professional Education Scheme

12.27 The Junior Officer Professional Education Scheme is a sponsored self-development program for 'generalists' who have not yet been considered for promotion to lieutenant colonel, who have completed at least five years of service and who do not hold an undergraduate degree. It consists of tertiary correspondence studies in subjects essential to an officer's professional development (eg, strategic influences acting on Australia). These studies, like all university education, encourage and develop critical thinking, synthesis, scholarship, research skills, analytical ability and communication skills.²⁴

12.28 The scheme provides officers with one year of fully sponsored part-time (external) tertiary study. The University of New England offers 50 per cent advanced standing, based on pre-commissioning and Corps training and on-the-job training and experience, towards a Bachelor of Professional Studies degree. Once officers have completed this scheme, they can continue to study under the Defence Force Assisted Study Scheme for a further two years to gain a Baccalaureate.²⁵

Masters of Defence at University College, ADFA

12.29 The Master of Defence Studies is offered by the University College ADFA to both full-time and part-time students from Australia and neighbouring countries. Subjects undertaken in the master's program are offered by the Department of Politics, the Department of History and the Department of Economics and Management.

12.30 The subjects offered in the Master of Defence Studies are designed to contribute to the professional development of candidates working in defence-related areas, as well as to assist candidates interested primarily in developing theoretical or research interests in aspects of defence studies. The course is intended to provide a

purposeful complement to the professional activities of serving members and civilian employees of the Department of Defence.²⁶

12.31 Admission to the course generally requires a first degree with a major in a subject relevant to the course of study proposed and a record which demonstrates an ability to perform at credit level in final year subjects.

12.32 Favourable consideration is given to Graduate applicants who do not meet these criteria but who have completed a Staff College course.²⁷

12.33 A Master of Defence Studies Standing Committee has been appointed to administer the program.

Australian Defence Studies Centre, ADFA

12.34 The Australian Defence Studies Centre (ADSC) was established in 1987 at ADFA to:

- promote research and study in all aspects of Australian defence;
- support and assist postgraduate and honours degree students at the Defence Academy who are working in relevant fields; and
- to cooperate with other organisations involved in the study of Australian defence.²⁸

12.35 The Australian Defence Studies Centre supports the Master of Defence Studies degree offered by the University College. ADSC has recognised the need to provide continuing education for professionals in the Defence Organisation and has sought to accommodate this need. ADSC pointed out to the Committee that it is well placed to play an expanding role in the provision of academic studies and professional military education for officer cadets at the Defence Academy and for other ADF personnel.

12.36 The ADSC seeks to promote the study of ethics in the military profession, which has been identified as an area of increasing interest to the ADF. The ADSC also proposes a new focus on leadership studies with a view to expanding and improving instruction in leadership at ADFA, offering undergraduate and postgraduate courses in leadership and behavioural studies and promoting military-oriented research in the field

26 Master of Defence Studies Handbook (1995), p.5

27 *ibid.*

28 Submission No: 17, p.268

24 Submission No: 14, pp.211-212

25 *ibid.*

which will be uniquely Australian. ADSC is planning to conduct a range of short courses in legal studies and behavioural science and leadership.²⁹

12.37 The ADSC organises conferences and seminars and publishes monographs and a series of working papers. It also supports a number of Visiting Fellows from ASEAN and Pacific countries, in addition to those from Australian institutions and the Australian Defence Force.

Strategic and Defence Studies Centre of the Australian National University

12.38 The Graduate Program in Strategic Studies at the Strategic and Defence Studies Centre of the Australian National University was established in 1987. It is designed to equip students with the knowledge and skills necessary to understand and analyse a wide range of strategic issues.

12.39 The aim of the strategic studies program is threefold. It is to give students:

- an understanding of the concepts and theories that are central to strategic analysis and defence planning;
- a detailed appreciation of the current strategic environment, how it has evolved and the challenges for the future; and
- key insights into how defence and security policies are actually implemented, including decision-making processes and methods of resource allocation.³⁰

12.40 The program is shaped to meet the needs of those wishing to undertake further academic research on strategic and security related issues and government or military officers wishing to strengthen their skills in policy development and analysis.

12.41 The Strategic and Defence Studies Centre believes that a particularly rewarding aspect of the course is the interaction that occurs between students from a wide variety of backgrounds. The course brings together students from Australia, New Zealand, Southeast Asia, the South Pacific and sometimes beyond.

12.42 The Graduate Program in Strategic Studies may be undertaken at either the Graduate Diploma or Master's level.

12.43 Two scholarships are funded each year by the Department of Defence. These are available to Australian students in the Masters Program in Strategic Studies. These are allocated by the Centre to the two best qualified applicants.³¹

Courses at Deakin University

12.44 Since 1979 Deakin University has offered the discipline of International Relations. The Committee was advised that many serving members have taken advantage of Deakin's 'Distance Education' modes:

Ranks have ranged from Corporal to Brigadier. Their locations have ranged from postings in Europe and Asia to HMAS ships-at-sea.³²

12.45 In 1985 the University introduced a major in Strategic Studies and in 1991 began to offer the Graduate Diploma and Master in Defence Studies as post-graduate coursework programs.

12.46 The Diploma in Defence Studies has been taught directly to selected officers attending the Command and Staff College, Queenscliff. Students who perform well at this level are encouraged to proceed to the Masters program.

12.47 Deakin University pointed out in its submission that the Defence Studies programs curriculum continues to be expanded. For example, in 1994 a course in Asian Defence Policies was developed and in 1995 the course will be complemented by Australian Defence Policy, after the publication of the Defence White Paper.

Courses at the University of Southern Queensland

12.48 A large number of courses are available at the University of Southern Queensland in either full-time, part-time or external modes. These courses range across the business, engineering and management departments of the university. Examples include a Bachelor of Business, Bachelor of Engineering and Masters of Business (Capital Project Management).³³

29 *ibid.*, p.271

30 *The Graduate Program in Strategic Studies 1994*, Strategic and Defence Studies Centre, The Research School of Pacific and Asian Studies, The Australian National University.

31 *ibid.*, p.5.

32 Submission No: 7, p.55

33 Submission No: 14.13, p.590

Overseas Officer Education and Training

12.49 Overseas officer education and training takes the form of either a placement at an overseas defence college or an exchange posting with a foreign defence force.

Overseas Defence Colleges

12.50 In the past, much of the more advanced professional military development for officers took place at defence colleges located in the United Kingdom or the United States. The ADF advised the Committee that it is actively repatriating the bulk of this training, but some overseas sourced training will be retained to:

- maintain networks with other Defence Forces;
- ensure that the ADF does not become insular in its thinking; and
- provide a cost-effective solution where very small numbers of Australians are involved.³⁴

12.51 At present some 70 RAN, 80 Army, and 60 RAAF officers of all ranks attend courses overseas each year. In most cases, only one officer from Australia would attend a particular course. Table 12.3 sets out the types of courses undertaken overseas.

Table 12.3: Representative Overseas Training³⁵

Serial	Type of Course	Rank	Navy	Army	Air Force	Total
1	Staff Training	Brig (E)	1	2	1	4
2	Senior Officer Development Program	Col (E)	1	6		7
3	Staff Training	Maj (E)	3	10	6	19
4	Higher Education (Military Higher Education Institutions)	Various	12	6	4	22
5	Warfare Training	Various	40	21	12	73
6	Logistics Training	Various	2	2		4
7	Aviation Training	Various	3	9	22	34
8	Intelligence Training	Various	1	1	1	3
9	Language Training	Various		4		4

12.52 A wide range of overseas courses and colleges are attended by officers each year. These include the Royal College of Defence Studies in the United Kingdom, the Indonesian Command and Staff College, the National Defence College in India, the Canadian Forces Staff College in Canada and the United States Air Force Air War College. A full list of the overseas courses and colleges attended by officers in 1994 is set out in Appendix 5.

Exchanges with Foreign Defence Forces

12.53 The ADF submitted to the Committee that exchange postings serve the functions of broadening an officer's experience base, fostering closer relations, and

35 Notes to Table 12.3:

- (a) This table does not include all training.
- (b) Army personnel completing the Senior Officer Development Program undertake a two-week overseas study tour.
- (c) The Navy warfare training figure includes the Principal Warfare Officer Phase 2 course which completes four weeks' study in the USA to enhance interoperability with the US Navy.

improving interoperability between the Services involved. Short-term exchanges aim at increasing junior officers' knowledge and understanding of other nations' defence forces.³⁶ These programs involve about forty officers each year.³⁷

12.54 Long-term exchanges provide a limited number of officers with a much greater exposure to allied forces' operating procedures, skills and technology. Officers fill appointments agreed between the ADF and the reciprocal Service for a period of 2-3 years. The aim of these exchange postings is to maximise the learning experience while providing an opportunity to contribute Australian perspectives and experience to the host Service.³⁸

36 Examples are Exercise 'Long Look' with UK forces and Exercise 'ANZAC Exchange' with New Zealand forces. The former is an annual four-month program; the latter an annual three to four month program.

37 Submission No: 14, p.128

38 *ibid.*

Our minds are like parachutes: they won't help much if they don't open when you need them.¹

PART V: PREPARING OFFICERS FOR THE MILITARY AFTER NEXT

1 Admiral W J Crowe, former Chairman, US Joint Chiefs of Staff, in 'Senior Officer Education, Today and Tomorrow', *Parameters*, XVII, 1, Spring 1987, p.5.

CHAPTER 13: THE MILITARY AFTER NEXT

Introduction

13.1 Fundamental to this inquiry is the question of how the Australian Defence Force prepares its future generation of officers to perform in the 'military after next'.¹ The concept of the military after next emerged in the United States after the Gulf War in recognition of the fact that the original thinking, research and development for the successful weapons systems and technologies used in the Gulf War was undertaken some two to three decades before that conflict. Inherent in this concept is the assumption that, in the normal course of events, the 'next military' will only be marginally better than the current military. Indeed, Dr Downes warns that:

If we do not leapfrog ... the slightly improved version, then others will.²

13.2 It is critical to invest resources in anticipating the requirements for the military after next because of the long leadtimes needed to develop weapons and force structures. According to Dr Downes, however, militaries generally have invested more in weapons systems research and development than in the development of personnel to operate in the military after next.³

13.3 The Committee noted that most of the 1995 entry of officer cadets into the Australian Defence Force Academy will receive their commissions between 1998 and 2000. This cohort of officers will not reach middle rank, that is, major equivalent until 2005 at the earliest. While graduates will be expected to apply their education and training throughout their careers, it is only when these officers reach relatively senior level ranks that they will be able to apply some of what they have learned through involvement in the process of policy formulation. Their earliest chance at unit command will be around 2010, which is 15 years after entering the initial Service education system at the Defence Academy.⁴ Promotion to the most senior ranks will occur some 25-30 years into their career.

13.4 Preparing officers for the military after next is contingent upon anticipating and understanding the likely characteristics of the environment in which it will operate:

1 Evidence, p.69
2 ibid.
3 ibid.
4 Submission No: 5, p.27

Until you actually understand what that military is going to look like, then you do not have the ability to evaluate whether what we are doing today in terms of training and educating people is going to be adequate and sufficient for that military after next.⁵

13.5 In anticipating the challenges for the military after next the ADF will need to take into account not only the emerging security arrangements of the post-Cold War world but also the impact of rapid advances in knowledge and technology, a changing domestic environment and changing organisational structures. The ADF will also need to re-consider the role of the Reserves in the military after next. These factors will culminate in a range of new roles for the military and, in particular, its officer corps.

Changes in the Strategic Environment

13.6 In less than a decade, Australia's strategic environment has undergone the most dramatic change since the Second World War. Moreover, rapid change continues to typify the post-Cold War era. *Defending Australia 94* predicts that:

... the next fifteen years will see great change in our strategic environment. With the end of the Cold War, important new uncertainties have emerged about the future strategic situation in Asia. Economic growth will increase the power of nations in our region, and political change may make their policies less predictable ...⁶

13.7 This statement reflects concerns about the future directions which might be taken by nations such as China, North Korea and Indonesia and about regional disputes such as those over the Spratlys and the attempted secession in Bougainville. The current relatively peaceful situation in Asia may not be permanent and low level conflict might emerge with shorter warning times than was postulated in previous defence documents.

13.8 As a result of their expanding economies, many nations in the region have a greater capacity to procure more sophisticated weapons systems. The acquisition of such military capabilities is rapidly closing the margin of technological advantage which, until now, Australia has maintained. According to *Defending Australia 94*:

... our most important challenge will be to adapt to the greater demands possible in short-warning conflict as capabilities in the region rise.⁷

5 Evidence, p.69
6 *Defending Australia 94*, p.4
7 *ibid.*, p.24

13.9 While these strategic uncertainties mean that Australia's involvement in war remains a possibility, the roles expected of the ADF have grown considerably. The ADF must not only prepare for war but undertake a wide range of tasks both at home and overseas in the post-Cold War era. These tasks include United Nations peacekeeping or may include regionally sanctioned peacekeeping roles.

The Revolution in Military Affairs

13.10 The dominant theme in the writings on the so-called 'Revolution in Military Affairs' (RMA) is that the way in which wars are fought in the future will be revolutionised by changes in technology, doctrine and military organisation.⁸ Rapid advances in knowledge-based technology may also impact on the management and organisation of the military after next and hence on the professional development of its personnel.

13.11 At the heart of the 'revolution in military affairs' is information. It is envisaged that:

... the RMA [Revolution of Military Affairs] will introduce information warfare which means that commanders will be able to see, know, think, decide and act faster than an enemy. Commanders will get the right information at the right time so they can deploy the right units with the right equipment to the right place. New information systems will allow the non-hierarchical distribution of information which will require new leadership and command approaches. Improved information systems will be a key enabling element of manoeuvre warfare.⁹

13.12 This explosion of information also has implications for the balance between 'specialist' and 'generalist' officer development and training. As generalist commanders assume responsibility for an increasingly specialised force, more recognition may need to be given to the specialism of administration and resource management. As Dr Downes pointed out:

The hospital administrator ... looks after the efforts of a huge number of specialists but he has developed a different expertise base in some sense to legitimise his right to order and direct their operations... If the generalist officer is to remain current and legitimate in the future, more attention may well have to be given to improving his legitimacy in that way, particularly given the intensity with which specialisms are fragmenting... If

8 Colonel Peter Leahy, Director of Army Research and Analysis, *Update on the "Revolution in Military Affairs"* April 1995, p.3
9 *ibid.*

the generalist has his own area of knowledge, then he does have a legitimate way in which he can command.¹⁰

13.13 Other modern armed forces such as the United States military have begun to study the impact on military strategy, operations, tactics, technology, organisation, personnel, training and doctrine of the transition from the 'industrial age' to the 'information age'. Early recognition of the implications for the ADF of the 'information age' will contribute significantly to identifying and preparing to meet the demands of the military after next.

13.14 The Committee commends Defence for initiatives such as *Army in the Twenty First Century (A21)* and *Naval Manpower Strategy 2010 (NMS 2010)*. The aim of A21 is a fundamental review of the structure of Army from first principles to ensure that Army will be effective in meeting demands of the future. The review will consider, in particular, new concepts for operations and emerging technology to maximise the capabilities of Army.

13.15 The objective of NMS 2010 is to develop a total manpower strategy which addresses the Navy's overall personnel requirements through to the year 2010. It will provide a framework to ensure that adequate personnel are available to meet Navy's Manpower Required in Uniform and civilian requirements with the correct experience, skills and training to man and support the Navy from now until the year 2010. NMS 2010 is scheduled to complete in April 1996.

13.16 The success of reviews such as A21 and NMS 2010, however, depends on the ability of military leaders to implement changes which may emerge from these studies. The preparation of leaders with a capacity for dealing with rapid change in both social and military environments, with *emerging technologies in an information age* and new strategic demands in the military after next needs to be in place today.

Changing Domestic Environment

13.17 In the future there are likely to be continuing pressures on Defence to reflect the values of the community that it has been established to defend. For example, recent initiatives have extended to including women in a wider range of Defence activities and changes in policy have enabled homosexuals to pursue a military career. It is envisaged that, in time, the influence of the policy of multiculturalism will impact on the demographic profile of the Australian Defence Force.

13.18 As an example of a failure by Defence to anticipate the impact of changing community attitudes, the Committee was told that in the mid 1970s current policy prohibited women from being involved in any combat or combat-related role. In the

1970s therefore the training provided to women did not include substantial teaching about combat related activities. Yet it is this group of women who now hold command positions in the Services. They are expected to perform as well as their male counterparts but without the benefit of the relevant training.¹¹

13.19 Moreover, community attitudes towards equal employment opportunity, sexual harassment, occupational health and safety and the merit principle have and will increasingly pervade the culture of the armed services. The inquiry into sexual harassment in the Australian Defence Force by the Senate Standing Committee on Foreign Affairs, Defence and Trade emphasised the role of the officer corps in shaping the ADF culture of the future in these areas:

The role of all senior officers in encouraging the necessary change in culture is critical. They are the role models for the next generation. Unless they demonstrate an unequivocal commitment to the principles of equality of opportunity that are essential if sexual harassment is to be eradicated, both the process of integration and the eradication of sexual harassment will be a long drawn out process.¹²

13.20 Community attitudes towards education are also changing and these attitudes impact on the individuals recruited into the armed forces. In recent years there has been a marked growth in the number of children staying on at school until Year 12 and then progressing to tertiary studies. For example, since 1983 the probability of a student completing Year 12 and going on to university has doubled from 15 to 30 per cent. In 1986 there were almost 78 000 graduates from the universities; in 1993 this figure had increased to 133 000. This represents an increase of some 70 per cent in the tertiary graduation rate over an eight year period.¹³

13.21 Given the value that the community places on education, it follows that potential officers will continue to achieve higher formal education standards than their predecessors. Consequently, they will expect to be able to use their expertise and to be given appropriate postings. Many are also likely to wish to continue their post graduate education during their military career.

13.22 A characteristic of the workplace which has emerged in recent years is the phenomenon of changing work patterns. Whereas historically individuals would pursue a single career for their entire working lives, young people today can expect to embrace more than one career before retirement. The ADF will almost certainly be affected by

11 Submission No: 5, p.27

12 Report of the Senate Standing Committee on Foreign Affairs, Defence and Trade, *Sexual Harassment in the Australian Defence Force, Facing the Future Together* (August 1994), p.308

13 Answer by the Minister for Employment, Education and Training to a question asked in Parliament on 30 March 1995. House of Representatives Hansard, p.2574

this change and may need to structure its operations for shorter term commitments and lateral recruitment at all levels.

13.23 Similarly, the ADF will be affected by the pronounced trend in the workplace towards part-time employment. The proportion of employed persons who are part-time workers has increased from an average of 15 per cent in 1978-79 to 24 per cent in 1994-95.¹⁴ The trend estimate of part-time employment in June 1995 was 2,023,000, an increase of 130,000 persons (6.8 per cent) in the last twelve months.¹⁵ The likely impact of this trend on ADF workplace structures, careers and recruiting levels will need to be assessed. The role of the part time Defence Force, the Reserves, will also need to be revisited.

13.24 Another social consequence of importance to the ADF is the prospect of greater difficulties in recruiting. The baby boom era is at an end and immigration has decreased so that there is likely to be a smaller pool of potential recruits for the ADF as a whole. While this is offset to some extent by the reduction in numbers of ADF personnel currently under way, the rise in the rate of resignations negates this apparent benefit.

13.25 The most significant challenge for recruiting, however, lies not just in numbers but in quality. The ADF will need to attract young people capable of learning skills and applying them at a high level. Furthermore, it will have to attract them in competition with a wide range of career choices open to well-educated young people.

13.26 To meet the challenges presented by the changing domestic environment it is clearly incumbent upon present Defence planners to predict the impact of social change upon its own organisation and plan accordingly.

Changing Organisational Structures

13.27 It is likely that the 'information age' will have an impact on the organisational structures of the ADF. In response to current imperatives the ADF has instigated change towards devolution of responsibility and to flatter hierarchical structures, primarily in policy development and staff areas. However, some commentators maintain that:

... current force levels and structures will require changes if they are going to be responsive to the changing international security environment and to emerging political, economic, diplomatic, and military changes.¹⁶

13.28 Clearly, the military after next will need to develop an organisational structure which is not only capable of adapting to a range of potential threats but which is also capable of changing in short time spans.

13.29 It is also clear that the military will have much to learn from civilian organisations in the management of change. Businesses at the cutting edge of technology, in particular, may be useful sources of knowledge and experience in the management of change. This has been understood in the United States military where a suggestion has been made to place selected officers in cutting-edge civilian technology firms to help the military better understand change.¹⁷ Apart from the technological benefits, this type of activity would foster a closer relationship between Defence and the community.¹⁸

13.30 Links between Defence and the wider Australian community have been enhanced by the implementation of the Commercial Support Program following the report to the Government in 1990 on *The Defence Force and the Community*. The Commercial Support Program has enabled Defence to draw more fully for its support on the strengths of the commercial sector and has resulted in net recurring savings of about \$98 million annually.¹⁹ This Program has also enhanced the effectiveness of the ADF by freeing some 2,200 military and 980 civilian personnel from non-essential support activities and thereby making more resources available for operational capabilities.²⁰ The Committee considers that the Commercial Support Program will become more important as Defence continues to identify and contract out non-core activities for which commercial support is suitable.

13.31 The Committee envisages that another characteristic of the ADF of the future will be transferability of personnel between the military and the civilian sectors. An increase in movement between these sectors will impact on existing ADF organisational structures. It will also promote integration of the ADF into the civilian community and maximise the effectiveness of the Total Force. Indeed, the Committee believes that there will be greater imperatives to embrace the concept of the Total Force in the military after next.

16 Pilat and White, 1994, p.74.

17 *Defence News*, Vol 10 No 3, 23-24 January 1995

18 *Defence Policy and Industry (November 1992)*, more commonly known as the Price Report

19 *Defending Australia*, Defence White Paper 1994, p.119

20 *ibid.*

14 *The Labour Force in Australia* June 1995, Australian Bureau of Statistics Catalogue No. 6203.0. Part-time workers are defined as employed persons who usually worked 35 hours per week and did so during the survey reference week.

15 *ibid.*

Towards a Total Force

13.32 The concept of the Total Force emerged in the mid 1970s following the Millar review of the citizen militia:

There was much discussion in Australia and overseas on the need to integrate Regular and Reserve components into 'one army', although there is a wide divergence of views on precisely what this means ... We agree with the principle of 'one army'. There is only one Australian Army. There are obvious advantages in forging the two components into a common team, and bringing them into close contact and association, for they are substantially interdependent and will become more so in the future. But there are limits beyond which it would not be wise to go, because there is no escaping the fundamental differences of service on a part-time and full-time basis. We believe a better term than 'one army' is 'total force', where the assets of the Army Reserve and the Regular Army are welded into a single, total effort.²¹

13.33 Reserves represent approximately 40 per cent of the total personnel strength of the Australian Defence Force. At 30 June 1994 Reserve personnel totalled 38 288. Of these 4 957 were Navy Reserves, 28 912 Army and 4 419 Air Force. *Defending Australia 94* foreshadowed that:

... as functions are redistributed this proportion will grow. Reserve elements no longer exist solely to assist rapid expansion of the permanent forces during mobilisation for war. Instead, Reserves now have specific roles in defending Australia in short-warning conflict, both as individuals and as formed units. In peace they perform a number of essential tasks on a permanent part-time basis.²²

13.34 According to the Defence Reserves Association, since the Second World War service in the Reserves has tended increasingly to emulate Regular service. This has given rise (particularly within the Army) to common training, officer production and subsequent officer training. With this progression has come a growing desire to see Reserves taking their place as equals in the Total Force.²³

13.35 Defence has undertaken to prepare Reserves for this increased responsibility through improving the structure, training and equipment of the Reserve component.²⁴ Notwithstanding these significant advances, the Committee is concerned

that the concept of the Total Force continues more as rhetoric than reality. The minimal and in some cases non-existent representation of Reserves at professional development courses conducted at the colleges identified in the terms of reference is evidence of the reality.

13.36 A recent review of the Ready Reserve Scheme expressed similar reservations about the concept of the Total Force:

For the last 20 years the reserves have struggled to find an appropriate role alongside the highly professional forces of the regular Army, Navy and Air Force. The theory of a 'total force' has proved difficult to turn into reality. Reservists were inevitably disadvantaged compared with their regular counterparts in terms of the time they could devote to military training, the courses they could attend and the experience they could gain by filling a variety of posts. Limited budgets also meant that capital works, equipment, facilities, training funds and so on tended to go first to the regulars. As a result doubts were frequently expressed as to the true capabilities of reserve forces.²⁵

13.37 The effectiveness and efficiency of the Reserve force as a component of the Total Force was also considered in a previous report of the Committee, *The Australian Defence Force Reserves* (November 1991):

During this inquiry it became progressively clear to the Committee that there were three key issues which all had to be addressed in order for the ADF's Reserve forces to become effective and efficient. These were that, first, the military employability of Reservists had to be approached in a more flexible way. The way in which types of Reserve service are now applied is a severe handicap in this respect.

The second key issue is the concept of operational readiness. The scope for Reserves to contribute to the performance of operational roles has been limited arbitrarily by an assumption about the relationship between capability and notice. Once that linkage is put in proper perspective, Reserve personnel can be employed both more widely and more flexibly.

Finally, the Committee found that certain ADF capability gaps can be rectified by overcoming the first two issues and by making force structure adjustments that open the way for Reserves to make a substantially greater contribution to the performance of ADF functions, roles and tasks.²⁶

21 Committee of Inquiry into the Citizen Military Forces, Report March 1974, AGPS, Canberra 1974, p.49

22 *Defending Australia 94*, p.73

23 Submission No: 24, p.526

24 *Defending Australia 94*, p.73.

25 *Review of the Ready Reserves Scheme*, LTGEN John Coates, AC, MBE (Ret'd) & Dr Hugh Smith (June 1995).

26 *Australian Defence Force Reserves*, Joint Committee on Foreign Affairs, Defence and Trade, November 1991, pp.149-150

13.38 The Committee envisages that in the military after next there will be a much greater reliance on, and flexibility in, the use of Reserves. Whilst the Reserves are a more economic option to permanent military forces, more needs to be done to raise their availability and effectiveness. The lower cost of the Reserves was borne out by the recent review of the Ready Reserve Scheme which found that Ready Reserves cost in the region of 60-65% of regular recruits.²⁷ Members of the General Reserve would cost considerably less than this level.

13.39 The Committee envisages that Reserves will frequently be posted into the Regular Component of the Total Force while Regulars will from time to time transfer to civilian employment and continue their military careers as Reserve members of the ADF. In order to gain the full benefit from this more flexible use of the Reserve force, the ADF will need to introduce measures which facilitate mobility between the Regular and Reserve force. One example is the preservation of seniority in the Regular force during stints in the Reserve force.

13.40 A more flexible and imaginative approach to the use of the Reserve force will result in a substantially greater military capability as it will:

- allow the Regular forces to 'stretch' existing capabilities;
- provide additional capabilities which could not otherwise be afforded but which can be called upon in the event of sustained conflict; and
- increase the number of people in the community with some military training thereby expanding the underlying mobilisation base.²⁸

13.41 A more flexible and imaginative approach to the use of the Reserve Force will also enhance the integration of the Reserve and Regular components of the Total Force. Reserve personnel will be more fully integrated into the military as a result of longer term postings while Regulars will be better integrated into the community during periods of civilian employment and Reserve service. Full time Service personnel will be better prepared for reintegration into the civilian community upon retirement. Providing opportunities for Regulars to undertake Reserve service from time to time will also facilitate greater stability in the families of Regular personnel.

Changing Roles for the Military

13.42 The preceding sections of this Chapter indicate that the ADF needs to understand the changes that are occurring in Australian society in order to recruit and

retain high quality personnel. It must also ensure that it makes the most effective use of such well-trained (and expensively trained) personnel.

13.43 It was suggested above that the profession of arms expects its members to assume a variety of diverse roles, all of which have the potential to tax to the full his or her leadership and intellectual capability. Armed forces therefore require their members to be adequately prepared to carry out this wide range of tasks.

13.44 The range of tasks which those in the ADF might be called upon to perform are many and varied. The following list is illustrative:

- understanding the technology of modern war which extends to such areas as computing, communications, electronics, remote sensing and surveillance;
- the management of complex projects, organisations and operations - the result in part of complex weapons systems;
- planning for low level contingencies in Australia and offshore, eg Services Protected Evacuation, which would most likely occur in midst of civilian populations;
- responding to the wider concept of security which extends to areas such as fisheries protection, coastal surveillance, drug running, quarantine and illegal immigration;
- involvement in greater levels of cooperation with overseas forces through, for example, peacekeeping, defence cooperation, international relief operations and training with other national forces;
- cooperation and coordination with non-military organisations such as local governments, police forces, coastal surveillance and humanitarian organisations (NGOs);
- adapting to changing social attitudes at home in areas such as job mobility, female equality, sexual harassment, homosexuality and individual rights;
- acceptance of higher levels of public accountability - not only in personnel areas but also in financial and environmental matters; and
- moving towards greater reliance on commercial contractors in the Commercial Support Program.²⁹

27 Review of the Ready Reserves Scheme, op.cit., p.87

28 ibid. p.12

29 Submission No: 18, pp.277-278.

13.45 Members of the ADF also provide advice to the highest levels of government and interact with the Parliament and the community generally. An important aspect of this is the liaison between the ADF and members of Parliament and the provision of information to and appearance before committees of the Parliament.

13.46 Consequently, it is likely that the middle and senior military commanders of the future will operate in a very different way from that typically conceived as the role of a commander today. The Committee considers it imperative that the current system of providing academic studies and professional military education to officer cadets and officers of the ADF is able to produce officers who can effectively operate in this changed environment. Given the long lead times involved in producing middle and senior ranking officers in the ADF, the system of officer education needed to prepare these officers for the military after next must be in place today.

Objectives of Officer Education

13.47 The Committee believes that the ADF's system of officer education must meet the following objectives in order to adequately prepare for the military after next:

- maintain appropriate Single Service training programs which ensure individual excellence in Single Service disciplines;
- further the concept of 'jointery' by providing opportunities to bring officers of the three Services together more frequently during their careers;
- enhance the concept of the Total Force by integrating Reserves more fully into professional development programs;
- widen the 'windows of opportunity' to officers for undertaking professional military studies;
- ensure appropriate use of opportunities for officer education in other training areas such as universities and that appropriate accreditation is achieved;
- focus educational development on preparing for particular functions rather than limiting formal professional military studies to specific ranks;
- facilitate and widen opportunities for transferring to the officer ranks from the other ranks of the ADF;
- encourage members of the ethnic communities to join the ADF, and in particular the officer corps, through greater flexibility in methods of entry

into the ADF, thereby contributing to the profile of the ADF being more representative of the profile of the community;

- discourage the possibility of the perception of 'elitism' within the officer ranks and promote equality of opportunity for promotion based on merit;
- promote cost-effectiveness in the provision of academic education and professional military studies.

13.48 The recommendations contained in the following chapters of this report are designed to meet these objectives.

CHAPTER 14: SUITABILITY OF THE EXISTING SYSTEM OF OFFICER EDUCATION

Introduction

14.1 The ADF has demonstrated a commitment to providing training and professional education which is superior to most other organisations. The Committee found much to be commended in the courses offered at the colleges identified in the terms of reference, not least being the enthusiasm of the participants. The high standing of most of the courses is reflected in their formal recognition by either universities or accreditation agencies and the demand for places by overseas defence forces.

14.2 The Committee considers that the organisations under review have served the ADF well in the past and are to be commended for their achievements. They have produced high calibre officers who have brought credit to both the ADF and the nation.

14.3 The Defence White Paper foreshadowed critical changes for Australian Defence Force personnel which will challenge traditional approaches to officer education:

In developing the Australian Defence Force, the proficiency and expertise of all members of the Defence Organisation - military, civilians, contractors - will be the key to our effectiveness. Central to this is the melding of all elements of the Australian Defence Force - Regular and Reserve; Navy, Army and Air Force; combat and support - into a Total Force.¹

As our population and social structures change, the Australian Defence Force will change the way we employ people to conform to new social, economic and military realities.²

14.4 The Committee recognises that the ADF has endeavoured to modify its developmental programs in line with the demands of a changing environment. The modifications however have tended to be incremental and reflect Dr Downes' assertion that the 'next military' will be only a little better than the current one.³

14.5 The incremental approach to change may in part be governed by an apparent reluctance by the Services to break with tradition. The Committee believes that

1 **Defending Australia 94**, pp.155-156.

2 *ibid.*, p.iii.

3 *Evidence*, p.69.

the ADF should be proud of its traditions. It should not, however, fear creating new ones.

14.6 The Committee doubts that the current system of officer professional development can prepare adequately ADF officers to meet the challenges of the military after next. The Committee believes that a key to preparing officers for the military after next is greater 'flexibility' in the opportunities for professional development of its personnel. It is also important that officers be appropriately exposed to the principles of 'jointery' and to opportunities to mix with personnel of other Services at an early stage of their career.

Higher Education Policy

14.7 The Committee noted that in 1992 the Inspector General stated that:

... the development of a comprehensive policy on higher education for the ADF should be a matter of priority.⁴

14.8 However, the Chiefs of Staff Committee (COSC) considered that the issue of policy direction was receiving appropriate attention given that a body of single and tri-Service policy which is subject to ongoing review exists. Moreover, in the view of COSC the needs of the Services were sufficiently diverse as to make a single policy impractical. Nonetheless, as a result of the Inspector General's review of the Australian Defence Force Academy, a plan was developed by the Services Education Coordination Committee to identify the educational needs over some ten years.⁵

14.9 The Committee was told that the single Services have conducted some analysis of the future educational requirements of the officer corps. In particular:

- the RAN Officer career study investigated the future educational requirements of Naval officers for the period 1990-2020;
- the Core Educational Requirements within Army resulted from a comprehensive analysis of the past and current educational requirements of General Service Officers and predictions of future requirements. The underlying assessments were directed towards the likely knowledge and skills required of undergraduate and postgraduate Army officers into the 21st century;

4 Program Evaluation: Australian Defence Force Academy, Inspector-General Division, Department of Defence (December 1992), p.2-1
5 Submission No: 14.5, p.346

- the Officer Corps Structure Review within Air Force determined the future employment strategy for all officers based on a structure of primary and secondary specialisation overlaid by the Officer Education and Training Scheme which provides generic, through-career education and training to develop general Service officer competencies. The Officer Education and Training Scheme is currently under review.⁶

14.10 Notwithstanding this, the Committee agrees with the Inspector General that the ADF and the Services should clearly articulate their requirements for the higher education of its officers. Such a policy should state specifically the purpose of the education and the extent to which the curriculum should address specific requirements. This policy should form the basis of contractual arrangements between the ADF and providers of higher education and should be used to assess the performance of education providers.⁷

Recommendation 1

The Committee recommends that:

- consistent with the Inspector General's report of 1992, the ADF introduce a comprehensive policy on higher education for officers; and
- this policy be introduced by the end of 1996.

ADF Policy on Accreditation

14.11 The ADF has adopted the policy of seeking the widest practicable accreditation so that all members of the Services have their skills and knowledge recognised to the maximum extent possible. This policy position reflects:

- the need for the ADF to adopt appropriate standards consistent with the remainder of Australian society;
- the ADF's pride in the quality of its training, and its desire to have this quality widely recognised in the civilian community;
- the incentive to excel which widely-recognised credentials will provide those ADF personnel under training;

6 *ibid.*, p.348

7 Program Evaluation, Australian Defence Force Academy, Inspector General Division, Department of Defence (December 1992), p.2-2

- the greater attractiveness which Service education and training that receives appropriate recognition will have for potential recruits; and
- the need to equip Service personnel with credentials which allow them a satisfying transition to civilian life at the end of their ADF careers.⁸

14.12 The ADF has therefore been actively seeking accreditation of its education and training programs under the **National Framework for the Recognition of Training**⁹ since 1991. However, the ADF submitted to the Committee that there are some practical difficulties in the application of this policy:

ADF training, in many cases, is unique; for example, many of the skills and knowledge required for warfighting are generally not applicable to other elements of society. Also, ADF training standards are often different from those required in other vocations because the consequence of failure is significantly greater. ADF training is designed to meet Service requirements and the principle of 'the minimum training required to do the job' underpins course design. Training is progressive through an individual's career and is provided just in time. The determinant of education and training content is therefore the training requirement, and not any policy to gain accreditation. Notwithstanding, all ADF education and training will be offered for accreditation under the ADF's ongoing program.¹⁰

14.13 The Committee notes that competency-based training has been a long accepted practice in the ADF. As a result, ADF courses have had very few problems complying with the National Framework principles. Thus, civilian accreditation is possible for almost all skills gained through military training and experience.¹¹

14.14 Since 1990 the Services have engaged an educational consultancy firm, namely CIT Solutions - the commercial arm of the Canberra Institute of Technology, to assess ADF training and make recommendations about civilian recognition equivalence. The consultants visit ADF training establishments to examine courses, training facilities, training documentation and instruction. The consultant's report and recommendations

are presented to the ACT Accreditation Agency for determination of award levels and accreditation of training.¹²

14.15 Each course submitted to the Accreditation Agency is assessed against the established criteria by an *ad hoc* reference group of experts established by the Agency. On the basis of its examination the panel then recommends that a course be accredited at a particular level of award. For example, a panel drawn from academics in the fields of strategic studies and international relations recommended the accreditation of the JSSC Strategic Studies course at a Graduate Diploma level for a period of five years from 1 July 1993 to 30 June 1998.¹³

14.16 Defence has sought recognition of many of its training courses and programs through the ACT Accreditation Agency. Indeed, over 200 ADF training programs have been accredited by the ACT Accreditation Agency. Courses were submitted to the ACT agency because the sponsors of ADF accreditation within each Defence Program tend to be located in Canberra. Under the national approach to training reform, however, qualifications awarded by, or recognised by, the ACT Accreditation Agency are nationally recognised.

14.17 Within the ADF greatest emphasis has been placed on gaining accreditation for trade courses for which there are direct civilian equivalents through the ACT Accreditation Agency. Provision of officer training tended to be negotiated directly with tertiary organisations. For example, in 1967 the Department of the Army and the University of New South Wales signed an agreement whereby the Royal Military College, Duntroon, became in addition the Faculty of Military Studies of UNSW. In the same year an agreement between the Royal Australian Naval College at Jervis Bay provided for midshipmen taking their first year of studies at Jervis Bay and the remainder of their degrees at the Kensington campus of UNSW. These activities were subsumed into the University College following the agreement in 1981 between the Commonwealth and UNSW to establish a University College at the Australian Defence Force Academy.

14.18 By June 1994, the Services had gained more than 220 credentials for ADF courses and training programs. Approximately 50 awards including all nine major levels of Australian Tertiary course awards are currently available for issue to ADF officers and these are tabled at Appendix 6.

14.19 The Committee endorses the ADF's active pursuit of accreditation for the training provided to its personnel. The Committee believes this is essential to not only

8 Submission No: 14, p.144

9 The **National Framework for the Recognition of Training** emerged in 1991 and reflected a growing appreciation by government of the place of private providers of training in the 'job-skilling' of the Australian workforce. It provided the mechanism through which the Services could gain formal recognition as major training bodies qualified to offer their own awards through:

- the accreditation of training courses and programs;
- the recognition of training programs; and
- the registration of providers of accredited courses and training programs.

10 Submission No: 14, pp.144-145

11 *ibid.*, p.146

12 *ibid.*

13 Awards may be granted retrospectively from the date of the last significant change to the program of studies. The JSSC Graduate Diploma, for example, was issued retrospectively to students who had successfully qualified from 1 January 1988 on the basis that there was no significant difference in the course offered from that date to the date of accreditation.

facilitate a smooth transition from military to civilian life, but also to prepare for the increased mobility likely in the military after next.

14.20 However, the Committee was concerned that there was little accreditation of civilian courses for military purposes. This would appear to be the natural *quid pro quo* to the ADF policy of gaining civilian accreditation of all military training and courses wherever possible. The accrediting of civilian courses and training wherever practicable would also facilitate movement between the Regular and Reserve Forces which the Committee envisages will be a feature of the military after next.

Recommendation 2

The Committee recommends that the ADF adopt the policy of accrediting appropriate civilian training and coursework for military purposes.

Responsibility for Career Progression

14.21 The military contrasts with most other professions in that in most other professions the individual practitioner takes responsibility for his own refreshment, his own updating, his own professional development while the military stands alone almost as a profession that has institutionalised education and training. In order to advance in the military, an officer is expected to participate in sequentially ordered institutionalised bite sized pieces of education and training.¹⁴

14.22 The Committee is concerned that an officer's responsibility for his/her personal development may be subsumed by the existing institutionalised system of officer education. Dr Downes observed that:

We require people who can demonstrate huge amounts of initiative on the battlefield. Yet we spoon feed them in developing their own minds in this particular instance.¹⁵

14.23 The ADF advised the Committee that whilst each Service has a different system of officer postings, the system existing in each Service is based on a similar approach. In particular, officers in each Service are encouraged to participate in the management of their careers. In the case of Navy:

Navy holds that career management is the responsibility of the individual officer and seeks to provide each officer with the maximum opportunity and assistance to make career choices wherever practicable, noting that the

need to provide officers continuously to all ships and establishments dictates that posting decisions are a balance between Corporate requirements and an individual's aspirations.¹⁶

14.24 Similarly, in the case of Army:

Army officer postings occur in order to put the right people in the right job to meet Army's needs.

All Army postings, including those for officers, take into account the career and personal preferences for job type, geographic location and posting tenure.¹⁷

14.25 The Committee was also advised that the system of postings play an important role in the professional development of officers in each of the Services. In the case of Army:

Postings play a central role in the professional development of officers, in preparation for positions of increasing responsibility. An officer's postings will usually include appointments in line units, training establishments and in a variety of staff appointments.¹⁸

14.26 The Committee was impressed by the level of involvement of senior officers in officer career development through the current system of postings in each of the Services. In the case of Army:

Consultation is the basis of all officer posting processes. It is achieved by involving all interested parties - the officers, their commanders, and the career management staff - in the process.

Officer career management staff comprises two teams. The first of these is the group of carefully selected experienced officers who are appointed as Career Advisers in the Directorate of Officer Career Management. Their role is to provide advice to officers on career issues, seek their views and requests, and represent the officer's interests in the posting process. The other team in the career management staff is the decision making group, known as the 'executive staff'. The executive staff have the authority to make decisions relating to officer career development, such as approving posting plans, promoting officers, and the like. These two

16 Submission No: 14.12, p.574

17 *ibid.*, p.578

18 *ibid.*

14 Evidence, p.71

15 Evidence, p.72

groups work in cooperation to control the PPC [Officer Posting Planning Cycle].¹⁹

14.27 The Air Force also uses a system of selection boards:

The posting plot is preceded by Career Development Review Boards. These Boards consider the employment history, qualifications and preferences of every officer of SQNLDR, WGPCDR and GPCAPT rank and recommend the type of employment for each officer in next post to provide suitable career development. Career development guidelines are published to give both the Board and individual officers appropriate guidance.²⁰

14.28 Similarly, in the case of Navy:

Consultation between individual officers, commanding officers and DNOP [Director of Naval Officer Postings] staff has become a fundamental feature of all postings during the past ten years.²¹

14.29 The Committee is impressed by the high level of consultation and officer input into the system of officer postings in each of the Services. However, there will always be officers disillusioned by the outcomes of this system given the corporate requirements of each Service which this system must meet. Notwithstanding this, the Committee was concerned to ensure that each officer at least had the opportunity to put his/her name forward for any posting which may arise. The Committee was advised that a number of formal and informal mechanisms exist in each of the Services to inform officers of the available postings. For example, in the Army:

Officers are advised of the type and location of available appointments in a variety of ways. Commanders and other senior officers can provide junior officers with advice in this area. Career Advisers frequently visit units to deliver presentations which include an outline of the types of jobs which become available in each PPC. In addition, officers may consult the annual list of officers produced by each Corps, which shows the jobs held by each officer in the relevant Corps. Underlying these sources of information is the general awareness of jobs and employment areas which officers acquire as their careers progress.²²

14.30 In the case of the Air Force:

The introduction of an Electronic Bulletin Board is planned in 1996. The Bulletin Board, which will eventually be linked to all RAAF units, will improve communication between personnel staff and the officer corps by providing an up to date list of all RAAF officer positions and information on personnel policy and procedures. The Bulletin Board will also be used to "advertise" positions which will become vacant at short notice or which have unusual requirements.²³

14.31 The Committee endorses this approach as the regular notification of postings to all officers will not only enable individual officers to apply for positions for which they had relevant skills and interests but create a more transparent system of postings. It will also further encourage individual officers to take more responsibility for their own professional development.

Recommendation 3

The Committee recommends that officers in each Service be regularly notified of all postings.

Broadening the Curriculum

14.32 The question of specific course components on human rights and broader issues such as the relationship between the military and civilian authority in a democracy were raised during the course of the inquiry. While some specific elements of officer training do address some these issues (see paras 10.9 and 11.7), the Committee was concerned that these issues were not considered in sufficient detail across the officer training continuum. In particular, officer education in issues such as citizenship, Australia's democratic processes, the rule of law, and the individual's equality before the law was seen to be important and would benefit all students.

Recommendation 4

The Committee recommends that at each stage of pre-commissioning and post-commissioning officer training, course content include education in citizenship, Australia's democratic processes, the rule of law, the individual's equality before the law, the relationship between policing and military responsibilities and the civil/military relationship.

23 *ibid.*, p.582

19 *ibid.*
20 *ibid.*, p.581
21 *ibid.*, p.575
22 *ibid.*, p.579

Officer Education for Reserves

14.33 The Committee examined the existing system of professional military development for Reserve personnel with a view to determining its potential for developing Reserve officers for the 'military after next'. Concern was expressed to the Committee that the Terms of Reference did not refer specifically to the provision of academic education and professional military studies to officers of the Reserve Force.²⁴ The Committee, however, recognises Reserves as a fundamental part of the Total Force - in accordance with *Defending Australia 94*²⁵ - and therefore within the terms of reference of this inquiry.

14.34 The Committee noted a wide range of opinion among Reservists who provided evidence to this inquiry. On the one hand it was argued that as part of the Total Force, Reservists were entitled to the same opportunities for professional development as Regular officers. On the other, it was pointed out that there should be no expectation that Defence should educate its Reserve members in the same way as full-time members because:

General Reservists elect to be citizens first and servicemen second. They derive most of their benefits from the civilian community and discharge most of their responsibilities there.²⁶

14.35 The Committee heard many comments to the effect that the major factor militating against Reserves undertaking courses such as command and staff courses or Joint Services Staff College was civilian employment responsibilities. The Committee accepts that considerable difficulties preclude Reserves from undertaking academic education and professional military studies in the current system of professional development. The Committee notes that this issue is currently being considered by the Hon Arch Bevis, Parliamentary Secretary of Defence, and has wider implications than merely professional military development.

14.36 The Committee notes that guidance is provided to Reserve officers who wish to pursue academic attainment for military professional reasons in the CGS Policy Statement *A Core Educational Requirement for General Service Officers*. The policy acknowledges value in pursuing such studies and provides a framework of study for students:

The essence of the CER's applicability to the ARes officer is that if core training requirements are achieved and basic military performance is good,

then the achievement of CER would serve as a bonus for promotion and posting.²⁷

14.37 However, when CER is met in the course of acquiring an academic qualification, for example, a Masters in Defence Studies or a Graduate Diploma in Strategic Studies, recognition is not given to this achievement for the purposes of the award of psc.

14.38 The Committee was told that the gaining of a Master of Defence Studies degree is not regarded as equivalent to a staff college course. While providing an excellent strategic framework for higher Department of Defence employment, in the view of Defence the Master's degree does not broaden or enhance an officer's specific knowledge or understanding of his/her Service or of the ADF:

Officers who pursue their professional development outside the Services system usually enhance their general competencies rather than gain the specific qualifications required for advancement. Rarely do civilian studies substitute for Services courses because they lack the specifically military focus the Services require and achieve.²⁸

14.39 Defence explained that a Master of Defence Studies might cover some of the content of the Single Service Staff courses but would be unlikely to cover staff skills, Service knowledge, and management within the particular Service and the ADF. It would also not provide the same opportunities for forming professional contacts and relationships.²⁹

14.40 Defence acknowledged that the Master of Defence Studies may have some promotional value in that officers with tertiary qualifications are normally considered more competitive, if other factors are equal. Also, advantage is taken of such qualifications for certain appointments, for example, a Master of Defence Studies would be a preferred qualification for attache positions, force development positions and 'pol-mil' positions in operations postings.³⁰

14.41 This position appears to contradict the ADF's own rhetoric on the Total Force. On the one hand, the courses are organised in such a way that precludes Reserve Force officers from participating, while on the other the reluctance by the ADF to recognise and give standing to other sources of academic education towards a psc or jssc qualification disadvantages the Reserves - and to a lesser extent the Regular Force as well.

24 Submission No: 3, p.10
25 *Defending Australia 94*, p.73
26 Submission No: 24, p.526

27 CGS Policy Statement: A Core Educational Requirement for General Service Officers.
28 Submission No: 14.5, p.360
29 *ibid.*
30 *ibid.*

14.42 The Committee believes that the ADF must change its current mindset which focuses on how Reserves might participate in the current officer education system. Instead, the ADF should focus on how the system of officer education might be adapted to better suit the needs of Reserves as well as Regular officers. This change of focus will result in a better integrated and more flexible Total Force which will be necessary to meet the challenges posed by the military after next.

14.43 The Committee considers that the accreditation of academic qualifications gained outside the Services system towards the award of psc or jssc is a more appropriate and even-handed response to the attendance difficulties faced by Reserve officers. It is also consistent with the ADF's policy of obtaining accreditation of courses wherever possible.

14.44 The Committee was also concerned that Regular or Reserve officers who missed the 'window of opportunity' to undertake single-Service staff college or Joint Services Staff College due to Service demands had no other institutional opportunity to acquire the skills and understanding developed by these colleges. The accreditation of qualifications gained outside the Services system will allow officers in this position to overcome this disadvantage and introduce more flexibility into the existing system of officer education. The Committee envisages that accreditation of these qualifications will also encourage more officers to gain these skills thereby improving the general level of skills in the ADF.

Recommendation 5

The Committee recommends that recognition be given to appropriate academic qualifications, such as Master of Defence Studies, Graduate Diploma in Strategic Studies, in the awards of psc and jssc.

Distance Education

14.45 In late 1994 the University College conducted a feasibility study into establishing a distance education program in the postgraduate area. As a result of the study, a pilot program will be instituted in 1996 for three years. It will offer the Master of Defence Studies program to Defence personnel, both military and civilian.³¹

14.46 The Committee noted that other universities, notably Deakin and New England, have established distance education programs in defence studies. Professor Heselbine explained that University College embarked upon the program in competition with Deakin and the University of New England because:

... no tertiary educational institution can afford to enter the 21st century without having made some attempt at experiencing its capacity to deliver education in the distance mode. We believe, as what we would hope would be the university of first choice for our Defence colleagues, that we have a responsibility to try to deliver to them the sorts of courses that they need. We have had fairly clear indications that postgraduate study in defence studies is the course that they most want us to offer ... I believe that we have better intellectual expertise in defence studies here than either at Deakin or the University of New England.³²

14.47 Dr Smith advanced a number of arguments in favour of expansion by ADFA into distance education which focus on:

- the interest of ADF personnel in taking degrees in certain academic fields offered at the University College;
- the desire to make available degree courses to ADF personnel who are not in a position to undertake them because of postings outside Canberra or who, even if posted to Canberra, may have work commitments that preclude them from regular attendance on campus;
- the fact that ADF personnel may not have sufficient time in Canberra to complete a degree on campus at ADFA; and
- maintaining the prominence of the University College in the ADF and in the academic community.³³

14.48 Dr Smith, however, also pointed out a number of disadvantages which should be considered in pursuing this endeavour:

- establishing distance education will be costly in terms of personnel and resources if more than a marginal offering is to be made in a single field. A new administrative structure, additional staff resources and increased operating costs, for example, books, postage, photocopying, electronic communications will need to be taken into account;
- at least two universities already offer masters degrees in defence studies in the distance mode. Both Deakin and the University of New England (UNE) already have links with ADF personnel - Deakin through its involvement in Army Command and Staff College and UNE through its participation in the Army's Junior Officer Professional Education Scheme;

31 Evidence, p.432

32 Evidence, p.433-434

33 Submission No: 18, p.291

- involvement in distance education could detract from the effort and resources put into the current masters programs for students who attend the University College. It could also detract from undergraduate teaching. Unless the distance education program were fully resourced, some diversion of effort could be expected.³⁴

14.49 As a general rule Defence favours full-time courses because they allow students to concentrate on study, free from work place distractions therefore maximising the use of time available for training and education. There is also an advantage in bringing together a critical mass of students from different backgrounds to interact for a period, whether for one or 12 months.³⁵

14.50 Notwithstanding that there are certain limitations on distance education, the single Services have embraced part-time education and training where appropriate.³⁶

14.51 The Committee believes that the scope of the distance education can be widened to include the provision of professional military studies component of staff courses as self-contained modules. These could be undertaken by Reservists either through short residential courses, the distance education mode or through a combination of both, as appropriate.

14.52 Similarly, this 'building block' approach to the delivery of professional military studies would provide greater opportunities for the professional development of Reserve and Regular Force officers who may miss the 'window of opportunity' to undertake single Service staff college or Joint Services Staff College.

14.53 The Committee envisages that it will be possible for officers who miss the window of opportunity to attend staff college or JSSC to be accredited with psc or jssc by completing an appropriate external courses and modules of professional military studies. Both of these components could be completed through the distance education mode, short residential courses or through a combination of both, as appropriate.

Recommendation 6

The Committee recommends that modules of the professional military studies, equivalent to single Service staff college and Joint Services Staff College professional military studies components, be developed.

34 *ibid.*, pp.291-292
 35 Submission No: 14.5, p.355
 36 *ibid.*

14.54 Similarly, the Committee is concerned that the ADF may not be taking full advantage of alternative methods of course delivery in other areas of the current officer education system. The Committee notes that the RAAF uses the distance education mode in the delivery of its writing skills course. However, in other areas there appears to be a total reliance on residential course for the delivery of officer education. Whilst the Committee acknowledges the value of residential courses in the building of military networks and Service ethos and morale, the Committee considers that different approaches and modalities of course delivery should be implemented wherever possible.

14.55 The increased use of alternative delivery mechanisms such as distance education will increase the flexibility of the existing officer education system and in turn its capacity to cope with the challenges of the military after next.

Recommendation 7

The Committee recommends that the Australian Defence Force review the officer education system to identify where alternative delivery methods such as distance education can be implemented.

Focus on Rank rather than Function

14.56 The Committee found that the delivery of education to officers is primarily focussed on the rank of an officer rather than on the function he/she is assigned to perform. This stems directly from a combination of the COSC direction to the Service colleges concerning the level of war to be studied at each college and the fact that attendance at the colleges is primarily dependent on rank. The relationship between the level of war taught at the colleges and the rank of an officer is illustrated by Table 14.1.

Table 14.1: Present Exposure to the Levels of War³⁷

RANK	Major(E)	Lieutenant Colonel(E)	Colonel(E)
LEVEL OF WAR	Tactical	Operational	Strategic
COLLEGE	Single Service Staff College	JSSC	ACDSS

37 Based on COSC Direction - see Submission No: 14, p.155

14.57 The Committee believes that this strong focus on rank in the delivery of officer education may not always be appropriate to the tasks assigned to some officers especially given the wider range of tasks officers are likely to be called upon to perform in the military after next. Whilst attendance at the colleges should continue to be determined by rank, there may be circumstances where function should play a more prominent role in determining admission. For example, it may be appropriate for senior captains to undertake the ADF command and staff course in preparation for a particular function, particularly in the area of United Nations or regional engagements.

Recommendation 8

The Committee recommends that attendance at the colleges continue to be determined by rank but, in appropriate circumstances, recognition of function may be taken into account to permit senior captains to attend the Staff and Command Colleges.

14.58 The Committee was also concerned over the impact on officer education of the repositioning of the Joint Services Staff College from focusing on the strategic level of war to focusing on the operational level of war in a well constructed strategic framework as a result of the formation of the Australian College of Defence and Strategic Studies. The Committee is inclined to the view that this change in focus at JSSC is unfortunate as fewer officers will gain the benefit of the strong strategic focus now provided by ACDSS. However, given the newness of the course at ACDSS, it may be premature to review the merits of this decision at this stage. Rather, the Committee considers that this matter should be considered in the review of the course at ACDSS expected to take place in 1996. This review should also consider whether the length of the course is appropriate, whether the course should be formally accredited³⁸ and the position of the course in the continuum of officer professional development.

Flexibility in Removals

14.59 In the course of the inquiry the issue of officers being posted on professional development courses, and the impact on their families, was raised. As noted in para 8.20 the posting of an officer may have both positive and negative impacts. The Committee accepts the need to have standardised regulations governing removals and entitlements. However, it does believe that there is scope for greater flexibility in these removal and reunion provisions as they apply to officers and their families posted for the purpose of undertaking a professional development course. The ability of posted officers to maintain their family role would allow them to maximise the opportunities provided by their courses.

Recommendation 9

The Committee recommends that the ADF review regulations governing removals and related entitlements for officers posted on professional development courses.

Size of Courses

14.60 The Committee found that the courses offered by the staff colleges are clearly valued by individual officers and the ADF as a whole. The Committee is concerned that a significant proportion of officers are denied access to the courses and seeks to facilitate greater numbers participating in the courses.

14.61 The Committee notes, for example, that the JSSC course is limited to 48 participants. Consideration might be given to increasing the numbers on this course to, say, 60 participants.

Recommendation 10

The Committee recommends that the number of places on each staff course offered by the colleges be increased.

Jointery

14.62 The Defence White Paper stated that:

... to make the most effective use of each of our operating environments - sea, land and air - the Australian Defence Force is structured in such a way that anyone wishing to apply military force against us would need to contend with the coordinated and efficient action of all our forces under joint operational command.³⁹

14.63 The White Paper acknowledged however that the ADF has not been as proficient in joint operational command as in other areas and outlined a range of strategies for more effective command at the operational level. The Committee notes that Defence is committed to the development of Joint Force Headquarters, to defining joint operational concepts and to installing joint technology in tri-Service facilities.

38 see Chapter 11

39 Defending Australia 94, p.29

14.64 Developing greater proficiency in joint operational command, however, rests not only on establishing joint force strategies and jointly used technology but also on adequately preparing commanders to operate in a joint environment. The Committee does not believe that the current system of professional military development will be capable of achieving this.

14.65 Indeed, the Committee found that officers in any one Service have little opportunity to interact with officers of the other two Services through professional development program structures. Only those cadets who are accepted into ADFA are exposed to a tri-Service environment prior to commissioning. Apart from short courses at the ADF Warfare Centre, no further opportunity exists for tri-Service professional military development until officers have reached lieutenant colonel equivalent level and are selected to attend the Joint Services Staff College.

14.66 The Committee believes that the proficiency of the ADF in joint operational command will be enhanced if officers are exposed to the principles of 'jointery' and to opportunities to mix with personnel of other Services at earlier stages of their careers than current policy provides.

Pre-Commissioning Courses

14.67 The Committee notes that there are significant differences in the lengths of the direct entry officer pre-commissioning courses offered by the three Services.

Table 14.2: Length of Single Service Pre-Commissioning Courses

Navy	24 weeks
Army	18 months
Air Force	14 weeks

14.68 The Committee was surprised at the differences in the length of each of the Service's pre-commissioning courses. The Committee was told that the length of the courses varies to meet specific Service needs. Brigadier Willis justified the much longer course for Army cadets on the grounds that:

... essentially a young man or woman who graduates from the Royal Military College has to be capable of operating by himself or herself in some pretty desperate situations. For instance, soon after graduation you may be in the field as a platoon commander being totally and utterly

responsible for 30 other soldiers with no other fall back. Whereas, as I understand it, a young naval midshipmen will, generally speaking, be on a ship surrounded by advisers and seniors and an air force officer works in a different environment altogether. Therefore, the skills and the knowledge required of a young army officer are probably quite different in some areas from those required of a young naval and air force officer.⁴⁰

14.69 The Committee was told that, in general terms, the professional military development of each of the Service direct entry courses has a similar range of subjects to the common military and single Service training received by ADFA cadets. Common military training includes communication skills, writing skills, leadership, skill at arms, military law, military history, counselling and interview techniques, field training, weapon handling, drill and ceremonial and physical fitness. Single Service training aims to foster commitment to the parent Service and provide additional skill and knowledge unique to it.⁴¹

14.70 The pre-commissioning colleges and ADFA train officer cadets who, upon graduation and commissioning become junior officers at the 'coalface' of the military profession.⁴² The Committee has been impressed by the officer cadets and junior officers whom it has met in the course of visits to the colleges, ADFA and other Defence establishments. Indeed, junior officers have performed admirably in overseas peacekeeping missions and in other areas, all of which reflects positively on the training received at the pre-commissioning level.

14.71 The Committee notes that proponents of the Australian Defence Force Academy argued in the late 1970s that mixing cadets from all three Services at the earliest stages of their careers was crucial for long-term cooperation between the Services.⁴³ This has been achieved at ADFA through an appropriate mix of common military training and single Service training. Consequently, there appears to be little reason why this could not be achieved in the case of Direct Entry officer cadets through the introduction of a single tri-Service pre-commissioning college to replace the existing single-Service pre-commissioning colleges. However, the full impact of such a step is unclear and the Committee is reluctant to recommend that this step be taken given the strong emphasis on single-Service training at this level and the high quality of junior officers being produced by the single Service pre-commissioning colleges. Instead, the Committee considers that concept of a tri-Service pre-commissioning college should be the subject of a comprehensive feasibility study by the ADF.

40 Evidence, p.293

41 Submission No: 14, pp.102-105

42 *ibid.*, p.108

43 See para 3.7

14.72 The Committee considers that this feasibility study should examine a tri-service pre-commissioning course which consists of two parts:

- common military training covering topics such as communication, writing skills, leadership, skill at arms, law of armed conflict and military history which will be undertaken by all ADF entrants and military activities such as exercises etc; and
- single-Service training which will concentrate on those aspects of military service unique to the single-Services.

14.73 The Committee envisages that the tri-Service pre-commissioning course will be structured so that all potential officers undergo a period of common military training at the start of the course followed by single-Service training and a short period of common military training prior to graduation. The single-Service proportion of the training will be of variable duration depending on the specific requirements of the single-Services and will generally be undertaken at single-Service locations.

14.74 The Committee considers that the duration of a tri-service pre-commissioning course should be no longer than twelve months. In the case of Army, a twelve month pre-commissioning course will be six months shorter than the current RMC course. *If this was considered to be too short to incorporate sufficient single-Service training then additional single-Service training could be picked up at the junior officer level and would be in addition to warfighting skills.* In the case of Navy and the RAAF, a twelve month pre-commissioning course will require a significant extension of the existing courses. The Committee considers this to be desirable as it will further promote jointery and common military training across the Services.

14.75 The feasibility study should also consider the options for the location of a tri-Service pre-commissioning college. In the Committee's view, it would be appropriate to use existing facilities rather than build new facilities to accommodate a new college. Of the single-Service colleges, the Royal Military College, Duntroon or HMAS CRESWELL appear to be the most suitable for accommodating a tri-Service pre-commissioning college. While taking into account subsequent recommendations, the facilities at ADFA should also be considered. Other facilities may also be appropriate for this purpose.

Recommendation 11

The Committee recommends that the ADF conduct a feasibility study into the establishment of a tri-Service pre-commissioning college with appropriate single Service elements to replace the existing single-Service pre-commissioning colleges.

Junior Officer Development

14.76 The Committee recognises that at the junior officer level the focus of training is on acquiring specialisation skills, largely through on-the-job experience. While the Committee agrees with Dr Downes that a comprehensive knowledge of single-Service environments is essential to operating competently in a joint arena,⁴⁴ the Committee does not accept that training for joint operations should be ignored during this period of predominantly single-Service training.

14.77 Moreover in the military after next, the roles of officers at all levels is likely to widen significantly as has been the case since the end of the Cold War. The Committee observed that officers are more likely to have responsibilities in joint environments at more junior ranks than hitherto. Consequently, the Committee considers that *experience in 'jointery' during the junior officer stage is essential.*

14.78 The Committee notes that the ADF Warfare Centre conducts an *Introduction to Joint Warfare course for officer cadets to lieutenant level and other joint operations courses for captain and major levels.*⁴⁵ The Committee understands that these courses focus on joint operations, activities and issues.

14.79 The Committee considers that a comprehensive review of junior officer development should be conducted to assess, among other things, the balance between military professional development and war fighting skills. In particular, this review should report on the current exposure to the principles of jointery and joint operations at this level.

Recommendation 12

The Committee recommends that the ADF establish a review of junior officer development to assess, among other things, the balance between military professional development and war fighting skills.

Command and Staff Colleges

14.80 ~~In the current system~~ of officer professional development the courses offered at the command and staff colleges focus on preparing officers for appointments in single-Service environments.

44 Evidence, p.84

45 See para 12.13

14.81 Given that the Defence White Paper emphasises the need to prepare for joint operations, the Committee is somewhat surprised that little consideration is given to studies in 'jointery' at the command and staff colleges.

14.82 The Committee notes that in the United States Armed Forces the Joint Chiefs of Staff policy states that:

... intermediate-level [major equivalent] ... students will expand their understanding of joint forces at the tactical level of war, melding it with joint and Service perspectives of theatre warfare gained at this level.⁴⁶

14.83 The ADF's single-Service colleges maintain a distinction between 'joint education primarily from a Service perspective'⁴⁷ and joint education from a joint perspective, a distinction shared by the U.S. Armed Forces. The U.S. doctrine underlines the need for the single Service colleges to teach joint operations from the standpoint of a Service headquarters or Service component of a joint command.

14.84 However, the same doctrine places equal emphasis on the need for some mid-level officers to understand joint operations from the standpoint of the Joint Chiefs of Staff, a unified commander, or a joint task force commander.⁴⁸ It is this joint, operational emphasis that is missing from the focus of the ADF's single Service staff colleges.

14.85 The Committee is inclined to the view that if this is an appropriate policy for the U.S. Armed Forces, which are much more capable of operating independently than are the Australian single-Services, then serious consideration should be given to adopting a similar approach to officer training in the ADF.

14.86 However, the Committee was told that the Chiefs of Staff Committee had considered the issue of amalgamation or collocation of the single-Service colleges but had concluded that the present policy of discrete, single-Service training for junior and mid-level officers is appropriate:

There seems to be no training nor administrative benefit to be gained by such an amalgamation... It is really only as a senior officer - lieutenant colonel and equivalent - that the focus of the individual's responsibilities swings away from the single-Service environment in favour of the joint Service environment.⁴⁹

14.87 The Committee is not convinced that this justification for maintaining the focus on command and staff college courses on single-Service concerns is borne out in practice. For example, it would appear to the Committee that mid-level officers deployed in peacekeeping operations are required to operate in joint arenas and that this trend will continue as the roles of the ADF continue to expand.

Common Curriculum of Existing Command and Staff Courses

14.88 In considering the question of whether the single-Service colleges should be integrated into an ADF Command and Staff College, the Committee examined the content of the current courses. From its examination the Committee identified four broad areas of study in addition to a range of other activities such as administration, sport and research, namely:

- operations at the tactical level;
- strategic/defence studies;
- command, management and leadership;
- staff skills; and
- a range of other studies including administration, sport and research.

14.89 The Committee concluded that, of these five areas, only the study of operations at the tactical level has a strong single-Service emphasis. The other four areas have a common basis amongst the three Services. Table 14.3 shows the percentage of each course allocated to the above areas of study.⁵⁰

46 CM - 1618-93, CJCS, p.II-1.

47 *ibid.*

48 *ibid.*, p.II-8.

49 *Evidence*, p.10

50 It should be noted that the RAN Staff College course is six months long, compared to 12 months courses at Army Command and Staff College and RAAF Command and Staff College.

Table 14.3: Percentage of Course Spent on Main Subject Areas⁵¹

	RAN Staff Course	Army C&CS	RAAF Staff College
Operations		28	30
Strategic/Defence Studies	54	22	32
Command Management & Leadership	29	19	24
Staff Skills	17		14
Other (Admin, Sport Research)		30	

14.90 While both the commandants of RAN Staff College and RAAF Command and Staff College estimated that approximately 20 per cent of the courses is common to the three colleges,⁵² the Committee believes that, apart from Service-specific tactical studies, there is a high degree of commonality in the area of staff work, leadership and management skills and in studies concerning the operational and strategic framework for the study of the tactical level of war.⁵³

Facility Issues

14.91 The Committee was told that any decision to collocate the colleges in the future will depend more on the condition of the facilities than on doctrine:

51 The figures used in Table 14.3 were derived as follows:
 Navy: Annex B to Enclosure 1 to Item 2 of Annex D to the RANSC's answers to Questions on Notice.
 This indicated that the RAN Staff course has 4 weeks on Staff Skills, 7 weeks on Organisational Studies and Management, and 13 weeks on International and Strategic Studies. The figures in the matrix represent these timings converted into percentages.
 Army: Derived from the Australian Army Command and Staff Course 1995 Course Overview. Strategic/Defence Studies includes Australian Defence Studies (14%) and Strategic Studies (8%), Command Management and Leadership includes Command (12%) and Communication (7%).
 Although no percentage is noted for Staff Skills, such skills are developed throughout the course in subject areas such as Command Studies and Communication.
 RAAF: Extracted from the RAAF Staff College's Command and Staff Course Overview brochure, with the Air Power component of the course being regarded as the Operations element.
 52 Evidence, p.185; Evidence, p.326
 53 COSC directive that focus of study should be the tactical level of conflict, within a well-devised operational and strategic framework.

For that reason, and not because of any training imperative, the collocation of the three single-Service colleges is being examined further. However, the timing of any such move will be driven by facilities issues...⁵⁴

14.92 The integration of the single service Staff Colleges would be timely for HMAS Penguin which is currently under review and may be forced to relocate in any event.

14.93 While the facilities at Army Command and Staff College at Fort Queenscliff are excellent, the Committee found two serious disadvantages attached to the location:

- significant costs are attached to relocating an officer and his/her family for one year to Queenscliff. The costs cannot be minimised by back-to-back (consecutive) postings;
- frequent relocation can cause significant difficulties for Service personnel and their families.

14.94 The Committee also found that whilst the RAAF Command and Staff College at RAAF Fairbairn was advantaged by its location in Canberra, the facilities would require substantial upgrading.

14.95 Given the likely relocation of RAN College, the disadvantages of relocating to Queenscliff and the location in Canberra of RAAF Command and Staff College, the Committee favours the establishment of an ADF Command and Staff College in Canberra.

14.96 The location of an integrated command and staff college in Canberra would also enable Defence to benefit more extensively from the high levels of expertise which are currently to be found at the Strategic and Defence Studies Centre at the Australian National University and the Australian Defence Studies Centre at the Australian Defence Force Academy.

Conclusion

14.97 The Committee believes that combining the three single-Service command and staff colleges into one integrated unit would serve to promote concepts of joint operations and enable members of the three Services to build upon the joint experience proposed by the Committee at the junior officer level of career development.

54 Evidence, p.11

14.98 The integration of the single-Service staff colleges into an ADF Command and Staff College on one site would satisfy several purposes.

14.99 Firstly, an integrated college would facilitate a greater focus on 'jointery' and contribute to remedying the weaknesses currently identified in the White Paper in the area of joint operational command. In the longer term, officers will be better prepared to fulfil the enhanced joint operations requirements of the 'military after next'.

14.100 Secondly, an integrated college would enable officers at mid-level ranks to enhance their understanding of the concerns of the other two Services and cement relationships which may have developed during pre-commissioning or junior staff college courses. The Committee notes the importance which officers - particularly Army - attach to the bonding which occurs with members of the group with whom they undertook staff college.⁵⁵ If there is value to the Service of such bonds or networks within a single-Service, it is anticipated that similar benefits would apply ADF-wide from interaction at an integrated college.

14.101 Thirdly, integrating the command and staff colleges would serve to promote greater cost effectiveness through savings in the delivery of courses. The Committee noted that there was considerable overlap in the use of lecturers from the academic and industrial sectors. An integrated college would facilitate rationalisation of common resources such as the library, technographic services, and mess facilities. Savings in the administration of the colleges would be another result.

14.102 The Committee appreciates that the integration of the existing command and staff colleges into a single tri-Service college will require detailed planning. Accordingly, it may be appropriate to phase in this integration over the next two to three years.

Recommendation 13

The Committee recommends that:

- (a) the RAN Staff College, the Army Command and Staff College and the RAAF Command and Staff College be integrated into a single tri-Service ADF Command and Staff College located in Canberra; and

- (b) the integration of the RAN Staff College, the Army Command and Staff College and the RAAF Command and Staff College into a single tri-Service ADF Command and Staff College with appropriate single Service elements be phased in over the next two to three years.

⁵⁵ This applies equally to pre-commissioning class and JSSC

CHAPTER 15: PROVISION OF ACADEMIC EDUCATION TO UNDERGRADUATES

Introduction

15.1 Whilst at the time there was controversy over the decision to establish ADFA, the Committee recognises that the ADF has benefited greatly from the implementation of this decision. In particular:

- the move to have a more officers with a university education was a welcome one;
- ADFA guaranteed a stream of university educated officers;
- 'jointery' was a ground breaking feature of ADFA; and
- ADFA has produced high quality officers for the ADF to captain equivalent level.

15.2 *Notwithstanding these achievements, the decision to establish ADFA in 1981 remains a 1980's decision based on a 1970's post Vietnam environment of some antipathy towards the military. The environment has changed considerably since that time. It is now incumbent upon the Committee to reassess the merits of this decision in today's environment and against future needs and demands.*

The Rationale for the Establishment of the Australian Defence Force Academy

15.3 The Committee was told that the four principal reasons for establishing ADFA were espoused by the then Minister for Defence, the Hon Lance Barnard, in 1975 in the report to the Parliamentary Standing Committee on Public Works:

First, there was a need for a greater proportion of service officers to have tertiary education. Second, the development of associations between young officers of each-service at the outset of their careers, in order to facilitate inter-service co-operation and understanding in later years, was necessary. Third, it was felt that the establishment of one academy as a tertiary institution in its own right would lead to economies of use of resources, and provide a sound basis from which officer education for the future could be planned. The fourth reason was joint training.¹

¹ Evidence, pp.492-493

15.4 The Committee notes that Professor Francis West, as Dean of Social Sciences at Deakin University in 1980, expanded on the need for joint training:

These days, because military operations are inescapably joint operations by the armed services, the advantages of a common education are enormous. In the circumstances of joint operations, a professional and a personal familiarity with the other armed services and their members is essential ... [so that] ... from the beginning of a military education, potentially senior people should be trained to co-operation rather than rivalry.²

15.5 Professor West articulated the need for a first class military education. He said that, in following the military profession:

... any soldier, sailor or airman is engaging his life. The critical point is that this engagement should be made under the best possible conditions. The best possible conditions include the higher direction of military forces; command, that is, above unit level. The point of the defence academy is precisely an education which not only achieves the basic technical professional competence of any individual arm of the services, but the foundation of higher command.³

15.6 Commodore O'Hara stressed the importance for Defence of developing its future leaders and to do so properly:

To borrow a term from Dr Downes' submission to this committee earlier this year, the defence academy represents an investment now for the benefit of the 'military after next'. The defence academy provides the ADF with both the joint military education and the proper educational foundation for higher command as identified by Professor West.

This major investment in both military and general education at the start of an officer's career is planned to be the basis for further development through that career. The investment is long term and the profits will only be fully realised and therefore properly assessable when the graduates have had the opportunity to attain the highest ranks in the ADF.⁴

15.7 The Committee was told that in addition to the benefits identified by Minister Barnard and Professor West, ADFA provides Defence with the following range of benefits:

- economies of time and scale. Having the living quarters, military education and training, and university education in one location provides a time-efficient activity. A joint institution also provides economies of scale through having a single administration.
- ADFA provides Defence with a guarantee of undergraduate places within the tertiary education system.
- quality education of defence personnel both at an undergraduate and postgraduate level.
- the education of a number of cadets from New Zealand, Singapore and the Thai defence forces at ADFA supports the government's foreign policy. The inclusion of foreign cadets from our region contributes to the ADF's regional engagement, as stated in the Defence White Paper 1994.
- ADFA complements the activities of the Defence Science and Technology Organisation, DSTO, the prime defence research organisation.
- the tri-Service environment. ADFA's program has been structured to provide officers in the ADF with the one-team identity that will enable them, in years to come, to work confidently and effectively with their peers in the other services.
- ADFA provides an attractive higher education option for quality young school leavers. ADFA provides school leavers with an assurance that their studies are relevant and equally importantly guarantees them a position on completion.
- ADFA represents an investment in the future. The ADF officers who will lead the defence forces throughout the first half of the 21st century are either at or will soon be at ADFA. They will reach top management in about 30 years time.

15.8 The long term benefit of ADFA was stressed to the Committee:

... the academy is imparting an attitude towards the ADF of one force. This attitude will be harder to inculcate later in a career if it has to supplant long held single-service attitudes. By setting the attitude at the outset, the one ADF concept will form the basis of an officer's attitudes towards the services and will become the framework upon which

2 Evidence, p.493

3 Ibid.

4 Ibid.

subsequent single service attitudes are laid. It will remain the underlying attitude to the services throughout an officer's career and will only need reinforcing later on rather than teaching. Hence the outcomes of the defence academy are long term. They are attitudes which will enable senior officers to work comfortably with their counterparts in other services as well as provide them with the education basis that will enable them to do their jobs well at the strategic policy making stages of their career.⁵

Community Values

15.9 The Committee is concerned that an education at ADFA may not be an appropriate mechanism for integrating officer cadets with the community they are going to serve. At a relatively early age potential officers are removed from all community influences (family, civilian friends and university peers) and placed in a secluded military learning environment.

15.10 Increasing the Australian Defence Force needs to be part of, and draw support from, the community. Defence needs to be drawing closer to community standards in employment and conditions and even in some methods of operations. Whilst there will always be unique Defence attributes there is a need to narrow the gap between Defence and the wider community.

15.11 The military training at ADFA is structured, directed, formal and authoritarian while the academic education encourages critical thinking, independence and resourcefulness. At different times of the day, depending on whether the program is military or academic, the cadet has to cope with very different environments and expectations. This is certainly not a normal tertiary environment.

15.12 Potential officers are isolated from and treated very differently to their peers in the community while they undertake their tertiary studies. In addition, the artificial ADFA environment means that cadets are not generally forced to face the very real issue of just why they are a part of a defence force at all. It was to overcome this shortcoming that Professor Downes⁶ supported the notion of young officers interacting and interfacing with their civilian peers.

15.13 In the Committee's view, the insular and institutionalised nature of officer development militates against proper integration and interaction with members of the community. Apart from the provision of lectures by academics, students at ADFA have virtually no opportunity to interact and exchange ideas with the non-military community in a sustained and meaningful way.

5 Evidence, p.502

6 Evidence, p.82

15.14 The Committee is concerned that the sheltered environment of ADFA may not be capable of consistently producing the type of officer which will be necessary in the military after next. The type of officer required is one whom is able to display initiative, lateral thinking, elements of risk taking and strong motivation, versatility and flexibility.⁷ The Committee is not convinced that ADFA is the best environment to produce such an officer. There is therefore, incongruity between the educational environment at ADFA and the outcomes which the Committee considers must be achieved for the future.

15.15 Defence queried whether enough time had passed to validly assess the contribution made by ADFA:

Since its opening the academy has had eight intakes and the first graduates now have six years experience. Given the long-term nature of the investment in our officers at the academy, it is too early to validate the concept in full and not enough has changed in Australian society as a whole to indicate that the concept adopted in 1981 is not appropriate for 1995.⁸

15.16 Some members agreed with the Defence view that there had not been adequate time for the ADFA experiment and its potential for training better officers to be fully assessed. However, the majority of the Committee members felt that enough time has passed for a valid assessment of how the ADFA concept has been performing and, more importantly, is likely to perform in the future. Indeed, much has changed since 1981 in the recruitment market, the strategic environment and in community attitudes. Perhaps Defence should reflect on the wisdom of the following statement:

The more one stresses the uniqueness of the military institution, the greater the gap one opens up between that institution and its host society.⁹

15.17 Just as Defence has relinquished recruiting 13 year olds into the Service, although some who are still in Service were recruited that way, the Committee believes that a decision to join the officer corps as a university graduate will prove superior to a decision to join made in year 12 in the majority of cases. Indeed, the Committee believes that recruiting graduates from civilian universities will benefit the ADF through the greater maturity of its potential officer corps at commissioning. These officers will have benefited from interaction with the civilian community during their university studies. In addition, while at civilian universities these officers will have the advantage of forming associations with potential industrialists, public servants and others in a wider network than Defence.

7 Evidence, p.79

8 Evidence, p.502

9 Wrigley, *The Defence Force and the Community*, p.210

Resource Imperatives

15.18 The Committee is concerned that the cost to Defence of the existing officer education system - in excess of \$200 million a year - may prove difficult to maintain in the light of likely reductions or budgetary pressure in future Defence Budgets.¹⁰ Without a clearly identified threat and with a relatively stable strategic environment, it is difficult to justify increased Defence expenditure. As with other areas of Defence expenditure, therefore, the costs of officer professional development will need to be rigorously examined to find ways of achieving greater cost effectiveness without detriment to standards or capability.

15.19 The University of New South Wales acknowledged at the outset that educating and training cadets in a tri-Service military environment would be more costly than equivalent training in a civilian university - although less costly than the pre-existing three single-Service colleges.¹¹

15.20 The University told the Committee that studies carried out by the University College during the Inspector General's Program Evaluation of ADFA in 1992 showed that it costs slightly in excess of twice as much to produce a graduate from the University College,¹² than it does from the University's main campus. This is better than the figure of 3 to 1 deemed acceptable by Defence when ADFA was planned.¹³

15.21 Of over \$200 million spent on the ADF colleges, approximately 50 per cent (\$97.5 million) is spent on ADFA.¹⁴ The total undergraduate enrolment at ADFA (by head count) as at 29 April 1995 was 1009,¹⁵ while the total number of students at all the ADF Colleges including ADFA was about 3 000.¹⁶ Therefore, approximately half of the total ADF college funding is spent on only about a third of the total number of students. As a result, the Committee is concerned that too high a proportion of the Defence training budget is being allocated to providing academic education to too small a proportion of the officer corps.

15.22 The Committee notes that with the development of the Commercial Support Program in Defence, it is difficult to sustain the argument that undergraduate education is a core Defence activity as 37 universities are actively engaged in providing this service. Consequently, it does not appear that undergraduate education at ADFA represents Defence concentrating on its core mission.

10 The figure of \$200 million does not include military or specialisation training.

11 Submission No: 6, p.49

12 The precise ratio is 2.2:1

13 Submission No: 6, pp.49-50; Professor Hesceltine, Evidence, p.425

14 See Submission No: 14, p.134 and Department of Defence Ready Reckoner of Personnel Costs and Related Overheads

15 Of these 1000 were full time students and nine were part time students. Equivalent full time student units as at 29 April 1995 are at para 3.28 of this report.

16 Variations occur from year to year. This figure includes non-ADF students.

15.23 The Committee does not believe that Defence should assume responsibility for the costs associated with administering a university. ADFA does not represent value for money nor is it likely to provide the community orientation and integration necessary in preparing officers for the military after next.

15.24 The Committee believes that the savings to be made from terminating the undergraduate program at the ADFA would enable Defence to increase funding for its post graduate officer training core activity. In addition, some 190 military personnel would be released from the ADFA to undertake other military duties in the ADF. Moreover, the facilities at ADFA would be available for other Defence purposes.

Recommendation 14

The Committee recommends that, on balance, the University College undergraduate program conducted at ADFA be terminated.

The Graduate Recruitment Market

15.25 The Committee was told that the ADF has the following general officer recruitment requirements:

To provide well-educated leadership in 30 years time, the ADF needs around 400 first year university places per year now for its generalist officers in a range of disciplines.¹⁷

15.26 The Committee understands that no market research has been undertaken to assess the extent to which university graduates are likely to be attracted to a Service career. However, the Director General Recruiting has initiated a management information system which will eventually enable Defence to interpret and predict from its statistics. This initiative is to be commended but unfortunately Recruiting were not able to provide advice to the Committee.

15.27 The Committee notes that the number of students graduating with tertiary degrees has risen exponentially during the last decade, as shown in the Table 15.1.

17 Evidence, p.493

Table 15.1: Total Number of Graduates,¹⁸ 1984 - 1993

	1984	1989	1993
Science	10,048	11,598	16,999
Engineering	4,274	5,137	6,909
Humanities/Arts	15,154	18,873	27,244
Total	70,287	90,482	132,860

15.28 Table 15.1 shows that there has been an increase of 35 per cent in Arts graduates, over 60 per cent in Engineering graduates and 30 per cent in Science graduates between 1984 and 1993. Consequently, there has been a substantial increase in the number of graduates in the faculty areas offered by the Defence Academy.

15.29 Indeed, one of the concerns raised with the Committee was that without ADFA the ADF would struggle to attract sufficient numbers of university graduates.¹⁹ While this may have been true during the late 1970s when the Academy was being planned, the Committee does not believe that this situation prevails in 1995.

15.30 Moreover there has been a significant change in labour market conditions. The numbers of graduates still seeking work in the April following graduation has risen from 11.4 per cent in 1988 to 28.9 per cent in 1992. This is in contrast to the historical situation where graduates were eagerly snapped up by employers.

15.31 The Committee appreciates that graduate labor market conditions vary for different faculties. Table 15.2 shows the percentage of graduates placed in employment after completing their degree for those faculties represented at ADFA.

Table 15.2: Graduate Employment Rates for Faculties at ADFA²⁰

	1988	1993
Science/Physics	86.6	51.8
Computing Science	94.7	70.2
Aeronautical Engineering	86.7	70.5
Chemical Engineering	92.9	80.3
Electronic Engineering	86.8	75.9
Mechanical Engineering	95.0	76.5
Humanities/Arts	77.6	55.9
Total	88.6	71.1

15.32 Table 15.2 aptly illustrates the dramatic decline in employment placements which has taken place in the last five or so years. The Committee noted that graduate engineers - who are most commonly cited as having more attractive options in professions other than the military - have faced an increasingly difficult labor market since 1977. The proportions of engineering graduates seeking full-time employment in 1993 were as follows:

- aeronautical engineering 29.5 per cent
- chemical engineering 19.7 per cent
- civil engineering 22.2 per cent
- electrical engineering 29.9 per cent
- electronic/computing 24.1 per cent
- mechanical engineering 23.5 per cent.²¹

15.33 In the humanities field 18.5 per cent of graduates were seeking full-time employment in April 1989, compared with 22.5 per cent in 1990, 42.2 per cent in 1992 and 44.1 per cent in 1993.²²

15.34 The Committee notes that Defence expressed some doubt that sufficient numbers could be met from graduates from civilian universities. Based on 1994 ADFA graduate figures Defence would be seeking to recruit 278 graduates (0.2 per cent) of over

¹⁸ Australian Universities and Careers Guide
¹⁹ Evidence, p.500

²⁰ Australian Universities and Careers Guide, pp.33-34
²¹ *ibid.*, p.33
²² *ibid.*

130 000 graduates from the 37 universities across Australia. In other words, this means attracting 125 Arts graduates (0.4 per cent), 96 Science graduates (0.6 per cent) and 57 Engineers (including Civil, Electrical, Maritime, Mechanical Engineering and Aeronautical Technology) (0.8 per cent). These figures illustrate that Defence doubts about sufficient graduates being attracted from civilian universities can be dismissed.

15.35 The Committee also notes that some senior Defence personnel believe the higher salaries offered to graduates by other potential employers militates against the ADF recruiting directly from universities. While this may have been true in the late 1970s during the planning stages of the ADFA, there has been a considerable downturn in the starting salaries of graduates since that time. Table 15.3 illustrates this trend.

Table 15.3: Graduate Starting Salaries, 1977-1993²³

Degree	1977 - Percent of Average Weekly Earnings	1993 - Percent of Average Weekly Earnings	1993 - Average Annual Salary
Humanities	96.9	72.3	\$23,000
Computer Science	106.2	88.1	\$28,000
Economics	97	78.6	\$25,000
Physical Sciences	97.9	84.9	\$27,000
Engineering	105.2	94	\$29,500

15.36 In 1993 a high proportion of graduates in these fields experienced considerable difficulties in finding employment. This demonstrates that as the demand for graduates has diminished, starting salary levels as a percentage of average weekly earnings have also declined.

15.37 Current starting salaries for junior officers in the ADF compare favourably with the average salaries listed above. At lieutenant equivalent level the current rate of

salary is \$29 165.²⁴ In addition, all officers up to and including major equivalents receive a Service allowance of \$5 712 per annum. Consequently, the starting salary for an ADF graduate officer is well above the expected starting salary for most other employment options. This strongly suggests that sufficient graduates could be attracted from civilian universities to a career in the officer corps of the ADF.

University Sponsorship Schemes

15.38 There are two main ways in which Defence could recruit graduates from civilian universities. Defence could simply compete with other employers for recruits as students graduate or seek to involve students in Defence activities during the course of their studies by way of a sponsorship scheme or similar mechanism. The Committee favoured the latter approach as it provides Defence with a closer connection with the students, thereby enabling Defence to monitor their performance and level of interest throughout their undergraduate studies. In addition, it provides both Defence and students with the opportunity to undertake military training during university semester breaks.

15.39 The Committee considered a range of existing sponsorship schemes conducted by Defence and the private sector.

Defence Undergraduate Scheme

15.40 The Committee notes that Defence supports a number of undergraduates through the Undergraduate Scheme. This scheme is directed towards the recruitment of specialist officers such as doctors, lawyers and dentists. Table 15.4 sets out the level of financial support provided to these students as at June 1995.

Table 15.4: Financial Support under the Undergraduate Scheme

4 years to graduation	\$12,900
3 years to graduation	\$15,380
2 years to graduation	\$19,349
Final year	\$20,590

24 This figure is current at June 1995. Comparative figures for the non military sector are available only to 1993.

23 Drawn from Bruce Gutherie, *Graduate Starting Salaries 1993: A study of the earnings of new graduates in their first full-time employment in Australia, covering 1977 to 1993*, Graduate Council of Australia Ltd, August 1994.

15.41 Under this scheme students are actually recruited into the Defence Force, are guaranteed a job on graduation and are subject to a return of service obligation of one year for each year of study plus a further year. The Committee considers that the annual amount paid under the Undergraduate Scheme to be excessive given the current state of the graduate recruitment market. Accordingly, the Committee believes the Scheme should be reviewed.

Recommendation 15

The Committee recommends that the amounts paid to students pursuant to the Undergraduate Scheme be reviewed.

Private Sector Schemes

15.42 There are two reasons for an organisation sponsoring undergraduate students - altruistic and functional. The organisation either seeks to improve its corporate image by supporting undergraduates or seeks to recruit potential graduates as employees.

15.43 The Committee understands that the industrial sector operates a range of undergraduate sponsorship schemes. For example, under a cooperative program BHP, in conjunction with other employers, offers financial support to particular faculties to maintain courses of study such as metallurgy. The university accepts responsibility for selecting and administering students while BHP guarantees unpaid work experience but does not guarantee a job to the student upon graduation.

15.44 BHP also supports part-time study for full-time employees through a cadetship which offers the payment of HECS and 8 hours paid leave a week for the purpose of study. Approximately 90 students are studying at the University of Newcastle under this scheme.

15.45 Relatives of BHP employees may qualify for a scholarship. Under this scheme the student is given \$10 000 a year and guaranteed paid vacation employment. There is no guarantee of employment following graduation. Scholarships are limited to one per year per division.

15.46 The Committee understands that other employers such as QANTAS support selected undergraduate students to the extent of \$60 a week.

15.47 The Committee found that most sponsorship schemes generally offer between two and five thousand dollars a year with the average level of corporate sponsorship being in the vicinity of \$7,500. However, this figure is skewed by high levels of sponsorship in specialist areas such as mining engineering.

15.48 The Committee also notes that students at civilian universities may qualify for Austudy. Students living at home may be awarded approximately \$4,000 a year while those living away from home may receive \$6,250 a year.

Proposed Undergraduate Sponsorship Scheme

15.49 The undergraduate sponsorship scheme envisaged by the Committee is somewhat different to the existing sponsorship scheme for specialist ADFA officer recruits. The main characteristics are as follows:

- target approximately 1000 undergraduate students per year for financial assistance in civilian universities. Allowing for normal attrition, some 700 students should remain in the scheme at the end of year two and 600 by end of year 3. From these the ADF could select the most suitable three hundred or so officer cadets for pre-commissioning training.²⁵ Other suitable candidates would be offered commissions in the Reserve Forces or be recruited into the other ranks, Regular or Reserve;
- while undertaking their undergraduate studies, students will embark upon a single Service and common military training program during extended academic breaks. It is envisaged that this training would be organised on a regional basis and would include some basic training, familiarisation and motivational visits to Defence establishments, observation of and participation in a range of exercises; and
- sponsored students will be administered and supported by a regional office which would take responsibility for arranging the single Service and common military training program during extended academic breaks. The length of this training program should be determined in consultation between the ADF and the universities.

15.50 The Committee envisages that undergraduate students who apply for the sponsorship scheme will complete an initial basic single Service training course after a selection process but prior to commencing university studies. This will allow the ADF to better assess the suitability of all applicants and provide the applicant with an up-front insight into the demands of Service life.

15.51 In the Committee's view, a budgetary allocation for the sponsorship scheme should be made through HQADF rather than through the single-Services budgets. In addition, a new conditions package would need to be developed to cover sponsored students whilst they are engaged in military training. In addition to providing a uniform

25 Based on numbers currently admitted to the Academy each year.

at the time of the initial basic single Service training, the Committee believes that an annual allowance for items including books, course-related equipment and, where necessary, accommodation should be provided.

15.52 The Committee considers that the following factors should also be taken into account in the implementation of a sponsorship scheme for undergraduate students:

- selection into the scheme and the ADF upon the completion of studies should be competitive;
- each sponsored student should have a point of contact in Defence for mentoring purposes;
- performance of sponsored students should be continually assessed to determine their retention in the scheme;
- ongoing interest should be evident in the sponsored student. This could be assessed through 'industry experience' and familiarisation programs provided by Defence; and
- recruitment into the ADF should rest on academic and military aptitude with no guarantee of employment upon graduation.

15.53 The Committee envisages that the undergraduate sponsorship program will be centrally co-ordinated, subjected to quality management assessment and supported by procedures for monitoring and evaluating program outcomes. Defence should inform the community about the program and ensure that it is supported with other programs at school and tertiary levels.

15.54 The Committee has confidence that the attractiveness of a military career will overcome the need for a return of service obligation to be attached to this scheme. The officer who chooses to join the military is more valuable than one who is forced to join because of return of service obligations and for what amounts to a very small sum of money. A return of service obligation should be considered under any review of the scheme and instituted if the review so deemed.

15.55 The Committee considers that, in comparison with other schemes operating in private enterprise companies and support through Austudy, a Defence Sponsorship as described above would be an attractive and marketable incentive. The Committee would be surprised if 278 graduates could not be recruited from 1,000 sponsored students each year.

15.56 The Committee is aware that instituting a sponsorship scheme of this kind represents a shifting of costs of tertiary education from the Department of Defence to the Department of Employment, Education and Training. Defence had the following view on this issue:

If the University College is closed, the ADF would have to seek its future generations of university qualified leaders from among the students who have attended public universities and 1,000 Australian undergraduate places currently supplied by Defence would have to be supplied to DEET. Alternatively, 1,000 fewer Australian students would gain entry to a university or Defence would have to fund the extra places at the universities.

If the ADF lost its guaranteed places at the Academy, there would be no automatic mechanism for DEET funding to be increased for it to offer more places in public universities. There is already a shortfall of 23,000 places in 1995, about six per cent of the total demand. The removal of 1,000 defence funded university places would likely result in 1,000 fewer places in total.

15.57 However, the funding of university places by DEET is consistent with the provision of tertiary education to graduates employed in every other sector. Indeed, Defence is the only organisation in Australia that seeks to have their own university as a way of guaranteeing its own supply of graduates. Consequently, the Committee believes that it is anomalous that the University College should be funded from the Defence budget and not the DEET budget.

15.58 In the view of the Committee, the sponsorship of students under the proposed Sponsorship Scheme would achieve many of the benefits that ADFA currently provides. In comparison to ADFA, what is lost in the proposed Undergraduate Sponsorship scheme is the exposure to a military environment while undergoing academic study and some control over the course of study actually being undertaken. What is gained is a potential officer who has a better understanding of community values and who is better integrated into the community. To overcome the losses, students will embark upon a single Service and common military training program during extended academic breaks.

15.59 Consideration could also be given to enhancing the role of the University Regiments to more reflect the activity of the Reserve Officer Training Corps (ROTC) of the US military. This would provide the sponsored students with additional exposure to military activities whilst they attended university.

Estimated Costs of Undergraduate Sponsorship Scheme

15.60 The Committee proposes that the sponsorship of the university undergraduates be set at \$6,000 in the first year. This level is deemed to be appropriate because:

- it is similar to the top AUSTUDY payment available to independent students (approx \$6250);
- it is significantly higher than most sponsorship schemes available through Australian business;
- selected graduates will not be guaranteed a job in the ADF (unlike the ADFA undergraduates);
- selected graduates will not be subject to a return of service obligation (unlike the ADFA undergraduates).

15.61 The Committee favours an increasing scale of sponsorship payments over subsequent years as a form of incentive to the selected undergraduates. A figure of \$8,000 in the second year, rising to \$12,000 in the third and fourth years (if applicable) was an option considered by the Committee. The cost of the introduction of the proposed sponsorship scheme for undergraduates on this basis is set out in Table 15.5.

Table 15.5: Estimated Costs of Undergraduate Sponsorship Scheme²⁶

	No of Students	Scholarship Paid (pa)	Total Cost
First Year	1,000	6,000	6,000,000
Second Year	750	8,000	6,000,000
Third Year	600	12,000	7,200,000
Fourth Year ²⁷	112	12,000	1,344,000
Mature Cost of Scholarship			20,544,000
Indicative Administrative Costs			5,000,000
TOTAL			25,544,000

²⁶ Submission No: 14.11, p.571

²⁷ Fourth year student numbers were derived from previous Engineering and Honours students at ADFA

15.62 Based on the average level of ADFA graduates (230) divided by the total cost of the Scheme (\$25.5m), the per capita cost of the undergraduate scholarship scheme was estimated at \$0.111m by Defence.²⁸ Defence pointed out that similar to ADFA, there would be ongoing costs to Defence associated with the establishment of a Selection Board, induction generally and Single Service Training.²⁹ The costs of these functions were not included in the costings provided.

15.63 The Committee was advised that the postgraduate component of ADFA costs approximately \$12 million per annum.³⁰ If this amount is deducted from the estimated full cost of ADFA, namely \$97.5 million, the net figure represents the cost of providing undergraduate education at ADFA. This amount is \$85.5 million which is substantially more than the estimated cost of the proposed undergraduate sponsorship scheme (\$25.5 million). Accordingly the replacement of undergraduate program at ADFA by the proposed sponsorship scheme would result in a saving of approximately \$60 million per annum.

15.64 The Committee considers the annual amount payable under the proposed scholarship to be very generous given the amounts being paid under similar undergraduate scholarship schemes. A more realistic figure would be \$6,000 pa for the first year with incremental rises to \$8,000 per annum for fourth year students. The cost of this scheme at maturity based on the methodology adopted in the costings supplied by Defence would be \$20.971 million per annum including administrative costs of \$5 million. This translates into a saving of some \$64.5 million per annum were this scheme to replace the undergraduate program at ADFA.

15.65 The Committee notes that its recommendations in respect of other aspects of the existing officer education system will have positive and negative impacts on the Defence budget. In the event that the net impact is negative, then the substantial savings from replacing the undergraduate program at ADFA with the proposed undergraduate sponsorship scheme should far outweigh this impact.

²⁸ Submission No: 14.11, p.571

²⁹ Whilst funding for Selection Boards and applicants travel has not been included, data supplied by Defence Recruiting indicates that:

- (a) ADF Scholarship Selection Centres could expect to have to process up to nine times the number of applicants required for the first year; and
- (a) costs associated with travel, medical and dental checks would be approximately \$1.0m, or just over 30 per cent of the present annual total ADF costs to process all ADF applicants (Officers and General Entry).

³⁰ This costing does not include the salaries of students. This was not feasible due to the fact that a large number of postgraduate students at ADFA are part-time rather than full time students.

Recommendation 16

The Committee recommends that the undergraduate program at ADFA be replaced by an Undergraduate Sponsorship Scheme with the following features:

- (a) selection of 1,000 undergraduate students per year by a Selection Board, and prior to entry into university, the completion of an initial basic single Service training course;
- (b) students each year will be assessed on academic and military performance;
- (c) sponsorship amounts:
 - First year - \$6,000
 - Second year - \$6,500
 - Third year - \$7,000
 - Fourth year - \$8,000and in addition provide an appropriate annual allowance for items including books, course-related equipment and, where necessary, accommodation;
- (d) single Service and common military training each year during extended academic breaks;
- (e) final selection of officer cadets by the ADF on a competitive basis upon the completion of undergraduate courses.

Implementation Issues

15.66 The introduction of a university undergraduate sponsorship scheme in place of undergraduate courses at ADFA will impact upon the 1981 Agreement entered into by the University of New South Wales and the Commonwealth of Australia. Under this Agreement the University of New South Wales established the University College to provide university undergraduate education at ADFA.

15.67 In 1992 the Inspector General conducted a Program Evaluation of the Australian Defence Force Academy Component of the Personnel Sub-Program in the Forces Executive Program. In the report of the evaluation the Inspector General observed that the Agreement does not define clearly the rights and obligations of each

party. Nor does it contain specific termination or amendment clauses or require specific performance information from the University of New South Wales.³¹

15.68 The Inspector General found that the 1981 Agreement was a constraining factor in relation to Defence's resource management, particularly with respect to scrutiny of UNSW funding.³² The Committee agrees that the university component should be subject to the same external review and justification processes as apply elsewhere in Defence.

15.69 The Committee was told that following the Inspector General's program evaluation, the continuing force of the Agreement was accepted by both the CDF and the Secretary who advised ADFA Council, through the final report of ADFA Reviews Implementation Committee (ARIC), that Defence saw no requirement to renegotiate the 1981 Agreement with the University. The ARIC report was also accepted without reservation by the Chiefs of Staff Committee at its meeting on 24 August 1994.³³

15.70 The Committee notes that the Inspector General, in commenting on the history of the Agreement, reported that:

Files of the period reveal the speed with which senior Defence management moved to secure an alternative to Casey University... On 27 February 1980, Defence formed a two-person team to identify 'the options that can be considered in negotiations with UNSW on the possible association of the Defence Force Academy with the University'. The team was required to report (and did) by 7 March 1980, that is, within one week.³⁴

15.71 According to the Inspector General, details of the negotiations leading to the final Agreement remain unclear.

15.72 Leaving the circumstances of the hasty formulation of the Agreement aside, the Committee noted that there are no provisions to review the Agreement on a regular basis or to terminate it. According to Defence, however, this does not necessarily exclude the possibility of termination or review of the Agreement taking place. Indeed, an amendment to the Agreement was concluded in 1985 to specify a particular condition of membership of ADFA Council for the purposes of its first meeting and to alter remuneration provisions.³⁵ In light of the proposed undergraduate sponsorship scheme, the Committee considers that the Agreement should be re-negotiated again.

31 Program Evaluation: Australian Defence Force Academy, Inspector-General Division, Department of Defence (December 1992), p.3
32 *ibid.*, p.3-4
33 Evidence, p.418
34 Program Evaluation: Australian Defence Force Academy, op.cit., pp.3-2, 3-3.
35 See Appendix 4

Recommendation 17

The Committee recommends that the 1981 Agreement between the University of New South Wales and the Commonwealth of Australia be re-negotiated.

15.73 The Committee notes that this Agreement stipulates that the Commonwealth shall:

... meet the cost to the University of any liabilities or expenses that the University may incur in connection with the performance by it of this agreement, including any liability that may continue in the event of and notwithstanding the termination of this agreement.³⁶

15.74 This means that the Commonwealth may be responsible for any costs incurred by the University as a result of the termination of the agreement. One of the major costs flowing from termination of the agreement will be staff related. An immediate termination of academic staff tenure or contracts by the University would result in large redundancy or contractual payments.

15.75 These staff related termination costs could be minimised by phasing out undergraduate courses over a period of three or more years. This would avoid early termination pay-outs to contracted staff and minimise retrenchment payments to tenured staff as a result of natural attrition. The Committee envisages that some of the remaining tenured staff could be transferred to the University's campuses or employed by Defence in post graduate defence study courses conducted at the new Academy.

15.76 The phasing out of undergraduate courses at ADFA would also allow existing ADFA students to complete their studies. The Committee considers this to be desirable as this was the basis upon which these existing officer cadets joined the ADF.

15.77 The Committee notes that preparations for the 1996 ADFA intake of officer cadets are already well underway. The Committee considers that it would be inappropriate for the ADF to unilaterally withdraw from this process at such a late stage. However, the Committee considers that this should be the last undergraduate intake at ADFA. Those officer cadets undertaking three year courses will complete their courses by the end of 1998, with honours students finishing at the end of 1999. Those officer cadets undertaking engineering courses will complete their courses by the end of 1999.³⁷ Consequently, the Committee considers that undergraduate courses at ADFA should cease at the end of 1999.

³⁶ Clause 8.3 (b) of the Agreement, Appendix 4

³⁷ Those officer cadets wishing to complete an honours year in engineering could do so at the University of New South Wales or some other institution.

Recommendation 18

The Committee recommends that undergraduate courses at ADFA cease at the end of 1999.

15.78 The four year phasing out period for undergraduate courses at ADFA does not mean that the recommended sponsorship scheme will commence at the expiration of this period. Rather, the Committee considers that the first year of the sponsorship scheme must be 1997 in order to ensure that the ADF's annual intake of officer cadets continues. The first group of sponsored students will complete their undergraduate studies in the year 1999/2000 and be eligible for recruitment to the ADF in the subsequent year.

Recommendation 19

The Committee recommends that the Undergraduate Sponsorship Scheme be introduced at the start of 1997.

The Academy as a Centre of Excellence

15.79 The cessation of undergraduate courses at ADFA will release military personnel to undertake other military duties in the ADF. In addition, the facilities at ADFA would be available for other Defence purposes.

15.80 The Committee considers that the facilities at ADFA could be efficiently used to accommodate the proposed tri-Service ADF Command and Staff College. The Committee also proposes that the role of the Australian Defence Force Academy be expanded to include all the functions which are currently the responsibilities of the Australian College of Defence and Strategic Studies and the Joint Services Staff College. This would involve the relocation of these colleges from Weston Creek to ADFA.

15.81 The Committee envisages that the consolidation of JSSC, ACDSS and the ADF Staff and Command College at the ADFA site will result in additional savings to the Defence budget through economies of scale. It will also enable Defence to benefit more extensively from the high levels of expertise which exist at the Australian Defence Studies Centre. More importantly, it will create a tri-Service environment which will emphasise a one-team identity that will enable officers to work confidently and effectively with their peers in the other Services.

15.82 In the Committee's view, the importance of jointery in the education of the officer corps of the ADF cannot be understated. It was a key reason for the establishment of ADFA and reflects the fact that military operations are now inescapably joint operations of the three Services. Moreover, the creation of a tri-Service

environment and ethos in the training of the ADF's officer corps is essential now in order to adequately prepare for the military after next.

Recommendation 20

The Committee recommends that the Australian Defence Force Academy be expanded to include the Australian College of Defence and Strategic Studies, the Joint Services Staff College and the tri-Service ADF Command and Staff College.

Post Graduate Program

15.83 The University College provides for postgraduate education of most interest and relevance to members of the Defence organisation. This is borne out by the fact that in the period 1986-1993, of the 419 postgraduate degrees awarded, 179 (42.7 per cent) went to serving ADF personnel. In 1993-94, of the total of 745 enrolments, 318 (42.7 per cent) were either serving members of the ADF or Defence civilians. In the same period, of the 351 enrolments in coursework Masters programs in Defence Studies, Management and Information Science, 191 (54.5 per cent) were either serving members of the ADF or Defence civilians.³⁸

15.84 The Committee found that since its inception in 1986 the Australian Defence Force Academy has earned considerable standing as a national institution. The Academy has achieved a fine academic record in its post graduate programs. The Committee proposes that Defence build upon this reputation by developing as a centre of excellence for the officer corps of the ADF.

15.85 Defence told the Committee that it views the University College as playing an important rôle in the future:

The ADF is looking to the university college as an institution of first choice for contract education. Although the college has not always won the tasks in competition with other universities, it is routinely approached first when university education is needed. Successful examples of this practice include the following: the army traditionally sent its officers to the UK for technical staff training at the Royal Military College of Science at Shrivenham. This has been largely repatriated to the university college, which runs the Australian Technical Officers staff course under contract to the army at greatly reduced cost.³⁹

15.86 As mentioned earlier, the Committee believes that the substantial savings to be made from terminating the undergraduate program at ADFA would enable

38 Submission No: 6, p.46
39 Evidence, p.498

Defence to increase funding for its post graduate officer training core activity. In the Committee's view, a key element of this is post graduate academic education for the ADF's officer corps.

15.87 The Committee considers that the post graduate function of ADFA should be expanded by instituting a Graduate School of Defence Studies and incorporating the existing postgraduate programs. The Committee notes that some of the functions which could be assumed by a Graduate School of Defence Studies are to some extent being conducted by the Australian Defence Studies Centre located at ADFA.

15.88 The activities of the Australian School of Defence Studies include the Visiting Fellows Program. Under this program ADF and other officers, including officers from the region, are invited to study particular issues in depth.⁴⁰ The Centre encourages the publication of the results of such study and the organisation of seminars to disseminate the findings to a wider audience.⁴¹

15.89 The Committee believes that there would be considerable scope for extending invitations to eminent scholars in defence and strategic studies or prominent senior military personnel from the region to take up visiting professorial appointments at the Academy. All components at the Academy would gain from such a scheme.

Recommendation 21

The Committee recommends that a Graduate School of Defence Studies be expanded so as to incorporate the existing post graduate programs at the Australian Defence Force Academy.

15.90 There is also scope for a Graduate School of Defence Studies to facilitate broader linkages between Defence and other areas of the community. For example, in an area such as international humanitarian law of armed conflict there is a role for organisations such as the Australian Federal Police, the Department of Foreign Affairs, the Attorney General's Department and humanitarian organisations in examining issues such as humanitarian law and operational law.

15.91 In accordance with this principle the Committee recommended in its report on Australia's participation in peacekeeping that consideration be given to establishing an Australian Peacekeeping Institute at the Australian Defence Studies Centre.⁴²

40 The Committee was told, for example, that one visiting fellow was studying aspects of defence industry and readiness, another was examining multiculturalism and cultural awareness training. Evidence, p.467

41 *ibid.*

42 JSCFADT, *Australia's Participation in Peacekeeping*, AGPS, Canberra, December 1994, Recommendation 50.

Legislative Basis for ADFA

15.92 In the Committee's view, the re-constituted Australian Defence Force Academy needs to be underpinned by legislation as was the original intention. The Committee would expect that the University of NSW would wish to be associated with the enhanced pre-eminent institution, however contingency arrangements would need to be made in case this did not eventuate.

15.93 Under the Act each component part of the Academy would operate as an autonomous unit, having responsibility to an Academy Board of Directors. It is proposed that the Academy Board consist of a small group of representatives internal and external who would ensure that appropriate standards were maintained by each component. The Committee considers that, within the framework of the Academy, an Academic and a Military Board should be established to oversee the academic coursework and military programs to ensure high standards and currency and balance between the two.

Recommendation 22

The Committee recommends that the Australian Defence Force Academy be established under an Australian Defence Force Academy Act.

Awards for Excellence

15.94 The standing of the Australian Defence Force Academy as a centre of Defence excellence could be augmented by the introduction of awards for excellence of achievement in defence. The Committee envisages that these awards could be presented to recognise outstanding academic achievement, including research, in the defence area.

Recommendation 23

The Committee recommends that the Australian Defence Force Academy foster awards for excellence of achievement in defence.



ROGER PRICE, MP
CHAIRMAN

APPENDICES

LIST OF SUBMISSIONS

-
1. John Rolland, Director Australian Nuclear Science & Technology Organisation
 2. Dr Adrian Sandery RFD
 3. Dr James Wood
 4. Colonel P R Shekleton
 5. Major Klaus D H Felsche, Department of Social Science Education, University of New England
 6. John Niland, Vice-Chancellor, University of New South Wales
 7. Dr Magnus Clarke, Director of Defence Studies, Faculty of Arts Deakin University
 8. Major Ian G R Wing
 9. H J P Adams AM, National President, Regular Defence Force Welfare Association Inc
 10. Flight Lieutenant D J Holt, 36 Squadron, RAAF Base Richmond
 11. Lieutenant Colonel Graham Tippetts, RAA
 12. Mr Paul Varma
 13. Squadron Leader K B Contessa, Jindalee Project Office, Defence Materiel Division, Department of Defence
 14. Major General Gower, Australian Defence Force
 - 14.1 Major General Gower, Australian Defence Force
 - 14.2 Captain M J Petch, RAN, Australian Defence Force
 - 14.3 Group Captain R J Connor, Australian Defence Force

- 14.4 Australian Defence Force Academy
- 14.5 Vice Admiral R A K Walls, RAN, Australian Defence Force
- 14.6 Captain T E Lewis, RAN, Director, RAN Staff College
- 14.7 Vice Admiral R A K Walls, RAN, Australian Defence Force
- 14.8 Commodore J S O'Hara, RAN, Australian Defence Force
- 14.9 Mr P E Hannan, Australian Defence Force
- 14.10 Commodore J S O'Hara, RAN, Australian Defence Force
- 14.11 Mr R Anderson, Australian Defence Force
- 14.12 Rear Admiral M B Forrest, RAN, and Brigadier C E Stephens, Australian Defence Force
- 14.13 Australian Defence Force
- 14.14 Department of Defence
- 14.15 Rear Admiral A M Carwardine, RAN, Australian Defence Force
- 14.16 Brigadier S V L Willis, Australian Defence Force
- 15. Meryl Stanton, First Assistant Secretary, Government Authorities and Defence Division, Department of Industrial Relations
- 16. Peter Alexander, Australian Veterans and Defence Services Council
- 17. Dr Anthony Bergin, Australian Defence Studies Centre
- 18. Dr Hugh Smith
- 19. Major General James, Returned & Services League of Australia Ltd
- 20. Mr Bruce Lane
- 21. Mr Len Wakeman
- 22. Mr B J Eames
- 23. CIT Solutions

- 24. Colonel D J Sandow, RFD, ED, Defence Reserves Association
- 25. Confidential
- 26. Confidential
- 27. Confidential

LIST OF PUBLIC HEARINGS AND WITNESSES

21 October 1994 at Canberra

Captain Brian Adams, HMAS CRESWELL
Rear Admiral A M Carwardine, Commandant, ADFA
Commodore R A Christie, Deputy Naval Training Commander
Air Marshal R G Funnell, (Retd), Principal, ACDSS
Major General S Gower, Assistant Chief of the Defence Force - Personnel
Prof. H P Heseltine, Rector, University College, ADFA
Major General F J Hickling, General Officer Commanding, Training Command,
Army
Brigadier P L McGuinness, Commandant, Army Command and Staff College
Air Commodore B D O'Loughlin, Air Officer Commanding Training Command
Major General P Stevens, Assistant Chief of the General Staff - Personnel
Brigadier S V L Willis, Commandant, RMC
Brigadier J B Wilson, Joint Services Staff College

3 February 1995 at Canberra

Dr Cathy Downes

22 February 1995 at Army Command and Staff College, Queenscliff

Brigadier Philip McNamara, Commandant
Lieutenant Colonel Brain Millen, Instructor
Colonel Vincent Williams, Director of Studies
Major Andrew Smith, Student
Major Kevin Pye, Student

22 February 1995 at Royal Australian Air Force College, Point Cook

Wing Commander Rajmund Borysewicz, Director
Wing Commander Stephen Fielder, AM, Director
Group Captain Christopher Russel, ADC, Commandant
Wing Command Johannes Steinbach, Director

23 February 1995 at the RAN Staff Training School, HMAS CRESWELL, Jervis Bay

Lieutenant Commander Christopher Cunningham, OIC
Command David Garnock, Executive Officer, Deputy Director
Lieutenant Commander Adrian Kops, OIC
Captain Michael Petch, Commanding Officer, Director

23 February 1995 at the Royal Australian Navy Staff College, HMAS PENGUIN, Sydney

Lieutenant Commander Peter Collett, Student
Lieutenant Commander Glenn Forrest, Ex-student
Captain Timothy Lewis, Director (Commandant)
Commander Gregory McCormack, Deputy Director and Planning Manager

9 March 1995 at Canberra

CIT Solutions
Ms Jennifer Arkle, Senior Project Manager
Mr David Woodward, Team Leader, ADF Civilian Recognition

10 March 1995 at the Royal Military College, Duntroon

Lieutenant Colonel Stuart Ellis, Commanding Officer
Lieutenant Colonel Ian Gregg, Chief of Staff
Mr Andrew Grills, Second Class Officer Cadet, Alamein Company
Lieutenant Colonel Gary Hanson, Student Counsellor
Colonel Djane Harris, Director of Military Art
Mr Scott Lucas, Staff Cadet
Mr Nicholas Rose, Staff Cadet
Ms Kirsty Skinner, Staff Cadet, Gallipoli Company
Brigadier Simon Willis, Commandant

10 March 1995 at the RAAF Staff College, RAAF Base, Fairbairn

Group Captain Robert Connor, Commandant
Wing Commander David Edwards, Director of Studies and Support
Air Commodore Brendan O'Loughlin, Air Officer Commanding
Wing Commander Peter Rowell, Director of Coordination & Administration
Wing Commander Gregory Sutton, Director Command and Staff Course
Squadron Leader James Walker, Graduate

31 March 1995 at the Joint Services Staff College, Weston

Captain Geoffrey Bairnsfather, Director of Studies
Major Raymond Curtis, Senior Administration Officer
Commander Susan Jones, Course Member RAN
Mr Roger Lee, Director Staff Public Service
Wing Commander Timothy Mara, Course Member RAAF
Lieutenant Colonel Patrick McDonald, Directing Staff New Zealand
Wing Commander Richard Sargeant, Directing Staff Air Force 2
Lieutenant Colonel Kimlyn Templeton, Course Member Army
Brigadier John Wilson, Commandant

31 March 1995 at the Australian College of Defence and Strategic Studies, Weston

Mr Ross Cottrill, Director of Studies
Air Marshal Ray Funnell (Ret'd), Principal

11 April 1995 at the Australian Defence Force Academy, Campbell

Dr Anthony Bergin, Australian Defence Force Studies
Group Captain James Cole, Director of Military Education and Training
Mr Kenneth Dean, Director of Budget, Finance, Civil Administration and Secretariat Services
Dr Robert Hall, Executive Director, Australian Defence Force Studies Centre
Prof. Harry Heseltine, Rector, University College
Major General Francis Hickling, Commandant
Prof. John Richards, Deputy Rector
Dr Hugh Smith, Senior Lecturer

11 April 1995 at Canberra

Dr Hugh Smith
Dr James Wood

6 June 1995 at Canberra

Air Vice Marshal F D Cox, Assistant Chief of the Defence Force - Personnel
Prof. H P Heseltine, Rector, University College, ADFA
Lieutenant Colonel T R Lloyd, Deputy Director, Training Policy, HQADF
Commodore J S O'Hara, Director General, Service Personnel Policy, HQADF
Commander S M Rowley, Deputy Director Education, DITEP, HQADF

LIST OF EXHIBITS

1. Document: *Defence Studies at Deakin University: an outline* (attached to Submission No 7)
2. Document: J Mohan Malik (ed), *Asian Defence Policies Book One - Great Powers and Regional Powers*, Deakin University, 1994 (attached to Submission No 7)
3. Document: J Mohan Malik (ed), *Asian Defence Policies Book One - Regional Conflicts and Security Issues*, Deakin University, 1994 (attached to Submission No 7)
4. Document: J Mohan Malik (ed), *Peace and Security*, Deakin University, 1994 (attached to Submission No 7)
5. Document: CGS Policy Statement, *A Core Education Requirement for General Service Officers - Education for the 21st Century* (attached to Submission No 11)
6. Document: *Guide to Industrial Relations and Workplace Reform Training Services*, July - December 1994, The Department of Industrial Relations (attached to Submission No 15)
7. Sample proforma correspondence (provided by Air Marshal R G Funnell AC (Ret'd), Principal, Australian College of Defence and Strategic Studies)
8. *The College : Information Video*, Australian College of Defence and Strategic Studies (provided by Air Marshal R G Funnell AC (Ret'd)
9. *1995 College Handbook*, Australian College of Defence and Strategic Studies (provided by Air Marshal R G Funnell AC (Ret'd)
10. *Graduate Program in Strategic Studies*, The Strategic and Defence Studies Centre, Australian National University.
11. Document: ACTAID Pty Ltd, *Civilian Recognition of Defence Force Training, Command and Staff College' Prepared for Royal Australian Air Force, Canberra, June 1993.*

12. Document: 'Officer Education' (diagram)
13. Document: 'Graduation Requirement RAAF Command and Staff'
14. Document: 'The Command and Staff Course - Course Overview'
15. Document: 'Presentation to the Defence Sub-Committee into Professional Military Development on 10 March 1995 by Wing Commander D L Edwards, Director of Studies and Support, RAAF Staff College'
16. Brief given to JSCFADT on the RAN Staff College 23 February 1995
17. Document: 'RAN Staff College Customer Survey'
18. Folder: Royal Military College Duntroon, containing the following documents:
 'The Royal Military College Duntroon' promotional literature;
 'General Service Officer First Appointment Course Graduation Requirements';
 'General Service Officer First Appointment Course Terminal Objectives and Exams';
 'Commandant's Vision';
 'RMC Stage II Redevelopment'
19. Sample credentials for graduates of JSSC and RMC
20. Command and Staff College Fort Queenscliff Visitor's Handbook
21. Australian Army Command and Staff Course 1995 Course Overview
22. Information Brief on the Royal Australian Air Force College, February 1995
23. Commandant's briefing - overhead slides
24. Document 'JSSC Course Statistics'
25. Document 'JSSC - Statistics, Curriculum'
26. Documents 'Exercise Whiteout', 'Exercise Ignatum', 'Exercise Ex Cathedra One' and 'Exercise Ex Cathedra Two', Joint Services Staff College Course 51/95
27. Graph 'ACDSS Expenditure & Recovery Figures'
28. List of Distinguished Guests, Visiting Fellows and Panellists to the Australian College of Defence and Strategic Studies

29. Professor H P Heseltine AO, Rector University College, Australian Defence Force Academy, Introductory Presentation, Public Hearing 11 April 1995
30. JSSC Corporate Plan

THIS AGREEMENT is made the *seventh* day
of *May* One thousand nine hundred and
eighty-one between -

THE COMMONWEALTH OF AUSTRALIA (in this agreement
called "the Commonwealth") of the one part; and

THE UNIVERSITY OF NEW SOUTH WALES (in this agreement
called "the University") of the other part.

WHEREAS -

- (A) the Commonwealth, acting through the Department of Defence, has decided to establish an Australian Defence Force Academy at which officer cadets for each arm of the Defence Force will be educated and trained;
- (B) the Commonwealth wishes to continue at the Academy the tradition of co-operation in the university education and military training of officer cadets successfully developed under arrangements at the Royal Australian Naval College, at the Faculty of Military Studies at the Royal Military College and at the Royal Australian Air Force Academy;
- (C) the Commonwealth and the University are agreed that it would be appropriate for that university education at the Academy to be provided by the University;
- (D) the University is incorporated by the University of New South Wales Act, 1968 of the Parliament of New South Wales and by section 18 of that Act the Council of the University is empowered, if it deems fit and the Minister for Education of the State approves, to establish and maintain a college of the University; and
- (E) the Council deems it fit and the Minister for Education has approved that a College of the University be

NOW IT IS HEREBY AGREED as follows :

PART 1 - INTERPRETATION

1.1 In this Agreement unless the contrary intention appears -

"academic staff" or "academic staff of the University at the College" means the members of the staff at the College who are declared by the University Council to be members of the academic staff at the College;

"general staff" or "general staff of the University at the College" means the members of the staff of the University at the College other than academic staff;

"the Academy" means the Australian Defence Force Academy to be established by the Commonwealth in accordance with this agreement;

"the Academy Council" means the Council of the Academy constituted as provided for by this agreement;

"the College" means the University College to be established by the University within the Academy in accordance with this agreement;

"the Department" means the Department of Defence of the Commonwealth; and

"the University Council" means the Council of the University.

1.2 In this agreement, unless the context otherwise indicates or requires -

(a) a reference to a Part or to a clause is a reference to the relevant Part or clause of this agreement and a reference to a sub-clause is a reference to the relevant sub-clause of the clause in which the reference appears;

(b) words in the singular number include the plural and words in the plural number include the singular; and

(c) words which import any gender include every gender.

1.3 (1) A reference in this agreement to the Minister for Defence shall include any other Minister of State of the Commonwealth who is for the time being acting for or on behalf of that Minister.

(2) A reference in this agreement to a person holding an office of the Academy or of the University shall, where the context permits, include a person who is for the time being carrying out the duties of that office.

PART 2 - OPERATION OF AGREEMENT

2.1 This agreement shall come into force upon its execution by the parties.

2.2 The entering into of this agreement shall not, except as is expressly provided herein or may be consequential upon the operation of the provisions hereof, affect the continuance in operation until the date on which the Academy commences to function in accordance with clause 3.2 of this Agreement of either -

- (a) the Agreement between the Minister for Defence and the University dated 17 January 1977 relating to the existing Faculty of Military Studies at the Royal Military College, Duntroon ("the Faculty Agreement"); or
- (b) the Agreement concluded on or about April 1978 between the University and the Minister for Defence relating to the association of the Royal Australian Naval College with the University.

2.3 The Commonwealth shall ensure that the arrangements for the affiliation of the Royal Australian Air Force Academy with the University of Melbourne are terminated prior to the date on which the Academy commences to function in accordance with clause 3.2.

PART 3 - ESTABLISHMENT OF THE ACADEMY

3.1 The Commonwealth, acting through the Department, shall establish the Academy. The Academy shall consist of the military component referred to in Part 4 and the College of the University referred to in Part 5.

3.2 The Commonwealth and the University acknowledge and accept for the purposes of this agreement that the essential aims of the Academy shall be -

- (a) to provide military education and training of officer cadets for the purpose of developing the professional abilities and the qualities of character and leadership that are appropriate to officers of the Defence Force; and
- (b) to provide for officer undergraduates and, by way of foundation for their careers as officers of the Defence Force, officer cadets a balanced and liberal university education in a military environment.

PART 4 - THE MILITARY COMPONENT

4.1 The functions of the military component shall be -

- (a) to provide military education and training for officer cadets and other members of the Defence Force as directed by the Chief of Defence Force Staff;
- (b) to develop and maintain the military environment of the Academy as directed by the Chief of Defence Force Staff; and
- (c) subject to the approval of the Minister for Defence, to provide military education and training for members of the Armed Forces of countries other than Australia.

4.2 The military component shall be under the command of a serving officer of the Defence Force to be known as the Commandant.

4.3 Admission of students to the military component shall be as determined by the Chief of Defence Force Staff and shall be conditional on their admission to the College.

PART 5 - THE UNIVERSITY COLLEGE

5.1 The University shall accept responsibility for the academic integrity of the Academy and for this purpose shall, in pursuance of the University of New South Wales Act, 1968, as amended, establish within the ambit of the Academy and maintain in accordance with the provisions of this agreement a College of the University.

5.2 The College shall be known as University College.

5.3 The functions of the College shall be -

- (a) to provide university undergraduate education for -
 - (i) officer cadets;
 - (ii) other members of the Defence Force;
 - (iii) members of the Armed Forces of another Country approved for this from time to time by the Minister;
 - (iv) any person whom the Minister for Defence and the University determine should be admitted as a student of the College; and
 - (v) such other person or persons included in a class of persons determined from time to time by the Minister for Defence and the University to be a class of persons who should be admitted as students of the college;

in those disciplines and fields offered in the Faculty of Military Studies under the Faculty Agreement provided that changes in the range of disciplines and fields offered may be made by agreement between the University and the Minister for Defence; and

- (b) to foster and make provision for the undertaking of higher studies and the carrying out of research, including work which may lead to the award of a higher degree, by any person considered appropriate by the University.

5.4 (1) The College shall have a chief executive to be known as the Rector.

(2) The Rector shall be appointed by the University and shall be responsible to the Vice-Chancellor for the management and supervision of the financial and administrative activities of the College. The Rector shall have such other powers duties and functions in relation to the College as the University Council may determine.

5.5 Admission of students to the College shall be in accordance with academic criteria from time to time determined and applied by the University.

PART 6 - THE ACADEMY COUNCIL

6.1 A council to be known as the Australian Defence Force Academy Council shall be established for the purposes of -

- (a) advising the Minister for Defence on the development and operation of the Academy; and
- (b) advising the University on matters relating to the development and operation of the College,

with particular reference to policy, current activities and future operations.

6.2 The Academy Council shall be required to report at least annually to the Minister for Defence and to the University.

6.3 (1) The membership of the Academy Council shall consist of -

- (a) the person appointed by the Minister for Defence, after consultation with the Vice-Chancellor, to be Chairman of the Academy Council;
- (b) the Vice-Chancellor of the University;
- (c) the Secretary to the Department of Defence;
- (d) the following persons holding office under the Defence Act 1903 -

(i) the Chief of Defence Force Staff;

(ii) the Chief of Naval Staff;

- (iii) the Chief of the General Staff; and
- (iv) the Chief of the Air Staff;
- (e) the Commandant;
- (f) the Rector;
- (g) the Chairman of the Professorial Board of the University;
- (h) 3 members of the academic staff of the College elected by the academic staff of the College;
- (i) one member of the general staff of the College elected by the members of that staff;
- (j) 2 members of the University appointed by the Council of the University;
- (k) one member of the military staff of the Academy appointed by the Commandant;
- (l) one graduate of the University from the College, being neither a full-time member of the staff of the College nor of the military component of the Academy nor a member of the Academy Council, elected by the graduates of the University from the College;
- (m) one full-time undergraduate student of the College, being neither a full-time member of the staff of the College nor of the military component of the Academy, elected by the undergraduate students of the College;

- (n) one postgraduate student of the College, being neither a full-time member of the staff of the College nor of the military component of the Academy, elected by the postgraduate students of the College; and
 - (o) persons not exceeding 3 in number, none of whom is a member of the Academy Council, appointed by the Minister for Defence after consultation with the Vice-Chancellor.
- (2) The Secretary to the Department of Defence may, by notice in writing given to the Chairman of the Academy Council designate an officer of the Department to be his substitute for the purposes of a particular meeting or meetings, or for the purposes of all meetings, of the Council that he is unable to attend.
- (3) A member referred to in sub-paragraphs (1)(d)(i), (ii), (iii), or (iv) may by notice in writing given to the Chairman of the Academy Council designate a member of the Defence Force to be his substitute for the purposes of a particular meeting or meetings, or for the purposes of all meetings, of the Council that he is unable to attend.
- (4) The Vice-Chancellor may, by notice in writing given to the Chairman of the Academy Council, designate a member of the University to be his substitute for the purposes of a particular meeting or meetings, or for the purposes of all meetings, of the Academy Council that he is unable to attend.
- (5) Where a member referred to in paragraph (1)(b), (c) or (d) is unable to attend a meeting of the Council for the purposes of which a person is his substitute in pursuance of such a notice, the substitute may attend the meeting in his place and, for the purposes of the meeting, shall be deemed to be a member.

(6) The persons to be elected to the Academy Council shall be elected in accordance with such of the procedures and for such term stipulated in the By-laws of the University as the Registrar of the University determines are appropriate.

6.4 (1) The term of office of persons appointed to be members of the Academy Council shall be for such period not exceeding three years as is specified in the instrument of their appointment.

(2) Persons appointed members of the Academy Council shall be eligible for re-appointment upon the expiration of the period of their appointment.

6.5 In the event of a casual vacancy in the membership of the Academy Council a person shall be elected or appointed as a member in accordance with the appropriate paragraph of 6.3(1) and the person so elected or appointed holds office, subject to this Agreement, for the remainder of his predecessor's term of office.

6.6 There is a casual vacancy in the office of an appointed or elected member of the Academy Council if -

- (a) he dies;
- (b) he resigns his office by writing under his hand addressed, in the case of an appointed member, to the Minister or, in the case of an elected member, to the Vice-Chancellor of the University;
- (c) he becomes a bankrupt, applies to take the benefit of any law for the relief of bankrupt or insolvent debtors, compounds with his creditors or makes an assignment of his remuneration for their benefit;

(d) he is under sentence of imprisonment for an offence;

(e) he ceases to have the qualification by virtue of which he was elected or appointed; and

(f) he is appointed to a position referred to in paragraph 6.3(1) other than that by virtue of the appointment or election to which he became originally a member of the Academy Council.

6.7 The procedure for calling meetings of the Academy Council, the procedure at those meetings and the number of meetings each year shall be such as is determined by the Academy Council.

6.8 The quorum at a meeting of the Academy Council shall be ten.

6.9 If the Chairman is absent at a meeting of the Academy Council the members present at the meeting shall elect a chairman for that meeting.

6.10 Questions arising at a meeting of the Academy Council shall be determined by a majority of the votes of the members present and voting.

6.11 The member presiding at a meeting of the Academy Council has a deliberative vote and, in the event of an equality of votes, also has a casting vote.

6.12 The Academy Council may regulate the conduct of proceedings at its meeting as it thinks fit and shall keep minutes of those proceedings.

6.13 The Academy Council may, by resolution, establish such boards and committees as it considers necessary and appoint persons (whether members or not) to constitute those boards and committees.

6.14 Boards and committees so established shall have such of its functions as the Academy Council determines.

PART 7 - ADMINISTRATIVE ARRANGEMENTS
AND STAFF

7.1 The Commandant shall be the chief executive responsible to the Chief of Defence Force Staff or the Secretary to the Department or both, as appropriate, for the control and management of the Academy other than for those activities that are the responsibility of the University.

7.2 The Department shall determine the staffing arrangements for the administration of the military component of the Academy.

7.3 The University shall determine the staffing arrangements for the administration of the College.

7.4 The Department and the University shall make arrangements for administrative services to be provided as far as practicable in common to the military component and the College in order to achieve maximum economy and effectiveness.

7.5 (1) All appointments to the academic staff of the University at the College other than those provided for by clause 7.6 shall be made by the University in accordance with and subject to the provisions of the University of New South Wales Act, 1968 and upon terms and conditions that apply to respective relevant classifications elsewhere in the University.

(2) All appointments to the general staff of the University at the College other than those provided for by Clause 7.6 shall be made by the University in accordance with and subject to the provisions of the University of New South Wales Act, 1968 and upon terms and conditions adopted by the University.

7.6 The provisions of the Schedule to this agreement shall apply and shall be carried out and observed by the University with respect to persons who are approved persons as defined in that Schedule and to the employment of those persons at the College.

PART 8 - FACILITIES AND FUNDING

8.1 (1) The Commonwealth shall, after consultation between the University and the Department -

- (a) make available for use by the University such buildings, grounds and other facilities as are necessary and appropriate to accommodate the teaching, research and associated administrative activities of the College;
- (b) maintain the same in a condition satisfactory to the University; and
- (c) develop and maintain an appropriate environment for these activities.

(2) The rights to be granted to the University under this clause shall not extend to the ownership of land and facilities, the property in which shall remain in the Commonwealth.

8.2 (1) The Commonwealth, through the Department, shall provide to the University adequate funds and resources to enable the University to meet its responsibilities under this agreement.

(2) The funds to be provided by the Commonwealth under this clause shall be in the form of block grants of such amounts as are negotiated and agreed upon from time to time between the Department and the University.

8.3 The Commonwealth shall -

- (a) indemnify the University from and against liability arising from the conduct of the College or the operations of the Academy in accordance with this Agreement including any claim or proceeding for negligence of the University or its staff; and

(b) meet the cost to the University of any liabilities or expenses that the University may incur in connection with the performance by it of this agreement, including any liability that may continue in the event of and notwithstanding the termination of this agreement.

PART 9 - CONSULTATIONS AND ARRANGEMENTS

9.1 The parties shall arrange and participate in such consultations from time to time as are necessary for or conducive to the effective working of this agreement.

9.2 In furtherance of clause 9.1 the Minister for Defence and the Vice-Chancellor of the University shall arrange for regular consultations between officers of the Department and the University and shall themselves undertake consultations when they consider appropriate.

PART 10 - TRANSITION

10.1 In the period prior to the date upon which the Academy Council can be constituted in accordance with Part 6 the Minister and the Vice-Chancellor and such other persons as they shall agree to co-opt shall for the purpose of facilitating the establishment of the College consult together as necessary.

10.2 The parties shall take all practicable steps to ensure that there extends to, or is made applicable to, the College those provisions of the University of New South Wales Act 1968 and of the regulations and by-laws made thereunder as are in force within the State of New South Wales from time to time which the parties consider should so extend or be made applicable.

THE SCHEDULE

Clause 7.6

OFFERS OF EMPLOYMENT OR OF CONTINUED
EMPLOYMENT BY UNIVERSITY

1. In this Schedule -

"approved person" means a person who is -

- (a) a university employee; or
- (b) a Public Service employee;

"Public Service employee" means a person who is an officer or employee for the purposes of the Public Service Act 1922, holds a teaching position at the Royal Australian Air Force Academy or the Royal Australian Naval College and is notified in writing by the University that it considers him to be suitable for employment as a member of the academic staff of the University at the College or has been notified in writing on behalf of the Minister that the Minister considers him to be suitable for employment as a member of the academic staff of the Academy;

"university employee" means a person who -

- (a) is an officer or employee for the purposes of the Public Service Act 1922 and is employed at the Faculty of Military Studies at the Royal Military College; or

- (b) holds a salaried office or position in, or is employed by, the University of New South Wales or the University of Melbourne at the Faculty of Military Studies at the Royal Military College or at the Royal Australian Air Force Academy respectively.

2. (1) The University shall, not later than the date on which the Academy commences to perform the functions described in clause 3.2 of the Agreement make to each approved person an offer of employment, or in the case of an approved person employed in the Faculty of Military Studies at the Royal Military College an offer of continued employment, at the College.

(2) An offer of employment or of continued employment to an approved person shall be made in terms that are contingent upon the approved person remaining an approved person until immediately prior to the date on which the Academy commences to function in accordance with clause 3.2 of the Agreement.

3. (1) The terms and conditions on which an offer of employment or of continued employment is to be made under clause 2 to a person referred to in paragraph (a) of the definition of "approved person" in clause 1 shall not be less favourable than the terms and conditions upon which that person was employed immediately before the offer was made (in this Schedule referred to as the "terms and conditions of his existing employment").

(2) Where -

- (a) an offer of employment or of continued employment to which sub-clause 3(1) applies has been made to a person; and

- (b) before the offer is accepted and while the offer remains open, the terms and conditions of his existing employment are altered so that those terms and conditions become more favourable than the terms and conditions on which he would be employed at the College if the offer were accepted,

the University shall, as soon as practicable after the alteration takes place, make to that person a further offer of employment or of continued employment at the College on terms and conditions not less favourable than the altered terms and conditions of his existing employment.

(3) Where -

- (a) a person has entered into a contract of employment with the University by reason of his accepting an offer to which sub-clause 3(1) applies; and

- (b) before the commencement of the employment of that person by the University in pursuance of the contract, the terms and conditions of his existing employment are altered so that those terms and conditions become more favourable than the terms and conditions of his proposed employment under the contract,

the University shall, as soon as practicable after the alteration takes place, make to that person an offer to vary the terms and conditions of his employment under the contract so that those terms and conditions will be not less favourable than the terms and conditions of his existing employment as so altered.

(4) A reference in the preceding sub-clauses of this clause to terms and conditions on which -

- (a) an offer of employment is to be made includes terms and conditions relating to remuneration and duration, but not duties or status, of the employment; and
- (b) an offer of continued employment is to be made includes terms and conditions relating to remuneration, duration, duties and status of employment.

4. Where a person who -

- (a) is an officer or employee for the purposes of the Public Service Act 1922 and holds a teaching position at the Royal Australian Air Force Academy or the Royal Australian Naval College; and
- (b) is not a Public Service employee,

satisfies the University that he has qualifications or experience that make him suitable for employment as a member of the academic staff of the University, the University shall make an offer of employment at the College to that person.

5. Where -

- (a) a Public Service employee has been made an offer of employment at the College under clause 2; and
- (b) that person satisfies the University that the terms and conditions of employment specified in the offer were less favourable than they should have been having regard to that person's qualifications or experience,

the University shall make to that person a further offer of employment at the College on terms and conditions more favourable than those specified in the first offer.

6. An offer made under this Schedule remains open -

- (a) in the case of an offer referred to in clause 2 or 4 - for a period of 12 months from the date of making of the offer;
- (b) in the case of an offer referred to in sub-clause 3(3) - for a period of 3 months from the date of making of the offer; or
- (c) in the case of a further offer referred to in sub-clause 3(2) or clause 5 - for the period for which the earlier offer referred to in the relevant clause remains open or for a period of 3 months from the date of making of the further offer, whichever period expires last,

and, if not accepted before the expiration of that period, shall be deemed to be withdrawn at the expiration of that period.

7. (1) If -

- (a) a person is employed at the College under a contract resulting from his having accepted an offer of employment made under this Schedule;
- (b) the person was, immediately before he commenced to be employed at the College, an officer or employee for the purposes of the Public Service Act 1922 and held a teaching position at the Royal Australian Air Force Academy or the Royal Australian Naval College; and

(c) the rate of the remuneration (in this paragraph referred to as the "present rate") that is for the time being payable to the person in respect of his employment at the College is less than the rate of remuneration (in this paragraph referred to as the "previous rate") that, immediately before he commenced to be employed at the College was payable to him as an officer or employee as mentioned in paragraph (b) (disregarding any part of that last-mentioned remuneration that was in the nature of a higher duties allowance or was otherwise payable for reasons of a temporary nature),

the person shall be paid an allowance at a rate equal to the difference between the present rate and the previous rate.

(2) In this clause "remuneration" includes any annual allowance.

IN WITNESS WHEREOF this agreement has been executed as at the day and year first above written.

SIGNED on behalf of THE
COMMONWEALTH OF AUSTRALIA
by the Honourable DENIS
JAMES KILLEN, Minister for
Defence, in the presence
of - *D. B. [Signature]*

[Handwritten signature]

THE COMMON SEAL of THE
UNIVERSITY OF NEW SOUTH
WALES was this *7th*
day of *May* 1981
hereto affixed by resolution
of the Council in the
presence of -

[Handwritten signature]
.....
Vice-Chancellor and Principal

[Handwritten signature]
.....
Registrar

[Handwritten signature]

AMENDMENT NO 1 TO THE AGREEMENT ENTERED INTO BETWEEN THE COMMONWEALTH OF AUSTRALIA AND THE UNIVERSITY OF NEW SOUTH WALES ON 7 MAY 1981 CONCERNING THE ESTABLISHMENT OF A COLLEGE OF THE UNIVERSITY OF NEW SOUTH WALES WITHIN THE AUSTRALIAN DEFENCE FORCE ACADEMY.

IT IS HEREBY AGREED BY THE PARTIES TO THE AGREEMENT REFERRED TO ABOVE TO VARY THAT AGREEMENT AS FOLLOWS:

1. Clause 6.3(1)(h) is amended to read -
- 'h (i) 3 members of the academic staff of the College elected by the academic staff of the College; and
 - (ii) for the purposes of the first meeting of the Academy Council, 3 members of the academic staff of the College selected from and by those persons who have accepted, by the date on which nominations close, offers of appointment by the University to the academic staff of the College;

Clause 6.3(1)(i) is amended to read -

- (i) (i) one member of the general staff of the College elected by the members of that staff; and
- (ii) for the purposes of the first meeting of the Council, one member of the general staff of the College elected from and by those persons who have accepted, by the date on which nominations close, offers of appointment by the University to the general staff of the College;

2. Clause 7(1)(c) of the Schedule is amended by inserting after the word 'remuneration' in line 6, the following words:

'including subsequent adjustments for National Wage Case and similar community wide productivity determinations.'

3. The above amendments will come into effect on the date of last signature.

SIGNED on behalf of THE)
COMMONWEALTH OF AUSTRALIA)
by Sir William Cole,)
Secretary, Department of)
Defence)
on this 26 day of June 1985)

Alfred
.....
Secretary

SIGNED on behalf of THE)
UNIVERSITY OF NEW SOUTH)
WALES by Professor)
Raymund Marshall Golding,)
Pro-Vice-Chancellor,)
on this 20 day of June 1985)

R.M. Golding
.....
Pro-Vice Chancellor

OVERSEAS COLLEGES AND COURSES ATTENDED BY ADF OFFICERS IN 1994

The overseas colleges and courses attended by ADF officers in 1994 are detailed in Table 1 - Navy, Table 2 - Army and Table 3 - Air Force:

Table 1 - Navy

Overseas Course	Location
USN Staff Course for Foreign Officers	Newport Rhode Island
Advanced Chaplains Course	USN Chaplains School - Newport Rhode Island and Salve Regina University
Royal College of Defence Studies	London, United Kingdom
Global War Gaming	USN War College - Newport Rhode Island and Salve Regina University
University Fellows Program	US National Defence University - Washington
OBU Systems Course	NMITC Dam Neck Virginia
MSc (Instructional Systems Design)	Florida State University
Master of Education (Educational Technology)	Brunei University - United Kingdom
Long Hydrography Course	HMS Drake - United Kingdom
Indonesian Command and Staff College	Jakarta, Indonesia

Table 2 - Army

Institution	Course
Royal College of Defence Studies, UK	Senior Officer Staff Course
National Defence College, India	Senior Officer Staff Course
Staff College, Camberley, UK	Army Staff Course
US Command & General Staff College, Fort Leavenworth, US	Staff College
US Marine Corps Command & General Staff College, Quantico, US	Staff College

Defence Services Staff College, Wellington, India	Staff College
Canadian Forces Staff College, Toronto, Canada	Staff College
Indonesian Army Staff College, Bandung, Indonesia	Staff College
Staff College, Quetta, Pakistan	Staff College
Command & General Staff College, Bangkok, Thailand	Staff College
Staff College, Kuala Lumpur, Malaysia	Staff College
Command & General Staff College, Hamburg, Germany	Staff College
Royal Military College of Science, Shrivenham, UK	Army Staff Course Div 1 Army Staff Course Div 11 MSc Military Economics Systems Engineering MSc Guided Weapons Chemical Defence Science Course
Royal School of Artillery, Larkhill, Wiltshire, UK	Gunnery Staff Course
Eglin Air Force Base, US	Explosive Ordnance Disposal Course
Defence Mapping School, Fort Belvoir, US	Mapping, Charting & Geodesy Officer Course
UK School of Signals, Blandford, UK	UK Land Forces Electronic Warfare Course
US Army Signals Center & School, Fort Gordon, US	Satellite Communications Courses
Central Flying School, RAF Shawbury, UK	Qualified Helicopter Instructor Course
US Aviation Center, Fort Rucker, US	Various UH-1H IP Courses
Army School of Transportation, Aldershot, UK	Transport Officers Advanced Course
Fort Sam, Houston, Texas, US	Combat Casualty Care Course
RAF Institute of Aviation Medicine, Farnborough, UK	Diploma of Aviation Medicine
Petroleum Centre, Dorset, UK	Officer Petroleum Course
US Army QM School, Fort Lee, US	Aerial Delivery & Maintenance Officer Course
School of Army Aviation, Middle Wallop, UK	Officers Long Aeronautical Engineering Course
University of Arizona, US	MSc Equipment Maintenance
International Test Pilot School, Cranfield, UK	MSc Flight Test Engineer Course
Fort Bragg, North Carolina, US	Various Parachute Training Courses
Defense Intelligence Agency, Washington, US	Combined Strategic Intelligence Course

University of Gajah Mada, Yogyakarta, Indonesia	Indonesian Language Training
Beijing Language Institute, China	Chinese Language Training
US Army Logistic Management Center, Fort Lee, Virginia, US	Logistics Executive Development Course

Table 3 - Air Force

Course Title and Location	Type of Course
United States Navy Senior International Defence Management	Senior Staff Training
United States Air Force Air War College	Senior Officer Development Program
United States Navy Defence Resource Management	Senior Officer Development Program
Royal Air Force Staff College	Staff Training
Canadian Staff College	Staff Training
Indonesian Staff College	Staff Training
New Zealand Staff College	Staff Training
Royal Thai Air Force Staff College	Staff Training
Philippine Staff College	Staff Training
Royal Air Force GD Aerosystems	Higher Education (Military Institutions) RMCS/USAFIT
Royal Military College Shrivenham MSc Explosive Ordnance Engineering	Higher Education (Military Institutions) RMCS/USAFIT
US Air Force Institute of Technology Space Operations	Higher Education (Military Institutions) RMCS/USAFIT
RAF Cranwell MSc Aerosystems Engineering	Higher Education (Military Institutions) RMCS/USAFIT
Royal Military College Shrivenham Design of Information Systems	Higher Education (Military Institutions) RMCS/USAFIT
US Air Force Institute of Technology Information Resource Management	Higher Education (Military Institutions) RMCS/USAFIT
USA Staff Undergraduate Space Training	Higher Education (Military Institutions) RMCS/USAFIT
Royal Military College Shrivenham Military Electronic Systems Engineering Course	Higher Education (Military Institutions) RMCS/USAFIT
Cranfield Institute of Technology MSc Avionics Flight Controls (UK)	Cranfield Uni (courses designed for military personnel)
Cranfield Institute of Technology MSc Flight Dynamics (UK)	Cranfield Uni (courses designed for military personnel)
Cranfield Institute of Technology Aerospace Vehicle Design Course UK	Cranfield Uni (courses designed for military personnel)

Royal Navy Maritime Tactical Course	Warfare Training
United States Air Force Combat Survival Course	Warfare Training
Canadian Maritime Warfare Advanced Course	Warfare Training
Canadian NBC Officer Course	Warfare Training
Canadian Multi Modal Movements Course	Logistics Training
Defence Institute of Security Management (USA)	Logistics Training
United States Navy Test Pilot	Aviation Training - Aircraft Related
Canadian Forces Advanced Aerospace Systems	Aviation Training - Aircraft Related
Air Operations PAN OPS Singapore	Aviation Training - Aircraft Related
IIPS Flight Test Engineer (UK)	Aviation Training - Aircraft Related
Advanced Air Lift Tactics (USA)	Aviation Training - Aircraft Related
Royal Air Force Diploma in Aviation Medicine	Aviation Medicine - Related
Aerospace Medicine - Primary (USA)	Aviation Medicine - Related
United States Air Force Flight Nurse	Aviation Medicine - Related
United States Air Force Aerospace Physiology Course	Aviation Medicine - Related
United States Coast Guard SAR Planning	Flying Safety - Related
United States Air Force Flight Safety	Flying Safety - Related
United States Air Force Jet Engine Mishap Investigation	Flying Safety - Related
Accident Investigation for Aircrew & Operations Executives, Cranfield University UK	Flying Safety - Related
Ministry of Defence UK Tempest Testing	Intelligence Training
AOP032009 Crew Commander (US)	Intelligence Training
United States Combined Strategic Intelligence Training	Intelligence Training
United States Defence Sensor Interpretation and Applications	Intelligence Training

ACCREDITED AUSTRALIAN DEFENCE FORCE OFFICER TRAINING AND EDUCATION

Credential	Training Location	Requirements	Retrospectivity
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ADF Schools

Graduate Diploma in Strategic Studies	JSSC	Awarded to graduates from the JSSC course who meet certain qualifying conditions	1 January 1988 (1 Jul 93 - 31 Dec 98)
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Navy Office Training and Education

Associate Diploma in Management	HMAS Creswell Defence Academy Royal Melbourne Institute of Technology	Awarded to officers on successful completion of RAN junior officer training.	1 January 1986 (1 Jan 93 - 31 Dec 97)
Certificate in Public Administration	HMAS Creswell	Awarded to officers on successful completion of Junior Officer Staff course	1 January 1986 (1 Jan 93 - 31 Dec 97)
Diploma of Maritime Studies	HMAS Creswell HMAS Watson HMAS Cerberus	Awarded to officers on successful completion of Seaman Officer Application course	1 January 1976 (1 Jan 93 - 31 Dec 97)
Graduate Diploma of Applied Music	Defence Force School of Music	Awarded to officers on completion of the Band Officer course	1 January 1988
Graduate Diploma of Applied Science in Navigation, Communications or Sensor Systems Management, as appropriate	HMAS Watson HMAS Cerberus	Awarded to officers on successful completion of Principal Warfare Officer course Phases 1 & 2.	1 January 1985 (1 Jan 94 - 31 Dec 98)

Note: Dates in parentheses within 'Retrospectivity' column refer to the accreditation period approved by the ACT Accreditation Agency.

Credential	Training Location	Requirements	Retrospectivity
Graduate Certificate in Management Studies	HMAS Penguin	Awarded to officers on successful completion of RAN Staff College course.	1 January 1987
Graduate Certificate in Technology Management	HMAS Platypus	Awarded to RAN officers on successful completion of the Initial Submarine Officer Training course.	1 January 1982 (1 Jan 94 - 31 Dec 98)
Graduate Diploma of Applied Science (Technology Management)	HMAS Platypus	Awarded to RAN officers on successful completion of the suite of courses leading to employment as Submarine Warfare Officers	1 January 1982 (1 Jan 94 - 31 Dec 98)
Graduate Certificate in Hydrographic Surveying	HMAS Penguin	Awarded to RAN officers on completion of the Hydrographic Officers Training course leading to the International Hydrographic Organisation/International Federation of Surveyors award of Category B Hydrographic Surveyor.	1 January 1986 (1 Jan 94 - 31 Dec 98)
Graduate Diploma in Hydrographic Surveying	HMAS Penguin	Awarded to RAN officers having satisfied the International Hydrographic Organisation/International Federation of Surveyors requirements for recognition as Category A Hydrographic Surveyor.	1 January 1986 (1 Jan 94 - 31 Dec 98)
Diploma of Applied Science in Clearance Diving	HMAS Penguin	Awarded to RAN officers on completion of the training program leading to their employment as Clearance Diving Officers.	1 January 1983 (1 Jan 93 - 31 Dec 97)

Credential	Training Location	Requirements	Retrospectivity
Certificate in Vocational Instruction	HMAS Cerberus	Granted to all personnel who have graduated from the RAN Instructional Technique course and have had six months instructor billet experience.	1 January 1973 (1 Jan 92 - 31 Dec 96)
Certificate in Training Development	HMAS Cerberus	Granted to all personnel who have graduated from the RAN Analysis and Design course and who have had six months experience in a training development billet.	1 January 1973 (1 Jan 92 - 31 Dec 96)
Certificate in Training Evaluation	HMAS Cerberus	Granted to all personnel who have graduated from the RAN Quality control course and have had six months experience in a training quality control billet	1 January 1973 (1 Jan 92 - 31 Dec 96)
Advanced Certificate in Vocational Training Systems	HMAS Cerberus	Granted to personnel who have completed either; the Analysis and design course and the Quality control course; or an Instructional Technique course and either the Analysis and Design course or Quality Control course.	1 January 1973 (1 Jan 92 - 31 Dec 96)
Graduate Certificate in Training Systems Management	HMAS Cerberus	Granted to all personnel who have satisfactorily completed the RAN Training Systems Specialist course.	1 January 1973 (1 Jan 92 - 31 Dec 96)

Army Officer Education and Training

Associate Diploma in Personnel Administration	Royal Military College	Granted to personnel who successfully graduate from Royal Military College	1 January 1986 (1 Jul 93 - 31 Dec 96)
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Credential	Training Location	Requirements	Retrospectivity
Graduate Diploma in Management Studies	Command & Staff College	Granted to personnel who successfully complete Army Command and Staff course.	1 January 1988
Diploma in Personnel and Resource Management	School of Infantry Land Warfare Centre	Granted to RAlnf officers who successfully complete the suite of courses: Regimental Officer Basic course, Junior Staff course, Regimental Officer Advanced course and Intermediate Operations course	1 July 87 (1 Jul 93 - 31 Dec 96)
Diploma of Resource Management	Royal Australian Army Ordnance Corps Centre Land Warfare Centre	Awarded to RAAOC officers who: commenced RAAOC-Regimental Officer Basic course on or after 1 Jan 92 and successfully satisfied the academic requirements of the suite of courses: RAAOC-Regimental Officer Basic course/Junior Staff course/RAAOC-Regimental Officer Advanced course/Intermediate Operations course; or commenced RAAOC-Regimental Officer Basic course on or after 1 Jan 82 and completed: RAAOC-Regimental Officer Basic course/RAAOC-Regimental Officer Intermediate course/Junior Staff course/RAAOC-Regimental Officer Advanced course/Intermediate Operations course.	1 January 1992 or 1 January 1982 (1 Jan 93 - 31 Dec 97)

Credential	Training Location	Requirements	Retrospectivity
Diploma of Resource Management	Army Catering Centre Land Warfare Centre	Awarded to AACC officers who successfully completed the suite of courses: AACC Regimental Officer Basic course/Junior Staff course/AACC regimental Officer Advanced course/Intermediate Operations course	1 January 1978
Diploma in Personnel and Resource Management	School of Survey Land Warfare Centre	Awarded to RASvy officers who successfully satisfied the academic requirements of the suite of courses: RASvy-Regimental Officer Basic course/Junior Staff course/RASvy-Regimental Officer Advanced course/Intermediate Operations course	Must have commenced the RASvy-ROBC on or after 1 January 1982 (1 Jan 93 - 31 Dec 97)
Diploma in Engineering Maintenance Management	Royal Australian Electrical and Mechanical Engineers Training Centre Land Warfare Centre	Awarded to RAEME officers who: commenced the RAEME-Regimental Officer Basic course on or after 1 Jan 92 and who successfully satisfied the academic requirements of the suite of courses: RAEME-Regimental Officer Basic course/Junior Staff course/RAEME-Regimental Officer Advanced course/Intermediate Operations course; or commenced the RAEME-Regimental Officer Basic course on or after 1 Jan 82, and	1 January 1992 or 1 January 1982

Credential	Training Location	Requirements	Retrospectivity
		who successfully satisfied the academic requirements of the suite of courses: RAEME-Regimental Officer Advanced course/Intermediate Operations course.	(1 Jan 93 - 31 Dec 97)
Diploma of Explosives Handling and Management	Royal Australian Army Ordnance Corps Centre	Granted to officers who successfully complete the full Ammunition Technical Officer course and 12-months on the job experience	1 January 1983 (1 Jan 93 - 31 Dec 97)
Certificate in Field Construction and Supervision	Infantry Centre	Granted to RAInf personnel on completion of the Pioneer Officer/Non Commissioned Officer Specialist course	(1 Jan 93 - 31 Dec 97)
Certificate in Radio Communication Operation and Supervision	Infantry Centre	Granted to RAInf personnel on completion of the Regimental Signaller (Officer/NCO) Specialist course	(1 Jan 92 - 31 Dec 96)
Certificate in Search and Rescue Techniques	Infantry Centre	Granted to RAInf personnel on completion of the Reconnaissance Patrol Commander Specialist course.	(1 Jan 92 - 31 Dec 96)
Certificate in Air Camera Operation	School of Military Survey	Granted to specialist Survey Corps personnel on completion of the Air Camera Operator course	1 January 1976 (1 Jan 93 - 31 Dec 97)
Advanced Certificate in Photogrammetry	School of Military Survey	Granted to specialist Survey Corps personnel on completion of the Advanced Photogrammetry course.	1 January 1976 (1 Jan 93 - 31 Dec 97)

Credential	Training Location	Requirements	Retrospectivity
Certificate in Surveying	School of Military Survey	Granted to specialist Survey Corps personnel on completion of the Map Control survey course.	1 January 1976 (1 Jan 93 - 31 Dec 97)
Certificate in Engineering Surveying	School of Military Survey	Granted to specialist Survey Corps personnel on completion of the Engineer Survey course.	1 January 1976 (1 Jan 93 - 31 Dec 97)
Certificate in Operational Mapping	School of Military Survey	Granted to specialist Survey Corps personnel on completion of the Operational Mapping course.	1 January 1976 (1 Jan 93 - 31 Dec 97)
Associate Diploma of Management Systems	Royal Australian Army Ordnance Corps Centre	Granted to personnel who have graduated from the Work Study Practitioner Courses	1 January 1975 (1 Jan 93 - 31 Dec 97)
Certificate in Vocational Instruction	Army School of Instructional Training Royal Military College	Granted to all personnel from the (pre 1987) Methods of Instruction course and have six months instructional posting experience, or have completed the (post 1987) Royal Military College officers course.	1 January 1973 (1 Jan 92 - 31 Dec 96)
Certificate in Training Development	Headquarters Training Command	Granted to all personnel who have graduated from the Assistant Training Developer course and have six months Assistant Training Developer employment experience.	1 January 1973 (1 Jan 92 - 31 Dec 96)
Advanced Certificate in Training Development	Headquarters Training Command	Granted to all personnel who have graduated from the Training Developer course and have six months Training Developer employment experience.	1 January 1973 (1 Jan 92 - 31 Dec 96)

Credential	Training Location	Requirements	Retrospectivity
Certificate in Vocational Instruction	RAAF School of Management and Training Technology	Granted to all personnel who successfully graduated from the RAAF Instructor Trade course and have had six months instructional experience.	1 January 1973 (1 Jan 92 - 31 Dec 96)
Certificate in Training Implementation	RAAF School of Management and Training Technology	Granted to all personnel who have graduated from the RAAF Training Management course and have six months experience in a training management position.	1 January 1973 (1 Jan 92 - 31 Dec 96)
Advanced Certificate in Vocational Training Systems	RAAF School of Management and Training Technology	Granted to all personnel who have successfully completed an Instructional Technique course and either a Training Design or Training Management course, and have had six months relevant experience.	1 January 1973 (1 Jan 92 - 31 Dec 96)

Dissenting Report
on
INQUIRY INTO OFFICER EDUCATION
by
GREENS(WA) SENATOR DEE MARGETTS

Many of the issues in the Officer Education Inquiry regarding training of Australian Officers are undisputed between members of the Sub-Committee. However, views diverge when tackling issues regarding the participation of officers from overseas defence forces at the colleges identified in the terms of reference.

It is noted in the major report that 200 overseas students attended courses conducted at these colleges and that this creates "valuable opportunities to establish military networks and further promotes Australia's policy of regional engagement." (Para 2.2) This statement does not consider any of the negative consequences of training overseas military personnel.

Australia's policy of regional engagement is counterproductive because it builds relationships between military and business elites in the region, some of which are regimes with appalling human rights records. Australia takes part in training the militaries of these regimes and this compromises Australia's ability to take a critical stance on human rights issues. The provision or offer of training, arms and technology transfers binds the Australian military into complicit relationships with militaries of oppressive Governments which compromises our social and foreign affairs objectives in the region. Governments do not take Australia's human rights concerns seriously when our actions speak louder than our words through our supportive military relationship.

The provision of training may directly aid repressive militaries who could use their new knowledge and skills to carry out orders which may include quelling dissent, calls for self-determination, political and press freedom and democratic reform within a countries' own nation-state boundaries. (This is not to say that Australian or overseas officers are trained to commit human rights abuses but there is little during training which would distinguish military strategies for external or internal conflicts, especially if those internal conflicts involve a population who consider themselves a separate nation.) If Australia has provided training to military personnel that commit human rights abuses, Australia must then share responsibility for these crimes committed against these people.

Training of overseas personnel is touted in this major report as valuable in building military networks. This is not just about building personal relationships between personnel but is about developing relationships to exploit business opportunities for Australia's defence exports. This is a further irresponsible act on Australia's behalf to use training as an opportunity to

further its own arms export program by exporting weapons to regimes that may use their weapons against their own people.

This approach of using training as a foot in the door for defence export deals is highlighted in the relationship between defence and industry. At the Australian College of Defence and Strategic Studies, Australian Defence Industries - Australia's largest arms manufacturer runs the Human Rights module of the officer training course through ADI Consulting. This is the greatest irony as ADI is attempting to sell rifles, grenades and explosives to oppressive forces in our region that has been used by them to put down local conflict.

It should not be necessary for the Government to spend training dollars on any further subsidies to the defence industry, through such courses as the Defence Industry Study Course (Para 12.7) This course teaches senior management about Defence Self-Reliance, Defence Policy for Industry and the relationship between Defence and Industry. This course is a 'buyers guide' to arms and capital equipment procurement from Industry and provides an avenue for Industry lobbying for defence policy and marketing of their equipment. These industry interests should not be funded by the taxpayer.

In Australia's provision of officer education, it is particularly important that human rights training receives a higher priority, in light of the fact the potential exists for Australia to train human rights violators. It is generally considered that the Australian experience will imbue a sense of democracy into overseas participants, that they will somehow gain a better human rights perspective by "osmosis". If this is the case, might it not also be the case that Australian officers may just as well learn aspects of military expediency and contempt for dissent.

It is noted in the majority report that the Joint Staff Services College only provides a smattering of international law that is not in any specific course. The only course to actually have a module in Human Rights is the Australian College of Defence and Strategic Studies. Their focus is the connection between the professional life of the officer and the human rights, norms and objectives they are expected to fulfil. However, as mentioned, this course is provided by ADI Consulting who have an obvious strategic corporate and economic interest in the arms trade and it is an anathema that they are also the providers of a course component dealing with human rights, when their arms' sales are a tool of human rights violations in themselves. The Government should insist that ADI withdraw as course providers due to a conflict of interest.

The course module on Human Rights as a concept should be maintained and be included in the curriculum of all officer education courses in this country. It is important for officers to have a grasp of the issues for the duration of their professional life either during internal missions, general duties, defence exercises or peacekeeping duties. Recommendation 4 of the major report is a step forward to achieve this aim. It states, "the Committee recommends that at each stage of pre-commissioning and post-commissioning officer training,

course content include education in citizenship, Australia's democratic processes, the rule of law, the individual's equality before the law, the relationship between policing and military responsibilities and the civil/military relationship."

In Para 13.45, it is noted that members of the ADF provide advice and liaison with members of Parliament. It should be noted that this is a significant service that helps members of Parliament to make better informed decisions about policy directions and legislation.

In conclusion, when we evaluate the provision of training to Australian and overseas military personnel, we must not ignore the importance of human rights. Human rights training should be included in the general curriculum to minimise abuses during the professional life of the military officer. However, there is no telling whether an officer who has received human rights training will operate differently in the field after given orders to commit violations. In these instances, Australia needs to act responsibly and monitor who receives training from countries from poor human rights records.

Applicants could be screened to make sure they have no previous records and Australia can monitor human rights abuses committed by troops that we may have inadvertently trained. Also, when violations do occur, the Government should seriously consider suspending training and should receive a commitment that troops trained by Australia will not be used to quell internal conflicts for example in areas such as Bougainville, East Timor, Aceh, West Papua.

It should not be perceived that human rights violations committed by people we have trained is not our responsibility. Australia does have a responsibility. *Training should not be upheld as an economic exchange without consequences for real people.* The quality of the training impacts on military conduct which directly affects the way people are treated, where the military has a key role in civil societies. It is more effective for Australian to use its provision of training as a tool to assist regimes to improve their human rights records rather than using it to aid oppressors and to keep silent if violations occur. The present approach is indicative of the latter and only assists in perpetuating these crimes against humanity.

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