Defence

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Introduction

This chapter outlines Australia's defence policy. It presents an overview of the *Defence Organisation, its functions and how it* operates.

Defence policy

Australia's defence policy is part of an integrated national effort that seeks to guarantee the nation's future security and prosperity. It contributes to this objective in two related ways — by ensuring that we are able to defend Australia from armed attack, and by sustaining our alliances and contributing to a global and regional environment in which attack on Australia is less likely.

Australia's strategic environment is expected to change over the next fifteen years under the influence of two major trends. One is the changing strategic postures and relationships of the major powers in Asia following the end of the Cold War. The other is economic change throughout Asia, which is increasing the military and strategic potential of countries in the region. As a result of these trends and of political change which can be expected in a number of countries, the strategic environment in Asia and the Pacific will become more fluid and complex, and *military capabilities throughout our region* will grow. Australia's strategic environment thus will become more demanding.

To ensure we retain the capacity to defend our nation now and into a more demanding future, Australia pursues a policy of defence self-reliance. This requires the maintenance of military capabilities sufficient to defeat the use of armed force against us, without depending on help from other countries' combat forces. A key feature of self-reliance is the capacity to support our forces as much as practicable from within Australia's wider resources. This involves drawing on the full range of skills and capabilities from within the Australian community, and promoting the development of capabilities within Australian industry to maintain and support the national defence effort.

As well as providing a capacity to defeat armed force in the event it were to be used against us, the existence of a capable, self-reliant defence force is also an important means of discouraging the use of such force. A further means of discouraging attack is to promote a regional and global environment in which the use of armed force against Australia is less likely. Australia's defence policy seeks to achieve this objective by supporting alliance relationships, encouraging cooperation and understanding between the countries of the region, and contributing to global security arrangements.

Australia's alliance with the United States helps strengthen regional security by supporting US strategic engagement and activities in the Asia Pacific region. In addition, the relationship helps Australia maintain its own defence capabilities. Australia also maintains a particularly close defence relationship with New Zealand, and cooperates with other regional countries within a framework of both bilateral relationships and multilateral activities. Activities range from discussions on strategic issues of mutual concern, to combined military exercises and training, and defence personnel exchanges. At the global level, Australia is a proponent of consultative and multilateral security and arms control regimes. Our national interests are served by ensuring the existence of effective UN mechanisms for conflict prevention, management and resolution, fostering an orderly international system in which agreed norms of conduct constrain the use of force, and in supporting international institutions which give us important opportunities to shape that system.

Australia's defence policy is outlined more fully in *Strategic Review 1993* and the Government's 1994 Defence White Paper, *Defending Australia*.

The Defence Organisation

Australia's defence policy is implemented through an integrated civil-military Defence Organisation which comprises the Department of Defence and the Australian Defence Force (ADF). The ADF consists of the Royal Australian Navy (RAN), the Australian Army, the Royal Australian Air Force (RAAF) and Headquarters ADF. The Department of Defence provides policy advice to Government as well as procurement, scientific, logistic, financial and other support services to the ADF, and a range of services to government agencies and industry.

In fulfilling its mission to promote the security of Australia and to protect its people and its interests, the Defence Organisation maintains a posture based on the concept of depth in defence. Geographically, depth is derived from the ability to detect and engage hostile forces with a layered series of capabilities from distant surveillance and strike, through maritime and air patrol and interdiction forces, to air defence and land forces on and over our own territory. Technological depth ensures that the ADF has the capacity to detect and defeat those capabilities which could conceivably be brought to bear against Australia. Finally, depth is also derived at the national level through the ability to draw fully on a wide range of national resources to provide the greatest possible opposition to an adversary.

Australia's defence posture gives primacy to ensuring timely warning of significant developments in our strategic environment, maintaining a force able to defeat current or planned capabilities which could credibly be used against us with relatively short warning, and maintaining the adaptability to expand or redirect our efforts to meet the more demanding forms of conflict which could possibly emerge only in the longer term. This approach ensures that our forces will have the versatility to contribute to a variety of other activities, including global security arrangements and peacetime support for the Australian community.

In peacetime, ADF resources are used for civil tasks of national importance, such as coastal surveillance, fisheries protection, search and rescue, natural disaster coordination and relief, and counter-terrorism operations. In these areas Federal and State authorities closely coordinate their work. The ADF is also involved in a number of multinational operations to demonstrate Australia's commitment to UN ideals, including the peaceful resolution of international conflicts. In recent years, the ADF has been involved in UN peacekeeping operations in many locations including Cambodia, Somalia and Rwanda.

To maintain appropriate skills and preparedness for the defence of Australia, the ADF undertakes a comprehensive program of training and exercises. This includes bilateral and multilateral exercises with the military forces of neighbouring countries and our major allies. As well, the ADF maintains stocks of material and goods sufficient to ensure it could be sustained through credible forms of conflict.

Defence planning

Planning

To provide a management framework for its activities, the Defence Organisation works to a ten-year capability planning horizon and a five-year financial programming horizon. Proposals for capability development and other policy initiatives are examined in detail prior to submission to the Government for consideration, generally in the context of the annual Defence Budget. Each year, planning and financial programming documents are reviewed, and modified as appropriate, 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, Strategic Review 1993* and the 1994 Defence White Paper, *Defending Australia*. The Corporate Plan, which is updated periodically, sets out corporate goals and strategies for the Defence Organisation for the next five years. It outlines the mission, goals and objectives of the Defence Organisation and identifies major areas for attention or development. The 1994 Defence White Paper and *Strategic Review 1993* represent current Government policy guidance for defence development. The White Paper is the third such policy document produced by an Australian Government since 1976, and will remain the basis for defence

planning for several years. Strategic Review documents are updated every three years or as strategic circumstances require.

The performance of the Defence Organisation over the previous financial year is reported to the Minister for Defence through the *Defence Annual Report* which is tabled in Parliament.

Changing directions

The 1994 White Paper, *Defending Australia*, is the latest in a series of documents to refine Australia's defence policies in response to the changing regional and global strategic outlook and domestic environment. It explains how the Government will manage Australia's defence into the next century. *Defending Australia* builds on important changes to Australia's defence policies announced in a number of statements and reviews published over the last four years, including the *1990 Report on the Defence Force and the Community*, the *1991 Force Structure Review*, the *1992 Price Report on Defence Policy and Industry* and the *1993 Strategic Review*. From that foundation, it looks ahead fifteen years to describe the key international trends that will shape Australia's strategic environment, and to explain how the different elements of Australian defence policy will develop to meet the challenges ahead.

Defence planning in the 1990s aims to achieve a balance between investment in new and improved capabilities, technology and infrastructure, and investment in personnel and training. It places a heavy emphasis on improving the combat capability of the ADF, with the need for a significant level of investment in new equipment and facilities to meet strategic priorities. A small reduction in the numbers of Regular service personnel and civilians will reduce costs and allow the reallocation of resources to areas of greater priority, principally to combat forces. In 1994–95, investment accounted for about 29% of Defence spending, personnel about 38%, and operating costs about 33%. These proportions are expected to remain broadly at these levels over the next five years. More extensive and efficient use of private sector capabilities in support of defence activities through the *Commercial Support Program* is providing financial savings which are available for investment in capability development.

Defending Australia sets out improvements planned for the combat capability of the ADF

over the remainder of this decade. It identifies as a high priority the development of effective joint command arrangements with appropriate command support and intelligence information systems. The capacity to mount effective maritime operations is also considered to be a high priority capability, and so developments in this area are underway, including the entry into service of the highly capable Collins class submarines, eight ANZAC frigates and six coastal minehunters. The Guided-missile frigates will be upgraded, while additional maritime helicopters will also be acquired.

The 1994 Defence White Paper also endorses or proposes a series of plans relating to air operations. The F/A–18 fighter fleet will be upgraded. Australia will acquire an Airborne Early Warning and Control capability, which will dramatically improve its ability to detect and localise enemy aircraft movement in maritime approaches. The sensors on Australia's P3C maritime patrol aircraft will be upgraded. The Macchi lead-in fighter trainers will be replaced by the year 2000, and the F111 fleet kept effective by improving its self-protection systems and precision weapons.

The ADF will improve its capacity to operate across the Australian land mass through the formation of an additional regular infantry battalion. The Kiowa light reconnaissance helicopters will be replaced, and a range of additional ground vehicles acquired to increase the mobility of Army units.

Australia will continue to develop the infrastructure needed to support its forces. It will complete the air bases across northern Australia, and continue to move Navy elements to Western Australia and Army units to northern Australia.

Defence Programs

The Defence organisation, its resources and activities are managed through eight major programs: Forces Executive, Navy, Army, Air Force, Strategy and Intelligence, Acquisition and Logistics, Budget and Management, and Science and Technology.

The objectives and functions of these Programs are described below.

Defence Forces Executive

The objective of this program is to provide an effective ADF strategic level command structure and policy direction in the areas of force structure and preparedness, personnel planning and practices, Reserve service, explosive ordinance safety, health, legal services, public services, public information, Defence housing, emergency management, corporate communications services, and ADF Superannuation.

The program supports the Chief of the Defence Force (CDF) in his role as the Commander of the ADF, and the principal military adviser to Government. It seeks to enhance ADF corporate planning and to facilitate better command, control and communication arrangements for joint and combined operations. The Program develops guidance for Force Development Planning, capability investment options, concomitant military and personnel policies, and the management of corporate communications.

Navy

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

Australia's geographic location, extensive coastline and island territories emphasise the significance of maritime operations in the defence of Australia. The Royal Australian Navy places an emphasis on surveillance and patrol operations in our immediate sea approaches in concert with the Royal Australian Air Force (RAAF), as well as developing, through exercises, the capability to undertake effective maritime operations in our area of primary strategic interest.

Army

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

The nature of Australia's territory and environment dictates the need for highly mobile land forces, capable of rapid deployment across considerable distances and able to conduct protracted and dispersed operations in harsh terrain where the existing infrastructure and resources are sparse. The demands imposed by such operations dictate that the Army be structured as a total force comprising Regular, Ready Reserve, General Reserve and civilian components, with each contributing significantly to the achievement of the Army's objectives.

Air Force

The objective of the RAAF is to provide air forces capable of conducting effective air 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 a more substantial conflict. The essence of the Air Force mission is encapsulated in the phrase 'Air Power for Australia's security'.

Air Power plays a major role in surveillance and intelligence-gathering in our sea and air approaches, denying those approaches to an adversary and defeating incursions into our territory. The RAAF emphasises joint operations with Army and Navy, contributing to enhanced regional security and supporting the civilian community.

Strategy and Intelligence

The objective of the Strategy and Intelligence Program is to provide the Government with advice and options on strategic and defence policies and capabilities most appropriate to Australia's circumstances and to ensure defence activities and capabilities that are consistent with Government policies and priorities. It also provides intelligence services for Defence and other Government departments and agencies, and initiates and supports defence cooperation activities consistent with Government defence policy.

The Strategy and Intelligence Program guides and undertakes activities which are central to Australia's defence policy and international defence relationships and interests. These include: coordination of medium-term and long-term defence planning; analysis of force structure and capability; development of the

new major capital equipment program; collection, assessment and distribution of intelligence information relevant to Australia's defence; and coordination of defence-based international cooperation. Much of the work of the Program aims to guide and improve corporate-level performance.

Acquisition and Logistics

The objectives of this Program are to realise the Government's priorities for the development of Australian defence capabilities through timely acquisition, and introduction into service, of capital equipment and systems that meet endorsed operational requirements, achieve value for money and are supportable; to provide logistic policies, selected support and advice on asset management with an emphasis on efficiency and effectiveness and readiness and sustainability, with optimal use of the civilian infrastructure and commercial practice; and to develop policies to enhance the capability of Australian industry in support of defence self-reliance.

Australia is proceeding with a program of major defence equipment acquisitions costing more than $21 billion over the coming decade. The Acquisition and Logistics Program is central to these activities.

Budget and Management

The objective of the Program is to provide efficient and equitable corporate management policy advice and service to enhance the achievement of the Defence Mission. The Budget and Management Program seeks to improve the way Defence manages and uses resources to achieve its objectives. The Program develops policy and provides corporate services on resource and personnel management, program evaluation and management audit, facilities and property management, physical, personnel, computing and project security, Ministerial support, Parliamentary liaison 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 give advice that is professional, impartial and informed on the application of science and technology that is best suited to Australia's defence and security needs.

DSTO's research covers a very wide range of disciplines — mostly in the physical and mathematical sciences, electronics, computing and engineering — but also includes such fields as person-machine interactions, systems engineering, organic chemistry, pharmacology and toxicology, food sciences and the degradation of materials by the environment.

Backed up by its national and international networks, joint projects, substantial technology base and some outstanding facilities, DSTO is able to assist the Australian Defence Organisation, 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 1994, Australia participated in seven separate UN operations: Cambodia, Somalia, Iraq, Western Sahara, the Middle East, Rwanda, and Mozambique. These operations involved over 500 ADF personnel. The areas of primary involvement were in the UN Assistance Mission in Rwanda (UNAMIR) and the UN Operation in Somalia (UNOSOM).

Resources

Budget and expenditure

The 1995–96 Defence budget of $9,992 million will enable Defence to maintain its capital investment programs, exercises, deployments and training activities.

The Defence share of GDP for 1995–96 is estimated to be 2.0%. Defence outlays are estimated to be 8.1% of 1995–96 Commonwealth outlays, compared with an estimated 2.1% of GDP and 8.0% of Commonwealth outlays in 1994–95.

The proportion of Defence expenditure spent in Australia continues at a high level reflecting greater local industry involvement and

increased self-reliance. Some 89% of total
Defence expenditure is estimated to be spent
in Australia during 1995–96, including over
67% of capital equipment expenditure.
Current levels of expenditure compare
favourably with the 76% spent in Australia
during 1984–85, which included only 25% of
all capital equipment expenditure.

The following table shows the actual outlay by
each program of the Department of Defence
in 1994–95.

**4.1   Defence outlay, 1994–95
($'000)**

Program	Outlay
Forces Executive	589 562
Navy	1 599 979
Army	2 268 548
Air Force	1 816 297
Strategy and Intelligence	220 016
Acquisition and Logistics	2 707 616
Budget and Management	302 459
Science and Technology	226 690
Total	**9 731 067**

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 over 58,000 Regular personnel
and 27,500 Reserves, while the Department of
Defence has almost 21,000 civilians.

Of the civilian employees in the Defence
Organisation, some 12,500 work directly for
the ADF, some 2,600 are in the Defence
Science and Technology Organisation, over
1,100 are in regional offices, and some 4,800
are in the central office.

Women represent 12.9% of the ADF. Some
90% of ADF positions are now available to
women.

See table 4.2 for details of Defence personnel.

4.2 Defence service and civilian personnel, 30 June 1995

Program	Males No.	Males %	Females No.	Females %	Persons No.	Persons %
Navy						
Trained force						
Officers	1 979	13.5	308	2.1	2 287	15.6
Other ranks	9 215	62.8	1 373	9.3	10 588	72.1
Training force						
Officers	426	2.9	199	1.4	625	4.3
Other ranks	943	6.4	236	1.6	1 179	8.0
Apprentices	—	—	—	—	—	—
Total	12 563	85.6	2 116	14.4	14 679	100.0
Army						
Trained force						
Officers	3 852	14.8	496	1.9	4 348	16.7
Other ranks	17 919	68.9	1 820	7.0	19 739	75.9
Training force						
Officers	554	2.1	110	0.4	664	2.5
Other ranks	816	3.2	191	0.7	1 007	3.9
Apprentices	236	0.9	15	0.1	251	1.0
Total	23 377	89.9	2 632	10.1	26 009	100.0
Air Force						
Trained force						
Officers	2 832	16.2	409	2.3	3 241	18.5
Other ranks	10 918	62.4	2 079	11.9	12 997	74.3
Training force						
Officers	533	3.1	77	0.4	610	3.5
Other ranks	463	2.6	189	1.1	652	3.7
Apprentices	—	—	—	—	—	—
Total	14 747	84.3	2 754	15.7	17 501	100.0
Total Australian Defence Force						
Trained force						
Officers	8 663	14.9	1 213	2.1	9 876	17.0
Other ranks	38 052	65.4	5 272	9.1	43 324	74.5
Training force						
Officers	1 513	2.6	386	0.7	1 899	3.3
Other ranks	2 222	3.8	616	1.0	2 838	4.8
Apprentices	236	0.4	15	—	251	0.4
Total	50 686	87.1	7 502	12.9	58 188	100.0
Civilians						
Senior executive staff	99	0.5	9	—	108	0.5
Other staff	14 041	67.6	6 618	31.9	20 659	99.5
Total	14 140	68.1	6 627	31.9	20 767	100.0
Reserves						
Navy	1 040	4.3	199	0.8	1 239	5.1
Army	17 750	73.0	3 994	16.4	21 744	89.4
Air Force	1 102	4.5	235	1.0	1 337	5.5
Total	19 892	81.8	4 428	18.2	24 320	100.0
Ready Reserves						
Navy	175	5.4	16	0.5	191	5.9
Army	2 674	83.3	97	3.0	2 771	86.3
Air Force	250	7.8	—	—	250	7.8
Total	3 099	96.5	113	3.5	3 212	100.0

Source: Department of Defence.

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