AUSTRALIAN DEFENCE FORCE POSTURE REVIEW - SUMMARY OF SUBMISSIONS TO THE REVIEW

Overview

The Review Secretariat received over thirty public submissions from state and territory governments, local governments, industry groups, Defence Housing Australia, Defence Families of Australia, Returned Services League (SA Branch), Australian Strategic Policy Institute (ASPI), and eleven individuals. A list of contributors is at the end of this attachment.

Many submissions focussed on the future impacts and risks posed by the interdependent nature of globalisation, increasing competition for food security and resources, illegal activity such as fishing, human trafficking, and transnational crime, and the threats from non-state actors.

A number of submissions highlighted the importance of the Indian Ocean and relationship to developing powers such as India and China. They saw enhanced pressure through increased exploitation thus resultant risk and opportunity for illegal activity and/or low intensity threats.

Many submissions pointed to an increased risk to strategically important Australian on and offshore resources, related industry, infrastructure and lines of communication. Particular note was made of the significance of the economic contribution, disproportionate to population and permanent military presence, of the north and north-west of Australia to the national GDP.

There was a strong 'sense of vulnerability' often based upon the perceived lack of military and other government agency presence, particularly in north-west. In addition to an increased ADF presence to mitigate vulnerabilities, the north-west regional submissions implied a potential in regional areas for the ADF to be a conduit for permanent population growth and stability.

North and north-west Australian population growth was presented by some as an opportunity for Defence to establish bases without the encroachment pressures of more populous states. Other submissions pointed to the advantages in the south and south-east population centres of a strong industrial base, ease of recruiting and retention, strategic depth and highlighted the importance of the people aspect of ADF capability.

A number of submissions noted the negative aspects of moving large ADF communities to remote areas. Further, increased cost and competition with the resource industry was cited as a considerable impost to moving ADF elements to remote areas.

The importance of collaboration and partnership with Defence for all aspects of future development was a common and strong recommendation from all forms of government and industry. The interdependent nature of Australia’s industrial capabilities was noted, thus any requirement to establish Defence industrial elements in remote areas would come at a significant cost.

Western Australia

The Western Australian Government submission recommended that:

- Defence increase its presence in Western Australia through greater use of existing assets. (Enhance capability of FBW; homeport one LHD, some AWD and replenishment vessels; RAAF Learmonth from bare to fully operational).

- Defence develop a greater presence in Western Australia and the North-West to reflect geopolitical and economic realities of the region. Defence to have a greater role in the protection of critical infrastructure in the North-West, particularly with regard to the increasing economic importance of the Pilbara on-shore and off-shore facilities. (Develop a new Patrol Boat Base and pre-position a fly-in/fly-out SASR SQN in the NW; increase size of Pilbara...
Regiment to include a riverine capability; expand ADF training deployments and role to include ‘regional stabilisation and HA/DR operations’).

- Defence develop strategies consistent with promoting Australian facilities to the United States Navy and Military Sealift Command.
- Defence establish an Amphibious Task Force Capability, incorporating LHD, AWD and replenishment vessels and supported by the introduction of a regular Army infantry Battalion/Brigade, based in the Perth Metropolitan area.
- Defence formalise a process that will result in a working group between the Department of Defence and the WA Government, to review developments in north-west Australia.
- Defence increase military awareness of the region generally, by encouraging visits by senior officials, staff colleges and others on a regular basis.
- Defence work with the WA Government in the development and maintenance of Priority Industry Capabilities within the State’s areas of expertise.
- Defence centralise a coordinated approach to identifying intelligence requirements for both internal and external threats to the region.
- Defence continue to review national, state, regional and private enterprise capabilities required to deal with any major natural, industrial or human related catastrophic event. While this is not central to the Force Posture Review, Defence clearly is part of the process.

There was a degree of competition between regional WA submissions in that some areas proffer better opportunity than others with regard potential growth, accommodation of ADF, housing opportunities and general ‘community’ enablers. Key regional issues from WA were:

- The Greater City of Geraldton highlight the opportunity to enhance Dampier Marine Services Facility, supported by enhancement of Geraldton Airport and Port thus establishing a capability similar to that offered by FBE. Hence, increasing Defence’s strategic posture between Dampier and Darwin to secure the north-west.

- The Shire of Exmouth believe that their town offers Defence an ideal strategic position in the north-west. Exmouth is well positioned to support air and surface patrolling of approaches from the Indonesian archipelago and the apprehension of people-smuggling vessels and the like. Supply lines from Perth are shorter and more reliable than to other parts of the north-west. The main road is the all-weather Northwest Coastal Highway. In contrast to Dampier, Karratha, Broome and Darwin, land is available for development and doing so is relatively inexpensive given the town’s distance from mining developments. This also means that encroachment on Defence facilities is less likely to be an issue, even in the very long term.

- The Shire of Broome saw the area as a more ‘desirable residential environment’ than others in north-west centres. The population of Broome is projected to reach 24,000 It has a regular air service with potential for airport expansion and an international connection to Singapore. The Shire suggests upgrade of Broome Port and James Price Point to accommodate naval vessels.

- The South West Group (a cooperative venture of the municipalities of Cockburn, East Fremantle, Fremantle, Kwinana, Melville and Rockingham) submission recommends that: the Review consider the impacts of climate change on Defence Infrastructure; the causeway at Stirling Naval Base be assessed for its long term capability; the current review of Leeuwin Barracks continue separate from the Review; the DMO be relocated to the Australian Marine Complex at Henderson; the second phase of the floating dock at
Henderson be completed so that AWD and LHD vessels can be lifted in WA; and the feasibility of establishing a defence precinct in Rockingham be investigated.

- The Port Hedland submission presents the area as central to the North West and North of Australia; it has a safe harbour which is able to accommodate ADF ships; the airport operates two runways with ample of adjacent freehold land for accommodation or hangarage.

- The WA Member for Mining & Pastoral Region provided a submission highlighting the potential benefit to the ADF operations in the North West of WA through an investment into upgrading (sealing) the Tanami Road.

**The Northern Territory**

The Northern Territory Government submission key points were:

- 1 Brigade is a 'significant' contributor to the NT economy – though no statistics were provided, a report in the 2010 by KPMG indicates that Defence indirectly and directly supports 11,116 jobs (1BDE 5,953) and contributes $674M pa (1BDE $382M) to consumption in the Darwin regional economy.

- Notes that the future OCV and LHD will require increased naval infrastructure in Darwin, with particular emphasis to loading Army units onto LHD.

- The NT is conducting a strategic review of port sites to service future energy resource sector requirements and considers Navy presence of up to fleet base is supportable. This may include shared port facilities.

- The NT Government is able to support further expansion of Robertson Barracks and has plans for rail corridors to link the Port of Darwin to Robertson Barracks should this be required in future.

- The NT Government values the Air Force presence in Darwin and Tindal and encourages any increase to permanent or rotational relocation of the ADF. The 'unrestricted' nature and advantage of Delamere Air Weapons Range is noted.

- Darwin offers viable options to ease the dramatic population expansion on the east coast, does not have resource limitations and any increase to Defence personnel is welcomed and will enhance broader economic growth. This includes opportunity for expansion of foreign military forces presence.

- NT Government works closely with DHA, has partnership agreements to allow blocks in new developments, has strategically postured for further growth (in Darwin and regions) that can incorporate Defence expansion.

- The Federal Government has approved $60M expansion of Darwin International Airport offering opportunities for Defence support.

- NT Government has 'proven' ability to incorporate and settle major Defence populations – Tindal and APIN. Land and infrastructure is available to establish whole suburbs if required.

**Queensland**

The Queensland Government submission makes recommendations and identifies opportunities for Defence as follows:

- Defence should consider the Port of Brisbane as an alternate future location for the berthing of naval vessels to support FBE and alleviate pressure on Sydney Harbour.

- Defence should retain Canungra Training Area as a Defence training establishment and continue Army's initial helicopter training at Oakey.
• Defence should retain Wide Bay Training Area.
• There is a short-term opportunity for Defence to have input into the design of new facilities at the Port of Bundaberg to ensure that they can be of optimum benefit to Navy vessels.
• Close liaison with the Gladstone Ports Corporation is recommended to fully understand and contribute to the Gladstone Port expansion plans and to determine what restrictions may be placed on future port use.
• Defence should review the preliminary plans for Rockhampton Airport, with Rockhampton Regional Council, to increase support to ADF and regional Defence activities.
• The QLD Government wishes to partner with the Department of Defence to provide increased explosives storage capacity to enable full Defence import operations for explosive ordnance to take place at Bajool, or at another suitable site in the Central QLD area.
• The QLD Government recommends an examination by Defence of the opportunity to establish a forward EO logistics base for ammunitioning/de-ammunitioning of naval vessels at Port Alma/Bajool magazine.
• The QLD Government encourages continued military use of Shoalwater Bay Training Area and consideration of greater use of surrounding infrastructure and facilities to store equipment and support military exercises in Central QLD.
• Defence should discuss future options with Townsville Ports Limited that would ensure future vessels proposed under WP09 could be accommodated in Townsville Port.
• Defence should discuss future options with Ports North that would ensure future vessels proposed under the WP09 could be accommodated in Cairns.
• The Force Posture Review ‘energy security strategic review’ should consider future security challenges which may impact on QLD energy production, lines of communication and export operations.

Townsville and Rockhampton regions are mature and increasingly sophisticated raise, train and sustain, force preparation and mounting locations. Both have extant capability and present further opportunity to enhance WP09 strategic basing principles two to five. Ports, airports and expansion of EO facilities are proffered as developmental opportunity for Defence partnership and diversification.

The ‘Advance Cairns’ submission sees Far North Queensland’s (FNQ) Defence role primary focus on domestic security, border protection and emergency response. HMAS Cairns is critical in fighting illegal fishing and immigration. FNQ is ideally located for HA/DR operations. Cairns Port and Cairns Airport have undergone significant expansion both of which are currently used by the ADF. These are well supported by a large well-established marine industry employing more than 4500 people including Defence contractors DMS Maritime and BAE.

Port of Cairns is the most northern port on the eastern seaboard and is one of ten ports in FNQ. There are opportunities for further expansion: new deep water berths both northward and southward, additional outer berths and development of a new large vessel berth in Smith’s Creek which would enable new dedicated Defence berths adjacent to the existing base – OCV and LHD home porting should be considered. Other notable ports in FNQ include Weipa, where there are well-maintained deep navigation channels and wharf infrastructure, and Mourilyan which is seen as an ideal location for an explosives port.

‘Advance Cairns’ considers a number of opportunities for enlarging the Defence presence in FNQ primarily maritime support, regional engagement and institutional relocation to create a hub for tropical activities. Examples include the School of
Languages, dentistry, Army Malaria Institute and Indigenous Affairs unit. The Cairns community supports ADF expansion and ‘Advance Cairns’ considers the region’s living standards some of the best and affordable in Australia.

‘Advance Cairns’ commissioned Stephen Turton, PHD, Professor of Geography at James Cook University to provide a brief report on the impact of tropical cyclones in the region. ‘Advance Cairns’ refers to data in the Turton report to: highlight the Cairns region is at a lower risk for cyclones and storm surges compared to other naval bases in Northern Australia; emphasise the preparedness of HMAS Cairns and the Port of Cairns for cyclonic events; and note that HMAS Cairns has its own dedicated fuel storage facilities. In addition the Port of Cairns (inclusive of northeast Queensland) is subject to lower tidal ranges (2-3m) minimising operational impacts as opposed to the North and North West of Australia (5-7m) and central Queensland (3-5m).

In March 2012 ‘Advance Cairns’ provided a supplementary submission in response to the public release of the Review’s progress report on 30 January 2012. This supplementary submission provided additional information on Cairn’s economy and industry, as well as infrastructure and population growth.

The Ipswich City Council presented a single issue – to have DHA revisit their housing policy and specifications to allow ADF members to live in high density housing. If this is done then the Council will work with the ADF to support local urban projects.

**South Australia**

The South Australian Government submission key points are:

- The SA Government considers RAAF Edinburgh, DSTO Edinburgh, Cultana Training Area and Woomera Prohibited Area as ‘strategic’ assets to be preserved.
- The proximity to DSTO and related industry to the Edinburgh Defence precinct is ‘unique’ and generates a significant ADF capability advantage.
- The SA Government notes that the LHD capable Adelaide Port and C17 capable RAAF Edinburgh are strategically important assets.
- The SA Government has measures in place to protect Edinburgh Defence precinct from residential and industrial encroachment, to encourage defence-related industry to establish in the area and to support increased Defence population.
- The SA Government is working with Defence to expand the all season and accessible Cultana Training Area and is committed to all party success with the mining-defence coexistence framework for Woomera.
- The SA Government investment in industry investment (Techport) for AWD and next generation submarines, also affords voyage repair opportunity for allied nations through common infrastructure and industry.
- The SA Government maintains Australia's only ‘stand-alone’ agency dedicated to defence related issues.

In March 2012 the SA Government provided a supplementary submission to the Review Secretariat confirming their support for the Review’s preliminary conclusions presented in the progress report.

**New South Wales**

The New South Wales Government submission key points are:

- The NSW Government values, supports and is committed to Defence presence highlighting the advantage of strategic depth and competitive industrial edge - skilled work force, industrial capacity, logistic and infrastructure support, and proximity to major population centres.
• The NSW Government notes the profound negative effect rationalisation and consolidation of bases may have on communities – specifically regional.

• NSW is not impacted by mining and other short term fluctuations.

• The NSW Government highlights the potential of Sydney, Newcastle and Wollongong for ADF recruiting and retention including employment and facilities for families.

• NSW has Australia’s most comprehensive industrial base with local and global supply chains, is supported by a national and international freight hub, and has robust lines of communications with linkage to SA/QLD arc and key regional intermodal centres (Wagga, Dubbo, Parkes, Moree, Griffith and Tamworth).

• A ‘significant’ proportion of Defence Industry is located in NSW providing stable industrial base. Concentrations are in Sydney (68%), Hunter (12%) and the Illawarra (including Nowra) (12%). Also NSW has 39% of Australian ICT business, research and development, and infrastructure.

• The NSW Government strongly supports the basing of future naval platforms at Garden Island including AWD and LHD. The submission highlights important economic and regional benefits of the ADF presence in Garden Island, Waterhen, Penguin and Watson, and Williamtown and Albatross.

• The NSW Government supports expansion of Defence and aero industrial parks near Williamtown and Nowra.

• The NSW Government recommends re-establishment of regular meetings with DSG to work early on encroachment issues and potential ADF posture changes.

• The NSW Government is interested in discussing with defence where mineral deposits could be quarantined by Defence locations

• The NSW Government is concerned with possible ADF disposition changes under AIR5428 (Tamworth to Sale in Victoria).

The Australian Capital Territory

The Australian Capital Territory Government submission focused on the economic effect of the ADF on the ACT, and the role of Defence in relation to counter terrorism and emergency support. In particular:

• The ACT Government submission highlighted the regional location of very significant components of the ADF including the Department of Defence, RMC, ADFA and HQIOC at Bungendore, NSW. In addition, there are a significant number of private sector companies that have established in Canberra to support the Defence sector and are solely dependent on Defence contracts was noted.

• The ACT Government submission proffered that the Defence and Security sector is arguably the ACT’s largest discrete industry. This sector is a critical component of the economy of the ACT and region, with 14,369 ADF staff located in the ACT, of which 6,783 were APS employees, which represents 4% of local employment.

• The ACT Government noted that Defence leases approx 15 premises in Canberra and the region, worth approx $9 million annually for local owners and organisations. Defence also leases over 2,000 dwellings from the Canberra community at a value of over $30 million annually.

• The ACT Government was concerned that if Defence were to scale back its operations in Canberra and land was to be released by Defence or the
Department of Finance directly onto the ACT market, this would have a long-term impact on urban planning, land sales and future development sequencing in the ACT and surrounding region (e.g. Queanbeyan City Council).

- The ACT Government highlighted its reliance on the support of the ADF for counter terrorism and civil emergencies. Specifically, that the ADF provides military support for jurisdictional counter terrorism first responders in accordance with DFACA provisions.

**Victoria**

The Victorian Government did not provide a formal submission to the Review. The Victorian Premier, however, noting that Victoria is home to a number of Defence training, logistical and research facilities, raised four specific issues. These are:

- The VIC Government noted that Defence is considering east coast options for the future submarine fleet. Accordingly, the VIC Government strongly encourages Defence to consider the Port of Hastings as an option that offers strategic and logistic advantage.

- The VIC Government encourages the continuation of the work between Defence and VicUrban to enter into priority sale arrangements for the Maribyrnong Defence Site.

- The VIC Government is currently considering the future of key sites around Port Phillip Bay. Given Point Wilson’s proximity to Avalon Airport and Geelong, Victoria is interested in clarifying Defence’s intentions for the future of use of Point Wilson to inform the state’s decision making.

- The VIC Government noted Defence's good record of consulting on the development of Defence land and wished this to continue with respect to the outcomes of the Review, and more generally.

**Industry**

Industry submissions highlight their current concentration around major population centres and ADF bases in the south-east of Australia and Perth. It is noted that support to ADF capabilities based in the north and north-west is generally provided by industry sustainment capabilities located or headquartered in southern Australia apart from, in some cases, base support functions or first-line support capabilities. In the main though, manufacture, maintenance, refit and development functions are conducted in major population centres.

The Defence industry depends upon maximising economies of scale, accessing a skilled labour pool which is becoming increasingly competitive due to mining boom and high employment, and fully utilising existing strategic infrastructure. (Note the Deloitte Access Economics study at attachment D).

Any Defence shift to the north in terms of greater levels of permanent basing, and associated forward sustainment requirement, will need Defence and industry to work together to provide this capability and for government to be prepared to meet the increased costs that such locations present over existing force postures.

Industry would like to have a long-term commitment to Defence work. Key to this is bi-partisan political commitment at the federal level and with Defence, and resultant confidence to continue to invest in the defence market. The current economic environment, particularly following the Global Financial Crisis, has led to a significant amount of diversification by the existing defence industry and resultant questioning about relative return on investment.

The WA Chamber of Minerals and Energy (CME) wishes to see an increased Defence presence and focus on the north-west ‘commensurate with the need to secure and
protect vital strategic economic infrastructure of national significance’. While they say they are not in a position to make assessments regarding the relative risk or threat, Defence must give due consideration to these matters – CME will continue to raise these issues with government.

Other Submissions
Twelve submissions were received from retired or current ADF members and their families, some specific to RAAF Williams, and from private citizens. Those from private citizens were largely beyond the scope of the review containing suggestions ranging from total restructuring of the ADF to military hardware options. That said, there was concern that the north-west of Australia is undefended and that the ADF needs significant restructuring to meet perceived threats.

The major concern from individuals was regarding the effect that remote postings will have on the families and lifestyle of ADF members and the longer term impact on retention.

The South Australian Branch of the RSL also caution against moving to remote areas citing the negative impact on the personnel input to capability, cost of support such as affordable housing, risk to provision of social, educational, and economic opportunity in accordance with wider national expectations, and separation issues.

Three submissions specifically focussed on the heritage aspects of Point Cook and the requirement to maintain Point Cook as a publically accessible heritage site. These submissions recommend that usage by the ADF should be restricted to non-sensitive activities.
List of Contributors to the Review

The Governments of the Australian Capital Territory, New South Wales, Northern Territory, Queensland, South Australia and Western Australia

Australian Anti Bases Campaign Coalition, Sydney NSW
Australian Strategic Policy Institute
Defence Families Australia
Defence Housing Australia
Returned Services League (SA Branch)
Royal United Services Institute of New South Wales

Individuals:

- Graeme Barton and David Goldsmith, Mount Waverly VIC
- Heidi Beruter, Tumut NSW
- Stephen Brasher, Karabar NSW
- Matthew Doyle, Middle Ridge QLD
- Michael Leicester, Seabrook VIC
- Greg Mapson, Brisbane QLD
- David Peet, Merriwa, WA
- Mark Pilkington, Lara VIC
- Lawrence Stubbs, Wollongong NSW
- George Telehin, Healesville VIC
- Ted Thomasson, Hawthorn East VIC

Industry:

- Australian Business Defence Industry
- Chamber of Minerals and Energy of Western Australia
- Reinmetall-MAN Military Vehicle Systems
- Thales Group
- Acoustic Force Pty Ltd

Local Government Bodies:

- Shire of Broome, WA
- Advance Cairns, QLD
- Shire of Exmouth, WA
- City of Greater Geraldton, WA
- Ipswich City Council, QLD
- Port Headland Town Council, WA
- Rockhampton Regional Council, QLD
- South West Group, WA (the municipalities of Cockburn, East Fremantle, Fremantle, Kwinana, Melville and Rockingham)
- Townsville City Council, QLD
- Member for Mining & Pastoral Region WA