

# DEFENCE RESPONSE TO THE RECOMMENDATIONS OF THE CADET REVIEW (November 2008)

## COMMENTS AGAINST EACH RECOMMENDATION

### 3.1 Introduction

3.1.1 The recommendations of the Review align with the Terms of Reference. The Panel believes that it will be important that those recommendations that are adopted be revisited by the COSC in about 12 months' time to measure progress in their implementation.

Defence Response Agreed.

3.1.2 Recommendation 3.3 and 3.4 below are central. They require adoption as a prerequisite for recommendations that follow.

Defence Response Agreed in part. Establishment of COMADFC is not agreed; however, through the organisational changes proposed and role of HRES-D in governance the intent of this recommendation will be preserved.

### 3.2 Legal Framework.

3.2.1 It is recommended that Section 62 of the *Defence Act 1903*, Section 39 of the *Naval Defence Act* and Section 8 of the *Air Force Act 1923* be amended so that, in the relevant sub-sections of those Acts, the Chief of Navy, the Chief of Army and The Chief of Air Force are required to administer their respective cadet organisations through the single authority of the Commander Australian Defence Force Cadets (COMADFC). COMADFC should be an officer appointed by the CDF.

Defence Response Not agreed. The concept of COMADFC is not supported. However, it is intended that the legislative framework will be revisited if necessary to provide for the VCDF model. In the interim it is intended to develop a Ministerial Directive to clarify the accountability structure and to reflect the governance role of VCDF (HRES-D).

3.2.2 Given the likelihood that legislative amendment could take some time to enact, it is recommended that the Minister for Defence issue a Ministerial Directive to the Chief of Navy, the Chief of Army and the Chief of Air Force requiring them to administer their respective cadet organisations through the single authority of COMADFC.

Defence Response Agreed in part. Not agreed to administer cadets through a COMADFC. A Ministerial Directive to Service Chiefs and VCDF detailing their accountabilities in the administration of cadets is agreed.

3.2.3 It is recommended that Cadet Force Regulations be amended to comply with these arrangements.

Defence Response Agreed in principle subject to progressing the Ministerial Directive and a review of Cadet Force Regulations in that context.

### **3.3 Command and Control**

3.3.1 It is recommended that the CDF appoint an officer to the position of COMADFC, with authority to administer the Australian Navy Cadets (ANC), the Australian Army Cadets (AAC) and the Australian Air Force Cadets (AAFC).

Defence Response Not agreed.

3.3.2 It is recommended that COMADFC be supported by officers appointed by their respective Service Chiefs to act as component commanders of the ANC, the AAC and the AAFC, with authority and responsibilities delegated by COMADFC, while responding to their respective Service Chiefs to ensure that their cadet organisations are conducted in accordance with the culture, values and traditions of their parent Service.

Defence Response COMADFC construct not agreed. Existing ANC, AAC and AAFC command arrangements considered appropriate. The role of VCDF under the proposed model will complement this arrangement through a strengthened governance framework.

3.3.3 It is recommended that all existing National Headquarters staffs, including Cadet Policy Branch and the National Headquarters of the three Services, be disbanded and reconstructed as a single joint staff with small component staffs embedded to support the single-Service commanders.

Defence Response Not agreed. An alternative model in the VCDF Group proposed.

3.3.4 It is recommended that COMADFC be made responsible to the Secretary for budgeting and accounting for resources allocated to the ADFC in accordance with the Financial Management Act. In meeting these responsibilities, an appropriate senior officer of the Australian Public Service be appointed to assist COMADFC as senior resource manager.

Defence Response Not agreed on basis COMADFC construct not agreed. However, it is intended that FMA Act compliance and accountabilities will be made explicit through the Ministerial Directive, and HRES-D will have an associated governance role.

3.3.5 At the regional level, it is recommended that the existing regional single Service cadet headquarters construct of multiple headquarters above the unit level be amalgamated to form joint regional headquarters, reflecting the command and administrative arrangements arising from the appointment of COMADFC and his staff.

Defence Response Not agreed on basis COMADFC construct not agreed.

3.3.6 It is recommended that the joint regional headquarters be collocated with DSG elements wherever practicable. It is further recommended that consideration be given to establishing an additional joint regional headquarters in NSW, reflecting the large number of cadet units, and their geographic dispersion, in that State.

Defence Response Not agreed on basis COMADFC construct not agreed.

3.3.7 A diagram showing the proposed structure and outline functional roles at each level is enclosed as ANNEX E.

Defence Response Not agreed on basis COMADFC construct not agreed. An alternative model is proposed.

### **3.4 Administration**

3.4.1 It is recommended that the ADFC be resourced through the existing Defence budgetary system as a single line of resource allocation and accounting; and that this funding be managed by COMADFC, with responsibility to the Secretary under the *Financial Management Act*. This framework should be established to cover all aspects of the development, operation and sustainment of the ADFC, including facilities, the acquisition of equipment and supplies and the provision of services from Defence and other sources.

Defence Response Not agreed on basis COMADFC construct not agreed. The existing resourcing model is considered to be adequate and it is intended to improve governance of FMA Act compliance through the proposed VCDF model.

3.4.2 It is further recommended that, pending the introduction of any new administrative framework, there needs to be an audit of the full allocation and use of funds from all sources.

Defence Response Agreed.

3.4.3 It is recommended that the community continue to be encouraged to support ADFC units; but their contributions should be used and accounted for as if they are Commonwealth resources.

Defence Response Agreed. Community support encouraged. Work will be required on the accounting issue to find an appropriate way to manage these resources as Commonwealth resources.

3.4.4 In determining the level of resources to be allocated to the ADFC, it is recommended that account is taken of the need to provide adequate funding to enable units to 'buy' goods and services, rather than being put in the position of mendicants, as frequently happens at present.

Defence Response Agreed in principle. Needs further work to consider existing community support arrangements and the overall Budget impact on Defence.

### **3.5 Objectives and Desired Outcomes**

3.5.1 The Purpose and Goals proposed in this Review have already been agreed by the three Services as being appropriate. The panel agrees and recommends their adoption.

Defence Response Agreed.

#### Purpose

A recommended statement of the purpose of the ADFC is: The Australian Defence Force Cadets is a personal development program for young people, conducted by the Australian Defence Force in cooperation with the community, which benefits the Nation by developing an individual's capacity to contribute to society, fostering an interest in Defence Force careers, and developing ongoing support for Defence'

#### Goals.

The following goals are recommended for the ADFC:

Conduct a creative personal development program in a military environment that:

- extends individuals beyond their self imposed limits,
- develops an understanding of the balance between personal freedoms and choice and the responsibilities that they bring,
- promotes self reliance, self esteem and self discipline,
- develops and recognises a broad range of skills including leadership and team work.

Contribute to social development by:

- encouraging pride in self, community and nation,
- equipping young people to be better citizens,
- encouraging a volunteer ethos,
- developing work and life skills,
- providing a supportive and safe environment .

Contribute to the development of the ADF through:

- cooperation with the community,
- enhancing Defence's reputation in the community,
- maintaining Service customs traditions and values,
- understanding what Defence does, and
- demonstrating a return on the Defence Organisation's investment by promoting career opportunities within Defence.

### Desired Outcomes

3.5.2 A range of general and specific outcomes are described in section 2.10 of the Report. It is recommended that these outcomes are endorsed as an appropriate basis for future development of cadet programs and curriculums.

Defence Response Partly agreed. Further work required to consider Service specific outcomes.

3.5.3 It is recommended that the ADFC continues to be an inclusive organisation that provides opportunities for young people from a wide range of social backgrounds and abilities.

Defence Response Agreed.

## **3.6 Community context**

3.6.1 It is recommended that cadet consultative councils be established at national, regional and local levels. These councils should have the function of engaging in community support and should have the broad functions of advice and guidance to the cadet headquarters and units. The councils should be composed of broad range of eminent representatives from the community.

Defence Response Not agreed. Cost / benefit is not evident and further understanding required on the role responsibilities and membership before this recommendation could be considered.

3.6.2 At the national level, the council should be modeled on the Defence Reserve Support Council with consideration being given to appropriate remuneration to the council members.

Defence Response Not agreed on basis of response to 3.6.1

3.6.3 In establishing or maintaining cadet units, it is recommended that the uniqueness of every cadet unit be acknowledged and that it is noted that the balance between community and Defence contributions must reflect the particular character of the community.

Defence Response Agreed.

3.6.4 It is recommended that, as a matter of priority, COMADFC should be directed to explore opportunities to establish new units in communities which currently offer inadequate or no youth development opportunities.

Defence Response Partly agreed. COMADFC not agreed. Intent of recommendation should be an aspiration of each Service under central policy and depending on available resources.

3.6.5 It is recommended that a public affairs capability be embedded at the National Headquarters of the ADFC to raise awareness of the cadet scheme throughout communities at all levels.

Defence Response Agreed in principle. Existing resources of HRES-D to be considered.

3.6.6 It is recommended that the particular contribution made by school-based units to the ADFC be recognised as relevant and valuable.

Defence Response Agreed.

### **3.7 Age Bracket**

3.7.1 It is recommended that the age bracket for cadet participation allows young people to join cadets in the year that they turn 13 and that they are required to leave cadets before they turn 20.

Defence Response Agreed subject to ongoing consultation with the school communities.

3.7.2 It is recommended that COMADFC be tasked to develop a transitional program that covers cadets between the ages of 18 and 20 to address the issue of adults continuing as cadets.

Defence Response Agreed for centrally developed (VCDF) transitional program policy development and then Single Service implementation.

### **3.8 Standardised Program and Curriculum**

3.8.1 It is recommended that a joint core curriculum be developed for both cadets and staff, based on work already done in this area. This should be implemented across the whole ADFC.

Defence Response Agreed subject to unique Single Service requirements being factored into curriculum requirements.

3.8.2 It is recommended that where Service specific elements of the curriculum require, these be developed by the relevant Service, within the context of the core curriculum.

Defence Response Agreed.

3.8.3 It is recommended that the curriculum for the ADFC be designed taking account of individual training needs analyses, recognition of prior learning and flexible delivery modes.

Defence Response Agreed.

3.8.4 It is recommended that COMADFC consult extensively with other national youth organisations to develop, for the ADFC, a common set of standards for duty of care, conforming to national, state and territory requirements for child protection and OH&S.

Defence Response Agreed.

3.8.5 It is recommended that a youth development framework be developed as the basis in the further development of the curriculum for the ADFC.

Defence Response Agreed.

3.8.6 It is recommended that in the development of the cadet curriculum the emphasis on activity-based and military-like activities be retained.

Defence Response Agreed.

3.8.7 It is recommended that cadets be given priority access to Defence developed, nationally-accredited programs, such as the recently announced scholarship initiative to address the shortage of skilled technical tradespeople in Australia.

Defence Response Agreed.

3.8.8 It is recommended that civilian accreditation be sought for appropriate staff training and cadet activities.

Defence Response Agreed.

### **3.9 Remote and Regional Communities**

3.9.1 It is recommended that where communities have particular needs, the relevant expertise within Defence and the community be sought to address these needs. For example, for units in indigenous communities, consultation should occur with the Directorate of Indigenous Affairs and the community affected.

Defence Response Agreed.

### **3.10 Criteria for Selection and Training of Cadet Staff**

3.10.1 It is recommended that the status of cadet staff as common law employees of the Commonwealth be formally recognised and universally understood across the ADFC and Defence as a whole.

Defence Response Agreed.

3.10.2 It is recommended that a formal recruitment process, preferably administered by Defence Force Recruiting, be established to widen the pool of potential cadet staff and support personnel.

Defence Response Not agreed. Formalise and standardise the process but administer through the Single Services and not DFR.

3.10.3 It is recommended that the three Services' extant criteria and policies for the selection and appointment of cadet staff be rationalised into one and be made more efficient and flexible.

Defence Response Agreed.

3.10.4 It is recommended that measures be put in place to make the administration of the selection process more efficient and less onerous for the candidates.

Defence Response Agreed.

### **3.11 Military-like Activities and ADF Support**

3.11.1 It is recommended that every cadet unit should have the opportunity for experience in safe handling of firearms, simulated and/or live firing and drill with arms.

Defence Response Agreed.

3.11.2 In addition to the ADFC baseline funding, it is recommended that Program Managers be encouraged to provide support to the ADFC program, particularly for the delivery of military-like activities.

Defence Response Agreed.

3.11.3 It is recommended that the ADFC arrange appropriate Memoranda of Understanding or other arrangements with parent Services and other service providers to provide access to secure storage, transportation and availability of firearms for cadet activities.

Defence Response Agreed.

### **3.12 Recruitment of Cadets and Staff**

3.12.1 It is recommended that DFR be directed to involve itself in supporting the recruiting of cadets and cadet staff, including the development and delivery of an appropriate publicity program to support this scheme.

Defence Response Partly agreed. Not core business for DFR. Further consideration required of possibility of accessing DFR contracts and resource implications.

3.12.2 It is recommended that the ADF staff in direct contact with cadets comply with the relevant requirements of the Child Protection legislation.

Defence Response Agreed.

### **3.13 Information Technology**

3.13.1 It is recommended that an internet-based application be developed to support the administrative, learning management and communication needs of the ADFC.

Defence Response    Agreed.

### **3.14 ADF Support**

3.14.1 It is recommended that the level of support for the ADFC from the ADO is placed on a more formal basis so that cadet units can plan with confidence on the delivery of military-like activities.

Defence Response    Agreed.

### **3.15 Conditions of Service**

It is recommended that consideration be given to extending certain conditions of service available to Reservists such as Defence leave and the Employer Support Payment to cadet staff and their employers respectively.

Defence Response    Agreed.