

Chapter Four

D e f e n c e

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This chapter outlines Australia's defence policy. It presents an overview of the Defence organisation and how it operates and it lists some planned equipment and personnel changes.

Australia enjoys a very good security environment. Relationships with its allies and neighbours are sound and it faces no foreseeable military threat.

Because Australia is a large island continent, any potential aggressor against it would have to possess considerable sea, land and air forces. In the current security environment, such a threat is considered unlikely. In the foreseeable future, any actions against Australia would more likely be small-scale military actions with limited objectives.

POLICY

The central elements of Australia's defence policy are:

- maintaining and developing capabilities for self-reliant defence; with an emphasis on a defensive strategy focusing on Australia's northern maritime approaches;
- promoting strategic stability and security in Australia's region; including through building effective defence relations with the region. Australia's defence cooperation with regional countries includes extensive maritime surveillance activity and exercises, training and personnel exchanges, the Five Power Defence Arrangements with Malaysia and Singapore (along with the United Kingdom and New Zealand) and the Joint Declaration of Principles with Papua New Guinea; and
- the maintenance of strong alliances; Australia receives significant benefits from the alliance with the US, which contributes to Australia's national defence capacity, and Australia's ability to promote regional and global security. Australia also places a priority on promoting closer defence relations with New Zealand.

Australia's defence policy is outlined in *The Defence of Australia* (1987) and *Strategic Review 1993*. *Strategic Review 1993* is the successor to *Australia's Strategic Planning in the 1990's* (ASP 90). It marks the first major step in the adaptation of Australia's defence and strategic policies to the major changes

now underway in the regional and global security environment following the end of the Cold War. The Government plans to publish a new Defence White Paper in the latter part of 1994.

THE DEFENCE ORGANISATION

The Defence organisation is only one of the instruments available to the Government in maintaining a secure Australia. Through its various activities, the Defence organisation complements and supports diplomatic, economic, social and commercial activities.

The mission of the Defence organisation, which comprises the Australian Defence Force (ADF) and the Department of Defence, is to promote the security of Australia, and to protect its people and its interests.

The ADF is the uniformed element of the Defence organisation, and consists of the Royal Australian Navy (RAN), the Australian Army, and the Royal Australian Air Force (RAAF). The ADF is structured to deal with the types of contingencies which could arise in the short term, while providing a basis for expansion should a major threat arise over the longer term.

Australia's military strategy for the defence of Australia is based on the concept of defence-in-depth. This utilises a comprehensive array of defensive and offensive capabilities with range, endurance and mobility, to prevent an adversary from successfully attacking Australia in its air and sea approaches, gaining a foothold on any part of Australia's territory, or extracting concessions from Australia by use of military force. The defence-in-depth strategy determines force structure, with an emphasis on the following capabilities: intelligence to detect any threat; maritime and air surveillance and an interception capacity in Australia's northern approaches; mobile ground forces to protect northern Australia; and a capacity to support dispersed operations across Australia's north.

The ADF also has non-defence functions, especially in peacetime. ADF resources are used for civil tasks of national importance — such as coastal surveillance, fisheries protection and search and rescue. They may be made available to State Governments.

In recent years the ADF has been involved in a number of multinational — including UN peacekeeping — operations. Contributions to UN peacekeeping serve to demonstrate Australia's commitment to UN ideals, including the peaceful resolution of international conflicts, and offer training and operational benefits to the ADF.

The Department of Defence is the civilian element of the Defence organisation. It supports the Government in the development, implementation and evaluation of defence policy and programs. It provides policy, procurement, scientific, logistic, financial and other support services to the ADF, and a range of services to government agencies and industry.

PLANNING

To provide a management framework for its activities, the Defence organisation works to a 10 year planning 'horizon'. Proposals are brought forward and examined in detail prior to submission to the Government for consideration as new policy initiatives. This is a rolling horizon, reviewed each year in the light of changing strategic circumstances, government directions, changing economic prospects and other relevant factors.

The primary documents which explain current Defence plans are the Defence Corporate Plan and *Strategic Review 1993*. The Plan is updated each year and sets out corporate goals and strategies for the next five years. It specifies what Defence aims to achieve and identifies criteria which indicate if those aims have been met. The 1987 Defence White Paper and *Strategic Review 1993* represent government policy guidance for defence development.

The Defence Report, published annually, is a report to the Minister for Defence on the activities of the Defence organisation over the previous financial year.

Changing directions

As a result of the 1987 Defence White Paper and subsequent reviews (the Force Structure Review, The Defence Force and the Community Report, the Defence Regional Support Review, and reviews of Defence logistics), there have been, and will be, a number of significant

changes in the Defence organisation by the year 2000.

They are all aimed at making the best use of Defence resources, and in particular improving the combat capability of the ADF. A number of them will also increase the ADF presence in the west and north of Australia.

The most significant changes are outlined below. More detail may be found in four documents: the Force Structure Review, the Ready Reserve Program, the Report of the Interdepartmental Committee on *The Defence Force and the Community* and *Strategic Review 1993*.

Defence planning for the 1990s aims to achieve a balance between investment in new and improved capabilities, technology and infrastructure, and investment in personnel training. It places a heavy emphasis on improving combat capability, with the need for a significant level of investment in new equipment and facilities to meet strategic priorities. A reduction in the numbers of Regular service personnel and civilians will reduce costs and allow the reallocation of resources to areas of greater priority.

The future distribution of the Defence budget between investment, operating costs and personnel is expected to be about 27 per cent, 30 per cent and 43 per cent, respectively.

The Navy is acquiring new surface combatants and submarines. The first Collins Class Submarine was launched in August 1993 and by the beginning of next century, there will be six Collins Class submarines based at HMAS Stirling in Western Australia. As well, the Navy will have six destroyers/frigates and 12 offshore patrol vessels. Current planning is for six frigates to be based at HMAS Stirling.

More Regular Army units will be based in the north of Australia. This process began with the Second Cavalry Regiment's move to Darwin in 1992. An armoured regiment with one Regular Army tank squadron, a composite aviation squadron, and an infantry battalion will also move to Darwin by the year 2000.

By 1996, the Ready Reserves will replace most of the Regular combat and combat support units in southern Queensland.

The Air Force has recently completed a program, begun in the 1980s, of re-equipping

and redeploying its fighter force. Two squadrons of F/A-18s are now based at RAAF Tindal in the Northern Territory. RAAF Tindal is complemented by three northern Australian 'bare bases' — forward locations to which aircraft can be deployed as required. These are at Exmouth (RAAF Base Learmonth), Derby (RAAF Base Curtin), and Weipa (RAAF Base Scherger). Combined with the air to air refuelling capacity now operational in the Air Force (four B707 tankers), the bare bases give the F/A-18s considerable operational flexibility and endurance in northern Australia.

DEFENCE PROGRAMS

The Defence organisation, its resources and activities are divided into eight major programs.

Forces Executive

The objective of this Program is to provide central ADF command of operations and activities, and policy direction in the areas of force structure and capability, personnel practices, Reserve service, ordinance, health, public information, defence housing, emergency management and ADF superannuation.

The program supports the role of the Chief of the Defence Force as the Commander of the ADF and the principal military adviser to Government. It provides overall direction for the ADF on the priorities for force structure and capability development, in accordance with government strategic and financial guidance. The major functional areas provide military, policy, planning, communications, force development, health and logistics direction to the ADF. In addition, the program provides advice and funding for joint training establishments, Emergency Management Australia, public information activities, ADF Superannuation and Defence Housing.

Navy

The objective of the Navy is to provide maritime forces capable of conducting effective maritime operations in the pursuit of Australia's security interests using permanent and reserve forces and capable of expanding in a timely manner in response to warning of more substantial conflict.

The Royal Australian Navy emphasises contribution to raising joint forces, surveillance and patrol operations in the immediate sea approaches as well as developing capabilities through joint and combined exercises.

Army

The objective of the Army is to provide land forces capable of conducting effective land operations in pursuit of Australia's security interests using both regular and reserve forces and capable of expanding in a timely manner against warning of more substantial conflict. The Army must be able to provide forces capable of resolving high risk terrorist incidents in support of the civil authorities and be able to conduct protracted and dispersed operations in harsh terrain where the existing infrastructure and resources are sparse.

Air Force

The objective of the RAAF is to provide forces capable of conducting effective air operations in pursuit of Australia's security interests using both permanent and reserve forces and capable of expanding in a timely manner against warning of more substantial conflict.

The RAAF has significant national responsibilities for surveillance of Australia's air and sea approaches; the destruction of hostile air, surface and sub-surface forces in times of conflict; participation with Army and Navy in the completion of joint tasks; contributing to enhanced regional security and international stability; and supporting the civilian community.

Strategy and Intelligence

The objective of this Program is to provide the Government with the defence policy options most relevant to Australia's strategic circumstances to ensure that defence programs and force structure are consistent with the Government's strategic policies and priorities. It also provides intelligence services for Defence and other government departments and organisations.

Strategy and Intelligence Program is involved in policy development in the areas of international and regional defence relations, long-term defence planning, intelligence functions and defence cooperation activities with regional neighbours. It

also covers the analysis of capability issues and the development of new major investment program. Much of the work of the Program aims to guide and improve corporate level performance. The Program coordinates departmental work on strategic guidance and force structure planning.

Acquisition and Logistics

The objective of this Program is to realise the Government's priorities for the development of Australia's defence capabilities through the economic acquisition of capital equipment and facilities that meet endorsed operational requirements. The Program also provides logistic support for the ADF and encourages the involvement of Australian industry where appropriate.

Australia is proceeding with a program of major defence equipment acquisitions costing more than \$29 billion over the coming decade and beyond, and the Acquisition and Logistics Program is central to these initiatives.

The following table shows expenditure for selected major items of capital equipment for 1992-93.

4.1 EXPENDITURE ON MAJOR ITEMS OF CAPITAL EQUIPMENT, 1992-93 (\$ million)

<i>Project</i>	<i>Estimate</i>	<i>Actual</i>
Collins class submarines	755.7	703.7
ANZAC ships	487.7	431.8
Australian frigates	84.3	97.3
Seahawk helicopters	37.2	41.4
F/A-18 Hornet fighter	113.8	92.7
Black Hawk helicopters	19.0	16.1
F-111 avionics update	83.1	117.3
Chinook capability	15.3	16.4
Jindalee Operational Radar Network	164.8	123.1
Wheeled Fighting Vehicle	23.3	19.3
HF and VHF single channel radios (Raven)	85.8	62.8
Small arms replacement project	24.5	24.0
Army light field vehicles	12.5	12.8

Source: Department of Defence.

Budget and Management

The objective of the Program is to develop policy and deliver corporate services that

optimise the cost-effective management of Defence resources. This applies in particular to resource management and financial systems, the allocation of civilian and service personnel, civilian personnel management, program evaluation and management audit, the security of personnel, projects and computing, and legal services.

Science and Technology

This Program is the research and development arm of the Department of Defence, and is the second largest R&D organisation in Australia. The role of the Defence Science and Technology Organisation (DSTO) is to help set national security policy; contribute to new or enhanced defence capabilities; help sustain existing defence equipment and procedures; and transfer the results of Defence research to industry in a timely manner.

DSTO's activities cover most of the physical sciences and also includes organic and protective chemistry, the food sciences, degradation of materials by the environment, man-made interaction and systems engineering. DSTO's research ranges from the frontiers of high technology to everyday problems — from lasers to boots.

Backed up by its national and international networks, joint projects, substantial technology base and some outstanding facilities, DSTO is able to assist the ADF, defence industry and the wider community to extend and make best use of technology and their resources. Many of DSTO's inventions can be adapted for civilian use. In recent years, the organisation has formed partnerships and joint ventures with Australian industry, resulting in valuable support for the economy.

AUSTRALIA'S DEFENCE CONTRIBUTION TO UN ACTIVITIES

During 1993, Australia participated in eight separate UN operations (Cambodia, Somalia, Afghanistan, Western Sahara, Israel, the Sinai, the Arabian Gulf and the Red Sea) involving over 2,000 ADF personnel. Primary involvements were in the UN mandated operation Restore Hope in Somalia and the UN Transitional Authority in Cambodia

(UNTAC). Both of these operations were completed during the year with relative peace and security being restored to Baidoa in Somalia, and the successful return of Cambodia to democratically elected government.

The ADF has established a small Peacekeeping Centre at Williamstown, New South Wales to conduct peacekeeping training for Australian and regional participants, and become the repository for peacekeeping expertise and experience.

Australia will continue to contribute to UN activities on a case-by-case basis. In future, the number of such commitments is likely to be significantly higher than previously.

RESOURCES

Budget and expenditure

The 1994–95 Defence budget of \$9,637 million continues the planned level of Defence outlays and will enable Defence to maintain its capital investment programs, exercises, deployments and training activities.

The Defence share of GDP for 1994–95 is estimated to be 2.1 per cent. Defence outlays are estimated to be 8.0 per cent of 1994–95 Commonwealth outlays, compared with an estimated 2.3 per cent of GDP and 8.6 per cent of Commonwealth outlays in 1993–94.

The proportion of Defence expenditure spent in Australia continues at a high level reflecting greater local industry involvement and increased self-reliance. Some 89 per cent of total Defence expenditure is estimated to be spent in Australia during 1993–94, including 66 per cent of capital equipment expenditure. Current levels of expenditure compare favourably with the 76 per cent spent in Australia during 1984–85, which included only 25 per cent of all capital equipment expenditure.

The following table shows the actual outlay by each program of the Department of Defence in 1992–93.

4.2 DEFENCE OUTLAY, 1992–93 (\$'000)

<i>Program</i>	
Forces Executive	527,732
Navy	1,382,982
Army	2,040,428
Air Force	1,687,566
Strategy and Intelligence	205,505
Acquisition and Logistics	2,684,321
Budget and Management	409,457
Science and Technology	219,890
Total	9,157,881

Source: Department of Defence.

Personnel

Although the Defence organisation has its policy and administrative centre in Canberra, most of its personnel are located in some 600 units and establishments throughout Australia.

The ADF has some 62,000 Regular personnel and 26,600 Reserves, while the Department of Defence has some 22,000 civilians.

Of the civilian employees in the Defence organisation, some 13,700 work directly for the ADF, some 3,000 are in the Defence Science and Technology Organisation (DSTO), over 1,200 are in regional offices, and some 4,000 are in the central office.

Women represent 12.5 per cent of the ADF. Some 90 per cent of ADF positions are now available to women. The 1992 Year Book contained an account of the widening roles of women in the ADF.

4.3 DEFENCE SERVICE AND CIVILIAN PERSONNEL, BY EMPLOYMENT CATEGORY AND SEX AS AT 30 JUNE 1993

	<i>Males</i>	<i>Per cent</i>	<i>Females</i>	<i>Per cent</i>
Navy				
Trained force				
Officers	2,095	13.9	270	1.8
Other ranks	10,176	67.7	1,378	9.1
Training force				
Officers	445	3.0	134	0.9
Other ranks	454	3.0	89	0.6
<i>Total</i>	<i>13,170</i>	<i>87.6</i>	<i>1,871</i>	<i>12.4</i>
Army				
Trained force				
Officers	4,020	14.3	484	1.7
Other ranks	19,781	70.5	2,200	7.9
Training force				
Officers	537	1.9	93	0.3
Other ranks	856	3.1	83	0.3
<i>Total</i>	<i>25,194</i>	<i>89.8</i>	<i>2,860</i>	<i>10.2</i>
Air Force				
Trained force				
Officers	3,126	16.2	426	2.2
Other ranks	12,710	65.7	2,460	12.7
Training force				
Officers	353	1.8	80	0.4
Other ranks	110	0.6	80	0.4
<i>Total</i>	<i>16,299</i>	<i>84.3</i>	<i>3,046</i>	<i>15.7</i>
Australian Defence Force				
Trained force				
Officers	9,241	14.8	1,180	1.9
Other ranks	42,667	68.3	6,038	9.7
Training force				
Officers	1,335	2.1	307	0.5
Other ranks	1,420	2.3	252	0.4
<i>Total</i>	<i>54,663</i>	<i>87.5</i>	<i>7,777</i>	<i>12.5</i>
Civilians				
Senior executive staff	99	0.4	5	—
Other staff	15,118	68.4	6,883	31.2
<i>Total</i>	<i>15,217</i>	<i>68.8</i>	<i>6,888</i>	<i>31.2</i>
Reserves				
Navy	1,169	4.4	190	0.7
Army	19,854	74.5	4,102	15.4
Air Force	1,109	4.2	216	0.8
<i>Total</i>	<i>22,132</i>	<i>83.1</i>	<i>4,508</i>	<i>16.9</i>
Ready Reserves				
Navy	46	2.0	1	—
Army	2,054	87.1	70	3.0
Air Force	186	7.9	—	—
<i>Total</i>	<i>2,286</i>	<i>97.0</i>	<i>71</i>	<i>3.0</i>

Source: Department of Defence.

The Ready Reserve Program

The formation of the Ready Reserve was one of the key recommendations of the Force Structure Review. The Review recommended that greater use be made of the nation's reserve forces, and that in particular a new form of service — the Ready Reserve — be created.

The Ready Reserve is designed to ensure that Australia enters the 21st century with a defence force relevant to our strategic and security needs. It is the result of an innovative and imaginative look at the way the ADF can best use its most precious resource — its people.

The Program aims to provide the ADF with a mix of capabilities. It is designed to improve the ADF's readiness whilst at the same time providing long-term sustainability.

The Ready Reserve Program complements the Total Force Concept by reinforcing the depth of trained units and personnel available to meet contingencies in the defence of Australia. It strengthens the ADF's ability to respond decisively to emergencies by adding a pool of highly trained personnel, capable of rapid mobilisation.

The Ready Reserve Program expects to recruit 4,100 personnel by 1996 — 3,200 for the Army, and 450 each for the Navy and RAAF. The response to recruiting from civilian sources has more than met the annual intake numbers for 1992 and 1993. In effect the

Ready Reserve provides the ADF with a third manning option. The Ready Reserve operates at a lower level of readiness and training than regular members of the ADF, but at a higher level of readiness and training than the conventional reserves.

The Program recruits high calibre candidates to undergo intensive full-time training for one year. Each Ready Reservist makes a commitment to follow-on training and deployment on short notice operations for four years part time after the training year has been completed. The Program encourages its recruits to undertake tertiary or vocational training by providing a tax exempt education assistance scheme of approximately \$5,000 per annum. The Program also provides recruits with a job search allowance of \$1,000. The Program encourages highly trained permanent members of the ADF to serve part time in the Ready Reserves following completion of their permanent service.

Employer support is critical to the viability of the Program. An employer support scheme has been introduced which provides payment of an amount equivalent to adult male average weekly earnings for up to four weeks per year to employers who grant their employees leave, in addition to annual leave, for part-time Ready Reserve service.

The Program is a unique opportunity for the ADF to strengthen the relationship between the Defence organisation and the Australian community in the interests of national defence.

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THE COMMERCIAL SUPPORT PROGRAM MANUAL. This document identifies the scope for in-house improvements and contracting out and develops management and financial evaluation methodologies.

DEFENCE OF AUSTRALIA 1987. A government policy information paper tabled in Parliament in 1987. The Government plans to publish a new Defence White Paper in the latter part of 1994.

DEFENCE COMMUNICATIONS CORPORATE PLAN 1991–2001. This document proposes strategies for ensuring Defence communications systems can take advantage of new and emerging technologies while continuing to meet current and unforeseen user demands.

THE DEFENCE CORPORATE PLAN. An annual document providing guidance to programs on the basis for program planning.

DEFENCE LOGISTICS REDEVELOPMENT PROGRAM. A program to rationalise supply support and warehousing for the Australian Defence Force.

DEFENCE REGIONAL SUPPORT REVIEW. A review undertaken to recommend the most effective and economical means of providing administrative support to the Australian Defence and the Department of Defence in regional areas.

THE DEFENCE REPORT 1992–93. A report to the Minister for Defence published annually on Defence Program achievements, resources and other matters.

THE EQUAL EMPLOYMENT OPPORTUNITY PLAN. A document which seeks to identify and remove unjustified discrimination against women and members of designated groups in their employment and career opportunities.

FORCE STRUCTURE REVIEW. A government plan for the phased restructuring of the ADF over the next 10 years to use allocated resources more effectively.

PROGRAM PERFORMANCE STATEMENTS 1991–92. A Budget paper published in support of the annual Budget, giving detailed information on plans and resources by Program and Sub-Program.

READY RESERVE PROGRAM 1991. This scheme is a unique means for the Australian Defence Force and the Australian community to cooperate more fully in the defence of Australia.

REPORT OF THE INTERDEPARTMENTAL COMMITTEE ON THE WRIGLEY REVIEW: THE DEFENCE FORCE AND THE COMMUNITY. An examination of how the Australian Defence Force could draw the maximum support possible from Australian industry and from the wider community consistent with operational requirements.

STRATEGIC REVIEW 1993. A key government planning document released in its unclassified version in February 1994. It marks the first major step in the adaptation of our defence and strategic policies to the major changes now underway in the regional and global security environment following the end of the Cold War.