Defence

Contents

This chapter outlines Australia's defence policy and defence relationships with other countries. 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, actions against Australia would more likely be small-scale military actions with limited objectives.

POLICY

The Australian Government's approach to defence is to seek to reinforce the positive aspects of Australia's strategic environment and to provide an appropriate measure of insurance against future uncertainty. This means developing and maintaining a capability for the independent defence of Australia and its interests (defence self-reliance) and promoting stability and security in our region.

This approach recognises not only Australia's unique geographic environment, but also its regional and global relationships as important factors in defence policy. The policy is explained more fully in the White Paper *The Defence of Australia — 1987.*

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 activities conducted in the diplomatic, economic, social and commercial fields.

THE DEFENCE ORGANISATION

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 and maintained to deal with the types of contingencies that could arise in the short term, whilst providing a suitable basis for expansion should a major threat arise over the longer term.

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 are also made available to assist State Governments, the governments of foreign countries, and the United Nations in such roles as peacekeeping, natural disaster relief, and counter terrorism.

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 forces.

The primary documents which explain current Defence plans are the Defence Corporate Plan and Australia's Strategic Planning in the 1990s (ASP 90). The Plan is updated each year and sets out corporate goals and strategies for the next five years, with particular emphasis on the 12 months immediately following. The Plan specifies what .Defence aims to achieve and identifies criteria which will tell if those aims have been met. ASP 90, together with the 1987 Defence White Paper, represent

government guidance for Australia's defence development. Financial planning is contained in annual Program Performance Statements which deal with the Defence budget.

The Defence Report, also 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 Australia's Strategic Planning in the 1990s.

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 to acquire new surface combatants and submarines. 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 16 destroyers/frigates and 12 offshore patrol vessels. Current planning is for four frigates or destroyers to be based at HMAS Stirling.

More Regular Army units will be based in the north of Australia, beginning 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 Learmouth), Derby (RAAF Base Curtin), and the planned base at 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 an effective operational command structure and to provide policy direction in the areas of force structure and capability, personnel, health, Reserve forces, public information, Defence housing and military superannuation.

The major activities of the Program include providing direction to the ADF in the areas of military policy, planning, operational training, intelligence, communications, force development and logistics. Integral to this is direction on capability development and priorities in accordance with government strategic and financial guidance.

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 against warning of more substantial conflict.

The Royal Australian Navy places an emphasis on surveillance and patrol operations in our immediate sea approaches as well as developing, through exercises, the capability to undertake effective maritime operations in our area of primary strategic interest. In addition, the RAN has developed and refined the infrastructure needed to provide training and logistic support to ensure sustainability of these maritime operations.

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 also conducts maritime surveillance patrols in Australia's area of interest to protect shipping, offshore territories and resources; and provides air lift and offensive air support to the other Services.

The following tables of flying hours for two types of aircraft, the F/A-18 Hornet fighter and the C130 transport aircraft, provides an indication of RAAF flying activities.

5.1 F/A-18 FLYING HOURS, 1991–92

	Planned	*Achieved*
National tasks	476	279
Defence support	2,187	1,640
Operational training	4,946	6,108
Army support	100	43
Navy support	600	557
Conversion/continuation training	3,146	3,023
Total	**11,455**	**11,650**

Source: Department of Defence.

5.2 C130 FLYING HOURS, 1991–92

	Planned	*Achieved*
National tasks	1,718	822
Assistance to the civil community		
Search and rescue	—	38
Medical evacuation	—	95
Flood relief	—	67
Fire relief	—	182
Defence support	7,487	6,832
Army support	1,700	1,716
Navy support	670	376
Scheduled services	1,740	3,011
VIP flights	—	12
Conversion/continuation training	4,685	4,767
Total	**18,000**	**17,918**

Source: Department of Defence.

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 acquisitions costing more than $25 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 1991–92.

5.3 EXPENDITURE ON MAJOR ITEMS OF CAPITAL EQUIPMENT, 1991–92
($ million)

Project	Estimate	Actual
Collins class submarines	620.7	688.0
ANZAC ships	317.6	308.9
Australian frigates	100.9	91.4
Seahawk helicopters	21.8	25.7
HF and VHF single channel radios (Raven)	88.4	69.1
F/A-18 Hornet fighter	154.0	169.4
Black Hawk helicopters	20.0	17.7
F-111 avionics update	70.6	57.8
Jindalee Operational Radar Network	116.2	101.3
Wheeled Fighting Vehicle	15.0	0.5
FFGs 01-04	35.7	38.3
Small arms replacement project	52.3	47.0
Army light field vehicles	34.4	30.6

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 based on the activities of the Defence Science and Technology Organisation (DSTO). Its objective is to enhance Australian defence capabilities, to contribute to the development and implementation of Australian defence policies, and to provide assistance to the Defence organisation and Australian industry, through the application of science and technology.

The effectiveness of the ADF depends in part on the selective use of appropriate technology. The prime role of the Science and Technology Program is to provide this technology and to advise on its most beneficial use.

The DSTO pursues the commercial application of its research product to become more industry-oriented.

AUSTRALIA'S COMMITMENT TO THE UN ACTIVITIES IN CAMBODIA AND SOMALIA

As part of Australia's commitment to the implementation of the Cambodian Peace Agreement, signed in Paris in October 1991, the Government agreed to provide a Force Communication Unit (FCU) to the United Nations Transitional Authority in Cambodia (UNTAC).

Australia has deployed 502 personnel to UNTAC, including the overall Force Commander, Lieutenant-General John Sanderson. The contingent comprises 488 FCU staff and 14 UNTAC Headquarters Staff. Additionally, the Australian Movement Control Group (MCG) was provided for approximately four months from 14 May 1992. The MCG provided crucial movement control support to UNTAC forces during the initial stages of deployment into Cambodia.

The FCU is responsible for providing the communications between the four Cambodian factions, and from the factions to the UN. It also assists with the provision of communication to the civilian component of

UNTAC. Given the absence of any telecommunications infrastructure in Cambodia this is a vitally important and highly complex task. The service provided by the Australian contingent is central in monitoring adherence to the provisions of the peace settlement. To this end the FCU is deployed throughout Cambodia, and to UNTAC Liaison Units in Vientiane, Hanoi and Bangkok.

The Prime Minister announced on 15 December 1992 that the Government had decided to provide a large-scale commitment to the UN mandated Operation Restore Hope in Somalia, as well as expanding the size of the Movement Control Unit already committed to the UN operation in Somalia (UNOSOM) from 30 to 45 personnel.

The infantry battalion group from 1st Battalion, the Royal Australian Regiment, based in Townsville was deployed to Somalia in January 1993. The Australian contribution to Operation Restore Hope is the largest commitment of Australian ground forces overseas in the last twenty years.

The Australian contingent included four rifle companies, a reduced squadron of about 30 armoured personnel carriers, and logistics and engineer support elements.

Whilst the battalion is in Somalia it remains under Australian national command, however, operational control for day-to-day tasking has been delegated to the US-appointed Joint Task Force Commander.

The Australian contingent is helping provide for the open and free passage of relief supplies, and is also assisting UN relief operations.

Australia's contribution to UNTAC demonstrates the commitment of the Government and the Defence organisation to promoting regional peace and stability, including through contributions to UN peacekeeping activities.

RESOURCES

Budget and expenditure

The 1992–93 Defence budget of $9,885 million represents an increase of $523 million or 5.6 per cent over 1991–92 and maintains the current real level of Defence outlays.

The Government has set Defence planning guidance at zero per cent real growth over the 1992–95 period. This level of guidance accords with the planning base adopted for the Force Structure Review and should allow for the achievement of the programmed objectives of that review and other major Defence efficiency initiatives.

Defence spending is forecast to be 9.0 per cent of Commonwealth outlays for 1992–93, compared with 9.1 per cent in 1991–92. The Defence share of GDP for 1992–93 is estimated to be 2.4 per cent, the same as in 1991–92.

The proportion of Defence expenditure spent in Australia continues at a high level reflecting greater local industry involvement and increased self-reliance. Some 87 per cent of total Defence expenditure is estimated to be spent in Australia during 1992–93, including 59 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 expenditure by each Program of the Department of Defence in 1991–92.

5.4   DEFENCE EXPENDITURE, 1991–92
($'000)

Program	
Forces Executive	1,132,847
Navy	1,321,000
Army	1,982,808
Air Force	1,637,359
Strategy and Intelligence	182,680
Acquisition and Logistics	2,446,273
Budget and Management	441,283
Science and Technology	218,262
Total	**9,362,512**

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 68,000 Regular personnel and 30,000 Reserves, while the Department of Defence has some 24,000 civilians.

Of the civilian employees in the Defence organisation, some 14,500 work directly for the ADF, some 3,500 are in the Defence Science and Technology Organisation (DSTO), over

2,500 are in regional offices, and some 2,500 are in the central office. There are about 1,000 in out-rider organisations or overseas.

The 1992 Year Book contained an account of women in the present-day ADF.

5.5   DEFENCE SERVICE AND CIVILIAN PERSONNEL, BY EMPLOYMENT CATEGORY AND SEX AS AT 30 JUNE 1992

	Males	Per cent	Females	Per cent
Navy				
Trained force				
Officers	1,926	12.5	281	1.8
Other ranks	10,267	66.7	1,442	9.3
Training force				
Officers	.540	3.5	134	0.9
Other ranks	513	3.3	56	0.4
Apprentices	224	1.5	12	0.1
Total	13,470	87.5	1,925	12.5
Army				
Trained force				
Officers	4,309	14.3	468	1.6
Other ranks	21,285	70.6	2,293	7.6
Training force				
Officers	496	1.6	101	0.3
Other ranks	394	1.3	64	0.2
Apprentices	711	2.4	36	0.1
Total	27,195	90.2	2,962	9.8
Air Force				
Trained force				
Officers	3,230	15.0	458	2.1
Other ranks	13,878	64.5	2,732	12.8
Training force				
Officers	421	2.0	81	0.4
Other ranks	471	2.2	52	0.2
Apprentices	176	0.8	3	—
Total	18,176	84.5	3,326	15.5
Australian Defence Force				
Trained force				
Officers	9,465	14.1	1,207	1.8
Other ranks	45,430	67.8	6,467	9.5
Training force				
Officers	1,457	2.2	316	0.5
Other ranks	1,378	2.1	172	0.3
Apprentices	1,111	1.7	51	0.1
Total	58,841	87.8	8,213	12.2
Civilians				
Senior executive staff	106	0.4	5	—
Other staff	16,325	68.5	7,396	31.1
Total	16,431	68.9	7,401	31.1
Reserves				
Navy	1,326	4.7	200	0.7
Army	20,836	74.3	4,268	15.3
Air Force	1,164	4.2	229	0.8
Total	23,326	83.2	4,697	16.8

Source: Department of Defence.

The Ready Reserve Program

The Minister for Defence announced the setting up of the Ready Reserve Program on 30 May 1991 as part of his Ministerial Statement on Defence Policy. 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 — 3,200 for the Army, and 450 each for the Navy and RAAF. 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.

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 1991–92. 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.