



Australian
Human Rights
Commission

Review into the Treatment
of Women at the Australian
Defence Force Academy

AUDIT REPORT · 2013



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Acknowledgements

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:

Jeremy Etkind, Patrick Haid

Support:

Katie Ellinson, Ellen Fletcher, Simone Guirguis

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www.humanrights.gov.au or email communications@humanrights.gov.au

You can also write to:

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

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Audit Report: Review into the Treatment of Women at the Australian Defence Force Academy

Australian Human Rights Commission 2013



**Australian
Human Rights
Commission**



**Australian
Human Rights
Commission**

The Hon. Mark Dreyfus MP
Attorney-General
Parliament House
CANBERRA ACT 2600

Dear Attorney,

**Audit Report: Review into the Treatment of Women at the
Australian Defence Force Academy**

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

On 3 November 2011 the Report on the Review into the Treatment of Women at the Australian Defence Force Academy was tabled in the Australian Parliament. It contained 31 recommendations. This Audit has provided an important and unique opportunity to examine the extent to which these recommendations have been implemented, and to identify the further cultural reform work that should be undertaken.

The ongoing implementation of the Review's recommendations will ensure that ADFA continues to build an inclusive and positive culture where all undergraduates can thrive.

Yours sincerely,

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

Elizabeth Broderick
Sex Discrimination Commissioner

July 2013

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

Contents

A Message from the Commissioner	1
Terms of Reference	3
Chapter 1: Audit Approach	4
Chapter 2: Summary of Audit Findings	7
Chapter 3: Methodology	13
Chapter 4: Implementation of Review Recommendations	16
Chapter 5: ADFA's Role and Purpose	24
Recommendations 1-5	
Chapter 6: Equity and Diversity	34
Recommendations 6-10	
Chapter 7: ADFA's Structure and Staffing	46
Recommendations 11-15	
Chapter 8: Midshipmen and Cadets are Young People and Future Leaders	66
Recommendations 16-18	
Chapter 9: Accommodation and Supervision	80
Recommendations 19-21	
Chapter 10: Minimising Risk, Managing Incidents and Ensuring the Safety of the Workplace	91
Recommendations 22-31	
10.1 Education	91
10.2 Advice and Referral	101
10.3 Data	104
10.4 Injury, Health and Wellbeing	117

A Message from the Commissioner

Elizabeth Broderick

*Sex Discrimination Commissioner
Australian Human Rights Commission*



As a place where the future leaders of the Australian Defence Force are trained, what happens at ADFA has profound significance for Defence and for our nation.

It is now more than one year since the Australian Human Rights Commission's Review made a series of recommendations to improve the treatment of women at ADFA. These wide-ranging recommendations targeted many aspects of life at ADFA as well as addressing ADFA's place within the Australian Defence Force. The ADF agreed to implement the recommendations in the Report – 30 in full and one in principle.

Our Review's terms of reference require an independent audit of the implementation of the recommendations. I did not expect that cultural change of the scale envisioned by the recommendations would be fully achieved in 12 months. However, I did seek evidence of progress in implementing all the recommendations. This report represents a point in time perspective (as at March 2013). I will give ADFA the opportunity to provide an update on progress later this year when I conduct the audit of the implementation of the recommendations of the broader Review into the ADF.

Our audit process was comprehensive and forensic and I appreciate the efforts of all those who supported the audit team in conducting this independent assessment. I wish to acknowledge in particular the steadfast support I received from COMDT Bruce Kafer. There is no doubt that his leadership and commitment to cultural reform has driven the changes and improvements I observed over the last 12 months. I also wish to acknowledge the Review Implementation Team and ADFA staff for welcoming us to ADFA on every occasion, enabling meetings, focus groups and interviews to be held, and for providing the documentation requested by the audit team.

There is evidence that ADFA is changing. ADFA is making steady strides to improve its culture to build a more inclusive place for all its members, including women. For example, there has been significant progress in establishing the Residential Support Officers (RSO) program and providing better supervision and information for undergraduates. There are significant improvements to training, information systems and injury management. This includes positive developments in a values based approach to training in equity and diversity and unacceptable behaviour.

ADFA has expanded its Equity and Diversity Network and is to be commended for taking the lead in implementing the Sexual Offence Support Person Network. These are important mechanisms and I look forward to ADFA's engagement with the ADF's new Sexual Misconduct Prevention and Response Office (SeMPRO) to ensure strong and effective support for victims.

However, there are areas which still require attention. These include the development and implementation, with an expert provider, of an evidence based sexual ethics program. The recent events involving a number of midshipmen and officer cadets allegedly participating in sexual initiation rituals underscores the urgency of implementing an appropriate sexual ethics education program, as envisaged by the Review's recommendation. Despite the nature of these events, it was pleasing to observe that the sexual initiation rituals came to light because of reports made to ADFA's senior leadership team by the RSOs. Although only in place for a short time, the RSO role is proving to be effective and valuable – both for the cadets and the staff.

Within the ADF there is still evidence of ambivalence about ADFA's role. A clear and unified articulation of ADFA's vision and purpose is fundamental to ADFA achieving its potential.

The right staff are vital in setting the tone and culture at ADFA. Staff have a direct and powerful impact on undergraduate experience and the achievement of superior outcomes. The Commandant now interviews staff before they arrive at ADFA. This is a positive development; however the interviews occur after the posting decision has been made. The Commandant does not have delegated authority to remove underperforming staff. I acknowledge that there are competing pressures across all ADF training institutions however the Commandant should have the right to veto staff selections, or at the very least, be able to interview staff before the posting decision is made.

Instances of sexual harassment and behaviours which are unwelcome, inappropriate or offensive continue to be present at ADFA. Most people who experience this do not report it and do not seek advice or support. As noted above, I urge ADFA to give priority to designing and implementing sexual ethics and healthy relationship training. Interactive, expert training is an effective primary prevention tool against unacceptable behaviour and sexual misconduct, and aids in the development of a more mature understanding of sexual ethics.

ADFA now has a promising annual Unacceptable Behaviour Survey in place and over time comparisons will be able to be drawn with other recruit and training establishments across Defence. This will be an invaluable aid to leadership to swiftly address issues and target action.

The acceptance and implementation of the Review's recommendations clearly demonstrates the deep and unwavering commitment of the Chief of the Defence Force, Vice Chief of the Defence Force and the Service Chiefs to build a safe and inclusive culture for women.

I am confident that ADFA will continue to make progress on implementing the Review's recommendations. Consistent and sustainable progress is essential to ensure that cultural change becomes embedded in the core values and operations of ADFA for the long term. The goodwill, energy and creativity of ADFA staff and the Review Implementation Team is clearly evident. I congratulate and thank each and every person who has contributed to these cultural reforms to date. I remain committed to ongoing dialogue and providing whatever assistance I can to ADFA to realise the intent of the Review's recommendations.



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.

This Audit Report draws on those sections in the Terms of Reference that are pertinent to the Australian Defence Force Academy.

Chapter 1:

Audit Approach

The Report of the Review into the Treatment of Women at ADFA (November 2011) (ADFA Report) made 31 wide ranging recommendations to effect significant cultural change.

The ADF accepted all the recommendations made – 30 in full and one in principle.¹

The Audit team does not expect that cultural change of the scale envisaged by the Review will have been achieved within 12 months. This is unrealistic. However the first 12 months are a critical window in which real change can commence or stall.

The Audit commenced in September 2012 and was completed in February 2013 with some additional clarifying material received in March 2013. Any reference in this report to the completion of the Audit refers to the end of February 2013.

The Audit conducted its assessment of progress based on inquiry and evidence from a range of sources, rather than simply conducting a compliance audit. Where possible, the Audit triangulated evidence from documentation, qualitative data from focus groups and interviews and, where relevant, its own observations and/or survey data.

The Audit was focussed on the processes involved in implementing the Review recommendations as well as, where possible, the reach or impact of the recommendations.²

The scope of the Audit was to review and analyse evidence of the implementation of the Review's recommendations by:

- Identifying and assessing the management actions taken to implement and monitor the recommendations
- Interviewing staff responsible for implementing recommendations
- Reviewing supporting documentation
- Calling for and analysing submissions
- Offering a 1800 number for those who wish to speak with the Audit team
- Interviews and focus groups with undergraduates
- Interviews and focus groups with staff
- Observation of key events/processes
- Analysis of survey data.

Whilst the Audit conducted an objective assessment of evidence of implementation, the overarching purpose of the Audit was not to 'find fault' or 'surprise' ADFA with adverse findings. This is not conducive to the shared purpose and investment in achieving real cultural change and improvement in the treatment of women.

The timeframe for the Audit was not dissimilar to the timeframe for the initial Review. This allowed for exchange and dialogue between the Audit team, ADFA and the ADF leadership on points of concern and gave time for ADFA to redirect or focus its efforts.

This Audit report represents a point in time perspective. The Audit is aware that progress has continued since the end of February when the Audit concluded. The team has remained committed to ongoing dialogue and providing whatever assistance it can to ADFA to realise the intent of the Review's recommendations.

In this spirit, the Audit provided feedback on the main findings of the Audit to the Commandant of ADFA and the Director of the Review Implementation Team on 9 April 2013. This enabled a constructive discussion of achievements and areas for further endeavour. A full draft of the Audit report was provided to ADFA on 24 May 2013 for fact checking.

Risks

The Audit team was aware of the inherent risks of conducting the Audit given their role in the Review and in the generation of recommendations. There were both advantages and disadvantages of the Review team undertaking the Audit:

Advantages

- Understanding of context and intent of recommendations
- Awareness of organisational context and pressures
- Sensitivity to military environment
- Established relationships with leadership and key stakeholders
- Access to documentation and data
- Adequately resourced.

Disadvantages

- Investment in seeing recommendations implemented
- Possibility of not being perceived as objective or external.

On balance the advantages were assessed to outweigh the risks. The risks were managed by:

- An evidence based approach using both qualitative and quantitative sources
- Stressing the independent nature of the Audit in all communications.

A Note on Language and Structure of the Audit Report

The Review refers to the Review into the Treatment of Women at the Australian Defence Force Academy. This was Phase One of the Review into the Treatment of Women in the Australian Defence Force conducted by the Australian Human Rights Commission. The Review commenced in April 2011 and reported in November 2011.

ADFA Report refers to the Report on the Review into the Treatment of Women at the Australian Defence Force Academy.

The Audit refers to the process of conducting the audit of progress on the implementation of the recommendations of the Review. The Audit commenced in September 2012 and was completed in February 2013.

Undergraduates refers to Officer Cadets and Midshipmen at ADFA. This change in terminology reflects the fact that on 1 July 2012 ADFA expanded its establishment and command responsibilities to include the Capability and Technology Management College. ADFA has restructured and has established the ADFA Undergraduates Directorate and a Directorate ADFA Postgraduates and Guard.³ The term undergraduates therefore better reflects the current cohort under consideration.

Structure of Audit Report – This Report begins with a description of the Audit methodology. It then considers the overarching approach to the implementation of the Review’s recommendations and identifies risks. The Report is structured around the main themes and recommendations of the Review’s Report. Each chapter begins with a reference back to the findings of the Review and is then followed by a short summary of the Audit’s main findings. Each recommendation is then examined in detail, beginning with a reiteration of the intent of the recommendation, the implementation actions to date and the Audit’s findings. Conclusions are drawn at the end of each set of recommendations. Where the Audit finds that insufficient action has been taken, the original Review recommendation is re-stated or an alternative action is suggested.

Quotes – The source of quotes used in the Audit is referenced in endnotes. The quotes are taken from documents or transcripts of interviews or focus groups. In some instances quotes taken from transcripts have been slightly amended to delete repetition or improve flow. None of these amendments have changed the intent or meaning of the quote.

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- 1 Department of Defence, *Pathway to Change: Evolving Defence Culture*, 2012, pp 42–47. At www.defence.gov.au/pathwaytochange/index.htm (viewed 7 March 2013). The ADF agreed in principle to Recommendation 1, which called for a reaffirmation of ‘ADFA’s pre-eminent role in the education and training of future ADF leaders’. The ADF said that ‘ADFA plays an important but not pre-eminent role in the education and training of future ADF leaders’.
 - 2 Hogwood and Gunn 1984:220, Brewer and deLeon 1983:345 in Stine, R.A. and Ellefson, P.V., “Organizational Effects on Policy Implementation in a Geographically Dispersed Organization: A Study of the Minnesota Department of Natural Resources Division of Forestry”, Staff Paper Series Number 107. At <http://www.forestry.umn.edu/Publications/StaffPaperSeries/index.htm> (viewed 17 August 2012).
 - 3 CDRE BJ Kafer, ‘Terms of Reference, Australian Defence Force Academy Command (ADFA), 2012 Establishment Review’, provided to the Audit by A McCormack, 19 November 2012.

Chapter 2:

Summary of Audit Findings

ADFA has made significant progress in implementing the Review's recommendations. The senior leaders at ADFA are committed to cultural change and have worked with a view to embedding reforms.

Further work is required in certain areas, including in the development and delivery of an evidence based sexual ethics program with an expert educator. Continued efforts are also required to separate concepts of equity and diversity from the complaints process. Ongoing training on and evaluation of the complaints process is required to ensure it is responsive and effective.

The establishment of Residential Support Officers has been a positive and valuable addition to ADFA – both for staff and undergraduates. The development of a new Unacceptable Behaviour Survey applicable to ADFA and other recruit and training settings provides a promising benchmarking tool.

The following table identifies the main findings of the Audit. Detail and supporting evidence can be found in the body of the Audit report.

ADFA's Role and Purpose Recommendations 1-5

- There is evidence that these recommendations are being progressed or have been implemented.
- ADFA's role as 'pre-eminent' has been amended to the 'premier tri-service military and training establishment in Australia'.
- Despite improvements to corporate messaging, focus groups and interviews indicate that there is still a lack of clarity and an ambivalence among staff and undergraduates about ADFA's role and purpose.
- There is a strong perception among ADFA staff and undergraduates that each of the Services continue to have different expectations of ADFA.
- The support of the CDF and the greater presence of the Service Chiefs on campus has been noted. Many undergraduates spoke of this positively.

- Respective accountabilities for the implementation of the Review recommendations have been accepted or delegated appropriately and a performance framework is being utilised.
- An extensive Communications Plan was finalised in October 2012. While it is very comprehensive the Audit notes that the Plan is still in its infancy and therefore cannot assess its success or effectiveness.

Equity and Diversity Recommendations 6-10

- ADFA has undertaken a number of actions with the aim of promoting a more positive and values based concept of equity and diversity.
- The COMDT is leading from the front in promoting equity and diversity. A new policy statement signed by the COMDT promotes the value of equity and diversity at ADFA and outlines its benefits to the organisation.
- Equity and diversity training incorporates the COMDT's policy statement, but some lessons continue to aggregate equity and diversity with unacceptable behaviour and the complaints process.
- The close alignment between equity and diversity and the complaints process makes it difficult for ADFA to teach equity and diversity principles as core values underpinning ethical leadership.
- The expansion of the Equity Adviser Network is a positive step but further evaluation is required to understand and address issues of access to the Network.
- The creation and expansion of the Sexual Offence Support Person (SOSP) Network is welcomed. This 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 that ADFA could build upon.

ADFA's Structure and Staffing Recommendations 11-15

- These recommendations are in the process of being implemented but further effort is required to realise their full intent.
- A formal, regular mechanism has been established to allow engagement between the COMDT and the ADF Service Chiefs.
- The Career Management Agencies (CMA) accept that posting the right staff to ADFA is critical, but that their job requires balancing competing priorities across all training environments and other operational requirements.

- The COMDT now has an enhanced role in the selection of staff at ADFA but this is not yet formalised and he 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 CMA will actively try to change negative perceptions of a posting to ADFA through communications strategies and a 'roadshow' approach in 2013.
- 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 from within Defence have been employed for ADFA.
- There continues to be a perception of a disconnect between what the Services say in relation to a posting to ADFA and the actual impact of the posting at ADFA on one's career/promotion.
- In 2012 there was still wide variability in the quality of staff posted at ADFA.
- The tenure of the COMDT AFDA is now 3 years which is a welcome development.
- 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.

Midshipmen and Cadets are Young People and Future Leaders Recommendations 16-18

- Substantial work has been undertaken in the development of a feasibility study which outlines a range of options for a single Service and work placement program for each of the Services. The Services have decided not to implement any of the proposed options on the basis that they were not feasible. Having explored the single Service placement options, the Audit considers further measures should be developed to meet the underlying intent of the Recommendation.
- The minimum entry age has been reviewed however it was decided that the age should not be changed due to recruitment imperatives.
- Recruitment options to address life differentials of male and female undergraduates were considered in the feasibility study and it was decided by the Services not to undertake any further actions. After consultation with the Audit further options are now being explored by the RIT.
- Options for a new mentoring program have been developed. As yet ADFA has not implemented the new program and no timetable for implementation has 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.

Accommodation and Supervision Recommendations 19-21

- The broad crime assessment of the ADFA grounds conducted in response to the Review, while not without merit, does not in isolation address the intent of Recommendation 19.
- The establishment of a Residential Support Officers (RSO) scheme has been a success.
- More live-in accommodation for staff on the ADFA/RMC Duntroon grounds is not possible at this time.
- A set of principles 'addressing women's security and safety and promoting the better engagement between staff and cadets in the residential setting' (as per Recommendation 21 c)) has not been developed. Further work on this is required 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.¹

Minimising Risk, Managing Incidents and Ensuring the Safety of the Workplace Education Recommendations 22-23

- 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 meet the intent of the Recommendation as it was limited in scope and was ad hoc in nature.
- The design of the 2013 sexual ethics program looks promising, but as at March 2013 the Audit has not been provided with any course materials to assess.
- ADFA plans 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 would provide numerous benefits (see Recommendation 7).
- The number of complaints made in 2012 and 2013 has increased, which may suggest a safer reporting environment, 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.

Advice and Referral Recommendation 24

- ADFA has developed helpful resources, in the emergency and support contacts posters, and the 'Useful contacts' cards.
- The establishment of the Sexual Misconduct Prevention and Response Office (SeMPRO) provides an opportunity to meet the intent of this Recommendation. It is critical that ADFA widely advertise SeMPRO and its functions, including its support line, and facilitate strong linkages between its Sexual Offence Support Person (SOSP) Network and SeMPRO.

Data Recommendations 25-29

- Progress has been made on all of these recommendations. Further work is required in a small number of areas.
- The Directorate of Strategic People Research (DSPR) and ADFA have improved the Unacceptable Behaviour survey, and the new instrument was administered for the first time at ADFA and RMC Duntroon in late 2012.
- DSPR is preparing to administer versions of the Unacceptable Behaviour Survey in other Defence and tertiary institutions throughout 2013, in order to obtain benchmark data, share information and provide comparisons where possible.
- ADFA's complaints and incidents registers are 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. While there are currently some inbuilt checking mechanisms, a more formal annual process would offer more stable long term assurance.
- A strategic follow up to the survey had not occurred prior to the completion of the Audit. Providing swift feedback and follow up will help inform and engage the ADFA population and develop targeted strategies to address areas of concern.

Injury, Health and Wellbeing Recommendations 30-31

- ADFA has undertaken extensive work in the approach to injury management.
- Although some measures have focused on female undergraduates, 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 incidents and trends. After a preliminary analysis by ADFA, female undergraduates have been found to sustain a disproportionate number of gradual onset and sporting injuries. It is vital to ensure that injury patterns are regularly monitored and that management strategies are put in place to effectively respond and prevent further injury.
- 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, however 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. The Audit was not provided with substantial information on the nature of the partnerships developed and the collaboration which is intended. However, it was encouraged by these steps. ADFA should ensure that these partnerships are developed and that the services are utilised.

1 Directorate of Strategic People Policy Research, *Australian Defence Force Academy 2012 Unacceptable Behaviour Survey Report*, DSPPR Report 18/2012, Department of Defence, p 18.

Chapter 3:

Methodology

The Audit undertook qualitative and quantitative research and conducted an extensive review of all documentation which provided evidence of the implementation of recommendations.

The Audit spoke to undergraduates, all members of the Review Implementation Team (RIT),¹ members of the ADFA leadership team, military staff, academic staff, padres and international cadets. Initial interviews and focus groups with undergraduates and staff took place between 15 and 18 October 2012. Follow up interviews with key staff occurred throughout the Audit period.

Qualitative data

The Audit team held:

- 4 staff focus groups
- 12 undergraduate focus groups
- 50 individual interviews.

Focus groups with cadets included:

- first-years only across each Service
- second-years only across each Service
- third-years only across each Service
- Army cadets
- Navy midshipmen
- Air Force cadets
- International students
- Women-only groups.

Quantitative Data

The primary quantitative data used by the Audit was the 2012 ADFA Unacceptable Behaviour (UB) Survey.

Recommendation 25 of the ADFA Report states that:

ADFA develop and annually administer a survey in order to more accurately measure the level of sexual harassment and sexual abuse among cadets. This survey should be followed up with a strategic organisational response by the Commandant, with feedback provided to cadets and staff to ensure that they have an investment in any reform arising from the survey results.

The Unacceptable Behaviour Survey was extensively revised in 2012. The revised Unacceptable Behaviour Survey was administered to ADFA undergraduates and RMC Duntroon cadets by the Directorate of Strategic People Research (DSPR) commencing 20 September 2012. DSPR's ADFA report was made available to the Audit on 21 December 2012. The Duntroon report was made available to the Audit on 14 March 2013. The Audit undertook its own analysis of this data.

Written submissions

The Audit invited written submissions between 1 October 2012 and 15 December 2012. The call for submissions was advertised through ADFA and the ADF and was placed on the Australian Human Rights Commission website.

During consultations with undergraduates and staff the Audit team provided cards with the website and phone details for people who wished to make contact with the Audit.

A toll-free hotline was also established to answer inquiries and to allow people to provide a verbal submission where they were unable to, or did not wish to, provide information in writing.

ADF documents

The Audit undertook an extensive request for information (RFI) process. 105 formal RFIs were made. All requests were coordinated through the RIT. This material provided evidence of implementation of recommendations, and useful information regarding relevant policies and practices, including complaints handling, incidents of unacceptable behaviour and attitudes of cadets and officers.

Observation

In 2013 the Audit team had the opportunity to:

- Attend the Staff Induction and Instructor Preparation Course program for 2013 – particularly those sessions that relate to Recommendations 14 a) and 14 b)
- Observe sessions of the Year One Familiarisation Training Program for the 2013 intake of undergraduates
- Observe the Sexual Offences Support Persons Course, 21 March 2013
- Observe the roll out of elements of the ADFA citizenship package in 2013 e.g. social media and e-safety, equity and diversity and alcohol and drug education
- Attend the Ethical Decision Making Seminar, 2-4 April 2013

Limitations to Audit

Qualitative data

As part of its methodology the Audit requested to conduct interviews and focus groups with ADFA staff and undergraduates in October 2012. This was agreed and was coordinated through the RIT.

The Audit was conscious that this was a busy time of the year but was keen to speak with undergraduates and staff before they left ADFA for the summer break and to understand their experience of the first 12 months of reform. This had been requested and agreed well in advance and all attempts had been made to minimise disruption.

There were some communication issues which impacted on the Audit team's access to staff and undergraduates. These issues were resolved quickly and to the satisfaction of the Audit team.

Quantitative data

As noted above, a key piece of the quantitative data examined by the Audit was the Unacceptable Behaviour Survey. This instrument was significantly revised in 2012 and so the results of the administration of the survey in 2012 are not comparable to the results gained by the Review in 2011. The Audit commends the revision of the survey instrument and agrees that it is now a much more coherent and effective instrument. However, because of the changes to the survey, the extent to which the Audit can assess the changes at ADFA over the past 12 months in this area is very limited. More detail and an overview of the survey results is provided at Recommendation 25.

1 The Review Implementation Team manages the implementation of the recommendations of the ADFA Report in collaboration with ADFA. It reports to the Commander, the Australian Defence College.

Chapter 4:

Implementation of Review Recommendations

This chapter outlines the structure and processes for implementing the Review's recommendations. It describes the overarching framework and approach to reform at ADFA. This chapter also identifies risks to implementation of recommendations and the sustainability of cultural change.¹

In summary:

- The Audit is confident that the recommendations are being implemented with a view to creating lasting change
- ADFA has ensured that there are appropriate resources to support the implementation of the recommendations, specifically through the creation of the RIT
- There is uneven knowledge of the Review's purpose and intended outcomes among ADFA staff and undergraduates, and greater institutional buy-in will assist in the process of cultural evolution
- ADFA must be cognisant of the fact that the RIT has a limited lifespan, and ADFA will be required to embed change when the RIT is disbanded.

Introduction

The ADF is actively pursuing an agenda of significant cultural transformation as it addresses the recommendations of all the cultural reviews. In this context, and given the scope and nature of the reform envisioned by this Review's recommendations, it is premature to make a definitive assessment of the success of implementation or the achievement of outcomes. Cultural change takes time and much of what the Audit assessed is work in progress.

The Review generated significant momentum for change and capitalising on the motivation and accountability for change early in the process can secure important wins and demonstrate commitment. Setting up visible and transparent structures and processes to support change is also a critical part of successful implementation. These factors formed part of the Audit's assessment.

The Audit provides a 'point in time' perspective. The facts and assessments are accurate as at end February 2013. However it is acknowledged that further progress on implementation will be made in the medium and longer term.

Implementation – Structure and Management

The implementation of recommendations of the ADFA Report is managed by the Australian Defence College (ADC) Reviews Implementation Team (RIT) in collaboration with ADC and ADFA senior leadership. The RIT reports to the Commander of the ADC (COMADC), the Chiefs of Services Committee (COSC) and is represented on the Cultural Reform Networking Forum chaired by the ADF's Organisational Development Unit (ODU). The ODU was established by the Chief of the Defence Force (CDF) and the Defence Secretary to coordinate Defence wide implementation of recommendations in *Pathway to Change*.²

The RIT works closely with ADFA to support the implementation of recommendations. The RIT meets with the COMDT weekly to provide a written report to COMADC. The Vice Chief of Defence Force is then briefed on key issues arising. On a six monthly basis the COMDT briefs the ADFA working group, which is a subset of the ADC Advisory Board. The COMDT also briefs the Chiefs of Service Committee every four months.

According to the RIT, the goal is that all Review recommendations are implemented and embedded as business as usual by 30 June 2013. The RIT has taken a holistic approach not only focussing on each recommendation, but also embracing many other changes including existing initiatives, those generated by *Pathway to Change* and recommendations from previous reviews.³ The RIT assesses a recommendation to be implemented when what has been recommended has become 'business as usual'. The RIT has been working to have policies changed and develop processes and tools (both manual and electronic) to sustain the recommendations.⁴

The Audit is aware of the efforts of staff and ADFA to build these changes into the everyday functioning of ADFA and of the many competing demands they need to manage.

The Audit welcomes the holistic approach and the resources that have been invested into the implementation of recommendations to ensure they are 'complementary but mutually reinforcing'.⁵ This approach supports long term sustainability and will contribute to embedding the cultural and structural changes into the fabric of the operating environment through policies, procedures, practices, training materials, performance reviews and ongoing communications.

The visible and ongoing support of the senior leadership is also clearly evident:

The CDF and the Secretary are supporting us really well so that's one of the points of leverage that we have. As you know with cultural change, top level management support is crucial. If you haven't got that you're never going to get anywhere. The CDF in particular has been really driving this and has taken a personal interest in all these things and that's been seen by others.⁶

The senior leadership is supportive and therefore we have the ability to influence and have entrees into areas that we might not have otherwise.⁷

We can go straight into organisations now and liaise directly and use the authority of the Review...And so we're conscious of the fact that we are implementing recommendations which will now be beneficial across the entire Defence Force.⁸

The entrees that we've had into parts of the organisation that we never thought we could have before, simply by highlighting the fact that this has the top cover and the sponsorship, the patronage of the senior leadership group in Defence and we've got to get it right. I also think that because *Pathways* is coming in behind us it is more enduring.⁹

The Audit acknowledges and congratulates the ADF and ADFA on their support for cultural change and for building the mechanisms for sustainable reform.

Implementation Risks

Establishing the Review Implementation Team

To support the implementation process the RIT was established in November 2011. The initial duration of the RIT was until the end of June 2013. However, it took some time to staff the RIT, and a considerable period of time was lost due to the staff 'chill'¹⁰ and the lack of response to a call for expressions of interest. The RIT was only fully staffed from February 2012.

Towards the end of 2012 the RIT and COMDT became concerned about the timeframe and ongoing resourcing of the RIT. An Agendum Paper was tabled at the COSC meeting in December 2012 to this effect. COSC agreed to continue to resource the RIT at current levels until the end of 2014.

ADFA and the RIT

The positioning of the RIT at the ADC rather than being embedded at ADFA provides an effective driver and oversight body for the implementation process. However, the fact of being 'once removed' from ADFA creates both advantages and disadvantages. Advantages include direct access to and authority of the COMADC, and through to Defence. Disadvantages include possible tensions in communication or exchange of information between ADFA and the RIT.

Both ADFA and the RIT have worked hard to build a solid working relationship and both acknowledge that effective communication, liaison and support between ADFA and the RIT is critical to the effective implementation of recommendations. However some senior staff told the Audit that there was initially some friction and that, looking back, things could have been done differently. For example:

I don't think we've been as effective as we could have been, and we've really only learnt with the wisdom of hindsight. We weren't conducting meetings with key staff members to ensure that the leadership of ADFA was onside with the implementation of certain actions. So we would go in at a certain level in the organisation to talk to a staff member and the staff member would then go up to their senior person who would say 'no you're too busy doing this other thing, you can't do that right now. So we weren't getting sign-offs from senior staff before we dived down.'¹¹

The RIT now works closely with the XO Cadets and the Chief Instructor to raise issues and to ask them to support certain initiatives. Once it's teased out as to how we might do that, then direct liaison is provided at a lower level to certain members of staff....We want them to provide the approval to the implementation team to deal directly with junior members of staff so the senior folk aren't blindsided in the process. If the RIT is just cutting across that and demanding more of their team than they think is achievable, then that's the wrong way to do business.'¹²

This type of reflection is important in continuously improving the implementation, and communicating change management efforts, particularly given the significant changeover of staff at ADFA.

The disadvantages of the positioning of the RIT became apparent to the Audit at certain times, particularly when the Audit team needed to work through RIT sources to access ADFA.

Organisational Pressures

Defence is a large and complex organisation which has many functional units where multiple levels of authority may be required to progress initiatives.¹⁵ Communication and driving change in a timely way across these functional units can be challenging. An RIT member told the Audit that:

The risk is in large organisations when you've got to get a lot of components of the organisation to actually work together. It's a pretty challenging task at the best of times.¹⁶

An example of this tension was brought into stark relief with regard to the payment of an allowance to Residential Support Officers (Recommendation 20). Whilst the scheme was implemented at ADFA expeditiously, the process of seeking approval for the RSOs to receive an allowance remained unresolved throughout 2012, despite the Service Chiefs having agreed to fund the RSO scheme. In mid-March 2013 this issue was escalated to the Defence People Committee (DPC) where it was finally settled.

In focus groups and interviews the Audit had become aware that the delay in resolving this issue challenged the very viability of the RSO scheme and was having a direct impact on those who may choose to be an RSO.

ADFA is a busy operating environment and staff have multiple daily challenges to address. While the RIT drives the implementation of the Review's recommendations, staff at ADFA have been engaged in incorporating the intent of the recommendations. There are real organisational pressures on ADFA. These have been acknowledged in the need for an Establishment Review at ADFA. The background to the terms of reference for the Establishment Review state that:

The incorporation of the Capability and Technology Management College (CTMC), coupled with the ongoing pressures of the Undergraduate section brought about by the requirements of the Broderick Review, staff deficiencies within smaller already attached units (i.e. the Defence Force Chaplain College) further substantiated the requirement for a review of the Command's establishment and organisational structure.¹⁷

Further, the terms of reference note that:

The recent Defence budget reductions (FY 2012/13 and over the next five years) and APS rationalisation will have a significant impact on the ADFA Command.¹⁸

There is no doubt that staff were feeling overwhelmed by the work generated by all the Reviews¹⁹ and the Defence cuts.²⁰

Quite frankly everybody here at ADFA has a day job and of course the Review Implementation Team's day job was just to force extra work upon these people.²¹

The Defence budget cuts aren't helping us because we're losing some of our civilian staff who are meant to be there to support the military staff...So military staff are being worked to the bone.²²

Units are struggling, everyone's struggling, I think. It's not a big issue to cover for it but, if I'm looking after two Divisions instead of one Division, well obviously there's more chance of something going wrong.²³

The Audit was told that the risk is that as the APS reduces, administrative and governance functions will flow back to military personnel. This is suggested as a risk issue to the welfare of undergraduates as staff are not free to focus on their core duty:

If we don't have the administrative support then the military staff get caught up with having to do processing and management, rather than being out there doing the core business of looking after the cadets, training and teaching them and their welfare.²⁴

At the completion of the Audit, the outcomes of the Establishment Review had not been provided.

Awareness of the Review

The Audit noted that many of the staff that were present during the time of the Review had since posted out of ADFA. ADFA experiences a turnover of approximately 40% of all military staff each year.²⁵ The Audit noted that some of the staff who joined in 2012 had particular interpretations of the recommendations, for example, that all cadets be assigned a mentor, that RSOs must be drawn from the cadet body. For some senior staff interviewed the clear priority for change in 2012 was not the Review but responding to other issues which had emerged.²⁶

Given the rate of staff turnover and new issues which emerge, ongoing and consistent communication is critical. The COMDT's efforts have been acknowledged in this regard:

The Commandant has been proactive in trying to keep us informed of what's going on through verbal forums where he gets us together. I think he tries every month, but in effect once every two months.²⁷

However in interviews and focus groups the Audit found that awareness of the purpose and outcomes of the Review was patchy among staff and undergraduates. Some staff had a very clear understanding:

As a result of the Review a number of recommendations were made in terms of improving the culture and some of the systemic ways that ADFA did business. Recommendations to basically improve how we do business...to make sure that ADFA is an equitable workplace and that everyone's treated fairly, and to test if that's actually occurring.²⁸

It identified that we had some deficiencies in our organisation mainly regarding how we might treat women not just at ADFA but in Defence and the Review promotes and motivates the organisation to change to overcome those deficiencies.²⁹

I think now, this year, with a fresh bunch of staff coming through I think we're starting to forget about SKYPE and just now starting to realise that we change because there's a need.³⁰

There are certainly people in the organisation who do appreciate that the reviews occurred, because they have highlighted that we can be a whole lot better.³¹

There are certainly people on staff who recognise the need for the Review and recognise that many, if not most, of the recommendations are warranted and are ways that we can do business better.³²

Other staff, however, were not engaged with the changes. When asked about their awareness of the Review and its recommendations the following were typical of the comments received:

Off the top of my head, no. It's been a fair while. It's one of those things that when we first marched in we all got a copy of the report and we were strongly advised to make sure that we read it. But it's been a while since I have actually picked it up and had a read.³³

[My awareness is] pretty limited I suppose. I had a flick through the report when it first came out but obviously that was a while ago now so I'm not overly familiar with it.³⁴

I'll be honest, I think the day to day has remained....I think the recommendations have been implemented, but in terms of day to day I don't think you could say that somehow we've got a big change happening...From my point of view Broderick hasn't really touched me very much in the workplace.³⁵

I suppose I would like to see everyone to be treated fairly because if we keep going too far in the direction we're possibly going, we'll be discriminating against the blokes more than the females and I don't think the females like the direction it's going as well.³⁶

Most undergraduates with whom the Audit spoke were unsure or unclear about the purpose of the Review:

I've read it online. I've got a vague idea from what we were told. I think they gave us a few briefs. I'm not sure, it was random. It was here and there.³⁷

This place is always changing. It's just if changes are going to occur, it's just now they say it's because of the Review.³⁸

I had a much better understanding of what it was last year.³⁹

I've probably heard in conversation that this is being done because of the Broderick Review, but not really specifically anything I can remember being spoken of.⁴⁰

I guess ADFA's never been one to miss out on a review every now and then. You know it's just another review to put on the shelf I guess. You probably won't find anything drastically new that the other reviews hadn't found already. But you know if it makes people up top happy and helps them sleep at night, then great.⁴¹

It kind of seems Broderick is just all about women in Defence...I know there's a proportion of women that have been mistreated and abused or assaulted in Defence but it seems like the majority are just fine the way we are and people outside care more about it than people inside.⁴²

Much was also attributed to the Review that was not the subject of the Review's considerations, in particular, alcohol and leave restrictions.⁴³ Some staff and cadets felt that this contributed to a risk-averse culture and many more limitations on cadet activities:

I just feel that the reviews have brought about a culture of...arse covering. I find that there's so much more of that going on. There's been a lot less of 'let's go and do something' and a lot more of 'better not, just in case'. I think that it's stopping the Academy from doing a lot of things that it could do to create good leaders. I think because everyone's too scared. We're losing a lot of culture and tradition.⁴⁴

Conclusion

The ADF has ensured that there is appropriate resourcing to support the implementation of the recommendations. Reporting and accountability mechanisms have been established. As will be seen in the following chapters, ADFA and the RIT have vigorously pursued the reform agenda and there has been significant progress on the implementation of the recommendations.

However, twelve months after the Review reported, the Audit found that there is uneven knowledge and awareness of the Review's purpose and intended outcomes among ADFA staff and undergraduates.

The Review created significant momentum for change and a real opportunity to drive lasting cultural transformation. As time elapses and the organisational focus diffuses with shifting priorities and operational imperatives, there is a risk that inertia and indifference may set in. Ongoing and consistent communication about the rationale, purpose and intent of the recommendations is vital and efforts in this regard should be stepped up. The Audit acknowledges the varied strategies to keep these issues on the agenda⁴⁵ but notes the significant time that it took to develop and approve the Plan and hence to implement its strategies. The need for timely, consistent and regular communication to support cultural reform is paramount.

The combination of Defence budget cuts and associated perceptions about the loss of staff, shifting priorities and the high staff turnover at ADFA are all risks to the longer term sustainability of cultural reform.

An obvious question also relates to what will happen to the impetus for change when the RIT is wound up. There have been many recommendations made by many previous Reviews which were acknowledged as 'outstanding' by ADFA and the RIT and were subsequently built into the RIT's performance matrix.⁴⁶ If the RIT remains the main driver of implementation and ADFA does not take active ownership, the change process could falter and fade.

The Audit is confident that the recommendations are being implemented with a view to sustainability and there is no doubt about the COMDT's intent to achieve lasting change. However, it is too early to definitively assess how successful this will be. Reporting mechanisms, strategic data gathering and monitoring will ensure that leadership continues to receive feedback and these issues continue to be live on senior leadership's agenda. Adequate resourcing and vigilance are still required to implement and sustain reform, particularly as the RIT begins to wind up towards the end of 2014.

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- 1 Risks associated with each of the recommendations are outlined in the relevant chapter.
 - 2 RIT, 'Communication Plan: Communicating Cultural Change', p 4, provided to the Audit by Dr N Miller, 12 November 2012.
 - 3 Interviews with RIT staff, 12 September 2012.
 - 4 RIT, 'Broderick Audit Summary Final 280912', p.1, provided to the Audit by Dr N Miller, 28 September 2012.
 - 5 Department of Defence, *Pathway to Change: Evolving Defence Culture*, 2012, p 31. At www.defence.gov.au/pathwaytochange/index.htm (viewed 7 March 2013).
 - 6 Interview 2, Dr N Miller, 12 September 2012.
 - 7 Interview 1, CDRE BJ Kafer, 12 September 2012.
 - 8 Interview 1, CDRE BJ Kafer, 12 September 2012.
 - 9 Interview 1, CDRE BJ Kafer, 12 September 2012.
 - 10 That is, post budget 2012 announcements regarding the reduction in the number of positions in Defence and associated recruitment process changes. Interview 6, S Longbottom, 13 September 2012.
 - 11 Interview 1, CDRE BJ Kafer, 12 September 2012.
 - 12 Interview 1, CDRE BJ Kafer, 12 September 2012.
 - 13 Email correspondence between Audit Team and RIT, 17 September 2012.
 - 14 Material received in response to RFI3.36 and RFI44 was different to that provided in Interview 47, senior ADFA staff, 19 February 2013.
 - 15 The challenge of paying an allowance to Residential Support Officers provides a good example of these challenges. This is explored in Chapter 9.
 - 16 Interview 2, Dr N Miller, 12 September 2012.
 - 17 CDRE BJ Kafer, 'Terms of Reference, Australian Defence Force Academy Command (ADFA), 2012 Establishment Review', p 1, provided to the Audit by A McCormack, 19 November 2012.
 - 18 CDRE BJ Kafer, 'Terms of Reference, Australian Defence Force Academy Command (ADFA), 2012 Establishment Review', p 1, provided to the Audit by A McCormack, 19 November 2012.

- 19 The Reviews incorporated in Department of Defence, *Pathway to Change: Evolving Defence Culture*, 2012. At www.defence.gov.au/pathwaytochange/index.htm (viewed 7 March 2013) are: MAJGEN C.W Orme, *Beyond Compliance: Professionalism, Trust and Capability in the Australian Profession of Arms* (2011), Department of Defence; Prof. M Hamilton, *The Use of Alcohol in the Australian Defence Force* (2011), Department of Defence; G Patterson Y&R, *Review of Social Media and Defence* (2011), Department of Defence; G Earley, *Review of the Management of Incidents and Complaints in Defence including Civil and Military Jurisdiction* (2011), Department of Defence; Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011); C McGregor, *The Review of Employment Pathways for APS Women in the Department of Defence* (2011), Department of Defence; Assoc. Prof. R Black, *Review of the Defence Accountability Framework* (2011), Department of Defence; *Shared Services Review*, Department of Defence.
- 20 Interviews with senior staff 12/9/12, 19/11/12.
- 21 Interview 1, CDRE BJ Kafer, 12 September 2012.
- 22 Interview 1, CDRE BJ Kafer, 12 September 2012.
- 23 Interview 30, Army Staff male, 15 October 2012.
- 24 Interview 38, 19 November 2012.
- 25 Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p25. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).
- 26 For example, issues for gay, lesbian and transgender cadets. This focus had been understandably driven by the tragic suicided of a cadet in 2012.
- 27 Interview 12, Army staff male, 15 October 2012.
- 28 Focus group S5, Mixed Service staff female only, 16 October 2012.
- 29 Focus group S11, Mixed Service E&D staff male and female, 18 October 2012.
- 30 Focus group S11, Mixed Service E&D staff male and female, 18 October 2012.
- 31 Interview 12, Army staff male, 15 October 2012.
- 32 Interview 12, Army staff male, 15 October 2012.
- 33 Interview 28, Army staff male, 15 October 2012.
- 34 Interview 32, Army staff male, 16 October 2012.
- 35 Focus group S5, Mixed Service staff female only, 16 October 2012.
- 36 Interview 30, Army staff male, 15 October 2012.
- 37 Focus group U1, Mixed Service 2nd year undergraduate male and female, 17 October 2012.
- 38 Focus group U6, Mixed Service 3rd year undergraduate male and female, 17 October 2012.
- 39 Focus group U3, Mixed Service undergraduate female only, 17 October 2012.
- 40 Interview 17, Air Force undergraduate female, 16 October 2012.
- 41 Interview 37, Air Force undergraduate male, 16 October 2012.
- 42 Interview 36, Army undergraduate female, 16 October 2012.
- 43 Focus group U5, Mixed Service undergraduate male and female, 17 October 2012; Focus group U1, Mixed Service 2nd year undergraduate male and female, 17 October 2012.
- 44 Focus group U3, Mixed Service undergraduate female only, 17 October 2012.
- 45 As detailed in the RIT, 'Communication Plan: Communicating Cultural Change', provided to the Audit by Dr N Miller, 12 November 2012.
- 46 Interviews with RIT staff, 12 September 2012.

Chapter 5:

ADFA's Role and Purpose

Recommendations 1-5

Key findings of Review

The Review found that:

There needs to be a strong reaffirmation of ADFA as the centre of excellence for tri-Service education and training for junior officers. ADFA espouses excellence; however it lacks a well-articulated purpose and a clear vision. This inhibits it from realising its potential and, significantly, from integrating equality, diversity and inclusion in a meaningful way.¹

Further, in her message in the Review's Report, the Commissioner stated the finding that:

there was a degree of ambivalence toward, and inconsistent support for, ADFA from within the ADF.²

In response, the Review made five recommendations to address these issues and in particular recommended that the ADF leadership clearly articulate ADFA's purpose and the ADF's commitment to, and vision for, ADFA.

In summary, the findings of the Audit indicate that:

- There is evidence that these recommendations are being progressed or have been implemented.
- ADFA's role as 'pre-eminent' has been amended to the 'premier tri-service military and training establishment in Australia'.
- Despite improvements to corporate messaging, focus groups and interviews indicate that there is still a lack of clarity and an ambivalence among staff and undergraduates about ADFA's role and purpose.

- There is a strong perception among ADFA staff and undergraduates that each of the Services continue to have different expectations of ADFA.
- The support of the CDF and the greater presence of the Service Chiefs on campus has been noted. Many undergraduates spoke of this positively.
- Respective accountabilities for the implementation of the Review recommendations have been accepted or delegated appropriately and a performance framework is being utilised.
- An extensive Communications Plan was finalised in October 2012. While it is very comprehensive the Audit notes that the Plan is still in its infancy and therefore cannot assess its success or effectiveness.

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

Recommendation 1: The ADF leadership, including the Chiefs of Service, reaffirm ADFA's pre-eminent role in the education and training of future leaders for the ADF.

Intent of Recommendation

The ADF's ambivalence about the role, purpose and value of ADFA must be addressed. The opportunity to build a workforce of members with a first class degree from a tri-Service environment should be highly valued by the ADF.

Implementation actions

There are a number of significant improvements to the public statements in support of ADFA. For example, at the ADFA website, a prominent online message from the Chief of the Defence Force states that:

As a testament to ADFA's value as this country's premier joint training institution, many of the men and women who command Australian Defence Force operations learnt to lead at ADFA. This unique tri-service environment encourages strong, enduring professional networks and prepares our young officers for their role as the ADF's future leaders.³

Further, there have been subtle but important updates made to the online 'ADFA Guide for Parents and Guardians', since it was first examined by the Review in 2010/11.⁴ The CDF introduces the current Guide stating that:

The unique partnership between the Australian Defence Force Academy and the University of New South Wales offers Midshipmen and Officer Cadets the opportunity to combine world class military and leadership training with a degree from one of the country's leading universities. I understand the weight of expectations and responsibilities can seem daunting. You may be anxious about your child leaving home so I want to reassure you that we will care for them, support them and encourage them to achieve. This commitment does not end on graduation day. It is a commitment the ADF will honour throughout their military career.⁵

The CDF's reference to 'world class military and leadership training with a degree from one of the country's leading universities' was absent in the previous CDF's message.⁶ Also, whilst the message from the previous CDF stated that 'my priority is the welfare of the people serving in and supporting the Navy, Army and Air Force', the current CDF's message makes a commitment to care, support and encourage midshipmen and cadets.

The ADFA Commandant's message in the 2010 version of the 'ADFA Guide for Parents and Guardians' is now replaced by a message from the Commander of the Australian Defence College who states that:

My top priority is to ensure we help our Midshipmen and Officer Cadets to succeed, but do so in a safe environment. To achieve this, the highly skilled academic and military staff at the Academy support our Midshipmen and Officer Cadets in all aspects of their training and education. Success in life and the military does not come easily – however I am confident the Australian Defence Force Academy provides the opportunity for our Officer Cadets and Midshipmen to achieve their full potential.

Audit findings

These are important differences which support the intent of the Recommendation. However, the Audit notes the variation from its Recommendation which was to reaffirm ADFA's pre-eminent role. *Pathway to Change*⁷ and the 'Broderick Phase One Review Recommendations Progress'⁸ document confirm that this Recommendation is 'Agreed in Principle. ADFA plays an important but not pre-eminent role in the education and training of future ADF leaders'.

The tension continues to be evident between the Services and ADFA regarding the relative value of building future ADF leaders in a single Service or a tri-Service environment. This tension is explored later in this chapter however none of the corporate messaging reviewed by the Audit explicitly states why the Joint environment is significant or beneficial and what it offers over a single Service environment. The Audit is not aware of the extent to which, if any, these foundational issues have been explored or debated, however the evidence at hand suggests the continuing primacy of the single Service model over the tri-Service environment. The Review identified the ambivalence about the ADFA tri-Service model as a threshold issue and the Audit finds that this continues to be at the heart of many of the issues at ADFA.

The Audit was provided with two draft introductions from the CDF regarding ADFA's role and purpose for upload on the ADFA internet website⁹ and some feedback provided by COMDT Kafer.¹⁰ These appear to be the precursors to the current message noted above. The Audit notes the suggestion provided by COMDT Kafer in his feedback, to note that ADFA is at the forefront of cultural reform in the ADF.

The Audit supports COMDT Kafer's intention in this regard as another visible demonstration of the commitment to reform, why it is necessary and the positive role ADFA is playing. However the Audit notes that this message or intent does not appear in the public version.

Recommendation 2: The CDF issue a strong statement in support of ADFA and demonstrate a visible commitment to it.

Intent of Recommendation

ADFA is of strategic significance in training and educating the future leaders of the ADF. An unequivocal commitment to developing ethical leaders, building military and academic skills and creating an inclusive, equitable environment brings significant benefits to Defence.

Implementation actions

There is evidence that the CDF and VCDF have visibly demonstrated their commitment to ADFA through their increased presence at ADFA, through the establishment of the RIT, their support of the implementation of recommendations and through various corporate messaging as noted above.

In interviews and focus groups both undergraduates and staff noted the visible commitment demonstrated by senior leadership:

In our first six weeks of training we got a speech from each Chief and the CDF all in one week. Our Sergeant who was in charge at the time told us we are really lucky. It took him six years in Defence to even meet one of these Chiefs. So I guess that's a pretty big change. I don't know if they got that last year, but I appreciated that a lot.¹¹

I think everyone understands that the Chiefs are committed to here. They routinely come and talk to the undergraduates and staff.¹²

Whilst most staff welcomed this commitment, some felt that the increased visibility and presence of the Chiefs was counterproductive. This was summed up by one ADFA staff member who said:

In the first week they meet every single high ranking officer at ADFA and surrounds before they meet their immediate chain of command. So before their OC gets introduced to them, they meet the Commandant, the Deputy Commandant, they meet COMADC. They're meeting a General before they're meeting their Major. We suggested back in 2010 that perhaps this wasn't the best way, but the General wants to meet the undergraduates and tell them how good they are. So they get this really disproportionate idea of who they are in the organisation...It doesn't actually help the trainees. It doesn't help us, and it sets them up for failure.¹³

However not everyone had noticed a change. Nor did they feel that it would make a difference anyway.

I don't know if it really holds much weight at the end of the day anyway...At the start of the year ...we saw some sort of statement...but other than that we haven't really seen too much of them or heard too much from them in regards to ADFA specifically.¹⁴

Initially after the reports were released there were the media statements from the CDF and stuff like that. But other than that, it's not something we do . . . At our level, we see it as above our pay grade.¹⁵

Audit findings

The Audit welcomes the positive impact the presence of the Chiefs and senior ADF staff has had at ADFA during 2012. However from documentation received it is not clear whether this represents a change in the frequency or nature of visits as a result of the Review's recommendations or whether it reflects the status quo. An email exchange between the RIT and ADFA¹⁶ requests 'a list of dates and ADFA events where the CDF and/or senior ADF military staff attend'. The reply states that:

The CDF, SEC, VCDF and Service Chiefs along with other Senior Military and Civilian Defence staff are invited a minimum of twice a year to the CDF and Graduation Parades. Generally they are also invited to the ADFA production and the Church Services (held during CDF Week and Grad Week). Additionally the Service Chiefs are usually invited to the individual Service Dining In nights...There will always be other times that Senior Military and Civilian staff are invited to ADFA for ad-hoc events.¹⁷

Consistent, strong statements from the leadership which take the messages of the cultural reviews and their importance to ADFA are critical and should be ongoing.

Recommendation 3: The CDF develop for ADFA:

- a) a strategic direction which clarifies ADFA's purpose and outcomes
- b) an associated communication plan to inform the ADF and the Australian community.

Intent of Recommendation

Clarifying and committing to ADFA's strategic purpose is fundamental to creating a gender equitable environment and improving the treatment of women at the Academy.¹⁸ This must be communicated broadly and unequivocally.

Implementation actions

Strategic Direction

With regards to developing a clear strategic direction, there are a number of documents which outline the ADFA mission and charter.¹⁹ The Audit notes the changes from the ADFA mission and charter received during the Review²⁰ but also notes the differences between some of the current versions. An RIT document²¹ states that:

A formal Charter signed by the Commander ADC which aligns with the Australian Defence Charter jointly signed by the Secretary of Defence and the Chief of the Defence Force (CDF) states the government's reason for ADFA. ADFA's mission, role and purpose have been drafted and are yet to be approved by the Commander Australian Defence College.

Audit findings

As at January 2013 clear and explicit statements regarding ADFA's purpose and outcomes do not appear on the ADFA website or the Defence Jobs website.²² Strategic statements should be harmonised and then appear consistently in all relevant corporate communications.

This ongoing lack of clarity was also manifest during focus groups and interviews with ADFA staff and undergraduates. As in the Review, the Audit encountered variation regarding the understanding of ADFA's role and purpose. Some felt that ADFA's purpose is clear:

In terms of the purpose, until this year I've never heard anyone actually say the purpose of ADFA is number one, to get your degree, and number two, to get a tri service military education...but staff this year have been mentioning that kind of thing, like, this is why you're actually here.²³

However, the following comments are more typical of the responses the Audit received:

Depends who you ask... [you'll get a] completely different answer...They say the academics are more important here, but I'd say the military is more important from staff's perspective. The majority of us know the AMET training we get here isn't anywhere near up to the calibre it probably should be at the moment, so a lot of us just see this as a university and we see the more military training side is in our Single Service Training [SST] programme. I know for me, my SST work experience is much more beneficial than the AMET.²⁴

Well, we sort of understand the role of it. I mean sometimes you lose track of it I suppose. ADFA seems like it's sort of separated from the actual Defence Force and people lose track.²⁵

(ADFA) struggles between deciding whether this is a uni or whether this is a military training establishment...it's really hard to balance it.²⁶

As at the time of the initial Review, the primary tension identified was the different needs and perspectives of each of the three Services.

Is the role and purpose of ADFA clear? I think each Service has a slightly different idea. I think it's not always clear, even when we look down at how the Services run their individual training blocks.²⁷

[I agree with] ADFA's role as an academic institution, yes. ADFA's role as a military institution? Maybe. I'd caveat that by saying that all three Services have got different requirements for the officers ADFA produces.²⁸

I think there's still some haziness around what we are here to achieve. It's never as clear as I think the single Service colleges, which have a very clear idea of what they're trying to achieve.²⁹

It appears that the individual Services continue to value their single Service model over the tri-Service model. This is evident in the downgrading of the Review's Recommendation from 'ADFA's pre-eminent role' to 'ADFA as the premier tri-Service military and training establishment in Australia.'³⁰

Each Service continues to compare ADFA to its own Officer training establishment. However, ADFA provides a different environment and the opportunity for a different outcome.

The Audit acknowledges that these changes may take time. However, clarifying and consistently communicating ADFA's role and purpose and the value of the tri-Service environment is an essential first step in realising the intent of these recommendations.

Communications Plan

The Audit received a very detailed, comprehensive Communication Plan from the RIT.³¹ The Plan demonstrates clear evidence that ADFA is moving toward taking a more proactive stance in its messaging, is actively seeking varied opportunities to promote the benefits of an ADFA education and is positively communicating the reform program. The Plan clearly identifies goals, objectives, risks and strategies and provides talking points on each of the Review's major recommendations. The Plan analyses each recommendation, details actions, target audiences, timing, coordination and establishes a priority for each item. Status is monitored and updated regularly.

This is an important working document and the Audit commends ADFA and the RIT for its comprehensive approach. The Plan is still in its infancy having only been approved at the end of October 2012. If implemented in accordance with its intent the Audit is confident the Plan will provide timely and relevant information on the implementation and outcomes of the reform program.

Recommendation 4: ADFA develop a performance framework that incorporates the current metrics and new metrics to capture the implementation of the recommendations contained in this report.

Intent of Recommendation

Ongoing, visible accountability for the implementation of recommendations is vital in the achievement of sustainable cultural change. Active monitoring of performance metrics and transparent reporting to the ADF leadership demonstrates successes and enables corrective action to be taken where required.

Implementation actions

There is significant progress on this Recommendation at two levels.

Firstly, the RIT has documented a cultural change approach which takes a holistic view of the various reviews at ADFA, including the Broderick Review but also the other Defence culture reviews conducted in 2011 and 2012.³² This paper, 'Cultural Change Management at ADFA'³³ maps relevant recommendations against previous review recommendations³⁴ which remained outstanding, including the Grey Review (1998).³⁵ The paper attempts to synthesise and categorise all of the current and outstanding recommendations into themes and align them with change initiatives. The paper gives an update and overview of activities as at September 2012. Other documents provided to the Audit outline the system requirements to support the implementation of recommendations including learning management systems, complaints tracking and records.³⁶ These are sound approaches to ensuring implementation is comprehensive, cohesive and minimises duplication of effort.

Secondly, more detailed progress on each recommendation is tracked on a performance matrix and forms the basis for discussions between the RIT, ADFA and senior leadership. The performance matrix also connects the recommendations with *Pathway to Change*, the Defence, ADFA and RIT leads, actions to date and status.

Further, the performance matrix identifies a 'longer term impact' for each recommendation. This is a commendable development as it identifies the outcome the recommendation is intending to achieve. The Audit suggests that this could be the basis of communications around the intent of the recommendations. The Audit also suggests that ADFA consider developing key performance indicators or appropriate measures which can indicate and communicate the extent to which these outcomes have been achieved.

A risk matrix has also been applied at two levels. At the macro level, the 'Broderick Review Recommendation Implementation Risk Matrix' identifies a number of high order implementation risks including lack of resourcing and/or lack of support and identifies mitigation strategies. It is unclear to

the Audit, however, how regularly these risks are assessed and to whom this is reported. At the micro level, status against each recommendation in the performance matrix is identified on a four tier risk assessment, i.e. from 'significant problems or questions' to 'implemented'.³⁷ As at 28 September 2012 the 31 recommendations were assessed as either on-track (17) or implemented (14).

Audit findings

Interviews between the Audit team and the RIT on 12-13 September 2012 indicated that, whilst mostly in agreement, there were some differences of opinion between members of the RIT themselves as to whether recommendations were partially or fully implemented. There were also some differences between individual assessments and assessments documented on the performance matrix at that time (as at 11 September 2012).

The most notable differences of opinion between RIT members were on Recommendation 9 (Equity Adviser Network), Recommendation 10 (embed Equity and Diversity in all policies and practices), Recommendation 12 (provision of high quality staff), Recommendation 21 (Redevelopment Project) and Recommendation 24 (Hotline). The Audit understands that this may have been a question of interpretation, timing or lack of information or because individual RIT members were working independently on specific recommendations. However as the central coordinating group for implementation there may be a need for more consistent communication within the RIT.

Sometimes there were also differences in the interpretation of recommendations between the RIT and the Audit which impacted on the assessment of progress. The Audit perceived that while particular recommendations were being actioned, the context within which they had been developed had sometimes lost relevance. For example, implementation of recommendations regarding Accommodation and Supervision became focussed on factors such as physical infrastructure (locks, lights, CCTV and car parks) at the expense of socio-cultural factors aimed at building a shared 'common commitment to maintaining, and where appropriate, enforcing cultural standards'.³⁸ So while they had been assessed by the RIT as 'implemented' or 'on track',³⁹ the Audit took the view that the intent of the recommendation had not been met. This will be further discussed in the chapter on Accommodation and Supervision.

Similarly, the initial response to Recommendation 16 c) was a cursory statement that the main life course difference between men and women is that women have children and that this happens later in life, typically after they leave ADFA. However the context and intent of this Recommendation was to build some flexibility into the entry points into ADFA to allow for different life choices, circumstances and caring responsibilities. The introduction of people of different ages and with different life experience could also introduce some diversity into the undergraduate population.

At a number of points in the Audit the COMDT and the RIT sought clarification on the intent of particular recommendations. This was welcomed by the Audit and proved very useful in clarifying and re-orienting effort.⁴⁰ The regular meetings held between the COMDT and the Sex Discrimination Commissioner prior to COSC meetings were also valuable opportunities to discuss progress and effort.⁴¹

Recommendation 5: The VCDF be accountable for the implementation of the recommendations contained in this report to ensure the full inclusion of women at ADFA.

Intent of Recommendation

Because of the strategic significance of ADFA to the future of the ADF, the accountability for the implementation of the Review's recommendations is to be held at the highest appropriate level in the organisation. This was identified as the VCDF.

Implementation actions

The Audit has received documentation which formally acknowledges the VCDF's accountability for the implementation of the recommendations and delegates responsibility as appropriate.⁴²

Audit findings

Appropriate lines of accountability, delegation and reporting have been established and are being operationalised.

Conclusion

Accountability for the implementation of the Review's recommendations has been established and the leadership of the ADF has affirmed and communicated their commitment to ADFA. This has been noted, and is appreciated by, undergraduates. Monitoring and accountability mechanisms are in place to track the implementation of recommendations.

ADFA is not positioned as the pre-eminent training institution but rather the premier tri-Service training institution. There is still progress to be made in making explicit the unique value of the tri-Service environment.

Some of the corporate and strategic messaging about ADFA lacks clarity and consistency. This lack of clarity also continued to be evident among staff and undergraduates at ADFA. The recently approved communications plan is comprehensive and should contribute to better and more consistent communication about ADFA's role and purpose.

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- 1 Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p xxii. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).
 - 2 Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p xii. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).
 - 3 Australian Defence Force Academy, *Message from the Chief of Defence Force*, http://www.defence.gov.au/adfa/news_events/Message_from_CDF.html (viewed 2 January 2013, 20 March 2013).
 - 4 Australian Defence Force Academy, *Parents and Guardians Guide*. At http://www.defence.gov.au/adfa/docs/about/2012/ADFAPublications_120413_ParentsandGuardiansGuide.pdf (viewed 10 November 2011).
 - 5 Australian Defence Force Academy, *Parents and Guardians Guide*. At http://www.defence.gov.au/adfa/docs/about/2012/ADFAPublications_120413_ParentsandGuardiansGuide.pdf (viewed 10 November 2011).
 - 6 Australian Defence Force Academy, *Parents and Guardians Guide*. At http://www.defence.gov.au/adfa/docs/about/2012/ADFAPublications_120413_ParentsandGuardiansGuide.pdf (viewed 10 November 2011).
 - 7 Department of Defence, *Pathway to Change: Evolving Defence Culture*, 2012, p.42. At www.defence.gov.au/pathwaytochange/index.htm (viewed 7 March 2013).
 - 8 RIT, 'Broderick Ph1 Review Implementation Progress Spreadsheet', provided to the Audit by Dr N Miller, 28 September 2012.
 - 9 'Draft Message from the Chief of the Defence Force', provided to the Audit by Dr N Miller, 28 September 2012.
 - 10 Email from CDRE BJ Kafer to S Longbottom, 1 September 2012, provided to the Audit by D N Miller, 28 September 2012.
 - 11 Interview 16, Air Force undergraduate male, 15 October 2012.
 - 12 Interview 28, Army staff male, 15 October 2012.
 - 13 Focus group S5, Mixed Service staff female only, 16 October 2012.
 - 14 Interview 32, Army staff male, 16 October 2012.
 - 15 Focus group S8, Mixed Service staff male only, 16 October 2012.

- 16 Email correspondence between C Rainsbury, Office of COMDT ADFA, and S Longbottom, 're: CDF attendances at ADFA', 7 and 12 June 2012, provided to the Audit by Dr N Miller, 28 September 2012.
- 17 Email correspondence between C Rainsbury, Office of COMDT ADFA, and S Longbottom, 're: CDF attendances at ADFA', 7 and 12 June 2012, provided to the Audit by Dr N Miller, 28 September 2012.
- 18 Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p 80. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).
- 19 Australian Defence Force Academy, *Parents and Guardians Guide*. At <http://www.defence.gov.au/adfa/about/parents.html> (3 January 2013, 20 March 2013); excerpts from the Parents and Guardian Guide, 'Our Purpose' and 'Our Mission', provided to the Audit by Dr N Miller, 28 September 2012; RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012; 'ADFA Command, ADFA Undergraduate and ADFA Postgraduate Mission and Charter', provided to the Audit by Dr N Miller, 28 September 2012.
- 20 Rear Admiral James Goldrick, AM, CSC, RAN, Commander, Australian Defence College, 'The Australian Defence Force Academy, Mission and Charter', provided to the Audit by Dr N Miller, 28 September 2012; 'ADFA and UNSW Vision and Mission', provided to the Audit by Dr N Miller, 28 September 2012.
- 21 RIT, 'Cultural Change Management at Australian Defence Force Academy', provided to the Audit by Dr N Miller, 28 September 2012.
- 22 Australian Defence Force Academy, *Welcome to ADFA*, <http://www.defence.gov.au/adfa/> (viewed 3 January 2013); Australian Defence Force, *ADF Education*, <http://www.defencejobs.gov.au/education/adfa/> (viewed 4 January 2012).
- 23 Focus group U1, Mixed Service 2nd year undergraduate male and female, 17 October 2012.
- 24 Interview 22, Air Force undergraduate, 16 October 2012.
- 25 Interview 13, Army undergraduate male, 15 October 2012.
- 26 Interview 15, Navy undergraduate female, 15 October 2012.
- 27 Focus group S5, Mixed Service staff female only, 16 October 2012.
- 28 Interview 26, Navy undergraduate male, 16 October 2012.
- 29 Focus group S5, Mixed Service staff female only, 16 October 2012.
- 30 ADFA is the only tri-Service military and training establishment in Australia.
- 31 RIT, 'Communications Plan – Implementation of Broderick Phase One Recommendations', provided to the Audit by Dr N Miller, 28 September 2012.
- 32 RIT, 'Cultural Change Management at Australian Defence Force Academy', provided to the Audit by Dr N Miller, 28 September 2012.
- 33 RIT, 'Cultural Change Management at Australian Defence Force Academy', provided to the Audit by Dr N Miller, 28 September 2012.
- 34 A list of relevant ADFA Reviews indicates that between 1998 and 2012 there have been 20 reviews making a total of 441 recommendations: RIT, 'Matrix of all ADFA Related Reviews from 1998', provided to the Audit by Dr N Miller, 28 September 2012; 'ADFA Relevant Reviews', provided to the Audit by Dr N Miller, 28 September 2012.
- 35 Australian Defence Force Academy, *Report of the Review into policies and practices to deal with sexual harassment and sexual offences at the Australian Defence Force Academy*, Department of Defence (1998).
- 36 'Requirements for Phase One Broderick Review Performance Framework', provided to the Audit by Dr N Miller, 28 September 2012; 'System Support for Performance Management Framework', provided to the Audit by Dr N Miller, 28 September 2012.
- 37 RIT, 'Broderick Ph1 Review Recommendations Progress Spreadsheet', provided to the Audit by Dr N Miller, 28 September 2012; RIT, Review Coding Framework, provided to the Audit by Dr N Miller, 28 September 2012; 'Broderick Review Recommendation Implementation Risk Matrix, provided to the Audit by Dr N Miller, 28 September 2012.
- 38 Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p 93. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).
- 39 For example, Recommendations 19 and 21 assessed as being 'On Track'. RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012.
- 40 For example, meetings on 15 June 2012, 12 and 13 September 2012, 19 November 2012 and 15 February 2013.
- 41 Meetings held between Commissioner Broderick and CDRE BJ Kafer and members of the RIT and Audit teams on 16 March 2012, 15 June 2012 and 14 December 2012.
- 42 Office of the Vice Chief of the Defence Force, 'Minute VCDF/OUT/2012/78', 18 March 2012; Office of the Vice Chief of the Defence Force, 'Minute VCDF/OUT/2012/79, Action Emanating from the Review into the Treatment of Women at ADFA ('Broderick Review' Phase One) – Recommendation 12', 17 March 2012, provided to the Audit by Dr N Miller, 28 September 2012.

Chapter 6:

Equity and Diversity

Recommendations 6-10

Key findings of Review

- The principles of equity and diversity should provide overarching, positive values to inform everyday practice within the ADF.
- At ADFA, the Review found equity and diversity to be conceptually grounded in disciplinary and punitive processes and framed as a response to unacceptable behaviour.

The Review made five recommendations with the aim of reframing the way equity and diversity functioned at ADFA, enhancing the positive values based aspects of the concept, and embedding it into everyday practice.

In summary the findings of the Audit indicate that:

- ADFA has undertaken a number of significant actions with the aim of promoting a more positive and values based concept of equity and diversity.
- The COMDT is leading from the front in promoting equity and diversity. A new policy statement signed by the COMDT promotes the value of equity and diversity at ADFA and outlines its benefits to the organisation.
- Equity and diversity training incorporates the COMDT's policy statement, but some lessons continue to aggregate equity and diversity with unacceptable behaviour and the complaints process.
- The close alignment between equity and diversity and the complaints process makes it difficult for ADFA to teach equity and diversity principles as core values underpinning ethical leadership.
- The expansion of the Equity Adviser Network is a positive step but further evaluation is required to understand and address issues of access to the Network.
- The creation and expansion of the Sexual Offence Support Person (SOSP) Network is welcomed. This 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 that ADFA could build upon.

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

Recommendation 6: ADFA develop and articulate a clear, unambiguous and widely disseminated statement about diversity, inclusion and gender equality which:

- a) recognises the fundamental importance of women to the sustainability of the wider ADF
- b) provides a framework for the creation of a diverse workplace where both men and women can thrive
- c) emphasises the unacceptability of sexual harassment, abuse and discrimination to ADFA and the wider ADF.

Intent of Recommendation

The Review observed that equity and diversity often functions as a punitive and process oriented response to unacceptable behaviour at ADFA, rather than a positive, values based cultural underpinning. The intent of this Recommendation was to begin the process of reframing the concept in order to draw upon its established positive benefits.

Implementation actions

ADFA has developed an Equity and Diversity Policy Statement that broadly addresses the items in Recommendation 6.¹ It is presented as a message from the COMDT that outlines the aims and objectives of the policy, as well as what is expected of individuals. A list of specific values and requirements include statements that:

- the existent diversity in Defence is 'fundamental to the successful operations and sustainability of all Defence units'
- sexual harassment, abuse and discrimination, as well as other unacceptable behaviours, will not be tolerated.

There is also a list of principles that 'all who live and work in the ADFA precinct' are expected to abide by, including that they:

- Develop a fair, respectful, supportive and inclusive workplace
- Make judgements based on merit and fairness

- Demonstrate, through their behaviour, a commitment to ensuring that everyone who works and lives in the ADFA precinct is treated fairly, with respect and dignity, and their contributions are recognised and valued.

According to information provided to the Audit, the statement has been widely disseminated via:

- Posters placed in the work and residential areas at ADFA
- A statement on the undergraduate intranet
- COMDT address to staff in 2012
- COMDT address to all undergraduate squadrons in 2012
- Inclusion in the 2013 YOFT and staff induction programs
- Incorporation in equity and diversity training packages.²

Audit findings

The Equity and Diversity Policy Statement developed by ADFA is a thoughtful document that addresses diversity and its benefits to ADFA. It does not focus on gender equality, but includes gender as one of the areas of diversity that are fundamental to success. This is understandable insofar as the statement is part of ADFA's equity and diversity package, which covers more than gender. This does, however, mean that there is not a stand-alone statement about gender inclusion.

The statement makes reference to areas a), b) and c) as per Recommendation 6 within its broad focus on diversity. It notes that people of 'different backgrounds, ages, ethnicity, gender, sexuality, life experiences, family responsibilities and religious beliefs' work at ADFA and are central to successful operations and sustainability; it outlines expectations of those working at ADFA, and; it specifically notes that sexual harassment, abuse and discrimination will not be condoned at ADFA.

The statement has been circulated widely at ADFA and incorporated into equity and diversity training programs. Undergraduates confirm an awareness of the new statement.³

Recommendation 7: ADFA teach equity and diversity separately from complaints procedures.

Intent of Recommendation

Following on from the above Recommendation, the aim of this Recommendation was to 'de-couple' equity and diversity from punitive complaints processes, and develop the idea that equity and diversity is a positive concept in itself.

Implementation actions

ADFA has taken steps to amend equity and diversity training and has developed an equity and diversity training continuum through which undergraduates move during their time at ADFA.⁴

All undergraduates receive standard mandatory training sessions.⁵ The sessions provide a gradual approach to equity and diversity training, addressing different parts of the program after undergraduates move to second and third years.⁶ These sessions are provided under the Course Learning Outcome (CLO) 'Apply ADF E&D Principles.' First year undergraduates receive the following training sessions:

- Understand Types of Unacceptable Behaviour (as part of YOFT)
- Understand Sexual Offences & Sexual Offence Support Network (as part of YOFT)
- Dispute Resolution Options – Self Resolution
- Understand the Equity Adviser Network.

Second year undergraduates receive one presentation in session one, and another in session two. These include:

- Understand the Complaint Management Process
- Equity and Its Strategic Focus in Defence.

Third year undergraduates receive one session, the Equity Workshop for Commanders, Managers and Supervisors.⁷

The Audit has been advised that complaints management is taught separately as part of the Military Law package however no documents have been provided in this regard.⁸ Lastly, compulsory equity and diversity training has undergone a name change and is now known as Workplace Behaviours.⁹

Audit findings

The amendments to the ADFA equity and diversity training involve partial separation of equity and diversity training and complaints procedures. In some instances the training has been separated, however, in many cases the training is still intertwined and at a broader structural level the concepts are still connected. The Audit has been advised that:

equity and diversity training does include information on where and how to make a complaint when equity and diversity principles have been breached.¹⁰

Further, complaints training remains part of the Course Learning Outcome 'Apply E&D Principles.'¹¹

The training for first year undergraduates is comprised of the mandatory training and four additional sessions. Each of the four sessions substantially combines unacceptable behaviour and complaints with equity and diversity principles.¹² This makes it difficult to separate the concepts.

The two lessons in the second year program provide a better example of the separation of the training. The first deals with complaints and the second focuses on the importance of equity and diversity. The aim of the latter presentation is 'to understand that E&D has a strategic, operational and tactic[al] focus and to realise the impact of unacceptable behaviour.'¹³ This session frames equity and diversity as a positive contributor to defence culture, and undergraduates are encouraged to consider the purpose of the equity and diversity policy.

However, even in this session the focus is on unacceptable behaviour, which maintains the nexus between equity and diversity and complaints. An examination of the harmful effects of breaches of equity and diversity is important and warranted, however this should be taught separately to ensure the positive notions of equity and diversity are not diluted.

On the whole, as noted in the ADFA Report, the training largely reflects the *Defence Instruction DI(G) PERS 35-3: Management and reporting on unacceptable behaviour*, which focuses on the impact of unacceptable behaviour, definitions, making a complaint and options for resolution.¹⁴

Comments from an ADFA equity and diversity adviser suggest an enduring perception of the connection between complaints and equity and diversity:

I realised equity and diversity is a very soft fuzzy name that I think has lots of negative connotations attached to it. It dawned on me it's all about conflict resolution and that's how I frame it to other people.¹⁵

In consultations with undergraduates, the Audit heard a similar sentiment:

We still joke about the fact that I E&D'd my [superior], that kind of thing. So yes, there's certainly some stigma attached to it.¹⁶

[equity and diversity and complaints] are very definitely [tied] together.¹⁷

As discussed below in Recommendation 8, equity and diversity is connected to complaints and unacceptable behaviour in key Defence documents.¹⁸ The rebranding of equity and diversity training as training in Workplace Behaviours may better separate equity and diversity and complaints training however, at this stage the Audit cannot make a definitive assessment.¹⁹

Material provided to the Audit notes that this Recommendation has been implemented. The Audit considers that further work is required, and encourages ADFA to continue to work towards separating the punitive processes of complaints from the positive value of equity and diversity.

Recommendation 8: ADFA teach equity and diversity principles as core values underpinning ethical leadership.

Intent of Recommendation

Today's AFDA undergraduates are tomorrow's ADF leadership. Embedding equity and diversity as a core principle underpinning ethical leadership at ADFA is a vehicle for embedding equity and diversity in ethical leadership across the ADF.

Implementation actions

The Audit has been provided with a number of documents which guide behaviour in this area. It has also been advised of reforms made to the training program to include aspects of ethical reflection. Documents provided include:

- *Defence Instruction DI(G) PERS 35-3: Management and reporting on unacceptable behaviour*
- ADFA's new equity and diversity training continuum
- Various equity and diversity lesson and module plans
- ADFA leadership challenge exercises for years one, two and three.

DI(G) PERS 35-3, the 2009 directive on the management and reporting of unacceptable behaviour, is useful for contextualising how equity and diversity, unacceptable behaviour and complaints management are entwined in Defence policy. This document was examined in the ADFA Report and is not part of ADFA's post 2011 reforms.²⁰

ADFA's new equity and diversity training continuum has been redeveloped for 2013. As noted above, much of the package continues to focus on unacceptable behaviour, complaints and reporting, however part of the second and third year training concentrates more on the strategic focus of equity and diversity in Defence.

Undergraduates conduct specific leadership exercises and projects each year at ADFA. Each has an ethics component. Leadership Challenge One is a four hour exercise designed to assess teamwork and leadership skills. There are eight components to this challenge, one of which is 'ethical dilemmas', in which undergraduates are expected to address 'the tactical as well as the ethical or moral decisions'.²¹ Leadership Challenge Two is a two-week exercise, and includes the 'Intro to Practical Leadership and Moral Self Assessment' as its first objective.²² Leadership Challenge Three includes an evening activity, 'Model for Guided Reflection', that draws on various ADF leadership doctrines.²³

Additionally, the Audit has been provided with an outline of the 'ADFA Citizenship Package', under which training is organised.²⁴ The citizenship package, as drafted, deals with a number of components including 'Equity and Diversity', 'Military Ethics' and 'Character Development'. The content of the equity and diversity component is the training continuum referred to above, and this was provided to the Audit. The Audit received no information on the military ethics or character development components.

At the completion of the Audit process, the team had the opportunity to attend the second annual 'Linking with Universities' conference at which ADFA undergraduates and other tertiary students examined ethical decision making. Presentations and sessions were facilitated by the St James Ethics Centre, the AFP and various academics.

Audit findings

The documentation provided to the Audit about policy and training – some newly designed, and some ongoing – indicates that there are links between equity and diversity principles, ethics and values, and leadership, but that these are not clearly or consistently applied.

An underlying cause for the lack of a positive link between equity and diversity and ethical leadership is the way that 'equity and diversity' is conceptualised in Defence policy documents. For example, *DI(G) PERS 35-3* outlines unacceptable behaviour and complaints management policy in the ADF and refers to equity and diversity principles in this context. It notes that:

Everyone in Defence is required to be treated with respect, fairness and without harassment. Values underpin relationships and behaviour. Values-based behaviour in Defence requires everyone to accept personal responsibility and accountability for their actions and to think clearly about the consequences of their actions for Defence.²⁵

Equity and diversity principles and training are framed as strategies to minimise unacceptable behaviour. For the purposes of this Recommendation, this directive cannot be said to address the teaching of equity and diversity principles as core values underpinning ethical leadership. On the contrary, it requires adherence to equity and diversity guidelines as a way to avoid complaints and unacceptable behaviour.

As discussed in Recommendation 7, the majority of the equity and diversity training package continues to focus on complaints and unacceptable behaviour, reflecting the fact that equity and diversity is aligned with unacceptable behaviour in a key ADF policy document.

Similarly, the Leadership Challenges contain ethics components, but do not appear to have been designed with the aim of teaching equity and diversity principles as core values underpinning ethical leadership.

As noted above, recasting mandatory equity and diversity training as ‘Workplace Behaviour’ offers an opportunity to develop the positive values of equity and diversity.²⁶ Elements of the citizenship package such as military ethics and character development, that appear to be under development at this time, may assist in this process.

The ‘Linking with Universities’ ethical decision making conference is a positive initiative with potential for growth and wider application. The presentations and discussions were consistently of high quality and ADFA undergraduates had the opportunity to engage with peers from other institutions. This provided undergraduates with an opportunity to interact with a range of different perspectives and opinions about ethical issues. The Audit sees potential for the expansion and growth of ‘Linking with Universities’ across ADFA and beyond. Certain sessions (e.g. building respectful relationships among men and women) lend themselves to a wider application at ADFA to give more undergraduates an opportunity to be involved.

Recommendation 9: ADFA evaluate the effectiveness of the Equity Adviser Network to strengthen its advisory capacity.

Intent of Recommendation

The Review found that the Equity Adviser Network (EA Network) was not functioning optimally, and many undergraduates were reticent to approach an adviser. This Recommendation encouraged an examination of the EA Network with a view to strengthening its processes, role and profile.

Implementation actions

ADFA has expanded the EA Network from 16 equity advisers in 2011 to 35 in 2012.²⁷ ADFA has advised that all equity advisers undertake an Equity and Diversity Course run by Defence Fairness and Resolution Branch.

New 2012 EA Network posters were widely disseminated and displayed in accommodation buildings, administration buildings, UNSW departments, the library, all Academy messes and the cafeteria. The poster contains photographs and contact details of practicing equity advisers. The poster also contains a message from the COMDT demonstrating commitment to equity and diversity and in particular to the EA Network.²⁸ The Audit is advised that posters updated with newly trained personnel are in the process of being printed.²⁹

As part of the strengthening of the EA Network, ADFA has established a Sexual Offence Support Person (SOSP) Network (SOSP Network), based on the scheme at HMAS Cerberus, which is being coordinated by the senior equity adviser. SOSPs provide guidance and support to members after an allegation of a sexual offence.

Audit findings

ADFA has undertaken a number of important steps to increase the effectiveness of the EA Network. The number of equity advisers has increased and the SOSP Network has been established. This is welcomed by the Audit.

Evaluation of the Equity Adviser Network

In response to the Recommendation, ADFA equity advisers met and there was a subsequent increase in the number of equity advisers.³⁰ This is a welcome development, but it appears that the evaluation conducted may have been narrow. Whilst there was an increase in the number of equity advisers there was no consultation with undergraduates, nor is there any evidence that broad cultural barriers to accessing the EA Network (e.g. not trusting the EA Network, or, not wanting to 'jack on your mate')³¹ were considered. Therefore, whilst the EA Network has been strengthened in terms of numbers, the Audit cannot assess to what extent it has been strengthened in terms of reducing barriers to access or effectiveness.

The Audit acknowledges that access to a range of advisers is an important part of strengthening the EA Network (as per *DI(G) PERS 35-7*).³² For example, as one undergraduate told the Audit, the wide range of advisers was beneficial because there are some advisers that 'I wouldn't want to go up and talk to' whereas the undergraduate knew other advisers through socialising or sport with whom she would speak.³³

It is also acknowledged that the distribution of material advertising the new Equity and Diversity Policy and EA Network (Recommendation 6), and enhanced training (Recommendations 7 and 8) play an important role in building undergraduate understanding and use of the EA Network.

During consultations with undergraduates, on occasion concerns were raised with respect to the EA Network. The Audit was informed of an incident of unacceptable behaviour involving an equity and diversity adviser which raised questions about the selection procedure.³⁴ Other undergraduates commented that the confidentiality of claims could not be assured and recounted personal examples to this effect.³⁵ As a result, they did not trust the EA Network or the process. The Audit also heard concerns about whether the EA Network sufficiently differentiated between legitimate equity and diversity claims and claims of a different nature.³⁶ These issues need to be evaluated and addressed in order to strengthen the EA Network and reduce any barriers to access.

Sexual Offence Support Person

ADFA has established a SOSP Network, based on the scheme at HMAS Cerberus, which is being coordinated by the senior equity adviser.

The COMDT's Directive which establishes the SOSP Network outlines the role, duties and training required of a SOSP.³⁷ The Directive states that:

Command will identify members who are deemed to be suitably qualified or trained as a support person...The SOSP will be selected based upon their experience and professional competence, with consideration also given to their ability to provide an appropriate management response to offences of a sexual nature.³⁸

A Code of Practice has been prepared which outlines the role and responsibilities of a SOSP, including working with clients, the SOSP interview, confidentiality and privacy, clinical supervision and support, integrity of the SOSP Network and the training and accreditation requirements.³⁹ A SOSP Network Client Handout and SOSP Quick Assessment Checklist have also been prepared.⁴⁰

The creation of the SOSP Network represents a significant effort to provide support and assistance to those who have been involved in an indecent act or a sexual offence.

In 2012 four ADFA SOSPs were trained at HMAS Cerberus. They returned to ADFA and provided support to complainants and respondents throughout 2012. In March 2013 a further 11 SOSPs (six women and five men) were trained. There were a mix of ADFA, Australia's Federation Guard and CTMC staff among the SOSP trainees. This was the first time the course was conducted at ADFA and the Audit had the opportunity to observe the training. Members of the Sexual Assault and Child Abuse Team (SACAT) with the Australian Federal Police, Defence Policing Unit, ADFIS, Canberra Rape Crisis Centre and SeMPRO were also in attendance and provided briefings on their respective roles and processes. The course was well structured, had highly relevant content, and provided ample opportunity for questions, interaction and case study discussions. The course also included a site visit to SACAT at the Belconnen Police Station. In the week commencing 25 March 2013 ADFA staff also received training on the role of SOSPs to enhance their awareness of this important source of support and the associated procedures.

There is a session devoted to understanding sexual offences and the SOSP Network during YOFT. Ongoing communication to undergraduates across all year groups about this program is a vital step in contributing to the effectiveness of the SOSP Network.

The Audit was also advised that the equity and diversity poster which has the photos of all equity and diversity advisers is being updated to include the photos and contacts of all members of the SOSP Network as well. This is a welcome development.

ADFA advised the Audit that further SOSP training is planned for the end of 2013 and will be offered to other bases in Canberra including RMC Duntroon, HMAS Harman and possibly Defence Offices at Russell.

The Audit congratulates ADFA on this important initiative and welcomes its attempts to roll out this program to other bases. The Audit also congratulates ADFA on the close connections it is building with internal and external agencies in order to ensure that the right support is offered to those involved, and the most effective response is provided.

Ongoing evaluation of training, selection procedures and operation of the SOSP Network is suggested and SOSPs must ensure that they are effectively linked with SeMPRO once it is fully established.

Recommendation 10: ADFA embed equity and diversity in all policies and practices through:

- a) ADF and ADFA senior leadership teams championing diversity and gender equality and publicly condemning all forms of sexism, sexual harassment and violence against women

- b) ADFA introducing regular forums for all cadets and staff where female role models from within and beyond the ADF present on their experiences.

Intent of Recommendation

This Recommendation aims to highlight the positive value of equity and diversity and embed it into ADFA's everyday practice. Clear statements and actions by leadership, as well as exposure to, and interaction with, female role models were identified as powerful strategies to reinforce these principles.

Implementation actions

ADFA's equity and diversity policy statement is framed as a personal message from the COMDT, and the COMDT's photo appears prominently on the circulated message. A shortened version of this message appears on the posters advertising the current equity advisers.

The Audit also recognises the numerous and significant initiatives across the broader ADF in supporting the implementation of the Recommendations of the Review's Phase Two Report and *Pathway to Change*. For example, the Chief of Army has joined the Australian Human Rights Commission's Male Champions of Change, which aims to elevate the issue of women's representation in leadership.⁴¹ All three Services have also undertaken a number of activities in support of diversity and gender equality, and many of these are documented on the Women in the Australian Defence Force website.⁴² The Audit also had the opportunity to attend the ADF's first Gender in Defence and Security Leadership Conference held 12-13 March 2013.

At ADFA, three events were organised in 2012 promoting women in the military:

- Canadian Combat Commanders on 8 May 2012
- Female Aircrew on 29 May 2012
- Female Engineers Week and Lunch from 8 August 2012.

Audit findings

The COMDT has assumed personal responsibility for ADFA's Equity and Diversity Policy Statement and this has been circulated to staff and undergraduates through various lessons and packages. As the leader of ADFA, this is a powerful signal.

There is also evidence that these matters are being championed by the ADF leadership in response to the broader ADF cultural reform program.

The Audit has received little information about forums at ADFA where female role models from within and beyond the ADF present on their experiences. Whilst undoubtedly of value, the 2012 events did not appear to be part of a scheduled, ongoing program. Extension of the successful 'Linking with Universities' conference could include a session at which female role models from within and beyond the ADF present on their experiences.

The Audit was also provided with a discussion paper on mentoring. It recommends consideration of a three day series of networking visits for female second year cadets, or an annual networking forum for all second year cadets, male and female. These options are further discussed under Recommendation 17. Development of these programs could help ADFA meet the intent of Recommendation 10.

Conclusion

The COMDT is clearly championing equity and diversity and is building strong support mechanisms to ensure that the principles and practice of equity and diversity are demonstrated at ADFA. The COMDT has developed and disseminated a clear and unambiguous statement about diversity, inclusion and gender equality which identifies the organisational benefits of diversity. To date, however, there does not appear to be a well organised program of forums featuring female role models from within and beyond the ADF which could further support these initiatives. Further progress in this area would be welcome.

Amendments to training at ADFA have partially separated equity and diversity and complaints procedures. However, there is still a strong linkage between the positive values of equity and diversity and the punitive aspects of unacceptable behaviour and making complaints. The Audit acknowledges that this linkage is drawn and reinforced at the broader ADF organisational level but encourages ADFA to do more to promote the positive, not punitive aspects of equity and diversity, particularly as a core value underpinning ethical leadership.

While the significant increase in the number of equity advisers is a welcome development, it appears that some undergraduates are still unwilling to access the EA Network. Any remaining barriers to access require further evaluation and response in order to further strengthen the EA Network's advisory capacity.

The establishment of the SOSP Network is strongly supported by the Audit and the attempt to roll out the SOSP Network to other Defence bases is welcomed. Ongoing evaluation of the SOSP Network is encouraged and SOSPs must be effectively linked with SeMPRO when it is established.

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- 1 CDRE B Kafer, 'Commandant Australian Defence Force Academy Equity and Diversity Policy Statement,' 1 July 2012, provided to the Audit by Dr N Miller, 28 September 2012.
 - 2 RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012; RIT, 'Broderick Ph1 Review Implementation Progress Spreadsheet', provided to the Audit by Dr N Miller, 28 September 2012.
 - 3 Interview 20, Navy undergraduate male, 16 October 2012.
 - 4 ADFA, 'Training Overview – Equity and Diversity: CLO 17: Apply E&D Principles', provided to the Audit by Dr N Miller, 28 September 2012; ADFA, 'Brief on the Revised Equity and Diversity Network and Training Continuum within ADFA', provided to the Audit by Dr N Miller, 28 September 2012.
 - 5 ADFA, 'Training Overview – Equity and Diversity: CLO 17: Apply E&D Principles', provided to the Audit by Dr N Miller, 28 September 2012.
 - 6 ADFA, 'Brief on the Revised Equity and Diversity Network and Training Continuum within ADFA', provided to the Audit by Dr N Miller, 28 September 2012.
 - 7 ADFA, 'Training Overview – Equity and Diversity: CLO 17: Apply E&D Principles', provided to the Audit by Dr N Miller, 28 September 2012; ADFA, 'Brief on the Revised Equity and Diversity Network and Training Continuum within ADFA', provided to the Audit by Dr N Miller, 28 September 2012.
 - 8 ADFA, 'Training Overview – Equity and Diversity: CLO 17: Apply E&D Principles', provided to the Audit by Dr N Miller, 28 September 2012.
 - 9 Department of Defence, '*Workplace Behaviour, Management of Workplace Conflicts and Disputes and Unacceptable Behaviour*', Version 3 (2012). At http://www.defence.gov.au/fr/publications/WorkplaceBehaviour_2803web_.pdf (viewed 13 March 2013).
 - 10 RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller on 28 September 2012.
 - 11 ADFA, 'Training Overview – Equity and Diversity: CLO 17: Apply E&D Principles', provided to the Audit by Dr N Miller, 28 September 2012.

- 12 As noted in Implementation actions, the presentations all include complaint information. For example the names of the presentation are as follows:
- Understand Types of Unacceptable Behaviour (as part of YOFT)
 - Understand Sexual Offences & Sexual Offence Support Network (as part of YOFT)
 - Dispute Resolution Options – Self Resolution
 - Understand the Equity Adviser Network.
- 13 ADFA, 'ADFA Instructor Lesson Guide' to presentation 'Understand the Strategic Focus of Equity in Defence', provided to the Audit by Dr N Miller, 28 September 2012.
- 14 Department of Defence, *Defence Instruction DI(G) PERS 35-3: 'Management and reporting on unacceptable behaviour'*, 28 June, 2009.
- 15 Focus group S11, Mixed Service E&D staff male and female, 18 October 2012.
- 16 Focus group U7, Mixed Service undergraduate female only, 17 October 2012.
- 17 Focus group U1, Mixed Service 2nd year undergraduate male and female, 17 October 2012.
- 18 Audit advised by A Fullick at Mandatory Training, 21 January 2013.
- 19 Department of Defence, *'Workplace Behaviour, Management of Workplace Conflicts and Disputes and Unacceptable Behaviour'*, Version 3 (2012). At http://www.defence.gov.au/fr/publications/WorkplaceBehaviour_2803web_.pdf (viewed 13 March 2013).
- 20 Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), pp 55-60, 69-71. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).
- 21 ADFA, 'Administrative Instruction 261/12: ADFA Leadership Challenge One – 26 Oct 12', Department of Defence, provided to the Audit by Dr N Miller, 12 November 2012.
- 22 ADFA, 'Administrative Instruction 003/12: Exercise Leadership Challenge II – 01 Dec 12', Department of Defence, provided to the Audit by Dr N Miller, 12 November 2012.
- 23 ADFA, 'Administrative Instruction 002/12: Exercise Leadership Challenge III – 06-18 May 12', Department of Defence, Annex K, provided to the Audit by Dr N Miller, 18 March 2013.
- 24 ADFA, 'ADFA Citizenship Package', provided to the Audit by Dr N Miller, 28 September 2012.
- 25 Department of Defence, *Defence Instructions (General) PERS 35-3, 'Management and reporting of unacceptable behaviour'*, 28 June 2009.
- 26 Department of Defence, *'Workplace Behaviour, Management of Workplace Conflicts and Disputes and Unacceptable Behaviour'*, Version 3 (2012). At http://www.defence.gov.au/fr/publications/WorkplaceBehaviour_2803web_.pdf (viewed 13 March 2013).
- 27 RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller on 28 September 2012; ADFA, 'Brief on the Revised Equity and Diversity Network and Training Continuum within ADFA', provided to the Audit by Dr N Miller, 28 September 2012.
- 28 ADFA, 'Brief on the Revised Equity and Diversity Network and Training Continuum within ADFA', provided to the Audit by Dr N Miller, 28 September 2012; ADFA, 'Equity Adviser Network 2012 Poster', provided to the Audit by Dr N Miller, 28 September 2012.
- 29 RIT, RFI 3.10 response, provided to the Audit by Dr N Miller 28 September 2012.
- 30 RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller on 28 September 2012.
- 31 Australian Human Rights Commission, *Report on the Review into the Treatment of Women in the Australian Defence Force Academy* (2011), p.18. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).
- 32 Department of Defence, *Defence Instructions (General) PERS 35-7 'Defence Equity Adviser Network'*, 9 May 2003.
- 33 Interview 36, Army undergraduate female, 16 October 2012.
- 34 Focus group U14, Mixed Service 1st year undergraduate male and female, 16 October 2012.
- 35 Focus group U14, Mixed Service 1st year undergraduate male and female, 16 October 2012.
- 36 For example the Audit heard that in some instances the E&D network was being used for issues not relevant to E&D, like disappointment with academic results, or where E&D was being used for an undergraduate 'to get what they want'. Focus group U16, Mixed Service undergraduate male, 18 October 2012; Focus group U10, Air Force undergraduate male and female, 18 October 2012; Focus group U7, Mixed Service undergraduate female, 10 October 2012.
- 37 Department of Defence, COMDT Directive 7/2012 'Establishment of the ADFA Precinct Sexual Offence Support Person Network', provided to the Audit by Dr N Miller, 28 September 2012.
- 38 Department of Defence, COMDT Directive 7/2012 'Establishment of the ADFA Precinct Sexual Offence Support Person Network', provided to the Audit by Dr N Miller, 28 September 2012.
- 39 Australian Defence Force Academy, 'Sexual Offence Support Person (SOSP) Network Code of Practice', provided to the Audit by Dr N Miller, 28 September 2012.
- 40 Department of Defence, 'SOSP Network Client Handout', provided to the Audit by Dr N Miller, 28 September 2012; Department of Defence, 'SOSP Sexual Offence Quick Assessment Checklist', provided to the Audit by Dr N Miller, 28 September 2012.
- 41 Australian Human Rights Commission, 'Male Champions of Change'. At http://humanrights.gov.au/sex_discrimination/male-champions/index.html (viewed 1 March 2013).
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Chapter 7:

ADFA's Structure and Staffing

Recommendations 11-15

Key findings of Review

The Review found that:

- The high turnover of Commandants and military staff has had a significant negative impact on ADFA's leadership stability, continuity and organisational memory.
- The COMDT has limited influence over which staff are posted to ADFA and has limited engagement with ADF Service Chiefs. ADFA is not considered a prestigious posting for staff. This has an impact on staff commitment to ADFA and on the quality of educators and trainers.
- The ADF's three Services need to develop innovative strategies to attract and retain the best staff. Consideration should be given to separating rank and role to enable recruitment of a wider pool of quality educators and positive role models within ADFA. Induction training at ADFA does not provide staff with adequate tools to deal with the issues that may arise from managing young men and women.

In summary, the findings of the Audit indicate that:

- These recommendations are in the process of being implemented but further effort is required to realise their full intent.
- A formal, regular mechanism has been established to allow engagement between the COMDT and the ADF Service Chiefs.
- The Career Management Agencies (CMA) accept that posting the right staff to ADFA is critical, but that their job requires balancing competing priorities across all training environments and other operational requirements.

- The COMDT now has an enhanced role in the selection of staff at ADFA but this is not yet formalised and he 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 CMA will actively try to change negative perceptions of a posting to ADFA through communications strategies and a 'roadshow' approach in 2013.
- 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 from within Defence have been employed for ADFA.
- There continues to be a perception of a disconnect between what the Services say in relation to a posting to ADFA and the actual impact of the posting at ADFA on one's career/promotion.
- In 2012 there was still wide variability in the quality of staff posted at ADFA.
- The tenure of the COMDT AFDA is now 3 years which is a welcome development.
- 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.

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

Recommendation 11: The VCDF develop a strategy to allow for greater engagement between the Commandant and the ADF Service Chiefs.

Intent of Recommendation

As the institution that trains and educates the future leadership of the ADF, ADFA must be visible to the Service Chiefs. The Service Chiefs have a clear interest in the culture and outcomes of ADFA and a regular mechanism is required to ensure two way communication.

Implementation actions

The COMDT now has the opportunity to brief the Chiefs of Services Committee (COSC) every four months. The Audit has been provided with Agendum Papers for the COSC meetings for March 2012, July 2012 and December 2012 which update COSC on the implementation of actions emanating from the Review, identify any emerging issues and seeks COSC's endorsement of the RIT's current progress and proposed future directions. The sponsoring member is identified as the VCDF.

Audit findings

Reporting to COSC is a critical and powerful monitoring and accountability mechanism for the implementation of the recommendations and ensures that the CDF, VCDF and Service Chiefs are regularly briefed and can, when necessary, take corrective action. Prior to the Review this was not an avenue that was available to the COMDT. According to the COMDT this has opened up communication channels and enabled him to build stronger relationships with the CDF and Service Chiefs.¹

The outcomes of the COSC meetings confirm that the updates provided by the RIT have been noted and endorsed by COSC.²

Recommendation 12: The Commander, Australian Defence College, work with the Deputy Chiefs of Service in order to achieve the following outcomes:

- a) as one of their highest priorities, the provision of high quality staff to ADFA
- b) a stronger role for the Commandant in the selection of outstanding staff, with particular attention to increasing the representation of women
- c) a wider pool of good educators and positive role models for cadets by considering innovative solutions, such as separating rank and role
- d) a simplified process of removing underperforming staff and cadets to ensure expediency while maintaining due process and, in relation to the removal of staff, the least disruption to the supervision and training needs of cadets.

Intent of Recommendation

Staff are critical to the culture and environment at ADFA. Staff have a direct and powerful impact on undergraduate experience and what outcomes they achieve. Staff who want to be at ADFA and have the right skills and attributes are fundamental to the success of ADFA and the welfare of undergraduates. The Review's recommendations are designed to strengthen the quality and consistency of staff selected for posting to ADFA, to enhance the COMDT's role in selecting the right staff and in removing them if required. Similarly, the COMDT must have an increased role in removing underperforming undergraduates where this is indicated. The Review also found that ADFA would benefit from an increased representation of female staff in order to broaden the potential role models for undergraduates.

Implementation actions

Responsibility for actioning this Recommendation was formally delegated by the VCDF to COMADC on 17 March 2012.³ In the relevant Minute the VCDF states that:

You are to enlist the support of the Deputy Chiefs of Service in managing this task; I expect that you will delegate this task to COMDT ADFA and the ADC Reviews Implementation Team (RIT), and I also expect that the Deputy Chiefs will task their senior personnel managers with supporting this activity.

The Audit has also sighted a subsequent Minute from Deputy Chief of Navy to the Director General Navy Personnel actioning this matter and requesting advice on Navy postings to ADFA. ADFA informs the Audit that a copy of a similar directive was not registered and could not be located for Army or Air Force.

ADFA and the Career Management Agencies

On 10 July 2012, COMDT wrote to the Directors General – Personnel for each Service to progress work on this Recommendation.

A meeting between the COMDT and the Directors General – Personnel or their representatives took place on 24 July. This was a valued meeting as one participant noted:

It was a constructive discussion because all three of us have different career management mechanisms feeding all of our training institutions.⁴

There were no minutes or notes of outcomes from this meeting⁵ however a member of the Audit team subsequently met with the Directors-General of Personnel of each Service to get some feedback on the nature and outcomes of this meeting and progress on the implementation of this Recommendation. At these meetings, held on 21 November 2012, each of the Directors-General independently referred to an agreement that the COMDT would forward selection criteria for positions at ADFA for the career managers to assess potential candidates against. However, as at 21 November, each stated that they had not seen anything come back to them from ADFA. This was followed up by the Audit team with the RIT. On 30 November the RIT confirmed that they were currently reviewing the selection criteria and duty statements. The RIT also stated that they had requested that 'each of the Services provide us with the documents that they rely on when selecting potential staff for posting to ADFA'.⁶

On 12 February 2013 the Audit received a copy of the Duty Statement and Selection Criteria for an ADFA Divisional Officer noting that pending final ADFA clearance it would then be sent to the Career Management Agencies to assist in their selection of ADFA staff for 2014.⁷ The Audit notes that it has taken considerable time to get to this point, however, the revised duty statement which clearly reflects the capabilities, values, behaviours and leadership attributes required of Divisional Officers at ADFA is a positive development.

The Audit is unaware of similar developments in relation to other staff posted to ADFA.

Audit findings

There were a number of changes addressing this Recommendation that occurred in 2012. These are examined below.

Variability of staff

One of the key intentions of the Review's Recommendation was to address the wide variability of staff and to move towards an environment where the staff that were posted to ADFA wanted to be there and had the right skills and attributes. There is still some way to go in achieving this outcome. The revised duty statement for Divisional Officers, noted above, will assist in recruiting those who are the best fit for ADFA from 2014. However, interviews and focus groups at ADFA indicated that in 2012 there was still wide variability in the staff at ADFA.

Many staff at ADFA are excellent and are clearly having a positive impact, as noted by staff and undergraduates:

The staff here this year are definitely better, whether it's by chance or whether it's by good planning I'm not sure. Most of them seem to want to be here.⁸

I think our Division is very lucky. We have very active staff, they are really good. In that aspect it makes our lives easier. If you ask a question, you get a quick reply. They're on top of it. They're active. They're just really good.⁹

However, such high regard is not unanimous. Both undergraduates and staff have also suggested that variability is still present:

The staff haven't changed...There are some that are still happy to be here, but there are ones that would still admit, yes, I'm here for the next 18 months and two days and then I'm going back.¹⁰

Our DO last year didn't want to be here and he made it plainly obvious. He didn't help people; he did nothing. The difference between him and the DO we have this year who actually requested this posting has been amazing.¹¹

Staff selection

Selecting the right staff is critical. Notably, and for the first time, most of the incoming staff for 2013 came to meet the COMDT, Director ADFA Undergraduates, XO Undergraduates and Chief Instructor as part of a staff selection process.¹² This enables senior ADFA staff to inform incoming staff of their responsibilities because:

they need to understand where our concentration is in improving, particularly in regards to equity and diversity, inclusiveness, sexual ethics, and other ethics, those behavioural things which are really the essence of the Report.¹³

The Career Management Agencies noted that some changes that had taken place in the approach to selecting staff for 2012:

The Audit was informed that in Army:

[The COMDT] came back as I understand it and said look I'm held to account for mine and other's performance here and staff are critically important to that. I'd like to be engaged more on this in the future and I'd like to interview them...So we provided the names of those selected and they were going to be flown down for him to interview. I'm not sure whether that's occurred yet.¹⁴

In Navy, DO positions are now advertised and nominations are sought. Career Managers provide an initial order of merit based on selection criteria and the nominations of suitable applicants are then forwarded to respective training establishments for their endorsement prior to taking a posting action.¹⁵

We've brought in a process of panelling and rating people and actually calling for volunteers... that's probably the biggest step to get people that want to be there.¹⁶

However, in Air Force:

[ADFA] wanted to look at the possibility of the Commandant taking a more active role in the selection process. We didn't actually get to deal with that issue [but]...there is an intention to move for a more structured methodology for selection and we would need a definition statement of requirement from ADFA as to exactly what would be the nature of the skill set.¹⁷

Interviews with the COMDT or ADFA leadership before posting are still not the norm. The cost of conducting the interviews and any associated travel funding must currently be met by ADFA. The Audit cannot comment on the extent to which this may be a factor in the decision making as to whether to hold such interviews or not, but would urge Defence and the COMDT to prioritise this activity and ensure that funding is available.

The COMDT has noted that the timing of ADFA's action in 2012 has meant that not as much progress has been made in this area as he would have liked:

Now unfortunately we'd sat on our hands to a degree with respect to that particular recommendation. I would've liked earlier in the year to have gone out and done the same thing, to enable ADFA to inject into that selection process before the Services actually post their people...They post their people in about June/July, so that people have adequate notice of their removals and everything else. So this year [2012] we're behind the curve because people have already been posted. But what I did say to all the Directors-General and they agreed, when we talk to somebody if we just have this really uncomfortable feeling that this person isn't right then we'll go back. We can't veto, but we can say look, we're not really happy with this, can you look at an alternative person? Whereas where we'd like to get to is the interview occurs before they've physically posted.¹⁸

The Audit agrees that this would be a desirable outcome.

The Audit acknowledges that there are competing pressures across all training institutions and that Career Management Agencies need to balance supply and demand in a very dynamic environment. The Career Management perspective is that:

we're not in a position to say the best guys fill up all those posts...it's not a case of ADFA first and everybody else second...we have similar meetings with all these different organisations, who say 'we're really important, we need the first eleven'.¹⁹

We have a centralised career management model system which means that many parts of the Defence Force and particularly the Army get what they're given...We've recognised that our level of consultation with ADFA needs to be earlier and more comprehensive than probably any other part of Army. So we're now building into our cycle how we do that and how we do it best.²⁰

All of the Services indicated that they have a close relationship with the COMDT and if there is a problem with particular individuals they would respond and try to manage the issue, however, with the possible exception of Navy in some cases,²¹ ADFA is put in a position where it needs to be reactive, rather than proactive, in these instances:

If the Commandant interviews a person we select and he's not comfortable and he rings me, we'll do something about it.²²

If they believe we've missed something and they want to deselect then we'll deselect.²³

A dialogue has opened up between ADFA and the Career Management Agencies and the Audit welcomes these changes. However, 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.

Careers and Promotions Boards

The Review observed that:

There was a wide recognition from junior staff, senior ADFA leadership, and Career Management Agency staff that ADFA is not a prized posting. In particular, time at ADFA is not seen to contribute positively to career development. There is a perception that ADFA could lead to 'degradation' in the technical skills required for career progression, particularly in the Navy and Air Force.²⁴

The Review argued that this perception needs to change in order to attract staff with 'skills in dealing with young people, assessing risks to their safety and assisting in their development as the next generation of ADF officers'.²⁵

There is some evidence that there are changes in this area:

In our promotion boards now, one of the areas looked at is have you had a training role posting. We've got to make sure that that's reflected in the promotions and subsequent postings and that it doesn't count against you.²⁶

provision of high quality staff to ADFA is a high priority for Army and we are providing high quality staff...we will forcibly post if we need to. It's a positive career step.²⁷

If you go to the Air Force Promotion Board Guidance the Chief actually puts an emphasis on people who've been in educational training environment.²⁸

In addition to perceptions, each Service has different career models and structural issues with regards to posting staff to ADFA:

Most of our young [Navy] officers are on seagoing paths early on and the posting guys actually call it the gap year.²⁹ They look for people after you've got your primary qualification one or two years at sea and then a year out of the seagoing environment to be a Flag Lieutenant for an Admiral or a DO at the college or these sort of positions. Then they flow on to the next level of time at sea. In most of our cases, it's the PWO (Principle Warfare Officer) course which comes with a pay rise now. So we're finding a lot of them go 'Well, I don't want that year out, I want to go straight on the PWO course because that gives me my pay rise and I'll crack on'.³⁰

We [Air Force] don't see it as a place to put the best fighter pilot, the best shooter. We would rather put in a more mature educator, someone with background in a training environment. That has been our focus for a long time. We tend to load more admin logistics and leadership and management experience folk into there rather than operators.³¹

The Army career models for officers and soldiers neatly fits time posted into a training institution. So for Divisional Officers at Captain level, they will spend six years as Captain...Either a three or a two year slot is normally reserved for an instructional posting, whether that be a corp school, the Royal Military College, a recruit training centre or indeed ADFA...The benefit we have is that

the Officer Commanding positions at Major level and the Chief Instructor position are accredited as sub unit command or unit command as important career goals for Army Officers.³²

The tri-Service environment itself can pose a challenge:

I think it's part of the cultural thing for us. Most Service folk don't want to step out of the parent Service. It's just a part of it.³³

The Review was aware of these different Service models and structural incentives and disincentives. As a consequence the Review framed its recommendations around the selection process and the skills, qualities and knowledge required of staff in a work, residential and academic environment with young people. This should be achievable without necessarily challenging the structural context.

The Audit noted the messages presented to staff and undergraduates at the 2013 staff induction sessions³⁴ and YOFT,³⁵ that the staff were 'handpicked' and specifically chosen to be selected for ADFA because of their skills, qualities and attributes. This sends a very positive message to staff and undergraduates and the Audit encourages efforts to build pride and value in an ADFA posting.

However, it is also clear that there is still work to be done in actively changing perceptions about a posting to ADFA. Staff told the Audit that:

This is just the weirdest, strangest posting I've ever had! You're an orphan here. There is nothing to do with the ADF here...It's bordering on a punishment draft to come here.³⁶

There's a few who are probably here for punishment and there's probably even more who are here to get ticks in the boxes in terms of you know doing courses and getting promoted and getting a good write up.³⁷

There is a big lack of pride in anything here. A lot of people that I speak to when asked what they do they're like yes, I'm an officer in the military. That's really cool, where are you stationed? And they are ashamed to say they're here... it needs to come down from on high that this place isn't just a dumping ground for officers.³⁸

The Audit welcomes the efforts by the COMDT and the Career Management Agencies to begin to change perceptions by taking the message out to members:

Early next year [2013] we have to go on a roadshow within the career management agencies, reinforcing to them the importance, and we have to do it every year...It's a perk posting for Army to go to Duntroon, it has to be a perk posting to come to ADFA.³⁹

The Audit also understands that ADFA will be developing a communications campaign to promote ADFA as a desirable posting and plans to generate articles for Service Newspapers featuring current staff promoting experiences. This is to be progressed ahead of the recruiting timeline for 2014 and the Audit welcomes this approach.⁴⁰

Representation of women

Examination of the gender breakdown of ADFA military staff over the last three years indicates that there has been an increase in the number of military female staff at ADFA in 2012/13 to 20.7%, from 18.5% in 2011/12 and 14.2% in 2010/11.⁴¹ Over this three year period each Service has also posted a higher proportion of women to ADFA.⁴² While this is in keeping with the intent of the Recommendation the Audit was unable to locate evidence that this outcome has been achieved through a deliberate strategy.

The ADFA Report's review of international literature from comparable international military educational and training establishments found that:

the greater the presence of women, both in terms of the breadth of the roles they occupy, as well as their presence in leadership positions, the more likely women will be viewed as equal participants.⁴³

The Audit also found that female undergraduates at ADFA derived great value from having female staff around:

Most of the females have a completely different story about their career, which means that the female undergraduates know there's a lot of different options for them.⁴⁴

I found that earlier in the year too that the trainees, particularly the first years that we had come through, were really inquisitive and wanted to know about the female staff and what they'd gone through.⁴⁵

At an interpersonal level the Audit had the opportunity to observe the connection that was made between new female undergraduates and female staff during the YOFT Gender briefings.⁴⁶ The female staff who presented these sessions were powerful and positive role models for the new undergraduates who were able to provide information in a sensitive, informed and genuine manner. They offered their wisdom and experience and also shared with the undergraduates some of their personal stories about being a woman in the ADF. They also encouraged undergraduates to approach them and other female staff as mentors and guides.

The Audit welcomes the trend of an increasing number of military women being posted to ADFA and trusts that the Services will continue to pay particular regard to the representation of high performing women at ADFA. Implementation of a deliberate strategy to ensure steady representation of women should be considered.

Wider pool of good educators

It has been difficult to assess progress on the implementation of this part of the Recommendation as very little information has been received. The Audit notes that on the Communications Plan this item is marked at 'Not Applicable' and that it receives no attention on the RIT's Progress Matrix.⁴⁷ The only reference to the consideration of innovative solutions to sourcing a wider pool of good educators was in one discussion:

I noticed there was some rank-ranging options talked about. Air Force is more inclined to do that than the other two anyway. Navy is pretty flexible like that too, probably more flexible than Army...For me, it's not a rank issue because it's all AFS [Average Funded Strength] so as long as it's a position that Air Force owns that I'm filling, I can rank-range a bit.⁴⁸

But elsewhere, it was suggested that identifying specific skills for educators was not something that was a key concern in selecting educators, as 'all officers are expected to be able to instruct' as a key part of their duties, and 'people aren't differentiated' according to their abilities as educators.⁴⁹

The RIT states that:

The wider pool of good educators and positive role models for cadets is being met by external providers (both military and civilian) who are selected on the basis of skills and not rank.⁵⁰

The intent of this Recommendation was that a broader pool of military staff could be considered for a posting to ADFA based on their skills, attributes and preferences rather than the decision being driven by a linear career path which dictates certain postings at certain times in one's career. The provision of a wider pool of external providers does not meet the intent of this Recommendation and there is little information available on how it is to be progressed.

Underperforming staff

The Review found that ADFA's tri-Service nature makes it difficult to remove undergraduates and staff who have underperformed or displayed unacceptable behaviour which has failed to be rectified within a reasonable timeframe.⁵¹

The Review was mindful of workplace employment processes and issues of procedural fairness⁵² however, it noted that:

ADFA's military staff have responsibility for training, supervising and, in some cases, mentoring young people. Underperforming staff can therefore negatively impact on the treatment of women at ADFA by failing to deal appropriately with incidents of sex discrimination, sexual harassment or abuse, as well as by actively participating in such behaviour themselves.⁵³

The Review therefore recommended that the process for removing underperforming staff and undergraduates be simplified.

The Audit was aware that in relation to the removal of underperforming staff that the COMDT makes a recommendation to the respective Service Career Management Agency, a member of staff considers the recommendation and a decision is made. Further clarity was sought on who specifically has delegated authority to approve/disapprove this Recommendation. Feedback received stated that 'the decision maker would depend on the situation and rank of the individual involved. The decision to post the member from ADFA would ultimately rest within the Service of [the] member involved (usually the Career Management Agency). As at 28 February 2013 the process was still described as 'complicated' and 'worthy of discussion'.⁵⁴

It appears there has been some consultation with the Directors-General of the Career Management Agencies on this issue but there have been no moves on the part of the Services to delegate authority to the COMDT or to make it simpler:

I would be surprised if they had concerns about Navy staff there and my understanding is, certainly, that there would be mechanisms to represent that worst case through me if [the COMDT] wasn't getting any satisfaction through the posters.⁵⁵

I don't see that he [COMDT] would ever have the authority to remove someone from this organisation because it presents a whole lot of administrative issues, admin law, whereas I can take all that on.⁵⁶

[COMDT] did push us on [that] and [said] could I have that delegation? Could I have that authority? Again we're hesitant to delegate that authority any further for cadets but not for staff at all.⁵⁷

There has been no change to the process or authority of the COMDT to discharge an underperforming staff member. The Audit strongly advocates that each Service delegate the decision making authority for the removal of underperforming staff to the COMDT. This matter must be vigorously and definitively addressed as underperforming staff continue to pose significant risks to ADFA.

Underperforming undergraduates

With regard to undergraduates the Review heard that in several cases, staff appeared to resent what they feel is a situation in which it is difficult to remove underperforming undergraduates unless they are failing academically.⁵⁸ The Audit is aware that the COMDT has taken steps in order to have this authority delegated to him by the Services. According to the Career Management Agencies:

We did examine potentially passing PERS Regulations to the COMDT ADFA to terminate cadet service...We don't think it's been a happy experience for us because the legal nuances of termination and redress, formal warnings, censures impact upon it and specialised knowledge is required.⁵⁹

Now cadets, this is one place I am happy to have more of a conversation with more discretion from the Commandant, [but] it's often better to let the parent Service manage the end stage of a complex case.⁶⁰

The issue of removing underperforming undergraduates remains alive within ADFA. In interviews and focus groups the Audit was told that:

Cadets and midshipmen progress through here [but] if they were at other training institutions [they] would not.⁶¹

There needs to be more punishment and more discharge. If someone is found by a legitimate process to be actually a problem, a problem drinker, you know, frequent sexual harassment claims – whatever – then you need to be able to kick them out or at least punish them, give them serious punishment.⁶²

I think the issue is it's too hard to get kicked out of this place. So you can get away with a lot. The discharge system works the same for someone who's been in for 20 years, it is just as hard to discharge.⁶³

Despite discussion, the process for removing undergraduates appears to be unchanged. The COMDT must make a recommendation to the respective Service headquarters, a member of the personnel staff considers the recommendation and the Service makes the decision.

The Audit acknowledges that there will always be an element of negotiation given each Service's prerogative to consider their numbers, strengths and requirements, but it also notes the frustration and effect on morale that an inability to deal decisively and expeditiously with underperforming undergraduates can have. As for staff, the Audit strongly advocates that each Service delegate the decision making authority for the removal of underperforming undergraduates to the COMDT.

In summary, there is some progress on the implementation of Recommendation 12, however it is patchy. Substantive and systemic changes need to be built into career management processes in order to achieve the intent of this Recommendation.

Given the late start to the implementation of this Recommendation the opportunity to impact the staff selection process was largely lost for 2013. The Audit looks forward to the changes to be effected for the 2014 intake.

Recommendation 13: The tenure of Commandants should be for a minimum of three years and should not be reduced, other than in exceptional circumstances.

Intent of Recommendation

The Review found that since February 2006 there have been six Commandants (including two acting Commandants) at ADFA and that 'the level of turnover within ADFA's senior office hinders strategic direction and sustainable reform'.⁶⁴ Leadership stability has a positive influence on institutional outcomes.

Implementation actions

On 20 January 2012, MAJGEN Craig Orme, Commander of the Australian Defence College wrote to the VCDF endorsing this Recommendation:

as it will go some way to addressing the current deficiencies in ADFA's corporate memory, leadership, training and policy development.⁶⁵

On 7 March 2012 the VCDF wrote to the Directorate of Senior Officer Management (through CDF) endorsing this Recommendation. Further he requested that:

To enable close out of this Broderick recommendation I request confirmation of the implementation of these protocols and processes by 13 Apr 2012.⁶⁶

Audit findings

The Audit is aware that the current COMDT's tenure has been extended for its third year.⁶⁷ However in order to satisfy the intent of this Recommendation confirmation was required that this tenure will also apply to future ADFA Commandants.

On 6 November, 2012 the Audit sought a copy of the confirmation of the implementation of the protocols and processes requested by the VCDF. The RIT followed up this request on 4 December 2012. The RIT was advised in early January that:

the Director of Senior Officer Management (DSOM) advised that she cannot find a formal response back to us re the 3-year tenure however noted that decision was made to extend the current incumbent at the mid-year Star Planning Meeting (SPM) but this in itself does not ensure this will occur into the future. She will take the following action:

1. DSOM Admin notes on SPM will reflect the 3 year tenure requirement – to be ratified at Dec 17 SPM.
2. DSOM will speak to HR and have PMKEYS notes for the position changed to reflect 3 year tenure
3. DSOM will confirm when these are complete.

On 19 February the Audit was advised that the Position Manager Notes in PMKeyS now state the following:

Rotational BRIG(E) Position. Tri Service Position. Position tenure is to be no less than 36 mths IAW Broderick Ph1 Recommendation 13.

This is a welcome development.

Recommendation 14: ADFA provide staff with appropriate induction, education and training on:

- a) gender equality and the supervision of mixed gender environments
- b) pastoral, disciplinary and educational practices relevant to the supervision and care of 17-23 year olds in a residential setting.

Initial staff induction training should be supplemented by the creation of staff learning groups that are built on appreciative inquiry. The learning groups should be facilitated by an expert facilitator in partnership with ADFA.

Intent of Recommendation

The Review recognised that some staff arriving at ADFA have limited experience in a training and education environment with young people and indeed some have little, if any, experience working with women. This Recommendation attempts to redress this issue and allow an opportunity to build skills and awareness.

Implementation actions

The RIT states that this Recommendation is partially implemented and that:

ADFA staff have been provided with appropriate induction, education and training on gender equity and the supervision of mixed gender environments, including pastoral, disciplinary and education practices relevant to the supervision and care of 17-23 year olds in a residential setting. Staff learning groups have largely focused around common functions and how each group can build on success in their areas of responsibility.

A comprehensive survey of each cadet's assessment of all AMET training courses occurs at the end of a session of training. This survey provides feedback that each staff learning group uses as a basis for the priorities for continuous improvement.⁶⁸

Audit findings

Staff induction and training

The Joining Instructions for new staff in 2013 incorporate much of the intent of the Review's recommendations and are a significant improvement on the 2012 Joining Instructions.⁶⁹ The 2013 Joining Instructions now include:

- The Mission and Charter of ADFA
- An expanded section on Staff training which includes:
 - » reference to the 'opportunity for staff to learn about adolescent instructional technique'
 - » a requirement to participate in 360 degree feedback Leadership Development Workshop and scenario based seminars.
- Expectations that staff are familiar with *DI(G) PERS 35-3 – Management and Reporting of Unacceptable Behaviour*
- Expectations that staff are familiar with the newly developed Instructor's Code of Conduct (attached as an enclosure)
- A strong statement about ADFA's commitment to equity and diversity, encouragement to join the equity and diversity and SOSP networks and the contact name and number of the senior equity and diversity adviser.

These are all consistent with the intent of the Review's recommendations and the Audit commends ADFA on these improvements.

The newly developed Instructor's Code of Conduct reinforces ADFA's values and expectations and acknowledges the significant influence instructors have. This is a powerful and well-articulated document which was reinforced at many of the staff induction sessions attended by the Audit. The Instructor's Code is complemented by an ADFA Undergraduate Trainee Code of Conduct which is also linked to the ADFA values and outlines the behavioural expectation of trainees. Both these Codes emphasise the value of diversity and inclusiveness. The Audit is of the view that they are a welcome reference for the ADFA learning environment.

However, with respect to supplementing initial staff induction with the creation of staff learning groups, the RIT notes that key actions in support of this Recommendation are to 'gain the services of an expert AI (Appreciative Inquiry) facilitator in partnership with ADFA' and 'create staff learning (continuous improvement) groups to apply Appreciative Inquiry to AMET training.'⁷⁰ These items are ticked as having been achieved, however, the Audit did not receive evidence to support this conclusion.

The Audit team also had the opportunity to attend parts of the 2013 Academy Staff Induction and Training (ASIT) and Instructor Preparation Courses (IPC).⁷¹ The Audit also conducted a detailed comparison of the Staff Induction and Instructor Preparation Course schedules for 2012 and 2013.

The constraints noted in the ADFA Report are still present, i.e. an expectation that staff will be able to absorb a large amount of information in a short time, timing and delivery constraints.⁷²

Nevertheless, the Audit recognises that significant effort is being invested in incorporating the intent of the Review's recommendations into staff induction and training. There is an increased focus on drugs and alcohol, residential support, social media and reputation management, disciplinary processes and the management of international cadets.⁷³ There are more opportunities for workshops and interactive sessions in 2013⁷⁴ and more time devoted to building training skills.⁷⁵ There are genuine attempts to make sessions more relevant to ADFA, more interactive and scenario based, and where relevant, to highlight gender differences.

There is also evidence of applying adolescent training principles into an overall Adolescent Training Strategy at ADFA.⁷⁶ More emphasis is being placed on understanding young adults and working with minors and young adults.⁷⁷

These are all positive developments and the Audit commends ADFA on its significant efforts. While there are still areas for improvement, particularly as new presentations are developed and honed,⁷⁸ the Audit is confident that within the constraints of timetabling and Defence's mandatory training requirements, enhancements will continue to be made.

Undergraduate induction and training

The Audit team had the opportunity to observe parts of the 2013 Year One Familiarisation Training (YOFT) and other training that related to specific Review recommendations.

• YOFT

With so many Divisions to accommodate and so much material to get through, YOFT is a scheduling challenge. This is a critical socialisation phase and undergraduates are exposed to many different elements of their military careers in a very short period of time.⁷⁹

The Audit team observed that the recurring theme throughout YOFT related to helping undergraduates succeed. Undergraduates were consistently told that they would be challenged at ADFA, but that staff were always available to support and assist. They were also told repeatedly about the supports that are available to them and were encouraged to seek support.

The Chief Instructor (CI) attended most of the YOFT sessions observed by the Audit team. During YOFT the CI conducted an interactive workshop with all staff presenting sessions to provide feedback, discuss any issues arising and to modify presentations where necessary. At the end of YOFT, undergraduates completed an evaluation of YOFT to provide feedback on their experience and suggestions for change.⁸⁰ The CI analysed and distributed these results and convened a forum with staff to discuss the feedback. The feedback was overwhelmingly positive but also suggested particular areas for improvement. Utilising this feedback provides very positive opportunities for continuous improvement.

One of the sessions of particular interest to the Audit was the 'Gender Differences and the ADF' briefings. The results of the YOFT evaluation indicated that significantly fewer undergraduates found this session as valuable as many of the other sessions, with 66% of attendees 'strongly agreeing' or 'agreeing' that it was beneficial, compared with around 90% for most other YOFT sessions.⁸¹ After examination of the qualitative responses the CI suggested that many 'felt the subject material was "common sense" or "second nature" and accordingly, they derived no personal benefit from the presentation'.⁸² The Audit suggests that if these sessions are to continue, ADFA should seek feedback on how to refine and present this material so that it is meeting its learning objectives.

ADFA has actively incorporated adolescent learning principles into presentations (more interactive, less PowerPoint reliant, opportunities for small group discussion) and reworked some of the sessions so they are ADFA relevant. However many sessions were held in large formal lecture theatres, and there is still room for improvement in this area. Some sessions lend themselves readily to a more facilitative and discursive format (for example, ADFA Values, Workplace Behaviour, Security Awareness) and so perhaps more appropriate venues could be sourced for these sessions. While the Suicide Awareness session was an excellent example of delivering an interactive presentation within the constraints of a formal lecture theatre, this session may also benefit from a setting more conducive to smaller group discussion and interaction.

• Ongoing undergraduate training and feedback

The CI has initiated an online survey at the end of each session of training to receive undergraduate assessments of all AMET training courses and to gain feedback about how training can be improved. The CI analyses these surveys and provides feedback to staff.

The Audit received a copy of an email from the CI to all staff at ADFA providing feedback on the end of Session 1, 2012 surveys for each year group. In his feedback he notes that the results 'are a massive upward trend from the same time last year'.⁸³ In response to a request for further information from the Audit regarding these results, the CI clarified that the upswing was in obtaining useable survey results compared to previously received results that were of little practical use.⁸⁴

The CI provided an analysis of the results to all ADFA staff and followed this up with an open forum on 4 July 2012 to discuss the issues and address concerns. He requested feedback on his approach to providing this information and asked whether staff may prefer to receive this information in another way. The CI also provided this feedback to each year group of undergraduates.

These are positive ways of incorporating feedback from undergraduates, ensuring the continuous improvement of course content and delivery, and in the ongoing professional development of staff. The Audit trusts these efforts will continue and commends ADFA for the ongoing use of undergraduate feedback.

Recommendation 15: As part of their performance reviews, ADFA staff be assessed against, among other things:

- a) their capacity to implement equity and diversity principles
- b) confidential feedback from cadets and peers.

Intent of Recommendation

The Review was aware that the capacity to implement equity and diversity is a mandatory requirement for staff. As part of their performance reviews, all staff are assessed against their participation in mandatory training and their application of what they have learnt.⁸⁵ However the Review observed that this 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.

Implementation actions

ADFA has introduced a Life Styles Inventory/360 degree feedback process for all staff. This is a confidential process which provides feedback on strengths and developmental opportunities. The course is based on the Leadership and Ethics course convened in Navy as part of the New Generation Navy program. It examines ethical leadership and organisational culture, and develops the links between leadership and performance outcomes, and includes a 360 degree feedback session.⁸⁶ A member of the Audit team was invited to observe ADFA staff undertaking this course on 18 October 2012. Nine of the 15 participants in the course were posted to join ADFA in 2013.

ADFA also uses the PULSE (Profile of Unit Leadership Satisfaction and Effectiveness) climate survey to provide feedback to measure and receive feedback on personnel's experiences and perceptions, and staff receive feedback from undergraduate assessments (via online surveys) at the end of each block of training.⁸⁷

Audit findings

A comparison of the 2011 and 2012 Performance Appraisal Report (PAR) documentation for each Service indicated that there has been no change in this area.

Despite a number of requests over a period of time the Audit did not receive any direct evidence about specific changes to the PAR process to incorporate the feedback noted in the Recommendation. The RIT stated that PARs are different for each Service, and are reviewed periodically to reflect changes in the ADF Pay and Conditions Manual and/or Defence Enterprise Collective Agreement and/or to incorporate other organisational requirements.⁸⁸ The Review was aware of this when it framed its Recommendation.

The RIT acknowledged that the point of the Recommendation is to change behaviour but suggested that:

This is already done, because desired behaviours are reported on if they are absent. At ADFA the threat of a poor performance report is less motivating than peer pressure and competition with high performing staff (who are the norm).

And that:

The degree of adherence is usually not an issue, because any lack of adherence is unacceptable.⁸⁹

The evidence gathered by the Review, however, indicated that this is not always the case, hence the Recommendation.

The Audit did not observe performance feedback being provided to staff. However the RIT has confirmed that this feedback is provided and that 'poor application of equity and diversity' is discussed.⁹⁰ The confidential nature of performance assessment and the generic nature of the PARs mean it is difficult to provide assurance or evidence to the Audit that these elements are now better incorporated into performance feedback.

The Audit acknowledges that the combination of the LSI/360 degree feedback program, strategic use of PULSE surveys and ongoing feedback from undergraduates and peers provides avenues for issues to be raised and incorporated into performance appraisals.

These are powerful and effective mechanisms for professional development and strategic organisational responses to issues and ADFA is to be commended on these initiatives.

Given that the Life Styles Inventory/360 degree program was developed for Navy, there is a requirement to amend some of the elements to make it more relevant in a tri-Service environment. The Audit also suggests that, as in Navy, the coaching component be offered to assist ADFA staff to apply the learning gained in their workshop to enhance their leadership effectiveness.⁹¹ The Audit trusts that the ADF will support ADFA in ensuring this program continues to be delivered and is customised as appropriate, and that course participants be offered coaching to continue their leadership development.

Conclusion

There has been initial progress on the recommendations relating to ADFA's structure and staffing but there is inertia, particularly in relation to Recommendation 12. Change is slow and time has been lost. There is still a great deal of variability amongst the staff posted to ADFA and while there have been some positive moves to enhance the COMDT's role in staff selection, this opportunity was largely lost for the 2013 intake as the COMDT was only able to meet with staff after the posting decision was made. There is resistance from the Services to delegate authority to the COMDT to enhance his role in removing underperforming cadets and even more resistance in relation to staff. There is no evidence that this process has been simplified.

The Audit strongly advocates that each Service delegate the decision making authority for staff selection and for the removal of underperforming undergraduates and staff to the COMDT ADFA.

There have been positive changes to staff induction and training to better prepare staff for the ADFA environment, but little evidence of ongoing staff learning groups. Avenues for performance feedback have been enhanced but there is no evidence of change to the generic Service performance appraisal documents to date.

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- 1 Interview 1, CDRE B.J Kafer, 12 September 2012.
 - 2 On 6 November 2012 the Audit requested any minutes or outcomes of the COSC meetings to identify what, if any decisions had been made. On 3 December 2012 an email was received that states that no minutes are kept in accordance with the Business Rules for COSC (Dr N Miller, email to the Audit, 3 December 2012). According to these Business Rules, however, outcomes of the meeting will be distributed, that clearly stipulate decisions made during COSC (COSC Business Rules, Points 12, 13 and 15). A further email was sent on 13 December 2012 by the Audit requesting the outcomes of the COSC meetings. These were received on 12 February 2013 (Dr N Miller, email to the Audit, 12 February 2013).
 - 3 Office of the Vice Chief of the Defence Force, 'Minute VCDF/OUT/2012/79, Action Emanating from the Review into the Treatment of Women at ADFA ('Broderick Review' Phase One) – Recommendation 12', 17 March 2012, provided to the Audit by Dr N Miller, 28 September 2012.
 - 4 Interview 47, DG P-AF, B Rodgers, 21 November 2012.
 - 5 Dr N Miller, email to the Audit 'RFI 48-COMDT ADFA-CMA Meeting', 3 December 2012.
 - 6 S Longbottom, email to the Audit, 30 November 2012.
 - 7 'Revised ADFA Divisional Officer Duty Statement and Selection Criteria', provided to the Audit by Dr N Miller, 12 February 2013; Dr N Miller, email to the Audit, 12 February 2013.
 - 8 Interview 32, Army staff male, 16 October 2012.
 - 9 Focus group U1, Mixed Service 2nd year undergraduate male and female, 17 October 2012.
 - 10 Focus group U1, Mixed Service 2nd year undergraduate male and female, 17 October 2012
 - 11 Focus group U8, Mixed Service undergraduate women, 18 October 2012.
 - 12 Interview 1, CDRE BJ Kafer, 12 September 2012.
 - 13 Interview 1, CDRE BJ Kafer, 12 September 2012.
 - 14 Interview 48, A/DG CM-Army W Stothart, 21 November 2012.
 - 15 Royal Australian Navy, Navy People Career Management Agency, 'Minute, Selection of Navy Divisional Officer Positions', R11713852, 13 July 2012 stresses the importance of training establishment positions and that time there will be rewarded: "DOS in training establishments have an important role in the professional and personal development of our future officers and sailors. They need to be role models who will successfully embody and impart the discipline, decorum and values we seek in our men and women. Accordingly, HNPARG advocates the DO role as an important component of Navy junior officer development and as such, good performance will be rewarded. It is to be reserved for high calibre LEUTs who have demonstrated commitment to their own standards, as well as that of their subordinates."
 - 16 Interview 46, DG-Navy, P Leavy, 21 November 2012.
 - 17 Interview 47, DG P-AF, B Rodgers, 21 November 2012.
 - 18 Interview 1, CDRE BJ Kafer, 12 September 2012.
 - 19 Interview 46, DG-Navy, P Leavy, 21 November 2012. In further correspondence between the Audit and P Leavy on 10 May 2013, P Leavy commented that 'there is certainly a high priority on ADFA and other training related postings.'
 - 20 Interview 48, A/DG CM-Army W Stothart, 21 November 2012.
 - 21 With the exception that RAN Minute R11713852 (Royal Australian Navy, Navy People Career Management Agency, 'Minute, Selection of Navy Divisional Officer Positions', R11713852, 13 July 2012) opens up the possibility of the Training Authority endorsing applicants prior to NPCMA taking posting action.
 - 22 Interview 47, DG P-AF, B Rodgers, 21 November 2012.

- 23 Interview 48, A/DG CM-Army W Stothart, 21 November 2012.
- 24 Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p 24. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).
- 25 Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p 23. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).
- 26 Interview 46, DG-Navy, P Leavy, 21 November 2012.
- 27 Interview 48, A/DG CM-Army W Stothart, 21 November 2012.
- 28 Interview 47, DG P-AF, B Rodgers, 21 November 2012.
- 29 The term 'Gap Year' refers to time ashore in a training environment.
- 30 Interview 46, DG-Navy, P Leavy, 21 November 2012.
- 31 Interview 47, DG P-AF, B Rodgers, 21 November 2012.
- 32 Interview 48, A/DG CM-Army W Stothart, 21 November 2012.
- 33 Interview 47, DG P-AF, B Rodgers, 21 November 2012.
- 34 CDRE BJ Kafer, Academy Staff Induction and Training, 15 January 2013.
- 35 CDRE BJ Kafer, 'Commandant's Opening Address', Year One Familiarisation Training (YOFT), 28 January 2013.
- 36 Focus group S8, Mixed Service staff male, 16 October 2012.
- 37 Interview 37, Air Force undergraduate male, 16 October 2012.
- 38 Focus group U6, Mixed Service 3rd year undergraduate male and female, 17 October 2012.
- 39 Interview 1, CDRE BJ Kafer, 12 September 2012.
- 40 RIT, 'Communications Plan – Implementation of Broderick Phase One Recommendations', provided to the Audit by Dr N Miller, 28 September 2012.
- 41 The Audit notes that this seems to be due in large part to a sharp rise in the representation of Air Force women from 12.5% in 2010/11 and 6.8% in 2011/12 to 23.5% in 2012/13. Air Force, however, has the smallest representation of staff at ADFA. The Audit also notes there is a fall in Navy women's representation over the three years from 20% in 2010/11 and 15.6% in 2011/12 to 12% in 2012/13. 'ADFA Gender Breakdown', provided to the Audit by Dr N Miller, 11 February 2013.
- 42 Percentage of female staff posted to ADFA per Service: Navy; 14.8% in 2010-11, 18.3% in 2011-12, 19.2% in 2012-13, Army; 11.3% in 2010-11, 15.6% in 2011-12, 15.4% in 2012-13, RAAF; 17.8% in 2010-11, 23.5% in 2011-12, 30.8% in 2012-13, 'ADFA Gender Breakdown', provided to the Audit by Dr N Miller, 11 February 2013.
- 43 Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p xxvi. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).
- 44 Focus group S5, Mixed Service staff female, 16 October 2012.
- 45 Focus group S5, Mixed Service staff female, 16 October 2012.
- 46 ADFA, 'Healthy Lifestyles Gender Briefing' during YOFT, 8 February 2013.
- 47 RIT, 'Broderick Ph1 Review Implementation Progress Spreadsheet', provided to the Audit by Dr N Miller, 28 September 2012.
- 48 Interview 47, DG P-AF, B Rodgers, 21 November 2012.
- 49 Interview 48, A/DG CM-Army W Stothart, 21 November 2012; In a further clarifying email to the Audit on 26 April, W Stothart commented that people are not differentiated according to their abilities as educators 'unless it is specifically mentioned as a weak aspect of their performance in their reporting history', in which case they would not be of sufficient quality to be posted to ADFA.
- 50 RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012.
- 51 Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p 26. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).
- 52 RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012.
- 53 Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p 26. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).
- 54 Email exchange between CDRE BJ Kafer and CMDR S Craig February 2013, provided to the Audit by Dr N Miller 1 March 2013.
- 55 Interview 46, DG-Navy, P Leavy, 21 November 2012.
- 56 Interview 47, DG P-AF, B Rodgers, 21 November 2012.
- 57 Interview 48, A/DG CM-Army W Stothart, 21 November 2012.
- 58 Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p 26. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).
- 59 Interview 48, A/DG CM-Army W Stothart, 21 November 2012; In a further clarifying email to the Audit on 26 April 2013, W Stothart explained that his comments were based on a previous experience where this authority was delegated to another training centre. This experience indicated to him that there is a need to have specially trained and experienced staff to address termination notices which may involve complex and sensitive issues, and that it would be safer for this authority to be centralised. He noted that the COMDT has been assured that any termination action for Army undergraduates would be given the highest priority to address the problem of undue delay.
- 60 Interview 47, DG P-AF, B Rodgers, 21 November 2012.
- 61 Focus group S8, Mixed Service staff male, 16 October 2012.
- 62 Focus group U16, Mixed Service undergraduate male, 18 October 2012.
- 63 Focus group U6, Mixed Service 3rd year undergraduate male and female, 17 October 2012.
- 64 Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p 25. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).

- 65 MAJGEN C.W. Orme, 'Minute, ADC/OUT/2012/R10691362 – Formalisation of Three Year Tenure for ADFA Command', 20 January 2012, provided to the Audit by Dr N Miller, 28 September 2012.
- 66 Office of the Vice Chief of the Defence Force, 'Minute, VCDF/OUT/2012/61 – Commandant ADFA -Three Year Tenure', 7 March 2012, provided to the Audit by Dr N Miller, 28 September 2012.
- 67 RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012.
- 68 RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012.
- 69 ADFA, 'Undergraduates Staff Joining Instructions 2013', provided to the Audit by Dr N Miller, 19 February 2012; Joining Instruction, ADFA, 'Joining Instruction, ADFA – 2012 Staff', ADFA/OUT/2011/1268, provided to the Audit by Dr N Miller, 28 September 2012.
- 70 RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012.
- 71 On 15 January 2013, members of the Audit team attended the following sessions: Understanding Young Adults (Psych Theory); Working with Minors and Young Adults Policy; Privacy Practices; Drugs, Alcohol Physiology and ADFA policy; Use of the DFDA and DO at ADFA; Management of Foreign Cadets. On 16 January members of the Audit team attended the following sessions: Adolescent Learning Strategies; ADFA Instructor Evaluation, Mentoring and Management; Social Media and Reputation Management. On 21 January 2013, members of the Audit team attended the Mandatory Training Day which included sessions on Work Health and Safety, Equity and Diversity/Workplace Behaviour, Drugs and Alcohol, Ethics and Fraud, Suicided Awareness, Incident Response.
- 72 Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p 24. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).
- 73 ADFA, 'Drug and Alcohol Physiology and ADFA', presentation 15 January 2013; ADFA, 'Residential Support Officers', presentation 15 January 2013; ADFA, 'Use of the DFDA at ADFA', presentation 15 January 2013; ADFA, 'Management of Foreign Cadets', presentation 15 January 2013; AFP, 'Social Media and Reputation Management', presentation 16 January 2013.
- 74 For example, ADFA, 'DO/SNCO workshop', 16 January 2013; ADFA, 'Section meetings', 16 January 2013.
- 75 For example, Analysing, Designing and Developing, Conducting and Evaluating training programs, 17 and 18 January 2013.
- 76 RIT, 'Cultural Change Management at Australian Defence Force Academy', provided to the Audit by Dr N Miller, 28 September 2013.
- 77 ADFA, 'Understanding Young Adults (Psych Theory)', presentation 15 January 2013; ADFA, 'Working with Minors and Young Adults', presentation 15 January 2013.
- 78 For example, the session on Social Media and Reputation Management presented by the Australian Federal Police was meant to cover privacy, relationships and reputation management however there was a clear focus on privacy. Issues of more relevance to cadets may include expectations of behaviour, doing harm, reputation, loss of control/use of information. The session on Security Awareness should contain more emphasis on what to do in the event of threat or harassment in the residential setting. This will be further elaborated in Chapter 9 on the Accommodation and Supervision requirements.
- 79 For example, Customs and Traditions, Drill/Ceremonial, Administration, Healthy Lifestyles, Mandatory Training, Military Law, Weapon Training, Physical Training, First Aid, Field Craft, Defence Environment, 2013 YOFT Program.
- 80 Dr N Miller, email to the Audit, 14 March 2013.
- 81 Dr N Miller, email to the Audit, 15 March 2013
- 82 Dr N Miller, email to the Audit, 15 March 2013
- 83 Email correspondence between LTCOL B Kilpatrick and ADFA All Military Staff, 're: Session 1 AMET Summary', 18 June 2012, provided to the Audit by Dr N Miller, 19 November 2012.
- 84 Dr N Miller, email to the Audit, 12 February 2013.
- 85 RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012.
- 86 'Input For Broderick Review RFIs 105/106, NGN Program Overview', provided to the Review by CMDR A Westwood, 13 January 2012.
- 87 RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012.
- 88 Dr Neil Miller, email to the Audit, 27 February, 2013.
- 89 Dr Neil Miller, email to the Audit, 27 February, 2013.
- 90 RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012.
- 91 ADF, 'Navy Leadership Coaching Program', 12 December, 2011, provided to the Review by CMDR A Westwood, 17 May 2012.

Chapter 8:

Midshipmen and Cadets are Young People and Future Leaders

Recommendations 16-18

Key findings of Review

Given their age, most undergraduates enter ADFA without much 'real world' experience, with many having never lived away from home before.¹ The differing levels of maturity of undergraduates, combined with the pressures of living, working and studying together, can present substantial risk factors for ADFA.

In particular, the Review findings indicated that:

- A number of benefits may flow from the introduction of a single Service and work placement program for all Services. The primary benefit would be that undergraduates arrive at ADFA slightly older and with a greater level of maturity. In turn, this may decrease the likelihood of unacceptable behaviour.²
- There is a 'lack of comprehensive and effective mentoring opportunities for cadets',³ particularly with respect to female undergraduates.
- There have been instances of excessive consumption of alcohol among undergraduates which is an established risk factor for a range of inappropriate behaviours.⁴

In response, the Review made a number of recommendations designed to mitigate some of these risk factors.

In summary, the findings of the Audit indicate that:

- Substantial work has been undertaken in the development of a feasibility study which outlines a range of options for a single Service and work placement program for each of the Services. The Services have decided not to implement any of the proposed options on the basis that they were not feasible. Having explored the single Service placement options, the Audit considers further measures should be developed to meet the underlying intent of the Recommendation.
- The minimum entry age has been reviewed however it was decided that the age should not be changed due to recruitment imperatives.
- Recruitment options to address life differentials of male and female undergraduates were considered and it was decided not to undertake any further actions. After consultation with the Audit further options are now being explored.
- Options for a new mentoring program have been developed.⁵ As yet ADFA has not implemented the new program and no timetable for implementation has 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.

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

Recommendation 16: The VCDF, in association with the Services:

- a) explore first year single service training and work placement for all ADFA cadets. Options regarding this process should be completed within 12 months of the release of this report. The preferred option should be implemented in 2013 in readiness for the 2014 ADFA intake
- b) review the minimum entry age to ADFA to ascertain whether it is appropriate
- c) explore a range of cadet recruitment options for ADFA which recognise the different life course of women compared to men.

Intent of Recommendation

Undergraduates arrive at ADFA with differing levels of maturity, often without experience of living away from home. This presents substantial risk factors for ADFA. It was considered that a one year immersion in the chosen Service, similar to the Navy NOYO program, would yield more mature undergraduates which may in turn reduce the prevalence of unacceptable behaviour. In recognition that men and women sometimes have different life courses, the Review also recommended that different entry points be considered which could provide a range of more flexible options for entry to ADFA.

Implementation action

The RIT facilitated a comprehensive feasibility study to develop and assess a range of different options for each of the Services.⁶

The feasibility study took a two phase approach. The first phase 'focused on the common issues that each Service needed to address to ensure the practicality and financial viability of conducting Single Service Training and Work Placement (SST&WP).⁷ This involved collecting information in respect of the resources that would be required, such as infrastructure, financial and staffing.⁸

The second phase 'focused on options for SST&WP developed by each Service'. Pursuant to the relevant Minute 'each Service appointed officers to investigate and report on the possibilities and means of meeting the Recommendation'.⁹ As part of the process, UNSW was consulted as the options developed would have required UNSW to compress the current degree structure and therefore to change the existing contract with ADFA for the provision of education.¹⁰

For each Service, a preferred option was selected by the member delegated¹¹ to conduct the study for that Service and a recommendation was made to the relevant Service Chief. In summary, as stated in the feasibility study, the program was considered to be 'possible and could be conducted' however, 'the Service Chiefs did not consider the initiative to be feasible'.¹²

Parts b) and c) of the Recommendation were also considered, but ultimately dismissed by the Services in the feasibility study. During consultation between the Audit and the RIT it was suggested that further work was required for part c). Further examination is now being undertaken and preliminary options are being developed.¹³

Audit findings

Recommendation 16 a)

It is apparent from documents provided and from discussions with ADFA and other personnel that significant effort was invested in developing the feasibility study. The work undertaken has been extensive, with the feasibility study spanning a number of months.¹⁴ The Audit acknowledges that while each Service decided not to implement any of the proposed options, the requirement of the Recommendation was for single Service options to be explored.

The options presented in the study have been addressed, with multiple options developed and closely analysed for each Service. However the Audit notes that the feasibility study contains significant discussion on the barriers to implementation.¹⁵

In light of the decisions by each of the Service Chiefs not to implement a program, the Audit's primary concern is whether the intent of the Recommendation can be met through the introduction of other measures.¹⁶

In the feasibility study, Army refers to an 'enhanced commissioning model'.¹⁷ This model "maintained the fundamentals of the current ADFA commissioning model but included a number of enhancements to meet the intent [of] Recommendation 16." The study proceeds to list a number of enhancements which have been introduced since the ADFA Report was released.¹⁸

The Audit agrees that these enhancements in part address the intent of the Recommendation. However, they are not a direct response to Recommendation 16.

In respect of Army, the feasibility study states that 'a number of opportunities also existed for future enhancements'.¹⁹ The Audit has not received any evidence that these additional opportunities have been investigated or pursued and their current status is therefore unclear.

Given that the feasibility study has not resulted in any change, the Audit recommends that ADFA (and the RIT) and the Services continue to investigate strategies to achieve the intent of the Recommendation.

Recommendation 16 b)

The minimum entry age was reviewed as part of the feasibility study. The analysis determined that:

Increasing the minimum entry age would be detrimental as Defence is competing with universities, the public sector, and industry for the 'best and brightest' school leavers. There was consensus that if the entry age for ADFA is raised, school leavers will gain employment or university places elsewhere and it is much less likely that they will leave their employment or university studies when they reach the revised entry age to ADFA.²⁰

If the minimum entry age is to remain unchanged further emphasis should be given to meeting the intent of the Recommendation by developing strategies to minimise potential risks for young entrants.

Recommendation 16 c)

The Services looked briefly at this issue in the feasibility study and initially dismissed the prospect of making any changes.

Both Navy and Army did not explore this issue and deferred comments on the issue to Defence Force Recruiting, which has no specific plan for specific recruitment initiatives for ADFA which reflect the different life courses of women and men.²¹ Air Force briefly undertook some research to determine what the major life-course differences were between men and women and on the basis of that research declined to explore recruitment options. Their research found that:

the major life-course differential between women and men is motherhood. According to 2012 census data, the majority of women commence their families between the ages of 25 and 30. As their time at ADFA is usually over by age 25, Air Force was unsure of the necessity to develop recruitment options that 'recognise different life courses' at the stage of early adulthood. It was concluded that there are few 'life stage differences' between young women and men until the point of commencing parenthood.²²

The Audit finds that the intent of this aspect of the Recommendation was not adequately addressed in the feasibility study.

This concern was discussed with ADFA and a further potential option was provided to the Audit.²³ Instead of new recruits joining ADFA initially, the enrolment would be deferred for a period of years after which an ADFA posting would be allowed. This could accommodate either full time study or part time study combined with parental leave.²⁴

The Audit accepts that this is not a model which ADFA could implement alone. However, the model represents an analysis of the life differentials, beyond those briefly raised and dismissed in the feasibility study, in a creative and different way. The proposal is only in its inception and whilst there is no indication to date from ADFA or the ADF that it will be pursued the Audit welcomes this creative thinking and the continuing development of options to meet the intent of the Recommendation.²⁵

Recommendation 17: ADFA offer cadets a mentor, external to ADFA who may be drawn from a non-military background, to provide support and advice. Female cadets should be given the option to be placed with female mentors. Workplace-based mentoring programs targeting women that operate through universities, including UNSW, should be considered as a useful template.

Intent of Recommendation

Undergraduates arrive at ADFA with different maturity levels and varied life experiences. In combination with the difficulties that undergraduates face beginning a career in the military, there is a strong case for mentoring programs to provide support for undergraduates and to assist their development.

Implementation actions

The RIT has undertaken a review of existing mentoring programs and has provided the Audit with a mentoring options paper outlining two proposed options for a new program.²⁶ The analysis of existing programs contains a classification of the categories of mentoring at ADFA and a gap analysis to determine where further mentoring is required. The University of New South Wales (UNSW) Lucy Mentoring Program has also been examined.²⁷ The options developed include:

- Option one: a three day series of networking visits for female second year undergraduates.²⁸

This involves three days of visits and face to face discussions with women in senior leadership positions in policing, mining and other external organisations. Topics could include balancing work and family, succeeding in male dominated environments, leading teams, when to compromise, handling difficult situations, and support networks.²⁹

- Option two: an annual networking forum for all second year cadets, male and female.³⁰

This involves a visiting mentor to meet with all second year undergraduates, firstly to provide an address and secondly to be available for a series of focus groups and discussions with volunteer second year undergraduates.

The Audit has been advised, in response to Recommendation 10 b), that ADFA has begun a program of facilitating forums promoting women in the military.³¹ This is addressed in Recommendation 10.

Audit findings

The analysis of existing mentoring programs and the development of further mentoring options demonstrates a commitment by ADFA to address the Recommendation. The mentoring brief provided to the Audit is evidence that a substantial amount of work has been undertaken, however, to date neither of the developed options have been implemented. The delay means that enhanced mentoring was not available in 2012 and has not yet been agreed for 2013.³²

With respect to the proposed options developed by ADFA, there are concerns about the differences between the intent of the Recommendation and the proposed models. The Audit is concerned that:

- Female undergraduates are not being provided with *the option* to be placed with female mentors
- The UNSW Lucy Mentoring Program has been largely discounted as a template for the ADFA program due to a misperception that this is an employment based scheme and therefore not applicable
- There is a lack of regular and ongoing mentoring.

ADFA and the RIT have commented that it is not practical to provide mentors to over 1,000 undergraduates.³³ However, the Recommendation states that undergraduates *be offered* a mentor. The Audit does not anticipate that everyone would take up such an opportunity.

Further, according to the Recommendation, female undergraduates should be given the option to be placed with female mentors. The Audit does not consider that it is impractical to *offer* each female undergraduate a female mentor. According to data provided to the Audit, in 2011 women comprised approximately 21% of the ADFA undergraduate population. In 2011, there were 75 female undergraduates in first year, 71 in second year, 53 in third year and 26 female advanced students.³⁴ Given that not every female will necessarily take up the opportunity, and in light of these relatively low numbers, ADFA may be able to offer female undergraduates the opportunity to be placed with a female mentor. ADFA may also wish to consider a more targeted approach whereby only particular year groups are selected for a mentoring program.

The Recommendation also states that workplace-based mentoring programs targeting women that operate through universities, including UNSW, should be considered as a useful template. ADFA has examined the UNSW Lucy Mentoring Program and has considered its application to ADFA.³⁵ While ADFA has drawn on some of the applicable parts, it has dismissed large parts of the template on the basis that the program is too focused on employment opportunities and therefore not relevant to ADFA given that undergraduates are already employed by Defence. However, the stated aims of the Lucy Program do not include finding employment for the mentees. The objectives are focused on diversity of opportunities, the advantages of job satisfaction, providing an opportunity to work with senior women and encouraging active decision making.³⁶

The focus of the ADFA analysis is on barriers to implementation without adequately addressing the similarities and the extent to which the program may be applicable.³⁷ ADFA could also seek guidance from other external workplace-based mentoring programs that operate.

While not explicitly stated in the Recommendation, the ADFA Report notes that “[i]n summary, cadets would benefit from regular mentoring and advice.”³⁸ In contrast, the options for a new mentoring program involve either a three day series of visits or an annual event neither of which are based on regular mentoring.

The Audit reinforces the importance of the ongoing nature of mentoring.³⁹ In line with the intent of the Recommendation, the chosen option and other existing mentoring options should facilitate ongoing and regular mentoring for undergraduates.

Existing squadron mentoring program

While not part of the Recommendation itself, the existing squadron mentoring program was discussed in the ADFA Report. This is an existing mentoring system which pairs senior and junior undergraduates in semi-formal situations.⁴⁰ The first problem with this mentoring program became apparent during the Review in a focus group where an undergraduate commented:

they haven't really put you with people you have anything in common with. They're not necessarily people in your Service or your degree or maybe your sport or something like that like where it would be good if you know, you had an engineer with an engineer.⁴¹

Undergraduates also commented that mentoring did not occur on a frequent enough basis such that sufficiently deep relationships could be formed. For example, the Audit heard:

The mentoring program this year is a bit of a waste of time ...we've only seen them, associated with them maybe...four or five times. So we don't really even know them, so it's not like you actually talk to them about anything personal.⁴²

It was noted in the ADFA Report that this mentoring program is 'very new and requires close monitoring in order to ensure that it achieves its intended purposes.'⁴³ Despite the problems associated with the matching process being raised in the ADFA Report and the Review's accompanying comments that this needs to be addressed and monitored, the Audit was frequently told that this process remained deficient. For example, the Audit heard that for some squadrons the 'mentor group is based on your room number'⁴⁴ with no reference to the degree stream of the undergraduates. As stated in a focus group:

We have nothing in common in terms of our degree or career...And so if I have an issue... if I have a question about something, I'm not likely to go ask him because he's not going to be able to help me...So maybe when you do the mentor structuring, structure it a little better, so stick art students with art students and engineers with engineers.⁴⁵

However, other squadrons did respond to undergraduate feedback. For example:

in our second year we were part of a mentor group... and they were all mixed around and we didn't really have anything in common... Then this year they moved the mentor groups [to] degree streams first, because they asked everyone for their opinion of what they'd prefer. They went to degree stream and then tried to match the Services. So I'm pretty lucky.⁴⁶

The Audit requested documentation in respect of the matching process and was advised that 'this year [2013] all squadrons have aligned mentors with degree streams.'⁴⁷ The Audit supports this development.

It is suggested that the matching process for the mentoring program be closely monitored and adjusted in line with both undergraduate feedback and good practice.

Recommendation 18: As part of the ADF's overall review of alcohol, ADFA:

- a) review the pricing regime of drinks in the cadets' mess to minimise the risks associated with over consumption of alcohol
- b) ensure ongoing regular alcohol testing of cadets as provided by *Defence Instruction (General) Personnel 15-4 Alcohol Testing in the Australian Defence Force*.

Intent of Recommendation

The Review found that there is a culture of regular and heavy alcohol use among the ADFA undergraduate body. As demonstrated by wider research, excessive alcohol consumption is an established risk factor for a range of inappropriate behaviours.⁴⁸

Implementation actions

In direct response to part a) of the Recommendation, the Audit has been provided with evidence that the pricing regime has been reviewed and drink prices have been increased.⁴⁹

The prices have been amended to make them more consistent with the 'standard mark up and pricing regime of most Defence Messes'.⁵⁰ The documents indicate that in April 2012 an initial price increase was implemented,⁵¹ while a further increase was scheduled to be implemented in February 2013. This further increase means that the cost of beer is approximately 20% higher than the prices prior to the initial increase and the cost of pre-mixed drinks will have increased approximately 25%.⁵²

In response to part b) of the Recommendation, the approach undertaken by ADFA concentrated on three main areas:

- Increasing the use of alcohol testing
- Reviewing the areas in which alcohol testing can be conducted
- Increasing and maintaining the number of qualified testers and the testing devices.⁵³

As part of the holistic approach to alcohol management⁵⁴ ADFA has also revamped YOFT presentations and staff training on the use of alcohol. In line with the intent of the Recommendation ADFA has also undertaken other measures including:⁵⁵

- Reinforcing alcohol policy through the Commandant ADFA's Alcohol Directive regarding the use, supply, and management of alcohol⁵⁶
- Increased emphasis on alcohol education, including new alcohol consumption and management training in the ADFA Citizenship Package⁵⁷
- Development and display of posters reinforcing the importance of the responsible consumption of alcohol⁵⁸

- Banning of drinks with high alcohol, caffeine or guarana content⁵⁹
- Undergraduates have undertaken steps to clarify how to manage intoxicated persons, including creation of an 'Actions on Suspected Intoxicated Person' flowchart and 'ACM Bar Incident Log'⁶⁰
- Direct liaison with local nightclub and hotel managers
- Direct liaison with ACT Beat Police
- Liaison with the Australian Drug Foundation – Good Host and Good Sports programs.

Audit findings

Recommendation 18 a)

This holistic approach to alcohol management at ADFA is vital in achieving meaningful change in the use of alcohol. The comprehensive approach outlined above and the steps implemented evidence a concerted effort on the part of ADFA to address the problem of excessive alcohol consumption.⁶¹

Prices have been reviewed and most have been increased. Whether this measure in and of itself minimises risk is still open to question and should be carefully monitored.

This is particularly important in light of undergraduate and staff comments during the Audit's consultations at ADFA. The Audit commonly heard that the price changes are ineffective because undergraduates are paid highly and have few expenses, which means they are able to easily afford the higher prices. The Audit was told that

you could charge [undergraduates] \$10 a beer, they'd still have enough money to get drunk.⁶²

The increase in price hasn't really changed it that much. They've increased it, but we're all on a decent salary here.⁶³

Further, the Audit heard that price changes do not necessarily address the problem as undergraduates will choose to drink alcohol off base where their drinking is more difficult to monitor or supervise. For example, the Audit heard that:

One of those unintended consequences is that people drink outside the Academy and then you're not really under the supervision of all the security people that they have around, and staff.⁶⁴

Increasing the alcohol prices at the messes doesn't make any huge difference because it just pushes the problem elsewhere because [city establishments] will then lower their prices and have happy hour so they all go there first.⁶⁵

While the Audit commends ADFA on its comprehensive response to this issue, ADFA should continue to monitor whether the increased prices are minimising risks associated with over consumption of alcohol and develop further strategies if required.

Recommendation 18 b)

Prior to 2011 alcohol testing was conducted infrequently however in 2012 ADFA increased testing to a level that is unparalleled in previous years.

The increase in alcohol testing is significant as shown by these figures:

- 2010 – 28 Targeted tests⁶⁶
- 2011 – 824 Random and Targeted tests
- 2012 – 5,006 Random and Targeted tests.⁶⁷

This increase in testing is clear demonstration of ADFA's commitment to this issue and has been noted by undergraduates and staff.⁶⁸

The Audit heard that alcohol testing statistics are now being recorded by Service and Year.⁶⁹ Comprehensively recording such information provides great benefit to alcohol management at ADFA and should be maintained.

Related to the increased frequency of testing, ADFA has:

- increased the number of qualified alcohol testers from 7 to 24
- increased the number of testing devices from 2 to 7⁷⁰
- reviewed and widened the area in which testing may be conducted.⁷¹

These are essential ingredients of a comprehensive testing regime.

As part of the alcohol management program at ADFA, there is now 'a single coordinator for the program which ensures the program is managed and remains active.'⁷² This ongoing management is of critical importance to ensure that testing does not regress to the figures in 2010, either due to lack of will or by neglect.⁷³

In respect of the number of staff qualified to conduct alcohol testing, while the number as at 3 September 2012 was 24, at the end of 2011 there were only two.⁷⁴ The number of qualified testers must therefore be monitored to ensure that testing can be adequately conducted. The Audit has been advised that the 'plan at ADFA is to have all Divisional NCOs qualified as testers.'⁷⁵ As mentioned above, the appointment of a coordinator will ensure the consistency of the testing program.

The Audit has encountered some difficulty in determining the exact number and details of positive results for tests conducted in 2012 and in previous years. The results are stored as hard copies and in a format such that 'extraction into a useful readable format would be extremely time consuming.'⁷⁶ The Audit was advised that 'a non-identifying spreadsheet could be developed and maintained with minimal overhead once established.'⁷⁷ Recording the information in a manner that is easily accessible and in a way which lends itself to analysis and reporting will strengthen ADFA's ability to combat excessive consumption of alcohol and develop plans to address trends as patterns emerge from the data.⁷⁸

The Audit has been advised that the positive readings as at September 2012 were less than 1% of those tested.⁷⁹ While less than 1% is a low reading in percentage terms, in over 5,000 tests the raw number of undergraduates who tested positive is significant.

Presentations

ADFA has implemented enhanced training on drugs and alcohol for staff and undergraduates during staff induction and YOFT. The training is predominately delivered by the coordinator, referred to above, who is aware of the risks of excessive consumption of alcohol at ADFA and the connection with unacceptable behaviour.⁸⁰ These sessions, and the quality of the presenter, indicate that ADFA is committed to vigorously addressing these issues and the Audit congratulates ADFA on these efforts.

Conclusion

ADFA has undertaken substantial work in response to Recommendation 16. ADFA facilitated a comprehensive feasibility study which developed and explored options for a single Service work placement for all Services. However, each Service decided not to implement any of the options developed on the basis that they were not feasible.

The feasibility study also addressed parts b) and c) of the Recommendation. The Services decided not to amend the minimum entry age due to negative consequences for recruitment. The Audit recommends

that the ADF and ADFA develop other means by which the intent of this Recommendation can be achieved.

The Services initially dismissed the prospect of undertaking steps to explore different recruitment options which recognise the different life courses of men and women however after consultation with the Audit, the RIT is exploring further options.

ADFA has undertaken substantial work in examining existing mentoring programs and developing options for a new mentoring program. However a new mentoring program has not yet been implemented and no timetable for implementation has been provided. The Audit suggests that further work is required in this area to meet the intent of the Recommendation.

The Audit congratulates ADFA on its comprehensive and holistic approach to addressing excessive consumption of alcohol. The pricing regime has been reviewed and prices have increased. ADFA has also significantly increased the level of alcohol testing. A coordinator has been appointed and informative, targeted presentations have been delivered on this topic for both staff and undergraduates. The Audit suggests that ADFA continue to examine and monitor the link between excessive consumption of alcohol and unacceptable behaviours and further develop its excellent work in this critical area.

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- 1 Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p 90. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).
 - 2 Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p 89-90. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).
 - 3 Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p 91. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).
 - 4 Australian Bureau of Statistics, 'Risk Taking by Young People', Australian Social Trends, cat no 4120.0 (2008), www.abs.gov.au/AUSSTATS/abs@.nsf/Lookup/4102.0Chapter5002008 (viewed 26 August 2011); J Norris, 'The Relationship Between Alcohol Consumption and Sexual Victimization' (2008) *VAWnet: The National Online Resource Center on Violence Against Women*, pp 1-13. At www.vawnet.org/Assoc_Files_VAWnet/AR_AlcVictimization.pdf (viewed 26 August 2011); A Morgan and A McAtamney, 'Key Issues in alcohol-related violence' (2009) 4 *Research in Practice* 1, pp 1-8. At Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p 92. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013). In addition, this research was important given the empirical findings, namely that inexpensive prices of alcohol drinks coupled with undergraduates' high disposable income was cited by numerous consultation participants as a contributor to excessive alcohol use. The need to address this culture is of primary importance as it occurs at a formative period for undergraduates, at a time when drinking behaviours can become established.
 - 5 RIT, 'ADFA Mentoring Brief', provided to the Audit by Dr N Miller, 28 September 2012.
 - 6 Dr P Helson, 'Australian Defence College, Review Implementation Team, Single Service Training and Work Placement Feasibility Study', provided to the Audit by S Longbottom, 17 December 2012.
 - 7 Dr P Helson, 'Australian Defence College, Review Implementation Team, Single Service Training and Work Placement Feasibility Study', provided to the Audit by S Longbottom, 17 December 2012.
 - 8 To assist each Service with costing, a template was developed which included each of these core requirements. This template was then sent to the relevant representatives from each Service to be completed. Dr P Helson, 'Australian Defence College, Review Implementation Team, Single Service Training and Work Placement Feasibility Study', provided to the Audit by S Longbottom, 17 December 2012.
 - 9 Office of the Vice Chief of the Defence Force, 'Minute, Action Emanating from Review into Treatment of Women at ADFA ('Broderick Review' Phase One) – Recommendation 16', VCDF/OUT/2012/77, 18 March 2012, provided to the Audit by Dr N Miller, 28 September 2012.
 - 10 While the Recommendation did not mandate that the academic program be shortened to cater for the single Service program, the Services decided that the overall length that undergraduates spend at ADFA was not to be increased. See Dr P Helson, 'Australian Defence College, Review Implementation Team, Single Service Training and Work Placement Feasibility Study', provided to the Audit by S Longbottom, 17 December 2012.
 - 11 Dr P Helson, 'Australian Defence College, Review Implementation Team, Single Service Training and Work Placement Feasibility Study', provided to the Audit by S Longbottom, 17 December 2012.
 - 12 Dr P Helson, 'Australian Defence College, Review Implementation Team, Single Service Training and Work Placement Feasibility Study', provided to the Audit by S Longbottom, 17 December 2012.
 - 13 Dr S Mugford, 'A suggestion around alternative entry because of life course differences', provided to the Audit by S Mugford, 13 February 2013.

- 14 Dr P Helson, 'Australian Defence College, Review Implementation Team, Single Service Training and Work Placement Feasibility Study', provided to the Audit by S Longbottom, 17 December 2012. While the document itself may have been completed in November 2012, the length is misleading as this includes the time after the recommendations were submitted to the relevant Chiefs and decisions had been made. For example, the Audit has been provided with the decision from the Chief of Navy which is dated 17 August 2012.
- 15 For example, throughout the feasibility study the costs associated with a new contract for a compressed UNSW degree are overplayed. When addressing the cost of the compressed degree, the relevant cost is the amount that is in addition to the current contractual cost however the cost is often noted as being the entire amount. That is, the current cost plus the additional cost. The effect of this is that the compressed degree is made to appear substantially more expensive than the reality. See Dr P Helson, 'Australian Defence College, Review Implementation Team, Single Service Training and Work Placement Feasibility Study', provided to the Audit by S Longbottom, 17 December 2012.
- 16 Despite the placement options not being implemented, having consulted with staff and undergraduates who live and work at ADFA there is a widespread belief that undergraduates would benefit greatly from a program similar to NOYO. This belief extends to any other factors which might increase their age or maturity, as commented by an academic staff member, 'Now you can't make a gap year compulsory, but I wish we could, because it would do a lot of them the world of good.' Focus group S1, Staff male and female, 17 October 2012.
- 17 Dr P Helson, 'Australian Defence College, Review Implementation Team, Single Service Training and Work Placement Feasibility Study', provided to the Audit by S Longbottom, 17 December 2012.
- 18 These include: improved methods of instruction in conjunction with an adolescent learning strategy, improved equity and diversity training, improved guidance and training on the use of social media and acceptable use of alcohol, and development of a sexual ethics program.
- 19 These include: continued emphasis on the deliberate selection and positing prioritisation of Army instructors to ADFA, reintroduction of the Guidance Officer Scheme, improved student to instructor ratios, and a pilot program to allow some students to conduct the first year of their degree at a civilian university.
- 20 Department of Defence, 'COSC Agendum Paper 76 of 2012 – Update on Australian Defence College's Actions Emanating from 'Pathway to Change': Evolving Defence Culture', 10 December 2012, provided to the Audit by Dr N Miller, 26 February 2013.
- 21 Dr P Helson, 'Australian Defence College, Review Implementation Team, Single Service Training and Work Placement Feasibility Study', provided to the Audit by S Longbottom, 17 December 2012.
- 22 Dr P Helson, 'Australian Defence College, Review Implementation Team, Single Service Training and Work Placement Feasibility Study', provided to the Audit by S Longbottom, 17 December 2012.
- 23 Dr P Helson, 'Australian Defence College, Review Implementation Team, Single Service Training and Work Placement Feasibility Study', provided to the Audit by S Longbottom, 17 December 2012.
- 24 Dr S Mugford, 'A suggestion around alternative entry because of life course differences', provided to the Audit by Dr S Mugford, 13 February 2013.
- 25 ADFA and the ADF should continue to develop options which involve flexibility and take into consideration life differentials. For example, the ADF currently has a program 'Defence University Sponsorship' in which university students who have completed a specified portion of their engineering or health degree are eligible to be sponsored by the ADF for the remainder of the degree. Following completion, the sponsored individual undergoes initial officer training with service obligations for the number of years that the member was sponsored plus an additional year, with a minimum of three years. This type of program addresses life course differentials and the Audit encourages ADFA to continue to develop options along these lines. Department of Defence, Defence University Sponsorship, <http://www.defencejobs.gov.au/education/universitysponsorship/> (viewed 14 March 2013); email from P O'Neill to S Mugford, 20 February 2012, provided to the Audit by S Mugford, 20 February 2013.
- 26 RIT, 'ADFA Mentoring Brief', provided to the Audit by Dr N Miller, 28 September 2012.
- 27 RIT, 'ADFA Mentoring Brief', provided to the Audit by Dr N Miller, 28 September 2012.
- 28 RIT, 'ADFA Mentoring Brief', provided to the Audit by Dr N Miller, 28 September 2012.
- 29 Some of the core objectives outlined in the mentoring brief include providing an opportunity for female undergraduates to see and talk to women who have reached senior leadership positions, gain answers to relevant questions and learn strategies and tactics that work for women, gain confidence and resilience, gain insights into common themes, motivate female cadets to work through challenges that they will face, and to build relationships and develop useful networks. The program is focused on showing female undergraduates how women in male dominated industries can achieve senior leadership positions. See RIT, 'ADFA Mentoring Brief', provided to the Audit by Dr N Miller, 28 September 2012.
- 30 RIT, 'ADFA Mentoring Brief', provided to the Audit by Dr N Miller, 28 September 2012.
- 31 RIT, 'Broderick Ph1 Review Implementation Progress Spreadsheet', provided to the Audit by Dr N Miller, 28 September 2012.
- 32 In respect of the current status of the mentoring programs, during discussions with Dr N Miller of the RIT it was noted that scheduling difficulties have delayed implementation.
- 33 RIT, 'ADFA Mentoring Brief', provided to the Audit by Dr N Miller, 28 September 2012; RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012; RIT, 'Communication Plan: Communicating Cultural Change' Annex K, provided to the Audit by Dr N Miller 12 November 2012. The documents also comment that this was agreed by Commissioner Broderick.
- 34 Australian Defence Force Academy, 'Task 100 and task 80 Amended ADFA Cadet and Women intake stats (2001-2011) verified with annual reports', provided to the Review as part of Phase One of the Report.
- 35 RIT, 'ADFA Mentoring Brief', provided to the Audit by Dr N Miller, 28 September 2012. Similarly, the ADFA Strategic Communication Plan states that 'ADFA is also exploring a range of other options for expanding mentoring opportunities for

- midshipmen and officer cadets including various mentoring programs in Australian universities'. RIT, 'Communication Plan: Communicating Cultural Change' Annex K, provided to the Audit by Dr N Miller 12 November 2012.
- 36 Office for Women's Policy, 'The Premier's Lucy Mentoring Program, Participant Manual', provided to the Audit by Dr N Miller, 28 September 2012.
- 37 For example, the ADFA mentoring brief comments that ADFA 'has both similarities and differences to NSW universities' but then only outlines the key differences. RIT, 'ADFA Mentoring Brief', provided to the Audit by Dr N Miller, 28 September 2012.
- 38 Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p 92 At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).
- 39 While not forming a significant part of option one, the mentoring brief does briefly note that these senior women 'have agreed to be available for the longer term, should individual cadets, or a group of cadets wish to engage with them.' See RIT, 'ADFA Mentoring Brief', provided to the Audit by Dr N Miller, 28 September 2012.
- 40 Pursuant to the Kafer Review, CDRE BJ Kafer, *Report of the Review of the Australian Defence Force Academy Military Organisation and Culture*, Australian Defence Force Academy 2010 1104615/1, and as part of the cadet squadron restructure this mentoring program was established.
- 41 Cadet Focus Group in Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p 15. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).
- 42 Interview 13, Army undergraduate male, 15 October 2012.
- 43 Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p 16. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).
- 44 Focus group U7, Mixed Service undergraduate female, 17 October 2012.
- 45 Focus group U2, Navy undergraduate, 17 October 2012.
- 46 Focus group U2, Navy undergraduate, 17 October 2012.
- 47 Request for information sent by Audit on 11 December 2012. Response received from Dr N Miller, email to the Audit containing response from CMDR S Craig, 20 February 2013.
- 48 Australian Bureau of Statistics, 'Risk Taking by Young People', Australian Social Trends, cat no 4120.0 (2008), www.abs.gov.au/AUSSTATS/abs@.nsf/Lookup/4102.0Chapter5002008 (viewed 26 August 2011); J Norris, 'The Relationship Between Alcohol Consumption and Sexual Victimization' (2008) *VAWnet: The National Online Resource Center on Violence Against Women*, pp 1-13. At www.vawnet.org/Assoc_Files_VAWnet/AR_AlcVictimization.pdf (viewed 26 August 2011); A Morgan and A McAtamney, 'Key Issues in alcohol-related violence' (2009) 4 *Research in Practice* 1, pp 1-8. In Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p 92. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013). The need to address the excessive consumption of alcohol at ADFA is of primary importance as it occurs at a formative period for undergraduates, at a time when drinking behaviours can become established.
- 49 RIT, 'Minute, Review of Drinks Pricing', RIT/ALC/2012/9/27(1), provided to the Audit by P O'Neill, 13 December 2012; RIT, 'Audit Drinks Price Comparison', provided to the Audit by Dr N Miller, 28 September 2012.
- 50 RIT, 'Minute, Review of Drinks Pricing', RIT/ALC/2012/9/27(1), provided to the Audit by P O'Neill, 13 December 2012. With respect to the reasons for the price changes, the drinks pricing minute notes that the majority of drinks consumed were beers and premixed drinks, and that these 'were being sold at or below cost price' and 'below the standard Defence Mess pricing regime of a 15% mark up.'
- 51 RIT, 'Minute, Review of Drinks Pricing', RIT/ALC/2012/9/27(1), provided to the Audit by P O'Neill, 13 December 2012. In April 2012 the following price changes were implemented:
- Average price increase of 12% for beers
 - Average price increase of 9% for premixed drinks
 - Average price decrease of 19% for wines.
- 52 RIT, 'Minute, Review of Drinks Pricing', RIT/ALC/2012/9/27(1), provided to the Audit by P O'Neill, 13 December 2012.
- 53 RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012; RIT, 'Broderick Ph1 Review Implementation Progress Spreadsheet', provided to the Audit by Dr N Miller, 28 September 2012.
- 54 ADFA has been the subject of a number of reviews, most relevant to this Recommendation is the Hamilton Review. While the Review's Recommendation in respect of alcohol focused on the pricing and testing of alcohol, the Recommendation was intended as part of a broader holistic approach to the management of alcohol at ADFA. Prof. M Hamilton, *The Use of Alcohol in the Australian Defence Force* (2011). At <http://www.defence.gov.au/pathwaytochange/docs/useofalcohol/index.htm> (viewed 15 March 2013).
- 55 Other measures implemented include:
 Alcohol Risk Management Plans are to be developed for activities involving alcohol. See RIT, 'Broderick Ph1 Review Implementation Progress Spreadsheet', provided to the Audit by Dr N Miller, 28 September 2012; CDRE BJ Kafer, 'Commandant's Directive 5/12 – Use, Supply and Management of Alcohol by Defence Personnel Under My Command/ Supervision and in The Australian Defence Force Academy Precinct', Department of Defence, May 2012, provided to the Audit by Dr N Miller, 28 September 2012.
 Investigating and taking steps to achieve Good Hosts accreditation. See 'RFI 3.75 Response', provided to the Audit by P O'Neill, 13 December 2012; Australian Drug Foundation, 'Hospitality Management Program – Timelines and Actions Required Oct-Dec 2012' provided to the Audit by P O'Neill, 13 December 2012.
 In addition to staff being trained in the Responsible Service of Alcohol, selected undergraduates have been trained and are involved in monitoring consumption of alcohol in the Cadets' Mess. See RIT, 'Communication Plan: Communicating Cultural

- Change', Annex K, provided to the Audit by Dr N Miller, 12 November 2012; RIT, 'Cultural Change Management at Australian Defence Force Academy', provided to the Audit by Dr N Miller, 28 September 2012.
- Staff training includes not glorifying the use of alcohol. See CDRE BJ Kafer, 'Commandant's Directive 5/12 – Use, Supply and Management of Alcohol by Defence Personnel Under My Command/Supervision and in The Australian Defence Force Academy Precinct', Department of Defence, May 2012, provided to the Audit by Dr N Miller, 28 September 2012.
- Additional alcohol requirements have been implemented, such as to requirements to serve food at events involving alcohol, to offer non-alcoholic drink options, to offer low alcohol percentage drinks at a lower price, and a drink ticket system for events involving alcohol. See CDRE BJ Kafer, 'Commandant's Directive 5/12 – Use, Supply and Management of Alcohol by Defence Personnel Under My Command/Supervision and in The Australian Defence Force Academy Precinct', Department of Defence, May 2012, provided to the Audit by Dr N Miller, 28 September 2012.
- As outlined in the Academy Cadets' Mess Alcohol Management Plan, undergraduates have undertaken steps to clarify how to manage intoxicated persons, including creation of an 'Actions on Suspected Intoxicated Person' flowchart and 'ACM Bar Incident Log'. See 'Academy Cadets' Mess Constitution and Rules', provided to the Audit by P O'Neill, 13 December 2012.
- 56 CDRE BJ Kafer, 'Commandant's Directive 5/12 – Use, Supply and Management of Alcohol by Defence Personnel Under My Command/Supervision and in The Australian Defence Force Academy Precinct', Department of Defence, May 2012, provided to the Audit by Dr N Miller, 28 September 2012.
- 57 RIT, 'Communication Plan: Communicating Cultural Change', Annex K, provided to the Audit by Dr N Miller, 12 November 2012.
- 58 RIT, 'Cultural Change Management at Australian Defence Force Academy', provided to the Audit by Dr N Miller, 28 September 2012; ADFA, 'Our Commitment to Responsible Alcohol Use', provided to the Audit by Dr N Miller, 28 September 2012.
- 59 RIT, 'Communication Plan: Communicating Cultural Change', Annex K, provided to the Audit by Dr N Miller, 12 November 2012.
- 60 'Academy Cadets' Mess Constitution and Rules', provided to the Audit by P O'Neill, 13 December 2012.
- 61 While these measures do address the intent of the Recommendation, the focus of the Audit is the direct implementation of Recommendation 18.
- 62 Interview 12, Army staff male, 15 October 2012.
- 63 Focus group U7, Mixed Service undergraduate female, 17 October 2012.
- 64 Focus group U7, Mixed Service undergraduate female, 17 October 2012.
- 65 Focus group S11, Mixed Service staff male and female, 18 October 2012.
- 66 Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p 19. In <http://www.humanrights.gov.au/defencereview/index.html> (viewed 26 February 2013).
- 67 Email correspondence between P Wetherspoon, S Craig and P O'Neill September 2012, provided to the Audit by P O'Neill, 13 December 2012; ADFA, Drugs and Alcohol presentation, 21 January 2012. The Audit notes that the alcohol testing program also ensures the testing of staff at ADFA. Staff are tested in the same manner that undergraduates are which is important for undergraduates to witness.
- 68 Some staff were able to compare the current testing regime with their experiences when they came through ADFA as a cadet. One staff member commented 'that's certainly a level of testing that I've not seen anywhere else in Defence and certainly wasn't prevalent here when I was coming through.' The Audit also attended a series of presentations during the ASIT and IPC training and the mandatory training in January 2013. During the presentation on drugs and alcohol it was commented in respect of alcohol testing that 'last year we went over the top to put the idea in their heads and over the next six months it is important to cement this. After which the first years and those coming in will not know any differently.' Interview 12, Army staff male, 15 October 2012; ADFA, Drugs and Alcohol presentation, 21 January 2013.
- 69 ADFA, Drugs and Alcohol presentation, 21 January 2013.
- 70 RIT, 'Communication Plan: Communicating Cultural Change', Annex K, provided to the Audit by Dr N Miller, 12 November 2012.
- 71 RIT, 'Response to RFI 3.76', provided to the Audit by P O'Neill, 13 December 2012.
- 72 Email correspondence between P Wetherspoon, S Craig and P O'Neill September 2012, provided to the Audit by P O'Neill, 13 December 2012.
- 73 As previously outlined, the frequency of testing has increased from just 28 in 2010, to 824 in 2011 and to over 5,000 in 2012. While the increase is significant, the Recommendation requires testing to be administered consistently in line with DIG 15-4. The challenge will be to ensure that testing is consistently undertaken at required levels and does not return to pre-review levels in the future.
- 74 RIT, 'Response to RFI 3.76', provided to the Audit by P O'Neill, 13 December 2012.
- 75 RIT, 'Response to RFI 3.76', provided to the Audit by P O'Neill, 13 December 2012.
- 76 RIT, 'Response to RFI 3.76', provided to the Audit by P O'Neill, 13 December 2012.
- 77 Email correspondence between P Wetherspoon, S Craig and P O'Neill September 2012, provided to the Audit by P O'Neill, 13 December 2012.
- 78 The Audit notes ADFA's policy in respect of additional follow-up testing for undergraduates who record a positive reading. An internal ADFA email provided to the Audit containing a break-down of positive readings notes 'Repeat Offender' next to one of the entries, which is of clear importance in tracking and monitoring problematic alcohol use. A database which makes such information easily accessible would benefit ADFA's alcohol management program. Email correspondence between P Wetherspoon, S Craig and P O'Neill September 2012, provided to the Audit by P O'Neill, 13 December 2012.
- 79 RIT, 'Response to RFI 3.76', provided to the Audit by P O'Neill, 13 December 2012; Email correspondence between P Wetherspoon, S Craig and P O'Neill September 2012, provided to the Audit by P O'Neill, 13 December 2012; RIT, 'Communication Plan: Communicating Cultural Change' Annex F, provided to the Audit by Dr N Miller 12 November 2012.
- 80 P Wetherspoon, presentation at Staff Training, 16 January 2013 and 21 January 2013; Keep Your Mates Safe presentation, 19 February 2013.

Chapter 9:

Accommodation and Supervision

Recommendations 19-21

Key findings of Review

- High profile incidents that occurred in the residential accommodation made accommodation and supervision an area of particular concern to the Review.
- Well supervised residential settings can significantly minimise the risk of unacceptable behaviour.
- The residential setting at ADFA is a complex place, encompassing home, place of study and place of work for undergraduates.
- Inadequate supervision of cadets had given rise to situations where policies and processes aimed at fostering gender equality and respectful relationships were disregarded.
- The 2011 Unacceptable Behaviour (UB) survey found that a high percentage of undergraduates (74% of women, 30% of men) had experienced behaviour they found unacceptable in the previous year.¹ The 2011 survey did not ask about where the behaviour occurred, however anecdotal evidence and incident reports suggest that much occurred at ADFA.
- The Review made three recommendations about accommodation and supervision, including conducting an OH&S risk assessment of the live-in accommodation, establishing a residential advisors scheme, and investigating options for greater interaction and safety precautions in the accommodation.

In summary, the findings of the Audit indicate that:

- The broad crime assessment of the ADFA grounds conducted in response to the Review, while not without merit, does not in isolation address the intent of Recommendation 19.
- The establishment of a Residential Support Officers (RSO) scheme has been a success, however issues of attraction and resources have threatened the scheme's continued existence.

- More live-in accommodation for staff on the ADFA/RMC Duntroon grounds is not possible at this time.
- A set of principles 'addressing women's security and safety and promoting the better engagement between staff and cadets in the residential setting' (as per Recommendation 21 c)) has not been developed. Not engaging in this area 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.²

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

Recommendation 19: As a priority, ADFA instruct an Occupational Health and Safety specialist to conduct a risk assessment of the residential accommodation, including bathrooms, to identify the existence and level of risk to cadets arising from mixed gender living arrangements. ADFA should implement the recommended risk minimisation strategies arising from this assessment.

Intent of Recommendation

There is a need for further and better assessment of the risks which arise within ADFA's residential setting, particularly for young women. There is also a need to develop and implement appropriate risk management strategies.³

Implementation actions

ADFA organised for the AFP to conduct a risk and crime assessment of the ADFA grounds. The tool that the AFP used was called the Crime Prevention Through Environmental Design (CPTED) strategy.⁴

The CPTED is described as:

a situational crime prevention strategy that focuses on the design, planning and structure of cities and neighbourhoods. It aims to reduce opportunities for crime by employing design and place management principles that minimise the likelihood of essential crime ingredients from intersecting in time and space.⁵

This strategy employs a pro-forma checklist that examines 100 areas within seven groupings (surveillance, lighting/technical supervision, territorial reinforcement, environmental maintenance, activity and space management, access control, and design, definition and designation of space) and assesses each as good or bad, then interprets the results through a risk matrix to arrive at a rating.⁶

The report rated ADFA as a low-moderate crime risk, and its recommendations included the installation of additional lighting and CCTV, and more engagement with police, security and maintenance workers.⁷ Similar recommendations were made by the Base Security Improvement Project, and work is being done on implementing these.⁸

Audit findings

Recommendation 19 sought an examination of the ‘residential accommodation, including bathrooms, to identify the existence and level of risk to cadets arising from mixed gender living arrangements’. What was provided by the AFP was a broad crime risk assessment of the entire ADFA grounds, namely the external environment. The assessment completed is not without merit, but it does not address the intent of Recommendation 19.

The CPTED provides for a broad community and crime assessment, rather than the more localised OHS/WHS assessment of the residential accommodation the Review envisaged and the particular risks of a mixed gender environment for a cohort of this age. The report contains some interesting observations about aspects of community at ADFA (e.g. noting that people who feel connected to and responsible for an area or place will be effective guardians of it), but contained only one brief mention of ‘shared amenities’ and did not provide any further examination of risks or recommendations in this area. The focus of the assessment is on external threats, not threats from within. The report does not acknowledge possible gender differences in experiences of living inside the accommodation blocks (i.e. the lines).

The items listed in the pro-forma suggest that this exercise would be a better fit for a larger suburb or neighbourhood, rather than a study of a residential accommodation. Further, the AFP confirmed that the CPTED is generally applied to ‘business areas where we look at crime activities that occur and how we can eradicate those’ rather than something like the ADFA accommodation.⁹

The Audit found little awareness among staff and undergraduates of the fact that the AFP had conducted a situational assessment of ADFA, and there was some degree of hostility when OH&S/WH&S was mentioned. One staff member felt that staff were ‘so busy complying with all the ludicrous governance and OH&S crap’ that important tasks became secondary.¹⁰ An undergraduate noted that:

OH&S wise, our Divisions are fairly regularly inspected by the staff so if you don’t have it up to the standard expected, you get into trouble for that – especially cleanliness and hygiene.¹¹

The opinion of many undergraduates is that the living accommodation is generally a safe place, but others expressed concern when specific incidents or personal experiences were discussed. For example, one undergraduate told the Audit that they feel a need to ‘escape’ from their living spaces whenever possible, as they do not feel comfortable there.¹² Another told the Audit that ‘if I had lived in the Div or in that section [where a particular incident had occurred] I would have been a bit more jumpy after that [incident],’¹³ while others mentioned the ongoing existence of practices like ‘dully hunting’ as an issue for young female undergraduates.¹⁴ In addition, the 2012 Unacceptable Behaviour Survey confirmed that more undergraduates experienced unacceptable behaviour in the residential domain than anywhere else, and this included half of all women, and one-in-five men.¹⁵ These responses indicate that there is still the need to conduct the sort of safety assessment envisaged by the Review.

Recommendation 20: As a priority, to address the issue of isolation and to increase supervision in the residential setting the Commandant adopt a system based on a model of Residential Advisors for each first year Division (one male and one female) who will live in the residential block to provide after hours supervision. While they may be recent ADFA graduates engaged in postgraduate study, the Residential Advisors should be outside the cadet structure, and should have appropriate skills and attributes in leadership, and the ability to provide after hours supervision and pastoral care for cadets. They should have a direct line of report to the Commandant in the case of serious pastoral or disciplinary incidents.

Intent of Recommendation

A well supervised residential setting can significantly minimise the risk of unacceptable behaviour. Properly selected, inducted, trained, and supported residential advisers could provide valuable guidance and support to undergraduates.

Implementation actions

In late 2011, ADFA called for nominations for the role of Residential Support Officer (RSO), and on 7 December 2011, the COMDT accepted the nomination of eleven applicants.¹⁶ This was an insufficient cohort to staff the RSO scheme as designed (one male and one female officer per Division) however, ADFA was wary of compelling RSOs, as it believed that 'pressed men and women will not be positive role models'.¹⁷ The RSOs were all 'postgraduate students and/or Advanced Students completing undergraduate engineering degrees or honour students'.¹⁸

A duty statement was drafted, and it was decided a small level of remuneration would be offered to serving RSOs, however there were difficulties with securing funding throughout 2012.¹⁹ Intervention by senior Defence personnel was required to settle the matter and organise payment from March 2013.²⁰

The 2012 Duty Statement document outlined the roles and responsibilities for RSOs.²¹ Duties included:

- giving support to undergraduates in residence
- aiding in the resolution of minor issues between cadets
- providing moral support and response to short term emergencies
- being a presence in the accommodation
- making notes of conversations on sensitive or significant issues
- meeting DOs and DSNCOs weekly to update them on any non-emergency issues.
- being on duty four nights per week if they were the sole RSO in a division, or all seven nights (combined) when they were one half of a pair.²²

The RSOs were given training on the role of an RSO, 'safer communities' and mental health first aid, among other areas.²³

When the RSOs took up their roles in March 2012 there was some disquiet about the initial scope of the duties – particularly the requirements to be on duty most nights – which contrasted with what they believed was expected when they accepted their roles.²⁴ This disquiet was compounded the fact that the payment that RSOs were expecting was not forthcoming, as ADFA grappled with the policy implications of paying RSOs.

In late 2012, ADFA conducted an internal review of the RSO scheme.²⁵ That review did not find evidence of concerning systemic issues, but it did view the scheme as one with 'significant potential to improve in its second year of implementation.' To this end, it recommended:

- developing and extending the training given to RSOs
- reviewing duty statements to clarify issues such as after-hours contact requirements
- placing more emphasis on RSOs roles as mentors, and allowing them to be proactive with welfare rather than reacting to incidents
- having regular RSO meetings to discuss concerns, share experiences and increase learning
- giving RSOs a second room for storage, and to be used as a meeting place for discussions with undergraduates.

The review was circulated among ADFA's senior leadership and commended by the COMDT. The recommended review of duty statements has been completed, and other recommendations remain under consideration. In 2013 RSOs are expected to be on duty three nights per week where they are the sole RSO in a division, and five nights per week combined, when they are part of a duo.²⁶

A call for volunteers for the 2013 RSO scheme was made in October 2012, and 15 applications were received. All were appointed as RSOs for 2013.

Audit findings

ADFA has established an RSO scheme, and is working to address outstanding deficiencies that it identified in the first year of the scheme's operation.

The speed with which ADFA established the scheme, and the ongoing efforts it has made at improving it, has been impressive. The RSO scheme is one of the most obvious and visible changes made at ADFA in the last year as a result of the Review, and in general it has been well received by undergraduates and staff.

However, two major issues threatened the viability of the scheme in its infancy: funding and attraction.

ADFA spent much of 2012 trying to secure an acceptable (from a Defence policy point of view) source of funding to pay RSOs. It was required to organise an interim solution for 2012. In March 2013, the Head of People Capability intervened to organise a policy solution.²⁷ This resolution will address what was becoming a major issue in the eyes of many undergraduates.

The second major issue facing the RSO scheme is attraction. ADFA has been unable to attract the required number of applicants to staff the RSO scheme (let alone be selective about applicants) in 2012 and 2013. In 2012 there were 11 initial applicants (seven male, four female) all of whom were given RSO roles. During the year, one male RSO was removed from his post on account of difficulties in balancing other commitments with RSO responsibilities.²⁸ For 2013 there were 15 RSO applicants (11 male, four female) all of whom have been accepted.²⁹ Although this is an improvement on 2012, it remains below the requirement of 16 RSOs (and eight women) as outlined in the Recommendation. However the Audit agrees that the quality of people taking on the RSO role is more important than artificially meeting the number required.

Given funding constraints and what is expected of RSOs, ADFA believes that the role could only be filled by fourth year, honours or postgraduate students. The Review was not prescriptive in this matter. This is a relatively shallow pool from which to draw applicants, and has contributed to the inability to adequately staff the scheme in its first two years. While this shallow pool may be an ongoing issue, there are areas that ADFA could address to improve the profile and attractiveness of the scheme. For example, many current undergraduates believe that the 2012 RSOs had been treated unfairly on account of issues surrounding pay and responsibilities, and the scheme was subsequently held in low regard.³⁰ The resolution of issues surrounding remuneration and responsibilities, along with a greater understanding of the scheme's aims and outcomes may help to address this.

Related to the issue of attraction is the small number of female RSO applicants in both 2012 and 2013 (four per year). ADFA's internal review of the RSO scheme suggested that a single RSO may meet the intent of the Recommendation. While the RSO scheme was envisaged as support for all undergraduates, it was also intended to provide a female point of contact and mentor for the minority population of women at ADFA. Having a single RSO will mean that many women will miss out on this, and the scheme will be poorer for it. Retaining two RSOs (one male, one female) per Division should remain the goal, notwithstanding the fact that this could be an ongoing challenge, particularly if continuing to draw from the pool of honours or postgraduate students.

Recommendation 20 also suggested that RSOs should have a direct line to the COMDT in case of serious issues, however no RSO made contact with the COMDT in 2012.³¹ The Audit is aware that a number of serious incidents did occur throughout the year. Consideration should be given as to why no contact was made, whether this is a problem with the scheme's functioning, and whether developing the links between the COMDT and RSOs would improve outcomes and make the scheme more attractive to prospective future applicants.

Current staff and undergraduates provided the Audit with a range of opinions about the RSO scheme and how it had been functioning.

Many staff were of the belief that the RSO scheme helped first year students acclimatise to life at ADFA. One staff member saw RSOs as providing 'a bit of stability and a support network [which is] almost on call',³² while another said they were a 'safe person to express concerns, ideas, or to ask advice from, that will have a better understanding of the system than they themselves have.'³³ No staff were opposed to the concept, although some seemed to question its value: 'If you don't [get the right person] it's not that they do anything bad, they just don't do anything at all.'³⁴

Undergraduates had a similar range of opinions about the scheme. One first year said that RSOs were 'pretty much the first person we speak to if there are any issues regarding academics or things related to ADFA, life in general'³⁵ while a senior undergraduate, who was not an RSO said that 'they've been a big support to the first years and I think that's great'.³⁶ The 2013 YOFT Trainee Review contained the comment that:

The Residential Support Officer scheme is awesome! Our RSO [name removed] was like a big brother to our division. His tips and knowledge were always helpful and he provides a really good support system outside of the chain of command.³⁷

However, a 2012 Year One student had a different opinion, saying that their RSO was 'awesome but I don't understand what the point is of him being there.'³⁸ Such differences, suggested one undergraduate, are sometimes on account of gender:

'you get two perspectives. The first one is generally from the guys and it's yes, he's a guy that lives here, that's cool, I don't see much of him, I have nothing to do with him. But some of the others, like a girl that I know, has actually used hers to report and she's massively supportive of

the whole idea. So most people, they're not intrusive, you don't know they're there. Most people just ignore them. But it is good that they are there.³⁹

In the Audit's focus groups and interviews, ambivalent responses to the RSO scheme were more likely to come from male undergraduates, however positive feedback about RSOs came from both women and men.

Some undergraduates spoke positively of the scheme in general, while stating that getting volunteers would continue to be difficult on account of an 'ADFA fatigue'. One undergraduate suggested that after spending three years in divisional accommodation, most undergraduates would be ready to move on:

'Why would you be an RSO when you could have your own house and kitchen and drinks while you study?'⁴⁰

Another common belief was that further work was needed in order to achieve what the scheme intended. One staff member said that 'I don't think it's fully there yet. Some of the problems they had are because it's a volunteer system, so you may not always be getting the best individuals to do it.'⁴¹ A current undergraduate said that 'for it to work as a system it needs to be a lot more clearly laid out, on what their roles are, and to prove they are within the Academy.'⁴² Another undergraduate spoke of the need for greater understanding of the role the RSOs occupied, noting that 'it took a long while for the first years to be comfortable to talk to her, just because of the rank.'⁴³

Staff confirmed that there have been challenges organising payments and meeting expectations, and the 2012 RSOs admitted shock about duty statements, and issues with pay, entitlements, and their relationships with some staff.⁴⁴ However, the RSOs also believed that ADFA's leadership dealt with their concerns in good faith, and unanimously reported that they would recommend the scheme to others. The Audit is also aware of a number of incidents where RSOs provided important front line advice and support to undergraduates.

Recommendation 21: The ADFA Redevelopment Project Committee:

- a) investigate options for suitable residential accommodation for Divisional staff within the ADFA precinct
- b) investigate options for spaces within the residential setting which allow for better interaction between cadets and academic, medical, support and Divisional staff
- c) develop a set of principles addressing women's security and safety and promoting the better engagement between staff and cadets in the residential setting. These principles should underpin the future master plan.

Intent of Recommendation

The Review suggested that in order to develop its potential as a residential setting in which consistently high standards of behaviour are developed, encouraged and reinforced, ADFA should reform the residential setting to enhance staff 'after hours' engagement and supervision. This Recommendation aimed to do this through investigating options for greater presence of Divisional staff in the precinct and accommodation, and developing principles to underpin a healthy and safe culture in the residences.

Implementation actions

ADFA has made varying degrees of progress in addressing the three parts of this Recommendation.

ADFA has examined options for more residential accommodation for staff, however it appears that little can be done in this area in the short term. A major overhaul of the residential accommodation is planned for some time in the next decade, and it is expected that more accommodation for Divisional staff, and more spaces for interaction will be considered when this rebuild occurs.⁴⁵ Additionally, the COMDT personally pursued the possibility of extra housing for ADFA staff at Duntroon over a number of months without success.⁴⁶

A set of principles addressing women's security and safety and promoting the better engagement between staff and undergraduates in the residential setting has not been developed.

ADFA has suggested the work done for other recommendations (eg. RSO scheme, sexual ethics training) partially satisfies the intent of this Recommendation 21.⁴⁷ This is discussed further below.

Audit findings

ADFA has examined options for the accommodation of Divisional staff within the ADFA precinct, and concluded that more accommodation options are not available at this time. The current Redevelopment Project Coordinator notes that:

The next generation of accommodation blocks will consider all the matters raised by [the] Broderick [Review] but the time has passed for major new scope items to be introduced [into current plans].⁴⁸

In the more immediate future, ADFA concedes that there is 'virtually no likelihood' of it obtaining more accommodation in married quarters, as RMC Duntroon staff have higher priority than ADFA staff.⁴⁹

Turning to issues of better interaction, ADFA advises that the establishment of the RSO scheme has 'enhanced interaction between staff [i.e. the RSOs] and officer cadets in the residential setting'. It remains to be seen whether a healthy and functioning RSO scheme will foster greater links and interaction between 'cadets and academic, medical, support and Divisional staff' (as per the Recommendation) but in the absence of a reorganised residential space, the presence of RSOs is a positive development. Consideration should be given to whether RSOs need specific training in order to enhance their role as a linkage between various parties (undergraduates, COMDT, staff, supports) at ADFA.

Part c) of this Recommendation has not been addressed at all, and the response given to the Audit suggests a potentially dangerous blind spot may exist in the organisation. When asked about the development of a set of principles addressing women's safety and security in the residential accommodation, the Redevelopment Project Coordinator said that he 'was unaware of a set of principles specific to women's security [and] personal safety is important to all cadets and staff'.⁵¹

He noted that general security upgrades, such as the installation of 'crim safe' mesh and extra lighting, had occurred.

Recent history at ADFA, and currently available data, indicates that women do encounter specific security and safety issues at ADFA. Acknowledging this reality does not detract from the fact that safety is an issue for all personnel, but it is a necessary first step towards addressing the issues that do exist for women. A series of unacceptable behaviour surveys have shown that proportionately, women are more likely than men to experience unacceptable behaviour at ADFA, and the 2012 Unacceptable Behaviour Survey has indicated that women (45.3%) were more than twice as likely as men (19.8%) to experience unacceptable behaviour in the residential accommodation.⁵² The 2012 Unacceptable Behaviour Survey also indicated the person-related harassment, bullying, discrimination, and crude behaviour were notable issues in the residential accommodation.⁵³ ADFA could use these results as a useful tool for developing a set of principles addressing women's security and safety in the residential accommodation.

Conclusion

ADFA has made an attempt to address Recommendation 19 by commissioning a CPTED, but the CPTED was not designed to conduct the type of assessment envisaged in the Recommendation. The CPTED does not adequately address possible threats from within ADFA (for example, in the accommodation) and is essentially a gender blind instrument. The Audit therefore restates the Review's Recommendation to conduct a risk assessment of the residential accommodation, including bathrooms (Recommendation 19).

The Audit also suggests that the views and ideas of the undergraduates be engaged, perhaps at the Divisional level, to identify risks and develop strategies to address these. This could be done by building on some of the work already undertaken in YOFT and AMET regarding values, ethical leadership, equity and diversity and unacceptable behaviour.⁵⁴

The RSO scheme has been one of the most obvious and visible aspects of change at ADFA over the past year. It has been a net positive, and generally well received by both staff and undergraduates. Funding and attraction are two issues which threatened the ongoing viability of the scheme, and ADFA must continue to work towards addressing these. For example, positive performance assessment reviews or developmental opportunities on account of the RSO experience could help make the scheme more attractive.

There have been mixed results in the way that Recommendation 21 has been approached.

ADFA has investigated options for more accommodation for Divisional staff, and opportunities for greater interaction between undergraduates and staff in the residential accommodation. While a reorganisation was not possible, and no more facilities are available in the short term, ADFA has pointed to the RSO scheme as a conduit for greater interaction between undergraduates and staff. ADFA should explore how RSOs might best achieve this outcome, and allocate resources or training accordingly.

A set of principles addressing women's security and safety and promoting the better engagement between staff and undergraduates in the residential setting has not been drafted. There appears to be a belief that such a document should be drafted closer to the time of the next rebuild. Such a document is worthy in its own right now, and should be drafted with the input and engagement of undergraduates and circulated as soon as possible. The Audit therefore restates the Review's Recommendation to develop a set of principles addressing women's security and safety (Recommendation 21 c)).

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- 51 LTCOL M Prunty, email to Dr N Miller, 18 September 2012, provided to the Audit by Dr N Miller, 28 September 2012.
- 52 Directorate of Strategic People Policy Research, *Australian Defence Force Academy 2012 Unacceptable Behaviour Survey Report*, DSPPR Report 18/2012, Department of Defence, p 18.
- 53 Directorate of Strategic People Policy Research, *Australian Defence Force Academy 2012 Unacceptable Behaviour Survey Report*, DSPPR Report 18/2012, Department of Defence, p 18.
- 54 For example at the YOFT session on Values observed by the Audit team on 27 January 2013, the Division was broken up into smaller groups. Each group was tasked with identifying the values they wished to see reflected in the behaviour of their Division. This was then collated and the DO requested that this be displayed prominently in the accommodation.

Chapter 10:

Minimising Risk, Managing Incidents and Ensuring the Safety of the Workplace

Recommendations 22-31

10.1 Education

Key findings of Review

- ADFA provided undergraduates with limited education about healthy and respectful relationships, issues regarding consent, the meaning and appropriateness of sexist language and behaviour, and issues regarding controlling and threatening behaviour.
- The 2011 Unacceptable Behaviour Survey indicated that incidents of inappropriate conduct and inappropriate attitudes towards women were present at ADFA.
- An education program, run by an external expert in gender relations, sexual ethics, and healthy and respectful relationships, could be an effective primary prevention tool against unacceptable behaviour and sexual misconduct.
- Training on complaint policies and procedures should be tailored to the different roles, skills and level of responsibility of different groups within ADFA.

The Review made two recommendations about training and education.

In summary, the findings of the Audit indicate that:

- 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 meet the intent of the Recommendation.
- The design of the 2013 sexual ethics program looks promising, but as at March 2013 the Audit has not been provided with any course materials to assess.
- ADFA plans 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.

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

Recommendation 22: ADFA, in collaboration with an expert educator, provide cadets with interactive education on:

- a) respectful and healthy relationships, and sexual ethics
- b) the meaning, inappropriateness and impact of sexist language and sexual harassment
- c) the meaning of consent
- d) the appropriate use of technology
- e) stalking, controlling and threatening behaviours

and evaluate the effectiveness of this education every two years with an external evaluator and assess it against key indicators that measure attitudinal and behaviour change.

Intent of Recommendation

Issues surrounding gender relations, sexual ethics, consent, sexist language and behaviour, and controlling and threatening behaviour are not well understood in parts of the undergraduate population. Interactive, expert training would be an effective primary prevention tool against unacceptable behaviour and sexual misconduct, and aid in the development of a more mature understanding of sexual ethics.

Implementation actions

In 2011 and 2012, ADFA and the RIT examined options for the design, development, delivery, evaluation and refining of a sexual ethics program. They concluded that ADFA did not have the in-house expertise to deliver this program, and identified Professor Moira Carmody, an interdisciplinary scholar of education in the areas of gender, sexuality and sexual ethics, as the most appropriate person to undertake this task.¹

The development process started promisingly. The RIT identified that:

'[t]he introduction of a Sexual Ethics Program is a high priority. It is a critical element in the ADF's response to the Review, and one of the key elements by which the ADF will be held publicly accountable by the Minister of Defence.'²

ADFA and the RIT also consulted widely, corresponding with (or studying the work of) Professor Carmody, Canberra Rape Crisis Centre, Sexual Health and Family Planning ACT, Sexual Assault and Prevention Response (US Department of Defense) training, AHRC bystander approaches, National Association of Services Against Sexual Violence, Defence LGBTI information service organisation and various ADFA and Defence educators.³

However, after several months of negotiation and development, outstanding cost and intellectual property issues remained, and the prospective partnership between ADFA and Professor Carmody was abandoned on 24 April 2012.⁴

ADFA concurrently contracted Dr Patricia Weerakoon, former director of Sexual Health at the University of Sydney, to deliver a two-hour 'sexual ethics' lecture to first years in 2012. Dr Weerakoon's session formed part of an interim program developed by ADFA entitled Healthy Relationships and Sexual Ethics. The 2012 interim package included the following modules:

- Sexual ethics (first years, two-hours)
- Human behaviour (motivation and coping, first years, 50 minutes)
- Confident communication (communication, negotiation etc, first years, 100 minutes)
- Unhealthy attractions (identifying problem behaviours, all years, 50 minutes)
- Barriers to care (third years, 50 minutes)
- Battlesmart (performing under stress, first years, 100 minutes)
- Keep your mates safe (alcohol risk minimisation, first years, 150 minutes).⁵

In October 2012 ADFA staff met with Sexual Health and Family Planning ACT (SHFPACT) staff with a view to developing a sexual ethics program for 2013. SHFPACT provided information on their five day course, which ADFA has been modifying into a shorter program.⁶ An outline of prospective courses and modules was provided to the Audit in December 2012, and is reproduced below:

- *Explain sex and the law*
 - » Explain the biology of sex
 - » Explain the legal context of sex (consent, sexual offences, sexual harassment)
 - » Explain sex & law regarding technology (sexting, capture and transmission of sexual images, cybersex)
- *Demonstrate respect in personal and professional relationships*
 - » Define self-respect, peer respect, organisational respect and respect within interpersonal relationship (sexual and non-sexual)
 - » Demonstrate interpersonal communications (negotiation of sexual consent, understand meaning and impact of sexist language and sexual harassment)

- » Understand unhealthy relationships including fatal attractions, stalking
- » Understand relationship dynamics
- » Understand peer group influence
- » Explain the characteristics of a respectful relationship
- *Apply bystander ethics*
 - » Understand who is a bystander
 - » Understand why you should act as a bystander
 - » Understand when you should act as a bystander
 - » Understand how you should act as a bystander
- *Act in a sexually ethical manner*
 - » Define ethics
 - » Define sexual ethics
 - » Explain ethical relationships
 - » Understand how to negotiate sexual consent.⁷

At the completion of the Audit no course or module outlines for any of these items had been received, and they appear to still be in design phase. The Audit understands however that the intention is to deliver the courses using in-house ADFA resources.

With specific regard to Recommendation 22d) ('the appropriate use of technology'), in addition to the module above that will aim to 'explain sex & law regarding technology', ADFA has engaged the AFP to provide 'Social Media and Reputation Management' training to all undergraduates in 2013.⁸ It has also developed a social media decision tree that has been placed around ADFA and provided to all first year undergraduates as part of their individual leadership journals.⁹

In addition to the programs developed in 2012 and 2013, ADFA continues to run some healthy lifestyles and equity and diversity briefs that are related to this Recommendation. These will be briefly examined at the end of the Audit findings below.

Audit findings

Progress in implementing a response to this Recommendation has been slow. The sexual ethics package delivered in 2012 was limited in scope, and its ad hoc nature meant that it was not a carefully designed and integrated package that addressed the intent of Recommendation 22. The 2013 package looks more promising, but it is not yet complete. There are outstanding questions about its content and delivery.

The Audit considers that a robust sexual ethics training program, as envisaged by the Review's Recommendation, is critical to accelerating progress towards a healthy, inclusive and respectful culture at ADFA. The development and delivery of such a package must be a priority for ADFA.

The 2012 program was a combination of new modules that addressed parts of the Recommendation (e.g. 'sexual ethics' and 'unhealthy attractions') and other continuing modules with more of a broad pastoral aim (e.g. 'confident communication' and 'battlesmart').

Dr Weerakoon's sexual ethics lecture covered the topics:

- 'What is sex?
- Why do we have sex? and
- What is good and bad sex?'¹⁰

Such a lecture may provide a starting point for education in the area, but would not of itself meet the intent of the Recommendation.

There were mixed reactions from undergraduates and staff about the 2012 sexual ethics lecture. The lectures were interactive, and undergraduates were encouraged to text questions and comments to the facilitator. Some spoke positively about this, but others felt that the way this lecture played out made light of an important topic. One undergraduate said that:

I think they should have been a bit more serious. A lot of the material affected me and a few others and it's just hard when you're sitting in that class and a lot of people laugh about stuff that you don't find funny at all. That's just really hard to take. People have to realise that there's certain material that isn't funny and should be presented a lot more seriously than it was.¹¹

This view was reinforced by several staff members who attended these lectures. One told the Audit that the mode of interaction gave undergraduates:

the opportunity to be anonymous and crass, and as 17 and 18 year olds will they took that opportunity, and it detracted enormously from the value of the presentation.¹²

Another said that the interaction was 'a bit of a free for all [because] they could write whatever they wanted and they got a bit stupid.'¹³

The 'unhealthy attractions' lecture was provided to all years and sought to:

provide an understanding of how obsessive interpersonal attraction develops, how to identify problem behaviours and how to intervene to prevent this behaviour becoming worse.¹⁴

Responses about the 'unhealthy attractions' presentation were generally positive.¹⁵

The reactions noted above highlight the need for a well-designed, integrated, and expertly delivered program in this important area. Unfortunately, the Audit cannot comment on whether the 2013 'sexual ethics' program meets these needs, as it did not receive module materials or have the opportunity to attend any presentations prior to the completion of the Audit.

The Audit has received the 2013 program outline (noted above) which appears sound, but questions remain about the scope and content that will be delivered, and who the facilitators of the modules will be.¹⁶

The Audit understands that the package will be delivered by a combination of chaplains, equity and diversity staff, psychologists, Divisional officers and squadron commanders,¹⁷ however the ADFA Report called for the program to be delivered by 'an external expert in gender relations, sexual ethics and healthy and respectful relationships, in collaboration with ADFA.'¹⁸ The Audit heard that, in part, the need to deliver the package with internal staff is due to logistical issues – that is, facilitating many sessions over a period of time to fit in with AMET and university commitments. However, sexual ethics training must be a priority. The Audit appreciates the timetabling constraints at ADFA however sexual ethics is a very sensitive and sometimes confronting topic. A high degree of expertise and sensitivity is required to address the issues, and possibly disclosures, which can emerge during or after these sessions.

There remain questions about how well the ADFA staff tasked with delivering these modules will satisfy the Recommendation for an 'expert educator', and how approachable they will be for undergraduates dealing with sensitive matters. However, the Audit acknowledges that the 2012 program, delivered by a civilian, encountered issues of discipline, which may have been on account of its administration by an 'outsider'.

Various other modules (newly developed and pre-existing) can also play a part in addressing Recommendation 22.

For example, ADFA has begun delivering its 'Social Media and Reputation Management' brief, with AFP facilitators, and this module will help address Recommendation 22d). The Audit attended a 'Social Media and Reputation Management' session on 19 February 2013, as part of YOFT. This media presentation conceptualised safe and responsible social media use at the nexus of privacy management, reputation management and relationship management.¹⁹ This presentation dealt with online conduct and security generally, listing some examples of unethical behaviour, and strategies to avoid these.

The Audit also attended the YOFT briefings on 'Gender Differences and the ADF', 'Equity and Diversity – Types of Unacceptable Behaviour' and 'Equity and Diversity – Sexual Offences'. None of these dealt wholly or explicitly with sexual ethics or the other elements of Recommendation 22, but each had elements which could contribute to education in this area.

The Audit found the Gender Differences briefings to be generally positive. Undergraduates were split by gender, so the women's and men's lessons were structurally different on account of demographics. The women's sessions had about 30 participants in each, allowing for smaller breakaway groups and the interaction and engagement only possible with small groups. The men's groups had over 100 participants in them. These presentations did not have the opportunity for the smaller group interaction, but were relaxed and contained an extended question and answer period. Both sessions discussed relationships, body image, sources of support and the realities of ADF and enforced the idea that 'the reputation you create for yourself at ADFA will follow you for the rest of your career'.

The 'Equity and Diversity – Types of Unacceptable Behaviour' brief was more descriptive, and outlined the Defence definition of unacceptable behaviour, along with six categories:

1. Harassment
2. Workplace bullying (an aggressive form of harassment that is persistent or unreasonable)
3. Sexual harassment (unwelcome or offensive harassment of a sexual nature)
4. Discrimination (distinction, exclusion or preference; direct or indirect)
5. Abuse of power (attributed to rank or position)
6. Conflict of interest and inappropriate workplace relationships

The 'Equity and Diversity – Sexual Offences' brief captured many of the key issues relevant to sexual offences, such definitions, the meaning of consent and penalties. A list of myths regarding sexual offences was also provided which usefully identified many of the misconceptions surrounding victims, perpetrators and consent. However, there was little reference to SeMPRO (Sexual Misconduct Prevention and Response Office) which will be Defence's key support in this area.

All of these YOFT sessions (and any similar training provided to other years) will provide support for the sexual ethics training package, but do not lessen the need to have a well-designed, integrated and well-presented sexual ethics package facilitated in collaboration with an expert in place as soon as possible.

Given the status of this training program, no evaluation process is, as yet, in place.

Recommendation 23: ADFA review the training on making complaints of unacceptable behaviour (including sexual harassment and abuse and sex discrimination), with specific attention to creating specific modules tailored to different groups within ADFA – namely first-year cadets, more senior cadets and staff – to reflect their different responsibilities in relation to complaint/incident reporting, response and management.

Intent of Recommendation

An inability to effectively manage complaint processes acts as a potential barrier to reporting of complaints or incidents of sexual harassment, abuse, assault or discrimination. Training on complaint policies and procedures should be tailored to the different roles, skills and level of responsibility of different groups within ADFA, including new undergraduates, more senior undergraduates, designated contact/complaint officers (equity and diversity) and the chain of command.

Implementation actions

The Audit has been informed that a review of training on making complaints of unacceptable behaviour has been conducted.²⁰ The scope and content of this review has not been provided, but the Audit is aware that changes have been made to complaints training and management, as well as the complaints management process.²¹

ADFA has also reviewed and restructured the formal equity and diversity training provided to undergraduates, and much of this training now examines different aspects of the complaints process. Modules include:

- Dispute Resolution Options – Self Resolution
- Understanding the Equity Adviser Network
- Understanding the Complaint Management Process.²²

Equity and diversity training will be examined in more detail below.

In September 2012, the COMDT circulated a directive that outlined reporting and management expectations for Commanding Officers/Unit Heads and all personnel.²³ It also instructed Commanding Officers/Unit Heads to brief all personnel on their obligations under the directive.

As will be discussed in Recommendations 27-29, ADFA has also updated its complaints reporting processes. There is now a centralised point for administering and facilitating Quick Assessments (QA) of all incidents, and all officers completing a QA are now provided with a small folder containing the relevant directives and guidance papers, as well as the materials required to complete the task.

Audit findings

The Audit has not been provided with any review materials regarding complaints training, however it notes that ADFA has reformed the training on making complaints of unacceptable behaviour (including sexual harassment and abuse and sex discrimination).

As noted in Recommendations 6-10, ADFA's training on making complaints of unacceptable behaviour (including sexual harassment and abuse and sex discrimination) is conducted under the banner of 'equity and diversity'. The Audit understands that there are policy connections between unacceptable behaviour and equity and diversity in the ADF, but has suggested that decoupling these links would provide benefits to ADFA.²⁴ This should be kept in mind when future evaluation and reform is undertaken.

ADFA's equity and diversity training continuum lays out the modules that undergraduates complete during their time at ADFA as follows:²⁵

- Understand Types of Unacceptable Behaviour (YOFT)
- Understand Sexual Offences & Sexual Offence Support Network (YOFT)
- Dispute Resolution Options – Self Resolution (First year, session 1)
- Understand the Equity Adviser Network (First year, session 1)
- Understand the Complaint Management Process (Second year, session 1)
- Equity and its Strategic Focus in Defence (Second year, session 2)
- Participate in the Equity Workshop for Commanders, Managers and Supervisors (Third year, session 1).

Although only one of these modules has the complaint management process as its central focus, all touch on different aspects of the complaints and incident reporting, response and management systems. The YOFT lessons (attended by the Audit) are descriptive and focus on unacceptable behaviours and offences, with brief discussions of dispute resolutions and support options. The first year sessions discuss different aspects of low-level resolution, and the Equity Adviser Network. The second year lessons provide more complex examples of unacceptable behaviour scenarios and the complaints process, and the strategic implications of equity and diversity. The third year lesson aims to give undergraduates a perspective of what is required of managers with regards to equity and diversity in the workplace.

In addition, all staff continue to receive the mandatory annual Equity Workshop for Commanders, Managers and Supervisors, delivered by Fairness and Resolution, and undergraduates continue to receive the standard one hour mandatory equity and diversity training as directed by the CDF.²⁶

This diversity of training indicates that ADFA has sought to address the Recommendation and tailor modules to specific groups. The increase in the number of QAs completed in 2012 (55) and 2013 to date (ten in the first seven weeks), compared to the number completed in 2011 (four) also suggests that the complaints processes are functioning better in 2012 and 2013.²⁷ However, evaluation and review of any new programs is essential in order to make sure they are delivering what is required. This will be particularly important after SeMPRO (the ADF's Sexual Misconduct Prevention and Response Office) begins active duty in mid-2013.

Finally, the Audit heard positive views about the reformed training from undergraduates. One said that in 2012 there was:

a much bigger focus on training [on the complaints process]. It was stock standard lecture last year [2011]. It was 'we have to give you this as part of the ADF policy' but it seemed this year it was more like they actually wanted you to know about this and to know the options available to people.²⁸

The Audit encourages ADFA to continue its training in order to ensure that complaints processes are as effective as possible. In some interviews and focus groups with undergraduates the Audit identified a reluctance to make a complaint or to approach an equity adviser. While there has been an increase in the use of the QA process, one staff member told the Audit that there are still sections of the undergraduate population who:

have a problem bringing stuff 'across the road'. What happens in the lines, they like to keep in the lines because they do not like involving the staff. Whether they know something is blatantly wrong or not, they are averse to bringing in staff because there is this false sense of camaraderie that reporting someone to staff is a mateship issue.²⁹

This should be addressed in future evaluation and development of training on the complaints process.

Conclusion

The 2012 'sexual ethics' program did not meet the intent of Recommendation 22. Part of the reason for this was that negotiations with Professor Carmody were not concluded in time to develop a comprehensive program in 2012, and in place of this ADFA administered an interim ad hoc program.

The 2013 program outline looks promising, but progress in developing courses and modules has been slow. The Audit has not been provided with any course materials, nor were any modules presented for the Audit to attend prior to the completion of the Audit. Additionally, ADFA plans to deliver the sexual ethics program internally, without the assistance of an external expert facilitator. The Audit acknowledges ADFA's timetabling constraints, however, given the sensitivity and importance of this area, the Audit urges ADFA to collaborate with an expert educator in the design, delivery and evaluation of this program. The Audit also strongly suggests that ADFA consult with SeMPRO on this program.

Ongoing or supporting lessons, such as 'Social Media and Reputation Management', 'Gender Differences and the ADF', 'Equity and Diversity – Types of Unacceptable Behaviour' and 'Equity and Diversity – Sexual Offences' will be good support for the sexual ethics package, but they do not mitigate the need for the provision and evaluation of a more focussed and integrated package of lessons that addresses Recommendation 22.

ADFA has reformed its complaints reporting response and management training, and focussed different modules at different parts of the undergraduate population. The number of QAs is up, and the complaints systems are much improved (see Recommendations 27-29). Further evaluation and reform is needed in order to separate the concepts of complaints management and equity and diversity, de-stigmatise the idea of complaint making, and address any other issues identified.

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- 1 LEUT B Butler, 'Decision Brief for Director RIT re Sexual Ethics Program', 30 January 2012, provided to the Audit by N Miller 28 September 2012.
 - 2 LEUT B Butler, 'Decision Brief for Director RIT re Sexual Ethics Program', 30 January 2012, provided to the Audit by N Miller 28 September 2012.
 - 3 Information package provided to the Audit by N Miller 28 September 2012.
 - 4 C Turner email to B Butler, 24 April 2012, provided to the Audit by N Miller 28 September 2012; email exchanges between B Butler and C Turner, April 2012, provided to the Audit by N Miller 28 September 2012; LCDR S.L. Harris, 'Brief on the Interim Sexual Ethics and Healthy Relationships Package 2012', 16 March 2012, provided to the Audit by N Miller, 28 September 2012; Interview 40, CHAP Sarah Gibson, 19 November 2012.
 - 5 LCDR S.L. Harris, 'Brief on the Interim Sexual Ethics and Healthy Relationships Package 2012', 16 March 2012, provided to the Audit by N Miller, 28 September 2012.
 - 6 S Longbottom, email to the Audit, 13 December 2012.
 - 7 ADFA 'ADFA Citizenship Package (progress as at Dec 2012)', provided to the Audit by S Longbottom, 14 December 2012.
 - 8 LCDR N.J.H Cook, 'Minute, ADFA Citizenship Status', 10 December 2012, provided to the Audit by N Miller, 19 February 2013.
 - 9 LCDR N.J.H Cook, 'Minute, ADFA Citizenship Status', 10 December 2012, provided to the Audit by N Miller, 19 February 2013.

- 10 ADFA, 'Rec 22 – Weerakoon Program', provided to the Audit by Dr N Miller, 28 September 2012.
- 11 Focus group U14, Mixed Service, male and female, first years, 18 October 2012.
- 12 Interview 12, Army staff male, 15 October 2012.
- 13 Focus group S5, Mixed Service staff female only, 16 October 2012.
- 14 ADFA, 'Rec 22 – Weerakoon Program', provided to the Audit by Dr N Miller, 28 September 2012.
- 15 Focus group U3, Mixed Service undergraduate women, 17 October 2012; Interview 34, RAAF undergraduate female, 15 October 2012.
- 16 S Longbottom, email to the Audit, 13 December 2013.
- 17 S Longbottom, email to the Audit, 13 December 2013.
- 18 Australian Human Rights Commission, *Review into the Treatment of Women at the Australian Defence Force Academy* (2011), p 96. At <http://www.humanrights.gov.au/defencereview/index.html>, viewed 26 February 2013.
- 19 Australian Federal Police, 'Social Media and Reputation Management: Cyber Crime Prevention, High Tech Crime Operations', Powerpoint presentation provided to the Audit by AFP, 28 February 2013.
- 20 RIT, 'Broderick Audit Summary Final 280912', p.27, provided to the Audit by Dr N Miller, 28 September 2012.
- 21 See recommendations 27-29.
- 22 ADFA, 'Training Overview – Equity and Diversity: CLO 17: Apply E&D Principles', provided to the Audit by Dr N Miller, 28 September 2012.
- 23 CDRE BJ Kafer, 'Minute, Commandant's Directive 21/12 – Active Management of Allegations/Incidents', 24 September 2012, provided to the Review by Dr N Miller, 21 November 2012.
- 24 See discussions in Recommendations 6-10.
- 25 ADFA, 'Training Overview – Equity and Diversity: CLO 17: Apply E&D Principles', provided to the Audit by Dr N Miller, 28 September 2012.
- 26 ADFA, 'Training Overview – Equity and Diversity: CLO 17: Apply E&D Principles', provided to the Audit by Dr N Miller, 28 September 2012.
- 27 Interview 50, senior ADFA staff, 19 February 2013.
- 28 Focus Group U9, Army, male and female, undergraduates, 18 October 2012.
- 29 Focus Group S8, Mixed Service, staff, 16 October 2012.

10.2 Advice and Referral

Key findings of Review

- Options for making a complaint were numerous and complicated.
- Some undergraduates felt ostracised, stigmatised or victimised for lodging a complaint.
- A dedicated, ADFA-specific, seven day, confidential toll-free hotline for all cadets, staff, families and sponsor families should be established and promoted to streamline the process and give cadets appropriate advice and referral on complaints of unacceptable behaviour.
- Referrals could be made to internal or external supports and services.

In summary, the findings of the Audit indicate that:

- ADFA has developed helpful resources, in the emergency and support contacts posters, and the 'Useful contacts' cards, but these only partially meet the intent of the Recommendation.
- ADFA still lacks a triage-style service to assist with accessing support.
- If the resources to establish an ADFA-specific hotline do not exist, ADFA should examine other ways that it can meet the intent of this Recommendation, such as extending specific training in this area. ADFA should also ensure that effective links are built between its Sexual Offence Support Person (SOSP) Network and the Sexual Misconduct Prevention and Response Office (SeMPRO).

Recommendation 24: ADFA establish and promote a dedicated, ADFA-specific, 24 hour, seven day, toll-free hotline for all cadets, staff, families and sponsor families. The expert operators will provide advice and referral about the most appropriate mechanism or service (ADFA, ADF or external) to deal with the complaint. In establishing the line, ADFA should draw on the protocols and policies of the *Army Fair Go* Hotline.

Intent of Recommendation

A number of submissions to the Review, as well as interviews, indicated deficiencies in complaints processes. While undergraduates might be aware of the processes, they can also be ostracised, stigmatised or victimised for lodging a complaint. The Review found that ADFA needed a dedicated, simplified confidential advice line that is easily accessible and has the ability to refer undergraduates and staff to appropriate internal and external supports and services.

Implementation actions

ADFA suggested to the Audit that it could meet the intent of this Recommendation by utilising and promoting current ADF hotlines offering 24 hour support and advice.¹

ADFA has compiled lists of contact numbers, and produced posters and business cards containing this information.² Contacts listed on these resources include the ADF All-Hours Support Line (a mental health triage service), emergency services numbers (i.e. Police, Fire and Ambulance), and contacts for alcohol and drug services, domestic violence support, gambling help, men's health, women's health, mental health, the Defence Whistleblower Scheme, and relationship support.

The posters were placed in ADFA training and accommodation areas, and the cards were distributed to all undergraduates.³ An electronic copy of the poster will also be displayed on the ADFA intranet.⁴

Audit findings

The emergency contact numbers list is a welcome development and a resource that the Audit imagines will be very useful to many undergraduates. Although it does not meet the full intent of Recommendation 24, the landscape in this area has changed with the creation of SeMPRO, and the intent could be met by ADFA's utilisation of SeMPRO's resources.

Recommendation 24 sought to create a triage-style service that could advise undergraduates, staff, families and sponsor families about the best way to deal with their particular complaint.

Undergraduates demonstrated good awareness of the new resources:

'[The card has] got all the numbers on it that I could possibly want and then on the other side I've just written my DOs number and my POs number.'⁵

'There's a big poster in our Division with the whole list of numbers.'⁶

Reactions to the contacts poster and card were generally positive, however some undergraduates noted that there was no central contact or triage-style service. One undergraduate told the Audit that:

there's a massive poster on our wall, but it's mainly stuff like a sexual harassment hotline or a suicide hotline. But there's no 'if you're having problems at ADFA call this number'. You'd get a lot of very good phone calls [to such a line] because it's hard to go to your chain of command with everything.⁷

ADFA should consider improving or expanding complaints training to draw upon the relationships that ADFA is developing with each of the organisations listed on its contact resources.⁸ ADFA should also review and evaluate the contacts to gauge their usefulness and appropriateness to undergraduates, and update the list as required.

When SeMPRO is operational in mid-2013, it should be added to the list and undergraduates should be briefed about its role. It is critical that ADFA facilitate strong linkages between its SOSF Network and SeMPRO, and widely advertise SeMPRO and its functions, including its support line. This will go a long way to meeting the intent of Recommendation 24.

Conclusion

The contact posters and cards are useful and welcome initiatives. They are convenient and accessible resources which will require regular updating. However, they do not meet the intent of Recommendation 24.

The establishment of SeMPRO provides an opportunity for ADFA to fully meet the intent of this Recommendation. It is critical that ADFA widely advertise SeMPRO and its functions, including its support line, and facilitate strong linkages between its SOSP Network and SeMPRO.

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- 1 RIT, 'Broderick Audit Summary Final 280912', p 28, provided to the Audit by Dr N Miller, 28 September 2012.
 - 2 ADFA, 'Emergency and Support Contact Numbers', provided to the Audit by Dr N Miller, 28 September 2012; ADFA, 'Emergency and Support Ready Reckoner Card', provided to the Audit by Dr N Miller, 28 September 2012
 - 3 RIT, 'Broderick Ph1 Review Implementation Progress Spreadsheet', provided to the Audit by Dr N Miller, 28 September 2012.
 - 4 LCDR N Cook, email to Dr N Miller and S Longbottom, 18 December 2012, provided to the Audit by S Longbottom, 20 December 2012; Dr N Miller, email to the Audit, 12 December 2012.
 - 5 Interview 18, Air Force undergraduate female, 16 October 2012.
 - 6 Interview 26, Navy undergraduate male, 16 October 2012.
 - 7 Interview 34, Air Force undergraduate female, 15 October 2012.
 - 8 Interview 1, CDRE BJ Kafer, 12 September 2012.

10.3 Data

Key findings of Review

- ADFA's data systems were complex and confusing, and the information that they were providing was patchy and difficult to access.
- ADFA's record keeping regarding complaint management processes required improvement and regular review to ensure appropriate responses to incidents.
- The Unacceptable Behaviour Survey administered in 2011 was methodologically flawed, and had not been administered annually in the recent past.
- There was no set process for instigating a strategic organisational response to findings of Unacceptable Behaviour surveys.

In order to better understand, track and respond to complaints and incidents, the Review made five recommendations that called for better surveying processes at ADFA and a rollout of these at comparable Defence and tertiary establishments, reformed data systems, better reporting mechanisms, and the establishment of quality assurance mechanisms.

In summary, the findings of the Audit indicate that:

- Progress has been made on all of these recommendations. Further work is required in a small number of areas.
- The Directorate of Strategic People Research (DSPR)¹ and ADFA have improved the Unacceptable Behaviour Survey, and the new instrument was administered for the first time at ADFA and RMC Duntroon in late 2012.
- DSPR is preparing to administer versions of the Unacceptable Behaviour 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 are 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. While there are currently some inbuilt checking mechanisms, a more formal annual process would offer more stable long term assurance.
- A strategic follow up to the survey had not occurred prior to the completion of the Audit. Providing swift feedback and follow up will help inform and engage the ADFA population and develop targeted strategies to address areas of concern.

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

Recommendation 25: ADFA develop and annually administer a survey in order to more accurately measure the level of sexual harassment and sexual abuse among cadets. This survey should be followed up with a strategic organisational response by the Commandant, with feedback provided to cadets and staff to ensure that they have an investment in any reform arising from the survey results.

Intent of Recommendation

DSPR noted in the 2011 Unacceptable Behaviour Report that additions and changes made to the survey instrument over time had made it unwieldy and compromised its value.² This Recommendation was intended to improve the quality of data gathered in the surveying process, as well as the way that this information was deployed.

Implementation actions

ADFA and DSPR have redesigned and administered the Unacceptable Behaviour Survey that ADFA and the ADF have been using in various formats since the 1990s.³

From late 2011, DSPR conducted a literature review, consulted with ADFA's COMDT, DCOMDT (now DAU), senior equity adviser and other staff, and examined other Defence surveys.⁴ A working group was formed, and a new survey was designed with the aim of addressing the issues that had been identified in previous versions of the survey. The redesigned Unacceptable Behaviour Survey received ethics approval on 19 September 2012, and was administered at ADFA shortly thereafter.⁵

The Audit received the 2012 ADFA Unacceptable Behaviour Survey Report on 21 December 2012.⁶ This report is further discussed below.

DSPR has provided feedback to the leadership team at ADFA, and intends to provide a fact sheet that leadership can use to inform the broader undergraduate and staff bodies about the survey results.⁷

Audit findings

The 2012 ADFA Unacceptable Behaviour Survey Report appears to be a better designed instrument than previous versions of the survey. The new survey will provide a good basis for comparisons over time, and be adaptable for use in other settings.

DSPR's research identified five main issues with the 2011 Unacceptable Behaviour Survey, and made five major reorganisational changes in the 2012 survey. This was done with the aim of obtaining more accurate prevalence data, giving better context to the information gathered, offering respondents a greater degree of anonymity, and collecting a greater range of follow up information.

The issues identified in the 2011 survey were:

1. The multiple approaches used to measure prevalence
2. Inability of the survey to account for context⁸
3. Critiques of the Sexual Experiences Questionnaire component
4. Perceived lack of anonymity on account of demographic information collected
5. Lack of ability to capture detailed follow up information.

The changes made to the 2012 survey were:

1. Grouping the items from the 2011 (approximately 50) survey into 13 broad categories⁹
2. Explicitly adding context notes (e.g. *‘that made you feel offended’*) to each item
3. Addition of behaviour domain items, to identify where unacceptable behaviour was occurring
4. Removal of demographic items, so only gender, Service, academic year and age group are now collected.
5. Follow up questions about each unacceptable behaviour (rather than just one), and less of them each time (11 as opposed to 25 in 2011).

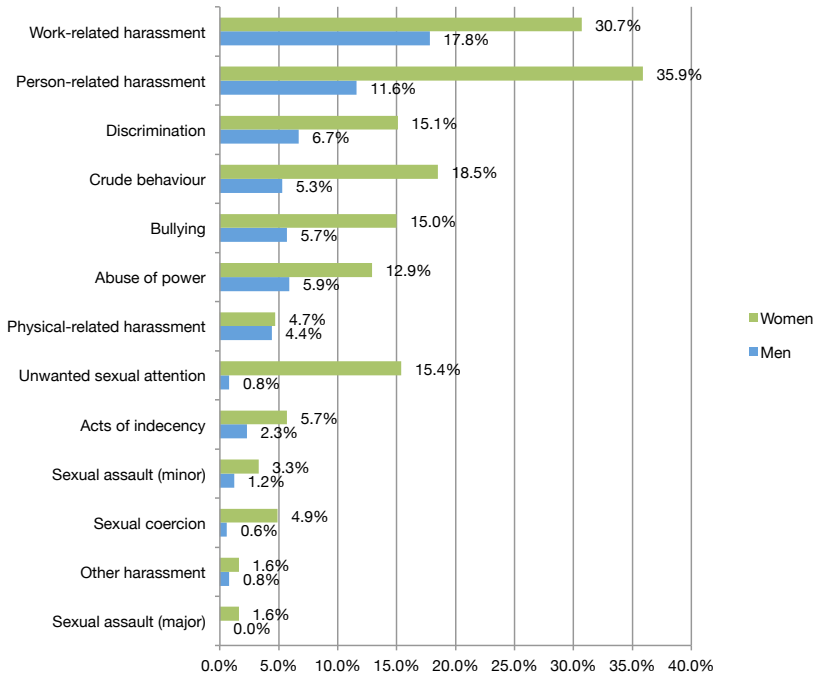
The 2012 survey appears to be an improvement on the 2011 survey in a number of areas. The substantial methodological and structural changes made mean that the 2012 data cannot accurately be compared to previous versions.¹⁰

2012 ADFA Unacceptable Behaviour Survey Results

The 2012 ADFA Unacceptable Behaviour Survey found that:

- Three-in-five women (60.9%) and one-in-three men (34.5%) have experienced behaviour that they found ‘unwelcome, inappropriate or offensive’ at ADFA in the last 12 months.
- One-in-four women (27.4%) and one-in-fifteen men (6.8%) experienced sexual harassment ‘that they found unwelcome, inappropriate or offensive’ in the last twelve months.¹¹
- One-in-twelve women (8.2%) and one-in-thirty men (3.3%) experienced a sexual offence behaviour in the last twelve months.¹²
- Female respondents reported experiencing most categories of unacceptable behaviour at much higher rates than men (see figure 1 below).
- Unacceptable behaviour was most likely to be reported as occurring in the residential accommodation (45.3% women, 19.8% men) and ADFA military training domain (38.3% of women, 17.8% of men).
- Women were more likely than men to have found their reported experience of unacceptable behaviour to be offensive or intimidating.
- Both women and men were more likely to report multiple experiences of harassment as opposed to it being a one off.
- A majority of respondents who had experienced unacceptable behaviour *did not* seek any advice or support. Just 27.1% of women and 6% of men who reported experiencing sexual harassment/offence behaviours sought advice or support.
- A majority of respondents who had experienced unacceptable behaviour *did not* make a complaint about the behaviour to anyone.
- The 2012 results about opinion are difficult to interpret on account of changed methodology, but they indicate a possible decline in positive attitudes. For example in 2012 41.7% of women and 22.3% of men agreed that people who harass others at ADFA usually get away with it, while in 2011 only 15.8% of women and 12.1% of men agreed.

Figure 1: Prevalence of different categories of unacceptable behaviour, by gender



DSPR briefed the leadership teams of ADFA and intends to provide a fact sheet about the results, which can be distributed and used as a basis for developing and communicating the organisational response. Regrettably, prior to the completion of the Audit this had not happened. The Audit believes that providing swift and informative feedback is a vital part of informing and engaging the population who complete these surveys, and should be a regular part of the administration of the Unacceptable Behaviour surveying process. However, rather than waiting on the fact sheet from DSPR, the Audit encourages ADFA to undertake its own analysis of the data, develop its own communications about the results and actively engage in the development of strategies to address areas of concern.

Recommendation 26: To provide meaningful comparisons, ADFA develop this survey in consultation with other Group of Eight Universities' Residential Colleges and Halls, applicable to cadets as both military in training and university students. ADFA should consider including other single service training establishments in the development of this survey.

Intent of Recommendation

To date, there has been very little comparative work done on unacceptable behaviour in different organisations. The aim of this Recommendation was to offer ADFA a basis for comparison with other tertiary and training establishments, and to use the work done by ADFA and DSPR for a wider national benefit.

Implementation actions

The RIT held discussions with a number of stakeholders in the development stage of the new survey. Specifically, discussions were conducted between RIT members and university representatives at the 'Linking with Universities' forums in November 2011, March 2012 and June 2012.¹³

DSPR subsequently developed two different versions of the Unacceptable Behaviour Survey that were similar to the ADFA Unacceptable Behaviour Survey, but applicable to other universities and ADF training establishments. DSPR received ethics approval to run a pilot of the training establishment survey in September 2012 and discussions continue about other universities.¹⁴

The training establishment survey was piloted at RMC Duntroon in September 2012. While there are some complicating factors when making direct comparison,¹⁵ the results broadly suggest that:

- Unacceptable behaviour is more prevalent at ADFA than RMC Duntroon
- The residential domain at RMC Duntroon is not an issue to the degree it is at ADFA
- The number of people seeking support and making complaints is low at both sites, but even lower at ADFA than RMC Duntroon
- Opinions about unacceptable behaviour suggest there is less tolerance for unacceptable behaviour at RMC Duntroon than ADFA.¹⁶

Factors underlying direct comparisons between ADFA and RMC Duntroon include comparative age and gender breakdowns, and the differences in the physical layout at RMC Duntroon. However, results such as these legitimise the focus and efforts that the ADF has made at ADFA.

Plans to administer the survey at other training establishments and universities have advanced with mixed results. DSPR is currently finalising plans to administer the survey to all personnel at training establishments in 2013, and negotiations are continuing with other universities about administration.¹⁷

DSPR expects to provide survey results to Defence leadership, and fact sheets to individual research participants and their organisations for all surveying completed.¹⁸

Audit findings

Much effort has gone into meeting the intent of this Recommendation. DSPR, ADFA and the RIT have developed a survey that appears to be transferrable from ADFA to other Defence establishments and civilian university settings. They have also pursued the rollout of the survey, and sought innovative solutions to complex problems that presented themselves along the way. The Audit commends the RIT, ADFA and DSPR on the leadership role they have taken.

Universities

DSPR and the RIT originally envisaged surveying a number of Group of Eight (Go8) residential colleges, as these would provide the best comparators to ADFA, however there have been issues with making this happen. Many colleges initially expressed interest at being involved in the project, but to date have not made a formal commitment. At this stage, the ANU alone has committed to the process, and this is expected to happen in mid-2013.

On account of the reluctance of individual colleges to agree to surveying, DSPR and the RIT are negotiating for voluntary university wide administrations of the survey, to happen in late 2013.

Other Defence establishments

DSPR has developed a program to administer the Unacceptable Behaviour survey annually to:

- All ADFA and RMC Duntroon personnel
- All ADF and APS members who have been at Defence for less than one year
- 15-20% of all Defence members who have been in Defence for over one year.

This will allow it to administer the surveys once a year, and collect information relating to initial recruit training establishments, initial employment training establishments, and whole of Defence.

DSPR notes that this approach will allow it to:

- Make comparisons at a certain point in time (i.e. 'in the 12 months up to October 2013...')
- Consider aggregate levels (e.g. all IRT or perhaps all training establishments vs. whole of Defence)
- Tailor comparisons to the domains in common between establishments (e.g. focusing the comparisons at residential domains)
- Build datasets relating to a particular unacceptable behaviour for all Defence establishments and (if sufficient data) undertake more sophisticated analysis on the response and reactions to that behaviour
- Compare each establishment over time.¹⁹

This is a very welcome development and the Audit congratulates DSPR on these efforts.

Recommendation 27: In order to record, track and manage complaints and incidents, ADFA develop and maintain, through the ADF information system, a comprehensive, accurate and up-to-date online incident database. This database should identify all relevant information relating to individual complaints and incidents of unacceptable conduct, including sexual harassment, abuse and assault and sex discrimination, including:

- a) name of complainant(s)
- b) name of respondent(s)
- c) date, details and nature of complaint/incident
- d) all steps taken in responding to and managing the complaint/incident, including the Quick Assessment Brief and all other documentation and reports required under the relevant Instruction (e.g. reports to Defence Fairness and Resolution)

- e) response/resolution option adopted
- f) timeframe to resolution/closure
- g) feedback from complainant(s) and respondent(s)
- h) any further issues arising from monitoring the implementation of the response/resolution.

Intent of Recommendation

At the time of the Review, there were a number of data systems in use and the information that they provided was patchy and incomplete. This Recommendation was intended to clarify incident data management at ADFA, and provide an authoritative source able to track complaints, incidents and outcomes, and hence ensure better organisational outcomes.

Implementation actions

ADFA has improved its record keeping procedures by centralising processes, and encouraging more reporting about possible incidents.

At ADFA, incident reports are catalogued within the Quick Assessment (QA) system, a basic fact gathering process.²⁰ When any potentially significant incident, allegation or problem occurs, a QA must be done within 24 hours.²¹ The QA records a basic account of the incident, as well as 'complainant's wishes', 'actions taken to date', assessments and recommendations, among other information.²² This forms the basis of the complaints management system.

Over the past year, increased quality control guidelines have been put in place for staff completing QAs. These include a central organisation point, supporting materials, and staff dedicated to the management of this task.²³ Now, when a QA is ordered by the XO Cadets or other appropriate staff member, the Adjutant provides the appointed QA officer with a small folder containing the relevant directives and guidance papers, as well as the materials required to complete the task. A completed QA comes back to the Adjutant who files it, and enters basic details on a central QA register.²⁴

The QA register captures most of the specific information requested in Recommendation 27. It is not an online system, for privacy reasons. While the QA register omits some information requested in Recommendation 27, it is linked to other documents that provide these details.

The QA register now forms part of a broader database that has consolidated several different tracking systems, and provides a greater depth of information about incidents at ADFA in one central location. The 'Commandant's monthly return register' was set up in October/November 2012, and encompasses the QA register, incident management tracking register (anything from the QA register that may be an incident of unacceptable behaviour including investigations or inquiries), administrative leave restrictions register (leave restrictions that can be imposed through Academy Standing Orders), discipline officer statistics register (a system of seven minor offences, including absences, negligence) and the remedial training register. This five tab document is accessible to senior management and pastoral staff, and snapshots are provided to the COMDT monthly.²⁵

In addition to the COMDT's monthly return register, ADFA's senior equity adviser keeps a report of all unacceptable behaviour complaints, and the XO's branch maintains a squadron level breakdown of incidents and issues.²⁶ Both draw on the original QAs and the COMDT's monthly return register. The senior equity adviser's database is used to ensure that all QAs that deal with unacceptable behaviour are entered into Comtrack (the external Defence online tracking system), and the squadron databases allow for more consistent management of issues at a lower level than the COMDT's office.

At the time of writing, the ADF is preparing to launch the dedicated Sexual Misconduct Prevention and Response Office (SeMPRO), which will become a central point for all complaints and issues regarding sexual misconduct in the ADF, including ADFA. ADFA should incorporate SeMPRO into its complaints and reporting processes when it becomes fully operational.

In addition to these systemic improvements, the series of Commandant's Directives have clarified aspects of the discipline and reporting systems, and increased education and support has been provided with the aim of increasing appropriate reporting of incidents.²⁷

Audit findings

The complaints and incidents management system in place at ADFA in 2013 is a vast improvement on what existed during the Review. It captures more information, and organises it into more user friendly databases.

The 'COMDT's monthly return register' satisfies the majority of what was requested in Recommendation 27. Where it does not, in most cases there are reasonable justifications and other arrangements in place to satisfy the intent of the Recommendation. For example, the names of the complainant and respondent are not kept on the QA register for reasons of privacy, but a reference to the original QA is noted, so those with adequate permission are able to access this information when required. Where there are ongoing actions and tracking is required, staff can cross reference documents from the original QA register entry, and look at the incident management tracking register (or other registers as appropriate). The database is not online, but is kept in soft copy in a secure Defence file, again for privacy reasons.

The one area that is not specifically captured on this database is the feedback from complainant/respondent about the process. ADFA should examine whether keeping such information would strengthen the system and assist in processes of continued improvement and quality control. It may also be worthwhile for the senior equity adviser and the Adjutant to examine whether any aspects of their respective systems are being duplicated and could be streamlined.

Recommendation 28: Reports from this database are to be reviewed by the Commandant on a monthly basis to ensure timely and appropriate actions. The Commandant should also report monthly to the Commander, Australian Defence College, on incidents, trends and identifiable concerns arising from the data.

Intent of Recommendation

This Recommendation was intended to ensure that the ADFA and ADC leadership remained aware of all incidents of concern at ADFA, and are provided with metadata about the numbers and types of incidents occurring, so as to be able to identify and act on concerning or systemic issues.

Implementation actions

Improved record keeping procedures have allowed for a better flow of information about incidents to the COMDT and the Director ADFA Undergraduates (formerly the DCOMDT).

A snapshot of the COMDT's monthly return register is provided to the COMDT at monthly meetings. Australia's Federation Guard and ADFA's postgraduate department provide similar records using the same template so that the COMDT is aware of the any issues across all of the ADFA campus.²⁸ The meetings are chaired by the COMDT, and attended by Director ADFA Postgraduates, Director ADFA Undergraduates, XO Undergraduates, the Adjutant, the Academy Legal Officer, Senior Psychologist and a Chaplain.²⁹

Further to the official monthly reports that go to the COMDT, the XO's branch has created its own squadron level databases for management and pastoral purposes. These are examined weekly by a committee comprised of the XO, key staff and a Chaplain. This provides a link in the chain of command by which information can be passed up or down outside of the monthly meetings.³⁰

The COMDT does not provide the entire report that he receives to the Commander, ADC, but he does report on all attempts at suicide, significant attempts at self-harm, significant allegations of unacceptable or criminal behaviour, and all 'notifiable incidents.'³¹

Audit findings

The reforms to the records management systems have improved the data collected, and improved the processes by which this system can be reviewed by the chain of command up to the COMDT.

The senior leaders of ADFA, including the COMDT and XO Undergraduates have expressed confidence in the amount and type of information that the new system is providing, and the ability of it to meet the requirements of the Recommendation.³² The new system is in its infancy, but it appears to have strengthened the processes previously in place.

Part of Recommendation 28 sought 'timely and appropriate' responses to incidents, but the Audit understands that the broader Defence processes can mitigate against this. For example, during the course of the Audit, the team was made aware of certain incidents that had been under external investigation for months, to the frustration of the undergraduates concerned.³³ There is some evidence that the length of time external investigations take is a source of frustration throughout Defence, and one about which individual units or bases can do little without more systemic reform.³⁴ ADFA is attempting to manage these frustrations through its squadron level tracking, and provide feedback to those concerned as investigations continue.

Recommendation 29: In order that standards of reporting, recording and resolving incidents are properly met, ADFA should ensure the database undergoes annual quality assurance testing to determine:

- a) whether all complaints and incidents are being entered on the database and all required fields in the database are adequately completed
- b) whether the record keeping and reporting standards in the Management and Reporting of Unacceptable Behaviour, Management and Reporting of Sexual Offences (including Forms AC 875-1 – AC 875-3) and Quick Assessment Instructions are being met in relation to all individual complaints of unacceptable behaviour or sexual offences.

Intent of Recommendation

The aim of this Recommendation was to ensure that the correct processes were followed in compiling databases as a means of quality control.

Implementation actions

The new incidents register was only months old at the completion of the Audit, and so annual quality assurance testing has not yet been undertaken. Discussions with staff indicate a belief that the broader reforms to the reporting and database management systems include processes that ADFA considers will meet the intent of this Recommendation.

Audit findings

ADFA's new database management process has provided some level of quality assurance, but there is not a formal annual quality assurance testing process in place yet.

The IGADF military justice audit will continue to be conducted, but this is not an annual process. The Audit team understands that ADFA is currently investigating another mechanism to conduct internal audits on their administration systems but that this is not in place yet.³⁵

While there is not a formal annual test in place, the way that the new system has been designed provides for some internal checking mechanisms. For example, individuals completing a QA are given a folder with directives and guidance that assists in the QA process, and completed QAs are checked by the Adjutant when entering them on the QA register. Further, when monthly reports are prepared for the COMDT, the databases must be complete and consistent, and are checked by a legal officer before being passed up the chain of command.³⁶

Nevertheless, these checks are only a short term solution that depend on individuals' skills, and the continued smooth functioning of the system. A mandated annual quality assurance mechanism would offer more stability in the longer term.

Conclusion

The intent of Recommendation 25 appears to have been met. At the completion of the Audit, ADFA was waiting for a fact sheet from DSPR around which it could base its strategic organisational response to the Unacceptable Behaviour survey (conducted in September 2012). DSPR is a small organisation with a large body of work to complete. If it is unable to provide a formal fact sheet in a timely way, ADFA should draw from the entire report provided to it, and especially the executive summary, in order to give some feedback to staff and undergraduates, and to develop a response to issues of concern. Regular administrations of the survey and meaningful follow ups are necessary in order for ADFA to be able to create benchmarks, measure progress and ensure effective organisational responses.

ADFA and DSPR have developed a series of surveys and research proposals with the aim of collecting a wider range of comparable data across Defence and external to it. They have done this with minimal resources and without the authority to compel outside parties' involvement. The Audit commends ADFA and DSPR on these efforts.

The new complaints and incidents systems viewed by the Audit in early 2013 satisfy the intent of Recommendation 27. The systems have met the intent of the recommendations as well as possible within privacy constraints. Improvements have been driven by better education, a series of COMDT's Directives outlining aspects of the discipline regime, and a reorganisation of ADFA's resources. These changes have meant that ADFA has had the knowledge and capacity to collect information and organise its systems in a more transparent and usable way.

Better clarity of information and processes to provide reports to the COMDT and other senior staff are promising developments. These processes were only months old at the completion of the Audit and should be monitored for effectiveness and any necessary adjustments should be made.

The design of the new incidents management systems provides for some level of internal checking, but a formal annual quality assurance mechanism is still required for the longer term integrity of the system.

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- 1 DSPR was known as DSPPR until recently. Most reports cited are attributed to DSPPR, but the new name is used in the text.
 - 2 Directorate of Strategic People Policy Research, *Australian Defence Force Academy 2011 Unacceptable Behaviour Survey*, DSPPR Report 5/2011, Department of Defence (2011), p 2.
 - 3 Australian Human Rights Commission, *Report on the Review into the Treatment of Women at the Australian Defence Force Academy*, 2011, p 32. At <http://www.humanrights.gov.au/defencereview/index.html> (viewed 13 February 2013).
 - 4 Directorate of Strategic People Policy Research, *Australian Defence Force Academy 2012 Unacceptable Behaviour Survey Report*, DSPPR Report 18/2012 Department of Defence (2012), p 122.
 - 5 MAJGEN J Rosenfeld, 'Australian Defence Human Research Ethics Committee (ADHREC) Protocol 675-12 – ADFA 2012 Unacceptable Behaviour Survey', 19 September 2012, provided to the Audit by Dr N Miller 28 September 2012.
 - 6 Directorate of Strategic People Policy Research, *Australian Defence Force Academy 2012 Unacceptable Behaviour Survey Report*, DSPPR Report 18/2012, Department of Defence.
 - 7 Meeting with DSPR, 19 February 2013.
 - 8 For example 'sexual stories or offensive jokes' shared 'among friends joking outside of the workplace' may not be thought of as unacceptable but may be recorded as such in the 2011 survey. Directorate of Strategic People Policy Research, *Australian Defence Force Academy 2012 Unacceptable Behaviour Survey Report*, DSPPR Report 18/2012, Department of Defence (2012), p 121.
 - 9 The categories are:
 - 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)
 - other acts/harassment.
- 10 Directorate of Strategic People Policy Research, *Australian Defence Force Academy 2012 Unacceptable Behaviour Survey Report*, DSPPR Report 18/2012, Department of Defence (2012), p 122.
- 11 The **sexual harassment** total was obtained by grouping:
- **crude behaviour** (sexually suggestive comments, gestures or jokes that made you *feel offended*; sexually explicit pictures, posters or gifts that made you *feel offended*; sexually explicit emails, social media messages, or SMS/MMS that made you *feel offended*)
 - **unwanted sexual attention** (*inappropriate* staring or leering that made you feel intimidated; intrusive questions about your private life or physical appearance that made you *feel offended*; *repeated or inappropriate* advances on email, social networking websites or internet chat rooms; *repeated or inappropriate* invitations to go out on dates; *unwelcome* touching, hugging, cornering or kissing)
 - **sexual coercion** (*requests or pressure* for sex or other sexual acts).
- See Directorate of Strategic People Policy Research, *Australian Defence Force Academy 2012 Unacceptable Behaviour Survey Report*, DSPPR Report 18/2012, Department of Defence (2012), pp 103-4.
- 12 The **sexual offence** total was obtained by grouping:
- **acts of indecency** (exposed themselves in a way that made you *feel offended*; watched or recorded you without your consent while you were in private, which made you *feel offended*; any other unwanted sexual behaviour or touching *without your consent*)
 - **sexual assault (minor)** (*inappropriate* physical contact) and
 - **sexual assault (major)** (actual or attempted *rape or sexual assault*).
- See Directorate of Strategic People Policy Research, *Australian Defence Force Academy 2012 Unacceptable Behaviour Survey Report*, DSPPR Report 18/2012, Department of Defence (2012), p 105.
- 13 RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012.
- 14 MAJGEN J Rosenfeld, 'Australian Defence Human Research Ethics Committee (ADHREC) Protocol 675-12 – Australian Defence Force Training Establishments 2012 Unacceptable Behaviour Survey', 19 September 2012, provided to the Audit by Dr N Miller, 28 September 2012.
- 15 For example, ADFA is larger, more diverse (in terms of Service and gender) and undergraduates are there for longer in comparison to RMC. This is reflected in the respondents demographics from the respective surveys:

	ADFA	RMC
Respondents (% of total site population)	627 (72.5%)	295 (69.6%)
Female respondents (% of respondents)	128 (20.4%)	28 (9.5%)
Army respondents (% of respondents)	295 (47.4%)	269 (91.2%)

- In addition, ADFA respondents were split relatively evenly among first (37.7%), second (35.2%) and third year (27.1%) undergraduates, while respondents at RMC were most likely to have been at the college for less than one year. DSPR note that this affects comparability, as the unacceptable behaviour surveys ask about the previous 12 month period. Most ADFA respondents would be able to refer to an entire 12 month period while most RMC respondents would not.
- 16 Directorate of Strategic People Research, *Royal Military College Duntroon 2012 Unacceptable Behaviour Survey Report*, DSPR Report 1/2013, Department of Defence.
- 17 J Vaile, email to the Audit, 16 January 2013.
- 18 J Vaile, email to the Audit, 7 February 2013.
- 19 DSPR, 'Proposed option for Unacceptable Behaviour data collection in Defence', provided to the Audit by J Vaile, 16 January 2013.
- 20 The scope of a QA is outlined in Department of Defence, *Defence Instructions (General) ADMIN 67-2, Quick Assessment*, 7 August 2007.
- 21 Interview 50, senior ADFA staff, 19 February 2013; CDRE BJ Kafer, 'Commandant's Directive 14/12 – 'Quick assessments and "serious or complex incidents"', 24 September 2012, provided to the Audit by Dr N Miller, 21 November 2012.
- 22 QA Report Template in CDRE BJ Kafer, 'Commandant's Directive 14/12 – 'Quick assessments and "serious or complex incidents"', 24 September 2012, provided to the Audit by Dr N Miller, 21 November 2012.
- 23 Interview 50, senior ADFA staff, 19 February 2013.
- 24 The QA register captures QA number, subject, description of incident, start date, finish date, assessor's details, recommended action, decision, file, security classification, record of implementation.
- 25 Interview 50, senior ADFA staff, 19 February 2013
- 26 Interview 51, SQNLDR A Fullick, 19 February 2013.

- 27 CDRE BJ Kafer, 'Commandant's Directive 14/12 – 'Quick assessments and "serious or complex incidents"', 24 September 2012, provided to the Audit by Dr N Miller, 21 November 2012; CDRE BJ Kafer, 'Commandant's Directive 15/12 – Operation of the Discipline Officer Scheme', 24 September 2012, provided to the Audit by Dr N Miller, 21 November 2012; CDRE BJ Kafer, 'Commandant's Directive 16/12 – The Reporting and Management of Notifiable Incidents', 24 September 2012, provided to the Audit by Dr N Miller, 21 November 2012; CDRE BJ Kafer, 'Commandant's Directive 17/12 – 'Mandatory Discipline and Administrative Appointment Training', 24 September 2012, provided to the Audit by Dr N Miller, 21 November 2012; CDRE BJ Kafer, 'Commandant's Directive 18/12 – 'Substances which may be used to produce or cause an intoxicating, stupefying or hallucinatory effect', 24 September 2012, provided to the Audit by Dr N Miller, 21 November 2012; CDRE BJ Kafer, 'Commandant's Directive 19/12 – 'Reporting and Management Requirements When a Defence Member is Absent', 24 September 2012, provided to the Audit by Dr N Miller, 21 November 2012; CDRE BJ Kafer, 'Commandant's Directive 20/12 – 'Authority to Impose Conditions and/or Restrictions on Leave', 24 September 2012, provided to the Audit by Dr N Miller, 21 November 2012; CDRE BJ Kafer, 'Commandant's Directive 21/12 – 'Active management of allegations/incidents', 24 September 2012, provided to the Audit by Dr N Miller, 21 November 2012; Interview 51, SQNLDR A Fullick, 19 February 2013.
- 28 Interview 50, senior ADFA staff, 19 February 2013.
- 29 CDRE BJ Kafer, email to the Audit, 22 February 2013.
- 30 Interview 50, senior ADFA staff, 19 February 2013.
- 31 Notifiable incidents are incidents that are reported to ADFIS, have been reported to ADFA by police or internal mechanisms such as the ADF Whistleblower scheme, or those which would warrant a Hot Issues Brief and/or a Ministerial Submission.
- 32 Interview 47, senior ADFA staff, 19 February 2013; CDRE BJ Kafer, email to the Audit, 22 February 2013.
- 33 Focus group U14, Mixed Service 1st year undergraduate male and female, 16 October 2012.
- 34 Interview 47, senior ADFA staff, 19 February 2013. Such investigations are separate from ADFA's internal processes, and involve finding an available investigator, organising the instruments of appointment, conducting the investigation and legal review.
- 35 Interview 47, senior ADFA staff, 19 February 2013.
- 36 Interview 47, senior ADFA staff, 19 February 2013.

10.4 Injury, Health and Wellbeing

Key findings of Review

- While ADFA has mechanisms in place to address injuries, and health more broadly, there was limited sensitivity to the fact that women are physiologically different from men and may therefore experience different health or physical concerns.
- While women comprise about 20% of the undergraduate population, according to ADFA statistics female undergraduates have suffered approximately one third of all injuries since 2006.
- Undergraduates and staff attach enormous importance to physical wellbeing and there is significant stigma which surrounds injury at ADFA.
- Given the different nature of injuries that female undergraduates may suffer, and their higher injury rates, negative consequences of and attitudes towards injury are often felt more heavily by female undergraduates.
- Undergraduates face a number of barriers to accessing services and reporting incidents of unacceptable behaviour. These include cumbersome processes and insufficient support for a range of health and wellbeing issues, including sexual and personal abuse and violence at ADFA.

In response, the Review made two recommendations to help ADFA better manage the wellbeing, health and injury risks present, with a sensitivity to any particular gender issues that may contribute to these.

In summary, the findings of the Audit indicate that:

- ADFA has undertaken extensive work in the approach to injury management.
- Although some measures have focused on female undergraduates, 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 incidents and trends. After a preliminary analysis by ADFA, female undergraduates have been found to sustain a disproportionate number of gradual onset and sporting injuries. It is vital to ensure that injury patterns are regularly monitored and that management strategies are put in place to effectively respond and prevent further injury.
- 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, however 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. The Audit was not provided with substantial information on the nature of the partnerships developed and the collaboration which is intended. ADFA should ensure that these partnerships are developed and that the services are utilised.

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

Recommendation 30: ADFA undertake a detailed evaluation to determine whether female cadets are more likely to become injured than male cadets and, if so, identify the causes and additional mechanisms to be put in place to manage this risk. Following this evaluation, strategies should be developed to:

- a) improve injury and health management
- b) actively promote health and wellbeing with reference to best practice in comparable residential settings
- c) recognise the physical capabilities of individuals commensurate with their respective roles
- d) eliminate stigma associated with medical restrictions.

Intent of Recommendation

This Recommendation arose after a finding that there was a disparity between male and female injury rates and little awareness of the reasons for this. While there were some mechanisms in place to address health and injury related issues there was a strong need to supplement these to more adequately address the risks associated with gender differences. This is of particular importance in the ADFA context in which undergraduates and staff place an enormous emphasis on physical ability.

Implementation actions

ADFA has commenced recording injury statistics differentiated by gender, type and cause of injury in a format which lends itself to regular analysis of incidents and trends. The statistics are compiled monthly with a Master Rehabilitation Database produced three times per year.¹ The preliminary data has been used to determine the prevalence of male and female injuries and to identify the types and causes of injuries with reference to gender.²

The ADFA approach to injury management has changed substantially. The RMC Physical Conditioning Optimisation Review has been examined in order to assist in making changes to the ADFA approach.³ A comprehensive rehabilitation program has been developed and a dedicated injury management cell has been established. There have also been amendments to the physical and recreational training programs, involving personalised fitness programs as part of ‘the new periodised, graduated Physical Training Program.’⁴

Related to ADFA's preliminary finding that female undergraduates suffer disproportionate gradual onset and sporting injuries, ADFA has in place the following:

- A research application for ethics approval to undertake a study to determine the relationship between running technique and the incidence of Chronic Exertional Leg Pain, which represents up to 30% of presentation to Duntroon Health Centre.⁵
- Following findings that many undergraduates are joining ADFA with insufficient fitness levels, which puts them at high risk of gradual onset injury, ADFA has incorporated information on initial fitness requirements into the ADFA annual 'Roadshow'. The 'Roadshow' provides information on life at ADFA to potential undergraduates around Australia.⁶
- The ADF has developed the 'ADF Active' iPhone application which provides personalised fitness programs for a range of fitness levels. The training programs, which include instructions and video demonstrations, have been developed by qualified ADF personal trainers.⁷
- Sports screening, in which individuals are screened to determine whether they can meet the required fitness and ability to participate in sporting activities, including extra-curricular sports.⁸

As part of the approach to eliminate stigma associated with medical restrictions, ADFA has removed the requirement that undergraduates in remedial or rehabilitation programs must wear visible apparel denoting their special status.⁹ The Audit has been advised that the unacceptability of stigmatising is also emphasised during undergraduate training.¹⁰

Audit findings

ADFA has undertaken extensive work in the approach to injury management. The Audit encourages ADFA to continue to pursue these developments with particular focus on strategies to address female injuries.

The injury databases for remedial and rehabilitation statistics were revised in 2012 to differentiate injuries by gender and cause. In line with the Recommendation, this allows a comparison between the number and causes of male and female injuries.¹¹

The master documents clearly show the number of male and female injuries and the nature and cause of the injuries.¹² The April 2012 Master Rehabilitation Database indicates that there were 61 injuries, of which 33 were female and 28 were male. According to the July 2012 Master Rehabilitation Database, 39 female undergraduates were injured compared to 31 males. These figures are concerning given that there are 189 female undergraduates compared with 703 male.¹³ The monthly compilation of statistics and the production of a Master Rehabilitation Database three times per year will assist in ADFA's management of female health and injury.

In line with the Recommendation, ADFA has undertaken an investigation into whether females are more likely to become injured and in a preliminary manner has identified the main types and causes of injuries to female undergraduates. The Audit was advised that although military training injuries do not show a significant difference:

females seem to be suffering a higher rate of injuries in sport with rugby a stand out. The small data sample suggests that females have significantly more gradual onset injuries than males. This observation needs to be followed up as more data becomes available.¹⁴

The Audit encourages ADFA to continue to monitor gender differences to develop a more precise understanding of female injuries and the relevant risk factors. A strategic management response must then be developed by executive, management and physical training (PT) staff, to ensure these issues are regularly monitored and effectively addressed.

Improve injury and health management

ADFA has implemented a number of steps to improve health and injury management.

The Audit has been advised that a full time rehabilitation post has been established to facilitate a more active and faster injury recovery programs.¹⁵ The injury brief provided to the Audit comments that the physical and rehabilitation programs now reflect the latest concepts and methods, including individual remedial training and a 'state of the art' rehabilitation program.¹⁶ The Audit has been advised that the rehabilitation training program is based on an overseas model and has suitably qualified instructors.

This represents significant improvement to the injury and health management at ADFA compared to previous years. As one undergraduate noted:

Last year the rehab program...didn't have a lot of substance to it, there wasn't really anything there.¹⁷

The improvements to the rehabilitation program were recognised by other undergraduates, who commonly commented on the positive aspects of the program:

As far as the management has gone, it's much better this year. The rehab program has really improved. I spent a fair bit of time in rehab in my first year and it was pointless and it was lousy and I wasn't well managed at all. And this year they've all got programs, they've got to sign in each day, they're actually doing more during hours than most of the fit people at the Academy... it's actually really improved.¹⁸

I know that the guys running the rehab...have really picked up that ball and run with it this year. Last year it was pretty much people would rock up to PT if you were on a chit or on a restriction...and do whatever you can do, whereas now they've... probably got about ten folders on the desk, from ankles, lower leg, hip injuries, back injuries, all the different sorts of injuries that cadets come in with and they have programs set out in there for each of them that are injured and run those programs under supervision on a weekly basis. So every time that div rocks up for PT those on restrictions go up and find their relevant folder, sign in, read through what they've got to do and then do it under supervision of the PTI's.¹⁹

These comments from undergraduates and staff demonstrate the positive impact of improvements to health and injury management.

Other examples of measures taken to address the intent of this Recommendation include:

- A communications strategy in which potential recruits are better informed of the fitness requirements prior to arriving at ADFA. This is in response to research which indicates that low fitness levels are linked with injury.²⁰
- The 'ADF Active' iPhone application is also intended to assist men and women increase their overall fitness levels and to help them pass the ADF's fitness tests.²¹ This may have a positive effect on injury rates.

- A proposal to conduct research to determine the relationship between running technique and the incidence of Chronic Exertional Leg Pain (currently awaiting ethics approval). This is pertinent in light of the injuries analysis which found that female undergraduates suffer a higher number of gradual onset injuries than male undergraduates.²²

Comparable residential settings

Part b) of the Recommendation required ADFA to promote health and wellbeing with reference to best practice in comparable residential settings. The documents provided to the Audit state that ADFA has analysed the RMC Physical Conditioning Optimisation Review and that amendments to the ADFA remedial training process and rehabilitation program reflect the findings of the RMC Review.²³ The Audit has been provided with examples to this effect.²⁴

The Audit notes that ADFA has taken steps to apply successful methods from comparable settings, namely RMC Duntroon, and this is encouraged. However, the injury brief received from the RIT only discusses RMC Duntroon as a comparable setting,²⁵ while other documents provided to the Audit refer to other settings, such as RAAF Officer Training School and HMAS Creswell, which could be analysed. The Audit has not received any evidence that these other settings have been examined.²⁶

Stigma

The Audit has been advised that the approach to eliminating stigma is threefold, involving the removal of physical signs of medical restrictions,²⁷ the education of undergraduates²⁸ and through the improved rehabilitation program.²⁹ This represents a comprehensive approach to a pervasive problem.

The removal of the physical signs, such as vests, track suits and sashes,³⁰ is an important step towards eliminating stigma. These articles of clothing create a further barrier between undergraduates on medical restrictions and other undergraduates by making the difference more visible. The removal of these signs is supported by the Audit.

The documents provided to the Audit indicate that stigma is also being addressed ‘through E&D, leadership, and Instructional Programs.’³¹ As noted in these documents, ‘the unacceptability of stigmatising...has been emphasised’ during undergraduate training.³² This approach is important in supplementing the removal of physical signs, and in creating a lasting impact on the way undergraduates view injured undergraduates.³³

The Audit was advised by the RIT that:

the Rehabilitation Training Program seems to be returning injured cadets faster to normal activities. It is expected that less time on the sidelines and improvements to injury management will contribute to a reduction in the stigma associated with medical restrictions.³⁴

The Audit encourages the continued use of data to ensure that these expectations and perceptions are evidence based.

In respect of the improvements to injury management the Audit heard the following:

I think one of the benefits of the management of it now is that those that aren’t on restrictions see those on restrictions still working. So it’s not like they’re turning up to PT for example with their chit and then just going away and walking on the treadmill watching TV for forty minutes. They’re actually doing a supervised activity under the PTI. That sort of management goes a long way in getting rid of stigma in terms of, if you’re on a chit, you still won’t get an easy pass, you’ve still

got to work hard. That's where a lot of the stigma comes from. If I'm not on a chit and they are then I've got to run fifteen k's and they just get to tread water in the pool or do something pretty easy then it's a bit hard not to be a little bit angry with them and resent them a little bit. So I think having the management of the restrictions and those that are injured probably helps their cause a lot more as well.³⁵

While these actions will have a bearing on stigma, it was apparent from consultations with undergraduates that this is an enduring issue and one which will not change quickly. This is of particular importance because injury rates are proportionately higher for female undergraduates and therefore the problem weighs more heavily on them.

Undergraduates responded to questions on whether female undergraduates were involved in more incidents of 'non-genuine' injuries by commenting that there was 'no difference between guys and girls.' However, during consultations the use of examples of 'faked' injuries most often involved female undergraduates, not males. For example, the Audit heard:

It's when you get the girls that play ping pong and they've got chronic shin splints, you just go, no!³⁶

It's the instances where people turn up with a chit to not participate in PT and that night will go play netball.³⁷

The persistent use of examples with female subjects, suggests that perceptions of females being more likely to 'play the system' and fake injuries has endured.³⁸ This was recognised in the YOFT female Healthy Lifestyles (Gender) brief. Female undergraduates were informed that if they were genuinely sick or injured they should seek help. However, using sickness or injury as an excuse to avoid training would be inappropriate and would result in loss of respect.³⁹ This focus was not a feature of the YOFT male Healthy Lifestyles (Gender) brief.⁴⁰ The Audit does not take exception to the fact that these issues are treated differently in the male and female briefs, but rather notes that these gendered differences in perceptions continue to endure.

On the whole, the response to eliminating stigma has been comprehensive and the intention of the Recommendation has been met by the actions undertaken. It does appear however that stigma continues to exist. The Audit recognises that this type of cultural change will take time. ADFA should ensure that the new measures are accompanied by ongoing education which continues to address this cultural shortcoming.

Suicide at ADFA

During the 2013 staff induction⁴¹ and YOFT presentations,⁴² sessions were held on suicide awareness at ADFA. The underlying context of the presentation is an attempt to remove the stigma associated with mental health, and encourage undergraduates to seek assistance and support if required. The sessions discussed signs of suicidal behaviour and outlined strategies and supports available.

The session was presented by the senior ADFA psychologist who commented that ADFA was one of the rare environments where female suicide and attempted suicide rates are higher than for males.⁴³ ADFA's records indicate that women have been involved in about half of all suicide attempts that required medical intervention over the past four years.⁴⁴ Given that women constitute about one-fifth of the undergraduate population, this figure indicates that proportionally, women are much more likely than men to be involved in a suicide incident at ADFA.

In the broader ADF, the proportion of women who attempted suicide (0.5%) was about the same as the proportion of men (0.4%).⁴⁵ In the Australian community (where the population is more evenly split) women make up about one-quarter of the number of suicides annually.⁴⁶ These figures indicate that ADFA is an area of particular risk for undergraduate women. This is reflected in a staff suicide awareness program.⁴⁷

This issue is of particular importance at ADFA as undergraduates are at the peak age of onset of mental health issues.⁴⁸ Cultural and environmental factors are critical in managing and responding to the issues which can be presented by such a population and have a great bearing on the outcome. The Suicide Awareness presentation was interactive and participants were highly engaged. ADFA is to be commended for its focus and explicit discussion of these issues, for providing information on the supports which are available and the protocols it has in place in order to respond to such an event. ADFA may, however, consider seeking expert advice as to the timing of this session, i.e. whether it is appropriate for the second day of YOFT training or whether it might be better delivered later in YOFT.

Recommendation 31: In order to provide cadets with a range of support options regarding health and wellbeing, sexual or personal abuse and violence, ADFA:

- a) provide and/or display in plain view in residential and academic premises, information on key internal and external support services to cadets, including but not limited to the proposed ADFA Toll-free hotline (rec. 24), Women's Health Services, Mensline, the Rape Crisis Centre, Lifeline and drug and alcohol counseling
- b) develop partnerships with key external service providers, including those that are predominantly utilised by women, to ensure that ADFA provides a holistic response to cadets' health, wellbeing and safety needs.

Intent of Recommendation

This Recommendation arose after a finding that undergraduates may face barriers in seeking assistance or reporting incidents of unacceptable behaviour. There was a strong need to provide additional options to supplement existing support avenues which would allow undergraduates to more easily seek assistance internally or externally.

Implementation actions

ADFA has updated and displayed posters in training and accommodation areas with contact details of internal and external emergency and support services. In addition, undergraduates have been provided with wallet size cards containing the information contained in the posters.⁴⁹

The Audit has been advised that a meeting was held at ADFA on 27 June 2012 'to develop partnerships and identify collaboration opportunities with Canberra-based emergency and support agencies.'⁵⁰ In addition, according to documents provided to the Audit these agencies have agreed to meet annually.⁵¹

The establishment of the Sexual Offence Support Person (SOSP) Network is also relevant to this Recommendation and is discussed in more detail under Recommendation 9. In addition, dialogue with SeMPRO should also inform strategies in this regard.

Audit findings

ADFA has undertaken steps to address both parts of the Recommendation. The Recommendation has been largely implemented, however part b) requires some additional work.

The actions undertaken demonstrate commitment to satisfy the intent of part a). The poster developed contains contact details for the support agencies referred to in the Recommendation, in addition to other organisations. The information is provided in a clear way, with the organisation's category, name, contact details and hours of availability displayed. The Audit trusts that ADFA will continue to use these posters and cards in years to come and will regularly update and amend information as required.

However, in the case of an emergency, such as where an undergraduate is under immediate threat in their accommodation, it was unclear to the Audit which number should be called (e.g. police/duty officer/other). When the Audit sought clarification the response was that this was 'a very difficult question to answer' and 'it depends'.⁵² The Audit is strongly of the view that there can be no confusion in an emergency situation and this must be clarified immediately.

The Audit has been advised that the posters have been displayed:

throughout the Academy, with the focus on key areas where Midshipmen and Officer Cadets congregate. Specific areas covered are all accommodation blocks, the Cadets mess, Military and Admin buildings, ADFA Indoor Sports Centre, Library and academic centres on campus.⁵³

In addition to the physical display, an electronic copy of the poster will be displayed on the ADFA intranet.⁵⁴ The display of the information is complemented by the issue of cards to undergraduates. This will further increase the ease with which undergraduates will be able to access the contact details. However, undergraduates also need to be encouraged to access these services and any stigma associated with their use addressed.

In response to part b), the Audit has been advised that partnerships with support agencies have been established and that the agencies have agreed to meet annually. The Audit has been informed that:

In addition to internal support, ADFA has formed working relationships with a wide range of external emergency and support agencies (e.g. beyond blue, Lifeline, Canberra Rape Crisis Centre, Relations Australia, Services Assisting Male Survivors of Sexual Assault, Women's Information and referral Service).⁵⁵

This range of organisations provides a holistic response to undergraduate needs. While the Audit has been advised that partnerships have been developed the Audit has been largely unable to clarify details on the nature of these partnerships, what work is actually being done and what has been communicated to undergraduates.⁵⁶

The development of these partnerships and the agreement to meet annually are important mechanisms in providing a holistic response however ADFA should ensure that these partnerships are actively pursued. As the COMDT commented:

It's a bit of a work in progress, but it's valuable and we learnt a lot from the liaison that we had with those people...It's...in the formative stages now. We're just starting to develop relationships with each of those.⁵⁷

The Audit encourages ADFA to ensure these relationships continue to be developed for the benefit of undergraduates.

Conclusion

ADFA has made significant improvements to injury management. ADFA has commenced recording injury statistics differentiated by gender, type and cause of injury in a format which lends itself to regular analysis. A number of substantial changes to physical training, remedial training and rehabilitation programs have been implemented and undergraduates are aware of the improvements. ADFA should continue to address injury risks associated with female undergraduates and develop measures to combat these risks.

The stigma associated with injury is being addressed through the removal of physical signs of medical restrictions, education programs and improved rehabilitation. While this is a comprehensive approach, ADFA must continue to monitor and address this enduring stigma which is culturally based and continues to undermine women.

Recommendation 31 has been largely implemented, however, part b) is still in the developmental stage. ADFA has updated and displayed posters in training and accommodation areas with contact details of internal and external emergency and support services. This information is supplemented with cards provided to undergraduates. Clarification of which number to call in the event of an emergency or imminent threat is required.

ADFA has commenced developing relationships with key external service providers and has secured an agreement to meet annually. These partnerships do not appear to have been fully developed yet.⁵⁸ The nature of these relationships is unclear and further action is required to ensure that these partnerships will meet the support needs of female undergraduates.

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- 1 RIT, 'Brief for Broderick Review Audit – Recommendation 30 and 31: Injury, Health and Wellbeing at ADFA – RFIs 77-87', provided to the Audit by Dr N Miller, 17 January 2013.
 - 2 RIT, 'Broderick Ph1 Review Implementation Progress Spreadsheet', provided to the Audit by Dr N Miller, 28 September 2012; RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012; RIT, 'Brief for Broderick Review Audit – Recommendation 30 and 31: Injury, Health and Wellbeing at ADFA – RFIs 77-87', provided to the Audit by Dr N Miller, 17 January 2013.
 - 3 RIT, 'Broderick Ph1 Review Implementation Progress Spreadsheet', provided to the Audit by Dr N Miller, 28 September 2012; RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012; RIT, 'Brief for Broderick Review Audit – Recommendation 30 and 31: Injury, Health and Wellbeing at ADFA – RFIs 77-87', provided to the Audit by Dr N Miller, 17 January 2013; LTCOL B Kilpatrick email provided to the Audit by Dr N Miller, 20 February 2013.

- 4 'Physical and Recreation Training (P&RT)', provided to the Audit, 8 February 2013. The Audit is advised that the philosophy of physical conditioning at ADFA changed in 2011. This involved a move from the objective of reaching high levels of physical condition in the first year at ADFA to a graduated approach in which undergraduates are conditioned over the time spent at ADFA so that in their final year they are able to meet the physical requirements after ADFA. This is accompanied by the use of ability based training in which undergraduates work at the same intensity with less regard paid to external measurements. RIT, 'Cultural Change Management at Australian Defence Force Academy', provided to the Audit by N Miller, 28 September 2012.
- 5 Department of Defence, HLTHMAN, volume 23, 'Research Protocol Submission for Scientific and Ethical Approval', provided to the Audit on 8 February 2013.
- 6 RIT, 'Brief for Broderick Review Audit – Recommendation 30 and 31: Injury, Health and Wellbeing at ADFA – RFIs 77-87', provided to the Audit by Dr N Miller, 17 January 2013]. This involves CDRE BJ Kafer emphasising the importance of fitness levels in the annual Roadshow.
- 7 Defence Jobs, 'ADF Active iPhone App', <http://www.defencejobs.gov.au/women/iphone.aspx> (viewed 13 May 2013).
- 8 RIT, 'Brief for Broderick Review Audit – Recommendation 30 and 31: Injury, Health and Wellbeing at ADFA – RFIs 77-87', provided to the Audit by Dr N Miller, 17 January 2013.
- 9 RIT, 'Brief for Broderick Review Audit – Recommendation 30 and 31: Injury, Health and Wellbeing at ADFA – RFIs 77-87', provided to the Audit by Dr N Miller, 17 January 2013.
- 10 RIT, 'Brief for Broderick Review Audit – Recommendation 30 and 31: Injury, Health and Wellbeing at ADFA – RFIs 77-87', provided to the Audit by Dr N Miller, 17 January 2013.
- 11 RIT, 'Brief for Broderick Review Audit – Recommendation 30 and 31: Injury, Health and Wellbeing at ADFA – RFIs 77-87', provided to the Audit by Dr N Miller, 17 January 2013.
- 12 ADFA, 'Master 2012 Rehab Stats – as at 18 Apr 12', provided to the Audit by Dr N Miller, 28 September 2012; ADFA, 'Master 2012 Rehab stats – As at 31 July 2012', provided to the Audit by Dr N Miller, 28 September 2012.
- 13 ADFA, 'Master 2012 Rehab Stats – as at 18 Apr 12', provided to the Audit by Dr N Miller, 28 September 2012; ADFA, 'Master 2012 Rehab stats – As at 31 July 2012', provided to the Audit by Dr N Miller, 28 September 2012.
- 14 RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012.
- 15 SGT Magill, 'Minute, Rehabilitation of Mech Downgraded Cadets & Midn', ADFA/OUT/2012/304, provided to the Audit by Dr N Miller, 28 September 2012.
- 16 RIT, 'Brief for Broderick Review Audit – Recommendation 30 and 31: Injury, Health and Wellbeing at ADFA – RFIs 77-87', provided to the Audit by Dr N Miller, 17 January 2013.
- 17 Focus group U1, Mixed Service 2nd year undergraduate male and female, 17 October 2012.
- 18 Focus group U7, Mixed Service undergraduate female, 17 October 2012.
- 19 Interview 32, Army staff male, 16 October 2012.
- 20 This is done through the ADFA 'Roadshow'. A video to demonstrate the requirements had been planned however was cancelled due to low priority. The basis for this strategy is ADFA's finding that individuals with fitness levels below that required to pass the ADFA basic fitness test are at a high risk of sustaining a gradual onset injury. In combination with the finding that gradual onset injuries make up a high proportion of injuries at ADFA, this strategy is intended to address one of the causes of such injuries. This approach is summarised in an internal ADFA email as 'in short, arrive fit and healthy.' Email correspondence between LCDR B Butler and Dr N Miller, 19 July 2012, provided to the Audit 28 September 2012; Dr N Miller, email to the Audit, 12 February 2012.
- 21 Defence Jobs, 'ADF Active iPhone App', <http://www.defencejobs.gov.au/women/iphone.aspx> (viewed 13 May 2013).
- 22 Another example of a targeted response was provided to the Audit, a Report on Defective or Unsatisfactory Material (RODUM). This aims to address the dangers of undergraduates with shorter back lengths carrying the standard Field Pack. As noted in the RODUM, '100% of these members are female.' While a solution has not been found yet, 'in the meantime, a specially purchased smaller pack (not service issue) is currently being trialled.' Department of Defence, submitted by W Frazer, 'Report on Defective or Unsatisfactory Material- Land (RODUM)', provided to the Audit by Dr N Miller, 28 September 2012.
- 23 RIT, 'Brief for Broderick Review Audit – Recommendation 30 and 31: Injury, Health and Wellbeing at ADFA – RFIs 77-87', provided to the Audit by Dr N Miller, 17 January 2013; RIT, 'Broderick Ph1 Review Implementation Progress Spreadsheet', provided to the Audit by Dr N Miller, 28 September 2012.
- 24 In addition to the rehabilitation and remedial programs, the injury brief comments that a key intervention resulting from this analysis is to screen undergraduates to determine whether they can demonstrate the required levels of fitness and ability to participate in sporting activities. The basis for this strategy is that 'the majority of injuries incurred by female midshipmen and officer cadets are gradual onset and sporting injuries.' Further, in 2013 the competitive rugby for females is to be restricted such that they will not compete against teams in the wider community. While these mechanisms do address a major cause of injury for female undergraduates, the Audit has concerns about the overall impact of this on females at ADFA, particularly given the importance of these activities to ADFA life and the mentoring opportunities that the sporting teams offer. RIT, 'Brief for Broderick Review Audit – Recommendation 30 and 31: Injury, Health and Wellbeing at ADFA – RFIs 77-87', provided to the Audit by Dr N Miller, 17 January 2013.
- 25 The injury brief states that 'there are few, if any, comparable residential settings' and then addressed RMC as the applicable setting.' RIT, 'Brief for Broderick Review Audit – Recommendation 30 and 31: Injury, Health and Wellbeing at ADFA – RFIs 77-87', provided to the Audit by Dr N Miller, 17 January 2013.
- 26 For example, the following is listed as a key action in another document 'check best practice in comparable residential settings (e.g. RMC, Cerberus, Creswell).' This document contains both Cerberus and Creswell however the Audit has not been provided with any evidence of reference to best practice in these other settings.

- 27 RIT, 'Brief for Broderick Review Audit – Recommendation 30 and 31: Injury, Health and Wellbeing at ADFA – RFIs 77-87', provided to the Audit by Dr N Miller, 17 January 2013; RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012.
- 28 RIT, 'Brief for Broderick Review Audit – Recommendation 30 and 31: Injury, Health and Wellbeing at ADFA – RFIs 77-87', provided to the Audit by Dr N Miller, 17 January 2013.
- 29 RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012.
- 30 RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012.
- 31 RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012.
- 32 RIT, 'Brief for Broderick Review Audit – Recommendation 30 and 31: Injury, Health and Wellbeing at ADFA – RFIs 77-87', provided to the Audit by Dr N Miller, 17 January 2013; RIT, 'Broderick Ph1 Review Implementation Progress Spreadsheet', provided to the Audit by Dr N Miller, 28 September 2012.
- 33 The Audit has not seen the actual content of this approach and therefore supports the concept with the caveat that such programs must meet the intent of the Recommendation. The Audit has been provided with slides from the injury management presentation during YOFT however the approach referred to is not present in the slides.
- 34 RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012.
- 35 Interview 32, Army staff male, 15 October 2012.
- 36 Focus group U1, Mixed Service 2nd year undergraduate male and female, 17 October 2012.
- 37 Focus group U1, Mixed Service 2nd year undergraduate male and female, 17 October 2012.
- 38 ADFA should also be concerned about the dangers of such stigma not just to the culture of equal treatment of women, but to the risk that injuries will not be properly managed. Where injured undergraduates are at risk of being considered 'malingerers' by fellow undergraduates there is a risk that injured undergraduates 'don't want to be one of those' and therefore will avoid medical restrictions even when required. Focus group S5, Mixed Service staff female, 16 October 2012.
- 39 ADFA, 'Healthy Lifestyles, gender briefing' (female), YOFT, 8 February 2013; ADFA, 'YMHL13 – Female Gender Brief', provided to the Audit by Dr N Miller, 21 March 2013.
- 40 ADFA, 'Healthy Lifestyles, gender briefing' (male), YOFT, 8 February 2013; ADFA, 'YMHL13 – Male Gender Brief', provided to the Audit by Dr N Miller, 21 March 2013.
- 41 Capt Dolce, psychologist, 'Suicide Awareness', Mandatory Training for staff, presentation 21 January 2013.
- 42 Anne Goyne, Senior psychologist, 'Suicide Awareness', YOFT, presentation, 27 January 2012.
- 43 Capt Dolce, psychologist, 'Suicide Awareness', Mandatory Training for staff, presentation 21 January 2013.
- 44 Ann Goyne, email to Dr N Miller, 14 February 2012, provided to the Audit, 14 February 2013.
- 45 Department of Defence, *Mental Health in the Australian Defence Force: 2010 ADF Mental Health Prevalence and Wellbeing Study*, p xi. At <http://www.defence.gov.au/health/DMH/i-MHRP.htm#MHRP> (viewed 6 March 2012).
- 46 National Mental Health Commission, *A Contributing Life: the 2012 National Report Card on Mental Health and Suicide Prevention*, 2012, p 128. At http://www.mentalhealthcommission.gov.au/media/39273/NMHC_ReportCard_Lo-res.pdf (viewed 6 March 2013).
- 47 Capt Dolce, psychologist, 'Suicide Awareness', Mandatory Training for staff, presentation 21 January 2013.
- 48 P McGorry, A Parker and R Purcell, 'Youth Mental Health Services', *InPsych* (August 2006). At http://www.psychology.org.au/publications/inpsych/youth_mental_health/ (viewed 8 March 2013).
- 49 RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012; ADFA, 'Emergency and Support Contact Numbers', provided to the Audit by Dr N Miller, 28 September 2012; ADFA, 'Emergency Contact Ready Reckoner Card', provided to the Audit by Dr N Miller, 28 September 2012; RIT, 'Broderick Ph1 Review Implementation Progress Spreadsheet', provided to the Audit by Dr N Miller, 28 September 2012.
- 50 RIT, 'Broderick Ph1 Review Implementation Progress Spreadsheet', provided to the Audit by Dr N Miller, 28 September 2012.
- 51 RIT, 'Broderick Ph1 Review Implementation Progress Spreadsheet', provided to the Audit by Dr N Miller, 28 September 2012; RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012.
- 52 LTCOL B Kilpatrick, email to Dr N Miller, 30 January 2013, and email from Dr N Miller to Audit, 30 January 2013.
- 53 LCDR N Cook, email to Dr N Miller and S Longbottom, 18 December 2012, provided to the Audit by S Longbottom, 20 December 2012.
- 54 LCDR N Cook, email to Dr N Miller and S Longbottom, 18 December 2012, provided to the Audit by S Longbottom, 20 December 2012; Dr N Miller, email to the Audit, 12 December 2012.
- 55 RIT, 'Communication Plan: Communicating Cultural Change', Annex L, provided to the Audit by Dr N Miller, 12 November 2012.
- 56 The exception to this is the relationship with Sexual Health and Family Planning ACT in which the Audit is advised that ADFA is working with this organisation to develop a Sexual Ethics Program. This provides an important part of the response to undergraduate needs. This program is further discussed in respect of Recommendation 22. RIT, 'Broderick Ph1 Review Implementation Progress Spreadsheet', provided to the Audit by Dr N Miller, 28 September 2012.
- 57 Interview 1, CDRE BJ Kafer, 12 September 2012.
- 58 There is concern that because the Recommendation is marked as 'Implemented' the implementation might not be carried through. RIT, 'Broderick Audit Summary Final 280912', provided to the Audit by Dr N Miller, 28 September 2012.

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

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