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**Chapter Five**  
**Defence**

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Australia enjoys a very good security environment. Relationships with its allies and neighbours are sound and it faces no identifiable military threat. As well, an aggressor faces the problem of crossing the waters surrounding Australia.

Because Australia is a large island continent, to invade and conquer Australia, an aggressor 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 military, political and economic objectives.

## **POLICY**

The Australian Government's approach to defence is to make the most of Australia's geographic environment while insuring against the future. This means developing and maintaining a capability for the independent defence of Australia and its interests (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 factors in defence policy. The policy is explained more fully in the policy information paper *The Defence of Australia — 1987*.

The Defence organisation is only one of the instruments available to the Government in maintaining a positive 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 protect and promote the security of Australia and its people against armed attack or other pressures.

Control of the Defence organisation is exercised by the Minister for Defence, assisted by the Minister for Defence Science and Personnel. A Parliamentary Secretary assisting

the Minister for Defence was also appointed in late December 1991. Their principal advisers are the Chief of the Defence Force (CDF), who commands the ADF, and the Secretary of the Department of Defence, who administers that Department. The CDF and the Secretary have complementary powers and responsibilities, which they exercise cooperatively in some areas.

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 threats 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. 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 (for the States only), 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 ten 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 document which explains current Defence plans is the Defence Corporate Plan. 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 for assessing whether it has achieved them. 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 policy information paper and subsequent reviews (the Force Structure Review, the Wrigley 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 three documents listed in the bibliography: the Force Structure Review, the Ready Reserve Program, and the Report of the Interdepartmental Committee on the Wrigley Review — *The Defence Force and the Community*.

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 re-allocation of resources to areas of greater priority.

The future split of the Defence budget between investment, operating costs and personnel is expected to be about 30 per cent, 30 per cent and 40 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, with the Second Cavalry Regiment moving to Darwin in 1993. 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, a new form of reserves — the Ready Reserve — will replace most of the Regular combat and combat support units in southern Queensland.

Ready Reservists receive 12 months initial full-time training and four years part-time training of about 50 days per year. After their initial 12 months full-time training, Ready Reserves will be eligible for educational and job-search assistance.

The Air Force has recently completed a program — begun in the 1980s — of re-equipping and re-deploying 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'. 'Bare bases' are 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 (4 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 the following eight major programs.

### Forces Executive

The objective of this Program is to assist the formulation of policy relating to operations and force development.

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. The Program provides:

- support of joint forces, including Headquarters, Joint Forces Australia (when raised); and Maritime, Land and Air Commands;
- formulation of joint military policy on standards of health, recruiting, reserves, welfare, training, morale, discipline, public information and explosives safety; and
- coordinating the implementation of the Force Structure Review.

The Program also comprises policy oversight and funding of the Natural Disasters Organisation, Defence housing, the Defence Forces Retirement and Death Benefits Scheme and the Military Superannuation and Benefits Scheme, and of the joint training establishments (the Australian Defence Force Academy), the Joint Services Staff College, and the Australian Defence Force Warfare Centre).

## Navy

The objective of the Navy is to provide naval forces capable of conducting effective maritime operations in the pursuit of Australia's interests using regular and reserve forces. These forces must be capable of joint (i.e., in conjunction with the other two Services) and combined (i.e., in conjunction with our allies) operations.

## Army

The objective of the Army is to provide land forces capable of conducting effective land operations in pursuit of Australia's interests using both regular and reserve forces. They must be capable of operating as part of joint forces and/or as part of combined forces, and be able to conduct long and dispersed operations in harsh terrain where the existing infrastructure (such as communications) and resources (such as fuel) are sparse. The Army must also be capable of expansion as required, and is required to assist the civil authorities in resolving high risk terrorist incidents.

## Air Force

The objective of the RAAF is to provide forces capable of conducting effective strategic and tactical air operations as an independent force or as part of a joint or combined force, and to expand if required.

The RAAF also conducts maritime surveillance patrols in Australia's area of interest to protect shipping, offshore territories and resources; provides air lift and offensive air support to the other Services; participates in cooperative activities with countries in our region; and provides assistance to the civilian community and to neighbouring countries in times of natural disasters.

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.

F/A-18 FLYING HOURS, 1990-91

	<i>Planned</i>	<i>Achieved</i>
National tasks	416	408
Defence support	2,167	1,565
Operational training	4,661	5,385
Army support	70	55
Navy support	533	74
Gulf conflict	—	434
Conversion/continuation training	3,734	4,126
<b>Total</b>	<b>11,581</b>	<b>12,047</b>

Source: Department of Defence.

C130 FLYING HOURS, 1990-91

	<i>Planned</i>	<i>Achieved</i>
National tasks	1,394	1,320
Assistance to the civil community		
Search and rescue	—	254
Medical evacuation	—	77
Flood relief	—	99
Other	—	230
Defence support	7,436	5,957
Army support	2,030	1,672
Navy support	653	642
Scheduled services	1,850	2,858
VIP flights	—	58
Gulf conflict	—	504
Conversion/continuation training	4,637	4,102
<b>Total</b>	<b>18,000</b>	<b>17,773</b>

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 guides, directs and administers programs central to Defence organisation planning and to Australia's international defence relations, including intelligence functions, Defence Cooperation and New Major Investment (equipment and facilities). Several Strategy and Intelligence functions are carried out on behalf of both the Secretary and the Chief of the Defence Force.

## Acquisition and Logistics

The objective of this Program is to meet the Government's plans for the development of Australia's defence capabilities by purchasing major equipment and facilities to meet operational requirements. The Program also provides logistic support for the ADF and encourages the involvement of Australian industry in the country's defence.

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.

Overall costs for the majority of the 108 major projects currently underway are on target. The following table shows expenditure for selected major items of capital equipment for 1990-91.

## EXPENDITURE FOR SELECTED MAJOR ITEMS OF CAPITAL EQUIPMENT, 1990-91 (\$ million)

<i>Project</i>	<i>Estimate</i>	<i>Actual</i>
Collins class submarines	561.6	591.0
ANZAC ships	324.7	282.4
Australian frigates	169.3	179.3
F/A-18 Hornet fighter	149.2	122.4
Seahawk helicopters	81.7	65.8
F-111 avionics update	64.8	62.9
HF and VHF single channel radios (Project Raven)	59.3	56.9
Army light field vehicles	50.4	42.7
Small arms replacement project	47.8	23.2
Destroyer modernisation	42.6	46.9
Black Hawk helicopters	40.0	27.2
Over-the-horizon radar	37.7	33.0
Frigate construction	32.4	31.4
PC9 basic flying trainer	31.7	29.7

*Source: Department of Defence.*

## Budget and Management

The objective of the Program is to develop policy and deliver corporate services that make the most of defence resources, particularly in resource management, financial systems and accountability; civilian and Service manpower resource allocation; civilian personnel management and industrial relations; program evaluation and management audit; personnel and physical security; and legal services.

In general, this Program seeks to improve the way Defence uses its resources to meet the Defence Organisation's planning strategies, particularly those relating to Defence support services, resources and personnel management.

## 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.

There are six sub-programs with the following areas of responsibility:

- The Aeronautical Research Laboratory — aircraft structures; aircraft materials; flight mechanics and propulsion; and avionics and aircraft systems.
- The Electronics Research Laboratory — information technology; electronic warfare; and communications.
- The Materials Research Laboratory — materials; protective chemistry; explosives and ordinance; and underwater systems.
- The Surveillance Research Laboratory — opto-electronics; high frequency radar; and microwave radar.
- The Weapons Systems Research Laboratory — combat systems; guided weapons; and maritime systems.
- The DSTO Central Office provides corporate science policy and management, and is the high level interface between this Program and the other Programs.

DSTO provided extremely valuable support to ADF elements during the Gulf War. The support included evaluation of the threat to Navy ships from Iraqi weapons and providing counter-measures. A member of DSTO led the first UN chemical weapon inspection team into Iraq following the cessation of hostilities.

During the year, DSTO also became involved in the commercial application of its research product as a result of a drive to become more industry-orientated. Included in this were items as diverse as modifications to aircraft engines to reduce smoke trails, and radar target generations for test and training on F/A-18 Hornet fighters.

## AUSTRALIA'S INVOLVEMENT IN THE GULF WAR

The Gulf War saw Australia involved in military operations for the first time since the Vietnam War. The first Royal Australian Navy (RAN) Task Group deployed at three days' notice from Sydney in mid-August 1990 and entered the Area of Operations on 3 September 1990. The Task Force contributed significantly to UN sanctions enforcement operations as part of the Multi-National Naval Force and was actively involved in surveillance and boarding operations against

potential and actual Iraqi sanction breakers. The Task Group, comprising *HMAS Darwin*, *HMAS Adelaide* and *HMAS Success*, remained at a high level of operational readiness in anticipation of possible retaliation from Iraqi forces.

The second RAN Task Group comprising *HMAS Brisbane* and *HMAS Sydney* relieved *HMAS Darwin* and *HMAS Adelaide* on 3 December 1990. Hostilities began on 17 January 1991 and the Australian ships remained at sea for 47 days throughout the war. *HMAS Success* departed the Arabian Gulf on 22 January 1991 and was replaced by *HMAS Westralia* on 5 February 1991. Following the cease-fire at the end of February 1991, *HMAS Brisbane* and *Sydney* left the Gulf on 22 March 1991. Australia still maintains a presence in the Gulf.

In addition to the ships, Clearance Diving Team 3, comprising 23 members, deployed to the Gulf to assist in mine-clearance operations, arrived on 31 January 1991. The team was involved in mine-clearance operations in a number of Gulf ports — these operations were dangerous and hampered by heavy oil slicks and the lack of normal support facilities. In total, the team rendered safe 23 sea mines and large quantities of rockets, mortar bombs, flares, grenades, detonators and demolition charges. Also, an Australian Defence Force medical team of 20 personnel (19 from Navy) deployed to the Gulf in mid-September 1990, joined the American hospital ship *USNS Comfort* for a three-month period. Two additional medical teams relieved the first team in January 1991 and were subsequently withdrawn after the UN cease-fire.

## RESOURCES

### Budget and expenditure

The 1991-92 Defence budget of \$9,435 million represents an increase of \$369 million or 4.1 per cent over 1990-91 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 programmed objectives of that

review and other major Defence efficiency initiatives.

Defence spending is forecast to be 9.3 per cent of Commonwealth outlays for 1991-92, compared with 9.5 per cent in 1990-91. The Defence share of GDP for 1991-92 is estimated to be 2.4 per cent, the same as in 1990-91.

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 1991-92, 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 1990-91.

#### DEFENCE EXPENDITURE, 1990-91

Program	\$'000
Forces Executive	970,723
Navy	1,414,819
Army	1,905,687
Air Force	1,566,991
Strategy and Intelligence	179,101
Acquisition and Logistics	2,347,342
Budget and Management	466,092
Science and Technology	215,004
<b>Total</b>	<b>9,065,759</b>

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 69,000 Regular personnel and 30,000 Reserves, while the Department of Defence has some 25,000 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.

#### DEFENCE SERVICE AND CIVILIAN PERSONNEL BY EMPLOYMENT CATEGORY AND SEX AS AT 30 JUNE 1991

	Males	Per cent	Females	Per cent
<b>Navy</b>				
Trained Force				
Officers	2,109	13.3	278	1.7
Other Ranks	10,247	64.5	1,473	9.3
Training Force				
Officers	467	2.9	146	0.9
Other Ranks	742	4.7	102	0.6
Apprentices	314	2.0	16	0.1
<b>Total</b>	<b>13,879</b>	<b>87.3</b>	<b>2,015</b>	<b>12.7</b>

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**DEFENCE SERVICE AND CIVILIAN PERSONNEL BY EMPLOYMENT CATEGORY AND SEX  
AS AT 30 JUNE 1991 — *continued***

	<i>Males</i>	<i>Per cent</i>	<i>Females</i>	<i>Per cent</i>
<b>Army</b>				
Trained Force				
Officers	4,097	13.2	427	1.4
Other Ranks	21,012	67.5	2,103	6.8
Training Force				
Officers	643	2.1	94	0.3
Other Ranks	1,644	5.3	288	0.9
Apprentices	799	2.6	36	0.1
<i>Total</i>	<i>28,195</i>	<i>90.5</i>	<i>2,948</i>	<i>9.5</i>
<b>Air Force</b>				
Trained Force				
Officers	3,133	14.2	403	1.8
Other Ranks	13,758	62.2	2,662	12.0
Training Force				
Officers	505	2.3	124	0.6
Other Ranks	988	4.5	246	1.1
Apprentices	295	1.3	7	—
<i>Total</i>	<i>18,679</i>	<i>84.4</i>	<i>3,442</i>	<i>15.6</i>
<b>Australian Defence Force</b>				
Trained Force				
Officers	9,339	13.5	1,108	1.6
Other Ranks	45,017	65.1	6,238	9.0
Training Force				
Officers	1,615	2.3	364	0.5
Other Ranks	3,374	4.9	636	0.9
Apprentices	1,408	2.0	59	0.1
<i>Total</i>	<i>60,753</i>	<i>87.8</i>	<i>8,405</i>	<i>12.2</i>
<b>Civilians</b>				
Senior Executive Staff	111	0.4	5	—
Other Staff	17,057	68.2	7,833	31.3
<i>Total</i>	<i>17,168</i>	<i>68.7</i>	<i>7,838</i>	<i>31.3</i>
<b>Reserves</b>				
Navy	1,396	4.7	210	0.7
Army	22,025	74.2	4,460	15.0
Air Force	1,311	4.4	268	0.9
<i>Total</i>	<i>24,732</i>	<i>83.4</i>	<i>4,938</i>	<i>16.6</i>

*Source: Department of Defence.*

## Women in the Defence Forces

On 30 May 1990, the Minister for Defence Science and Personnel announced that women serving in the Australian Defence Force (ADF) will be eligible to serve in combat-related positions.

Combat-related positions include those which require a person to work close to combat operations such as in transport, resupply, intelligence and communications. In opening up these fields, women have been given the opportunity to move away from careers in the traditional support areas. They have become eligible for positions in 59 per cent of the Army, 94 per cent of the Navy and 94 per cent of the Air Force in open competition. This policy made it possible for seven women

to serve on HMAS Westralia during her deployment to the Gulf conflict.

The exemption from combat postings will still apply and excludes women from the infantry, artillery, armour and combat engineers. Women are also barred from serving on submarines, the defence air guard and combat aircraft such as F/A-18s, F-111s and P-3Cs. This exemption is reflected in the Ready Reserve Scheme, which has limited places for women as the majority of Ready Reserve positions are in combat units.

All three services have opened up new fields of employment for women. The Army is planning to appoint the first woman Commanding Officer of a battalion size unit during 1991-92. Since the change in policy, 170 women have been posted to combat

related positions such as radio operators. They will also be employed in the Corps of Royal Australian Engineers and in the Operational Deployment Force. This Force is held at a higher level of readiness and is largely based in Townsville. The Navy is opening up all surface ship positions to women and aims for 500 women to be at sea by 1996. The Air Force are training women as Hercules pilots, engineers and navigators.

The broad picture shows that the moves towards equal opportunity that are occurring in the community are being reflected in the ADF. During 1991, of 882 ADF cadets at the Australian Defence Force Academy in Canberra, 179 (20%) are women (74 Navy, 43 Army and 62 Air Force). At the end of 1990, 13 of the 36 academic and military prizes were awarded to women, including the coveted Commander-in-Chief's Medal.

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There has also been a gradual move to a more balanced representation of women among all ranks. Although women represent only a small proportion of senior serving officers (4.8%), the increasing number of women in the ADF, their use in combat-related positions and their tendency to remain for longer periods, should result in this proportion continuing to grow. From July 1984 to March 1991, the number of women in senior officer positions increased from 101 to 219.

The 1990s will see a defence force in which women will have much better career prospects. There is a growing realisation that modern social and political reality demands a more equitable approach and that women are equal to the job.

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