



Australian Government

Department of Defence

**FINAL REPORT OF THE
LEARNING CULTURE
INQUIRY**

**INQUIRY INTO THE LEARNING CULTURE
IN ADF SCHOOLS AND TRAINING
ESTABLISHMENTS**

July 2006

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LETTER OF TRANSMITTAL

Air Chief Marshal A.G. Houston, AO, AFC
Chief of the Defence Force
Department of Defence
Russell Offices
CAMPBELL ACT 2600

FINAL REPORT OF THE LEARNING CULTURE INQUIRY

Dear Air Chief Marshal,

Attached as required by our Terms of Reference is the final report of the Learning Culture Inquiry.

We have received full cooperation from across the Defence Organisation, and have been impressed by the candour shown by the trainees and Service personnel we have approached.

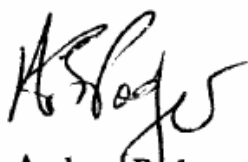
We have collected a considerable amount of evidence, but note that some of the more important information is necessarily qualitative not quantitative. This is inevitable when attempting to assess the culture of an organisation, including feelings and symbols, as well as behaviours. Indeed, some of the quantitative data available can be quite misleading, for example, where reporting of incidents of inappropriate behaviour increases because of more effective policies and procedures.

Our judgements are therefore subjective, but we are confident that they are well supported by the range of evidence we have put together.

We appreciate the assistance we have received from the Military Justice Implementation Team, most particularly from Dr Carolyn Littlefair. We would also like to make special mention of Directorate of Strategic Personnel Planning and Research staff, and in particular Mr Gary Hanson, who provided substantial assistance with the design and analysis of the surveys.

We look forward to discussing this report with you on the 19th of July.

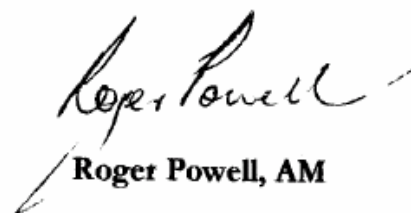
Yours Sincerely,



Andrew Podger, AO
Team Leader



Catherine Harris, AO, PSM



Roger Powell, AM

5 July 2006

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EXECUTIVE SUMMARY

1. The Chief of the Defence Force (CDF) appointed the three members of the Learning Culture Inquiry in November 2005 to inquire into the culture of Australian Defence Force (ADF) Schools and Training Establishments in order to determine whether the culture is inappropriate, in particular, whether a culture of harassment and bullying exists; and, in general, whether irregularities against established policies and processes of administration occur. The Terms of Reference (copy at Attachment A) include the following general matters:

- Whether there exists in ADF Schools and Training Establishments evidence of an inappropriate culture that supports bullying or harassment from instructing staff as well as from students and trainees against other students and trainees.
- Whether there are identifiable irregularities in the administration of the care and welfare of students and trainees which require corrective action.
- The management of minors in ADF Schools and Training Establishments, and whether the current system is likely to contribute to any possible forms of abuse.

2. The Inquiry Team has taken a layered approach to assessing the culture of schools and training establishments, examining formal policies and protocols, visiting a large number of ADF training establishments, conducting focus group discussions with groups of trainees and groups of trainers and meeting Commanding Officers (CO) and senior staff, and conducting surveys with formal questionnaires of individual trainees and trainers, and of COs.

3. Importantly, the Inquiry Team was concerned to ensure its view of an appropriate culture is consistent with the considered view of CDF on the optimal culture for successful military operations, and on the optimal learning culture to develop the skills, capabilities and values necessary for future operational success. We were determined to ensure our assessment, and our recommendations for avoiding a culture of harassment and bullying, reinforced rather than detracted from the standards required by the ADF for operational success.

THE LEARNING CULTURE

4. The Inquiry Team considers that values-based leadership, aimed explicitly at building an optimal organisational culture, can be a particularly effective way of improving organisational performance and capability – and the treatment of individual members of an organisation – in an environment of rapid change and/or considerable complexity.

5. The optimal operating culture for the ADF is changing in light of its increasingly complex and demanding work. It is also important that the culture not be vastly different or inconsistent with the values aspired by the broader Australian community.

6. The optimal learning culture for ADF training establishments is also changing. The Inquiry Team has identified and cleared with CDF the following key elements of an optimal learning culture for the ADF:

- **Learner orientation.** A learning culture where the primary driver is the learners' needs. It is not just a training culture.
- **Technical and personal skills.** An appropriate blending of individual technical skills and facilitating personal effectiveness and the right personal behaviours amongst trainees.
- **Training for lethal force and compassion for community.** The development amongst trainees, not only of the skills to 'kill and capture', but also of the skills to 'care and nurture' and to help build community capacity.

- **Team effectiveness.** This encompasses more than promoting teamwork, to incorporate the benefits of diversity and mutual respect between trainers and trainees, and the need for continuity and coherence in the learning environment.
- **Trainers skilled in instruction and mentoring.** As well as being equipped with the core skills to instruct and direct, trainers must also be able to mentor and coach the trainees.
- **Trainers continuously learning technically and in enhancing their leadership.** They should be technically expert and up-to-date, but also be leaders who understand their strengths and weaknesses.

7. An increased focus on each of the elements would not only enhance training and education for future ADF operations, but would also go a long way to reduce the risks of bullying and harassment.

8. The Inquiry Team's assessment of the current culture is based firstly on an assessment against each of these elements of the optimal learning culture, and secondly on how well values-based leadership is being embedded.

Conclusions

9. The Inquiry Team was impressed with the effort being placed on improving the learning culture, and considers that the ADF is a highly professional training organisation, staffed by committed, loyal and hard working people. It is our assessment, however, that it is not a best-practice learning organisation at this stage. There is considerable room for improvement: in particular, further investment needs to be made in the training staff and better engagement with them about the learning culture the ADF is trying to put into place.

10. We were also impressed by the emphasis evident across all the ADF training establishments of a values-based approach. Nonetheless, we consider there is some way to go to get coherence and to embed the values, particularly to gain the strong support of the Non-Commissioned Officers (NCOs), Warrant Officers (WOs) and junior officers. We also consider it is time to move onto the front foot, to move away from an exclusively compliance and process driven approach to a true values-based approach.

11. There is clear evidence of improvements in behavioural standards in all the training establishments we have visited and of universal knowledge of ADF policies of zero tolerance of bullying and harassment. There is evidence, however, of strong feelings of frustration amongst significant numbers of trainers, indicating that they are not fully in support of the explicit policies from the chain of command.

12. ***In summary, the Inquiry Team did not find evidence of a culture that supports bullying or harassment. However, it is the Team's view that there is still some way to go before the underlying culture will firmly oppose harassment and bullying, and firmly support explicit policies on such issues as Equity and Diversity (E&D).***

MANAGING THE CARE AND WELFARE OF TRAINEES

13. Inappropriate behaviour occurs in all training establishments, whether in the ADF or in the broader community, no matter how effective the culture is. The key issue is how well the risk of inappropriate behaviour is being managed.

14. The very business of Defence is tough, and there is a fine line at times between toughness and bullying. Sailors, soldiers, and airmen do not kill for patriotism or allegiance to their country, but for the protection of their mates. The cohesion required to build comradeship involves removing individuals who cannot be socialised into the group and who may undermine unit morale and combat effectiveness. Those perceived to be failing to conform to the group can experience trauma in the process. There is also a risk of ‘group think’, or worse, amongst those who succeed in being part of the group, and there is a risk that the pressure for conformity will drive out diversity.

15. Apart from the risks associated with tough training, the main risks of inappropriate behaviour are:

- **Risks in the training continuum**, from recruitment through to joining operational units, including for those who make a wrong career decision, are injured, under-perform or are delayed in the process;
- **Risks related to the training regime;**
- **Generic risks** facing young people in the community such as drugs and alcohol, mixed gender, other diversity and suicide; and
- **Risks from external factors** associated with broader societal changes such as generational change.

16. The Inquiry Team reviewed the significance of each of these risks, and assessed how each is currently being managed. We also considered related issues such as reporting and review arrangements.

Conclusions

17. It is extremely difficult to make firm judgements on the scale or trends, or on the level of inappropriate behaviour compared to other organisations. The insidious nature of such behaviour leads to under-reporting, and a first indicator of effective action to address the behaviour is an increase in the level of reporting. We found no evidence that the ADF has higher levels of incidents of inappropriate behaviour than amongst comparable groups of people in the civilian community.

18. The Inquiry Team did find evidence of considerable effort in all training establishments to manage the main risks to the care and welfare of students and trainees. These efforts have had a positive impact, and there are examples of better practice in several establishments. The more significant risks relate to the very nature of training for the profession of arms, and the adjustment by enlistees to military life, breaks in the continuum of training, occupational health and safety, the management of those struggling to meet performance standards, and the broader community risks of alcohol and drugs, personal (including sexual) relationships, suicides and responding to the expectations of the younger generation.

19. The effort to manage the risks is mostly effective, but it varies significantly amongst the training establishments visited, and some of the risks could be managed more effectively.

20. There is increasing appreciation of the need to distinguish carefully between tough training and bullying. Where training is particularly tough and where close bonding and teamwork are essential, greater levels of care are required to apply skills in managing personal relations and to embrace diversity.

21. Other areas requiring particular focus are:

- management of the training continuum from recruitment through to operational units could be improved to reduce breaks and to ensure more useful and interesting activities during breaks;
- skills in handling personal relationships amongst trainees, and skills of trainers in assessing and promoting personal qualities, should be further developed to reduce the risk of social isolation and bullying of those perceived not to be performing; and
- women need to be more fully accepted and given the opportunity to exhibit their own styles and preferences.

22. *In summary, the Inquiry Team has identified some irregularities in the care and welfare of students and trainees, and has suggested areas where the management of risks of inappropriate behaviour should be improved.*

THE MANAGEMENT OF MINORS

23. The Inquiry Team did not examine in close detail the management of minors by ADF training establishments, as the Defence Force Ombudsman presented his report, 'Management of Service Personnel Under the Age of 18 Years' in October 2005.

24. We did review how the ADF is progressing implementation of the recommendations agreed by CDF and, on the basis of the broader information we collected, considered how the particular risks for minors are and should be managed.

Conclusions

25. While the ADF has a particular duty of care towards minors, the Inquiry Team believes Defence has a strong duty of care to all its trainees in view of the level of regulation it applies, the behaviour it demands and the military discipline it imposes. This is particularly relevant to younger trainees with limited experience away from parents and limited employment experience.

26. As previously identified by the Ombudsman, there is a need to develop a new Defence Instruction to provide a clearer framework for the Services and individual training establishments. This recommendation requires more urgent attention.

27. There is also a need for a more holistic and pro-active approach to managing minors, as distinct from an excessively legalistic approach, in line with the reasonable expectations of good parents. Our conclusions and recommendations on the learning culture and the care and welfare of trainees generally represent the most important means of enhancing the management of minors and reducing the risks of abuse.

28. *In summary, the Inquiry Team found no evidence that the current system of managing minors is likely to contribute directly to abuse, but there are weaknesses in the system.*

RECOMMENDATIONS

The Learning Culture

29. To move towards an optimal learning culture, which will have a positive impact on the ADF's future capability while also improving relationships and reducing the risks of inappropriate behaviour in ADF training establishments, the Inquiry Team recommends that:

Recommendation 1. The ADF endorse the optimal learning culture outlined at paragraphs 38 to 43, recognising its complementarity with the desired operational culture for the ADF.

Recommendation 2. The ADF's education and training policy, doctrine, delivery and evaluation embrace a learning culture rather than a teaching culture.

- This should involve an effective mix of 'why', 'what' and 'how' ensuring an appreciation of when to obey an order instinctively while also educating for thinking, initiative and judgement. It also requires greater mutual respect and trust between trainers and trainees (learning together as coaches and players), and highly qualified trainers who want to do their jobs because they have pride, and confidence in the quality of the young people they are grooming for their future jobs with the ADF.
- It should also involve treating the trainees as adults.

Recommendation 3. ADF schools and training establishments firmly shift the focus to trainees, who feel valued and are considered to be a real asset to the ADF.

- Their learning environment should recognise prior learning competencies, encourage and acknowledge excellence, involve more positive than negative reinforcement, encourage good personal relations as well as technical competencies, set graduated achievable levels of mastery to support trainee transition from civilian life, allow for progress, where possible, at each individual's own pace, and allow those who do not possess the skills and/or motivation to succeed, to leave with dignity.

Recommendation 4. Greater priority and improved rewards be given to COs and military instructors in ADF schools and training establishments to ensure the best and brightest as COs, trainers and role models.

- Posting to a training establishment should be an essential element of the career progression of all the best servicemen and women.
- This will require a mix of youthful military role models with more limited tenure, and more mature longer tenure trainers and educators (where appropriate as contractors) who provide continuity, corporate knowledge and broader based expertise to the learning environment.
- COs of training establishments should have three year postings.
- Consideration should also be given to establishing visiting military fellows programs, modelled on 'Executive in Residence' programs in major university business schools.

Recommendation 5. In addition to having Certificate 4 qualifications as instructors, trainers receive sufficient and appropriate induction training (at least 2 weeks and up to 6 weeks, based on shared learning and ownership of their training establishments' strategies and learning philosophies), and all standard NCO and junior officer promotion courses include values-based

leadership and people management skills development, with more effort to validate the training and to ensure the skills are applied in practice.

Recommendation 6. ADF schools and training establishments be invested with best practice facilities, where possible being developed as centres of excellence, with technology based learning that allows for an appropriate blending of instructional ingredients to maximise learner performance, and the capacity for continued learning by staff as well as trainees.

30. To promote a more effective values-based leadership approach, the Inquiry Team recommends that:

Recommendation 7. Greater alignment of the ADF's values be pursued by adopting just one set of values across the ADF.

- Each of the Defence values (Professionalism, Loyalty, Integrity, Courage, Innovation, Teamwork) could be embraced while accommodating differences in roles and responsibilities within the ADF by the detailed descriptions used.
- The common set of values should also be used to promote permeability and respect across and beyond the ADF, and genuine appreciation of diversity.

Recommendation 8. Consideration be given to strengthening the tri-Service nature of the Australian Defence Force Academy (ADFA) education and training, including through a common initial training period at ADFA, followed by a period of single Service training, and through mixing midshipmen and officer cadets' accommodation and divisional officer arrangements across the Services.

Recommendation 9. Particular effort be made to engage with the middle level management group, that is, the NCOs, WOs and junior officers in schools and training establishments, to ensure their understanding and support of the values and of the learning culture being promoted, and associated policies and procedures, and to address the genuine concerns some have.

- WO and NCO promotion courses should place more emphasis on leadership development including self awareness and people management, and ethical awareness discussions that might assist deeper understanding of the optimal operational and learning cultures CDF wishes to pursue.

Recommendation 10. While the ADF's change process should rely more on its agreed values and less on prescriptive processes, the ADF's values should continue to be supported for the time being by rules for a fair go, given the culture is far from mature and given the continuing risks of inappropriate behaviour.

- These should include codes of conduct or behavioural compacts that are reasonable instructions and enforceable under the *Defence Force Discipline Act 1982* (DFDA) if required but are also discussed openly with each cohort of trainees and trainers.

Recommendation 11. Other management strategies should reinforce the values-based approach, including:

- direct trainee contribution to their own personal competencies assessment;
- performance management arrangements for staff (with 360° assessment of COs and other senior staff);
- more effective and less prescriptive approaches to E&D training (including gender diversity awareness); and
- greater authority for COs to match their responsibilities for matters that affect their peoples' morale.

Recommendation 12. The style of leadership that the ADF should be encouraging is that, notwithstanding the command structure, everyone is a leader.

Recommendation 13. A culture of telling it how it is should be encouraged by all COs, such that trainers and trainees are prepared to state how they think and feel in an environment of mutual trust and respect: this should be assisted through the use of focus groups.

Managing the Care and Welfare of Trainees

31. To improve the care and welfare of trainees, and to manage the risks of inappropriate behaviour better, the Inquiry Team recommends:

Tough Training

Recommendation 14. Tough training be more clearly distinguished from all forms of bullying and harassment, and that the ADF acknowledge that the need for close bonding and teamwork presents real risks that need careful management.

- These risks include more subtle bullying such as social isolation, and risks relating to diversity and ‘group think’. The management of these risks requires reconsideration of the way teamwork is encouraged, and increased skills in people management amongst training staff.

Training Continuum

Recommendation 15. Trainees be case managed from recruitment inquiry through to posting to an operational unit supported by a computerised tracking system.

Recommendation 16. Breaks between different stages of training be minimised, and greater flexibility to change job categories be introduced.

Recommendation 17. Potential recruits be provided access to accurate and complete information on working in the ADF, career choices, what they can expect and what is expected of them, so that ‘marching in’ presents no surprises.

Recommendation 18. Recruitment focus be on an employer of choice rather than allowing standards to drop, and broaden the target base to include more women, people from non-English speaking backgrounds, Aboriginal and Torres Strait Islanders, and people from Sydney and Melbourne.

Recommendation 19. Initial training focus continue to be to help trainees reach the required standards rather than ‘weed out’ the unsuitable, and the training be long enough to do so.

Recommendation 20. Initial training be conducted in a graduated way that acknowledges the wide gap many have to bridge, allowing trainees time to build up their fitness and to acclimatise, and giving them adequate time to adjust and to learn new skills.

- All training establishments also need to be conscious of the issue of distance from family and friends and ensure there is adequate means of communication.

Recommendation 21. Induction processes for trainees and trainers include interesting and effective training that shifts the emphasis from awareness and compliance to attitudinal and behaviour change.

- This style of induction should be used particularly in the areas of suicide, alcohol, E&D, rights and responsibilities and discipline, and avenues for help; and be followed up with more effective guidance on handling personal relationships in the team environment being developed.

Recommendation 22. Holding platoons, or their equivalents, should be used for trainees facing short gaps in their training, but for no longer than two months and usually no more than one month. Those facing longer delays should be given a range of options to accommodate their personal circumstances, such as: attachment to a unit that offers useful and interesting work and/or training, under suitable supervision; or being sent on leave particularly where family circumstances could contribute to losing the trainee.

Recommendation 23. Supervisors of trainees undertaking on-the-job training be more formally recognised, supported and rewarded for the role they play.

Recommendation 24. Effort be made to facilitate civilian recognition for experienced tradesmen and women who were trained prior to the current system which now provides civilian accreditation.

Recommendation 25. Trainees who decide the ADF is not for them be assisted to leave with respect and dignity, and as potential future employees or advocates for the ADF amongst their peers.

- They should be removed from other trainees as quickly as possible and provided with access to career advice and any health and welfare support they need.

Recommendation 26. Reporting of sickness and injury be firmly encouraged.

Recommendation 27. Greater effort be made by trainers to demonstrate respect for all trainees who report sick or injured, and trainee peers be strongly encouraged to show respect and not make adverse judgements or use derogatory terms, consistent with the overall priority to help trainees achieve competencies.

Recommendation 28. Better practice in rehabilitation case management be replicated across all schools and training establishments, with opportunities for continuing their training program in the event that they need to be separated from their fit peers, and benchmark reports for successful rehabilitation be maintained.

Recommendation 29. Measures of attitudes and behavioural performance be made more robust and reliable, trainers be well trained in applying them, and trainees be fully informed as to how they operate, be involved through self-assessments, and have opportunities for review of assessments within the school or training establishment.

- The measures should articulate the desired personality traits, personal behaviours and attitudes, and the related indicators of whether or not they are being exhibited.

Recommendation 30. Trainees be counselled by divisional staff, and professional support staff, on how to relate to peers they feel are not contributing sufficiently.

Recommendation 31. Before trainees complete their initial training they be more robustly

(validly and reliably) assessed on their behaviours and attitudes as well as their technical competencies, to reduce the risk of unsuitability not being identified until category school.

Recommendation 32. Those who are not successful be treated with respect and dignity, and considered as possible ambassadors for the ADF despite their personal lack of success.

Training Regime

Recommendation 33. In light of the efficiency gains previously achieved in the area of training, schools and training establishments be fully resourced to their allocated levels, and be rewarded for improvements in productivity particularly to improve induction training of trainers and to help further evaluation of their programs and support arrangements.

Generic Risks

Recommendation 34. The ADF take more active steps to build a professional workplace culture and to counter excessive alcohol consumption, including through improved education programs about alcohol, changing mess arrangements to remove the focus on alcohol, promoting broader recreation and off-duty professionally-related activities, and a more consistent approach be adopted to handling poor behaviour.

Recommendation 35. DFDA be amended to reflect contemporary law so that it is comprehensive in covering all illicit drugs. (We understand this is being progressed as an element of the enhancements to the military justice system.)

Recommendation 36. The ADF introduce measures that not only ensure acceptance of women trainees but support and mentor them to maximise their capabilities and contributions and ensure they are widely valued, and consider some of the initiatives of other organisations such as the Victoria Police.

Recommendation 37. Fraternisation policies be realistic, and based on the Defence values, and complemented by practical advice about sexual relationships.

Recommendation 38. Suicide awareness continue to be included as an essential component of induction programs for all trainees in all schools and training establishments.

Recommendation 39. Security clearance processes be made more responsive to ADF and trainee needs with firm deadlines that limit time in holding platoons.

Reporting

Recommendation 40. Reporting of all incidents of bullying and harassment continue to be encouraged.

Recommendation 41. Decisions on complaints be made in a timely manner, and in the event a complaint is not sustained, follow-up action occur quickly to ensure a trainer is not unfairly penalised and demonstrably vexatious complaints are properly addressed.

Recommendation 42. Greater and earlier use be made of mediation to manage complaints and appeals.

Other Issues

Recommendation 43. A less rigid and less process-oriented approach be undertaken to training in E&D and other welfare matters.

- This should focus more on the rationale and the skills required to work with young people, with case examples, scenarios and language directly relevant to the training environment, in addition to explaining the rules and procedures required to be observed.

Recommendation 44. A more client-orientated approach, that values individual trainees, be introduced by central personnel management, with specific benchmarks and measures of performance.

- This client-orientated approach should apply to all servicemen and women.

Recommendation 45. Higher appeal rights for probationers be reconsidered.

- Until they are qualified and accepted as full members of the ADF there is a question as to whether they should have access to the full panoply of appeal rights available to others.

The Management of Minors

32. To improve the management of minors, the Inquiry Team recommends:

Recommendation 46. The development of a new Defence Instruction on the management of minors and other vulnerable people be expedited, along with the implementation of the other recommendations made by the Defence Force Ombudsman.

Recommendation 47. In addition to ensuring legal responsibilities are known and fully met, a holistic and pro-active approach be taken to the management of minors in line with the reasonable expectations of good parents. This should include:

- Divisional staff knowing each person in their division who is under 18 years and paying them particular attention over and above that of others, and also knowing the background of other trainees to identify any vulnerabilities that warrant particular attention; and
- Providing regular feedback to the parents of minors about how the trainee is performing and coping with their adjustment to military life.

FINAL REPORT OF THE LEARNING CULTURE INQUIRY

INQUIRY INTO ADF SCHOOLS AND TRAINING ESTABLISHMENTS

INTRODUCTION

TERMS OF REFERENCE

1. The Chief of the Defence Force (CDF) appointed the three members of the Learning Culture Inquiry in November 2005 to inquire into the culture of Australian Defence Force (ADF) Schools and Training Establishments in order to determine whether the culture is inappropriate, in particular, whether a culture of harassment and bullying exists; and, in general, whether irregularities against established policies and processes of administration occur. The Terms of Reference (copy at *Attachment A*) include the following general matters:

- Whether there exists in ADF Schools and Training Establishments evidence of an inappropriate culture that supports bullying or harassment from instructing staff as well as from students and trainees against other students and trainees.
- Whether there are identifiable irregularities in the administration of the care and welfare of students and trainees which require corrective action.
- The management of minors in ADF Schools and Training Establishments, and whether the current system is likely to contribute to any possible forms of abuse.

2. The Inquiry is to take into account, amongst other things, that discipline is clearly fundamental to an effective military force, but it must be tempered with a concern for individuals, their dignity and wellbeing; and that it is necessary for the ADF to apply a greater level of additional regulation than applies to other forms of employment, and demand behaviour consistent with its role as an armed force.

3. As discussed with CDF, the primary focus of the Inquiry has been on those training establishments involved in the initial stages of training of personnel entering the ADF.

THE INQUIRY TEAM'S APPROACH

4. The Inquiry Team has accepted the following definitions of harassment and bullying used in Defence Instructions:

- **Harassment:** *Unwanted or unwelcome behaviour that a reasonable person, having regard to all the circumstances, would consider offensive, humiliating, or intimidating.*
- **Workplace Bullying:** *The persistent pattern of behaviour by a person in the workplace that is harmful, intimidating or embarrassing, and which is aimed at making the complainant(s) feel miserable, demoralised and lacking in self-confidence. It is the deliberate desire to hurt, threaten or frighten someone with words or actions by one or more people and can vary in degree and severity. It is an aggressive form of harassment, and men and women at all levels can be affected by it. A bully is a person who uses strength or power to coerce others by fear to do something they want done. A bully can be a manager, a subordinate or a co-worker.*

We note that these definitions do not limit harassment or bullying to physical abuse. We also note that perceptions of harassment and bullying will vary between the perpetrator and the victim.

5. The Inquiry Team has also accepted the definition of ‘diversity’ used in the Defence Guide to Managing Diversity in the Workplace:

- **Diversity:** *Relates to valuing the differences that everybody brings to the workplace, and creating an inclusive environment in which they can effectively contribute.*

The Guide sets out a wide range of characteristics that contribute to diversity from gender and ethnicity to values, personality and work and life experience.

6. Because measuring behaviour, let alone feelings, is inherently difficult, gaining an accurate appreciation of the culture of an organisation requires the use of a number of techniques, many of which are subjective. Indicators of the culture include formal rules and procedures, observed behaviour (including professional activities and other activities in and out of the workplace, as well as reports of inappropriate behaviour), symbols and survey reports of individual attitudes.

7. Drawing on some of the literature on conducting cultural audits and specifically on measuring adult bullying, the Inquiry Team has taken a layered approach to assessing the culture of schools and training establishments (from this point onwards referred to as training establishments), involving:

- examining formal policies and protocols for the ADF, each Service and each training establishment visited;
- visiting a large number of ADF training establishments, observing some training, examining and experiencing accommodation arrangements and sharing meals with trainees (a list of all training establishments visited is at *Attachment B*);
- conducting focus group discussions with groups of trainees and groups of trainers and separate discussions with the Commanding Officer (CO) and senior staff in each training establishment; and
- conducting surveys with formal questionnaires of individual trainees and trainers, and of COs.

The literature suggests that qualitative information is at least as important as quantitative information.

8. The process of selecting trainees for the focus groups and survey questionnaires was carefully designed to ensure a random base sample, but also with at least a minimum coverage of women and of trainees in holding platoons such as rehabilitation units. The focus groups mostly involved around 25 trainees. Where this number represented less than 10% of the trainees in the training establishment, the sample was increased for the purpose of the survey questionnaires. In all, over 600 trainees participated in focus groups and 855 completed questionnaires; and over 300 trainers have participated in focus group discussions, with a disappointing 175 only completing questionnaires.

9. The Inquiry Team has also visited operational units in each of the three Services and conducted focus group discussions with junior servicemen and servicewomen, senior Non-Commissioned Officers (NCOs), Warrant Officers (WOs) and junior officers. The team has also

met with most senior officers in these establishments. These discussions involved more than 200 people.

10. In addition, the Inquiry Team has had discussions with the Service Chiefs and their Training Commands, and relevant Defence headquarters' organisations. We also reviewed literature on culture and inappropriate behaviour, particularly in Defence organisations.

11. Importantly, the Inquiry Team was concerned to ensure its view of an appropriate culture is consistent with the considered view of CDF on the optimal culture for successful military operations, and on the optimal learning culture to develop the skills, capabilities and values necessary for future operational success. We were determined to ensure our assessment, and our recommendations for avoiding a culture of harassment and bullying, reinforced rather than detracted from the standards required by the ADF for operational success. Accordingly, we used an Interim Report to seek endorsement by CDF of the optimal cultures for operations and for learning. We have since refined these and applied them carefully in our assessments.

12. We have also consciously tried to appreciate different perspectives on the evidence we have gathered – in particular, the internal Defence perspective and the external community perspective. Both perspectives are legitimate and important. Our credibility with both audiences relies on the quality of the evidence and our capacity to understand different ways of looking at it. Each member of the Inquiry Team has brought to it considerable but different expertise and experience. Andrew Podger is a former Public Service Commissioner with considerable public sector experience including in the Defence Department; Catherine Harris is a Sydney businesswoman and former Director of Affirmative Action and has considerable private sector experience as well as experience from being Deputy Chancellor of the University of NSW and on the Australian Defence Force Academy's (ADFA) Consultative Council; and Roger Powell is a consultant in leadership coaching and is a retired Major General with operational experience in East Timor and Bougainville as well as in heading Army's Training Command

ADF TRAINING ACTIVITY

13. The ADF is the nation's biggest training establishment. In many respects all 71 000 ADF members (including Reserves) are constantly being trained both through professional development courses and through their collective experiential learning on the job. Each year around 5000 people permanently enlist in the ADF (Table 1). Of these, around 3600 are Other Ranks who undertake initial recruit training and then some form of initial employment training (IET) (Table 2). Around 900 leave during their training. There are over 650 officers recruited each year who undertake initial officer training (Table 2), around a third of whom undertake university study at ADFA. Around 200 of these leave during their training while most graduate to follow-on professional training. Formal training continues as a constant way of life for ADF members looking for promotion to be NCOs, WOs or junior officers or to take more senior postings, and as new equipment is introduced or as doctrine is revised to take account of new scenarios for operations or new technology or changes in overall Defence strategy. At any one time more than 4000 servicemen and women are undertaking full-time training in an ADF training establishment. There are very many training establishments and countless numbers of courses. Training in instruction is a standard requirement for officers, WOs and NCOs, and most will spend some time in a training establishment as an instructor as well as a student or trainee.

Table 1 – Number of permanent force enlistments by Service and total ADF for 2004-05

	Navy		Army		Air Force		Total ADF	
	Men	Women	Men	Women	Men	Women	Men	Women
Officers	161	53	397	78	180	46	738	177
Other Ranks	840	187	2237	196	451	108	3528	491
	1001	240	2634	274	631	154	4266	668
Total	1241		2908		785		4934	

Table 2 – Number of permanent force enlistments entering training by Service and total ADF for 2004-05

	Navy		Army		Air Force		Total ADF	
	Men	Women	Men	Women	Men	Women	Men	Women
Officer	134	49	246	51	139	34	519	134
Other Ranks	787	177	2032	162	389	93	3208	432
	921	226	2278	213	528	127	3727	566
Total	1147		2491		655		4293	

14. Our main focus has been on the trainees and students at the front end of the training pipeline, up to their posting to an operational unit. This would normally involve completion of their trade training and/or initial professional training. We have not examined training arrangements beyond this in any detail.

15. The profile of trainees and of training is changing, though perhaps more slowly than elsewhere in the community. Women represent around 13.5% of all permanent recruits, with more in Navy (19.3%) and Air Force (19.6%) than in Army (9.4%), and fewer entering the engineering and technical trades areas than in logistics, intelligence and support function areas. More have completed Year 12 or tertiary education than in the past, and our impression is that the gap between prior education of officer trainees and Other Rank trainees is narrowing, mirroring what is happening in the community where the professional/trade distinction is becoming more blurred. The age profile of recruits is broadening a little, with fewer under 18s and more mature age starters, some in their 40s. In other respects, the ADF and its recruits are not as diverse as elsewhere in the labour force. The numbers of people from an Aboriginal and Torres Strait Islander background is low (0.3% of permanent and Reserve members) as is the number from a non-English speaking background (11.7%).

THE LEARNING CULTURE

THE RELEVANCE OF CULTURE, VALUES AND LEADERSHIP

16. The Inquiry Team considers that values-based leadership, aimed explicitly at building an optimal organisational culture, can be a particularly effective way of improving organisational performance and capability – and the treatment of individual members of an organisation – in an environment of rapid change and/or considerable complexity. In such an environment, the more traditional approach of detailed rules and prescriptive processes is often counter-productive, inhibiting the agility and flexibility required to achieve desired results. Focussing purely on results, however, runs the risk of letting the ends justify the means. A values-based approach can complement a stronger focus on results along with greater management flexibility and devolution of authority, by providing an integrity framework based on key relationships and behaviours without the need for detailed, central rules and processes.

17. Modern management theory also emphasises leadership, with a focus on shaping rather than structuring; and on inspiring and empowering, rather than directing. Related to this is widespread interest in the concept of ‘learning organisations’ with attributes such as team learning and systems thinking which rely upon integrated approaches and permeable organisations, as well as on individual contributions and continuous learning.

18. There is a risk, however, that the almost universal interest today in values, culture and leadership may turn in practice into empty rhetoric, with little relevance to the particular functions and challenges of the organisation concerned and with little real influence on performance, capability and behaviour.

19. The Inquiry Team has been advised constantly by all three Services of the growing complexity of the ADF’s operational environment. We agree this is precisely the context – change and complexity – where a values-based approach is most likely to contribute to the ADF’s success. Considerable work has been done to articulate the values that should apply, most recently leading to CDF’s policy statement in February this year on Defence Values and Behaviour, which spells out the meaning of the endorsed values of Professionalism, Loyalty, Integrity, Courage, Innovation and Teamwork (PLICIT). The Inquiry Team has also observed widespread use of explicit values across both training and operational units.

20. The risk of the values-based approach becoming rhetorical is nonetheless real in the ADF, and the Inquiry Team supports current attempts to gain greater consistency by reinforcing the Defence-wide values and for ensuring understanding of the way the values reflect the unique roles and responsibilities of the ADF. It is also important to recognise the different approach the ADF might need to take to values-based leadership and learning to the approach adopted in many civilian organisations. This is implied in our Terms of Reference, which highlight that discipline is fundamental to an effective military force, and that it is necessary for the ADF to apply a greater level of regulation than encountered in other forms of employment; and to demand behaviour consistent with its roles as an armed force.

21. The Inquiry Team believes, nonetheless, that values-based decision making can support a stronger learning culture in the ADF; a culture in which clever and innovative decisions can be made at all levels within the more structured and disciplined environment the ADF continues to need.

22. An organisation’s culture has both tangible and intangible influences. It is predicated on accepted behaviours, feelings and symbols. This is illustrated in the following diagram (Figure 1):

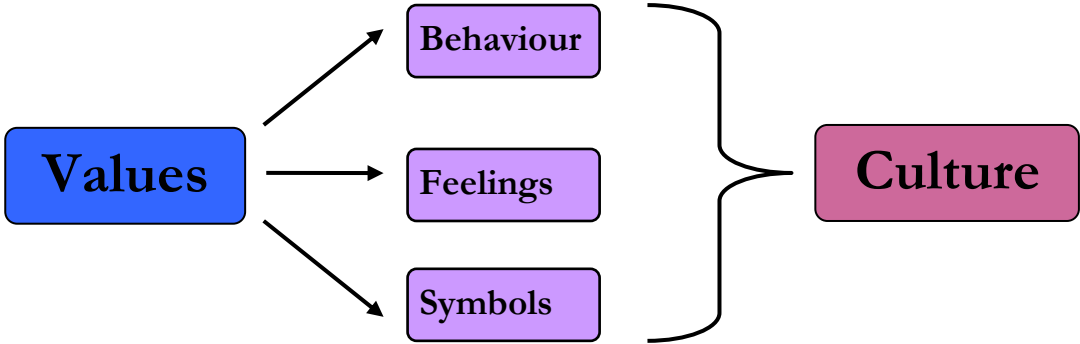


Figure 1 – Model of the relationship between values and culture

23. These behaviours, feelings and symbols are encouraged, either directly or indirectly, by the leadership within an organisation. The values that are held by those with influence can therefore drive its cultural norms. Values-based leadership involves the art of aligning what the people in an organisation think and feel with what they do and say. While organisations need direction from the senior leaders, leadership is required to be exercised by all members of the team if the values of the team are to be sustained. Best practice is achieved when any team member is prepared to proactively shape the behaviour of fellow team members to observe the values of the team, particularly when there is a potential or observed compromise of their agreed values.

24. Team members contribute most effectively to their organisation when they understand who they are and what they value, and become aware of unhealthy blind spots that can inhibit their own or their fellow team members’ contributions. Everyone in a team (of all ages and backgrounds), at the particular stage when their contribution is required to benefit the group, should be empowered to speak up. And the organisational leaders should drive learning as a core requirement; including self-reflection.

25. Organisational culture always reflects the role of the organisation, and the responsibilities and functions of the people in the group. Without some direction, however, the strengths of the culture of professional groups can often have serious downsides. In the Australian Public Service, for example, an emphasis on due process to ensure fairness and consistency may also sometimes lead to a slow and inflexible culture; or amongst surgeons, an emphasis on personal skills and personal responsibility may sometimes inhibit relationships with other doctors and nurses. Care is needed, however, in addressing the downsides not to undermine the strengths that are critical to the profession’s success: fairness and consistency in public administration, or personal responsibility for life and death accepted by the surgeon. In a similar way, the Inquiry Team is mindful of the core responsibilities of the ADF and that, in addressing concerns about bullying and harassment, we not undermine the attributes that are essential for success.

26. The values of an organisation are underpinned by its leadership and management strategies, and assurance mechanisms provide confidence that the culture truly reflects the values. (Figure 2). The Inquiry Team considers this to be a useful model¹ for the ADF to ensure the values emphasis is real and not just rhetoric.

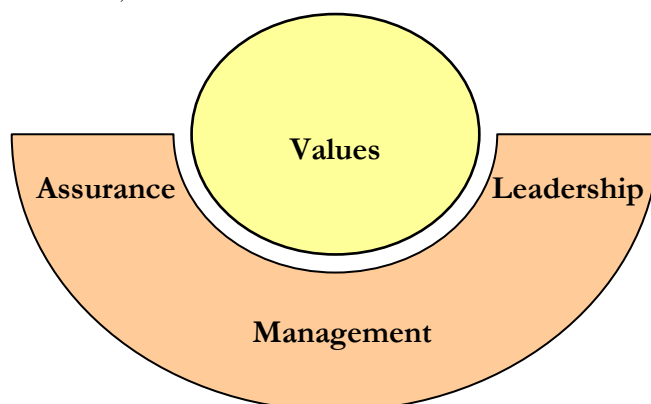


Figure 2 – Model of values framework

27. The all-important first step is to clarify how the statement of values relates to the particular organisation's role and responsibilities, and guides key relationships inside and outside the organisation, as well as the behaviours of members of the organisation. Fundamentally, values-based leadership is about relationships and behaviours.

28. Embedding the values in training establishments also requires action in at least the following three areas:

- **Leadership** – this encompasses, in particular, the leadership behaviour of the CO and all the staff of each training establishment in upholding and promoting the values, and integrating them into operational direction-setting and induction activities. 'Living the values' or 'walking the talk' can be promulgated through learning and development, particularly leadership development and ethics awareness.
- **Management** – the values need to be 'hardwired' into management policies, instructions and guidance. Particularly important elements for training establishments are the styles of training, the resources for care and support, the codes of conduct for trainees and trainers, performance assessment processes (including assessment of behaviour) and the management of complaints.
- **Assurance** – the degree to which an organisation is upholding the values can be maintained by various mechanisms. ADF training establishments might make particular use of systematic and structured feedback through surveys and focus groups, as well as data from trainee performance results, complaints, disciplinary action and other formal processes.

29. These ideas of best practice values-based leadership need to be adapted to fit with the unique requirements of the ADF so that they not only support the ADF's core business in military operations but enhance its capacity in the more complex environments in which it is increasingly operating.

THE OPTIMAL OPERATIONAL CULTURE FOR THE ADF

30. Any assessment of the learning culture of ADF training establishments must be based on a clear understanding of the desired product of those training establishments, and the optimal operational culture of the ADF.

31. The Inquiry Team received written feedback from the three Service Chiefs to complement the face to face interviews that were conducted at the beginning of our work. This was intended to help the Team to capture the essence of the future operational performance requirements expected of ADF members, given the likely environment in which they could be called upon to operate. The Team also visited operational units in each of the Services.

32. For all three Services, the operational theatres are likely to be increasingly complex and demanding. The platforms, sensors and offensive systems will grow more sophisticated and interdependent. Networking will become the norm across what were once discreet domains. There will be growing levels of lethality and range in both aggressor and defender capabilities. Complexity will result from physical, cultural, civil, political, moral, legal, economic, and environmental factors. Operations in this new complex environment are likely to be conducted within, and/or be influenced by, a multi-national, inter-agency, joint and combined arms setting. Enemies, state and non-state, will seek to exploit complex environments by drawing forces into situations where strengths are neutralised. They may also employ seemingly irrational terrorist tactics and asymmetric techniques. Mitigating against collateral damage will be a major challenge for the ADF. There will be increasing media scrutiny. How operations are conducted will be as vital as the end state being sought. The environment will be characterised by uncertainty and ambiguity.

33. There are a number of questions that are required to be addressed when considering the characteristics required of tomorrow's ADF members:

- How to train for certainty and educate for uncertainty (from what to think to how to think)?
- How institutionally agile should the learning culture in the ADF be?
- How to effectively empower junior ADF members to make appropriate tactical decisions whilst having a sense of their strategic consequences?
- Are the ADF's existing single Service doctrine, education, training and evaluation systems appropriately aligned to match the requirements of the future?
- Are all the ADF's values appropriately aligned?

34. The Inquiry Team has not pursued each of these questions in any detail, but from the material provided by the Services we believe the behaviours required of tomorrow's ADF members include:

- **Professional mastery** of their jobs;
- Willing and knowing when **to lead** when required;
- **Physically and mentally tough** and **motivated to win** within the law;
- Committed to **continuous learning** and self-development;
- **Courageous** when faced with adversity;
- Willing to **seize the initiative** when required;
- **Team players**;
- Exhibit **compassion and sensitivity** when required; and
- Aware of and **understand the global environment**.

35. There is a direct correlation between these future requirements for members of the ADF and the current Defence values:

- **Professionalism** leads to professional mastery and increasingly requires awareness of the global environment;
- **Loyalty** is also an element of professional mastery in the profession of arms, but must be earned through caring and sensitivity;
- **Integrity** relates to mental toughness, being selfless and standing up in the interests of others;
- **Courage** relates to being physically and mentally tough when faced with adversity, and being motivated to win within the law;
- **Innovation** relates to being committed to continuous learning and self-development, being willing to seize the initiative and being aware of the global environment; and
- **Teamwork** relates to being willing to lead when required and knowing when to do so, and being a team player not only within the ADF but with external partners.

36. This assessment of the optimal operational culture for the ADF has been endorsed by CDF.

37. Importantly, this optimal operational culture is not sharply different from, and certainly not inconsistent with, the aspirations of the Australian community. These include personal responsibility as well as individual rights, honesty and integrity, and appreciation of different cultures in our society and around the world. The ADF comes from the Australian community and has responsibilities on our behalf: it cannot have a culture too distinct from that of the wider community.

THE OPTIMAL CULTURE FOR ADF SCHOOLS AND TRAINING ESTABLISHMENTS

38. Defence's PLICIT values that are most applicable to support the learning culture at the front end of the continuum (particularly *ab initio* courses) would seem to be **Professionalism**, **Loyalty** and **Teamwork**. These form the basis for inculcating the over arching requirement for respect, discipline, and obedience to orders from COs in a team environment in which each member of the team puts the group needs ahead of his/her own needs. **Courage** and **Integrity** then form a second tier, providing the basis for learning the physical and mental toughness competencies required. The remaining value, **Innovation**, may not be a key value for enlistees to embrace initially in their behaviours and thoughts; nevertheless, it should not be compromised as the early higher priority foundation learning is taking place.

39. What therefore should the learning culture seek to create in the ADF's training establishments, particularly by those who are responsible for the early part of the professional development process? The Inquiry Team has identified the following key elements of an optimal learning culture:

- **Learner orientation.** A learning culture where the primary driver is the learners' needs. It is not just a training culture. Professional mastery includes building competencies around a learner's attributes. This is achieved by providing educational, experiential and leadership opportunities as well as training opportunities. It also involves creating a climate in which learners can grow and mature at a pace that suits them and maximises their capabilities.
- **Technical and personal skills.** An appropriate blending of individual technical skills and, most importantly and perhaps being given inadequate attention, facilitating personal effectiveness and the right personal behaviours amongst trainees.

- **Training for lethal force and compassion for community.** The development amongst trainees, not only of the skills to ‘kill and capture’, but also of the skills to ‘care and nurture’ and to help build community capacity.
- **Team effectiveness.** This encompasses more than promoting teamwork amongst the trainees. It is just as important to incorporate understanding by trainers and trainees of the benefits of diversity of ideas and people within teams, mutual respect between trainers and trainees, and the need for continuity and coherence in each training establishment’s leadership team and the learning environment they create.
- **Trainers skilled in instruction and mentoring.** As well as being equipped with the core skills to instruct and direct, trainers must also be able to mentor and coach the trainees. Instructors and other staff need to be competent to help trainees bridge the cultural and learning gaps between their previous civilian situation and their future operational role. They should also have understanding of how their instruction contributes to the overall learning of the trainees to meet validated standards.
- **Trainers continuously learning technically and in enhancing their leadership.** Extending the learning culture to the instructors and staff themselves, who should be encouraged to build their own leadership and technical capacities during their posting to a training establishment. They should be technically expert and up-to-date, but also be leaders who understand their strengths and weaknesses and how to take advantage of that understanding.

These elements have been refined only slightly since CDF endorsed our initial assessment of an optimal learning culture for ADF training establishments in April.

40. An increased focus on each of these elements would not only enhance training and education for future ADF operations, but would also go a long way to reduce the risks of bullying and harassment and to improve the care and welfare of trainees in the following ways:

- A learner orientation would enhance respect of individual trainees and take into account their individual needs and preferences;
- A greater focus on the personal skills of trainees would equip them better to handle diversity and to support those otherwise at risk of bullying or harassing;
- Training for compassion as well as for using lethal force would lessen the inwards focus and the risk of excluding people who may find it more difficult to fit in;
- Team effectiveness is explicitly about mutual respect and diversity;
- Trainers with mentoring skills as well as instruction skills will focus more on helping individual trainees with personal concerns to achieve standards; and
- If trainers are also continuously improving their leadership capabilities as well as their technical skills, they will also be enhancing their ability to engage and to cultivate good relationships with all the trainees and staff

41. Our approach is generally consistent with that taken by Dr Malcolm Pettigrove in his recent report for the Defence Equity Organisation commissioned by the Defence Committee². In that report Dr Pettigrove notes the current culture of most defence organisations (highly hierarchical, low individualism, high masculinity, highly risk averse, highly stable) and contrasts this with the culture of learning organisations. To the extent that the former features are characteristics of the ADF organisational culture, he considers they warrant consideration as potential contributing factors in the production of unacceptable behaviour.

42. We have therefore used the above elements of the optimal learning culture as the main criteria for assessing the current culture, not only as to whether the current culture is optimal for

ADF operational purposes but also as to whether it is inappropriate in allowing bullying and harassing.

43. Given the mobility of both senior officers, junior officers, WOs and NCOs between operational units and the ADF training establishments that support them, and the need for the latter to have role models of the very best servicemen and women from operational units, it is important to address not only training and orientation for those joining the training establishments as staff but also the broader leadership and management training of NCOs, WOs and officers. The Inquiry Team also notes in this regard the importance of a reasonably seamless transfer of trainees into operational units at the end of their formal training and that most continue on-the-job training (OJT) with close supervision in those units by NCOs, WOs and officers who are not necessarily trained specifically for facilitating the learning required. Accordingly, some of the key elements of the optimal learning culture in ADF and training establishments mentioned above may also be applicable in operational areas and have an important bearing on the leadership and management training of NCOs, WOs and officers more generally.

FINDINGS ABOUT THE ADF LEARNING CULTURE

HOW OPTIMAL IS THE CULTURE?

44. From the documentation provided, the site visits, the focus group discussions and the survey results, the Inquiry Team has attempted to assess the learning culture of the individual training establishments allowing us to build a reasonably robust assessment of ADF training overall against the criteria for an optimal learning culture. The assessments of individual training establishments (summarised at *Attachment C*) are necessarily impressionistic, given the short time of each visit and the small numbers of trainees and trainers from each training establishment in the surveys.

45. The following overall assessment of the culture of ADF training establishments is based on each of the criteria of the optimal learning culture identified above.

Learner Orientation

46. The Inquiry Team found in most training establishments that there was a strong focus on the doctrine for training (Training Management Plans) which drives the syllabi. ADF training is managed professionally through Registered Training Authorities and the documentation around the competencies and training curricula is generally impressive. In most cases however, there was not a similar focus on the importance of the learners' needs nor an orientation towards how best each learner could master the competencies required of him or her.

47. The overall level of satisfaction with training is high (79% of trainees were satisfied or very satisfied (Figure 3)), and most (60%) trainees find training very or extremely interesting (Figure 4). There are notable differences, however, across training establishments, and across Services.

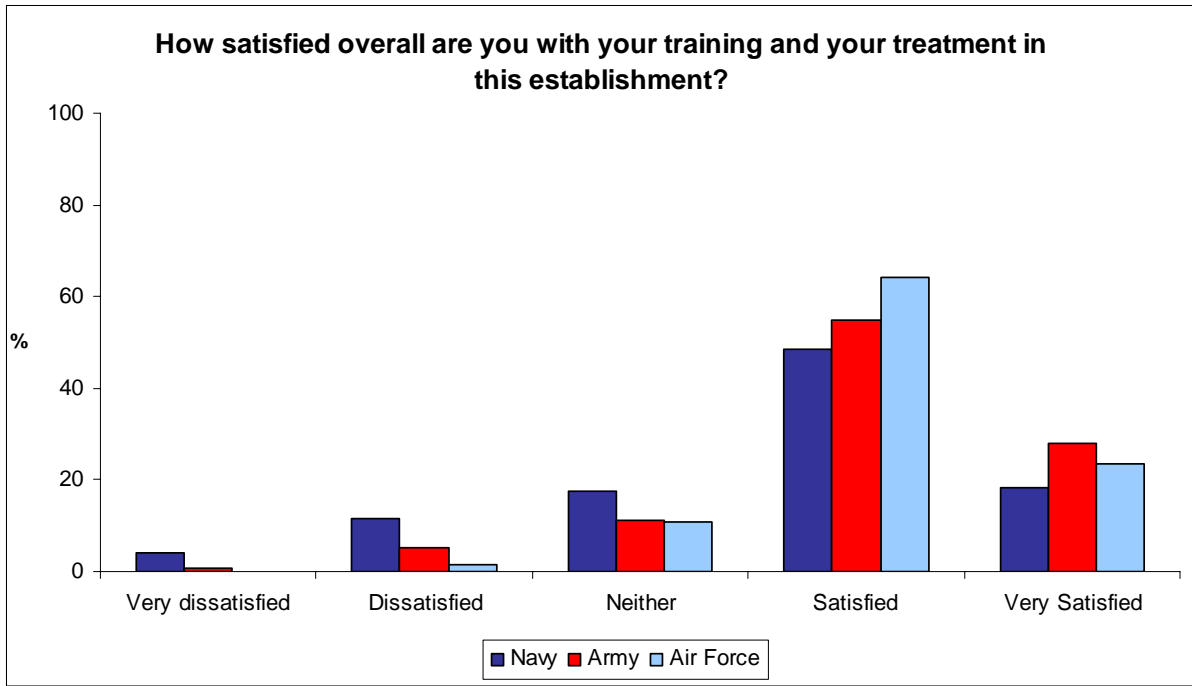


Figure 3 – **Trainees'** questionnaire responses to their satisfaction with training by Service

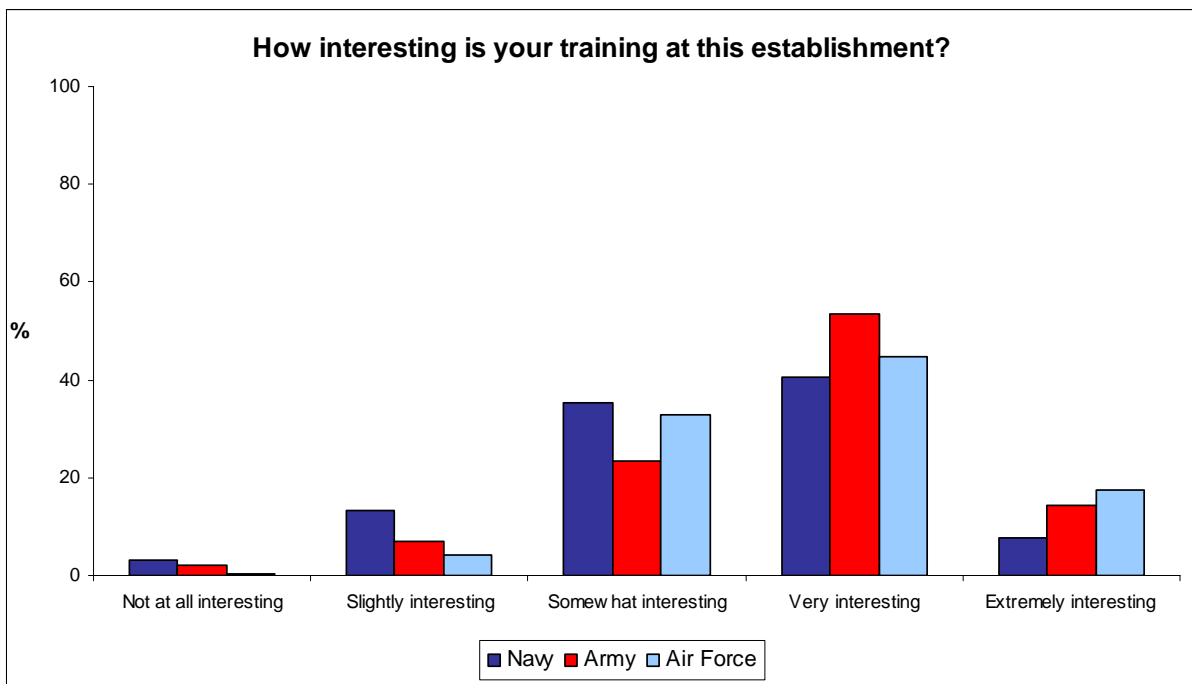


Figure 4 – **Trainees'** questionnaire responses to their interest in their training by Service

48. There was criticism by some trainees that the tests designed to measure their newly acquired competencies were not valid or reliable measures of their abilities, and that there was insufficient coaching of those needing help and few rewards for trainees to excel. These concerns are not to be unexpected and are common characteristics of traditional learning institutions in which teachers are the subject matter experts, as well as the instructional designers and the learning technology experts. Most ADF training establishments, however, seem also to place

more emphasis on negative rather than positive reinforcement, thereby exacerbating the trainer rather than learner orientation.

49. There are broadly speaking four methods of producing behavioural change: positive reinforcement, negative reinforcement, punishment and extinction. The research in this area suggests that the first two, when in balance strengthen constructive behaviour, while punishment and exclusion tend to weaken constructive behaviour. In addition, in training and in the workplace, the research points to the importance of positive reinforcement as the dominant mode to achieve improved performance, including at levels beyond the individual's own expectations.

50. This presents a cultural challenge for the ADF, where military discipline has at times appeared to encourage negative reinforcement, punishment and extinction. Gaining acceptance that positive reinforcement should dominate and that this does not mean 'softness', requires more careful effort.

51. The Inquiry Team's assessment is that there is still much to be done to embrace a learning rather than a teaching culture in the majority of ADF training establishments.

52. There were exceptions to these observations. The Inquiry Team noted, in particular, the good practice in the area of learner orientation at the Submarine Training and Systems Centre (STSC) at HMAS Stirling and the Officers Training School (OTS), RAAF Base Point Cook.

Mix of Technical and Personal Skills Development

53. In all training establishments, trainees are assessed on the basis of both technical competencies (skills and knowledge) and attitudes (sometimes referred to as 'soldierly qualities', 'officer-like qualities', and 'personal development'). Trainees were frequently unhappy however, about the consistency of the latter assessments, being particularly disdainful of those who perform well only in front of the staff (at ADFA these are known as 'PDAS Hunters' who 'go jack' on their mates). Trainers frequently commented that they were not sufficiently confident in the framework for such assessments to ensure consistency and constructive feedback for trainees' personal development.

54. More generally, it was apparent that few trainees were assisted to develop skills in working and dealing with others, other than through the forceful promotion of 'teamwork'. One trainee said: *'People become victims because they let the team down.'* Another said: *'There needs to be a change of culture where we can ask for help with a discipline problem. Now I feel I have failed my job if I ask for help.'* Those who were not contributing to the team tended to be isolated and ignored (with the risk of being bullied), rather than being assisted and supported by their peers, or their peers seeking assistance. The culture seems to encourage trainees to be negatively judgmental about their peers as demonstrated by the frequency of terms such as 'chitters', 'malingerers', 'marginals', 'jack', 'gobbing off' and 'bludgers'

55. In addition, we observed from the focus group discussions that many trainers were not skilled in key aspects of values based leadership, such as self-awareness and working with diversity (see paras 195-199 below under 'Poor Performers'), and therefore were not using best practice techniques to counsel and coach trainees in how to work constructively with each other. The following quotes from trainers epitomise their feelings and those of many of their peers. One said: *'We don't learn how to manage resources or counsel soldiers.'* Another said: *'...the paperwork is daunting...we don't have the skills to fill out the forms,...we don't have the language skills, writing skills, or computer skills or access [to computers] to manage the trainees effectively in the way we are expected to...'*

56. The Inquiry Team's assessment is that, to reinforce a learner orientation, more effort is needed to develop trainees' personal skills and to assess these skills and associated attitudes systematically and coherently. These skills go beyond suitable 'attitudes' to include self-awareness and ability to work with diversity. Developing such skills in trainees requires leadership capability amongst the training staff, and skills in passing these on. We understand that the Services are putting effort into developing such skills, but we did not observe the skills being utilised extensively in practice in the training establishments.

57. The Team did not see any examples of best practice, but noted the matter was being given close attention in a number of training establishments including OTS RAAF Base Point Cook, School of Infantry at Singleton, and No 2 Flying Training School (2FTS) RAAF Base Pearce.

Training for Lethal Force and Compassion for Community

58. The requirement to develop an appreciation in ADF trainees of when to obey an order (exhibiting instinctive obedience) and when to be more discerning and questioning (in which consensus building occurs and there is allowance for debate) will be an ever challenging goal. Conceptually, this is at the foundation for creating the abilities in our ADF members in which there is a sense of when to use appropriate and timely lethal force ('kill and capture') and when to adapt quickly to make sensible judgements affecting the well-being of people in complex operational environments ('care and nurture'). Such abilities, requiring a level of sensitivity and empathy particularly for the powerless non-combatants and an understanding of community capacity building, are inherent in the reputation the ADF aspires to enjoy. The Inquiry Team found clear evidence of a commitment at higher levels to get this balance right in trainees' competencies. This is clearly supported by the ADF's operational performance and reputation in an increasing range of high tempo operational theatres to which it has been committed.

59. Nonetheless, the examples the Inquiry Team saw of explicit discussion with trainees on the implications of complex war-fighting were limited, mainly to the Army's Combat Arms training establishments. We believe such discussion could be important for building wider understanding across the ADF, and would be of great interest to trainees, if it were added to the curriculum at all category and officer pre-commissioning courses to complement training in military skills.

60. Examples of establishments where the Inquiry Team noted good practice evolving in the area of 'Kill and Capture and Care and Nurture' were the School of Infantry at Singleton, the Schools of Armour and Artillery at Puckapunyal, Royal Military College (RMC) Duntroon and OTS RAAF Base Point Cook.

Effective Teamwork

61. An optimal learning culture has as its glue, mutual respect between those contributing to the learning outcome: the trainers and those who are mastering new competencies, the trainees. This entails much more than the traditional emphasis on building teamwork amongst the trainees. There was evidence to indicate that much has been done to create a more favourable learning culture, involving effective teamwork between the trainers and trainees, to enhance the learning outcomes. However, there is still much to be done to reach best practice; one in which those who succeed and those who do not are handled with firmness, fairness and empathy by all involved. The approach to teamwork in the ADF places emphasis on the bonds within the team and measures success primarily on the basis of competition between teams. This approach involves establishing strong boundaries between teams and within which a successful team

focuses its attention. It contrasts with the approach encouraged by modern management theorists such as Senge’s ‘learning organisation’³. In this alternative approach, an effective team environment has certain characteristics, such as those addressed in the article at *Attachment D*, including appreciation of the context, collaboration, creative innovation and cultural change. The detailed questions set out under the various characteristics identified in the article provide a clear sense of what should exist in a best practice team culture.

62. The recruit of today has experienced growing up prior to enlistment in a culture in which there is a much stronger emphasis on the individual and acceptance of differences. This has real benefits, but also presents challenges in inculcating in those focussed on their rights as individuals an essential ‘we’ attitude and ‘thinking about others before yourselves’ attitude.

63. While the vast majority of trainees were mostly satisfied with their training and their treatment, in most establishments we were told by the trainees that they were ‘treated like children’ and the place felt ‘like a boarding school’. There was considerable variation amongst the training establishments in responses to relevant survey questions. For example, between 40% and 91% (overall 69%) of the trainees reported that they could exercise their rights mostly or fully as required (Figure 5), so there are clearly concerns amongst trainees in some establishments. More (between 71% and 100%, and overall 88%, as illustrated in Figure 6) reported that the trainees meet their responsibilities mostly or fully as required.

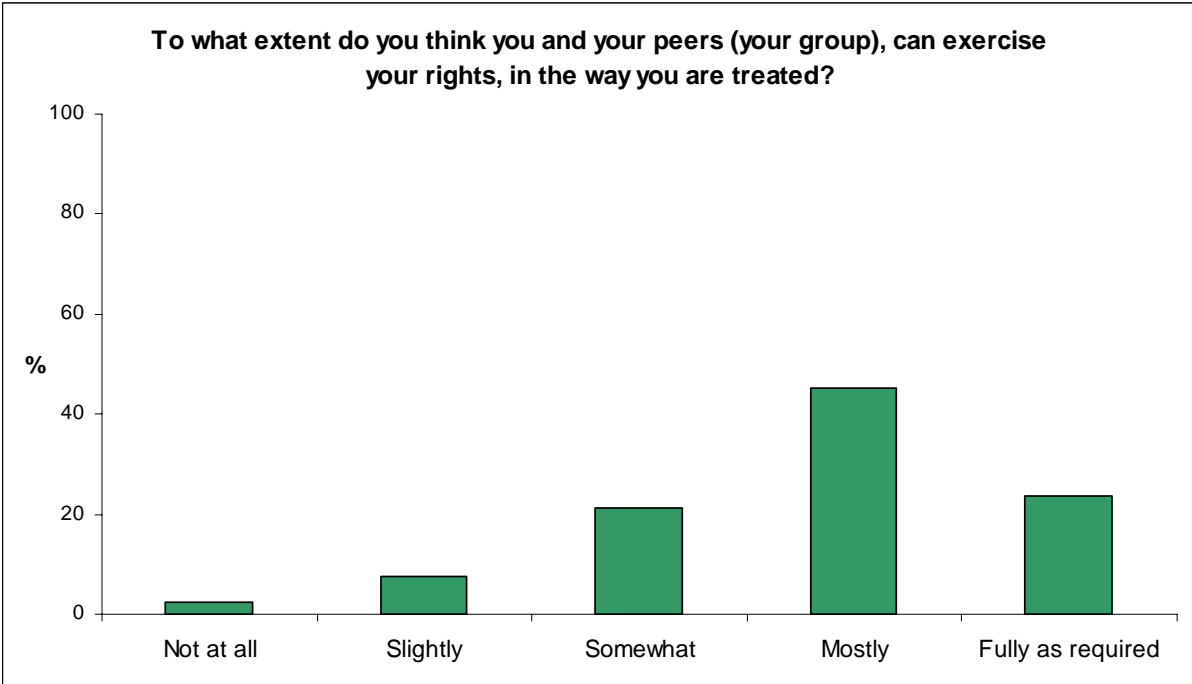


Figure 5 – **Trainees’** questionnaire responses to the extent to which they believe they can exercise their rights

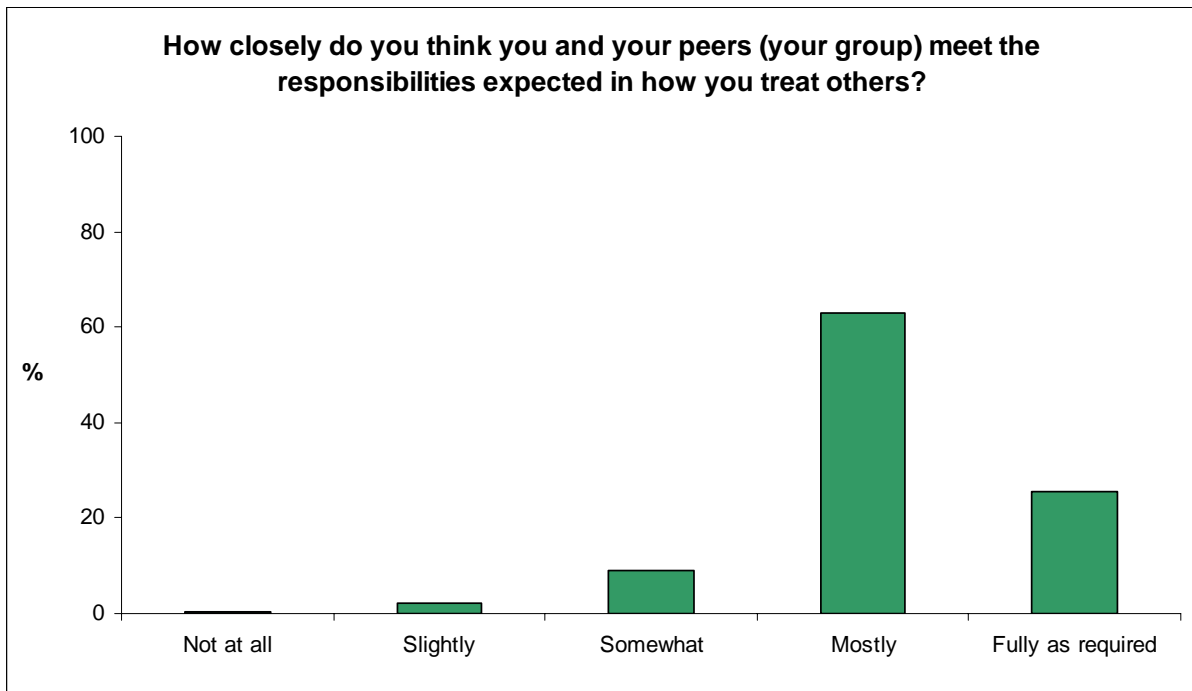


Figure 6 – **Trainees'** questionnaire responses to how they think their group meets their responsibilities

64. The Inquiry Team was surprised by the lack of respect some trainers seem to have for trainees. Frequently, in focus group discussions, concern was expressed about excessive 'rights' of trainees and about these rights being exploited. One trainer commented that: '*...standards are too low, so we can't weed out the bludgers.*' Another said: '*...the young ones were worse – they were cocky, arrogant and don't have any life skills.*' And another said: '*We are victimised by the recruits...and we feel we have our hands tied...*' Over 20% of trainers in the questionnaire reported that trainees meet the responsibilities expected of them only 'somewhat' or 'slightly' or 'not at all' (Figure 7). If the more disenchanted trainers were less likely to complete the survey, as we suspect from the reactions to our inquiry in the focus groups, the low response rate to the survey may suggest that the underlying figure is higher than 20% .



Figure 7 – **Trainers'** questionnaire responses to how they think trainees meet their responsibilities

65. Team effectiveness within the training establishments was also constrained where there was a high turnover of staff, a reliance on visiting instructors to fill vacant billets, and short tenure amongst the executive group or less than excellent top leadership. The current operational tempo is affecting these factors, but the Inquiry Team was nonetheless impressed with the effort in some establishments, including Army Recruit Training Centre (ARTC) Kapooka, the category schools of the Combat Arms Training Centre (Infantry, Armour and Artillery), the STSC at HMAS Stirling, and the initial officer training establishments at RAAF Base Point Cook, HMAS Creswell and RMC.

66. The main concerns in this area lie with some of the category training establishments, and also with training staff who are not well selected, well trained or in place for an adequate period (see below). The training establishment that appeared to the Inquiry Team to have the best overall balance in terms of team effectiveness was the Electronic Warfare Wing (EWW) of the Defence Force School of Signals (DFSS) at Cabarlah.

Trainers skilled in instruction and mentoring

67. The Services invest heavily in their instructing staff, most of whom have Certificate 4 qualifications, or are undertaking study for these. The training establishments also conduct induction training. There are nonetheless evident weaknesses, particularly the reliance on visiting instructors without the necessary skills and the variable quality of the induction process. In many cases the induction process is very short, somewhat ad hoc and is process oriented. It informs incoming staff of the rules regarding equity and diversity (E&D), occupational health and safety (OH&S), complaints management, and discipline, with little time to explain and discuss the intended culture and strategies of the CO in a way that builds shared ownership of the approach or promotes understanding of contemporary challenges. In 10% of cases, trainers reported that no induction training was received.

68. About 30% of trainers said that they are finding instructing at their training establishment is very or extremely challenging (Figure 8). Around 20% also said that they had not been adequately prepared for their role as an instructor (Figure 9).

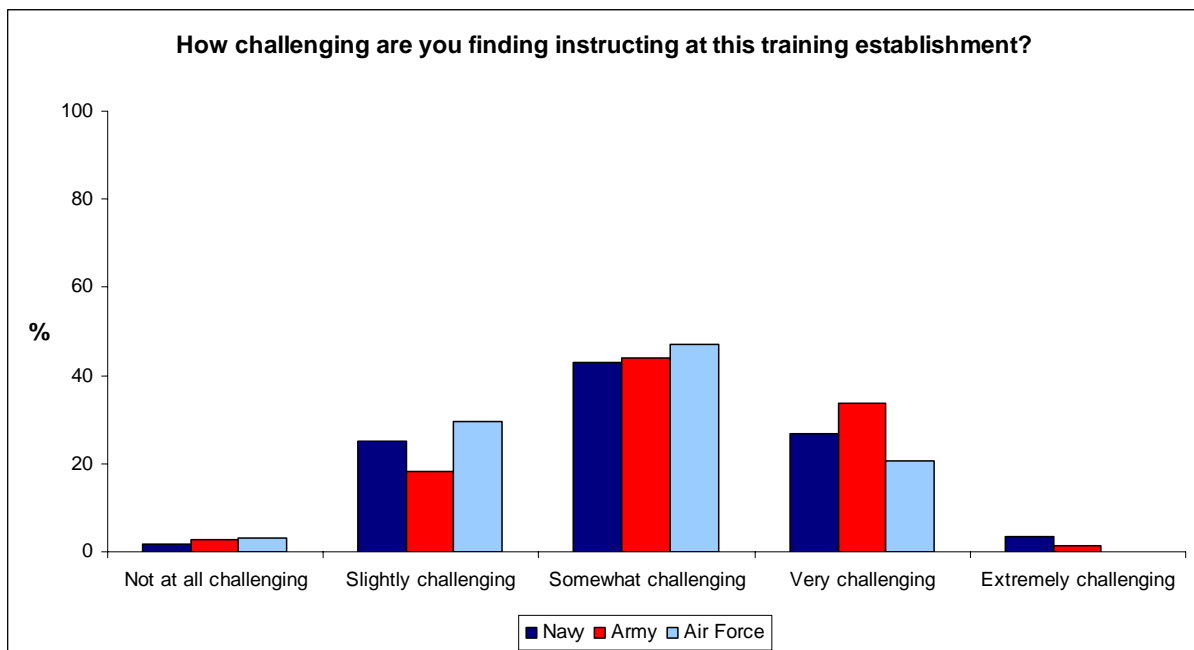


Figure 8 – **Trainers’** questionnaire responses to how challenging they are finding being an instructor by Service

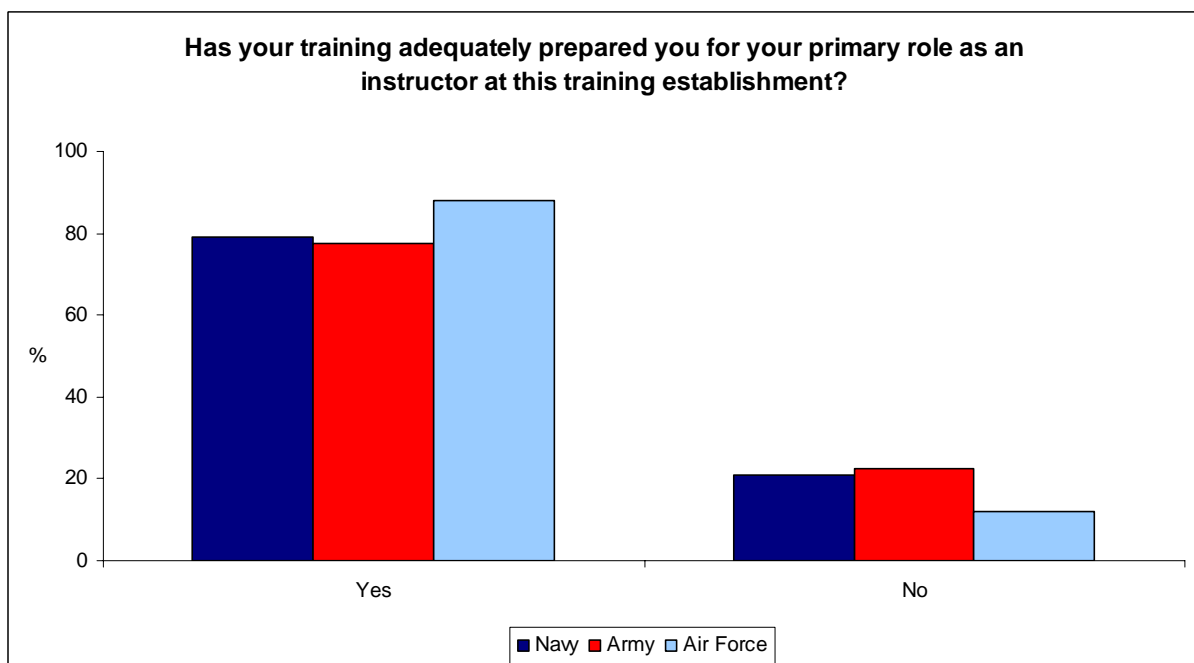


Figure 9 – **Trainers’** questionnaire responses to how prepared the trainers felt for their role as an instructor by Service

69. As mentioned, the vast majority of trainees report that their training is interesting and they are well satisfied with it. From the focus group discussions, however, it is apparent that in most training establishments the instruction is in a traditional format with power-point,

classroom teaching. In some establishments, trainees were not impressed with the quality of civilian instructors retired from the ADF, who were seen as ‘old-school’ and out of touch (though in others their familiarity with Service life was highly appreciated). In a small number of establishments, particularly where the staff to trainee ratio was high, there was more individual coaching and mentoring and good use of modern technologies such as simulators which trainees appreciated greatly. Overall, 85% of trainees reported that assistance is available to trainees who fall behind, but this fell as low as 48% in one establishment.

70. Trainers also frequently reported that they were finding it difficult to deal with the complex personal and social issues facing young trainees today, and advised they were keen to receive better induction training and skills in mentoring.

71. The Inquiry Team’s assessment is that the ADF is generally performing well in terms of having trainers skilled in instruction, but there is room for improvement, particularly in terms of induction training to build shared ownership of the strategies of the CO, to promote the desired learning culture, and to understand the more complex issues involved in training young people today who have only recently joined the ADF. A good practice example is ARTC at Kapooka, which has a six week induction training course, on successful completion of which instructors receive an Instructor Qualification. Not all trainers undertake the course however.

Trainers’ technical and leadership competencies

72. Trainees mostly expressed appreciation of the technical skills of their instructors in the fields in which they were teaching. This was particularly the case in those training establishments which are also recognised as centres of excellence for their field of training, providing continuing training to experienced servicemen and women and contributing to doctrine and the introduction of new equipment. Trainers similarly valued being posted to establishments which offered opportunities for extending their professional expertise.

73. The three Services have policies to select and screen their trainers on the basis of both their technical knowledge and their leadership qualities. Army, in particular, demonstrated it was giving high priority to both senior appointments and military instructors in some of their Training Command establishments, with promotion commonly following a posting to these training establishments. Postings are generally also voluntary. The other two Services have taken similar action, at least in respect of their recruit training establishments and most initial officer training establishments (including pilot training establishments), but do not seem to provide the same priority to their other training establishments. While three quarters of the trainers reported that they would recommend to peers that they should seek to join their training establishment (Figure 10), we heard many complaints about some of the postings, including claims of reduced remuneration from loss of allowances, and reduced opportunities for spouse employment in country locations.

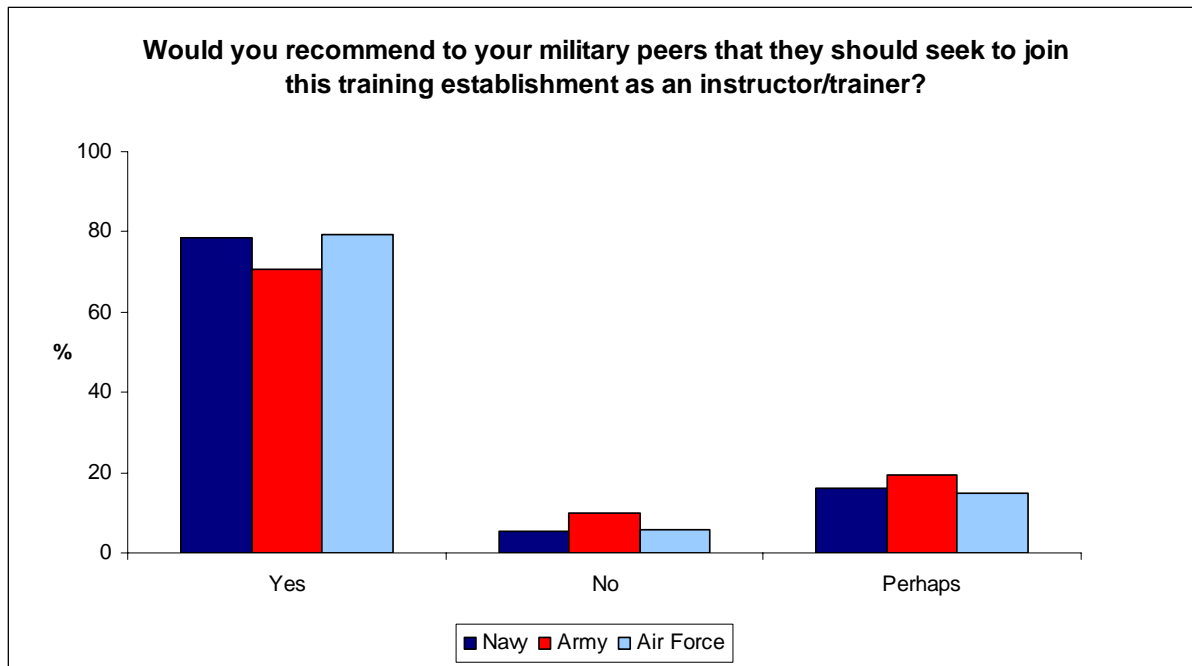


Figure 10 – **Trainers’** questionnaire responses to whether they would recommend their posting by Service

74. If the ADF is to fully embrace the concept of a learning organisation it needs to give priority to leadership development of all those with potential. The Inquiry Team’s view is that there is no better way to do this than to include in the career progression of the best servicemen and women periods in the training establishments. Such postings should be a priority not only to help build the capacities of the trainees in their first months and years in the ADF, but also to build the leadership capabilities of the best NCOs, WOs and officers.

75. The most common and serious concern expressed was the risk of a ‘career-ending incident’ (CEI), a feeling that there was no protection of trainers who are complained against, and no forgiveness for any isolated mistake. This perspective may or may not be accurate, but it also reflects poorly on attitudes towards trainees, and may be discouraging some good servicemen and women from seeking posting to training establishments.

76. Tenure is seldom in excess of two years, even in key appointments, limiting the level of experience, continuity and longer term management direction in training establishments, and limiting the capacity to exercise leadership. Some establishments have embraced the concept of blending young operationally-focussed trainers with more mature, experienced instructional teams including civilian contracted instructors. But many establishments lack representation from their respective operational environments which would provide important leadership models for trainees: this is particularly the case regarding RAAF pilots, RAN Principal Warfare Officers, and female officers, WOs and NCO’s more generally.

77. Focus group discussions with trainers, and discussions with COs and their executive teams, also revealed some lack of confidence in recognising weaknesses, as well as strengths, as leaders, and few NCOs and WOs were familiar with personality assessments (such as Myers Briggs) and with tools for managing diverse groups of people. This is despite the significant efforts by Navy and Air Force in particular to improve leadership and development through re-designed promotion courses that focus on values-based leadership. The Inquiry Team’s impression is that there is still a serious gap in the ADF’s leadership development training for NCOs, WOs and junior officers both in their formal learning and their experiential learning on

the job, and a lack of confidence in discussing such issues openly to improve leadership and management in situ.

78. Our assessment is that, notwithstanding the constraints of the current operational tempo, a consistent policy of high priority is needed in the selection of training staff, with consideration being given to having a suitable mix of short and longer-term postings. A few training establishments, particularly those which are also centres of excellence, have a very good record against this criterion. They include in particular the STSC at HMAS Stirling, the Army Aviation Training Centre at Oakey, and the School of Artillery at Puckapunyal; 2FTS RAAF Base Pearce while not really a centre of excellence also demonstrated good practice in continuous learning and leadership.

VALUES-BASED LEADERSHIP

79. Shaping and embedding the optimal learning culture requires effort in articulating and explaining the values, and supporting these through leadership, management and assurance mechanisms.

Values

80. Within the leadership group in each training establishment we visited, there was sound evidence of an understanding and commitment to a values-based approach to leadership. Over 90% of trainees are proud to tell others they are members of their Service (Figure 11). We doubt we would get such a high response anywhere else.

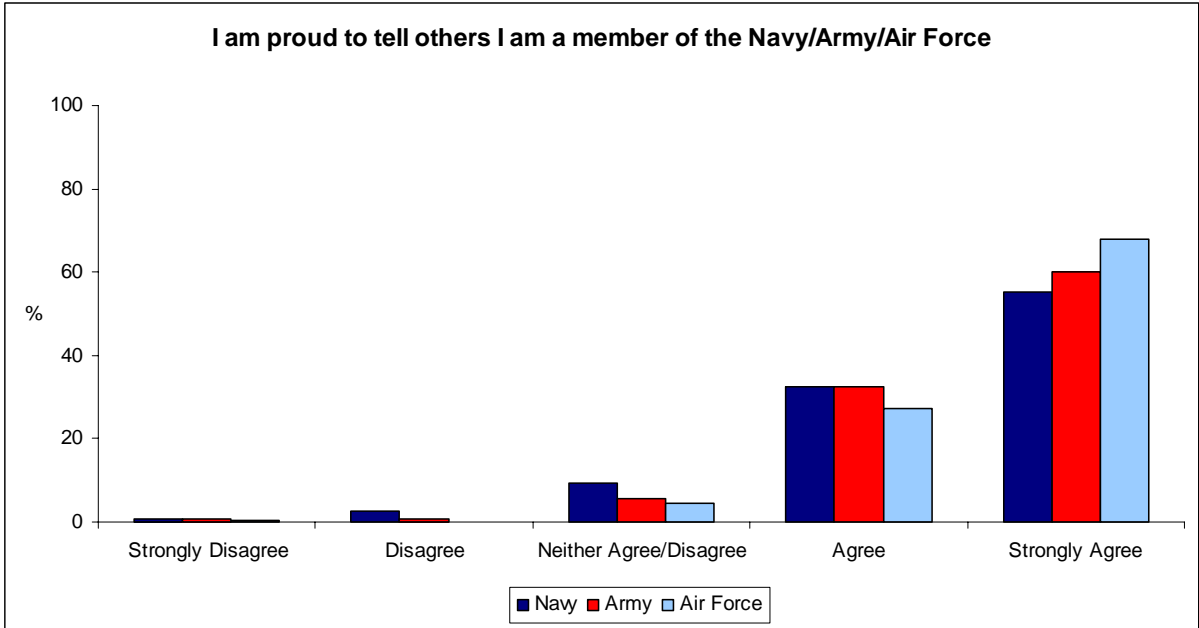


Figure 11 – **Trainees’** questionnaire responses to their pride in being in the ADF by Service

81. The vast majority of trainees in nearly all the training establishments also reported that each of the Defence values were being upheld and promoted in their establishment. There were some variations around these high ratings across the different establishments, and some variation across the values (Figure 12). This latter variation lined up with the impression we gained from our visits that a somewhat lower emphasis is attached to innovation and initiative for new members of the ADF, and that top priority is given to teamwork.

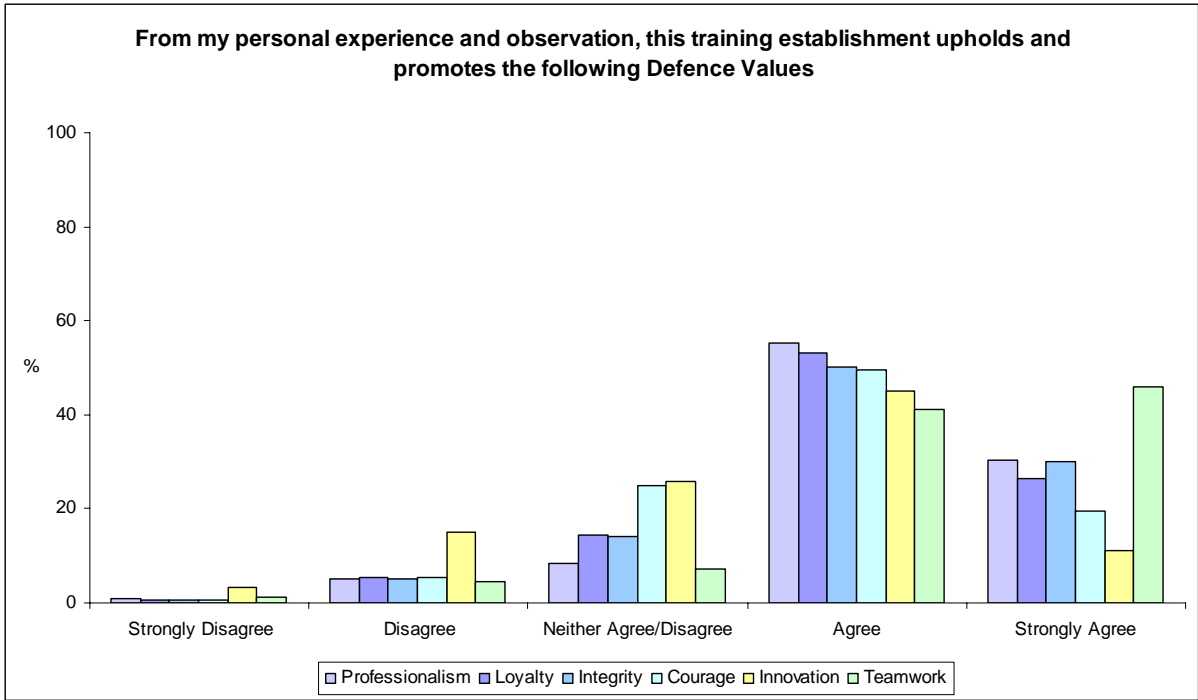


Figure 12 – **Trainees'** questionnaire responses to how well each of the Defence values are upheld and promoted

82. We also asked about how well the training establishment upheld and promoted some attributes that lie behind the Defence values. Again, the vast majority of trainees advised that these were being upheld and promoted with variations again amongst the different establishments and the different attributes (Figure 13). These variations lined up with our impressions from the focus group discussions in the different establishments about the level of respect they give to trainees and their learner orientation, and that the main concern amongst trainees concerns fairness.

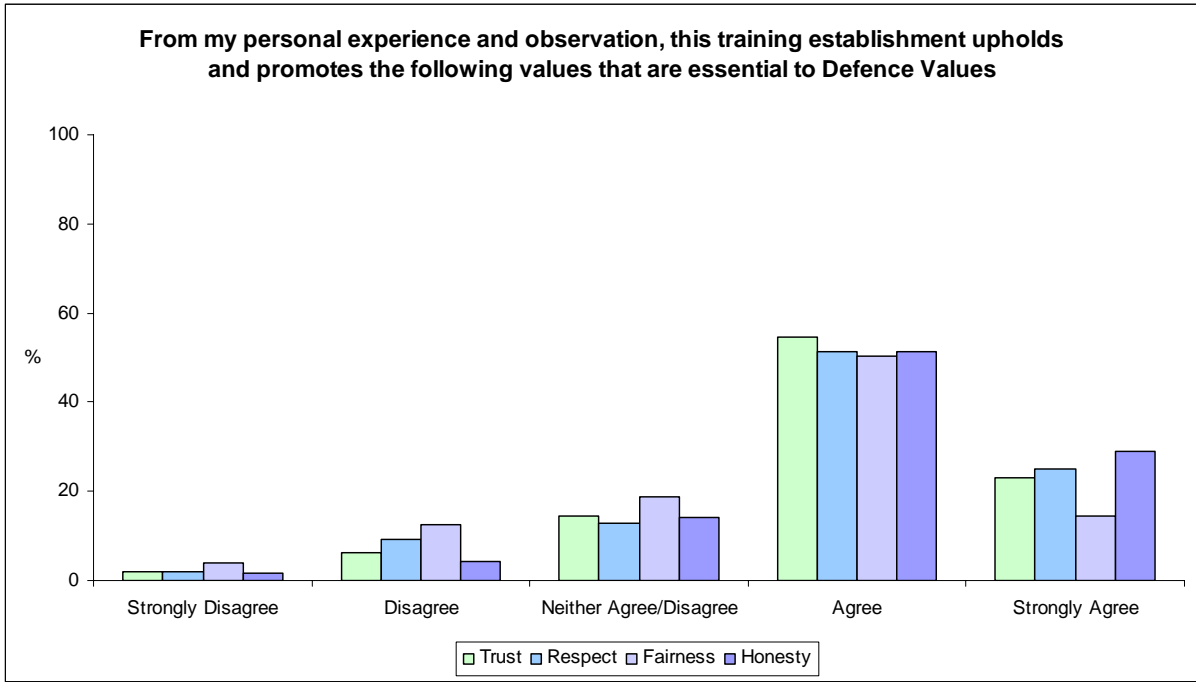


Figure 13 – **Trainees'** questionnaire responses to how well values are upheld and promoted

83. Trainers were also of the view that the Defence values were being well upheld and promoted, again with a lower rating on 'Innovation' (Figure 14).

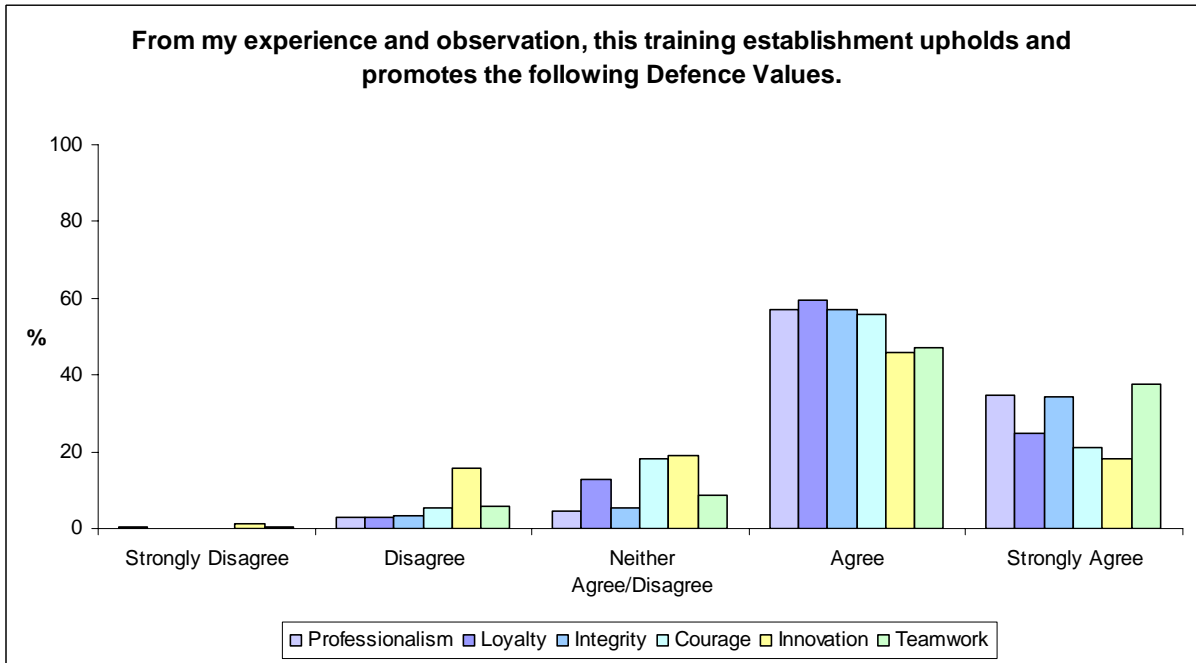


Figure 14 – **Trainers'** questionnaire response to how well the Defence values are upheld and promoted at their training establishment

84. There were differences of views regarding what constituted the best set of values upon which to operate. This is no more evident when the matrix of values articulated in different parts of the Defence Organisation (*Attachment E*) is considered. We believe there is a danger without

greater alignment of the value statements. For example, ADFA has values which are different for their Navy midshipmen, Army, and Air Force officer cadets. It also has a set of values for all midshipmen, officer cadets and staff, and a motto; 'To Lead to Excel'. This is but one example of an over abundance of stated values, which has the potential not only to confuse with the array of symbols but also to erode the importance of values as a foundation for behaviours and feelings. The individual Service values statements are so well promoted that the Inquiry Team assumed at first that they originated long ago in history. In fact, they are only about 10 years old at most, and are entrenched, not so much by past history as by ongoing tribalism.

85. The ADF has taken steps to explain and promote its values, but the Inquiry Team considers that there would be benefit in using the Defence list of values consistently across the organisation, including the training establishments, and highlighting how they relate to the unique role of the ADF. For example, how loyalty and teamwork underpin the requirement for military discipline, and how these together with professionalism and integrity and courage are essential, because of the unique responsibility the ADF has been given by the Australian community to bear arms and to apply lethal force.

86. To assist their acceptance and application across and within the three Services, each value needs to be applied in a way that matches the cultural differences that drive performance across a very diverse workforce. This could be done by shaping the descriptors that support the application of each value. In addition, to ensure that there is Service ownership of each of the values, their descriptors should address the uniqueness of their application to specific components of the Profession of Arms.

87. Cultural differences are inevitable in the ADF because of its large, diverse workforce with different areas of professional expertise. The Inquiry Team noted good and bad practice, resulting from these differences in cultures in the ADF. Strong independent cultures have both strengths and weaknesses. Their strengths are derived from their professional expertise and experience, but there is always the risk of insularity and inability to contribute effectively to wider agendas. Good practice involves the ability to lever off the strengths to add value to wider agendas and other perspectives, which are properly understood ('mental models'⁴, or understanding unstated assumptions, is one of the key attributes of learning organisations). Teams with the confidence to work with and learn from external groups are more able to sustain their strengths; those that rely more exclusively upon their internal bonds and expertise may be very strong for a period, but there is the danger of losing relevance and influence over time.

88. There can also be a disdain for those outside the ADF, although some of these are supposedly partners. This includes, in particular, Defence civilians and civilian contractors, despite (or because of) the increased role of civilians in Defence activities. We came across this attitude frequently, particularly amongst trainers. We therefore applaud the attempts by Defence to apply the PLICIT values to both civilians and ADF members as far as possible.

89. To meet the demands of a 'balanced and networked' ADF, the need for connectivity is essential. This requires a culture of sharing, openness and learning that is difficult to achieve when there is a 'stove pipe' culture prevailing or where the internal strength is based on excluding 'outsiders' rather than appreciating different roles and capacities. A key feature of 'learning organisations' is their permeability, both internally and externally. Without this, the risks from the training regime are increased.

90. Even at ADFA, there is a 'stove pipe' culture. We observed a marked divergence amongst trainers from the three Services; particularly their views on discipline, assessment of 'officer-like-

qualities' and positive versus negative reinforcement. This reinforced our impression that ADFA and the related single Service arrangements for initial officer training, are not fully achieving the original objectives. The welfare of ADFA midshipmen and officer cadets is not only being undermined by inconsistency in the application of discipline and performance assessment (all the midshipmen and officer cadets spoke of Army 'trashing' its people and the data on *Defence Force Discipline Act 1982* (DFDA) charges reveals huge disparity in the application of discipline, particularly between Army and Air Force officer cadets with Navy in the middle), but the structure of the overall training and the living arrangements at ADFA are also undermining the objective of tri-Service networking. We observed midshipmen and officer cadets from each Service maintaining their own friendship groups. This is reinforced by the fact that they live in single Service accommodation, with their own Service providing their divisional officers (or other Service equivalents). The Navy approach of an initial year of single Service training before attending ADFA reinforces separate networking and close bonding for their midshipmen, while Army and Air Force have their own different approaches to complementing the ADFA requirements.

91. We accept that there is a need to complement the ADFA training with single Service arrangements, and the midshipmen and officer cadets themselves said that they appreciated early opportunities to interact with their Service's operational areas. But to optimise the ADFA investment, and to maximise the welfare of the midshipmen and officer cadets, the Inquiry Team believes the current arrangements need to be reviewed, perhaps by having all Services provide about 6 months of single Service training, front loaded, but after the end of the first year at ADFA. This would encourage a more balanced approach to the inevitable bonding within and between the Services that is not currently taking place. We believe that CDF's vision of an ADF 'staffed by dedicated and professional people, excelling at joint, interagency and coalition operations', requires a greater degree of joint thinking and activity whilst at ADFA (as was intended when it was created) .

Leadership

92. The Inquiry Team found a strong commitment in the COs of training establishments to a values-based approach, articulated by CDF and the Service Chiefs from Canberra. There was evident organisational alignment in which values were displayed and recognised in training establishments. Values were seen as an important foundation to driving changes in behaviour across the ADF, particularly in the training establishments. Where the cultural change is proving significantly more challenging, is in gaining the necessary understanding and commitment to a learning culture, involving mutual respect and trust between trainers and trainees. This was short of best practice in most training establishments.

93. The top down driven process of changing culture in the ADF, through a values-based approach, has made significant progress from the 'take him out the back and beat the shit out of him' bullying and harassment, and the pervasive lack of acceptance of E&D that may have applied more often in the past. This progress has been achieved by leadership at the top, but also by a compliance approach further down the system. The fundamental inhibitor to reaching a mature situation is the limited acceptance of the changes by the middle ranking members of the ADF and of their leadership role. If their leadership support can be brought about, the ADF can start 'to get onto the front foot' and move on from its excessive reliance on centralised rules and procedures and its defensive posture. The Inquiry Team found that this is the most profound challenge to the cultural shift being sought by CDF and the Service Chiefs. We also note that the key to achieving cultural change in large organizations is often gaining the active commitment and support of middle management, and that cynicism and frustration at that level is common in the early stages of the change process.

94. Indeed we found much frustration, in the WO and NCO instructors in particular, across most of the training establishments that we visited. They are behaving as they have been directed to do, but the feelings of many are not aligned with these behaviours. These WOs and NCOs advised us in focus group discussions that they do not agree with many of the changes and do not understand why trainees should be allowed to question their authority and, at times, the orders they are giving them. They feel disenfranchised and unsupported by their superiors, who they see being more worried about numbers (throughput) rather than quality, and who they see are more concerned about protecting their political masters rather than enhancing the long term capability of the ADF. The Inquiry Team believes that the middle ranking instructors have not been properly engaged in the change process: they do not appreciate that the changes can indeed improve the capability of the ADF, and their concerns about aspects of the process of change appear not to have been properly listened to or adequately addressed. Moreover, they have not been appropriately equipped with the skills to handle the changes, particularly in the way they are now expected to perform their instructional roles; roles that require a learning focus rather than the teaching focus, for which they have been very well prepared. This problem is exacerbated when trainers are detached from operational units at short notice to fill vacancies to meet the training liability. Some of these people really struggle with the level of sensitivity expected of them, when dealing with new members of the ADF.

95. Strategies that would build on the gains made so far include in particular improving leadership development training of NCOs, WOs and junior officers in their standard promotion courses, as well as improving induction training arrangements. In particular we believe these should include open discussion of the ethical issues raised by the direction CDF is pursuing, in order to achieve an optimal operational culture. These ethical discussions might cover, for example, the need for more innovation and initiative as well as obedience, the need for diversity as well as teamwork and the need to narrow the differences between the military and civilian cultures. High levels of ethical behaviour are expected from all public sector employees and leaders in our community. If anything, public expectations of the ADF are even higher.

Management

96. A key element in reinforcing the values through management processes is the role of codes of conduct and discipline. There are mixed views regarding whether values should be prescribed through rules, though of course they are effectively supplemented by the DFDA. Most training establishments in the ADF have adopted a supporting set of codes of conduct. Navy and Army have embraced the concept with more rigour and commitment than has Air Force. The Chief of Air Force does not see that it is essential to direct their use, as he feels that a behavioural compact, which he has introduced, is a more appropriate way to go. He subscribes to 'a values-based rather than a rules based construct'. He believes there will be more of a propensity to 'value our values' by adopting such an approach.

97. The Inquiry has not found that any Service is performing markedly better than any other when it comes to adopting a values-based approach to leadership. The Inquiry Team believes that, given there remain risks of inappropriate behaviour occurring in ADF training establishments (see further below), too light a touch is unwise in the current climate. On the other hand, having too rigid a set of rules would impinge on the adult learning culture so important in developing trainees to reach their full potential. The Inquiry Team considers that there do need to be codes of conduct in each training establishment, applying to trainees and to trainers, that represent reasonable directions from the CO and hence are enforceable if needed via the DFDA. But there may be room for some flexibility across and within the Services, and the Inquiry Team suggests that trainee (and trainer) cohorts within each establishment should be

invited to more carefully understand and then commit to the behaviours expected of them. This should be achieved through a more effective iterative exchange, involving each intake, particularly where the risk of non-acceptance of the rules is high.

98. Other management techniques that would support the desired values-based leadership include improved induction training and involvement of NCOs, WOs and junior officers in the development and promotion of each CO's policies and procedures for their training establishment, including with regard to values, culture, codes of conduct, training philosophies and training curricula. We believe performance management should also be enhanced to include 360° assessment of the CO and senior staff in particular. As well, it should include trainer and trainee self-assessment of their professional competencies and areas requiring improvement.

99. The Inquiry Team noted a serious attempt to increase the awareness by command teams of better practice gender and equity policies. This is change in progress, with much work still to be done. Policies and practices for the most part demonstrate what is expected of males and females, particularly in mixed gender training establishments. In these establishments there were still mixed feelings (though relatively more positive) about the new policies and practices. There was less willingness to embrace the ADF's new policies and practices on E&D in organisations in which there were only males. Awareness and acceptance of gender equity policies requires further ongoing, sustained effort at all levels within the ADF.

100. The Inquiry Team also considered that it was incongruous that values-based leadership was being promoted in order to improve the capability of servicemen and women to respond with discretion to complex operational situations, while the authority of COs of the training establishments was severely constrained. This was a bone of contention for most COs, and the Inquiry Team agrees that a values-based approach should give COs a greater responsibility, in particular, for facilities management within the budgetary allocation allowed.

Assurance

101. Most training establishments monitor the views of trainees through regular surveys including exit surveys, as well as through the feedback from complaints and discipline cases, and Defence-wide staff surveys.

102. In addition, the Inquiry Team noted that there is a range of new measures to gain an understanding of the type, frequency and impact of inappropriate behaviour in the ADF's training establishments. COs were aware of the areas of risk of inappropriate behaviour occurring in their establishments. There was a strong commitment to introducing control measures to guarantee visibility and a more robust and timely response to incidents when they occurred.

103. The Inquiry Team found that, despite the feedback via surveys of trainees, there was little grass roots, frank and informal engagement by COs with their trainees and trainers, because of the strong hierarchical nature of military establishments. We suggested to a number of COs that the techniques that we had used in conducting focus groups could be employed in an environment in which a values-based approach was inculcated. Best practice values-based leadership occurs when there is an open exchange of feelings, particularly when behaviours by any members of the team are at odds with the teams' agreed values. Training establishments face the added challenge of a transient group of trainees, who are mostly immature and still learning the importance of values, in adopting such an approach. However, there is much to be gained from COs reaching down to the grass roots of their establishments and hearing first hand what issues are of concern.

CONCLUSIONS AND RECOMMENDATIONS ABOUT THE CULTURE

104. The Inquiry Team was impressed with the effort being placed on improving the learning culture, and considers that the ADF is a highly professional training organisation staffed by committed, loyal and extremely hard working people. It is not, however, a best-practice learning organisation at this stage. There is considerable room for improvement: in particular, further investment needs to be made in the training staff and better engagement with them about the learning culture the ADF is trying to put into place. Even the best ADF training establishments must seek continuous improvement.

105. The Inquiry Team was also impressed by the emphasis evident across all the ADF training establishments of a values-based approach. Nonetheless, it considers there is some way to go to get coherence and to embed the values particularly to gain the strong support of the NCOs, WOs and junior officers. A change of gear is also needed to move away from a compliance and process driven approach to a true values-based approach.

106. There is clear evidence of improvements in behavioural standards in all the training establishments we have visited and of universal knowledge of ADF policies of zero tolerance of bullying and harassment. There are prominent displays of values statements and the almost entire absence of sexist posters and literature, and the repeated reference (most but by no means all positive) to changes in approaches to E&D, discipline, OH&S and complaints. Survey data and focus group discussions confirm good understanding of what is acceptable behaviour, and wide compliance with those standards amongst both trainees and trainers.

107. There is evidence, however, of strong feelings of frustration amongst significant numbers of trainers, despite their commitment and hard work. This indicates that they are not fully in support of the explicit policies from Service Chiefs, Training Commands and elsewhere, or the explicit policies of individual training establishments, such as the statements of values, the process of E&D, discipline and complaints, and codes of conduct where these exist. In part, this divide between endorsed behaviours and actual feelings reflects continued misunderstandings about the requirements of tough training and of military discipline, and a failure to adequately reconcile the requirement to train people to use timely and appropriate lethal force and to adapt quickly and make sensible judgements affecting the well-being of people (combatants as well as non-combatants) in complex operational environments. However in part, it may also reflect the process-driven approach to many of the changes and some unintended impacts of that approach.

108. ***In summary, the Inquiry Team found no evidence of an inappropriate culture that supports bullying or harassment. However, it is the Team's view that there is still some way to go before the underlying culture will firmly oppose harassment and bullying, and firmly support explicit policies on such issues of E&D.***

109. To move towards an optimal learning culture, which will have a positive impact on the ADF's future capability, while also improving relationships and reducing the risks of inappropriate behaviour in ADF training establishments, the Inquiry Team recommends that:

Recommendation 1. The ADF endorse the optimal learning culture outlined at paragraphs 37 to 42, recognising its complementarity with the desired operational culture for the ADF.

Recommendation 2. The ADF's education and training policy, doctrine, delivery and evaluation embrace a learning culture rather than a teaching culture.

- This should involve an effective mix of ‘why’, ‘what’ and ‘how’ ensuring an appreciation of when to obey an order instinctively while also educating for thinking, initiative and judgement. It also requires greater mutual respect and trust between trainers and trainees (learning together as coaches and players), and highly qualified trainers who want to do their jobs because they have pride, and confidence in the quality of the young people they are grooming for their future jobs with the ADF.
- It should also involve treating the trainees as adults.

Recommendation 3. ADF schools and training establishments firmly shift the focus to trainees, who feel valued and are considered to be a real asset to the ADF.

- Their learning environment should recognise prior learning competencies, encourage and acknowledge excellence, involve more positive than negative reinforcement, encourage good personal relations as well as technical competencies, set graduated achievable levels of mastery to support trainee transition from civilian life, allow for progress, where possible, at each individual’s own pace, and allow those who do not possess the skills and/or motivation to succeed, to leave with dignity.

Recommendation 4. Greater priority and improved rewards be given to COs and military instructors in ADF schools and training establishments to ensure the best and brightest as COs, trainers and role models.

- Posting to a training establishment should be an essential element of the career progression of all the best servicemen and women.
- This will require a mix of youthful military role models with more limited tenure, and more mature longer tenure trainers and educators (where appropriate as contractors) who provide continuity, corporate knowledge and broader based expertise to the learning environment.
- COs of training establishments should have three year postings.
- Consideration should also be given to establishing visiting military fellows programs, modelled on ‘Executive in Residence’ programs in major university business schools.

Recommendation 5. In addition to having Certificate 4 qualifications as instructors, trainers receive sufficient and appropriate induction training (at least 2 weeks and up to 6 weeks, based on shared learning and ownership of their training establishments’ strategies and learning philosophies), and all standard NCO and junior officer promotion courses include values-based leadership and people management skills development, with more effort to validate the training and to ensure the skills are applied in practice.

Recommendation 6. ADF schools and training establishments be invested with best practice facilities, where possible being developed as centres of excellence, with technology based learning that allows for an appropriate blending of instructional ingredients to maximise learner performance, and the capacity for continued learning by staff as well as trainees.

110. To promote a more effective values-based leadership approach, the Inquiry Team recommends that:

Recommendation 7. Greater alignment of the ADF’s values be pursued by adopting just one set of values across the ADF.

- Each of the Defence values (PLICIT) could be embraced while accommodating differences in roles and responsibilities within the ADF by the detailed descriptions used.

- The common set of values should also be used to promote permeability and respect across and beyond the ADF, and genuine appreciation of diversity.

Recommendation 8. Consideration be given to strengthening the tri-Service nature of the Australian Defence Force Academy (ADFA) education and training, including through a common initial training period at ADFA, followed by a period of single Service training, and through mixing midshipmen and officer cadets' accommodation and divisional officer arrangements across the Services

Recommendation 9. Particular effort be made to engage with the middle level management group, that is, the NCOs, WOs and junior officers in schools and training establishments, to ensure their understanding and support of the values and of the learning culture being promoted, and associated policies and procedures, and to address the genuine concerns some have.

- WO and NCO promotion courses should place more emphasis on leadership development including self awareness and people management, and ethical awareness discussions that might assist deeper understanding of the optimal operational and learning cultures CDF wishes to pursue.

Recommendation 10. While the ADF's change process should rely more on its agreed values and less on prescriptive processes, the ADF's values should continue to be supported for the time being by rules for a fair go, given the culture is far from mature and given the continuing risks of inappropriate behaviour.

- These should include codes of conduct or behavioural compacts that are reasonable instructions and enforceable under the DFDA if required but are also discussed openly with each cohort of trainees and trainers.

Recommendation 11. Other management strategies should reinforce the values-based approach, including:

- direct trainee contribution to their own personal competencies assessment;
- performance management arrangements for staff (with 360° assessment of COs and other senior staff);
- more effective and less prescriptive approaches to E&D training (including gender diversity awareness); and
- greater authority for COs to match their responsibilities for matters that affect their peoples' morale.

Recommendation 12. The style of leadership that the ADF should be encouraging is that, notwithstanding the command structure, everyone is a leader.

Recommendation 13. A culture of 'telling it how it is' should be encouraged by all COs, such that trainers and trainees are prepared to state how they think and feel in an environment of mutual trust and respect: this should be assisted through the use of focus groups.

MANAGING THE CARE AND WELFARE OF TRAINEES

111. The Terms of Reference require the Inquiry Team to advise whether there are identifiable irregularities in the administration of the care and welfare of students and trainees which may require corrective action. This is to be measured against established policies and processes, and the Inquiry is to take into account a number of matters many of which relate to areas of risk of inappropriate behaviour and the management of those risks. The Inquiry Team has approached this matter by identifying the areas of significant risk of inappropriate behaviour, reviewing current practice in managing the care and welfare of students and trainees and the risk of inappropriate behaviour, and recommending good practice in the mitigation and management of risks.

RISKS OF INAPPROPRIATE BEHAVIOUR

112. Inappropriate behaviour occurs in all training establishments, whether in the ADF or in the broader community, no matter how effective the culture is. The key issue is how well the risk of inappropriate behaviour is being managed.

113. The following summarises the main risks the Inquiry Team identified that need to be carefully managed.

THE TOUGH NATURE OF DEFENCE

114. The very business of Defence is tough, and there is a fine line at times between toughness and bullying. This is particularly the case when seen through the eyes of the trainee. Servicemen and women are trained to use lethal force which is totally unacceptable in civilian life. Sailors, soldiers and airmen do not kill for patriotism or allegiance to their country, but for the protection of their mates. Willingness to apply lethal force requires not only physical and mental toughness, but also sufficient bonding within the team to override each individual's natural human resistance to kill. The toughness and bonding required increases the closer the contact with the enemy. And the toughness similarly becomes more masculine the more one gets to the sharp end. The cohesion required to build comradeship does involve removing individuals who cannot be socialised into the group and who may undermine unit morale and combat effectiveness. Those perceived to be failing to conform to the group can experience trauma in the process. There is a risk of 'group think' (and, according to the literature, even 'group sanctions for evil'⁵) amongst those who succeed in being part of the group, and there is a risk that the pressure for conformity will drive out diversity. A recent article⁶ on the British Army concluded that it cannot hope to eliminate all forms of behaviour towards its recruits that might be considered bullying in an increasingly sensitive and litigious civilian employment environment.

115. Servicemen and women are trained to control the aggression they use, to know the rules of war and the rules of particular engagements, and to understand the complexities of modern warfare, including the need to 'care and nurture'. However, training in the basic skills of applying lethal force ('kill and capture') will always present a risk, in particular of bullying by trainers and by peers, and of disrespect for those who are different (including women in particular), and also of self-harm amongst those who feel bullied and/or excluded. The challenge is in managing these risks.

RISKS IN THE TRAINING CONTINUUM

116. As trainees move along the continuum from their civilian culture through recruitment and on to the operational culture within which they need to perform competently, there are several points of possible discontinuity where the risks of inappropriate behaviour by, or towards, the trainees, are significant:

- a. Recruitment processes themselves may give rise to a risk later on if inappropriate people are recruited or poor advice is given about ADF careers:
 - as mentioned further below, people on the ‘wrong bus’ and underperformers present a particular risk.
- b. The initial introduction to Service life in recruit training establishments or initial officer training establishments (single Service or ADFA):
 - this risk appears to be particularly significant amongst younger trainees with limited life experience away from home;
 - the risk also seems to vary according to the ‘toughness’ of the training required and the time allowed to acclimatise to military life; and
 - the main types of inappropriate behaviour that are at risk of occurring include self-harm (and suicide), bullying and harassment by other trainees, and bullying and harassment by trainers. There is also the risk of loutish behaviour (including fighting, damaging property and injuring individuals, as well as sexual harassment) when the trainees have opportunities for drinking alcohol excessively.
- c. The transfer from initial training to category training/IET:
 - this risk is mainly associated with the considerable relaxation of supervision at category training and the increased opportunity (time and access) to drink alcohol;
 - perhaps the main type of inappropriate behaviour that is likely to occur is loutish behaviour (including sexual harassment and bullying, as well as fighting and damaging property and injuring individuals); and
 - there is also a risk, if the training is tougher than at recruit training establishments or more highly competitive, of self-harm and of workplace bullying and harassment, particularly amongst trainees.
- d. The transfer from category training/IET to operational units:
 - the risk appears to be significant for those who have not yet established the self-discipline and coping skills necessary to adjust to their operational unit environment;
 - there may also be risk where the transfer is delayed for any reason and where further trade training on-the-job is necessary but the unit lacks all the necessary training skills and supervision;
 - the main types of inappropriate behaviour that seem to be at risk of occurring are loutish behaviour and bullying and harassment by other servicemen and servicewomen, particularly NCOs; and
 - there is also a risk of the serviceman or woman making poor personal decisions (e.g. personal financial decisions) if they lack life skills.

- e. Wrong career decision, underperformers and others delayed in the process:
- trainees ‘on the wrong bus’, either not suited to Service life or not suited to the Service or trade category selected, present a risk pending transfer to the ‘right bus’, as they and the system review the circumstances and wait for opportunities for appropriate transfer (or discharge);
 - this risk is likely to be increased where the time taken to get on the ‘right bus’ is prolonged;
 - the main types of inappropriate behaviour that appear likely to be at risk of occurring in this case are bullying and harassment by trainee peers or by trainers, self harm (including suicide) and loutish behaviour by the trainees occasioned by boredom and spare time;
 - trainees suffering injuries or illness, struggling to reach required competency standards or struggling to reach behavioural standards, present another risk, whether left in their training establishment or placed in a ‘holding platoon’;
 - again, the risk seems to be higher the longer it takes to resolve the trainee’s problems either through achieving the appropriate standard, or by discharge;
 - the main type of inappropriate behaviour here seems to be harassment by other trainees or by trainers, but there is also risk of inappropriate behaviour by the trainees themselves including self harm and loutish behaviour, particularly if they are bored;
 - a final group the Inquiry Team has identified as being at risk are those awaiting security clearances, where the risk is exacerbated not only by delays, but also by uncertainty;
 - the inappropriate behaviour most likely to occur may be loutish behaviour; and
 - there also appears to be risk of good trainees leaving the ADF and of trainee family breakdown where existing relationships are placed under additional pressure.

RISKS RELATING TO THE TRAINING REGIME

117. There are also risks related to the way the training is conducted and to the capabilities of the management and training staff:

- a. Selection and training of trainers:
- trainers who lack leadership qualities, are not good role models, are not skilled instructors or are not trained to coach and mentor trainees, present a risk; and
 - by not constantly promoting and modelling Defence values and inspiring trainees, they may facilitate, and could cause, inappropriate behaviour amongst trainees, and between trainees and trainers.
- b. Morale and alignment of trainers to contemporary ADF policies:
- lack of ownership of, and belief in, contemporary ADF policies on discipline, OH&S and E&D etc. by middle managers (NCOs, WOs and junior officers) present a risk of inconsistent application of the policies;
 - the risk is of insincerity (as well as frustration and anger) towards the policies and cynicism amongst both trainers and trainees allowing inappropriate behaviour (such as bullying, harassment and sexism) to continue; and
 - a view amongst some trainers, that allegations against trainers of inappropriate behaviour are not handled fairly, and without adequate support for the alleged perpetrators, adds to this risk.

- c. Excessive workload associated with complying with ADF policies and processes:
 - uncertainty about policies, excessive paperwork and lack of delegated authority and a risk averse approach to dealing with inappropriate behaviour all present a risk that inappropriate behaviour will not be dealt with fairly and consistently, and hence that the behaviour will continue;
 - lack of experience in writing reports, such as performance assessments or responses to complaints or discipline incident reports, may add to some trainers' lack of confidence in the newer procedures and policies on E&D; and
 - similarly, some instructors do not have ready access to computers and to Defence systems for managing such reports and procedures, undermining their support for the procedures and policies.
- d. Style of training:
 - training that is not learner orientated, but focuses on the class and on the instructor, may not challenge all the trainees adequately, with the risk of boredom and alienation, adding to any risk of inappropriate behaviour; and
 - similarly, training that focuses on negative reinforcement, without positive reward, may alienate some trainees from their peers and add to risks of bullying in particular.
- e. Resources and dedicated management effort:
 - the management of the new procedures and policies is currently requiring considerable time and effort by trainers and more senior staff, and there is concern about the resources required, particularly in the context of high operational tempo and competition for scarce resources;
 - this risk has been exacerbated by the efficiencies gleaned from the training establishments during the Defence Reform Program and by the continuing number of unfilled billets reported to the Inquiry Team;
 - the risk is that the procedures and policies may not get the attention they require at present, even if in time the cultural change intended should not require ongoing resources for additional administrative work; and
 - limited tenure amongst COs, and training staff, may also make more difficult and lengthy the transition to a more optimal cultural climate.

GENERIC RISKS IN SCHOOLS AND TRAINING ESTABLISHMENTS

118. There are some important generic risks in society of inappropriate behaviour that will inevitably apply in Defence and may even be exacerbated here:

- a. Alcohol and drug-related risks:
 - the effects of alcohol and drugs on trainees and staff can cause or exacerbate risks of inappropriate behaviour, particularly amongst young people and binge drinkers when they are cashed up.
- b. Mixed-gender risks:
 - forming and breaking close personal relationships is inevitable in any mixed-gender establishment, most particularly where the trainees are young; and this may give rise to inappropriate behaviour, from 'fraternisation' (which may undermine team work and discipline) to sexual harassment and stalking;
 - these risks are greater where the trainees live, as well as study, and train together;
 - the risks also apply in the case of a trainee in a relationship with someone outside the ADF from whom they are isolated; and

- the traditional male orientation of the ADF adds substantially to the risks of women being treated inappropriately in ADF training establishments.

c. Other diversity:

- other differences in the mix of trainees, such as ethnic background or religion, can give rise to isolation or prejudice;
- more generally, if trainees are not valued before they qualify, or do not feel valued or respected by their instructors and teachers, they can respond not only by performing poorly, but also by behaving inappropriately, particularly as alienated individuals or groups;
- this risk is greatest where the selection, training and morale of the trainers is sub-optimal.

d. Suicide:

- self-harm and suicide are risks particularly amongst young people, men especially.

EXTERNAL FACTORS

119. The culture of ADF training establishments and the risks of inappropriate behaviour are also being affected by broader societal changes. Some of the changes may be widening the bridge between the trainees' previous civilian experience and the ADF's operational performance, for which they are being prepared to play their part, and hence increasing the risks in the training continuum; others may be narrowing that bridge and reducing those risks.

Generational change

120. There is a lot of literature, of varying quality, about changes in the attitudes and expectations of younger generations. A table from one recent study is at *Attachment F*, setting out both positive and negative aspects of the attitudes of so-called Generation Y. The Inquiry Team was told frequently by Defence personnel that generational changes are leading to a greater divide between society and the ADF's war-fighting needs. Without endorsing the study, the Review Team is struck by the more complex story suggested by the attached table. While some of the characteristics identified may make the adaptation into military life more difficult (such as 'free-agent, don't respect status and authority') there are also positive characteristics that might make their transition easier (including 'flexible and adaptable, fast moving and highly organised, well educated and high morality and civic duty'). The Inquiry Team believes that the ADF needs to adapt to and leverage off the positive characteristics as well as address the negative characteristics.

Increased demand for labour and reduced supply of young people in the market

121. Australia is experiencing one of the lowest percentages of unemployment in recent times and, accordingly, the ADF has to compete with other employers for recruits in an extremely tight market. This comes at a time of increasing demand for personnel in the ADF. Moreover, demographic trends suggest a longer-term constraint in the supply of potential recruits.

122. The CDF stated recently:

"I regard recruiting and retention of people as the most significant issue facing the ADF of the future."

His approach to addressing this issue is:

"We must be an employer of choice where people want to be, and want to stay."

123. The Inquiry Team firmly supports this approach to maintaining and improving ADF capability and standards, in terms of both the aggregate numbers needed, and the quality of individual servicemen and women.

Increasing diversity in the labour market

124. Australia has an extremely diverse labour market and hence a very diverse potential pool of recruits to attract into the ADF. This does not appear to be reflected in the ranks of the ADF. The increasing number of women in the workplace has presented a new opportunity and potential pool of workers. However, the presence of women in many male dominated workplaces has meant the need to dramatically change workplace practices. The ADF is starting to make some of these changes, though there is a need for deeper cultural change, including genuine understanding of the value of women in the military. Some opposition to the changes is still evident, and the full impact of the cultural change on the exercisable authority and on more subtle attitudes towards gender disparities is still to be felt.

Changing educational and skill levels

125. There is an increasing social norm for students to stay at school until they complete Year 12. Parents are encouraging their children to do so to improve their future employment prospects, and governments are also promoting higher levels of education in response to global competition. Along with this increasing education level there is also a higher skill base, particularly in the use of computers and technology. These trends reinforce the requirement for the ADF to embrace a learning culture rather than just a training culture, and add to the risks associated with getting the training regime wrong.

126. There has also been a related change in the physical fitness of young recruits. The ever increasing emphasis on technology and passive entertainment has contributed to lower levels of fitness and physical strength. This produces a greater challenge and a significant risk factor for the ADF. The need for physical fitness is essential, not only for operational readiness but also for military discipline.

Public relations and public scrutiny

127. The ADF, as an organisation, is under increased public scrutiny. While historically, the ADF may have been able to operate in a much more closed environment, society now demands a clear view of what is happening internally in the ADF, and an ever more pervasive media is pressing the point. The increased media exposure is also adding to political sensitivity and demand for more centralised and politically managed public relations. This has encouraged a culture of 'caution' and nervousness about the media which tends to affect some decision-making. There can also be a degree of 'preciousness' about public criticism despite the evident high standing of the ADF amongst the public, particularly for its success on military operations. Some elements within the ADF feel that the media is creating the problems and are reluctant to accept that there may be issues that need to be dealt with and corrected.

FINDINGS ABOUT THE CARE AND WELFARE OF TRAINEES

INCIDENCE OF INAPPROPRIATE BEHAVIOUR

128. Defence monitors the reported incidence of bullying and harassment and other inappropriate behaviours (Figure 15), and regularly conducts attitude surveys, and the Inquiry Team has also gathered subjective and objective data on the matter. However, it is extremely difficult to make firm judgements on the scale or trends, or on the level of inappropriate behaviour compared to other organisations. The insidious nature of such behaviour leads to

under-reporting, and a first indicator of effective action to address the behaviour is to increase the level of reporting.

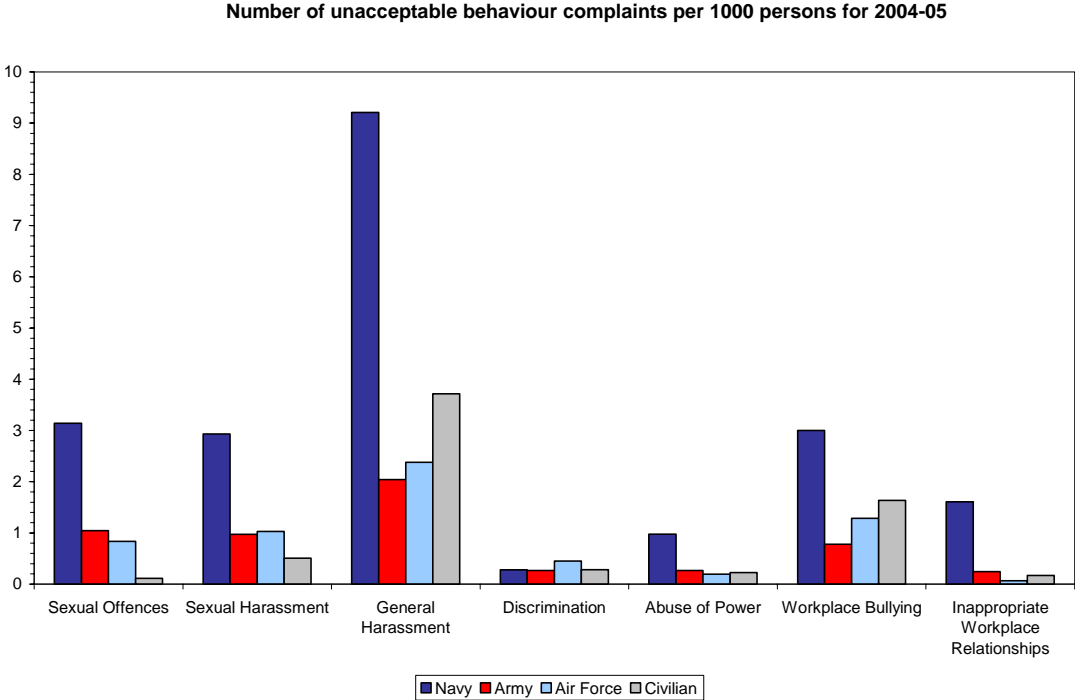


Figure 15 – Number of unacceptable behaviour complaints per 1000 persons for each Service and Civilians by type of unacceptable behaviour for financial year 2004-05. NB This data includes complaints which were unsubstantiated by the end of the financial year, those which were later withdrawn by complainants and those not able to be resolved prior to respondents’ discharge or employment termination, as well as those which were pending finalisation by the end of the financial year.

129. The Defence Equity Organisation, for example, advised that they consider Figure 15 above, and the following graph of reported incidents of inappropriate behaviour in each of the Services (not just training establishments) over the last 5 years (Figure 16), reflect Navy’s earlier and more concerted effort to address the issue of bullying and harassment and to encourage the reporting of incidents.

Number of unacceptable behaviour complaints per 1000 persons

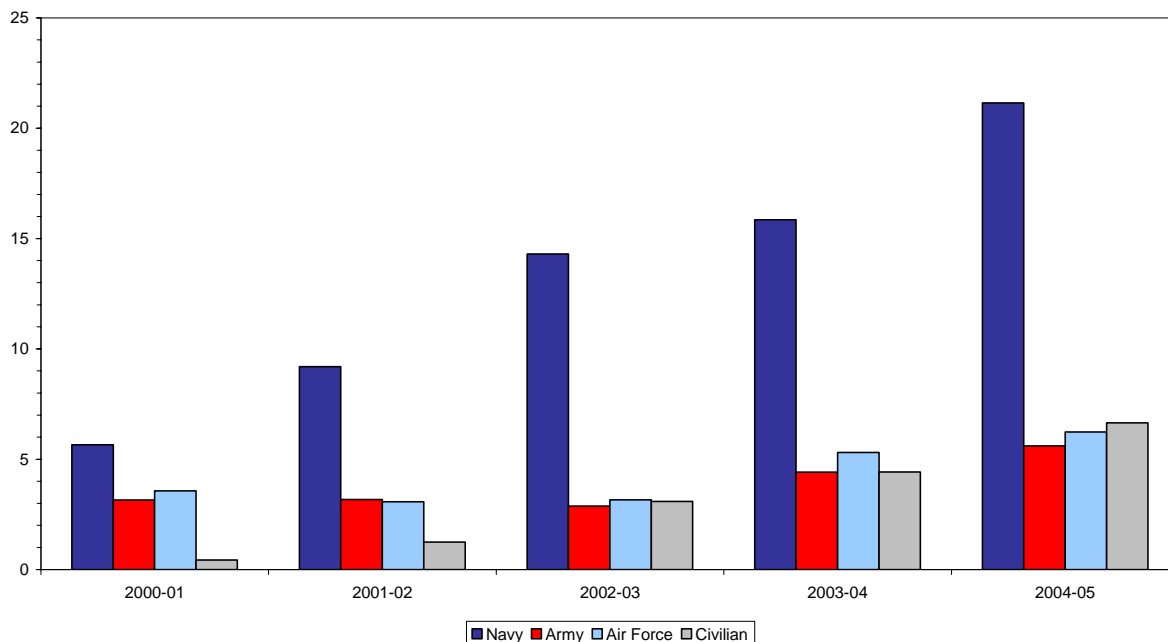


Figure 16 – Number of unacceptable behaviour complaints per 1000 persons for each Service and Civilians for the financial years 2000-01 to 2004-05. Note: This data includes unsubstantiated complaints, those which were later withdrawn and those not able to be resolved prior to the respondent’s discharge or employment termination.

130. Perhaps the upward trend for all Services (and Defence civilians) reflects better reporting in the light of the sizeable investment in E&D awareness training and related policies and procedures across Defence. But it takes some faith to be sure that the data do not also reveal a continuing problem that may not be declining (and may even be escalating) because the Services are moving too slowly to adjust to their new, more diverse environment.

131. The Inquiry Team’s survey data presents similar problems. The following graph presents the proportion of trainees who were aware of incidents of inappropriate behaviour in training establishments by Service (Figure 17).

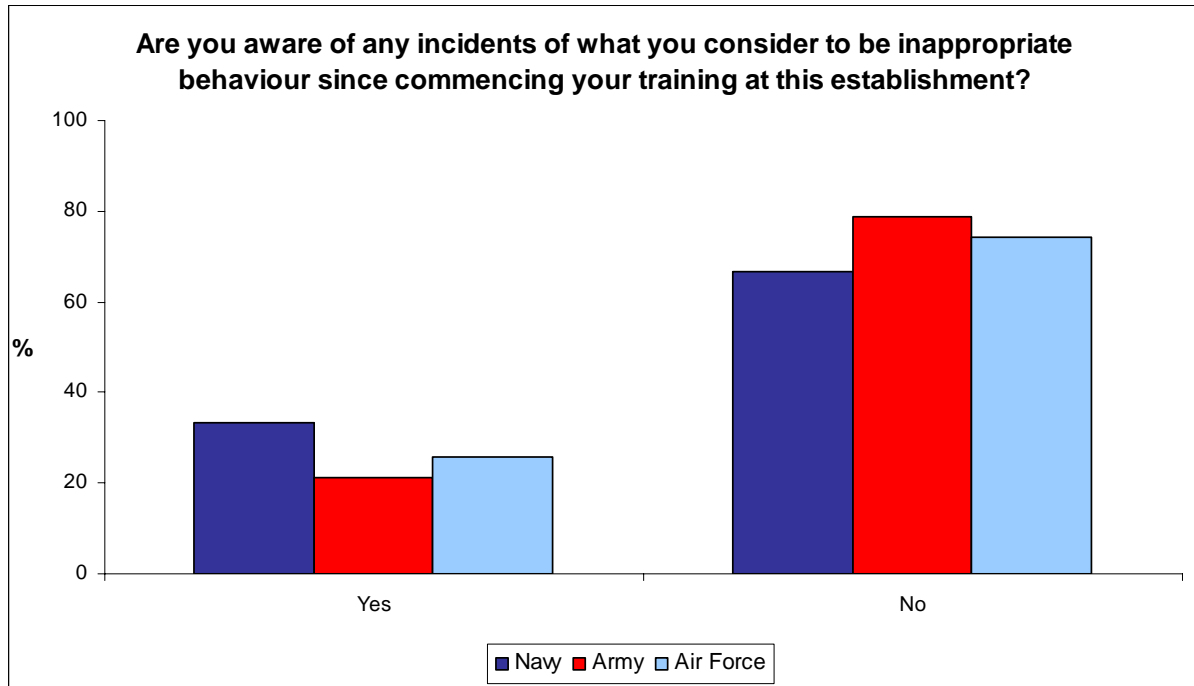


Figure 17 – **Trainees’** questionnaire responses to their awareness of inappropriate behaviour by Service

132. Do the variations in Figure 16 and Figure 17 reveal the different levels of misbehaviour (or the different levels of risk), or do they reveal the different levels of effective awareness training and other E&D strategies? Our view is that they reflect a little of both, the mix varying across training establishments. Evidence from focus group discussions point in this direction – we were able to gauge to a degree whether trainees were raising concerns because they were more serious or because the establishment encouraged open discussion, by our separate discussions with trainers and senior staff.

133. Similarly, it is not possible to determine with certainty whether the level of misbehaviour, or the level of risk, is higher in ADF training establishments than in other organisations, including other similar organisations such as university colleges. The Inquiry Team was provided with various data on such matters as suicides and reports to police on assaults. We were unable however to make reliable comparisons; but we also note that, accordingly, we found no evidence that the ADF has higher levels of incidents of inappropriate behaviour than amongst comparable groups of people in the civilian community.

134. Without discarding any of the data on inappropriate behaviour, the Inquiry Team has drawn more heavily on other information in making its best judgements on the levels of risk and the effectiveness of measures to manage them. This includes, in particular, the views expressed in structured focus group discussions with trainees and trainers; the documentation from the Services and individual training establishments on their policies and procedures and related feedback data; and our observations from visits and discussions (and questionnaires) with COs. We have also considered the findings of other reviews both in Australia and overseas. Given the diverse and comprehensive experiences the members of the Inquiry Team bring to these judgements, we believe our conclusions are better informed than mere impressions, but we emphasise that they are nonetheless highly subjective. A summary of our impressions of each training establishment is at *Attachment C*.

TOUGHNESS

135. Nearly a third (30.5%) of the trainees surveyed considered their training to be very or extremely tough (Figure 18).

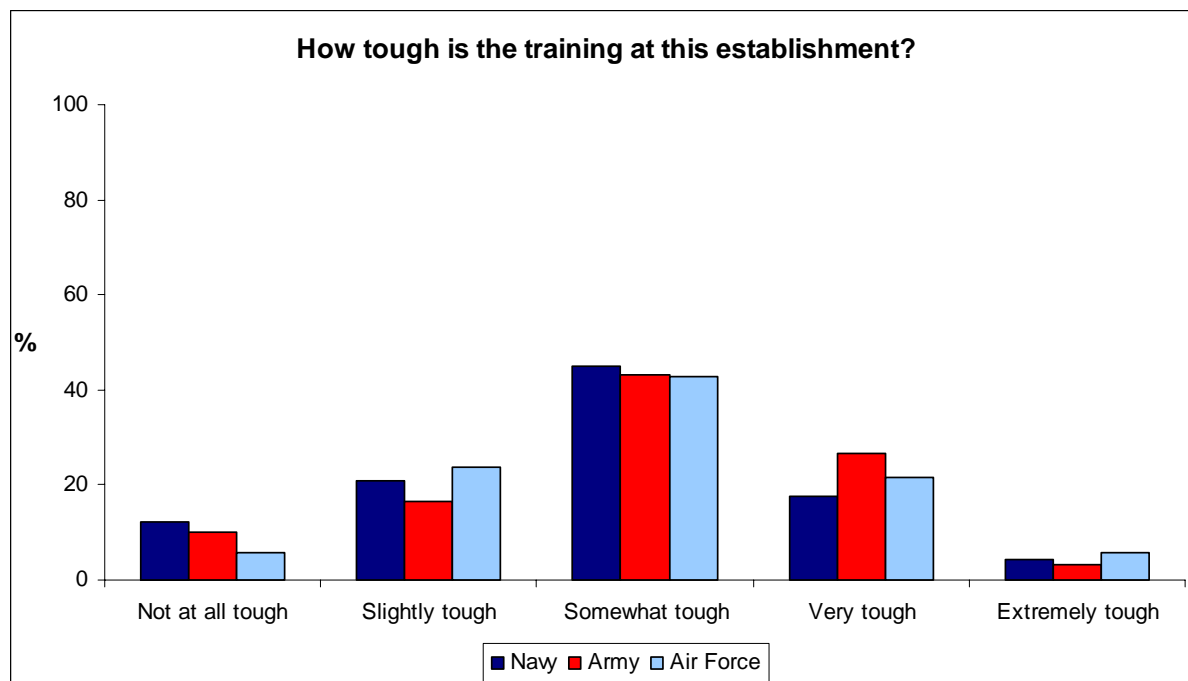


Figure 18 – **Trainees'** questionnaire responses to how tough they believe their training is

136. When asked to distinguish between tough training and bullying, the trainees and trainers were mostly very clear: they saw bullying as being directed personally (not to the group), being repeated or sustained, and involving some form of penalty that made no contribution to correcting any genuine mistake or poor performance.

137. Trainers' views were broadly similar, both as to the toughness of the training (Figure 18) and the distinctions between tough training and bullying.

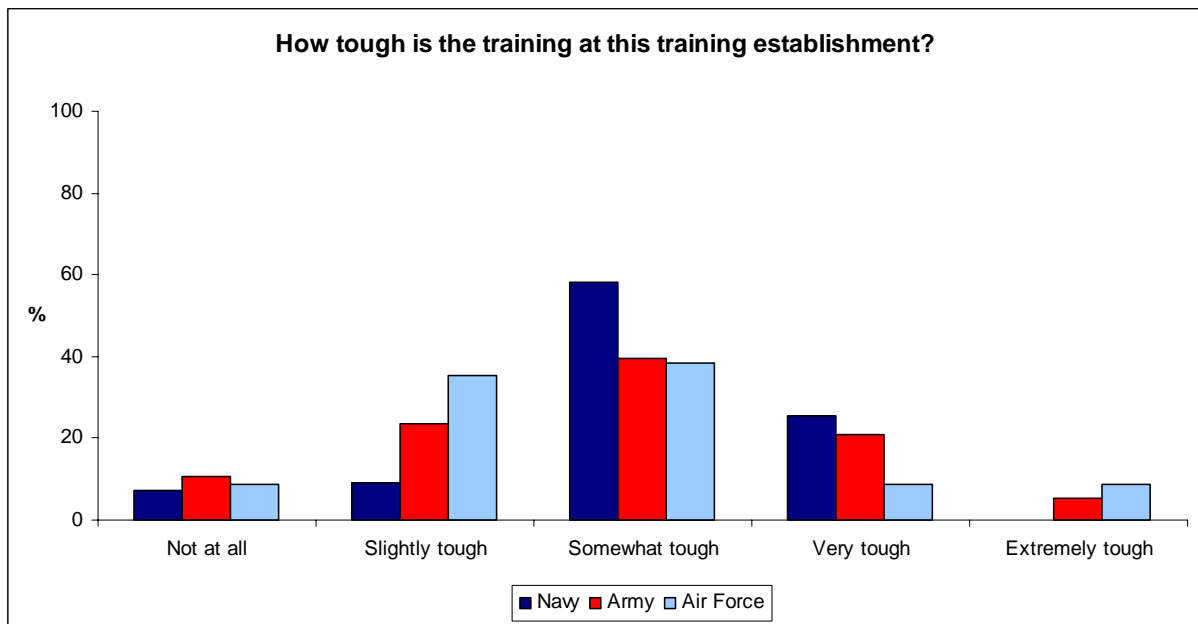


Figure 19 – **Trainers’** questionnaire responses to how tough they think the training is at their training establishment by Service

138. While the Inquiry Team agrees that in most cases a clear distinction can be made between tough training and bullying, and endorses the distinguishing characteristics mentioned (personal, sustained, unrelated to training outcomes), we believe it is dangerous to assume the distinction is always easy. It was very apparent that many trainees in particular, but also some trainers, find it difficult to handle relations with those not seen to be contributing sufficiently to the team. The most common response in our focus group discussions was that they isolate those not contributing, excluding them (in varying degrees) from social interaction. One trainee said ‘...*they get singled out and blamed when things go wrong or everyone stops liking them...*’ Another said ‘...*they are isolated and treated basically like crap and it’s sad and pathetic...*’ Whereas another trainee stated that it ‘...*[depends] on the individual people, either [they are] picked on or left alone...*’ The perceptions of those isolated in this way, however, are frequently not so benign: some clearly consider themselves to be bullied by the rest of the group, with the implicit or explicit encouragement of the training staff. As defined in the Defence Instruction (endorsed by us), bullying is not just about physical abuse, but includes all forms of behaviour that belittles people and undermines their self-worth.

139. There is not an easy answer to this. We strongly support the policy of zero tolerance of bullying, but believe it needs to be complemented by measures to help trainees and trainers manage with a greater degree of respect, the process of identifying those who cannot meet the requirements.

140. In nearly all the training establishments we visited we saw genuine effort from the senior officers and their support staff to address this dilemma. This effort includes a clear shift in the general policy towards helping trainees meet the standards required, as against ‘weeding out’ those who are not suitable. In most establishments, we were extremely impressed with the role the chaplains play in counselling trainees facing personal difficulties of any sort, and in working closely with the psychologists in more complex cases. We were also impressed with the role of Equity Advisers in most establishments in directing trainees to sources of relevant support and opportunities for review of any decisions about which they are concerned. The Navy’s divisional

staff system (and its equivalent models in the other Services) also helps in detecting those who are struggling or being excluded, encouraging them to find suitable support. Nonetheless, the Inquiry Team considers that there is a need for more effort to ensure the training staff, including divisional staff, have a deeper appreciation of this issue and build stronger personal management and leadership skills so that they can assess and correct those not meeting the requirements, without disrespect and without encouraging disrespect from peers. The peer trainees also need more effective guidance on how to manage their relationships in these situations (see paras 195 – 199 below re ‘Poor Performance’).

141. A related dilemma from the ADF’s emphasis on one particular aspect of ‘teamwork’ – the bonding of trainees to build comradeship – is the corollary of valuing conformity rather than diversity. Getting this balance right is clearly a major challenge. The optimal learning culture, identified earlier and endorsed by the CDF, promotes a stronger outward focus and team effectiveness that embraces diversity rather than conformity. Achieving comradeship while valuing diversity may require further shifts in the training curricula, perhaps a lengthening of those training courses focussed in the main on ‘teamwork’. This issue is particularly relevant to the acceptance of women in the Services (see paras 217 – 222 below in the context of gender issues).

142. Perhaps a more fundamental review of the Services’ approach to teamwork is warranted. The Defence value that received the highest rating by trainees in terms of being upheld and promoted was ‘teamwork’, with 46% agreeing strongly and another 41% agreeing (see Figure 12). Trainers similarly gave this value the highest rating. Yet the particular emphasis on bonding and comradeship presents dilemmas not only for identifying and removing those who do not meet the requirements, and for valuing diversity rather than conformity, but also for avoiding ‘group think’. We observed in several training establishments, including some of the best ones, a strong tendency towards a party view that took effort and courage to question. We agree with Dr Pettigrove’s view that there is room to emphasise both individuality as well as the collective team⁷. We would emphasise, however, the importance of the leadership of the team in getting the balance right in the particular circumstances involved.

143. A different type of toughness concerns the level of skill requirements and the need to operate under extreme stress. This type of toughness was particularly evident in submariner training, combat arms and pilot training, the last continuing to have particularly high failure rates. In this case, the Inquiry Team was conscious of the risk of self-harm, not because of bullying but because of extreme disappointment, despite enormous personal effort and ambition. Again, we were generally impressed with the support available, both in the learning environment (usually high staff to student ratios and high quality staff) and in support arrangements such as chaplains and psychologists.

144. More generally, ‘tough training’ incorporates the high level of physical fitness and the importance of drills and instinctive obedience and quick reactions under stress. The distinctions mentioned earlier between tough training and bullying are most relevant in this situation. Trainees did advise the Inquiry Team of incidents of bullying and other inappropriate behaviour by trainers, particularly the excessive use of yelling and swearing, and the imposition of penalties not related to the performance lapses involved. For example, we were told at one training establishment that ‘...it is unfair when one of us stuffs up and the rest get punished by losing our weekend leave...’. Most spoke highly of most of their instructors, but they also commented on a lack of consistency in the quality of their trainers.

145. Policies in all the training establishments on these issues are clear, and our impression was that the incidence of trainers not complying was not high overall (in some establishments the incidence was higher). But evidence from the focus group discussions indicates that there are still a number of instructors, particularly amongst those with limited if any induction training, who do not agree with the policies and would prefer to continue to apply negative reinforcement and 'extra duties' penalties.

146. Some trainees advised us that they considered the training not tough enough or not as tough as they had expected. On exploring this, the Inquiry Team found that these trainees were referring almost exclusively to the physical fitness training. We do not believe therefore that this provides any basis for making other aspects of the training 'tougher'. While there may be room to offer options for higher levels of fitness, we would also note the need for care and proper supervision if this were done.

TRAINING CONTINUUM

147. The Inquiry Team found there are significant risks of inappropriate behaviour affecting the care and welfare of trainees in the training continuum from recruitment through to operational units. The following diagram (Figure 20) illustrates the continuum for most types of trainees.

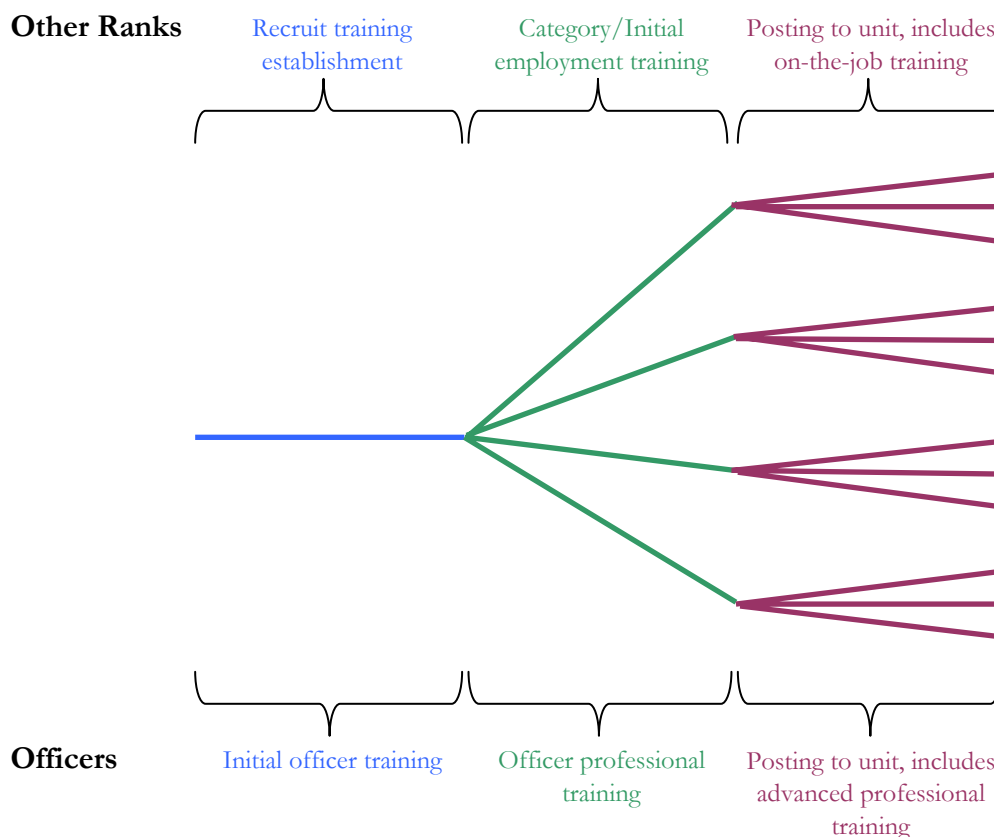


Figure 20 – Representation of the training continuum for Other Ranks and Officers within the ADF

148. Of the various risks identified earlier in this Report, the Inquiry Team found that some of the most significant relate to the points of change where the new course environment varied greatly from the previous one, to the frequent lengthy delays between the stages of training, and to the management of those perceived to be performing poorly, particularly where the assessment was based on attitudes/behaviour rather than technical competence.

149. These risks were widely appreciated by senior officers, but the effectiveness of their management varied greatly, notwithstanding significant effort in a number of the training establishments and in the policy guidance from the Service Training Commands.

Recruitment

150. Issues relating to ADF recruitment have been examined by a separate review of attraction and retention (Review of Australian Defence Force Recruitment and Retention). The Inquiry Team met with the chairperson of the Review, Ms Avril Henry and her team, to compare

findings and to ensure as far as possible that the two Reviews are complementary. We assess our findings are similar.

151. We heard widespread complaints from trainees about the management of their recruitment and enlistment, particularly about inadequate and inaccurate information about the ADF, Service life and the professional and trade choices available; and about long delays in the process, and a lack of any sense of being personally case managed. Particular complaints include being misinformed about the lack of flexibility to change categories and being inadequately advised about the nature of the work and skills involved in different categories, or about the basic requirements for living and working at recruit training establishments; concerns about delays and mislaid papers were also common, with the issue of uncoordinated security clearances presenting the most serious of problems of delay later in the training continuum.

152. We were not able to test these complaints, but we do strongly support the Review of Australian Defence Force Recruitment and Retention's proposals for improved management of recruitment, including case management. We believe that the adoption of a case management system should support people not just through the recruitment process but through the whole training continuum to operational units.

153. Trainers almost invariably complained about the recruitment process, many believing that the focus on numbers is undermining the importance of standards, and that the civilian contracted arrangements have made the system unresponsive to the real needs of the military. Many of the complaints were ill-informed, particularly about the contract with Manpower and the continued role of the Services in the recruitment process. Also, interestingly, while 27% of trainers felt that the standards of trainees graduating had dropped over the last five years, 45% felt that the standards had improved. That view is supported by the evidence of improved education levels of recruits (more trainees have Year 12 education than amongst the trainers surveyed).

154. The Inquiry Team also noted that, in a tight labour market, there can be a tension between the pressure for recruiting numbers and the need to maintain standards. Unless and until there is success in becoming an employer of choice, it is likely that more people will be recruited whose potential to meet the standards is not clear-cut. We strongly support the current approach to put great effort into helping such recruits (sometimes referred to as 'marginals') to succeed, but we also note the need to remove them if they do not do so. Perceptions about, and feelings towards, this issue is presenting a challenge to the culture of the training establishments (and of the ADF more widely) and adding to the risks related to the training continuum. While recruitment is seen by many as playing a numbers game and not seen to be successfully focussing on presenting Defence as an employer of choice, there is a significant challenge for training establishments both to get recruits to standard and to ensure that the standards of those graduating are maintained.

155. The Inquiry Team was advised by Defence Force Recruiting that the psychology test used at recruitment was not an entirely reliable predictor of success: high and low scores correlated closely, but those with middle range scores may or may not succeed. Their view is that it would be unwise not to enlist those with a middle range score as many potentially successful recruits would be wrongly screened out at a time the ADF is struggling to achieve recruitment targets. The consequence, of course, is that the training system must take more of the responsibility for identifying those who will not succeed.

156. The Inquiry Team accepts this advice, but we would like to highlight the following points:

- it is essential that ADF recruitment focus on being an employer of choice, not on lowering standards, to achieve recruitment targets: the standards required by the ADF should, if anything, increase in the light of contemporary operational requirements for complex warfighting;
- the added responsibility on the training system to identify those who will not succeed must not either allow standards of its graduates to drop, nor lead to a return to a philosophy of ‘weeding out’ rather than ‘helping to succeed’; and
- the training system needs to be sure its capacity to measure suitability is reliable and fair, shows respect for all trainees, and does not inadvertently increase the risk of bullying by trainers or trainees of those who are underperforming or perceived to be underperforming.

Initial Training

157. There was a high level of awareness amongst the senior staff of each of the recruit training establishments and initial officer training establishments, about the risks for new recruits in their initial adjustment to life in the ADF. While Army for a number of years had a very short initial training program at Kapooka, all recruit training establishments have about a 3 month program, which allows for a more graduated development of physical fitness and other basic skills in view of the frequently lesser levels of fitness and tolerance to military discipline amongst the current younger generation. There is considerable emphasis on welfare support through chaplains and psychologists as well as divisional staff who each have general oversight of around 10-50 trainees. There are also effective measures for ensuring awareness of the various avenues to receive help and advice, and recruits are also systematically advised about values, codes of conduct and their rights to make complaints about inappropriate behaviour.

158. Most trainees in **the recruit training establishments** found their training very or extremely interesting (Figure 21) and were highly satisfied with their treatment (Figure 22). These results were more positive than those reported by trainees undergoing initial employment training or initial officer training, but not as positive as those reported by trainees undergoing officer professional training.

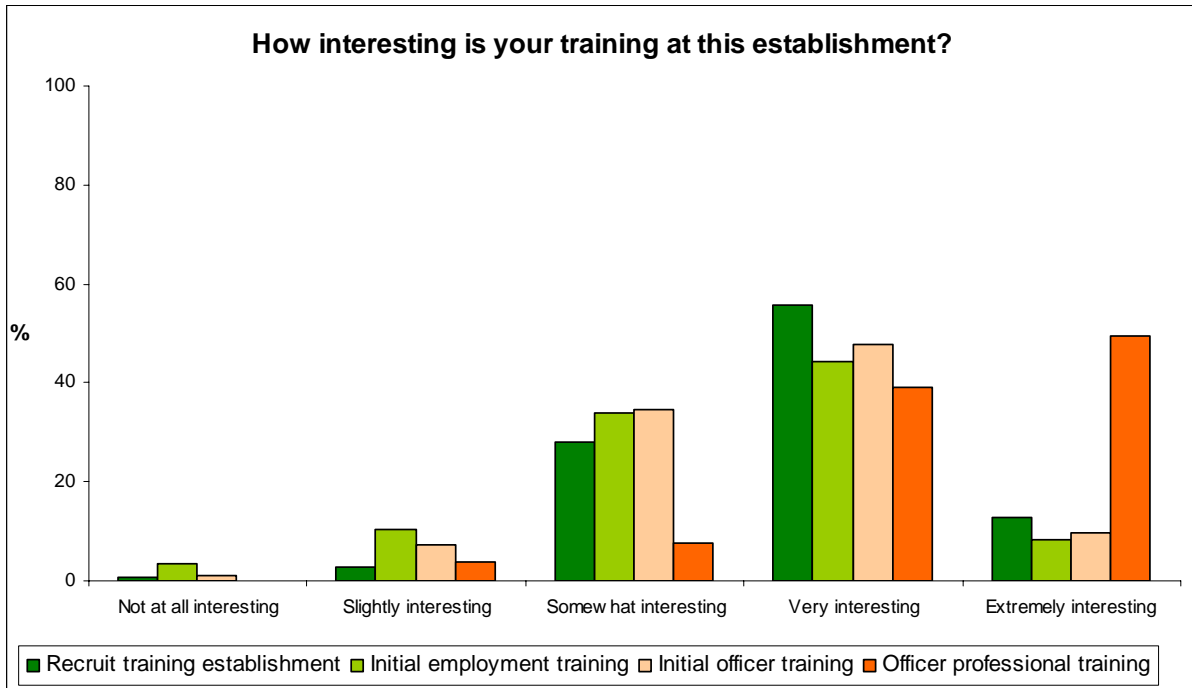


Figure 21 – **Trainees’** questionnaire responses to how interesting they find their training by type of training establishment

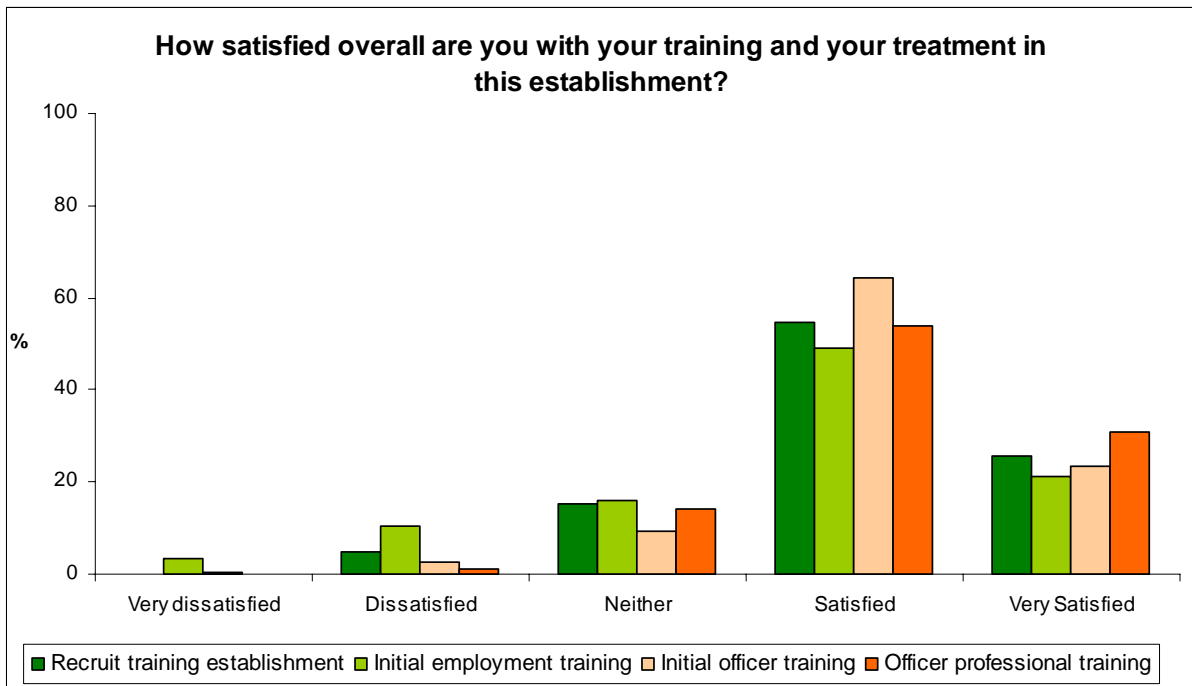


Figure 22 – **Trainees’** questionnaire responses to how satisfied they were with their training by type of training establishment

159. While the numbers are too small to draw firm conclusions, the results did vary considerably between the training establishments, reinforcing some of the impressions gained from our focus group discussions and visit observations about the variable skills amongst the trainers in handling young people.

160. The trainees were generally bright and enthusiastic, proud to have joined the ADF (Figure 23) and happy overall with their treatment (Figure 22).

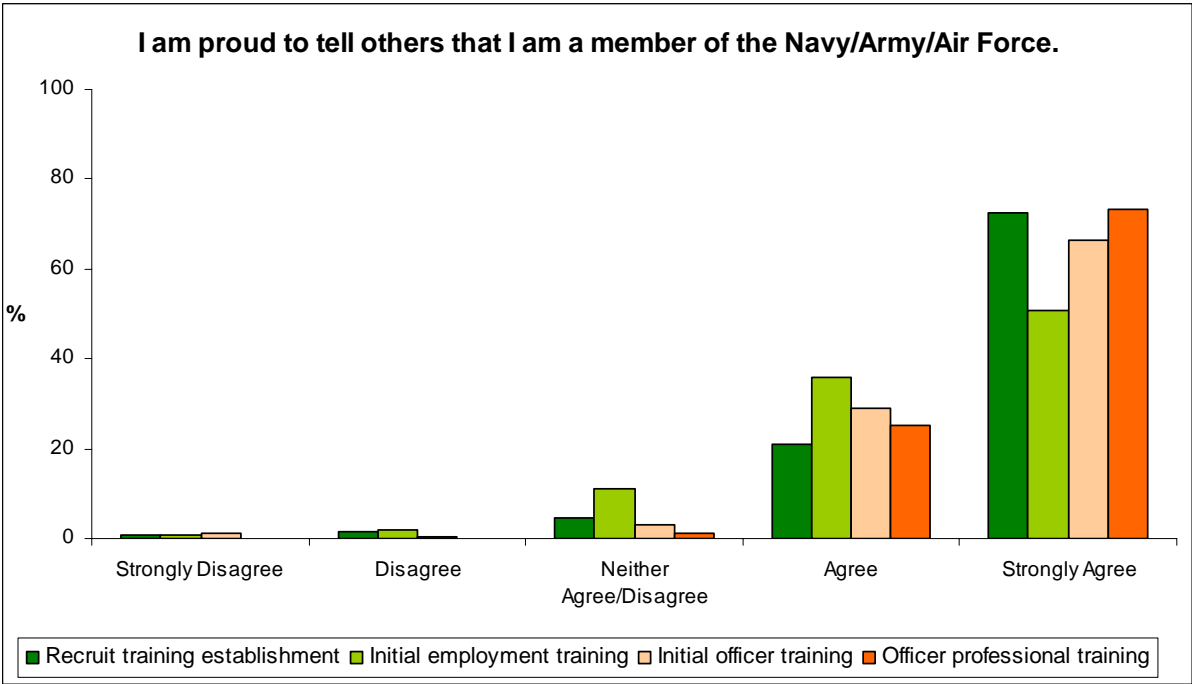


Figure 23 – **Trainees’** questionnaire responses on their agreement that they are proud to be in the ADF by type of training establishment

161. While most said they did not experience difficulties acclimatising to the demands of the training establishment, quite a few did experience difficulties, more than the average amongst the trainees surveyed (Figure 24).

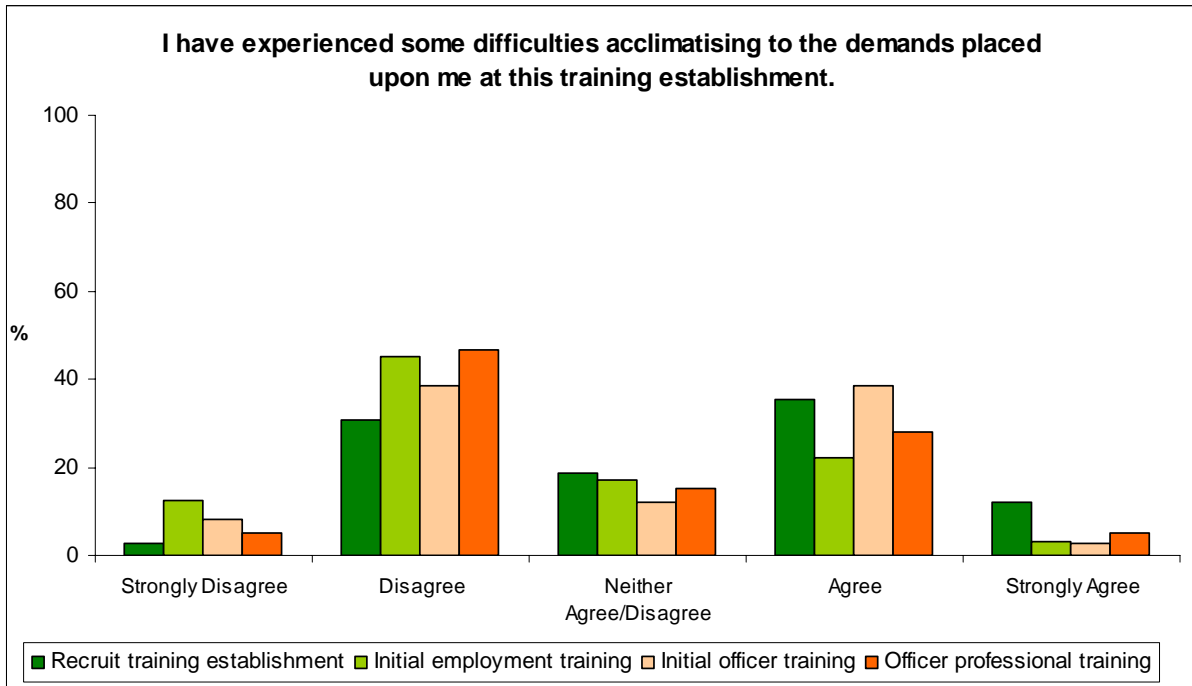


Figure 24 – **Trainees’** questionnaire responses to whether they had difficulties acclimatising to their training establishment by type of training establishment

162. In fact, more important than acclimatising to the demands of the training establishment, is the issue of distance from family and friends (Figure. 25). A clear majority of trainees reported that distance is an issue for them. This applied to trainees in all types of training establishments, not just the recruit schools. The Inquiry Team considers that all training establishments need to be conscious of this issue and show empathy towards trainees: they also need to ensure there is adequate means of communication between trainees and their families and friends.

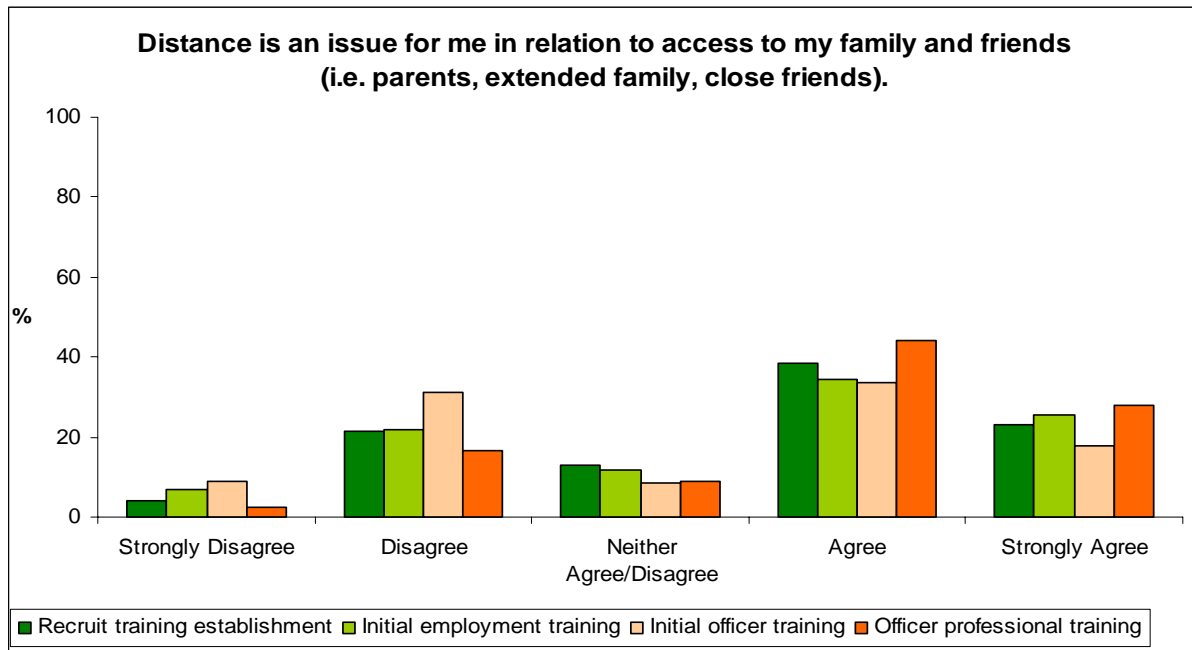


Figure 25 – Trainees’ questionnaire responses to whether they think that distance from family and friends is an issue for them by type of training establishment

163. Trainee complaints were mostly about a few particular instructors, or about isolated incidents of inappropriate behaviour mostly by peers, though there was also concern about inadequate time for sleep or personal hygiene (‘no time to crap’) that clearly needs to be addressed. For example, one trainee, who was supported by others, said at one establishment: ‘...there is an inconsistency in standards ... and some smart arse comments by a minority of instructors...’ This was not an isolated comment, but neither was such criticism pervasive. They were particularly enthusiastic about the chaplains (almost universally so).

164. Many trainers on the other hand were not so happy. Their frustration is not a reflection on their commitment: indeed, we were most impressed with their dedication and hard work, and their pride in the ADF. Rather it reflects a lack of alignment with contemporary ADF requirements regarding the rights of trainees and the changed approach to training which many feel is too soft. They are complying with the new requirements, but not all are convinced they are right. They are not seeking a return to the past in terms of bullying or other obvious forms of misbehaviour: their main concern is a perceived lowering of standards driven by an external political agenda and a perceived incapacity to take firm, fair action in the event of inadequate personal performance by trainees. For example, we were told by one instructor, supported by numerous others, that ‘...our word is not good enough [to get rid of someone not soldierly]...’ They also emphasised to the Inquiry Team their fear of ‘career-ending incidents’, and the unfairness of the system towards them.

165. More than a few trainers did not share these views: some volunteered how they had discovered that more positive rather than negative reinforcement worked, and that the ADF needed to keep pace with community attitudes. Nonetheless, many do feel disempowered, unsupported and out of their depth. For example, we heard statements from trainers like: ‘...[we are] breeding people who will use the system, instead of respecting the system...’ This represents a significant risk, perhaps not so much of blatant bullying by trainers (‘reverting to our old ways that worked’), but of turning a blind eye to other trainees ‘pulling malingers into line’.

166. Notwithstanding the excellent work by the Services in posting high calibre officers to command the recruit training establishments, and giving higher priority to the postings as trainers, the Inquiry Team is firmly of the view that more needs to be done, not only to ensure priority selection of staff but also to improve their induction training in particular, and to wherever possible limit reliance on visiting instructors. Where this is not possible, those selected to assist from operational units must be carefully vetted for their experience and ability to meet the required standards of the trainers whom they are to join. The induction training should highlight how the contemporary arrangements are not merely a response to external pressures, but are also aimed firmly at improving the quality of training and the future capability of the ADF. The training should also address mentoring and coaching skills, and skills in assessing trainee behaviour consistently and fairly. Along with this increased investment in induction training, we believe there should be longer postings on average; this would increase the return on the investment. The legitimate concerns of the trainers also need to be addressed as discussed further below.

167. The Inquiry Team's impression of **the initial officer training establishments** was broadly similar in terms of their interest (Figure 21), satisfaction (Figure 22), pride (Figure 23) and their experience with acclimatisation (Figure 24). The average level of prior education and intellectual capacity of the midshipmen and officer cadets is higher and the courses are much longer thus allowing more time for progressive development. There is also more personal freedom after an initial period of restrictions.

168. The longer training period adds to the generic risks of excessive alcohol and inappropriate sexual relationships discussed further below, but the risks from the shift from community life to Service life are broadly similar to those facing trainees in recruit training establishments. This was confirmed in our focus group discussions with both trainees and trainers: the main risk they identified related to the mix of excessive alcohol consumption, mixed gender and disposable income particularly on weekends; rather than bullying by trainers or peers. Binge drinking was also not uncommon (though perhaps no more common than in the community amongst young people). We heard comments like: *'...if you don't get pissed you're not cool...'*

169. We were impressed with the level of awareness amongst midshipmen and officer cadets of the full range of risks and avenues for seeking help, and of their understanding of values and appropriate and inappropriate behaviour, and we were impressed with the way midshipmen and officer cadets in all the training establishments appear to look out for each other. There is clear evidence of substantial effort by the establishments to address inappropriate behaviour and to ensure access to support.

170. That said, we witnessed the same frustration amongst trainers in the initial officer training establishments that we saw elsewhere.

Category training/IET

171. The transfer from recruit training to category training/IET represents a major change in the controlled environment. Restrictions on leave and access to alcohol are appropriately largely removed, and the hours of training and close oversight are generally reduced considerably. The relaxed controls reflect recognition of the need for more adult learning and the assumption that the trainees by now should have the necessary level of personal responsibility and appreciation of the required values.

172. All the category training establishments visited have detailed policies and procedures on inappropriate behaviour, avenues for making complaints, and welfare support for those needing personal assistance.

173. The Inquiry Team observed considerable differences in the morale amongst trainees in the different training establishments, and in the level and type of risks they face. The numbers of survey responses for each establishment are too small to be confident of the specific variations they reveal, but the variations do closely reflect the impressions we gained from the focus group discussions amongst both trainees and trainers. Most trainees enjoy the move to more specific training, which allowed them to focus on their preferred technical skills, and appreciate the more relaxed approach after recruit training. But many in some establishments, in particular, still felt they were like boarding schools and they were not treated like adults. On average the trainees in these training establishments expressed broadly similar views – perhaps a little less favourable overall – about their satisfaction interest (Figure 21), (Figure 22), challenge (Figure 26) and morale (Figure 27). As the following table demonstrates (Table 3), however, the variation amongst these training establishments is considerable, and far greater than amongst the other types of training establishments.

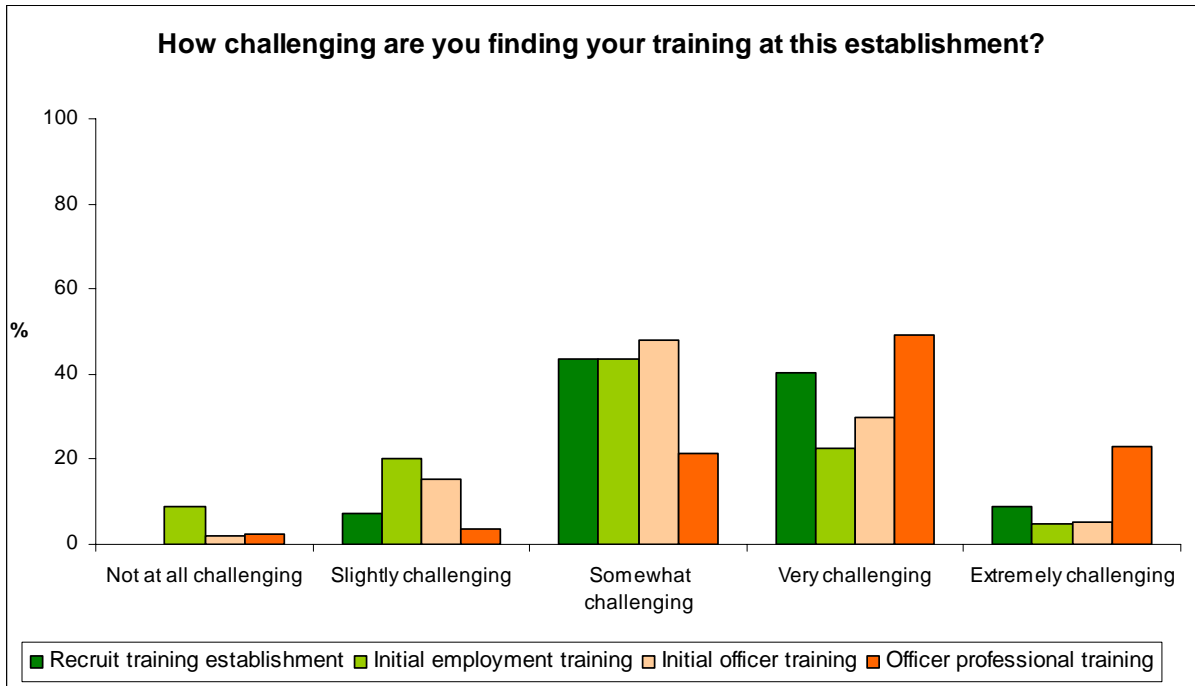


Figure 26 – **Trainees'** questionnaire responses to how challenging they find their training by type of training establishment



Figure 27 – **Trainees'** questionnaire responses to morale of their training establishment by type of training establishment

Table 3 – Variations amongst initial employment training establishments on the ratings of satisfaction, morale, challenge of training and interest in training

Measure	Lowest response from an individual training establishment	Overall responses from all training establishments	Highest response from an individual training establishment
Trainees who are satisfied or very satisfied with their training and treatment	21.1%	70.3%	100.0%
Trainees who rate the morale as good or very good	35.0%	58.3%	90.0%
Trainees who find the training very or extremely challenging	15.4%	27.6%	60.0%
Trainees who find the training very or extremely interesting	20.0%	52.3%	80.0%

174. In most of the training establishments, the main risk identified relates to excessive alcohol consumption in response to the abrupt relaxation of rules and the increased pay received. There is also significant risk of inappropriate sexual relationships, particularly influenced by alcohol. But even with this risk, we gained the strong impression that different approaches by different establishments to their training style, as well as their policies on care and support, have considerably different impacts. The most effective establishments are those with the most interesting and challenging training, and with the highest quality staff. These seemed to be more successful in building the trainees' self responsibility as well as their motivation to succeed, and our impression was that drink-related misbehaviour in these establishments was substantially lower than might be expected amongst similar young people in the civilian community.

175. Those training establishments reliant more on compliance than building a strong learning culture, and showing less respect for the trainees, face a substantially higher risk, possibly greater than in the civilian community. This presents a conundrum of course: if an establishment is unable to achieve an adult learning environment in which the trainees feel motivated and personally responsible, they need to have closer controls to limit the risks of misbehaviour. This may lead to a vicious circle. The best answer in our view is to 'get on to the front foot' and establish the optimal learning environment, complemented by educational rather than compliance arrangements.

176. A significant problem also arises for those who face delays between recruit and category training. We found that these delays are common, and can be very long. Holding platoons present a major challenge in terms of offering interesting and useful activities: even the best struggle if the trainees are there for more than a month or so. This happens frequently when a trainee seeks to change category, or when the category training has substantially fewer cohorts each year than the recruit training, or when security clearances are delayed.

177. In our view the holding platoon arrangements work reasonably well where the delay is short e.g. no more than a month or so. However, the training establishments seemed to find it difficult to offer interesting and useful training activities for those facing longer delays. For these

we suggest a better approach would be to offer a range of options including, in particular, attachment to a unit where useful and interesting training or work can be undertaken with close supervision, or being sent on leave; particularly where family circumstances could contribute to losing the trainee.

178. As mentioned earlier, the risk of bullying is likely to be greater where the training is particularly ‘tough’, in terms of the very close bonding required within teams and the level of instinctive obedience being sought. We were impressed with the leadership in Army’s Combat Arms Training Centre and its IET training establishments, where their appreciation of this risk and the careful approach they are now taking to manage it was clearly evident.

179. The risk remains significant however, particularly if the trainees include young men (and women in some training establishments) whose suitability is still uncertain, despite graduation from recruit training, and if the trainers are not appropriately skilled, particularly in creating mutual respect with their trainees.

180. It was clear from the focus group discussions that some of the trainers in the majority of training establishments are not sufficiently skilled. They share the frustration mentioned earlier, and are not fully on board with the emerging approach from the Service Training Commands and their respective COs. In many of the category training establishments, posting as an instructor does not receive as much priority as a posting to recruit or initial officer training establishments. In some establishments our impression is that the risk of bullying and other misbehaviour is considerably higher than it need be, because of the style of a few instructors and their (perhaps unwitting) encouragement of inappropriate behaviour amongst the trainees. In a few establishments, the trainees reported isolated incidences of seriously inappropriate behaviour by trainers themselves.

181. A number of the trainers (and some trainees) drew attention also to the problem of some trainees graduating from recruit training, despite being unsuitable in their view, and some also going on to graduate from the category training. Our impression from senior staff is that this is not an endemic problem, but it does occur. It adds weight to the importance of robust and consistent assessment of behaviours as well as technical competencies, at both recruit and category training, and for procedures for timely and respectful discharge of those not suitable.

182. In the case of officer training, the Inquiry Team focussed primarily on the pilot training continuum post initial officer training. As with the case of the category training, delays and disruptions in this continuum were common and serious. They were exacerbated by resource constraints which limit flying hours available for training. The delays raised similar risks of boredom and misbehaviour as we saw in the holding platoons. There is clearly room for better management of the continuum, including closer monitoring and management of the pilot officer trainees through the various stages of their training.

183. Another significant risk for these trainees is the pressure of their training as demonstrated by the high failure rates. This contributes to a very competitive culture which can constrain the extent to which peer support can be relied upon. In most establishments this risk appeared to be being managed reasonably well, with staff conscious of the concern and with strong support available from psychologists and chaplains.

Transfer to Operational Units

184. We have not focussed closely on the culture of the operational units, but the training continuum through and into those units is relevant to our Inquiry, particularly where completion

of the category training occurs in the operational units. Additionally, instructors come from the Services' operational units and are required to adapt from the cultures they are drawn from. As mentioned in our earlier discussion on the optimal learning culture, it is our strong view that these operational cultures and those of the Service Training Commands must be complementary and not vastly different from one another.

185. In the case for many trainees, undertaking long technical trade training requiring OJT as well as the initial formal individual training, their learning continuums can be particularly challenging. The category training establishments generally maintain oversight as part of their responsibilities as the Registered Training Authorities that issue the trade qualification, but day to day supervision lies with the senior sailors, soldiers and airmen in the operating units. These individuals may or may not be well versed in adult learning, coaching or people management. And even if they do, the stress of undertaking their operational duties, as well as assisting trainees to demonstrate new competencies (sometimes involving critical safety standards) can cause interpersonal friction leading to the risk of unacceptable behaviour.

186. Our impression is that the frustrations and scepticism we saw amongst some trainers in various training establishments are greater amongst the supervisors of these trainees in the operating units. Most have not had the induction training or experience of the instructors in the training establishments, and their perceptions of current policies and procedures are often misinformed. While by the time the trainees reach the operational units most have at least 12 months experience in the ADF (particularly for those undertaking the trade training requiring OJT), there is still a risk of disrespect for the trainees, and of bullying. Some of the supervisors, like the trainers, are unhappy with the emphasis many trainees place on getting a civilian qualification, and disagree with the recruitment strategy that highlights this benefit; they see this as a lack of real commitment by the trainees to the ADF, despite the fact that there has always been a high turnover amongst younger servicemen and women. Perhaps some of the concern reflects the fact that, despite their greater experience, many of the supervisors lack the formal qualifications the young trainees are gaining.

187. Whatever the reasons, the problems some trainees have in completing their log books has contributed to incidents of misbehaviour. We were advised by senior staff in several category (and officer) training establishments of the seriousness of this risk at times, and the need to extend the optimal learning culture into operational areas. The issue also came to our attention when we visited RAAF Base Williamstown, where WOs and NCOs with responsibility for supervising formal OJT expressed their concerns.

Managing Marginally Suitable Trainees

188. A major challenge, and a significant risk for inappropriate behaviour, is the management of those trainees whose suitability may be uncertain. These include, in particular, those who are not sure about their career decision or their category decision (the 'wrong bus' group), those with substantial injuries and those whose performance is poor. There are also those who are awaiting the security clearance needed for their chosen category.

Wrong Bus'

189. Not surprisingly, some trainees at recruit training establishments or in the first period of their initial officer training were still uncertain about whether they had made the right choice in deciding to join the military, and quite a few at the next stage were still uncertain about their choice of category. What was of major concern however was that some at the second stage were still uncertain about their original decision to enlist, and that those who wished to change category found themselves facing lengthy delays, including in holding platoons quite often with

little to do. All of those in this ‘wrong bus’ category face the risk of alienating their peers (and trainers), and facing or contributing to bullying and harassment.

190. Most of the trainees we spoke to expressed respect for those reflecting on their decisions about joining or choosing a category. Nonetheless experience has been that they can be vulnerable. The Weary Dunlop Platoon at Kapooka seemed to us to represent good practice in separating out those who have decided they want to leave: the recruits we spoke to there were fully satisfied with their treatment by peers, and the assistance given by staff to discharge them and to help them find other employment. Sympathy is lower for those still equivocating, and not perceived to be pulling their weight or sufficiently committed. Handling this group with respect requires skilful leadership from divisional staff in particular.

191. All the recruit and initial officer training establishments appeared to have strong support staff, but the quality of the divisional staff was not uniformly well-skilled.

192. There is clearly a major problem in the training continuum to help a trainee change categories. Better management is needed of the continuum, with case management of trainees from a central point using good information systems; this should allow more flexibility in the continuum to allow people to change category more easily where that is in the mutual interest of the Service and the trainee. The current systems seem to lack responsiveness.

Injuries

193. Many trainees and some trainers are very judgemental about the motives of injured and sick trainees. We constantly heard the terms ‘chitters’ (i.e. those with medical ‘chits’) and ‘malingerers’, always with the reassurance that those with genuine injuries are respected as that could happen to anyone. Those with injuries and in the relevant rehabilitation platoon often held a contrary view. At Kapooka, a healthy trainee mentioned (innocently) that his platoon performed an ‘eyes right at Digger James Platoon’. He thought this was a sign of respect. Those from Digger James Platoon were very clear that far from showing respect, they felt this was a sign of denigration (we have since been advised that this is not a ‘practice’, but may have occurred, and may have been misunderstood). There is evidently some way to go for trainees, supported by their trainers, to show respect for those who are sick or injured (we were also made aware of occasional retribution by a rehabilitated trainee).

194. Support arrangements for these trainees in most training establishments have improved significantly. Rehabilitation units have individual case-managed rehabilitation plans, and several provided evidence to the Inquiry Team of substantial improvements in recovery rates and return to units. The School of Infantry in Singleton, for example, has reduced the discharge rate following injury from over 90% to around 30%. Such success should be broadcast and replicated, demonstrating the effectiveness of a policy of helping trainees achieve standards rather than of weeding out the unsuitable. Another training establishment with noteworthy arrangements is the OTS RAAF Base Point Cook. We support the policy of separating the injured trainees from their units to receive proper medical attention, and to reduce the extent to which their peers might abuse them directly. It is important, however, that they be usefully employed, preferably continuing some of their training program where this does not involve inappropriate physical activity.

195. More fundamental, however, is the culture that seems to be so judgemental and disrespectful. As with those ‘on the wrong bus’, there is need for better leadership by divisional staff and other trainers to promote respect while still promoting comradeship.

Poor performance

196. Trainees are assessed on their skills, knowledge and attitudes – in most training establishments there is a separate assessment of technical competencies to the assessment of behaviours and attitudes. For the most part, the first test is reliable and widely accepted; according to the trainees and many of the trainers, the second test is far less reliable. It is the second test that causes most angst. Apart from the fairness of the test, trainee peers seem to be encouraged to make judgements and to respond accordingly to those they perceive to be not performing; this may involve initial positive encouragement but frequently it then involves isolation and sometimes bullying. For example, we were told of behaviour, such as: ‘...*he wouldn't get his hair cut, so we dragged him out the back and gave him a number one comb...*’ and that the instructors were aware of and condoned this. Some trainees have the mistaken view that this is an unavoidable aspect of team building. Peer views may legitimately contribute to the assessment of behaviours and attitudes by trainers, but the importance of the skills of the trainers in making the assessments and providing support to improve performance is critical. Our strong impression is that the level of direct bullying of those perceived to be performing poorly by trainers or trainees is generally low now, given the rules on inappropriate behaviour, but other forms of more subtle abuse are not uncommon.

197. The Inquiry Team believes the measures of behaviour and attitudes, and more particularly the way they are applied, need to be reviewed. We were advised of substantial work done by the Services to improve the measures, but our observations were that this has not yet translated into consistent practice. The measures should articulate more clearly the desired personality traits, personal behaviours and attitudes, and the related indicators of whether or not they are being exhibited. They need to be widely known and understood by trainees as well as the trainers who are responsible for applying them. They should proactively help trainees to develop the required attitude and behaviours and not just identify where they are not being exhibited.

198. As mentioned earlier, our preference is for trainees to contribute directly to the assessment of their own behaviour. It is common elsewhere for employees to provide a self assessment based on the agreed performance criteria and for the supervisor to then respond. Most often, in these circumstances, employees understate their performance and are pleasantly surprised by their supervisors' more positive assessment; whether or not this happens, this approach promotes better understanding of the final assessment and the action needed to improve performance where that is required. We suggest consideration be given to at least two assessments during recruit training, and assessments at least every three months at later stages of training, each beginning with a self-assessment.

199. On the evident lack of skills amongst trainees in handling peers who are not performing well we suggest better guidance be provided by divisional staff and other trainers. Key aspects of this guidance include the ability for trainees to ‘own their own feelings’ and be able to express these to their peers with respect and without personal judgement, and the appreciation that only the training staff are in a position to make formal assessments of any trainee.

200. The other concern we have about the system of assessing behaviour and attitudes is the risk of not deciding firmly and in a timely manner that a trainee is not performing to standard, and is not suitable for continued employment in the ADF. Many of the trainers we spoke to were either not confident in the judgements they made or not confident that those judgements adverse to a trainee would be endorsed up the line. Most of the COs also lack the authority to take such decisions. This is not the recipe for a robust, reliable and timely process. Our strong preference is for a more reliable assessment instrument and process, and with the CO then having authority

for discharge in the event of inadequate performance. A recommendation to the CO for discharge should be advised to the trainee and be subject to review within the establishment. We question the case for appeal processes for probationary trainees beyond the CO; if such a process is justified it should be to one level beyond the CO only.

Security clearances

201. As mentioned, one of the reasons for trainees spending prolonged periods in holding platoons is the frequent delay in obtaining security clearances required for a number of categories of employment in the ADF, and the related trade or professional training. We met trainees in these circumstances who had been waiting over 12 months, and had no advice on how much longer the clearance would take. There is no excuse for this. The impact in some cases was sad, even tragic, as long-term relationships failed because of continued separation and uncertainty, and some trainees with dependants struggled on their recruit-level pay pending commencement of their category training. In addition, of course, the process is costly to Defence.

202. We believe the security clearance process could draw from the experience of reforms some years ago to the issuing of passports. That reform led to a more client-oriented approach, whereby the timeframe could be set in advance by agreement with the client, with the cost varying according to the priority (and timeframe) chosen.

203. While no doubt there will be exceptions because of complex personal histories and circumstances, we suggest it should be possible for the ADF to establish with Defence Security Authority (DSA) a deadline for the vast majority of recruits choosing relevant categories, no later than completion of their initial training (i.e. three months), with a suitable price per clearance. Exceptional cases requiring more time should have a deadline fixed before the trainee's initial training is completed, based on the assessment so far. The ADF should have a policy that requires DSA to make a recommendation on whatever information it has gathered within the second deadline, and on the maximum extension it will allow. Our suggestion is no more than five months should be allowed in total for an assessment. At that point the Service and the trainee may determine the choice of discharge or a change of category. In the period (up to two months) from the end of recruit training to receiving this security assessment, the trainee may be kept in a holding platoon; but there may be more suitable options such as commencing some unclassified training in the relevant category or commencing training in a second-choice category should the clearance not be forthcoming, or taking family leave.

TRAINING REGIME

204. The risks identified earlier, resulting from the general training regime, have been confirmed in the Inquiry Team's findings about the learning culture: there are many strengths in the selection and training of trainers and their dedication and hard work, but there are concerns about the alignment of some to contemporary ADF policies, about the style of the training techniques many use and about their skills in mentoring and handling personal relationships with and amongst their trainees. Our recommendations about the learning culture would go a long way to address the risks for the care and welfare of trainees arising from the training regime.

205. Trainers and more senior staff also highlighted the difficulties they face with resources. This relates to numbers of unfilled positions and their reliance on visiting instructors, but also to the resources required for managing procedures for E&D, complaints, OH&S and so on. We understand that none of these initiatives has been introduced with additional resources. Moreover, the training establishments drew our attention to the extent to which earlier Defence

reforms have yielded budgetary savings from the training system and their lack of capacity to absorb under-resourcing through empty billets.

206. There is some truth to this. While many of the initiatives concerning E&D and OH&S simply represent responsible management, with commensurate benefits in time as the training establishments improve productivity in terms of the proportion of trainees who successfully complete their training, there are costs in the short term. Moreover, we are not aware whether the establishments are rewarded for their improved results or are just required to achieve better outcomes without additional resources.

207. Certainly, the training establishments are struggling to provide resources for the induction training needed by trainers, and for reviewing their training styles and programs, formally and systematically analysing their trainees' learning needs, amending Training Management Plans to suit, and validating the results.

GENERIC RISKS

Alcohol and other drugs

208. Excessive alcohol consumption clearly increases the risk of inappropriate behaviours, including fighting, sexual and other forms of harassment and susceptibility to depression and feelings of emotional disorder. The Inquiry Team pursued with trainees and trainers whether or not there is a culture of excessive alcohol consumption.

209. The evidence was clear to us that in most training establishments there is a quite strong culture of drinking, with regular drinking to excess. In the recruit training establishments, where tight restrictions limit alcohol consumption, it is not uncommon nonetheless to drink excessively when the few opportunities to do so arise (this occurs after the initial four weeks or so, and the drinking is mostly off-base while on short leave). Binge drinking is not infrequent, and getting drunk regularly is common in the majority of the establishments we visited.

210. It is not possible to say, however, whether this culture is greater than amongst young people in broadly similar situations in civilian life. Our impression is that it is greater in some training establishments, but less in others, including in particular those where the motivation of trainees to succeed is greatest and where the excessive consumption of alcohol may directly impact on training success (e.g. for pilot trainees).

211. Whether or not the alcohol culture is greater than elsewhere in the community, such as in universities and sporting clubs, the Inquiry Team considers that the ADF training establishments should not compare themselves to a football club culture, but to a professional work place culture. Such a culture may well tolerate excessive alcohol consumption out-of-hours from time to time, but employers are not usually comfortable with a culture where large numbers of employees regularly drink to excess together.

212. Some training establishments are putting considerable effort into educating trainees about the impact of alcohol and into applying alcohol testing. These initiatives are having an impact. Others rely more heavily on direct controls, but there is evidence that addressing the problem through strict controls can be counter productive, as trainees take the first opportunity they get to drink to even greater excess.

213. We do not suggest that the restrictions in place in recruit and initial officer training establishments be relaxed, but we do suggest that they be complemented by alcohol education and that that education continue through category and later officer training.

214. Other measures could be taken to remove the mixed messages in many training establishments. In particular, mess prices for alcohol should not be markedly below prices elsewhere (we observed very low prices in several establishments); messes could take on an image more like a coffee house than a bar; and a wider range of entertainment and extra curricular activities could be provided and promoted. We appreciate the advantages of encouraging trainees to use the mess rather than drink alcohol off base, but a sensible balance is needed if excessive alcohol consumption is to be discouraged. Some establishments such as the Army Logistic Training Centre at Bandiana have been pursuing thoughtful initiatives, but more concerted action is advisable across ADF training establishments.

215. Notwithstanding the alcohol culture, we were impressed with the way the trainees look out for each other, ensuring someone protects anyone who is drunk and that there is always a 'designated driver', or that a bus or taxi is taken to return to the training establishment. Non-drinkers claimed that they are not pressured to drink, but it is hard to believe that amongst those that do drink there is not a strong expectation to drink more and more often in the group. Of course, changing the culture amongst trainees will be difficult while some trainers and some more experienced servicemen and women undertaking short courses at the establishments are observed to consume excessive amounts of alcohol.

216. Most trainees were emphatic that other drugs are not an issue, but some trainees went out of their way to advise the Inquiry Team that illicit drugs were being used. Senior staff were generally realistic about the existence of some drug-taking amongst trainees, though most felt drug use is considerably lower than in the broader community. We suspect that this is true, but do not believe the problem is negligible. We would urge more open discussion of this risk in the training establishments, and caution against an absolute rule of discharge for use of any illicit drug.

217. We were advised that the DFDA does not reflect contemporary law on illicit drugs in that it does not comprehensively cover them all. We recommend that it be brought up to date.

Gender Diversity

218. The female trainees surveyed have similar high levels of satisfaction with their training as the male trainees (Figure 28), and find it similarly very interesting (Figure 29). They are also extremely proud to be in the ADF (Figure 30).



Figure 28 – **Trainees'** questionnaire responses to how satisfied they are with their training by gender



Figure 29 – **Trainees'** questionnaire responses to their interest in their training by gender

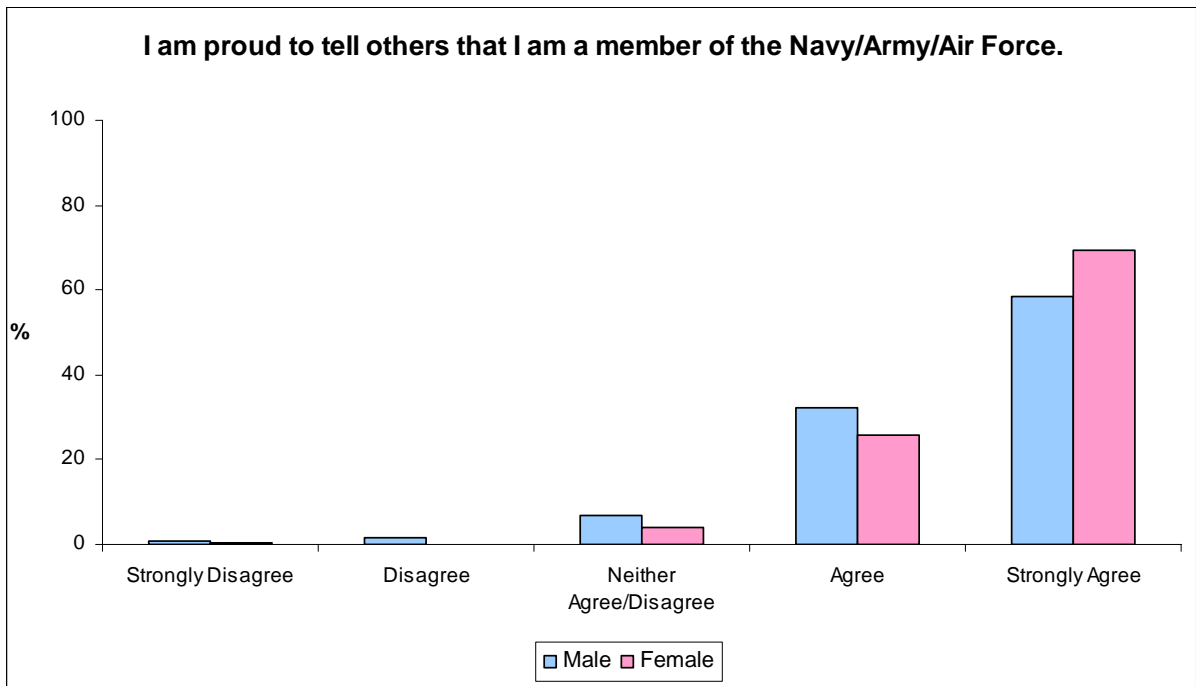


Figure 30 – **Trainees'** questionnaire responses to their pride in being in the ADF by gender

219. More female trainees than male trainees were aware of incidents of inappropriate behaviour (Figure 31). Of all the trainees surveyed, compared to the males, female trainees advised more frequent misbehaviour directed towards themselves, that they more frequently witnessed behaviour towards someone else, and they were more frequently aware of incidents that they had not observed (Figure 32). This suggests not only that the inappropriate behaviour is more often directed towards the women but that the women are more aware of inappropriate behaviour and are more conscious of subtle forms of harassment and bullying.

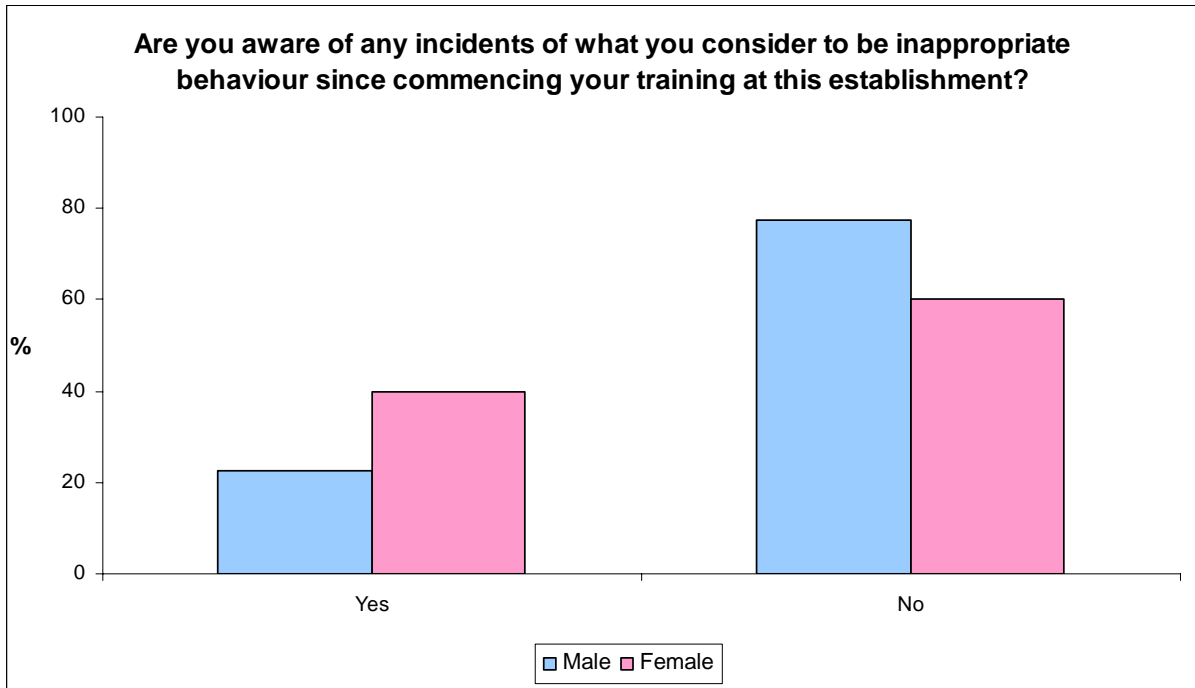


Figure 31 – **Trainees'** questionnaire responses to awareness of inappropriate behaviour by gender

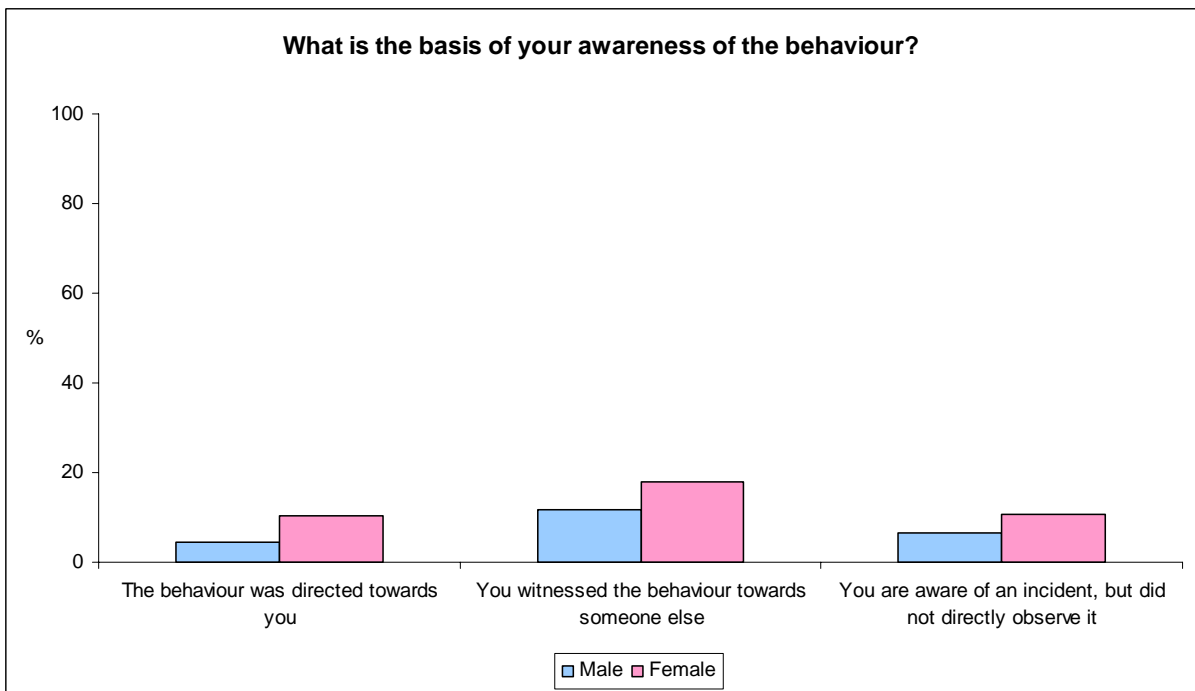


Figure 32 – **Trainees'** questionnaire responses to how they knew about an incident of inappropriate behaviour by gender

220. With one exception (the EWW DFSS at Cabarlah), all the training establishments we visited have a strongly masculine culture. Women are reasonably well accepted in most and we did not see many symbols of direct sexism such as sexist posters or literature (other than in some all male establishments) but they struggle to be fully respected and valued. There is obvious pressure in most establishments for the women to match the men rather than confidently pursue

their own styles and approaches. This is perhaps not surprising while the women represent less than 20% of trainees in most establishments, and lack the critical mass necessary to impose their own culture and style. Where there are more women trainees, we were told by most of the women that the men were generally supportive and respected effort without expecting equal levels of physical performance. But there was little awareness amongst the men of the styles and preferences of the women, and some establishments showed a surprising lack of understanding (for example, providing the women with men's exercise singlets with wide arm holes).

221. As mentioned in discussing 'tough training', the Inquiry Team believes that the ADF needs to address directly the tensions between its emphasis on 'teamwork', camaraderie and conformity and the benefits of diversity, including gender diversity: to what extent should the pressure for conformity to achieve camaraderie be allowed to constrain diversity? The Inquiry Team believes the traditional male-oriented approach is not sustainable, and that more careful effort – and perhaps more time – is needed to build camaraderie in teams with a diversity of members including both men and women.

222. The Inquiry Team also believes the ADF needs an explicit strategy to support female trainees including through mentoring and the appointment of more women as trainers, divisional staff and to senior positions. Elsewhere, effective strategies to support cultural change in this area have included ensuring selection committees include women whenever there are female candidates, performance assessment always involves senior women when women are being assessed and systematic mentoring programs for women. The Victoria Police may offer a useful model to learn from.

223. Fraternisation is another gender issue that warrants more careful consideration. The majority of the trainees are young, single, away from home and at a stage in life where they are forming and breaking relationships. All the trainees we spoke to were open with us about the wide occurrence of sexual relationships amongst them. Some training establishments, such as ADFA, are realistic about this and have policies developed with the trainees that clarify when fraternisation is entirely acceptable and when it is inappropriate, and where it is acceptable how the partners should behave. They understand the reasons why, for example, fraternisation with trainers is inappropriate, and why open signs of a special relationship between two trainees during training are also unacceptable. The reasons go back to the values including professionalism, teamwork and loyalty. Other establishments attempt to apply more rigid rules to ban fraternisation. The realistic approach is not only promoting honesty, but we observed directly how it allows more open discussion of such risks as sexually transmitted diseases, unwanted pregnancies and the pain of breaking up (including how to limit the fall-out in the work and training environment).

Other Diversity

224. It was very obvious during our visits that the lack of diversity goes further than the gender imbalance. This is illustrated by the following table (Table 4).

Table 4 – Diversity of Defence personnel compared to the Australian Public Service and Australian labour force

	Female	Non-English Speaking Background ¹	Aboriginal and Torres Strait Islander
Navy	17.2%	7.3%	0.3%
Army	10.3%	13.2%	0.4%
Air Force	15.2%	13.3%	0.2%
Total ADF	13.3%	11.7%	0.3%
Defence civilians	36.4%	37.2%	0.4%
Australian Public Service	54.3%	N/A ²	2.2%
Australian labour force	44.9%	N/A ²	1.4%

¹ Defined as any person who indicated that the first language of either themselves or one or both parents was a language other than English, or they spoke another language at home.

² No comparable data was available. The Australian Public Service and Australian labour force data used significantly different definitions for non-English speaking background persons.

225. The ethnic groups that we see all the time in the Australian community were just not present in any significant numbers in the training establishments we visited. The number who evidently came from a non-English speaking background amounted to no more than a handful out of over 600 trainees and 300 trainers who were in our focus groups. Aboriginal and Torres Strait Islanders comprise less than 1% of the ADF. This lack of diversity is primarily a recruitment issue, in an all volunteer Defence Force, but it may also be a consequence of the training regime's emphasis on bonding as a central aspect of teamwork. As recruitment becomes more successful in attracting people from more diverse backgrounds, the training regime will need to place increased effort into ensuring these trainees are given sufficient opportunity to develop the capabilities required and are not inadvertently discriminated against because of any additional challenge to belong to a team and demonstrate the personal qualities required.

226. Another observation we made is the high proportion of trainees we met who were from regional and northern Australia. We have not been able to validate this through ADF-wide data but are confident that our personal observations are likely to reflect a general bias amongst the full trainee population. This again is essentially a recruitment issue, and may primarily reflect the tighter labour market in Sydney and Melbourne; but we wonder if it might also reflect the ADF's image of being less liberal than the average young person from the big cities. That image may be pretty accurate, but it also could be rather unnecessary if the ADF had greater diversity in terms of gender and ethnic background, and if it highlighted its modern role not only in defence of Australia but also in capacity-building and other contemporary international endeavours.

Suicide

227. As mentioned it is very difficult to compare rates of suicide amongst ADF trainees with those amongst comparable groups in the wider community. Comparisons based purely on age and sex seem to suggest that the rate of suicide within the ADF as a whole is no higher and possibly a little lower than in the wider community, but this does not take into account other differences in characteristics such as fitness and access to family support. We can only conclude that there is no evidence that the problem of suicide amongst ADF trainees is significantly higher than elsewhere.

228. The problem nonetheless is extremely important for ADF training establishments which have a particular duty of care. Suicide amongst young men, in particular, remains a serious issue across Australia. The reasons why young people suicide are usually quite complex, and often relate to longer-term mental illnesses such as depression. They may be sparked by particular

events such as isolation, bullying, relationship break-ups or personal failures and exacerbated by alcohol or other drugs. There is rarely a single cause.

229. We were impressed with the quality of suicide awareness training in a number of training establishments, and with the active role taken in all establishments by chaplains and psychologists to support trainees with personal difficulties. The chaplains, who are seen to be outside the chain of command and very accessible, are particularly important.

230. Nonetheless, the fact that particular events and pressures can spark an act of self-harm or suicide means there are some training establishments, or some parts of the establishments, and some times in the training program, where the risk is higher. We have highlighted these elsewhere in this Report. But it is important to recognise the risk is by no means confined to these, and that awareness education and professional support is essential across all establishments, and in the Services' operational units; particularly where there are young men.

REPORTING AND MANAGING INCIDENTS OF INAPPROPRIATE BEHAVIOUR

231. The Inquiry Team has not attempted to repeat the many previous examinations of the military justice system, but reporting and managing incidents of inappropriate care is directly relevant to the administration of the care and welfare of trainees. Overall, we were impressed with the policies and procedures now in place, and found that the vast majority of trainees were aware of the avenues available for reporting incidents and making complaints, and for seeking help. They also appreciated this access, with only a few exceptions.

232. In the survey, 87% of trainees said they would be prepared to report being bullied or harassed, or witnessing someone else being bullied or harassed. On the other hand, of the 26% who said they were aware of incidents of inappropriate behaviour since commencing training at their current establishment, only 25% said they had reported any. These two figures are not directly comparable, as more than a quarter of the incidents trainees were aware of they had not witnessed directly, and some they had witnessed may have been reported by others. Nonetheless, the survey results strongly suggest a divergence between good intentions and actual reporting behaviour. They may also add weight to the suggestion made earlier that reporting levels may go up as more effective action is taken to reduce bullying and harassment.

233. The reasons for not reporting varied as shown in Figure 33. The 'other' category includes where someone else had already reported the incident.

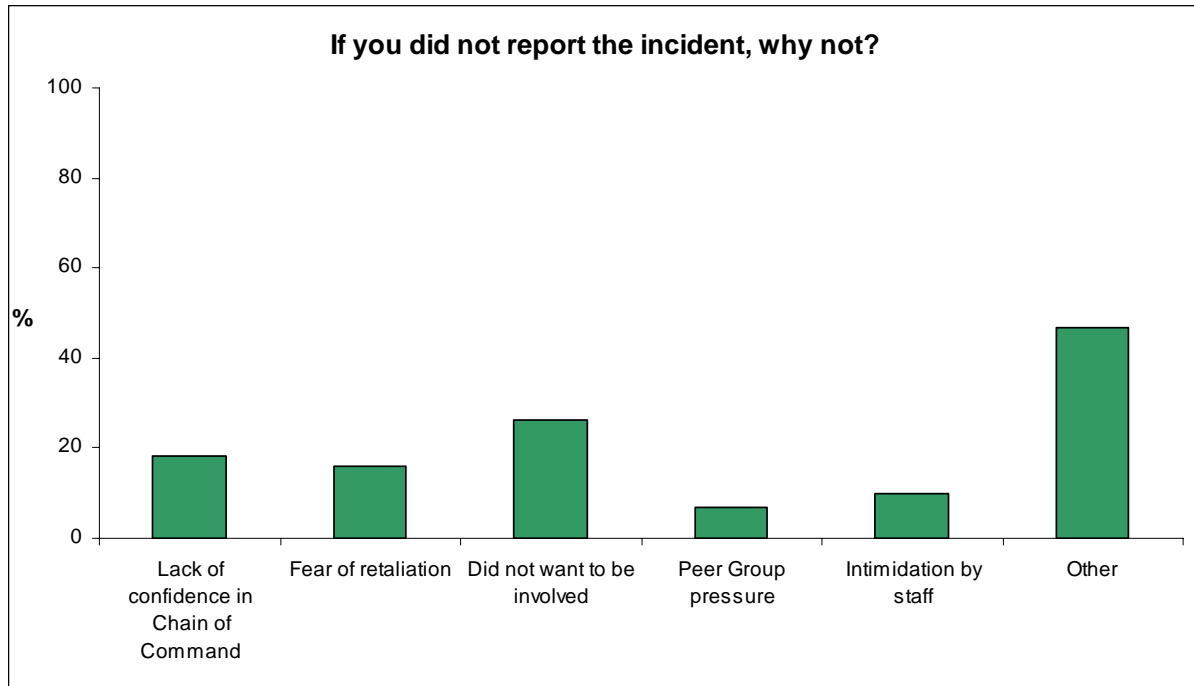


Figure 33 – **Trainees’** questionnaire responses to why they did not report an incident if they were aware of it. Note: Percentages in the graph refer to those respondents who were aware of an incident but who did not report it and respondents could choose more than one response

234. Of more concern to the Inquiry Team is the attitude of the training staff. In the focus groups a high level of frustration was expressed, and even anger, that the system favours the rights of the trainees to the point of denying rights to the trainers:

“I was an outstanding and successful soldier, I came here and now have a charge because I called some guy a ‘pussy cat’. Even if the charge is eventually dropped the mud sticks, I’m sunk. I’m teaching him to kill but I can’t call him a pussy cat?”

235. In most training establishments we heard trainers complain bitterly that some trainees manipulate the system (‘they are smarter than us, they know how to use the system’) and that the system does not support them. In several establishments we heard the term ‘career ending incidents’, the risk they perceive to be high that an isolated mistake by a trainer, or an unjustified complaint by a trainee, will leave a permanent scar on a trainer’s career.

236. The trainer survey results did not reveal as deep a concern as was expressed in the discussions, but significant numbers of trainers felt that their ability to exercise their rights in the way they are treated was limited. Again the low response rate may in fact mean that the questionnaire data understates this concern if the more disenchanted trainers were less likely to complete the questionnaires (Figure 34).

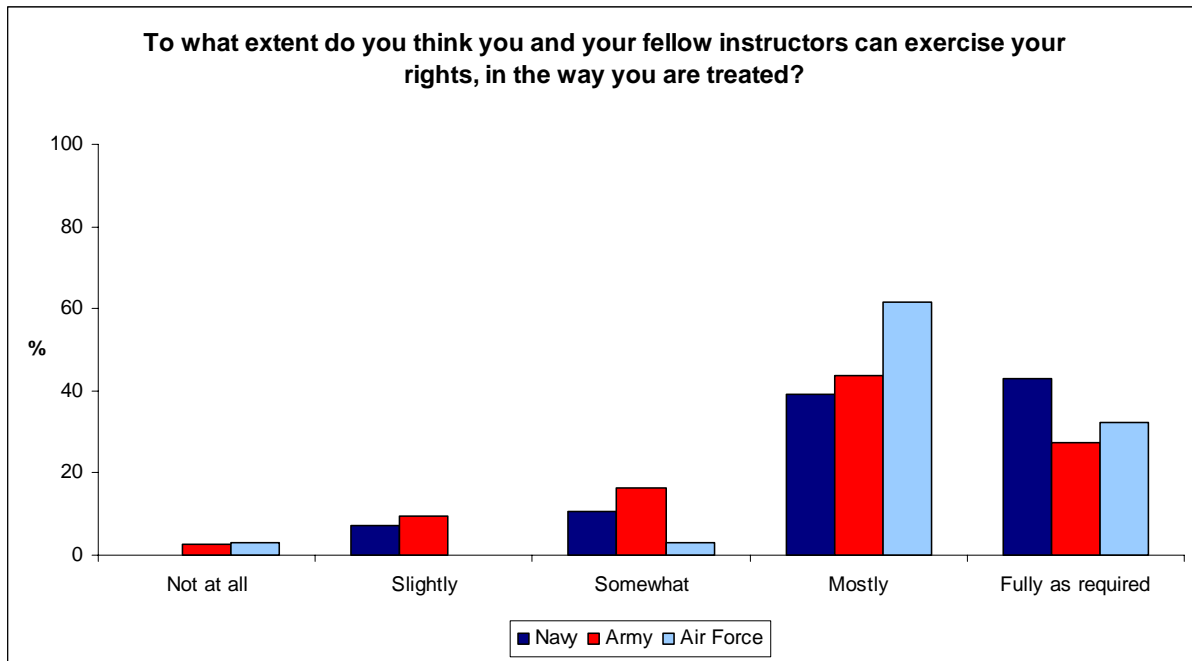


Figure 34 – **Trainers’** questionnaire responses to how well they feel they can exercise their rights by Service

237. Our own impression is that many of these perceptions are greatly exaggerated. Few examples to substantiate their views were provided to us by the trainers. The trainees we spoke to were very respectful of the vast majority of their instructors and gave us examples of support they had provided when an unreasonable complaint was made or a trainer’s mistake was isolated. Senior management also gave us the impression that vexatious complaints by manipulative trainees were rare. That said, we believe the system should follow up a complaint that is not sustained to ensure that the trainer is not unfairly penalised, and to consider whether disciplinary action is warranted should the complaint be demonstrably vexatious (care is needed however not to further discourage reasonable complaints or reports).

238. Most importantly these perceptions themselves need to be addressed. Some trainers were far more confident of current policies and procedures, and felt they could through open discussion with trainees reach a shared understanding that minimised the risk of trivial or unwarranted complaints, while fully upholding the rights of the trainees. They also understood that positive reinforcement with only selective use of negative reinforcement generally works better, even when training to kill. This understanding of a better learning culture with greater mutual respect needs to be extended across all training staff, and all NCOs, WOs and officers across the ADF.

239. While the perception continues, even if the trainers continue to comply with the new rules, there are real dangers such as: ostracising female trainees for fear of a complaint from some misunderstanding (we were told of such practices in several training establishments); reluctance to assess trainees firmly, allowing some unsuitable trainees to proceed further through the system; and discouraging good servicemen and women from choosing to be trainers.

240. Some of the trainers’ concerns are genuine, and need to be addressed. Unless and until they are, they will continue to feel frustrated and disempowered, and will not actively support the culture CDF is looking to build. Amongst the legitimate concerns in our view are the robustness of behavioural assessment instruments, and the training of the trainers in applying them, and the

slowness of decision-making in response to complaints. Decisions do need to be firm, fair and timely.

OTHER ISSUES

241. Great effort has been made across the training establishments to stamp out bullying and harassment and other misbehaviour, and we believe the effort has had a considerable positive impact. Yet the effort seems to us to be essentially defensive and process-oriented: the ADF is largely on the back foot responding to great external pressure.

242. This process-orientation represents a risk, as it does not necessarily build active support. It may gain compliance, but with cynicism.

243. Examples of this process-orientation include mandatory annual training sessions on E&D, and centrally-determined briefings for trainee and trainer induction programs. These focus almost entirely on the rules, and procedures regarding inappropriate behaviour, reporting incidents, handling complaints and DFDA processes. Many trainers, and some trainees, are cynical because they have had the same briefing many times. If an incident occurs, the first question asked is whether all the staff have had their E&D briefing. We have gained the impression that the training is seen to provide a defence in the event of an incident, not to equip those receiving the training with new skills in managing people and understanding the rationale behind the rules and their relevance to improving the ADF. We witnessed some of the briefings, and were not impressed.

244. Just as the Inquiry Team is encouraging a better learning culture, including improved education methods, training in E&D and related welfare matters needs a significant revamp. In particular, prior training should be acknowledged and further training should include scenarios and case studies with group discussion of how best to respond, and complement other training in leadership and people management. Staff and trainees do need to know the basic rules, but more important than the detailed processes are the broader understanding of the principles and rationale and the skills to work with young people.

245. A second issue we observed in our visits was the feeling that ‘the system’ in Defence does not place a high enough value on those individuals in the Service Training Commands, whether they are trainees or trainers. This goes beyond the need for mutual respect between trainees and trainers, to the broader management of people in Defence. People did not seem to be treated as customers by those responsible for their recruitment, or their security clearances, or their pay and conditions, or their movements. The ‘system’ did not seem to focus on the individuals, follow them through their training pipeline and careers, monitor progress, identify prior and new learning, detect gaps, and keep them informed.

246. We do not have the expertise or time to suggest an overall solution to this, but consider there is a need in the first instance to address some specific weaknesses such as the management of security clearances, where the security people should be required to set firm timeframes for the vast majority of clearances, as discussed earlier. Better case management of trainees from recruitment inquiry through to operational units could also be introduced, at least in a simplified form initially, focussing on particular problems to the pipelines such as pilots.

247. A third issue concerns probationary arrangements. While strongly supporting the need for decision review mechanisms, we are concerned about the extensive appeal rights that seem to be available to probationers. Probationary employees have the privilege of being considered for

continued employment: they have not yet earned the full rights of continuing employees. The higher redress systems are not only expensive, but often involve extensive periods in holding platoons which are not in the interests of the individuals concerned or the ADF.

CONCLUSIONS AND RECOMMENDATIONS

248. It is extremely difficult to make firm judgments on the scale or trends of inappropriate behaviour, or to compare these to the experience of other organisations. The insidious nature of such behaviour leads to under-reporting, and a first indicator of effective action to address the behaviour is an increase in the level of reporting. We found no evidence that the ADF has higher levels of inappropriate behaviour than amongst comparable groups of people in the civilian community.

249. The Inquiry Team found evidence of considerable effort in all training establishments to manage the main risks to the care and welfare of students and trainees. These efforts have had a positive impact, and there are examples of better practice in several establishments. The more significant risks relate to the very nature of training for the profession of arms, and the adjustment by enlistees to military life, breaks in the continuum of training, OH&S, the management of those struggling to meet performance standards, and the broader community risks of alcohol and drugs, personal (including sexual) relationships, suicides and responding to the expectations of the younger generation.

250. The effort to manage the risks is mostly effective, but it varies significantly amongst the training establishments visited, and some of the risks could be managed more effectively.

251. There is increasing appreciation of the need to distinguish carefully between tough training and bullying. Where training is particularly tough and where close bonding and teamwork are essential, greater levels of care are required to apply skills in managing personal relations and to embrace diversity.

252. Other areas requiring particular attention are:

- management of the training continuum from recruitment through to operational units could be improved to reduce breaks and to ensure more useful and interesting activities during breaks;
- skills in handling personal relationships amongst trainees, and skills of trainers in assessing and promoting personal qualities, should be further developed to reduce the risk of social isolation and bullying of those perceived not to be performing;
- women need to be more fully accepted and given the opportunity to exhibit their own styles and preferences; and
- there is room to reduce the level of excessive alcohol consumption in many training establishments.

253. ***In summary, the Inquiry Team has identified some irregularities in the care and welfare of trainees, and has suggested areas where the management of the risks of inappropriate behaviour should be improved.***

254. In addition to its recommendations concerning the learning culture of ADF training establishments, the Inquiry Team recommends that:

Tough Training

Recommendation 14. Tough training be more clearly distinguished from all forms of

bullying and harassment, and that the ADF acknowledge that the need for close bonding and teamwork presents real risks that need careful management.

- These risks include more subtle bullying such as social isolation, and risks relating to diversity and 'group think'. The management of these risks requires reconsideration of the way teamwork is encouraged, and increased skills in people management amongst training staff.

Training Continuum

Recommendation 15. Trainees be case managed from recruitment inquiry through to posting to an operational unit supported by a computerised tracking system.

Recommendation 16. Breaks between different stages of training be minimised, and greater flexibility to change job categories be introduced.

Recommendation 17. Potential recruits be provided access to accurate and complete information on working in the ADF, career choices, what they can expect and what is expected of them, so that 'marching in' presents no surprises.

Recommendation 18. Recruitment focus be on an employer of choice rather than allowing standards to drop, and broaden the target base to include more women, people from non-English speaking backgrounds, Aboriginal and Torres Strait Islanders, and people from Sydney and Melbourne.

Recommendation 19. Initial training focus continue to be to help trainees reach the required standards rather than 'weed out' the unsuitable, and the training be long enough to do so.

Recommendation 20. Initial training be conducted in a graduated way that acknowledges the wide gap many have to bridge, allowing trainees time to build up their fitness and to acclimatise, and giving them adequate time to adjust and to learn new skills.

- All training establishments also need to be conscious of the issue of distance from family and friends, and ensure there is adequate means of communication.

Recommendation 21. Induction processes for trainees and trainers include interesting and effective training that shifts the emphasis from awareness and compliance to attitudinal and behaviour change.

- This style of induction should be used particularly in the areas of suicide, alcohol, E&D, rights and responsibilities and discipline, and avenues for help; and be followed up with more effective guidance on handling personal relationships in the team environment being developed.

Recommendation 22. Holding platoons, or their equivalents, should be used for trainees facing short gaps in their training, but for no longer than two months and usually no more than one month. Those facing longer delays should be given a range of options to accommodate their personal circumstances, such as: attachment to a unit that offers useful and interesting work and/or training, under suitable supervision; or being sent on leave particularly where family circumstances could contribute to losing the trainee.

Recommendation 23. Supervisors of trainees undertaking OJT be more formally recognised, supported and rewarded for the role they play.

Recommendation 24. Effort be made to facilitate civilian recognition for experienced tradesmen and women who were trained prior to the current system which now provides civilian accreditation.

Recommendation 25. Trainees who decide the ADF is not for them be assisted to leave with respect and dignity, and as potential future employees or advocates for the ADF amongst their peers.

- They should be removed from other trainees as quickly as possible and provided with access to career advice and any health and welfare support they need.

Recommendation 26. Reporting of sickness and injury be firmly encouraged.

Recommendation 27. Greater effort be made by trainers to demonstrate respect for all trainees who report sick or injured, and trainee peers be strongly encouraged to show respect and not make adverse judgements or use derogatory terms, consistent with the overall priority to help trainees achieve competencies.

Recommendation 28. Better practice in rehabilitation case management be replicated across all schools and training establishments, with opportunities for continuing their training program in the event that they need to be separated from their fit peers, and benchmark reports for successful rehabilitation be maintained.

Recommendation 29. Measures of attitudes and behavioural performance be made more robust and reliable, trainers be well trained in applying them, and trainees be fully informed as to how they operate, be involved through self-assessments, and have opportunities for review of assessments within the school or training establishment.

- The measures should articulate the desired personality traits, personal behaviours and attitudes, and the related indicators of whether or not they are being exhibited.

Recommendation 30. Trainees be counselled by divisional staff, and professional support staff, on how to relate to peers they feel are not contributing sufficiently.

Recommendation 31. Before trainees complete their initial training they be more robustly (validly and reliably) assessed on their behaviours and attitudes as well as their technical competencies, to reduce the risk of unsuitability not being identified until category school.

Recommendation 32. Those who are not successful be treated with respect and dignity, and considered as possible ambassadors for the ADF despite their personal lack of success.

Training Regime

Recommendation 33. In light of the efficiency gains previously achieved in the area of training, schools and training establishments be fully resourced to their allocated levels, and be rewarded for improvements in productivity particularly to improve induction training of trainers and to help further evaluation of their programs and support arrangements.

Generic Risks

Recommendation 34. The ADF take more active steps to build a professional workplace culture and to counter excessive alcohol consumption, including through improved education programs about alcohol, changing mess arrangements to remove the focus on alcohol, promoting broader recreation and off-duty professionally-related activities, and a more consistent approach be adopted to handling poor behaviour.

Recommendation 35. DFDA be amended to reflect contemporary law DFDA be amended to reflect contemporary law so that it is comprehensive in covering all illicit drugs. (*We understand that this is being progressed as an element of the enhancements to the military justice system.*)

Recommendation 36. The ADF introduce measures that not only ensure acceptance of women trainees but support and mentor them to maximise their capabilities and contributions and ensure they are widely valued, and consider some of the initiatives of other organisations such as the Victoria Police.

Recommendation 37. Fraternisation policies be realistic, and based on the Defence values, and complemented by practical advice about sexual relationships.

Recommendation 38. Suicide awareness continue to be included as an essential component of induction programs for all trainees in all schools and training establishments.

Recommendation 39. Security clearance processes be made more responsive to ADF and trainee needs with firm deadlines that limit time in holding platoons to no more than 2 months even in exceptional cases.

Reporting

Recommendation 40. Reporting of all incidents of bullying and harassment continue to be encouraged.

Recommendation 41. Decisions on complaints be made in a timely manner, and in the event a complaint is not sustained, follow-up action occur quickly to ensure a trainer is not unfairly penalised and demonstrably vexatious complaints are properly addressed.

Recommendation 42. Greater and earlier use be made of mediation to manage complaints and appeals.

Other Issues

Recommendation 43. A less rigid and less process-oriented approach be undertaken to training in E&D and other welfare matters.

- This should focus more on the rationale and the skills required to work with young people, with case examples, scenarios and language directly relevant to the training environment, in addition to explaining the rules and procedures required to be observed.

Recommendation 44. A more client-orientated approach, that values individual trainees, be introduced by central personnel management, with specific benchmarks and measures of performance.

- This client-orientated approach should apply to all servicemen and women.

Recommendation 45. Higher appeal rights for probationers be reconsidered.

- Until they are qualified and accepted as full members of the ADF there is a question as to whether they should have access to the full panoply of appeal rights available to others.

THE MANAGEMENT OF MINORS

255. The Inquiry Team did not examine in close detail the management of minors by ADF training establishments, as the Defence Force Ombudsman presented his report, 'Management of Service Personnel Under the Age of 18 Years' in October 2005. The report focussed on the training establishments because that is where most Service personnel under the age of 18 (not including Australian Defence Cadets) are. Australian Defence Cadets are outside the terms of reference of this Inquiry.

FINDINGS

256. The total number of Service personnel under 18 years was 196 in July 2005 (Table 5). We understand nearly all these were in training establishments.

Table 5 – Percentage of minors in each Service and total ADF as at 1 July 2005⁸

	Number under 18 years	Total number permanent members	Percentage of minors
Navy	70	12 855	0.54%
Army	107	25 113	0.43%
Air Force	19	13 242	0.14%
Total ADF	196	51 210	0.38%

257. The Ombudsman explored the legal status of relationships between the ADF, the young Service member and the parent; the advice and support provided to young people; living arrangements and guidelines to guard against inappropriate behaviour towards minors and deal with such behaviour when it occurs; and management of factors likely to create stress for young people and the support provided for those who are having problems. The investigation highlighted the importance for the ADF to articulate clearly its duty of care to minors and to ensure that policies and procedures relating to their management are consistently applied where possible. The Ombudsman made a number of recommendations focussing on the legal responsibilities of the ADF concerning its duty of care to minors, and the need to develop a Defence Instruction (DI) to define those responsibilities and set a framework for each Service to provide instructions on how minors should be managed and for each training establishment to develop procedures to manage those risks. He also made recommendations on providing information to potential enlistees and their parents, and advice to COs and their staff on the management of minors.

258. CDF has responded to the Ombudsman's Report agreeing broadly with all but one of the recommendations (the one recommending consideration be given to raising the enlistment age to 18 years). The most recent Implementation Progress Report (22 May 2006) indicated that progress on obtaining legal advice and on developing a new DI had been slow. Some useful work has been done by RAAF (see below). We understand that legal advice has just been received (post May) and the working group to develop the DI has now been established. Until the new DI is available, however, implementation of the other recommendations cannot be done in the consistent way the Ombudsman has strongly recommended.

259. In his response to the Ombudsman's Report, CDF noted that many of the recommendations should apply to all young new entrants to the ADF, not just those under 18 years. The Ombudsman supported this approach. We agree, noting that while there are particular

legal responsibilities towards those under 18, the ADF has a high duty of care towards its employees given the level of regulation it applies and the behaviours it demands and, most particularly, it has a very high duty of care towards young people with limited maturity and limited experience away from their parents and/or limited employment experience.

260. Despite having the smallest number of minors, RAAF has given the most attention to their management. A Legal Risk Review was undertaken by Phillips Fox and Associates in 2005, which examined, in particular, OTS at RAAF Base Point Cook, No 1 Recruit Training Unit at RAAF Base Edinburgh and the RAAF School of Technical Training at RAAF Base Wagga. The Review did not identify any major deficiencies but made a number of recommendations including on safety, accommodation and access to welfare support, that apply to all trainees. RAAF has also decided to commission an external, non-military person to undertake an independent review of one of its training establishments each year on the adequacy of systems to safeguard trainees.

261. RAAF has also taken the lead in developing new overarching Standing Instructions on the management of minors and other vulnerable persons, and has issued a draft for comment. The Inquiry Team considers that this draft provides a good starting point for developing an ADF-wide instruction, and for individual training establishments to develop more detailed procedures. While focussed primarily on those under 18 years, it points to other elements of vulnerability including life and Service experience, and sets out some general principles and requirements on such matters as information, mental health and welfare, physical health and medical issues and accommodation. Specifically for minors, it highlights State law requirements and the importance of parental notification.

262. Most training establishments across all the Services have Standing Instructions which include the particular requirements of the relevant State or Territory. Induction courses for trainers also cover the relevant issues as a rule. Some training establishments have specific support arrangements for minors e.g. Bridges Company at RMC. Our strong impression, however, is that the level of understanding amongst trainers of the issues and requirements, and the quality of the systems for supporting minors, varies greatly. RAAF training establishments designate particular responsibilities for minors to a warrant officer, who is expected to know and be readily accessible by the young people concerned. Other establishments require the divisional staff to look out for minors, and Equity Advisors to be available and knowledgeable to provide advice. They also have procedures to guard against access to alcohol or certain classified films and literature, and to manage leave. Most establishments rely heavily in practice on the chaplains to look out for younger trainees.

263. Like the Ombudsman, we feel there is a need for a more consistent and systematic approach. That approach must reflect a good understanding of the legal requirements, but needs also to be holistic and pro-active rather than just legalistic. 'Duty of care' and '*in loco parentis*' can be interpreted narrowly, but in our view the focus should be on providing the best care and support to the trainees in line with the reasonable expectation of the parents of these young people.

264. This might entail, for example, ensuring divisional staff not only know each and every person in their division, but who is under 18 years and requires particular attention over and above that of others, and enough of the background of the others to be able to identify vulnerabilities and provide relevant extra support. It might also entail providing regular feedback to the parents of minors about how the trainees is performing (on both the technical competencies and the behavioural qualities), and coping with their adjustment to military life, drawing on the views of the relevant divisional staff member. This should be done at least once

in the first half of the recruit training (or in the first six weeks of initial officer training) as well as on completion of the initial training, with parents and trainees being advised of such arrangements prior to enlistment. The School of Artillery at Puckapunyal is an example of good practice with its policy of regular feedback to parents of trainees.

265. The trainee questionnaire included sufficient numbers under 18 years to test for differences in attitudes with other trainees. Interestingly, the differences were mostly reasonably small (Figure 35, Figure 36, and Figure 37).

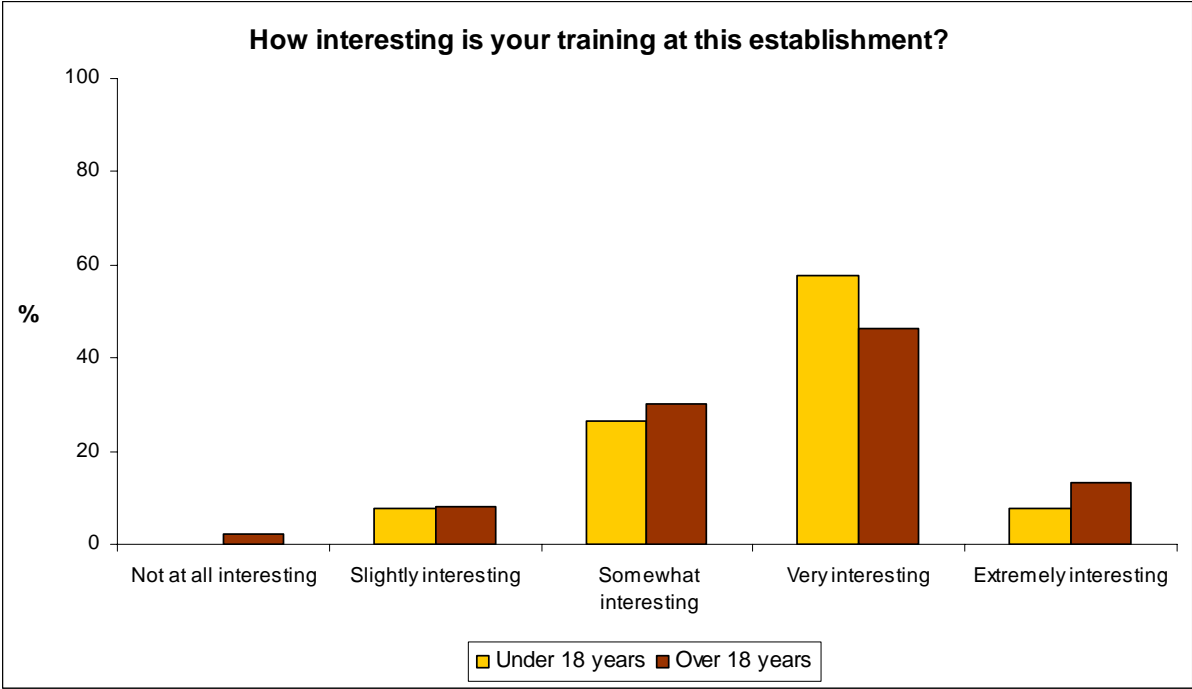


Figure 35 – **Trainees’** questionnaire responses to how interesting they find their training by age

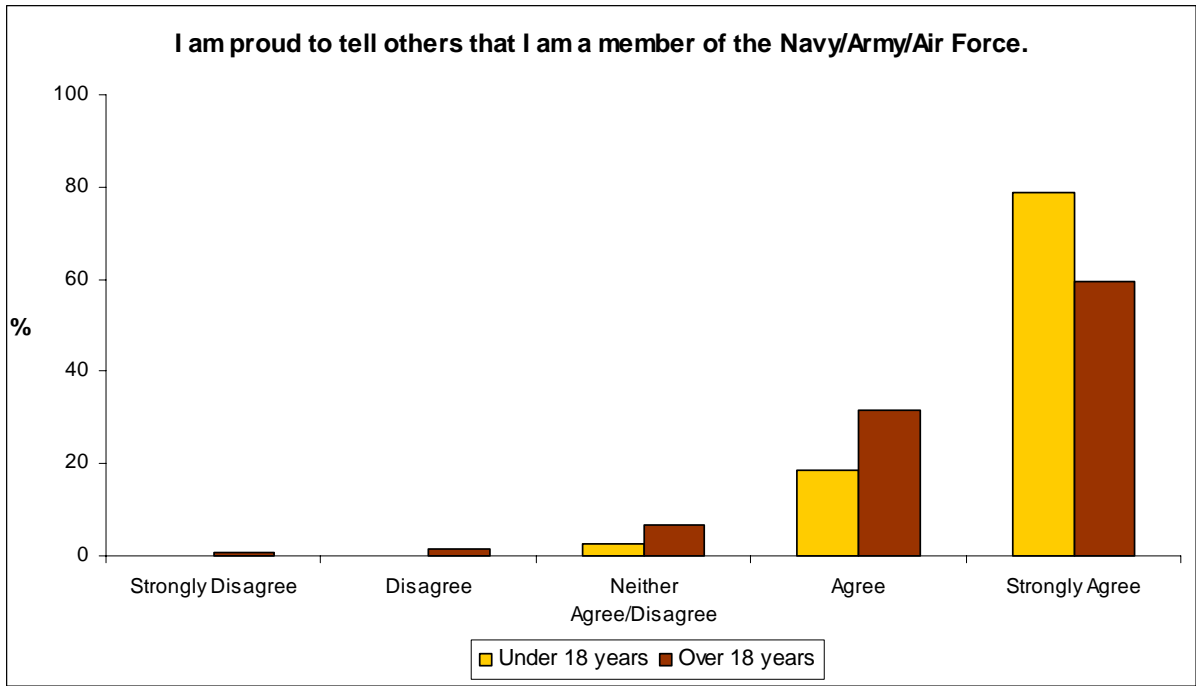


Figure 36 – **Trainees'** questionnaire responses to their pride in being in the ADF by age

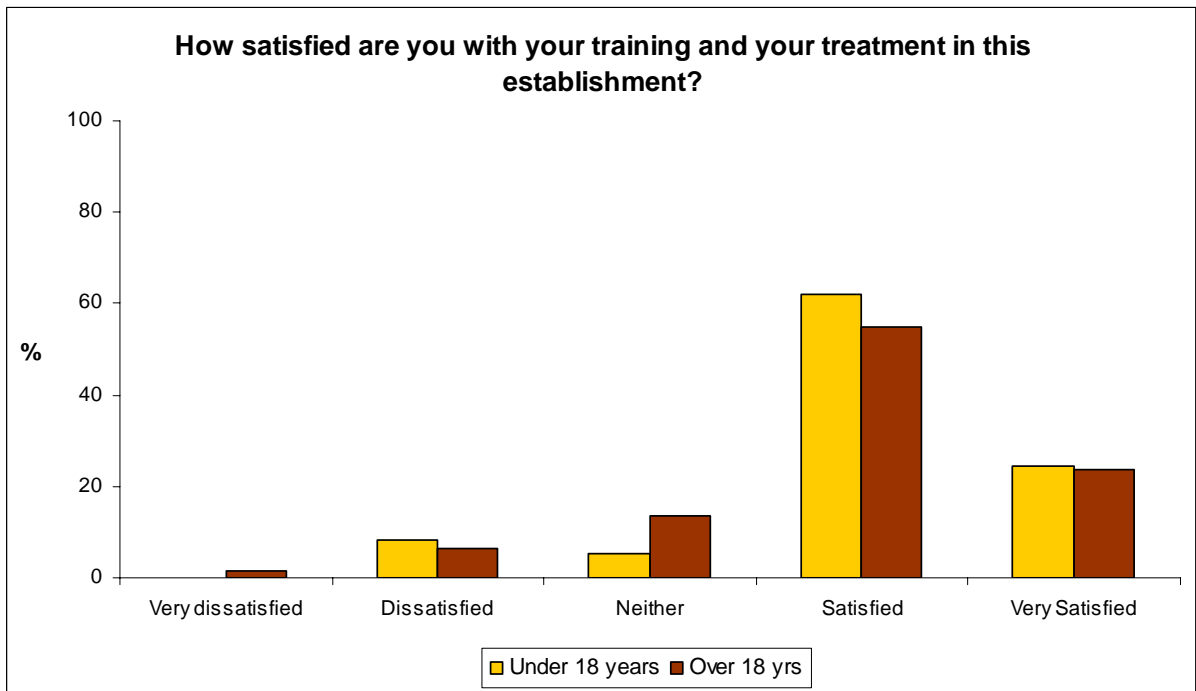


Figure 37 – **Trainees'** responses to their satisfaction with their training by age

266. They did find the training a little tougher than the older trainees (Figure 38).

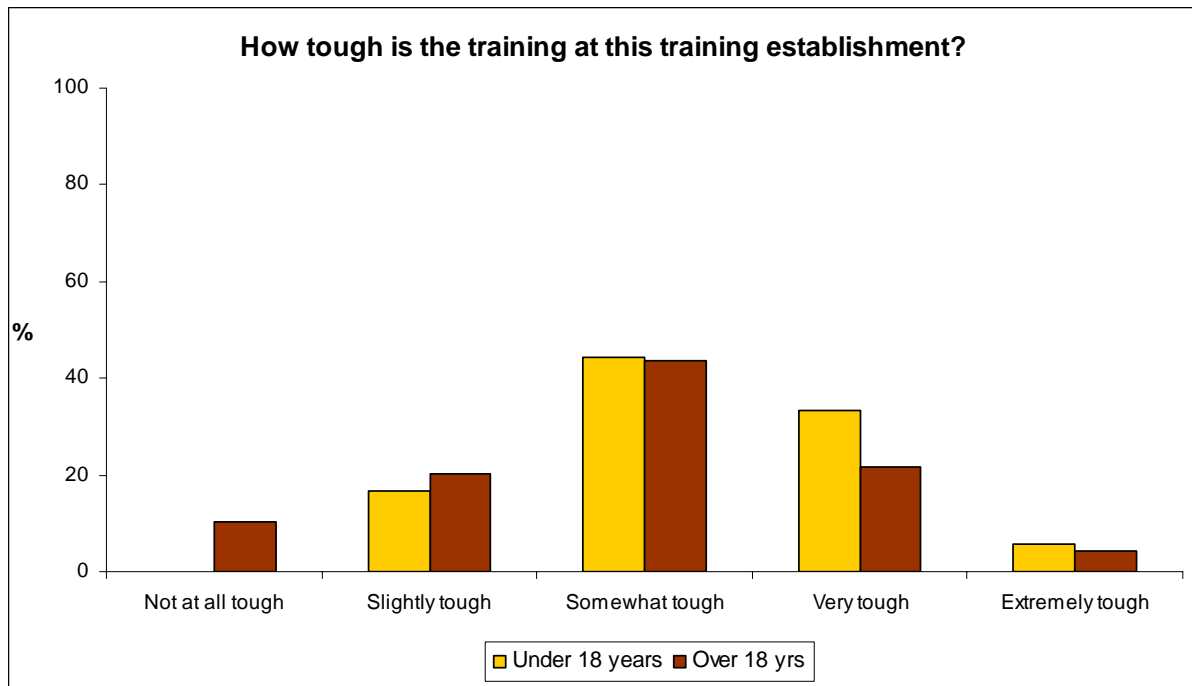


Figure 38 – **Trainees'** responses to how tough they find their training by age

267. Our strong impression from focus group discussions at each training establishment is that the quality of support for minors, and of the management of the risks of abuse towards them, varies in exactly the same way as the quality of support for other trainees, and the management of the risks of inappropriate behaviour more generally. Those establishments with a better learning culture and better management of the care and welfare of trainees, manage minors better; and those less well advanced generally, manage minors more poorly. The younger trainees face the same risks identified in the previous section of this Report, but with increased vulnerability, particularly during the first stages of the training continuum.

CONCLUSIONS AND RECOMMENDATIONS

268. While the ADF has a particular duty of care towards minors, the Inquiry Team believes Defence has a strong duty of care to all its trainees in view of the level of regulation it applies, the behaviour it demands and the military discipline it imposes. This is particularly relevant to younger trainees with limited experience away from parents and limited employment experience.

269. We found no evidence that the current system of managing minors is likely to contribute directly to abuse, but there are weaknesses in the system, as previously identified by the Ombudsman, and his recommendations, particularly to develop a new DI to provide a clearer framework for the Services and individual training establishments, require more urgent attention.

270. There is also a need for a more holistic and pro-active approach to managing minors, as distinct from an excessively legalistic approach, in line with the reasonable expectations of good parents. Our conclusions and recommendations on the learning culture and the care and welfare of trainees generally represent the most important means of enhancing the management of minors and reducing the risks of abuse.

271. The Inquiry Team recommends that:

Recommendation 46. The development of a new DI on the management of minors and other vulnerable people be expedited, along with the implementation of the other recommendations made by the Defence Force Ombudsman.

Recommendation 47. In addition to ensuring legal responsibilities are known and fully met, a holistic and pro-active approach be taken to the management of minors in line with the reasonable expectations of good parents. This should include:

- Divisional staff knowing each person in their division who is under 18 years and paying them particular attention over and above that of others, and also knowing the background of other trainees to identify any vulnerabilities that warrant particular attention; and
- Providing regular feedback to the parents of minors about how the trainee is performing and coping with their adjustment to military life.

ATTACHMENTS LIST

- Attachment A Terms of Reference for the Inquiry
- Attachment B Visits and Discussions Undertaken
- Attachment C Impressions of Individual Schools and Training Establishments
- Attachment D Twelve Tips for Team Building: How to Build Successful Work Team
- Attachment E Defence Values Statements
- Attachment F Y You Should Care
- Attachment G Glossary
- Attachment H Bibliography

ATTACHMENT A



Chief of the Defence Force

INSTRUMENT OF APPOINTMENT AND TERMS OF REFERENCE INQUIRY INTO AUSTRALIAN DEFENCE FORCE SCHOOLS AND TRAINING ESTABLISHMENTS

I, Air Chief Marshal A.G. HOUSTON, AO, AFC, Chief of the Defence Force, hereby appoint:

Mr Andrew Podger,

Ms Catherine Harris, and

Major General Roger Powell (Rtd)

to inquire into the culture of Australian Defence Force (ADF) Schools and Training Establishments in order to determine whether the culture is inappropriate, in particular, whether a culture of harassment and bullying exists; and in general, whether irregularities against established policies and processes of administration occur. You are to collect evidence and submit a written Report upon the following matters.

General

1. Whether there exists in ADF Schools and Training Establishments evidence of an inappropriate culture that supports harassment or bullying from instructing staff as well as from students and trainees against other students and trainees. Your inquiry is to take into account that discipline is clearly fundamental to an effective military force, but it must be tempered with a concern for individuals, their dignity and their well being.

2. Whether there are identifiable irregularities in the administration of the care and welfare of students and trainees, within ADF Schools and Training Establishments, which may require corrective action. Identifiable irregularities are to be measured against established policies and processes of administration with regard to care and welfare of students and trainees. Your inquiry is to take into account the consideration that it is necessary for the ADF to apply a greater level of additional regulation than encountered in other forms of employment, and demand behaviour consistent with its role as an armed force.

3. The management of minors in ADF Schools and Training Establishments, and whether the current system is likely to contribute to any possible forms of abuse.

References

4. The inquiry is to take into account, inter alia, the following matters:
- a. training practices;

- b. training cultures;
- c. instructional methods and processes;
- e. training/qualifications of instructional staff;
- f. the management of training injuries and rehabilitation;
- g. the management of substandard performance and behavioural shortcomings;
- h. the treatment of complaints within ADF Schools and Training Establishments; and
- i. any systemic issues relevant to ADF Schools and Training Establishments that have been addressed by the 2005 Senate Committee Report into the effectiveness of Australia's military justice system.

End-state

5. The end-state of this inquiry is to identify systemic issues (leadership, policy, doctrinal, procedural and/or training protocols) which give rise to inappropriate behaviour by staff and or students in the ADF's Schools and Training Establishments. The focus is at the systemic level as opposed to the individual level, and should also include identification of those positive attributes of the system that should be sustained or enhanced.

Recommendations

6. You are to make recommendations, among other things, upon the following:
- a. what, if any, corrective systemic actions need to be taken to rectify identifiable systemic issues; and
 - b. remedial actions required to bolster the current system, which would prevent any such systemic issues from arising.

Other findings

7. You are not to make recommendations pertaining to criminal or Defence Force Discipline Act (DFDA) matters. Should you, in the course of the inquiry, discover any criminal or DFDA related offences, you are to refer such matters to the commanding officer of the unit or to other appropriate authorities. The Inspector General ADF is also to be informed of any such referral.

Documentation

8. The following documentation is to be provided with your report:
- a. a list detailing authorities consulted in conducting the inquiry;
 - b. these Terms of Reference; and
 - c. your Instrument of Appointment.
9. You may attach other material if it materially benefits your report. Any material gathered during the course of your inquiry that is not attached/provided with your report is to

be provided to the Office of Head Military Justice Implementation Team for retention or disposal.

Progress Reports

10. A progress report is required by 28 February 2006 to allow the scope of the inquiry to be reviewed and in order to address any particular matters that may have arisen.

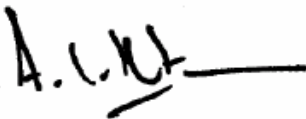
Report

11. You are to complete your Report by 30 June 2006 or, if completion is delayed, you are to arrange for an appointment with me seven days before that date, at which time you are to submit to me a progress report on that date and be in a position to justify any request for an extension of time. If completion is further delayed, you are to submit monthly reports until the Report is completed.

Administration and Support

12. Administration and support for the inquiry will be provided through the Office of Head Military Justice Implementation (HMJIT – RADM Bonser). I am available to discuss any matters that may arise during the course of the inquiry. HMJIT may be used as a first point of contact for all matters relating to the inquiry.

Appointing Authority



A.G. HOUSTON
ACM
CDF

2 Nov 05

Note: The submission date for the Progress Report referred to in paragraph 10 was subsequently amended to 31 March 2006 and agreed to by the Chief of the Defence Force.

ATTACHMENT B

VISITS AND DISCUSSIONS UNDERTAKEN

Chief of the Defence Force

24 January	Chief of Army, Chief of Staff Headquarters Training Command Army
24 January	Chief of Air Force
24 January	Director General Defence Force Recruiting
24 January	Director Defence Equity Organisation
25 January	Director Defence Complaints Resolution Agency
25 January	Directorate of Strategic Personnel Planning and Research
25 January	Chief of Navy, Acting Director General Navy Personnel and Training
25 January	Inspector General Australian Defence Force
30 January	Australian Defence Force Academy
31 January	Royal Military College of Australia, Duntroon
1-2 February	HMAS Creswell
2-3 February	RAAF Base Point Cook (Officers Training School)
6-7 February	RAAF Base Edinburgh (No 1 Recruit Training Unit)
7-9 February	HMAS Cerberus (Recruit Training School, Engineering Faculty, ADF School of Supply and Catering, Seamanship School, Communications and Information Systems Faculty, Rogers Division)
10 February	Army Recruit Training Centre, Kapooka
16 February	HMAS Watson
16-17 February	Holsworthy (3 rd Battalion, The Royal Australian Regiment (3 RAR), Defence Police Training Centre)
20-21 February	Townsville (3 rd Brigade)
24 February	Australian Defence Force Academy
27-28 February	HMAS Stirling (Submarine Training and Systems Centre, Fleet Intermediate Maintenance Authority, HMAS ADELAIDE, HMAS SHEEAN)
1 March	RAAF Base Pearce (No 2 Flying Training School, 79 Squadron)
6-8 March	Combat Arms Training Centre, School of Infantry, Singleton
6-8 March	RAAF Base Williamtown
14-15 March	HMAS WARRAMUNGA and HMAS MANOORA
16 March	RAAF Base Wagga (RAAF School of Technical Training, RAAF School of Administration and Logistics Training)
17 March	HMAS DECHAINEDAUX
21 April	HMAS Creswell
27 April	Basic Flying Training School, Tamworth
1 May	Combat Arms Training Centre, Schools of Artillery and Armour, Puckapunyal
2 May	Army Logistic Training Centre, Bandiana
4 May	Army Aviation Training Centre, Oakey
5 May	Electronic Warfare Wing, Defence Force School of Signals, Cabarlah
10 May	HMAS Cerberus (Recruit School, Engineering Faculty, Seamanship School, Communications and Information Systems Faculty, ADF School of Catering)
18 May	Attraction and Retention Inquiry Team
7 June	Director Defence Equity Organisation
7 June	Head Defence Personnel Executive

ATTACHMENT C

IMPRESSIONS OF INDIVIDUAL SCHOOLS AND TRAINING ESTABLISHMENTS

The Inquiry Team visited and surveyed a large number of schools and training establishments. In each case the visits were brief (mostly one day and overnight) and the samples of trainees and trainers surveyed were too small to provide statistically significant data. Nonetheless, given the information and documents provided by each establishment and the focus group discussions with trainees and trainers we have been able to develop an informed impression of each school and training establishment. From these impressions, together with the overall survey results, we believe we have been able to establish a reasonably robust picture of the overall culture.

At the request of the Chief of the Defence Force (CDF), set out below are the summaries of our impressions of the culture of each establishment we visited.

They include an assessment of the key risks to be managed. This assessment does not necessarily reflect the actual level of incidents of inappropriate behaviour, but the risks that need to be recognised and managed. These summaries are intended as guides for further work by the training establishments concerned and include examples of good practice.

TRI-SERVICE TRAINING ESTABLISHMENTS

AUSTRALIAN DEFENCE FORCE ACADEMY

Overview of Culture

The Australian Defence Force Academy (ADFA) is Australia's tri-Service officer training establishment. It provides a combined academic and military education, with graduate degrees conferred by the University of NSW. The three Services complement ADFA's education and training with single Service training conducted in varying ways: apart from the ongoing single Service Navy, Army and Air Force training by their respective Service training establishments during academic breaks, Navy provides an initial year at Creswell and a sea posting, Army provides a post-ADFA course at Royal Military College (RMC) Duntroon, and Air Force elects to do no further training pre or post the education and training mix provided to its officer cadets throughout their time at ADFA.

ADFA sits on the slopes of Mount Pleasant in Canberra just behind the centre of the Defence organisation at Russell. It is the premier Defence training establishment and looks rather like a prestigious boarding school. It has more of a learner orientation than most other Australian Defence Force (ADF) training establishments, driven primarily by its academic focus, and taking advantage of the 3 or 4 years to help midshipmen and officer cadets succeed. It overlays this with trainer-oriented military discipline not only in the training of military skills and drills, but also in oversighting ADFA's academic class attendance, study and academic progress. There appears to be a close camaraderie between the then Commandant and the Rector of the College reflecting a deep mutual respect for interdependent institutional aspects of the Academy. We were unable to get a firm feel for the relationship between academics and other staff members but gained the impression the two are a little separated partly because of mess arrangements.

One is immediately aware of the tri-Service environment but can not help but notice the lack of blending between students; you see groups of Navy, Army or RAAF students as opposed to tri-Service groups. They also all sat with their fellow Service friends in the focus groups. Navy midshipmen, in particular, have their own networks developed during their Navy Officer Year One (NOYO) arrangement. This lack of a coherent ‘purple’ culture extends to staff and to living arrangements and discipline. Indeed, trainers have very different views on such matters as discipline, personal assessment and the mix of positive versus negative reinforcement, based largely on their Services’ approaches. Many revealed similar frustrations with current policies and procedures to those we saw elsewhere. The trainees are very conscious of the fact that Army cadets are far more likely to be charged than the others (‘Army cadets are trashed’).

The students seem to be jumping out of their skins with fitness, academic work, and excitement about the mixed gender environment, sporting prowess, being away from home and the bar as the centre of their universe! They are generally well satisfied with their training and education, which they mostly find interesting and challenging. But they are concerned about inconsistent treatment by trainers and what they see as a subjective approach to assessing their officer-like qualities. There is a consciousness of the risks of inappropriate behaviour from drink and drugs amongst the midshipmen and officer cadets themselves, though they believe this is no more than elsewhere in the community.

Despite strong academic results which have continued to improve, the learning culture cannot be said to reflect optimal practice given inconsistencies, the mixed attitudes of military trainers and the less-than-optimal tri-Service integration. But substantial effort has been made to address bullying and harassment, and to educate midshipmen and officer cadets about the dangers of excessive drinking and other community-wide matters. The culture certainly does not condone bullying and harassing.

Risks to be Managed

Our strong impression is that, post the Grey Report (1998), the culture no longer encourages bullying or harassment, but there remain significant risks of inappropriate behaviour as the Academy has so many young men and women living together in close proximity and in most cases, living away from their parents for the first time. Indeed, there is a feeling of exuberance among the midshipmen and officer cadets that seems in hand but perhaps is only just.

The shift away from institutional bullying has been achieved in part by prescriptive measures rather than a pro-active approach to build across staff, midshipmen and officer cadets a shared belief in a more values-based and learner-oriented culture. The measures seem also to have led to a reduction in the original emphasis on establishing a coherent ‘purple’ culture.

The main risks now seem to be:

- High levels of hormones, excessive alcohol consumption, mixed gender and relatively high levels of disposable income;
- Work load of engineering students;
- Number and quality of staff for supervision and mentoring; and
- People suffering injuries.

Good Practice

- Academic learning environment.
- Support services – psychologists, chaplains – and their skilled and sophisticated approach to such issues as suicide awareness and drug and alcohol education.
- Willingness to measure and discuss behaviour openly.

- Pride in institution.
- Facilities (noting some upgrading may be needed).

Areas for Improvement

- Attracting the very best of staff, including role models of recent graduates, and officers across the different areas of the ADF, including pilots.
- More investment in induction training of staff, and better handover arrangements.
- Longer postings of Commanding Officer (CO) and some staff.
- A coherent tri-Service ADFA approach to assessment, discipline, teaching methodologies that reflect the Defence values of Professionalism, Loyalty, Integrity, Courage, Innovation and Teamwork (PLICIT).
- A review of the different Service approaches to mixing ADFA and single Service training, perhaps involving a common first year at ADFA followed by 5 or 6 months single Service training and exposure, before advancing together for subsequent ADFA education and training interspersed with short periods of non-duplicated single Service training during study breaks.

BASIC FLYING TRAINING SCHOOL, TAMWORTH

Overview of Culture

The Basic Flying Training School (BFTS) at Tamworth provides basic flying training and flight screening for the three Services, and Qualified Flying Instructor training. About 150 students undertake basic flying training each year (approx 22% Navy, 32% Army and 46% RAAF) and about 275 undertake flight screening. Successful trainees gain both civilian and military qualifications. The training is managed via a contract with BAE Systems, with about half military and half civilian instructors. The School is not a military base and is located alongside the civil airport without separate security.

The School has a unique tri-Service and military/civilian culture, with the common denominator being the technical training in flying. There is a light overlay of military dress and drills.

The strong motivation of the trainees to fly, and the high staff to trainee ratio ensures a reasonable learner orientation. However, staff resourcing constrains the amount of supervision, mentoring and other support that the CO can provide to candidates and students. This is exacerbating what is already a serious pilot training pipeline problem with discontinuity of training and longer times in training than would be efficient or in the best interests of the pilot trainees. This detracts somewhat from the learner focus that might otherwise be achieved.

Nonetheless the trainees report high levels of satisfaction with their training which they find very interesting and challenging. The motivation of trainees also probably reduces the risks of inappropriate behaviour, but may result in under-reporting of sickness and injury. There are problems with training discontinuity and lack of available flying time, and with building a coherent values framework, which detract from achieving the optimal learning culture which might also minimise the risk of inappropriate behaviour.

Risks to be Managed

The main risks seem to arise from:

- The pipeline delays and longer than necessary training courses, which give rise to boredom and frustration and associated risks of misbehaviour;
- Isolation from family, the misuse of alcohol on occasions and associated problems;
- Unwillingness to report illness or other conditions that would deny trainees flying time;

- Lack of confidence in reporting incidents of inappropriate behaviour due to fear of repercussions; and
- The pressures of flying training and the trainees high expectations, with risk of self-harm following failure to succeed.

Good Practice

- General quality of instruction, and leadership.
- Accommodation and facilities.

Areas for Improvement

- Pilot training pipeline management.
- Resource management flexibility at the School, including increased resources for instructors reflecting the ADF demand for pilot training and increased resources for course evaluation.
- Articulation of a coherent values framework that is relevant to all trainees and trainers;
- Increased mentoring skills amongst instructors.
- Review of whether Tamworth should be a military base and the communications links with the Defence organisation.

ELECTRONIC WARFARE WING, CABARLAH

Overview of Culture

The Electronic Warfare Wing (EWW) of the Defence Force School of Signals (DFSS) is a joint training facility located in Cabarlah, Queensland with detachments in Darwin and Nowra. Its parent headquarters, the DFSS is located in Watsonia, Victoria. Overall, the DFSS trains up to 5000 people a year, with around 700 at any one time, in about 125 courses; teaching basic to advanced skills. The EWW also provides basic and advanced training; it has only about 80 trainees at any one time, mostly category trainees doing basic training. They belong to all three Services, the majority from Navy and Air Force.

While the details of the training are classified, the team was able to get a reasonable insight into the sophisticated skills required to be mastered and the emphasis on intellectual, communications and language competencies. The learning culture reflects this emphasis, with an expectation that trainees learn to think and are encouraged to be innovative.

There is a much more balanced representation of female and male staff and students, which was evident in all facets of the workings of EWW. There was also evidence of behaviours and feelings amongst both trainees and staff that genuinely embraced the Defence policies committed to E&D. It is assessed that EWW DFSS is closer to best practice behaviour with regard to mutual respect between trainees and trainers than any other training establishment visited, notwithstanding the concerns some trainees raised about life in Cabarlah and Toowoomba.

The facilities and equipment used for the training are old, however. Whilst there is a plan to modernise the training environment, the Wing does not seem to receive priority when investments are made elsewhere in Signals/Electronic Warfare (EW) operations, so that opportunities for modern learning techniques to assist with keeping up with the latest in EW techniques are lost. Administrative support is also weak and out of the direct control of the Wing.

Overall, the learning culture is good, but could be improved further.

Risks to be Managed

The sample of trainees was far too small to draw firm conclusions, but our impression from all the evidence received is that the level of inappropriate behaviour is no more than elsewhere, and probably lower (although there have been five alleged incidents in five months advised by the CO DFSS). The main risks are:

- Long delays for some trainees before commencing the training, particularly to gain security clearances, presenting risks from demotivation and boredom;
- Excessive alcohol consumption and associated misbehaviour;
- Inappropriate fraternisation, and the fallout from break-downs in relationships, developed over the long courses; and
- Lack of life experience amongst a relatively young group of trainees, geographically isolated and participating on lengthy courses (in some cases 12 months).

Good Practice

- Acceptance of a mixed gender environment, with a significant number of female staff including in the most senior positions; females appear to enjoy a much higher degree of respect in the signals musterings.
- Mutual respect between trainees and trainers.
- Tiered supervision and a balanced and diverse approach to extra curricular activities.
- External community involvement in briefing trainees and staff on such issues as safe sex, police and health services.

Areas for Improvement

- Advice to prospective trainees considering this category of training, and more timely management of security clearances.
- Facilities and equipment, and administrative support.
- Continue to develop modern instructional techniques, embracing a learner culture rather than the traditional trainer oriented culture.
- Improve the motivation to be posted to an instructional billet in joint training establishment in a shore posting.

DEFENCE POLICE TRAINING CENTRE, HOLSWORTHY

Overview of Culture

Defence Police Training Centre, Holsworthy has recently undergone another re-configuration aimed at promoting further synergies in the joint professional development of military police across the Services to meet contemporary, more sophisticated requirements. It is situated near Liverpool in the western suburbs of Sydney - this is not a preferred location for some. The presence of the very modern Defence Force Corrective Establishment gives it an air of sternness and seriousness.

The leadership is attempting to give the new establishment (2003) a feeling and culture that reflects the importance of the training and duties they perform throughout the ADF. The message of Mission, People and Environment is promulgated widely. However, a tri-Service culture is yet to fully emerge, along with a coherent set of priorities regarding the curriculum needed in today's ADF, particularly for improved investigative capacity.

The trainees (who are mostly experienced servicemen and women) and trainers reflect the culture of the Service Police which emphasises obedience. They are struggling with the new requirements of military justice, and see their workload increasing because of new procedures and because those in command are transferring some of their more difficult responsibilities for discipline to

Service Police. Many are unhappy with developments and feel that the ADF is going too soft and making their jobs very difficult; they also feel the system tramples on their rights and is not fair.

The learning culture falls short of the optimal, despite current efforts and recent investments. Staff and trainees do not feel they are receiving priority, nor that they have been listened to or properly engaged about changes to military justice etc. They recognise their own training needs more attention. Posting to the Centre however is not highly valued.

The culture at the Centre itself does not condone bullying or harassment.

Risks to be Managed

The CO indicated that he felt that a risk was that the training environment is often challenging and on occasions, both trainees and trainers have been known to vent their frustrations and use inappropriate language or make inappropriate comments. We agree that inappropriate behaviour in the Centre is probably infrequent, and mostly related to trainee (and trainer) misbehaviour out of hours, and minor oral abuse during training. The risks that need to be managed include:

- Excessive use of alcohol and related misbehaviour;
- Lack of morale because of perceived lack of respect and priority in the workplace and the not yet mature tri-Service environment; and
- Isolation from families and lack of extra-curricular activities.

Good Practice

- New establishment and good facilities.

Areas for Improvement

- Genuine engagement on the rationale as well as the processes involved in military justice and investigations etc.
- Training of trainers and trainees in managing difficult people appropriately, including handling verbal abuse.
- Building a tri-Service environment.
- Extra-curricula interests for trainees.
- Enhanced status and pride in military police work.

NAVY TRAINING ESTABLISHMENTS

HMAS CRESWELL

Overview of Culture

HMAS Creswell, located at Jervis Bay south of Nowra, NSW, conducts the New Entry Officer Course both for direct entry trainees and ADFA midshipmen before they commence their tri-Service course at ADFA. Various short training courses are also conducted for experienced sailors and officers. About 180 people undertake the New Entry Officer Course each year, about one third being ADFA midshipmen. There are two cohorts each year, the ADFA midshipmen usually in the first cohort, going on to a sea posting before starting at ADFA in their second year in the ADF.

While lacking the pace of the larger Naval bases, HMAS Creswell is steeped in Navy history and culture, and senior management exude a pride in their Navy and this establishment.

Morale amongst the officer trainees is high, and they value the training they are receiving. They appreciate the challenges they face, but many expressed some concern about inconsistent treatment and about occupational health and safety (OH&S).

The curriculum has recently been reviewed and refreshed, with some improvement in professional delivery, though the Inquiry Team's impression was that more improvement is needed to build a genuine, high quality, learner-oriented culture. There is discomfort amongst some trainers about current policies and procedures regarding the rights of trainees, but most showed respect for the trainees. We also spoke to and surveyed some trainees doing advanced courses: some expressed similar frustrations to the trainers about the rights of young sailors and midshipmen, and there was clearly tension between the new and old guard.

While there is growing acceptance of women amongst Navy officers, it seems to us that Navy still has a strong, conservative and hierarchical male culture with few senior women role models. This is reflected also at HMAS Creswell, despite genuine acceptance of equity and diversity (E&D) amongst staff and trainees and a culture that clearly does not consciously support bullying or harassment. The female trainees however still seem to be required to adjust to the male culture rather than the school culture adjusting in any fundamental way to the needs and styles of the women.

Risks to be Managed

While trainees report a relatively high level of incidents, the Inquiry Team's impression is that this reflects more openness at HMAS Creswell rather than more inappropriate behaviour. The main risks appear to be:

- The adjustment to living away from home in a Service environment;
- Excessive alcohol consumption and related problems, particularly after 4 weeks when restrictions are lifted and the level of supervision is relaxed;
- OH&S, particularly amongst trainees needing to build up their fitness levels; and
- Initial interaction with sailors at sea and inappropriate models of behaviour amongst lodgers and sailors doing short courses.

Good Practice

- Values focus in the officer training.
- Leadership commitment.

Areas for Improvement

- CO's posting tenure lengthened
- More learner oriented training, for example, more coaching, self paced learning.
- More women staff, and more careful consideration of the needs and preferences and styles of women.
- Further moves to make postings attractive for the best instructors and role models, including by ensuring that these postings enhance career progression.
- Reconsideration of the NOYO/ADFA arrangement to ensure both a smooth transition into Navy and the tri-Service objectives of ADFA (see ADFA notes).
- CO given control of facilities management.

RECRUIT SCHOOL AND CATEGORY SCHOOLS, HMAS CERBERUS

Overview of Culture

HMAS Cerberus, located on the eastern side of Mornington Peninsula, Victoria, is the Navy's largest training establishment. It also delivers tri-Service training for the ADF. Total numbers at

the Base vary between 1,500 and 2,500, depending on recruitment intakes and category training schedules. There are three distinct training areas undertaken at HMAS Cerberus. They are recruit training, maritime warfare and logistics. There has been a concerted attempt to change the training culture at HMAS Cerberus, with a focus on enhancing the quality of the overall leadership team, and also with particular emphasis on the Recruit School where the trainers have been more carefully selected, based on their experience and competence as instructors. It is not clear whether the same policy has been accorded and/or achieved in all the other training areas at the Base. The Inquiry Team felt that this is unlikely.

Whilst the establishment enjoys a strong leadership team at the top which is committed to the changes required, there are some learning culture initiatives yet to be fully embraced down the line. Primarily among them is an environment, in which the learners are seen as assets, and in which a learning focus predominates over a teaching focus, where caring about one another is not at odds with military discipline, and where reward (positive reinforcement) is seen as a better method of teaching than punishment (negative reinforcement). A number of Non-Commissioned Officers (NCOs) and Warrant Officers (WOs) who met with the Inquiry Team were frustrated and felt disenfranchised and unsupported by their leadership teams (who were seen as pandering to the trainees who were given too soft an introduction into Navy life); they also felt they could be faced with a 'red card' from a trainee and, as a result, could be removed from instructional duties and have their careers ruined. These trainers were nonetheless highly committed and hardworking, and very proud of the Navy.

While the trainees shared the high level of pride in the ADF seen elsewhere, and most were satisfied with their training, their level of satisfaction was below that of most other establishments and they did not find the training as interesting or challenging as trainees from most other establishments. These results were poorer for those doing the category training than those at Recruit School. Many trainees in Rogers Division are there for very long periods. Their separation may be reducing the risk of bullying, but many do not seem to be receiving quality, tailored support or continuing training that is contributing to an ongoing motivation towards working in the Navy. Those awaiting security clearances were the most troubled.

Our impression therefore, is that the learning culture at HMAS Cerberus, whilst embracing sweeping changes in recent years, requires further effort to reach best practice particularly in being learner oriented. This applies to civilian contracted instructors as well as military instructors.

The culture certainly does not consciously support bullying or harassment, and there is widespread understanding and compliance with the policies prohibiting inappropriate behaviour, but a significant number of staff are not fully onside, seeing the rules as a burden that reduces rather than increases military standards. In this context, the risks of misbehaviour are higher than they could be.

Risks to be Managed

The level of awareness of incidents is higher in Cerberus Category Schools than in most other establishments, but lower in the Recruit School. The main risks in HMAS Cerberus appear to be:

- Rogers Division, particularly those there for lengthy periods including those awaiting security clearances;
- Anger and frustration in the middle level management teams (NCOs and WO) who think and feel differently to the way they are expected to behave as instructors. They are challenged by trainees joining with much more diverse values to those they possess;

- The move from a very controlled, well supervised Recruit School environment to the category school environment where there is little supervision and limited military presence, both during instruction and even more so after hours;
- The treatment by trainees of those recruits who do not seem to possess the skills and attitudes to succeed in the Navy;
- Excessive alcohol consumption, including binge drinking; and
- Consistent leadership qualities and instructional standards in the contracted civilian instructional teams.

Good Practice

- The leadership teams' policies and procedures and their intention to embrace continuous improvement towards the attainment of a healthy learning environment.

Areas for Improvement

- Improving the selection and preparation of all the schools' and faculty's instructional teams, not just the Recruit School, ensuring sufficient leadership capabilities to relate to current trainees and improved consistency in the quality of instructors; civilian as well as military; military postings should enhance career progression.
- Continuing the development of best practice flexible learning.
- More sensitivity towards the personal needs and preferences of trainees, including adequate time for sleep and personal hygiene (some improvement was noted on the Inquiry Team's second visit).
- Continuing upgrades of facilities and accommodation.
- Advice/support/diversion re alcohol consumption.
- Attempting to more effectively accommodate ADF Catering School's base support requirements due to their off-base training environment.

TRAINING AUTHORITY MARITIME WARFARE, HMAS WATSON

Overview of Culture

HMAS Watson is the Navy's premier training establishment for their tactical professional maritime surface warfare training. The Training Authority Maritime Warfare has over 500 approved courses from 2 days to 6 months for all rank levels. Over 150 officers undertake the Junior Warfare Application Course each year, and over 300 sailors undertake the Basic Category course.

South Head in Sydney is a spectacular environment but it is not matched by some of the facilities and some of the accommodation, nor by the quality of training and the morale of trainees. There is a considerable workload for instructors, involving long hours and much to master to instruct and support the trainees. Navy struggles to meet this training liability and to provide qualified officers and sailors, particularly given the increased operational tempo. While trainers like their posting to Watson, they do not believe it is career enhancing. Trainees perceive that there is not the same commitment to Defence's or Navy's values as is evidenced elsewhere.

The trainees were forthright in their views and many were unhappy; their morale was lower than at sister establishments undertaking training of a similar nature. There is concern amongst the trainees about the quality of their training and a perception of a lack of respect for them, including concerns about misbehaviour amongst staff and inconsistent treatment of trainees.

The learning culture seems to fall well short of the optimal, with some trainees not feeling valued nor encouraged to excel. Focus group discussions suggested that both staff and trainees are not well skilled in handling personal relations.

While the policies and procedures clearly prohibit bullying and harassment, the culture leaves significant risk of misbehaviour by some trainees and some trainers.

Risks to be Managed

Trainees at Watson report more incidents of inappropriate behaviour by both trainers and trainees than elsewhere. Key risks appear to be:

- Excessive drinking and possibly other drug use;
- Inappropriate sexual relations;
- Inappropriate behaviour by trainers towards trainees;
- Long holding arrangements (including from back classing), and associated problems of boredom and idle time; and
- Training off-base on the ships, with risks from initial interaction with more experienced sailors not always tolerant of the new young officers and sailors, or having the time to provide the necessary trade training supervision.

Areas for Improvement

- Selection and training of trainers.
- Stronger leadership, particularly supervision and support for trainers.
- Learner oriented training and more use of positive reinforcement.
- Consistent and rigorous approach to assessing behaviours.
- Advice/support/diversion re alcohol.
- Improve the quality and quantity of living-in accommodation.
- Improve facilities for learning.

SUBMARINE TRAINING AND SYSTEMS CENTRE, HMAS STIRLING

Overview of Culture

HMAS Stirling is located south of Rockingham in Western Australia. As the Navy's Fleet Base West it has collocated the Submarine Training and Systems Centre (STSC), which is a category training establishment where all the individual training is completed for submariner crews. This includes all prospective submariners who have completed their enlistment and trade training. The trainees include recent enlistees and lateral volunteers from other parts of Navy. About 70-80 people are trained each year, with around 30 trainees in the STSC at any one time. HMAS Stirling has modern facilities and excellent equipment, and is both a training and a resource centre for the Fleet.

Submariners regard themselves as an elite force, highly self-sufficient, able to operate behind enemy controlled areas and in total isolation for long periods. There is quite a degree of familiarity across ranks, balanced by a very strict appreciation of professional standards and individual and shared responsibilities.

The STSC reflects this culture, with a strong emphasis on individual learning and individual responsibility. The STSC is a centre of excellence. It has the top technical experts from the Australian Submarine Corporation as well as from the Fleet. They possess an attitude that they are in the Centre to learn themselves, as well as to teach. The high level of mutual respect between the civilian and military trainers was very evident. The posting is highly sought amongst

submariners in Navy. As teachers, they are generally well trained and continuously assessed. Trainees are volunteers and expected to be highly motivated.

The trainees themselves are all satisfied or very satisfied with their training.

The learning culture at this Centre is close to best practice. It certainly does not condone bullying or harassment, but there remain some significant risks.

Risks to be Managed

No incidents were mentioned at all by trainees, and the general culture and motivation of trainees probably reduces many risks. But the expectations of success, and the elite culture of submariners, may add to some risks:

- Generic risks such as excessive alcohol consumption and sexual misconduct are probably lower (but still there), as are risks of adjustment;
- Risks to self esteem etc from not meeting the standards may be higher; and
- The interaction with disaffected supervisors and sailors in the Fleet (i.e. Part 3 training) evidently also presents a significant risk (serious incidents in the recent past).

Good Practice

- Learner oriented training.
- Centre of excellence as well as training establishment.
- Quality of both civilian and Navy instructors, and their close relationship and mutual respect.
- Mutual respect amongst trainees and trainers.
- Emphasis on values in practice rather than on processes.

Areas for Improvement

- Reducing turnover of military instructors.
- More on the people management skills of staff.

FLEET INTERMEDIATE MAINTENANCE AUTHORITY, HMAS STIRLING

Overview of culture

This assessment is particularly impressionistic as the Inquiry Team did not include the trainees or trainers in its surveys, though they did participate in focus group discussions.

The Fleet Intermediate Maintenance Authority (FIMA) is not primarily a training establishment, but a facility providing first level maintenance of the fleet. In doing so it is expected to provide much of the on-the-job training (OJT) post category training/IET for Navy's technical trades trainees.

The engineering culture is apparent in FIMA, a preference for structure and clarity and a focus on the practical in a mostly undemonstrative fashion.

This perhaps makes FIMA's current challenges starker. The Inquiry Team felt that it is struggling to clarify its role in an era of contracted maintenance and modern ship maintenance systems, and cannot command priority attention while there is such ongoing high operational tempo. FIMA's facilities and equipment appear to be considerably under-utilised.

In this situation, neither staff nor trainees feel strongly motivated despite the apparent advantage of training being practical and on-the-job. There is clearly considerable room to build an appropriate learning culture and a sense of purpose that serves the modern Navy.

Risks to be Managed

The Team did not gather any direct evidence about the levels of inappropriate behaviour. The following appeared from our discussions to be significant risks:

- Boredom;
- Excessive alcohol consumption, and possibly other illicit drugs, and associated misbehaviour; and
- Younger inexperienced sailors being led astray by more senior sailors on short-term placements at FIMA.

Areas for Improvement

- Need to clarify role with contracted maintenance, and develop partnership re: OJT.
- Need to redevelop curriculum relevant to new processes of on-ship and off-ship maintenance, and revisit implications for earlier stages of training.
- In this context, pursue priority for best civilian and military instructors and supervisors, and stronger leadership.
- Improved training of instructors in coaching and learner oriented training, and in leadership and people management.

ARMY TRAINING ESTABLISHMENTS

ROYAL MILITARY COLLEGE, DUNTROON

Overview of Culture

RMC is the pre-commissioning education and training ground for Army Officers. About 350 are trained each year, just under a third being ADFA graduates on completion of their studies, with the rest being direct entry students including senior soldiers seeking commissioning as officers. RMC also undertakes Reserve and specialist commissioning training

There is a highly structured program in place. This is backed up and reinforced by the Army's commitment to place the best and brightest trainers into RMC, having clear and articulated values, codes of practice, rules and regulations.

There are no excuses made about the fact that this is a tough and challenging establishment. The men and women training here are disciplined, fit, regimented, bright and highly motivated. Trainees are very satisfied with their training and find it challenging and very interesting.

The staff are models of soldierly qualities, hand picked from previous performance; and the surroundings reinforce the prestige, history and importance of this College to Army.

Army culture, shaped greatly by a combat focus, tends to build leadership skills from the bottom up: starting firstly with the skills needed to lead a group of soldiers in close dismounted combat. There is a very strong emphasis on teamwork and the chain of command and it has a strong masculine culture.

RMC's culture reflects this. It is consciously attempting to apply a more learner-oriented approach, but has some way to go to value and accommodate differences. The Inquiry Team

observed from the trainee focus group discussion that diversity of ideas and people is not always accepted.

The culture does not consciously support bullying or harassment, and this is reflected in staff and trainee attitudes, as well as behaviours and policies. But there are risks arising from the approach the College takes to team building and the perhaps excessive emphasis on obedience. There are also risks of misbehaviour amongst young people, particularly at times when they are not supervised.

Risks to be Managed

The level of incidents reported is higher than average, perhaps reflecting in part, a slightly more open culture than in the past. The main risks seem to be:

- Excessive conformity;
- Disrespect for trainees who are perceived to be performing poorly;
- Excessive drinking;
- Inappropriate sexual relations; and
- Less prepared visiting instructors using inappropriately authoritarian approach.

Good Practice

- Selection of trainers.
- Structured curriculum.
- Explicit policies and supporting documents on values, codes of conduct etc.
- Equity adviser mentoring.
- Highly effective leadership.

Areas for Improvement

- Training in self awareness and people management amongst trainers.
- Skills amongst officer cadets in handling their relationship with poorly performing peers.
- Flexibility in managing facilities and administrative support.
- Further moves towards learner orientation and allowance for individuality.

ARMY RECRUIT TRAINING CENTRE, KAPOOKA

Overview of Culture

Army Recruit Training Centre (ARTC) Kapooka provides the post enlistment training for all recruits into Army, focussing on their introduction to Service life. The emphasis is on teamwork and military discipline, and personal responsibility. Training is reasonably tough particularly regarding fitness and obedience.

The culture is mostly an infantry-based one, with an emphasis on the requirements for close dismounted combat involving teamwork, controlled aggression and fitness.

There is clear evidence of a change in policy, to help recruits achieve standards rather than weed out the unsuitable, and giving recruits respect and providing support. Morale and satisfaction amongst trainees are high. But the feelings of many instructors are not yet aligned: they feel disempowered and uneasy about whether the changes are in the interests of Army's combat capability. The lack of responses to the trainer survey perhaps adds weight to the impression given of a lack of alignment with high level policies on such matters as E&D.

There remains a significant gap between Kapooka's culture and the optimal learning culture, with room for greater respect for trainees and for a learner orientation based more on positive

reinforcement and less on instinctive obedience. The culture does not consciously support bullying or harassment, but the lack of alignment of NCOs and WOs attitudes and the style of training have left the risk of inappropriate behaviour higher than it could be.

Risks to be Managed

A low level of incidents of inappropriate behaviour was reported, and most relate to minor abuse of trainees by trainers. Trainees claim a high level of willingness to report incidents, and they greatly appreciate the role of chaplains and psychologists. They also strongly supported the policies on inappropriate behaviour. There is, however, considerable frustration amongst many trainers.

The main risks of inappropriate behaviour appear to be:

- Oral abuse of trainees by trainers, for example, singling out and belittling struggling trainees;
- Alienation of those having difficulty performing, or fitting in, with the risk of bullying by peers and self-harm;
- Alcohol (and possibly other drugs) misuse including binge drinking when the opportunity arises; and
- Associated risks of sexual misconduct and fighting.

Good Practice

- Senior leadership.
- Selection of instructors is improving, and the policies and induction programs are well designed.
- Support via chaplains and psychologists is excellent.
- Platoons for rehabilitation and back-classing, and for managing discharge with respect and expeditiously.

Areas for Improvement

- Longer postings for the CO to consolidate cultural change.
- Further improvement in selection and training of trainers.
- Compensating for the existing disincentives for trainer postings to ARTC.
- Achieving alignment amongst WO and NCO instructors, gaining their confidence in the benefits of the optimal culture being pursued.
- Allowing more individual-based learning with more emphasis on positive reinforcement, without losing the fundamentals of teamwork and personal responsibility.

ARMY AVIATION TRAINING CENTRE, OAKEY

Overview of Culture

The Army Aviation Training Centre at Oakey, Queensland is positioned in a lovely rural setting outside of Toowoomba. There is a strong family atmosphere both on the base and in the general area.

Around 739 trainees attend up to 190 courses per annum. Pilots graduating from BFTS, who elect to undertake helicopter flying, continue here; they are mostly Army but include a small number of Navy pilots. Graduates from the RAAF School of Technical Training at RAAF Base Wagga may also come to Oakey for further training specialising in helicopters. It is a highly technical base with some of Australia's most sophisticated equipment, including some world leading flight simulation. It is a centre of excellence providing advanced training in nearly all ADF helicopter types, and training for new types coming into service.

OH&S awareness is a way of life in this institution and trainees, instructors and administrative staff are all highly conscious of its importance.

Trainees, both pilots and ground staff, find the training very interesting and challenging, and are very satisfied with their treatment. Some have experienced delays in getting to this stage in their training pipeline, but all seem very pleased to be in training here and commented favourably on the instructors at Oakey compared to those at Tamworth and RAAF Base Wagga (without being too critical of their earlier experiences).

Some of the trainers nonetheless expressed similar views to those held elsewhere about trainees having excessive rights, exploiting the system and being more interested in civilian qualifications than the ADF. Overall, however, they seem to have more respect for the trainees than elsewhere.

The centre has a strong male feel to it, with very few female trainees. Our impression nonetheless is that sexist behaviour is not rife but the women are likely to be misunderstood and ostracised if they do not conform.

The learning culture at Oakey has many of the attributes of the optimal learning culture for ADF training establishments. It is learner-oriented and backed up by good instructors and a shared learning environment within a centre of excellence. There remain challenges, however, particularly regarding attitudes towards women and skills in personal relations.

The culture certainly does not condone bullying or harassment, but there are risks around the pressure to succeed (particularly amongst the pilots) and the lack of inclusion of people (including women) who may not fit in. The leadership team at Oakey seems to be well aware of such risks and has in place some good support arrangements.

Risks to be Managed

None of the trainees surveyed reported being aware of any incidents of inappropriate behaviour. Our impression is that the risk is lower than average, but is still real. The main risks appear to be:

- Holding platoon and waiting for courses, where, through boredom, misbehaviour may occur;
- Excessive alcohol consumption and related misbehaviour out of hours;
- Isolation from families and artificial life in the accommodation blocks; and
- Poor treatment of women, and pressure for them to conform.

Good Practice

- Technical expertise and the centre of excellence standing.
- Instructor training.

Areas for Improvement

- Communication systems for young trainees to keep in contact with family and friends.
- Staff alignment with policies on E&D and discipline, and better training in personal relations.
- Unbiased review of whether technical assessment has a gender bias.
- Need for updated and interactive E&D courses.

SCHOOL OF ARTILLERY, PUCKAPUNYAL

Overview of Culture

The School of Artillery part of the Army's Combat Arms Training Centre is a centre of excellence not only providing IET for new gunners, but continuing professional development across many related disciplines, assistance with the introduction of new equipment and contributions to Army doctrine. Over 1200 people are trained each year by a staff of over 200 conducting 34 core courses. About 160 of the trainees are those undertaking their initial employment training.

Considerable effort has been given to developing an adult learning environment, and to balancing skills to 'kill and capture' with skills to 'care and nurture'. Effort is also being given to integrating artillery training with other combat elements to support complex warfighting. This desire for greater agility and initiative is balanced with the ongoing importance of drills and discipline in the dangerous business of handling such lethal weaponry. Most training courses are relatively short, the approach being to ensure regular upgrading of skills between periods of learning on the job in units.

Notwithstanding operational pressures, staff at the School are carefully selected and well trained in instruction and in the teaching culture of the School. They appreciate the posting and the learning they gain themselves.

There is nonetheless some unease amongst staff about aspects of current training policies and the focus on the rights of trainees. Their concern stems from an understandable emphasis on training soldiers for possible imminent operational deployment, and some of the issues they raise about insufficient support for instructors and long delays in resolving redress of grievance cases may have substance. There remains a challenge to ensure the learner oriented training is both truly effective in delivering the best soldiers, and supportive of the care and welfare of trainees. More effort is needed to gain alignment amongst trainers.

The culture does not consciously support bullying or harassment, but the strong male atmosphere and tendency to conformity that comes with the discipline involved in artillery drills and tactics may involve risks of some misbehaviour amongst the trainees.

Risks to be Managed

The number of incidents of inappropriate behaviour reported is relatively low. The main risks appear to be:

- Excessive alcohol consumption and related problems of fights and car accidents, not only amongst young IET trainees but also older soldiers undertaking short courses;
- Misbehaviour during time in the holding platoon; and
- Mostly low level (i.e. verbal) abuse of younger trainees, for example, singling out and belittling struggling trainees.

Good Practice

- Documentation on the framework of training, including the School's strategic plan.
- Selection and training of instructors.
- Keeping IET trainees and their families informed of progress.
- Leadership of the School.

Areas for Improvement

- Further alignment to deliver learner oriented training.
- Extra curricular activities programs.

SCHOOL OF ARMOUR, PUCKAPUNYAL

Overview of Culture

The School of Armour, part of the Army's Combat Arms Training Centre, provides training from IET level to the most advanced training including introduction into Service of new armoured vehicles and their weapons. About 1300 people are trained each year, around 20 being new officers and 250 are soldiers doing their IET.

It is recognised as a centre of excellence. Considerable effort has been placed in recent years on integrating the training across the Combat Arms and balancing the armour/infantry 'kill and capture' emphasis with understanding of the demands of more complex warfighting for skills to 'care and nurture'. This leads to more combined arms team training and mission orientated (project-style) approaches across the four Arms Corps.

The training philosophy has also shifted towards building in more education and capacity for initiative and thinking. The primacy of safety however demands a high degree of discipline and strict drills and other procedures, particularly at IET level.

Trainees are mostly satisfied with their training and have an average view about how interesting and challenging it is (most of the small number surveyed were very new to the School).

There is a high staff to trainee ratio, quality instructors, and the Inquiry Team gained the impression there was a greatly increased learner orientation. These are important elements of an optimal learning culture. There remain some frustrations amongst instructors and older soldiers doing advanced training, suggesting there is room for further improvement in aligning people with the intended culture.

There is no evidence the culture consciously supports bullying or harassment, but a more integrated ADF requires, amongst other things, that all training establishments, including those with exclusively male members, have universal respect and understanding for both sexes and of other aspects of diversity. We gained the impression that this has not been fully achieved at this establishment.

Risks to be Managed

The level of incidents of inappropriate behaviour reported appears to be low. The main risks are:

- Excessive alcohol consumption, and associated behavioural problems, particularly soon after arriving from Kapooka, and amongst experienced soldiers away from home on short courses;
- Boredom with longer periods in holding platoon; and
- Interaction between trainees and experienced but demotivated soldiers in lodger units not undertaking training.

Good Practice

- Support Squadron arrangements (Binh Ba Troop).
- Selection and training of instructors.
- Being a centre of excellence.

Areas for Improvement

- Further alignment of trainers and experienced soldiers, with the a better practice commitment to interpersonal relations.
- Extra curricular activities as alternative to excessive drinking.

SCHOOL OF INFANTRY, SINGLETON

Overview of Culture

The School of Infantry, part of the Army's Combat Arms Training Centre, but located in Singleton, away from its sister combat arms takes infantry soldiers graduating from Kapooka and trains them in the art of close dismounted combat. Around 800 trainees complete their training each year. The School also provides advanced training for infantry specialists and junior combat team leaders.

The fighting spirit, and ability to kill and capture, essential to infantry, entails a warrior culture and a strong male orientation. The soldiers are proud to be in the Army and enjoy the physical challenge involved in the training and the opportunity to learn the profession of arms at this sharp end of the business.

The School is putting substantial effort into both balancing the 'kill and capture' requirements with 'care and nurture' responsibilities for complex operations, and in providing a more supportive learning environment. There is clear evidence of improvements in the well-being of soldiers (such as impressive improvements in the rates of successful rehabilitation of injured soldiers), but much of the approach is still more about compliance with processes set from higher Command and the CO than belief by all those involved in the values and objectives. The debate about the balance required for the 'thinking soldier' has not been fully resolved, and the related issue of the most effective learning culture is certainly not settled in the minds of many, perhaps most, NCOs, WOs and more mature junior officers commissioned from other ranks.

Nonetheless, progress is being made towards the optimal learning culture sought by CDF, and there was no evidence of a culture that consciously encourages, or tolerates, bullying and harassment. It will still take considerable investment and time to get enthusiastic support as against compliance from the bulk of NCOs and WOs.

Risks to be Managed

The risks of inappropriate behaviour are well recognised amongst the School's senior staff, and appear to be being managed quite well. The very low level of incidents reported by trainees is not entirely convincing – we suspect there is under-reporting. The main risks are:

- Injuries and rehabilitation, and attitudes towards medically restricted trainees by peers and trainers;
- Excessive alcohol consumption and related misbehaviour;
- (Mostly petty) abuse of trainees by trainers; and
- Bullying of those struggling to perform or 'on wrong bus', and related risk of self-harm.

Good Practice

- Documentation of policies and strategies, including Strategic Plan.
- Leadership approach.
- Reflecting values in curriculum, management procedures etc.
- Rehabilitation management.
- Effort to educate about context and complexity of warfighting as well as skills and drills.

Areas for Improvement

- Selection and training of instructors, including through generic WO and NCO promotional training in leadership.
- Further shifts from the process focus currently used to achieve compliance in E&D and related training, to a more educative approach aligned with Defence's and Army's values.

ARMY LOGISTIC TRAINING CENTRE, BANDIANA

Overview of Culture

The Army Logistic Training Centre (ALTC) at Bandiana, located in the Albury-Wodonga Region is a very large and well kept establishment. It trains 6000 people every year through 252 courses and in 44 trades. It is like a very large TAFE with a major production line. The training areas and workshops are clean and modern with more than enough equipment. While there is a wide range of training undertaken, much of it is for all three Services, there is a clear over-riding Army culture – male oriented, based on the importance of rank, conformity and structure.

Considerable effort is being made to develop more flexible, learner-oriented training programs and to integrate into the Centre a strong, pro-active welfare program. There is a strong sense of purpose in the leadership of the organisation and pride in what is happening and why it is happening. Unlike some other establishments the feeling is that this team is comfortable with their posting, many of whom have been there for some time and would like to stay. Several schools are recognised centres of excellence in their trade.

Nonetheless, there remain problems and challenges. The attitudes of some trainees and some staff suggest the culture has some way to go to be learner-oriented with mutual respect, support for those needing extra coaching and rewards for those who could excel. E&D and related policies are generally complied with but not fully embraced or integrated into building more effective sailors, soldiers and airmen. Equally, some Defence policies and procedures appear formulaic and process-oriented, rather than values driven.

While there is clear commitment from the leadership to eliminate bullying and harassment, there was evidence that some elements within the centre accept bullying and do not respect diversity or have empathy towards those struggling to perform. The leadership also espouse gender equity, but even they lack a full appreciation of the depth of the male orientation in the school or the need for more affirmative action to welcome women and ensure they are valued and well supported (though we understand there have been two female COs of ALTC in recent years).

Risks to be Managed

Risks of inappropriate behaviour vary across the different courses and schools. Relatively low levels of incidents were reported by trainees, though the Inquiry Team notes that the conservative male culture may have led to under-reporting. Our impression is that the main risks are:

- The generic risks associated with a group of young people living away from home including in particular excessive alcohol consumption, use of other drugs, and inappropriate sexual relations;
- A strongly masculine culture that may resist change and diversity, exhibit sexism and sexually harass female trainees; and
- Bullying by trainees of underperforming trainees, sometimes condoned by some trainers.

Good Practice

- Safety and Welfare Plan and its comprehensive array of initiatives eg formation of clubs and activities to entertain and broaden the education of trainees, free bus service to town.
- Career shifts/ opportunities for experienced soldiers to keep them in ADF.
- Elands River Platoon, and the case management of injured trainees and those waiting for courses.
- Induction of trainers.
- Pride and communication within leadership group.

Areas for Improvement

- Acceptance of diversity, and support for female trainees including more senior women as role models and mentors.
- Alignment of all the trainers with a stronger learner orientation.
- Support for trainers in handling E&D issues.
- Communications and Internet contact.

AIR FORCE TRAINING ESTABLISHMENTS

OFFICERS TRAINING SCHOOL, RAAF BASE POINT COOK

Overview of Culture

RAAF Base Point Cook is home of the Officers Training School (OTS). It provides initial officer training for direct entry recruits and those seeking promotion from Other Ranks, and single-Service training to complement the tri-Service training of ADFA officer cadets. About 440 people undertake the OTS training each year, about half of whom are ADFA officer cadets.

The School sits on the outskirts of Melbourne, like a somewhat forlorn and underused country club. Happily this belies the nature of the training that is happening here and the morale and interest of the students.

There is a very understated and relaxed feeling all round – even the training, though reasonably tough, is carried on under established gum trees and vacant fields. There is a distinct lack of shouting and yelling in contrast to some other places the Inquiry Team visited. Trainers identify a marked improvement in the professionalism of OTS training and respect for officer trainees, and trainees report high levels of satisfaction with their training. Values-based leadership seems to be taking hold with a high degree of awareness about issues among the staff and students, and some impressive documentation about the curricula and philosophy behind it.

The culture amongst RAAF officers reflects the Air Force focus on high tech equipment and systems. It is less hierarchical and formal than Navy or Army. There are distinct subcultures including the engineering and logistics support culture of the backroom not directly in the firing line but whose teamwork and technical skills are critical to success; and the aircrew (particularly pilots) culture which is more macho, self-confident and willing to take risks (and more male).

At Point Cook, there seems also to be a clear difference between the culture of the ADFA officer cadets and that of the other trainees who are mostly older and more mature. The RAAF model for balancing single Service training for the ADFA officer cadets with their ADFA training differs from the other two Services. As mentioned elsewhere, a more common approach might yield greater benefits from the ADFA investment while also ensuring adequate single Service training particularly in leadership.

The learning culture at OTS seems to be on track towards the optimal desired by CDF. It certainly does not support bullying and harassment.

But there remain problems of inappropriate behaviour. We observed some excessive drinking in the mess and sky larking around the base and suspect this is not unusual; however, we also observed an incident of inappropriate behaviour was quickly corrected by the students in a sensible way.

There is much uncertainty and angst about the decision to move OTS away from RAAF Base Point Cook and this is causing problems with the upkeep of the establishment; staff also raised concern about the ability to attract instructors.

Risks to be Managed

Trainees and staff report a low level of inappropriate behaviour, primarily between trainees. The main risks appear to be:

- Excessive alcohol-induced misbehaviour amongst students; and
- Sexist behaviour in the mixed gender environment.

Good Practice

- Values-based leadership, recognition and assessment.
- Embedding of values.
- Good induction and modern professional training.

Areas for Improvement

- Less emphasis on alcohol consumption in the Mess, perhaps making it more like a coffee house and more access and encouragement to participate in extra curricular activities.
- An increased status of OTS across the RAAF and greater priority given to attract the best and brightest trainers and mentors/leadership models.
- Increased length of postings, particularly for the CO.
- Improving E&D training with less emphasis on processes and more on rationale and interpersonal skills.
- Giving the CO greater control over facilities management.

NO 1 RECRUIT TRAINING UNIT, RAAF BASE EDINBURGH

Overview of Culture

No 1 Recruit Training Unit, RAAF Base Edinburgh, located in the northern suburbs of Adelaide, conducts Air Force's recruit training for airmen on enlistment into the RAAF. About 550 recruits are trained each year, of whom about 15% are female.

The unit, housed in very old facilities, has a dedicated group of instructors from a range of musterings other than aircrew. There has been a continuing challenge to attract quality staff and accord the unit an appropriate priority for role models from all musterings. The CO believes that this challenge will be magnified when the unit moves, as is planned, to RAAF Base Wagga.

There is no formal systems approach to syllabus review and the CO has recently initiated such a review, given that the syllabus has not been subjected to any major analysis for some time. Instructors are highly committed and hardworking. However, they have varying degrees of preparation for their roles and this shows up in a trainee view that they apply standards inconsistently.

Notwithstanding this, trainees have very high levels of satisfaction with their training overall, rating their training highly in terms of being interesting and challenging.

Our impression is, however, that the learning culture is not yet optimal, notwithstanding the efforts of staff to help trainees reach standards.

The culture does not condone bullying or harassment, as evidenced also by a recent audit of the unit, and significant effort has been made to address inappropriate behaviour. There remains a lack of alignment, however, as some contemporary policies and procedures are seen by some staff to be lowering military standards.

Risks to be Managed

The main risks seem to be:

- Binge drinking on stand-down days; and
- Minor trainee-on-trainee bullying.

Good Practice

- Dedicated, hard working team.
- Recruits have a clear understanding of what behaviours are expected of them.

Areas for Improvement

- Review of curriculum (being pursued by the CO).
- Facilities and accommodation require an upgrade (particularly if the planned move to RAAF Base Wagga is not imminent).
- Traditional teaching practices require more of a learner focus and the application of modern technology based learning techniques.
- Best practice instructor selection and management, including role models across the RAAF mustering (specialties).
- Longer posting periods, particularly for the CO.

NO 2 FLYING TRAINING SCHOOL, RAAF BASE PEARCE

Overview of Culture

No 2 Flying Training School (2FTS), RAAF Base Pearce, located to the north of Perth, conducts Air Force's initial pilot training for RAAF airmen following their Phase 1 pilot training conducted at Tamworth by civilian contractors. The trainees have also completed initial officer training and/or ADFA. They therefore have settled into Service life and have mastered a fair level of technical competence and some limited leadership capacity.

The training is tough with a high failure rate, despite very strong ambition amongst all the pilot trainees to succeed. The atmosphere is highly competitive, and failure can be devastating. The trainees are all very proud to be in the Air Force, but are very conscious just how tough the course is.

The pilot culture is individualistic, with a tendency towards macho self-confidence. Professional requirements include complex high dexterity, physical and mental skills, and a mixture of willingness to take risks and adherence to highly prescriptive safety routines and procedures. Fast jet pilots in particular are the elite of the Air Force, able to operate over enemy territory exercising great personal responsibility with huge fire power.

The style of training is very much learner oriented, with high staff-to-trainee ratios and a dedicated and highly qualified group of instructors. The emphasis is on technical skills development, but there is also considerable focus on personal qualities and further development of leadership capabilities. The CO 2FTS demonstrated an impressive depth of commitment and understanding for what is required in an elite learning environment, and is continuing to review and adapt arrangements to reinforce the trainee focus and to build a values-based approach. There is a small number of female trainees but the culture remains a masculine one

Risks to be Managed

The level of reported incidents of inappropriate behaviour is low, reflecting the nature and style of the training. The incidents relate mostly to trainees misbehaving when not scheduled to be flying the next day. The pressure of the training and the level of competition does present its own risks, and there is added importance to ensuring personal support from within and outside the chain of command as peer support may be limited. A relatively high proportion of trainees report difficulties from being so far from home.

The main risks appear to be:

- Self harm following failure (more challenging towards the end of the course) due to the intensity of the trainees' ambition to fly;
- Excessive consumption of alcohol, including binge drinking, and associated risks of misbehaviour;
- Being a long way from home on a long course, with the dangers of loneliness and inappropriate relationships;
- Unwillingness to report illness or other conditions that may impact on flying time;
- Long drawn out litigious (confrontational) administrative process often followed if trainee pilots challenging a decision that they failed to meet the requirements. Associated risks if the trainee is bored or resentful during this time; and
- Some practices (morning quiz, happy hour 'Cluster Cup'), could cause offence to a small minority and therefore each of the activities needs constant and careful monitoring (despite the majority of trainees currently supporting these long standing traditions).

Good Practice

- Quality instructors and facilities.
- Strong leadership of the School, with dedicated, hard working, consistent team approach; contributing to an adult learning environment.
- Trainee pilots are positive about the inculcation of values and possess a sound degree of respect for their trainers.
- Trainee pilots have a very clear understanding of what behaviours are expected of them.
- CO has introduced a Training Culture Working Group to foster ongoing improvements in the trainer/trainee relationships.

Areas for Improvement

- Advice/support/diversion re alcohol and re psychologically how to and how not to deal with failure.
- Strong male environment where females are yet to be fully accepted in the RAAF pilot world.
- Improve options for access to support staff; chaplain visibility.
- More streamlined approach to managing appeals etc (issue beyond the unit's control).

CATEGORY SCHOOLS, RAAF BASE WAGGA

Overview of Culture

RAAF Base Wagga is the home of the RAAF School of Technical Training (STT) and the RAAF School of Administration and Logistics' Training (SALT), located adjacent to the regional city of Wagga's airport. Over 80 courses are conducted each year with a throughput of around 4,800 trainees, mostly RAAF STT trainees. Between 350 and 800 trainees are in situ at any one time. RAAF STT provides tri-Service for aircraft technicians. RAAF SALT provides a mixture of both IET and post-graduate training courses across aspects of military administration, logistics and supply management.

While the Schools are tri-Service, the RAAF culture dominates, with a more relaxed military feel, less emphasis on rank and more on technical skills. There is some difference between the culture of the two schools, with few women at the RAAF STT which has a more engineering style. RAAF SALT on the other hand leans towards a 50:50 gender mix.

Both Schools are housed in reasonable but old facilities with good equipment. Considerable effort is being given to create an adult learning environment. At RAAF STT, trainees are able to pace their learning and vary the length of their courses accordingly, and where there is considerable one-on-one coaching available. At RAAF SALT course lengths are considerably shorter so there is less flexibility to vary the length of the course. However, a variety of teaching methodologies are used and syndicate work is regularly applied. There is a relatively high level of satisfaction amongst trainees and a high proportion find their training very interesting, though some feel they are not treated as adults, and that they are encouraged only to pass, not to excel.

RAAF STT effectively employs a mix of military and contracted civilian instructors (mostly ex-RAAF). This is an effective marriage and a good example of how a blended public/private sector approach can be created. While there is a continuing challenge to attract quality military staff to the two Schools, particularly from Army and Navy, there is low turnover and high demand for appointments to the National Aerospace Training Centre of Excellence (the partnering contractor with STT) as civilian instructors from retiring RAAF technical staff.

There is certainly not a conscious culture of bullying and harassment, but there are risks around misbehaviour amongst trainees still learning to accept personal responsibility in a relaxed atmosphere. Our impression is that good progress is being made, but further improvement is needed to achieve an optimal learning culture.

Risks to be Managed

Reported incidents of inappropriate behaviour at RAAF Base Wagga are about average. The main risks seem to be:

- Excessive alcohol consumption, including binge drinking, made easier by the extra money in trainees' pockets;
- Associated with this and the mixed gender environment is the risk of inappropriate sexual relationships and harassment; and
- New freedoms. There is virtually no after hours military presence on the base contrasted with the much more strictly controlled environment at the recruit schools.

Good Practice

- Working towards an adult learning, best practice learning culture.
- The relationship between military and contracted trainers.
- A model NCO mentoring system.

Areas for Improvement

- Advice/support/diversion re alcohol.
- Continue to develop learning culture embracing modern instructional techniques.
- Improved mutual respect between trainees and trainers.
- Selection, training and increased numbers of trainers.
- Shortage of support staff (legal officers, investigators, psychologists).
- Increased tenure of staff and instructors biased towards three years rather than two.

ATTACHMENT D

TWELVE TIPS FOR TEAM BUILDING: HOW TO BUILD SUCCESSFUL WORK TEAMS

Susan M. Heathfield

About Human Resources

http://humanresources.about.com/od/involvementteams/a/twelve_tip_team.htm

HOW TO MAKE TEAMS EFFECTIVE

People in every workplace talk about building the team, working as a team, and my team, but few understand how to create the experience of team work or how to develop an effective team. Belonging to a team, in the broadest sense, is a result of feeling part of something larger than yourself. It has a lot to do with your understanding of the mission or objectives of your organization.

In a team-oriented environment, you contribute to the overall success of the organization. You work with fellow members of the organization to produce these results. Even though you have a specific job function and you belong to a specific department, you are unified with other organization members to accomplish the overall objectives. The bigger picture drives your actions; your function exists to serve the bigger picture.

You need to differentiate this overall sense of teamwork from the task of developing an effective intact team that is formed to accomplish a specific goal. People confuse the two team building objectives. This is why so many team building seminars, meetings, retreats and activities are deemed failures by their participants. Leaders failed to define the team they wanted to build. Developing an overall sense of team work is different from building an effective, focussed work team when you consider team building approaches.

TWELVE CS FOR TEAM BUILDING

Executives, managers and organization staff members universally explore ways to improve business results and profitability. Many view team-based, horizontal, organization structures as the best design for involving all employees in creating business success.

No matter what you call your team-based improvement effort: continuous improvement, total quality, lean manufacturing or self-directed work teams, you are striving to improve results for customers. Few organizations, however, are totally pleased with the results their team improvement efforts produce. If your team improvement efforts are not living up to your expectations, this self-diagnosing checklist may tell you why. Successful team building, that creates effective, focussed work teams, requires attention to each of the following.

Clear Expectations

Has executive leadership clearly communicated its expectations for the team's performance and expected outcomes? Do team members understand why the team was created? Is the organization demonstrating constancy of purpose in supporting the team with resources of people, time and money? Does the work of the team receive sufficient emphasis as a priority in terms of the time, discussion, attention and interest directed its way by executive leaders?

Context

Do team members understand why they are participating on the team? Do they understand how the strategy of using teams will help the organization attain its communicated business goals? Can team members define their team's importance to the accomplishment of corporate goals? Does the team understand where its work fits in the total context of the organization's goals, principles, vision and values?

Commitment

Do team members want to participate on the team? Do team members feel the team mission is important? Are members committed to accomplishing the team mission and expected outcomes? Do team members perceive their service as valuable to the organization and to their own careers? Do team members anticipate recognition for their contributions? Do team members expect their skills to grow and develop on the team? Are team members excited and challenged by the team opportunity?

Competence

Does the team feel that it has the appropriate people participating? (As an example, in a process improvement, is each step of the process represented on the team?) Does the team feel that its members have the knowledge, skill and capability to address the issues for which the team was formed? If not, does the team have access to the help it needs? Does the team feel it has the resources, strategies and support needed to accomplish its mission?

Charter

Has the team taken its assigned area of responsibility and designed its own mission, vision and strategies to accomplish the mission. Has the team defined and communicated its goals; its anticipated outcomes and contributions; its timelines; and how it will measure both the outcomes of its work and the process the team followed to accomplish their task? Does the leadership team or other coordinating group support what the team has designed?

Control

Does the team have enough freedom and empowerment to feel the ownership necessary to accomplish its charter? At the same time, do team members clearly understand their boundaries? How far may members go in pursuit of solutions? Are limitations (i.e. monetary and time resources) defined at the beginning of the project before the team experiences barriers and rework?

Is the team's reporting relationship and accountability understood by all members of the organization? Has the organization defined the team's authority? To make recommendations? To implement its plan? Is there a defined review process so both the team and the organization are consistently aligned in direction and purpose? Do team members hold each other accountable for project timelines, commitments and results? Does the organization have a plan to increase opportunities for self-management among organization members?

Collaboration

Does the team understand team and group process? Do members understand the stages of group development? Are team members working together effectively interpersonally? Do all team members understand the roles and responsibilities of team members? team leaders? team recorders? Can the team approach problem solving, process improvement, goal setting and measurement jointly? Do team members cooperate to accomplish the team charter? Has the team established group norms or rules of conduct in areas such as conflict resolution, consensus

decision making and meeting management? Is the team using an appropriate strategy to accomplish its action plan?

Communication

Are team members clear about the priority of their tasks? Is there an established method for the teams to receive honest performance feedback? Does the organization provide important business information regularly? Do the teams understand the complete context for their existence? Do team members communicate clearly and honestly with each other? Do team members bring diverse opinions to the table? Are necessary conflicts raised and addressed?

Creative Innovation

Is the organization really interested in change? Does it value creative thinking, unique solutions, and new ideas? Does it reward people who take reasonable risks to make improvements? Or does it reward the people who fit in and maintain the status quo? Does it provide the training, education, access to books and films, and field trips necessary to stimulate new thinking?

Consequences

Do team members feel responsible and accountable for team achievements? Are rewards and recognition supplied when teams are successful? Is reasonable risk respected and encouraged in the organization? Do team members fear reprisal? Do team members spend their time finger pointing rather than resolving problems? Is the organization designing reward systems that recognize both team and individual performance? Is the organization planning to share gains and increased profitability with team and individual contributors? Can contributors see their impact on increased organization success?

Coordination

Are teams coordinated by a central leadership team that assists the groups to obtain what they need for success? Have priorities and resource allocation been planned across departments? Do teams understand the concept of the internal customer—the next process, anyone to whom they provide a product or a service? Are cross-functional and multi-department teams common and working together effectively? Is the organization developing a customer-focussed process-focussed orientation and moving away from traditional departmental thinking?

Cultural Change

Does the organization recognize that the team-based, collaborative, empowering, enabling organization of the future is different than the traditional, hierarchical organization it may currently be? Is the organization planning to or in the process of changing how it rewards, recognizes, appraises, hires, develops, plans with, motivates and manages the people it employs? Does the organization plan to use failures for learning and support reasonable risk? Does the organization recognize that the more it can change its climate to support teams, the more it will receive in pay back from the work of the teams?

Spend time and attention on each of these twelve tips to ensure your work teams contribute most effectively to your business success. Your team members will love you, your business will soar, and empowered people will ‘own’ and be responsible for their work processes. Can your work life get any better than this?

ATTACHMENT E

DEFENCE VALUES STATEMENTS

Defence	Professionalism	Loyalty	Integrity Teamwork	Courage	Innovation
Navy	Honour	Loyalty	Honesty	Courage	Teamwork
Army		Initiative	Courage	Teamwork	
Air Force (paraphrased)	Professionalism Honesty	Openness Determination Integrity	Loyalty Fairness Respect	Dedication Excellence Personal balance	Innovation Diversity
Army rules for a fair go (paraphrased)	Accountability Fairness	Loyalty Diversity	Trust Respect	Honesty Example	Courage
Australian Defence Force Academy	Be honest	Do your best	Give everyone a fair go		
Royal Australian Naval College, HMAS Creswell		Honour	Virtue	Integrity	
Royal Military College, Duntroon	Honour Commitment	Loyalty Teamwork	Initiative Duty	Responsibility Integrity	Courage Self-discipline
Officers Training School, RAAF Base Point Cook	Air Force plus	Accept responsibility	Respect others		
Special Operations Command	Integrity	Courage	Compassion Teamwork	Excellence Urgency	Innovation
Australian Defence College	Academic integrity	Innovation	Research Alternative viewpoints	Intellectual debate	

ATTACHMENT F

Y YOU SHOULD CARE!

Catherine Allen

Employment Review. Dec 2002/Jan 2003: 27-29.

Pros and Cons of Generation Y

Pro: Flexible, adaptable, no expectation of stability

Con: Demand workplace flexibility, transient, commitment is temporary and tentative

Pro: Fast moving, highly organised, time conscious

Cons: Impatient, want immediate results, want action not words

Pro: Self-confident achievers

Con: Self-interested, self-gratifying, arrogant, entitled

Pro: Optimistic

Con: Sceptical, cynical

Pro: High level of sociability, team oriented

Con: Lifestyle driven

Pro: Independent, self sufficient,

Con: Free-agent, don't respect status and authority

Pro: Well educated, intellectual, respect wisdom, value opportunity more than money

Con: Demand work that adds value, demand opportunity for challenge

Pro: Open-minded, tolerant of diversity, willing to fight for social justice, socially and environmentally conscious, high morality and civic duty, frank & honest

Con: Highly idealistic

Pro: Entrepreneurial, creative, problem solvers, risk takers

Con: Demand involvement in decision making, want respect for their ideas and contributions – then they will perform

ATTACHMENT G

GLOSSARY

2FTS	No 2 Flying Training School
ADF	Australian Defence Force
ADFA	Australian Defence Force Academy
Airmen	Refers to both airmen and airwomen
APS	Australian Public Service
ARTC	Army Recruit Training Centre
BFTS	Basic Flying Training School
Category School	Equivalent to initial employment training
CDF	Chief of the Defence Force
CO	Commanding Officer
DI	Defence Instruction
Divisional system	Refers also to the equivalent model in other Services, i.e. platoon and flight
DFDA	<i>Defence Force Discipline Act 1982</i>
DFSS	Defence Force School of Signals
DSA	Defence Security Authority
E&D	Equity and Diversity
EWB	Electronic Warfare Wing
FIMA	Fleet Intermediate Maintenance Authority
IET	Initial employment training
NCO	Non-Commissioned Officer
OH&S	Occupational health and safety
OJT	On-the-job training
OTS	Officers Training School
PLICIT	Professionalism, Loyalty, Integrity, Courage, Innovation and Teamwork
RMC	Royal Military College
STSC	Submarine Training and Systems Centre
Training establishments	Refers to all schools and training establishments
WO	Warrant Officer or equivalent

ATTACHMENT H

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