



Australian  
Human Rights  
Commission

Review into the  
Treatment of Women in the  
Australian Defence Force

AUDIT REPORT • 2014



The Australian Human Rights Commission encourages the dissemination and exchange of information provided in this publication.

All material presented in this publication is provided under Creative Commons Attribution 3.0 Australia, with the exception of:

- the Australian Human Rights Commission Logo
- photographs and images
- any content or material provided by third parties.

The details of the relevant licence conditions are available on the Creative Commons website, as is the full legal code for the CC BY 3.0 AU licence.



#### **Attribution**

Material obtained from this publication is to be attributed to the Australian Human Rights Commission with the following copyright notice:

© Australian Human Rights Commission 2014.

#### **Review into the Treatment of Women in the Australian Defence Force • Audit Report • 2014**

ISBN 978-1-921449-50-5

#### **Acknowledgments**

The Australian Human Rights Commission acknowledges the contribution of:

*Chair:*

Elizabeth Broderick, Sex Discrimination Commissioner

*Review Secretariat:*

Director: Alexandra Shehadie, Research Director: Marlene Krasovitsky, Executive Officer: Natasha de Silva

*Research Team:*

Katie Ellinson, Jeremy Etkind, Ellen Fletcher, Patrick Haid

*Support:*

Simone Guirguis

**Design and layout** Dancingirl Designs

**Printing** Paragon Printers Australasia

**Cover photography** Imagery provided by Defence

#### **Electronic format**

This publication can be found in electronic format on the website of the Australian Human Rights Commission:

<https://defencereview.humanrights.gov.au/>

#### **Contact details**

For further information about the Australian Human Rights Commission, please visit [www.humanrights.gov.au](http://www.humanrights.gov.au) or email [communications@humanrights.gov.au](mailto:communications@humanrights.gov.au). You can also write to:

Communications Team  
Australian Human Rights Commission  
GPO Box 5218  
Sydney NSW 2001

# **Review into the Treatment of Women in the Australian Defence Force**

## **Audit Report · 2014**

**Australian Human Rights Commission 2014**



**Australian  
Human Rights  
Commission**





**Australian  
Human Rights  
Commission**

---

Senator the Hon. George Brandis QC  
Attorney-General  
Minister for Arts  
Vice-President of the Executive Council  
Deputy Leader of the Government in the Senate  
Parliament House  
CANBERRA ACT 2600

Dear Attorney

**Review into the Treatment of Women in the Australian Defence Force • Audit Report • 2014**

I am pleased to present to you the Audit Report of the Review into the Treatment of Women in the Australian Defence Force.

On 22 August 2012, the Report on the Review into the Treatment of Women in the Australian Defence Force (ADF) was tabled in the Australian Parliament. It contained 21 recommendations. Pursuant to the Terms of Reference the Australian Human Rights Commission was required to undertake an audit of the implementation of those recommendations 12 months from the date of the initial tabling of the Report. This Audit Report is the result.

The audit has provided an important opportunity to examine the progress of the ADF in implementing the recommendations. Overall, the ADF has made significant progress across a range of areas and is to be commended for its efforts. This Report identifies those areas, and also notes other areas where further cultural reform work can be undertaken.

The Report also provides an update of the Australian Defence Force Academy's further progress in implementing the recommendations from the Review into the Treatment of Women at ADFA.

In implementing the Review's recommendations the ADF is on a strong path towards building an inclusive and diverse organisation – one which will strengthen and sustain operational effectiveness and allow all its members to thrive.

Yours sincerely

A handwritten signature in black ink that reads "E. Broderick".

Elizabeth Broderick  
**Sex Discrimination Commissioner**  
Australian Human Rights Commission

March 2014

---

**Australian Human Rights Commission**

Level 3, 175 Pitt Street, Sydney NSW 2000  
GPO Box 5218, Sydney NSW 2001

Telephone: 02 9284 9600

Facsimile: 02 9284 9611

Website: [www.humanrights.gov.au](http://www.humanrights.gov.au)

# Contents

<b>A Message from the Commissioner</b>	1
<b>Terms of Reference</b>	4
<b>Acronyms and glossary</b>	5
<b>Previous Reports of the Review</b>	6
<b>Chapter 1:</b> Audit approach and methodology	9
<b>Chapter 2:</b> Summary of Audit findings	13
<b>Chapter 3:</b> Overview of implementation of ADF Review recommendations	19
<b>Chapter 4:</b> Principle 1: Strong leadership drives reform	33
<b>Chapter 5:</b> Principle 2: Diversity of leadership increases capability	53
<b>Chapter 6:</b> Principle 3: Increasing numbers requires increasing opportunities	87
<b>Chapter 7:</b> Principle 4: Greater flexibility will strengthen the ADF	127
<b>Chapter 8:</b> Principle 5: Gender based harassment and violence ruins lives, divides teams and damages operational effectiveness	163
<b>Appendix 1:</b> ADFA Update	181

# A Message from the Commissioner

---

**Elizabeth Broderick**

---

*Sex Discrimination Commissioner  
Australian Human Rights Commission*



It is now almost three years since the Review team embarked on an extensive examination of the treatment of women at the Australian Defence Force Academy and in the Australian Defence Force. Since then we have tabled three comprehensive and broad ranging Reports. The work has been detailed, challenging, but always productive. More importantly, the process has moved beyond the ‘why’ to the ‘how’ – a focus on the implementation of recommendations designed to deliver increased capability through the equal treatment of men and women.

It was never an easy ask, yet evidence of real progress has emerged in the 18 months since the ADF Review Report was tabled – with momentum for reform accelerating across all three Services.

The Review and subsequent Audit phases have taken the team to some 60 military establishments across Australia, in the United Arab Emirates and Afghanistan. We have spoken to thousands of ADF personnel across all three Services, from the most junior to the most senior. We have engaged with women and men whose views helped shape our recommendations and offered insight into their implementation on the ground. The opportunity to hear from these dedicated individuals has been a privilege and crucial to our work.

The recognition that a more diverse military is not only critical to ensuring greater equality among members, but goes to heart of the ADF’s future capability, informed every aspect of our recommendations. They were about creating an inclusive environment to underpin a first class military employer, able to deal with the challenges of a modern workforce.

They tested established beliefs and customs, as well as organisational practices which had created barriers to gender diversity. They called for change that was unlikely to occur quickly – that instead would depend on diligence, persistence and steadfast resolve.

Tangible progress is evident by the swift establishment of the Sexual Misconduct and Prevention Response Office (SeMPRO), as well as in the creation of a restricted reporting regime – two of the most significant recommendations of the Review. These recommendations were designed to ensure that there is a centralised, safe, supportive and if necessary, confidential resource within the ADF for complainants to disclose sexual misconduct and assault.

The release of the ADF's first annual 'Women in the ADF' Report provides an important public baseline against which to track gender equality. This document demonstrates the ADF's commitment to transparent reporting of progress. Over time, the rich data contained in the reports will provide an important management and decision-making tool.

Further progress is apparent in the new approaches employed to select military leaders. Each Service is now breaking with a once rigid convention of drawing its leaders from only the combat and operations corps. The opening up of leadership paths to a broader range of personnel will allow for a greater diversity and talent mix among the ADF's senior members and decision makers.

Real progress is clear in the implementation of innovative and often bold recruitment strategies designed to attract more women. Each of the Services has developed creative solutions, some at times unpopular, to encourage women to join the ADF and to remain a member for the long term. These strategies are already showing positive results.

Equally, steps have also been taken towards greater flexibility for all members, with Defence setting a target for the uptake of flexible work arrangements across all trained forces by December 2014. As well as benefiting individuals who choose to work in a flexible arrangement, the Services now recognise that such arrangements are a powerful retention tool.

There remains, of course, more to do. Efforts need to be strengthened, for instance to hold Commanding Officers accountable for the healthy culture of their base or unit. Leaders create the environment that determines whether their organisation has a positive culture – one where unacceptable behaviour is minimised, where reporting is encouraged and where complainants are supported. Good leadership is important to discourage misconduct and abuse. Failure to create such an environment can produce inequality, risk and reputational damage. Unless leaders are held to account, the potential for all members to thrive will be undermined.

I urge the ADF to deliver, as a priority, a robust sexual ethics program right across the ADF and into recruit and training schools. Targeted sexual ethics training is fundamental to establishing a positive ethical climate. It is fundamental to ensuring that all members build healthy relationships with each other based on mutual respect. It is also fundamental to minimising the risk of unacceptable behaviour and the exploitation of the most vulnerable across the organisation. I welcome efforts by the ADF to develop the program in collaboration with an expert educator and I strongly encourage its roll out to occur as soon as possible.

Importantly, the Services must be vigilant against a backlash directed at women as a result of the cultural change process. Our own research has found that reform is seen by some as giving women 'special treatment', as leading to a 'lowering of standards' and of 'undermining merit' in the promotion process. In fact, these measures are designed to ensure everyone has access to the same opportunities and this does not occur at the expense of others. Any backlash must be vigorously challenged to avoid compromising the reforms. Greater engagement with members on the imperative for change, including enhancing their awareness about the link between reform and operational effectiveness, will go a long way to address these attitudes. Similarly, getting the message through to the middle ranks – commissioned and non-commissioned officers alike – and ensuring they are a part of the change process, will help prevent any negative repercussions towards female personnel.

Across the ADF reform is in motion. Senior leaders are determined to shape a constructive, inclusive workplace, while visits to bases revealed genuine commitment on the part of many thoughtful personnel. The foundations are in place to ensure women stand on an equal footing to men in the military. Just as crucially, the cultural reforms will improve the capacity of the ADF to function effectively – not just in a competitive labour market, but in an increasingly complex military environment.

Building on these foundations will take time, which is why I am especially pleased that the Australian Human Rights Commission will continue to collaborate with the ADF to support its broader cultural change agenda over the next few years.

There have been many people across the ADF who have assisted the Review and Audit teams enormously. Members of the ADF's Organisational Development Unit – Group Captain Dee Gibbon, Lieutenant Colonel Alison Berlioz-Nott, Lieutenant Colonel John Duff, Dr Lisa Arnold, and their head, Air Commodore Henrik Ehlers – were tireless in their assistance with base visits, our numerous requests for information and the coordination of the Service responses to our recommendations. Carmel McGregor, Deputy Secretary, Defence People and Gerard Fogarty, former Major General with the Australian Army, provided invaluable assistance and advice.

The opportunity to conduct the Review and the Audit would not have occurred without the support of the ADF senior leadership, particularly the robust engagement of the Service Chiefs, the Vice Chief of the Defence Force and the Secretary of Defence. Despite the challenging nature of our work they were determined that progress would be made on their watch.

In particular, I wish to acknowledge General David Hurley, Chief of the Defence Force who at all times actively supported the Review and the Audit. General Hurley steadfastly pushed forward with cultural change no matter how difficult or unpopular the reforms were. His leadership has been instrumental in championing cultural change over the last three years.

Finally, I want to acknowledge the many courageous and committed ADF women and men who spoke to the team. Many told us about their rewarding and positive experiences in the military, whilst some disclosed experiences of deep trauma. Thank you for revealing your experiences and generously offering suggestions for change.

It has been a privilege to lead the Defence Review and Audit. Cultural change of the kind envisaged by the Review takes time. I congratulate the ADF on its significant reform efforts to date and look forward to continuing to work with the men and women of the ADF. This investment in cultural evolution matters. The result, we should always remember, will be a world-class 21st century Defence Force of which all Australians can be proud.



Elizabeth Broderick  
**Sex Discrimination Commissioner**  
Australian Human Rights Commission

# Terms of Reference

The Review's Terms of Reference were developed by the Australian Human Rights Commission after consultation with the ADF. The Terms of Reference requested the Review Panel, led by the Sex Discrimination Commissioner, to review, report and make recommendations on:

- a) the treatment of women at the Australian Defence Force Academy with a particular focus on the adequacy and appropriateness of measures to: promote gender equality, ensure women's safety, and to address and prevent sexual harassment and abuse, and sex discrimination
- b) initiatives required to drive cultural change in the treatment of women at the Australian Defence Force Academy, including the adequacy and effectiveness of existing initiatives and of approaches to training, education, mentoring and development
- c) the effectiveness of the cultural change strategies recommended by the Chief of the Defence Force Women's Reference Group in the Women's Action Plan including the implementation of these strategies across the Australian Defence Force
- d) measures and initiatives required to improve the pathways for increased representation of women into the senior ranks and leadership of the Australian Defence Force
- e) any other matters the Panel considers appropriate that are incidental to the above terms of reference.

Additionally, 12 months after the release of the Panel's report (the Report), the Terms of Reference require a further independent Report to be prepared which:

- audits the implementation of the recommendations in the Panel's Report by the Australian Defence Force Academy and the Australian Defence Force more broadly
- makes any further recommendations necessary to advance the treatment of women at the Australian Defence Force Academy and in the Australian Defence Force.

# Acronyms and glossary

**ACSC:** Australian Command and Staff College

**ADC:** Australian Defence College

**ADF:** Australian Defence Force

**ADFA:** Australian Defence Force Academy

**ADFIS:** Australian Defence Force Investigative Service

**ADF Review:** The Review into the Treatment of Women in the Australian Defence Force, Phase 2 Report, 2012 (tabled in Parliament 22 August 2012)

**ADFA Audit Report:** Review into the Treatment of Women at the Australian Defence Force Academy: Audit Report, 2013 (tabled in Parliament 23 July 2013)

**ADFA Review:** Report on the Review into the Treatment of Women at the Australian Defence Force Academy, Phase 1 of the Review into the Treatment of Women in the Australian Defence Force (tabled in Parliament 3 November 2011)

**APCC:** Army Pre-Conditioning Course

**APS:** Australian Public Service

**CA:** Chief of Army

**CAF:** Chief of Air Force

**CDF:** Chief of the Defence Force

**CDSS:** Centre for Defence and Strategic Studies

**CN:** Chief of Navy

**CMA:** Career Management Agency

**CO:** Commanding Officer

**ComTrack:** Complaint Management, Tracking and Reporting System

**COSC:** Chiefs of Service Committee

**DC:** Defence Committee

**DEFGRAM:** Defence telegram

**D&I:** Diversity and Inclusion

**DFR:** Defence Force Recruiting

**DFRT:** Defence Force Remuneration Tribunal

**DGDFR:** Director General Defence Force Recruiting

**DGNP:** Director General Navy People

**DGPERS-A:** Director General Personnel – Army

**DGPERS-AF:** Director General Personnel – Air Force

**DNPP:** Director of Navy Plans and Programs

**DOCM-A:** Director of Career Management – Army

**DP-AF:** Directorate of Personnel – Air Force

**DPG:** Defence People Group

**DRN:** Defence Restricted Network

**DSOM:** Directorate of Senior Officer Management

**DSPR:** Directorate of Strategic People Research

**E&D:** Equity and Diversity

**ECM:** Enhanced Career Management

**FWA:** Flexible Work Arrangements

**HQ FORCOMD:** Headquarters Forces Command

**IGADF:** Inspector General Australian Defence Force

**IET:** Initial Employment Training school

**IMPS:** Initial Minimum Period of Service

**IRT:** Initial Recruit Training school

**MWO:** Maritime Warfare Officer

**NGN:** New Generation Navy

**NLDW:** Navy Leadership Development Workshop

**ODU:** Organisational Development Unit

**OR:** Other rank (those not Officers, general enlisted personnel)

**PAC:** Promotion Advisory Committee

**PAR:** Performance Appraisal Report

**PMET:** Professional Military Education and Training

**PQ:** Primary Qualification

**PTI:** Physical Training Instructor

**Review:** Review into the Treatment of Women in the Australian Defence Force

**RTA:** Recruit to Area

**RPPS:** Recruiting Priority Placement Scheme

**RWR:** Recruit When Ready

**SeMPRO:** Sexual Misconduct Prevention and Response Office

**SCAC:** Secretary and Chief of the Defence Force Advisory Committee

**UB:** Unacceptable Behaviour

**VCDF:** Vice Chief of the Defence Force

**WINGS:** Women's Integrated Networking Groups

**Project WINTER:** Women in Non-Traditional Employment Roles

# Previous Reports of the Review

In April 2011, the former Minister for Defence, the Hon. Stephen Smith, requested the Sex Discrimination Commissioner, on behalf of the Australian Human Rights Commission, lead a review into the treatment of women in the Australian Defence Force. This Review was part of the ADF's cultural review program and was the only independent review conducted.

The Terms of Reference required the Review to report and make recommendations in relation to systemic issues relevant to the treatment of women in the ADF. The Review did not investigate or make findings in relation to specific allegations or complaints.

The Review is comprised of three phases:

## **Phase 1: Review into the Treatment of Women at the Australian Defence Force Academy (the ADFA Review)**

Report tabled in Parliament on 3 November 2011.

## **Phase 2: Review into the Treatment of Women in the Australian Defence Force (the ADF Review)**

Report tabled in Parliament on 22 August 2012.

## **Phase 3: Audit of the Implementation of the Review's Recommendations**

Audit of the implementation of the recommendations made by the Review into the Treatment of Women at the Australian Defence Force Academy, Report tabled in Parliament on 23 July 2013 (the ADFA Audit).

This final Report comprises an audit of the implementation of the recommendations made in the ADF Review, as required by the Terms of Reference. It also includes an update of the ADFA Audit tabled in July 2013 (at Appendix 1).

This Report therefore represents the final stages of the Australian Human Rights Commission's obligations under the Terms of Reference.





# Chapter 1:

## Audit approach and methodology

The ADF Audit began at the end of August 2013, one year from the tabling of the ADF Review's Report, in accordance with the Terms of Reference.

While the ADF Review's Report was broad in scope, the approach of the ADF Audit was necessarily more specific. Accordingly, the team conducting the Audit sought to gather evidence of the implementation of the recommendations contained in the ADF Review – both in terms of the overarching principles it established, as well as its more detailed recommendations.

This Report is structured so as to outline each overarching principle described by the ADF Review and then to provide information concerning the extent to which each Service has implemented the recommendations that flowed from them. Each section provides the Audit's findings in respect of this implementation and concludes with a reflection on the extent to which Defence has met the wider intent of the relevant overarching principle.<sup>1</sup>

The Audit conducted quantitative and qualitative primary research and sought evidence from a number of sources:

- Consultations with senior leadership; as well as with strategically significant personnel, such as the ADF's Organisational Development Unit (ODU), Directors General Personnel, Career Management Agencies and the Sexual Misconduct Prevention and Response Office (SeMPRO)
- Documentary evidence relevant to each recommendation
- Individual interviews and focus groups with personnel from each Service, varied ranks and genders
- Quantitative data including Defence's Unacceptable Behaviour Survey and workforce data.

## Quantitative data

The quantitative research was sourced from Defence's Unacceptable Behaviour (UB) Survey, as well as other surveys where relevant.

The UB Survey was administered by the Directorate of Strategic People Research (DSPR) across the ADF in September 2013, with the results provided to the Audit in December 2013. As noted in the ADFA Audit, the former UB survey (previously administered in 1998 and 2011) was redesigned for methodological coherence. This has enhanced the survey instrument but makes prevalence comparisons with surveys from the past difficult. The Audit can, however, make comparisons at ADFA and RMC Duntroon as they have had two administrations of the survey and notes that the surveying process will offer a good basis for comparisons over time.

The UB Survey was administered to:

- A 25% sample of currently serving permanent ADF and Australian Public Service (APS) members (including Initial Employment Training (IET) schools)
- ADFA
- Three Initial Recruit Training (IRT) schools and three Initial Employment Training (IET) schools.

## Qualitative data

The qualitative research consisted of targeted discussions at bases around Australia.

The Audit held:

- 18 focus groups
- 122 individual interviews
- 22 meetings with senior personnel and/or key stakeholders.

Focus groups included:

- Women only groups
- Male only groups
- Mixed gender groups.

Meetings, interviews and focus groups with serving members at bases around Australia formed the bulk of the qualitative research. At each site visited meetings were held with senior leadership, then interviews and focus groups were conducted with personnel. Interviews and focus groups were conducted in various combinations (female only, male only, officers, other ranks) with a particular focus on areas which had been the subject of the recommendations, such as women in non-traditional roles and women who were recruited through particular initiatives.

Consultation sites were chosen for their size or strategic relevance. The Audit also endeavoured to visit sites that had been previously visited in order to conduct comparisons and gauge change over time. The Audit visited eight sites in total for this phase:

- HMAS Cairns
- HMAS Kuttabul
- HMAS Stirling
- Holsworthy Barracks
- Lavarack Barracks
- RAAF Base Edinburgh
- RAAF Base Pearce
- RAAF Base Richmond.

Written submissions (confidential and public) were invited as part of the Audit and a toll-free number was established for those wishing to speak to an Audit team member confidentially.

The conduct of the meetings, interviews and consultation varied considerably from the consultations previously held. Consultations in the Review phase focussed primarily on seeking personnel's views on all aspects of the treatment of women and sought their ideas and suggestions for change. The focus during the Audit phase was much more on discussing the impact of the Review recommendations. The Audit team conversed at length with personnel to explain the rationale and imperatives for change and facilitated many robust discussions on perceptions of the various merits and flaws of the reform program.

During these discussions, the Audit team encountered personnel who were powerful champions for change. At many bases men and women from each Service and of varying rank were strong and articulate advocates for cultural reform, taking on clear positions of leadership in order to engage with their staff and colleagues about what the reforms are intended to achieve and why. These strong advocates, who were not always in positions of rank leadership, remain an untapped resource for Defence in its implementation of its reform program.

On other occasions the Audit met with members who were significantly misinformed and for whom the relevant changes evoked deep emotional responses, sometimes anger, resentment and hostility.

In general terms where people had benefited from the opportunity to engage in forums or discussions on the reforms, and where leadership had clearly articulated the rationale and intended outcomes, levels of awareness and understanding were higher. Where these opportunities had not been made available, people generally had a much lower awareness and did not understand the case for change.

These people tended not to be engaged with the reforms, or held opinions based on fragmented information, hearsay or rumour. These discussions required the Audit team to provide information, dispel myths and debate assumptions. The Audit suggests that Defence should continue to provide opportunities for frank discussions and actively engage with personnel on the reasons, rationale and benefits of cultural change.



# Chapter 2:

## Summary of Audit findings

### Principle 1: Strong leadership drives reform

- COSC agreed to the implementation of all the ADF Review's recommendations and integrated these reforms into *Pathway to Change*.
- The most senior leadership has taken responsibility for the implementation of the ADF Review's recommendations and COSC is updated on matters pertaining to its implementation.
- COSC issued a Foundation Statement which articulates a strong and unambiguous commitment to the implementation of the ADF Review's recommendations.
- A performance framework for monitoring progress and embedding reform has been developed but is not yet operational.
- Each Service has committed to a range of initiatives to achieve the intent of the Review's recommendations.
- The ADF has published its first 'Women in the ADF' Report. This provides an important and public baseline against which to track progress and the achievement of gender equality.
- The ADF has investigated some options to ensure that Commanding Officers are held accountable for organisational culture. Overall however, there has been a reliance on existing measures and little progress has been made regarding the accountability of Commanding Officers.

## Principle 2: Diversity of leadership increases capability

- Increased diversity is evident on promotions boards which will help the Services consider a broader range of candidates for promotion.
- The opening of dozens of star-rank positions to those with non-combat/operator backgrounds has created more opportunities for women and those with less traditional backgrounds to enter senior leadership (previously 97 positions were 'quarantined' for those with combat/operator backgrounds, now only 51 are quarantined).
- All Services have worked to clarify some promotion requirements with the aim of strengthening transparent and equitable promotions systems. Navy has done this by mandating its Navy Leadership Development Workshops, Army through its Enhanced Career Management models, and Air Force through its Professional Military Education and Training.
- The ADF has set targets for specific gender representation at Australian Command and Staff College (ACSC), Centre for Defence and Strategic Studies (CDSS) and in command positions.<sup>2</sup>
- The Services, and Army in particular, are examining options for alternative career gateways in lieu of ACSC.
- Navy's reforms to the submariner career continuum are a thoughtful attempt to provide more balanced and rewarding careers over a longer period. Navy should attempt to use some of the principles applied, as well as lessons learned, to reform other categories.
- Army's Enhanced Career Management (ECM) provides the blueprint for building increased flexibility into the career continuums in a number of areas, including the acknowledgement of external education and skills.
- Air Force's career management reforms, including developing an enhanced position profile database, will help individuals manage their careers with more certainty.
- All Services are pursuing some positive initiatives to provide external access to career development for those on leave, but more could be done. Services should consider what can be learned from each other.
- Some work has been done to provide for formal long term career planning but further efforts are encouraged.

## Principle 3: Increasing numbers requires increasing opportunities

- The Services have made significant progress in implementing innovative recruitment strategies to attract and recruit more women.
- The Audit encountered significant backlash from members against some of these innovative recruitment measures.
- Each of the Services has set a target for the recruitment of women to their Service by 2023. COSC's target for female representation is 25% for Navy and Air Force and 15% for Army. Army has also set a short term goal of 12% female representation by the middle of 2014.
- The extent to which the Services are addressing occupational segregation is varied. Navy and Air Force have each set recruitment goals for areas in which women are underrepresented. Air Force has developed a number of innovative strategies to attract women to these areas, including the Graduate Pilot Scheme and amendments to IMPS/ROSO.

- The Audit encountered apprehension regarding the integration of women into combat categories and perceptions that women were receiving special treatment and that standards were being lowered.
- The Services have made significant progress in integrating and rationalising mentoring and networking programs. Further work is required on sponsorship programs.

#### Principle 4: Greater flexibility will strengthen the ADF

- Significant issues regarding defining and measuring 'flexible work' have been addressed through the redrafting of the Defence Instructions on flexible work.
- Each Service has committed to the establishment of a target for individual flexible working arrangements (FWA). Navy, Army and Air Force have all committed to two percent of their trained force utilising FWA by December 2014.
- A tri-Service approach to centralising data and policy on flexible work will provide critical guidance and underpin greater flexibility in Defence.
- Each Service is ensuring FWA applications are reviewed and have commenced efforts to develop a 'register', as required by the recommendation.
- There is limited progress on the recommendations requiring a review of job design, building workforce models or workforce management systems.
- Some Services have taken active steps to engage with, and educate, their command and leadership teams on the value of, and rationale for, FWA.

#### Principle 5: Gender based harassment and violence ruins lives, divides teams and damages operational effectiveness

- The 2013 Unacceptable Behaviour Survey, as well as information provided to the Audit from serving members, shows that sexual misconduct exists in the ADF and such incidents were less likely to be reported than incidents of non-sexual unacceptable behaviour. Real and perceived obstacles to reporting are clearly still an issue for ADF members.
- The Sexual Misconduct Prevention Office (SeMPRO), which provides a specialised, victim focused service outside and independent of the chain of command was established expeditiously by Defence and became fully operational on 23 July 2013.
- Specialist staff, including those experienced in responding to trauma, have been appointed to key areas within SeMPRO.
- SeMPRO staff have developed some key policies and operating procedures, established key relationships across the Services and are developing processes to ensure that SeMPRO is the single point of data collection for all sexual misconduct and abuse matters.
- Whilst most leadership teams are aware of SeMPRO, many junior ADF members, in particular, have limited knowledge of its role and purpose.
- SeMPRO only responds to issues of sexual abuse. The Values, Behaviour and Resolutions Branch in Defence continue to manage complaints of sexual harassment and discrimination.

- SeMPRO has not engaged with external service providers in order to offer complainants an alternative avenue for support and advice if the complainant does not wish to engage with the ADF's internal complaints system. The Audit is advised that the ADF is now considering a model for external referrals.<sup>3</sup>
- SeMPRO has begun work on a sexual ethics program and a sexual ethics expert is assisting in elements of the program. Progress on the development and delivery of the program has been slow.
- A restricted reporting regime has begun to allow victims to disclose sexual abuse to SeMPRO confidentially. SeMPRO can support victims without having to report incidents to those victims' chain of command.
- The ADF has introduced a process to assess whether a member convicted of a sexual offence is a fit and proper person to continue serving. The ADF has amended its Defence Instructions to waive the Initial Minimum Provision of Service and Return of Service Obligations to allow a member who wishes to discharge to do so, without penalty and expeditiously, where that member has experienced sexual harassment or sexual abuse and provides relevant supporting evidence of that harassment or abuse.





# Chapter 3:

## Overview of implementation of ADF Review recommendations

The ADF Review contained 21 recommendations. The Chiefs of Service Committee (COSC) agreed to 15 of these, with the further six agreed 'in principle'. The Chief of the Defence Force stated that 'in principle' agreement indicates that the COSC unanimously agreed to the concept and intent of the recommendations, but practical implementation considerations require that a more detailed implementation plan be developed'.<sup>4</sup>

The ADF Review's recommendations were extensive, grounded not only in a human rights framework, but also a capability imperative. The recommendations were based on the ADF Review's findings that the recruitment, retention and promotion of women were critical to the future operational effectiveness of the Australian Defence Force (ADF).

Though enduring cultural change is built on values and behaviours, it must also be supported by all aspects of an organisation. The ADF Review's recommendations addressed these elements specifically in relation to leadership, management and accountability; structure, systems and processes; policies and supporting technologies; transparency and reporting. Its recommendations also addressed attraction, retention, postings, promotion, gender representation across occupations and work practice and most critically, addressed responses to sexual harassment and sexual abuse.

Significant effort will continue to be required to implement, manage and monitor the ADF Review's recommendations. In some instances, the recommendations challenged some of the most deeply held 'sacred cows' of the ADF's culture, such as ideas that 'to be equal is to be the same'; that senior leadership must be drawn from the arms corps; and that promotion on merit should have no regard to the question of gender. The recommendations also challenged the notion that service in the ADF must come above all else – above family and relationships; above personal wellbeing – regardless of the inevitable impact on individual lives.

While some of the ADF Review's recommendations challenged long held customs and traditions,<sup>5</sup> others required significant attention to changing or redesigning organisational infrastructure and information systems.<sup>6</sup> Others sought better and more strategic use of information.<sup>7</sup>

The Audit appreciates that cultural change takes time and, as such, was not looking for evidence that recommendations had been 'done' and could be 'ticked off', but for evidence of progress on implementation as well as removal of barriers to success. Changes generated through the development of new policies or directives take time to have impact in any organisation, as well as to shift practices and behaviours. Throughout the Audit process therefore, particularly when visiting bases, the team was not surprised to encounter a 'disconnect' between the intent of leadership on the one hand and understanding or practice 'on the ground' on the other. Where these issues were identified, they informed the 'outbriefs' undertaken with command teams at the conclusion of each visit. These 'disconnects' are also included in this Report to inform leadership of where communication may be lacking or where – and in what form – resistance to achieving cultural reform exists.

In particular, where relevant, the Audit will draw on the results of the UB Survey which was administered in 2013. These results provide evidence of the current 'climate' within Defence, particularly in relation to the prevalence of unacceptable behaviour; the perceived organisational tolerance for these behaviours; and the likelihood that members will seek advice or report such an experience.

## The ADF's approach to implementation

On receiving the report of the ADF Review, the ADF established an Organisational Development Unit (ODU) within the Defence People Group. The ODU is a small unit tasked with coordinating the implementation of the ADF Review's recommendations across the ADF.

In support of the Audit, the ODU coordinated the collection of documentation to provide evidence of the implementation of the ADF Review's recommendations. Evidence was provided against every recommendation from each Service perspective, as well as from the ODU itself. Folders of information were provided to the Audit during the week commencing 2 September 2013. This timely provision of information enabled the Audit team to see evidence of progress and key initiatives which informed visits and discussions.

Each Service in the ADF has its own distinct culture and way of doing business, meaning that what works in one Service may not work in another. Accordingly, the Audit observed that each Service approached the implementation of the recommendations in its own way, employing its own processes, systems and structures.

Integrating change into well-established processes is a way of ensuring the sustainability of any reform, while Services can also learn from each other by sharing information across organisational boundaries.

Certainly, the Audit was impressed at how the ADF Review's recommendations had been strengthened through inclusion in existing reform processes. However, it reiterates that gender must remain a focus, especially where it is not already specified in these processes.

The Audit also encountered some frustration where accountability for progress on an action was assigned as an enterprise wide, corporate responsibility, rather than sitting inside a particular Service:

any of the tasks that went to [my Service] I think... we've given it our best shot... Where there has been organisational malaise are the tasks or recommendations that weren't able to be implemented by [my Service] and they were to be implemented by someone in the Defence People Group, whether it be the ODU or whether it be someone else. But the levers that [we] didn't control were the ones that are still, I think, hollow.<sup>8</sup>

The tension between the Services and the broader, enterprise wide entities are a recurring theme in bringing about cultural change within the ADF.

Navy has substantially employed its existing cultural reform strategy, New Generation Navy (NGN):

...The fact that people don't see the change as a result of the Broderick Review is not so important... It's more important that they see Navy's cultural change through the NGN prism, and for that reason aspects of Broderick, aspects of Pathway to Change for example, are embedded within the NGN cultural change program.<sup>9</sup>

If Broderick hadn't occurred, we would still be wrestling with this change.<sup>10</sup>

Some of it is just the way Navy does business and, in part, I think some of it is to not put fuel on the fire as well. So there are some things where CN<sup>11</sup> deliberately uses NGN as the tool by which he intends to have cultural change because that's what the troops understand.<sup>12</sup>

NGN certainly is broader than Broderick but I think it'll be more readily accepted when it's part of a cultural reform, not necessarily a specific gender strategy.<sup>13</sup>

Army described a phased approach where the initial announcements by the Chief of Army were followed up by explicit changes in policy:

There's no denying the Chief of Army's YouTube piece... You could not have even imagined that impact...and it was in soldier-speak. They got it very clearly.<sup>14</sup>

The Chief...made his decision, he made the impact statement that we have to do something different. Now we've actually got past that point. It was a very conscious plan.<sup>15</sup>

That's the great thing with David Morrison, he's come out and said: 'yes, you are in the Army, you earn the right to wear the Rising Sun badge, your standards of behaviour are above and beyond what we expect of normal citizens, because you are not a normal citizen anymore'.<sup>16</sup>

A specific and explicit focus on women was also integrated into some of the centrepiece responses to the recommendations. For example, in relation to Army's career management system:

The current system was fundamentally designed for, and is optimised to support an overwhelmingly male workforce. While the system reflected societal norms and serviced Army in the past, unless modified to attract and retain more women, it cannot sustain Army as a respected, robust and capable land force into the future... Army must position itself to be an employer of choice for women.<sup>17</sup>

The current [career] model has a bias towards generalist male, combat corps, regimental soldiers, whose partner is normally the primary carer of children. The future land operating environment challenges this model, and bias towards male generalist combat corps is no longer valid nor appropriate.<sup>18</sup>

This has now been followed by the ‘capability argument’:

I think two years ago when we started looking at all the issues and you did your initial work, it was actually an eye opener to a lot of people. A few of us intuitively knew, okay, we’ve got some issues, but we didn’t know why, but more importantly we didn’t know what positive impact we could make. So the journey that we’ve come on now is...a genuine understanding that it’s actually a capability. We now have really moved in Army in the last probably nine months to phrase it in terms of a capability enhancement.<sup>19</sup>

It’s capability. I frame it like that. And some people say this is the first time we’ve ever heard it like that, now I get it... There’s one fundamental difference from Army to the other two services which allow us to understand it in those terms. That is, in the personnel domain Army is generally all about people; that is our capability. Whereas Navy and Air Force, their capability is seen in terms of their platforms... So where we talk about a battalion, whether it be a medical hospital or an infantry battalion or whatever, it’s people, it’s not a fixture.<sup>20</sup>

It comes down to capability really. This whole premise of ECM<sup>21</sup>, FWA<sup>22</sup>, retention of high performing individuals, male and female, being more flexible with breaks in service is all about [addressing] the dropping capability of Army.<sup>23</sup>

Air Force has built its commitments under *Pathway to Change* and the Review into its new cultural reform strategy, New Horizon:

All the recommendations from all of the reviews and the Defence’s whole of enterprise approach for execution, which is *Pathway to Change*, and then Air Force’s interpretation and internal strategies for delivery is New Horizon.<sup>24</sup>

Air Force has also supplemented New Horizon with particular initiatives as a direct response to the recommendations:<sup>25</sup>

They’ve both been running in tandem...so there’s been the intervention to really shift hearts and minds and that’s New Horizon. And New Horizon creates an environment where...you can get the women in, you can create policy and opportunities. But if it’s a shit place to work the women won’t stay, so you’ve got to have all of the stuff that Broderick recommended and then you need to have an environment that actually fosters and makes them feel like they want to stay.<sup>26</sup>

Air Force is also focussed on ensuring the sustainability of these reforms:

...each process that Air Force has undertaken, they have tried to put in the quality of the project wedge at the end so that we don’t fall backwards. So I think, absolutely, this stuff is sustainable.<sup>27</sup>

I often make the point that behaviour is genderless but we’re very upfront about the capability linkage as a workforce issue – in the conversation we would tie behaviour to capability through retention. So if you’re not comfortable and happy in your workplace, you won’t stay – you will leave. That’s a loss and, not only that, you go out and you tell people what it was like and that’s a double loss. That’s reputational loss.<sup>28</sup>

Notwithstanding these successes, each Service pointed to particular challenges they have faced in terms of implementation.

## Navy

Navy identified challenges with regard to attitudes, workforce shortages and structures:

Navy's been doing this for a long time in terms of the integration of women and trying to create better opportunities for them. But there are still some pockets where the traditional beliefs and ideas...prevent us from perhaps getting the best outcome... The area that I see where we need our greatest effort is in the career management space...and the other areas are the women themselves. There are many women out there who have done it the hard way...and who still are ascribed to the view that it's a binary choice between family and career and you make your choice...so in many respects the women are the toughest audience out there.<sup>29</sup>

In relation to progress on career management reform and what has changed since the recommendations were accepted:

The answer is not very much...The problem that we have is that we're undermanned... So we've got a gap of about 1500 positions between the workforce we want to have [and] the employment requirement in the workforce that we have right now. What that does is fundamentally preclude the career managers from doing anything other than managing crises.<sup>30</sup>

In relation to progress on retention related recommendations:

Female participation won't be driven solely by increased recruiting; it will be driven by increased retention. Navy's employment paradigm is perhaps a little different to the other two services. Sea service is intrinsic for Navy business... It's intrinsic to progress, to advancement, at each stage, for most categories, for most employment groups. Thirty five percent of Navy's people serve at sea at any one time. The bias of that service is towards junior officer and sailors. Fifty percent of Navy people are employed in categories where the ratio of sea to shore employment is one to one, which means that you have either served at sea very recently, you are at sea, or you're about to go to sea.<sup>31</sup>

That is our fundamental challenge, and that's the one that we're wrestling with. We've got the senior leadership onside, we found there's a paradigm that we need to shift or that we need to work through if we're going to make it possible for women to serve in the Navy in increased numbers...to provide more flexibility to adjust the sea service component. But the bit that won't change, sea service for an able officer or sailor is like a screwdriver to an electronic technician... It's about when you serve, it's about the timing of the service... We don't have that solution yet. We're working to fix that. We've set ourselves a task to resolve that issue so that we can significantly increase the number of females who participate across Navy.<sup>32</sup>

## Army

Army faces particular challenges in relation to the movement of women into combat positions both in terms of the take up and in terms of the underlying rationale.

From our position we're a little bit surprised at the lack of [internal] transfer; we thought we'd have a bit more. But the messaging that we've got back from the young ladies that have moved now...is, don't force anyone, let it be volunteer.<sup>33</sup>

Personally, I'm open to the idea [of women in combat roles] but in saying that it's a change. It may be able to work, but personally I don't agree with it only because I don't think that there's a need for change.<sup>34</sup>

The particular response to women in combat roles is explored later in the Report.

Specifically, however, Army is challenging the view that setting targets undermines merit:

It comes down to David Morrison saying the standard that you walk past is the standard that you accept. So whether you're a Corporal, a Sergeant, a Lieutenant, a Captain, a Colonel, when you hear someone say, 'She got that just because she's a chick', you go, 'Really? I don't think so; I think she got it because she was the best person for the job'... So it's killing the negativity one molecule at a time.<sup>35</sup>

## Air Force

Air Force raised challenges about messaging, communications and response to targets:

Sweeping Broderick up under New Horizon, I'm still not sure. So part of me thinks that's a really smart thing to do and let's make it all about our culture and our values... Another part of me thinks sweeping it under New Horizon almost takes the focus off gender as a specific intervention.<sup>36</sup>

New Horizon has two personnel aspects: inclusion and behaviour. One is genderless, behaviour is completely genderless... And then the other part of it is inclusion which is about capability and to do that I talk on the journey about attraction, retention, what it's about. I kill the mythology around [women getting preferential] promotion. It is the most damaging piece in the whole thing.<sup>37</sup>

## Implementation risks

### Organisational pressures

The ADF is a complex, diverse and dispersed organisation. The ADF and each Service face day to day pressures arising from operational imperatives; Government requirements; tight fiscal and budgetary environments; workforce shortages; and the demands of managing a highly distributed workforce.

Many functional and operational units, as well as multiple levels of authority, are involved in progressing change. The ADF is based on a rank hierarchy which serves it well in relation to its operational imperatives, but this structure can pose challenges to communicating swiftly and directly to personnel on matters such as organisational change and cultural reform. With a high reliance on the various levels of hierarchy to communicate to personnel, the Audit found that uneven or mixed messaging can result.

In communicating the cultural change resulting from implementation of the ADF Review recommendations, there was a high reliance on sending information through DEFGRAMs, or on placing information on the Defence Restricted Network (DRN), with the expectation that this will be read and understood. The Audit found that this was not always the case.

The rationale for, and nature of, cultural reform is better communicated directly and then accompanied by an opportunity to discuss the issues openly. In bases where staff had benefited from the opportunity for interactive discussion there was a much higher level of awareness of the rationale and imperative for change and, accordingly, far less misinformation being circulated.

## Awareness and response to change

During consultations, the Audit asked participants whether they were aware of the ADF Review and its recommendations. As expected, the Review's recommendations had both supporters and detractors among ADF personnel. A number were not aware of the recommendations until participating in one of the Audit's focus groups.

The following responses represent the range of views that the Audit encountered. These comments provide insight into the cultural context in which the ADF Review's recommendations are being implemented.

Many people had heard of the ADF Review and some were aware of its recommendations:

I heard some key points; I can't remember what they were...There was certainly a lot of information put out from CDF and [my Chief of Service]. I would be honest and say I never read your report.<sup>38</sup>

The problem is there are so many reviews, changes, whatever is going on... They just blur into one and it's hard to pick one out above the other... We know from within our own organisation we've seen things change, but whether that was because of this or because of [my Service's cultural reform program] or anything else, we couldn't tell you.<sup>39</sup>

I knew that there was a review going on but I didn't understand until now that there's an action outcome from that.<sup>40</sup>

I knew there was a review. I didn't know it was a Human Rights one though. I didn't know specifically who was running it. That's interesting to me.<sup>41</sup>

I hear the messages all the time, however, I don't see it in practice.<sup>42</sup>

Others knew where to find it if they wished, but their day to day workload meant that it was not a priority:

If you want to read it, it's there...but it was one of those things where you'd get side-tracked and you can only get into it when you can.<sup>43</sup>

It's a case of in the 15 things you've got to do today it's probably 17 ...so then it just drops off the perch and then you forget about it.<sup>44</sup>

Some personnel could see the value and inevitability of change, as encapsulated by these comments:

I think that it will change for the better but at the moment there's such a stalemate because there's such a big focus on it and it's a big deal... But I think that everyone will get used to it and it's something that will change over time but you can't force it to change.<sup>45</sup>

We all see this as a good thing, as an opportunity to stay in [this Service] but a lot of people just see it as making it easier [for women].<sup>46</sup>

When I came through it was all about integration and it was not sticking your head up above the radar. We didn't want the media attention, we didn't want special treatment, we just wanted to slip by quietly and continue to be recognised by the men as adding value. But in actual fact what we did was probably lose a bit of our identity.<sup>47</sup>

As a woman I just felt that you were celebrated for acting like a man. You were not ridiculed but you weren't celebrated for leading as a woman. So there's that very cookie cutter sort of type of effective leader... and if you were a little bit different to that then it was difficult for them to have an open mind.<sup>48</sup>

### **Are women lowering standards?**

The Audit heard repeatedly that women were welcome in the ADF 'as long as they can do the job' and 'as long as they don't lower the standards':

I don't think anyone in this room would be against having as many women as possible wanting to come in the door, come and work... I've never seen anything where it's like 'hey, this is a boys' club' and I don't think anyone in this room has, ever.<sup>49</sup>

I understand opening up (the combat roles for women) but as long as they don't drop the standards.<sup>50</sup>

There's some boys out there that probably shouldn't be doing the job that maybe got through because there weren't the women there to compete against. So I think, as long as they're prepared to work hard, do the same things as the boys and not ask for any special treatment or special favours then give them a chance and see how they go.<sup>51</sup>

### **A backlash**

The Audit encountered a significant degree of backlash from both men and women:

Even though a lot of the [ADF Review's] recommendations are non-sexist and as a supervisor I implement it across the board, whether it's male or female, especially flexible working plans... there is definitely perception out there that there is now a favouritism towards females and that is causing some resentment in the male population.<sup>52</sup>

I reckon they'll definitely have to drop the standards for a female coming through.<sup>53</sup>

[Women are] the favourite child at the moment... All the focus is on us and [men] are asking the question why?<sup>54</sup>

We get told that we're not going to be promoted purely as a result of gender, but we've been in [this Service] long enough to know how the system works.<sup>55</sup>

Women have got ultimate power and they pretty much know it.<sup>56</sup>

They're trying to bring it back up to an equal playing field but then they've...pretty much just overshot the mark in some areas in some ways.<sup>57</sup>

I think there's a greater buy-in from leadership. On the other side of a coin, I can see that there is a little resistance in the middle management areas... Cynicism probably is the best word to use.<sup>58</sup>

The idea of gender targets often evoked a strong reaction:

Personally I think the idea of gender targets specifically in the military is ridiculous... The person who's supposed to be standing on the bridge is supposed to be there as a result of merit and ability. Quite frankly...we don't give a rat's arse what gender they are.<sup>59</sup>

We've got females in our category who have been in but haven't reached the seniority and they've been promoted... You've got males that have...got more experience, but they're not getting it. We're just pushing the females through.<sup>60</sup>

Some women in particular did not support some of the recommendations:

As a female I believe that we're degrading our expertise...to meet a quota.<sup>61</sup>

I hate to say there are some of my own gender...that utilise those weaknesses and those uncertainties and play the female card...Which doesn't help for those that 100% want to be here and do the right thing.<sup>62</sup>

The organisational culture has female officers running around saying, 'I was promoted before Broderick so my promotion is valid'. If you've got female officers saying that, what chance do we have?<sup>63</sup>

It's a two-edged sword... These reviews are trying to help. I'm sure they do and they bring ideas into the table, but by the same token you will get flak just for trying to help women in the [Service].<sup>64</sup>

I'm being promoted next year and comment was made to me... 'Aren't you lucky you got promoted before Broderick came'. [And I replied] 'I know what you're angling at by making that comment. And no, I got promoted on my merit'. That's what everyone is thinking now and that is so unfair.<sup>65</sup>

...you get tarred with the Broderick brush – you only got something because you're a chick.<sup>66</sup>

People are getting kept in their positions because they don't want to be seen to dismiss someone because they're female.<sup>67</sup>

## Communicating change

Given the cultural tensions reflected above, the importance of accurate, timely and targeted messaging and communication cannot be overstated. All Services indicated that communication and filtering change through to all levels of the organisation was a major challenge.

Few people with whom the Audit spoke were aware that the ADF Review's recommendations were underpinned by the aim of building sustainable Defence capability and operational effectiveness. Others were not aware that the recommendations were largely gender neutral and were designed to benefit the ADF as a whole. However one officer stated:

It's about making the workplace fairer and...moving along with the times, making it more family [friendly]...and for people to want to come and stay.<sup>68</sup>

The following statements are typical of the feedback the Audit received on the messaging about change and cultural reform:

Canberra is very good at producing policy, but then actually pushing it down to the lowest levels is something that we don't do well.<sup>69</sup>

[My Service's] sales pitch since this has begun appears very shallow...It feels like in our organisation, 'send an email, mate, she'll be right'. That's what it feels like.<sup>70</sup>

I don't even know that we've even talked about a communication strategy for the COSC outcomes.<sup>71</sup>

I think the problem for me and I'm not sure whether anyone else feels the same is [cultural reform] has not been explained to us well at all...even after sitting there for two hours, with someone rabbiting on, we still have no idea what it's about, what they're actually trying to achieve.<sup>72</sup>

I think we have some resistance out there [from people] in key positions who are not necessarily pro the strategic direction, who therefore filter it and apply their own views or messaging.<sup>73</sup>

Deep in that Broderick Review somewhere there was a very small mention made of suggested targets for women... Before we'd even given the presentation here, I had 300 trainees going through the roof: 'Oh, so we're not going to be merit based promoted now?' Now, that was never the intention, but poorly sold, poorly communicated, and we'll just find the one little black thing in there we don't like.<sup>74</sup>

Once you talk them through the rationale, the logic base, it's amazing how the heat goes out very quickly.<sup>75</sup>

They're going to have to spend money to communicate, do road shows to all the bases to put things into context. That will stop all the rumours. There are so many rumours out there, it's not funny.<sup>76</sup>

There continues to be a divide between those who are motivated, informed and understand the need for change and others less convinced and informed who will yet have to carry the burden of military action. The latter group, which includes many members who occupy positions in the mid ranks, who by their positions are cultural ambassadors, need to be more deeply engaged in the reform process. Combatting some of the prevailing myths and gender stereotypes will ensure that remedies that emerge at the mid-level are adopted to significantly improve the sustainability of reform.

### **Unacceptable behaviour**

The administration of the revised UB Survey in late 2013 provided the Audit, and the ADF, with rich data on unacceptable behaviour in the current Defence environment.

As 2013 was the first year the redesigned Survey was administered Defence wide, comparisons to previous years was not possible. However, in the future, subsequent administrations of the Survey will provide insights into the progress of cultural change.

Some of the key survey findings are provided here in order to describe the context in which the cultural reform program is being implemented.

'Unacceptable behaviour' for the purpose of the Survey comprises 13 different types of behaviours.<sup>77</sup> The Survey found that when looking at each of the 13 categories of unacceptable behaviour individually, prevalence was higher for females than males across all categories.<sup>78</sup> In particular, there was a greater incidence of female respondents reporting experiences of crude behaviour<sup>79</sup> and unwanted sexual attention.<sup>80</sup>

The Survey found that the majority of respondents who reported experiencing unacceptable behaviour did not seek advice or assistance, nor did they make a formal report or complaint.<sup>81</sup> Alarming, respondents were even less likely to report or seek assistance in relation to unacceptable behaviours if it related to sexual misconduct or sexual offences.<sup>82</sup>

Overall, respondents' perceptions of tolerance of unacceptable behaviour were largely positive, with over 80% of respondents reporting that their leadership had clearly indicated unacceptable behaviour would not be tolerated in the workplace.<sup>83</sup> This strong perception of a zero tolerance environment is hard to reconcile, however, with actual reporting rates. Certainly, the Survey found that female respondents, trainee respondents and respondents who had experienced unacceptable behaviours were 'less likely to have a positive view on the efforts put into stopping unacceptable behaviours and had a more negative view of the formal reporting process'.<sup>84</sup>

In fact, the Survey found that approximately three quarters of respondents who experienced unacceptable behaviour of a sexual nature did not make a complaint or a report about their experience.<sup>85</sup> The most common reasons respondents would not make a complaint were:

- 'It would not change things'
- 'I took care of the problem myself'
- 'I didn't think it was serious enough'
- 'It was easier to just keep quiet'.<sup>86</sup>

While respondents were most likely to seek assistance from or make a report to their Chain of Command / Supervisor,<sup>87</sup> the Survey found that respondents who had done so were least satisfied with this process.<sup>88</sup>

The Survey was administered shortly after the launch of the SeMPRO and, as such, the Survey cannot provide an accurate picture of the levels of awareness or impact of this service. DSPR provided in its Report that '(t)he effect of SeMPRO's launch on reporting behaviour will be clear following subsequent administrations of the Whole of Defence Unacceptable Behaviour Survey'.<sup>89</sup>

## Conclusion

The ADF Senior Leadership is to be commended for establishing the ODU to coordinate the implementation of the ADF Review's recommendations within each of the Services. The Audit recognises that bringing together the three Services to implement a universal recommendation can be a challenge and congratulates the ODU on its efforts in this regard.

The Audit also welcomes the Services' efforts to implement the recommendations and embed them into strong existing reform processes. On occasion, the Audit identified genuine challenges to full and proper implementation – challenges that, if not addressed, will limit the success of the reform agenda. Also clear from the recent UB survey is the fact that much needs to be done to reduce the incidence of unacceptable behaviour, to encourage reporting and to improve members' experiences of their workplaces.

Common themes emerge in terms of meaningful organisational change and ensuring that reform is sustainable. These include:

- Clear and consistent leadership
- Relevant, timely and regular organisational communication which uses all available channels, including opportunities for engagement and discussion
- Transparency and accountability
- The collection and use of reliable data to inform action and strategic decision making.

In order to be sustainable, strategies to achieve cultural reform require significant planning, clear support through organisational policy, communication and education strategies, close monitoring and well defined accountability. In seeking evidence of implementation, the Audit examined all these factors. The result of this analysis is contained in the following sections of this Report.

- 1 Prior to finalisation the Audit provided the ADF with a copy of its Draft Report for fact checking purposes only. The Draft Audit Report was provided on 19 February 2014 requesting feedback by 28 February 2014. Some updates and corrections were incorporated as a result of this feedback. Where this has occurred it is referenced as *Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013.
- 2 Air Force has set targets for representation at ACSC and CDSS but has not set a target for gender in command positions (*Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013).
- 3 *Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013.
- 4 Chief of Defence Force, GEN D Hurley, letter to the Sex Discrimination Commissioner, 24 October, 2012.
- 5 For example, reviewing and redesigning 'the custom and practice of selecting the most senior strategic leadership positions in the ADF from combat corps' (Recommendation 5).
- 6 For example, workforce management systems (Recommendation 15), monitoring flexible work arrangements (Recommendation 14).
- 7 For example, publishing the 'Women in the ADF' Report (Recommendation 3).
- 8 Interview 112.
- 9 Meeting 6.
- 10 Meeting 6.
- 11 Chief of Navy.
- 12 Meeting 9.
- 13 Meeting 9.
- 14 Meeting 8.
- 15 Meeting 8.
- 16 Interview 112.
- 17 Chief of Army, *Army Officer Enhanced Career Management (ECM) model – Implementation*, CA Directive 05/13, AB11730022, 19 December 2012 at [1].
- 18 Chief of Army's Senior Advisory Committee, *Chief of Army's Senior Advisory Committee Submission: Enhanced Career Management – Army (Soldiers)*, June 2013, p 35.
- 19 Meeting 8.
- 20 Meeting 8.
- 21 Enhanced career management.
- 22 Flexible work arrangements.
- 23 Meeting 16.
- 24 Meeting 4.
- 25 For example, the Graduate Pilots Scheme.
- 26 Meeting 4.
- 27 Meeting 5.
- 28 Meeting 5.
- 29 Meeting 9.
- 30 Meeting 6.
- 31 Meeting 6.
- 32 Meeting 6.
- 33 Meeting 8.
- 34 Interview 127.
- 35 Interview 112.
- 36 Meeting 4.
- 37 Meeting 5.
- 38 Focus group 7.
- 39 Focus group 8.
- 40 Focus group 3.
- 41 Focus group 3.
- 42 Focus group 5.
- 43 Focus group 1.
- 44 Focus group 2.
- 45 Focus group 3.
- 46 Focus group 3.
- 47 Meeting 9.
- 48 Focus group 15.
- 49 Focus group 10.
- 50 Focus group 4.
- 51 Interview 107.
- 52 Interview 4.
- 53 Interview 52.
- 54 Focus group 3.
- 55 Focus group 1.

- 56 Focus group 14.  
57 Focus group 14.  
58 Interview 70.  
59 Focus group 1.  
60 Focus group 1.  
61 Focus Group 2.  
62 Focus Group 2.  
63 Interview 112.  
64 Focus Group 3.  
65 Focus Group 2.  
66 Focus Group 2.  
67 Focus Group 2.  
68 Interview 4.  
69 Interview 112.  
70 Focus Group 2.  
71 Meeting 9.  
72 Focus Group 10.  
73 Meeting 9.  
74 Focus Group 2.  
75 Meeting 5.  
76 Focus Group 2.  
77 Work-related harassment; person-related harassment; physical-related harassment; bullying; discrimination; abuse of power; crude behaviour; unwanted sexual attention; sexual coercion; acts of indecency; sexual assault (minor); sexual assault (major); and other acts/harassment.  
78 The Report found that 55% of female respondents (n = 845) and 37% of male respondents (n = 1522) experienced some form of unacceptable behaviour, (Directorate of Strategic People Research, *Whole of Defence 2013 Unacceptable Behaviour Survey Report*, DSPR Report No. 11/2013, Department of Defence, December 2013, p 3).  
79 Women were more likely to report experiencing crude behaviour (10%) than men (4%) (Directorate of Strategic People Research, *Whole of Defence 2013 Unacceptable Behaviour Survey Report*, DSPR Report No. 11/2013, Department of Defence, December 2013, p 23).  
80 Women were more likely to report experiencing unwanted sexual attention (8%) than men (1%) (Directorate of Strategic People Research, *Whole of Defence 2013 Unacceptable Behaviour Survey Report*, DSPR Report No. 11/2013, Department of Defence, December 2013, p 23).  
81 Directorate of Strategic People Research, *Whole of Defence 2013 Unacceptable Behaviour Survey Report*, DSPR Report No. 11/2013, Department of Defence, December 2013, p 4.  
82 For bullying, physical-related harassment, work-related harassment and person-related harassment, between 36-42% of respondents reported or made a complaint. Conversely, 23% to 30% of respondents reported or made a complaint about sexual coercion, acts of indecency, sexual assault (minor) and sexual assault (major) (Directorate of Strategic People Research, *Whole of Defence 2013 Unacceptable Behaviour Survey Report*, DSPR Report No. 11/2013, Department of Defence, December 2013, p 173).  
83 Directorate of Strategic People Research, *Whole of Defence 2013 Unacceptable Behaviour Survey Report*, DSPR Report No. 11/2013, Department of Defence, December 2013, p 174.  
84 Directorate of Strategic People Research, *Whole of Defence 2013 Unacceptable Behaviour Survey Report*, DSPR Report No. 11/2013, Department of Defence, December 2013, p 5.  
85 Crude behaviour (82%); unwanted sexual attention (83%); sexual coercion (77%); acts of indecency (76%); sexual assault (minor) (77%); and sexual assault (major) (70%) did not make a complaint or report (Directorate of Strategic People Research, *Whole of Defence 2013 Unacceptable Behaviour Survey Report*, DSPR Report No. 11/2013, Department of Defence, December 2013, p 75).  
86 Directorate of Strategic People Research, *Whole of Defence 2013 Unacceptable Behaviour Survey Report*, DSPR Report No. 11/2013, Department of Defence, December 2013, p 4.  
87 The Report found 78% of respondents were most likely to seek advice or assistance from their Chain of Command / Supervisor, followed by 'friends or family' (51%) (Directorate of Strategic People Research, *Whole of Defence 2013 Unacceptable Behaviour Survey Report*, DSPR Report No. 11/2013, Department of Defence, December 2013, p 70, Figure 68). Respondents were most likely to formally report or make a complaint to their Chain of Command / Supervisor (87%), followed by 'Military support service' (15%) (Directorate of Strategic People Research, *Whole of Defence 2013 Unacceptable Behaviour Survey Report*, DSPR Report No. 11/2013, Department of Defence, December 2013, p 76, Figure 72).  
88 The Survey Report provided male and female respondents' evaluations of the complaint process by unacceptable behaviour categories, and as such it is not possible to provide a total proportion (Directorate of Strategic People Research, *Whole of Defence 2013 Unacceptable Behaviour Survey Report*, DSPR Report No. 11/2013, Department of Defence, December 2013, pp 105-109, Figures 109-116).  
89 Directorate of Strategic People Research, *Whole of Defence 2013 Unacceptable Behaviour Survey Report*, DSPR Report No. 11/2013, Department of Defence, December 2013, p 6.



# Chapter 4:

## Principle 1: Strong leadership drives reform

### Key findings of ADF Review

To support and drive the cultural reform envisaged by the ADF Review, strong, clear and consistent leadership is essential. This commitment must be widely communicated and reinforced at all levels of the organisation through policies, practices, rewards and sanctions. Progress must be monitored at the most senior levels regularly and transparently. Every member of the ADF needs to know that its chain of command takes cultural reform seriously and affords it priority and resources.

The Audit's findings in respect of the implementation of each recommendation follow.

#### **Recommendation 1**

**The Chiefs of Services Committee (COSC) should take direct responsibility for the implementation of the Review's recommendations, make decisions, monitor key metrics and take corrective action.**

### Intent of Recommendation 1

The ADF Review considered that cultural reform of the scale envisaged must be led and driven by the most senior levels of the organisation, not just in the initial phase of implementation, but in an ongoing way. Tracking progress means that metrics must be established, implementation must be monitored and any emerging issues acted upon swiftly and authoritatively.

## Implementation actions

Recommendation 1 is being implemented. On 12 October 2012, COSC issued a DEFGRAM announcing that COSC agreed to the implementation of the 21 recommendations of the ADF Review.<sup>1</sup> The DEFGRAM states that implementation of the ADF Review has been integrated into *Pathway to Change*.

Recommendation 1 was agreed 'in principle' in respect of COSC's critical role in the implementation of the ADF Review's recommendations. However, as the Secretary and Chief of the Defence Force Advisory Committee (SCAC) and the Defence Committee (DC) are responsible for overseeing the implementation for *Pathway to Change*, it is also critical that these committees are involved in implementation.

## Audit findings

The Audit welcomes the acceptance of the ADF Review's recommendations and the involvement of the other high level committees overseeing *Pathway to Change*. The Audit received evidence that COSC is updated on matters pertaining to the implementation of particular recommendations and has made key decisions in relation to progress.

To improve the effectiveness of the total reform agenda COSC should be briefed in a more overarching way at each meeting, rather than in the current issue-specific or recommendation-specific way. Decisions are being sought, and made, on particular issues as they arise but there has been little wider feedback across all recommendations to date. The Performance Framework (discussed in the section on Recommendation 2) may provide a useful basis for regular ongoing reporting to COSC.

### Recommendation 2

**COSC should articulate and communicate a strong and unambiguous commitment to the effect that:**

- **Targets are required to create an environment that is optimal for, and takes full advantage of, the strengths of both men and women.**
- **Leaders will be held to account for the wellbeing and culture of their teams.**
- **Every sexual offender and harasser will be held to account, together with leaders who fail to appropriately address the behaviour.**
- **Flexible working arrangements underpin capability and are an important recruitment and retention tool.**
- **Women are essential to the sustainability and operational effectiveness of the ADF because they contribute to a diverse workforce which strengthens the ADF's ability to be an effective, modern, relevant and high performing organisation.**

**This statement should be supported by a performance framework to ensure high performing defence environments where both men and women can thrive. The performance framework should be incorporated into all leader development, including individual performance appraisals, and formal development occurring in training organisations and recruit schools, and will be reinforced at all levels of the organisation. The consequences of non-adherence to the framework will be actioned including through limiting career advancement opportunities.**

## Intent of Recommendation 2

Recommendation 2 was designed to secure strong and unequivocal commitment from Defence leadership and to actively promote broad organisational understanding of diversity, both as a core Defence value and as an operational imperative linked to capability and operational effectiveness.

Implementing a cultural reform program of this scale requires the strategic integration of performance metrics into day to day systems and processes, including training and development; promotions; and performance appraisals. In this way, changes are operationalised and embedded in the organisation to ensure their sustainability. Broad commitments and statements about valuing diversity are essential, but insufficient without these practical organisational anchors.

## Implementation actions

As part of the Information DEFGRAM issued on 26 November 2012, COSC issued a Foundation Statement which, as proposed by the ADF Review, articulated a strong and unambiguous commitment to the implementation of its recommendations. The COSC statement affirms that 'the senior leadership in Defence is deeply committed to cultural reform' and restates the words of Recommendation 2.<sup>2</sup> The Foundation Statement concludes by explaining that:

These statements have been agreed at the highest levels of Defence and are not open to negotiation – they will underpin targeted activity to progress Review recommendations to ensure the Australian Defence Force is a high performing environment where both men and women can thrive.

The Foundation Statement was signed by the CDF, VCDF, each Service Chief and the Acting Secretary of Defence.

In addition to the Foundation Statement from COSC, each Service committed to a range of initiatives to achieve the intent of the recommendations and *Pathway to Change*. These will be further detailed throughout this Report.

At its 19 September 2013 meeting, COSC endorsed a Performance Framework for Gender Inclusion in the ADF.<sup>3</sup> This was designed to encapsulate the Review's key outcomes and to 'provide both clear strategic intent regarding Review recommendations, as well as practical implementation guidance to personnel at all levels of the organisation'.<sup>4</sup>

Each Service has reinforced COSC's commitment to reform in a variety of ways as explained in the following section.

## Navy

In January 2013, Navy established the position of Deputy Director Diversity and Inclusion to drive organisational reform outcomes through the development of a comprehensive Diversity and Inclusion (D&I) Strategy (2013-2018).<sup>5</sup> Navy's diversity goals are to:

- Attract, recruit, develop and retain talented, diverse individuals
- Create a culture of inclusion in Navy to leverage existing diversity
- Integrate diversity and inclusion principles into all Navy people, policy, processes and practices.

The D&I Strategy is to be underpinned by a D&I Statement<sup>6</sup> which is designed to demonstrate Chief of Navy's (CN) commitment, support reform and provide personnel with an unequivocal indication of CN's expectation of the desired culture and behaviours. At the time of writing, the statement is still in draft and the strategy is under development.

In further support of this recommendation, Navy states that it will be re-instating its Navy People Plan which 'will reinforce the discipline and importance of Navy managing a totally integrated workforce and serve to reinforce and support the messages regarding professionalism and behaviour'.<sup>7</sup> The Navy People Branch is also currently reviewing the standards of human resource management expertise and professionalism that is expected of those with workforce management responsibilities and it is anticipated that 'explicit standards and expectations of HR professionalisation will be developed'.<sup>8</sup>

## Army

Chief of Army (CA) stated that the 'primary goal for Army is to substantially increase the proportional representation of women... from the current 10% to 12% in mid-2014, with a view to maintaining that rate of growth into the future', meaning from 3000 to 3600 by mid-2014.<sup>9</sup> CA states that this will be achieved by 'increasing the rate of enlistment of women, maximising their participation across Army, intensively managing their opportunities at all ranks and increasing their retention'.<sup>10</sup> These objectives are further supported by the introduction of the Army Executive Council for Gender Diversity, and Unconscious Bias training.

In addition to 'courage, initiative and teamwork', the value of 'respect' has been added to Army values,<sup>11</sup> explained as 'respect for ourselves, our colleagues, our community and our history of service to the nation; acknowledging that each one of us has earned the right to wear the Rising Sun Badge and the responsibility to uphold the values and traditions it symbolises'. CA has described the value of 'respect' as being 'the glue that binds the other three together'.<sup>12</sup>

Army Career Management has issued guidance for completion of officer performance appraisal reporting.<sup>13</sup> The guidance suggests that the assessing officer's report must highlight aspects of performance that differentiate the relevant officer from their peer and that, if necessary, 'the commentary should describe any particular weakness in detail'.

Army has achieved considerable progress in addressing flexible work arrangements. The CA Statement of Intent has been released; a Commander's Handbook has been developed and promulgated; and workshops and base visits have been undertaken. Army has also established a Flexible Work Cell to manage all formal and informal flexible work arrangements in Army; while training on flexible work is currently being developed for inclusion in all officer and soldier training. These initiatives will be addressed more fully under Principle 4.

The development of Army's Enhanced Career Management model for soldiers aims to 'maximise opportunities to attract and retain Army's soldiers'.<sup>14</sup> This innovative approach to career management is aimed at enhancing capability by providing 'balanced, flexible and rewarding career opportunities that meet the expectations of the individual and provide actionable options to the chain of command'.<sup>15</sup>

## Air Force

In September 2012 the Chief of Air Force (CAF) launched the New Horizon program. In his communications about New Horizon CAF 'draws a line in the sand for our new beginning'<sup>16</sup> and describes the launch activities as 'merely the first step in what will be a long term program of cultural reform in Air Force'.<sup>17</sup> Air Force states that New Horizon addresses the Review recommendations.<sup>18</sup>

There have been two 'key lines of effort'<sup>19</sup> in relation to New Horizon:

- CAF launched a new Air Force values statement in September 2012 which 'sets clear expectations of the standards acceptable to Air Force'. The launch and subsequent workshops engaged over 80% of Air Force and resulted in the development of codes of conduct or behavioural compacts at the unit level.<sup>20</sup> CAF followed up with a Minute to all Group Captains (GPCAPTs) and above Reservists on 12 December 2012 introducing New Horizon in which he declared his expectations of leadership in upholding the new Air Force values. This launch of New Horizon is supported by a detailed action plan which covers communications, visits, merchandising, organisational changes and enhanced training and workshops.<sup>21</sup>
- Ensuring that the cultural evolution envisaged by New Horizon is supported by aligned and effective personnel systems and processes. Air Force asserts that this is a continuation of efforts over the last 10 years and is 'the critical foundation piece for future program success'. Air Force is 'investing up-front' in those areas most likely to result in meaningful, enduring and systemic cultural change but acknowledges that 'there is still much to do in communicating and educating the workforce on our policy changes, and subsequently achieving the consistent, deep penetration of new attitudes and behaviours required to be a better Air Force'. This is identified as the next priority.<sup>22</sup>

Air Force undertook a cultural assessment project in 2013 in order to establish a baseline of elements of Air Force culture 'that members like and dislike'.<sup>23</sup> There were over 3300 responses to this survey which provides some guidance to senior leaders on what Air Force is doing well and where it needs to 'prioritise New Horizon program initiatives'. Whilst the Audit is supportive of this approach it only received very brief information about the results of this Air Force survey and is unclear whether it will be repeated on an annual basis.

Air Force has developed the Air Force Leadership Companion as a key initiative of New Horizon.<sup>24</sup> The Brief for CAF states that 'following the Skype incident and subsequent reviews, Air Force staff in concert with the Centre for Leadership and Ethics identified a deficiency in Air Force leadership doctrine'.<sup>25</sup> The Companion now includes 'the concept of Social Mastery as an equally important tenet of Professional Mastery, alongside Technical (specialisation/mustering) and Combat (Air Power) Mastery. The sub-tenets of Character, Professional Ethics, Followership, and Leadership within Air Force are the primary focus of the Companion'.<sup>26</sup> The Companion 'emphasises that Air Force personnel, at every level, need to possess the strength of character necessary to identify and prevent ethical shortfall'.<sup>27</sup>

Air Force has reinforced the importance of adhering to its values by including a new mandatory performance objective in senior officer appraisals.<sup>28</sup> The objective reads:

Visibly demonstrate the Air Force values both in word and action. Create and lead a workplace culture based on accountability at all levels for behaviour that is consistent with the Air Force values.

Air Force has also drafted a Values and Ethics Program Course as part of the Air Force Professional Military Training which will be ready for distribution to students commencing in 2014.<sup>29</sup> This new program will make explicit reference to the cultural reform strategy and expectations of behaviour.

## Audit findings

The COSC Foundation Statement is a powerful and timely document which should leave no doubt in any member's mind about the commitment of the most senior ADF leadership to cultural reform. This forms a solid start upon which to build reform.

The Performance Framework for Gender Inclusion in the ADF underpins the COSC Foundation Statement. The Framework is a detailed and comprehensive document which clearly outlines accountabilities and responsibilities at all levels in the organisation with respect to each of the six key areas of focus, being:

- Leadership support for gender inclusion
- Targets to support increased participation by women
- Career progress
- Career and personal support
- Workplace flexibility
- Appropriate behaviour.

The Framework provides tangible and measurable evidence against which to track the intent of the ADF Review's recommendations and will be a pivotal element of implementation and monitoring. The delay in its development, however, is regrettable. The Audit acknowledges that it was developed in close consultation with the Services and was reliant on their timely feedback.

Given that the Performance Framework has not yet been implemented, it is unclear how it will be communicated and 'reinforced at all levels of the organisation', or how the 'consequences of non-adherence to the framework will be actioned including through limited career advancement opportunities' as required by Recommendation 2. For each area of focus there is a 'reporting/documenting achievement' strategy listed, but it is too early for the Audit to assess the quality and scope of information that will be used to satisfy this reporting accountability.

It is imperative that the Performance Framework is widely promulgated and reinforced in order for it to have visibility and relevance. The Audit was not provided with any documentation in this regard so it requested further information from Defence on this matter.<sup>30</sup> On 4 December, 2013 the Audit was advised that:

Defence is currently developing an implementation plan and comms strategy, but each Service will assume responsibility for roll out in their respective service; Comms plan and Implementation strategy will be forwarded for COSC approval in the New Year.<sup>31</sup>

As a central piece of the accountability mechanisms for the implementation of the ADF Review recommendations, the Audit looks forward to this matter being prioritised as a matter of urgency and, though it is not yet operational the Framework will be referred to throughout this Report as a guide to what is intended to be achieved.

The Audit trusts that, from 2014, reporting to COSC will be done in a systematic and regular way using the Performance Framework in order to ensure that progress is visible and that corrective action is taken in a timely manner, particularly as there is still much to be done 'on the ground' with regard to communication, messaging and education.

### **Recommendation 3**

**COSC should publish a 'Women in the ADF' Report each year, as a companion document to the ADF Annual Report. The companion document should publically report on the progress of the implementation of the Review's recommendations and key metrics including, but not limited to:**

#### **A. Women's participation**

- **Number and proportion of women recruited in each Service (via ab initio, mid-career/lateral entry, recruit to trade, recruit to area, from the Reserve and other specific recruitment initiatives)**
- **Number and proportion of women in each Service and rank**
- **Number and proportion of women:**
  - » **at executive level in each service**
  - » **in the pipeline in each service**
  - » **in targeted occupations which are highly gender segregated**
- **Number and proportion of women's promotions by Service and at each rank**
- **Gender balance on key decision making bodies within ADF**
- **Retention of women:**
  - » **Gap between men and women's retention and separation rates**
  - » **Number returning to work from paid and unpaid maternity and parental leave**
  - » **Number of men and women taking career breaks**
- **Measures of occupational segregation**
- **Outcomes of gender pay audits**
- **Number of women accessing mentoring/sponsorship.**

#### **B. Women's experience**

- **Gender disaggregated data from key organisational surveys including:**
  - » **Defence Attitude Survey**
  - » **Exit Surveys**
  - » **Climate, Culture and Pulse surveys.**

#### **C. Access to flexible work**

- **Number of men and women accessing formalised flexible working arrangements across all ranks**
- **Number of applications submitted for flexible working arrangements**
- **Proportion of applications for flexible working arrangements that are approved.**

#### **D. Sexual harassment and abuse**

- **Number of complaints**
- **Types of complaints eg sexual harassment, sexual assault**
- **Relevant demographics of complainant and respondent eg work area, rank**

- **Number of complaints dealt with internally:**
  - » **Number investigated**
  - » **Number resolved**
  - » **Time taken from receipt of complaint to finalisation**
- **Number of complaints dealt with externally:**
  - » **Number investigated**
  - » **Number resolved**
  - » **Time taken from receipt to finalisation**
- **Cost per complaint:**
  - » **Internal**
  - » **External.**

**This data is to be reported by Service and work location or base.**

### Intent of Recommendation 3

The intent of Recommendation 3 was to encourage transparent, regular reporting that could provide the ADF and the Australian community with meaningful, comprehensive and timely data on the treatment of women in the ADF. Its intent was also to provide the ADF with metrics by which to track progress, identify problem areas and take corrective action. It was envisaged that the 2012-2013 'Women in the ADF' Report would provide an important baseline against which to measure progress over time.

### Implementation actions

On 25 June 2013 the Deputy Secretary, Defence People, wrote to the Sex Discrimination Commissioner seeking further clarification on Recommendation 3. The Deputy Secretary indicated that significant resources had been committed to ensuring that it was fully achieved, but flagged that there may be some gaps in the reporting for 2012-2013, such as flexible employment reporting. The Deputy Secretary raised four issues and sought clarification.

The Commissioner responded welcoming the clarification and noted that:

Our responses are not meant to be prescriptive or limiting in any way and I would encourage you to interpret them broadly and beneficially if in doubt. We provide these answers to assist in the practical implementation of the recommendations and they are in no way meant to influence or impact on the audit.

The issues, the Commissioner's response and information about how these were addressed are presented below.

The first 'Women in the ADF' Report was subsequently produced and presented information in four areas, as required by Recommendation 3 of the ADF Review:

- Women's participation
- Women's experience
- Access to flexible work
- Sexual harassment and abuse.

The 'Women in the ADF' Report also included information of relevance to the ADF Review's recommendations regarding broadening the talent pool from which leadership is drawn (Recommendation 6); growth targets for women recruited into each Service (Recommendation 9); and setting an annual growth target for the number of flexible work arrangements (Recommendation 13).

The Audit notes a number of issues with the Report as detailed below.

## Content of the 'Women in the ADF' Report

### **Women's participation**

The 'Women in the ADF' Report provides excellent information on women's participation. The Audit looks forward to tracking progress in the future as information becomes available on particular recruiting initiatives and numbers of women accessing mentoring/sponsorship opportunities.

### **Occupational segregation**

In relation to measures of occupational segregation Defence sought the following clarification:<sup>32</sup>

Recommendation three, sub para A requests data outlining 'the number and proportion of women in targeted occupations which are highly gender segregated', while separately requesting data on 'measures of occupational segregation'. We believe that detailing the number and percentage of women in every occupational group in the ADF will fulfil both of these data requirements. Can you please advise if this will meet your expectation?

The Commissioner's response stated that:<sup>33</sup>

The intent of this part of the recommendation was to create a tool which would allow Defence to identify potential workforce concerns, and areas in which women's representation is low. The two possible concerns with this approach are:

1. That 'occupational groups' may not be defined with enough clarity to enable areas to be identified, and area specific solutions examined.
2. The information may be presented in a way which is difficult to understand (eg large tables full of numbers and statistics where 'highly gender segregated' occupations are not highlighted).

It would be important to ensure that these concerns were addressed in any work done in this area.

Table 3 of the 'Women in the ADF' Report provides data on the ADF permanent force by gender, occupational group and rank group (Officers and Other Ranks) as at 30 June 2013. This is an excellent and informative snapshot of Defence's workforce and the Audit expects that this data will inform decision making and action to address occupational segregation.

However, in order to strengthen the material provided, the Audit suggests that some detail is provided in the 'Notes' as to what is included in each of the occupational groupings. This will also serve to target interventions.

The Audit also notes that across the ADF, 923 personnel appear as 'uncategorised'. Of these, 85.4% are men.<sup>34</sup> All but three of these personnel are Officers. It would be very helpful to provide a breakdown of this significant group.

### **Gender pay audit**

Defence sought the following clarification on this issue:<sup>35</sup>

Recommendation three, sub para A notes a requirement to report the outcomes of a gender pay audit. This recommendation will prove very difficult to achieve in a succinct manner, noting the large number of job roles and differing pay scales across each service. Unlike other organisations where there may be variance of pay between individuals undertaking similar roles, the pay scales in Defence are strictly mandated by the Defence Force Remuneration Tribunal (DFRT). The DFRT is an independent assessment body which determines pay scales according to 'work value'. As there is no scope within this system for individual pay negotiations, can you please clarify your intent regarding this particular aspect of the Women in Defence Report?

The Commissioner's response stated that:<sup>36</sup>

The intent of this recommendation was to gain clarity on the roles and seniority that women hold in the organisation, and how this is reflected in pay-scales. It also sought to examine whether there is evidence that a range of other issues that our consultations have shown that women in the ADF face (eg. occupational segregation, taking time out of the workforce and reaching their rank ceiling) could contribute to a gender pay gap.

The Review understands that the DFRT determines pay scales and there is no scope for individual negotiations within what they have decreed. However, this does not mean that gender pay gaps do not exist.

What we are seeking to understand is whether roles in which women are well represented are determined to be of lower 'work value' than other roles in which men are well-represented, and how this plays out across the organisation. This information is important for the Defence leadership to view and understand.

Some data is provided in the 'Women in the ADF' Report on the gender pay audit.<sup>37</sup> Though the Audit is aware that Defence remuneration considerations are not based on gender, the issue that the ADF Review recognised was that, as a highly occupationally segregated workforce in which 'women are disproportionately represented in lower ranks and in occupational groups that are lower in pay grade',<sup>38</sup> there will be differentials between the pay received by men and women.

Analysis of this data is required to determine whether or not Defence has a gender pay gap.

### **Flexible work**

The Audit is aware of measures to improve access to flexible work and to capture flexible work data (see Recommendations 13 and 14) and looks forward to this information being reported in future years.

### **Sexual harassment and abuse**

On the specific issue of the cost of complaints, Defence sought the following clarification:<sup>39</sup>

Recommendation three, sub para D requests data pertaining to the 'cost per complaint' for internal and external complaints. Defence's financial systems make cost capture at individual activity levels highly problematic, if not impossible. As such, we don't anticipate being able to meet this element of your recommendation in reporting this year. It would be useful to facilitate a meeting between your team and key Defence People Group/financial experts to understand what is achievable now and into the future.

The Commissioner's response stated that:<sup>40</sup>

We look forward to further clarity and an explanation of what DPG and your finance people believe is achievable. However it is imperative that all the costs associated with sexual harassment and abuse are known and presented transparently, and this includes financial costs.

As flagged, this element was not reported in the 'Women in the ADF' Report. The Audit urges Defence to investigate how it can capture the costs associated with sexual harassment and abuse as, when these 'hidden' costs are made explicit, organisations better understand the impact of sexual misconduct and turn their attention to trying to diminish and manage these costs.

Overall, the 'Women in the ADF' Report presents a range of information which indicates that the experiences of men and women are different. A few examples follow:

The top three reasons women leave the ADF (see Table 21 of the 'Women in the ADF' Report) are:

- Lack of control over life
- Desire for less separation from family
- Impact of job demands on family/personal life.

The top three reasons men leave the ADF are:

- To make a career change while still young enough
- Better career prospects in civilian life
- Desire for less separation from family.

Air Force is appropriately focusing on Aviation as a category in which women are underrepresented (11.2%). However women are also significantly underrepresented in the Aviation category in both Navy (5.3%) and Army (6.6%) (see Table 3).

Nearly twice as many women (22.8%) than men (12.5%) believe that reporting sexual harassment, sex discrimination or sexual abuse would have a negative impact on their career (see Table 40).

Many more women (26.7%) than men (18.4%) agree that people within the Service who harass others usually get away with it (see Table 40). Many more women (34.6%) than men (20.1%) report that they have been the subject of workplace bullying (see Table 41).

## How the 'Women in the ADF' Report is published

Defence sought the following clarification on this issue:<sup>41</sup>

Recommendation three states that the Women in ADF report should be a 'companion document' to the Annual report. We feel that making the report an integral part of each annual report will ensure it has a legacy beyond immediate review actions. As such, we intend to include the report as an appendix in the Defence Annual Report, rather than as a separate companion document. The intent is not to diminish the report, rather, to elevate the importance of the data by ensuring it forms an integral component of each year's report.<sup>42</sup>

The Commissioner's response stated that:

Our concern with this approach is that people do not always read appendices, and the information contained is often perceived as not integral or critical to the main report. A companion document does not necessarily need to be confined to immediate review actions. We would prefer to see two reports come out at the time that the annual report is released.<sup>43</sup>

The 'Women in the ADF' Report was subsequently released as a separate document, while the Defence Annual Report includes a brief overview about how Defence is addressing the outcomes of the ADF Review.<sup>44</sup> As at 6 January 2014, however, the 'Women in the ADF' Report is difficult to find. The Annual Report includes a reference to it being available online.<sup>45</sup> At <http://www.defence.gov.au/annualreports/index.htm> the 'Women in the ADF' Report is included as 'Online Content', along with a range of other information such as complaint handling and reporting, environmental performance and the capital investment program, but it is deeply nested and not easily accessible.

The listing of online content is preceded by the following statement:

The following information is supplementary to the Defence Annual Report 2012-13 and is referred to throughout the printed and PDF versions of the report in orange bold italic font links. These links are not yet active. The full report, including the supplementary information will be available in an interactive online format by the end of November. Please use the supplementary information below for the time being.<sup>46</sup>

The intent of Recommendation 3 is that the information in the 'Women in the ADF' Report be a vehicle for the ADF to report publicly on progress on the implementation of the Review's recommendations and key metrics. It is intended to provide information to Defence and the Australian public in an accessible and transparent manner. Its location and means of access at the time of writing, however, does not give it the prominence it warrants, as it does not stand as 'an integral part' of the Annual Report as requested by the Commissioner.

Whilst the 'Women in the ADF' Report was released at the same time as the Defence Annual Report and was not produced merely as an appendix, the lack of prominence it has been given has nevertheless rendered it almost invisible to anyone other than those who know about it and have time to search for it. The Audit commends the ADF on the production of the Report but trusts that, in future years, this work is given more prominence and that accessibility is significantly improved.

## Audit findings

The Audit agrees that this first 'Women in the ADF' Report:

provides a strong baseline for future reporting regarding women's participation and experience in the ADF. This baseline will enable Defence to accurately track trends regarding women's employment and experience, identify areas of concern and highlight successful initiatives across the three Services. This process will ensure that the current momentum towards cultural reform is maintained into the future.<sup>47</sup>

The 'Women in the ADF' Report is intended to be a public document which provides meaningful and accessible information to Defence and the public about the representation and experience of women in the ADF. The 'Women in the ADF' Report is dense and data rich, with the information being drawn from a number of existing databases in Defence and represents substantial effort. Defence is therefore to be congratulated on the extensive work undertaken to collate and present the information.

The intent of Recommendation 3 is to provide meaningful and accessible information to Defence and to the public about the representation and experience of women in the ADF. For Defence, this can enable the tracking of progress of cultural reform and informs strategic and operational decision making. For the public, this can inform the Australian community, researchers and other interested parties on these issues.

While the Audit commends the ADF for commencing regular reporting on the experience of women in the ADF it suggests that its accessibility and comprehensibility be strengthened in the future.

The Audit is confident that the ADF will continue to improve the value of this important document by releasing it in a more comprehensible and accessible format, and by employing more in depth analysis and discussion of the data it contains to enable it to become a more useful management and decision making tool. The Audit also acknowledges that the Report will benefit in future years from the addition of comparable data from the Unacceptable Behaviour Surveys.

Finally, the Audit urges Defence to closely examine the data in the 'Women in the ADF' Report and to use this report to inform action and decision-making.

#### **Recommendation 4**

**COSC should ensure that commanding officers are accountable for a healthy organisational culture, for being regularly available to engage directly with members and for taking any corrective action as required. This includes effective management of alleged incidents of harassment, discrimination and unacceptable behaviour, managing flexible work arrangements (FWA), meeting FWA targets, and involvement in mentoring and sponsoring members. The ADF will administer regular climate surveys to assist commanding officers understand and improve organisational culture and performance. The last survey prior to the conclusion of the posting should inform the commanding officer's Performance Appraisal Report (PAR).**

### **Intent of Recommendation 4**

Recommendation 4 was founded on recognition that Commanding Officers must be accountable for creating and maintaining a healthy organisational culture. This includes being available, on a regular basis, to engage directly with members about workplace concerns and inappropriate behaviour. This should be done with a view to early identification and expeditious resolution. In order to shape and reinforce the desired organisational behaviour and modelling, it is also critical that a healthy culture is an active component of performance appraisals and that assessments be based on agreed criteria and data, rather than impressions.

### **Implementation actions**

Recommendation 4 was agreed to in principle.<sup>48</sup> Rather than full implementation, COSC agreed to monitor its key elements to inform performance management through existing reporting tools and the accountabilities and responsibilities of leadership support for gender inclusion within the Performance Framework previously outlined.

This item was again presented to COSC at its September 2013 meeting.

The briefing paper drafted by the ODU for the September 2013 COSC stated that climate surveys occur within the Services using a variety of tools<sup>49</sup> but are not conducted annually as a matter of routine. The paper explained that neither Recommendation 4's requirement to administer climate surveys regularly to inform COs, nor that survey data be used at the conclusion of posting to inform an individual's PAR, could be achieved by the Services. This was indicated to be due to a range of factors including resourcing, external influences and the inappropriateness of these tools as a measure of individual performance.

The paper concluded by stating that ‘attribution of unit culture to a specific individual and subsequent performance and career consequence is ethically indefensible’.<sup>50</sup> The Audit believes that leaders have a key responsibility for generating and sustaining culture and communicating core values and beliefs within an organisation. Research supports this contention.<sup>51</sup>

In relation to the ADF, COSC noted that the Services have existing survey mechanisms that monitor unit climate but which are not administered annually and that ‘there is no prescriptive way to legitimately compare CO performance by survey to inform performance appraisals and attribute career consequence’.<sup>52</sup>

In order to satisfy this recommendation, the ODU proposed that COSC ‘agree to pursue use of existing reporting mechanisms’<sup>53</sup> and that implementation could commence for the 2014 reporting period once the required education and communications were in place.

Evidence of particular implementation actions by each Service follow.

## Navy

Navy states that considerable work has been completed on enhancing CO accountabilities through NGN culture projects.<sup>54</sup>

The brief for CN on this issue notes that Navy meets the intent of Recommendation 4 through the use of Navy Officer Performance Appraisal Reports, attendance at Leadership Development workshops, selection processes, training and organisational culture evaluation. The brief outlines a number of mechanisms through which Navy assures COs remain accountable and concludes that ‘collectively, analysis of the above information provides a barometer for command and management, and a means to objectively assess the performance of COs in executing their unambiguous cultural responsibilities and accountability’.<sup>55</sup>

## Army

CA’s directive regarding Army values and the standards of behaviour required of Army personnel details expectations of behaviour and advises that failure to adhere may result in disciplinary action and/or the imposition of administrative sanctions.

The Director Of Career Management – Army (DOCM-A) guidance will be updated in January 2014 and will direct assessing officers to consider the performance of a CO when dealing with unacceptable behaviour, promoting and adhering to Army culture and values and flexible work arrangements.

These requirements are also reinforced during the pre-command courses attended by COs prior to assuming command appointment.

## Air Force

Air Force has provided evidence of progress on Recommendation 4 from a variety of perspectives:

- A review of Command project is underway and is examining the objectives and subject matter of the Air Force Commanders course and ensuring all appointed COs complete the RAAF COs course prior to assuming any CO appointment.

- A review of Air Force Command capability is being undertaken. This will 'identify the measures to appropriately define, recognise and support the generation of Air Force's command capability and the elements that should inform the selection and training of Air Force commanders'.<sup>56</sup> The final report was due in October 2013 but has not been provided to the Audit.
- Chief of Air Force hosted an Air Force Commanding Officers' Call from 12-16 August 2013.
- Air Force is currently researching a 360 degree feedback tool to guide the development and mentoring of Commanding Officers.<sup>57</sup> Air Force's 'Appointment to Command'<sup>58</sup> is a clear and powerful articulation of CAF's expectation that Commander's will lead cultural reform, create an environment of mutual respect and trust, be self-disciplined and communicate effectively with their personnel.
- As noted in Recommendation 3, Air Force has included a new mandatory performance objective in senior officer appraisals. More holistically, however, it is also currently developing a new PAR system, the need for which has been evident for some years.<sup>59</sup> Like the other Services, Air Force is now taking the opportunity of the various reviews and the commitments in Pathway to Change as the lever to move to a new PAR system.<sup>60</sup>
- In addition to the Air Force Cultural Assessment Project ('AFCAP'), (noted in Recommendation 2), Air Force has also included two additional items in their Safety Culture survey which measure respondents' perceptions of negative organisational behaviours, being 'Experienced bullying/harassment' and 'Authorities responsive'. Results indicate that 20% of women (compared with 14% of men) agreed<sup>61</sup> that they had experienced bullying/harassment at this unit'. In response to whether respondents were confident that inappropriate behaviour would be acted upon by senior authorities in the unit if they became aware of it, 79% of women agreed compared with 84% of men.<sup>62</sup> However, the report provided to the Audit states that 'it is difficult to establish the generalizability of the results due to variations in response rates across work/demographic groups'.
- RAAF's Group Equity Coordinator checks open cases of unacceptable behaviour incidents on the Complaint Management, Tracking and Reporting System (ComTrack) weekly and provides briefings accordingly.

## Audit findings

The Audit acknowledges that there are a variety of climate surveys and assessment tools in use across Defence. The purpose of these instruments is usually to 'take the temperature of the unit's culture' in order to address issues arising and target interventions, as surveying regularly can keep command informed of any changes and help to assess whether particular interventions are having the desired impact. This is critical information for a CO and the command team.

It is also true that there can be external influences on the results of climate surveys<sup>63</sup> and that a CO cannot be held accountable for some of these influences. The issue for a CO, however, is not that they are necessarily responsible for these 'external' issues, but how they address and manage them, and how they prevent them in the future.

The analysis conducted for COSC was limited to the instruments currently in use. The Audit agrees that these instruments are in place for different purposes and may not be the appropriate instruments by which to hold a CO accountable. However, individual accountability is critical and there may be other approaches or instruments that could potentially assist in this area to effect cultural change.

The Audit is therefore disappointed that, one year on from the tabling of the Report, the Services have not found a way to hold COs directly accountable for their work unit's culture and the particular elements detailed in the recommendation. Nor have the Services found a way of using this information to inform performance appraisals and career decision making, suggesting that the status quo has been maintained.

Though each Service presented evidence to the Audit on how they have attempted to implement Recommendation 4, and though each particular approach has merit, on the whole the Audit finds that only limited progress has been made.

In terms of Service specific findings, the Audit supports the extensive and ongoing work that Navy has undertaken through its NGN program. It is clear from the evidence provided that these initiatives are having a positive impact on organisational culture.<sup>64</sup> However, the Audit considers that further work and improvement can be made in this area. NGN is a broad cultural change initiative which, among other things, aims to 'enhance people management performance', 'enable timely action to address shortfalls', 'facilitate alignment of organisational and individual goals', and 'promote a people focussed culture.' These are broad organisational cultural imperatives and directions. The intent of Recommendation 4 is specific and individualised and is therefore appropriately measured through performance appraisal instruments.

Through its examination of documentation, consultations and discussions with personnel and events reported in the media, the Audit is aware of examples of failures in leadership, unhealthy organisational cultures and disaffected individuals in some locations. Rather than relying solely on what is in place through NGN in relation to Recommendation 4, the Audit suggests that Navy actively engage with its intent to identify additional ways COs may be held accountable.

The Audit also finds that Army's changes to performance reporting are limited. Whilst the system has been enhanced,<sup>65</sup> there is nothing explicitly stated on how COs will be 'be held to account for the wellbeing and culture of their teams' as required by the recommendation.

A review of the RAAF Commander's course is being undertaken by a senior Air Force member. This is heavily reliant on consultation with Air Force members, with some reference to Army and Navy points of contact for pre-command training. The Audit considers that this work may benefit from some external input and assessment.

Air Force has not settled on which cultural assessment tool it will use to inform its PAR process. The Safety Culture survey tool provided to the Audit is a limited instrument in relation to assessing the overall culture of a unit. It is unclear whether – and if – the AFCAP tool will be used as the instrument against which to measure a CO's performance and the extent to which data can be localised.

Similarly, the role of Group Equity Coordinators and the reporting of UB data has been established for some years.<sup>66</sup> The Audit is unclear why this has been provided as evidence of progress of implementation of Recommendation 4 and is unsure how, and to what extent, this is taken into account at the local level or in relation to a CO's PAR.

The key element of Recommendation 4 is individual accountability. Many of the initiatives implemented at the Service level are positive and, taken together, will be powerful tools to promote a healthy organisational culture. The missing element, however, continues to be personal and professional accountability and the impact this has on career progression. The Audit urges Defence and the Services to recommit to the implementation of Recommendation 4 as a priority.

## Conclusion – Principle 1

Many of the building blocks upon which to achieve cultural reform are now in place. The ADF's leadership quickly and decisively accepted the ADF Review's recommendations and promulgated a Foundation Statement supporting the intent and principles of the cultural change program and gender equality. The Audit has no doubt about the strong commitment of senior leadership to reform.

The key mechanism by which to monitor and track progress, the Performance Framework, is robust and has been developed with significant input from the Services, but is still not operational. As the Report will detail, the ADF has invested a great deal of effort into progressing initiatives, some of which are being evaluated. To date, however, there has been no single coherent accountability mechanism by which to monitor impact, report comprehensively, or evaluate success against agreed criteria. The Audit encourages Defence to implement the Performance Framework as a matter of priority.

The 'Women in the ADF' Report has been published and includes a great deal of valuable information, providing an important and public baseline against which to track and report on progress. It contains data collated from various Defence databases and the Audit acknowledges the ADF's efforts in this regard. There are a number of gaps in information which the Audit trusts will be addressed in future reports. The 'Women in the ADF' Report is not as easily accessible as the ADF Review intended and it would be improved by better presentation, further analysis and interpretation.

The ADF is a dispersed, complex, fast paced organisation. The intent of many of the ADF Review's recommendations is to embed the commitment to cultural reform into everyday practice through policy, practice, and individual accountability. Generally the Services responded to Recommendation 4 by referring to broad cultural change programs, with some minimal changes to performance reporting. This is necessary but insufficient. Holding senior individuals to account for playing their part in achieving broad organisational reform is an essential, but missing, element.

- 1 Department of Defence, *Information DEFGRAM No 812/2012: Chiefs of Service Committee Foundation Statement Regarding the Implementation of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report*, 26 August 2013.
- 2 The Audit notes a minor change of wording from 'Flexible working arrangements underpin capability' to 'Flexible working arrangements enhance capability'. The Audit does not view this as a significant change.
- 3 Chiefs of Service Committee, *Agendum Paper 69 of 13: Framework for Gender Inclusion in the Australian Defence Force – Implementing Recommendations from the Review into the Treatment of Women in the Australian Defence Force – Phase 2 Report*, 22 July 2013, provided to the Audit by ODU, 29 October 2013.
- 4 Defence People Group, *Performance Framework for Gender Inclusion in the Australian Defence Force*, October 2013, p 2, provided to the Audit 29 October 2013.
- 5 Draft Navy D&I Strategy (2013-2018).
- 6 Director of Navy Plans and Programs, *Decision Brief for CN: CN Diversity and Inclusion Statement*, June 2013.
- 7 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 4. The Audit has not been provided the Navy People Plan and cannot comment on the extent to which this will address the recommendation.
- 8 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 4.
- 9 Chief of Army, *Army Gender Diversity Plans*, Minute, OCA/OUT/2012/R11956695, 6 August 2012; Chief of Army, *Army Gender Diversity Developments*, letter to Sex Discrimination Commissioner, 8 August 2012; Chief of Army, *Enhancing Capability Through Gender Diversity*, CA Directive 16/12, R11887082, 20 August 2012.
- 10 Chief of Army, *Enhancing Capability Through Gender Diversity*, CA Directive 16/12, R11887082, 20 August 2012.
- 11 Chief of Army, *The Introduction of 'Respect' as Army's Fourth Value*, CA Directive 31/13, R15040840, 4 July 2013. The value of 'Respect' has been added to the existing values of 'Courage, Initiative and Teamwork'.
- 12 Chief of Army, *Respect – the Fourth Value* (Speech, Townsville, 4 July 2013).
- 13 Directorate of Officers' Career Management – Army, *Guidance for the Completion of AE359 Performance Appraisal Report (ePAR)*.
- 14 Chief of Army's Senior Advisory Committee, *Chief of Army's Senior Advisory Committee Submission: Enhanced Career Management – Army (Soldiers)*, June 2013.
- 15 Chief of Army's Senior Advisory Committee, *Chief of Army's Senior Advisory Committee Submission: Enhanced Career Management – Army (Soldiers)*, June 2013.
- 16 Chief of Air Force, *New Horizons – Air Force's Cultural Reform Program*, RAAF Minute OCAF/OUT/2012, 12 December 2012.
- 17 Chief of Air Force, *New Horizons – Air Force's Cultural Reform Program*, RAAF Minute OCAF/OUT/2012, 12 December 2012.
- 18 Royal Australian Air Force, *Air Force Summary Tracking Sheet*, 2013, p 1; Nous Group, *Air Force New Horizons Personnel Strategy and Plan*, 21 December 2012, p 5.
- 19 Chief of Air Force, letter to Sex Discrimination Commissioner, 26 August 2013.
- 20 A number of examples of these were provided to the Audit as evidence.
- 21 Royal Australian Air Force, *New Horizon – Air Force Adaptive Culture Post 14 Sep 12 Action Plan Summary*, Version 7, 25 July 13.
- 22 Chief of Air Force, letter to Sex Discrimination Commissioner, 26 August 2013.
- 23 Royal Australian Air Force, *Recommendation 4 – Supplementary Information: Air Force Cultural Assessment Project 2013 Overview*; Organisational Development Unit, email to the Audit, 11 December 2013.
- 24 Royal Australian Air Force, *The Royal Australian Air Force Leadership Companion*, June 2013.
- 25 Director General Personnel – Air Force, *Brief for CAF: Air Force Leadership Companion*, AB12021423, March 2013.
- 26 Director General Personnel – Air Force, *Brief for CAF: Air Force Leadership Companion*, AB12021423, March 2013.
- 27 Director General Personnel – Air Force, *Brief for CAF: Air Force Leadership Companion*, AB12021423, March 2013, p 8.
- 28 Chief of Air Force, *Senior Officer Appraisal – Mandatory Performance Object*, CAF Directive 01/13, 21 November 2012.
- 29 Royal Australian Air Force, *Senate Estimates Brief: Cultural Reform Initiatives – New Horizons Program*, Minute, DGFPER- AF/OUT/1013, May 2013; Director General Personnel – Air Force, *Values and Ethics PMET CLOs based on Broderick Recommendations*, June 2013.
- 30 The Audit made this request for further information on 27 November 2013.
- 31 Organisational Development Unit, email to the Audit, 4 December, 2013.
- 32 Deputy Secretary, Defence People, correspondence to the Audit, 25 June 2013.
- 33 Sex Discrimination Commissioner, correspondence, 11 October 2013.
- 34 The 'Notes' state that for Officer (which comprise 920 of the 923 personnel noted) this will include senior officer but the figures are not limited to senior officers.
- 35 Deputy Secretary, Defence People, correspondence to the Audit, 25 June 2013.
- 36 Sex Discrimination Commissioner, correspondence, 11 October 2013.
- 37 Australian Human Rights Commission, *Review into the Treatment of Women in the Australian Defence Force: Phase 2 Report (2012)*, p 13, Table 16.
- 38 Australian Human Rights Commission, *Review into the Treatment of Women in the Australian Defence Force: Phase 2 Report (2012)*, p 13.
- 39 Deputy Secretary, Defence People, correspondence to the Audit, 25 June 2013.
- 40 Sex Discrimination Commissioner, correspondence, 11 October 2013.
- 41 Deputy Secretary, Defence People, correspondence to the Audit, 25 June 2013.

- 42 Deputy Secretary, Defence People, correspondence to the Audit, 25 June 2013.
- 43 Sex Discrimination Commissioner, correspondence, 11 October 2013.
- 44 Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013, Chapter 4. At <http://www.defence.gov.au/AnnualReports/12-13/default.asp> (viewed 6 January 2014).
- 45 Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013, p 106. At <http://www.defence.gov.au/AnnualReports/12-13/default.asp> (viewed 6 January 2014).
- 46 Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013. At <http://www.defence.gov.au/AnnualReports/12-13/default.asp> (viewed 6 January 2014).
- 47 Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013, p 105. At <http://www.defence.gov.au/AnnualReports/12-13/default.asp> (viewed 6 January 2014).
- 48 Deputy Secretary Defence People, *Audit Evidence for Australian Human Rights Commission: Review into the Treatment of Women in the Australian Defence Force – Phase Two Report – 2012*, provided to the Audit on 26 August 2013.
- 49 For example, PULSE Surveys, 360 degree assessments.
- 50 Chiefs of Service Committee Outcomes, *Agendum 69 of 13: Framework for Gender Inclusion in the Australian Defence Force – Implementing Recommendations from the Review into the Treatment of Women in the Australian Defence Force – Phase 2 Report, 2012*, 18 October 2013, Attachment C, at [4c], provided to the Audit by ODU, 29 November 2013.
- 51 For example, J Oakland and S Tanner, 'Successful Change Management' (2007) 18(1-2) (January–March) *Total Quality Management*, pp 1-19; McKinsey & Company, *Women Matter: Gender Diversity, A Corporate Performance Driver* (2007) p 21.
- 52 Chiefs of Service Committee Outcomes, *Agendum 69 of 13: Framework for Gender Inclusion in the Australian Defence Force – Implementing Recommendations from the Review into the Treatment of Women in the Australian Defence Force – Phase 2 Report, 2012*, 18 October 2013, Attachment C, at [6], provided to the Audit by ODU, 29 November 2013.
- 53 This includes widening access to other Defence databases like HRMES, MARS, ComTrack.
- 54 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 6, reference to CP 13, CP 13.4 and CP 1.
- 55 Director General Navy People, *Noting Brief for CN: Recommendation 4 – Broderick Review (Phase 2)*, Reference R15279129, August 2013.
- 56 Chief of Air Force, *Senior Officer Appraisal – Mandatory Performance Object*, CAF Directive 01/13, 21 November 2012.
- 57 Royal Australian Air Force, *Audit Evidence: Recommendation 4*, 2013.
- 58 The Appointment to Command is provided to all COs upon taking up their role. Example provided to Audit.
- 59 Director General Personnel – Air Force, *Brief for CAF: Development of new Performance Appraisal System*, AB14041593, June 2013.
- 60 Director General Personnel – Air Force, *Brief for CAF: Development of new Performance Appraisal System*, AB14041593, June 2013.
- 61 This is a combined figure of those who 'slightly agree', 'agree' or 'strongly agree', Air Force Safety Culture Survey 2013 – Perceptions of Negative Organisational Behaviours.
- 62 This is a combined figure of those who 'slightly agree', 'agree' or 'strongly agree', Air Force Safety Culture Survey 2013 – Perceptions of Negative Organisational Behaviours.
- 63 Chiefs of Service Committee Outcomes, *Agendum 69 of 13: Framework for Gender Inclusion in the Australian Defence Force – Implementing Recommendations from the Review into the Treatment of Women in the Australian Defence Force – Phase 2 Report, 2012*, 18 October 2013, Attachment C at [4(c)], provided to the Audit by ODU, 29 November 2013. Paragraph 4(c) lists these as 'changing operational context, unforeseen personnel impacts and resource constraints etc'.
- 64 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, pp 6-10.
- 65 Primarily in response to an identified 'lack of consistency and a tendency toward inflation' (Directorate of Officers' Career Management – Army, *Guidance for the Completion of AE359 Performance Appraisal Report (ePAR)*).
- 66 Director General Personnel – Air Force, *Branch Level Instruction – Air Force Group Equity Coordinator*, November 2011.



# Chapter 5:

## Principle 2: Diversity of leadership increases capability

### Key findings of ADF Review

The ADF Review stated that harnessing all available leadership talent, and employing a diversity of thought and experience, was critical to increasing capability, and to more effective problem solving. It noted that the ADF was an organisation largely comprised of white Australian men, which lacked the perspectives and experiences of women, Aboriginal and Torres Strait Islander peoples, and those of culturally and linguistically diverse backgrounds.

The ADF Review found that the traditional linear career model was a constraint on the ADF's ability to manage its workforce flexibly. Traditional models were not delivering the diversity of leadership that high performing organisations require. The ADF Review specifically found a significant under-representation of women at decision making levels – women comprising about two percent of generalist star ranked officers in Navy and Air Force, and about six percent in Army.<sup>1</sup> The ADF Review concluded that targeted interventions were needed for the ADF to increase the representation of women and build pathways for women into leadership.

The Audit's findings in respect of each recommendation under this Principle follow.

### Recommendation 5

**COSC should review and redesign the custom and practice of selecting the most senior strategic leadership positions in the ADF from combat corps codes with the object of selecting from a broader group of meritorious candidates, particularly women. In this endeavour, promotions boards to senior ranks should be as diverse as possible and include at least one person external to the Service.**

### Intent of Recommendation 5

The intention of Recommendation 5 was to promote diversity in leadership and to help the ADF to address the lack of women among its senior leadership group. The recommendation was not intended to undermine the principle of merit, but rather to allow the ADF to consider a broader range of meritorious candidates for promotion in order to be best placed to meet future leadership and operational imperatives.

### Implementation actions

The ADF Performance Framework for Gender Inclusion in the Australian Defence Force (Performance Framework) lists two relevant action items:

1. Increase women's representation in strategic leadership positions across the ADF
2. Every promotion board/selection panel for senior ranking positions...is to include at least one woman and one member who is 'external to Service'.<sup>2</sup>

The sub-actions assigned to these items include examining the requirements of senior leaders' positions and investigating options for flexibility in accessing critical training gateways, and in the responsibilities assigned to various offices and personnel.

COSC has agreed that every promotion board or selection panel for senior ranking positions (defined as Lieutenant Colonel or equivalent and above, and Warrant Officer Class 2 or equivalent and above) should include a minimum of one woman, and one person 'external to Service'.<sup>3</sup> It is notable that 'external to Service' was defined so as to 'include ex-Defence or Defence Public Servants'.

The Directorate of Senior Officer Management (DSOM) has undertaken a review of all star-rank positions, and identified a number that were previously quarantined for those with a 'combat/operator/pilot' background, which have been opened up to generalists.<sup>4</sup> DSOM approximates that this process has reduced the number of quarantined positions from 97 to 51. This is a very positive development.

Other departments (including International Policy and Capability Development Group) have been independently pursuing their own small scale diversity initiatives. The first Assistant Secretary of International Policy is seeking to increase the number of women in overseas representative roles,<sup>5</sup> and the Commander Capability Development Group is also seeking to diversify the Capability Development Group workforce.<sup>6</sup>

## Navy

Navy's action has focussed on integrating gender representatives and external representatives onto promotions boards.

Since 2012, Navy has had a 'gender representative' on officer promotion and command/charge selection boards. The representative was generally a female, but for categories where there was majority female participation (eg nursing) it was a male.<sup>7</sup> Navy also had at least one woman on its 2013 warrant officer promotions boards.<sup>8</sup>

Navy had an 'external to Service' representative on all senior promotion boards in 2013. The external to Service appointment was a former senior ranking Navy member with decades of service, who has recently moved to a civilian agency.<sup>9</sup> This representative participated in senior officer promotion and Command selection boards. External to Service members are also appointed to promotions boards for CMDR and WO rank.<sup>10</sup>

The Chief of Navy's promotion board guidance for 2013 made mention of several issues that the Audit believes are important for increasing gender diversity in higher ranks, such as ensuring that Part Time Leave Without Pay and flexible working arrangements were not negative discriminators in consideration.<sup>11</sup>

## Army

Army's actions in response to this principle are underpinned by its ECM models.<sup>12</sup> The ECM models (for officers and soldiers) require changes to the career management systems with the goal of better managing a contemporary workforce, and acknowledging the changing workforce demographics, and providing rewarding experiences that will help attract and retain workers.

In 2012, Army had external observers/members on Promotion Advisory Committees (PAC) for the Australian Command and Staff Course, and found that this 'enhance[d] PAC outcomes'.<sup>13</sup> The use of external observers has continued for promotions to senior officer and senior other rank PACs.<sup>14</sup> The formal policy regarding PAC observers remains under development.

Various PAC deliberation guidance documents also noted the ECM and career pathway strategies.<sup>15</sup>

## Air Force

Air Force has mandated the presence of women and external to Service members on all senior promotions boards, and is progressing towards realising this.<sup>16</sup>

In 2013, Air Force had a female representative on over 90% of promotion and command boards.<sup>17</sup>

Air Force is also working on several initiatives for 2014, including 'investigating opportunities' to have external human resource specialists sit on promotion boards in 2014, updating Chief of Air Force's promotion board guidance, and assessing promotion board processes and tools.<sup>18</sup>

## Audit findings

Overall very good progress has been made on Recommendation 5. COSC and each Service have implemented initiatives that should begin to address a lack of diversity in the senior ranks of the ADF. A number of plans and initiatives, such as the redesign of senior leaders' position requirements, may require complementary work or ongoing monitoring in order to achieve the desired outcomes. Other initiatives, such as policies and practices that ensure female and external representation on promotion boards, will immediately encourage the consideration of a diversity of views.

This section will first examine the work done by the ADF and each Service, then provide an analysis of the representation of women in senior ranks in 2013, which acts as an update of the analysis conducted by the ADF Review in 2012.

The Performance Framework gives responsibility to:

- the Service Chiefs and DSOM for undertaking the review of star rank positions
- the CDF and Service Chiefs for mandating the inclusion of 'at least' one woman and one external member on promotion boards, and
- Commanders and directors, who are responsible for ensuring that 'women have fair and equitable access to career development opportunities that might position them for future progression in the ADF.'<sup>19</sup>

This division of responsibilities provides a good foundation to address Recommendation 5, and will create the conditions that may allow greater diversity in leadership to exist. Further clear and positive direction, however, may better help the ADF achieve the goals it is aiming to achieve.

Certainly, it should be a given that leadership positions are filled after an assessment of merit, competence, performance and ability. In addition, however, filling the most senior leadership positions also requires a consideration of less tangible qualities, such as mutual trust and respect. These considerations are often opaque and consequently hard to define or enshrine in policy. The Audit is mindful that this can be a 'black art' and is encouraged by discussions in which senior leadership have indicated a desire to open these matters to more transparency.

The Audit has also been told that some individual decisions about leadership positions are being made in keeping with the spirit and intent of Recommendation 5. While this is welcome and may be well intentioned, an individualistic and personalised approach may not be sustainable as current leadership personnel move on.

Instead, it is important to take a more systemic approach – one that challenges the traditions, assumptions and customs across the organisation that have seen the most senior strategic positions drawn from a narrow range of work backgrounds.

To this end, in April 2012, COSC stated that 'every promotion board/selection panel for senior ranking positions...will include at least one woman and one member who is 'external to Service'.<sup>20</sup> This is a pragmatic decision, which the Audit agrees is likely to be necessary in the early stages of promotion board reform. However, this approach could compromise the independence of perspectives being brought to the discussion. The inclusion of external to Service board members who are *not* ex-Defence or Defence Public Service members has more potential to encourage a diversity of views and to deliver robust outcomes.

Each Service will therefore need to balance resource requirements and necessary levels of organisational knowledge with the potential gains that the incorporation of expert external perspectives could bring. Air Force's investigation of the potential involvement of an external Human Resources specialist could deliver great benefits.<sup>21</sup>

The degree to which the Services have implemented COSC's directive to date is varied.

## Navy

Navy has had women on officer promotions boards since 2012, and women on warrant officer promotions boards since 2013, as well as a representative from an external branch or Primary Qualification (PQ), and an ex-Defence external representative on the most senior boards.<sup>22</sup> It is unclear whether this has been formalised in policy.<sup>23</sup>

The Chief of Navy's promotion board guidance for 2013 addressed several areas that the Audit believes are important for increasing gender diversity in higher ranks. For example, the guidance noted that 'Part Time Leave Without Pay and flexible working arrangements are not to be used as an adverse discriminator for promotion' and that 'mere time in ranks is not an indication of talent or experience'.<sup>24</sup> This aligns with arguments made in the ADF Review that the ADF would be well served by building more flexibility into its traditional career models and the Audit therefore welcomes these developments.<sup>25</sup>

## Army

Army has focussed efforts on 'inclusion of external observers/members from Australian Public Service, other services and the private sector', which it has had at the ACSC PAC in 2012, and senior officer and other rank PACs in 2013.<sup>26</sup>

Information provided about Army PACs lists female attendees, but again it is unclear whether the requirement for gender diversity on boards has been formalised yet.

Air Force had a female representative on over 90% of promotion and command boards in 2013,<sup>27</sup> and has mandated the inclusion of at least one woman and an external to Service member on all senior officer and other rank boards in 2014.<sup>28</sup>

However, the Audit heard that, unfortunately, there has been an unintended consequence of this requirement:

We have this year been told that we need to have a female on the board or a female as a career advisor in the room. And unfortunately there are only [a few] female career advisors, which means that our workload has tripled.<sup>29</sup>

The Services should therefore be alert to and be prepared to combat any adverse impact of this requirement.

Army's new Enhanced Career Management (ECM) models for both officers and other ranks are blueprints for a redesign of its career management systems to better align them with the realities – and diversity – of the current Australian workforce.

These are commendable models which will leave Army well-placed to develop and capitalise on the best of its talent as each is implemented.

The officer ECM notes that, while the current system is continuing to deliver ‘sufficiently talented officers’, it was:

fundamentally designed for, and is optimised to support, an overwhelmingly masculine workforce. While this may have reflected societal norms and served our purposes in the past, if Army is to remain a respected, robust and capable land force we must attract and retain more women.<sup>30</sup>

It contains a number of initiatives, including:

- reformed PAC training and conduct and career management functions, developed mentoring and networking programs
- relaxed time in rank requirements ‘at more senior levels’
- ‘a greater level of interaction between the officer and the CMA’
- ‘FWA with no detriment to the officer’s career progression’, and
- alternate Command and Staff College experiences including distance programs.<sup>31</sup>

Army aims to have a ‘mature ECM model’ by December 2013, then to conduct a final review of ECM implementation in June 2014.<sup>32</sup> A successful implementation of ECM initiatives will give Army a robust framework from which to modernise its career management.

The soldier ECM uses ‘the framework of the officer ECM, leveraging initiatives which can be equally applied to soldiers.’<sup>33</sup> This model allows for greater flexibility in a number of areas and ‘lays the foundation for the effective implementation of PLAN SUAKIN’. The soldier ECM work is not as advanced as its officer counterpart, and Army should seek to leverage successful officer initiatives into its soldier stream where possible.

There appears to be a good awareness of the ECM models among those driving promotions and careers processes.<sup>34</sup> In addition, the 2013 Army PAC deliberation guidance, given to all PAC members, refers to the new ECM models and their aims, as well as giving an explanation of some aspects and the reasoning behind them.

## Air Force

Air Force has similarly been working on developing policy responses to Recommendation 5. The Directorate of Personnel – Air Force (DP-AF) has circulated a statement of intent requiring changes to the promotions board processes for 2014.<sup>35</sup> These included:

- Creating materials emphasising the benefits of non-traditional career paths for trial at 2014 boards
- Ensuring members with a break in service were presented in a positive manner
- Identifying a talent management framework
- Exploring ways to make board members aware of conscious and unconscious bias.

Air Force also provided the Audit with copies of an annual analysis of promotions by gender, completed by its senior officer for Gender Initiatives in 2012 and 2013.<sup>36</sup> The analysis for 2013 is constructively critical, and notes that while:

There is more work to be done to improve the progression of women in Air Force, [however] at promotion and selection boards, women are exceeding overall participation ratios in terms of achieving higher rank and command selection.<sup>37</sup>

It also notes two areas of concern, being a relative under-representation of women in senior promotions in some larger feminised categories, and an under-representation of women in promotions in non-traditional roles. The analysis presents spread sheets of data to back up these findings, and suggests reasons for their occurrence.

## Women's representation

The ADF Review contained a section illustrating women's representation in each part of all the Services, as at the end of financial year 2010-2011, and over time from 2004-2005 to 2010-2011. It presented a series of figures, for officers and other ranks of each Service, illustrating women as a proportion of each rank over time, the breakdowns of women and men as a proportion of each rank, and the number and proportion of women at senior ranks.<sup>38</sup>

An update of this exercise is presented below, along with a brief comparison between the 2013 and 2011 data. The 2013 data is taken from the 2012/2013 'Women in the ADF' Report,<sup>39</sup> and the 2011 data was provided by the Workforce Planning Branch.<sup>40</sup>

It should be noted that the figures below use the same templates used in the ADF Review report, though the figures provided for a small number of Army other ranks were provided in different groupings for 2013 compared to 2011. The Audit does not believe that this affects any of the comparisons conducted below in any substantial way.<sup>41</sup>

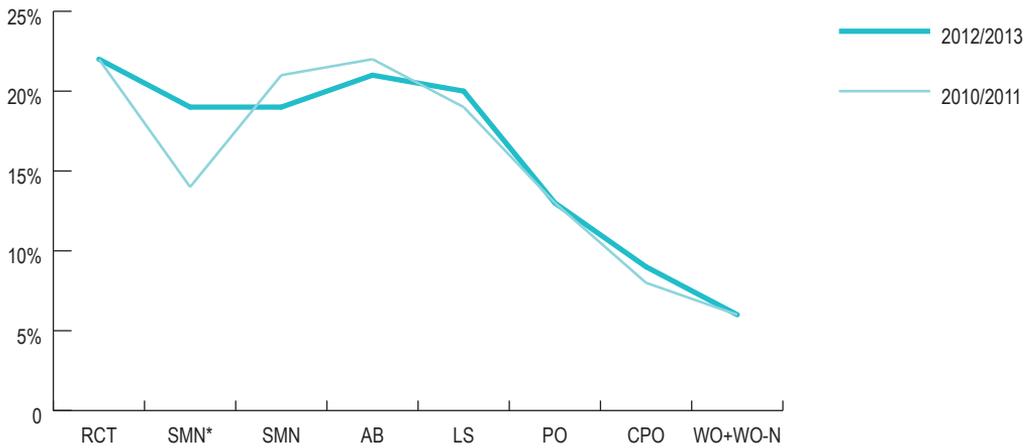
### Representation of women in the ADF: 2013 update

- In 2013, women remain under-represented across most areas of the ADF, including in leadership, however there have been improvements in many areas over the past two years.
- Women make up 14.4% of all permanent ADF personnel (2011 figure was 13.8%).
- Women make up 17.8% of all ADF officers (2011 – 17.4%), and 13.3% of all other ranks (2011 – 12.6%).
- By Service, women make up 18.4% of Navy (2011 was 18.5%), 11% of Army (2011 – 9.9%) and 17.5% of Air Force (2011 – 17.1%).
- Women make up 6% of star ranks (2011 – less than 5%), and 8.3% of warrant officers (2011 – less than 8%).

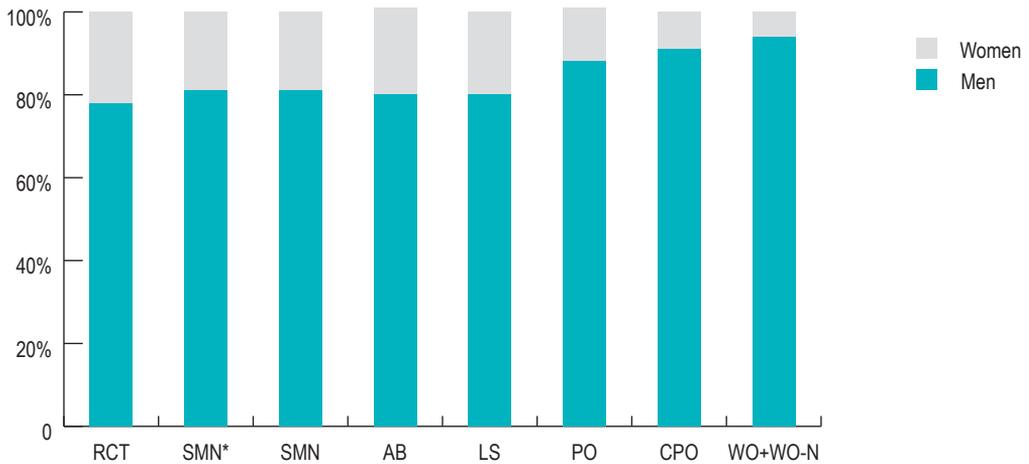
## Navy, other ranks (OR)

The overall representation of women among Navy ORs in 2013 is about the same as it was in 2011 (18% in 2013, compared to 17.9% in 2011). There has been a slight improvement in the representation of women at CPO, but representation remains about the same at the ranks of PO and WO.

**Figure 1: Proportional representation of women, Navy other ranks, financial years 2010/2011 and 2012/2013**



**Figure 2: Women and men as a proportion of each Navy other rank, financial year 2012/2013**



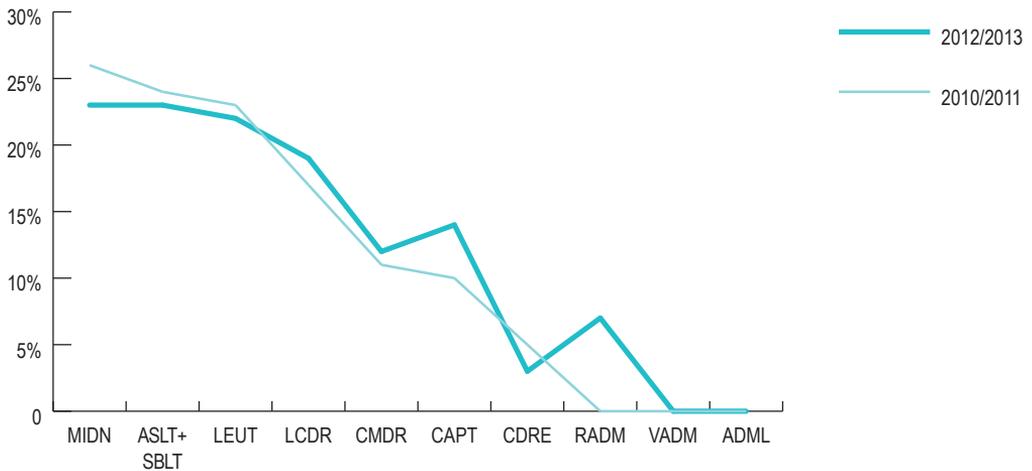
**Figure 3: Navy women senior non-commissioned officers, 2010/2011 and 2012/2013**

Rank	2010/2011		2012/2013	
	Number and proportion of total women (and men) / rank		Number and proportion of total women (and men) / rank	
<b>PO</b>	162 (men 1110)	12.7%	172 (men 1202)	12.5%
<b>CPO</b>	74 (men 848)	8.0%	87 (men 842)	9.4%
<b>WO + WO-N</b>	11 (men 167)	6.2%	13 (men 190)	6.4%

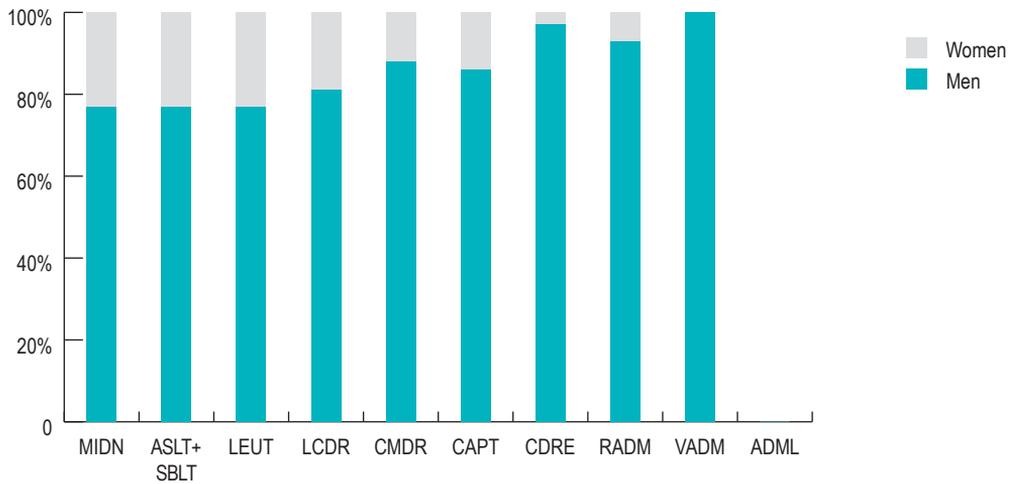
### Navy, officers

The overall representation of women among Navy officers has fallen slightly since 2011 (19.9% in 2013, compared to 20.3% in 2011). Representation at the more senior ranks has improved, with the most senior woman wearing the rank of Rear Admiral.

**Figure 4: Proportional representation of women, Navy officer ranks, financial years 2010/2011 and 2012/2013**



**Figure 5: Women and men as a proportion of each Navy officer rank, financial year 2012/2013**



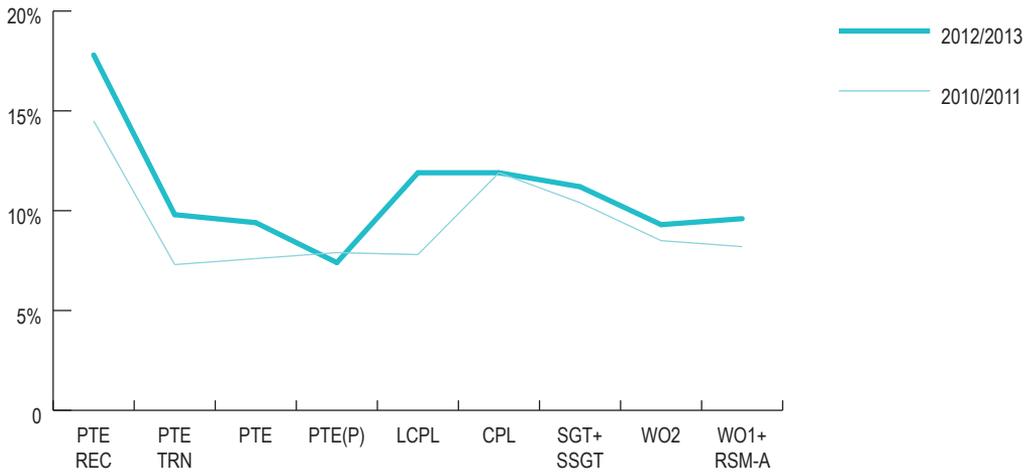
**Figure 6: Navy women senior officers, 2010/2011 and 2012/2013**

Rank	2010/2011		2012/2013	
	Number and proportion of total women (and men) / rank		Number and proportion of total women (and men) / rank	
LCDR	124 (men 587)	17.4%	136 (men 593)	18.7%
CMDR	38 (men 313)	10.8%	45 (men 337)	11.8%
CAPT	11 (men 102)	9.7%	16 (men 101)	13.7%
CDRE	2 (men 35)	5.4%	1 (men 38)	2.6%
RADM	0 (12 men)	0%	1 (men 14)	6.7%

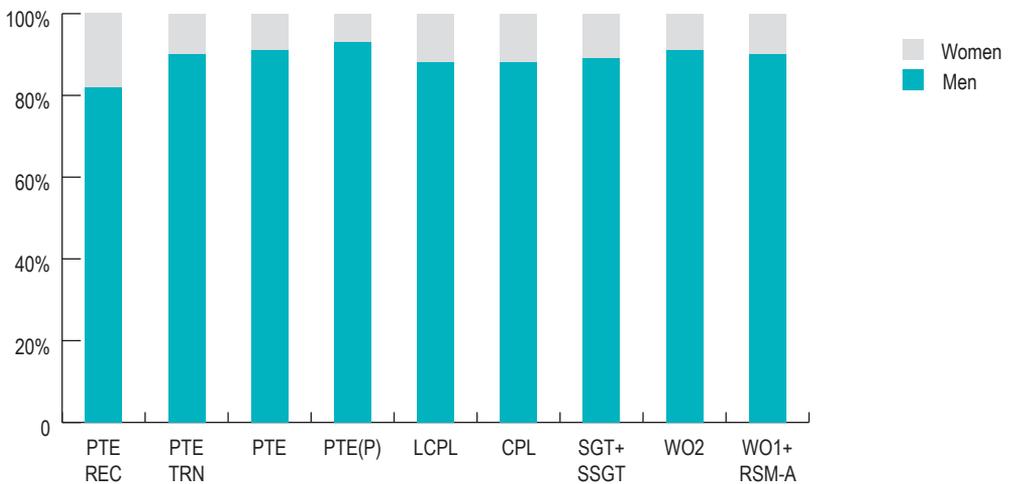
## Army, other ranks

The overall representation of women in Army ORs remains relatively low but it has improved since 2011 (9.8% in 2013, compared to 8.7% in 2011). The progression of women through Army ORs remains relatively equitable, with women making up 9.6% of WO1 and 9.3% of WO2.

**Figure 7: Proportional representation of women, Army other ranks, financial years 2010/2011 and 2012/2013**



**Figure 8: Proportion of women and men, Army other ranks, financial year 2012/2013**



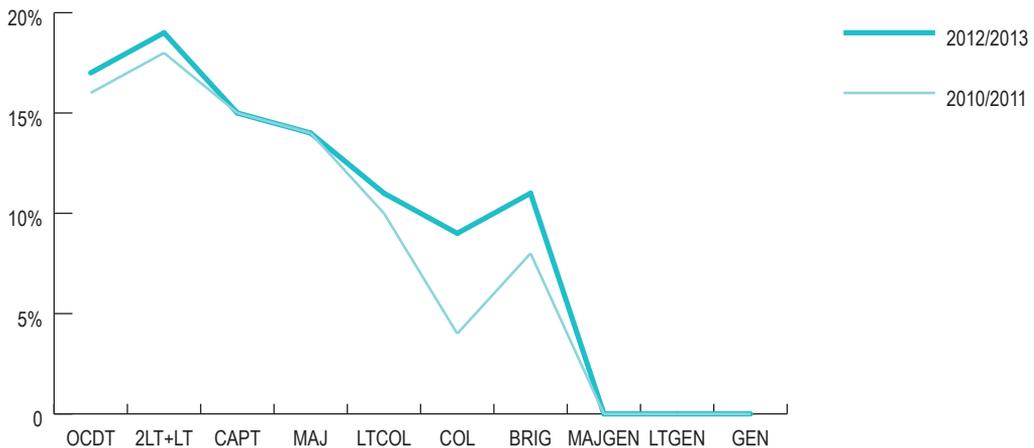
**Figure 9: Army women senior non-commissioned officers, 2010/2011 and 2012/2013**

Rank	2010/2011		2012/2013	
	Number and proportion of total women (and men) / rank		Number and proportion of total women (and men) / rank	
SGT + [SSGT, 2011]	293 (men 2512)	10.4%	299 (men 2367)	11.2%
WO2 + [SSGT, 2013]	169 (men 1822)	8.5%	181 (men 1758)	9.3%
WO1 + RSM-A	56 (men 629)	8.2%	64 (men 606)	9.6%

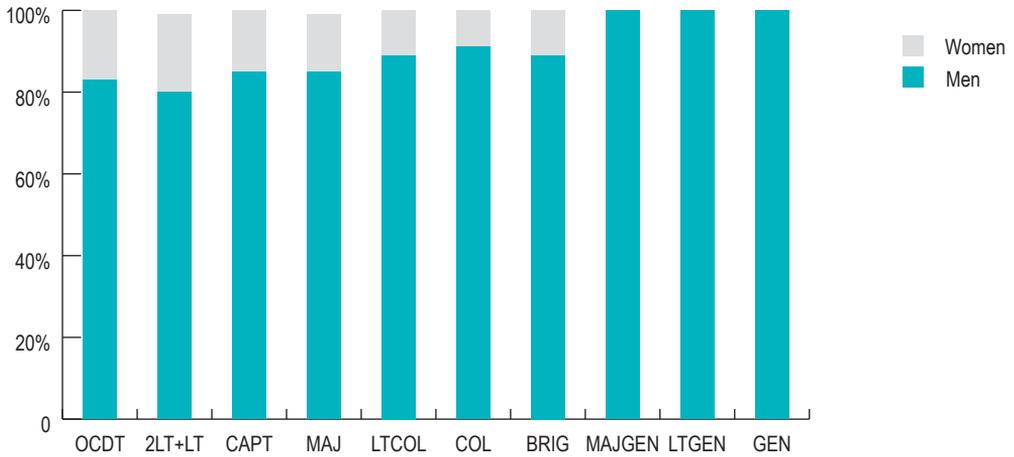
### Army, officers

The overall representation of women among Army officers has improved since 2011 (15.2% in 2013, compared to 14.5% in 2011).<sup>43</sup> Representation at the more senior ranks (COL and BRIG) has also improved, and the Audit is aware that one woman was promoted to MAJGEN in financial year 2013/2014, the first female general service officer to reach that rank.<sup>44</sup>

**Figure 10: Proportional representation of women, Army officer ranks, financial years 2010/2011 and 2012/2013**



**Figure 11: Women and men as a proportion of each Army officer rank, financial year 2012/2013**



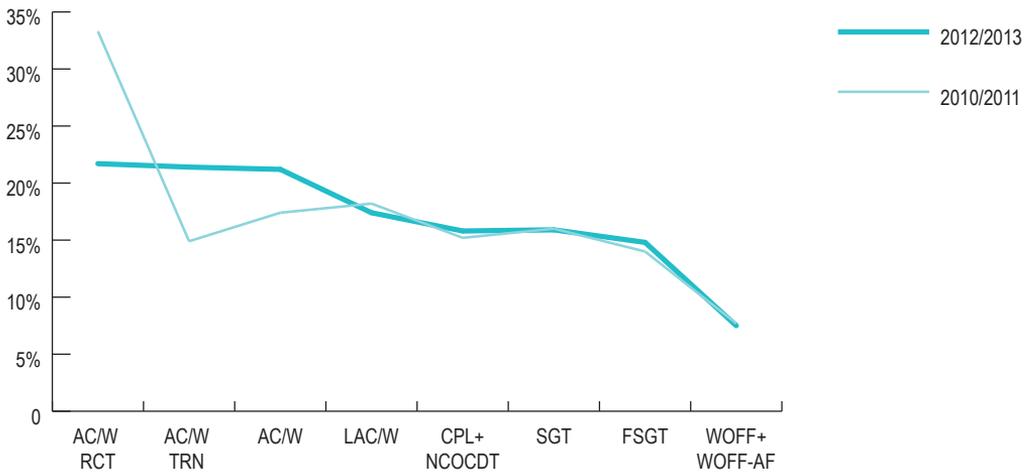
**Figure 12: Army women senior officers, 2010/2011 and 2012/2013**

Rank	2010/2011		2012/2013	
	Number and proportion of total women (and men) / rank		Number and proportion of total women (and men) / rank	
MAJ	228 (men 1385)	14.1%	244 (men 1439)	14.5%
LTCOL	62 (men 527)	10.5%	68 (men 549)	11%
COL	7 (men 152)	4.4%	16 (men 159)	9.1%
BRIG	4 (men 48)	7.7%	6 (men 49)	10.9%

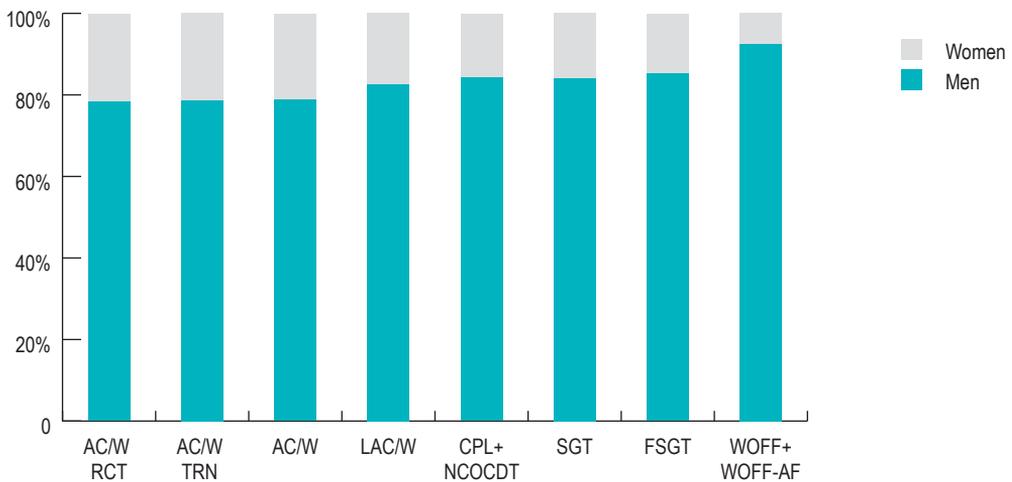
## Air Force, other ranks

The overall representation of women among Air Force ORs in 2013 is slightly higher than it was in 2011 (16.3% in 2013, compared to 16% in 2011). There has been a slight improvement in the representation of women at FSGT, but representation remains about the same at the ranks of SGT and WOFF.

**Figure 13: Proportional representation of women, Air Force other ranks, financial years 2010/2011 and 2012/2013**



**Figure 14: Women and men as a proportion of each Air Force other rank, financial year 2012/2013**



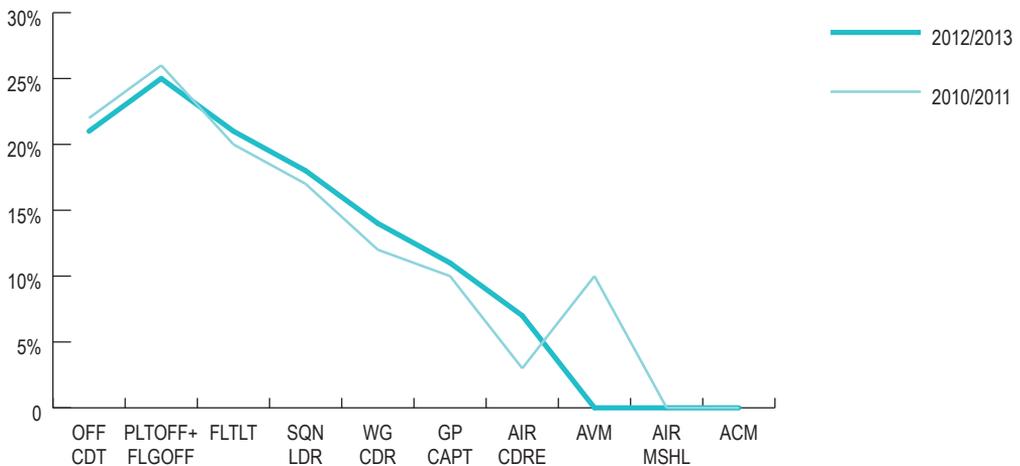
**Figure 15: Air Force women senior non-commissioned officers, 2010/2011 and 2012/2013**

Rank	2010/2011		2012/2013	
	Number and proportion of total women (and men) / rank		Number and proportion of total women (and men) / rank	
<b>SGT</b>	283 (men 1482)	15.9%	259 (men 1375)	15.9%
<b>FSGT</b>	102 (men 624)	12.7%	107 (men 617)	14.8%
<b>WOFF + WOFF-AF</b>	44 (men 527)	7.7%	41 (men 504)	7.5%

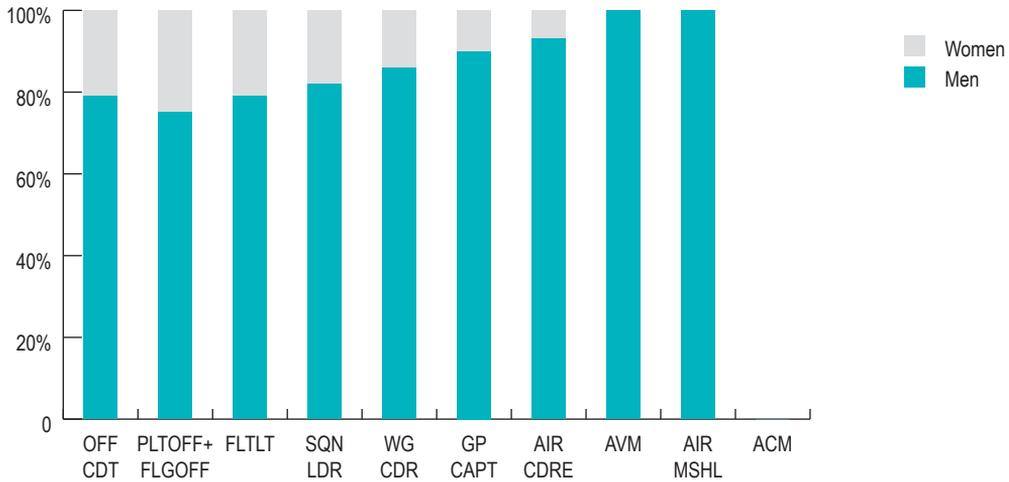
### Air Force, officers

The overall representation of women among Air Force officers has risen since 2011 (19.8% in 2013, compared to 19.3% in 2011). Representation at the more senior ranks has improved between the ranks of SQNLDR and AIRCDRE, however there is no woman at the rank of AVM in 2013.

**Figure 16: Proportional representation of women, Air Force officer ranks, financial years 2010/2011 and 2012/2013**



**Figure 17: Women and men as a proportion of each Air Force officer rank, financial year 2012/2013**



**Figure 18: Air Force women senior officers, 2010/2011 and 2012/2013**

Rank	2010/2011		2012/2013	
	Number and proportion of total women (and men) / rank		Number and proportion of total women (and men) / rank	
<b>SQNLDR</b>	178 (men 896)	16.6%	199 (men 896)	18.2%
<b>WGCDR</b>	53 (men 397)	11.8%	63 (men 400)	13.6%
<b>GPCAPT</b>	12 (men 109)	9.9%	15 (men 131)	10.3%
<b>AIRCDRE</b>	1 (men 38)	2.6%	3 (men 41)	6.8%
<b>AVM</b>	1 (men 9)	10%	0 (men 8)	0%

## **Recommendation 6**

**In order to broaden the talent pool from which leadership is drawn, each Service Chief should identify and implement a target aimed at broadening the work background of people available to enter into leadership positions. The Service Chiefs should:**

### **For Officers:**

- **Identify all promotional gateways across the Services, including, and commensurate with, Australian Command and Staff College and Centre for Defence and Strategic Studies.**
- **Establish a target in Australian Command and Staff College and Centre for Defence and Strategic Studies (or commensurate promotional gateways) for people who are drawn from non-warfare corps codes (with an initial focus on categories which have a higher representation of women including Supply, Logistics, Administrative or Health Service roles).**

### **For Other Ranks:**

- **Identify promotional gateways and career development opportunities that position individuals for selection to rank of Sergeant (or equivalent) and establish a target for women.**

**The Service Chiefs should report annually against these targets in the 'Women in the ADF' Report.**

## **Intent of Recommendation 6**

The intention of Recommendation 6 was to clarify the existence and role of key career gateways, as well as to examine the profile of the cohort that successfully navigates these gateways, so as to help the Services to identify where workforce pipeline blockages exist. The creation of targets for a broad range of candidates, including women, at these gateways was recommended to help the Services develop a broad and inclusive senior leadership group.

## **Implementation actions**

The Performance Framework requires each Service to:

Ensure women's representation on ACSC [Australian Command and Staff College], CDSS [Centre for Defence and Strategic Studies], in command positions and other career/training opportunities is proportionate to their overall representation in the competitive pool from which candidates are drawn.<sup>45</sup>

It gives responsibilities to:

- Service Chiefs to mandate the requirement, and provide targeted guidance to selection panels
- Personnel Directors General to issue a directive to personnel staff and ensure implementation
- Commanders/Directors to ensure that women have fair and proportionate access to career development/training opportunities.<sup>46</sup>

COSC also agreed that Services set a gender target for ACSC, CDSS and other gateways.<sup>47</sup>

## Navy

Navy has provided data and input to the 'Women in the ADF' Report to track its progress against COSC requirements. It has also provided data to the Audit which shows it meeting these requirements in the majority of areas identified, including women's representation at Australian Command and Staff College (ACSC), Centre for Defence and Strategic Studies (CDSS) and command appointments overall.<sup>48</sup> It is falling slightly below its target for the leading seaman and petty officer promotions courses.

Navy has also undertaken work to standardise and improve access to career development opportunities and requirements by:

- reforming the Navy Leadership Development Workshops, and making them a mandatory requirement for promotion<sup>49</sup>
- approving a limited number of education arrangements for personnel to support remote or family flexible arrangements
- procuring two intensive delivery modules at UNSW Canberra to support career development.<sup>50</sup>

## Army

Army has provided data which shows it meeting the COSC requirements in most areas identified, including women's representation at ACSC, CDSS and command appointments overall.<sup>51</sup> In addition, Army has presented the Audit with a longer term analysis that indicates positive trends in female representation among unit commanders.<sup>52</sup> It has fallen slightly below its target for Sergeant promotion course.

Army is also building flexibility into its career progression model through ECM initiatives, including offering career support to those who have travelled less traditional career paths, and recognising professional development outside Army.

## Air Force

Air Force has provided data which indicates that it met its ACSC target in 2013, and it has 'agreed to meet the gender targets for 2014, particularly for ACSC, noting there must be a balanced approach to ensure all Air Force capability needs are considered.'<sup>53</sup> It has not provided data for CDSS.<sup>54</sup>

Air Force has also developed a policy directive noting that:

- from 2015, female representation at ACSC and CDSS should be representative of the proportion of women available for selection
- initial focus would be on specialisations with high representation of females, but this should be broadened over time

- promotion boards should be aware of a range of career pathways and how these may strengthen Air Force.<sup>55</sup>

Air Force is making its Professional Military Education and Training (PMET) more flexible by offering distance learning options, and by waiving the residential requirement for members unable to attend for 'legitimate reasons' such as being on maternity leave.<sup>56</sup> In addition, PMET education course learning outcomes are being assessed to ensure that they are aligned with ADF Review recommendations.<sup>57</sup>

## Audit findings

All Services have made progress in addressing the intent of this Recommendation, particularly in meeting the headline targets set by COSC for representation at ACSC and notable gateways. This is a positive development. More could be done to identify other key gateways and conducting analyses of how these affect career pipelines. Information provided by Navy and Air Force makes the point that ACSC and CDSS are less important career milestones in their Services compared to Army.

The Performance Framework and COSC have provided targets for women's representation at ACSC, CDSS and equivalent gateways for each Service. The Audit urges that the use of the word 'proportionate' in these cases does not act as a ceiling, but as a minimum floor, on women's overall representation.

The Directorate of Senior Officer Management (DSOM) review and reclassification of dozens of star-rank positions (noted at Recommendation 5) may also assist in giving a diverse range of candidates more opportunity to navigate key career gates.

All Services have been examining aspects of their workforce pipelines as they relate to women and career progression for some time. Navy notes that it:

Has been tracking and monitoring female distribution, recruitment and retention and a myriad of other indicators for many years.<sup>58</sup>

Army has provided data indicating that female representation at unit commander level has been tracked and analysed for some years,<sup>59</sup> and Air Force notes that:

Since the development of the Air Force Personnel Strategy in 2002, Air Force has been actively removing unnecessary barriers to promotion...[leaving only] the completion of Professional Military Education and Training and minimum seniority.<sup>60</sup>

These sorts of efforts provide good data and baseline information. Notwithstanding the work done, women remain vastly under-represented in senior leadership positions. Several initiatives recently put in place (or updated) will help clarify key requirements for promotion, and provide for alternative pathways to the more traditional career gateways.

Navy is doing this through the Navy Leadership Development Workshops (NLDW), Army through the ECM, and Air Force through PMET. Chief of Navy has recently made the completion of NLDW 'a mandatory prerequisite for promotion from 01 Jan 2013' for all personnel at the rank of captain, commander, lieutenant-commander, warrant officer and chief petty officer.<sup>61</sup> The Audit did not receive the curriculum for these courses and workshops but Navy notes that they are 'a crucial part of the leadership and ethics pillar of the NGN strategy'<sup>62</sup> and improvements in the representation of women at some of Navy's more senior ranks may be partially attributed to the changes in NLDW policy. Certainly, having a broad based requirement open to (and required by) all personnel offers the opportunity to build strong peer networks that will assist in career development.

Army's officer ECM will seek to provide alternate opportunities for personnel to meet key career milestones, including Command and Staff College alternatives. It will also acknowledge 'commensurate professional/academic experience outside Army' and apply the 'traditional career sequence...in a more flexible manner'.<sup>63</sup> These initiatives will be implemented and reviewed throughout 2014.<sup>64</sup>

The soldier ECM proposes similar reforms to the soldier career model, focussing on changes to time in rank and talent management, and the creation of a Flexible Work Cell.<sup>65</sup> These reforms will address access and equity issues reported by some personnel, particularly those with family responsibilities. The Audit does not, as yet, have information about the exact form these alternatives will take, but the work planned should provide options, and widen what had been seen by some personnel as a relatively rigid career continuum.

Air Force has released a schedule of all PMET requirements to be met by other ranks before being eligible for promotion.<sup>66</sup> It has also announced a new policy directive that outlines various changes to officer career management, including ensuring selection panels are cognisant that:

Alternative career paths, breaks in service, civilian employment and equivalent experiences through alternate means [may be valuable assets].<sup>67</sup>

In addition to these initiatives, the Services have also provided gender disaggregated data about representation specifically at the gates mentioned in the recommendation – ACSC, CDSS command and sergeant equivalents.

As previously noted, ACSC and CDSS are more prominent parts of the Army career model when compared with both Navy and Air Force. Army advises that:

ACSC is a pre requisite for promotion to LTCOL on the Command and Leadership Pathway... [and] CDSS is normally a pre requisite for promotion to BRIG on the Command and Leadership Pathway.<sup>68</sup>

In Navy:

Neither the Centre for Defence Strategic Studies (CDSS) nor Command, are promotion gateways for Captain (O6) to Commodore (O7) in Navy...[and] Australian Command and Staff College (ACSC) is not a gateway to promotion to CMDR (O5).<sup>69</sup>

Similarly, Air Force notes that:

Attendance at certain courses such as Australian Command and Staff [College] and the Centre for Defence and Strategic Studies may certainly be a competitiveness factor, and may be a prerequisite for certain positions, [but are] not an eligibility factor for promotion.<sup>70</sup>

With this context, it is understandable that Army is looking at more options than the other Services in developing alternatives to gateways at these career points. As indicated above, however, Navy and Air Force have not nominated the equivalent gateways for their Services. The Audit encourages them to identify and examine these gateways in order to achieve the intent of the recommendation.

The Army officer ECM acknowledges the stresses of residential courses on 'broader family considerations' and the fact that 'many attending [ACSC] already have tertiary qualifications commensurate or in excess of what ACSC may provide'.<sup>71</sup> It notes that Australian Defence College (ADC), Headquarters Forces Command (HQ FORCOMD) and career management agencies were working on developing distance study programs through ADC and a number of Australian universities.

As indicated, there has been good overall progress made in relation to Recommendation 6. Each Service has worked towards the targets set by COSC in this area, and in many cases has met them, as outlined below. In summary:

## Navy

- Navy has exceeded the targets set by COSC for female representation at ACSC, CDSS and command appointments in 2012/2013.
- Navy advised that promotional gateways that are 'commensurate with ACSC or CDSS' are those associated with professional mastery relevant to employment workgroup. Additionally, Navy recognises the Capability and Technology Management Program (CMTP) as an equivalent alternate course to ACSC, in augmenting professional expertise to prepare officers for future promotion.<sup>72</sup>
- Women are generally well represented in the board recommendations for Navy command and charge positions in 2014/2015 made to date. The one exception is in the category of minor war vessel sea command, where women comprise only nine percent of those recommended. Overall representation of women in command and charge appointments for 2014/2015 is 19%.
- Women are under-represented at the leading seamen and petty officer promotion courses, and over-represented at the chief petty officer promotion course.

## Army

- Army has exceeded its targets for female representation at ACSC, CDSS and command appointments in 2012/2013.
- Army has seen large increases in numbers of women in command positions, particularly over the previous two years.
- Women's representation on Subject 1 for SGT (the promotion course that is a prerequisite for promotion to SGT for all Army trades) is slightly below the target.

## Air Force

- Air Force is exceeding its target for female representation at ACSC in 2013 and 2014.
- Based on information published in the 'Women in the ADF' Report, Air Force is exceeding its target for female representation at CDSS.
- Air Force also notes that, of 83 current O5 command appointments, 72 are male (86%) and 11 are female (14%).<sup>73</sup>

All Services have contributed information about their achievements in this area to the 'Women in the ADF' Report and, as set out in the Performance Framework, will be required to continue to do so through COSC.

Figure 19: Navy officer gateways, women's representation 2012/2013

2012/2013	Proportion of women in competitive pool (target)			Representation of women (achieved)		
	Total in competitive pool	Women in competitive pool	% women in competitive pool (target)	Total places/appointments	No of women	% women achieved
ACSC	729	136	19%	25	6	24%
CDSS	117	17	15%	5	1	20%
Command appointments	117	17	15%	8	2	25%

Figure 20: Navy officer command and charge board recommendations for 2014/2015

	Total positions	Male	Female	Female %	Notes
ACSC	31	24	7	23%	Includes reserve positions
Shore command	3	2	1	33%	
Shore charge	11	8	3	28%	
MWV sea command	22	20	2	9%	
Sea charge	44	36	8	18%	

Figure 21: Navy other rank gateways, women's representation 2012/2013

2012/2013	Proportion of women in competitive pool (target)			Representation of women (achieved)		
	Total in competitive pool	Women in competitive pool	% women in competitive pool (target)	Total places/appointments	No of women	% women achieved
LSPC (AB)	2917	599	21%	844	128	15%
POPC (LS)	873	178	20%	216	32	15%
CPOPC (PO)	711	76	11%	119	16	13%

Figure 22: Army officer gateways, women's representation 2012/2013

2012/2013	Proportion of women in competitive pool (target)			Representation of women (achieved)		
	Total in competitive pool	Women in competitive pool	% women in competitive pool (target)	Total places/appointments	No of women	% women achieved
ACSC	159	9	6%	61	5	8%
CDSS	43	3	7%	10	2	20%
Command appointments	72	14	19%	36	9	25%

Figure 23: Army other rank gateways, women's representation

Criteria/Year	Total Army filled Units	Total female CO	Total female % total units	Total new CO selected	New female CO selected	New female % new units
2014	79	15	19%	36	9	25%
2013	78	8	10%	29	5	17%
2012	79	4	5%	23	0	0%
2011	81	5	6%	29	2	7%
2010	80	7	9%	37	4	10%
2009				40	3	8%
2008				35	2	6%
2007				36	2	6%
2006				31	2	6%

**Figure 24: Army other rank gateways, women's representation 2012/2013**

2012/2013	Proportion of women in competitive pool (target)			Representation of women (achieved)		
	Total in competitive pool	Women in competitive pool	% women in competitive pool (target)	Total places/ appointments	No of women	% women achieved
<b>Subject 1 for SGT</b>	3984	512	13%	1198	126	11%

**Figure 25: Air Force officer gateways, women's representation 2012/2013**

2012/2013	Proportion of women in competitive pool (target)			Representation of women (achieved)		
	Total in competitive pool	Women in competitive pool	% women in competitive pool (target)	Total places/ appointments	No of women	% women achieved
<b>ACSC</b>	122	16	13%	36	7	19%
<b>CDSS</b>	150	16	11%	6	1	17%
<b>Command appointments</b>	521	71	14%	30	4	13%

**Figure 26: Air Force other ranks gateways, women's representation 2012/2013**

2012/2013	Proportion of women in competitive pool (target)			Representation of women (achieved)		
	Total in competitive pool	Women in competitive pool	% women in competitive pool (target)	Total places/ appointments	No of women	% women achieved
<b>Members meeting promotion conditions including Professional Military Education and Training</b>	1114	146	13%	218	30	14%

## Recommendation 7

The Service Chiefs should instruct their Directors General of Personnel to build flexibility into the career model, time in rank provisions, timing of and access to 'career gates' and career pathways to enable more flexibility in career progression. This includes, but is not limited to:

- Developing, on request, longer term career plans (ie more than 5 years) for personnel to allow for different life stages and changing requirements.
- Developing joint career plans for partners who are both serving members to ensure greater family stability and career opportunities for both members.
- Developing mechanisms that would allow people on leave, who so wish, to access training/career gate courses online to enable a person's currency of their role to be maintained. This could also include a register of voluntary tasks or projects which, if undertaken while on leave, could be reported on for purposes of performance appraisal and therefore be put to promotions boards.
- Reforming time in rank requirements by decoupling traditional career pathways and continuous service from promotions processes.
- Offering an active talent management program for high performing individuals with leadership potential who choose to participate.

## Intent of Recommendation 7

The intent of Recommendation 7 was to help the ADF to build flexibility into career models, with the aim of developing more balanced and rewarding careers for personnel, as well as enabling the ADF to make the most of its workforce talent.

## Implementation actions

The Performance Framework includes three action items with partial relevance to this Recommendation:

1. Implement/monitor programs for networking, sponsorship, talent management, mentoring, and support
2. Deliver negotiated 'support to posting' plans for all members who require them, as part of routine career/posting planning processes
3. Increase the level of workplace flexibility across the ADF.

These items are dealt with more directly as part of Principle 4 ('Greater flexibility will strengthen the ADF') but some accountabilities and responsibilities have relevance to Recommendation 7 as they relate to longer term careers.

## Navy

Navy has referred the Audit to work recommended and completed as part of NGN Culture Project 12 – Manage Career More Flexibly (further examined later in the Report), as well as future planned work as evidence of action against Recommendation 7. Some aspects of the work noted below are new elements that can be considered partial responses, while others have been provided by Navy as support of ongoing initiatives in the area.

Navy has noted that each of its categories have discrete career continuums, suggesting that different approaches will be needed in different categories. It has provided details of work done by the submarine community to reform its career continuum and allow concentrated sea phases and onshore development.

Navy has also completed work in the following areas, with the aim of building flexibility into career models:

- Education – Navy has provided the Audit with the names of eight personnel who are flexibly accessing higher education to ‘support remote or family flexible arrangements’. It has also procured flexible delivery education units through UNSW Canberra in July 2012 for career development and professional currency.
- Communication – the ‘keep in touch’ program is aimed at keeping in touch with members of the Maritime Warfare Officer (MWO) community while on periods of extended leave with a view to retaining their services at the completion of this leave.
- Remote access work – the ‘MWO sponsor program’ matches projects and tasks with members interested in remote location work. Navy has also distributed 1,650 remote network access tokens so that members can access projects off base.

## Army

Army’s current and future action in this area is underpinned by its ECM models. The officer ECM seeks:

Flexible career management initiatives such as consideration of commensurate experiences for career milestones, broadening Promotional Advisory Committee consideration to include non-traditional career pathways, consideration of career breaks, outplacements or secondments, greater posting flexibility to primary caregivers, extending the duration of a member’s posting duration, enhanced networking and mentoring and talent management initiatives.<sup>74</sup>

Army has also provided individual examples of where these policies have been enacted. Examples include Army’s professional acknowledgement of the experience of three officers who were promoted to new positions on account of their external qualifications; and the external secondments to large and innovative civilian organisations of a number of high-achievers in order to broaden the knowledge base that they will bring back to Army.

The soldier ECM is a more recent document and, though less has been done for other ranks, it has:

Proposed changes to minimum time in rank, talent management and the creation of a flexible work cell...[and] reduc[ing] portfolio size and ratios and allow[ing] DSCM-A to be able to provide tailored career guidance.<sup>75</sup>

Army has also redesigned its annual reporting documents, and circulated a DVD to Commanding Officers to explain how the new process works.

## Air Force

Air Force has updated a number of policies and processes, and is developing others that will address Recommendation 7. It has developed a new promotion board guidance that stresses the importance of acknowledging 'alternative career paths, breaks in service, civilian employment and equivalent experiences'.<sup>76</sup>

Air Force is also drafting position profiles for all Air Force roles, which will provide data to 'augment the emergence of a personal career management system and tools to aid individual career planning'.<sup>77</sup> It has new directives clarifying policies for working remotely and flexible working arrangements (effective from 2013) and an older directive outlining expected work-life balance guidelines (2008).<sup>78</sup>

Air Force also notes that a new Performance Appraisal Form is under development.

## Audit findings

It is difficult to assess how well the Services are addressing Recommendation 7. Of all the ADF Review's recommendations, building the flexibility needed to provide rewarding careers and equitable opportunities for personnel, as well as to improve retention rates, is a project that will need to be monitored over a number of years to evaluate its success.

Nevertheless, all Services have made a promising start on flexible work practice and should be able to build on this. Navy should expand on the narrow, but defined, career continuum reforms in the submariner area and apply the relevant lessons more broadly. Conversely, Army and Air Force should ensure that overarching policies – such as the ECM and position profiles – are embedded and reflected in the day to day realities for personnel 'on the ground'.

As one senior officer told the Audit about changes in career management:

That's where the rubber hits the road. If we weren't experiencing friction in the career management space, then we wouldn't be doing our job.<sup>79</sup>

## Navy

Navy has directed the Audit to work completed in response to Recommendation 13 and 14 as its response to this Recommendation. These recommendations deal with flexible working arrangements, and elements of the initiatives undertaken in these areas have relevance to building flexibility into longer term career models.

Navy has also drawn attention to the fact that it has been attempting for some time to balance its seagoing requirements with an acknowledged need to provide greater flexibility.<sup>80</sup> Navy argues that the seagoing responsibilities of personnel make a blanket agreement to flexibility unachievable.<sup>81</sup> The Audit acknowledges that there is no one-size-fits-all solution and that there may need to be diversity in the arrangements that are possible.

Navy has also noted that:

Each Primary Qualification/Category has a discrete career continuum... [and] these continuums are linear in nature and require adaptation to further support flexibility and increased female participation.<sup>82</sup>

Navy engaged the assistance of an external consulting firm to undertake a review of workplace flexibility options. The report 'Enhancing Capability through Flexibility' delivered recommendations on work and job design, development and career pathways, performance and promotion, posting alignment and strategic workforce planning.<sup>83</sup>

Further the current Workforce Management Continuous Improvement Project is implementing a range of initiatives within Navy People Branch to more effectively manage the Navy workforce, including: category design and category management; personnel information management and Personnel Branch skill augmentation.<sup>84</sup>

Reform at an individual primary qualification level has been completed by the submariner community. The MWO submariner career continuum has been reorganised so that members can complete their seagoing requirements in discrete blocks, and plan to have more flexible working arrangements, or career breaks, outside of these blocks. Other Navy categories should look to the example set by the submariner community, and examine whether their career continuums could be similarly redesigned in ways that reflect the reality of members' responsibilities.

## Army

Army has similarly noted the need to build flexibility into its career model at strategic points on the career continuum. Army's officer ECM:

Focuses on the 7-8 year window between senior CAPT and Unit Command when key career milestones are traditionally achieved, which is also the window when most Australian women have their first child.<sup>85</sup>

The evidence provided by Army is impressive, and includes an overarching policy in the form of the ECM, as well as individual examples of work completed. The work includes the outplacement of a number of members to external opportunities, and the acknowledgement of externally acquired skills.

The soldier ECM has identified a number of areas in which flexibility gains are possible. The reorganisation of soldier career management so that a number of pre-corporal ranks are managed at a local level will give greater capacity to career managers to develop bespoke approaches.

## Air Force

Air Force's new directives will clarify key policies, and the Enhanced Position Profiles data will be a powerful tool enabling greater interaction between individuals and prospective careers.

Recommendation 7 also made specific suggestions about areas in which action might be taken to increase flexibility in the career model. These included developing longer term career plans; developing joint career plans; allowing personnel to access career development while on leave; and reforming time in rank requirements. Some of the work done in response to these suggestions has been encouraging, but in many cases there is scope for further development and expansion.

The main tool used by all Services as a baseline for longer term career planning is the ADF Employment Preferences and Restrictions (EPAR) form.<sup>86</sup> It is mandatory for all personnel except RAN Officers, for whom it is optional. This form is not a new invention, but has been supplied as evidence that the Services are meeting the goal of offering longer term career plans.

Throughout the process of the ADF Review and Audit, the research team heard mixed views about the efficacy of the EPAR. If this is to remain the long term career planning tool used by the ADF, there may be value in increasing its prominence and use through training which stresses the importance of an up to date and comprehensive EPAR.

All Services have a relatively large number of serving couples (Air Force also supplied data noting that it was currently managing 2106 members married to serving members)<sup>87</sup> and have a desire to manage careers in a way that balances work and family responsibilities.<sup>88</sup> Despite this, joint career plans happen largely on an *ad hoc* basis. Further work to formalise processes for serving couples, and to assist them to access joint career plans, would help the ADF to promote family friendly practices.

All Services have undertaken work to allow those on leave to access training or professional development opportunities. The initiatives include:

- Navy's flexible delivery modules at UNSW at ADFA, and its examples of individuals who have been able to access individual programs and education opportunities to support remote family postings
- Army's development of outplacements for high performers, and its acknowledgement of the value of education gained external to Army, including alternatives to ACSC
- Air Force allowing members to access certain learning opportunities by distance education while on leave.

A more proactive development of similar initiatives could offer members more scope to creatively manage and invigorate their careers, while offering to bring new skills to the ADF. Each Service should look to the initiatives being pursued by the other Services to identify initiatives that could be leveraged for their own benefit.

There appears to have been little substantial work completed with regards to time-in-rank reform. Navy notes that sailors are already able to access accelerated promotion 12 months before achieving minimum time in rank, and they are giving consideration to implementing something similar for officers.<sup>89</sup> Army will remove some 'filters,' particularly at the more senior officer ranks, but indicates that, at junior ranks, the current arrangements will remain.<sup>90</sup> For soldiers, minimum time in rank requirements will be increased, after a review found that there was 'an unrealistic expectation of quick promotion, which... can reduce career longevity.'<sup>91</sup>

Meanwhile, Air Force reformed its time in rank regulations some years ago so that there is a minimum of two years required at each rank.<sup>92</sup> The Audit was informed that a desire to balance expectations and ensure that the requisite level of experience was gained before promotion, underpinned the decision to maintain the majority of the time in rank requirements.

## Conclusion – Principle 2

The ADF and each Service has reformed a number of areas of their career management systems in ways that will help strengthen and diversify leadership ranks, offer members more rewarding and stable career paths, and better utilise their workforces. Reforms include broad policy documents (for example Army's ECM model blueprints), individual work category career reorganisations (for example the Navy MWO submariner reforms), and Service specific career management innovations (for example Air Force's enhanced position profile database). Many of these reforms are innovative, and could be applied more widely to have an impact on more personnel. Each Service should look to the work completed by the other Services to see what they can apply in their own contexts.

A number of tri-Service reforms will challenge some of the norms and traditions that have delivered a senior leadership from a narrow range of backgrounds. These reforms include the review of star-rank positions that has opened dozens of roles previously quarantined for those from combat/pilot/operator backgrounds; the targets for women's representation at key promotional gateways; and the mandating of female and external members on promotions boards.

Finally, further efforts can be made to formalise the management of longer term career planning and joint career plans, while more could be done by Navy and Air Force to identify and analyse key career gates other than ACSC and CDSS.

The ADF and Services should be commended on their engagement in this area. There is no doubt that women continue to remain vastly under-represented in senior leadership in all three Services. With the reforms initiated, however, it is reasonable to expect positive developments in the coming years.

- 1 The Review found that:
- In Navy, of the 52 generalist star ranked officers, there is only one woman (1.9%), despite women representing 20% of officers in Navy. Additionally, out of three specialist star ranked officers, there are currently two women from the Health Services category.
  - In Army, of the 71 generalist star ranked officers, there are currently only four women (5.6%), despite women representing 14.5% of officers in Army. Additionally, out of the three specialist star ranked officers there is currently one woman from the Legal category.
  - In Air Force, of the 53 generalist star ranked officers, there is currently only one women (1.9%), despite women representing 18.9% of officers in Air Force. Additionally, out of the two specialist star ranked officers, there is currently one woman from the Health Services category.
- From Australian Human Rights Commission, *Review into the Treatment of Women in the Australian Defence Force* (2012), p 26.
- 2 Defence People Group, *Performance Framework for Gender Inclusion in the Australian Defence Force*, October 2013, p 10, provided to the Audit by ODU, 29 October 2013.
- 3 Chiefs of Service Committee, *Agendum 50 of 13 – Strategies for implementing recommendations from the Review into the Treatment of Women in the Australian Defence Force – (Broderick) Phase 2 Report, 2012*, 18 April 2013.
- 4 Directorate of Senior Officer Management, *Brief for CDF (through HPC): Implementation of Broderick Report Phase 2, Recommendation 5*, DSOM/OUT/2012/AB11054522, 22 January 2013.
- 5 Email correspondence between Directorate of Senior Officer Management and Defence International Policy, April 2013.
- 6 Capability Development Group, *Increasing Numbers of Service Women in Capability Development Group*, 26 March 2013.
- 7 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 11.
- 8 Warrant Officer Promotion Boards, 28 March 2013, provided to the Audit on 30 August 2013.
- 9 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 11.
- 10 *Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013.
- 11 Chief of Navy, QBB and CAB Members, *2013 Promotion Board Guidance*, CN/OUT/2013/203/.
- 12 Chief of Army, *Army Officer Enhanced Career Management (ECM) model – Implementation*, CA Directive 05/13, AB11730022, 19 December 2012; Chief of Army's Senior Advisory Committee, *Chief of Army's Senior Advisory Committee Submission: Enhanced Career Management – Army (Soldiers)*, June 2013.
- 13 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, 2013, p 3 [18].
- 14 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, 2013, p 3 [19].
- 15 For example, Directorate of Soldier Career Management – Army, *Administrative Instruction 2013 Annual Promotion Personnel Advisory Committee Series for Target Rank SGT-WO1*, 8 August 2013; Director General Career Management Army, *2013 Major to Lieutenant Colonel Personnel Advisory Committee (PAC) Deliberation Guidance*, 28 March 2013; Office of the Chief of Army, *2013 Star PAC Deliberations Guidance* 23 January 2013.
- 16 Director General Personnel – Air Force, *DGPERS-AF Policy Directive 03/2013: Diversity on Promotion Boards*, 15 June 2013. Air Force advises that it has had female representatives on boards since 2003, but in 2013 added an external member to the board and formalised this as under a Directive (*Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013).
- 17 Royal Australian Air Force, *Extract/summaries taken from DGPERS-AF brief for CAF for April 2013 COSC*.
- 18 Royal Australian Air Force, *Audit Evidence: Recommendation 5*, 2013.
- 19 Defence People Group, *Performance Framework for Gender Inclusion in the Australian Defence Force*, October 2013, p 10, provided to the Audit by ODU, 29 October 2013.
- 20 Chiefs of Service Committee, *Agendum 50 of 13 – Strategies for implementing recommendations from the Review into the Treatment of Women in the Australian Defence Force – (Broderick) Phase 2 Report, 2012*, 18 April 2013.
- 21 Royal Australian Air Force, *Audit Evidence: Recommendation 5*, 2013; Tailored HR Solutions, *Proposal: To Participate in Air Force Promotions Board 2014*.
- 22 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 11.
- 23 Materials provided to the Audit did not include any policy or directive to this effect, however a senior member of Navy said that the career management manual did contain this information (Meeting 9).
- 24 Chief of Navy, CN/OUT/2013/203, QBB and CAB Members, *2013 Promotion Board Guidance* at [6].
- 25 See Australian Human Rights Commission, *Review into the Treatment of Women in the Australian Defence Force: Phase 2 Report* (2012), p 144.
- 26 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, 2013, p 3.
- 27 Royal Australian Air Force, *Extract/summaries taken from DGPERS-AF brief for CAF for April 2013 COSC*.
- 28 Director General Personnel – Air Force, *DGPERS-AF Policy Directive 03/2013: Diversity on Promotion Boards*, 15 June 2013.
- 29 Meeting 17.
- 30 Chief of Army, *Army Officer Enhanced Career Management (ECM) model – Implementation*, CA Directive 05/13, AB11730022, 19 December 2012.

- 31 Chief of Army, *Army Officer Enhanced Career Management (ECM) model – Implementation*, CA Directive 05/13, AB11730022, 19 December 2012.
- 32 Chief of Army, *Army Officer Enhanced Career Management (ECM) model – Implementation*, CA Directive 05/13, AB11730022, 19 December 2012, Annex A, *ECM Implementation Task Matrix*.
- 33 Chief of Army's Senior Advisory Committee, *Chief of Army's Senior Advisory Committee Submission: Enhanced Career Management – Army (Soldiers)*, June 2013.
- 34 Meeting 16.
- 35 Directorate of Personnel – Air Force, *DGPERS-AF/OUT/AB15061674 Statement of Intent – Promotion Boards*, 20 August 2013.
- 36 Email correspondence to DGPERS-AF et al, *Analysis of Promotions by Gender; Promotion Analysis 2013.xls* and attachments, 15 March 2013, provided to the Audit on 26 August 2013.
- 37 Royal Australian Air Force, *Senate Estimates Brief: Employment of Women in the RAAF*.
- 38 Australian Human Rights Commission, *Review into the Treatment of Women in the Australian Defence Force: Phase 2 Report* (2012), pp 93-107.
- 39 Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013. At <http://www.defence.gov.au/AnnualReports/12-13/default.asp> (viewed 26 November 2013).
- 40 Australian Human Rights Commission, *Review into the Treatment of Women in the Australian Defence Force* (2012), p 92 citing *ADO\_PERSONNEL by Sex and Rank FY0405 to FY1011 v2* provided to the Review by the Workforce Planning Branch, 15 November 2011.
- 41 The Review was provided with figures that disaggregated LCPL (an Army only rank) and CPL. The 'Women in the ADF' Report combines the two. This is understandable, as LCPL is a rank that not all personnel move through on their way to CPL, and contains smaller numbers of personnel. The Audit uses the combined figure provided in the 'Women in the ADF' Report for both LCPL and CPL individually. The Review also combined SSGT (an Army only rank) with SGT. The 'Women in the ADF' Report combined SSGT with WO2. The numbers of SSGT are so small (11 in 2011, 15 in 2010) as to have little overall effect on the rank that they are added to.
- 42 Women make up 8.3% of the Warrant Officer 1 or equivalent rank (E09 and E10). If Warrant Officer 2/Staff Sergeant or equivalents (E07 and E08) ranks are included, the proportion of women is 9.8% (*Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013 citing Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013. At <http://www.defence.gov.au/AnnualReports/12-13/default.asp>). The Audit notes that this differentiation has been made to ensure comparability with the 2011 data, as provided in the text above.
- 43 The first female promoted to MAJGEN was MAJGEN Cosson in November 2007 (*Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013).
- 44 S Smith MP, *Gender in Defence and Security Leadership Conference*, Minister for Defence, 13 March 2013. At <http://www.minister.defence.gov.au/2013/03/13/minister-for-defence-speech-gender-in-defence-and-security-leadership-conference/> (viewed 27 November 2013).
- 45 Defence People Group, *Performance Framework for Gender Inclusion in the Australian Defence Force*, October 2013, p 11, provided to the Audit by ODU, 29 October 2013.
- 46 Defence People Group, *Performance Framework for Gender Inclusion in the Australian Defence Force*, October 2013, p 11, provided to the Audit by ODU, 29 October 2013.
- 47 Chiefs of Service Committee, *Agendum 50 of 13 – Strategies for implementing recommendations from The Review into the Treatment of Women in the Australian Defence Force – (Broderick) Phase 2 Report, 2012*, 18 April 2013.
- 48 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 14.
- 49 Chief of Navy, *Navy Leadership Development Workshops*, R060544Z, March 2013.
- 50 Email correspondence, 17 July 2013, provided to the Audit on 30 August 2013.
- 51 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, 2013.
- 52 Australian Army, *ARA UNIT COMD TRENDS*.
- 53 Royal Australian Air Force, *Extracts/summaries taken from DGPERS-AF brief for CAF for April 2013 COSC*.
- 54 The Audit notes that there was Air Force CDSS data published to the 'Women in the ADF' Report and Air Force later advised that this data be used to ensure comparability with the other Services (*Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013).
- 55 Air Force Headquarters, *DGPERS-AF Policy Directive 02/2013 – Diversity of Leadership – Staff College and Command Selections for Women*, 15 June 2013.
- 56 Royal Australian Air Force, *Audit Evidence: Recommendation 6 – Supplementary Information*, 2013.
- 57 Air Force Headquarters, *DGPERS-AF AB14058360: Values and Ethics CLOs Based on Broderick Recommendations*, 11 June 2013.
- 58 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 5. Note that Navy's response to Recommendation 6 refers to Recommendation 3.
- 59 Australian Army, *ARA UNIT COMD TRENDS*.
- 60 Royal Australian Air Force, *Audit Evidence: Recommendation 6*, 2013.
- 61 Chief of Navy, *Navy Leadership Development Workshops*, R060544Z, March 2013.

- 62 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 15.
- 63 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, 2013, p 4 [26].
- 64 Chief of Army, *Army Officer Enhanced Career Management (ECM) model – Implementation*, CA Directive 05/13, AB11730022, 19 December 2012.
- 65 Chief of Army's Senior Advisory Committee, *Chief of Army's Senior Advisory Committee Submission: Enhanced Career Management – Army (Soldiers)*, June 2013.
- 66 Acting Chief of Air Force, *Defence Act 1903, Defence (Personnel) Regulations 2002: Determination of Promotion for Enlisted Members – Air Force*, 17 January 2013.
- 67 Air Force Headquarters, *DGPERS-AF Policy Directive 02/2013 – Diversity of Leadership – Staff College and Command Selections for Women*, 15 June 2013.
- 68 Australian Army, *Recommendation 6: ADF Officers – Women's participation in key promotional gateways and Command positions*.
- 69 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, pp 14-15.
- 70 Royal Australian Air Force, *Audit Evidence: Recommendation 6*, 2013.
- 71 Chief of Army, *Army Officer Enhanced Career Management (ECM) model – Implementation*, CA Directive 05/13, AB11730022, 19 December 2012 at [15].
- 72 *Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013.
- 73 Royal Australian Air Force, *Extract/summaries taken from DGPERS-AF brief for CAF for April 2013 COSC*.
- 74 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, 2013, p 5.
- 75 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, 2013, p 5.
- 76 Director General Personnel – Air Force, *DGPERS-AF Policy Directive 03/2013: Diversity on Promotion Boards* 15 June 2013.
- 77 Director General Personnel – Air Force, *Brief for CAF: Air Force position profiles*, 7 April 2013.
- 78 Director General Personnel – Air Force, *Policy Guidance No 14/2013: Working remotely*, 22 January 2013; Director General Personnel – Air Force, *Policy Guidance No 22/2013: Flexible working arrangements*, 22 January 2013; Office of the Chief of Air Force, *Directive by the Chief of Air Force to all Air Force Members: Work-Life Balance in the Royal Australian Air Force*, 15 December 2008.
- 79 Meeting 9.
- 80 For example, *Scoping Navy Positions Suitable for Flexible Work*, January 2007; New Generation Navy Steering Group, *Minutes of the New Generation Navy Steering Group held on 23 February 2012*, 20 March 2012; Deloitte, *New Generation Navy – Diversity & Flexibility Initiative Kick-off meeting*, 5 June 2013.
- 81 New Generation Navy Steering Group, *Minutes of the New Generation Navy Steering Group held on 23 February 2012*, 20 March 2012, at [41].
- 82 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 16.
- 83 *Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013.
- 84 *Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013.
- 85 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, 2013, p 5.
- 86 Department of Defence, AD 148, *ADF Employment Preferences and Restrictions*.
- 87 Royal Australian Air Force, *Audit Evidence: Recommendation 7*, 2013.
- 88 Meeting 14; Meeting 15; Meeting 16; Meeting 17; Meeting 18; Meeting 19; Meeting 20.
- 89 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 16.
- 90 Chief of Army, *Army Officer Enhanced Career Management (ECM) model – Implementation*, CA Directive 05/13, AB11730022, 19 December 2012.
- 91 Chief of Army's Senior Advisory Committee, *Chief of Army's Senior Advisory Committee Submission: Enhanced Career Management – Army (Soldiers)*, June 2013, p 35.
- 92 Australian Human Rights Commission, *Review into the Treatment of Women in the Australian Defence Force: Phase 2 Report (2012)*, p 143.



# Chapter 6:

## Principle 3: Increasing numbers requires increasing opportunities

### Key findings of ADF Review

The ADF Review found that the ADF's talent pool was narrowing, while competition for workers had intensified. To enhance capability and operational effectiveness, the ADF Review found that the ADF must draw on a broader talent pool, of which women were a critical part.

The ADF Review found that:

- There had only been a one percent increase in the recruitment of women in the previous ten years, and a two percent increase in the previous 20 years.
- Despite limited success in the recruitment of women in this period, a number of strategies had proven successful.
- Women were not proportionally represented in all the categories open to them, and were predominantly clustered in administrative, clerical, logistical or health service roles. This occupational segregation slowed the progress of gender equality and, in turn, affected the number of women who reached senior leadership levels.
- In implementing the removal of gender restrictions for combat roles, the focus should be on ensuring that the environments into which women would enter were engaged and educated about how they could contribute to effective performance in mixed gender environments.
- Women benefited from mentoring, networking and sponsorship programs.

The Audit's findings in respect of each recommendation follow.

### Recommendation 8

To attract and successfully recruit more women, COSC should establish innovative strategies that appeal to women at different stages of their careers including:

- A 'try before you buy' option (eg initial commitment of 12 months) and/or removal of Initial Minimum Period of Service, including in mid-career.
- A 'recruit to area' model, where some women and men are recruited directly from the area where they will be posted for a set period, at least initially.
- Actively facilitating the re-entry of women and men who have moved from the Reserve back into the ADF Permanent Force in order to strengthen the retention of talented people.
- Providing incentives to Defence Force Recruiting to recruit more women.

### Intent of Recommendation 8

Given that the Services had been unable to substantially increase the numbers of women recruited into the ADF over the preceding years, the intent of Recommendation 8 was to encourage the ADF to develop innovative strategies which retain the principles of those initiatives which had proven successful and which address the wider barriers to increased female enlistment.

### Implementation actions

In April 2013, COSC agreed:

That each Service, to varying degrees, has already implemented a range of 'innovative' recruiting strategies and would continue to do so to meet Recommendation 8 of the Report.<sup>1</sup>

Subsequently, the Performance Framework incorporated relevant responsibilities which emanated from the COSC agreement.<sup>2</sup>

This section will address firstly the implementation of the recruitment strategies listed in Recommendation 8, namely innovative strategies implemented in accordance with it, and finally the communication and messaging surrounding the implementation of these new recruitment strategies.<sup>3</sup>

**A 'try before you buy' option (eg initial commitment of 12 months) and/or removal of Initial Minimum Period of Service (IMPS), including in mid-career.**

### Navy

Navy is currently investigating a policy for reduced IMPS for specified underrepresented categories. The Audit is advised that a brief was provided to the Chief of Navy and that the categories included are limited to Combat Systems Operator, Boatswain's Mate, Marine Technician and Electronics Technician.<sup>4</sup> No further information or timetable for development has been provided.<sup>5</sup>

## Army

Army has implemented a 12 months reduced IMPS trial for 12 non-technical trades (1 July 2012 to 30 June 2013) which reduced IMPS from four years to one year for members recruited into those trades.<sup>6</sup> The Audit is advised that the trial period has been extended.

The 'Women in the ADF' Report that supplemented the Defence Annual Report 2012-2013 states that for financial year 2012/2013, 287 women have enlisted in this scheme.<sup>7</sup> This is a strong result. Given this is the first year the scheme has been active, there is no comparative data.

## Air Force

Air Force has extended the existing 'try before you buy' period. This period will now extend from initial employment training until graduation. Air Force has indicated that clearer marketing of the existing 'try before you buy' model would increase its effectiveness. The rationale was stated to the Audit in the following way:

This approach seeks to reassure potential recruits that their '*step into the unknown*' is not binding until well after they have had a chance to assess whether they are a 'good fit' for the organisation.<sup>8</sup>

Air Force has also implemented a trial of reduced IMPS. The trial applies on a gender neutral basis in various categories and as a special temporary measure for females for Direct Entry Pilots and the Graduate Pilot Scheme. This initiative is welcomed by the Audit.

**A 'recruit to area' model, where some women and men are recruited directly from the area where they will be posted for a set period, at least initially.**

## Navy

Navy has a pre-existing location focus in that certain categories are primarily located in particular areas (Aviation categories in Nowra, Hydrographic categories in Cairns and Submarine categories in Rockingham).<sup>9</sup> Navy has indicated that it will not implement a new 'Recruit to Area' (RTA) scheme but, rather, will increase marketing of this existing location focus to female applicants. Director General Navy People (DGNP) has written to the Director General Defence Force Recruiting (DGDFFR) seeking assistance in this regard. The Audit has not yet received confirmation that marketing has been developed or has commenced.<sup>10</sup>

## Army

Army has implemented an RTA initiative designed to attract women who may not otherwise join Army.<sup>11</sup> Army Headquarters develops placements, by trade and location (applicable only to other ranks, non-technical), which will be open to RTA entrants for the subsequent financial year. The female candidate then nominates an area where she would like to be posted. This provides women with the opportunity to enlist with certainty about where they will spend their first four years of service.

## Air Force

Air Force has implemented an RTA trial scheme for a five year period for female candidates in employment groups with less than 25% female representation.<sup>12</sup>

**Actively facilitating the re-entry of women and men who have moved from the Reserve back into the ADF Permanent Force in order to strengthen the retention of talented people.**

## Navy

Established prior to the ADF Review, Navy developed the Rejoin Case Management Team (now absorbed into another section). The functions of this team are to manage Reserve members in their transition back into Permanent Navy and to assist with the reappointment of personnel to the Reserve or Permanent Navy. The focus of their work is personnel in 'critical and perilous' categories, and comprises measures such as 'cold calling' former members to encourage them to rejoin Permanent Navy.

In the financial year 2012/2013, 15 officers (one female) and 33 sailors (eight females) transferred from the Reserves to the Permanent Navy. All the sailors were generated through the work described above, which is a strong result.<sup>13</sup> The Audit has not been provided with any comparative data for the 2011/2012 financial year or any developments since the conclusion of the last financial year.

## Army

Army has implemented a policy of targeting suitable former Regular Army women (who have either separated or moved to Reserves) for re-enlistment or transfer to Regular Army. The Audit is advised that:

Through this deliberate activity, 42 female soldiers were re-enlisted or transferred to the Australian Regular Army in financial year 12/13 and three since July 13. A further 15 have been approved for re-enlistment/transfer later in 2013 or in Jan 14.<sup>14</sup>

This is a strong result. The Audit has not been provided with any comparative data in respect of re-enlistment or transfers to regular Army for previous years.

Army is actively pursuing options to retain women who have decided to discharge or transfer to Reserves. Additionally, the Audit is advised that, to support re-engagement, Army has included additional options for the offer, such as a posting to a location of choice and extended time to meet fitness and other training requirements.<sup>15</sup>

## Air Force

Air Force has not provided the Audit with any information in respect of facilitating re-entry to the Permanent Force. However, Air Force has undertaken work to contact female ex-members who separated in the last five years from non-traditional roles and have a valuable skillset. As a result, 149 women are expected to receive letters encouraging them to consider rejoining. The Audit has not been provided with data on re-enlistments or transfers for previous years and it unclear how many identified personnel will accept.

## **Providing incentives to Defence Force Recruiting to recruit more women**

The Audit has been provided with the amendments to the Recruiting Services Contract which now includes the following:

The Commonwealth may, at its discretion, determine that an HVT Incentive Payment will apply to specific job types or other Defence priorities for a Year.<sup>16</sup>

These changes broaden the application of the HVT Incentive to allow Defence priorities, such as the recruitment of women, to be prioritised.<sup>17</sup> In addition to the contract amendment, each of the Services has approached the recruitment of women and the subsequent increased Defence Force Recruiting (DFR) workload in differing but increasingly effective ways.

## **Navy**

Navy has advised that DFR assistance in developing a suitable marketing plan and review of DFR website content has been implemented.<sup>18</sup>

## **Army**

Army undertook the following initiatives:

- Reiterated to DFR that women are a priority for recruitment
- Provided additional funding to DFR for the national 'Women in Army Campaign', which was developed for 2012/2013 to promote Army career opportunities to women. DFR conducted market research with serving Army women and women in the general community to understand the decision making process of women regarding a career in Army.<sup>19</sup> Advertising campaigns which were already active were modified to highlight the participation of women
- Established ten additional positions at DFR for female Army members to facilitate increased recruitment of women.<sup>20</sup>

## **Air Force**

Air Force has provided DFR with additional resources, namely the provision of three extra positions, to support the recruitment of women. The marketing campaign 'Women in the Air Force – Not what you expect', has also been developed and is being rolled out.<sup>21</sup>

## **Other innovative strategies**

Recommendation 8 required COSC to establish innovative strategies to attract and recruit more women. The strategies described in the recommendation are not exhaustive. Rather, the intent is that innovative strategies beyond those listed will continue to be developed and, in response, each Service has developed the following:

## Navy

Navy has developed a mid-career recruitment and employment scheme for civilians (Mid-Career Entry scheme) to enable employment of skilled civilians as naval officers and sailors.<sup>22</sup> The Audit heard:

The other thing that Chief of Navy is very keen for us to explore is to start attempting to recruit people at 35, 40 years of age, and pull from that recruiting pool. And that might allow us to focus on women who have young families but are not so tied to their families, have more flexibility.<sup>23</sup>

## Army

Army has developed a number of initiatives beyond those contained in Recommendation 8.

Related in concept to the 'try before you buy' model, the inaugural Women's Army Adventure Camp was held between 29 April and 3 May 2013. The camp allowed 20 (16 successfully completed) female high school students to participate in Army activities for one week. The rationale of the camp was based on the following:

Studies have shown that potential female recruits can be dissuaded from applying due to a misunderstanding of the nature of Army Service. Army intends [to] change this misconception by providing positive and tailored work experience to prospective female candidates who can act as an influence for Army within their peer groups.<sup>24</sup>

A second Army Adventure Camp took place, in which many more applications were received and consequently additional participants were selected.<sup>25</sup>

Army has also implemented a 'Recruit When Ready' (RWR) scheme for women. This program 'permits women to be recruited into ARTC rather than waiting for an enlistment day which aligns with their chosen or primary employment category's throughput plan'. This provides women with 'control and choice about when they enter the ARA'.<sup>26</sup>

Contained in the same CA Directive is the 'Army Pre-Conditioning Course' (APCC), the APCC is a 28 day course 'designed to increase the fitness level of those women who failed to achieve the current Army physical fitness standard for enlistment'.<sup>27</sup>

## Air Force

Air Force has also implemented measures beyond those specifically contained in Recommendation 8.

Air Force has developed two work experience camps ('Flight Camp' and 'Tech Camp') which were held for the first time in 2013. These camps performed a dual function, seeking to recruit more women to Air Force generally, but also seeking to attract more women to non-traditional roles.

Discussed in detail under Recommendation 10, as they apply to a non-traditional role, Air Force implemented a pilot test waiver trial for female candidates from August to December 2013,<sup>28</sup> while one of its main recruitment initiatives, the Graduate Pilot Scheme, will also support the recruitment of more women. Air Force has also developed a Recruiting Priority Placement Scheme (RPPS) which can be applied to female candidates.<sup>29</sup>

## Audit findings

The Audit welcomes the significant progress that the Services have made in implementing this recommendation. Many of the approaches documented are innovative, while proposals – such as reducing IMPS – challenge deeply held assumptions. The Audit encourages monitoring and close evaluation of the success of each initiative in order to identify strategies for broader application.

Army and Air Force have each implemented actions in response to all four of the strategies contained in the recommendation. These Services have also implemented additional innovative strategies to recruit more women. Navy is still in the process of investigating and developing strategies and has tended to rely on pre-existing initiatives, although it has made adjustments to current initiatives to increase their effectiveness.

The effectiveness of recruitment initiatives implemented to date is shown most clearly through the rise in the representation of women in Army:

Army recruited more women in the first six months of this year than it had in the previous 12 months. For the last 20 years we've never had more than ten percent representation in the Army; we're now at 11.3 [%]. So I think we've actually seen substantial change, because we actually changed the way we do business.<sup>30</sup>

The Audit is advised that the last financial year occasioned an increase of approximately 80% in the recruitment of women in Army. This is a welcome result and serves to reinforce the fact that different recruitment models can successfully attract women to the ADF.

At the time of the ADF Review, the Gap Year Program had ceased. In light of the success of this program in recruiting women to the ADF, the ADF Review recommended that the ADF retain the successful principles of the program. The Audit is advised that there has been a recent decision to re-introduce the program.<sup>31</sup> The Audit strongly supports this re-introduction, but has not yet been provided with any further information.

The 'Women in the ADF' Report component of the Defence Annual Report 2012-13 contains a breakdown of the uptake of women into Army recruiting schemes.<sup>32</sup> It is apparent from the significant increase in representation that the schemes have been effective in the recruitment of women. This is over a period when there has been, on occasion, significant negative media focus on the ADF.

Due to the staggered commencement dates for the various schemes, it is difficult to determine at this point which initiatives will prove to be the most effective. The trial IMPS reduction, which commenced earlier than other strategies, stands out as particularly promising. While it is clear that the strategies are working as a whole, the Audit encourages each of the Services to monitor which are more effective at attracting women into their Service. This will provide a sound basis for further innovation.

The Audit findings in relation to each Service's response to the various elements of Recommendation 8 follow.

### **'Try before you buy' and/or reduced IMPS or ROSO**

The development of a 'try before you buy', or reduced IMPS/ROSO scheme, is an important strategy for the recruitment of women. Addressing the service obligations that women face at the commencement of an ADF career may serve to reduce the 'step into the unknown' which may act as a deterrent to enlistment.

The Audit was told by Navy that:

Reducing IMPS increases the risk of separations earlier than would otherwise be expected with a standard IMPS...<sup>33</sup>

However, further advice indicates that Navy is intent on implementing reduced IMPS in categories where this is likely to increase participation by women. As this intent is achieved, this strategy will be broadened to other categories where women are underrepresented.<sup>34</sup> The Audit welcomes the commitment to a reduced IMPS and urges Navy to mitigate against the risk of early separations.

The Audit has received research undertaken by Air Force which notes that reducing IMPS would have minimal impact on a number of categories. The Audit has not received Navy documentation demonstrating a similar degree of research. The Audit encourages Navy, if it has not done so, to consider whether any expansion of a 'try before you buy' experience (for example to sailors) may be feasible.<sup>35</sup>

Army and Air Force have addressed this component of Recommendation 8. The Audit trusts that Army and Air Force will continue to monitor and evaluate the trials and consider whether the trial may be extended to other categories.

#### **'Recruit to Area'**

This strategy was recommended to acknowledge that choice or stability of location may be attractive to women who would be deterred by having to commence their career at a location that they find undesirable, or by the pressures that posting instability can place on personal and family life.

Army and Air Force have both addressed this component of Recommendation 8. The Audit welcomes the implementation of this initiative in line with the recommendation. The Navy response partially satisfies the intent of the recommendation and the Audit acknowledges the workforce limitations in implementing any expansion of an RTA model. Navy may wish to consider, nevertheless, whether any additional RTA elements may be applicable.

The Audit is unable at this point to determine the effectiveness of the 'recruit to area' strategy as it is a new initiative<sup>36</sup> and has not been provided with evidence that the additional marketing focus has been undertaken to date. The Audit trusts that the Services will regularly monitor the uptake of this scheme to determine whether there are any barriers to its success, such as location availability or awareness of the scheme.

#### **Actively facilitating re-entry of Reserves**

Each of the Services has a strategy in place to facilitate re-entry of Reserves and/or ex-Defence Force members.

The Navy approach addresses the intent of Recommendation 8 but is limited in scope. Though there are clear workforce capability reasons for Navy to focus on critical categories, the Audit considers that broadening the group targeted by the team may yield positive results for the recruitment of women. An additional focus on female re-entry may be required, given that only one of the 15 sailor re-entries is female. The effectiveness of the program has been limited by staffing constraints, although the Audit is advised that additional staffing is expected.<sup>37</sup>

The Army approach appears to have achieved considerable success (although comparative data has not been provided to the Audit). The success of the approach is supported by its proactive nature and by the offering of innovative incentives.<sup>38</sup>

The comprehensiveness of the approach should aid its success.

The Air Force approach has identified a significant number of potential female re-entrants, though the Audit is unable to determine the effectiveness of the scheme at this stage. Broadening the program to include Reserve members and personnel from both non-traditional and traditional roles may help provide positive results.

Navy and Air Force may benefit from looking closely at the Army strategy of offering additional support to encourage re-enlistment.

### **Providing DFR with incentives to attract more women**

The broadening of the Recruiting Services Contract to provide incentives for Defence to recruit more women into the ADF is an important step.

In addition to the contract amendment, the Army, Air Force and planned Navy marketing campaigns targeting women demonstrate the Services' commitment to attracting more women. The additional resourcing provided to DFR, particularly illustrated by Army, is vital for the success of these initiatives.

The Audit encountered some mixed views about this advertising:

Those ads seem to have a lot of women in the ads and the voiceover is female and that sort of stuff which is a little strange because....it seems to me that they're not advertising for guys...<sup>39</sup>

The Audit welcomes the advertising campaigns but notes the importance of positive messaging to personnel surrounding such changes.

### **Other innovative strategies**

The intent of Recommendation 8 is that the Services will continue to develop various innovative strategies to increase the recruitment of women into the ADF.

Each of the Services has developed strategies in addition to those contained in the recommendation.<sup>40</sup> This demonstrates a broader commitment by the Services to satisfying the intent of the recommendation.

The Audit heard in consultations with Navy personnel that:

...a lot of our [personnel] are technical and their application courses are a number of years long and so for us to have a reduced initial period of service means they'd be out of the Navy before they finished their training...<sup>41</sup>

Further, the Audit heard:

We can increase the recruiting rate and we're starting down that path. But the issue that we need to resolve is retention, facilitating retention.<sup>42</sup>

Recommendation 8 is part of broader cultural reform. Its links with capability and with the sustainability of the ADF should be explicitly made for the benefit of personnel, as positive messaging is an essential component of its successful implementation.

The Audit encountered positive messaging in ADF documentation. For example, a policy Directive provided to the Audit prefaced the recruitment and retention initiatives as follows:

Women are essential to the sustainability and operational effectiveness of the ADF by contributing to a diverse workforce which strengthens the ADF's ability to be an effective, modern, relevant and high performing organisation.<sup>43</sup>

The Audit encountered many personnel who had promulgated positive messaging or had been the recipient of effective communication. It was evident from consultations that there were some personnel who had not heard this messaging or who held such entrenched views that the messaging was ineffective. This has resulted in the existence of a backlash against the measures:

I know the problem now is that the guys are finding [recruit to area] unfair.<sup>44</sup>

I think it's going to get worse for girls, with the campaign of pushing recruitment...<sup>45</sup>

...It should be about recruiting everyone and the right people, not just the women.<sup>46</sup>

There were, however, a variety of views. While some did not understand the need to recruit more women, others understood the capability imperative:

If Defence doesn't sort out its recruitment over the next 10 to 15 years, when the baby-boomers retire Defence will be around 15,000 below...The only way you're ever going to fix that is by proactively discriminating.<sup>47</sup>

If a considered communications plan and positive messaging does not accompany announcements of new initiatives, the effect may be to exclude women further and undermine perceptions of female merit. Command teams must be vigilant, proactively engaging with personnel to challenge negative perceptions.

### Recommendation 9

**Each Service should identify and commit to a growth target for the number of women to be recruited into their Service. The Service Chiefs should report annually in the 'Women in the ADF' Report on progress against the recruitment target.**

## Intent of Recommendation 9

Given that women remain significantly underrepresented in each of the Services and that the preceding ten and 20 years had only seen an increase of one and two percent of women respectively, the intent of this recommendation was to challenge the Services to make substantial progress in the recruitment of women.

## Implementation actions

In April 2013, COSC agreed:

To set a target for increasing women's overall participation in the ADF's Permanent Force of 25% for Navy, 25% for Air Force and 15% for Army by 2023; with annual reporting against achievement at COSC to meet Recommendation 9 of the Report.<sup>48</sup>

Based on the representation of women at January 2013, the Services were required by the COSC agreement to increase the representation of women by 2023 as follows:

- 6.5% for Navy
- 4.7% for Army
- 8% for Air Force.<sup>49</sup>

Subsequently, the Performance Framework incorporated relevant responsibilities which emanated from the above COSC outcome.<sup>50</sup> Though the Services acknowledged that meeting their respective targets requires both recruitment and retention elements, the following section is limited to recruitment, in accordance with the recommendation.

## Navy

To achieve its target, Navy requires an increase in the total number of women by approximately 1000 from approximately 2500.<sup>51</sup> Navy has set recruitment goals for the number of women for the 2013/2014 financial year. The target is to recruit an additional 60 female officers and 270 female sailors.<sup>52</sup>

The 'Navy Recruitment of Women Strategy (NROWS) – Female Recruiting Goals FY 2013/14' contains a comparison between the goals set for the current and previous financial years. In comparison with the previous year, in which 30 female officers and 171 female sailors were recruited, the current targets represent a significant increase. The Audit was advised:

This is considered a stretch...however considering DFR current applicant pipelines and the increase to overall sailor targets, this overall goal is considered achievable.<sup>53</sup>

## Army

To achieve its target, Army has set a short term goal of increasing the representation of women to 12% by 2014.<sup>54</sup> The intention is that growth at this initial rate will ensure that the ten year target is achieved.<sup>55</sup>

To ensure that these targets are achieved, for the first time Army has given DFR specific recruiting targets for women. Army set a goal of recruiting 660 women in the 2012/2013 financial year, compared with approximately 300 in previous years. Army has worked closely with Defence People Capability and DFR to mitigate potential barriers to the increased recruitment of women.<sup>56</sup>

The Audit was advised that substantial progress was made last financial year against the target:

The innovative recruitment strategies have effectively increased the recruitment of women into the Army from approximately 300 per year in financial years 10/11 and 11/12, to 541 females in financial year 12/13, an 80% increase on annual female recruiting numbers. This has resulted in the current percentage in Army being 11.1%.<sup>57</sup>

## Air Force

To achieve its target, Air Force has developed a growth plan for the number of women to be recruited. The Audit was advised that:

Air Force does not commit to a linear growth path as the first two years are likely to involve a significant learning curve in how to best implement strategies to achieve this outcome.<sup>58</sup>

The non-linear growth path for female participation outlined by Air Force is as follows:

- For the first two years, growth of no more than 0.5% (net increase of 70 women each year)<sup>59</sup>
- Followed by an increase of 1% annually until 2022 (at which point it is expected that the target of 25% will have been reached).

The Audit is advised that female recruiting targets and 'appropriate incentives' have been communicated to DFR.<sup>60</sup>

## Audit findings

The April 2013 COSC outcome which set targets for female representation in each of the Services directly addressed Recommendation 9. In addition, the COSC outcome required each of the Services to report annually on progress towards meeting their respective targets. The Audit welcomes this commitment.

The targets selected for each of the Services were based on research into other similar institutions and on academic literature. The targets were considered by COSC to be ‘aspirational but achievable’<sup>61</sup> and the Audit supports the particular targets set. Each of the Services has committed to their respective targets and has undertaken work accordingly. Legal advice has been sought by the Services to confirm that having specific targets for women is not discriminatory under the provisions of the *Sex Discrimination Act 1984* (Cth).<sup>62</sup>

The recruitment target set by Navy represents a substantial increase on the number of women recruited in the previous financial year. The Audit welcomes the setting of targets which are both challenging and attainable. Similarly, the target set by Army for the current financial year is over double the number of women recruited in the 2011/2012 financial year. Army is to be commended for the speed in which targets were implemented (targets were implemented for the 2012/2013 financial year).

The increase in the recruitment of women to Army is evidence of a serious commitment to achieving the target. Although the Army recruitment target for the last financial year was not met, the significant increase in recruitment is strong evidence of momentum.

To ensure that the 2023 targets are achieved, it is important that each of the Services has a long-term, as well as short-term, plan against which it can continually assess progress.<sup>63</sup>

From the documentation provided, Navy does not yet appear to have developed a ten year plan which outlines the increases required per annum to meet the target. There does, however, appear to be upcoming work in this area which the Audit hopes will enable ongoing comparison between recruiting achievements and the growth required to meet the targets.

The approach undertaken by Army has been comprehensive. The annual recruitment of women target is based on an analysis of recruitment and retention rates and a determination of the rate required for Army to meet its 2023 obligation.<sup>64</sup> The establishment of a short term target provides a strong basis to ‘get the ball rolling’ quickly and to measure early success in this area. This methodical approach will ensure that Army is in the best position possible to meet the 2023 target.

Air Force has also developed a plan to meet its ten year target. The plan outlines the annual requirements against which progress can be measured but opts for a staged approach over the linear Army strategy.

The Audit encourages the Services to approach the targets in a manner which suits their individual needs and encourages each Service to monitor their progress regularly and to amend their plans as required.

As outlined earlier, messaging about the implementation of all the recommendations is critical to their success. Effectively communicating the link between targets and future capability – while reinforcing that targets do not undermine merit – is vital to ensure that this message is understood by the wider ADF personnel.

The Audit encountered both positive and effective communication in this regard. Documentation provided to the Audit contains positive messaging from the Service Chiefs in respect of these links<sup>65</sup> and, similarly, during consultations with members at all levels, the Audit encountered many personnel who understand the importance and rationale of recruitment targets. However, the Audit also heard that this rationale had not been communicated widely enough:

The 25% by 2023 – we all understand that...but it hasn't been communicated to the rest of the [Service].<sup>66</sup>

The Audit heard of a backlash against the imposition of recruitment targets and strong feelings that the introduction of recruitment targets would undermine standards and merit. These negative perceptions are deeply entrenched in some areas. For example, the Audit heard:

I worry that we're actually undermining the quality of people that are coming through just to achieve a target.<sup>67</sup>

I think that any time that recruiting is given targets, be that getting more females in or just boosting people up, boosting the intake, the standards drop and they accept people that aren't ready.<sup>68</sup>

Where changes are not accompanied by appropriate and positive messaging, therefore, there is a risk that negative perceptions – both from men and women – will arise. The Audit encountered many examples of misinformation and negative reactions during its consultations and meetings and urges the Services to counter such negative attitudes and perceptions with effective and positive messaging.

#### **Recommendation 10**

**To address occupational segregation, COSC should drive and commit to a specific program to recruit and build a critical mass of women in areas that have low representation of women, appoint high performing women to key roles in these areas, ensure women are well supported in these occupations and monitor their retention and career progression. The categories include:**

##### **For Officers:**

- **In Navy – Maritime Warfare Officers (Principal Warfare Officers) and Engineering (Marine Engineering and Electrical Weapons Engineering).**
- **In Army – Combat Officer roles including Infantry Officers and Armoured Officers; non-combat officers including Field Artillery Officers and Engineer Officers.**
- **In Air Force – Aircrew (Pilots and Air Combat Officers) and Engineering and Logistics (particularly Electronic, Armament and Aeronautical Engineers).**

##### **For Other Ranks:**

- **All technical trades in each of the Services.**

##### **This includes the Services trialling:**

- **Removal of the Initial Minimum Period of Service for women entering particular occupational categories.**
- **A 'recruit to trade' model which allows the timely intake of women into particular occupational categories, irrespective of when the next trade course commences.**

**Where necessary, the ADF will work with educational institutions to encourage women's entry into these fields.**

## Intent of Recommendation 10

Given the uneven distribution of women across the different occupations within the ADF, with most women serving in support and health service roles, the intent of Recommendation 10 was to help to dismantle the occupational segregation which perpetuates gender stereotypes and slows the progress of gender equality.

## Implementation actions

In April 2013, COSC agreed:

To apply gender targets to employment groups with less than 15% representation of women (excluding, in the short-term, the roles that have recently had gender restrictions removed) to partially meet Recommendation 10 of the Report. Services will set these targets for select operational groups on the basis of an analysis of industry representation, historical data capability factors and other relevant considerations. Targets, once set, will be provided to HPC for inclusion in the Performance Framework.<sup>69</sup>

Subsequently, the Performance Framework incorporated relevant responsibilities which flowed from the above COSC outcome.<sup>70</sup>

As proposed by Recommendation 3, the 'Women in the ADF' Report contains a Service specific breakdown of the representation of men and women in all occupational groups across the ADF.<sup>71</sup> This table clearly shows which of the broad occupational groups contain a low representation of women.<sup>72</sup> This analysis should guide and direct specific action to address this recommendation.

Below is an outline of the actions undertaken by each of the Services in the implementation of this recommendation.

## Navy

Outlined in the 'Navy Recruitment of Women Strategy (NROWS) – Female Recruiting Goals FY 2013/14',<sup>73</sup> Navy's recruitment strategy includes goals both for sailors and for officers in areas with under 15% representation of women.

For sailors, categories with less than 15% participation have a 25% female recruiting goal.<sup>74</sup> Navy has indicated that these positions are to remain open for female candidates exclusively until eight weeks prior to enlistment (at which point they will be opened to male candidates to ensure the maximum target is achieved). For officers, Primary Qualifications with less than 15% participation also have a 25% recruiting goal.<sup>75</sup>

Navy has advised that a model to increase participation levels in employment areas where women comprise less than 15% of the workforce is being developed. The Audit is supportive of this but has been provided with limited information in this regard.

As referred to in Recommendation 8, Navy is investigating an IMPS reduction trial for limited categories in order to attract women to these underrepresented areas. The Audit was advised that:

As a result of the research conducted within Navy, four categories where women are currently under-represented have been assessed as being suited to a reduced IMPS. They are Combat Systems Operator (CSO), Boatswain's Mate (BM), Marine Technician (MT), Electronics Technician (ET).<sup>76</sup>

## Army

Army has indicated that it will defer action on the implementation of Recommendation 10:

The Army is perceived by the public to be a non-traditional role for women... To provide a foundation, Army will grow female representation to a sustainable level through increasing its general recruiting. As Army's recruitment increases beyond 12% Army will then commence deliberate campaigns to recruit women into combat and technical roles.<sup>77</sup>

## Air Force

Air Force has committed to increasing female representation in non-traditional roles and has developed additional support mechanisms for these women. Air Force has undertaken the following key actions to increase the number of women in non-traditional roles:

- As a first step, identified non-traditional roles for female Airmen and Officers (which contains all the roles identified in the recommendation), with graphs of percentages of female representation in mustering/specialisation for years 2000, 2005, 2010 and 2013 which clearly show trends for these roles<sup>78</sup>
- Implemented female recruiting targets for financial year 2013/2014 which are aimed at increasing female participation in under-represented workforces<sup>79</sup>
- Developed a Recruiting Priority Placement Scheme (RPPS) for female pilots, which allows earlier intake dates to ensure potential female pilot candidates are not 'lost' due to limited availability of positions or through recruiting delays<sup>80</sup>
- Amendments to IMPS/ROSO on a gender neutral basis with additional reductions for women only<sup>81</sup>
- Developed a Pilot test waiver trial for female candidates (August – December 2013) and amendments to selection of female Pilot candidates to accelerate their process and increase prospects of being selected<sup>82</sup>
- Implemented a Graduate Pilot Scheme (GPS) to encourage women already pursuing careers as civilian pilots (currently studying a bachelor of aviation at a civilian university) to consider pursuing careers as Air Force pilots
- Developed an Air Force marketing campaign entitled 'Women in Air Force – Not what you expect' which includes advertising women employed in non-traditional roles, including aviation, engineering and technical trades.<sup>83</sup> The campaign also includes the development of a micro-site which allows the user to 'meet' four females employed in non-traditional roles and a female physical training instructor. To facilitate access to female representatives from these roles, Air Force has created three additional positions with DFR
- Air Force has developed a 'Tech Camp' which is intended to provide young women considering an Air Force career in aviation technical and engineering trades the opportunity to briefly experience first-hand the reality of what these roles are.

Air Force has also addressed the recommendation by developing, expanding or focusing the support for women in non-traditional roles including:

- Inaugural Women's Development Forum in 2012, with the theme 'Surviving and Thriving in Non-Traditional Employment.'<sup>84</sup> The forum was attended by male and female members and aims to help Air Force better understand the challenges and opportunities experienced by women in non-traditional roles<sup>85</sup>
- Continuation of Women's Integrated Networking Groups (WINGs), development of a handbook for facilitators, and the establishment of WINGs for technical trades known as TECHNET. To support the introduction of TECHNET, a newsletter has been developed to provide women with information on upcoming events or discussions on hot topics for female technicians<sup>86</sup>
- Development of 'Flying Solo, the Handbook for Flying Females', and other diversity guides (for example, Supporting Breastfeeding Mothers in Air Force, for sole and non-custodial parents, The Working Parents Toolkit – a guide to parental leave and returning to work, and the handbook, Flying Through Parenthood – a parental planning guide for women aircrew)
- An organisational psychologist with relevant experience is in the process of joining the Air Force Specialist Reserve to offer insight into female learning styles within the aviation environment.<sup>87</sup>

There is discussion about the possibility of using existing female pilots to engage and mentor female pilots at Basic Flying Training School. Air Force is also attempting to involve a female civilian pilot in mentoring Air Force female pilots.<sup>88</sup>

Many of the strategies contained above fall under the broader framework of Project WINTER (Women in Non-Traditional Employment Roles). That project is currently focused on recruitment, support, retention and progression of women Pilots, Air Combat Officers, Technicians, Engineers and women intending to pursue careers in ground defence roles. While the overarching strategy was approved in 2012, many of the initiatives developed to support implementation of the recommendation fall within its operation.<sup>89</sup>

## Audit findings

The COSC outcome pertaining to gender targets for employment groups comprising less than 15% representation of women directly addresses an essential component of the recommendation.<sup>90</sup> The Audit welcomes this commitment to building a critical mass in areas that have a low representation of women.

The remaining aspects of the recommendation, such as appointing high performing women to key roles in these areas; ensuring that women are well supported; and monitoring their retention and career progression are incorporated in the Performance Framework which the Audit understands will be implemented early 2014.

As detailed, the extent to which the Services have committed to building a critical mass of women in these areas is varied. The Audit commends Air Force for its efforts in this regard and urges the Services to continue to work on the areas of the recommendation which have not yet been addressed.

According to Defence's analysis of gender by occupation the following areas have the lowest representation of women:

**Figure 27: Occupations with lowest representation of women – Navy**

Occupational Group	Representation of women
Aviation	5.3%
Engineering, Technical and Construction	6.4%

**Figure 28: Occupations with lowest representation of women – Army**

Occupational Group	Representation of women
Aviation	6.6%
Combat and Security	1.1%
Communications, Intelligence and Surveillance	13.7%
Engineering, Technical and Construction	2.7%

Note: Combat and Security is affected by the legacy of female exclusion from combat positions.

**Figure 29: Occupations with lowest representation of women – Air Force**

Occupational Group	Representation of women
Aviation	11.2%
Combat and Security	7.7%
Engineering, Technical and Construction	4.1%

In contrast, categories such as Health have high representations of women (46.6% in Navy, 40.7% in Army and 58% in Air Force). Similarly Logistics, Administration and Support categories include high numbers of women (37.8% in Navy, 23.1% in Army and 42.2% in Air Force). Defence's analysis corroborates the examination conducted by the ADF Review. Such marked occupational segregation serves to reinforce gender stereotypes about the respective roles of men and women.

The categories outlined above clearly identify areas requiring action. However, as the Services are aware, within these broad categories there may still be significant occupational segregation and a more detailed approach is required.

The need to address issues for women associated with non-traditional work environments was reinforced to the Audit during consultations. The Audit heard:

If you ask the women in those [feminised] trades are they experiencing issues in the workplace, they will tell you 'no'...The non-feminised trades – different story completely.<sup>91</sup>

I find it [male dominated environment] a very harsh working environment... It's not necessarily that men are harsh or anything, it's just men do things a different way, a certain way and they are the dominant personnel here.<sup>92</sup>

You've got to be one of the boys.<sup>93</sup>

Similarly, when asked what sort of comments were made to women and what sort of attitudes existed in these environments the Audit heard:

Just that you're not strong enough, that sort of thing. Just put-downs all the time.<sup>94</sup>

I wouldn't say I was excluded; more that you're picked out as weaker than them.<sup>95</sup>

The Audit welcomes Navy's implemented and planned developments, in particular the setting of female recruiting goals for categories/Primary Qualifications with less than 15% female representation. While Navy has indicated that a model and reduced IMPS scheme will be developed, to date these initiatives do not appear to have been implemented and the Audit has been provided with limited information in respect of their development. The Audit encourages Navy to continue to progress work in this area and to expand developments to cover the full ambit of the recommendation.

In respect of Army's response to the implementation of Recommendation 10, the Audit recognises that the ADF itself is in some respects a non-traditional role for women and, in particular, that Army may be less 'traditional' than Navy and Air Force. However, as outlined above, there is significant occupational segregation within Army which creates barriers to gender equality.

The low representation in combat categories is partially due to Army containing the highest number of categories that have previously been restricted to men only. In this respect, work undertaken by Army in the implementation of Recommendation 11 will partly satisfy Recommendation 10. In light of the above figures, the Audit reiterates the importance of increasing the representation of women in areas where there is substantial occupational segregation. Further, Recommendation 10 is not confined to increased recruitment in non-traditional areas but, rather, extends beyond to measures such as the development of support mechanisms for women who may already be in these areas. The Army response does not take into consideration these additional aspects of the recommendation.

Meanwhile, Air Force has undertaken substantial work in the implementation of this recommendation, which the Audit welcomes. Specifically, Air Force has developed a number of key strategies which directly relate to the recommendation. The Graduate Pilot Scheme (GPS) is a targeted pilot recruitment model that aims to encourage women studying their second or third year of a bachelor of aviation at a civilian university to join Air Force.<sup>96</sup> The scheme will also involve substantial amendments to the IMPS.<sup>97</sup> The Audit encourages all of the Services to trial reduced IMPS for non-traditional roles, and to consider its feasibility as Air Force has done:

They're not leaving at their current IMP, so if we reduce the IMPs to a point where they're even less qualified, it's not going to make any difference.<sup>98</sup>

This observation challenges the assumption that reducing IMPS entails higher or earlier separations and takes into account the employability of unqualified personnel. It is intended that the trial scheme would recruit ten women per year, which would represent a substantial increase in the number of female pilots. The Audit heard that:

Getting mass is going to be a key to this...and that's why we've got things like the graduate pilot scheme. We're trying at fast tracking ways.<sup>99</sup>

This scheme, in addition to the other highly targeted schemes such as the Pilot test waiver trial and the RPPS, demonstrate a substantial response to Recommendation 10, helping to position Air Force to attract and build a critical mass of women in those areas.

An important component of attracting women to areas with a low representation is the development of a marketing strategy.<sup>100</sup> The Air Force marketing campaign concept is based on research which indicated that females responded positively to seeing women perform non-traditional roles.<sup>101</sup> The research and production of this marketing campaign is illustrative of a commitment by Air Force to attract more women to these roles. The 'Tech Camp' will also help to demystify some of the notions surrounding technical trades and to target inaccurate assumptions. The research and production of the marketing campaign and camp are illustrative of the commitment by Air Force to attract more women to these roles.

Recommendation 10 also required the Services to ensure that women in non-traditional roles are well supported. Air Force has continued to expand the support provided to women in these occupations by developing and expanding the Women Integrated Networking Groups (WINGs) program. The creation of TECHNET directly addresses the recommendation. The TECHNET intranet site states:

Women in these areas face unique and sometimes difficult career and workplace challenges, such as feelings of isolation or lack of mentoring and development, particularly if there are only one or two women in the work area. To that end we have taken steps to establish a side network of the WINGs program focused on women technicians, called WINGs (TECHNET).<sup>102</sup>

The expansion and specialisation of WINGs into the technical trades will provide much needed support for women in these roles. The newly developed 'Flying Solo, the Handbook for Flying Females' and the accompanying encouragement from the CAF provide targeted support to female pilots. The CAF foreword states:

I believe there is strength in just knowing others have walked in your shoes and succeeded. I would also encourage you to pick up the telephone and call any one of the women listed at the back of this guide – they are all willing to share their wisdom, provide guidance or act as a friendly ear when times are tough. Nobody can get through pilots course without support.<sup>103</sup>

This handbook provides female pilots with practical advice and guidance with respect to issues that they may face and provides avenues for support. Such support and encouragement to use formal and informal support services is strongly endorsed by the Audit.

As discussed under previous recommendations, the communication and messaging surrounding their implementation is critical to their effectiveness. The extracts above indicate that many of the initiatives have been accompanied by positive messaging.

The implementation of the Graduate Pilot Scheme is an important development for recruiting women to this non-traditional area. The scheme involves a substantial reduction of IMPS for females entering through this scheme. The Audit heard significant backlash against this. For example, when he learned of the reduction in IMPS, one male pilot trainee said:

I've got 11½ years, why have you got 3½?<sup>104</sup>

Some bases told the Audit that there had been limited consultation and that the program may not have been presented in a sufficiently positive light. Subsequently there was significant resistance and personnel were divided on the legitimacy of the initiative.<sup>105</sup>

This may have been the result of the absence of a communications strategy. Air Force is aware of the communication issues associated with implementation of schemes which are perceived to involve special treatment for women. As part of the New Horizon program, Air Force conducted widespread visits to, amongst other things, 'assess the depth of penetration of our behavioural change message.'<sup>106</sup> CAF acknowledges that:

The visits were timely and addressed concerns raised over the release earlier this year, of new policies and initiatives aimed at increasing female representation in non-traditional Air Force roles...<sup>107</sup>

Clear, targeted messaging and strategic communication can avoid, or mitigate, a backlash against women, as well as against the temporary special measures designed to achieve gender equality. The Audit urges Defence and the Services to be proactive in this area.

### **Recommendation 11**

**To support the removal of gender restrictions (women in combat) COSC should:**

- **Ensure that the transition program incorporates corps transfers, peer support for women, specially selected leaders and teams appropriately skilled and trained to create the conditions for mixed combat teams to perform effectively. In relation to corps transfers of women into combat units, the ADF should implement a policy of non-reduction in rank and pay. The transition program is to be reviewed regularly and evaluated based on feedback from the mixed teams and their leadership, and performance against key metrics including perceived level of support, success of integration, tenure and injury rates.**
- **Ensure the environments into which women will enter are ready, appropriately briefed and trained and that the leadership and team are fully engaged and educated about how they can contribute to effective performance in mixed gender environments.**
- **In the first instance:**
  - » **Focus on one combat unit/work section/platoon/company in each Service where effective performance in mixed gender environments has been achieved.**
  - » **Ensure that in mixed gender work sections of ten or less ADF personnel there should be no less than two women.**
  - » **Ensure that women are clustered within the category to achieve as close to a critical mass as possible.**
- **Communicate and share lessons learned across the Services.**

## Intent of Recommendation 11

To implement the removal of gender restrictions for combat roles successfully, the ADF Review found that the focus should be on ensuring that leaders, and teams as a whole, were engaged and educated about how they could contribute to effective performance in mixed gender environments. The intent of Recommendation 11 was that the success of women's entry into previously restricted roles should not be the responsibility of individual women, but a collaborative endeavour instead.

## Implementation actions

In April 2013, COSC agreed:

To broad concepts for networking, mentoring, sponsorship and individualised support that can be further developed for future presentation to COSC to meet Recommendations 11 and 12 of the Report.<sup>108</sup>

Prior to the release of the ADF Review (Phase 2 Report), the 'Implementation Plan for the Removal of Gender Restrictions on Australian Defence Force Combat Role Employment Categories', had been endorsed. As part of the implementation plan, the Services have developed a 'risk log' which addresses general risks, along with risks particular to each of the Services.<sup>109</sup> Each of the Services has also developed an implementation plan which was more specific to their Service. In addition, a progress report on the removal of gender restrictions dated 17 December 2012 has been provided to the Audit.

Each of the Services are initially restricting employment in combat roles for women to in-Service transfers.<sup>110</sup> This policy is designed to establish a pool of junior leaders in the combat units who can then act as role models for future female *ab initio* (direct entry) entrants which will be opened in January 2016.<sup>111</sup>

The degree to which the Services are required to undertake actions in response to this recommendation depends upon the number and size of the categories affected by the removal of gender restrictions. It was therefore understood that the recommendation would weigh most heavily on Army, as Navy and Air Force have fewer categories affected.

## Navy

The only Navy role affected by the removal of gender restrictions is that of Clearance Diver (officer and sailor). The first female officer commenced Mine Warfare Officer training in February 2013, and commenced Clearance Diver Officer training in July 2013. Training for female Clearance Diver sailors will commence from mid 2015 for both direct entry and in service candidates.

A female officer has been posted to the RAN Diving School (RANDS) and will be the Divisional officer for all members on the diving course, while a female Petty Officer has also been posted to the RANDS to act as Divisional Senior Sailor in addition to providing advice on training procedures and progress.<sup>112</sup>

Navy is developing a cultural change program to support the integration of women into combat roles. The program will draw on Navy's previous experience in integrating women in male only areas, and will incorporate education and training for trainers and supervisors.<sup>113</sup>

An experienced sailor who was 'instrumental' in the integration of females on to submarines has been engaged to provide assistance. Discussions between this sailor and the Navy Psychologist will form the basis of a workshop or discussions with diving school personnel and potentially for the wider diving community. This information will also be used to develop a guidebook for both male and female divers, under the guidance of the Navy Psychologist and the Navy Strategic Women's Advisor. The guidebook will contain guidance on expectations, potential challenges and practical strategies to address these challenges. The status and content of the guidebook is unknown at this stage.

## Army

Army has undertaken steps to provide support to women who transfer to combat roles. The Audit is advised that the Director General Personnel – Army (DGPERS-A) 'provides specific direction to combat units with female transferees to ensure the relevant Commanding Officer understands the training progression required to support female candidates and to support their progression through the provision of mentors.'<sup>114</sup> The Audit has been provided with examples of the 'guidance for the management of' two females who are transferring to combat categories.<sup>115</sup> These are examples of how female transferees are being individually managed.

For women considering in-Service transfer to a combat role, Army is permitting women (who pass the Physical Employment Standard – PES) to trial the category for a short period to allow them to make an informed decision about whether they wish to progress. This is known as On the Job Experience (OJE). In addition, female transferees have the option to revert back to their previous category without consequence within the first 18 months.<sup>116</sup>

To physically accommodate the removal of gender restrictions, Army has upgraded certain facilities.<sup>117</sup> Army has also created a 'women in combat' webpage for members to obtain information on issues associated with the removal of gender restrictions.<sup>118</sup>

## Air Force

There are minimal Air Force roles that are affected by the removal of gender restrictions.<sup>119</sup> The Audit is advised that the relatively low number of impacted roles means that Air Force can readily accommodate any policy changes within existing resources.<sup>120</sup>

Air Force has advised that the Air Force Workforce Diversity team will work closely with commanders of units into which women will enter for the first time. The placement of additional Air Force personnel at DFR is also intended to assist female applicants through the application process.<sup>121</sup>

As a similar measure to that implemented by Army, Air Force has initiated a short six-week job familiarisation detachment option. This allows potential female candidates to try the role with the option of returning to their previous position.<sup>122</sup>

As a means of addressing the readiness of the recently opened environments, Air Force documentation provided to the Audit indicated that there may be facilitated education sessions (gender sensitivity and cultural awareness) for their training staff, supervisors and peers, in addition to development of the guidebook mentioned above, providing advice on strategies for managing potential challenges. These are welcome developments, though as yet the Audit has not been provided with confirmation that this has occurred.

Air Force has noted that the progress of women who decide to transition to combat roles will be discretely monitored.<sup>123</sup>

Air Force has undertaken substantial work to provide support to women in non-traditional roles, and mentoring for women more generally. This is addressed at Recommendation 10.

## Audit findings

This section addresses the specific context of each Service in terms of implementing Recommendation 11, along with issues regarding the timing of implementation; the development of a critical mass; and the level of support required for women entering combat roles. The section then addresses the importance of the culture of these environments for successful female integration and, finally, the backlash associated with some entrenched perceptions of special treatment.

Each Service has taken steps to implement Recommendation 11. Given that the degree to which the removal of gender restrictions affects the Services is varied, the extent and type of response has also varied. Further, each role and location has its own considerations and characteristics. The Audit acknowledges these differences in the experience of the Services and does not recommend a 'one size fits all' approach. Rather, it reinforces the importance of a strategy based on the specifics of the location, category and workplace culture.

### Timing of preparation

Recommendation 11 emphasises that preparation for the removal of gender restrictions is vital to its success, meaning that the Services should ensure that environments into which women will enter are ready, appropriately briefed and trained and that the leadership and team are fully engaged and educated about how they can contribute to effective performance in mixed gender environments.

It is important that implementation be timely. The Services will therefore need to determine when the 'right' time is to start working with particular personnel who will either be leading or working/training with the initial female entrants. The timing will also depend on each particular role, as women will not enter all categories at the same time. In its consultations the Audit encountered significant apprehension:

[We haven't] seen yet how it's going to be received here because we haven't done it.<sup>124</sup>

Even here in the training, she hasn't gone into those areas of training yet where she's going to be in the field with the boys, having to go to the toilet, have a shower, get changed.<sup>125</sup>

What happens if I have to fail her and she is that person who doesn't accept failure?<sup>126</sup>

He may be with her out in the field unsupervised for hours a day. Where is his protection...as in, if there is an allegation? We work in close, confined environments... If you brushed past her three times, is that sexual assault? Is that sexual discrimination if she takes it the wrong way?<sup>127</sup>

The Audit heard from many people who are nervous about the integration of women into combat roles. The Audit appreciates that this is, in part, due to the fact that these changes are yet to occur. Allaying these fears must be part of the change management process, as effective preparation to ensure readiness is critical.

### Critical mass and support

It is not expected that there will be significant uptake of women into combat categories in the short term. This highlights the importance of ensuring that these environments are supportive and suitable for female integration, an imperative that is common to each of the Services.

#### The Audit heard:

Female interest in combat roles has been limited to single figures. This makes it difficult to cluster women in accordance with the recommendation.<sup>128</sup>

We will not get critical mass in this because...the number of women who will be physically capable of doing this [training] are not going to come through in groups of twos and threes. You are likely to get one, maybe two, attempting...So it's something that we need to look at as an organisation and we're looking at in terms of leading in a mixed gender environment because these women are going to be ones and twos.<sup>129</sup>

This issue has been considered by each of the Services. The Audit heard that insisting on multiple women on a given course may disadvantage women who wish to commence training but are unable to do so due to limited interest. The Services have largely considered it as less important than allowing the interested women to proceed. The Audit acknowledges this position but reinforces the importance of clustering women in combat where feasible.

To address limited support avenues and to help create an environment better equipped to manage the integration of women into combat positions, Navy has appointed a female officer and senior sailor to the staff at RANDS.<sup>130</sup> The Audit heard both positive and negative views from staff members:

We were told we needed an officer so that she could mentor the girls on the course, which is fair enough because when we come through we've got chiefs to talk to and you can interact with them because their blokes, and I think they probably need a female mentor here, because there're going to be female issues on course...<sup>131</sup>

Originally I was tagged as a mentor role and then the question came up... 'Why does she get a mentor? Because she's female'... You've got seven other blokes on the course with her. Why are they not getting the same treatment?<sup>132</sup>

Guys are asking, 'Why does she have a mentor. I don't have a mentor.' 'Okay, guys she needs a mentor because she's going to have issues of the female nature that you're not going to be able to help her with and she's not going to want to talk to you. She's going to want to talk to a female.' Staff haven't been educated on that.<sup>133</sup>

From my perspective, they should have taken a bit more time to implement it a little bit better so that we have the correct structure... We could have done business better, but it wasn't set up well enough.<sup>134</sup>

Despite the mixed reception, the Audit strongly supports the strategy of posting women into these areas to assist in creating the conditions for mixed gender combat teams to perform effectively. It encourages Navy to continue efforts in communicating the imperative of this strategy more broadly in RANDS and the Navy.

#### The culture

Recommendation 11 was intended to help create environments which are culturally ready for the integration of women. Appropriately skilled and trained leaders and teams are vital for successful integration. Women have been successfully integrated in other categories for many years, with particular experience in Navy following the integration of women into submarines. The Services can learn from the Navy integration experience. The Audit welcomes the engagement of personnel involved in that experience to assist in the implementation of further change.

The Services are aware of the importance of addressing the culture of the environments that women will enter. The Audit heard from each of the Services:

Integrating women into combat roles will require cultural reform and strong leadership to ensure that women are afforded the opportunity to perform within those roles.<sup>135</sup>

Positive leadership and an inclusive culture has been the key to the removal of gender restrictions into previously restricted categories. Other planning issues within the implementation plan focusing on support networks and mentoring, open communication, policy and documentation updates have contributed to positive outlooks.<sup>136</sup>

During consultations the Audit heard on many occasions that the positions should be open to anybody who can perform the job. For example, the Audit heard:

As long as that person can do everything that everyone else can do, there should be no dramas.<sup>137</sup>

If we make something an issue, then everyone talks about it and forms views. If you say it's not an issue because females are now allowed to serve in every part of the [Service] the issue goes away. It goes away because there's no argument. The commander makes a decision; we crack on. I have no issue with females serving in any part of [Service]. I strongly advocate for it.<sup>138</sup>

However, the importance of addressing the culture in these environments was also reinforced during consultations:

It's an alpha male run corps. We're all there full of alpha males, and throwing a chick in the middle of that...it's going to start friction in the sections...I've seen it happen...where there were females thrown into the sections for the infantry dudes, and it didn't work.<sup>139</sup>

You go to any infantry or artillery unit and I wouldn't want to be integrating with them, as a female...I think the culture needs to change before you're going to integrate women in it.<sup>140</sup>

On the surface everyone says 'if they meet the standards, no problems'... and then you scratch a little deeper and the biases start.<sup>141</sup>

Many of the women the Audit spoke to are aware of these attitudes and, combined with the inherent difficulty of these roles, the Audit heard of some reluctance to be the first woman to enter combat positions:

No one wants to go first because they know what those girls are going to go through. It is going to be really tough.<sup>142</sup>

No one wants to be the one that fails.<sup>143</sup>

You're going to have to prove yourself.<sup>144</sup>

This is an added pressure which may impact on success. The Services are aware of these issues and are addressing these matters. For example, Navy is implementing a cultural change program which will:

incorporate additional education and training that will assist trainers and supervisors to adapt to change and assist the assimilation of women.<sup>145</sup>

The Audit heard in consultation with Army personnel:

For the first women that do come through we're going to need to select the company commanders and the sections that we put them into very carefully – the ones that have good strong leaders that are tolerant and non-biased. I think we will have to do a level of manoeuvring there to make sure that they're put into an environment to succeed rather than to fail...<sup>146</sup>

Further:

We already have some people doing various elements of the courses. There's been two women from [a specific category] who've just gone and done that, so I'm hoping to catch them and interview them and talk about their experiences, how they were treated, what worked, what didn't, what they experienced, how we can make it better.<sup>147</sup>

This planning and continual improvement directly supports the recommendation and will assist in ensuring that these environments are supportive and conducive to effective mixed gender performance.

Army has also provided examples of individual management for women transferring into combat categories. Air Force has advised that the Air Force Workforce Diversity team will work closely with commanders of units that women will enter for the first time. The Audit welcomes the commitment by each of the Services to work closely with personnel and to tailor strategies that will work in different environments.

However, the Audit also heard that these initiatives may require further work:

I am concerned it is not in a suitable format or depth to ensure that [my Service] has sufficiently delivered a cultural change program for the removal of gender restrictions.<sup>148</sup>

We talk about being diverse and what the female will bring to the organisation. But that's where it stops. I think we need to ...get it in terms of why... How is this going to improve capability and so forth? Once you get that message to [the member] at the bottom, he's got his male testosterone boiling up, give him something practical and give him something meaningful.<sup>149</sup>

She's been basically, I wouldn't say thrust upon us because we knew it was coming, but there's been no training direction, briefing to the staff here at all, young or old, on how to deal with that interaction.<sup>150</sup>

I just think a heads up for the boys on how it's going to be dealt with, how their daily interactions are going to change, what they have to look for, how to deal with those issues where there might've been a bit of inappropriateness...<sup>151</sup>

These challenges are recognised by the Services and the Audit agrees with the observation noted in COSC Agendum 69 of 13 that:

The provision of support to women entering those roles is ongoing and will further evolve with experience; Service-specific strategies to ensure women entering combat roles (and other non-traditional fields) include access to mentors, role models and more senior women working in similar situations.<sup>152</sup>

## Enduring attitudes and backlash

The importance of preparing the environments for the inclusion of women in combat roles is amplified by some of the enduring attitudes and backlash encountered by the Audit. For example, the Audit heard:

I think the thing that makes the section work so well together is the mateship... The boys... that's what makes it so close like especially when you go overseas, the boys look after each other... I think with a female in that section you're going to sort of break down that cohesion.<sup>153</sup>

The standards are going to drop, they will drop.<sup>154</sup>

I think throwing a girl into the mix, even though they might be fully capable of doing the job, there's other factors that associate with it and stuff. It's definitely a boys club... I just don't think the girls would ever get the same respect or treatment that the guys would get.<sup>155</sup>

Rumours create an additional challenge for women entering combat roles. The Audit was told of unsubstantiated rumours that females undertaking training had failed assessments but had been passed due to their gender. Some of the men that the Audit spoke with had decided that a particular female, who was yet to arrive at their location, was not capable or deserving of the position:

I can see them just letting [women] slide through... I've heard she's even failed the...course, but they keep pushing her through.<sup>156</sup>

When it comes to women in a combat role... it's been proven that females can't really ... sustain or take as much as males, physically... But I believe at the moment they're dropping the standard so that she will be able to pass it or they're assisting her. They're babying her through it pretty much.<sup>157</sup>

Similarly, rumours of special treatment were circulating at one location where a female trainee had been provided with custom made equipment due to sizing issues. The Audit heard:

All these standards change. Currently, right now, one of the issues some of the younger staff have got is that we had to buy her specialised equipment. She's too small to fit into [the existing equipment]. Whereas previously... 'Oh, this doesn't fit me'. 'Tough mate. Get on with it.'<sup>158</sup>

The entrenched attitudes towards special treatment make addressing these issues critically important. Certainly, the ADF Review explored the reasoning behind the provision of specialised equipment for female personnel although in this instance, documentation provided to the Audit notes that:

No equipment issues or new requirements have been identified. Custom made [equipment] is provided for all [who need them].<sup>159</sup>

This may be the case, but the perception and experience of those working in this environment suggests that there remain significant cultural issues to be addressed.

## Finding the balance

The intent of Recommendation 11 was that leaders and teams create appropriate levels of support for women entering combat roles. Each Service is attempting to strike a balance between ensuring that the relevant environment is ready and responsive, whilst also ensuring that support and monitoring are not overly intrusive.

Excessive attention may interfere with the ability to 'get on with it' and may hamper the progress of the initial women. The balance will need to be struck by each of the Services, and each appears to be attempting to deal with it. For example, the Audit heard from a Training Command:

This is a really, really exciting time, but it's a really delicate time as well.<sup>160</sup>

Achieving this balance will require the trial of various strategies and continual reflection on the effectiveness of those strategies. For example, the Audit heard that one Service had initially focused too intently and then partially withdrawn:

We need to walk back from some of this because it was making too much of an issue out of it.<sup>161</sup>

Too many people at a time worrying about this one person only. She just wants to be left alone.<sup>162</sup>

Finding this balance is critical to ensure that there is not excessive 'spotlighting' of particular women and to refocus responsibility away from the female candidates towards creating a supportive, functional team environment.

### **Recommendation 12**

**COSC should integrate and rationalise the current suite of mentoring, networking and sponsorship programs available and facilitate access to an appropriate mentor or sponsor for any member who so desires, at any stage of her/his career. A mentor or sponsor could be male or female, from within the Service, another Service or outside the ADF. Mentoring and sponsorship programs are to be based on best practice principles, and their purpose, objectives and duration of the relationship to be determined by the member and the mentor or sponsor.**

## **Intent of Recommendation 12**

Research shows that mentoring, networking and sponsorship are particularly important for the success and progression of women in non-traditional workplaces. While the ADF Review found existing initiatives across the ADF, many had unclear objectives, were inconsistent in their implementation and were difficult to access. The intent of Recommendation 12 was to improve access to best practice mentoring, networking and sponsorship opportunities, so as to benefit individuals and the organisation as a whole.

## **Implementation actions**

In April 2013, COSC agreed:

to broad concepts for networking, mentoring, sponsorship and individualised support that can be further developed for future presentation to COSC to meet Recommendations 11 and 12 of the Report.<sup>163</sup>

The Agendum paper for the April COSC meeting included preliminary discussion on four main proposed programs which were intended to form the structure of the unified Defence program. The programs include:

- Defence-wide WINGs
- Defence Mentoring Program (for all personnel)
- WINTER Buddy Program
- Women's sponsorship.

These programs were part of the Agendum paper which sought COSC endorsement of the 'overarching concept of the four schemes'. The intention was that these schemes would then be further developed for future presentation to COSC.

A subsequent July 2013 COSC agendum paper contains the following update on the implementation of Recommendation 12:

The Services have approved a framework for delivering defence-wide, locally delivered mentoring and networking programs to supplement extant Service-specific mentoring and networking initiatives. The Workforce Development Directorate will implement and manage the new framework and programs, which are planned for roll-out in the second half of 2013.<sup>164</sup>

The Workforce Development Directorate will manage the 'Defence Mentoring Reference Group' (DMRG) under the purview of DPG.<sup>165</sup> Representatives from each of the Services have been appointed.<sup>166</sup>

The 'Women in the ADF' Report component of the Defence Annual Report 2012-13 notes that:

Defence has recently amalgamated its mentoring programs, which are now accessible through one point of access. This will facilitate future development of metrics for reporting on participat[ion] rates in mentoring, which have not previously been recorded.<sup>167</sup>

A centralised web portal which contains information on the range of mentoring programs across Defence has been developed.<sup>168</sup> The portal will assist in facilitating a more sophisticated matching process between mentors and mentees, who can then determine the nature and extent of the mentoring relationship. The web platform contains information for mentors and mentees; a 'frequently asked questions' page with helpful information on the mentoring relationship and the role of each party; and a link to the Mentoring in Defence guidebook.

The development of this portal is part of the 'Defence Mentoring Implementation Approach'.<sup>169</sup> The second phase of the approach was scheduled for July to October 2013, and includes more substantial work to 'fully realise the strategic intent of a Defence-wide approach to Mentoring.' This stage includes development of a:

- mentoring strategy
- mentoring nomination and matching methodology (with nominations for mentors and mentees received)<sup>170</sup>
- plan to implement WINGs and WINTER buddy program across Defence<sup>171</sup>
- half day workshop to educate and train potential mentors and mentees
- co-ordination of two Defence wide pilot mentoring programs, including the Defence People Group Pilot Mentoring Program (late August to December 2013), for which sessions were held on 28 and 29 August 2013.

The Defence Mentoring Program is 'intended to supplement, not replace' existing mentoring programs. Each of the Services has also undertaken Service specific implementation actions. The Audit welcomes these developments but reaffirms that the intent of the recommendation is about integrating and rationalising mentoring, networking and sponsorship programs.

The Performance Framework incorporates responsibilities which emanate from the COSC outcome.<sup>172</sup>

## Navy

Navy has advised that the following work has been completed:

- Third year of the 2013 Navy Women's Leadership Development Program, which provides development opportunities for selected Navy women
- The Navy Women's Mentoring Program, also in its third year, will provide a further 40 women with the opportunity to participate in the 'My Mentor' program.

Following the trial of the 'My Mentor' pilot program, an evaluation of its effectiveness has been undertaken. This includes a survey of its participants.<sup>173</sup>

Navy has advised that the following further work is planned:

- CN has approved a pilot program called 'Mastering Gender Leadership' for ten Navy men, to determine whether such a program is suitable
- Exploring the possibility of practical leadership opportunities for high performing women
- Navy Women's Networking Forum with the theme 'resilience'.<sup>174</sup>

## Army

Army has undertaken the following actions:

- As part of the (pre-existing) Army Women's Networking Forum plan for 2013, successful female figures were engaged to speak
- Preparation of a draft facilitator's guide for Army Women's Networking Forum, which contains a change from the current state based approach to a regional based approach. The format could include a guest speaker or a facilitated discussion. Army units located on one base would have monthly meetings to discuss topics, which could address local issues
- The programs 'Great Leaders are Made' and 'Chief Executive Women' to provide targeted training for ten women each year who are identified as having potential for assuming senior leadership positions.

## Air Force

Air Force has undertaken the following actions:

- Continuation of WINGs and development of TECHNET (addressed in Recommendation 10)
- Payment of memberships for female pilots and engineers to the Australian Women's Pilot Association and the Institute of Engineers Australia (an association for all male and female engineers, with special interest groups designed specifically for female engineers)
- A range of professional and personal development activities available through Air Force Workforce Diversity website.

## Audit findings

Recommendation 12 required COSC to integrate and rationalise the current suite of mentoring, networking and sponsorship programs and facilitate mentoring relationships for any member who so desires. Significant progress has been made in the implementation of this recommendation.

In particular, the following two key implementation actions provide an overarching basis for implementation:

- Establishment of the Defence Mentoring Reference Group (DMRG) under the guidance of DPG and chaired by the newly established DWD
- The 'amalgamation' of all mentoring programs under a centralised web platform.

The Audit welcomes this Defence wide approach to mentoring as a vital step, though it is advised that rationalising the current suite of mentoring programs would be 'extremely difficult' due in part to the informal nature of mentoring throughout the ADF and to a lack of current, centralised information about existing programs.<sup>175</sup> The new strategy/framework is intended to complement existing, Service specific, strategies rather than to rationalise them.

Certainly, the new web platform does create a centralised point of access to information on mentoring, and the Audit encourages additional rationalisation of existing programs, where possible, based on best practice principles. In addition, Recommendation 12 required that individual members be able to access a mentor or sponsor from within the Service, another Service or outside the ADF. While the Audit welcomes the portal's matching process which appears to facilitate matching across Services, there does not yet appear to be any scope to facilitate matching with personnel outside the ADF. The Audit encourages this option to be further explored.

In line with the recommendation, the Audit has been provided with information on the development of Defence wide mentoring and networking initiatives which demonstrate integration. In particular, the development of the Defence People Group Pilot Mentoring Program and the planned expansion of WINGs are illustrative of a more streamlined and coherent approach. The Audit welcomes these developments.

### Sponsorship

Recommendation 12 was intended to encompass mentoring, networking and sponsorship. Sponsorship is a more proactive form of support provided by a senior colleague and is an effective method of supporting women in their professional development. While there are some Service specific sponsorship opportunities, sponsorship has largely been left out of the Defence wide approach to mentoring and networking at this stage.

The Agendum paper for the above COSC agreement contains discussion on women's sponsorship. The document states:

Due to the personnel management differences across each Service, it is recommended that each Service develop their own proposal/scheme for sponsorship of women that should be managed by the personnel management agencies as applicable.<sup>176</sup>

The Audit has not been provided with further information on sponsorship developments.

### Communication and messaging

The success of mentoring initiatives is affected by the communication and messaging which surrounds implementation. Where ADF members perceive that women are experiencing special treatment there is the potential for backlash.

The importance of a positive communications strategy was reinforced during consultations, as the Audit encountered negative perceptions regarding access to female only mentoring or networking programs. This sensitivity to special treatment also acted as a barrier to women accessing these programs. The Audit heard:

...they continually bandy women's forums and women this and women that, and the guys are like, 'Well where the hell is our men's forum?'<sup>177</sup>

I am just sick of hearing about how I have to take all the females in my unit down to a women's day...The flak that we have to cop from the blokes, it's just not worth it.<sup>178</sup>

I'd probably boycott the [women's networking] meetings myself personally because... we don't do the same for men and why do we get a specific meeting just for women?<sup>179</sup>

The Audit urges the DMRG and Services to work to counter the negative perceptions of mentoring through the development of a comprehensive communications strategy.

## Conclusion – Principle 3

Each of the Services has undertaken substantial work to increase the number of women enlisting in the ADF. Significant work has also been undertaken to attract women to, and support them in, non-traditional roles. The Audit congratulates the ADF on this work.

Army and Air Force have implemented trials of all the recruitment strategies explicitly contained in Recommendation 8 and have developed strategies beyond those listed. The Audit encourages the Services to continually monitor the success of the initiatives and to broaden their operation where feasible.

Each of the Services has set a target for female representation for 2023. The Audit welcomes this commitment. The establishment of short term goals, such as the Army goal for 12% female representation by the middle of 2014, will help to ensure that the Services are on track for the longer term objective.

The Services have made varying progress in implementing measures to increase the representation of women in non-traditional roles. Navy and Air Force have set female recruitment goals in these areas, and have advised that these positions are to be open exclusively for women (until a certain point certain prior to enlistment to ensure all positions are filled). The Audit welcomes Air Force initiatives in this area, such as the Graduate Pilot Scheme and amendments to IMPS/ROSO.

The Audit encourages the Services to strategies which are delivering results in other Services. Further initiatives, such as appointing high performing women to key roles, could still be addressed to a greater extent by all Services.

The degree to which the removal of gender restrictions in combat categories affects the Services is varied, with the obligation to implement weighing most heavily on Army. As women have not yet entered most recently opened categories, there is significant anticipation regarding integration. The Audit heard of a backlash against removing gender restrictions, as well as perceptions that women were receiving special treatment or lowering standards. Ensuring that the environments into which women will enter are ready, appropriately briefed and trained is critical.

Significant progress has been made in rationalising the current suite of mentoring and networking programs. In particular, the establishment of the Defence Mentoring Reference Group and the amalgamation of all mentoring programs under a centralised web platform are evidence of a commitment to enhancing existing mentoring and networking opportunities in the ADF. There is, however, further scope for the integration of mentoring programs. In addition, mentoring programs should offer members the option of being placed with a mentor external to the ADF, while the Audit also encourages further work with regard to providing sponsorship opportunities.

- 1 Chiefs of Service Committee, *Agendum 50 of 13 – Strategies for implementing recommendations from the Review into the Treatment of Women in the Australian Defence Force – (Broderick) Phase 2 Report, 2012*, 18 April 2013.
- 2 These include:
- Investigate barriers to women's recruitment and mitigate through targeted HRM and recruiting strategies
  - In conjunction with DFR, continually develop innovative recruiting strategies and HRM interventions targeting women's recruitment to the ADF
  - Ensure all recruitment, retention and progression policies factor consideration of male and female work/life cycles, priorities and considerations
  - Initiate activities to encourage women to return to Permanent Service after a career break or transferring to the Reserves.
- 3 Where the recruitment initiatives are particular to women in non-traditional employment categories, the substance will be addressed at Recommendation 10.
- 4 Organisational Development Unit, email to the Audit, 12 December 2013.
- 5 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013.
- 6 Australian Army, *Trial of 12 Months IMPS for Selected ARA Trades*, 12 April 2013. The trades included in the trial are:
- ECN 294 – Operator Supply
  - ECN 274 – Driver Specialist
  - ECN 074 – Operator Administration
  - ECN 035 – Operator Movements
  - ECN 322 – Preventative Medicine
  - ECN 315 – Policeman Military
  - ECN 171 – Cargo Specialist
  - ECN 084 – Cook
  - ECN 099 – Dispatch Air
  - ECN 165 – Ground Crewman (mission Support)
  - ECN 076 – Clerk Finance
  - ECN 029 – Dental Assistant.
- 7 Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013. At <http://www.defence.gov.au/AnnualReports/12-13/default.asp> (viewed 20 November 2013).
- 8 Royal Australian Air Force, *Extracts/summaries taken from DGPERs-AF brief for CAF for April 2013 COSC*, 2013. In contrast to a reduced IMPS scheme, the 'try before you buy' scheme delays the date that the IMPS obligation becomes active. In this case, the scheme would involve the IMPS obligation not becoming active until the member graduates from recruit and initial employment training (eg OTS, BFTS and 2FTS for pilots and 1RTU and RAAFSTT for technicians).
- 9 Director General Navy People, *Information Brief for CN: Navy Recruitment of Women Strategy (NROWS) – Female Recruiting Goals FY 2013/14*, 25 July 2013.
- 10 Director General Navy People, *Navy Recruitment of Women Strategy (NROWS) – Female Recruiting Goals FY 2013/14*, 23 July 2013.
- 11 Australian Army, *Increasing Female Recruiting – Recruit to Area*, CA Directive 07/13, 25 March 2013.
- 12 Royal Australian Air Force, *Recruit to Area in Support of the Recruitment and Retention of Women to Air Force*, Directive by the Chief of Air Force, 15 May 2013.
- 13 Email RE: Broderick – Active Rejoin Case Mgt, 13 August 2013, provided to the Audit 30 August 2013.
- 14 Australian Army, *Army Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, 2013.
- 15 Australian Army, *Army Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, 2013.
- 16 High value target (HVT) incentives include Defence priorities, such as the recruitment of women, Defence Force Recruiting, email to Organisational Development Unit, 22 April 2013, provided to the Audit on 26 August 2013.
- 17 Department of Defence, Australian Defence Force Recruiting Services, *Contract Change Proposal No. 5*, 28 February 2013.
- 18 Director General Navy People, *Information Brief for CN: Navy Recruitment of Women Strategy (NROWS) – Female Recruiting Goals FY 2013/14*, 25 July 2013. Navy further advises that targets for female recruiting have been promulgated with particular emphasis on workgroups where women are under-represented and DFR will be augmented with a team of female Navy staff in 2014 (*Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013).
- 19 Director General Personnel – Army, *Brief for CA (through DCA and DGPERs-A) on DFR's Women in Army Campaign*, 24 October 2012.
- 20 Australian Army, *Army Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, 2013; Director General Personnel – Army, *Additional Funding for Recruiting Women for the ARA*, 14 March 2013; Director General Personnel – Army, *Army Recruiting Priorities for FY 13/14*, 18 March 2013.
- 21 Director General Personnel – Air Force, *Initiatives to Increase Female Representation in Air Force to Support the Women in Non-Traditional Employment Roles (Winter) Strategy*, 29 May 2013.
- 22 Navy advised that the mid career entry scheme was approved by Chief of Navy on 16 August 2013 and that recruiting to this scheme will commence in Q1 2014 (*Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013).
- 23 Meeting 6.

- 24 Officer-in-Charge Army Adventure Camp, *Post Activity Report, Army Adventure Camp 29 Apr-3 May 2013*, 14 June 2013.
- 25 Australian Army, *Army Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, 2013; Officer-in-Charge Army Adventure Camp, *Post Activity Report, Army Adventure Camp 29 Apr-3 May 2013*, 14 June 2013.
- 26 Chief of Army, *Women in the Army Recruit When Ready and Army Pre-Conditioning Course*, CA Directive 25/13, 17 June 2013.
- 27 Chief of Army, *Women in the Army Recruit When Ready and Army Pre-Conditioning Course*, CA Directive 25/13, 17 June 2013.
- 28 Director General Personnel – Air Force, *ADF Pilot Test Waiver Trial for Female Candidates (Aug – Dec 13)*, 1 August 2013; Director General Personnel – Air Force, *Initiatives to Increase Female Representation in Air Force to Support the Women in Non-Traditional Employment Roles (Winter) Strategy*, 29 May 2013.
- 29 Director General Personnel – Air Force, *Initiatives to Increase Female Representation in Air Force to Support the Women in Non-Traditional Employment Roles (Winter) Strategy*, 29 May 2013.
- 30 Interview 112. The Defence Annual Report 2012/13 states that as at 30 June 2013 the representation of women in Army was 11% (Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013. At <http://www.defence.gov.au/AnnualReports/12-13/default.asp> (viewed 20 November 2013)). Documentation provided by Army indicates that the representation may be 11.1% or 11.2%.
- 31 Email to the Audit, 4 December 2013.
- 32 Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013. At <http://www.defence.gov.au/AnnualReports/12-13/default.asp> (viewed 27 November 2013).
- 33 Director General Navy People, *Information Brief for CN: Navy Recruitment of Women Strategy (NROWS) – Female Recruiting Goals FY 2013/14*, 25 July 2013.
- 34 *Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013.
- 35 *RAN Officers' Career Management Manual*, extract provided to the Audit in S Whittaker, *RE: Broderick – Active Rejoin Case Mgt*, email to J Macklin, 13 August 2013. Navy has a pre-existing 'try before you buy' model for future officers in which they are provided with the opportunity to experience Navy life (NOYO). Navy considers that the current model is sufficient (NOYO provides 'sufficient knowledge and experience to make a well-reasoned judgment about their Primary Qualification (PQ) and whether to pursue a career in the Royal Australian Navy).
- 36 For example, in Army the RTA scheme only came into effect on 25 March 2013.
- 37 Email *RE: Broderick – Active Rejoin Case Mgt*, 13 August 2013, provided to the Audit 30 August 2013.
- 38 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, 2013.
- 39 Focus group 18.
- 40 Navy has developed the MCE scheme however the Audit has not received confirmation that the scheme has been endorsed by CN yet. Further, the scheme is gender neutral and therefore while important for workforce capability issues does not address the intent of the recommendation. The scheme may address the intent if a female focus was included.
- 41 Meeting 6.
- 42 Meeting 6.
- 43 Director General Personnel – Air Force, *Directive by the Director General Personnel – Air Force, Initiatives for the Recruitment and Retention of Women*, Policy Directive 01/2013, 17 June 2013.
- 44 Focus group 21.
- 45 Focus group 17.
- 46 Focus group 36.
- 47 Focus group 16.
- 48 Chiefs of Service Committee, *Agendum 50 of 13 – Strategies for implementing recommendations from the Review into the Treatment of Women in the Australian Defence Force – (Broderick) Phase 2 Report, 2012*, 18 April 2013.
- 49 Chiefs of Service Committee, *Agendum 50 of 13 – Strategies for implementing recommendations from the Review into the Treatment of Women in the Australian Defence Force – (Broderick) Phase 2 Report, 2012*, 18 April 2013.
- 50 Defence People Group, *Performance Framework for Gender Inclusion in the Australian Defence Force*, October 2013, provided to the Audit by ODU, 29 October 2013. In particular, the Performance Framework assigns responsibility to Service Chiefs and Senior Leaders to communicate the need for targets, the importance of targets to future capability, and that the imposition of targets does not undermine merit.
- 51 Director General Navy People, *Navy Recruitment of Women Strategy (NROWS) – Female Recruiting Goals FY 2013/14*, August 2013.
- 52 Director General Navy People, *Navy Recruitment of Women Strategy (NROWS) – Female Recruiting Goals FY 2013/14*, August 2013.
- 53 Director General Navy People, *Navy Recruitment of Women Strategy (NROWS) – Female Recruiting Goals FY 2013/14*, August 2013.
- 54 Chief of Army, *Enhancing Capability through Gender Diversity*, CA Directive 16/12, 20 August 2013; Australian Army, *Army Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, 2013.
- 55 Office of the Chief of Army, *Army Gender Diversity Plans*, Minute to CDF, 6 August 2013; Australian Army, *Army Personnel Update – 'Supporting Our People'*, Edition 02, 2013. The intended retention strategy has a broad focus, such as to support families, and includes initiatives such as:
- doubling carer's leave to 10 days per annum from late 2012
  - allowing members to purchase leave or share leave between couples

- investigation into child care options
- consideration of additional bedroom entitlement where live in carer required
- reviewing career management with a view to remove barriers.

Personnel Branch has also conducted two Women's Workshops in 2012 to engage with serving women to help understand their needs.

- 56 Office of the Chief of Army, *Army Gender Diversity Plans*, Minute to CDF, 6 August 2013.
- 57 Australian Army, *Army Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, 2013. Army further advise that as at February 2014 the percentage has increased to 11.5% (*Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013).
- 58 Royal Australian Air Force, *Audit Evidence: Recommendation 9*, 2013.
- 59 Royal Australian Air Force, *Extracts/summaries taken from DGPERs-AF brief for CAF for April 2013 COSC*, 2013. Air Force has identified that attaining the target representation requires management of both recruitment and retention. Air Force has indicated that 0.3% of the target will be achieved through recruitment and the remaining 0.2% will be targeted through influencing separation behaviour. In light of Air Force analysis of female separation rates which indicates that it has increased from 7% to 8% over the last two years, Air Force needs to ensure that this trend is reversed.
- 60 Royal Australian Air Force, *Audit Evidence: Recommendation 9*, 2013.
- 61 Chiefs of Service Committee, *Agendum 50 of 13 – Strategies for implementing recommendations from the Review into the Treatment of Women in the Australian Defence Force – (Broderick) Phase 2 Report*, 2012, 18 April 2013.
- 62 Army has received advice confirming the legality of such targets and Navy is still undergoing this process.
- 63 This is in addition to the preliminary estimate of how many additional women the Services would need to grow by per year contained in the COSC outcomes.
- 64 Australian Army, *Army Personnel Update – ‘Supporting Our People’*, Edition 02, 2013.
- 65 Chief of Army, *Enhancing Capability through Gender Diversity*, CA Directive 16/12, 20 August 2013.
- 66 Meeting 9.
- 67 Focus group 2.
- 68 Focus group 4.
- 69 Chiefs of Service Committee, *Agendum 50 of 13 – Strategies for implementing recommendations from the Review into the Treatment of Women in the Australian Defence Force – (Broderick) Phase 2 Report*, 2012, 18 April 2013.
- 70 The Performance Framework contains the following responsibilities relevant to the implementation of Recommendation 10:
- Service Chiefs are to communicate the need for women's participation in non-traditional employment (NTE) areas, encourage and fund development of targeted strategies to increase such participation, and approve targets
  - Senior Leaders are to ensure that women in NTE areas are adequately supported by Commanders, Directors and Supervisors
  - DG-PERS are to set targets, appoint high-performing women to key roles in NTE workplaces to provide role modelling, mentoring and support. DG-PERS are to monitor retention and progression of women in these areas, addressing career barriers and challenges through targeted initiatives, implement support strategies for women, investigate barriers to recruitment and mitigate through targeted initiatives
  - Commands/Directors are to investigate barriers and challenges facing women and work to mitigate them, implement cultural awareness programs to ensure all personnel are aware of barriers and challenges, ensure women are well supported and have access to networks, mentors and role models, and encourage and support women's participation in mentoring and networking events.
  - These responsibilities continue to include DFR, Workplace managers, training establishments and individuals.
- 71 This was required by Recommendation 3 of the ADF Review. See Australian Human Rights Commission, *Review into the Treatment of Women in the Australian Defence Force: Phase 2 Report* (2012).
- 72 Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013. At <http://www.defence.gov.au/AnnualReports/12-13/default.asp> (viewed 20 November 2013).
- 73 Director General Navy People, *Navy Recruitment of Women Strategy (NROWS) – Female Recruiting Goals FY 2013/14*, August 2013.
- 74 These categories include: MT, MTSM, ET, ETSM, BM, ATV, ATA, EWSM, AWA, CSOMW. Recruitment goals have also been set for categories with higher representations of women.
- 75 These PQs include: ME/MESM, WE/WESM, P, AWWO, AE, WEA. As officer selection is undertaken by NPCMA, 'DFR has been requested to facilitate achievement of the female officer goals by forwarding increased numbers of suitable female officer candidates for consideration at an Officer Selection Board.'
- 76 Organisational Development Unit, email to the Audit, 12 December 2013. The Audit is further advised that Chief of Navy has approved a reduced IMPS (two years) to be applied to women entering the above categories (*Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013).
- 77 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, 2013.
- 78 Royal Australian Air Force, *Female participation by mustering – Airmen (non-traditional roles only shown)*, 27 June 2013; Royal Australian Air Force, *Female participation by specialisation – Officers (non-traditional roles only shown)*, 27 June 2013.
- 79 Director General Personnel – Air Force, *Air Force Female Recruiting Targets – FY 13/14*, Minute, 8 May 2013.
- 80 Director General Personnel – Air Force, *ADF Pilot Test Waiver Trial for Female Candidates (Aug – Dec 13)*, Minute, 1 August 2013.

- 81 Director General Personnel – Air Force, *Brief for CAF: Amendment to Determinations Governing ROSO, IMPS and the Structure of Air Force*, 15 June 2013.
- 82 Director General Personnel – Air Force, *ADF Pilot Test Waiver Trial for Female Candidates (Aug – Dec 13)*, Minute, 1 August 2013.
- 83 The Priority Workforce List and Air Force Female Recruiting targets FY 13/14 form the basis for the roles identified in the campaign. The list contains many of the roles contained in the recommendation, such as Pilot, Air Combat Officer and Aerospace Engineer Officer.
- 84 Email correspondence provided to the Audit indicates the following frequency and attendance at TECHNET: WLM – held every six weeks, seven per session, RIC – held every two months, ten per session, EDN – held every two months, five per session. Similarly, WINGS is held at approximately 12 locations, occurring anywhere from monthly to quarterly depending on the location, with attendance from five to 30 per session.
- 85 Directorate of Workforce Diversity – Royal Australian Air Force, *Women's Forum*, 19 July 2013.
- 86 Women's Integrated Network Group, *TECHNET Newsletter*, Issue 2, March 13.
- 87 Royal Australian Air Force, *Audit Evidence Pack: Evidence Cover Sheet – Recommendation 10 Supplementary Information*. Air Force has also undertaken actions in addition to those listed. These include:
- Engagement of organisational psychologist to address different learning styles of men and women
  - Appointment of female engineers to key overseas training and exchange positions at a higher rate than experienced previously
  - Publicising of women in Air Force, particularly for non-traditional roles. For example, proposal to have female representation on the Roulettes team.
- 88 Royal Australian Air Force, *Audit Evidence Pack: Evidence Cover Sheet – Recommendation 10 Supplementary Information*.
- 89 Director General Personnel – Air Force, *Temporary Special Measures for the Personnel Management of Women in Non-Traditional Employment Roles*, DGPERS-AF Policy Directive 03/2012, 11 October 2012; Directorate of Workforce Diversity – Royal Australian Air Force, Project WINTER, Women in Non-Traditional Employment Roles (WINTER), excerpt from intranet webpage.
- 90 The Audit notes that the agreement temporarily excludes categories that have recently been the subject of the removal of gender restrictions. The recommendation is intended to include these categories however the Audit recognises that a temporary exclusion of these categories is understandable. COSC must ensure that these categories are not excluded permanently.
- 91 Meeting 5.
- 92 Focus group 21.
- 93 Focus group 11.
- 94 Focus group 11.
- 95 Focus group 11.
- 96 It is expected from background research conducted by Air Force that this scheme will result in graduating more women from 2FTS with 'distinction' results, which has historically been suitable for fast jet training. Women who are recruited through this scheme will have their university debt paid by Air Force on successful graduation from 2FTS. All candidates will be appointed a mentor to assist them at each stage of the process. Air Force has already begun working with Griffith University to facilitate this scheme. The universities which offer aviation degrees have been listed and interaction with these institutions is expected in the future.
- 97 Director General Personnel – Air Force, *Decision Brief for CAF – Air Force Women Pilot Recruitment Strategy – Graduate Pilot Scheme (GPS)*, 11 April 2012; Royal Australian Air Force, *Graduate Pilot Scheme Factsheet*.
- 98 Meeting 20.
- 99 Meeting 5.
- 100 The development of marketing strategies to attract women generally is contained in Recommendation 8, with the focus in this section on marketing non-traditional roles for women.
- 101 The concept is based on research undertaken as part of the campaign, which demonstrated that respondents retained messages of women being able to have rewarding hands-on technical roles, to be able to retain their femininity and individuality, work flexibly and be treated equally. Respondents felt positively about seeing women perform jobs that were traditionally only for men. Director General Personnel – Air Force, *Brief for CAF: Defence Force Recruiting Air Force Marketing Campaign Women in the Air Force – 'Not What You Expect' General Entry (GE) Television Commercial (TVC)*, 29 July 2013.
- 102 Directorate of Workforce Diversity – Royal Australian Air Force, *WINGS (TECHNET)*, excerpt from intranet webpage, 19 July 2013.
- 103 Royal Australian Air Force, *Flying Solo: The Handbook for Flying Females*.
- 104 Meeting 20.
- 105 Interview 119.
- 106 Chief of Air Force, *CAF Update: New Horizons in 2013*, 6 December 2013.
- 107 Chief of Air Force, *CAF Update: New Horizons in 2013*, 6 December 2013.
- 108 Chiefs of Service Committee, *Agendum 50 of 13 – Strategies for implementing recommendations from the Review into the Treatment of Women in the Australian Defence Force – (Broderick) Phase 2 Report, 2012*, 18 April 2013.
- 109 Australian Defence Force, *Risk Log: ADF Implementation Plan – Removal of Gender Restrictions on ADF Combat Role Employment Categories*.

- 110 All combat roles have been opened to current serving female members with the exception of Special Forces, which will be available once the Physical Employment Standards are established in 2013. Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013. At <http://www.defence.gov.au/AnnualReports/12-13/default.asp> (viewed 29 November 2013).
- 111 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, 2013. By the commencement of Phase 4, some amendments to DFR processes may be required. For example, target frameworks will need to be amended to enable women to access all targets in previously restricted categories. This is addressed in the Army implementation plan.
- 112 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013.
- 113 Deputy Chief of Navy, *Navy Implementation Plan for Removal of Gender Restrictions on Combat Role Employment Categories*, Minute, Annex A, 31 October 2011.
- 114 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, 2013.
- 115 Director General Personnel – Army, *Guidance for the Management of [...]*, Minute, 24 May 2012; Director General Personnel – Army, *Minute, Guidance on the Management of [...]*, August 2013.
- 116 Director General Personnel – Army, *Guidance for the Management of [...]* Minute, 24 May 2012; Chief of Army, *Army Implementation Plan for the Removal of Gender Restrictions*, 23 July 2012.
- 117 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, 2013; Directorate of Workforce Strategy – Army, *Request for Funding Support to Upgrade Facilities Associated with Removing Gender Restrictions*, 23 August 2013. The facilities outlined in the request for funding include: locks to secure top floor for women (particular minors), upgrading male toilets to unisex facility, additional shower, upgrade for mixed gender accommodation, and other adjustments to female shower/toilet facilities.
- 118 Directorate of Workforce Strategy – Army, *Women in combat*, excerpt from intranet webpage.
- 119 Chief of Air Force, *Removal of Combat Restrictions from Air Force Employment Groups*, Directive, 17 September 2013. This includes the Airfield Defence Guard (ADG), Ground Defence Officer (GDREF), Combat Controllers (CC) and some tasks associated with Security Police Military Working Dog Handlers (MWDH).
- 120 Director General Personnel – Air Force, *Decision Brief for CAF: Implement Plan for the Removal of Gender Restrictions from all Air Force Employment Roles*, August 2011, Enclosure 1.
- 121 Royal Australian Air Force, *Audit Evidence: Recommendation 11*, 2013.
- 122 Director General Personnel – Air Force, *Decision Brief for CAF: Implement Plan for the Removal of Gender Restrictions from all Air Force Employment Roles*, August 2011, Enclosure 1.
- 123 Director General Personnel – Air Force, *Decision Brief for CAF: Implement Plan for the Removal of Gender Restrictions from all Air Force Employment Roles*, August 2011, Enclosure 1.
- 124 Focus group 12.
- 125 Focus group 12.
- 126 Focus group 12.
- 127 Focus group 12.
- 128 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, 2013.
- 129 Interview 103.
- 130 Royal Australian Navy Diving School
- 131 Focus group 12.
- 132 Focus group 12.
- 133 Focus group 12.
- 134 Focus group 12.
- 135 Chief of Army, *Army Implementation Plan for the Removal of Gender Restrictions*, 23 July 2012.
- 136 Email correspondence, 11 April 2013, *Removal of Gender Restriction Progress Report paper*, provided to the Audit on 30 August, including *Bi-annual progress reporting for the Removal of Gender Restrictions Implementation Plan May/June 13*.
- 137 Interview 113.
- 138 Interview 33.
- 139 Focus group 4.
- 140 Interview 16.
- 141 Interview 103.
- 142 Interview 103.
- 143 Interview 103.
- 144 Interview 52.
- 145 Deputy Chief of Navy, *Navy Implementation Plan for Removal of Gender Restrictions on Combat Role Employment Categories*, Minute, Annex A, 31 October 2011.
- 146 Interview 103.
- 147 Interview 103.
- 148 Email correspondence on *Removal of gender restrictions for Mine Clearance Divers/Clearance Divers (MCDO/CD) – cultural change discussions*, 25 March 2013, provided to the Audit 30 August 2013.
- 149 Interview 20.

- 150 Focus group 12.
- 151 Focus group 12.
- 152 Chiefs of Service Committee, *Agendum Paper 69 of 13: Framework for Gender Inclusion in the Australian Defence Force – Implementing Recommendations from the Review into the Treatment of Women in the Australian Defence Force – Phase 2 Report, 2012*, 22 July 2013, provided to the Audit by ODU, 29 October 2013.
- 153 Interview 34.
- 154 Interview 52.
- 155 Interview 18.
- 156 Interview 52.
- 157 Interview 37.
- 158 Focus group 12R.
- 159 Deputy Chief of Navy, *Navy Implementation Plan for Removal of Gender Restrictions on Combat Role Employment Categories*, Minute, Annex A, 31 October 2011.
- 160 Meeting 25.
- 161 Meeting 9.
- 162 Focus group 12R.
- 163 Chiefs of Service Committee, *Agendum 50 of 13 – Strategies for implementing recommendations from the Review into the Treatment of Women in the Australian Defence Force – (Broderick) Phase 2 Report, 2012*, 18 April 2013.
- 164 Chiefs of Service Committee, *Agendum Paper 69 of 13: Framework for Gender Inclusion in the Australian Defence Force – Implementing Recommendations from the Review into the Treatment of Women in the Australian Defence Force – Phase 2 Report, 2012*, 22 July 2013, Attachment D, provided to the Audit by ODU, 29 October 2013.
- 165 Chiefs of Service Committee, *Agendum 50 of 13 – Strategies for implementing recommendations from the Review into the Treatment of Women in the Australian Defence Force – (Broderick) Phase 2 Report, 2012*, 18 April 2013; Defence People Group, *Defence Mentoring Reference Group – Guiding Principles*. The objectives of the group are to:
- Provide strategic oversight of mentoring programs across Defence
  - Develop an overarching mentoring strategy, framework and implementation approach for Defence-wide application and use
  - Initiate, co-ordinate and evaluate a range of mentoring, networking and sponsorship programs
  - Create and maintain a central web portal to promote the range of mentoring programs across Defence.
- 166 Defence People Group, *Defence Mentoring Reference Group – Guiding Principles*.
- 167 Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013, p 14. At <http://www.defence.gov.au/AnnualReports/12-13/default.asp> (viewed 29 November 2013).
- 168 Department of Defence, *Defence People Group, Defence Mentoring Reference Group – Guiding Principles*, Defence People Group; Defence People Group, *Mentoring in Defence webpage*, 23 August 2013.
- 169 The 'Defence Mentoring Implementation Approach' contains two phases. The first phase involves short term tasks that were to be planned or completed by 30 June 2013. This includes the consolidation of existing mentoring materials, development of a visible mentoring tab and proposed mentoring 'webinar' to support the web launch.
- 170 The website is intended to facilitate mentor and mentee matching. The website would contain a database containing information (such as background, experience etc) on members willing to perform mentoring roles, and personnel seeking a mentor could either approach or be matched with these members. DPG would support the program by providing education on mentoring, including development of packages or guides on mentoring.
- 171 The initiative involves adopting the existing Air Force WINGS model to create a Defence wide program. There will be DPG strategic oversight however each Service will be responsible for coordinating the program for their bases.
- 172 For example, these include (amongst other accountabilities and responsibilities):
- Communicate the importance of networking, sponsorship, talent management, mentoring and support for all personnel
  - Encourage engagement from all leaders across the organisation to directly support programs for networking, mentoring, talent management and support
  - Actively and visibly mentor and sponsor personnel within your organisation
  - Attend networking events to demonstrate support
  - Develop and deliver programs for mentoring, networking, sponsorship, talent management, and support in consultation with DWD in DPG
  - Ensure staff feel supported by their chain of command when attending networking/mentoring events
  - Deliver framework and tools for 'best practice' mentoring, networking and support.
- 173 Emberin, *My Mentor Pilot Evaluation Report: Program Completion Survey Results for the Royal Australian Navy*, 6 December 2012.
- 174 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013.
- 175 Chiefs of Service Committee, *Agendum 50 of 13 – Strategies for implementing recommendations from the Review into the Treatment of Women in the Australian Defence Force – (Broderick) Phase 2 Report, 2012*, 18 April 2013.
- 176 Chiefs of Service Committee, *Agendum 50 of 13 – Strategies for implementing recommendations from the Review into the Treatment of Women in the Australian Defence Force – (Broderick) Phase 2 Report, 2012*, 18 April 2013.
- 177 Focus group 19.
- 178 Focus group 3.
- 179 Focus group 21.





# Chapter 7:

## Principle 4: Greater flexibility will strengthen the ADF

### Key findings of Review

The ADF Review found that flexibility is imperative for many Defence members, and that a lack of flexible work options – be that real or perceived – was acting as a serious impediment to retention. The ADF Review reported that in all three Services:

There is an increased propensity for women to leave the ADF at points that coincide with a typical point where personnel, particularly women, are starting families.<sup>1</sup>

Furthermore, the most recent Defence Annual Report provided that exiting members cited both the ‘lack of control over life’ and ‘the uncertainty with long term career plans’ among their top reasons for leaving Defence.<sup>2</sup>

Evidence indicates that one of the top barriers to flexibility in Defence is the lack of awareness of both members and supervisors as to what flexible work arrangements (FWA) are actually available.<sup>3</sup> The ADF Review also heard that members who access flexible work may be disadvantaged in their career progression.

The ADF Review found that Defence lacked reliable data on the uptake and operation of FWA. Many FWA that were in place were informal or *ad hoc* and, as such, a member's experience of flexible work was highly dependent on the support of particular supervisors or Commanding Officers. Some members told the ADF Review that they could access 'informal' flexible work arrangements when necessary, such as working around 'pick up' and 'drop off' hours at childcare or school, or the occasional afternoon off to attend a function or child's sporting event. While the ADF Review acknowledged the value of these informal arrangements for certain members, it considered it critical that members have greater certainty about their ability to access flexible work. Formalising FWA also sends a clear message that the organisation is committed to flexibility.

Without a centralised, tri-Service approach to implementing flexible work, the ADF Review noted a varied and inconsistent application of flexible work practices across Defence. It also found that greater education, monitoring, reporting and rethinking of workforce models and job roles were required to increase Defence's employment of flexible work.

After considering the unique work environment and the commitment required by military personnel, the ADF Review concluded that creating a more flexible work environment would not only act as a critical retention tool, but would also increase diversity and strengthen Defence's capability. It found that '[i]t is not possible to increase the representation of women and the diversity of the ADF workforce and leadership without better enabling members to balance work and family.'<sup>4</sup>

The Audit's findings in respect of each recommendation under this Principle follow.

### **Recommendation 13**

**Each Service Chief should set an annual growth target for the number of flexible work arrangements (FWA) to be agreed with the CDF. This recommendation applies to both men and women. Progress against this target is to be reported annually in the 'Women in the ADF' Report.**

### **Intent of Recommendation 13**

The ADF Review found patchy awareness of, and access to, FWA. FWA that did exist were mostly informal and reliant on a particular CO or supervisor's support. The ADF Review found significant confusion and competing narratives about whether access to flexible work arrangements was possible, whether it was 'allowed' and whether it would be supported. There was also a recurring perception that access to FWA effectively put a 'break on your career' and put an undue burden on the full time members of the team. The ADF Review spoke to many people, both men and women, who could not see a way to balance their work and family lives and were considering discharging as a result.

The intent of Recommendation 13 was to increase access to flexible work arrangements to allow ADF members to balance competing work and family commitments. In developing this recommendation, the ADF Review explained that strengthening the implementation and awareness of flexible work practices would increase the ADF's capability, not diminish it, and serve to act as a recruitment and retention tool that would support Defence's focus on *ab initio* recruitment.

The recommendation acknowledged the link between capability and flexibility and explained that clear organisational support was required to increase the number of FWA.

## Implementation actions

In October 2012, COSC considered Recommendation 13 and it was agreed-in-principle.<sup>5</sup>

In April 2013, COSC deferred agreement on setting a target number of FWA until COSC had a more comprehensive understanding of the current level of flexible employment across the ADF.<sup>6</sup> COSC also agreed that a broader definition of 'Flexible Employment' was needed, building upon that defined in the existing *Defence Instructions (General) 49-4 Flexible Work in the Australian Defence Force*. In a copy of the DI(G) 49-4 provided to the Audit and dated effective from 8 May 2012, the policy provided that the FWA available to Defence members were as follows:

- *Temporary Home Located Work (THLW)*  
THLW enables a Defence Member to complete work at a specified location outside their normal workplace. THLW may be utilised in a temporary or occasional arrangement, or as an ongoing arrangement for a specified time, on a part-time or full-time basis.
- *Variable Working Hours (VWH)*  
VWH allow Defence Members flexibility with their start and finish time as well as any periods of absence from the workplace. This may be utilised as a one-off or as an ongoing arrangement.
- *Part-time Leave Without Pay (PTLWOP)*  
PTLWOP enables Defence Members to work a reduced number of days or work part days in a fortnight pay period. PTLWOP includes job-sharing.<sup>7</sup>

In July 2013, Defence People Group then prepared an Agendum paper ahead of the COSC meeting in October that year, as the Service Chiefs were asked to reconsider setting a target for flexible work. The paper provided projections of the number of individual FWA required to achieve the two percent target within each Service's permanent trained personnel:

- Navy: 150 individual FWA
- Army: 503 individual FWA
- Air Force: 260 individual FWA.<sup>8</sup>

The Agendum paper further provided that, while the target of two percent is modest:

Advice from [Defence's] Gender Equality Advisory Board (GEAB) indicates that the symbolism and cultural intent of an FW target is more important than the target itself... Service Chief commitment to a FW target aims to encourage cultural acceptance of FW and enhance accessibility for all ranks and locations.<sup>9</sup>

The briefing recommends the setting of an initial, baseline target that would enable Defence to meet Recommendation 13, and which could be later adjusted.<sup>10</sup>

At its subsequent October 2013 meeting:

COSC agreed that Service Chiefs have established a Flexible Working Arrangement target of 2% for the trained force, to meet Recommendation 13 of 'the Report' (attachment A of the Agendum Paper). A review of progress is required in the middle of 2014.<sup>11</sup>

This is also reinforced in the Service Chiefs' accountabilities set out in the Performance Framework, and is to be reported in the Defence Annual Report.<sup>12</sup>

The 'Women in the ADF' Report was published for the first time in November 2013, as a supplement to the Defence Annual Report 2012-13. This Report reiterated the Services' commitment to setting a FWA target of two percent<sup>13</sup> and also includes some data on current use of flexible work practices.<sup>14</sup>

COSC also agreed that each Service would report annually on unit level flexible capability management strategies, to be included in the Defence Annual Report as commentary to the data on flexible work.<sup>15</sup> The Audit understands that this requirement was included at the suggestion of Navy and is designed to encourage reporting of flexible work practices that are not encompassed by the target, such as flex-crewing.<sup>16</sup> This requirement has been drafted in broad terms, so as to enable any FWA to be reported as the Service Chiefs see fit:<sup>17</sup>

[Existing flexible work practices] such as shift work, multi-crewing and alternate crew rosters... are valuable and important arrangements for operationally focused units, which although not prescribed within the policy, should be communicated in addition to individual FWA... (as) it would further enhance messaging on the ADF being a flexible employer.<sup>18</sup>

Definitional and data capture issues have to date been some of the barriers to establishing a FWA target. Defence has sought to remedy these issues with amendments to the relevant policy on flexible work, DI(G) 49-4. While still in draft at the time of writing, the draft DI(G) 49-4 describes the flexible work arrangements that Defence Members can access as follows:

- a. **Variable Work Hours (VWH).** VWH allow Defence members the flexibility to vary their start and finish times, as well as periods of absence from the workplace to suit their personal circumstances, whilst still completing the normal outputs of their role. These may be used as a temporary, occasional or ongoing arrangement and do not represent a reduction in working hours, simply a redistribution. VWH includes compressed working hours across the week.
- b. **Home Located Work (HLW).** This arrangement enables the Defence member to complete work from home. HLW may be utilised in a temporary or occasional arrangement, or as an ongoing arrangement for a specified time, on a part-time or full-time basis. HLW is a form of telework.<sup>19</sup>
- c. **Alternate Location Work (ALW).** This arrangement enables Defence members to complete work from an alternate location outside of their posting location, such as another Defence base. ALW may be utilised for a specified time, on a part-time or full-time basis. In some circumstances, ALW may fulfil the definition of telework.
- d. **Remote Overseas Work (ROW).** This arrangement enables Defence members to undertake work against an Australian based position whilst living or residing overseas. ROW is generally for a long-term period where a member is accompanying a spouse who will be employed by either the Australian Government (either Defence or other agency) or a private company. ROW is a form of telework.
- e. **Part Time Leave Without Pay (PTLWOP).** PTLWOP enable Defence members to maintain continuity of service while working a reduced number of days or part days in any fortnightly pay period. PTLWOP has been adopted as the means of allowing Defence members of the Permanent Forces to work reduced hours for an agreed proportion of the pay period without any detrimental effect on continuity of service, for MSBS purposes.
- f. **Job Share (JS).** Job-sharing is an FWA that occurs when two or more Defence members share the output of one job. In this instance, position responsibilities can be divided proportionally between members to enable ownership and responsibility of specific tasks.

In most cases job-share will be combined with PTLWOP, and may include the position being shared between two Permanent Force members, or a Permanent Force member and Reserve member.

In addition to more clearly defining the FWA available to members, there has also been significant progress in relation to data collection. Defence has acknowledged that existing data management systems were not sufficient to report on the achievement of a target on FWA, as data practices only allowed for capture of those personnel using PTLWOP.<sup>20</sup>

As a result, Defence People Group has identified potential PMKeyS changes required to support the implementation of both the ADF Review and the Review of Employment Pathways for APS Women in the Department of Defence (the McGregor Review).<sup>21</sup> These IT systems reforms have been identified as follows:

- a. data fields for personnel on all types of FWA to be recorded on PMKeyS
- b. data fields to identify and specify FWA categories by type and position
- c. capacity to reflect job-share arrangements.<sup>22</sup>

These reforms were initially identified to inform broad business requirements for implementing flexible work.<sup>23</sup> The Audit was advised in October 2013 that this new 'IT intervention' has been developed 'to gain a more accurate picture of (flexible employment) uptake across the ADF'.<sup>24</sup> It is also envisaged that data collection will allow for monitoring of flexible work practices and implementation across such variables as location; gender; rank; and type of FWA.<sup>25</sup> At the time of writing the Audit is unclear whether such reforms have been implemented, although this accords to the reporting accountabilities set down by the Performance Framework.<sup>26</sup>

Capturing data on FWA will be further improved by an IT initiative enabling internal ADF systems to record flexible arrangements that last longer than four weeks in length.

The Audit has also been advised that the data captured for this recommendation will be reported in the 'Women in the ADF' Report, as well as reported to COSC on a twice-yearly basis.<sup>27</sup> As stated above, the 'Women in the ADF' Report was published for the first time in 2013 and as such the new reporting system is not available for 2012-2013.<sup>28</sup> Instead, the Report provides data in relation to the proportion of ADF members on PTLWOP.<sup>29</sup>

## Navy

Navy has agreed to the baseline target for individual FWA of two percent of non-seagoing trained forces by December 2014.<sup>30</sup>

The Audit is encouraged by the Chief of Navy's commitment to embracing flexible work as evidenced by his direction to DGNP to consider a higher target.<sup>31</sup> However, in a brief for Chief of Navy ahead of the COSC meeting in October, the Director General Navy People advised the Chief of Navy to implement a 'modest' target due to concerns about data collection:

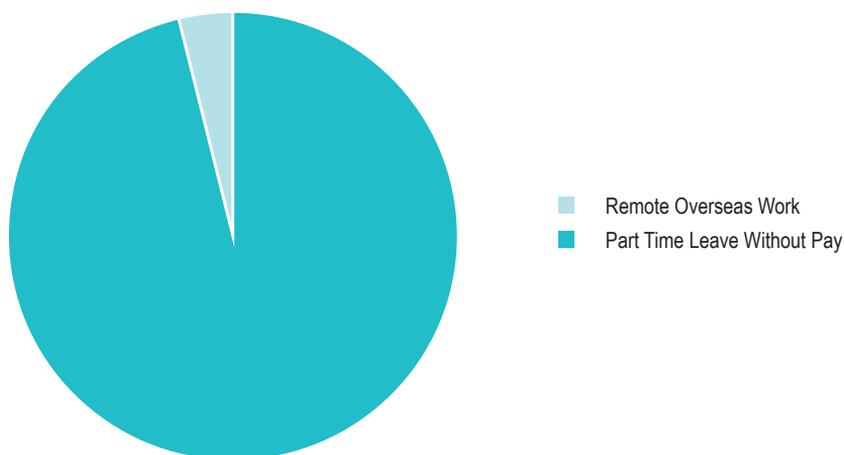
There is extensive use of FWA across Navy and... the proposed target will only measure a small portion of the total FWA options available... While there is no doubt a higher number of individuals currently accessing FWA in Navy, the majority of these are 'informal' in nature, based on trust and output and are, therefore, not reported. Setting a higher target may, therefore, force a shift in focus to one of presenteeism (through submission of formal requests/approvals purely for the purpose of reporting) which is considered a backward step for Navy. 2% is therefore considered an appropriate, albeit modest, baseline target which would likely allow for future growth without adversely impacting capability...<sup>32</sup>

In its work to identify a target for FWA within Navy, Director Navy Workforce Management reported that, as of 31 July 2013, 225 personnel were ‘already accessing a form of FWA’.<sup>33</sup> However, this data is based on the numbers of members accessing not only PTLWOP, but also Long Service Leave (including on half pay), Leave Without Pay, Maternity Leave on Half Pay and Parental Leave on Half Pay.

Data was also provided to the Audit from the ODU, which provided that, at 6 March 2013, 55 Navy members were utilising flexible employment.<sup>34</sup> This document provides a breakdown of this figure, based on the different types of FWA being utilised. The Audit notes that the types of FWA considered align to those encompassed in the draft DI(G) 49-4 (that is, VWH, HLW, ALW, ROW, PTLWOP, and JS). However, the ODU provides that this data ‘is not indicative of the current access to or use of FWA within the ADF’.<sup>35</sup> All data was collected manually and it is anticipated that mandated electronic reporting would yield a more accurate indication of current use of FWA.

The data captured by the ODU demonstrates the breakdown of FWA in Navy as follows:<sup>36</sup>

**Figure 30: Flexible Work Arrangements in Navy (provided by ODU)**



While not purporting to be wholly accurate, these statistics place Navy’s current deployment of flexible work at around 0.41% (n=55).<sup>37</sup>

According to briefing material provided to COSC by Defence People Group, Navy must achieve 150 individual FWA to reach the two percent target.<sup>38</sup>

As these varying figures suggest, there is currently no single data source that reliably captures the information required to monitor the FWA target within Navy. Furthermore, any information that is currently available is isolated to formal arrangements and, as such, many informal arrangements are not being captured.

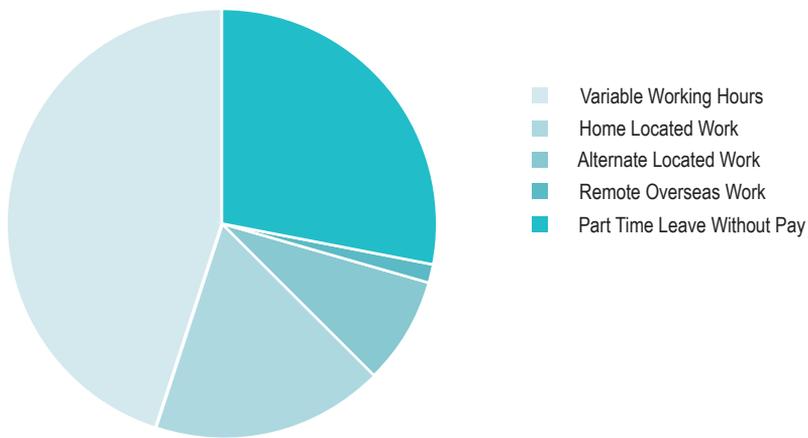
Navy has engaged an external provider to support the implementation of the flexibility initiative, and it is anticipated that this will include guidance on data collection, including what should be measured and reported.<sup>39</sup> While it is envisaged that the PMKeyS reforms to data fields will assist with reporting, the Flexibility Initiative will also consider whether the planned PMKeyS functionality is the best method for the collection of data, or whether data should be gathered another way.<sup>40</sup>

## Army

The Chief of Army has also agreed to the FWA target of two percent of the trained force by December 2014.

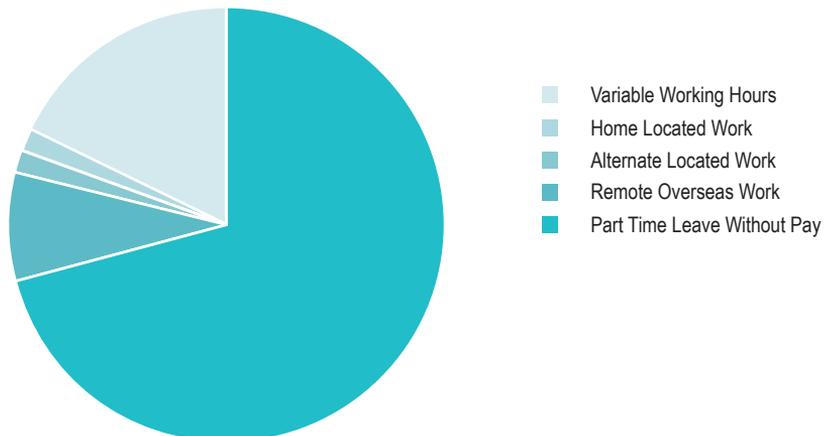
Army advised the Audit that they currently have approximately 0.5% of members using FWA.<sup>41</sup> Statistics provided to the Audit by Army demonstrate the breakdown of these arrangements in Army as follows:<sup>42</sup>

**Figure 31: Flexible Work Arrangements in Army (provided by Army)**



Preliminary data provided by the ODU places Army with 0.22% of personnel accessing FWA.<sup>43</sup> This data provided the following breakdown of FWA:

**Figure 32: Flexible Work Arrangements in Army (provided by ODU)**



Again, the disparity between these two sets of statistics serves to illustrate the current difficulty in measuring data on FWA.

According to material provided to the Audit, Defence People Group have estimated that Army requires 503 individual FWA to meet the two percent target.<sup>44</sup>

The Audit was also provided with a copy of a minute from DGPERS-A directing all Commanders to ensure the capture of FWA information.<sup>45</sup> The minute reiterates that all FWA which endure for more than 30 days, both formal and informal, should be identified, including those relating to members who:

- a) are on part time leave without pay
- b) job share
- c) undertake temporary home located work
- d) use variable working hours, and
- e) work from a remote locality.<sup>46</sup>

The minute also provides that this data is to be provided for officers and other ranks, and is to be segregated by both gender and rank.<sup>47</sup>

The minute requests provision of this information by a set date in September 2013.<sup>48</sup> It is not apparent whether this is intended to be an enduring method of data collection, which would align with the responsibilities specified by the Performance Framework and other reporting requirements, or whether this was a one-off initiative to gather data for the Audit's purposes.

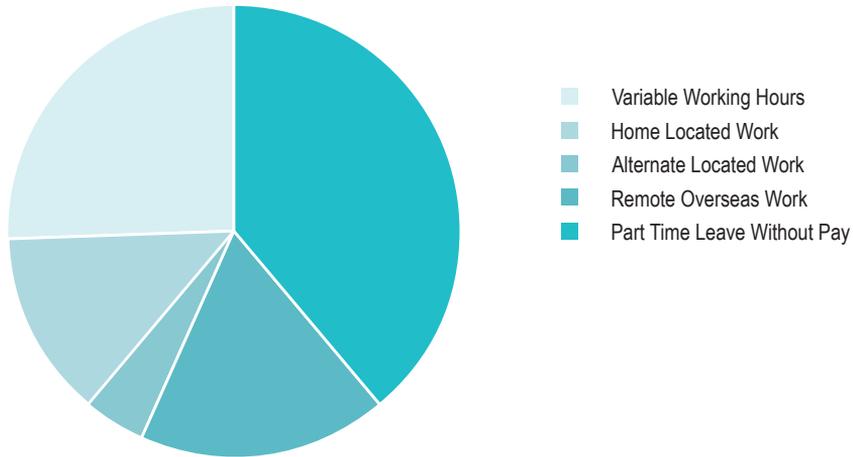
## Air Force

Air Force has also agreed to the two percent target of individual members using FWA by December 2014.

The number of Air Force members currently utilising FWA is unclear. Air Force provided that, as of April 2013, 1.35% of Air Force members were already working flexibly on formal FWA.<sup>49</sup> However, another document provided by Air Force in August 2013 provides that 362 Air Force members are utilising FWA, accounting for 2.79% of the trained force.<sup>50</sup> Based on the most recent statistics, Air Force is easily exceeding the target for individual FWA.<sup>51</sup> However, it is unclear from this document whether the data capture has considered FWA as defined by the draft DI(G) 49-4.<sup>52</sup>

The Audit was again provided with the ODU's statistics on Air Force's use of FWA, as defined by the new draft DI(G) 49-4. According to this data, Air Force had 0.64% (n=90) of its members utilising FWA as of March 2013.<sup>53</sup>

**Figure 33: Flexible Work Arrangements in Air Force (provided by ODU)**



As noted above, Defence People Group has advised that 260 individual FWA are required for Air Force to meet the two percent target.

In a brief for the Chief of Air Force from April 2013, Air Force's, Director General – Personnel recognised the modesty of a two percent target:

1.35% ...of Air Force members are already working flexibly with formal reporting arrangements in place. With the proposed implementation of PSS reporting functionality, it is suspected that Air Force will likely overachieve against this target.<sup>54</sup>

Into the future, Air Force hopes to achieve a target greater than two percent once a corporate reporting tool has been implemented and the outcomes of the Position Profiles Project are known.<sup>55</sup> Currently, Air Force records all formal FWA via a manual system.<sup>56</sup> Air Force is awaiting a 'corporate reporting solution' to ensure accurate data collection on FWA.<sup>57</sup>

## Audit findings

After some consideration, all three Service Chiefs, together with the CDF, agreed to a target of two percent of the trained workforce accessing individual FWA by December 2014. While the COSC agreement provides that this target is to be reviewed, the Audit emphasises the distinction between a target which is intended to be re-evaluated and an annual 'growth' target, which was the ADF Review's recommendation.

Nonetheless, while some data provided to the Audit on the current use of FWA indicates that this target is 'modest', the Audit agrees that the setting of a FWA target across the Services sends a strong message in relation to increasing the ADF's employment of flexible work practices.

Inherent in the successful implementation of this recommendation is a consistent and clear definition of a 'flexible work arrangement', as well as agreed methods of data collection and monitoring. The finalisation of the draft DI(G) 49-4 will be a pivotal step in establishing a recognised, tri-Service definition of FWA, as well as other associated policy regarding flexible work practices in the ADF.

The evidence above clearly illustrates that data collection and definitional issues have proved a significant barrier for all three Services in measuring and monitoring FWA. The Audit recognises that some of these difficulties are likely to be alleviated by the introduction of an established definition of FWA. For example, some information provided to the Audit relied on members' use of Long Service Leave (including on half pay), Leave Without Pay, Maternity Leave on Half Pay and Parental Leave on Half Pay. The Audit considers that these arrangements represent leave entitlements, not FWA, and as such this data cannot be relied upon as a true indication of flexible work rates.

Further, while significant updates to PMKeyS have been identified to support the ADF Review's recommendations in relation to flexible work, it is unknown what progress has been made on these 'broad FWA business requirements' or what the associated timeframes will be.<sup>58</sup>

The Performance Framework promises progress in relation to data collection, including that the Directorate of Workforce Development (DWD) will monitor the PMKeyS data reporting mechanism, assessing this data against the target – both at a service and tri-service level.<sup>59</sup> The Audit considers that centralising data collection and monitoring across Defence will ensure a more accurate indication of FWA use and welcomes the tri-Service implementation of such processes.

The Audit also notes that the Performance Framework delegates the monitoring of FWA, as well as the job of ensuring that each Service achieves or exceeds its target, to the respective Service Directors General Personnel.

Finally, the Audit considers the additional requirement for each Service to report on unit level flexible capability management strategies to be significant in promoting organisational support and sharing good practice.

The ADF Review did not prescribe the level of the target and the Audit makes no comment on whether the target should be higher or lower. Although it is not yet possible to measure the Services' current use of FWA against the baseline target, the Audit is satisfied that each Service has achieved against this recommendation. As evidenced by the material provided by the three Services and by the ODU, the introduction of a tri-service, COSC-approved base target, together with the anticipated goal to set a greater 'growth' target; the new accepted definition of flexible work; and the preliminary methods of data collection indicate to the Audit that significant progress will continue to be made in relation to Recommendation 13.

## **Recommendation 14**

### **COSC should:**

**Establish a central ADF Flexible Work Directorate, reporting to the Deputy Secretary, Defence People Group, to inform policy and best practice.**

### **Responsibilities include:**

- **Monitoring progress against the growth targets of FWA.**
- **Collecting tri-Service data on applications for flexible work arrangements, applications that are refused, applications that are granted, in order that there is a better understanding of and strategic assessment of flexible work arrangements across the ADF.**
- **Training and educating middle managers, including NCOs on available tools and how to manage FWAs effectively.**
- **Reporting to COSC on progress.**

**Direct that, within each Service, the responsibilities of the Service personnel agencies include:**

- **As a priority, reviewing job design, statements of duty and team work allocation to identify those positions where full time work is the only sensible model. All others roles should be identified as potentially available in flexible work arrangements.**
- **Building workforce models and personnel arrangements to increase workforce flexibility, address the negative impact of work/life balance and increase locational stability, such as fly-in/ fly-out and alternative crewing.**
- **Reviewing all FWA applications in consultation with the commanding officers. For those which are rejected the application will be referred to the Director General of Personnel of each Service for review. These instances will be reported and monitored.**
- **Maintaining an up to date FWA register which includes expressions of interest, information on locality, type of work and matching applicants for job sharing/FWA where possible.**
- **Reporting to COSC through the Service Chiefs.**

## Intent of Recommendation 14

The ADF Review found ‘a broad range of structural and cultural barriers’ to implementing further use of FWA within the ADF.<sup>60</sup> For this reason, although a number of formal and informal flexible work policies and practices were already in place across the ADF, the ADF Review considered that a centralised body would ensure the most effective and consistent approach to managing and supporting FWA.

In particular, the intent of Recommendation 14 was to encourage the development of a consolidated method for data collection which could allow for promoting a greater understanding of how flexible work practices are currently being used within the ADF; and provide for a strategic approach to encouraging further use of FWA by members. Centralising the approval processes for FWA applications, including the review of rejected applications, will also enable management to find solutions at a higher, more strategic level than at unit or base level.<sup>61</sup>

A comprehensive review of job design, duty statements and team work allocation is critical in determining where and how flexible work practices can be implemented. While it is likely, as some ADF personnel reported, that some jobs simply cannot be worked ‘flexibly’, each Service should actively identify those positions where full-time is the only appropriate option, leaving the remainder of roles open to FWA.

Given the critical role of ‘middle management’ in implementing and sustaining FWA, these personnel should have the knowledge and skills to manage FWA in their workforce. Educating middle managers on effective implementation and management in a flexible work environment is crucial to ensuring its success and uptake amongst ADF members.

## Implementation actions

This recommendation was agreed-in-principle.

The first part of this section will detail the tri-Service actions taken with respect to the central ADF Flexible Work Directorate. The remainder will address the actions of each individual Service in respect of implementing the second half of the recommendation.

Fundamental to Recommendation 14 is the establishment of a centralised ADF Flexible Work Directorate.<sup>62</sup> As part of the People, Strategy and Culture Branch (within Defence People Group), the Workforce Development Directorate (the Directorate), was approved in April 2013 to develop ‘an overarching workplace flexibility strategy’, and has taken the lead on flexibility in the ADF.<sup>63</sup> The Directorate will specifically focus on issues of mentoring and flexible employment.<sup>64</sup>

‘Workplace flexibility’ has also been identified as one of six key areas of focus in the Performance Framework for Gender Inclusion in the ADF (Performance Framework), a component of Defence’s overarching ‘Diversity and Inclusion Strategy 2013 – 2017’.<sup>65</sup>

The Performance Framework prescribes the accountabilities and responsibilities of the Directorate as follows:

- Monitor new PMKeyS reporting mechanism for capturing Flexible Work data
- Monitor Service and ADF progress against FWA targets
- Develop training packages on FWA and flexible work that can be tailored for personnel at all levels of the organisation
- Develop tools and guides to support the implementation of FWA across Defence.<sup>66</sup>

The Directorate's role also includes coordination of the work of the Defence Flexible Employment Working Group, which was established by the ODU to ensure a 'whole of Defence' approach both to the ADF Review and the Review of Employment Pathways for APS Women in the Department of Defence (the McGregor Review) recommendations.<sup>67</sup>

As evidenced, these roles and accountabilities give action to much of the first component of Recommendation 14, and a briefing to the Deputy Secretary Defence People Group on the Directorate also states that the Directorate has 'assumed responsibility' for these items of Recommendation 14. This brief also provides a table documenting initial work undertaken by the Directorate and the tasks and actions which were to be completed by 30 June 2013. These key tasks were outlined as such:

- Consolidate existing flexible employment tools, guides and information kits (for use on People Connect)
- Develop a prominent Flexible Employment 'tab' on PeopleConnect (encompassing links to APS and ADF programs, guide, initiatives and tools)
- Develop a Communications Strategy to communicate the value of the Flexible Employment tab
- Complete a handover with the ODU for the strategic oversight and implementation of ADF Flexible Employment initiatives.

The ODU provided evidence regarding the DPG website 'PeopleConnect' headed 'Workplace Flexibility in Defence', which links to ADF and APS Workplace Flexibility websites and information, policy, forms and tools, which appears to address the first two dot points. However, the Audit is not aware of any evidence of the development of a communications strategy to promote this resource. The Audit also understands that responsibility for the Directorate has now passed from the ODU to the People, Strategy and Culture Branch in the Defence People Group, fulfilling the final requirement above.

The Audit also found evidence of progress made in relation to ensuring that data capture includes FWA applications that have been granted, as well as those that have been refused. While part of the responsibility for this recommendation lies with the individual Service, data collection processes have also been enhanced by the creation of the ADF-wide form *AE406 Application for Flexible Work*, and the PMKeyS employee 'checklist', ADF Flexible Work Arrangements, which will be used to capture FWA request and approval data.<sup>68</sup> Once sufficient data is available, common and consistent reporting against the two percent target to COSC will be undertaken. This is expected by the last quarter of 2014.<sup>69</sup>

The ADF Review recommended that the Services re-examine job design. The Audit was advised that APS work is being undertaken through the Directorate of Workforce Development which may be useful to the Services in their approach to job design.<sup>70</sup> In the Audit's discussions with the Directorate, plans for a guide to job design were in a very preliminary stage. The Audit welcomes an ADF-wide commitment to focus on job design, as limited material was provided by the Services to indicate any progress on this front. The Audit heard some of the challenges the ADF faces in rethinking job design:

[I]n the ADF it has got to do with workflow... it is very hard to redesign the whole job when you have certain skill sets in each workflow point, specific engineering skills, high level tertiary qualifications... You can see how that may be challenging.<sup>71</sup>

#### Further activities under Recommendation 14

The Audit now considers the second component of Recommendation 14, which directs each Service's personnel agencies to undertake certain activities. Broadly, these activities included a review of job design; building workforce models; review of all FWA applications, including the referral of rejected FWA applications to the individual Service's Director General Personnel; maintain a FWA register; and reporting to COSC through the Service Chiefs.

### Navy

Navy advised the Audit that 'considerable research and work has been undertaken by Navy on flexible work arrangements and flexible careers.'<sup>72</sup> Navy cited New Generation Navy Culture Project 12 – Manage Careers More Flexibly as evidence of work completed in relation to this recommendation<sup>73</sup> and advised that Navy has adopted an 'incremental approach to increasing flexibility'.<sup>74</sup> Navy told the Audit that the service has 'for some time... made use of existing policies and practices to provide flexible work arrangements which meet both the Navy and the individuals' needs.'<sup>75</sup>

In relation to reviewing job design, Navy provided evidence of work which had been undertaken in relation to scoping positions suitable for FWA.<sup>76</sup> The date of this material is not clear, however data referred to in this document places it around mid-2011,<sup>77</sup> prior to the ADF Review.

The Audit was advised that much of the work planned for Recommendation 14, including the review of job design, is to be encompassed by the work on a flexibility initiative framework which is currently being undertaken by an external provider.<sup>78</sup> This includes data collection and education on flexible work practices, reviewing job design, building workforce models, reviewing FWA applications and maintaining an FWA register.<sup>79</sup> Navy advised that presently, apart from PMKeyS, Navy does not maintain a central register nor monitor the numbers of people on FWA.<sup>80</sup>

The Audit was provided with a detailed agenda from the 'kick-off meeting' for the Flexibility Initiative from June 2013, which provided that the Initiative would look into the following key questions:

- How does Navy provide flexible working arrangements and flexible career arrangements for its members, and in turn increase attraction and retention?
- How does Navy respond to the Broderick Recommendations and prepare for Suakin in a consolidated and coordinated way?
- How do we effectively measure flexibility (both formal and informal usage) across Navy?<sup>81</sup>

At the time of writing, Navy had been presented with the Executive Summary of the Diversity and Flexibility 'Roadmap Report', though the Audit has not been provided with this documentation.<sup>82</sup> The next New Generation Navy Steering Group meeting was scheduled for February 2014.<sup>83</sup>

Navy also advised the Audit of specific examples of flexible work practices currently being used in their Service.<sup>84</sup> The Audit notes these as examples of practice that existed prior to the ADF Review, and as such does not consider them as part of a response to the ADF Review's recommendations of August 2012.

## Army

Army told the Audit that 'considerable work has been completed to increase the awareness and use of Flexible Work Arrangements within the Army'.<sup>85</sup>

Chief of Army demonstrated the importance of leadership to implementation and normalisation of FWA through Army's Commanding Officers Workshop. This took the form of a road show on implementing flexible work and visited major bases in Australia to brief and train Commanding Officers and the Career Management Agency.<sup>86</sup> This training sought to provide support measures for Commanding Officers implementing flexible work, such as what to consider when an application is made for an individual to access FWA.<sup>87</sup>

The Commanders Workshops were preceded by the viewing of an address by Chief of Army. This video, together with Chief of Army's statement on Flexible Work in the Australian Army,<sup>88</sup> provides key statements in relation to the implementation of flexible work in the Army. The audience heard statements from Chief of Army such as:

Providing our officers and soldiers with the flexibility they need to balance their work and their personal commitments is a key element of retaining them. Commanders are to take a long term view of retention and appreciate the needs of their people in the context of a thirty year career, not a three year posting.<sup>89</sup>

...I expect that:

- It will be usual for all members to access informal and formal flexible work arrangements.
- It will be normal for units to plan to accommodate those arrangements in the development of daily routines, training and exercise plans.
- There will be no disadvantage to members who access flexible work.
- Commanders will consider Flexible Work Arrangements applications with the expectation that they will find a way to accommodate and approve them.
- Soldiers will challenge their chain of command to accommodate their need for flexible work.
- Commanders will challenge Army to support them and their soldiers.<sup>90</sup>

A specific guide to flexible work in Army has also been created, providing a practical guide to support both individual members who wish to apply for FWA and the Commanders who receive such applications. This guide, the *Flexible Work Arrangements Handbook*, was critically reviewed at a Chief of Army's Women's Workshop on FWA held in March 2013,<sup>91</sup> and feedback from participants was the impetus for the Commanders Workshop discussed above.<sup>92</sup> The Flexible Work Arrangements Handbook was published in July 2013.

These initiatives by Army serve to action the training and education component of Recommendation 14, albeit a component which was recommended be administered by the centralised Directorate.

The Directorate of Workforce Strategy is also developing training on FWA for inclusion within the All Corps Officer Training Continuum and All Corps Soldier Training Continuum. The aim of this training is to increase junior leader's awareness of FWA and how they can be utilised.<sup>93</sup>

Provision for review of all FWA applications is included in the DI(G) 49-4 which was in draft at the time of writing. The draft policy includes a statement that any rejected FWA application will be processed to CMA for monitoring. As this is a whole of Defence policy, this action should be uniform across all three Services. Army also advised the Audit that the requirement to process unsuccessful FWA applications should 'identify if there are any support measures which could be provided to enable the delegate to approve the FWA'.<sup>94</sup> The Audit notes that this measure aligns with the allocation of responsibility provided for by the Performance Framework.<sup>95</sup>

No direct reference to a 'FWA register' as described by Recommendation 14 was provided by Army. However, in July 2013 a Flexible Work Cell was established to centrally manage Army's FWA, both formal and informal.<sup>96</sup> The Cell was recommended by a submission from the Chief of Army's Senior Advisory Committee on enhanced career management for soldiers.<sup>97</sup>

The purported aim of introducing Service centralised management of flexible work was to 'aid in reducing the potential wastage of trained personnel and facilitate networking with members who wish to undertake FWA'.<sup>98</sup> It is anticipated that the Cell will liaise between career advisors, chain of command and individual soldiers who have been identified for flexible work opportunities.<sup>99</sup>

The Cell was established with staffing of a Captain and a Sergeant, and a Warrant Officer (Class 1) was to join the team in January 2014.<sup>100</sup> At the time of writing, Business Procedures and a Chief of Army Directive to support and advertise the Cell were in the process of being developed.<sup>101</sup>

Some actions by Army are designed to support the role of the new centralised Directorate. As noted in relation to Recommendation 13, DGPERS-A directed Commanders to record all FWA (formal and informal) longer than 30 days in length.<sup>102</sup> As noted previously, it is unclear whether this minute references an enduring data collection system, or whether this was a one-off request for data.<sup>103</sup> Such an action accords with the Performance Framework, which provides for Commanders/Directors to ensure that all staff FWA extending beyond one month are formally recorded on PMKeyS in accordance with policy.<sup>104</sup>

## Air Force

Air Force is currently reviewing all positions to assist in determining which roles are unlikely to be able to support FWA. The formal use of Duty Statements in Air Force lapsed approximately 20 years ago 'leaving the organisation without a critical tool to facilitate identifying the duties, roles, responsibilities and training liability for each position in PMKeyS'.<sup>105</sup> As such, in April 2013 the Chief of Air Force and Director General – Personnel agreed that Position Profiles were required for all Permanent Air Force and Reserve positions.<sup>106</sup>

The Position Profiles Project seeks to employ advances in information technology to improve management and capability. The guiding principle for this work is that 'all positions should be able to accommodate flexible working arrangements, unless there is a valid capability reason not to do so'.<sup>107</sup> Air Force also envisions that data produced will allow for a balance to be struck between personnel and position requirements, and will be available to all personnel as well as all managers.<sup>108</sup>

It is envisaged that the Position Profiles Project could be implemented over a PAR cycle and that ongoing support could occur in tandem with PAR cycles and unit personnel's management of such. The Audit was also advised that Air Force is working with Project SUAKIN (discussed further under Recommendation 16) to align the Position Profiles Project with the intent of Project SUAKIN, and allow for review of access to and use of flexible work. This liaison accords with the responsibilities assigned by the Performance Framework and demonstrates great potential for a sustainable approach to job redesign.<sup>109</sup>

Air Force advised the Audit that the Project will take place over three phases, the first of which is now complete:

- Phase 1: Project planning and initiation.
- Phase 2A/B:
  - » Application of extant policy and processes for collection, validation and posting of urgently needed position profile data in PMKeyS by 1 March 2014.
  - » Development and application of enhanced processes to implement and maintain future profiles for all AF positions by 31 December 2014.
- Phase 3: Refine Position Profile parameters and update data to align with the Information Technology/Human Resources information systems to be achieved by 31 December 2015.<sup>110</sup>

In September 2013 a trial of the Project was conducted by DGPERS-AF. The trial found the need for a 'simpler, more automated process, with pre-filled templates where appropriate'.<sup>111</sup> Accordingly, the Terms of Reference for the Project have been revised to allow better use of existing and planned personal management decision support tools.

Additionally, Air Force has made provision to ensure all FWA applications rejected at unit level are now forwarded to DGPERS-AF for further review.<sup>112</sup> RAAF has also provided supporting material to both members and Commanders, to provide guidance when undertaking or approving applications for FWA.<sup>113</sup>

Air Force advised the Audit that they have had 'dedicated teams' within Personnel Branch (Flexible Employment and Remuneration Cell and Workforce Diversity) since 2009 and 2010 respectively. However, no evidence was provided to the Audit that any action had been taken with respect to the recommendation to maintain a FWA register. Air Force told the Audit that future work for the Service includes the development of a system for both permanent and reserve members to register their interest in flexible work and to facilitate the matching of skilled resources to the right roles. Air Force acknowledged that, while there is a future intent to explore the formalisation of the FWA register, this is currently very informal and has limited oversight.<sup>114</sup>

The Audit was also told that Air Force intends to review data regarding locations, job types and roles of members who are currently accessing FWA in order to identify flexible work trends.<sup>115</sup> The Audit was not advised who or how this data will be monitored, but it is envisaged it will be linked to outcomes of the Position Profiles Project.<sup>116</sup>

Air Force has also made significant progress with respect to educational and information materials on flexible work. Air Force provided the Audit with a number of excerpts from the DP-AF website, including information about flexible work such as 'FWA options explained', and 'Relevant Links/FAQ'; as well as information about the FWA application process. These documents also include some practical guidance for members utilising flexible work, such as office processes to enable successful implementation of flexible work practices such as job sharing.<sup>117</sup>

The online information for members about the process includes links to a template for developing a flexible employment schedule and information to assist in creating a workplace flexible employment communication plan. Air Force has also produced guidance for members planning to apply for FWA, with a 'FWA Application Checklist' which includes good use of examples.<sup>118</sup>

Other documents provided for Air Force members wishing to work flexibly include a FWA Supporting Statement (Business Case) form, which acts as a plan to assist with negotiations between the member and management; 'Developing a FE Schedule' guide, which is a tool to assist the establishment of roles and expectations arising from a FWA; and 'Developing a Workplace FE Communication Plan', a guide to assist the development and maintenance of flexible employment.

Air Force have also produced a 'Commander's Guide to Flexible Employment'. This is a useful and relatively recent document which emphasises the 'pivotal role'<sup>119</sup> Commanders have in increasing the use of flexible work within Air Force, linking to the relevant DI(G) and the greater responsibility now on Command to accommodate FWA.<sup>120</sup> The Guide also includes practical examples and case studies of FWA, FAQs and a flexible employment checklist for Commanders.<sup>121</sup>

## Audit findings

Recommendation 14 is multi-faceted and requires a co-ordinated, consistent, whole-of-Defence approach to flexible work. The Audit acknowledges the significant progress with respect to a number of the sub-recommendations within Recommendation 14.

Most notably, the establishment of a centralised Flexible Work Directorate is a critical step in moving towards a more flexible ADF, and the Audit commends Defence for this achievement. The Directorate will provide a unified focus to flexibility across Defence and will assist in supporting the individual Services to implement further flexible work practices. The Audit also notes the introduction of an ADF-wide form for members to apply for FWA, which will be used to enhance data collection and monitoring throughout the whole of Defence.

The ADF Review recommended that the central Directorate take responsibility for training and educating middle managers. Aside from documents such as the Performance Framework assigning this responsibility, there was little evidence of action on this part of the recommendation.<sup>122</sup> Despite this, some Services are already actively educating managers.

The Audit notes that Navy provided substantial material on existing policies and practices as evidence of implementation. While the Audit recognises these existing practices as part of an ongoing commitment to increasing flexibility in Navy, the ADF Review's recommendations sought to go beyond extant practices and provide a structural framework for the implementation of sustainable work practices.

Navy's engagement of an external provider to prepare and implement a Flexibility Initiative is encouraging and promises to deliver on much of what was required by Recommendation 14. However, it is difficult to assess Navy's progress with respect to this recommendation without further information about that project. Nonetheless, the Audit welcomes the continued commitment of Navy to this project and looks forward to further work in this area.

In respect of Army, the Audit notes strong, high-level messaging, especially from Chief of Army, to raise awareness of and 'normalise' flexible work. In particular, the Audit commends those actions which acknowledge the importance of leadership to sustainable organisational change, including the Commanders Workshop road show, a video address from Chief of Army and publications such as the *Flexible Work Arrangements Handbook*. The Audit also found implementation evidence of training initiatives; review of FWA applications; improvements to data capture and management; and the establishment of an Army specific Flexible Work Cell.

The Audit is not aware of any work by Army on job design, statements of duty and team work allocation, nor any progress on redesigning workforce models to ensure a sustainable approach to flexible work practices. Despite strong tangible progress the Audit considers that the next step to mainstreaming flexible work arrangements is to re-envisage job design and workforce models.

Meanwhile, Air Force has commenced work on job design through its Position Profiles Project, which will allow for 'Position Profiles' to be created and in turn inform decisions about increasing access to flexible work. The Audit supports Air Force's continued commitment to this project, and welcomes future work as a result of its findings.

The Audit notes that Air Force has ensured all FWA applications rejected at unit level will be forwarded to DGPERS-AF and the Audit also acknowledges the promise of improvements to data collection and monitoring. The Audit also notes Air Force's intention to develop a system which mirrors much of the ADF Review's recommendation regarding a FWA register.

Air Force provided the Audit with evidence of much practical, 'day-to-day' material, including excerpts from websites, guides for members, guides for Commanders, tools such as checklists, communication strategies and flexible work plans. The development of these resources indicates a strong commitment to the realities of implementing flexible employment.

The developments to date from all Services are commendable and there has been significant progress against a number of the elements contained in Recommendation 14. The Audit recognises that there are some operational constraints which may prevent Defence from applying flexible employment broadly and notes that, in providing information to the Audit, a number of existing practices were relied upon by the Services as evidence of meeting the intent of this recommendation.

Despite the recommendation urging that review of job design, statements of duty and work allocations be a priority for each Service, the Audit is not aware of significant progress in this regard. The Audit does of course acknowledge the promise of work in this field by Navy and Air Force through the Flexibility Initiative and the Position Profiles Project respectively. There is also tri-Service work being done in this area, albeit in the early stages.

Similarly, little progress had been made by the individual Services with respect to building and reconceptualising workforce models to increase flexibility. Also of concern to the Audit was the absence of this part of the recommendation in the Performance Framework, which does not appear to delegate the development of workforce models and personnel arrangements.

### **Recommendation 15**

**COSC should introduce a workforce management system that enables more than one member to be posted/assigned to the same position. Such a system would enable commanders to request and, where appropriate, be provided with additional staffing to facilitate flexible work practices, such as job sharing. This reform must be widely communicated and effectively explained to all ADF members.**

### **Intent of Recommendation 15**

Providing the framework for a workforce management system in which more than one member may be posted to the same position was considered a critical step by the ADF Review in terms of supporting the use of flexible work. Increased flexibility and family friendly workforce policies were also seen as presenting opportunities for greater recruitment and retention, especially as the ADF Review observed that members of both sexes are increasingly seeking opportunities of flexible work.

The ADF Review identified the requirement for a strategic and clear communication plan to convey both the intent and rationale behind this recommendation to ADF members. In its initial consultations, the ADF Review found that different Defence cohorts held vastly different perceptions in relation to this issue. While some Defence members, particularly those in human resources related areas, advised the ADF Review that such practices have always been possible, many personnel – particularly those in operational roles – said that they were not. For this reason, a specific communication strategy was recommended to ensure that if, as some parts of Defence assured the ADF Review, the workforce management system could support flexible work, members were aware and felt confident accessing it.

## Implementation actions

### Navy

Navy advised the Audit that their Workforce Management System already provides for multiple head counts against individual positions. Navy told the Audit that the limitation in implementation is in funding, as the management system requires reporting against Average Funded Strength (AFS), rather than people against positions.<sup>123</sup> Navy provides that the current funding model limits the ADF's ability to increase the level of job sharing, and points to Plan SUAKIN as a means to remedy this in the future and provide for the creation of different categories of work.<sup>124</sup>

### Army

Army advised the Audit that existing workforce practices allow for two names to be placed against the one position in what is known as 'double head count'. Double head count provides for a member to work PTLWOP or job share with another member.<sup>125</sup> From the material provided by Army, it can be observed that for members utilising this practice there is no amendment to that member's seniority, minimum time in rank requirements or service obligations.<sup>126</sup> The possibility of double head counting has been in place since December 2011.<sup>127</sup> While this was an existing practice, the Audit understands Army has focussed on raising awareness about double head counts within both the soldier stream and within wider Army.

Army has provided the Audit with internal correspondence from Soldier Career Management which serves as a reminder for staff to review the procedures for the Flexible Work Cell and the PTLWOP application processes and ensure data is captured accordingly.

Army also directed the Audit to a recent submission on enhanced career management for soldiers, which recommends:

Where appropriate, CM-A be given the authority to use greater flexibility in the use of authorised establishment positions... to enable flexible work practices for defined periods of time.<sup>128</sup>

Army suggests that the establishment of the FW Cell will assist in identifying opportunities where soldiers, supported by CMA and their chain of command, may utilise job sharing positions.

Amongst the wider Army, the Audit was advised that the Director of Workforce Strategy actively promoted the process of double head count in the *Flexible Work Program and Commanders Workshop*, supported by the Chief of Army's Minute from August 2013 (detailed above), *Enabling Flexible Work Arrangements*.<sup>129</sup>

## Air Force

Air Force advised the Audit that their workforce system already allows more than one member to be posted to the same position. They indicated that there is 'limited opportunity to progress the development of a single-Service (Air Force) workforce management system.'<sup>130</sup>

Air Force told the Audit that the Position Profiles Project will assist in determining how this recommendation could be further implemented across various positions in Air Force, as this project seeks to allow greater capability management of both personnel and positions.

Air Force advised the Audit that no permanent Air Force positions had been 'tagged' as part-time or FWA-friendly, as '(t)he assumption is that most positions are suitable/available for flexible employment, subject to local (CO) and DP-AF management.'<sup>131</sup> Air Force also told the Audit that their Career Management Agency can and does assign more than one member per position when required for a variety of reasons, one of which is flexible employment. However, the same document then went on to explain that 'double-hatting' is 'usually a 'by-exception' outcome',<sup>132</sup> used commonly as a holding position until 'the matter can be rectified'.<sup>133</sup> It appears that approval of such a practice is at the discretion of management, both at the local level (that is, the Commanding Officer) and Director General Personnel – Air Force.

## Audit findings

Each Service listed examples of existing practices as evidence of satisfying this recommendation.

The Audit heard that many ADF members are unsure of what flexible work practices are available to them and also that managers themselves were uncertain about what types of arrangements were possible. Effective communication is a fundamental underpinning of creating greater flexibility.

If, as the Audit heard, these options already exist, this must be more widely communicated and those members whose obligation it is to consider and/or approve applications for FWA must have the information that enables them to give full consideration both to the individual member's application, as well as to their own managerial ability to support such arrangements.

Army was the only Service to provide the Audit with evidence of communicating the existence of their practice of 'double head count'. There is evidence of acknowledgment by each Service that flexible work initiatives need to be led by the senior leadership.

The Audit reiterates that this recommendation is intended to apply across the workforce as a whole, not just to 'highly feminised' work areas. The availability of FWA must be gender neutral so that both men and women can have access.

The Audit welcomes continued work by all three Services in regard to this recommendation.

### Recommendation 16

**COSC should ensure that, in implementing the recommendations outlined in Plan SUAKIN (part of the Rethink Reserves study into the Reserve Forces), the specific impact of the reforms on women is monitored and that any issues arising are addressed.**

## Intent of Recommendation 16

Plan (or Project) SUAKIN is a workforce reform project aimed at delivering an innovative workforce model 'which will put Defence into a position to meet future workforce challenges by establishing a contemporary and flexible workforce structure.'<sup>134</sup> A workforce of this kind would include provision for a range of service options, such as full-time, part-time and casual roles with Defence. The 2012-13 Defence Annual Report provided that these options should not only allow 'ADF members to continue to serve as their circumstances change',<sup>135</sup> but also 'leave Defence less vulnerable to future workforce uncertainty.'<sup>136</sup> The Plan SUAKIN reforms also included comprehensive review and revision of existing legal, policy and ICT structures.

Though the ADF Review recognised that Plan SUAKIN was not a gender based strategy, it strongly supported the Plan and viewed its framework as having enormous potential to build more flexibility into the Defence workforce model. While Plan SUAKIN would benefit all Defence members, the intent of Recommendation 16 was that its impacts on female members be closely monitored, particularly during early implementation of the reforms.

## Implementation actions

Recommendation 16 was agreed and the implementation of Phase 1 of Plan SUAKIN was approved by COSC on 25 May 2012. Representatives from Plan SUAKIN advised the Audit that Phase 1 of the Plan was on track for delivery on 30 June 2014.<sup>137</sup> The continuation of Phase 2 of Plan SUAKIN was approved by COSC in October 2013 and at the time of writing was awaiting funding approval.<sup>138</sup> Plan SUAKIN was officially launched by the Assistant Minister for Defence on 26 November 2013.

The Audit was provided with a copy of a signed minute from the VCDF which explicitly states that 'any aspects of Project SUAKIN presented for COSC or Capability Delivery Reform Committee deliberation properly consider and cross-reference the relevant recommendation from the reference, to assure COSC that our team is meeting both the spirit and intent of recommendation 16 through all stages of the project.'<sup>139</sup>

A briefing accompanying this minute was also provided to the Audit, and notes that Plan [or Project] SUAKIN had consulted with the Defence People Group (specifically, the team overseeing the implementation of the Review into the Treatment of Women in the ADF). This briefing goes on to state that the VCDF will continue to liaise with the Defence Flexible Employment Working Group (which, as noted above in Recommendation 14, is now within the Directorate) 'to ensure ongoing engagement and oversight regarding the relationship between [Plan] SUAKIN deliverables and recommendations contained within the reference.'<sup>140</sup>

The Audit was also provided with the SUAKIN – Defence Communication Strategy. This document highlights issues of consistency in messaging about the various Defence Culture Reviews – including the Review into the Treatment of Women in the ADF:

28. Components of the Defence Cultural Reviews, particularly the *Review in the Treatment of Women in the ADF* have direct implications for SUAKIN change and communication activities. This creates a risk of contradictory, or mixed, messages within Defence.

29. As an example, SUAKIN aims to deliver a flexible employment spectrum for all ADF members. Broderick's review into the treatment of women in the ADF referred to SUAKIN as a solution to many issues. This linkage of Broderick with SUAKIN has the potential to influence audience perceptions of SUAKIN and the project's focus, narrowing its perceived outcomes to delivering flexible employment options for women in the ADF.<sup>141</sup>

Finally, the Audit was made aware of an event designed to increase collaboration and awareness of certain overlapping projects, the Interconnected Project Gathering and Information Exchange.<sup>142</sup> At this event, participants were provided some commentary from the Defence People Group (specifically, the team overseeing the implementation of the ADF Review) on how Plan SUAKIN and the ADF Review align and observed that:

Recommendations 13-15 will establish short term solutions to deliver frameworks for flexible work arrangements, but it is reliant on SUAKIN for longevity to deliver flexible employment.<sup>143</sup>

## Navy

Navy advised the Audit that Director of Navy Plans and Programs (DNPP) staff have been liaising with Plan SUAKIN and the ODU staff on the recommendations of the ADF Review. It is also intended that Next Generation Navy Integrated Project Team on Flexibility and Diversity, Navy Women's Strategic Advisor (NWSA) and DNPP personnel will continue to liaise with the Plan SUAKIN team.

## Army

Army provided limited material in relation to Recommendation 16. Army advised the Audit that 'Army is committed to supporting Plan SUAKIN and has posted a number of Army Reserve members to the project'<sup>144</sup> and provided a list of those staff assigned to Plan SUAKIN.<sup>145</sup>

## Air Force

Air Force advised the Audit that it was their intention to be 'actively engaged in this project',<sup>146</sup> although limited material was provided to demonstrate this. Air Force provided that the Service has funded 180 days from the Air Force program to perform the Project Manager role, and has three Service representatives attending the SUAKIN Technical Design Group. Air Force also advised there was 'considerable effort' being invested by Air Force Reserves in Plan SUAKIN in relation to work agreements and funding aspects.

## Audit findings

Plan SUAKIN provides the framework across law, policy and technology to build a more flexible ADF. While there is progress by the Services and Recommendation 16 has been noted by the VCDF, the Audit is conscious that certain flexibility initiatives may not be sustainable without the enduring infrastructure promised by Plan SUAKIN. The Audit agrees with DPG's assessment that the long-term structural framework which Plan SUAKIN intends to provide will support and drive a more flexible ADF workforce. Without this infrastructure, the Audit is concerned that the Services will be required to modify and 'work around' existing systems and processes on an *ad hoc* basis, without a thorough consideration of a sustainable and long-lasting flexible employment workforce model across the whole of the ADF.<sup>147</sup>

The material provided to the Audit demonstrates that each of the Services has committed to the implementation of Plan SUAKIN. Little detail was provided, however, as to any specific approach to monitoring the impacts of Plan SUAKIN on female members into the future. The Audit notes that there is evidence from the Services of liaison and consultation with Plan SUAKIN, indicating the potential for significant ongoing collaboration.

### Recommendation 17

**The Service Chiefs should instruct their career management agencies, as part of career planning and/or when posting decisions are made, to develop a support to posting plan for members. Such a plan should be developed in consultation and with the agreement of each member, and address issues of locational stability (eg back to back postings), recruitment to geographical area, schooling, child care, occasional care, emergency support, and other supports as required. A support to posting plan should also consider ways to support flexible work arrangements across postings.**

### Intent of Recommendation 17

The unique nature of a career in Defence, including posting cycles and deployments, can have a significant impact on ADF members and their families. It can also have an impact on recruitment and retention. In the ADF's most recent exit survey, all exiting Defence members, regardless of gender, listed both the 'lack of control over life' and 'the uncertainty with long term career plans' within their top reasons for leaving Defence.<sup>148</sup>

The ADF Review found that providing members with longer term career plans would assist the ADF to attract and retain the best talent. The intent of Recommendation 17 was therefore that a coordinated plan be developed to support members and their families in new and continuing postings.

### Implementation actions

The Audit understands that a working group was established in relation to Recommendation 17, with the specific focus of deciding whether a new form should be designed to capture the information required by this recommendation. A *Support to Posting Form* was drafted, a copy of which was provided to the Audit.<sup>149</sup>

The draft form provided for the completing member to select an option from the following list if support to posting was required:

- partner's employment
- dependent schooling needs
- access dependents (not at home)
- locational stability
- occasional care
- service spouse employment
- dependent special needs support
- emergency support
- housing assistance
- family support availability
- dependent medical support needs
- childcare
- education
- other support.<sup>150</sup>

The draft form then allowed the member space to provide their 'justification' for such.

The minutes supplied from a meeting of this working group on 7 February 2013 indicate that none of the Services supported the introduction of a new form.<sup>151</sup> As such, the ODU did not move ahead with implementation.

Further material provided to the Audit indicates that the ODU discussed system changes for PMKeyS amendments to the Employment Preferences and Restriction (EPAR) form. The proposed systems changes were as follows:

- (1) Insert Five Year Career Plan Section: enables personnel to articulate their preferred five year plan to career advisors/ managers.
- (2) Posting Considerations and Support Requirements: includes a series of drop down or tick boxes identifying areas that may require consideration or support.
- (3) Justification: text box for members to provide explanation for support required and identify any documentation that supports the request.<sup>152</sup>

The justification for these changes, as provided by the ODU, explains that they would allow the ADF to meet Recommendation 17 without the need to create an additional form, policy or process – instead refining and improving existing processes. It was envisioned that this would minimise resource impost, reduce staff effort and avoid duplication.

The minutes from a subsequent meeting of the working group on 28 February 2013 explained that the requested PMKeyS changes were not workable:

Updates to PMKeyS are resource intensive and lengthy. The proposed changes to the EPAR would cost millions of dollars, and given the service intent to investigate incorporate (sic) ‘Support to Posting’ changes in revised service PAR in the future, the cost for return on investment is not considered viable.<sup>153</sup>

Following the lack of approval to update PMKeyS processes, the ODU reconvened another working group of the Services to reconsider their positions on the suggested ‘Support to Posting’ form.<sup>154</sup> The Services’ positions were unchanged and they would not support the proposed form.<sup>155</sup>

As a result of this outcome, the ODU concluded that, as DPG actions to obtain a whole of Defence outcome were not achieved, any further action by DPG on Recommendation 17 was complete and responsibility and ongoing action for this recommendation would pass to the Service Chiefs.<sup>156</sup>

The Performance Framework for Gender Inclusion in the ADF also identified the delivery of support to posting plans as an action item, with responsibility for this item assigned to Service Personnel Directors General, as well as individual members.<sup>157</sup> The Framework provides that reporting and/or documenting of this achievement is to take place through Service CMA/PMA (Personnel Management Agency) business rules and/or policy.<sup>158</sup>

## Navy

Navy advised the Audit that their existing processes support Recommendation 17. Specifically, the current EPAR (Employment Preference and Restriction) form provides ‘a means by which members could provide career managers with information critical to their posting and career plan.’<sup>159</sup>

Through material provided to the Audit, it is evident that Navy did consider the development of a new form specifically designed to capture the information required for Recommendation 17.<sup>160</sup> However, Navy decided against introducing a new form and has instead approved the roll out of the current EPAR form across all ranks.<sup>161</sup> This strategy was widely communicated by a signal from the Chief of Navy, which the Audit understands was released in May 2013.<sup>162</sup>

The current EPAR form, available on PMKeyS, has a 'drop down' menu allowing members to select from reasons such as 'family health', 'family employment', 'family education' and 'locational stability' as reasons to support their posting preferences.<sup>163</sup> The Audit noted the comments in internal correspondence that '(t)hese accord with most of the aspects of support identified in [the] Broderick Review.'<sup>164</sup> This communication, from the Women's Strategic Adviser, also advised of the potential to 'prioritise' these requirements on the system and to provide space on the form for the member to expand upon these reasons, where required.<sup>165</sup>

It is envisioned that, in the event that a member does have special posting considerations, the submission of a completed EPAR will act as a trigger for communication between that individual member and their career manager.<sup>166</sup> As such, the Chief of Navy's signal provided that, where individuals have special considerations for future posting decisions, those members should submit an updated EPAR through PMKeyS Self Service.

However, the Chief of Navy prefaces the introduction of this new strategy with the following statement:

Whilst the EPAR will form the basis for career discussions, it does not guarantee that Navy can meet an individual's needs in all cases. The requirement to balance organisational priorities against individual needs will remain but it is hoped this process will achieve a mutually beneficial outcome.<sup>167</sup>

Navy also plans to reinforce and educate Navy personnel on these support processes, targeting career and workforce management. The Workforce Management Capability Improvement Program is currently underway in Navy People Branch and aims to 'ensure a professional and capable pool of career managers well equipped to support the career and training requirements of Navy personnel.'<sup>168</sup> This includes a focus on consistency and equity in applying policy and an effective response to members' posting considerations, such as flexibility and locational stability.<sup>169</sup>

The Audit notes that there is some indication that Navy may consider the adoption of a new, alternate PAR in the future.<sup>170</sup>

## Army

In response to this recommendation, Army emphasised the significance of the career management relationships. Army advised the Audit that the relationship between individual, chain of command and the career management directorate should be 'an open and honest discussion about career aspirations and intentions encompassing issues such as the need for geographic stability; flexible work arrangements; specific reasons for geographic preferences (dependent health care); and dependent schooling requirements (particularly the final school years 11-12).'<sup>171</sup>

However, to assist this process and ensure any posting considerations of Army members are taken into account, Army has developed new PAR forms which include a specific section on posting considerations.<sup>172</sup> Both the Officer<sup>173</sup> and OR<sup>174</sup> forms provide for a member to select if any of the following are considered posting support requirements:

- One or more dependents is recognised as 'special needs'
- Service spouse
- Current tertiary study
- Family members employment
- Child care requirements
- Support to family requirements
- Other consideration that might affect my next posting.

The PAR forms then allow space for the member to write a brief 'posting consideration statement'. At the time of writing, the new form was due to be implemented from January 2014.<sup>175</sup>

While Army has provided the Audit with DOCM-A guidance to completion of the new Officer PAR form, this document focusses on the performance reporting aspects of the form and does not reference the inclusion of 'Posting Considerations'. The Army's response to Recommendation 17 simply provides:

To assist the Career Management Agency in understanding the posting considerations of officers and soldiers, the *Officer Performance Appraisal Report (AE 359)* and *Draft Other Ranks Performance Appraisal Report* include a section on Posting Considerations.<sup>176</sup>

Army has rolled out education resources for EPAR assessing officers, which includes two examples of how such forms might be completed. One of the forms provides an example of a member with posting support requirements, although the purpose of this training is for members conducting assessments, rather than members who may need assistance with completing the form.

## Air Force

Air Force directed the Audit to existing practices and policies in response to Recommendation 17. Air Force, like the other Services, focussed on optimising the use of their existing EPAR form, and also told the Audit that they had 'reinforced the importance of having an up to date EPAR form lodged through to the (Personnel Manager)'.<sup>177</sup> Air Force also advised that members were regularly reminded to initiate discussion with their Personnel Manager.

Air Force advised that communication between individual members and their Personnel Manager is to be a 'consultative process... to discuss posting opportunities, personal circumstances and desires'.<sup>178</sup> Air Force also highlighted the suite of policy and guidance which is provided to Personnel Managers in an effort to ensure that posting decisions are made in consideration of co-location of serving spouses, locational stability and alignment with the critical years of dependents' schooling.<sup>179</sup>

These represent our intention to consider fully member circumstances. Individual circumstances and desires are balanced against the unit/organisational capability requirements.<sup>180</sup>

Air Force informed the Audit of those mechanisms available to members in the event they are concerned about their posting, such as:

- Raising concern through the chain of command (including a review of posting decision)
- Applications for preferential treatment postings
- Redress of Grievance options
- Support and assistance from Defence Community Organisation, Defence Families Australia, Chaplaincy network and psychology sections.<sup>181</sup>

The Audit was also provided with material in relation to 'Preferential Treatment' (PT). The preferential treatment policy provides for possible exceptions to the ordinary posting rules and policies where an individual's circumstances are so compelling as to warrant it. To grant preferential treatment, a member's circumstances:

...must be sufficiently compelling and demonstrably more severe than those encountered by other Air Force personnel, to warrant overriding Service needs. The member should also be able to demonstrate that the circumstances are resolvable within the PT posting period such that they will again be able to meet their posting obligation without restriction.<sup>182</sup>

The policy states that PT generally means that the individual will reduce their promotion or re-specialisation prospects and, if their circumstances persist, may be assessed as to their suitability to continue in service. PT must also be limited to less than 24 months.<sup>183</sup>

In the future, Air Force reported to the Audit that they will consider expanding the Member Support Framework to support individual members who are facing particularly challenging personal circumstances.<sup>184</sup> However all these actions relate to health and wellbeing, which does not encompass a broad range of 'posting considerations' relevant to work/life balance or family obligations.

Air Force also advised the Audit that they intend to review the use of the Personnel Appraisal Report (PAR).<sup>185</sup> The Audit was also told that a trial of the performance appraisal component of the new Air Force Personnel Performance System was conducted in November 2013.<sup>186</sup> Participating members are due to return information in early 2014 and, once received, this data will be collated and assessed against that information received as part of the regular Performance Appraisal Report. Air Force advised:

Presentation to the board (of the information collected) is to determine any gap or negative response from promotion board members as [to] the efficacy of the information collected and how they consider differences in reporting, and the information contained, might influence outcomes.<sup>187</sup>

In the interim, material provided by Air Force advises that the current 'EPAR includes provision for amplifying remarks' (with respect to individual posting preferences).<sup>188</sup>

Finally, Air Force stated that the Position Profiles Project will assist with this recommendation, as knowledge of each position's inherent requirements will create 'better understanding of the member's suitability to be posted to particular positions.'<sup>189</sup>

## Audit findings

Most of the evidence provided in relation to progress on Recommendation 17 was centred on changes to forms and/or IT systems.

Despite attempts by the ODU to coordinate a whole of Defence response to Recommendation 17, none of the three Services supported the introduction of a new, Defence-wide Support to Posting Plan form. As such, it was determined that the Service Chiefs would be responsible for implementation actions on this recommendation and would 'own' this recommendation at the time of audit. All the Services have foreshadowed the possibility of ongoing review and possible reformulation of their existing forms.

All three Services have utilised, and in some instances expanded upon, existing practices to evidence this recommendation. Navy considered a new form but decided against it, instead broadening the application of the current form to all ranks. This 'roll out' was communicated and the Audit understands targeted education on support to posting is planned. Army rolled out their existing practice to more members, devising a new form for both Officers and other ranks. Educational resources were also produced for the assessing officers, and the example of this material provided to the Audit appeared promising. Air Force also chose to optimise their current form and further promote its use.

This recommendation seeks to provide ADF members with the opportunity to raise important issues that affect posting decisions and to collaborate on how best to address these issues. This requires more than modifying a form. These discussions rest on trusted relationships between an individual, their chain of command and the career management agency. The ADF Review highlighted the benefit to both the individual member and the organisation in providing the opportunity for a detailed discussion to ensure that appropriate and reasonable support can be delivered and that the relationship remains strong.

For some Services the 'support to posting' component came within the Services' Employment Preference and Restriction (EPAR) form, and in others within their Performance Appraisal Report (PAR). As noted in Recommendation 7, the Audit heard mixed views about the efficacy and use of these forms throughout the Services.

The Audit is particularly concerned about conflating 'support to posting' discussions with an individual's performance review. It is important that an assessment of an individual's performance is separate from broader considerations about their personal life and situation. These are discussions to be had in the context of career planning, not performance appraisal. The Audit is concerned that, if these matters are not separated, personnel will be reluctant to engage in full and frank discussion.

## Conclusion – Principle 4

The Audit has found evidence of a strong commitment and demonstrated progress in introducing greater flexibility to the ADF. It commends Defence and each of the Services for their efforts in this regard.

Most notably, Defence has set a target for individual uptake of FWA across all trained forces by December 2014, a critical step which has also provided the impetus for improved data collection and monitoring of members' use of flexible work practices. Meeting this recommendation has resolved some fundamental definitional and data concerns, and Defence's workforce model will benefit as a result.

The Audit commends the ADF for its tri-Service approach to flexible work, through the establishment of the Workforce Development Directorate. While the Directorate is only recently formed, this centralised body will provide a focussed hub for data collection, policy development and education about flexible work. Additionally, the Directorate has already commenced work on certain resources and programs that will assist the Services as they implement their individual, Service-specific approach to increasing flexibility.

Plan SUAKIN promises long term workforce reform and will provide the infrastructure for a more flexible ADF. The success and sustainability of this project will be dependent on the Services' continuing commitment to engage with it. While each of the Services provided evidence of investing in Plan SUAKIN, the Audit considers that greater consideration could be given to the ADF Review's recommendation to monitor and respond to the project's impact on women.

The Audit was provided with vast amounts of material detailing extant policies and practice. The Audit is concerned that, in adjusting certain existing practices, the intention of the recommendations may be lost. This is particularly the case in instances where the ADF Review called for innovative rethinking of existing and accepted models of work, allocation of duties, workforce management systems and supports to posting. The Audit was advised about ongoing and future work in this area, such as Navy's Flexibility Initiative and Air Force's Position Profiles Project, and welcomes each Service's continued commitment to rethinking flexibility in a Defence workforce model.

The Audit also encourages the ADF to shift its focus from support to posting forms to the types of discussions and relationships required to support a member in current and future postings. The Audit also strongly urges the ADF to avoid conflating performance appraisal issues with support to posting planning.

- 1 Australian Human Rights Commission, *Review into the Treatment of Women in the Australian Defence Force: Phase 2 Report* (2012), p 218.
- 2 Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013, p 14.  
At <http://www.defence.gov.au/AnnualReports/12-13/default.asp> (viewed 20 November 2013).
- 3 Department of Defence, *SUAKIN – Defence Communication Strategy*, 8 February 2013, p 6 [18].
- 4 Australian Human Rights Commission, *Review into the Treatment of Women in the Australian Defence Force: Phase 2 Report* (2012), p 217.
- 5 Department of Defence, *Information DEFGRAM NO 00/2012: Chiefs of Service Committee Foundation Statement regarding the Implementation of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report*, October 2012, provided to the Audit by Deputy Secretary Defence People, 26 August 2013.
- 6 Chiefs of Service Committee, *Agendum 50 of 13 – Strategies for implementing recommendations from the Review into the Treatment of Women in the Australian Defence Force – (Broderick) Phase 2 Report, 2012*, 18 April 2013, p 2 [7].
- 7 Department of Defence, *DRAFT Defence Instructions PERS 49-4 Flexible work arrangements for members of the Australian Defence Force*, 26 August 2013.
- 8 Chiefs of Service Committee, *Agendum 50 of 13 – Strategies for implementing recommendations from the Review into the Treatment of Women in the Australian Defence Force – (Broderick) Phase 2 Report, 2012*, 18 April 2013, Attachment A at [1]. Note that Navy's figures are based on shore-based postings only. Air Force figures are estimated figures only according to modelling data provided by Director General Workforce Planning at 21 March 2012.
- 9 Chiefs of Service Committee, *Agendum 50 of 13 – Strategies for implementing recommendations from the Review into the Treatment of Women in the Australian Defence Force – (Broderick) Phase 2 Report, 2012*, 18 April 2013, Attachment A at [3].
- 10 Chiefs of Service Committee, *Agendum 50 of 13 – Strategies for implementing recommendations from the Review into the Treatment of Women in the Australian Defence Force – (Broderick) Phase 2 Report, 2012*, 18 April 2013, Attachment A at [3].
- 11 Chiefs of Service Committee, *Agendum 69 of 13: Framework for Gender Inclusion in the Australian Defence Force – Implementing Recommendations from the Review into the Treatment of Women in the Australian Defence Force – Phase 2 Report, 2012*, 18 October 2013, provided to the Audit by ODU, 29 November 2013.
- 12 Chiefs of Service Committee, *Agendum Paper 69 of 13: Framework for Gender Inclusion in the Australian Defence Force – Implementing Recommendations from the Review into the Treatment of Women in the Australian Defence Force – Phase 2 Report, 2012*, 22 July 2013, p 1, provided to the Audit by ODU, 29 October 2013.
- 13 Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013, p 35.  
At <http://www.defence.gov.au/AnnualReports/12-13/default.asp> (viewed 20 November 2013).
- 14 Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013, pp 22-24, Tables 26-28.  
At <http://www.defence.gov.au/AnnualReports/12-13/default.asp> (viewed 20 November 2013).
- 15 Chiefs of Service Committee, *Agendum Paper 69 of 13: Framework for Gender Inclusion in the Australian Defence Force – Implementing Recommendations from the Review into the Treatment of Women in the Australian Defence Force – Phase 2 Report, 2012*, 22 July 2013, p 1, provided to the Audit by ODU, 29 October 2013.
- 16 Director General Navy People, *Brief for CN: Draft COSC Agendum Paper 69 of 13 – Call on CDF: Framework for Gender Inclusion in the Australian Defence Force – Implementing Recommendations from the Review into the Treatment of Women in the Australian Defence Force – Phase 2 Report, 2012*, August 2013, p 2 [6].
- 17 Chiefs of Service Committee, *Agendum 50 of 13 – Strategies for implementing recommendations from the Review into the Treatment of Women in the Australian Defence Force – (Broderick) Phase 2 Report, 2012*, 18 April 2013, p 2.
- 18 Chiefs of Service Committee, *Agendum 50 of 13 – Strategies for implementing recommendations from the Review into the Treatment of Women in the Australian Defence Force – (Broderick) Phase 2 Report, 2012*, 18 April 2013, Attachment A at [6].
- 19 'Telework' is defined as work performed primarily on computers linked to other locations, especially from home or a remote location. References to telework in this document have been included for the purposes of Australian Government reporting requirements (Department of Defence, *DRAFT Defence Instructions PERS 49-4 Flexible work arrangements for members of the Australian Defence Force*, 26 August 2013, Annex A).
- 20 Defence People Group, *PMKeyS Business Requirements – McGregor and Broderick Reforms*, 21 January 2013.
- 21 Defence People Group, *PMKeyS Business Requirements – McGregor and Broderick Reforms*, 21 January 2013.
- 22 Defence People Group, *PMKeyS Business Requirements – McGregor and Broderick Reforms*, 21 January 2013.
- 23 Defence People Group, *PMKeyS Business Requirements – McGregor and Broderick Reforms*, 21 January 2013.
- 24 Organisational Development Unit, email to the Audit, 29 October 2013.
- 25 Organisational Development Unit, email to the Audit, 29 October 2013.
- 26 Defence People Group, *Performance Framework for Gender Inclusion in the Australian Defence Force*, October 2013, p 15, provided to the Audit by ODU, 29 October 2013. The Performance Framework provides that Commanders/Directors must ensure all staff FWA extending beyond one month are formally recorded on PMKeyS.
- 27 Organisational Development Unit, email to the Audit, 29 October 2013.
- 28 Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013, p 22.  
At <http://www.defence.gov.au/AnnualReports/12-13/default.asp> (viewed 20 November 2013).
- 29 See Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013, p 24.  
At <http://www.defence.gov.au/AnnualReports/12-13/default.asp> (viewed 20 November 2013). Table 28 provides that 0.6% Navy, 0.3% Army and 1.1% Air Force members were undertaking PTLWOP as at final pay of 2012-13 (based on the respective proportions of the trained force only).

- 30 In an attempt to bring the data together in support of a proposed target, the following is provided:
- The target will only apply to non-seagoing Trained Force personnel. (This is not to say it won't exist in ships but rather, the nature of sea service and unpredictability around ships' programs makes it unreasonable to apply the target to seagoing personnel for the purpose of reporting.
- By definition, any target would therefore only apply to the shore based trained force within Navy which can be divided into two main groups:
- Operationally focussed Headquarters (eg NORCOM, HQJOC, MAROPS, FHQ) – approx. 1300 personnel; and
  - Non-operationally focussed Headquarters and/or establishments. (NHQ, Shore establishments, Non-Navy Groups) – approximately 5800 personnel.
- (Director General Navy People, *Brief for CN: Draft COSC Agendum Paper 69 of 13 – Call on CDF: Framework for Gender Inclusion in the Australian Defence Force – Implementing Recommendations from the Review into the Treatment of Women in the Australian Defence Force – Phase 2 Report, 2012, August 2013, Annex A at [13-14]*).
- 31 Director General Navy People, *Brief for CN: Draft COSC Agendum Paper 69 of 13 – Call on CDF: Framework for Gender Inclusion in the Australian Defence Force – Implementing Recommendations from the Review into the Treatment of Women in the Australian Defence Force – Phase 2 Report, 2012, August 2013, p 1.*
- 32 Director General Navy People, *Brief for CN: Draft COSC Agendum Paper 69 of 13 – Call on CDF: Framework for Gender Inclusion in the Australian Defence Force – Implementing Recommendations from the Review into the Treatment of Women in the Australian Defence Force – Phase 2 Report, 2012, August 2013, p 2.*
- 33 Director General Navy People, *Brief for CN: Draft COSC Agendum Paper 69 of 13 – Call on CDF: Framework for Gender Inclusion in the Australian Defence Force – Implementing Recommendations from the Review into the Treatment of Women in the Australian Defence Force – Phase 2 Report, 2012, August 2013, Annex A, page 4 [10-11]*. Note that 'leave types' counted as FWA consisted of PTLWOP, LSLHP, LWOP, MATLHP, and Parental LeaveHP. Note that of these leave types, only PTLWOP will be counted under the target. Navy explained to the Review that this is due to the fact that there is no way to differentiate between those members taking leave for financial reasons versus those utilising leave to achieve flexibility.
- 34 Defence People Group, *ADF Summary of Current Formal FWA as at 06 Mar 13.*
- 35 Defence People Group, *ADF Summary of Current Formal FWA as at 06 Mar 13.*
- 36 Defence People Group, *ADF Summary of Current Formal FWA as at 06 Mar 13.*
- 37 Defence People Group, *ADF Summary of Current Formal FWA as at 06 Mar 13.*
- 38 Chiefs of Service Committee, *Agendum Paper 69 of 13: Framework for Gender Inclusion in the Australian Defence Force – Implementing Recommendations from the Review into the Treatment of Women in the Australian Defence Force – Phase 2 Report, 2012, 22 July 2013, Attachment A at [1] provided to the Audit by ODU, 29 October 2013.*
- 39 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012, 30 August 2013, p 38.*
- 40 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012, 30 August 2013, p 34.* Note that the Audit was also advised by way of update on 12 December 2013 that, following the presentation of the Executive Summary of the Deloitte Diversity and Flexibility 'Roadmap Report' to the NGN Steering Group, the Program Director met with Deloitte to discuss the top five initiatives from the Report, for development and presentation at the Steering Group meeting scheduled for February 2014 (Organisational Development Unit, email to the Audit, 12 December 2013). At the time of writing, the outcome of this meeting was unknown.
- 41 Director General Personnel – Army, *Brief for CA (through DCA and DGPERS-A on outcomes of the Chief of Army's Women's Workshop – 26-27 Mar 2013, April 2013.* Note that the Audit was subsequently advised that as at September 13 Army had 495 personnel on FWA (*Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013).
- 42 Director of Workforce Strategy – Army, *Slide Show for the Flexible Work Arrangements Commanders Workshops, 2013.*
- 43 Defence People Group, *ADF Summary of Current Formal FWA as at 06 Mar 13.*
- 44 Chiefs of Service Committee, *Agendum Paper 69 of 13: Framework for Gender Inclusion in the Australian Defence Force – Implementing Recommendations from the Review into the Treatment of Women in the Australian Defence Force – Phase 2 Report, 2012, 22 July 2013, Attachment A at [1], provided to the Audit by ODU, 29 October 2013.*
- 45 Director General Personnel – Army, *Minute requesting information on FWA, 2013.*
- 46 Director General Personnel – Army, *Minute requesting information on FWA, 2013.*
- 47 Director General Personnel – Army, *Minute requesting information on FWA, 2013.*
- 48 Director General Personnel – Army, *Minute requesting information on FWA, 2013.*
- 49 Royal Australian Air Force, *Extracts/summaries taken from DGPERS-AF brief for CAF for April 2013 COSC, 2013.*
- 50 Royal Australian Air Force, *Audit Evidence: Recommendation 13, 2013, p 1.*
- 51 Chiefs of Service Committee, *Agendum Paper 69 of 13: Framework for Gender Inclusion in the Australian Defence Force – Implementing Recommendations from the Review into the Treatment of Women in the Australian Defence Force – Phase 2 Report, 2012, 22 July 2013, Attachment A at [1], provided to the Audit by ODU, 29 October 2013.*
- 52 For example, Air Force, *Audit Evidence: Recommendation 13, 2013, p 1.* Air Force had 205 members utilising PTLWOP alone and 157 members utilising 'other forms of FWA'.
- 53 Defence People Group, *ADF Summary of Current Formal FWA as at 06 Mar 13.*
- 54 Royal Australian Air Force, *Extracts/summaries taken from DGPERS-AF brief for CAF for April 2013 COSC, 2013.COSC.*
- 55 Royal Australian Air Force, *Audit Evidence: Recommendation 13, 2013, p 1.*
- 56 Royal Australian Air Force, *Audit Evidence: Recommendation 13, 2013, p 1.*
- 57 Royal Australian Air Force, *Audit Evidence: Recommendation 13, 2013, p 1.*

- 58 Defence People Group, *PMKeyS Business Requirements – McGregor and Broderick Reforms*, 21 January 2013.
- 59 Defence People Group, *Performance Framework for Gender Inclusion in the Australian Defence Force*, October 2013, p 16, provided to the Audit by ODU, 29 October 2013.
- 60 Australian Human Rights Commission, *Review into the Treatment of Women in the Australian Defence Force: Phase 2 Report* (2012), p 227.
- 61 Australian Human Rights Commission, *Review into the Treatment of Women in the Australian Defence Force: Phase 2 Report* (2012), p 229.
- 62 People Strategy and Culture, *Brief for DEPSEC DP: Implementation Approach to Mentoring and Flexible Employment Pathway to Change Recommendations*, May 2013 at [1].
- 63 Defence People Group, *Defence Workplace Flexibility Consultative Group Terms of Reference*, July 2013, p 1.
- 64 People Strategy and Culture, *Brief for DEPSEC DP: Implementation Approach to Mentoring and Flexible Employment Pathway to Change Recommendations*, May 2013 at [1].
- 65 Defence People Group, *Performance Framework for Gender Inclusion in the Australian Defence Force*, October 2013, p 3, provided to the Audit by ODU, 29 October 2013.
- 66 Defence People Group, *Performance Framework for Gender Inclusion in the Australian Defence Force*, October 2013, p 16, provided to the Audit by ODU, 29 October 2013.
- 67 People Strategy and Culture, *Brief for DEPSEC DP: Implementation Approach to Mentoring and Flexible Employment Pathway to Change Recommendations*, May 2013 at [1].
- 68 Australian Defence Force, Employee Checklist – ADF Flexible Work Arrangements Task, August 2013. The checklist is to be completed where a member has submitted form AE406 and the request has been actioned by the Approving Authority/ Authoriser. As a requirement of the checklist, an unsuccessful FWA application is to be referred to the Service directed Reviewing Authority for review and further action where required. The electronic checklist then allows the completing member to note the date of referral, the outcome of referral to the Service directed Reviewing Authority, and the date the applicant was notified of the outcome.
- 69 *Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013.
- 70 *Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013.
- 71 Meeting 13.
- 72 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 34.
- 73 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 35.
- 74 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 34.
- 75 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 37.
- 76 Royal Australian Navy, *Scoping Navy Position suitable for flexible work arrangements (Draft)*.
- 77 The document provides data on distribution of Navy workforce as at 1 June 2011.
- 78 Following a tender process, Deloitte were engaged by Navy to provide support in implementing the Flexibility Initiative.
- 79 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 37.
- 80 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 37.
- 81 Deloitte, *New Generation Navy – Diversity & Flexibility Initiative Kick-Off Meeting Agenda*, 5 June 2013 (emphasis in original).
- 82 Navy further advised the Audit that in addition to the recommendations of the ‘Enhancing Capability through Flexibility Report’ on work and job design, development and career pathways, performance and promotion, posting alignment and strategic workforce planning, Chief of Navy has directed further review of workforce structures to identify opportunities to realign sea service obligations as far as possible to enhance employment flexibility (*Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013).
- 83 Organisational Development Unit, email to the Audit, 11 December 2013.
- 84 Navy advised the Audit that their Service currently utilises the following flexible work practices:
- Navy base HMAS Stirling provides their members with three different options for their working week or fortnight:
    - 5 day week (0740 – 1600 Monday to Friday)
    - 4.5 day week (0730 – 1630 Monday to Thursday; 0730 – 1215 Monday to Friday)
    - 9 day fortnight (0730 – 1630 Monday to Friday, with one day off per fortnight).
  - ‘Minimum Duty Watch’ is a system introduced onto ships in 2009 to allow members serving at sea to have more time with their family. Minimum Duty Watch involves closing the ship after 1800, which reduces risk of fire in turn reducing the number of personnel required from 18 to six people.
  - Navy provided that two female members who are accompanying their husbands on overseas postings are currently combining PTLWOP and Civil Schooling, by enrolling in part-time, external post-graduate studies. Navy told the Audit that such a practice minimises the potential disadvantage to a member’s career that would normally arise from taking LWOP for the entirety of their partner’s posting.
- (Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 37.)

- 85 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, p 1 [6].
- 86 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, p 1 [6]. The Commanders' Workshops Program visited COMD FORCOMD, Sydney; CATC, Puckapunyal; HQ 6 Bde, Sydney; DCSTC, Melbourne; 17 Bde, Sydney; HQ 2 Div, Sydney; 1 Div, Brisbane; 7 Bde, Brisbane; ALTC, Bandiana; RMC-A, Canberra; AAAvTC, Oakey; 16 Avn Bde, Brisbane; HQ FORCOMD, Sydney; 3 Bde, Townsville; 1 Bde, Darwin; SOCOMD, Sydney; DSCM-A, Canberra; DOCM-A, Canberra over April to July 2013 (Army Workforce Strategy, *Information Brief for CA (through DCA and DGPERS-A) on the Army Flexible Work Program and Commanders Workshop*, July 2013).
- 87 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview at [80].
- 88 Chief of Army, *Statement Flexible Work in the Australian Army*, December 2012.
- 89 Chief of Army, *Statement Flexible Work in the Australian Army*, December 2012.
- 90 Chief of Army, *Statement Flexible Work in the Australian Army*, December 2012.
- 91 Director General Personnel – Army, *Brief for CA (through DCA and DGPERS-A) on outcomes of the Chief of Army's Women's Workshop – 26-27 Mar 2013*, April 2013.
- 92 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, p 1 [6].
- 93 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, p 2 [8].
- 94 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview at [82].
- 95 The Performance Framework provides that Personnel Director Generals should ensure all non-approved applications for FWA are forwarded to Service personnel agencies for strategic oversight and further action where applicable.
- 96 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, p 2 [7].
- 97 Chief of Army's Senior Advisory Committee, *Chief of Army's Senior Advisory Committee Submission: Enhanced Career Management – Army (Soldiers)*, June 2013, p 11 [32].
- 98 Chief of Army's Senior Advisory Committee, *Chief of Army's Senior Advisory Committee Submission: Enhanced Career Management – Army (Soldiers)*, June 2013, p 11 [32].
- 99 Chief of Army's Senior Advisory Committee, *Chief of Army's Senior Advisory Committee Submission: Enhanced Career Management – Army (Soldiers)*, June 2013, p 11 [32].
- 100 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, p 2 [7].
- 101 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, p 2 [7].
- 102 Director General Personnel – Army, *Minute requesting information on FWA*, 2013.
- 103 See Recommendation 13.
- 104 Defence People Group, *Performance Framework for Gender Inclusion in the Australian Defence Force*, October 2013, p 15, provided to the Audit by ODU, 29 October 2013.
- 105 Director General Personnel – Air Force, *Brief for CAF: Air Force Position Profiles*, April 2013, p 1 [1].
- 106 Director General Personnel – Air Force, *Brief for CAF: Air Force Position Profiles*, April 2013.
- 107 Royal Australian Air Force, *Audit Evidence: Recommendation 13*, 2013.
- 108 Director General Personnel – Air Force, *Brief for CAF: Air Force Position Profiles*, April 2013, p 6 [12].
- 109 Defence People Group, *Performance Framework for Gender Inclusion in the Australian Defence Force*, October 2013, pp 15-16, provided to the Audit by ODU, 29 October 2013.
- 110 Organisational Development Unit, email to the Audit, 11 December 2013.
- 111 Organisational Development Unit, email to the Audit, 11 December 2013.
- 112 Royal Australian Air Force, *Audit Evidence: Recommendation 13*, 2013.
- 113 Royal Australian Air Force, *Audit Evidence: Recommendation 13*, 2013.
- 114 Royal Australian Air Force, *Audit Evidence: Recommendation 13*, 2013.
- 115 Royal Australian Air Force, *Audit Evidence: Recommendation 13*, 2013.
- 116 Royal Australian Air Force, *Audit Evidence: Recommendation 13*, 2013.
- 117 Directorate of Personnel – Air Force, FWA options explained, 2013. As well as explaining the various FWA options available, this document provides that '(m)embers are encouraged to access the Public Folder in Microsoft Outlook – Exchange Posting and Flexible Employment – to facilitate the development of Job Share arrangements.'
- 118 Royal Australian Air Force, *Requesting Flexible Work Arrangements (FWA): Building the Business Case – A Guide for Members*.
- 119 Royal Australian Air Force, *Commander's Guide to Flexible Employment: Increasing Flexibility without Compromising Capability*, Version 1, 2012.
- 120 The draft Defence Instructions provided to the Audit provides that 'Approving Authorities are to consider FW within capability commitments, unless a specific operational priority exists' (Department of Defence, *DRAFT Defence Instructions PERS 49-4 Flexible work arrangements for members of the Australian Defence Force*, 26 August 2013, AL1).
- 121 Royal Australian Air Force, *Commander's Guide to Flexible Employment: Increasing Flexibility without Compromising Capability*, Version 1, 2012.

- 122 For example, the Performance Framework provides that the accountabilities and responsibilities of Service Chiefs and Senior Leaders to include to 'Reward the achievement of higher levels of workplace flexibility in a tangible way' and to 'Target the implementation of flexible work as a key performance indicator for PAR reporting purposes' (Defence People Group, *Performance Framework for Gender Inclusion in the Australian Defence Force*, October 2013, p 15, provided to the Audit by ODU, 29 October 2013).
- 123 As reported in the ADF Review, the ADF has a multitude of complex systems which govern workforce planning. 'Average funded strength' is a 'budgetary measure used to count the average number of ADF members paid on a full-time equivalent basis during a financial year'. 'Establishment' refers to the number of positions that exist, and 'headcount' is used to describe the total number of ADF members at a particular point in time (Australian Human Rights Commission, *Review into the Treatment of Women in the Australian Defence Force: Phase 2 Report* (2012), p 234).
- 124 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 40.
- 125 Army advises that there is scope to 'overload' a position with a double head count to 1.2 AFS to support FWA (*Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013).
- 126 Directorate of Officer Career Management – Army, Part Time Leave Without Pay Approval, 30 November 13.
- 127 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview at [83]. The Audit was also provided with a Minute from the Office of the Chief of Army dated 13 August 13, wherein Lieutenant General David Morrison provides authorisation for Army's Career Management Agency, in consultation with DPLANS-A, to continue utilising double head counts for job sharing. This Minute was distributed across COMD FORCOMD, SOCAUST, COMD 1 DIV, DGCMA, DGPERS-A, VCDF Group, OSCDF Group, DPG, JOC, CDG, DMO, CIOG, DS&R Group, I&S Group.
- 128 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview at [84] citing Chief of Army's Senior Advisory Committee, *Chief of Army's Senior Advisory Committee Submission: Enhanced Career Management – Army (Soldiers)*, June 2013 at [35].
- 129 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview at [85].
- 130 Royal Australian Air Force, *Audit Evidence: Recommendation 15*, 2013.
- 131 Royal Australian Air Force, *Audit Evidence: Recommendation 15*, 2013.
- 132 Royal Australian Air Force, *Audit Evidence: Recommendation 15*, 2013.
- 133 Royal Australian Air Force, *Audit Evidence: Recommendation 15*, 2013.
- 134 Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013, p 68. At <http://www.defence.gov.au/AnnualReports/12-13/default.asp> (viewed 20 November 2013).
- 135 Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013, p 68. At <http://www.defence.gov.au/AnnualReports/12-13/default.asp> (viewed 20 November 2013).
- 136 Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013, p 111.
- 137 Meeting 11.
- 138 Email to the Audit re: Plan Suakin, 23 October 2013.
- 139 Cadet, Reserve and Employer Support Division, *Brief for VCDF: Project SUAKIN's Role in Meeting Recommendation 16 of the Review into Treatment of Women in the ADF (Phase 2 Report)*, April 2013, Enclosure 1, 3.
- 140 Cadet, Reserve and Employer Support Division, *Brief for VCDF: Project SUAKIN's Role in Meeting Recommendation 16 of the Review into Treatment of Women in the ADF (Phase 2 Report)*, April 2013, Enclosure 1, 3.
- 141 Department of Defence, *SUAKIN – Defence Communication Strategy*, 8 February 2013, p 7 [29-30].
- 142 Suakin Communication Manager, *Interconnected Project Gathering and Information Exchange*, email to the Audit, 4 July 2013.
- 143 Email to participants of the Interconnected Project Gathering and Information Exchange event, Attachment 1, *Review into the Treatment of Women in the ADF – Phase 2 Report*, 4 July 2013, provided by ODU.
- 144 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview at [87].
- 145 Army have assigned 7 members in total to Plan SUAKIN, with a Brigadier appointed as Director General, a Colonel and a Major working on remuneration, a Lieutenant Colonel and a Warrant Officer (Class 2) working in career management/policy, another Lieutenant Colonel working in ForceNet and a Major working in SERVOP D.
- 146 Royal Australian Air Force, *Audit Evidence: Recommendation 16*, 2013.
- 147 For example, Plan SUAKIN envisions the introduction of part-time work to Defence, an option that is currently only available to Defence members by utilising the leave entitlement Part Time Leave Without Pay (PTLWOP).
- 148 Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013, p 14. At <http://www.defence.gov.au/AnnualReports/12-13/default.asp> (viewed 20 November 2013).
- 149 Defence Personnel Group, *Agenda – Broderick Recommendation 17: Support to Posting Plan Working Group 07 Feb 13*, 2013.
- 150 Defence Personnel Group, *Agenda – Broderick Recommendation 17: Support to Posting Plan Working Group 07 Feb 13*, 2013.
- 151 Navy do not support the proposed form as existing EPAR already supports this (with some adjustment); Army do not support proposed form as they have developed a new Army Officer PAR with a section specifically addressing 'Posting Support Requirements'; Air Force do not support the proposed form and would prefer to update their existing EPAR (Defence Personnel Group, *Agenda – Broderick Recommendation 17: Support to Posting Plan Working Group 07 Feb 13*, 2013, p 2).
- 152 System Change Request, PMKeys, Defence Support Group, provided to the Audit, 26 August 2013.
- 153 Defence Personnel Group, *Agenda – Broderick Recommendation 17: Support to Posting Plan Working Group 28 Feb 13*, 2013.
- 154 Defence Personnel Group, *Agenda – Broderick Recommendation 17: Support to Posting Plan Working Group 28 Feb 13*, 2013.

- 155 Defence Personnel Group, *Agenda – Broderick Recommendation 17: Support to Posting Plan Working Group 28 Feb 13, 2013*.
- 156 Defence Personnel Group, *Agenda – Broderick Recommendation 17: Support to Posting Plan Working Group 28 Feb 13, 2013*.
- 157 Defence People Group, *Performance Framework for Gender Inclusion in the Australian Defence Force*, October 2013, p 13, provided to the Audit by ODU, 29 October 2013.
- 158 Defence People Group, *Performance Framework for Gender Inclusion in the Australian Defence Force*, October 2013, p 14, provided to the Audit by ODU, 29 October 2013.
- 159 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 42 [141].
- 160 Email, 25 February 2013, provided to the Audit 30 August 2013.
- 161 To date, the EPAR form has been used primarily across junior soldiers, with limited application cross the officer, warrant officer and senior sailor ranks.
- 162 Australian Royal Navy, *CN Signal on EPAR Usage*.
- 163 Email, 25 February 2013, provided to the Audit 30 August 2013.
- 164 Email, 25 February 2013, provided to the Audit 30 August 2013.
- 165 Email, 25 February 2013, provided to the Audit 30 August 2013.
- 166 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 42 [142].
- 167 Australian Royal Navy, *CN Signal on EPAR Usage*, p 4.
- 168 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 42 [145].
- 169 Royal Australian Navy, *Royal Australian Navy Audit Summary Report in Response to the Review into the Treatment of Women in the Australian Defence Force (Phase 2 Report) 2012*, 30 August 2013, p 42 [145].
- 170 After a meeting with the Navy Women’s Strategic Adviser, Chief of Navy, Deputy Chief of Navy, Director General Navy People, Director of Navy Personnel and Policy, information was provided to the Audit that Navy would not action a new PAR before the completion of the 2013 Promotion and Command/Senior Staff Selection process.
- 171 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, p 12 [88].
- 172 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, p 12 [91]. The *Officer Performance Appraisal Report (AE 359)* and *Draft Other Ranks Performance Appraisal Report* both include a section on ‘Posting Considerations’.
- 173 Officer Performance Appraisal Report (AE 359) form.
- 174 Other Ranks Performance Appraisal Report (still in draft form at the time of writing).
- 175 Defence Personnel Group, *Agenda – Broderick Recommendation 17: Support to Posting Plan Working Group 07 Feb 13, 2013, 2*.
- 176 Australian Army, *Response to 21 Recommendations of the Review into the Treatment of Women in the Australian Defence Force Phase 2 Report 2012*, Executive Overview, p 12 [91].
- 177 Royal Australian Air Force, *Audit Evidence: Recommendation 17, 2013*.
- 178 Royal Australian Air Force, *Audit Evidence: Recommendation 17, 2013*.
- 179 Royal Australian Air Force, *Audit Evidence: Recommendation 17, 2013*; Director of Personnel – Air Force, *Policy Guidance*.
- 180 Royal Australian Air Force, *Audit Evidence: Recommendation 17, 2013*.
- 181 Royal Australian Air Force, *Audit Evidence: Recommendation 17, 2013*.
- 182 Directorate of Personnel – Air Force, *Preferential Treatment, 2013, 2013*.
- 183 Directorate of Personnel – Air Force, *Preferential Treatment, 2013, 2013*.
- 184 Royal Australian Air Force, *Audit Evidence Recommendation 17, 2013*. Supplementary information in relation to this was provided to the Audit by way of Chief of Air Force Directive dated October 2013. This Directive provides an overview and directions for Command to execute actions in relation to Individual Welfare Boards, Member Support Coordination and Command Focus Groups.
- 185 Director General Personnel – Air Force, *Brief for CAF: Development of new Performance Appraisal System*, AB14041593, June 2013.
- 186 Organisational Development Unit, email to the Audit, 11 December 2013.
- 187 Organisational Development Unit, email to the Audit, 11 December 2013.
- 188 *Broderick Report Recommendation 17 – Support to Posting Plan*, provided to the Audit by, 4 July 2013.
- 189 Royal Australian Air Force, *Audit Evidence: Recommendation 17, 2013*.



# Chapter 8:

## Principle 5: Gender based harassment and violence ruins lives, divides teams and damages operational effectiveness

### Key findings of Review

The ADF Review found that sexual misconduct – including sexual harassment and, on occasion, sexual assault – existed in the ADF, particularly in male dominated areas. It also found significant under-reporting of sexually based incidents from victims because of fear of victimisation; concerns about negative impact on career progression; and personal trauma. The ADF Review heard from members who had made a formal complaint but had not received a satisfactory response and, as a result, had been further traumatised.<sup>1</sup>

Results from an independent survey conducted for the ADF Review found that sexual harassment prevalence rates for women in the ADF were similar to those in Australian workplaces, while for men in the ADF, they were lower. One in four women and one in ten men experienced sexual harassment in the ADF in the five years preceding 2012. One in four women and one in ten men experienced sexual harassment in the ADF in the previous five years.<sup>2</sup>

### **Recommendation 18**

**As a priority, COSC should establish a dedicated Sexual Misconduct Prevention and Response Office (SEMPRO) to coordinate timely responses, victim support, education, policy, practice and reporting for any misconduct of a sexual nature, including sexual harassment and sexual abuse in the ADF. This Office is to be adequately and appropriately staffed, including with personnel that have experience in responding to people who have been subjected to sexual harassment or abuse and is to be headed by a senior leader (of no less than one star rank or at SES level) and located at Defence Headquarters.**

**The Office is to be adequately resourced and report directly to COSC, and will:**

- **Respond to complaints of sexual harassment, sex discrimination and sexual abuse including ensuring the immediate safety and well-being of the complainant.**
- **Provide a 24 hour/seven day a week telephone hotline and online service (click, call or text access) that is staffed by personnel with expertise in responding to complainants – female and male – who report sexual harassment, sex discrimination and sexual abuse.**
- **Collaborate with expert independent educators to provide recruits and trainees with interactive education on: respectful and healthy relationships, and sexual ethics; the meaning, inappropriateness and impact of sexist language and sexual harassment; the meaning of consent; the appropriate use of technology; stalking, controlling and threatening behaviours; and the importance of bystander action. The effectiveness of these education and training efforts should be evaluated every two years with an external evaluator and assessed against key indicators that measure attitudinal and behaviour change. Appropriate training and education should also be provided to all members entering command positions.**
- **Provide an outreach service to all ADF establishments including a rolling cycle of visits to each base every two years. This service would provide both relevant training and education and offer members an opportunity to discuss issues of concern with SEMPRO personnel.**
- **Enter into appropriate arrangements with expert external service providers so as to offer complainants an alternative avenue for support and advice if the complainant does not wish to engage with the ADF's internal complaints system. The ADF must provide adequate resourcing and assistance to these organisations to ensure that they have the capacity to provide these services and that their expertise in sexual harassment and sexual assault matters is enhanced by an understanding of the military.**
- **Be the single point of data collection, analysis and mapping of all sexual misconduct and abuse matters. Prevalence, trends and key issues should be regularly reported to COSC and strategies to address any issues of concern arising from the data, implemented as soon as possible.**

**SEMPRO's role should be widely advertised and promoted across the ADF so that all members are made fully aware of the reporting options and the measures to be taken to ensure confidentiality when reporting confidential complaints.**

## Intent of Recommendation 18

The intent of Recommendation 18 was to set up a high-level, specialised office staffed by professionals experienced in responding to disclosures of sexual harassment or abuse, in order to make the complaints system more responsive to the needs of victims. Complainants reporting to SeMPRO would be given the option of making unrestricted disclosures (in which case the chain of command would be informed of the incident), or restricted disclosures (which remain confidential). This was envisaged as an important strategy to address the significant under-reporting that the ADF Review encountered. The intent of the recommendation was also to embed an effective prevention and education program and to establish a single point of sexual misconduct data collection and analysis.

## Implementation actions

The ADF moved swiftly to establish SeMPRO in response to the release of the ADF Review's Report. A one-star was appointed as Head, SeMPRO in October 2012, and SeMPRO was officially launched by the Minister for Defence and the Chief of the Defence Force on 23 July 2013. The Audit commends the ADF on the creation of SeMPRO and its commitment to ensuring that victims of sexual harassment and assault are given appropriate and sensitive support.

The recommendation proposed that SeMPRO report directly to COSC. The intent of this was to give SeMPRO the appropriately high status that the ADF Review considered necessary and to ensure that addressing sexual misconduct remained a high priority for the ADF senior leaders. Head, SeMPRO reports to COSC on a quarterly basis.<sup>3</sup> The Audit notes that, at the beginning of 2014, a new Head, SeMPRO has been appointed. Whilst not a one-star as proposed in the recommendation, the Head has been appointed based on the skills and knowledge demanded of the position and is directly overseen by a one-star. It is important that the position has the profile, seniority and prominence to ensure its impact across the ADF.

SeMPRO responds to disclosures or reports of sexual misconduct from both male and female members and provides a victim-focused approach to responding to, and coordinating support and care for, clients. It does not have an investigation or complaint-handling role but supports a victim to access Defence complaint systems, should they wish. The revised and reissued interim *Defence Instructions (General) PERS 35-4 – Reporting and management of sexual misconduct* (DI(G) PERS 35-4) states:

17. Defence has established SeMPRO to provide support for ADF victims. SeMPRO is focused on coordinating services for ADF members who have been affected by sexual misconduct. APS employees who wish to access SeMPRO services may do so if they wish.<sup>4</sup>

18. SeMPRO will provide ADF victims of sexual misconduct with advice, coordination of Defence health care services (including a forensic examination if appropriate and only if agreed to), as well as ongoing care and support to assist with their recovery and, if possible, a return to their full work potential.<sup>5</sup>

SeMPRO's internal structure is made up of three directorates:

- Policy Systems & Reporting (PSR) has as its main focus policy development and data collection. The PSR is setting up the framework for SeMPRO to be the single point of contact in Defence for data collection and the analysis of this data for prevalence and trends.

- Prevention and Education (PE) works at developing, implementing and evaluating the Defence sexual ethics education program. They co-ordinate SeMPRO's visit schedule, travelling and presenting. They also have carriage of promoting SeMPRO's roles and responsibilities through SeMPRO's branding and merchandising and dissemination of packs and promotional materials.
- Critical Response and Recovery (CRR) is the service delivery area. It responds to all client contacts, undertakes follow up calls and co-ordinates care and case documentation. DCRR also conducts research into the principles and procedures for providing trauma-informed care.<sup>6</sup>

The unit was fully staffed from mid-March 2013 with four ADF staff and ten APS personnel. Senior staff advised the Audit that there are proposals for more staff,<sup>7</sup> and that it is a high priority so that the Director of CRR 'can move from staffing the phones to managing the service.'<sup>8</sup>

SeMPRO's remit for 'misconduct' is defined as sexual offences and serious incidents of a sexual nature which can cause trauma.<sup>9</sup> The Values, Behaviours & Resolutions (VBR) Branch within Defence continues to manage complaints of sexual harassment and discrimination.<sup>10</sup> SeMPRO is co-located with VBR, and SeMPRO staff told the Audit that their policies have been developed in conjunction with VBR:

SeMPRO staff work closely with VBR staff to ensure all callers are assisted, appropriate to their needs, and not turned away.<sup>11</sup>

SeMPRO also coordinates the Sexual Offences Response Teams (SORT). Members of SORT teams are Defence personnel or employees located at various bases who have been identified as likely to receive reports from victims of sexual misconduct. SORT members can include Chaplains, psychologists, command officers, legal officers, ADF Investigative Service (ADFIS) representatives and medical personnel. These members can liaise with SeMPRO on a victim's behalf and also coordinate the support he or she may require at the local level.

SeMPRO's statistics for the first four months of operation show that calls and emails are being received from victims, command staff, managers and members of SORT.

A SeMPRO Support Officer (SSO) network is also being established consisting of trained volunteers who live on or near a base. The aim of this network is to connect a victim to their most local and accessible SSO. SeMPRO documents provided to the Audit state that:

It is anticipated that the SSOs will be recruited from across the nation, along the lines of Equity Advisors, or Fairness and Resolution Practitioners. SeMPRO will look to Commanders to encourage and support their staff from every base to volunteer and work in this capacity. Each SSO will be trained by SeMPRO and by ADFIS, with the training to include understanding trauma, understanding sexual assault, forensic examination, immediate response and basic crisis management.<sup>12</sup>

SeMPRO advised the Audit that the Support Officer Network will be initially rolled out to the seven ADF recruit and training schools.<sup>13</sup> This is an encouraging development.

In relation to the element of Recommendation 18 stating that appropriate sexual ethics training and education should be provided to all members entering command positions, SeMPRO told the Audit that:

First (pilot) training opportunities across the three Services have been identified and will be completed by end of 2013.<sup>14</sup>

Discussion of the specific elements of this recommendation, including relevant information from the Unacceptable Behaviour Survey, follow.

**Respond to complaints of sexual harassment, sex discrimination and sexual abuse including ensuring the immediate safety and well-being of the complainant.**

SeMPRO responds to disclosures of sexual misconduct only, and not sexual harassment and sex discrimination despite the breadth of the recommendation. As noted above, SeMPRO's remit for 'misconduct' is defined more narrowly than the wording of the recommendation, and includes only sexual offences and serious incidents of a sexual nature which can cause trauma.<sup>15</sup> This includes:

- repeated demeaning behaviours of a sexual nature
- extreme exclusion based on gender, sexual orientation, or gender identification
- persistent unwanted/unwarranted attention of a sexual nature and
- recording, photographing or transmitting incidents and images of sexual misconduct.

SeMPRO coordinates Defence's response to the 'high and critical' end sexually based incidents. Its Standard Operating Procedures (SOPs) for caller intake are intended to guide the professional judgment of the SeMPRO staff to inform them whether cases are best managed by SeMPRO or by the Values, Behaviours and Resolutions Branch (VBR).<sup>16</sup>

Prior to the establishment of SeMPRO, the victim support mechanisms in relation to sexual offences were principally provided through ADFIS, whose primary role is investigative.<sup>17</sup> A dedicated victim support unit has been welcomed by ADFIS, whose Director advised the Audit that:

We've got a good working relationship [with SeMPRO]... I've got one officer who will commit at least once a week to develop further in relation to SEMPRO requirements now that we've introduced the limited disclosure reporting.<sup>18</sup>

**Provide a 24 hour/seven day a week telephone hotline and online service (click, call or text access) that is staffed by personnel with expertise in responding to complainants – female and male – who report sexual harassment, sex discrimination and sexual abuse.**

SeMPRO's 24 hour/seven day a week advice and counseling service went live in July 2013. During business hours the service is staffed by SeMPRO specialist staff. The after-hours component of the service is managed by a specialist contractor. The contract for the after-hours service is for six months until March 2014.

SeMPRO staff told the Audit that they have received a steady flow of calls during business hours. Data on SeMPRO's initial uptake is limited, given the short time in which the service has been operational.<sup>19</sup> It shows that, from 24 July 2013 to 12 November 2013, SeMPRO received 133 calls, 31 emails and one text. Nine after hours calls were received in November. Information on contacts by type has only been provided to 20 August 2013, where there were 62 phone calls, 20 emails, one text and five after hours calls. Of these, 14 were from ADF victims, three from APS victims, two former ADF members, three family members, 13 Commanders, nine medical/psychologist, one legal, one ADFIS, one State and Territory civilian police, 14 requests for information and six other callers.

Information from SeMPRO identifies no calls were made between 10pm and 6am. SeMPRO staff advised the Audit that they propose to assess whether Defence requires a 24/7 response service, and present recommendations in this regard to COSC in February 2014.<sup>20</sup> However, more recent advice from Defence leaders indicate that they are committed to providing a 24/7 phone response service and do not propose to reduce the service.<sup>21</sup>

**Collaborate with expert independent educators to provide recruits and trainees with interactive education on: respectful and healthy relationships, and sexual ethics; the meaning, inappropriateness and impact of sexist language and sexual harassment; the meaning of consent; the appropriate use of technology; stalking controlling and threatening behaviours; and the importance of bystander action.**

**The effectiveness of these education and training efforts should be evaluated every two years with an external evaluator and assessed against key indicators that measure attitudinal and behaviour change. Appropriate training and education should also be provided to all members entering command positions.**

SeMPRO's Strategic Plan states that SeMPRO will:

- Conduct research and consultation with identified experts to develop applicable, evidence-based sexual ethics packages for delivery across the ADF training continuum
- Liaise with the three Services to identify all training opportunities and to program interactive sexual ethics education into Trade School and Promotion course curriculum.<sup>22</sup>

In 2013 SeMPRO conducted a 'census' of current training relating to sexual ethics across Defence, which concluded that:

there is a lack of 'through-career' sexual ethics training. While elements of a package are taught in varying degrees at stages in the training continuum there is no comprehensive, inclusive package.<sup>23</sup>

SeMPRO has developed a draft 'Sexual Ethics Education in Defence Framework', to be presented to COSC in February 2014. SeMPRO states that it will develop an Educator's Guide for staff delivering sexual ethics training, and also notes the possibility of developing a sexual ethics code of conduct. The draft Framework notes:

A plan will be developed with the Services to roll-out sexual ethics education across the ADF training continuum (induction/entry, to Trade Schools, and then promotion courses).<sup>24</sup>

SeMPRO staff advised the Audit that their approach to training is to engage the three Services in the development and provision of sexual ethics education rather than presenting them with a final product.<sup>25</sup> SeMPRO favours delivery of sexual ethics training by military members but acknowledges that staff may be nervous about presenting sexual ethics training.<sup>26</sup> A train the trainer program is proposed, with educators to be chosen by Commanding Officers. An educator's guide will be prepared. The Audit understands that Dr Michael Flood, an expert sexual ethics educator, is working with both SeMPRO and ADFA to develop a sexual ethics program that can be delivered in recruit and training environments. Dr Flood provided a critical and robust evaluation of the ADFA Sexual Ethics and Healthy Relationships program which had been envisaged as a possible template for wider ADF use. He is working with ADFA and SeMPRO to address the gaps in the program.

In relation to sexual ethics education for Commanders, to be delivered to pre-Command Officers and Warrant Officers, SeMPRO has identified the courses to be delivered. Course content is still to be developed and staff anticipate delivering the training in 2014.

Part of the recommendation requires that the effectiveness of education and training be evaluated every two years with an external evaluator and assessed against key indicators that measure attitudinal and behaviour change. SeMPRO's draft Sexual Ethics Framework states that it is:

Developing reporting metrics to determine attitudinal and behavioural changes in trainees prior to and following the delivery of the Sexual Ethics Education packages. External experts, with experience in evaluating Primary Prevention Program, will also be consulted. A formal Evaluation Strategy will also be needed and will be developed in due course.<sup>27</sup>

**Provide an outreach service to all ADF establishments including a rolling cycle of visits to each base every two years. This service would provide both relevant training and education and offer members an opportunity to discuss issues of concern with SEMPRO personnel.**

SeMPRO staff told the Audit that they are conducting regular site visits and presentations, generally to command teams. SeMPRO sees its role as engaging with command to provide information and resources. It is then the responsibility of command to pass information and material on to their personnel.<sup>28</sup>

SeMPRO is working with the Services to establish priority locations to visit. The Audit notes that the 2013 Unacceptable Behaviour Survey may also assist in identifying 'regions of concern'.<sup>29</sup> DSPR provided that 'regions of concern' tended to have high reported prevalence of unacceptable behaviour, combined with a relatively low likelihood of reports or complaints being made following unacceptable behaviour experiences.

SeMPRO propose to conduct visits to each base every three years, not every two years as required by the recommendation. SeMPRO staff told the ADF Review that this is due to resource constraints and that staffing numbers are not sufficient to conduct visits every two years.<sup>30</sup>

**Enter into appropriate arrangements with expert external service providers so as to offer complainants an alternative avenue for support and advice if the complainant does not wish to engage with the ADF's internal complaints system.**

**The ADF must provide adequate resourcing and assistance to these organisations to ensure that they have the capacity to provide these services and that their expertise in sexual harassment and sexual assault matters is enhanced by an understanding of the military.**

SeMPRO staff originally advised the Audit they will not enter into arrangements with expert external service providers to offer an alternative avenue for support.<sup>31</sup> Instead, SeMPRO advised that they will 'establish appropriate arrangements with local specialist support services to promote awareness of SeMPRO and for them to encourage ADF personnel who have been affected by sexual misconduct to contact SeMPRO'.<sup>32</sup> The Audit notes that this is not the intent of the recommendation.

SeMPRO maintains that the ADF's duty of care to victims and other members of the workforce precludes them from advising victims to access external providers. Its rationale is that a private psychologist, for example, may not fully understand Defence and the potentially high risk nature of some of the roles and categories of employment. SeMPRO states that, as such, they cannot manage the risk of referring someone out to a private counsellor or psychologist outside of Defence. As a secondary issue, SeMPRO advises that it is not funded for payment to private psychologists.<sup>33</sup>

In more recent advice from Defence, the Audit was told that the ADF is 'committed to pursuing the establishment of referral mechanisms to expert external service providers for those ADF members not wishing to utilise existing internal avenues'.<sup>34</sup>

**Be the single point of data collection, analysis and mapping of all sexual misconduct and abuse matters. Prevalence, trends and key issues should be regularly reported to COSC and strategies to address any issues of concern arising from the data, implemented as soon as possible.**

SeMPRO reports that it is establishing the SeMPRO reporting database and finalising the methodology to categorise and interpret the data on sexual misconduct and abuse. Staff have been engaging with internal stakeholders on data collection and advise that:

It's a matter of determining who we need to link with, who's capturing what type of information for what purpose, what are they doing with it and then how do we get that to us... They're capturing it in different ways and different degrees of detail and also in different ICT systems.<sup>35</sup>

SeMPRO currently use the same data collection system as ADFIS. There are some issues with categorising an incident, in terms of assessing whether it constitutes an offence or harassment. SeMPRO is setting up a reporting framework so that data is received on a fortnightly basis. SeMPRO staff advise the Audit that they are also working on obtaining de-identified information from people who are not in the formal reporting system, such as medical professionals and Chaplains. These people will report to SeMPRO on a case by case basis.

**SEMPRO's role should be widely advertised and promoted across the ADF so that all members are made fully aware of the reporting options and the measures to be taken to ensure confidentiality when reporting confidential complaints.**

SeMPRO has a dedicated website and it is featured on the Defence intranet and in Service magazines. Literature such as posters and brochures detailing reporting options, have been produced. SeMPRO staff have visited a number of bases, primarily recruit and training schools in the first instance, and met with leadership teams to brief them on SeMPRO's role and purpose and provide advice on managing incidents.

## Audit findings

The Audit strongly commends the establishment of SeMPRO and congratulates Defence for setting up the office so quickly. The swiftness in establishing SeMPRO is testament to senior leadership's strong commitment to ensuring that victims of sexual misconduct are appropriately and sensitively supported. The Audit also acknowledges the effort and commitment which has gone into staffing SeMPRO, the development of policies and operating procedures by SeMPRO staff and the strong relationships that the staff is building with other Defence offices, such as ADFIS. The Audit welcomes the development of a single point of data collection for all sexual misconduct and abuse matters. It encourages SeMPRO to ensure full use, analysis and mapping of this data to identify prevalence, trends and key issues and to regularly report this to COSC for action.

The results from the 2013 Whole of Defence Unacceptable Behaviour Survey, as well as further disclosures made by ADF personnel during consultations for the Audit, underscore the critical importance of SeMPRO in providing a specialised, victim focused service outside and independent of the chain of command. That the Unacceptable Behaviour Survey found that incidents of sexual misconduct and sexual offences were less likely to be reported than incidents of non-sexual unacceptable behaviour further highlights the critical importance of the existence of a dedicated, specialist service to respond appropriately to disclosures.

Real and perceived obstacles to reporting are clearly still an issue for ADF members. The Audit heard, for instance, that reporting obstacles can arise because:

...you've got to live with those people. Like it's just whispers, like she went and told on you... and you're a bitch because you did it.<sup>36</sup>

The Audit acknowledges that SeMPRO has only been established for less than a year but it is nevertheless concerned about the limited knowledge that ADF members – particularly junior members – have about its role and purpose and the options for reporting. On many of the base visits conducted for the Audit, command and leadership teams showed a good knowledge of SeMPRO and were supportive of its role. However, the Audit team's discussions with other members on individual bases, revealed little awareness of SeMPRO.

When its role was explained, most of these members expressed support for the functions of the office. Advertising of SeMPRO was not always prominent at individual bases. Few bases the Audit visited displayed posters or brochures in high visibility and access areas. Rather, advertising appeared to rely primarily on the Defence intranet site and via Defence News, which, the Audit heard, are not always priority information points for Defence members. The Audit is strongly of the view that greater and more proactive efforts need to be made by Defence (and not just SeMPRO staff) to promote SeMPRO so that it is more widely known.

The Audit supports SeMPRO staff's efforts in speaking with leadership teams at bases. A major part of SeMPRO's role should include information sessions with all members, and in particular, junior members who the Audit considers are among the most vulnerable to sexual misconduct. The Audit also considers that SeMPRO should draw from the locations identified in the Unacceptable Behaviour Survey as being 'regions of concern' to assist them in prioritising their visits to and information sessions for bases. It is imperative that SeMPRO is properly resourced to undertake this role of base visits.<sup>37</sup>

SeMPRO advised the Audit that they do not have the resources or staff to conduct visits every two years to provide an outreach service as well as education and information sessions. Rather, it advises that this could be achieved every three years. It is not clear whether the issue concerns the outreach service, the education and information sessions or both. The Audit notes that SeMPRO has already made a number of visits in 2013, where they have met with command teams, and will no doubt prioritise these base visits in 2014. The Audit believes that consideration could be given to undertaking both the outreach session and an information session during the same base visits in 2014 as a way of maximising resources and minimising cost.

Recommendation 18 envisaged that SeMPRO would respond to complaints of sexual harassment and sex discrimination. As noted above, however, VBR continues to manage complaints of unacceptable behaviour of a sexual nature, including sexual harassment and discrimination.<sup>38</sup> The ADF Review team was involved in these discussions when SeMPRO was being set up and is cognisant of the rationale for this separation of functions. However, as stated at that time, ongoing and effective collaboration is critical to ensuring holistic support for victims, effective organisational responses and the prevention of victims 'falling through the cracks' because of confusion between the roles of SeMPRO and VBR.

In relation to providing a 24/7 service, SeMPRO closely monitors and reports on access statistics. The Audit is pleased that the ADF has recently indicated<sup>39</sup> that it remains committed to the 24/7 service and is not reconsidering its need, given that many people the Audit spoke with were not yet aware of SeMPRO, nor clear about what it provided.<sup>40</sup>

SeMPRO has not engaged with external service providers to offer complainants an alternative avenue for support and advice if the complainant does not wish to utilise the ADF's internal complaints system. Initial advice from SeMPRO was that it had conducted its own risk assessment and concluded that external referrals is 'against military duty of care and would abrogate ADF responsibilities.'<sup>41</sup> The Audit does not support such a blanket approach.

The evidence presented to the ADF Review and to the Audit by serving members, as well as that contained in the Unacceptable Behaviour Survey, shows that many victims are not comfortable with having the incident investigated through the internal mechanisms of the ADF.

Speaking of her own experiences with unacceptable behaviour, one woman told the Audit:

...being the only female where I am right now, I probably wouldn't mention it to someone within my department; I'd probably go outside and seek resources outside.<sup>42</sup>

This position was also reflected in various trends arising from the 2013 Unacceptable Behaviour Survey. The Survey Report stated that:

Overall, the majority of respondents did not seek advice and assistance about the unacceptable behaviours they were experiencing. Interestingly, respondents were less likely to seek support or advice about sexual misconduct or sexual offences than for other types of unacceptable behaviours.<sup>43</sup>

In fact, the Survey Report concluded that around three quarters of respondents who reported experiencing unacceptable behaviour of a sexual nature did not make a complaint or report.<sup>44</sup>

Additionally, while DSPR found that respondents who did make a complaint about unacceptable behaviour were most likely to approach their chain of command or supervisor, the Survey Report also provided that supervisors and COs were most frequently identified as the perpetrators of unacceptable behaviours:

This may go some way to explain one of the barriers to increasing the reporting rate for unacceptable behaviours.... it remains to be seen whether reporting behaviours will change as a result of SeMPRO...<sup>45</sup>

The Audit recognises that, in time, SeMPRO will help to build victims' confidence in those mechanisms. However, failing to provide a range of support options can serve to disempower victims of sexual assault and can reinforce decisions about non-disclosure. Victims may also be forced to deal with the trauma on their own. This is not without consequence for either the victim or the ADF.

Following recent discussions between the ADF and the Audit team where the Audit expressed concerns about SeMPRO's position regarding external referrals of ADF sexual misconduct victims, the ADF has provided the following advice:

[SeMPRO is] working on a model for external referrals to SeMPRO clients (and is) committed to pursuing [the] establishment of referral mechanisms to expert external service providers for those ADF members not wishing to utilise internal avenues.<sup>46</sup>

The Audit notes that the ADF intends to have the proposed model in place 'as a matter of some urgency.'<sup>47</sup> The Audit strongly welcomes this revised approach.

The Audit finds that progress on the provision of sexual ethics training has been slow. Twelve months have passed without the delivery of effective sexual ethics training. Given the data provided in the 2013 Unacceptable Behaviour Survey and the disclosures made to the Audit, this is now a critical matter. Recommendation 18 also requires that SeMPRO collaborate with expert independent educators to provide recruits and trainees with interactive sexual ethics education. SeMPRO acknowledges that the education and prevention program is still in its development stage.<sup>48</sup> The Audit supports the engagement of Dr Michael Flood to assist in the development of a sexual ethics program. Recent advice from SeMPRO indicates that a two hour training package, targeting recruit schools will be delivered to staff of those schools in April 2014. The Audit welcomes this development and urges the ADF to ensure that a robust sexual ethics program is also delivered across the broader ADF as soon as possible and in collaboration with experts in the field.

### **Recommendation 19**

**As a matter of urgency, the ADF should investigate mechanisms to allow members to make confidential (restricted) reports of sexual harassment, sex discrimination and sexual abuse complaints through SEMPRO.**

## **Intent of Recommendation 19**

Recommendation 19 envisaged that people would have the option to report and receive support in a confidential way. As the ADF Review Report noted:

Restricted reporting allows victims to report an incident confidentially and access medical and counseling support without disclosing identities or initiating an investigation. It provides command with de-identified information about rates of sexual assault that may help to affect systemic change. Victims can elect to convert to an 'unrestricted' status at a later stage should they wish to do so.<sup>49</sup>

## **Implementation actions**

The Interim *Defence Instructions (General) PERS 35-4 Reporting and management of sexual misconduct including sexual offences* (interim DI(G)) refers to restricted disclosures. It was released effective 28 August 2013, with the revised permanent version planned for release in early 2014.<sup>50</sup>

The interim DI(G) states:

26. Defence recognises that formally reporting incidents may not be a victim's preferred choice for disclosing an incident of sexual misconduct. The ability to disclose incidents outside of the chain of command may encourage a victim to seek the support they require to assist with their recovery and, if possible, a return to their full work potential. For this reason, Defence has introduced a confidential disclosure option called 'Restricted Disclosure' for ADF victims of sexual misconduct, where circumstances allow.

27. A Restricted Disclosure allows current and former ADF members who have been victims of sexual misconduct to disclose that incident directly to SeMPRO without necessarily triggering an investigation.

...

29. In some situations, a Restricted Disclosure will not be appropriate because of the circumstances of the incident and, in these situations, confidentiality will not be maintained. These situations include, but are not limited to, where a victim is believed to be less than 18 years of age; there is evidence of serious and imminent threat to the life or health of the victim or others or as otherwise required by law such as a court order...<sup>51</sup>

If a restricted disclosure is deemed not to be appropriate, 'SeMPRO will advise the victim... and will continue to work with that victim in order to provide appropriate advice and guidance.'<sup>52</sup>

SeMPRO acknowledge that COs are often struggling with the concept of restricted disclosures as they are concerned that there may be a perpetrator in their unit and that they will not know the alleged identity of that person if a restricted report is made.<sup>53</sup> The Head of ADFIS also explained:

How was [restricted reporting] going to work from a perspective of trying to get an offender to justice at the end of the day and providing justice to a victim by being able to investigate – 'that was the broad view by a lot of people in ADFIS. ... At the end of the day if it means that one victim who otherwise wouldn't have come forward is able to get access to the victims support arrangement that they wouldn't have otherwise had, that's a good thing... They all get that now and they all understand [but] there was a little bit of a fear about what SeMPRO means.'<sup>54</sup>

SeMPRO advised the Audit that it has accepted a number of restricted disclosures since its establishment.

## Audit findings

The Audit welcomes the implementation of restricted disclosure reporting as a way of enabling victims to access services and support in a confidential way and as a mechanism to address underreporting.

The Audit frequently heard that there is still reluctance by members to report incidents:

There are still people who won't complain because they don't want to rock the boat or potentially they're too intimidated to do it.<sup>55</sup>

When it's my word against his, who are they going to listen to, the [junior member] or the commander? I can damn say it wouldn't be me.<sup>56</sup>

At my last posting I had a senior officer that was intimidating me and I did not feel comfortable to put a complaint in, so I didn't... My whole time on that posting I was practically continually in tears...He pushed me that far, I was that close to a nervous breakdown.

There's all these support networks, E&D stuff, but you can't really make a complaint because then everybody knows about it. You're branded that person who's made an E&D complaint and it just follows you forever.

These views were also reinforced by several findings of the 2013 Whole of Defence Unacceptable Behaviour Survey. Around three-quarters of respondents who had experienced unacceptable behaviour of a sexual nature did not make a complaint, with as many as one in five citing the reason for this as 'I did not think my report would be kept confidential'.<sup>57</sup>

A number of people with whom the Audit spoke were not aware of restricted reporting but maintained that they would be more comfortable using that option rather than reporting through their chain of command.

The Audit considers that efforts should continue to ensure that all ADF members, particularly junior members, are made aware of this reporting option and that the parameters around it are clearly communicated.

### Recommendation 20

**As a matter of urgency, COSC should review all relevant policy and legislative provisions to provide for the mandatory assessment of an ADF member's ability to perform the inherent requirements of their job if convicted of any criminal offence, and, in particular any sexual offence, including but not limited to:**

- **The insertion of an addition in the list of matters that must be considered in all personnel determinations and decisions in the Defence (Personnel) Regulations 2002 of the requirement that individuals must be 'fit and proper persons' for service in the ADF.**
- **An amendment to Regulation 87(1) of the Defence (Personnel) Regulations 2002 so that the specific reference currently found within the termination grounds for officers is also available for consideration in relation to enlisted members. Importantly, the reference should include that termination may be considered where the member has been convicted of an offence or a service offence and the Chief of the officer's Service has certified that, having regard to the nature and seriousness of the offence, the retention of the member is not in the interests of the Defence Force.**

## Intent of Recommendation 20

In its extensive consultations the ADF Review was concerned to hear of current serving members who had convictions for sexual offences. Recommendation 20 sought to ensure that Defence conducted an assessment of those members convicted of a criminal offence, particularly any sexual offence, to determine their continuing fitness to serve.

## Implementation actions

The *Defence (Personnel) Amendment Regulation 2013 (No. 1)* dated 1 March 2013 makes a number of amendments to the *Defence (Personnel) Regulations 2002*. These include adding a 'fit and proper person' test to the mandatory decision making criteria. A decision-maker must consider these criteria when making a decision that affects an individual ADF member, for example appointment or enlistment, promotion, posting or termination decisions.<sup>58</sup> New sub-regulation 7(3) provides:

If the decision or determination relates to an individual, the person must consider whether, having regard to the individual's past and present conduct, the individual is of good character.

For example, this would require a decision-maker to take into account the criminal and ADF disciplinary record of an individual when making a decision about them under the Regulations.<sup>59</sup>

The Amendment Regulation also makes provision for similar termination provisions for both officers and enlisted members (regulations 85 and 87) which include termination on the basis of criminal conviction.

## Audit findings

The Audit congratulates Defence for making the legislative changes to the Regulations in accordance with Recommendation 20. The recommendation also required that all relevant policy relating to these amendments be reviewed as a matter of urgency, but the Audit has not been advised whether this has been completed.

### Recommendation 21

**COSC should amend all policies addressing the waiver of Initial Minimum Provision of Service and Return of Service Obligations to ensure that a member who has made a decision to discharge from the ADF because of sexual assault or sexual harassment, is able to do so expeditiously and without financial penalty, upon production of supporting evidence of physical, psychological or emotional trauma.**

## Intent of Recommendation 21

The ADF Review heard from women who had been sexually assaulted but who did not report their experiences and continued to serve out their Return of Service Obligations or complete their Initial Minimum Periods of Service. Further to Recommendation 19, which introduced restricted disclosures in order to encourage more victims to seek help, Recommendation 21 sought to make clear that a member who had experienced sexual assault or sexual harassment should not be penalised if they no longer wished to remain in Defence.

## Implementation actions

*Defence Instructions (General) 33-5: Arrangements for Service in the ADF* (DI(G) 33-5) has been amended. Amended DI(G) 33-5 makes specific reference to considering release from a service obligation if a member has reported sexual assault, sexual harassment or other significant workplace harassment through the appropriate channels. Termination on medical grounds may be considered appropriate if the alleged incident has significantly impacted on the member's functional capacity. DI(G) 33-5 now provides:

39. Situations may arise where the gravity of a member's circumstances could outweigh their obligation to serve. For example, where a member has compelling personal reasons for pursuing separation, the decision maker may approve the application subject to the member complying with a specified condition...

40. Approval to separate on grounds of compelling and compassionate circumstances will generally be administered promptly and not attract a condition. For example, a member who has reported sexual assault, sexual harassment, or other significant workplace harassment through the appropriate channels would normally be allowed to separate without imposition of a condition where they can establish continued service would be to their emotional detriment or have a deleterious effect on their health.

The appointed decision maker or delegate for waiver of service obligations is to take this policy guidance in DI(G) 33-5 into account when making a decision to release a member prior to completion of their service obligation. The reasons for the delegate's decision are recorded in writing and provided to the member.

## Audit findings

The Audit welcomes the implementation of this recommendation.

## Conclusion – Principle 5

The Audit congratulates Defence on the establishment of SeMPRO and the significant effort involved in doing so. SeMPRO was only officially launched in July 2013, and the Audit urges that access statistics be monitored for a full 12 months of operation, before the necessity for a 24 hour a day telephone line is reconsidered.

The capacity to report on a restricted basis is now in place and policy changes as required by the ADF Review have now taken effect.

The Audit also commends the ADF on amending its regulations regarding the capacity of convicted sex offenders to serve and for introducing the waivers for IMPS and ROSO as required by the recommendations.

The Audit identifies two main continuing concerns:

1. the delay in implementing effective sexual ethics training, in collaboration with expert independent educators; and
2. the decision not to enter into appropriate arrangements with external service providers to offer an avenue of support outside the ADF.

Both issues are critical. The Audit trusts that they will be addressed decisively and in keeping with the intent of recommendations as accepted by the ADF.

- 1 Australian Human Rights Commission, *Review into the Treatment of Women in the Australian Defence Force: Phase 2 Report* (2012), p 262.
- 2 Roy Morgan Research, *2012 Sexual Harassment Prevalence Survey: Prevalence and Nature of Sexual Harassment in the ADF*, prepared for the Australian Human Rights Commission, July 2012, in Australian Human Rights Commission, *Review into the Treatment of Women in the Australian Defence Force: Phase 2 Report* (2012), p 258, Appendix N.4.
- 3 *Sexual Misconduct Prevention and Response Office Strategic Plan: 01 July 2013 – 30 Jun 2017*, provided to the Audit on 26 August 2013, at [2].
- 4 APS employees are encouraged to access the Employee Assistance Program (EAP) for support: Department of Defence, *Defence Instructions (General) PERS 35-4 – Reporting and management of sexual misconduct*, 28 August 2013, at [19].
- 5 The interim *Defence Instructions (General)* (DI(G)) was issued in August 2013, 'ahead of the full stakeholder review, with the revised permanent version of this DI(G) planned for release in early 2014': Department of Defence, *Information DEFGRAM No 461/2013: Publication of Defence Interim Instructions (General) Pers 35-4 – Reporting and management of sexual misconduct including sexual offences*, provided to the Audit on 26 August 2013.
- 6 *Head SeMPRO Opening Statement to AHRC Audit*, 25 October 2013.
- 7 A new service delivery CRR position at Executive 1 level has been established and SEC approval to staff the position is required. Business case for DEPSEC DP being drafted. Funds approved for employment of three Reservists: *SeMPRO Broderick Recommendations – Audit Evidence Tracking 29 August 2013*, provided to the Audit on 26 August 2013, p 1.
- 8 Meeting 7.
- 9 As set out in Department of Defence, *Defence Instructions (General) PERS 35-4 – Reporting and management of sexual misconduct*, August 2013.
- 10 *RTW Ph2 Report Recommendations – actual wording versus Defence implementation*, summary table provided to the Review by SeMPRO, provided to the Audit on 26 August 2013, at 'Serial 1'.
- 11 *SeMPRO Charter*, provided to the Audit on 26 August 2013 at [14].
- 12 *Directorate of Critical Response and Recovery: Guide to being a member of the SeMPRO Trauma-Informed Sexual Offence Response Team (SORT)*, May 2013, provided to the Audit on 26 August 2013, p 11.
- 13 *SeMPRO Broderick Recommendations – Audit Evidence Tracking*, provided to the Audit on 26 August 2013, p 1.
- 14 *SeMPRO Broderick Recommendations – Audit Evidence Tracking*, provided to the Audit on 26 August 2013, p 2.
- 15 As set out in Department of Defence, *Defence Instructions (General) PERS 35-4 – Reporting and management of sexual misconduct*, August 2013.
- 16 *Sexual Misconduct Prevention and Response Office (SeMPRO) Charter*, provided to the Audit on 26 August 2013.
- 17 Meeting 7.
- 18 Meeting 12.
- 19 DPSEC DP, *Agendum No 73 of 13: SeMPRO Update*, 19 September 2013, Annex C, *SeMPRO Access Statistics (24/7 Click/Call/Text and Website Hits)*, provided to the Audit on 26 August 2013.
- 20 Meeting 7.
- 21 *Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013, 1 July 2013 to 30 June 2017.
- 22 *Sexual Misconduct Prevention and Response Office (SeMPRO) Training Census Report*, provided to the Audit on 26 August 2013.
- 23 *Draft Sexual Ethics Education in Defence Framework*, provided to the Audit by ODU on 22 October 2013.
- 24 Meeting 7.
- 25 Meeting 7.
- 26 Meeting 7.
- 27 *Draft Sexual Ethics Education in Defence Framework*, provided to the Review by ODU on 22 October 2013, p 6.
- 28 Meeting 7.
- 29 Directorate of Strategic People Research, *Whole of Defence 2013 Unacceptable Behaviour Survey Report*, December 2013, provided to the Audit on 12 December 2013, p 5.
- 30 Meeting 7.
- 31 Meeting 12, document headed *RTW (Ph2) Report Recommendation 18e – Unacceptable risk to ADF*, provided to the Audit on 26 August 2013.
- 32 *SeMPRO Broderick Recommendations – Audit Evidence Tracking*, provided to the Audit on 26 August 2013.
- 33 Meeting 7.
- 34 *Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013.
- 35 Meeting 7.
- 36 Focus group 11.
- 37 Recent advice from the ADF indicates that 'SeMPRO has a plan for rolling base visits that aim to capture all ADF members in targeted locations; these visits will be supported by CRR staff who will make themselves available to face-to-face contact with potential clients' (*Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013).
- 38 *RTW Ph2 Report Recommendations – actual wording versus Defence implementation*, summary table provided to the Audit on 26 August 2013, at 'Serial 1'.
- 39 *Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013.
- 40 Interview 125; Focus group 6; Focus group 9; Focus group 19; Focus group 20.
- 41 *SeMPRO, RTW (Ph 2) Report Recommendation 18e – Unacceptable risk to ADF*, provided to the Audit on 26 August 2013.
- 42 Focus group 11.

- 
- 43 Directorate of Strategic People Research, *Whole of Defence 2013 Unacceptable Behaviour Survey Report* (December 2013) provided to the Audit on 12 December 2013, p 172.
- 44 Rates of reporting were as follows: unwanted sexual attention (83% of respondents who experienced unwanted sexual attention did not report or make a complaint about that behaviour); crude behaviour (82%); sexual coercion (77%); acts of indecency (76%); sexual assault (minor) (77%); sexual assault (major) (70%): *Whole of Defence 2013 Unacceptable Behaviour Survey Report (December 2013)*, provided to the Audit on 12 December 2013, p 75.
- 45 Directorate of Strategic People Research, *Whole of Defence 2013 Unacceptable Behaviour Survey Report* (December 2013) provided to the Audit on 12 December 2013, p 173.
- 46 *Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013.
- 47 *Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013.
- 48 Department of Defence, *Defence Annual Report 2012-13*, Chapter 6: 'Women in the ADF' Report, 2013, p 107.  
At <http://www.defence.gov.au/AnnualReports/12-13/default.asp> (viewed 20 November 2013).
- 49 Australian Human Rights Commission, *Review into the Treatment of Women in the Australian Defence Force: Phase 2 Report* (2012), p 271.
- 50 Department of Defence, *Information DEFGRAM NO 461/2013: Publication of Defence Interim Instruction (General) Pers 35-4 – Reporting and management of sexual misconduct including sexual offences*, provided to the Audit on 26 August 2013.
- 51 Department of Defence, *Interim Defence Instructions (General) PERS 35-4 Reporting and management of sexual misconduct including sexual offences*, effective 28 August 2013.
- 52 Department of Defence, *Interim Defence Instructions (General) PERS 35-4 Reporting and management of sexual misconduct including sexual offences*, effective 28 August 2013.
- 53 Meeting 7.
- 54 Meeting 12.
- 55 Interview 13.
- 56 Focus group 11.
- 57 Reasons for not reporting unacceptable behaviour were reported by category of behaviour. For each type of unacceptable behaviour of a sexual nature, the percentage of respondents who did not report because they 'didn't think my report would be kept confidential' was as follows: crude behaviour (17%); unwanted sexual attention (21%); sexual coercion (17%); acts of indecency (19%); sexual assault (minor) (21%). Incomplete detail was provided on the respondents who indicated why they had not made a complaint about sexual assault (major): Directorate of Strategic People Research, *Whole of Defence 2013 Unacceptable Behaviour Survey Report (December 2013)*, provided to the Audit 12 December 2013, pp 89, 90, 91, 92 and 93.
- 58 Explanatory Statement, *Defence (Personnel) Amendment Regulation 2013 (No 1)*.
- 59 Explanatory Statement, *Defence (Personnel) Amendment Regulation 2013 (No 1)*.



# Appendix 1:

## ADFA Update

---

The *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (ADFA Review) was tabled in the Australian Parliament on 3 November 2011. *The Review into the Treatment of Women at the Australian Defence Force Academy: Audit Report* (ADFA Audit) was tabled on 23 July 2013. In releasing the ADFA Audit, the Sex Discrimination Commissioner stated that she would give ADFA the opportunity to provide an update on further progress in relation to its implementation of the recommendations and other relevant action, for inclusion in this Report. From August 2013, ADFA provided updates to the Audit outlining continuing progress against the recommendations. ADFA also identified 44 points from the Audit Report which required further action (listed in Schedule A). The Audit welcomes the updates and advice.

In its updates ADFA reported that, in its view, actions have been completed on 25 of the 31 original recommendations and 36 of the 44 outstanding 'action points' ADFA identified in the Audit Report.<sup>1</sup> ADFA advised the Audit:

Work is well advanced on the remaining recommendations and will be the focus of activity in 2014.<sup>2</sup>

The material provided by ADFA is extensive and comprehensive. The Audit congratulates ADFA and the Review Implementation Team on their continuing efforts to implement and sustain the intent of the Review's recommendations.

This update is based only on documentation provided by ADFA. The Audit has not conducted an independent assessment of progress since it tabled the Audit Report in July 2013 nor has it conducted any further consultations or discussions with staff and undergraduates.

Each group of recommendations will be presented with a summary of the key findings of the Audit in July 2013. This will be followed by a summary of the documentation provided by ADFA to December 2013, and brief comment by the Audit.

## ADFA's Role and Purpose – Recommendations 1-5

Summary of Audit findings:

- The support of the CDF and the greater presence of the Service Chiefs on campus have been noted.
- Respective accountabilities for the implementation of the Review recommendations has been accepted or delegated appropriately and a performance framework is being utilised.
- An extensive Communications Plan has been finalised but at the time of the Audit the Plan was still in its infancy and the Audit could not assess its effectiveness.
- A lack of clarity and significant ambivalence among staff and undergraduates about ADFA's role and purpose still exists.
- A strong perception among ADFA staff and undergraduates that each of the Services continue to have different expectations of ADFA.

### ADFA update

- ADFA advised the Audit that the Commandant (COMDT) addresses ADFA staff and undergraduates regularly and includes an update on the Broderick Review and the progress against the implementation of its recommendations.<sup>3</sup>

- ADFA also provided its updated Communications Plan (June 2013).<sup>4</sup> The ADFA Communications Advisor reports to the COMDT fortnightly against the Communications Plan.<sup>5</sup>
- A statement in relation to ADFA's roles and purpose has been placed on the ADFA website.<sup>6</sup>
- ADFA told the Audit that the Review Implementation Team (RIT) now has a fortnightly coordination meeting and is using an improved tasking coordination and reporting system. The RIT meets fortnightly with the COMDT to discuss progress.<sup>7</sup>
- ADFA reports to COSC twice a year and more frequently if required.<sup>8</sup>
- ADFA provided the Audit with a copy of an Establishment Review which found that over the previous 12 months ADFA had 'suffered from a reduction in its workforce capacity while experiencing a growth in its workload' which presented 'significant organisational risk'.<sup>9</sup>

### Comment

The Audit commends ADFA on enhancing regular communication and ongoing oversight of implementation accountabilities.

The Audit has no further information on the outcomes of the Establishment Review or the extent to which its recommendations have been considered or implemented. However, given the organisational pressures outlined by the Establishment Review the Audit congratulates ADFA again on its focus on the implementation of recommendations of the ADFA Review.

## Equity and Diversity – Recommendations 6-10

Summary of Audit findings:

- ADFA has undertaken a number of significant actions with the aim of promoting a more positive and values based concept of equity and diversity (E&D).
- The COMDT's equity and diversity policy statement promotes the value of equity and diversity at ADFA and outlines its benefits to the organisation.
- Some E&D lessons continue to combine equity and diversity with unacceptable behaviour and the complaints process. Negative perceptions of the principles of equity and diversity can arise as a result.
- Further evaluation of the Equity Advisor Network is required to address issues of access to the Network.
- The Sexual Offence Support Person (SOSP) Network that was recently established at ADFA is an important source of support and assistance to complainants and respondents.
- More work is required to create regular forums for undergraduates and staff where female role models from within and beyond the ADF present on their experiences.
- The 'Linking with Universities' forum is a positive development.

### ADFA update

- The COMDT issued a new ADFA Workplace Behaviour Policy Statement in June 2013. The Statement outlines the COMDT's commitment to 'ensuring that everyone who works and lives in the Academy precinct [is] treated fairly, equally, with respect and dignity'.<sup>10</sup>

- The statement also clearly sets out the COMDT's specific expectations of staff and undergraduates in relation to developing and supporting 'fair, respectful, supportive and inclusive work and social environment'.<sup>11</sup>
- From June 2013, across the ADF 'Equity and Diversity' is now known separately as 'Workplace Behaviour',<sup>12</sup> which incorporates unacceptable behaviour and managing incidents and complaints; and 'Diversity and Inclusion'.<sup>13</sup> Training materials are currently being updated to reflect these changes in Defence policy.<sup>14</sup>
- A PULSE survey<sup>15</sup> was administered to ADFA students in July/August 2013. The PULSE Report states:
 

With respect to the EA (Equity Advisor) and SOSP networks, results suggest that the majority of respondents were satisfied with these, whereas relatively few people indicated that they were dissatisfied with these services. However, it must also be noted that rates of 'neutrality' were higher for these Networks, which may be as a result of their nature and relative recent promulgation. That is, these networks may only be used in exceptional circumstances and levels of satisfaction may reflect the relatively infrequent use of these services.<sup>16</sup>
- The Sexual Misconduct Prevention and Response Office (SeMPRO) provided input into SOSP Network training<sup>17</sup> and is included in the ADFA Emergency and Support Contact Numbers list.
- Forums featuring female role models are in progress.<sup>18</sup> A 'Women in the Army Breakfast' was held at ADFA in September 2013, with over 30 female Army officers in the Canberra region attending, and sharing their insight and experiences with 60 female ADFA undergraduates.<sup>19</sup>
- The 'Linking with Universities' forum continued in 2013, with a meeting held at ADFA in August 2013 and representatives attending from the Group of Eight (Go8) university colleges and halls, the Australian Institute of Sport and the Australian Federal Police.<sup>20</sup>

## Comment

The Audit welcomes the new ADFA Diversity and Workplace Behaviour Statement, and supports the ADF's separation of equity and diversity into 'Workplace Behaviour' and 'Diversity and Inclusion'. The Audit also supports the revision of training materials. Ongoing evaluation and feedback on the EA and SOSP Networks is encouraged. The Audit also welcomes ongoing forums for women undergraduates.

## ADFA's Structure and Staffing – Recommendations 11-15

Summary of Audit findings:

- A formal, regular mechanism has been established to allow engagement between the COMDT and the ADF Service Chiefs.
- The Career Management Agencies (CMAs) accept that posting the right staff to ADFA is critical, but notes that their job requires balancing competing priorities across all training environments and other operational requirements.
- The COMDT has an enhanced role in the selection of staff at ADFA but this is not yet formalised. The COMDT is still not the decision maker. For the 2013 intake of staff the COMDT was able to interview new staff, but only after the posting decision had been made by the CMA.

- The COMDT and the CMAs will actively try to change negative perceptions of a posting to ADFA through communications strategies and a 'roadshow' approach.
- The Services have not delegated authority to the COMDT to remove underperforming staff or undergraduates.
- The number of female military staff being posted to ADFA has increased over the last three years.
- There is no evidence that innovative strategies for gaining a wider pool of educators have been employed.
- There is wide variability in the quality of staff posted at ADFA.
- The tenure of the COMDT ADFA is now three years which is welcome.
- Significant effort is being invested in incorporating the intent of the Review's recommendations into staff induction and training.
- The performance review process has not changed however there are now more avenues of feedback which are being incorporated into performance appraisals.

#### **ADFA update**

- ADFA use specialist educators with particular expertise and reservists to broaden the pool of educators used. ADFA states that no further action is required in respect of this recommendation.<sup>21</sup>
- COMDT continues to work closely with each Service CMA to ensure the delivery of high quality staff.<sup>22</sup>
- COMDT continues to interview new staff. While the COMDT does not have a right of veto he can assess a candidate as unsuitable.<sup>23</sup>
- New CMA staff have the opportunity to visit ADFA and better understand its requirements.<sup>24</sup>
- ADFA is rated as a Command posting by Army. This makes it more highly sought after. Air Force has agreed to do the same and Navy is still considering this initiative.
- Duty statements for most positions have been redrafted to provide CMAs with a better understanding of what incumbents do.<sup>25</sup>
- The recommendation to the Services that they delegate decision making authority for staff selection and staff and undergraduate performance management to the COMDT, is still in progress. A simplified procedure for the removal of unsuitable staff and undergraduates is being considered.<sup>26</sup>
- Academy Military and Education Training (AMET) staff learning groups (leadership, management and operations) have been formalised.<sup>27</sup>
- Ongoing communications are disseminated to promote ADFA as a desirable posting.<sup>28</sup>
- Generic performance appraisal documents have been reviewed and have been found compliant. There is no change proposed.<sup>29</sup>

## Comment

One of the key intentions of the Review's Recommendations was to address the wide variability of staff and to move towards an environment where those staff who are posted to ADFA value the posting and have the appropriate skills and attributes.<sup>30</sup>

The Audit welcomes the 'roadshow' approach and trusts that communications to promote ADFA as a positive posting will continue to be a priority.<sup>31</sup>

Liaison between ADFA and the CMAs and the various familiarisation strategies are very welcome and the Audit congratulates those involved in developing these approaches. However, the COMDT is still not the decision maker in relation to staff selection and the removal of underperforming staff and undergraduates.<sup>32</sup> The Audit refers to its finding that:

Changes in the selection process need to be embedded in the systems and cycles of the Career Management Agencies and not rest on the relationships between particular career managers and the COMDT. The Audit strongly advocates that the COMDT should have the right to veto in staff selections. However, if the authority for decision making regarding staff selection is to remain unchanged, it is vital that consultation and selection interviews occur before posting decisions are made.<sup>33</sup>

The Audit is aware that E&D training is a mandatory requirement for staff and that this forms part of performance appraisals. However, in the Review, it was noted that the training:

can be a mechanistic, 'tick the box' exercise and the Review was keen to elevate the importance of real and constructive feedback in this area given the nature of the ADFA environment.<sup>34</sup>

Issues regarding gender equality, supervision of mixed gender environments and the pastoral, disciplinary and educational practices relevant to the supervision and care of 17-23 year olds in a residential setting have been integrated into staff training and induction programs. However, assessment of skills and attributes in these areas must also be part of the performance appraisal process. The Audit welcomes the range of sources and data ADFA draws upon when undertaking performance appraisals.<sup>35</sup>

## Midshipmen and Cadets are Young People and Future Leaders – Recommendations 16-18

Summary of Audit findings:

- Further measures should be developed to meet the underlying intent of single Service placement options.
- The minimum entry age was reviewed but not changed and remains 17 due to recruitment imperatives.
- Further work was needed on exploring recruitment options to address life differentials of male and female undergraduates.
- Options for a new mentoring program have been developed. ADFA had not implemented the new program and no timetable for implementation had been provided.
- The comprehensive approach to alcohol management is evidence of a concerted effort on the part of ADFA to address excessive alcohol consumption. The pricing regime has been reviewed and drink prices have been increased. In respect of alcohol testing, ADFA has increased testing in 2012 to a level that is unparalleled in previous years.

## ADFA update

- ADFA advise that developing recruitment options that recognise the different life courses for women is currently being explored with the Directors General Personnel and Defence Force Recruiting<sup>36</sup> and that a workshop will be scheduled to develop and agree on an approach.<sup>37</sup>
- Undergraduates are allocated a mentor from their own degree course. ADFA considers 'degree streams to be the most suitable approach given the tri-service objectives of ADFA' and notes there are many other layers of formal and informal mentoring such as the Sponsor Family Scheme which aims to link first year undergraduates with experienced individuals from their particular service.<sup>38</sup>
- ADFA is seeking membership on the Defence People Group Mentoring Task Force and will pilot the Defence Mentoring Program.<sup>39</sup>
- In June 2013, the Chief of the Defence Force (CDF) issued the 'ADF Alcohol Behaviour Expectations Statement', as part of an alcohol management strategy for the ADF.<sup>40</sup>
- In support of the CDF's statement, the COMDT updated and reissued his Directive on the Use, Supply and Management of Alcohol which includes clear and specific expectations that 'consumption of alcohol is not an excuse for unsafe, irresponsible or disrespectful conduct or behaviour'.<sup>41</sup>
- ADFA has settled on a long term plan of 3000 alcohol tests per annum spread throughout the year.<sup>42</sup>
- 24 new staff were trained in 2013 to maintain the appropriate number of alcohol testers and there is assigned accountability and an ongoing training schedule to maintain these numbers.<sup>43</sup>
- From December 2013, the ComTrack database will record the names of all people involved in unacceptable behaviour.<sup>44</sup> ADFA told the Audit that unacceptable behaviour complaints with a link to alcohol or drugs are tracked in the Complaints Management System which is reported to the COMDT monthly. The COMDT has requested that DSPR adjust the 2014 UB Survey questions, to ask victims of UB or sexual misconduct or sexual offences if they consider the alleged perpetrator was under the influence of alcohol.<sup>45</sup>

## Comment

The COMDT continues to approach the use, supply and management of alcohol in a comprehensive way. He supports this approach with regular testing by trained staff.

The Audit welcomes the changed reporting of unacceptable behaviour in ComTrack to include the names of both the complainant and respondent.

There has been further work on mentoring and the Audit welcomes ADFA's efforts to be part of developments across the ADF. The Audit reiterates the value of mentoring, particularly for women in an environment in which they are a minority. ADFA is also to be commended on its approach to alcohol testing, managing excessive alcohol consumption and monitoring the links between alcohol and unacceptable behaviour.

The Audit welcomes the discussions that have been held to explore recruitment options that recognise the different life courses of women compared to men. Progress continues to be made but the Audit has not been provided with a timeframe for resolution of this issue.

## Accommodation and Supervision – Recommendations 19-21

### Summary of Audit findings:

- The broad crime assessment of the ADFA grounds conducted in response to the Review, while not without merit, did not in isolation, address the intent of the recommendation.
- The establishment of a Residential Support Officers (RSO) scheme has been a success, however issues of attraction and resources threatened the scheme's continued existence.
- More live-in accommodation for staff on the ADFA/RMC Duntroon grounds is not possible.
- A set of principles addressing women's security and safety has not been developed. This is particularly concerning given that the 2012 Unacceptable Behaviour Survey shows that more unacceptable behaviour was experienced in the residential domain than any other, and that 45.3% of women and 19.8% of men had experienced unacceptable behaviour in the residential domain in the last 12 months.<sup>46</sup>

### ADFA update

- A report on sociocultural implications for safety and security in ADFA residences<sup>47</sup> was submitted to the Commander of the Australian Defence Colleges (COMADC) via the COMDT.<sup>48</sup> A set of principles addressing women's security and safety in residential settings has been submitted to the Defence Infrastructure Division, to be incorporated in new residential accommodation designs.<sup>49</sup> ADFA also provided the Audit with information in relation to proposed changes to the Living-In Accommodation standards.<sup>50</sup>
- Socio cultural risks for safety and security in ADFA residences have been included in the ADFA Citizenship Package.<sup>51</sup>
- Engaging undergraduates in assessing risks within the residences and developing strategies to address them is in progress, with focus groups scheduled for 2014.<sup>52</sup>
- The COMDT speaks to RSOs at several forums each year, and has advised RSOs and undergraduates that they have direct access to him if necessary.<sup>53</sup>
- The RSO allowance was approved and new RSOs have been appointed and trained.<sup>54</sup>
- Squadron Commands and Divisional Officers considered how RSOs can act as a conduit for greater interaction between undergraduates and staff. Improvements identified have been implemented.<sup>55</sup>

### Comment

The RSO program continues to be an important avenue of support at ADFA and the Audit commends ADFA for its strong commitment to the RSO program.<sup>56</sup>

The Audit congratulates ADFA on progress on safety and security issues and the development of a comprehensive set of principles to underpin the future master plan for the ADFA residential setting. The Audit also welcomes the engagement of undergraduates in identifying risks and developing strategies.

Safety and security issues continue to be particularly important given the results of the 2013 ADFA Unacceptable Behaviour survey<sup>57</sup> which shows that unacceptable behaviour was again most likely to occur in the 'Residential Domain'.

This data continues to underscore the critical importance of addressing these recommendations.

## Minimising Risk, Managing Incidents and Ensuring the Safety of the Workplace

### Education – Recommendations 22-23

#### Summary of Audit findings:

- Progress on designing and implementing a sexual ethics and healthy relationships training package has been slow and an integrated, expert program was not in place in 2012. The program taught in 2012 did not fully meet the intent of the recommendation.
- The design of the 2013 sexual ethics program looked promising, but as at March 2013 the Audit was not provided with any course materials to assess.
- ADFA planned to deliver the sexual ethics program internally, without the assistance of an external expert facilitator.
- ADFA has reformed its complaints reporting response and management training, and focussed different modules at different parts of the undergraduate population.
- Complaints training remains part of 'equity and diversity' training, and a separation of these areas could provide numerous benefits (see Recommendation 7).
- The number of complaints made in 2012 and 2013 has increased, but there is still a stigma attached to using the Equity Adviser system.
- Ongoing training and evaluation on making complaints is needed to ensure that complaints processes are effective.

#### ADFA update

In December 2013, ADFA advised the Audit that it had engaged Dr Michael Flood, to enhance the ADFA Healthy Relationships and Sexual Ethics Program. Dr Flood, an academic from the University of Wollongong and an expert on sexual ethics education and Dr Angela Williams, from the Victorian Institute of Forensic Medicine, had previously been engaged by ADFA to review its Healthy Relationships and Sexual Ethics Program. Dr Flood, in particular, identified deficiencies in the program in his assessment<sup>58</sup> and he has subsequently been contracted by ADFA to ensure the program that is delivered is appropriate and effective. ADFA advises that Dr Flood has engaged with staff on the ADFA Healthy Relationships and Sexual Ethics Program lesson plans, training materials and presentation aids for delivery of during the 2014 Year One Familiarisation Training and the Academy Military and Training program (AMET). Further, due to the nature and scale of the delivery requirement (to over 1000 midshipmen and cadets), the Review Implementation Team, SeMPRO staff, and ADFA staff propose to collaboratively develop a dedicated 'Train the Trainer' program for ADFA instructors from the validated ADFA Healthy Relationships and Sexual Ethics Program.<sup>59</sup>

ADFA advises that Dr Flood and SeMPRO are assisting in the development of a two-hour Healthy Relationships and Sexual Ethics Program for ADFA staff and ADF new starter training and institutes. The program is based on the core elements of the ADFA Healthy Relationships and Sexual Ethics Program.<sup>60</sup>

ADFA informs the Audit that every two years it will evaluate the Healthy Relationships and Sexual Ethics Program against key indicators that measure attitudinal and behavioural change.

## Comment

The Audit commends ADFA for engaging experts to assess that program and, in particular, in retaining Dr Flood to ensure that the program is delivered appropriately. A targeted, comprehensive and effective sexual ethics education program is a critical component to any sexual misconduct prevention approach. Dr Flood's expertise in this area will assist ADFA greatly in delivering on this intent. It also commends ADFA for its engagement with SeMPRO in the development of the program and the version that will be delivered to all new starter training and institutes across Defence. The Audit encourages ADFA to continue its progress in rolling out the Healthy Relationships and Sexual Ethics Program, ensure it is evaluated and constantly refined based on the advice of experts as well as those receiving the education and ensure that it is embedded into the core curricula of the Academy.

## Advice and Referral – Recommendation 24

Summary of Audit findings:

- ADFA developed helpful resources, in the emergency and support contacts posters, and the 'Useful contacts' cards.
- ADFA lacks a triage-style service to assist with accessing support and should examine other ways that it can provide advice and referral.
- ADFA should ensure that effective links are built between its Sexual Offence Support Personnel (SOSPs) and SeMPRO.

### ADFA update

ADFA is actively engaging with SeMPRO. SeMPRO's functions and support line are being advertised on the ADFA Intranet and will be included on the 2014 posters. The Audit also understands that SeMPRO is supporting the ADFA SOSP training.<sup>61</sup>

## Comment

The intent of this recommendation is to simplify access to complaints mechanisms and services as the Review found that while 'undergraduates might be aware of the processes, they can also be ostracised, stigmatised or victimised for lodging a complaint'.<sup>62</sup>

The Audit commends the strong linkages being built between ADFA, the SOSP network and SeMPRO and the promulgation of SeMPRO information to undergraduates.

The Audit also welcomes ADFA's efforts to promote the range of existing hotlines and services offering advice, referral and support.

## Data – Recommendations 25-29

Summary of Audit findings:

- The Directorate of Strategic People Research (DSPR)<sup>63</sup> and ADFA improved the Unacceptable Behaviour survey (UB survey), and the new instrument was administered for the first time at ADFA and RMC Duntroon in late 2012.
- DSPR was preparing to administer versions of the UB survey in other Defence and tertiary institutions throughout 2013, in order to benchmark, share information and provide comparisons where possible.

- ADFA's complaints and incidents registers were much improved. More information is being collected in a more organised and systematic way and regular reports are being provided to ADFA's leadership.
- An annual quality assurance process would improve the integrity of the system.
- A strategic follow up to the 2012 UB survey had not occurred at the time of writing. Providing swift feedback and follow up will help inform and engage the ADFA population and develop targeted strategies to address areas of concern.

### **ADFA update**

- A Fact Sheet on the 2013 ADFA UB Survey Results was issued (dated December 2013).
- The COMDT convened a meeting of senior ADFA staff to discuss the findings and implications of the 2013 UB survey data. Data from 2012 and 2013 was compared and areas of improvement and concern identified. The links with excessive consumption of alcohol were also noted and suggestions have been made to DSPR to amend future surveys to make this link explicit.<sup>64</sup>
- A series of steps are being taken in response to the UB data including reviewing the effectiveness of various education and training programs, adding another staff member to the evening duty roster, reducing Year One trainees' leave, and changing the themes and nature of ADFA cadet mess functions.<sup>65</sup>
- Suggestions to improve the complaints database have been incorporated, with 'feedback from the complainant/respondent about the quality of processes employed and suggested improvements' now included in the process.<sup>66</sup>
- The systems held by the Senior Equity Adviser and the Adjutant have been streamlined in order to avoid duplication.<sup>67</sup>
- ADFA is monitoring the effectiveness of the revised incident reporting system and making improvements where required.<sup>68</sup>
- ADFA is yet to implement annual quality assurance testing of the new incidents management database. A review of duty statements is currently in progress so as to allocate responsibility for this task.<sup>69</sup>

### **Comment**

The annual administration of the UB survey, together with the roll out of the survey across recruit and training schools and the whole of Defence, is a significant achievement. This data will provide rich, meaningful comparisons over time to inform and target future work.

With the revised UB survey administered to three recruit schools<sup>70</sup> and three officer training schools,<sup>71</sup> further comparison between ADFA and Defence's other training institutions is now possible. The Audit congratulates ADFA, DSPR and the ADF on this initiative.

The COMDT and his team have actively engaged with the ADFA data and developed targeted responses. The COMDT told the Audit that:

In summary I believe that the 2013 report is telling us that there have been slight improvements in [some] areas, but we are 'marking time' in others. Thankfully I could not identify any elements where there has been a significant deterioration in our situation.<sup>72</sup>

Comparative data shows that there has been an increase in undergraduates (both male and female) who sought advice on UB and/or made a complaint about such behaviour. According to the 2013 UB Report, over a quarter of respondents who reported an experience of UB (27%) sought advice about UB,<sup>73</sup> up from approximately 20% in 2012.<sup>74</sup> Likewise, about one in five respondents to the 2013 Survey who experienced UB (21%) reported or made a complaint regarding UB,<sup>75</sup> up from 13% the previous year.<sup>76</sup>

The increase in reporting and seeking advice are very welcome developments.

The survey data and analysis provides a rich insight into undergraduates' experience of unacceptable behaviour at ADFA. The Audit welcomes the strategic use of the results by the COMDT and senior staff and urges continuing efforts to monitor and respond to these significant issues.

The Audit also welcomes the changes to the incident and complaints databases and systems and the development of processes to ensure ongoing compliance and quality.

## Wellbeing, health and injury – Recommendations 30-31

Summary of Audit findings:

- ADFA could further increase its focus on measures to alleviate the disproportionate injury rate of females compared to males.
- ADFA has commenced recording injury statistics differentiated by gender, type and cause of injury in a format which lends itself to regular analysis of, and response to, incidents and trends. One of the outcomes of this analysis was a research application to determine the relationship between running technique and chronic exertional leg pain.<sup>77</sup>
- ADFA has implemented a number of substantial improvements to physical training, remedial training and rehabilitation programs.
- The stigma associated with injury is being addressed through the removal of physical signs of medical restrictions, education programs and improved rehabilitation, but stigma still endures.
- To enhance access to support services for undergraduates, posters with the contact details of internal and external emergency and support services have been displayed throughout training and accommodation areas.
- ADFA has undertaken steps to develop partnerships with external service providers to assist in providing a holistic approach to undergraduate health, wellbeing and safety but the Audit was not provided with substantial information on the nature of these partnerships.
- At ADFA suicide and attempted suicide rates are higher for women than men. The Audit commends ADFA on its suicide awareness sessions. The session is given on the second day of YOFT and the Audit suggests advice be sought on the timing of the presentation.

### ADFA update

- ADFA sought advice on the timing of the suicide prevention session during YOFT and it was confirmed that the timing is appropriate.<sup>78</sup>
- ADFA tracks gender disaggregated data on injuries and rehabilitation, and a meeting was held with PTI staff to ensure 'sustaining processes are in place.'<sup>79</sup>
- The study into the relationship between running technique and leg pain has not progressed.<sup>80</sup>

- All cadets now wear identical clothing, to reduce the stigma for injured cadets, and '[u]nfit cadets are given alternate appropriate duties to maintain aura of useful activity.'<sup>81</sup>
- ADFA advised the Audit that a training program has been developed to remove stigma associated with medical restrictions in the ADFA citizenship package.<sup>82</sup>
- The second annual meeting with Emergency Support service providers was held in September 2013, following on from an initial meeting held in June 2012.<sup>83</sup> These meetings aim to build relationships with external service providers and 'to provide a holistic response to the health, wellbeing, and safety of midshipmen and officer cadets at ADFA.'<sup>84</sup>

### **Comment**

ADFA continues to undertake extensive work in its approach to injury prevention and management. The Audit encourages the ongoing focus on gender differences in injury rates and type and the management of associated stigma.

### **Conclusion**

There is continuing progress on the implementation of the Review's recommendations and substantial evidence that these efforts are being embedded in the systems, processes, training, performance reviews and ongoing communications undertaken at ADFA.<sup>85</sup> The Audit congratulates ADFA and the Review Implementation Team on their commitment and effort. The Audit encourages it to sustain the momentum for cultural change to ensure that ADFA is an inclusive organisation where all undergraduates have the opportunity to thrive and succeed.

- 1 Director, ADC Review Implementation Team, letter to Audit 17 December 2013, p 1.
- 2 Director, ADC Review Implementation Team, letter to Audit 17 December 2013, p 1.
- 3 Updated *Broderick Phase one Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 1. ADFA also provided the Audit with the ADFA calendar for 2013 showing various meetings of the COMDT with staff and undergraduates.
- 4 *ADFA-ADC RIT Communications Plan – Implementation of Broderick Phase 1 Recommendations*, Annex A to ADFA Communication Strategy for Cultural Change. Annex A, provided to the Audit 16 August 2013.
- 5 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 1.
- 6 Australian Defence Force Academy, *Commandant and Rector's Message, Australian Defence Force Academy – Australian Defence College*, Defence Intranet (accessed 20 August 2013), provided to the Audit 13 September 2013.
- 7 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 1.
- 8 Updated *Recommendations Progress, Review Implementation Team*, provided to the Audit 17 December 2013, p 2.
- 9 Grosvenor Management Consulting, *2012 ADFA Establishment Review*, December 2012, pp 4-6, provided to the Audit 16 August 2013. Key risks identified included reluctance of military personnel to volunteer for ADFA postings, increased cadet incidents from reduced cadet-face time/pastoral care, failure to appropriately respond to cadet incidents due to other competing priorities, reduced capacity to meet Defence compliance obligations.
- 10 *Commandant Australian Defence Force Academy 2013 Workplace Behaviour Policy Statement*, provided to the Audit 16 August 2013.
- 11 *Commandant Australian Defence Force Academy 2013 Workplace Behaviour Policy Statement*, provided to the Audit 16 August 2013.
- 12 For example see: *Workplace Behaviour Mandatory Annual Awareness Presentation 2013*, provided to the Audit 16 August 2013.
- 13 *Defence Diversity and Inclusion Strategy 2012-2017*, March 2013. Defence diversity and inclusion strategies are managed by People Policy and Culture Division, within Defence People Group. The *Defence Diversity and Inclusion Strategy 2012-2017* aims to 'enhance Defence capability through diversity and inclusive practice', identifying the priority areas within Defence and outlining a plan of action to act as an overarching strategy over five years. The Strategy outlines five goals for achieving greater diversity and inclusion, including issues of flexibility, capability, inclusiveness, equality and support.
- 14 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 1.
- 15 Profile of Unit Leadership, Satisfaction and Effectiveness (PULSE) survey.
- 16 Directorate of Occupational Psychology and Health Analysis, Mental Health, Psychology and Rehabilitation Branch, Joint Health Command, *PULSE Report 06/2013: Results of the ADFA Student PULSE September 2013*, p 18.
- 17 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 2.
- 18 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 2.
- 19 Email to Review Implementation Team, *Subject: RE: Army Women's Breakfast Event Summary*, provided to the Audit, 15 November 2013.
- 20 Minutes of meeting held at ADFA, *Linking with Universities to Improve the Development of Young Leaders*, 26 August 2013.
- 21 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 2.
- 22 ADFA told the Audit that the COMDT met with the DGs of each Service CMA and DG ADF Recruitment in July 2013 and held meetings with CMAs on 10 October 2013: updated *Recommendations Progress: Review Implementation Team* provided to the Audit 17 December 2013.
- 23 *Overview of Progress of Uncompleted Recommendations*, provided to the Audit 17 December 2013.
- 24 For example, *Visit to the Australian Defence Force Academy: Career Management Agency Personnel Thursday 10 October 2013 – 0900 0 1200*, provided to the Audit 15 November 2013.
- 25 *Overview of Progress of Uncompleted Recommendations*, provided to the Audit December 2013.
- 26 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 2.
- 27 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 2.
- 28 For example, ADFA provided the Audit with an unpublished article written by three Divisional Officers (DOs) at ADFA for the RAAF ENGTECH newsletter about the role of DO at ADFA, which ends with this note: 'DP-AF has also assured current DOs at ADFA that this posting does not come at a detriment to their career, and conversely, is seen as providing highly desirable skills for future RAAF leaders', provided to the Audit 15 November 2013.
- 29 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 3.
- 30 *Review into the Treatment of Women at the Australian Defence Force Academy Audit Report, 2013*, p 50.
- 31 The *ADFA-ADC RIT Communications Plan – Implementation of Broderick Phase 1 Recommendations* dated 1 August 2013 (provided to the Audit 16 August 2013), lists recommendation 12(a) as a priority for April to June 2013. It lists as action points:
- Develop Comms Campaign to promote ADFA as a desirable posting.
  - Generate articles for Service Newspapers featuring current staff promoting experience.
- Under 'Status' it says: 'Service papers article on ADFA as a desirable posting ie Profiling some jobs and encouraging EOIs to work at ADFA to CMAs by Q2 2013' (ie April to June 2013).
- 32 ADFA further advises that the COMDT is able to remove underperforming staff and undergraduates from ADFA subject to due process. The COMDT is not the decision maker in the termination of their service. This authority rests with the Single Services and is subject to due process (*Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013).
- 33 *Review into the Treatment of Women at the Australian Defence Force Academy Audit Report 2013*, p 52.
- 34 *Review into the Treatment of Women at the Australian Defence Force Academy Audit Report, 2013*, p 61.

- 35 ADFA further advise that 'ADFA staff performance appraisal is conducted in several ways including PULSE surveys, Survey Monkey, 360 degree feedback, the assessments of training presentations, and the existing Service Appraisal System. Service Appraisal Systems (PARs) are beyond ADFA's authority to change. However ADFA's staff performance is assessed in relation to Values in addition to an assessment of their training presentations. Further supervision through the Command chain of all aspects of their behaviour and work performance does occur. This is used to complete staff annual assessments (PARs).' (*Consolidated Draft AHRC Audit Report Comments by Service/Branch/Institution*, provided to the Audit on 28 February 2013.)
- 36 *Meeting with BRIG HICKS, 30-8-13*, provided to the Audit 15 November 2013 by Review Implementation Team.
- 37 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 3.
- 38 Email to Audit from RIT, *Subject: RFI 72 – Processes for matching 2nd & 3rd Year Mentors*, 20 February 2013.
- 39 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 3.
- 40 *ADF Alcohol Behaviour Expectations Statement Australian Defence Force Alcohol Management Strategy (ADFAMS); ADF Leaders Guide to Alcohol Management: Australian Defence Force Alcohol Management Strategy (ADFAMS)*, 2013.
- 41 *Commandant's Directive 06/13 – Use, Supply and Management of Alcohol by Defence Personnel Under My Command/ Supervision and in the ADFA Precinct*, July 2013.
- 42 *Broderick Review – Phase 3- Audit Responses for Alcohol Monitoring Statistics November 2013*.
- 43 *Broderick Review – Phase 3- Audit Responses for Alcohol Monitoring Statistics November 2013*.
- 44 DEFGRAM Number 689/2013. These changes are in response to the Review recommendations as well as recommendations in the DLA Piper Report and commitments in *Pathway to Change*.
- 45 CDRE B Kafer, Email to Audit, 22 November 2013.
- 46 Directorate of Strategic People Policy Research, *Australian Defence Force Academy 2012 Unacceptable Behaviour Survey Report*, DSPPR Report 18/2012, Department of Defence, p 18.
- 47 Paper headed *Broderick PH1 Accommodation and supervision 21.c...* provided to the Audit 17 December 2013.
- 48 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 4.
- 49 *Recommendations Progress: Review Implementation Team*, p 4.
- 50 For example, email trail re *Proposed Living-In Accommodation Standards 2014 to 2050*, provided to the Audit on 15 November 2013.
- 51 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 4, provided to the Audit 17 December 2013.
- 52 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 4, provided to the Audit 17 December 2013.
- 53 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 4, provided to the Audit 17 December 2013.
- 54 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 4, provided to the Audit 17 December 2013. See also email trail re RSO allowance approval dated 12 March 2013, provided to the Audit 16 August 2013.
- 55 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 4, provided to the Audit 17 December 2013.
- 56 The Audit notes, however, that it has no information about the operation of the scheme in 2014.
- 57 Directorate of Strategic People Research, *Australian Defence Force Academy 2013 Unacceptable Behaviour Survey Interim Report*, DSPR Report No. 14/2013, November 2013, p 32.
- 58 M Flood, *ADFA Healthy Relationships and Sexual Ethics Program: An external assessment*, 5 November 2013, provided to the Audit 17 December 2013.
- 59 Letters to the Audit from Review Implementation Team dated 15 November 2013 and 17 December 2013.
- 60 Letters to the Audit from Review Implementation Team dated 15 November 2013 and 17 December 2013.
- 61 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013; email confirming SeMPRO Information on Cadet Intranet dated 3 September 2013, provided to the Audit 13 September 2013.
- 62 *Review into the Treatment of Women at the Australian Defence Force Academy Audit Report, 2013*, p 101.
- 63 DSPR was known as DSPPR until recently. Most reports cited are attributed to DSPPR, but the new name is used in the text.
- 64 COMDT B Kafer, email to the Audit, 22 November 2013.
- 65 COMDT B Kafer, email to the Audit, 22 November 2013.
- 66 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 6.
- 67 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 6.
- 68 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 6.
- 69 *Recommendations Progress: Review Implementation Team*, provided to the Audit 17 December 2013, p 5.
- 70 Royal Australian Navy Recruit School, 1RTB Kapooka, and 1RTU RAAF Wagga.
- 71 Royal Australian Naval College, Royal Military College – Duntroon, and Officer Training School.
- 72 COMDT B Kafer, email to the Audit, 22 November 2013.
- 73 Directorate of Strategic People Research, *Australian Defence Force Academy 2013 Unacceptable Behaviour Survey Interim Report*, DSPR Report No. 14/2013, November 2013, p 67.
- 74 COMDT B Kafer, email to the Audit 22 November 2013.
- 75 Directorate of Strategic People Research, *Australian Defence Force Academy 2013 Unacceptable Behaviour Survey Interim Report*, DSPR Report No. 14/2013, November 2013, p 72.
- 76 COMDT B Kafer, email to the Audit 22 November 2013.

- 
- 77 This represents 30% of presentation at Duntroon Health centre and is therefore very significant, see *Review into the Treatment of Women at the Australian Defence Force Academy Audit Report 2013*, p 119.
- 78 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 6.
- 79 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 6.
- 80 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 6.
- 81 Updated *Broderick Phase One Audit's Proposed Further/Alternate Actions*, provided to the Audit 17 December 2013, p 6.
- 82 *Recommendations Progress: Review Implementation Team*, provided to the Audit 17 December 2013, p 5.
- 83 Email to Director RIT, *Subject: Actions from the Developing Partnerships Meeting – 18 Sep 13*, provided to the Audit 15 November 2013.
- 84 Email to Director RIT, *Subject: Developing Partnerships with Support Agencies*, provided to the Audit 15 November, 2013.
- 85 *Review into the Treatment of Women at the Australian Defence Force Academy Audit Report, 2013*, p 17.



# Schedule A:

## Summary of ADFA's list of 44 outstanding actions from the ADFA Audit Report

---

1. Provide outcomes of the Establishment Review.
2. Promote awareness of the Review and changes introduced in response.
3. Recommendation 3 – provide evidence of effectiveness of Communications Plan.
4. Recommendation 3 – draft a statement on ADFA's role and purpose and place on website.
5. More consistent communication within the RIT.
6. Recommendation 3 – making the unique value of the tri-Service environment explicit.
7. Recommendation 7 – promote the positive, not punitive aspects of equity and diversity, particularly as a core value underpinning ethical leadership.
8. Recommendation 7 – provide evidence which shows that complaints management is taught as part of the military law package.
9. Recommendation 9 – evaluate any remaining barriers to accessing the Equity Advisor network.
10. Recommendation 9 – ongoing evaluation of the SOSOP Network, linking SOSOPs with SeMPRO.
11. Recommendation 10b – organise program of forums featuring female role models.
12. Recommendation 12b – COMDT should have the right to veto staff selections. However, if the authority for decision making regarding staff selection is to remain unchanged, it is vital that consultation and selection interviews occur before posting decisions are made.
13. Recommendation 12c – innovative strategies for gaining a wider pool of educators.
14. Recommendation 12d – recommend to each Service that they delegate the decision making authority for staff selection and for the removal of underperforming undergraduates and staff to the COMDT ADFA.
15. Recommendation 14 – evidence of gaining the services of an expert Appreciative Inquiry facilitator.
16. Recommendation 14 – evidence of ongoing staff learning groups.
17. Recommendation 15 – provide evidence of change to the generic Service performance appraisal documents.
18. Recommendation 16c – further work on exploring a range of cadet recruitment options for ADFA which recognise the different life course of women compared to men.
19. Recommendation 17 – matching mentors with cadets.
20. Recommendation 17 – further work on mentoring.
21. Recommendation 17 – offer all cadets a mentor.
22. Recommendation 18 – ensure that alcohol testing does not regress to 2010 figures.
23. Recommendation 18 – monitor the number of qualified testers to ensure testing can be adequately conducted.
24. Recommendation 18 – monitor the link between excessive consumption of alcohol and unacceptable behaviour.
25. Recommendation 19 – conduct safety assessment envisaged by the Review.

26. Recommendation 19 – engage undergraduates to identify internal social/cultural risks in the precinct and develop strategies.
27. Recommendation 20 – RSOs should have a direct line to the COMDT in case of serious issues.
28. Recommendation 20 – address RSO funding and attraction issues.
29. Recommendation 21 – explore how RSO's can be better conduits between undergraduates and staff.
30. Recommendation 21c – develop a set of principles addressing women's security and safety.
31. Recommendation 22 – develop and validate sexual ethics training.
32. Recommendation 22 – collaborate with an expert educator in the design, delivery and evaluation of the sexual ethics program and consult with SeMPRO on this program.
33. Recommendation 23 – separate the concepts of complaints management and equity and diversity and de-stigmatise complaint making.
34. Recommendation 24 – widely advertise SeMPRO and its functions, including its support line, and facilitate strong linkages between ADFA's SOSP Network and SeMPRO.
35. Recommendation 25 – develop strategic organisational response to the Unacceptable Behaviour survey results, conducted in September 2012.
36. Recommendation 27 – continued improvement and quality control of incident database.
37. Recommendation 28 – monitor effectiveness of revised incident reporting system.
38. Recommendation 29 – establish a formal annual quality assurance mechanism for incident database.
39. Recommendation 30 – seek expert advice in relation to the timing of suicide awareness presentation during YOFT.
40. Recommendation 30 – follow up research application to study relationship between running technique and incidence of chronic exertional leg pain.
41. Recommendation 30 – continue to address injury risks associated with female undergraduates and develop measures to combat these risks.
42. Recommendation 30 – continue to monitor and address enduring stigma associated with injury which undermines women.
43. Recommendation 31 – clarify which number to call in the event of an emergency or imminent threat.
44. Recommendation 31 – enhance relationships with key external service providers to support needs of female undergraduates.





## Further Information

### **Australian Human Rights Commission**

Level 3, 175 Pitt Street  
SYDNEY NSW 2000

GPO Box 5218  
SYDNEY NSW 2001  
Telephone: (02) 9284 9600

Complaints Infoline: 1300 656 419  
General enquiries and publications: 1300 369 711  
TTY: 1800 620 241  
Fax: (02) 9284 9611  
Website: [www.humanrights.gov.au](http://www.humanrights.gov.au)

For detailed and up to date information about the  
Australian Human Rights Commission visit our website at:  
[www.humanrights.gov.au](http://www.humanrights.gov.au)

To order more publications from the Australian Human  
Rights Commission download a Publication Order Form at:  
[www.humanrights.gov.au/publications/index.html](http://www.humanrights.gov.au/publications/index.html)  
or call: (02) 9284 9600 fax: (02) 9284 9611  
or email: [publications@humanrights.gov.au](mailto:publications@humanrights.gov.au)

