Australian Government

Defence

Afghanistan Inquiry Reform Program

Closure Report 2023-24

Contents

Foreword

The Afghanistan Inquiry has had, and will continue to have, a profound impact on the Australian Defence Force and the wider Defence community.

Defence accepted the Inquiry's findings and committed to a comprehensive implementation plan to address the issues at a systemic, organisational and cultural level.

We committed to change.

The inclusion of this work in Defence's Enterprise Priority Statement reflected our commitment to ensuring that Defence's collective efforts and resources were directed to the implementation of these reforms across Defence.

This Closure Report is designed both as record of the work we have undertaken to date and as a resource as we move forward, to ensure we address the past and prevent recurrence in the future.

Defence has acknowledged the allegations of grave misconduct by some members of our Special Forces community on operations in Afghanistan and apologised to the people of Afghanistan and the people of Australia.

We recognise the ongoing impact of the Inquiry on our service personnel, our veterans and their families and those of our international partners.

We also acknowledge the enormous amount of good work done by the more than 26,000 Australians who served in Afghanistan. We are proud of their contribution and their service.

We thank everyone who contributed their time and expertise to the development and implementation of these reforms.

It is crucial that Defence continues to implement and sustain the lessons learned from the Afghanistan Inquiry Reform Program. We are committed to this journey.

Greg Moriarty
Secretary
Department of Defence

Angus J Campbell, AO, DSC
General
Chief of the Defence Force

Executive Summary

Background

The Afghanistan Inquiry was initiated by Defence in 2016 to determine whether there was any substance to rumours and allegations relating to possible breaches of the Law of Armed Conflict (LOAC) by members of Australia's Special Operations Task Group in Afghanistan over the period 2005 to 2016.

The Afghanistan Inquiry was conducted by the Inspector-General of the Australian Defence Force (IGADF). It was an administrative inquiry, not a criminal investigation, and was conducted at arm's length from the Australian Defence Force (ADF) chain-of-command to ensure the independence and integrity of the process.

The Afghanistan Inquiry concluded there was credible information of unlawful conduct; the most concerning of which was the identification of 23 incidents involving 25 Australian Special Forces personnel, relating to the alleged unlawful killing of 39 individuals and alleged the mis-treatment of two individuals. The Afghanistan Inquiry also concluded there was credible information of a sub-culture of elitism and deviation from acceptable standards which was normalised over time and into which more junior personnel were inculcated.

On 6 November 2020, the Chief of the Defence Force (CDF) received the Afghanistan Inquiry report from the IGADF. On 19 November 2020, the CDF made a public statement and released a public version of the report. The Afghanistan Inquiry made many findings and 143 recommendations. Defence accepted all findings and committed to addressing all of the recommendations.

The Afghanistan Inquiry Reform Plan was released on 30 July 2021. It set out the Defence strategy for responding to the Inquiry and established the Afghanistan Inquiry Reform Program (the Reform Program) to coordinate and drive this work.

Defence, through the Reform Program, has undertaken a substantial body of work to address the findings and recommendations of the Afghanistan Inquiry and embed sustainable, enduring reform across the organisation.

Program Overview

The Reform Program was driven by its overarching vision *'One Defence, living Defence values, wherever we are, whatever we do'* and two supporting objectives:

Objective 1: Address the past – *Consider and take appropriate action to address organisational, collective and individual responsibility for past failures and wrongdoing.*

Objective 2: Prevent recurrence – *Build the best possible organisation for the future, comprehensively understanding and addressing the root causes of the failures and wrongdoing; and developing the systems, culture and accountability that will prevent, and promptly detect and respond to, departures from required standards.*

In delivering against the objectives, the Reform Program aimed to:

» Ensure that Australia and Defence meet legal, professional, ethical and moral obligations.

» Restore the moral authority, trust, confidence and respect essential to achieving the Defence mission, to defend Australia and its national interests in order to advance Australia's security and prosperity.

» Strengthen military capability and the options available to government in deploying a military response.

» Reinforce understanding of our obligations as members of the profession of arms in the responsible exercise of lethal force.

» Build on valued partnerships and Defence's total workforce – Australian Defence Force, Australian Public Service and contractors.

Reform Program objectives were addressed through four work packages, as shown below:

Objective 1: Address the past		
Work Package 1	**Work Package 2**	**Work Package 3**
Address Afghanistan Inquiry recommendations regarding individuals.	Consider/undertake additional workforce management action.	Address Afghanistan Inquiry recommendations regarding compensation.
Objective 2: Prevent recurrence		
Work Package 4		
Transformational reform.		

The *Managing Successful Programs* methodology was used to underpin the design and implementation of the Reform Program. This ensured a programmatic approach, which was instrumental in successfully delivering the work to achieve the program's objectives.

The Government, through the Minister for Defence, was active in monitoring the Defence response to the Afghanistan Inquiry. They were informed by advice from the *Afghanistan Inquiry Implementation Oversight Panel* (AIIOP). The AIIOP provided the Minister for Defence with independent oversight and assurance of Defence's response to the Afghanistan Inquiry.

Defence's peak decision-making body (the Defence Committee) was the final internal authority overseeing Afghanistan Inquiry-related reform and implementation. The Defence Committee was regularly updated on progress against the Reform Program's objectives.

A Program Board was established to support the delivery of the Reform Program and Stream Leads, who sponsored and managed the work. The Program Board met 12 times across two years until November 2023.

The CDF was the Senior Responsible Officer, responsible for the overall delivery of the Reform Program, and relevant Group Heads and Service Chiefs were accountable for delivering and embedding reforms. Overall, the Defence response to the Afghanistan Inquiry was as transparent as practicable, subject to security, legal and privacy requirements.

Program Objective 1 - Addressing the Past

Program Objective 1 - Address the Past, required Defence to consider and take appropriate action to meet organisational, collective and individual responsibility for past failures and wrongdoing. These actions were delivered under three work packages.

Work Package 1: Inquiry Recommendations - Individuals

Afghanistan Inquiry report recommendations relating to individuals comprised 103 of the 143 Inquiry recommendations, of which 99 are closed. Four recommendations remain on hold pending the outcome of the Office of the Special Investigator (OSI) activity. The recommendations relating to individuals were arranged into six categories:

» Review honours and awards.

» Referral for consideration of criminal action and/or immunity from prosecution.

» Conduct further assessment.

» Consideration of disciplinary/administrative action.

» Consideration of other workforce management action.

» No further action.

Work Package 2: Additional Workforce Management Action

The Afghanistan Inquiry report made a number of findings regarding individuals that did not result in recommendations, but on review by Defence,

warranted some form of action. These findings related to command accountability as well as individual actions and misconduct that fell outside of the scope of the Afghanistan Inquiry.

Additional workforce management action included consideration of the command accountability of current and former serving ADF members who held command positions during the periods in which the IGADF found credible information of multiple incidents of alleged unlawful conduct. It also included administrative action for consideration of involuntary separation against a number of individuals, where alleged failure to meet ADF expectations and values was identified.

The Afghanistan Inquiry report included findings in respect of some ADF legal officers being involved in the embellishment of operational reporting. This led to an assessment of each legal officers' professional performance, based on findings made in the Afghanistan Inquiry report.

Work Package 3: Inquiry Recommendations - Compensation

The Afghanistan Inquiry report made 15 recommendations to pay compensation to alleged victims or their families where there is credible evidence of unlawful killing, assault, and property damage without it being contingent on the establishment of criminal liability. All 15 recommendations are closed.

The establishment of a compensation scheme through a new regulation under the *Defence Act 1903* is the mechanism by which Defence will discharge its responsibilities. Establishing the scheme through a regulation ensures that the commitment to pay compensation to alleged victims or their families is enduring, even if there are barriers to identifying relevant individuals and effecting payment given the current situation in Afghanistan.

Funding for any compensation payments made, and the costs associated with administering the scheme, will be met through existing Defence resources. No compensation payments have been made so far due to significant legal, practical and logistical issues relating to the ongoing geopolitical situation in Afghanistan.

Program Objective 2 – Preventing Recurrence

Program Objective 2 – Prevent Recurrence, required Defence to identify, design and implement the transformational reform necessary to prevent, or promptly detect and respond to, any future issues. These requirements were delivered under Work Package 4, which comprised of five reform streams.

To establish the reform streams, further analysis of the Afghanistan Inquiry report was conducted to identify and understand the underlying root causes. This analysis involved key stakeholders from across Defence and led to a defined program of work for each Reform Stream.

1. Organisational Arrangements and Command Accountability Reform Stream

This Reform Stream responded to 16 Afghanistan Inquiry recommendations, and addressed the organisational, leadership, and command elements of the Reform Program. 25 enterprise initiatives were delivered under this Reform Stream.

2. Culture Reform Stream

This Reform Stream addressed the cultural elements of the Reform Program. Five enterprise initiatives were delivered under this Reform Stream, and one initiative remains on hold.

3. Workforce Reform Stream

This Reform Stream responded to eight Afghanistan Inquiry recommendations, and addressed the workforce elements of Reform Program. 14 enterprise initiatives were delivered under this Reform Stream.

4. Partnerships Reform Stream

This Reform Stream addressed the partnership elements of the Reform Program. Five enterprise initiatives were delivered under this Reform Stream.

5. Information Reform Stream

This Reform Stream responded to one Afghanistan Inquiry recommendation, and addressed the information elements of the Reform Program. 11 enterprise initiatives were delivered under this Reform Stream.

Benefits Realisation

A benefits realisation framework was established in early 2022 to enable Defence to measure the appropriateness and effectiveness of Afghanistan Inquiry-related reform.

The benefits expected to be realised by the Reform Program were grouped under five separate but inter-related themes: Trust and Confidence; Ethics and Values; Responsibilities and Accountabilities; Psychological Fitness; and Prevent, Detect, Respond. The themes were identified from key messages made by Defence in the aftermath of the Afghanistan Inquiry and each initiative delivered under the Reform Program was aligned to one of the benefit themes.

Target benefit scores were developed during the early stages of the Reform Program and reflect the projected level of impact that the output or new capability would have. Actual benefit scores were derived from a benefit review that was conducted following the authorised closure of an initiative by the Program Board. The range of benefit scores came from the rating scale below:

Worse	No Change	Minor	Moderate	Major	Transformative
-1.0 – -0.1	0.0 – 0.9	1.0 – 1.9	2.0 – 2.9	3.0 – 3.9	4.0 – 4.9
Dis-benefits	*Baseline*		--------	*Benefits* -------	

A total of 60 benefit reviews were conducted during the program's lifecycle with benefit scores ranging from 1.1 to 3.5. The majority of closed initiatives (54%) received a score in the 'moderate' range, while the remaining 46% were split evenly between the 'major' and 'minor' categories. No initiative was assessed as having a negligible or detrimental impact.

The combined average benefit scores displayed below show that the Reform Program exceeded initial expectations for benefits realisation. The scores reflect intermediate outcomes, noting that the final impact of all interventions on preventing recurrence will not be known for some time.

Benefit Theme	Average Target Score	Average Actual Score
Trust and Confidence	2.3 - Moderate	2.6 - Moderate
Ethics and Values	2.1 - Moderate	2.2 - Moderate
Responsibilities and Accountabilities	2.2 - Moderate	2.5 - Moderate
Psychological Fitness	2.3 - Moderate	2.4 - Moderate
Prevent, Detect, Respond	2.3 - Moderate	2.5 - Moderate
Combined Average Scores	**2.2 - Moderate**	**2.4 - Moderate**

A detailed explanation of the methodology and the score for each enterprise initiative is provided in the benefits realisation chapter further on in the report.

Lessons Learnt

The program design (lessons 1-4) and implementation (lessons 5-8) phases offered valuable lessons that can inform future programs and improve overall program management across Defence.

Below is a high-level overview of the eight lessons learnt - a detailed explanation of each lesson is provided in the lessons learnt chapter further on in the report.

Lesson 1: Establish Program Management Office functions as early as possible. Establishing program governance early in the lifecycle of a program is crucial for setting the foundation for effective program management.

Lesson 2: Break down a large program into discrete work packages. A large body of work should be organised into smaller steps, or in this instance, discrete work packages. An early decision to split the entire body of work into four work packages made it more manageable and achievable.

Lesson 3: Identify previous or inflight work through a muster activity. The findings and recommendations from the Afghanistan Inquiry report were extensive and relatable to all areas of Defence. A muster of relevant activity, that could be leveraged to avoid duplication of effort, was instrumental in establishing a clear starting point for further reforms.

Lesson 4: Engage key stakeholders through a series of discovery workshops. Engaging and obtaining the support of key stakeholders during the program design phase, through a series of discovery workshops, led to increased investment or 'buy-in' from individuals who later contributed to the delivery of reform initiatives.

Lesson 5: Harness the in-house capability to successfully manage a large program. Defence has the in-house capability to successfully manage a large program of work. While contracted support has a place in certain circumstances, the mix of APS and ADF personnel within the program management office is a template that proved successful in this instance.

Lesson 6: Establish clear boundaries to ensure focus on core objectives. The scope of the Reform Program was broad, potentially taking in any enterprise activity linked to culture or the perceived failings that may have contributed to the Inquiry's findings. A statement providing a detailed, unambiguous and specific description of scope would have made it easier to determine what to include and what to exclude from the program.

Lesson 7: Maintain a disciplined approach to the initiative management lifecycle. Many issues encountered during program implementation had the potential to escalate into larger, more complex problems, if left unaddressed. A structured approach to monitoring and controlling program initiatives from end-to-end was important for fostering a culture of responsiveness and adaptability within Defence.

Lesson 8: Prioritised, directed and supported delivery of reform is crucial to success. The high priority afforded to the Reform Program facilitated a top-down approach to accountability. Moreover, the ability of the program management office to enable and support action officers by identifying interdependencies, and through funding support, also contributed to the success of reform initiatives.

Further Action

A key feature of successful reform is that it is sustainable, that it is not vulnerable to being reversed, or substantially amended in ways that negate its objectives. Ensuring that program reforms stick over the long term will require further ongoing action from Defence.

Those who were responsible for implementing reform have a continuing obligation under the *Defence Change Management Framework* to embed the changes into standard business operations. While most reforms have transitioned into standard day-to-day business operations, some were always intended as long-term endeavours that would be transitioned to another authority for further monitoring and oversight of residual work. Post closure monitoring of these initiatives will include tracking the health and progress of residual work until completion.

Future assurance will be put in place to provide transparency, accountability and reliability of program outcomes. Post closure assurance will include a whole-of-program post-implementation audit, and the monitoring and evaluation of selected initiatives

that are crucial to success. It will also include the continuation of operational audits featuring regularly in the Defence Internal Audit Work Program.

The *Afghanistan Inquiry Reform* Plan included a commitment that Defence will 'track all matters through to final outcome'. This commitment extends to those Afghanistan Inquiry recommendations that are closed or on hold because Defence had discharged its responsibilities, but the matter itself has not been finalised. Arrangements have been put in place to track any closed or on hold recommendations that have not yet reached a final outcome.

Conclusion

Defence has undertaken a significant amount of work since the release of the Afghanistan Inquiry report to address past failures and to prevent recurrence. This work has enabled the closure of agreed Afghanistan Inquiry recommendations and finalisation of the Reform Program more broadly.

Findings from various studies, reviews and audits under the Reform Program have shown that Defence is a noticeably different organisation to the one that existed at the end of the Afghanistan campaign. Defence is now better positioned to prevent, detect and respond to future unlawful, unethical, and unacceptable behaviour.

While significant strides forward have been achieved through the Reform Program, continued dedication, collaboration and adaptability within Defence will be essential for the program's ultimate success in achieving its objectives.

Further work continues to support Afghanistan Inquiry-related criminal investigations being conducted independently of Defence, and this will extend to any related legal action. Further work also continues across the enterprise to ensure that Afghanistan Inquiry-related reforms are embedded and sustained. This ongoing effort reflects Defence's commitment to creating lasting and meaningful change.

Addressing the Past

Overview

Serious and systemic organisational and cultural issues contributed to Defence's failure to effectively prevent, detect and respond to the events identified by the Afghanistan Inquiry.

Defence has high expectations of its people and trains them to make complex decisions in the most ambiguous circumstances and difficult environments. Often lives are at stake when these decisions are being made. Of significance, the Afghanistan Inquiry found no evidence that any of the alleged conduct occurred in 'the heat of battle' or was attributable to 'the fog of war', or that those alleged to have been involved were in any way unclear, confused or mistaken. Every person interviewed throughout the Afghanistan Inquiry indicated that they understood the Law of Armed Conflict and the Rules of Engagement under which they operated.

The response to the Afghanistan Inquiry report was framed around Defence meeting its legal, professional, ethical and moral responsibilities. *Program Objective 1 - Address the Past*, required Defence to consider and take appropriate action on organisational, collective and individual responsibility for past failures and wrongdoing. These actions were delivered under three work packages:

» Work Package 1 addressed Afghanistan Inquiry recommendations regarding individuals.

» Work Package 2 considered and undertook additional workforce management action.

» Work Package 3 addressed Afghanistan Inquiry recommendations regarding compensation.

Inquiry Recommendations - Individuals

Work Package 1

Afghanistan Inquiry report recommendations relating to individuals comprised 103 of the 143 recommendations, of which 99 are closed and four are on hold. Recommendations relating to individuals are arranged into six categories:

» Review honours and awards.

» Referral for consideration of criminal action and/or immunity from prosecution.

» Conduct further assessment.

» Consideration of ADF disciplinary/ administrative action.

» Consideration of other workforce management action.

» No further action.

Review Honours and Awards

There were seven Afghanistan Inquiry report recommendations relating to honours and awards.

The Afghanistan Inquiry report made recommendations primarily in respect of two classes of decoration: The Meritorious Unit Citation (MUC) awarded to the Special Operations Task Group (SOTG), and the distinguished service decorations awarded to those individuals who commanded at various levels in the SOTG.

» The Afghanistan Inquiry report recommended that the MUC awarded to SOTG (Task Force 66) be revoked. The Minister for Defence announced on 19 April 2021 that the award would be retained. IR141 was closed on that basis.

» The Afghanistan Inquiry report recommended the review of awards to those in command positions at troop, squadron and task group level during SOTG rotations (IR142). It further recommended reviewing the award of decorations to those generally in command positions in the Special Air Service Regiment (SASR) during the period 2008 to 2012 (IR143).

» Following extensive consideration of command accountability of individuals, the CDF wrote to relevant individuals informing them that the matter has been referred to the Deputy Prime Minister, as the Minister for Defence. Should the Deputy Prime Minister decide that an honour or award be cancelled, he will make a recommendation to the Governor-General for his determination.

» The four recommendations on hold relate to the review of honours and awards. These recommendations will remain on hold pending the outcome of OSI activity. The Chief of Army (CA) is the accountable officer for these recommendations until they can be finalised.

Inquiry Recommendations	Action Taken	Status
IR141.	Ministerial decision to retain the MUC awarded to SOTG.	Closed
IR142, IR143.	Deputy Prime Minister considering.	Closed
IR01, IR58, IR59, IR67.	On hold pending the outcome of OSI activity.	On hold

Referral for consideration of criminal action and/ or immunity from prosecution

There were 48 Afghanistan Inquiry report recommendations relating to consideration of criminal action and/or immunity from prosecution. The Australian criminal justice system, independent of Defence, will determine whether and what criminal action should be taken.

On 4 January 2021, the Australian Government established the Office of the Special Investigator (OSI) to work with the Australian Federal Police to investigate the commission of criminal offences under Australian law arising from or related to any breaches of the Laws of Armed Conflict by ADF personnel in Afghanistan between 2005 and 2016.

On 24 May 2021, the Afghanistan Inquiry report was made available to the OSI's Special Counsel legal function within the Australian Government Solicitor, to facilitate a quarantined review of the report to advise the OSI on what material can be lawfully obtained and used for investigative purposes. This satisfies those recommendations in the Afghanistan Inquiry report to refer certain matters for criminal investigation. As Defence has no active role beyond making the report available, those recommendations to refer a member for criminal investigation were closed at this point.

Defence supports the work of the OSI through the provision of records in response to formal requests for information; and subject matter expert advice to ensure an accurate interpretation of Defence related information.

Inquiry Recommendations	Action Taken	Status
IR08, IR09, IR10, IR12, IR16, IR17, IR18, IR19, IR27, IR29, IR31, IR33, IR35, IR36, IR39, IR41, IR43, IR44, IR45, IR46, IR49, IR50, IR52, IR53, IR63, IR64, IR66, IR68, IR70, IR73, IR74, IR76, IR77, IR79, IR82, IR83, IR84, IR85, IR86, IR87, IR89, IR90, IR91, IR92, IR93, IR96, IR97, IR116.	Inquiry report made available to the OSI's Special Counsel legal function within the Australian Government Solicitor on 24 May 2021.	Closed

Conduct further assessment

There were eight recommendations relating to matters that, for varying reasons, could not be pursued or concluded by the Afghanistan Inquiry, but which warranted further assessment.

Of these eight recommendations:

» Six related to specific incidents and were referred to the IGADF under legacy arrangements for further assessment. The referral action provided the basis upon which Defence closed these recommendations.

» One related to the conduct of a previous inquiry and was referred to the IGADF for further consideration. The referral action provided the basis upon which Defence closed this recommendation.

» One related to the establishment of an Afghanistan Inquiry Legacy Cell within the Office of the IGADF. The establishment of a Post Inquiry Coordination Cell within the IGADF meets the intent of this recommendation.

Inquiry Recommendations	Action Taken	Status
IR107, IR108, IR109, IR110, IR113, IR115.	Referral of specific incidents to the IGADF for further assessment.	Closed
IR112.	Referral of previous inquiry report to the IGADF for further consideration.	Closed
IR117.	Establishment of a Post Inquiry Coordination Cell within the Office of the IGADF.	Closed

Consideration of disciplinary/ administrative action

There were five Afghanistan Inquiry report recommendations relating to the consideration of ADF disciplinary and/or administrative action.

Four recommendations (IR32, IR40, IR54 and IR140) related to individuals. IR129 covered all serving members who do not display appropriate values now, or in the future.

In considering whether to recommend referral of a matter for criminal investigation, the Afghanistan Inquiry adopted as a threshold test the following question: *Is there a realistic prospect of a criminal investigation obtaining sufficient evidence to charge an identifiable individual with a criminal offence?*

In situations where no realistic prospect was found, the Afghanistan Inquiry report recommended that consideration be given to administrative action for some serving ADF members. This applied in situations where there was credible information of misconduct, which either did not meet the threshold for referral for criminal investigation, or was insufficiently grave for referral.

In response to these Afghanistan Inquiry report recommendations, Army initiated administrative action against a small number of individuals for involuntary separation based on findings in the Inquiry report.

Army considered disciplinary and/or administrative action in respect of other individuals (IR131) despite the Afghanistan Inquiry recommending no further

action. This is mentioned below in the sections covering No further action and *Additional Workforce Management Action - Work Package 2.*

Inquiry Recommendations	Action Taken	Status
IR32, IR40, IR54, IR140.	Administrative action for consideration of a small number of individuals for involuntary separation.	Closed
IR129.	Addressed holistically through SOCOMD reforms.	Closed

Consideration of other workforce management action

There were two Afghanistan Inquiry recommendations relating to individuals that required 'other management action'.

» IR61, which was fully redacted in the public version of the Afghanistan Inquiry report, recommended an apology to an ex-serving member. This recommendation was actioned.

» IR130 recommended that the careers of certain serving members who had assisted in the exposure of misconduct, or who had acted with propriety and probity, prosper and that they be promoted at the earliest appropriate opportunity. The action taken to address this recommendation comprised a review of the performance, qualifications, experience and potential of those serving members who were identified as having assisted the Afghanistan Inquiry or had acted with propriety and probity.

Following the review, the CA communicated his decision on the ongoing career management considerations for a number of serving members identified in the Afghanistan Inquiry report. The Director General Career Management – Army completed the necessary career management actions for these serving members, which remain confidential.

Inquiry Recommendations	Action Taken	Status
IR61.	Written apology issued to the ex-serving member named in the Afghanistan Inquiry report.	Closed
IR130.	Career management actions completed for those serving members identified in the Afghanistan Inquiry report.	Closed

No further action

There were 33 Afghanistan Inquiry report recommendations that no further action be taken in respect of specific matters raised in the Inquiry report. In most cases, these recommendations arose from findings that allegations of specific unlawful or criminal conduct could not be substantiated.

Consistent with extant processes, and taking into consideration all known relevant information, Defence considered these recommendations and determined that taking no further action was appropriate in the circumstances, except for IR131.

Inquiry Recommendations	Action Taken	Status
IR02, IR03, IR04, IR05, IR06, IR07, IR14, IR15, IR21, IR22, IR23, IR24, IR25, IR26, IR38, IR56, IR57, IR60, IR62, IR65, IR69, IR72, IR75, IR78, IR80, IR81, IR88, IR99, IR100, IR101, IR102, IR114.	Nil as per the recommendations.	Closed
IR131.	Administrative action for consideration of a small number of individuals for involuntary separation.	Closed

Additional Workforce Management Action

Work Package 2

The focus of this work package was the consideration and potential undertaking of additional workforce management action beyond what was recommended in the Afghanistan Inquiry report. This included all courses of action open to management to develop individuals, reward or recognise good performance and address poor performance or wrongdoing.

The Afghanistan Inquiry report made a number of findings regarding individuals that did not result in recommendations, but on review by Defence, warranted some form of action. These findings related to command accountability, individuals' actions, and misconduct that fell outside of the Afghanistan Inquiry.

The three categories below supported considerations and where warranted, administrative or other types of action. Administrative action is initiated when an individual's conduct, performance, actions or behaviour do not appear to meet the professional standards expected of members of the ADF.

Administrative action can include involuntary separation, reduction in rank, removal from post, censure, or formal warning. Administrative action is based on administrative law and achieves procedural fairness by providing the opportunity for respondents to be heard on the relevant matters in relation to them, and that the decision maker be impartial. Members also have the right to seek a review of any adverse administrative decisions.

Consideration of command accountability

The concept of command accountability holds that commanders are accountable for their actions and inactions, as well as the actions and inactions of their subordinates. Command accountability is described in Defence command and control doctrine and policies, and is different from command responsibility that might attract criminal liability.

The Afghanistan Inquiry report linked addressing command accountability to consideration of the removal of medallic recognition, stating *'it is difficult to see how any commander at the Special Operations Task group, Squadron or Troop level, under whose commend (or 'on whose watch') any substantial incident referred in the Report occurred, could in good conscience retain a distinguished services award in respect of that command'*.

In addition to the review of honours and awards recommended in the Afghanistan Inquiry report, the CDF considered the command accountability of current and former serving ADF members who held command positions during the periods in which the IGADF found credible information of multiple incidents of alleged unlawful conduct. These considerations included the action taken in respect of Inquiry recommendations IR142 and IR143 under Work Package 1.

The considerations applied to a small group only and all were given the opportunity to respond. The outcome of this process was communicated to the Deputy Prime Minister, as the Minister for Defence, in May 2023 and remains confidential.

Consideration of action in relation to individuals

For disciplinary actions, the *Defence Force Discipline Act 1982* makes provision for action in relation to 'defence members'. It applies processes akin to criminal investigations against offences specific to the military. The burden of proof for disciplinary action is 'beyond reasonable doubt'.

For administrative actions, including involuntary separation, the *Defence Regulation 2016* and the *Military Personnel Policy Manual 2017* set out the authorities, decision makers, processes and timelines for initiating and managing administrative action. The burden of proof for administrative action is 'on the balance of probabilities'.

In late 2020 Army initiated administrative action to consider the involuntary separation of 17 individuals where alleged failure to meet ADF expectations and values was identified. This action included Afghanistan Inquiry recommendations under Work Package 1 relating to a small number of individuals (IR32, IR40, IR54, IR131 and IR140). All of the show cause notices for involuntary separation were based on findings in the Afghanistan Inquiry report

The decision-maker determined each case on its own merits, and all members were afforded procedural fairness. The decisions made in relation to the administrative action were independent of any consideration of criminal liability.

No members were involuntarily separated through this administrative action. Some members continued in service after the completion of the process and others left the ADF for reasons unrelated to the administrative action. This included members who had reached compulsory retirement age, and others who separated because they were medically unfit for further service. For these members, adverse administrative action was suspended while appropriate personnel management processes were followed, as relevant to individual situations.

Consideration of action in relation to legal officers

The Afghanistan Inquiry report included findings in respect of some ADF legal officers being involved in the embellishment of operational reporting. As a result, additional management action in the form of an individual assessment of each legal officers' professional performance was undertaken. The review was conducted in 2021 by the Director General Military Legal Service and provided to the CA.

The review of ADF legal officers is linked to EI07 – *Technical Oversight of Legal Services* under Work Package 4, which responded to IR139 *(principally that duty statements for deployed legal officers should clearly articulate that ultimately their client is, and their professional duties are owed to, the Commonwealth)*. EI07 resulted in a new suite of charter letters, directives and duty statements that clarify expectations and requirements for legal practitioners in Defence.

Inquiry Recommendations - Compensation

Work Package 3

The Afghanistan Inquiry report made 15 recommendations to pay compensation to alleged victims or their families where there is credible evidence of unlawful killing, assault, and property damage, without awaiting the establishment of criminal liability. All 15 recommendations are closed.

The Deputy Prime Minister has agreed that the most suitable way forward, to enable the Government to demonstrate its firm commitment to the paying of compensation when it becomes possible to do so, is through the establishment of an enduring compensation scheme.

The establishment of a compensation scheme; the Defence (Afghanistan Inquiry Compensation Scheme) Regulation 2024 (under the Defence Act 1903) is the mechanism by which Defence will discharge its responsibilities in respect of the compensation recommendations.

Establishing the scheme through a regulation ensures that the commitment to pay compensation to alleged victims or their families is enduring, even if there are barriers to identifying relevant individuals or effecting payment. As a legislative instrument, regulations carry a level of permanency when compared to policy mechanisms. The regulation will also enable the appointment of a compensation advocate, who will be responsible for considering claims for compensation and making recommendations for appropriate actions.

Funding for any compensation payments, and the costs associated with administering the scheme, will be met through existing Defence resources. It should be noted that no compensation payments have been made so far due to significant legal, practical and logistical issues relating to the ongoing geopolitical situation in Afghanistan.

Defence has continued to work with Commonwealth agencies to explore options to give effect to the compensation recommendations; however, it has not been safe nor practicable to identify and locate individuals to whom compensation recommendations relate. The lack of an Australian diplomatic presence in Afghanistan, problems with the Afghan banking sector, and the sanctions and policy limitations applicable to any engagement with the Taliban have hampered progress.

The Afghanistan Inquiry Reform Plan included a commitment that Defence will *'track all matters through to final outcome'*. This commitment extends to those Afghanistan Inquiry recommendations that have been actioned to the fullest extent possible and closed by Defence, but the matter itself cannot be finalised. The recommendations pertaining to compensation fall within this category.

Responsibility for tracking compensation matters to outcome rests with the Associate Secretary Group within Defence.

Inquiry Recommendations	Action Taken	Status
IR11, IR13, IR20, IR28, IR30, IR34, IR37, IR42, IR47, IR51, IR55, IR71, IR94, IR95, IR98	Establishment of the Afghanistan Compensation Scheme through a new regulation under sections 63(1)(f) and 124(1) of the *Defence Act 1903*.	Closed

Preventing Recurrence

Overview

The Afghanistan Inquiry found credible information of the most serious breaches of ethical, legal, professional and moral responsibilities by members of the Australian Defence Force on operations in Afghanistan during the period 2005 to 2016.

It is widely accepted that misconduct as serious as that identified and alleged by the Afghanistan Inquiry cannot occur unless there have been serious and systemic organisational and cultural failings. These failings created an environment which allowed Defence's proud and respected reputation, earned by professional and ethical personnel over decades, to be damaged.

Defence accepted responsibility for these failings in systems, culture and accountability and committed to undertaking deep and enduring reform across the organisation. The imperative for preventing recurrence required Defence to:

'Build the best possible organisation for the future, comprehensively understanding and addressing the root causes of the failures and wrongdoing; and developing the systems, culture and accountability that will prevent, and promptly detect and respond to, departures from required standards'.

During the design phase of the Reform Program it was important to identify that work, which could provide for a baseline of where Defence is, as well as the work that still needed to be done to fully address the Afghanistan Inquiry's findings and recommendations.

This was achieved through the establishment of Work Package 4, which comprised of five Reform Streams: *Organisational Arrangements and Command Accountability; Culture; Workforce; Partnerships and Information*. The initial focus of the Reform Streams was on identifying and understanding root causes, which allowed for the considered design of appropriate interventions.

The following principles underpinned the design and evolution of Work Package 4:

- » Whole of organisation learning and response, based on Defence values and behaviours.
- » Transformative, future-focused reform, which identifies and addresses root causes.
- » 'Nested' under the Defence Transformation Strategy and integrated with other relevant reform.
- » Central coordination, with all work captured in a single end-to-end tracking system, providing a single source of truth on progress.
- » Extensive engagement, both externally and internally, to ensure ownership and diversity of thought.
- » Full accountability and transparency (subject only to essential legal, security and privacy requirements).
- » A 'live' program of work, which will continue to evolve over time to ensure that it remains fit for purpose and reflects and addresses changing circumstances.

Organisational Arrangements and Command Accountability Reform Stream

Context

Organisational arrangements and command accountability includes the structures, systems and guidance (doctrine, policy, processes) that exist to direct, govern, guide and enable the way Defence operates to achieve its mission. These elements also communicate cultural expectations about what is considered right and important.

The Afghanistan Inquiry brought to light deficiencies in organisational arrangements and command accountability across the enterprise, which provided focus on where reform was most needed.

The work on Organisational Arrangements focussed on:

» Capability development - examining organisational integration, cultural alignment, and operational guidance and practice.

» Deployment of capability - examining doctrine in relation to the deployment of specific capabilities, with a view to better understanding and managing risk.

» Strategy – examining approaches to selection, ongoing evaluation and communication of operational strategy, making sure that benefits and risks are understood and appropriately managed.

» Reform of specific organisational arrangements - reviewing legal and reporting structures, doctrine and policy to ensure they are 'fit for purpose'.

The work on Command Accountability focussed on:

» Clear accountabilities - supported by appropriate authorities, direction, guidance and resourcing.

» Modernising doctrine and training – to address increasingly complex and ambiguous operational environments.

» Ensuring there are clear command structures and clarity of command accountability throughout the command chain.

Deliverables

The following 25 enterprise initiatives were delivered under the Organisational Arrangements and Command Accountability Reform Stream:

EI04 – Removal of 2SQN SASR

This initiative involved disestablishing 2 Squadron (2SQN) Special Air Service Regiment (SASR) positions in the personnel management system and creating new positions within an amended organisational structure. It resulted in the permanent removal of 2SQN as a named sub-unit of SASR.

The initiative closed in October 2021 and completed by removing any future use of the name 2SQN SASR. The gap in the squadron numbering system should remind future generations of the alleged war crimes, and the requirement to maintain standards in the profession of arms.

EI05 – Review the Channels for Reporting of Serious Operational Incidents

This initiative responded to IR128, 134 and 135 relating to alternative reporting lines to facilitate the confidential reporting of concerns. It resulted in the adoption of a new process, which provides a safe and confidential reporting mechanism through the Defence Public Interest Disclosure Scheme. It also resulted in the HQJOC Sensitive Issues Management team taking responsibility for analysing and advising on potential systemic issues or adverse trends in operational reporting.

The initiative closed in June 2023 and realised a major benefit primarily by providing access to an alternative safe reporting line (separate from the chain of command) to report on potential unlawful, unacceptable and unethical behaviours. Residual work includes amendments to internal publications including the Military Police Manual, and associated training materials.

EI06 – Operational Command

This initiative responded to IR106, 118, 119 and 138, which relate to operational command of Australian contingents in the coalition context, and the desirability of Australia maintaining operational command of deployed forces, including Special Forces, wherever practical. It resulted in the implementation and testing of a new operational command structure, as well as the strengthening of associated doctrine.

The initiative closed in August 2023 and realised a major benefit through important changes to strategic and operational command and control, supported by new doctrine. Over time, it should lead to improved outcomes in various operational environments.

EI07 – Technical Oversight of Legal Services

This initiative responded to IR139, principally that duty statements for deployed legal officers should clearly articulate that their ultimate client is, and their professional duties are owed to, the Commonwealth. It resulted in a new suite of legal charter letters, directives and duty statements that clarify expectations and requirements for legal practitioners within Defence.

The initiative closed in February 2022 and realised a moderate benefit through clearer lines of accountability and responsibility in respect of legal services to ADF members and in support of operations.

EI08 – Inappropriate Terminology

This initiative responded to the use of inappropriate terminology in operational settings to describe effects on the battlefield. It resulted in an options paper on the terminology employed on operations as well as a specific directive on inappropriate terminology and related changes to the training syllabus.

The initiative closed in February 2022 and realised a minor benefit through improved understanding of expected behaviours.

EI09 – Dry Deployments

This initiative examined whether the existing policy and controls relating to dry deployments are fit-for-purpose. The Afghanistan Inquiry referenced alcohol consumption on deployment as one of many symptoms of the overall decline in ADF culture. It resulted in an updated directive for: *Consumption of Alcohol on Joint Operations Command Operations, Exercises and Activities*, which is more prescriptive than its 2018 equivalent. It also led to changes in the deployment certification process and training syllabus.

The initiative closed in February 2022 and realised a minor benefit through clarification of the rules for alcohol consumption and improved understanding of expected behaviours.

EI10 – Prevent the use of Throwdowns

This initiative examined whether the existing policy and controls relating to throwdowns (the use of weapons or radios placed on a body to mask a war crime) are fit-for-purpose. Inquiry findings in relation to culture and normalised deviance included concerns on the alleged use of throwdowns.

It resulted in a specific directive on the use of throwdowns and related changes to the training syllabus. The initiative closed in February 2022 and realised a minor benefit through improved understanding of expected behaviours.

EI17 – Organisational Learnings

This initiative comprised a CDF-initiated study of key organisational learnings from the Afghanistan experience. It resulted in a published study by MAJGEN Andrew Hocking titled *'Preparing for the Future: Key Organisational Lessons from the Afghanistan Campaign'* which identifies key organisational-level lessons and provides associated recommendations across five focus areas. The study was published as part of the Australian Defence College Vanguard Series, which makes it open to public review and criticism ensuring the ADF remains transparent and accountable.

The initiative closed in April 2022 and realised a major benefit. The study piece will contribute to the planning and execution of future operations, and will likely serve as a catalyst for additional change beyond the Reform Program. Additional work includes consideration of the recommendations.

EI20 – Preparedness

This initiative aimed to improve key elements of the Defence preparedness management system, which measures the preparedness of force elements to undertake operations and deliver military capability. It resulted in the continuing development of a new preparedness/reporting tool and pending updates to the preparedness management policy.

The initiative closed in August 2023 and realised a moderate benefit through increased knowledge across Defence of preparedness risk to enable informed decision making and timely reporting to key stakeholders. Residual work relates to the securing of funding to progress the new tool into an enduring capability.

EI21 – Management of Embedded Military Personnel (EMBEDS)

This initiative examined Defence's management of EMBEDS and the appropriateness of existing

policy and processes for this category of personnel. Workshops during the design phase of the Reform Program identified potential risks for EMBEDs, particularly in relation to reporting lines and command oversight.

It resulted in an options paper on the appropriateness of existing policy and processes for managing EMBEDS, which found that EMBED responsibilities and accountabilities are appropriately documented and reinforced during the force preparation cycle. The initiative closed in March 2023 and realised a minor benefit through assurance that the existing governance framework is fit for the future operating environment.

EI22 – Audit reform undertaken by HQJOC

This initiative comprised an internal audit that assessed the effectiveness of reforms undertaken by HQJOC since 2015, relating to the root causes and contributing factors identified from the Afghanistan Inquiry. It resulted in an audit report focussed on reforms in campaign planning, command and control, information management and resilience.

The initiative closed in November 2022 and realised a moderate benefit by communicating positive examples of reform that will increase stakeholder trust and confidence in HQJOC. The report also provides a baseline for future audits focussed on HQJOC reform activity.

EI23 – Audit reform undertaken by SOCOMD

This initiative comprised an internal audit that assessed the effectiveness of reforms undertaken by SOCOMD since 2015, relating to the root causes and contributing factors identified from the Afghanistan Inquiry. It resulted in an audit report that identified significant and extensive reforms, which is important due to the critical role that SOCOMD will play in preventing recurrence.

The initiative closed in June 2023 and realised a major benefit by communicating positive examples of reform that will increase stakeholder trust and confidence (including international partners) in Special Forces and the broader ADF.

EI26 – Protection of Civilians

This initiative looked at the potential for better preventive controls for the protection of civilians. It resulted in updates to LOAC Doctrine that emphasise the protection of civilians. The updated content should over time influence how members think about their roles, fostering a culture in which they view preventing civilian harm as a core part of their mission, in turn promoting ethical conduct.

The initiative closed in June 2023 and realised a moderate benefit by enhancing preventive controls for the protection of civilians. Residual work is required for the updated doctrine to manifest in training.

EI28 – Defence Internal Audit Program – Operational Audits

This initiative required the inclusion of operational and SOCOMD audits in the Defence Internal Audit Work Program. It resulted in the inclusion of operational audits in future audit work programs, specifically, at least one operational audit each year commencing in the 2022-23 financial year, and at least one audit of SOCOMD every three years from 2026-27.

The initiative closed in August 2023 and realised a moderate benefit following the first operational audit focussed on HQJOC. The inclusion of operational and SOCOMD audits provides an additional layer of independent assurance and broader visibility, with reports being tabled at the Defence Audit and Risk Committee. Residual work comprises the ongoing conduct of audits as directed.

EI29 – Joint ADF Command Accountability Doctrine and Training

This initiative addressed deficiencies, particularly at unit command level and above, in the understanding of command accountability and accountability in general, noting these concepts were not well defined in Defence policy or doctrine. It led to new philosophical doctrine on command, which addresses the nature and requirements of command on a spectrum from prescriptive to mission command. Clarity was also provided on operational command authorities including ADF oversight requirements if command is assigned to a non-ADF commander in multinational operations.

The initiative closed in November 2023 and realised a major benefit by clarifying key elements of command accountability, which should have positive longer-term cultural and behavioural outcomes. Residual work comprises publication of the new doctrine and development of supporting training materials.

EI30 – Leadership and Pre-Command Skilling and Training

This initiative responded to IR 123, 127 and 136, which focus on the basic and continuation training needed to support decision-making, particularly in operational environments, to ensure it complies with legal and ethical requirements, including the requirement to report criminal conduct irrespective of operational secrecy. It led to a range of outputs that are components of a larger initiative, *Project Connect*, managed by the Australian Defence College, Centre for Defence Leadership and Ethics,

The initiative closed in October 2023 and realised a moderate benefit through its contribution to the long-term reform of Defence's leadership development framework and system. Residual work for this initiative is linked to the completion of Project Connect, which remains ongoing.

EI49 – Whole of Enterprise Assurance Model

This initiative required the development of a whole-of-enterprise assurance model for Defence based on the internationally recognised *Three Lines of Assurance Model*. It resulted in an assurance map that identifies strengths, shortcomings and areas for further work across the enterprise, including further scrutiny of assurance activities through the annual Defence Internal Audit Work Program.

The initiative closed in October 2023 and realised a moderate benefit by identifying parts of the enterprise that have, or do not have, adequate assurance arrangements in place.

EI51 – Appointment to Command Certificates

This initiative provided for the development of a joint policy on appointment to command certificates that provides a policy mechanism for CDF and Service Chiefs to articulate their expectations to commanders across the three services. Command certificates are an important accountability instrument, particularly where removal from command or other administrative actions are considered.

The initiative led to a new directive that streamlines the appointment process and requires commanders to sign and acknowledge the certificate. It closed in March 2023 and realised a major benefit through the setting of clear expectations and improvement in accountability across the ADF.

EI52 – Certification/Assurance of Commanders

This initiative required a joint policy approach to achieve consistency in certification of unit and independent sub-unit commanders to provide an improved level of assurance and mitigate against the risk of serious incident occurrence or mismanagement due to leadership failings. It resulted in an options paper that has informed a joint policy approach to command certification and assurance.

The initiative closed in November 2023 and realised a major benefit by delivering a whole-of-ADF policy approach to the selection of officers to command appointments in order to address the command certification and assurance issues raised in the Afghanistan Inquiry report.

EI53 – Mentoring of Commanders

This initiative comprises a study to produce an options paper for mentoring officers in unit and independent sub-unit command positions. It resulted in an options paper that considered the merits of establishing a new program versus leveraging or adapting existing mentoring programs.

The initiative closed in November 2023 and realised a moderate benefit by exploring the potential role of mentoring for operational commanders to improve command accountability and assist with moral and ethical decision-making without fear of career consequences.

ER02 – Weapons and Ammunition

This initiative responded to IR103 relating to the misuse of weapons and ammunition in Afghanistan. It resulted in the updating of relevant manuals, policies and procedures, as well as development and delivery of legal briefs and training on weapons reviews for legal, operational and capability professionals. It also led to the creation of a new unit within the Defence Directorate of Operations and International Law to ensure that international obligations are being met.

The initiative closed in August 2023 and realised a major benefit through a suite of new controls to prevent the unlawful use of weapons and ammunition. Residual work consists of training legal officers and others in how to conduct weapons reviews, as well as completing the current backlog of reviews.

ER04 – Military Working Dogs

This initiative responded to IR105, which recommended that clear doctrine be promulgated on the permissible use of military working dogs. It resulted in a new directive for the employment of military working dogs that provides high-level direction in the context of tactical questioning, and emphasises the limitations of their use. The directive also paves the way for updated doctrine on the permissible use of military working dogs based on the experience in Afghanistan.

The initiative closed in March 2023 and realised a moderate benefit through standardised principles for the use of military working dogs. Residual work includes the publication of updated doctrine and amendments to training and related procedural documentation.

ER06 – Review of Army Health

This initiative provided an enhanced response to IR111 and comprised an investigation of an alleged incident as directed by the Afghanistan Inquiry, as well as the review of health governance structures as applicable to SOCOMD. It resulted in a new clinical governance framework, which consolidates all SOCOMD clinical governance requirements into a single framework.

The initiative closed in August 2022 and realised a major benefit through the enhanced clinical readiness of SOCOMD Army Health Services personnel. This initiative should improve patient care and safety on deployment, and individual and systemic trust in the Army Health System.

ER17 – Additional C2 Capacity at Troop Level in SASR

This initiative responded to IR126, which required Defence to review and make recommendations in relation to the appropriate troop level command structure for SASR and, once approved, implement that course of action. It contributed to changes in SASR command and control, and through a broader SOCOMD C2 review process, a determination of the appropriate future force structure and employment of special operations.

The initiative closed in November 2022 and realised a moderate benefit by contributing to a structure that improves decision-making, oversight and command accountability within SASR.

ER21 – Commanders and Staff Accountability

This initiative responded to IR133, which recommended that standing orders for operations should state that commanders and staff are accountable to ensure that there is absolute integrity in operational reporting. It resulted in a specific directive requiring that operational reporting is accurate, timely and reflects the operational reality

The initiative closed in February 2022 and realised a minor benefit by improving the understanding of ethical conduct and integrity in operational reporting. Residual work includes updating relevant standing orders to reinforce the Directive.

Culture Reform Stream

Context

Culture is defined as a set of beliefs, values and attitudes shared by members of the same organisation that influence their behaviours and practice.

Organisational culture shapes interactions among members, fostering a shared identity and purpose. It affects employee engagement, productivity, and innovation, influencing how individuals approach work and collaborate. A positive culture enhances morale and attracts talent, contributing to a cohesive and effective workplace.

The Afghanistan Inquiry report findings reinforce the importance of a continuous improvement culture underpinned by accountability, curiosity, appropriate risk management, and an environment that encourages contestability of decision-making and welcomes feedback.

Deliverables

The following six enterprise initiatives were delivered (or placed on hold) under the Culture Reform Stream:

EI11 – Update ADF and APS Annual Performance Reporting

This initiative involved updating various APS and ADF performance appraisal templates and guidance documents to include the new Defence Values and Behaviours. It resulted in the updates as required.

The initiative closed in June 2022 and realised a minor benefit through alignment of the new Defence Values and Behaviours with individual performance of assigned duties.

EI16 – Independent Study of Australian Special Forces (on hold)

This initiative is expected to be an independent and comprehensive study of Australian Special Forces ■ ███████████████████████████████████

This work is on hold pending the outcome of OSI activity. The commitment will be monitored by the Chiefs of Service Committee.

EI31 – Culture Blueprint and Embedding Defence Values and Behaviours

This initiative influenced the design and development of the Defence Culture Blueprint. It resulted in a range of artefacts delivered under the Culture Blueprint incorporating findings and observations on behaviour and culture made by the Afghanistan Inquiry, including the strategy, framework and case for cultural change.

The initiative closed in August 2023 and realised a moderate benefit by incorporating cultural issues exposed by the Afghanistan Inquiry into the design of the Defence Culture Blueprint. Residual work includes the implementation of culture-related interventions.

EI32 – Review and Update Mandatory Workplace Behaviour Training

This initiative included refreshing the annual mandatory workplace behaviour training (e-learning and face-to-face components) to ensure that it includes interactive and engaging content, and addresses current and emerging trends related to behaviour and culture.

The initiative closed in March 2023 and realised a moderate benefit through new learning and development products that include scenarios that address key Afghanistan Inquiry themes including 'elitism', 'abuse of power' and 'peer pressure'.

EI33 – Enterprise Ethics Framework

This initiative focussed on embedding ethical decision-making into the practices and behaviours of all Defence personnel. It delivered a consolidated list and gap analysis of all existing integrity and ethics related products, as well as an ethical decision-making toolkit. A Communications Plan was also developed and implemented to generate awareness of the range of updated ethical products.

The initiative closed in June 2023 and realised a moderate benefit due to the positive influence it will have on the integrity of decision-making for those faced with ethical dilemmas. Additional work includes a review of the effectiveness of ethical related products delivered under this initiative.

EI63 – Defence Identity

This initiative explored the concept of Defence identity and its potential utility. It culminated in a research report with recommendations, which if developed into clear actionable steps, have the potential to influence the evolution of Defence culture in a positive way due to their association with existing cultural frameworks.

The initiative closed in October 2023 and realised a minor benefit through the delivery of a research report, which includes recommendations for further research arising from several of the findings. Residual work includes consideration of the report's recommendations and any actions arising.

Workforce Reform Stream

Context

An increased operational tempo, rapid technological advancement within the region, and increasing commitments to international engagement are placing considerable pressure on the Defence workforce. Whether it is developing, acquiring or sustaining capability, Defence cannot deliver on its mission if it does not first provide a safe, healthy and rewarding work environment in which people can thrive and develop.

Workforce issues featured in the Afghanistan Inquiry report in various contexts. For example, the Inquiry noted the use of Special Forces on a protracted basis in Afghanistan detracted from their intended role in the conduct of irregular and unconventional operations, and contributed to a wavering moral compass, and declining psychological health. The Afghanistan Inquiry also noted that fatigue was a contributing factor to the gradual decline in behavioural standards and recognised it as a major ethical risk factor in its own right.

To ensure Defence is equipped to deliver current and future capability requirements, it must continue to build an integrated and highly skilled workforce. This will require Defence to reshape and reskill its workforce to transition to new platforms, build capacity in emerging capabilities, and strengthen existing capabilities and enabling functions.

The Defence Strategic Review, released in early 2023, recognises that the workforce is Defence's most important capability and notes the intention of Government to invest significantly in the growth and retention of a highly skilled Defence workforce.

Deliverables

The following 14 enterprise initiatives were delivered under the Workforce Reform Stream:

EI12 – Review Psychological Assessment and Support to Special Forces

This initiative aimed to review the adequacy of psychological assessment and support provided to Special Forces from recruitment onwards, including responsiveness to operation-specific requirements and in the immediate aftermath of battle. It resulted in a range of outputs including environmental scans, reviews and mapping exercises. Further roll out of activities under this initiative is awaiting finalisation of the Special Forces Workforce Review in 2024.

The initiative closed in October 2023 and realised a moderate benefit by providing a baseline of understanding from which improved psychological support can be provided. Residual work comprises a re-imagined psychological assessment and selection model based on career lifecycle monitoring principles, and the analysis of operational psychological screening data to determine if the current process remains fit for purpose.

EI13 Part 1 – Reform end-to-end education and training for all Defence on Ethics/Character

This initiative provided an enhanced rather than a direct response to IR121, 124,125 and 132, which relate to ethical decision-making considerations for those in operational settings, and the criticality of integrity and ethics in reporting for command decisions and operational oversight. It resulted in a range of outputs including philosophical level doctrine on ethics and character and related education and training pathways.

The initiative closed in October 2023 and realised a major benefit through enhanced understanding of the impact of character on personal, professional and team development practices, to achieve the highest standards of civilised behaviour across Defence. Further work includes implementation of a quality assurance capability to ensure the maintenance of education and training standards.

EI13 Part 2 – Reform end-to-end education and training for all Defence on LOAC

This initiative focussed on delivering an improved framework for LOAC training in Defence. It resulted in a comprehensive framework, including updated education and training materials, as well as an evaluation process for ensuring continuous improvement.

The initiative closed in June 2023 and realised a major benefit by providing for the improved understanding of LOAC concepts and principles. The updated training includes references to alleged wrongdoing in Afghanistan, which makes it more relevant and impactful, particularly within the context of preventing recurrence.

EI34 – Review Defence Workforce Fatigue Management Approach

This initiative provided for a review of workforce fatigue management to assess the utility of an enterprise framework and to identify areas of better practice and where further development is required. It resulted in a preliminary report that provides initial insights on fatigue management and articulates the next steps.

The initiative closed in November 2023 and realised a moderate benefit through an early assessment of fatigue management and the development of a proposed future state enterprise framework. Residual work includes completing the remaining research activities and presenting findings to the appropriate decision making authorities within Defence.

EI35 – Research into Operational Incentives

This initiative included collaborating with academia to develop a research paper that considers the benefits and risks associated with existing incentive structures so that individual welfare can be better managed. It resulted in detailed analysis of the motivators to seek or volunteer for deployment.

The initiative closed in August 2023 and realised a minor benefit by providing insight into the intrinsic and extrinsic factors that motivate enlistment and deployment. Residual work consists of further research to determine the extent to which incentives are influential in the decisions that members make concerning volunteering for deployments.

EI36 – Engaging with Government

This initiative examined whether existing education and training programs for Defence personnel effectively address how to engage with government. The need for giving frank and fearless advice to government and appropriately contesting and challenging different military options was raised during the Afghanistan Inquiry. The initiative resulted in a findings report, which made recommendations to improve related education and training programs.

The initiative closed in June 2023 and realised a moderate benefit through the analysis and mapping of all Defence learning programs against preferred competencies and skills groups. The analysis highlighted many opportunities for improvement that are being acted upon.

EI37 – Moral Injury - Translating Research to Education, Resources Policy and Practice

This initiative examined quantitative and qualitative moral injury research to build on moral injury skills training for ADF chaplaincy and resources for the broader ADF community. It resulted in the adoption of various assessment tools and training materials that will improve the understanding and treatment of moral injury.

The initiative closed in August 2023 and realised a moderate benefit primarily through its contribution to the establishment of a directorate focussed on moral injury within the Defence Mental Health and Wellbeing Branch. This provides assurance of ongoing investment in research, education and training for ADF members beyond the life of the Reform Program.

EI38 – Review Pre-Deployment Support to Senior Commanders

This initiative included a review of the pre-deployment support provided to senior commanders to ensure they fully understand the role of humanitarian organisations and the assistance they can provide to commanders in country. It resulted in updated education and training materials, and external presentations to ADF personnel on international humanitarian law in warfare.

The initiative closed in March 2023 and realised a moderate benefit in promoting awareness of humanitarian issues in the context of warfare.

EI39 – Psychological Assessment for Respite Waivers

This initiative is closely related to *ER11 Respite* and comprised a review of the respite waiver policy to determine whether a psychological assessment is an appropriate inclusion within that policy. The review found that a focus on such an assessment would be ineffective, instead recommending that a holistic approach to respite waiver considerations utilising existing Individual Welfare Board processes would be more appropriate.

The initiative closed in March 2023 and realised a minor benefit through evidence informed policy making. Consideration of this issue was important, as psychological assessment is an option available to Defence to mitigate the risk of incorrectly issued respite waivers.

EI54 – Mitigation Strategies for Exceptionalism

This initiative required the development of a paper that informs Defence on the risk of 'exceptionalism' across the enterprise, as well as the options for mitigating any negative aspects of the behaviour. Understanding and mitigating the negative aspects of exceptionalism is important, as this behaviour was identified as a contributing factor to the alleged wrongdoing in Afghanistan. The initiative resulted in an options paper that identifies responses to a series of questions regarding the identification of pre-conditions or risk factors that may contribute to exceptionalism or organisational deviance.

The initiative closed in November 2023 and realised a moderate benefit by improving Defence's understanding of exceptionalism. Additional work includes consideration of strategies for mitigation.

ER01 – Force Preparation for Future Deployments

This initiative responded to IR48, which recommended that force preparation for future deployments include content on the responsibility of members for reporting breaches of the Law of Armed Conflict. It resulted in a directive and revised training course, which instruct ADF members assigned for duty on operations, activities and exercises to comply with relevant laws and report any breach or suspected breach.

The initiative closed in February 2022 and realised a moderate benefit by encouraging ADF members to ask questions, raise issues and report concerns.

ER03 – LOAC Training (Specific Operations).

This initiative responded to IR104, which recommended a review of force preparation training to ensure that Law of Armed Conflict training sufficiently and specifically addresses key issues including responsibilities, compliance and use of ammunition. It resulted in a directive and revised training course that is mandatory for all persons assigned for duty on operations, activities and exercises. Learners must score at least 80% on the course quiz to demonstrate a baseline level of understanding of the concepts.

The initiative closed in February 2022 and realised a moderate benefit by encouraging ADF members to ask questions, raise issues and report concerns.

ER11 – Respite

This initiative responded to IR120, which recommended a review of appropriate dwell times between operational deployments. It resulted in a review of respite periods in the ADF that was influential in the design of an enduring and enhanced respite policy. The policy articulates a clear escalation process for approving any reductions in respite periods, with high-level approval required for subsequent respite reduction periods.

The initiative closed in March 2023 and realised a moderate benefit due to the achievement of a policy and decision-making process that prioritises the importance of appropriate respite for ADF members between deployments.

ER13 – Vignettes

This initiative delivered an alternate and enhanced approach to IR122 and was aligned with other program deliverables relating to social mastery and the development and application of emotional and social competence. It resulted in the development of 12 vignettes that cover the spectrum of common themes from other adverse events identified during the design phase of the Reform Program. The vignettes are hosted on a Defence education platform and are available to all Defence personnel for training and development purposes.

The initiative closed in October 2023 and realised a moderate benefit due to the role that vignettes have in promoting greater awareness of the effects of poor individual and organisational behaviour.

Partnerships Reform Stream

Context

Australia can best protect its interests in the region and globally by working with others. Effective, collaborative, productive and respectful partnerships are critical to the work of Defence. Moreover, partnerships are essential to ensuring a strong, sovereign industrial base and the maintenance of a secure, resilient Australia.

One of the issues underlying the Afghanistan Inquiry report findings relates to the partnerships and relationships that Australia had with a range of stakeholders and whether these were well managed, valued, and leveraged to full effect. Specifically, the Afghanistan Inquiry brought into question why Defence did not 'hear' its partners, or those who should have been its partners, when they tried to alert Defence to allegations of wrongdoing.

A greater understanding of partnership dynamics will help ensure Defence better manages engagement in the future by being more collaborative, building mutual trust and respect, and effectively listening to feedback provided by partners.

Deliverables

The following five enterprise initiatives were delivered under the Partnerships Reform Stream:

EI02 – International Law

This initiative aimed to provide a whole-of-government legal position on the approach to matters of international law addressed in the Afghanistan Inquiry report but falling outside the remit of the Office of the Special Investigator. ████████████ ████████████████████████████████ ██████████████████████████████

The initiative closed in October 2021 and realised a minor benefit through the clarification of relevant legal issues, which should enhance future decision-making.

EI40 – Review Special Forces Network

This initiative looked at how SOCOMD and its personnel are networked into Australian whole-of-government networks and how the international Special Forces networks are used to influence and inform how they operate. It resulted in a report that provided a current depiction of the breadth and depth of SOCOMD relationships.

The initiative closed in August 2023 and realised a moderate benefit through increased knowledge of SOCOMD relationships, which will enable informed decision-making.

EI55 – Defence Relationship Framework

This initiative aimed to develop a Defence Relationship Framework to facilitate future whole-of-government and non-government organisation cooperation. It resulted in the *Defence Relationship Framework for Operations*, which provides a pathway to more effective relationships with external agencies and includes a complaints management process.

The initiative closed in November 2023 and realised a moderate benefit by clarifying agency roles and how agencies can work together. Residual work is outlined in an implementation plan that includes training and incorporating key messages into military doctrine.

EI57 – Review Media Strategy

This initiative comprised a review of the Defence media strategy to ensure that information sourced from media reporting is appropriately considered. It resulted in a wide range of outputs that recognise how media reports and other information sources can assist in the detection of unlawful incidents such as those alleged to have occurred in Afghanistan.

The initiative closed in October 2023 and realised a moderate benefit through improved awareness across Defence of the importance of media monitoring as an early warning detection capability.

EI58 – Build Cross Cultural Capability

This initiative aimed to deliver a report that identifies gaps in existing cross-cultural professional military education across Defence. It resulted in a report developed by the Centre for Defence Leadership and Ethics that sets the direction for improvements in cross-cultural capability across the enterprise. The full extent of reform work required to address the report's findings is a significant activity that will extend into future years.

The initiative closed in November 2023 and realised a moderate benefit that reflects the robust baselining activity that now sets the direction for improvement in cross-cultural capability. Residual work includes scheduling of a cross-cultural capability summit in 2024.

Information Reform Stream

Context

Organisations have a strategic and operational advantage when they are able to access and use reliable information and data in a timely manner to support decision-making and performance measurement.

The broader Afghanistan campaign, as well as the Afghanistan Inquiry, identified lessons for the management of data, information and records in coalition environments and on operations and deployments. These lessons in part related to internal data management and coalition connectivity. Information stored on coalition systems when deployed is often lost or very difficult to retrieve during or after the operation. Additionally, information handling and storage on coalition partner systems can be problematic when only a small portion of the workforce directly involved has access to these systems.

The Afghanistan Inquiry also identified a number of instances where there were anomalies in reporting. These included missing data, delays in reporting, sanitisation of reports, and incorrect, altered or otherwise anomalous information. An exploration of these issues and options on the controls required to prevent recurrence was necessary ahead of the next operational campaign.

Deliverables

The following 11 enterprise initiatives were delivered under the Information Reform Stream:

EI14 – Red Flags

This initiative aimed to create a better understanding of war crimes and the warning signs that provide an opportunity for early intervention and response. This information can aid in the prevention and early detection of incidents of unlawful, unethical and unacceptable behaviour. The initiative resulted in a report that outlines various individual and group behaviours that if exhibited, would raise a 'red flag' and require the chain of command to act.

The initiative closed in October 2023 and realised a moderate benefit by improving upon the existing understanding of 'red flag' statements and behaviours in Defence. Residual work involves publishing a directive on 'red flag' statements and behaviours, and incorporating that into relevant training.

EI42 – Audit of Operations/ Deployment Data Management

This initiative assessed the root causes and contributing factors of data retrieval issues experienced by the Afghanistan Inquiry, and more broadly, information management deficiencies in the deployed operational environment. It resulted in an audit report that provides insight and assurance of the enterprise network framework, systems, policies and processes for management of data in coalition environments and on operations.

The initiative closed in March 2023 and realised a moderate benefit by diagnosing data management issues that require attention. The audit report contained high-level recommendations for improvement and residual work consists of developing agreed actions to address the recommendations.

EI43 – Audit of Readiness and Incident Information Management Handling

This initiative responded to findings from the Afghanistan Inquiry regarding personnel readiness and incident information handling between HQJOC and the respective parent Service. It resulted in an audit report with recommendations for improving policy guidance on managing information related to the early return of personnel to Australia, to ensure parent Services are best informed to consider appropriate actions for individuals.

The initiative closed in November 2023 and realised a moderate benefit through a greater understanding of the issue and improvement in personnel support practices.

EI44 – Detection of operational reporting anomalies

This initiative considered options for improving the detection of anomalies in operational reporting. It resulted in an options paper that explored the issue and made recommendations for improvement through the use of data management and analytics, the adoption of body worn camera devices and expanded training and accountabilities.

The initiative closed in March 2023 and realised a minor benefit by confirming the validity of options being progressed through parallel lines of effort under

the Reform Program. Residual work includes the implementation of operational reporting audits.

EI45 – Records Management

This initiative aimed to address the requirement for Defence personnel to have access to the policy guidance, knowledge and training to ensure that records are managed in accordance with policy requirements across all domestic and deployed environments. It resulted in updated policy and a suite of records management training courses that will improve the competence of personnel and provide a sound understanding of legislative obligations for record keeping.

The initiative closed in October 2023 and realised a major benefit through increased awareness of the expectations and practices for establishing and maintaining documentary evidence. This is important given the records management issues identified by the Afghanistan Inquiry.

EI50 – Identifying Integrity Behavioural Risks

This initiative comprised a scoping study that examined the viability of establishing a permanent capability that can analyse data to better identify hotspots of integrity behaviour risks within Defence. It resulted in a report that discussed capturing, integrating and presenting relevant data through a dashboard system to ensure senior leadership visibility of problem areas or trends and to enable timely management action, where required.

The initiative closed in November 2023 and realised a moderate benefit through identification that such an analytical capability is viable within Defence. Additional work includes more consultation and analysis to confirm all technical options for that capability.

EI59 – Improve Clarity of Accountabilities and Governance for Data

This initiative sought to improve the clarity of accountabilities and governance of data and information, by leveraging existing work underway through the *Defence Data Strategy 2021-2023*. It resulted in an options paper that informed a new Defence *Enterprise Data Governance Framework* and *Defence Data Policy*. Collectively these documents provide for better governance over data, information and records.

The initiative closed in June 2023 and realised a major benefit by articulating the data culture within Defence that is required to address related findings from the Afghanistan Inquiry. It also established key responsibilities and accountabilities for the Chief Data Integration Officer, Chief Information Governance Officer and Enterprise Data Custodians, which are critical roles.

EI60 – Personnel Data Access and Integration

This initiative explored opportunities to better integrate and access personnel related data, information and records to improve people related decision-making. It resulted in a scoping paper on personnel data access and integration, which contained recommendations for improvement.

The initiative closed in November 2023 and realised a minor benefit by providing options for a simplified approach to the integration of personnel data across Defence in order to achieve a balance between data transparency and data security. Residual work includes establishing a Personnel Data Community of Practice and piloting a new approach.

EI61 – Data Remediation

This initiative aimed to improve operational information holdings and accessibility within the Defence enterprise. It resulted in an audit report, lessons paper, new processes, and importantly, the identification and consolidation of a large volume of disparate operational information. Collectively this work will improve the storage and retrieval of data from future operations. It will also better support the information requirements of internal and external stakeholders.

The initiative closed in October 2023 and realised a major benefit by improving Defence's ability to retrieve information relating to deployed operations.

EI62 – Data Skills and Expertise

This initiative responded to the requirement for data up-skilling in Defence, noting the information related culture and behaviours identified in the Afghanistan Inquiry report, with a focus on the needs of personnel working in deployed environments remote from domestic Defence infrastructure and support. It resulted in the development of a deployed information management course, which is available through the online Defence learning platform.

The initiative closed in October 2023 and realised a minor benefit by building upon existing data and information management courses.

ER25 – Body Worn Cameras
This initiative responded to IR137, which recommended that the wearing and use of an appropriate helmet or body camera by Special Forces operators on operations should be mandated. It resulted in a pathway for the introduction of a body worn camera capability for Special Forces commencing with domestic operations.

The initiative closed in October 2023 and realised a moderate benefit through the development of a capability with the potential to capture patterns of behaviour by individuals or cohorts/groups, which will support reporting and analysis of performance and efficiency. Residual work includes certification of the capability as well as training on hardware, legal risk, cyber risk, and data management.

Benefits Realisation

Executive Summary

Overview

The scope of Reform Program benefits realisation was limited to the enterprise initiatives implemented to 'prevent recurrence' (Program Objective 2). The people-related actions to 'address the past' (Program Objective 1) were not considered for benefits realisation on the basis that these actions were administrative in nature and unlikely to deliver measureable improvement i.e. benefits.

The benefits expected to be realised by the Reform Program were grouped under five separate but inter-related themes: Trust and Confidence; Ethics and Values; Responsibilities and Accountabilities; Psychological Fitness; and Prevent, Detect, Respond. The themes were identified from key messages made by Defence in the aftermath of the Afghanistan Inquiry and each initiative delivered under the Reform Program was aligned to one of the benefit themes.

Approach

Implemented initiatives, if eligible, were scored against the Benefits Realisation Scale below:

Worse	No Change	Minor	Moderate	Major	Transformative
-1.0 – -0.1	0.0 – 0.9	1.0 – 1.9	2.0 – 2.9	3.0 – 3.9	4.0 – 4.9
Dis-benefits	*Baseline*	-------- *Benefits* -------			

Worse	***A decline or deterioration in conditions (i.e. a dis-benefit)*** » *Reform initiative was unsuccessful.* » *The outcome or capability delivered was detrimental.*
No Change	***No noticeable change from the baseline conditions*** » Reform initiative was unsuccessful in some areas. » The outcome or capability delivered was insignificant.
Minor	***A small level of improvement*** » Reform initiative objectives were met or mostly met. » The outcome or capability delivered may be inconsequential in some areas.
Moderate	***A modest or medium level of improvement*** » Reform initiative objectives were met. » The outcome or capability delivered was notable and consequential.
Major	***A significant or considerable level of improvement*** » Reform initiative objectives were met or exceeded. » The outcome or capability delivered was important and far-reaching.
Transformative	***A complete and sustainable improvement in appearance and characteristics*** » Reform initiative objectives were exceedingly met. » The outcome or capability delivered was dramatic in terms of impact.

Target benefit scores were developed during the early stages of the program and estimated in whole numbers due to the inherent uncertainty of what might be delivered. They reflect the projected level of impact that the output or new capability would have, based on the information available at the time.

A benefit review was conducted following the authorised closure of an initiative by the Program Board. The review was undertaken by reviewers who were independent from those responsible for delivering the initiative. The benefit review assessed deliverables against the corresponding Reform Management Plan and subsequent Request to Close. Actual benefit scores were developed post closure with the aid of supporting documentation and are reflected in decimal numbers.

Benefit reviews were contingent on the application of professional judgement to develop an opinion on the appropriateness and effectiveness of the intervention and its contribution towards achieving program objectives and benefit theme outcomes. This approach, similar to a performance audit, was utilised to compensate for the lack of numeric data to measure the outcome of individual initiatives. Other common evaluation methods including surveys, focus groups, and randomised controlled trials were considered, but not taken up, as they were neither practical nor cost effective.

The Reform Program Benefits Realisation Plan contains qualitative and quantitative data reflective of Defence culture from the same time that the Afghanistan Inquiry Report was released. While this provides a baseline against which future measurements or progress can be compared, measuring the overall impact of the Reform Program against baseline markers is a complex and time-consuming process that must be approached with patience. Cultural change often occurs gradually and it can take a long time for the benefits to fully materialise.

A whole-of-program post-implementation audit, scheduled to occur three years after program closure, will provide a better picture of the reform program's performance and impact.

Overall Result

The combined average benefit scores displayed below show that the Reform Program exceeded initial expectations for benefits realisation. The scores reflect intermediate outcomes, noting that the final impact of all interventions on preventing recurrence will not be known for some time.

Benefit Theme	Average Target Score	Average Actual Score
Trust and Confidence	2.3 - Moderate	2.6 - Moderate
Ethics and Values	2.1 - Moderate	2.2 - Moderate
Responsibilities and Accountabilities	2.2 - Moderate	2.5 - Moderate
Psychological Fitness	2.3 - Moderate	2.4 - Moderate
Prevent, Detect, Respond	2.3 - Moderate	2.5 - Moderate
Combined Average Scores[1]	2.2 - Moderate	2.4 - Moderate

1 Total Target Score of 134 60 initiatives = 2.23 | Total Actual Score of 144.6 60 initiatives = 2.41.
This equates to a total actual score that is 8% above the total target score.

A total of 60 benefit reviews were conducted during the program's lifecycle, with benefit scores ranging from 1.1 to 3.5. The majority of closed initiatives (54%) received a score in the 'moderate' range, while the remaining 46% were split evenly between the 'major' and 'minor' categories. No initiative was assessed as having a negligible or detrimental impact.

The trust and confidence benefit theme had the highest average actual score, which is important given that rebuilding the trust and confidence of key stakeholders was imperative. An area of Defence that will benefit from this result is the Strategy, Policy and Industry Group, who rely on the trust and confidence of international partners and others to achieve their business objectives.

Bilateral desk officers within International Policy and Pacific Divisions will continue to monitor the health of relationships across the Defence international network, acting as an early warning system against any deterioration in trust and confidence.

Benefit Theme: Trust and Confidence

'As 'One Defence', we will meet our ethical, legal, professional and command responsibilities, restore our legitimacy and moral authority and rebuild the trust and confidence of those we serve and those with whom we work'.

- Afghanistan Inquiry Reform Plan (May 2021)

Benefit Map - Trust and Confidence

Program Outputs	Includes the findings from various studies, reviews and audits of specialist military capability.
Capabilities	Transparency of reforms undertaken as well as understanding and acknowledgement of existing gaps.
Outcomes	Defence restores the moral authority, trust, confidence and respect essential to achieving the Defence mission.
Benefits	Increased trust and confidence of stakeholders in the deployment of specialist military capability.
Enterprise Effect	Defence is a trusted organisation – trusted by its international partners, the Government, other government agencies, the public and Defence personnel.

Overview

Trust and confidence are intertwined and fundamental elements in both personal relationships and professional contexts. Trust is the foundation of healthy relationships and an essential requirement for effective collaboration with key stakeholders. Confidence is similarly important and linked to the willingness of an organisation to take calculated risks and seize opportunities.

The impact of the Afghanistan Inquiry was difficult to quantify in terms of the loss in stakeholder trust and confidence. The release of the Afghanistan Inquiry report generated national headlines, international attention and responses from victims and activists.

The foreword to the Afghanistan Inquiry Reform Plan included a commitment to 'rebuild the trust and confidence of those we serve and those with whom we work'. This commitment from the Secretary and the CDF confirms a loss in trust and confidence, albeit largely unquantifiable. The Reform Program was expected to improve stakeholder trust and confidence, however, measuring these elements is challenging because both are complex and subjective concepts.

Benefit Scores (Target and Actual)
The following six initiatives relate to this benefit theme:

Reform Initiative	Target Score	Actual Score
EI20 – Preparedness	3.0 - Major	2.7 - Moderate
EI22 – Audit reform undertaken by HQJOC	2.0 - Moderate	2.6 - Moderate
EI23 – Audit reform undertaken by SOCOMD	2.0 - Moderate	3.2 - Major
EI40 – Review Special Forces networks	2.0 - Moderate	2.2 - Moderate
EI55 – Defence Relationship Framework	3.0 - Major	2.2 - Moderate
EI58 – Build Cross Cultural Capability	2.0 - Moderate	2.7 - Moderate
Average Scores	2.3 - Moderate	2.6 - Moderate

Benefit Theme: Ethics and Values

'Under continued stress, organisational cultures and professional ethics can become the predominant force that cues individual decisions and actions'.

- Preparing for the Future: Key Organisational Lessons from the Afghanistan Campaign
MAJGEN Andrew Hocking (March 2022)

Benefit Map – Ethics and Values

Program Outputs	Education and training on ethics, leadership, and character. A new culture blueprint and ethics framework.
Capabilities	Recognition of ethical challenges and the willingness to call out serious failings.
Outcomes	The problematic aspects of culture and behaviours (e.g. can-do at all costs; elitism, tribalism and normalisation of deviance) are better understood and addressed.
Benefits	Improved understanding and likelihood of ethical conduct and values-based behaviour.
Enterprise Effect	A 'One Defence' organisation with a continuous improvement culture and lived Defence values and behaviours.

Overview

Ethics and values are closely related concepts that guide human behaviour and decision-making, but they have distinct meanings. Ethics refer to the moral principles and standards that govern individual and collective behaviour. Values are deeply held beliefs and principles that reflect what is important to an individual or group. Both ethics and values are central to shaping how individuals interact with others and make choices in the workplace.

Benefit Scores (Target and Actual)

The following 14 initiatives relate to this benefit theme:

Reform Initiative	Target Score	Actual Score
EI08 – Inappropriate terminology	1.0 - Minor	1.8 - Minor
EI09 – Dry Deployments	2.0 - Moderate	1.8 - Minor
EI10 – Prevent the use of Throwdowns	2.0 - Moderate	1.8 - Minor
EI11 – Update ADF and APS annual performance reporting	2.0 - Moderate	1.7 - Minor
EI13 Part1 – Reform education and training ethics/character	3.0 - Major	3.5 - Major
EI13 Part 2 – Reform education and training for LOAC	3.0 - Major	3.2 - Major
EI31 – Culture Blueprint	2.0 - Moderate	2.2 - Moderate
EI32 – Review mandatory workplace behaviour training	2.0 - Moderate	2.2 - Moderate
EI33 – Enterprise Ethics Framework	2.0 - Moderate	2.3 - Moderate
EI36 – Engaging with Government	2.0 - Moderate	2.0 - Moderate
EI54 – Mitigation Strategies for Exceptionalism	2.0 - Moderate	2.4 - Moderate
EI63 – Defence Identity	3.0 - Major	1.7 - Minor
ER13 – Vignettes	2.0 - Moderate	2.8 - Moderate
ER21 – Commanders and Staff Accountability	2.0 - Moderate	1.8 - Minor
Average Scores	**2.1 - Moderate**	**2.2 - Moderate**

Benefit Theme: Responsibilities and Accountabilities

'Commanders must bear moral command responsibility and accountability for what happened under their command and control'.

- Afghanistan Inquiry Report (November 2020)

Benefit Map – Responsibilities and Accountabilities

Program Outputs	Policies, processes, and guidance on responsibilities and command accountability.
Capabilities	Defined roles and boundaries. Leaders leading more effectively.
Outcomes	Individuals understand, are held to account, and are willing to hold others to account, for their responsibilities and accountabilities. This includes recognition of achievements and appropriately addressing shortfalls.
Benefits	Improved understanding and application of individual responsibilities and accountabilities.
Enterprise Effect	Responsibilities and accountabilities are clear and provide the framework for effective and appropriate decision-making. Defence personnel understand what is required of them and are accountable, and held accountable, for doing so.

Overview

Responsibilities are the specific tasks or obligations that one is expected to carry out. Accountability is the willingness to take ownership of those responsibilities and face the consequences, whether positive or negative, that result from one's actions or inactions. Accountability helps ensure that responsibilities are met in a responsible and transparent manner.

The 'Commander's Intent' section of the Afghanistan Inquiry Reform Plan notes the profound command, leadership and behavioural failures detailed in the Afghanistan Inquiry. A contributing factor to this was the lack of clarity around accountability and command, as well as a mistrust of the chain of command.

Benefit Scores (Target and Actual)

The following 17 initiatives relate to this benefit theme:

Reform Initiative	Target Score	Actual Score
EI02 – International Law (Partnerships)	1.0 - Minor	1.5 - Minor
EI04 – Removal of 2SQN SASR	1.0 - Minor	1.1 - Minor
EI06 – Operational Command	3.0 - Major	3.2 - Major
EI07 – Technical Oversight of Legal Services	1.0 - Minor	2.5 - Moderate
EI17 – Organisational Learnings	2.0 - Moderate	3.4 - Major
EI21 – Management of Embedded Military Personnel	2.0 - Moderate	1.7 - Minor
EI29 – Joint Command Accountability Doctrine and Training	3.0 - Major	3.2 - Major
EI30 – Leadership and Pre-Command Skilling and Training	3.0 - Major	2.8 - Moderate
EI38 – Review Pre-Deployment Support to Commanders	2.0 - Moderate	2.8 - Moderate
EI51 – Appointment to Command Certificates	2.0 - Moderate	3.1 - Major
EI52 – Certification/Assurance of Commanders	3.0 - Major	3.1 - Major
EI53 – Mentoring of Commanders	2.0 - Moderate	2.0 - Moderate

EI59 – Improve Accountabilities and Governance for Data	3.0 - Major	3.1 - Major
EI62 – Data Skills and Expertise	3.0 - Major	1.7 - Minor
ER01 – Force Preparation for future deployments	2.0 - Moderate	2.2 - Moderate
ER03 – LOAC Training (Specific Operations)	2.0 - Moderate	2.2 - Moderate
ER17 – Additional C2 Capacity at Troop Level in SASR	2.0 - Moderate	2.3 - Moderate
Average Scores	**2.2 - Moderate**	**2.5 - Moderate**

Benefit Theme: Psychological Fitness

'It is a misuse of their capability to employ them (Special Forces) on a long term basis to conduct what are essentially conventional military operations. Doing this on a protracted basis … contributed to a wavering moral compass, and to declining psychological health'.

- Afghanistan Inquiry Report (November 2020)

Benefit Map – Psychological Fitness

Program Outputs	Enhanced psychological assessments, support, fatigue management and respite.
Capabilities	Early intervention and treatment. Optimised performance.
Outcomes	Deployment of the right people, at the right time, into the right roles, with the right support. This includes consideration of psychological fitness and associated support.
Benefits	Improved capability to address the risks relating to psychological fitness for specific roles.
Enterprise Effect	Defence has strong military capability and options available to Government in deploying a military response.

Overview

Psychological fitness relates to the ability of an individual to effectively manage their thoughts, emotions, and overall mental well-being in order to cope with life's challenges, stressors, and adversities. Psychological fitness featured in the Afghanistan Inquiry report in various contexts.

The Afghanistan Inquiry report noted that fatigue was a contributing factor to the gradual decline in behavioural standards and recognised it as a major ethical risk factor in its own right. The Inquiry noted that 'insufficient sleep and fatigue leads to poor judgment, lack of self-control, and impaired creativity as well as increasing the likelihood that people will engage in unethical behaviour'.

Benefit Scores (Target and Actual)

The following eight initiatives relate to this benefit theme:

Reform Initiative	Target Score	Actual Score
EI12 – Review Psychological Assessment and Support	3.0 - Major	2.5 - Moderate
EI34 – Review Workforce Fatigue Management Approach	2.0 - Moderate	2.5 - Moderate
EI35 – Research into Operational Incentives	2.0 - Moderate	1.8 - Minor
EI37 – Leverage Research into Moral Injury	2.0 - Moderate	2.4 - Moderate
EI39 – Psychological Assessment for Respite Waivers	2.0 - Moderate	1.7 - Minor
EI60 – Personnel Data Access and Integration	2.0 - Moderate	1.9 - Minor
ER06 – Review of Army Health	3.0 - Major	3.5 - Major
ER11 – Respite	2.0 - Moderate	2.8 - Moderate
Average Scores	**2.3 - Moderate**	**2.4 - Moderate**

Benefit Theme: Prevent, Detect, Respond

'Build the best possible organisation for the future … that will prevent, and promptly detect and respond to, departures from required standards'.

- Afghanistan Inquiry Reform Plan (May 2021)

Benefit Map – Prevent, Detect, Respond

Program Outputs	Improved reporting and audit coverage, better use of technology and investigation processes.
Capabilities	Early identification of issues. Swift action and remediation.
Outcomes	Organisational arrangements support prompt identification and treatment of shortfalls in ethical conduct or values-based behaviours. This includes reporting by individuals.
Benefits	Improved capability to prevent, detect and respond to unlawful, unethical, and unacceptable behaviour in Defence.
Enterprise Effect	Defence has appropriate preventive, detective and responsive controls; as well as predictive capabilities to identify and manage patterns of behaviour and emerging opportunities and risks.

Overview

Prevent, detect, and respond refers to the control measures that are essential in managing risk effectively within an organisation. Preventive controls are important for reducing the likelihood of adverse incidents, detective controls to identify early warning signs, and responsive controls help to minimise any damage.

Serious and systemic organisational and cultural failures, coupled with failures in command accountability, contributed to Defence's failure to prevent, detect and respond to the misconduct identified and alleged by the Afghanistan Inquiry.

Benefit Scores (Target and Actual)

The following 15 initiatives relate to this benefit theme:

Reform Initiative	Target Score	Actual Score
EI05 – Frameworks for Addressing Alleged Incidents	3.0 - Major	3.2 - Major
EI14 – Red Flags	2.0 - Moderate	2.1 - Moderate
EI26 – Protection of Civilians	2.0 - Moderate	2.4 - Moderate
EI28 – Defence Internal Audit Program – Operational Audits	2.0 - Moderate	2.2 - Moderate
EI42 – Audit of Operations/Deployment Data Management	3.0 - Major	2.5 - Moderate
EI43 – Audit of Readiness and Incident Information Handling	2.0 - Moderate	2.1 - Moderate
EI44 – Detection of Operational Reporting Anomalies	2.0 - Moderate	1.4 - Minor
EI45 – Records Management	3.0 - Major	3.2 - Major
EI49 – Whole-of-Enterprise Assurance Model	2.0 - Moderate	2.2 - Moderate
EI50 – Identifying Integrity Behavioural Risks	2.0 - Moderate	2.3 - Moderate
EI57 – Review Media Strategy	2.0 - Moderate	2.3 - Moderate
EI61 – Data Remediation	3.0 - Major	3.3 - Major
ER02 – Weapons and Ammunition	2.0 - Moderate	3.1 - Major
ER04 – Permissible use of Military Working Dogs	2.0 - Moderate	2.3 - Moderate
ER25 – Body Worn Cameras	3.0 - Major	2.2 - Moderate
Average Scores	**2.3 - Moderate**	**2.5 - Moderate**

Closed Initiatives Ineligible for a Benefit Review

To be eligible for a benefit review, an initiative must have produced an output or outcome of benefit (or dis-benefit) that is measureable. Any closed initiatives not meeting this criterion were excluded from the benefit review process. The following 11 closed initiatives were ineligible for a benefit review:

EI15 – SOCOMD Workforce Mobility. This initiative related to the acceleration of existing plans for workforce mobility within SOCOMD. It was opened and closed concurrently at the 13 October 2021 Defence Committee meeting and handed to Army to implement.

EI19 – Digital Technology to Enhance Special Forces Patrol Operations. This initiative reflected the intention to use digital technology to enhance the record of action for Special Forces patrol operations. It was merged with ER25 – Body Worn Cameras at the 27 January 2022 Program Board.

EI27 – Review Implementation of the 2016 Australian Civil-Military Centre (ACMC) Report. This initiative comprised a review into how the lessons identified in the 2016 ACMC Report – *Afghanistan: Lessons from Australia's Whole-of-Government Mission* have been addressed. It was merged with *EI55 – Defence Relationship Framework* at the 28 June 2022 Program Board.

EI24 – Handling of Allegations. This initiative involved a humanitarian organisation working with Defence to improve Defence's handling of allegations passed on by them. It was merged with EI05 – Review the Channels for Reporting Serious Operational Incidents at the 13 December 2022 Program Board.

EI25 – Improving Investigation Process. This initiative aimed to review and improve existing processes for the investigation of alleged violations of LOAC, in consultation with a humanitarian organisation. It was merged with *EI05 – Review the Channels for Reporting Serious Operational Incidents* at the 13 December 2022 Program Board.

EI46 – One Defence. This initiative related to ongoing work to enhance the One Defence business model. It was closed at the 13 December 2022 Program Board and will be monitored through existing work governed by the Defence Enterprise Business Committee.

EI47 – Risk Management Framework. This initiative related to ongoing work to enhance the Defence Risk Management Framework. It was closed at the 13 December 2022 Program Board and will be monitored through existing work governed by the Defence Enterprise Business Committee.

EI48 – Enterprise Lessons. This initiative related to ongoing work to enhance the Defence Enterprise Lessons Framework. It was closed at the 13 December 2022 Program Board and will be monitored through existing work governed by the Defence Enterprise Business Committee.

EI56 – Leverage the International Engagement Review. This initiative aimed to ensure that issues identified in the Afghanistan Inquiry were incorporated into the implementation of actions arising from the 2021 *Indo-Pacific International Engagement review.* It was closed at the 13 December 2022 Program Board and will be monitored through the Defence International Engagement Committee and the Strategic Policy Committee.

EI18 – IGADF Desktop Review. This initiative encompassed an independent review of separate matters by the Inspector-General of the Australian Defence Force. The review was conducted by an independent body and no measurable impact on Defence was identified.

EI41 – Measurement of Community Trust. This initiative looked at the potential for implementing a measurement of community trust to gauge public sentiment towards Defence. It was merged with EI31 – Culture Blueprint at the 29 March 2023 Program Board.

Lessons Learnt

Introduction

Identifying and documenting lessons learnt is a crucial aspect of program management and organisational improvement as it provides valuable insights into what went well and what didn't.

Identifying lessons is essential for fostering a culture of continuous improvement, reducing mistakes, improving program success rates, and ensuring that Defence remains agile and resilient in the face of evolving challenges. Documenting lessons from the Reform Program promotes knowledge sharing across Defence, thereby reducing the learning curve for new programs and team members.

Lessons learnt from the Reform Program design phase were identified and documented in September 2022, and passed to the taskforce established by Defence to address findings and recommendations from the *Royal Commission into Defence and Veteran Suicide*.

Lessons from Reform Program Design

The program design phase offers several valuable lessons that can inform future programs and improve overall program management. Below are four key lessons learnt from this phase:

> **Lesson 1**: Establish Program Management Office functions as early as possible.

Establishing program governance early in the lifecycle of a program is crucial for setting the foundation for effective program management. The central component of this is the program management office (PMO), which is responsible for guiding the program through its entire lifecycle, from initiation to closure.

The Reform Program's PMO was established when the Afghanistan Inquiry report was released in November 2020, but was not fully staffed until mid-2021. This presented challenges in delivering a strategic response to the Afghanistan Inquiry in a timely manner.

The establishment of a PMO was preceded by the appointment of an Assistant Secretary in the weeks leading up to the release of the Afghanistan Inquiry report. While Defence's vision on how it would respond to the Inquiry was clear from the outset, the Branch responsible for organising the response and designing the program of work took some time to gain traction. Clarity of the reform implementation journey came over time through steady consultation with key stakeholders.

With so much to achieve there were significant time pressures in the first few months. The 'building the plane while flying it' metaphor is an accurate description of the Reform Program and its supporting structures as they developed iteratively. The staffing situation was later remedied by the recruitment of additional staff to fill key positions.

The lesson drawn from this experience is that **Program Management Office functions should be established as early as possible, and well ahead of the mandate for change.** Beneficiaries of this lesson will be well placed to ensure that effective governance is in place to support reform implementation without delay.

> **Lesson 2**: Break down a large program into discrete work packages.

The Afghanistan Inquiry made 143 recommendations to address individual wrongdoing and systemic issues within the Defence organisation. Following the release of the report, a conscious decision was made by Defence to categorise recommendations into discrete work packages against two objectives: address the past, and prevent recurrence.

Work Package 1-3

Work packages 1-3 focused on specific allegations of wrongdoing against individuals, the review of honours and awards, and compensation to aggrieved persons. Collectively, they addressed 118 of the 143 Afghanistan Inquiry recommendations.

Work Package 4

This work package addressed the remaining 25 of the 143 recommendations, plus a range of broader transformational reforms targeted to address root causes and prevent recurrence. This work package comprising 72 initiatives was predominantly concerned with cultural or policy issues that contributed to unacceptable behaviours, or the inability to detect and respond to them. The design of this work was challenging because, by intention, the terms of reference of the Afghanistan Inquiry focused on serious misconduct and not necessarily the broader causal factors.

The governance put in place for Work Package 4 was extensive to ensure that reforms that may take years to deliver, are led by the right people, regularly reported, and reviewed on closure to ensure that outcomes and benefits are clear. The further breaking down of Work Package 4 into the five thematic Reform Streams, each with its own appointed Stream Lead and dedicated PMO desk officer, was crucial to this approach.

The lesson drawn from this experience is that a large body of work should be organised into smaller steps, or in this instance, discrete work packages. For the taskforce, the advantage of doing this was as much psychological as it was practical as the large number of Afghanistan Inquiry recommendations was initially overwhelming. An early decision to split the entire body of work into four work packages made it seem far more manageable and achievable.

Lesson 3: Identify previous or inflight work through a muster activity.

The findings and recommendations from the Afghanistan Inquiry report were extensive and relatable to all areas of Defence. Addressing them required the taskforce to establish a baseline as a starting point. The baseline would be informed by any previous or inflight work relevant to the Afghanistan Inquiry that could be leveraged to avoid duplication of effort.

The taskforce initiated a muster of previous or inflight reform activity across Defence that might be relevant to the Afghanistan Inquiry findings and recommendations. The muster activity proved to be an efficient and effective means of obtaining the required information.

The muster was instrumental in identifying reform measures already underway across the enterprise. Of significance were reform measures within Army, in particular Special Operations Command. These measures went as far back as 2015, when rumours and allegations of misconduct formed the basis of the Afghanistan Inquiry.

The muster activity also allowed the taskforce to, where appropriate, align Reform Program initiatives with those reforms underway as part of the Defence Transformation Strategy. Identifying previous or current reform work through the muster activity helped to avoid duplication and established a clear understanding of what has been accomplished and what is yet to be done.

The lesson drawn from this experience is that a **muster activity is an efficient and effective means of identifying all relevant previous or inflight work.** The muster activity was instrumental in establishing a clear starting point for further reforms.

Lesson 4: Engage key stakeholders through a series of discovery workshops.

The taskforce learnt that it is important to consult early and widely with key stakeholders who have the requisite subject matter expertise and/or influence to drive the design and implementation of reforms. This lesson comes from the success of a series of discovery workshops held in mid-2021 to inform the work plans for each reform stream.

The discovery workshops aimed to put key stakeholders in a room together for the specific purpose of ideating and defining the program objectives, requirements, and expected outcomes.

Discovery workshop discussions were valuable as they consisted of root cause analysis and development of potential solutions for consideration when designing initiatives under each reform stream. It also helped identify key stakeholders that could participate in the co-design of initiatives and act as action officers to drive the work.

Engaging key stakeholders during the program design phase proved to be crucial as it led to increased investment or 'buy-in' from stakeholders who later on contributed to the delivery of reform initiatives.

The lesson drawn from this experience is that **discovery workshops are an effective mechanism for engaging key stakeholders in program design, and obtaining their support for program delivery.**

An early audit of the Reform Program by Defence Audit and Fraud Control Branch reported ambiguity in the initial allocation and tasking of recommendations and actions across Defence Groups and Services. This ambiguity was resolved through the establishment of Work Streams and Accountable Officers, for which the discovery workshops were an enabler.

Lessons from Reform Program Implementation

The program implementation phase offers valuable lessons that can inform future program management efforts. Below are four key lessons learnt from this phase:

Lesson 5: Harness the in-house capability to successfully manage a large program.

A programmatic approach was instrumental in successfully organising and delivering the work to achieve the Reform Program's objectives; this was underpinned by training taskforce members in the *Managing Successful Programs* methodology.

The Reform Program comprised a significant body of work, which needed to be integrated, coordinated and synchronised across the Defence enterprise. Integral to the program's success, the PMO was carefully designed to comprise of two interconnected, but separately focussed components. A strategic

component was established to provide assurance, governance and reporting across all activity within the Reform Program.

A stream component was also established to provide advice, guidance and support to reform initiative accountable officers and reform stream leads.

The strategic component comprised APS personnel who already had, or later developed, subject matter expertise in the various governance disciplines. The stream component comprised mostly ADF personnel, as the majority of reform initiatives were military-specific. ADF desk officers were able to draw on their experience and networks to ensure that reform initiatives were appropriately actioned and prioritised, and helped set the pre-conditions for early completion of the Reform Program.

The taskforce placed a priority on stakeholder engagement, and regular and repeated engagements with key stakeholders ensured that Afghanistan Inquiry reforms remained top-of-mind. Regular engagement with reform initiative action officers is credited with increasing the motivation and productivity of those charged with delivering the reforms. Without it, some reforms may not have been delivered on time or at all.

The lesson drawn from this experience is **that Defence has the in-house capability to successfully manage a large program of work.** While the taskforce engaged contracted support early on, this was phased out during the program's implementation. Contracted support has a place in certain circumstances, however, the careful mix of APS and ADF personnel within the PMO is a template that proved successful in this instance, and should be considered for future reform programs of this type.

Lesson 6: Establish clear boundaries to ensure focus on core objectives.

The phrase *'left and right of arc'* is used within the ADF to describe the permissible area (or 'arc of fire') within which a member may direct fire from their weapon. Across the Defence enterprise, particularly within program management circles, the term 'left and right of arc' is often used to describe program scope i.e. the boundaries and extent of what will be accomplished.

Program scope serves as a critical reference point throughout the program lifecycle and helps to prevent scope creep, which is the expansion of work beyond its original boundaries. A program that expands beyond its boundaries can lose focus on its core objectives, making it challenging to achieve its intended outcomes effectively.

The scope of the Reform Program is referenced in the first of several design principles that were agreed in November 2020 to guide the work program. The principle *'whole of organisation learning and response, based on Defence values and behaviours'*, which provided the scope, is very broad and potentially takes in any enterprise activity that is directly or indirectly linked to culture or the perceived failings that may have contributed to Afghanistan Inquiry findings.

Consistent with another of the design principles, that being 'a *'live' program of work which will continue to evolve'*, additional work was added to the Reform Program at various points during the implementation phase. However, some of the initiatives added to the program were arguably not well suited to, or lacked clear alignment with, the program objective of preventing recurrence.

The wide-ranging statement of scope resulted in a moderate level of scope creep. The impact of this was evident through the number of closed initiatives that were transferred elsewhere, or received a low benefit score due to their tenuous links to the program objective.

The lesson drawn from this experience is that **establishing clear boundaries is a fundamental step for ensuring focus on core objectives.** In hindsight, a more prescriptive statement of program scope would have made it easier to determine what to include and what to exclude from the Reform Program.

Alternatively, the taskforce could have developed an *inclusion-exclusion filter* to establish clear boundaries and mitigate the risk of scope creep. The use of such a filter would have allowed the taskforce to quickly and objectively assess whether a particular initiative falls within the program's defined scope.

Lesson 7: Maintain a disciplined approach to the initiative management lifecycle.

The program management lifecycle is usually broken down into four phases: initiation, planning, execution, and closure. These phases also apply to individual program deliverables, or reform initiatives in this case.

It is important to maintain a disciplined approach to ensuring that each initiative is managed in accordance with the initiative management lifecycle. From the outset, the taskforce developed a structured approach to monitoring and controlling program initiatives from end-to-end. Key artefacts for each reform initiatives were the:

» *Reform Management Plan* (RMP). This plan provided a shared vision of what the initiative would accomplish and organised the work into a sequence of steps to enable the achievement of milestones. Much like a project plan, the RMP represented a commitment, and was important to delivery success as well as a key instrument of program governance.

» *Initiative Progress Report.* The status and issues affecting delivery of all reform initiatives were reported through progress reports to each Program Board. As well as providing transparency, mandatory and regular progress reporting held action officers accountable for their tasks and deadlines.

» *Request to Close Form.* For an initiative intending to close this form was completed by the Action Officer and approved by the Accountable Officer. After reviewing the closure request for completeness, the PMO sought endorsement from the Stream Lead before providing it to the Program Board for approval. The various checkpoints in this process provided confidence that closure reports were sufficiently vetted before being put to the Program Board for approval.

» *Benefit Review Report.* A benefit review was conducted following the approved closure of an initiative. Benefits reviews for each initiative assessed Request to Close documentation, and what was delivered against what was planned (as documented in the RMP) to arrive at an overall benefit score.

Throughout the program implementation phase there were many occasions where individual initiatives were either delayed or encountered problems that threatened their delivery. However, by regularly

tracking performance and instigating corrective actions as needed, the taskforce was able address these problems through ongoing stakeholder engagement. If necessary, the taskforce was able to facilitate an initiative's change of scope or schedule.

The lesson drawn from this experience is that **maintaining a disciplined approach to monitoring and controlling program initiatives throughout their lifecycle is of utmost importance.** Many issues encountered during the implementation phase had the potential to escalate into larger, more complex problems, if left unaddressed. The structured approach as described above was important not only for effective program management, but also for fostering a culture of responsiveness and adaptability within Defence.

> **Lesson 8**: Prioritised, directed and supported delivery of reform is crucial to success.

The Afghanistan Inquiry response featured in the *Enterprise Priority Statement*, which made it one of Defence's highest priorities. This level of priority ensured strong support and direction from senior leaders, who were able to champion the reforms and provide the necessary resources and authority for implementation.

The program's high priority facilitated the top-down approach to accountability that was essential for the success of reform initiatives. Reform Program Stream Leads were SES Band 3 or 3 Star equivalent officers who had the necessary authority and influence to drive the reforms. Accountable Officers were typically one or two levels below the stream leads.

In a hierarchical organisation like Defence, top-down leadership, where authority and direction flow from the top levels, is important for creating a shared understanding of what is required and by when. A direction from the Deputy Prime Minister that all Afghanistan Inquiry recommendations be addressed by early November 2023 provided clear prioritisation.

The program's high priority was also leveraged to consult widely with external stakeholders and interested parties. Input and feedback from subject matter experts, including academics and non-government agencies was instrumental in the design and implementation of key reforms. The Australian

Centre for International Justice is highlighted as an organisation that contributed positively in that regard.

Action officers play a pivotal role in implementing and driving change, and for any meaningful reform to occur, action officers needed to be enabled and supported in their roles. This support was largely provided by the taskforce PMO, who assisted in the coordination and delivery of work through ongoing dialogue with action officers.

The PMO were able to draw connections with other work being delivered across the Defence enterprise that may have been siloed and not visible to others. By identifying these connections and bringing them to the attention of action officers, duplication of effort was avoided for the most part.

During the implementation phase, it was identified that some initiatives were at risk of not proceeding due to insufficient funding. This led to the PMO developing a business case approval process to facilitate additional resource funding that enabled some initiatives to proceed, that would otherwise have faltered due to lack of resources.

The lesson drawn from this experience is **that prioritised, directed and supported delivery of reform is crucial to success.** The high priority afforded to the Reform Program facilitated the top-down approach to accountability that was essential for the success of reform initiatives. Furthermore, the ability of the PMO to enable and support action officers also contributed to the success of reform initiatives.

Further Action

'As programs come to a close, stakeholders may revert to old ways of working, or develop workarounds to avoid the change. Ensure you have mechanisms and review points in place so that the change is embedded and sustained'.

- Defence Change Management Framework

Transitional Arrangements

This section focusses on the transition of initiatives from program to standard day-to-day business operations. An effective transition increases the likelihood of sustaining changes, and delivering targeted benefits.

A key feature of successful reform is that it is sustainable, that it is not vulnerable to being reversed, or substantially amended in ways that negate its objectives. The primary risk for any program is the failure of reforms to stick over the long term.

The Reform Program was structured and disciplined in its approach, which was necessary for meeting program objectives and realising intermediate benefits. However, by virtue of program closure and removal of the structure and discipline imposed by the program, there is an omnipresent risk of reforms falling short over time in delivering their full value.

Each initiative delivered under the Reform Program is, in effect, a separate change project since it has introduced a new or modified capability into the enterprise. The changes are susceptible to low change adoption as people may not understand the changes, they might disagree with them or they may simply need time to adjust.

Reform Program change management roles and responsibilities were mapped to the appropriate level in the enterprise to deliver and ultimately transition the changes into normal operations. Transitional arrangements are guided by the Defence Change Management Framework, which comprises of four phases as detailed below:

» Phase 1: Initiate – make the change known.

» Phase 2: Prepare – make the vision clear.

» Phase 3: Manage – make the change happen.

» Phase 4: Embed – make the change stick.

While the taskforce led on the first three phases above, primary responsibility for the final phase rests with line management. The objectives and expected outcomes of this phase are:

» Prepare for, and undertake, a smooth transition to business-as-usual (BAU).

» Transfer capability and build skills into BAU.

» Embed changes into the wider environment.

» Implement continuous improvement measures.

» Collect feedback and assess effectiveness of change initiatives.

» Contribute to post implementation reviews, lessons learned and case studies.

» Acknowledge efforts and celebrate success.

Those who were responsible for implementing reform have a continuing obligation under the *Defence Change Management Framework* to embed the changes into standard business operations.

Whilst most reforms were fully acquitted under the stewardship of the Program Board, some were always intended as long-term endeavours that would transition to another authority for further monitoring and oversight of residual work. For these long-term endeavours, the Reform Program tracked the design, decision and first steps into implementation, and then off boarded them.

Post closure monitoring includes tracking the health and progress of residual work until completion. Initiatives that fall into this category and the accountable authority for post closure monitoring are shown in the Table below:

Initiatives with Residual Work	Post Closure Monitoring
Organisational Arrangements and Command Accountability Reform Stream	
ER02 (IR103): *Weapons and Ammunition*	Director-General Military Legal Service
ER04 (IR105): *Military Working Dogs*	Chief of Army's Senior Advisory Committee
EI05 (IR128, IR134, IR135): *Review the Channels for Reporting Serious Operational Incidents*	Chief of Joint Operations Command
ER21 (IR133): *Commanders and Staff Accountability*	Chief of Joint Operations Command
EI20: *Preparedness*	Vice Chief of the Defence Force
EI26: *Protection of Civilians*	Chiefs of Service Committee
EI28: *Defence Internal Audit Work Program: Operational Audits*	Associate Secretary
EI29: *Joint ADF Command Accountability Doctrine and Training*	Chiefs of Service Committee
EI30 (IR123, IR127 and IRI36): *Leadership and Pre-command Skilling and Training*	Chiefs of Service Committee
Culture Reform Stream	
EI16: *Independent Study of Australian Special Forces*	Chiefs of Service Committee
EI63: *Defence Identity*	Defence People Committee
Workforce Reform Stream	
EI12: *Review Psychological Assessment and Support*	Defence People Committee
EI13 Part I: *Reform End-to-End Education and Training for all Defence on Ethics and Character*	Defence Education and Training Committee
EI34: *Review Defence Workforce Fatigue Management Approach*	Defence Work, Health and Safety Board
EI35: *Research into Operational Incentives*	Defence People Committee
Partnerships Reform Stream	
EI55: *Defence Relationship Framework*	Chiefs of Service Committee
EI58: *Build Cross Cultural Capability*	Defence Education and Training Committee
Information Reform Stream	
ER25 (IR137): *Body Worn Cameras*	Chief of Army's Senior Advisory Committee
EI14: *Red Flags*	Defence Education and Training Committee
EI42: *Audit of Operations/Deployment Data Management*	Chiefs of Service Committee
EI44: *Detection of Operational Reporting Anomalies*	Chiefs of Service Committee
EI60: *Personnel Data Access and Integration*	Defence Data Analytics Board

Residual work is the unmet element of the reform initiative's main objective, and is distinct from any additional work that goes beyond the scope of a closed initiative. A high-level summary of further work can be found in the Preventing Recurrence chapter of the closure report.

Future Assurance

Overview

Defence's response to the Afghanistan Inquiry has been high profile and the subject of public and media interest since late 2020. Program closure notwithstanding, there is continuing public and media interest in war crime investigations and outcomes, which underscores the importance of instituting appropriate mechanisms for ensuring that reforms stick. Accountability for this ultimately rests with the Defence senior leadership group.

Completing a program is not the same thing as ending the program's change management process, and simply finishing does not ensure that Defence immediately benefits from program outcomes. The objective of the Reform Program was not simply to deliver new or improved capability, but rather, to deliver the capabilities that address a range of specific problems. Future assurance will play a pivotal role in providing transparency, accountability and reliability of program outcomes. This is particularly important because stakeholders will ultimately want to know whether the reform program addressed the problems that it was designed to solve or ameliorate.

Cultural reform of this magnitude takes time to embed and sometimes longer for the benefits of that work to reflect positively in organisational measures of performance. Cultures are built on deeply ingrained beliefs, values and norms that have developed over generations. Changing these foundational elements and seeing tangible evidence of that change requires time and effort.

Post Closure Assurance

Post closure assurance will include a whole-of-program post-implementation audit, and the monitoring and evaluation of selected initiatives that are crucial to success. It will also include the continuation of operational audits featuring regularly in the Defence Internal Audit Work Program.

Whole-of-program post-implementation audit

A whole-of-program post-implementation audit will provide a more comprehensive picture of the reform program's performance and impact. This activity will be conducted approximately three years after program closure as this will ensure that sufficient time has elapsed for reforms to have been embedded.

The proposed audit objective and high-level criteria are:

This audit will examine the effectiveness of Defence's implementation of the Afghanistan Inquiry Reform Program. To form a conclusion against this objective, the following high-level criteria are:

» *Are implemented initiatives operating as intended? (Conclusion based on a sample of key interventions and their assessed effectiveness in practice. The sample should include some initiatives with residual work, as this will test the effectiveness of post-program monitoring).*

» *Have expected benefits been realised? (Conclusion based on stakeholder feedback, the impact of residual work and actual vs. baseline data from the Reform Program's Benefits Realisation Plan).*

» *Have reform program objectives been met? (Conclusion based on a reconciliation of Inquiry findings and recommendations against the corresponding response).*

Responsibility for conducting this audit falls to Defence Integrity Division, Audit and Fraud Control Branch, within the Associate Secretary Group, who provide a third-line (independent of line management) assurance function.

Post closure monitoring and evaluation

Post closure monitoring and evaluation is intended as an ongoing process to assess and improve the effectiveness, efficiency and outcomes of certain program initiatives perceived to be of high value and impact. This will involve analysing data and feedback to make informed decisions, track progress, and adapt to changing circumstances.

Responsibility for post closure monitoring falls to the appropriate governance authority, typically a board or committee that can provide oversight. Responsibility for post closure evaluation falls to second-line assurance functions, such as risk and compliance areas within the Groups and Services. Whilst separate from those responsible for implementation and ongoing delivery, second-line assurance functions are not independent of the management chain.

The program initiatives in the table below have been identified for post program monitoring and evaluation. These initiatives are perceived as being the most impactful in terms of their contribution towards

preventing recurrence. All of these initiatives have the potential to realise a greater benefit than their initial benefit score would suggest. Post closure monitoring and evaluation will assist in realising the full potential of these initiatives.

<div style="background:#E8541C;color:white;padding:4px;font-weight:bold">Post closure monitoring and evaluation</div>

ER11 (IR120): Respite
This initiative responded to the recommendation for a review of appropriate dwell times between operational deployments. It led to the first ADF-wide respite policy.

Monitoring: Chiefs of Service Committee. Evaluation: JOC Group Governance

ER25 (IR137): Body Worn Cameras
This initiative responded to the recommendation on the wearing and use of an appropriate helmet camera or body camera by Special Forces operators on operations. It led to the introduction of an interim capability.

Monitoring: Chief of Army's Senior Advisory Committee. Evaluation: Army Strategic Governance

EI05 (IRs 128, 134 and 135): Review the Channels for Reporting Serious Operational Incidents
This initiative responded to recommendations relating to alternative reporting lines to facilitate confidential reporting of concerns. It led to the development of a system for the management of Prescribed Serious Operational Incidents and the identification of the Public Interest Disclosure scheme as the appropriate alternative reporting mechanism.

Monitoring: Chief of Joint Operations Command. Evaluation: JOC Group Governance

EI06 (IRs 106, 118, 119, and 138): Operational Command
This initiative responded to recommendations that Australia should retain operational command over its deployed Special Forces, so far as practicable in a coalition context. It led to amended command and control structures and doctrine.

Monitoring: Chiefs of Service Committee. Evaluation: JOC Group Governance

EI13 (IRs 121, 124, 125 and 132): *Reform end-to-end Education and Training for all Defence on Ethics and the Law of Armed Conflict*
This two-part initiative responded to recommendations relating to the reform of education and training

frameworks. It led to new training policies, standardised learning packages and instructor guides for online and face-to-face learning. This also extends to the rollout of vignettes (ER13/IR122)

Monitoring: Australian Defence College. Evaluation: Defence Education/Learning/Training Authority.

EI20: Preparedness
This initiative aimed to improve key elements of the Defence preparedness management system, which measures the preparedness of force elements to undertake operations and deliver military capability.

Monitoring: Vice-Chief of the Defence Force. Evaluation: Director General Force Exploration

EI29: Joint ADF Command Accountability Doctrine and Training

EI30 (IRs 123, 127 and 136): Leadership and Pre-Command Skilling and Training
These initiatives are similar is scope and led to improvements in doctrine, skilling and training. The changes will provide a consistent foundation for ADF leadership and command accountability.

Monitoring: Chiefs of Service Committee. Evaluation: Defence Education/Learning/Training Authority.

EI31: Culture Blueprint and Embedding Defence Values and Behaviours
This initiative includes the design of a new Defence Culture Blueprint for implementation in 2023 and beyond.

Monitoring: Culture and Diversity Steering Committee. Evaluation: Defence Culture Hub

Operational Audits
The Secretary and CDF jointly directed the inclusion of operational audits in the Defence Internal Audit Work Program. This includes at least one operational audit each year commencing in the 2022-23 financial year, and at least one audit of Special Operations Command every three years from 2026-27.

The purpose of internal audits within Defence is to provide independent assurance that risk management, governance and internal control processes are operating effectively. Historically there has been under-representation of operational audits in the Defence Internal Work Audit Program. The inclusion of operational audits in future audit work programs

will improve assurance over these parts of Defence in a manner that has the potential to prevent non-conformance.

Subject matter expertise in the specific area being audited is crucial to effectively assessing and improving military operations. On this basis, a hybrid audit team that combines in-house auditors with ADF members who can provide specialised knowledge and insight is preferred, as this will enhance the overall effectiveness and depth of the audit.

The nature and scope of these audits may address any aspect of operations and will be determined by the circumstances prevailing at the time. The audit scope may include an assessment of whether lessons out of the Afghanistan Inquiry report are being taken up in the context of current operations. This would be determined by the Chief Audit Executive in consultation with affected stakeholders during development of each annual audit work program. The First Assistant Secretary Defence Integrity is the Chief Audit Executive.

The first operational audit was *Audit Task 23-011 – Operational Assurance Audit,* which was completed in September 2023. The objective of that audit was to review the assurance mechanisms in place within Headquarters Joint Operations Command to ensure effective governance and management of Defence operations, including controls to prevent, detect and respond to unlawful, unethical and unacceptable behaviour.

Matters with an unspecified end date

The *Afghanistan Inquiry Reform Plan* included a commitment that Defence will *'track all matters through to final outcome'*. This commitment extends to those Inquiry recommendations that are closed or on hold because Defence had discharged its responsibilities, but the matter itself has not been finalised.

Closed or On Hold Recommendations relating to Individuals (Work Package 1)

The Afghanistan Inquiry report made 103 recommendations relating to individuals and these matters were considered, actioned, or referred for action. Defence has closed or put on hold these recommendations pending finalisation of relevant matters.

At the time of writing, the resolution of many recommendations relating to individuals have an unspecified end date. Responsibility for tracking these matters to outcome rests with Army Headquarters, through the Director Sensitive and Strategic Issues Management – Army, in consultation with the IGADF Post Inquiry Coordination Cell.

Closed Recommendations relating to Compensation (Work Package 3)

The Afghanistan Inquiry report made 15 recommendations to pay compensation to alleged victims or their families where there is credible evidence of unlawful killing, assault, and property damage without awaiting the establishment of criminal liability. All 15 recommendations are closed.

The Deputy Prime Minister has agreed that the most suitable way forward, to enable the Government to demonstrate its firm commitment to the paying of compensation when it becomes possible to do so, is through the establishment of an enduring compensation scheme. The establishment of a compensation scheme under regulation is the mechanism by which Defence will discharge its responsibilities in respect of the compensation recommendations.

It should be noted that no compensation payments have been made so far due to significant legal, practical and logistical issues relating to the ongoing geopolitical situation in Afghanistan. Responsibility for tracking compensation matters to outcome rests with the Associate Secretary Group.

Annex A – Abbreviations and Acronyms

Abbreviation or Acronym	Description
ADF	Australian Defence Force
ACMC	Australian Civil-Military Centre
AIIOP	Afghanistan Inquiry Implementation Oversight Panel
APS	Australian Public Service
BAU	Business-As-Usual
CA	Chief of Army
CDF	Chief of the Defence Force
C2	Command and Control
EI	Enterprise Initiative
EMBED	Embedded Military Personnel
ER	Enterprise Response
HQJOC	Headquarters Joint Operations Command
IGADF	Inspector-General Australian Defence Force
IR	Inquiry Recommendation
JOC	Joint Operations Command
LOAC	Law of Armed Conflict
MAJGEN	Major General (Army Two Star Rank)
MUC	Meritorious Unit Citation
OSI	Office of the Special Investigator
PMO	Program Management Office
RMP	Reform Management Plan
SASR	Special Air Service Regiment
SES	Senior Executive Service (Australian Public Service)
SOCOMD	Special Operations Command
SOTG	Special Operations Task Group
2SQN	2 Squadron (Special Air Service Regiment)

Annex B – Index of Afghanistan Inquiry Reform Program Enterprise Initiatives

ID Number	Initiative	Status	Benefit Score	Page Ref
Organisational Arrangements				
EI04	Removal of 2SQN	**Closed** on 13 October 2021	**1.1 – Minor**	16, 33
EI05	Review the channels for reporting serious operational incidents	**Closed** on 28 June 2023	**3.2 – Major**	16, 36, 37, 44, 46
EI06	Operational Command	**Closed** on 25 August 2023	**3.2 – Major**	16, 33, 46
EI07	Technical Oversight of Legal Services	**Closed** on 18 February 2022	**2.5 – Moderate**	13, 17, 33
EI08	Inappropriate Terminology	**Closed** on 18 February 2022	**1.8 – Minor**	17, 32
EI09	Dry Deployments	**Closed** on 18 February 2022	**1.8 – Minor**	17, 32
EI10	Prevent the use of Throwdowns	**Closed** on 28 June 2022	**1.8 – Minor**	17, 33
EI17	Organisational Learnings	**Closed** on 12 April 2022	**3.4 – Major**	17, 33
EI20	Preparedness	**Closed** on 25 August 2023	**2.7 – Moderate**	17, 31, 44, 46
EI21	Management of EMBEDS	**Closed** on 29 March 2023	**1.7 – Minor**	17, 33
EI22	Audit reform undertaken by HQJOC	**Closed** on 13 December 2022	**2.6 – Moderate**	17, 31
EI23	Audit reform undertaken by SOCOMD	**Closed** on 28 June 2023	**3.2 – Major**	17, 31
EI24	Handling of Allegations	**Closed** on 13 December 2022	**N/A**	37
EI25	Improving Investigation Processes	**Closed** on 13 December 2022	**N/A**	37
EI26	Protection of Civilians	**Closed** on 28 June 2023	**2.4 – Moderate**	18, 36, 44
EI28	Defence Internal Audit Program - Operational Audits	**Closed** on 25 August 2023	**2.2 – Moderate**	18, 36, 44
EI46	One Defence	**Closed** on 13 December 2022	**N/A**	37
EI47	Risk Management Framework	**Closed** on 13 December 2022	**N/A**	37
EI48	Enterprise Lessons	**Closed** on 13 December 2022	**N/A**	37
EI49	Whole of Enterprise Assurance Model	**Closed** on 31 October 2023	**2.2 – Moderate**	19, 36
ER02	Weapons and Ammunition	**Closed** on 28 June 2023	**3.1 – Major**	19, 36, 44

ID Number	Initiative	Status	Benefit Score	Page Ref
ER04	Military Working Dogs	**Closed** on 29 March 2023	**2.3 – Moderate**	20, 36, 44
ER06	Review of Army Health	**Closed** on 26 August 2022	**3.5 – Major**	20, 35
ER17	Structure of SASR/ Commando Troops	**Closed** on 13 December 2022	**2.3 – Moderate**	20, 34
Command Accountability				
EI18	Desktop Review	**Closed** on 13 December 2022	**N/A**	37
EI29	Joint ADF Command Accountability Doctrine and Training	**Closed** on 27 November 2023	**3.2 – Major**	18, 33, 44, 46
EI30	Leadership and Pre-Command Skilling and Training	**Closed** on 31 October 2023	**2.8 – Moderate**	18, 33, 44, 46
EI51	Appointment to Command Certificates	**Closed** on 29 March 2023	**3.1 – Major**	19, 33
EI52	Certification / Assurance of Commanders	**Closed** on 27 November 2023	**3.1 – Major**	19, 33
EI53	Mentoring of Commanders	**Closed** on 27 November 2023	**2.0 – Moderate**	19, 33
ER21	Commanders and Staff Accountability	**Closed** on 18 February 2022	**1.8 – Minor**	20, 32, 44

Culture				
EI11	Update ADF and APS Annual Performance Reporting	**Closed** on 28 June 2022	**1.7 – Minor**	20, 32
EI16	Independent Study of Australian Special Forces	**On hold** since 28 June 2022	**N/A**	20, 44
EI31	Culture Blueprint and embedding Defence values and behaviours	**Closed** on 25 August 2023	**2.2 – Moderate**	20, 32, 37, 46
EI32	Review / Update Mandatory Training for Values and Behaviours	**Closed** on 29 March 2023	**2.2 – Moderate**	21, 32
EI33	Enterprise Ethics Framework	**Closed** on 28 June 2023	**2.3 – Moderate**	21, 32
EI41	Measurement of Community Trust	**Closed** on 29 March 2023	**N/A**	45
EI63	Defence Identity	**Closed** on 31 October 2023	**1.7 – Minor**	21, 32, 44

Workforce

EI12	Review Psychological Assessment and Support	**Closed** on 31 October 2023	**2.5 – Moderate**	22, 35, 44
EI13 Part 1	Reform Education for all Defence on Ethics, Leadership and Character	**Closed** on 31 October 2023	**3.5 – Major**	22, 32, 44, 46
EI13 Part 2	Reform Education for all Defence on LOAC	**Closed** on 29 March 2023	**3.2 – Major**	22, 32, 46
EI15	SOCOMD Workforce Mobility	**Closed** on 13 October 2021	**N/A**	37
EI34	Review Defence Workforce Fatigue Management Approach	**Closed** on 27 November 2023	**2.5 – Moderate**	22, 35, 44
EI35	Research into Incentives	**Closed** on 25 August 2023	**1.8 – Minor**	23, 35, 44
EI36	Engaging with Government	**Closed** on 28 June 2023	**2.0 – Moderate**	23, 32
EI37	Leverage Research into Moral Injury	**Closed** on 25 August 2023	**2.4 – Moderate**	23, 35
EI38	Review Pre-Deployment Support to Senior Commanders	**Closed** on 29 March 2023	**2.8 – Moderate**	23, 33
EI39	Psychological Assessment for Respite Waivers	**Closed** on 29 March 2023	**1.7 – Minor**	23, 35
EI54	Mitigation Strategies for Exceptionalism	**Closed** on 27 November 2023	**2.4 – Moderate**	23, 32
ER01	Force Preparation for Future Deployments	**Closed** on 18 February 2022	**2.2 – Moderate**	24, 34
ER03	LOAC Training (Specific Operations)	**Closed** on 18 February 2022	**2.2 – Moderate**	24, 34
ER11	Respite	**Closed** on 29 March 2023	**2.8 – Moderate**	23, 24, 35, 46
ER13	Vignettes	**Closed** on 31 October 2023	**2.8 – Moderate**	24, 32, 46

Partnerships

EI02	International Law	**Closed** on 13 October 2021	**1.5 – Minor**	25, 33
EI27	Review Implementation of the 2016 ACMC Report	**Closed** on 08 July 2022	**N/A**	37
EI40	Review Special Forces Networks	**Closed** on 25 August 2023	**2.2 – Moderate**	25, 31
EI55	Defence Relationship Framework	**Closed** on 27 November 2023	**2.2 – Moderate**	25, 31, 37, 44
EI56	Leverage the International Engagement Review	**Closed** on 13 December 2022	**N/A**	37
EI57	Review Media Strategy	**Closed** on 31 October 2023	**2.3 – Moderate**	25, 36

EI58	Build Cross Cultural Capability	**Closed** on 27 November 2023	**2.7 – Moderate**	25, 31, 44
Information Work Stream				
EI14	Red Flags	**Closed** on 31 October 2023	**2.1 – Moderate**	26, 36, 44
EI19	Digital Technology to Enhance Special Forces Patrol Operations	**Closed** on 27 January 2022	**N/A**	37
EI42	Audit of Operations / Deployment Data Management	**Closed** on 24 November 2022	**2.5 – Moderate**	26, 36, 44
EI43	Audit of Readiness and Incident Information Management Handling	**Closed** on 27 November 2023	**2.1 – Moderate**	26, 36
EI44	Detection of Operational Reporting Anomalies	**Closed** on 29 March 2023	**1.4 – Minor**	26, 36, 44
EI45	Records Management	**Closed** on 31 October 2023	**3.2 – Major**	27, 36
EI50	Identifying Integrity Behavioural Risks	**Closed** on 27 November 2023	**2.3 – Moderate**	27, 36
EI59	Improve Clarity of Accountabilities and Governance for Data	**Closed** on 28 June 2023	**3.1 – Major**	27, 33
EI60	Personnel Data Access and Integration	**Closed** on 27 November 2023	**1.9 – Minor**	27, 35, 44
EI61	Data Remediation	**Closed** on 31 October 2023	**3.3 – Major**	27, 36
EI62	Data Skills and Expertise	**Closed** on 31 October 2023	**1.7 – Minor**	27, 34
ER25	Body Worn Cameras	**Closed** on 31 October 2023	**2.2 – Moderate**	28, 36, 37, 44, 46

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