



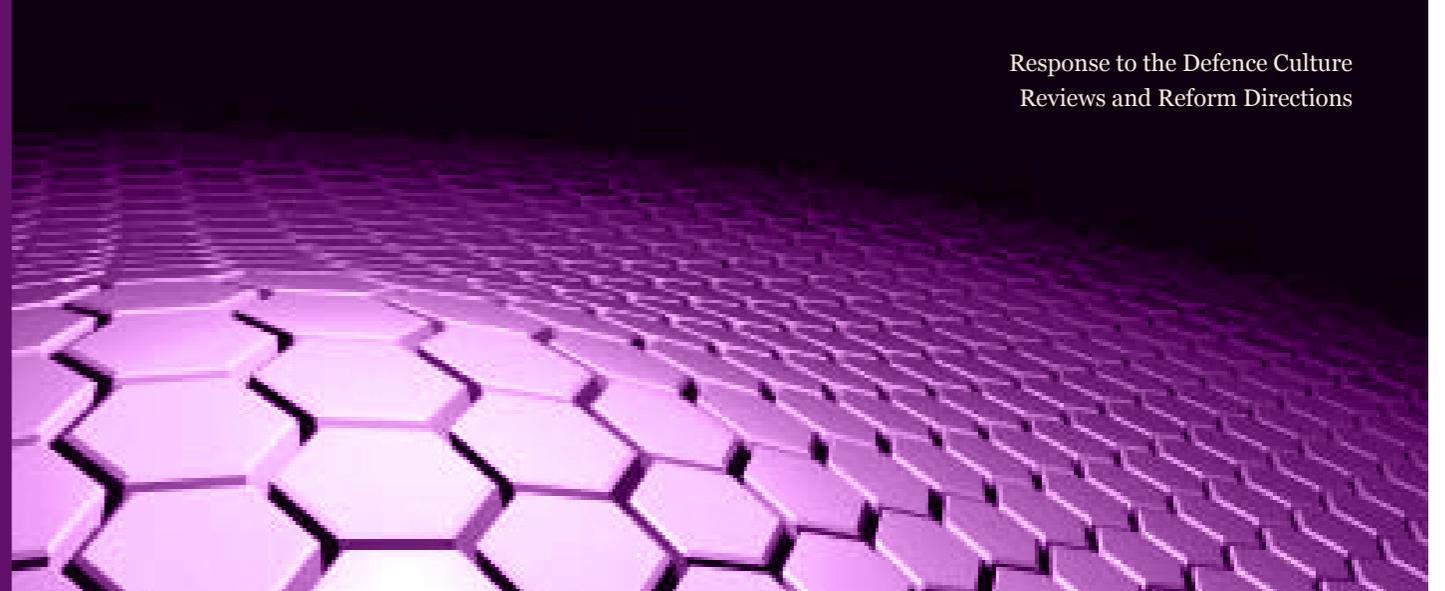
Australian Government
Department of Defence

Pathway to Change: Evolving Defence Culture
Cultural Change and Reinforcement

Pathway to Change: Evolving Defence Culture

A Strategy for Cultural Change and Reinforcement

Response to the Defence Culture
Reviews and Reform Directions



Pathway to Change: Evolving Defence Culture

2012

©Commonwealth of Australia 2012

This work is copyright. Apart from any use as permitted under the *Copyright Act 1968*, no part may be reproduced by any process without prior written permission from the Department of Defence.

Announcement statement – may be announced to the public.

Secondary release - may be released to the public

All Defence information, whether classified or not, is protected from unauthorised disclosure under the *Crimes Act 1914*. Defence information may only be released in accordance with the Defence Protective Security Manual and/or Defence Instruction (General) OPS 13-4—*Release of Classified Defence Information to Other Countries*, as appropriate.

The Department of Defence acknowledges the Nous Group who assisted in the preparation of this publication.

Authors: The Defence Committee, Department of Defence

Sponsor: Chief of the Defence Force
Secretary of the Department of Defence

Contact: For further information please write to:
Office of the Vice Chief of the Defence Force
Russell Offices
CANBERRA ACT 2600

ISBN 978-0-642-29759-4

Message from the Secretary and the Chief of the Defence Force

Defence is a highly capable organisation bound by complementarities of our strong single Service and Australian Public Service (APS) cultures. Defence people are dedicated professionals who rise to challenges large and small, demonstrate high standards of professionalism, and contribute to our reputation for excellence within the Australian community. On most days.

The *Pathway to Change* strategy commits us to being our best on *all* days, and in all ways. It is a strategy to ensure we have the culture that delivers success in major strategic reforms and addresses the findings from recent independent Reviews into aspects of Defence's culture and performance (the Reviews). At its centre is a statement of cultural intent that describes how we expect all in Defence to think about their work and behaviour towards others.

As an organisation, in the eyes of Government and the nation, we must be '*trusted to defend, proven to deliver and respectful always*'. This applies as much to the individual Services – Navy, Army and Air Force – as to our APS personnel. And it applies to each of us as individuals – on or off duty, in uniform or not.

Our *Pathway to Change* strategy builds on Defence's collective strengths while recognising that there are some cultural changes that we must make if we are to continue to mature and evolve as an institution and as a community of professionals.

This strategy sets out the end point we want to reach and the high level actions we will pursue to travel there. A more detailed implementation plan will follow shortly.

The *Pathway to Change* is addressed to all of us. Leaders have particular responsibilities to shape, drive and model the change; but all of us must meet the accepted way of behaving every day.

The cultural change program we are committing to here takes account of and complements our wider Strategic Reform agenda. Strategic Reform and the *Pathway to Change* are two sides of the one coin that will produce a more capable, integrated, and consistently outstanding organisation, one that is fully inclusive, collaborative and professional in all respects.

As such, the *Pathway to Change* marks an important step in our evolution; the beginning of a 5-year program of integrated and far-reaching efforts to tackle our cultural challenges at their roots.

We commend the *Pathway to Change* strategy to you and urge you to help Defence turn the corner on our culture – this is important to you, the organisation we represent, and the nation we serve.



Duncan Lewis AO, DSC, CSC
Secretary of the Department of Defence



David Hurley AC, DSC
General
Chief of the Defence Force

INTENTIONALLY BLANK

1 Our Cultural Intent

The Australian Defence Organisation (Defence) has a long and honourable history of service in the defence of the nation and support of its interests. In doing so, we have won Australians' admiration and respect over many decades.

Core to much of our success has been the strength of our culture, collectively and within each of the Services. Our culture binds us as an organisation and shapes the way that we operate every day. On most occasions and in most circumstances we perform admirably, and in many situations we excel.

However, as is evident from Force 2030¹, we have strategic challenges ahead that require us to be even better in our approach to work and in our dealings with each other. The Strategic Reform Program² (SRP) and associated initiatives will deliver more focused effort and expenditure as well as improved internal governance. It is not possible to achieve our reform goals through technical and structural changes alone; each initiative has a human dimension requiring a shift in attitude and behaviour too.

This in itself provides ample motivation for cultural change in Defence. But there is a further imperative. Recent events and a suite of Reviews remind us that we need to ensure our people demonstrate exemplary behaviour commensurate with the nation's expectations, in and out of uniform, on and off duty.

Despite our great strengths as an organisation, it is all too apparent that we are not uniformly good. We and Australia rightly expect that Defence will deliver to consistently high standards, whether in theatres of operations, capability development, support to our operations, our everyday personal behaviour or in how we treat our colleagues. We have learnt, to our cost, that we do not consistently meet these high standards and, more worryingly, that our culture has tolerated shortfalls in performance.

Most of these failures are personal, but our inability to consistently address them quickly points to flaws and gaps in Defence's processes and the need to reshape aspects of our single Service and whole of Defence culture. Put simply, we cannot be entirely satisfied with all aspects of our current culture; there are parts that serve us poorly, which limit our performance, hurt our people and damage our reputation.

We are therefore determined to build on important initiatives such as New Generation Navy, the Adaptive Army and Air Force's Adaptive Culture Program and take further actions to ensure that Defence remains a great and critical Australian asset.

Pathway to Change: Evolving Defence Culture is Defence's statement of cultural intent and our strategy for realising that intent. Our work in implementing this strategy starts with accepting individual responsibility for one's own behaviour, assisting others to live the culture, and putting the onus on leaders to be exemplars of positive and visible change at all times. It also involves amending policies and processes that do not align with our cultural intent.

¹ Department of Defence 2009, *Defending Australia in the Asia Pacific Century: Force 2030*, Defence Publishing Service, Canberra

² Department of Defence 2009, *Strategic Reform Program 2009 – Delivering Force 2030* and Department of Defence 2010, *Strategic Reform Program – Making it Happen*, Defence Publishing Service, Canberra

1.1 Our statement of cultural intent is strong and unambiguous

Our statement of cultural intent sets out our enduring cultural aspiration which we must work towards and strive to emulate every day. If we succeed in achieving and maintaining the culture expressed in this statement of intent, we can be confident that all of the strategic and internal reforms we are undertaking will deliver enduring, positive results.

Defence's cultural intent – We are trusted to defend, proven to deliver, respectful always

Australia: We exist to protect the nation and, when necessary, fight for its national interests. We recognise that our success requires the enduring support and respect of the Australian Government and community. Our actions reflect the highest standards of professionalism and honour that go with service in defending Australia's security.

On operations and beyond: We rise to meet the challenges to Australia again and again. We succeed in warfighting and on all operations because we know what we are striving for; because we are well-prepared and capable; and because we are comprehensively supported. Building our organisation is as important as delivering on operations. We act speedily, with consistency, discipline and clarity. Our reputation for providing sound, frank advice is well-earned, valued and carefully maintained. People know they can trust us to do the right thing and do it well.

Our organisation: We are accountable for our actions. We are outward and forward looking, always seeking to learn better ways of doing things, and to improve our professionalism and performance in all areas. We connect across our expert Services and Groups to deliver more than any part can by acting alone. Our common purpose and strong relationships make us agile, adaptable, collaborative, and aligned to deliver maximum effect.

Our people: We draw on all parts of Australia. We trust and respect each other, and strive always to keep our people safe. We are candid and speak up at all times. To win, we know we must create inclusive, fair-minded teams, drawing on our collective capability and nurturing our skills. Our people can expect outstanding leadership from all levels; and our leaders can expect exemplary behaviour from all in Defence.

1.2 We recognise our cultural strengths and shortfalls

In measuring ourselves against our cultural intent, we can readily recognise our many areas of strength. These include our:

- unwavering commitment to serving the nation;
- world class capacity in joint operations and capacity to work effectively with allies and partners;
- deeply felt sense of service, whether it be in the Navy, Army, Air Force or APS;
- strong discipline in the face of adversity;
- significant investment in education and training;
- substantial steps in increasing the number of women in the Services; and

- efforts through New Generation Navy, Adaptive Army and Air Force's Adaptive Culture Program to evolve our single Service cultures and ensure success on future operations.

However, we also know that some people within our ranks do not live by the strong values readily accepted by the majority of our people. We have therefore identified opportunities to develop our processes and evolve our culture to meet the future needs of Defence and the nation.

Defence's cultural intent – We are trusted to defend, proven to deliver, respectful always

We have not previously stated our shared cultural intent explicitly, nor developed a Defence-wide plan to realise our cultural intent. The following elaborates on what we see as the key features of each component part.

Australia:

Defence needs to maintain the ongoing respect of the nation to do our work well.

- Our people are rightly held to higher standards and greater scrutiny than the majority of Australian society. They reflect the most noble aspects of the Australian character, but at times we have fallen far short of these standards.
- Our relationship with the Australian community requires acknowledgement and attention. We cannot take the community's support for granted.

On operations and beyond:

Our speed, discipline and clarity on operations needs to translate to all domains of our work.

- Preparedness, capability development and support need to be valued as highly as operations.
- Policy development and advice will always be an important part of Defence business.
- 'Professionalism' in Defence means being respectful and credible, self-regulating, proactive and innovative. However we do not always perform evenly against these essentials.

Our organisation:

We must become more accountable and integrated both organisationally and individually, and better at learning from our mistakes.

- We need to place a far greater emphasis on being accountable for our actions and those of our colleagues.
- We must become greater than the sum of our parts. We must share and work together to deliver greater overall success than we would working individually as Services and Groups.
- Our working environment must promote openness, candour and contestability; it holds us all back when we hide from the truth.
- We need to more effectively manage our own improvement and build our credibility by becoming more self-questioning and learning from successes and failures.

Our people:

We must become more inclusive and better manage grievances.

- We need to close gaps in terms of our inclusiveness of all of our colleagues and our respect for them in all circumstances.
- We must improve the way we manage grievances and in doing so we need to:
 - focus on the interests of individuals (ensure integrity of process and enable them to report bad behaviour without fear of victimisation);
 - work collaboratively with Services and Groups; and
 - ensure sufficient capacity to resolve individual cases consistently, fairly and quickly, through clear rules and disciplined responses.

1.3 Realising our cultural intent – in 'spirit and letter' will enable success across a range of reforms

Pathway to Change is concerned with giving effect to this statement of cultural intent. It is informed by our own analysis, the directions of our Strategic Reform Program, other major internal reforms and direction, and the recommendations of the Reviews. The main inputs are illustrated in Figure 1.

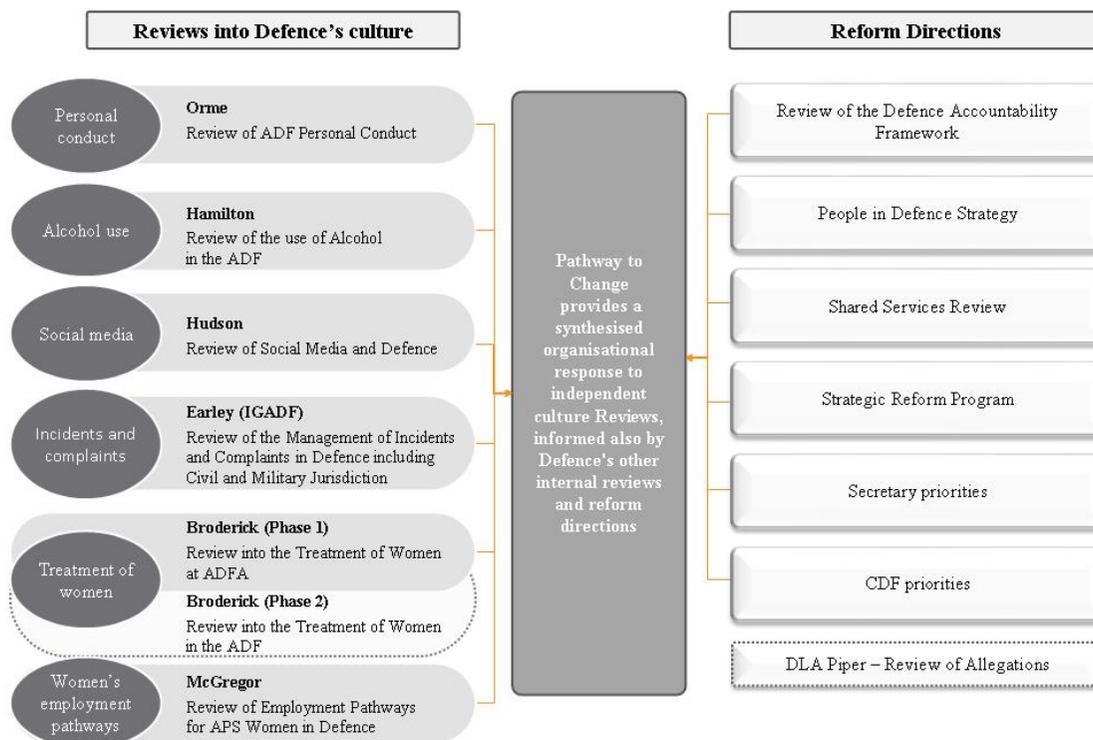


Figure 1: Key inputs to Pathway to Change

Pathway to Change – The strategy to achieve our cultural intent

The *Pathway to Change* strategy recognises that like all cultures, ours is shaped by our history, including the much noted strength of individual Navy, Army, Air Force and APS cultures and sub-cultures. These provide a solid foundation for our work and for an overarching Defence culture. They also present a genuine challenge given that there are important elements of these cultures that we must evolve if we are to realise our stated cultural intent.

Achieving this evolution requires sustained effort in six areas which are our key levers for cultural change and reinforcement. These are illustrated in Figure 2 and explained in more detail below.

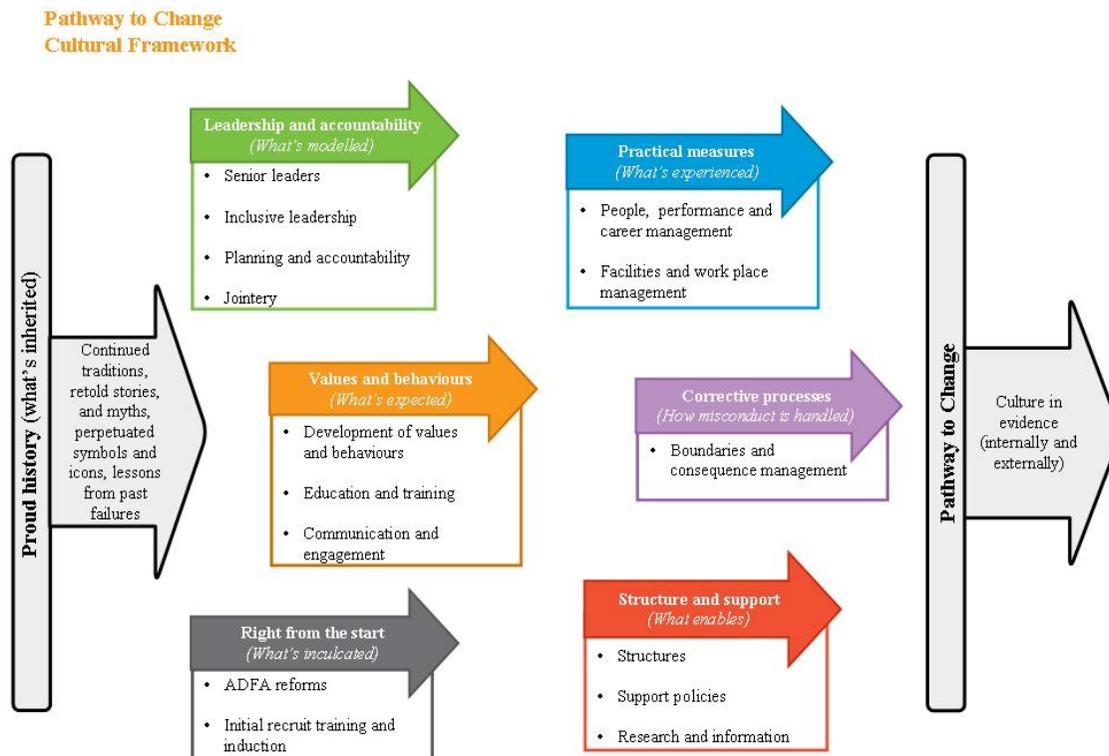


Figure 2: Cultural levers for change

Leadership and accountability

We currently invest heavily in our leadership capacity, particularly across our Services. We must use this investment so that cultural change and reinforcement is modelled by our leaders. In particular, we will make significant demands of our star ranked leaders to accept individual responsibility for addressing our cultural shortfalls and building on our strengths.

We will develop and encourage a pervasive jointery across our senior leadership by promoting leaders who consistently demonstrate a commitment to a unified Defence, one that makes a virtue of our individual strength because it delivers a more powerful joint capability.

We will also broaden the composition of our senior leadership groups by creating greater opportunity for increased diversity. We will simplify our governance processes with stronger single point accountability and we will expect greater accountability by all of our leaders at all levels for their actions and those of their people. This will go hand in hand with a greater professionalism in our leaders which we take to mean more respectful and credible, self-regulating, proactive and innovative.

Values and behaviours

We will initiate a discussion across Defence about our cultural intent and the extent to which our current single Service and APS values and behaviours complement each other and properly articulate that intent. It will be a comprehensive consultation about the things for which we hold ourselves and each other to account. The refreshed values and behaviours will be introduced into our education and training programs so that their importance is constantly reinforced. Moreover, we will use our internal and external communication channels to keep them front of mind, including in our engagement with the Government, Parliament and wider community.

Right from the start

Defence culture must be inculcated with our people from their earliest days in Defence regardless of their avenue of entry – through direct recruitment to the Navy, Army or Air Force, via the Australian Defence Force Academy (ADFA), or through graduate or lateral entry to APS positions. It will feature in all inductions so that new Defence people start on the right path and are fully aware of the obligations that come with a Defence career. Those obligations will include holding themselves and others to account at all times.

Practical measures

We know that our people, like all Australians, take their cultural cues both from their leaders and from their everyday experiences. Indeed in most cases their everyday work and their lived experience constitutes the most powerful determinant of behaviour.

We will therefore make changes to ensure that our work experience is consistent with the *Pathway to Change*. We will change the way we manage people, in particular focusing on how we manage their performance.

We will examine our facilities and policies so that, for example, the pricing of alcohol is consistent with our alcohol management strategy. We will also simplify and change policies that very directly target our people's everyday experience of work in Defence.

Corrective processes

For most of our people, the *Pathway to Change* will provide a way of operating within clear boundaries as to what is expected and acceptable. However, we should anticipate that some of our people will stray outside the boundaries of acceptable behaviour. For these people, we will have simpler and more effective processes with clearer consequences for their behaviour, which will both return them to within the accepted boundaries and signal that Defence people are fully accountable for their behaviours.

We will also improve our processes through which we respond to and handle incidents of unacceptable behaviour. Our response will focus on the interests of individuals, work collaboratively with Groups and Services and have the capacity to resolve individual cases fairly, quickly and consistently.

Structure and support

The Structure and Support lever will directly support the five other levers by which we will shape the *Pathway to Change*. We will review the effectiveness of specific structures and we will modify and introduce a number of additional policies to enable all of us to work to achieve our intent. Finally, sustaining the *Pathway to Change* will require an investment in internal and external research and monitoring of our performance data so that we can adjust our plans as we progress.

1.4 The Secretary and Chief of Defence Force Advisory Committee will lead implementation of the *Pathway to Change*

To fully realise the cultural change and reinforcement program will require a sustained effort from all Defence staff, and in particular our leaders, over many years. The work must start immediately.

We will lead and manage the cultural change through the six key levers for change. While several require input from many parts of Defence, each lever will be led by the Defence senior leaders as shown in Figure 3. Consistent with the *Review of the Defence Accountability Framework*³, these individual Committee members will be accountable to the Secretary and Chief of Defence Force Advisory Committee for the delivery of the outcomes of their change lever. The Secretary of the Department of Defence (SEC) and Chief of the Defence Force (CDF) will take overall accountability.

Implementation on each of these levers will commence immediately, but we recognise that the time required to complete the work for each lever will vary, and realising a substantial change in our culture will take some years.

| Lever for implementation | Defence Lead | Implementation time | Likely time for cultural effect |
|----------------------------------|--------------------------------------|---------------------|---------------------------------|
| 1. Leadership and accountability | CDF, SEC | 2 years | 5 years |
| 2. Values and behaviours | VCDF, DEPSEC PSP, and Service Chiefs | 2 years | 5 years |
| 3. Right from the start | VCDF, DEPSEC PSP | 1 year | 2 years |
| 4. Practical measures | COO ⁴ | 2 years | 5 years |
| 5. Corrective processes | COO | 1 year | 3 years |
| 6. Structure and support | COO | 1 year | 3 years |

Figure 3: Implementation accountability and timetable

³ Black, R 2011, *Review of the Defence Accountability Framework*, Department of Defence, Canberra

⁴ Chief Operating Officer

2 Defence's rich history is a well from which we continue to draw

Defence's culture is moulded and continues to be heavily influenced by military tradition and a shared story of proud service. The sacrifices made by our people, in many ways and at many times, are felt keenly by all in Defence. Wins and losses by Australia's armed forces permeate how people understand their responsibilities. Regardless of where we sit in the organisation, the military tradition influences how we approach our work, how we interact with each other and how we assess the contribution we make to Australia's security. This is a large part of what makes us an effective and highly regarded institution. The individual Service and APS cultures provide the foundation for Defence's contemporary culture.

Moreover, military tradition is an important part of Australia's national identity. Service to our country in the Australian Defence Force (ADF) reflects Australia's view of nobility, integrity and duty. It represents the best of the Australian character. For this reason, Australian Defence personnel, especially those in uniform, will always be held to a higher standard than many other professions. They are – we are – icons in Australian society.

Defence is an institution and it is a community. When people join, they form bonds that go beyond the usual collegiate relations of co-workers. When they leave, they often remain connected, formally or informally, to their networks. Often, family members serve together, or continue the tradition in successive generations. The partners and children of serving personnel become part of the community as well, and form their own close ties.

In this way the Defence culture extends and influences wider community perceptions of what Defence stands for, and what is good and right.

2.1 It is important to the nation – and to the Defence community – to maintain pride in our history

With such high expectations of service and an esteemed reputation to uphold, it is not surprising that we are sometimes found wanting. For alongside Defence's history of honourable and respectful service, there is also a history of incidents and failures that have challenged the reputation of the institution. We are good, but we are not uniformly good all the time.

In many respects the goal of continual 'self-improvement' has made a positive difference. Nonetheless we also recognise that any big and complex organisation benefits from objective, external scrutiny and a thorough 'health-check'.

This would be important regardless of any particular catalysts, incidents or major breaches of public trust, for there are other strategic drivers in Defence that compel us to continually re-evaluate our performance. It is even more important when it is clear that there are some systemic issues that have not been properly addressed. At each juncture when these flaws have been exposed we have reflected and considered how to fix them. Our solutions – oftentimes very sound – have resulted in new processes, new systems and new rules. These changes alone will not prevent such problems emerging. Programs such as New Generation Navy, Adaptive Army and Air Force's Adaptive Culture Program are now tackling the need to evolve Defence's cultures. These programs provide a solid foundation upon which to implement the *Pathway to Change*, but they need to be taken further.

2.2 Retaining our pride and our standing means making some fundamental changes

The first step to solving the problem is to accept that there is a problem.

In 2011 the Government called for, and Defence initiated, several independent Reviews to answer questions about the attitudes towards and treatment of women in Defence; our systems of accountability; grave misconduct perpetrated by some and implicitly condoned by others; and the causes of such behaviour.

The Reviews point to opportunities to improve our systems and processes and also evolve our cultures. These Reviews remind us that the Australian public has high expectations of our behaviour.

There are those who would say, ‘those incidents are about a few bad apples’. But we cannot afford to subscribe to such a view; for that would imply that they are unsurprising – even routine.

It is not an acceptable state for actions that affect the safety and wellbeing of our people, and compromise our capability, to be in anyway regarded as ‘normal’. We should be surprised, angered, embarrassed and saddened – every time there is a revelation about unconscionable behaviour by a member of the Defence community.

Our reaction should be, ‘how could that have happened?’ and not, ‘of course these things happen’.

We need to develop the instincts within Defence that always lead us towards the right judgements. Systems, processes and rules help, but we need to develop good habits of thinking and good reflexes in our actions so that we default to the most appropriate way of working with others and dealing with challenges.

2.3 Those changes centre primarily on issues of our culture – our ‘being’ and ‘doing’ in Defence

We have seen that isolated reforms, internal ‘continuous improvement’ programs, and efforts centred on Defence’s structure rather than its people take us only so far. The only way to avoid a repeat of past mistakes is to really start to change our collective ‘being’ as well as our ‘doing’.

The *Pathway to Change* is both our statement of intent for the change we want to see and a strategy for achieving the change. It reflects how we will implement the recommendations of the cultural reviews and reform programs, all of which will improve the way Defence undertakes some parts of its business. It represents a clear commitment to shape our collective attitudes, systems and behaviours in the interests of improving our capability and ensuring the continuing support from the Australian public whom we serve.

Defence’s Strategic Reform Program sets out how we will strengthen the Defence ‘backbone’. The *Pathway to Change* deals with the supporting muscles and sinews that keep the body of Defence highly functional, working in sync toward shared goals. Its themes are those of other reform directions: improved capability, clear accountability, more efficient processes and a sense of professionalism in the ‘back-room’ to match that evident on operations. As such the *Pathway to Change* will complement and accelerate important changes to keep us modern, adaptable and well-integrated.

Detailed implementation planning is underway and more information will be forthcoming. Our plan will include measures to assess how we are improving our processes, re-conceptualising our responsibilities to the organisation and each other, and creating a more positive and collaborative environment.

3 Leadership and accountability: change starts with leadership from the top and throughout

Defence has always valued – and produced – outstanding leaders. More than most other organisations, we assign tremendous responsibility to our young, junior staff, and that responsibility extends to the care and wellbeing of their peers and those they lead. We know what constitutes good leadership: character and vision. Yet there are occasions when we lose our moral centre and forget the tenets that we signed up to when we joined Defence.

The *Pathway to Change* speaks to all in the organisation, and asks each individual to hold him or herself to account for their actions. However it has a particular message for anyone in any type of leadership position: you have a particular responsibility to model agreed values and behaviours, to do your utmost to ensure that those in your charge do likewise, and to take seriously any signs that there are problems that need to be addressed. Leaders will be held especially accountable for how they exercise their authority in this respect.

Our other key message is that all in Defence should expect our leadership groups to be more diverse and collaborative than they are now. The *Pathway to Change* will address the inclusion of women in decision-making bodies⁵ and will put much more emphasis on peer-to-peer collaboration.

3.1 Senior leaders at all levels must drive and exemplify Defence’s culture change

For the *Pathway to Change* to succeed we rely on leaders at all levels to represent the change to others and promote positive engagement with the reforms that will flow both from the Reviews and from broader efforts to build Defence’s capability.

Our senior leaders are particularly influential with our people, and therefore the expectations we have of them are greater. We already invest heavily in our leadership capacity, and so our goal is to better harness the character and wisdom in our senior ranks to build on our strengths.

The Secretary and Chief of Defence Force Advisory Committee will engage with you about the cultural change it expects leaders to drive. This will start with our top 100 and move quickly to extend the threads of change throughout Defence. The Committee will look to all leaders across Defence to work with their peers in refreshing and giving life to the agreed values and behaviours.

⁵ McGregor, C 2011, *The Review of Employment Pathways for APS Women in the Department of Defence*, Department of Defence, Canberra

3.2 Defence's leadership will be more inclusive than in the past

Defence has made good progress in bringing more women into our organisation and providing opportunities to serve and progress in a variety of roles. Noticeable gaps remain however, in the representation of women across senior leadership positions. This has important implications for both our culture and our capability.

Decision-making and oversight bodies benefit from having diverse membership; this is widely accepted. There is clear evidence that having a critical mass of women on a Board improves performance against a range of criteria.

It is important to note that in Defence we do not operate on a quota system. Women in our organisation have been recruited, deployed and promoted on merit. They tell us explicitly that they do not want special treatment.

In accordance with one Review recommendation, we will redouble efforts to draw women into our senior and middle-management, particularly into APS roles where we have a large, immediately available pool in the broader APS from which to draw. This will be crucial to ensuring women internal and external to Defence have more role models. Increasing diversity within our leadership will change the dynamics and improve the quality of decision-making among our leadership group. This is not about favoured treatment, but strengthening the field of applicants drawn upon to fill positions.

We will ensure that women are appropriately represented in places where pastoral care and support to their female colleagues is required (eg ADFA). We will also reinforce the existing Service women's networks and establish an APS women's network across Defence with Senior Executive Service women in sponsorship roles.

These measures will be underpinned by tighter accountabilities and clear oversight. For example:

- the Vice Chief of the Defence Force (VCDF) will be accountable for the implementation of initiatives to ensure the full inclusion of women at ADFA;
- specific commitments will be included in performance agreements to promote diversity and inclusion in Defence; and
- there will be an external committee comprised of the Secretary Department of Prime Minister and Cabinet, the APS Commissioner, Secretary of the Department of Defence, and a female departmental secretary to oversee implementation of broader reforms to improve the status of APS women in Defence.

3.3 Governance in Defence will ensure clear alignment with strategic directions and robust accountability

The vastness and complexity of Defence is such that we risk having competing strategies and confused priorities. Integrated planning is crucial and is something we should understand better than most. There is clear room for improvement on this score.

The *Review of the Defence Accountability Framework* makes a strong case for improving decision-making in Defence through better corporate planning and measurement of performance. One of the objectives of the *Pathway to Change* is to support a clear and integrated view of what we want to achieve, how we will achieve it, and how we will track progress. It will do this, in part, by introducing simplified internal governance arrangements and more effective and appropriate accountability mechanisms.

Such changes will improve our professionalism, discipline, efficiency and effectiveness across the board. Moreover, they will go hand in hand with the development of our leaders.

We will start by improving our corporate planning processes through the Simplified Business Model⁶ for Defence which enables a clear line of sight to desired outcomes. The model also provides for specific layers of accountability and measures of performance. Those individual accountabilities will be reflected in performance agreements.

As part of this effort to bring clarity to our roles and promote proactive (rather than reactive) collaboration, we have already reduced the number and size of our Defence committees, and will introduce more disciplined operating principles and procedures. This will involve setting up mechanisms, where appropriate, for increasing contestability to improve the quality of our advice and decision-making. We need to avoid the traps of advocating for our position or our unit and missing the overarching set of expectations or objectives.

3.4 Our culture will not just promote – but will insist on – joint initiative and collaboration

Accountability in Defence begins and ends with the individual. It is incumbent on each of us to be performing at our best and accepting responsibility for actions within our control or influence. This is the case whether we are operating as an individual or as a member of a team – whether we are in a formal or an informal situation.

At an organisational level, accountability runs vertically and horizontally. In line with recommendations in the *Review of the Defence Accountability Framework*, we will introduce mechanisms that promote partnership and shared responsibility for delivering outcomes. We will expect colleagues to recognise the value that each is adding to delivering a final outcome – whether their role is at the ‘enabling’ or ‘output’ end of the process. This will be reinforced through our performance assessment processes and through the way we cost and fund specific programs or initiatives (eg by thinking ‘whole-of-life’ or ‘whole-of-process’).

Such changes will be highly relevant to, and necessary for, the successful implementation of an expanded Shared Services model in Defence – something that we must make work if we are to deliver on our capability improvement and efficiency goals.

They are equally relevant to ensuring that we have a collaborative and respectful culture in Defence that makes best use of its people. We need to draw on each other better by actively seeking out those who can contribute to improving the quality of our work, giving it more force, or providing helpful criticism.

In the interests of promoting a more inclusive and all-of-Defence culture, we will reaffirm and make more transparent the current integrated approach to considering star and Senior Executive Service (SES) level promotions. In doing so we will address the current misperception that these are managed through separate Service star plot and APS career management processes. As part of the integrated approach, we will reaffirm to our Captain/Colonel/Group Captain/Executive Level 2 levels and above that they must identify with whole-of-Defence objectives in addition to representing their Service, Group or APS perspective.

As a corollary to this, we will redouble efforts to ensure the right balance of line expertise with capability in performing joint and complex integrated group roles.

⁶ Strategic Reform and Governance Executive 2010, *The Simplified Defence Business Model*, Defence Publishing Service, Canberra

Key actions:

1. Align senior leadership (all Colonel equivalent and Executive Level (EL) 2 and above) behaviour and modelling with the *Pathway to Change*.
2. Over a five year period, increase diversity within leadership groups.
3. Fully implement the *Review of the Defence Accountability Framework* planning and accountability mechanisms that support efficient internal collaboration and effective delivery of reforms.
4. All Colonel/EL2 equivalent and above to work with jointery and integration as their prime decision-making lens (rather than Group or Service-specific).
 - Re-issue the Secretary and CDF guidance on the integrated ADF career management process for all star rank and SES promotions.
 - In principle, manage position tenure so that staff stay in roles for the time required to assure maximum expertise and sustained accountability for delivery of joint and complex integrated group roles.

4 Values and behaviours: Defence will re-consider its respective values and behaviours and draw together those we should hold in common

When the Secretary and Chief of Defence Force Advisory Committee discusses culture, it thinks of two things: mindsets and behaviours. Or as one of the Review authors put it, how we “act and think”. In Defence, we need to respond to clear and unequivocal instructions, but thinking for oneself and being accountable for one’s own actions is also important. One of the Reviews observed that we rely heavily on our young people’s judgement when often they are yet to develop the necessary maturity to make these decisions. In such cases, we need to provide very explicit rules. In other cases, most particularly in the absence of clear instructions or guidance, we need a common understanding of what is valued and what is expected by leaders and peers. This enables us to ‘self-regulate’.

The Services and Defence APS each have their respective values and behaviours to guide their actions. They are strong, clear and useful statements and we do not want to diminish their value. People are drawn to the individual Services or to different types of APS work in Defence, and it is important not to lose sight of the different ethos and credos of the distinct parts of the Defence organisation.

It is important, however, for Defence to take a step back and look at these reference points and to make sure that they convey the messages and set the expectations that are necessary to give full force to the cultural change.

Once the Secretary and Chief of Defence Force Advisory Committee has considered the need for changes or additions to our respective values and behaviours, it will draw on them to inform internal corporate policy, internal communications and education and training programs.

4.1 Defence is bound by shared values, but these need to be refreshed to become a more positive guiding force

Many of the Reviews speak of Defence's need to remember the strong values that motivate and bind us. Several suggest that we go further by developing an updated and integrated set of clear values to guide our approach to work.

Such values must align with Defence's strategic, corporate and warfighting goals. They need to resonate with our people, but as importantly, they must resonate with Force 2030 and other driving operational imperatives.

The Services already have their own statements of values, and Defence also has 'PLICIT', which expresses Defence's commitment to acting with 'professionalism, loyalty, integrity, courage, innovation and teamwork'. While it remains important to reflect the different nature of work done by different parts of Defence, we need to have a clear and shared understanding of what we value across Defence. Specifically we need to show that there is uniform commitment to certain standards, expectations and ambitions – those we hold in common.

The *ADF Personal Conduct Review*⁷ recommends a culture for Defence that is: just, inclusive, reporting and learning. This implies a set or sets of associated values reinforced through training and drawn on as a guide to policies and behaviours.

Other Reviews draw out other values we should emphasise. For example, the *Shared Services Review* puts a premium on the value of professionalism in service delivery throughout the corporate support functions of Defence. More explicitly, the *Review into the Treatment of Women at ADFA*⁸ recommends that Defence include diversity as part of a positive statement about leveraging and improving Defence's capability, rather than having it packaged with policies that have punitive measures attached.

We agree that Defence needs guiding values. These must be based on existing values, refreshed and extended as necessary to capture both the spirit and the letter of the Reviews' recommendations, the differences in Navy, Army, Air Force, APS and Defence's overarching cultural intent.

The process of reconsidering values is as important as the final outcome, and we do not want to pre-empt the final product or products. Nor do we want to imply that there will be one set of values without any separate Service or Group specific values. This is something for Defence people throughout the organisation to reflect and deliberate upon. We will therefore embark on a far-reaching engagement to obtain and test views in all parts of the organisation on how to build on existing statements of values and ensure that they are positive and useful guides, as opposed to punitive instruments or rules.

⁷ Orme, C (2011), *Beyond Compliance: Professionalism, Trust and Capability in the Australian Profession of Arms – Report of the Australian Defence Force Personal Conduct Review*, Defence Publishing Service, Canberra

⁸ Broderick, E (2011) *Report on the Review into the Treatment of Women at the Australian Defence Force Academy*, Australian Human Rights Commission, Sydney

We anticipate that to fully reflect the cultural intent, this engagement will need to address internal unity, mutual respect and jointery; diversity in our ranks; professionalism in our approach to operational and non-operational roles; and our obligation to support each other and uphold the positive reputation of the individual Services and Defence as a whole. It is crucial that our people collectively and individually ‘own’ the values, and that they are expressed in a way that carries meaning for people in all reaches of the organisation.

4.2 Having an unequivocal understanding of expected behaviours within Defence is crucial

Values shape the mindset we bring to our work, and make clear the things that we as an organisation regard as important. This, in turn, influences our judgments about how we behave.

It is an intrinsic part of the *Pathway to Change* that we share an understanding of what is acceptable and unacceptable behaviour. This is important for our internal operations and for our reputation with the wider public. Defence people, and not just those in uniform, represent our organisation. How we behave, at all times, reflects on us and shapes our standing in the community.

Moreover, people look to the Services in particular for cues on what behaviour is right and acceptable. If we do step out of the bounds of acceptable behaviour, this not only has internal repercussions but can provide implicit endorsement of inappropriate behaviour among others.

The *Pathway to Change* clearly articulates expectations of behaviour and requires processes in place to intervene or assist if those expectations are not being met. As we consider and develop Defence’s values at the organisation and Service/Group levels, the Secretary and Chief of Defence Force Advisory Committee will consult with staff on the associated behaviours that reflect those values and align with our stated cultural intent. We may conclude that there is no one set of behaviours, but different sets appropriate to the different Services and APS (as now). Regardless of the final form or language adopted, there will be common themes that reflect our cultural reform directions.

One of the Reviews recommended that a formal Defence Code of Conduct be introduced. This is not supported as it is potentially counter-productive and can lead to mixed messages. While it is important to be clear about expectations and the consequences of failure to operate within set boundaries, a Code of Conduct is an additional and, in our view, unnecessary step in a values based organisation. Nevertheless, in the course of considering how we should evolve our values and behaviours, we will ensure that there is clarity on expected behaviours and personal accountabilities.

4.3 Defence’s values and behaviours will infuse our education and training programs

The Reviews include recommendations regarding the importance of ‘socialising’ the agreed cultural norms and expectations within Defence. We must continually reinforce to our people the need to adhere to Defence’s agreed values and behaviours and to model them in all aspects of our professional and personal life.

Understanding of equity and diversity in our organisation requires special attention. The nature of warfare and its physiological demands in the past, has meant that men predominated in the armed forces. But we know that despite some physiological demands remaining constant, the character of warfare has changed and, as importantly, social norms have evolved dramatically.

The Review findings reveal worrying attitudes that we must reshape. First, we sometimes take group identity and loyalty too far so that it translates into an ‘us’ and ‘them’ mentality. Defence must be inclusive, we must recognise the strength that comes from collaboration and teamwork, and not division and exclusion. Second, evidence from the *Review of the Treatment of Women at ADFA* finds that a significant minority of people interviewed wrongly believe that Defence operates on a quota system for women, and this affects how they regard and relate to their peers in a negative way.

We need to be absolutely unambiguous: inclusivity and diversity are crucial to Defence’s ability to operate at peak performance and demonstrate maximum capability. The *Pathway to Change* will tackle unfair treatment. For example, in line with Review recommendations we will deliver unconscious bias training to the Senior Leadership Group. In responding to the particular concerns about incidents at ADFA, we will do a much better job of educating staff deployed there on how to support women and minorities better, including by identifying and addressing any issues speedily and appropriately.

In line with recommendations, we will also ensure that induction programs address values based behaviours. Such programs will again reinforce agreed values and behaviours. Separate training, also delivered in the early stages of our people’s Defence careers, will provide very clear advice on individual accountability as well as the avenues for seeking redress, while underlining the responsibility of all to act diligently and swiftly in response to such complaints.

Some of the Review authors make the important point that training needs to be tailored to different cohorts. We will adopt that principle when designing programs across the whole organisation, including determining which components are necessary for all.

4.4 We will embed our values and behaviours through more effective communication

The conversation about values and behaviours will carry through to our internal communications. This will be reflected in internal documentation and in our public statements.

We will leverage the recommendations from the *Review of Social Media and Defence*⁹ to develop a more integrated, intelligent and strategic approach to our communication, internally and externally.

One such recommendation is to investigate the benefits of aligning content strategies across Defence’s official social media platforms. The *Pathway to Change* implementation plan will most definitely look to use different forms of communication internally to convey key messages and also to seek views and enable internal discussion and debate about issues that affect people’s approach to their work.

⁹ Hudson, R 2011 *Review of Social Media and Defence – Report by George Patterson Y&R*, Defence Publishing Service, Canberra

We will also examine our external messaging in light of the *Pathway to Change*. The Navy, Army and Air Force each have particularly strong brands and we will continue with our “people first” focus to attract and retain the best people for Defence. Social media provides particularly powerful platforms to convey such messages, and to demonstrate our commitment to meeting the community’s high expectations of us. We will also use official social media channels to show how we are changing.

4.5 We will improve communications during and after a ‘crisis’

It is clear from our own recent experience and from the analysis in the Review of Social Media and Defence, that we need better strategies for managing communications during an ‘incident’ or ‘crisis’. The *Pathway to Change* implementation plan includes a stream of work to develop a social media crisis plan that aligns with our marketing and other communication strategies.

In line with the Review by the Inspector General of the ADF (IGADF), we must also look to use mainstream channels more effectively to respond swiftly to criticisms aired in the media. The challenge of media management will be investigated further and refined to ensure that the facts relating to any type of incident or crisis are discovered quickly and conveyed effectively by the right people. We will also ensure we have the right mechanisms to maintain consistency between internal and external communications, and that we have an authoritative and appropriate ‘voice’ in the public domain to explain Defence actions and advocate for the interests of our organisation and people.

Key actions:

5. Conduct Defence-wide discussion on values and behaviours to better capture the spirit and the letter of the Reviews' recommendations, the differences in the three Services and APS, and Defence's overarching cultural intent.
6. Ensure that all education and training programs are informed by the agreed values and behaviours.
7. Review our communication strategy, including social media strategy, to communicate the *Pathway to Change* and highlight its relevance to broader reform efforts.

5 Right from the start: setting expectations from the beginning

There are specific steps we will take immediately to ensure that upon joining, people have a shared understanding of their individual accountability and the expectations of their Service, Defence and society more broadly.

One of the Reviews informing *Pathway to Change* is the *Review into the Treatment of Women at ADFA*. It represents phase one of a two-part review; the second being the *Review of the Treatment of Women in the ADF* more generally. The phase one report contributes 31 recommendations, all of which are specific to ADFA and have thus focused our attention on the need to address improvements there.

ADFA attracts very capable people who are being groomed as future leaders. This adds to the pressure and yet we have failed to support them at times in the following ways:

- we have not provided the security for all our people to feel safe;
- we have not provided sufficient clarity for people to exercise good judgment;
- we have inadvertently exacerbated the conditions under which misconduct and inappropriate behaviour can manifest; and
- we have been insufficiently sensitive and responsive to risks associated with the prevailing sub-cultures in institutions like ADFA.

The *Review of the Treatment of Women at ADFA* gives us clear guidance on how to improve and we will do so diligently and promptly. Moreover, there are lessons and principles from the ADFA reforms that are relevant to all of our initial training and induction, and all our people. Where appropriate, we will consider their broader application so that all our people fully understand the *Pathway to Change* from day one.

5.1 We will take immediate steps to address the safety and behaviour issues at ADFA

At ADFA specifically, we will better educate our cadets on conduct, offer greater support, improve the quality and quantity of staffing and supervision and modify aspects of the physical environment to reflect our improved culture. We will set the tone for this change by clarifying our strategic vision for ADFA and reaffirming our commitment to ensuring the success of these future leaders.

ADFA is a place where work, study and home coalesce for our cadets. These future leaders learn much more than technical skills while there, and for some we have failed to support this development adequately. Henceforth we will better educate cadets on their individual accountability and values and behaviours, including diversity principles and sexual ethics. Separately, we will teach our young people about how they can and should respond when colleagues act outside the bounds of acceptable behaviour.

Work experience outside the learning environment of ADFA is another potential avenue for teaching our cadets Defence's behavioural expectations and the importance of upholding them. We will explore first year single service training, similar to the Navy Officer Year One (NOYO) program, for all ADFA cadets.

Mentoring will complement the more formalised curriculum and provide ADFA cadets with the additional support they need to cope with the uncertainty and stress of being in a very different environment. We will draw our mentors from outside of ADFA, and offer female cadets a female mentor, as part of an official program. In all cases we will make sure that our mentors are appropriate exemplars of the cultural intent we seek to achieve with the *Pathway to Change* strategy.

We must also support people at ADFA, cadets and staff, with avenues of further guidance and information that they are confident they can rely upon. Initiatives such as a 24-hour hotline offering advice on dealing with and making complaints will aid our people to cope with the uncertainty and stress of being in a very different environment in ADFA.

The *Review of the Treatment of Women at ADFA* highlights the quite particular skills our staff need in working at ADFA. In response to this we will ensure high quality ADFA educators and staff through training, specifically in educating and supervising young, mixed-gender groups. We will also ensure this through simplified but fair processes for removing underperforming people.

The next waves of cadets can expect other changes, to ADFA surroundings, aimed at improving safety and enhancing the learning environment. For example, we are investigating options for accommodating overnight supervisory roles at ADFA for increased security and support. The changes we make will be informed by research, including a Work Health and Safety audit of ADFA facilities, as well as investigation into the potentially different causes of male and female injury.

We are wholeheartedly committed to these improvements given ADFA's role in developing our next generation of Defence leaders and preparing them to model the *Pathway to Change* from the outset of their careers.

5.2 The principles underpinning changes at ADFA will inform our approach to all new starter training and induction

We will apply our learning from the ADFA-specific findings to our induction and initial training of all our junior people. The principles that we adopt start with addressing the areas of weakness listed above. This means that, in practice, with each program for new recruits we will emphasise issues of safety and security beyond physical wellbeing. We will provide unequivocal advice (drawing on our values and behaviours) on what is expected of Defence people. We will be attuned to the conditions that may implicitly foster poor behaviour or misunderstanding about what is acceptable. And we will be much more proactive in addressing any emerging risks while responding swiftly to any well-founded complaints. Our principles are pertinent to all junior starters: recruits to Services and graduate trainees as well.

Key actions:

8. Fully implement agreed ADFA reforms.
9. Apply principles of ADFA reforms to all new starter training and institutes across Defence.

6 Practical measures: Defence will make visible, deliberate changes to our daily experiences

Without changes to our real-world, everyday experiences of Defence, our implementation of the *Pathway to Change* will fall severely short of the intent, possibly to the extent of being viewed as only remedial and not real change. With that in mind, beyond agreeing our philosophies and leading the change, we will make some very visible adjustments to the ways we work, which will be learnt and understood simply through our everyday encounter with them and not through new policy. Some of these changes are revolutionary and others are more subtle, but all will have implications for our daily routines. Our plan includes

modified management processes, appraisal of our people's performance in driving the culture, new and different career paths, and changes to some facilities.

We expect that, over time, such targeted policies will have a wider impact and as they do, the need for overt interventions will recede. Instead, we should be able to rely on good culture and practice to ensure a positive, accountable and productive working environment.

6.1 We will refine our people management approaches to better match our desired culture

Our people systems and processes govern a lot of what we actually do every day. They translate our cultural principles into the routine ways we experience life in Defence. To that end, our implementation plan includes a series of systemic changes to relevant processes, as well as a handful of more immediate people management initiatives.

Where they do not already exist, mentoring programs and job rotation processes are some of the changes we will introduce as part of being a learning organisation, building our culture of continuous improvement in our professionalism and performance in all areas. We will also develop a plain English recruitment guide for the APS that, among other things, makes clear the expectations we have of those who join the Defence community.

6.2 Career progression will therefore reflect strong alignment with the *Pathway to Change* as much as technical aptitude

The reform directions and Reviews informing the *Pathway to Change* have prompted us to think about opportunities for improving the career paths we offer in Defence, and the way we progress our people through them.

The *Shared Services Review* describes the improvement we will soon experience in the way many of us work with each other in providing valued support to the organisation. We will have pools of skilled people to draw from across our organisation. Our people in these shared services roles require particular technical skills and just as importantly, must approach their role with a whole of Defence attitude to achieve the lift in productivity that Defence requires. It is imperative we keep in our minds that we are all part of Defence working towards the same goals for Australia, rather than part of a particular Service or Group alone. Appointments to key shared services roles will be chosen carefully, going to those who best model the attitudes and behaviours required to make this reform a success.

How we promote our people along their pathways is a strong symbol of our cultural maturity. Putting the best and brightest in our most influential positions is vital, and our judgements in selecting the best and brightest need to span both competency and demonstrated modelling of the *Pathway to Change*. If we progress our people before they are ready and able to show their own cultural maturity, we will fail to fully leverage our capability and meet our strategic goals.

Similarly, in line with one of the Reviews, working at ADFA will attract greater profile. We will actively ensure that the right people are posted into key positions there, and that they are acknowledged for doing their jobs well.

6.3 Adjustments to the living environment, facilities and conditions

Several of the Reviews also recommend a series of actions for changing the facilities that we provide, as the physical workplace environment speaks volumes about the culture. These changes to workplace conditions will be strong symbols of the *Pathway to Change*. For example, we will re-design interactive education spaces at ADFA and require Commanders to assess situations in which alcohol is intended to be used within the ADF work location. There will be direct and practical benefits that flow from these visible changes.

6.4 In addition to making these changes, we will regularly reflect on whether each of us is driving the cultural change

We will have to help each other to achieve the *Pathway to Change*. This means considering and having candid conversations about each other's performance in the cultural and behavioural sense, not just our technical aptitude. The *Review of the Defence Accountability Framework* in particular emphasises that Defence must build a much stronger bridge between Defence's strategic outcomes and our respective roles and responsibilities, and to measure the contribution at each step along that bridge.

We will apply this logic in implementing the *Pathway to Change* by establishing clear measures for gauging progress, both in terms of tangible change, and in embedding the principles of our new culture. While the Reviews provide some baseline data, we will conduct a Defence-wide assessment of the current culture so that we can properly track improvements. We will take stock at certain checkpoints during implementation, and refine our approach wherever necessary. Measuring and managing our performance is critical to ensuring that our well-intended values and behaviours, leadership, processes and policies work.

Key actions:

10. Implement agreed people management, work, performance and policy measures that underpin reform objectives.
11. Reconfigure the living environment, facilities and conditions in line with the *Pathway to Change* cultural intent.

7 Corrective processes: we will be more effective in taking corrective action for misconduct

Our attitudes towards misconduct and approaches to responding to incidents are informed by our culture. Many of our current challenges in managing bad behaviour are the product of incoherent policy amendments and inconsistent approaches to managing our rules in the past.

The *Review of the Management of Incidents and Complaints in Defence*¹⁰ reinforces that the actual boundaries we have set for ourselves are mostly fitting, but the actions we take when our people act outside these boundaries are not always effective. The *Pathway to Change* will simplify approaches for dealing with misconduct through policy amendment, including changes to privacy policy. We will more clearly communicate these approaches to make them easier to understand. As a priority, we will also clear our backlog of grievances that have been too tardily dealt with.

As we make these improvements, we expect that the number of reports of unacceptable behaviour may rise before falling over time. Therefore, we should not be alarmed by an early spike in reported incidents as it may well be a positive sign of renewed confidence in our system. We will test this interpretation through our planned check-point evaluations in implementation.

7.1 Our policies must reflect what we encourage and what is not tolerated under any circumstances

We acknowledge that Defence has not always managed grievance resolution processes well. This has been a cause of unhappiness for individuals and has reduced the organisation's ability to perform at the standard we require. We must be more consistent on this record and we will do so.

In relation to managing grievances, the principle guiding our responses include:

- be focused on the interests of our people, who are individuals that we value and support;
- have a separate and strong voice in Defence so that the interests of our people can be represented to Defence's senior leadership, the Government, Parliament and the Australian people;
- have the resources to carry out its work fairly, taking account of both the individuals and the Defence Organisation's needs;
- work with the command structures and organisational processes in the Services and Defence so that we can continue our mission at all times; and
- be able to resolve cases in reasonable time frames.

In support of these people-focused principles, we will refine our corporate and human resources policy to better support aggrieved people.

A number of our people, through the Review process, have called for amendments to be made to our approaches to privacy. However, confidentiality is a cornerstone of confidence in our corrective processes. Therefore, any decision to adjust our privacy restraints will be carefully considered in line with Commonwealth legislation and policy before being implemented.

¹⁰ Earley, G (IGADF) 2011, *Review of the Management of Incidents and Complaints in Defence, including Civil and Military Jurisdiction – A Report by the Inspector General Australian Defence Force*, Defence Publishing Service, Canberra

The suggestions put forward in the Reviews are based on the principle that we must learn from our own and others' mistakes, and in order to do this our mistakes need to be shared. We will not introduce a culture of "naming and shaming" as that does not orient us towards getting to the bottom of our issues and understanding why incidents have occurred. Nonetheless, powerful learning happens through experience, and our management of boundary breaches and the consequences of such breaches are frail if they are perceived as "all talk and no action."

Achieving satisfactory closure is also an essential part of the process. We must formally allow and empower our leaders to disclose to involved parties the outcomes of corrective processes in sufficient detail to enable a sense of resolution.

Our intent in Defence has been to support each other when we bravely come forward about a behaviour-based issue, but we do not always live up to this with overt support, as we should. Being more diligent on this point will signal our commitment to improvement and cultural maturity.

7.2 We will enhance our people's understanding of how to lodge and respond to complaints

We need to be clearer on the action we encourage our people to take in response to a perceived issue, both in raising and in responding to a complaint. The Reviews have drawn our attention to the voluminous information that Defence has available on grievance and complaint processes, and the inadequate outcomes invoked through its confused application or manipulation that contradicts our values.

We will be clearer about what can be done for those raising an alarm and in taking action to correct behaviour. The *Review of the Management of Incidents and Complaints* recommends the use of simple plain language 'fact' sheets on grievance processes, to be displayed on bulletin boards and published on websites. This is good advice and we will follow it.

We will also take actions to shift attitudes and willingness to speak up when we become aware of inappropriate behaviour by a colleague in Defence. Several of the Reviews indicate that we do not do this sufficiently. The *Pathway to Change* stipulates that our people must put each other's safety and dignity before loyalty to a peer group.

We particularly need to remove the stigma of communicating distress to those who have a responsibility for our welfare; whether it relates to injury or other ailment, perceived threat, intimidation or harassment, There is no pride to be found in watching others suffer or for remaining in denial about a serious problem. As one Review termed it, we need to adopt a 'Reporting' culture.

As part of these efforts we will review our policy to provide consistent guidance regarding to whom to refer incidents. This includes how and when our leaders should refer reports on to a higher authority, as well as the channels our people should take in initiating their claims. Importantly, these changes will be uniform for all of us in Defence.

7.3 As a priority, we will resolve the backlog of grievances to remove roadblocks to improving these processes

Timeliness is one of the most critical factors influencing satisfaction with Defence's corrective processes. Delays in our decisions erode the efficacy of outcomes. We have been guilty of delays on too many occasions. We know that such lags also discourage our people from coming forward in the first place, thus undermining our cultural intent.

It is vital that we clear the slate. We will consider outsourcing this important task to qualified legal firms, as per the recommendation made in the *Review of the Management of Incidents and Complaints*.

Over time, the improvements we make to our approach to raising and handling misconduct will prevent this tardiness from recurring.

Key actions:

12. Address the backlog of grievances, and simplify responses to and management of unacceptable behaviour to make corrective processes faster and more transparent.

8 Structure and support: our supporting structures and policies will assist us to achieve our intent

Our support mechanisms will underpin our hard work in developing collective values and behaviours, shaping lived experiences, leading others and correcting unacceptable behaviour. They are an essential part of reinforcing our leaders' messages, and of ensuring that we are not prohibiting our people from achieving the culture we have defined.

The ways we group people together, formally and informally, and the roles we are each assigned to play within these groups, has a major influence on our Defence experiences. Our structural changes will signal and enable elements of the cultural change, and include appointing new resources (human and software), changing some people's responsibilities or relocating decision-makers.

Our policies formally determine what we do and do not condone. Enacting these policies should demonstrate what Defence values; but as the Reviews point out, often fails to do so. In many cases, our guidelines are open to interpretation, leading to inconsistent and confused usage. Rather than introducing new policies we will mostly modify our existing guidelines to be more usable and to assist the changes we are making in other facets of our organisation. Documents will be clarified, consolidated, and reformed to enable our people to more successfully employ them in their daily responsibilities.

8.1 We will reassign resources or change the responsibilities of current positions in line with our cultural change

As many of the Reviews acknowledge, we have had a tendency in Defence to routinely restructure in response to occurrences in our internal or external environment. We are very conscious that we must abandon continuous changes to our organisation charts, and where we are making structural changes they are merely to enable interventions to the everyday experiences of Defence people. To this end, there are three things we will do: reassign resources (mostly human) in various areas; increase the responsibilities of existing staff; and shift the location of where some decisions are made. There are also some structural implications from our changes to governance arrangements.

We will investigate the need to appoint new people and introduce new software so that we can achieve our outcomes specifically at ADFA, in social media and in how complaints are handled. Any reallocation of resources at a time of fiscal restraint signals our dedication to improving in these areas.

Our culture is also shaped by what existing Defence people are charged with doing. In some places, we will revise the responsibilities we ask of our people in favour of higher priority outcomes, such as promoting diversity and reducing the time taken to resolve complaints.

To align people's perceptions with the espoused culture, some decisions will be made by areas that are different to the ones where they are currently made. The structural implications of proposed changes to our governance will see us creating organisational capabilities or appointing sponsors to enable central oversight in some areas (including in SES and EL2 recruitment and in overseeing jurisdictional policy documents). Conversely, we will also disband some organisational elements with the intent to reduce the overall number of committees we have in Defence.

Informal structures, such as new APS women's networks, will also be a key part of enabling cultural change.

8.2 We will rationalise, clarify and, in few instances, reform our policies to better reflect the *Pathway to Change*

An overarching theme from the Reviews is that Defence's supporting policies are predominantly sound; it is our inconsistent application that requires attention. Indeed there are very few new policies that we will need to introduce; rather, we are focusing on clarifying, consolidating and reforming existing policy. Where we are reviewing policy, we will engage much more with community stakeholders and with other organisations to better inform our decisions.

To enhance the quality and consistency with which our people apply Defence policies, we will review a number of policies with the intent of clarifying them where there is conflicting information. This will assist us to make better decisions that are in accordance with the cultural intent.

Rationalisation is also key to making the volume of instructions, guidelines and forms more accessible and therefore more likely to be properly interpreted and applied in ways that are consistent with the *Pathway to Change*. The Reviews highlight the areas where we can and will eliminate some policies, and where we will combine others into single documentation to help make them clearer and easier to use.

Where current policies conflict with Defence's cultural intent, their reform is critical to enabling the cultural change and also an important symbol of our Department-wide commitment to the new ways of doing things. Some of the cultural Reviews point to specific policies to be overhauled or whole areas where we will review policies for inconsistency.

We plan to learn from the wider community. This includes the research community, expert organisations (for example specialists in alcohol harm reduction) and organisations that share characteristics with areas of Defence, such as the Group of Eight Universities for ADFA. Engaging in this way will both improve the quality of our current policy and provide meaningful comparisons to these organisations.

8.3 Our more strategic approach to using data will make us better informed and equipped to respond in future

We are skilled at gathering data in Defence but need to use our people data to our strategic advantage, as we do with data on operations. Currently, information about ourselves, our practices and our behaviours tends to be gathered and used for reacting to individual occurrences. In future we will establish databases and importantly, improve our approach to using the data so that we have a strong evidence base.

The change will be noticeable in time, as our smarter use of data defines how we respond to and continue to shape our culture. For example, we will gather and use data to discover the determinants of alcohol supply and availability in Defence¹¹, to inform future decisions. This will necessarily involve a lot of effort in the backroom before noticeable improvements are felt. These initiatives are nonetheless important as they are the means by which we will keep close watch and continue to adjust our policies to ensure that the way we do things every day is consistent with the *Pathway to Change*.

Key actions:

13. Implement staffing, structures and review processes that enable the *Pathway to Change*.
14. Develop supporting policies to ensure full implementation of recommendations from independent culture reviews and associated reforms.
15. Establish research and data collection processes to inform ongoing development and implementation of the *Pathway to Change*.

¹¹ Hamilton, M 2011, *The Use of Alcohol in the Australian Defence Force – Report of the Independent Advisory Panel on Alcohol*, Defence Publishing Service, Canberra

9 Implementation will be led from the top, with the cultural result being realised over five years

The Secretary and the Chief of Defence Force will lead implementation of the *Pathway to Change*. Other leaders across Defence will also play key roles. However, achieving the full cultural intent of the *Pathway to Change* will require sustained effort by all Defence personnel and staff over many years.

9.1 The *Pathway to Change* will be implemented as an integrated program with clear, individual accountabilities

The Secretary and Chief of Defence Force Advisory Committee will provide overall implementation governance, with Secretary and CDF holding individual accountability (consistent with the *Review of the Defence Accountability Framework*) for the overall success of the *Pathway to Change* strategy. There will be, at minimum, six-monthly updates to the Committee on the implementation and regular reports to the Minister for Defence.

We will establish an Organisational Development Unit (ODU) to coordinate single Service, APS and Defence wide implementation of the *Pathway to Change*. The ODU will work through Deputy Secretary (DEPSEC) People Strategy and Policy Group (PSPG) to support the Secretary and CDF in the implementation of the *Pathway to Change*.

The Unit will structure its work on the *Pathway to Change* under the six key levers for change shown at Figure 2. Each of the six levers will be led by Defence leads as shown in Figure 3.

The Defence leads will be required to regularly evaluate progress and advise the Committee in order to keep the cultural change and reinforcement on track. The evaluations will be based on indicators and measures to be developed as part of the detailed implementation planning.

9.2 Implementation will require up to three years of dedicated work, and we will feel the cultural effects over one to five years

Implementation will commence immediately, and where possible will be front-loaded so that we can achieve greater change sooner.

Figure 4 below illustrates the implementation approach for each of the 15 actions, where lighter colouring reflects progressive implementation effort, and solid colouring reflects the time when full cultural effect will be achieved.

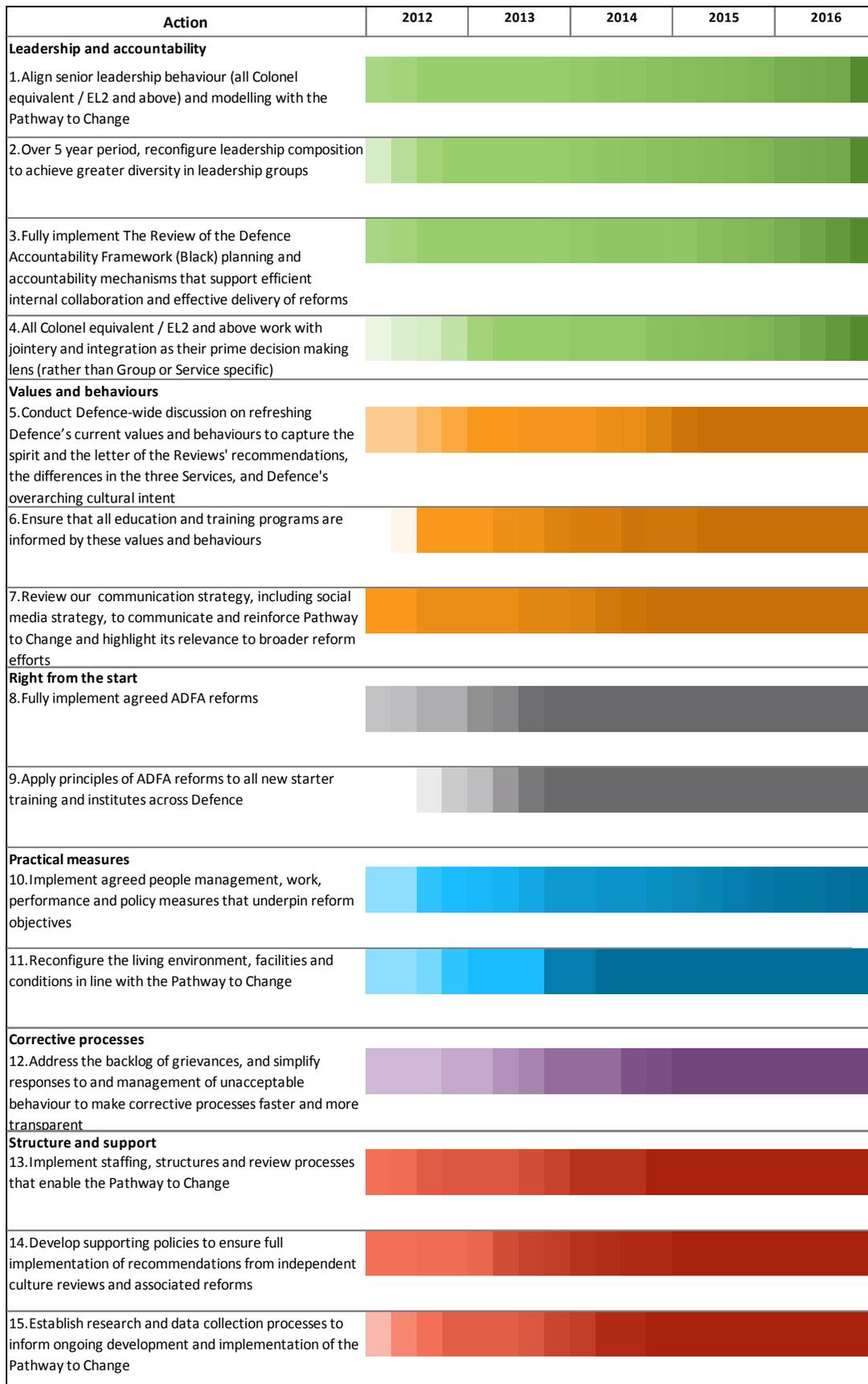


Figure 4: Implementation approach

INTENTIONALLY BLANK

Appendix A Review and Reform recommendations

Below is a consolidated list of the recommendations from each Review, with an indication of the degree of support for each. We have accepted all but 24 of these recommendations in full. Those 24 have been agreed in-principle, which means we support the spirit and intent of the recommendations. In at least one case it is our intention to go further than the Review recommendation. In other cases, the recommendation will warrant further consideration as we move into implementation.

This appendix also includes advice from one of the Reviews¹² that did not take the form of formal recommendations but nevertheless will inform implementation of the *Pathway to Change*. (Such advice appears in the table without numbers). It is important to note that we will take account of all the contextual information in all of the Reviews to ensure that we capture the full intent of their respective recommendations.

Finally, we include here as well the relevant recommendations and reform directions from two other related documents: the *Review of the Defence Accountability Framework* and the *Shared Services Review*. The latter did not contain specific recommendations but we have extracted the key points related to necessary cultural change. As with the contextual information from the Reviews, we will remain alert to other major reform drivers and priorities in implementing the *Pathway to Change* to ensure that all changes introduced are not just complementary but mutually reinforcing.

- A.1 Personal Conduct Review (Orme)
- A.2 Review of the Use of Alcohol in the ADF (Hamilton)
- A.3 Review of Social Media and Defence (Hudson - George Patterson Y&R)
- A.4 Review of the Management of Incidents and Complaints in Defence including Civil and Military Jurisdiction (Earley - IGADF)
- A.5 Review of the Treatment of Women at ADFA (Broderick Phase 1)¹³
- A.6 Review of Employment Pathways for APS Women in the Department of Defence (McGregor)
- A.7 Review of the Defence Accountability Framework (Black)
- A.8 Shared Services Review

¹² Hamilton, op cit

¹³ The *Review of the Treatment of Women in the ADF* (Broderick Phase 2) when completed will be considered in the context of the *Pathway to Change*

A.1 ADF Personal Conduct Review (Orme)

| Serial | Recommendations |
|--------|--|
| 1 | <p>1. The ADF commence the development of an operations-focused culture underpinned by the profession of arms construct, to provide professional focus on both Service success as well as an institutional focus, by articulation of “the Australian profession of arms” concept.</p> <p><i>Agreed in-principle. Defence will progress this recommendation as part of our reconsideration of Defence values and behaviours.</i></p> |
| 2 | <p>2. The Services continue with their programs to improve avenues of communication for members to report concerns, through both the chain of command and also through confidential methods of reporting.</p> <p><i>Agreed.</i></p> |
| 3 | <p>3. Programs of socialisation be improved, by the development of:</p> <p>3a. a revised Common oath of enlistment, to reflect the central tenets of the Australian profession of arms;</p> <p>3b. explicit codes of conduct, underpinned by a central ADF code of conduct based on the profession of arms construct, and modified to express and be aligned with each Services’ need;</p> <p>3c. a “cradle-to-grave” program of professional socialisation and for education in leadership, followership and ethics, from pre-enlistment through to senior career-level Professional Military Education, and with significant reinforcement by local leaders in ships and units; and</p> <p>3d. a revised approach to the delivery of annual mandatory training that emphasises the importance of ADF culture, articulates our purpose, and places our response beyond mere compliance in order to reinforce culture and build capability;</p> <p><i>Agreed in-principle. Defence supports recommendations with the following caveats: We do not agree to the construct ‘profession of arms’ but support the underlying intent of this recommendation. We do not support either the introduction of specific codes of conduct or oath of enlistment. Nevertheless, Defence will investigate how best to more explicitly state our values and behaviours on enlistment, and reinforce them through education and practice.</i></p> |
| 4 | <p>4. A strategic communications program be developed, based on “the Australian profession of arms” construct, communicating the nature of the Australian military profession externally and internally.</p> <p><i>Agreed in-principle. The strategic communication program will be based on the outcomes of the reconsideration of Defence values and behaviours (see 1. above), and related reinforcement strategies (see 3. above).</i></p> |
| 5 | <p>5. Appropriate scholarly research and research institutions be sponsored and fostered, and the findings of and insights gained from such research be used to inform policy development, Professional Military Education, and doctrine, under the management and oversight of the Australian Defence College.</p> <p><i>Agreed.</i></p> |

■ Leadership and accountability
 ■ Values and behaviours
 ■ Right from the start
 ■ Corrective processes
 ■ Practical measures
 ■ Structure and support

A.2 Review of the Use of Alcohol in the ADF (Hamilton)

| Serial | Recommendations |
|--------|--|
| 6 | <p>1. Policy. Develop an overarching ADF wide alcohol policy to reflect evidence about effective practice, in conjunction with the current development of the ADF Alcohol Management Strategy. This should be directed at reducing alcohol related harm and include an increase in the attention paid to:</p> <p>1a. Primary prevention, especially in relation to:</p> <ul style="list-style-type: none"> • communication and education about risks of alcohol consumption, ADF alcohol policy and regulations; and • controls on the supply and availability of alcohol within the ADF. <p>1b. Secondary prevention, such as organisation wide screening to identify risk and respond with a broader range of opportunistic and brief interventions.</p> <p><i>Agreed in-principle. Defence will consider this in the context of building an evidence-based Alcohol Management Strategy</i></p> |
| 7 | <p>2. Supply. Reduce the supply and sale of higher strength alcohol products permitted to be sold or made available on ADF locations and at ADF functions.</p> <p><i>Agreed-in-principle. Defence will consider this in the context of building an evidence-based Alcohol Management Strategy</i></p> |
| 8 | <p>3. Alcohol harm reduction. Adopt a vision and a plan for implementation of alcohol harm reduction in the working environments of Defence by requiring Commanders to assess situations in which alcohol is proposed to be used informally or formally and where specific approval would then be required for the use and access to alcohol within ADF work location.</p> <p><i>Agreed.</i></p> |
| 9 | <p>4. Data. Develop an approach to collecting and responding to alcohol related data to enhance their value in terms of managing individuals and strategic planning; this will include alcohol screening of individuals at recruitment and across important career transition points, particularly post-deployment, and a whole of ADF Alcohol Incident Reporting System.</p> <p><i>Agreed.</i></p> |
| 10 | <p>5. Audit and reporting system. The Panel recommends that:</p> <p>5a. An audit of the available data regarding the determinants of the supply and availability of alcohol be conducted.</p> <p>5b. A valid and reliable reporting system for alcohol sales be established by the ADF, allowing for per capita calculations where possible.</p> <p><i>Agreed in-principle. Defence will consider this in the context of building an evidence-based Alcohol Management Strategy</i></p> |

| Serial | Recommendations |
|--------|---|
| 11 | <p>6. Alcohol incident reporting system. Develop a whole of Defence Alcohol Incident Reporting System so that it:</p> <ul style="list-style-type: none"> • ensures data are recorded and managed in a consistent manner organisation-wide, and entry/maintenance is mandatory; • ensures that the systems include the necessary information to identify priority sub-groups (e.g. service, age, gender, rank, operation) and is easily extracted for reporting and epidemiological purposes; • incorporates reports of incidents, convictions, alcohol involvement and place of purchase and consumption; • provides a system that monitors issues at both the individual (early identification of an issue) and the organisational (epidemiological) levels; and • provides regular reports to Commanding Officers on incidents relating to their personnel. <p>In this context, it is suggested that further analysis of existing incident databases regarding information collected, data collection procedures, and data definitions and inclusion criteria be undertaken.</p> <p><i>Agreed in-principle. Defence will consider this in the context of building an evidence-based Alcohol Management Strategy</i></p> |
| 12 | <p>7. Laws. Working to a principle that Defence Laws with regard to alcohol need to operate in the context of State and Territory Laws in Australia, examine the consistency and interface between Defence and State/Territory laws regarding alcohol and related law enforcement practices.</p> <p>In addition, specifically:</p> <p>7a. review current legislation and instructions with a view to extending the powers of military law enforcement officers to use alcohol breath testing on ADF bases and to implement penalties; and</p> <p>7b. improve ADF Policing and Security Management System with regard to alcohol.</p> <p><i>Agreed in-principle. Defence will consider this in the context of building an evidence-based Alcohol Management Strategy</i></p> |
| 13 | <p>8. Engagement and opportunities with broader community. Access expert input to policy and program development and implementation by forming alliances and partnerships with other organisations and individual experts on alcohol outside Defence.</p> <p><i>Agreed.</i></p> |

Additional Advice from the Review of the Use of Alcohol in the ADF

The following are not recommendations; however, we will draw on this advice and direction in implementation.

| | |
|---|-------------------------------|
| Place the responsibility for developing and implementing alcohol policy under health and personnel (i.e. Joint Health Command and People, Strategies and Policy). <i>Implementation of policy remains a respective Service and Group responsibility.</i> | Leadership and accountability |
| In managing the use of alcohol, focus on the drinking of all members, not just those who are alcohol dependent ("few bad apples" view) as much of the risk, cost and harm arise from those who are not dependent. | Structure and support |
| Develop a communications strategy about reducing alcohol in ADF including sponsorship of events etc. that focus on reducing alcohol. | Values and behaviours |
| Further consider the emphasis of the drafted revised policy on alcohol DI(G) 15-1, given there is no scientific evidence that education is the most effective way to reduce alcohol related harm. | Structure and support |
| Review the ability of the proposed JeDHI system (Joint eHealth Data and Information) to record patient diagnosis, alcohol consumption and harm status (in both routine and mandated health consultations). Modify the system if necessary. | Structure and support |
| Align with and lead community standards in alcohol harm reduction (do not just compare ADF to civilian community, as this does not orient Defence to reform). | Structure and support |
| Develop a plan of alcohol related services as well as pathways to care, so that these are more accessible. | Structure and support |
| Agree referral pathways for treatment in conjunction with community providers, to widen the available options. | Structure and support |
| Take steps to reduce the uptake of smoking amongst recruits (at least) given the knowledge that smokers are more at risk of alcohol and other drug problems. | Right from the start |
| Re-engineer the resources and approach underlying AREP resident rehab program. | Structure and support |
| Establish a Centre on Alcohol and Capability to facilitate internal and external advice and expertise. With or without walls. | Structure and support |

■ Leadership and accountability
 ■ Values and behaviours
 ■ Right from the start
 ■ Corrective processes
 ■ Practical measures
 ■ Structure and support

A.3 Review of Social Media and Defence (Hudson - George Patterson Y&R)

| Serial | Recommendations |
|--------|---|
| 14 | <p>1. Unified Strategy. Defence should consider establishing a Digital Executive Oversight Committee (DEOC) or similar.</p> <p><i>Agreed.</i></p> |
| 15 | <p>2. Policy. All policies relating to the use of social media, the internet or cyber activities should be reviewed. Services guidelines should also be reviewed to ensure they are consistent with the overall social media policy and engagement principles.</p> <p><i>Agreed.</i></p> |
| 16 | <p>3. Education. Defence should consider reviewing social media training and the way it is prioritised and delivered in order to ensure consistency. The review should include relevant resources, guidelines and support mechanisms.</p> <p><i>Agreed.</i></p> |
| 17 | <p>4. Resourcing. Human and software resources should be defined and provided to support the understanding and management of social media in Defence.</p> <p><i>Agreed.</i></p> |
| 18 | <p>5. Channel/content plan. Defence should investigate the benefits of aligning content strategies across official social media.</p> <p><i>Agreed.</i></p> |
| 19 | <p>6. Crisis Management. Defence should develop a social media crises plan that aligns with existing PR, marketing and brand communication plans.</p> <p><i>Agreed.</i></p> |
| 20 | <p>7. Brand. Defence should maintain its current brand direction of ‘people first’ in all its social media activities.</p> <p><i>Agreed.</i></p> |

■ Leadership and accountability
 ■ Values and behaviours
 ■ Right from the start
 ■ Corrective processes
 ■ Practical measures
 ■ Structure and support

A.4 Review of the Management of Incidents and Complaints in Defence including Civil and Military Jurisdiction (Inspector General ADF - Earley)

| Serial | Recommendations |
|--------|--|
| 21 | <p>1. Subject to receipt of Part 3 of the HMAS Success Commission of Inquiry Report, the Director-General ADF Legal Services' proposed amendments of Quick Assessment (QA) processes should be expedited.</p> <p><i>Agreed in-principle.</i></p> |
| 22 | <p>2. Simple plain language 'fact' sheets on the redress of grievance process should be produced for use on unit bulletin boards, websites and other locations as appropriate.</p> <p><i>Agreed.</i></p> |
| 23 | <p>3. Information on grievance processes should be included in annual unit induction training using the IGADF Military Justice Awareness Briefing Package, or something similar, as a model.</p> <p><i>Agreed.</i></p> |
| 24 | <p>4. The presentation of complex policy guidance instructions should be simplified to better meet the differing needs of likely end-users.</p> <p><i>Agreed.</i></p> |
| 25 | <p>5. The production of a user friendly Complaints and Alternate Resolution Manual should be expedited to complement, or replace if appropriate, existing detailed guidance provided by Defence Instructions.</p> <p><i>Agreed.</i></p> |
| 26 | <p>6. Funding should be made available as a matter of priority to contract out the task of reducing the current grievance backlog of cases to suitably qualified legal firms.</p> <p><i>Agreed.</i></p> |
| 27 | <p>7. In the interests of longer-term stabilisation of the Complaint Resolution case officer complement, consideration should be given to greater use of Defence APS personnel as Complaint Resolution case officers.</p> <p><i>Agreed.</i></p> |
| 28 | <p>8. The entitlement of officers and warrant officers to access a further level of review of their grievances by the CDF should be discontinued.</p> <p><i>Agreed in-principle. Defence will consider this in the context of an improved process to manage grievances in Defence.</i></p> |

| Serial | Recommendations |
|--------|---|
| 29 | <p>9. The Redress of Grievance (ROG) regulations and DI(G) PERS 34-1 should be amended to mandate that where it is clear that a Commanding Officer (CO) does not have the authority to resolve a grievance or where the circumstances of paragraph 17 of the Defence Instruction apply, the CO must refer the grievance without further inquiry to the relevant Service chief.</p> <p><i>Agreed in-principle: Defence will consider this in the context of an improved process to manage grievances in Defence.</i></p> |
| 30 | <p>10. The circumstances in which a commanding officer may refer a grievance to an authority who has power to resolve the grievance, where that authority is not the Service Chief, should be clarified.</p> <p><i>Agreed in-principle. Defence will consider this in the context of an improved process to manage grievances in Defence.</i></p> |
| 31 | <p>11. The policy described in DI(G) PERS 34-1 concerning the suspension of administrative action pending the resolution of a grievance should be reviewed so that suspension may be considered only where exceptional circumstances exist.</p> <p><i>Agreed in-principle: Defence will consider this in the context of an improved process to manage grievances in Defence.</i></p> |
| 32 | <p>12. The Street/Fisher recommendation to establish a discretionary delegation to CDF to compensate administrative/management/financial errors in addition to the current CDDA scheme should be implemented.</p> <p><i>Agreed in-principle.</i></p> |
| 33 | <p>13. To avoid any perception of apprehended bias in compensation decisions, the decision maker with respect to compensation—whether as part of CDDA or an ADF-specific scheme if established—should be organisationally separate from Defence Legal.</p> <p><i>Agreed in-principle: Defence will consider this in the context of an improved process to manage grievances in Defence.</i></p> |
| 34 | <p>14. To improve perceptions of impartiality of the complaints resolution process, consideration should be given to further examining the feasibility and benefit of including an independent, external ‘assessor’ in the preparation of briefs for Service Chiefs in selected cases based on the United Kingdom Single Service Board model.</p> <p><i>Agreed in-principle. Defence will consider this in the context of an improved process to manage grievances in Defence.</i></p> |
| 35 | <p>15. Publicity and training packages of the kind described in recommendations 2 and 3 above should contain explicit warnings about preventing, discouraging, victimising or otherwise dissuading members from making a complaint or facilitating the processing of a complaint.</p> <p><i>Agreed in-principle. Defence will consider this in the context of an improved process to manage grievances in Defence.</i></p> |

| Serial | Recommendations |
|--------|--|
| 36 | <p>16. The need for performance measures in grievance management beyond the setting of realistic completion times should be reviewed in light of the Commonwealth Ombudsman's proposal to develop and publish a Defence grievance handling service charter.</p> <p><i>Agreed.</i></p> |
| 37 | <p>17. The following recommendations made by the Defence Force Ombudsman in his submission to this review should be implemented:</p> <p>17a. Defence agree that a 180 day time limit for finalisation of ROGs referred to service chiefs is not optimal, and any process of reform should include a staged reduction in the time taken to resolve complaints.</p> <p>17b. Defence undertake a case management risk analysis of each ROG to match the resources allocated to the ROG to the risk posed to the organisation.</p> <p>17c. Defence review the content and style of briefs to the service chiefs.</p> <p>17d. Defence undertake an evaluation of the extent to which the peer review and quality assurance processes value could be further streamlined.</p> <p>17e. Defence publish a service charter for the handling of ROGs that includes performance measures for which Defence will be held accountable in managing members' redresses.</p> <p>17f. Defence cease the practice of putting cases in an unallocated queue and allocate to case officers upon receipt.</p> <p><i>Agreed.</i></p> |
| 38 | <p>18. Subject to adequate guidance being made available to commanders and managers on the limitations of ADR as a solution to work-related issues involving command relationships or disciplinary incidents, greater use of ADR across Defence should be encouraged.</p> <p><i>Agreed.</i></p> |
| 39 | <p>19. The appointment of case officers to support complainants and respondents should be required in all cases, consistent with the intention of Chief of Army Direction 27/2009 and Chief of Air Force Directive 04/2006.</p> <p><i>Agreed.</i></p> |
| 40 | <p>20. DI(G) PERS 35-3 and DI(G) PERS 35-4 should be reviewed to clarify the administrative action which may be taken when disciplinary action is pending.</p> <p><i>Agreed.</i></p> |
| 41 | <p>21. The policy on the management of all unacceptable behaviour and sexual offences should be combined in a single policy reference. As an immediate measure a digest of existing policy, similar to AF Memorandum 14/11, should be issued so that commanders and managers have access to a single reference for the management of unacceptable behaviour and unacceptable sexual behaviour.</p> <p><i>Agreed in-principle.</i></p> |

| Serial | Recommendations |
|--------|--|
| 42 | <p>22. Defence's administrative policies should be amended to provide for administrative suspension from duty, including the circumstances in which a Commander may suspend an ADF member and the conditions which may be imposed on the suspended member.</p> <p><i>Agreed in-principle.</i></p> |
| 43 | <p>23. In the short term, consideration should be given to using the IGADF complaints handling course as a training basis for all Defence workplace supervisors.</p> <p><i>Agreed.</i></p> |
| 44 | <p>24. In the longer term, competency-based complaints handling training should be developed as a promotion prerequisite.</p> <p><i>Agreed in-principle. Defence agrees with the principle and will identify where best to incorporate this training into training continuums.</i></p> |
| 45 | <p>25. Restricted reporting should not be adopted by the ADF. As a concept, it is inconsistent with the maintenance and enforcement of service discipline in that it potentially allows sexual assailants to continue to serve undetected.</p> <p><i>Agreed.</i></p> |
| 46 | <p>26. The viability of a complainant-focused, ADF-wide regional approach to responding to allegations of sexual offences such as that in place at HMAS Cerberus should be explored.</p> <p><i>Agreed.</i></p> |
| 47 | <p>27. Reform of the Defence (Inquiry) Regulations to restore the pre-2002 disclosure arrangements to give authority to Defence personnel to disclose documents in the course of their duties should be expedited.</p> <p><i>Agreed in-principle.</i></p> |
| 48 | <p>28. Relevant Defence legislation should be amended to provide privacy law exemptions to enable the general outcomes of discipline and administrative proceedings with names redacted to be made available to Defence personnel to ensure transparency of military justice outcomes, which should in turn assist commanders to maintain discipline.</p> <p><i>Agreed in-principle.</i></p> |
| 49 | <p>29. Any inconsistency between DI(G) ADMIN 45-2 and Provost Marshal—Navy Policy Directive 01/2010 be reviewed and clarified.</p> <p><i>Agreed.</i></p> |
| 50 | <p>30. Policy should be amended to permanently remove the requirement for use of the form AC875-4.</p> <p><i>Agreed.</i></p> |

| Serial | Recommendations |
|--------|--|
| 51 | <p>31. The Director of Military Prosecutions consider expediting her intended change to policy to require consultation with a victim prior to any relevant prosecution decision.</p> <p><i>Agreed.</i></p> |
| 52 | <p>32. Consolidation of the summary proceedings prosecution and disclosure policy in the Discipline Law Manual should be expedited.</p> <p><i>Agreed.</i></p> |
| 53 | <p>33. Defence's policy on jurisdictional resolution should be consolidated in one policy document to which other, related policy documents may refer without duplication.</p> <p><i>Agreed in-principle.</i></p> |
| 54 | <p>34. Currency of policy in this area is critical and maintaining current policy should be prioritised. Pending consolidation of jurisdiction policy, an urgent review should be undertaken to update and remove inconsistencies between existing policy documents.</p> <p><i>Agreed.</i></p> |
| 55 | <p>35. Consideration should be given to appointing one sponsor area to accept responsibility for all jurisdictional policy documents.</p> <p><i>Agreed.</i></p> |
| 56 | <p>36. Adequate arrangements should be put in place to ensure sufficient resources are available to maintain COMTRACK at optimum currency.</p> <p><i>Agreed.</i></p> |
| 57 | <p>37. A review of the interface between ADF and APS complaints management processes in the Defence workplace should be expedited.</p> <p><i>Agreed.</i></p> |
| 58 | <p>38. The way in which Defence responds to media criticism of incident reporting and management should be reviewed to provide, where appropriate, a more robust and swift rebuttal with enhanced visibility to ADF personnel.</p> <p><i>Agreed.</i></p> |

■ Leadership and accountability
 ■ Values and behaviours
 ■ Right from the start
 ■ Corrective processes
 ■ Practical measures
 ■ Structure and support

A.5 Review of the Treatment of Women at ADFA (Broderick)

| Serial | Recommendations |
|--------|--|
| 59 | <p>1. The ADF leadership, including the Chiefs of Service, reaffirm ADFA's pre-eminent role in the education and training of future leaders for the ADF.</p> <p><i>Agreed in Principle. ADFA plays an important but not pre-eminent role in the education and training of future ADF leaders.</i></p> |
| 60 | <p>2. The CDF issue a strong statement in support of ADFA and demonstrate a visible commitment to it.</p> <p><i>Agreed.</i></p> |
| 61 | <p>3. The CDF develop for ADFA: a) a strategic direction which clarifies ADFA's purpose and outcomes b) an associated communication plan to inform the ADF and the Australian community.</p> <p><i>Agreed.</i></p> |
| 62 | <p>4. ADFA develop a performance framework that incorporates the current metrics and new metrics to capture the implementation of the recommendations contained in this report.</p> <p><i>Agreed.</i></p> |
| 63 | <p>5. The VCDF be accountable for the implementation of the recommendations contained in this report to ensure the full inclusion of women at ADFA.</p> <p><i>Agreed.</i></p> |
| 64 | <p>6. ADFA develop and articulate a clear, unambiguous and widely disseminated statement about diversity, inclusion and gender equality which:</p> <ul style="list-style-type: none"> • recognises the fundamental importance of women to the sustainability of the wider ADF; • provides a framework for the creation of a diverse workplace where both men and women can thrive; • emphasises the unacceptability of sexual harassment, abuse and discrimination to ADFA and the wider ADF. <p><i>Agreed.</i></p> |
| 65 | <p>7. ADFA teach equity and diversity separately from complaints procedures.</p> <p><i>Agreed.</i></p> |
| 66 | <p>8. ADFA teach equity and diversity principles as core values underpinning ethical leadership.</p> <p><i>Agreed.</i></p> |
| 67 | <p>9. ADFA evaluate the effectiveness of the Equity Advisers Network to strengthen its advisory capacity.</p> <p><i>Agreed.</i></p> |

| Serial | Recommendations |
|--------|---|
| 68 | <p>10. ADFA embed equity and diversity in all policies and practices through:</p> <p>10a. ADF and ADFA senior leadership teams championing diversity and gender equality and publicly condemning all forms of sexism, sexual harassment and violence against women;</p> <p>10b. ADFA introducing regular forums for all cadets and staff where female role models from within and beyond the ADF present on their experiences.</p> <p><i>Agreed.</i></p> |
| 69 | <p>11. The VCDF develop a strategy to allow for greater engagement between the Commandant and the ADF Service Chiefs.</p> <p><i>Agreed.</i></p> |
| 70 | <p>12. The Commander, Australian Defence College, work with the Deputy Chiefs of Service in order to achieve the following outcomes:</p> <p>12a. as one of their highest priorities, the provision of high quality staff to ADFA;</p> <p>12b. a stronger role for the Commandant in the selection of outstanding staff, with particular attention to increasing the representation of women;</p> <p>12c. a wider pool of good educators and positive role models for cadets by considering innovative solutions, such as separating rank and role;</p> <p>12d. a simplified process of removing underperforming staff and cadets to ensure expediency while maintaining due process and, in relation to the removal of staff, the least disruption to the supervision and training needs of cadets.</p> <p><i>Agreed.</i></p> |
| 71 | <p>13. The tenure of Commandants should be for a minimum of three years and should not be reduced, other than in exceptional circumstances.</p> <p><i>Agreed.</i></p> |
| 72 | <p>14. ADFA provide staff with appropriate induction, education and training on:</p> <p>14a. gender equality and the supervision of mixed gender environments; and</p> <p>14b. pastoral, disciplinary and educational practices relevant to the supervision and care of 17-23 year olds in a residential setting. Initial staff induction training should be supplemented by the creation of staff learning groups that are built on appreciative inquiry. The learning groups should be facilitated by an expert facilitator in partnership with ADFA.</p> <p><i>Agreed.</i></p> |
| 73 | <p>15. As part of their performance reviews, ADFA staff be assessed against, among other things:</p> <p>15a. their capacity to implement equity and diversity principles; and</p> <p>15b. confidential feedback from cadets and peers.</p> <p><i>Agreed.</i></p> |

| Serial | Recommendations |
|--------|--|
| 74 | <p>16. The VCDF, in association with the Services:</p> <p>16a. explore first year single service training and work placement for all ADFA cadets. Options regarding this process should be completed within 12 months of the release of this report. The preferred option should be implemented in 2013 in readiness for the 2014 ADFA intake;</p> <p>16b. review the minimum entry age to ADFA to ascertain whether it is appropriate; and</p> <p>16c. explore a range of cadet recruitment options for ADFA which recognise the different life course of women compared to men.</p> <p><i>Agreed.</i></p> |
| 75 | <p>17. ADFA offer cadets a mentor, external to ADFA and from a range of backgrounds, to provide support and advice. Female cadets should be given the option to be placed with female mentors. Workplace-based mentoring programs targeting women that operate through universities, including UNSW, should be considered as a useful template.</p> <p><i>Agreed.</i></p> |
| 76 | <p>18. As part of the ADF's overall review of alcohol, ADFA:</p> <p>18a. review the pricing regime of drinks in the cadets' mess to minimise the risks associated with over consumption of alcohol; and</p> <p>18b. commence the process of regular alcohol testing of cadets as provided by Defence Instruction (General) Personnel 15-4 Alcohol Testing in the Australian Defence Force.</p> <p><i>Agreed.</i></p> |
| 77 | <p>19. As a priority, ADFA instruct an Occupational Health and Safety specialist to conduct a risk assessment of the residential accommodation, including bathrooms, to identify the existence and level of risk to cadets arising from mixed gender living arrangements. ADFA should implement the recommended risk minimisation strategies arising from this assessment.</p> <p><i>Agreed.</i></p> |
| 78 | <p>20. As a priority, to address the issue of isolation and to increase supervision in the residential setting the Commandant adopt a system based on a model of Residential Advisors for each first year Division (one male and one female) who will live in the residential block to provide after hours supervision. While they may be recent ADFA graduates engaged in postgraduate study, the Residential Advisors should be outside the Cadet structure, and should have appropriate skills and attributes in leadership, and the ability to provide after hours supervision and pastoral care for cadets. They should have a direct line of report to the Commandant in the case of serious pastoral or disciplinary incidents.</p> <p><i>Agreed.</i></p> |

| Serial | Recommendations |
|--------|---|
| 79 | <p>21. The ADFA Redevelopment Project Committee:</p> <p>21a. investigate options for suitable residential accommodation for Divisional staff within the ADFA precinct;</p> <p>21b. investigate options for spaces within the residential setting which allow for better interaction between cadets, padres, medical, academic and Divisional staff; and</p> <p>21c. develop a set of principles addressing women's security and safety and promoting the better engagement between staff and cadets in the residential setting. These principles should underpin the future master plan.</p> <p><i>Agreed.</i></p> |
| 80 | <p>22. ADFA, in collaboration with an expert educator, provide cadets with interactive education on:</p> <ul style="list-style-type: none"> • sexual ethics, respectful and healthy relationships; • the meaning, inappropriateness and impact of sexist language and sexual harassment; • the meaning of consent; • the appropriate use of technology; and • stalking, controlling and threatening behaviours and evaluate the effectiveness of this education every two years with an external evaluator and assess it against key indicators that measure attitudinal and behaviour change. <p><i>Agreed.</i></p> |
| 81 | <p>23. ADFA review the training on making complaints of unacceptable behaviour (including sexual harassment and abuse and sex discrimination), with specific attention to creating specific modules tailored to different groups within ADFA – namely first-year cadets, more senior cadets and staff – to reflect their different responsibilities in relation to complaint/incident reporting, response and management.</p> <p><i>Agreed.</i></p> |
| 82 | <p>24. ADFA establish and promote a dedicated, ADFA-specific, seven day, toll-free hotline for all cadets, staff, families and sponsor families. The expert operators will provide advice and referral about the most appropriate mechanism or service (ADFA, ADF or external) to deal with the complaint. In establishing the line, ADFA should draw on the protocols and policies of the Army Fair Go Hotline.</p> <p><i>Agreed.</i></p> |
| 83 | <p>25. ADFA develop and annually administer a survey in order to more accurately measure the level of sexual harassment and sexual abuse among cadets. This survey should be followed up with a strategic organisational response by the Commandant, with feedback provided to cadets and staff to ensure that they have an investment in any reform arising from the survey results.</p> <p><i>Agreed.</i></p> |

| Serial | Recommendations |
|--------|---|
| 84 | <p>26. To provide meaningful comparisons, ADFA develop this survey in consultation with other Group of Eight Universities' Residential Colleges and Halls, applicable to cadets as both military in training and university students. ADFA should consider including other single service training establishments in the development of this survey.</p> <p><i>Agreed.</i></p> |
| 85 | <p>27. In order to record, track and manage complaints and incidents, ADFA develop and maintain, through the ADF information system, a comprehensive, accurate and up-to-date online incident system/database. This system/database should identify all relevant information relating to individual complaints and incidents of unacceptable conduct, including sexual harassment, abuse and assault and sex discrimination, including:</p> <ul style="list-style-type: none"> • name of complainant(s); • name of respondent(s); • date, details and nature of complaint/incident; • all steps taken in responding to and managing the complaint / incident, including the Quick Assessment Brief and all other documentation and reports required under the relevant Instruction (e.g. reports to Defence Fairness and Resolution); • response/resolution option adopted; • timeframe to resolution/closure; • feedback from complainant(s) and respondent(s); and • any further issues arising from monitoring the implementation of the response/ resolution. <p><i>Agreed.</i></p> |
| 86 | <p>28. Reports from this database are to be reviewed by the Commandant on a monthly basis to ensure timely and appropriate actions. The Commandant should also report monthly to the Commander, Australian Defence College, on incidents, trends and identifiable concerns arising from the data.</p> <p><i>Agreed.</i></p> |
| 87 | <p>29. In order that standards of reporting, recording and resolving incidents are properly met, ADFA should ensure the database undergoes annual quality assurance testing to determine:</p> <p>29a. whether all complaints and incidents are being entered on the database and all required fields in the database are adequately completed; and</p> <p>29b. whether the record keeping and reporting standards in the Management and Reporting of Unacceptable Behaviour, Management and Reporting of Sexual Offences (including Forms AC 875-1 – AC 875-3) and Quick Assessment Instructions are being met in relation to all individual complaints of unacceptable behaviour or sexual offences.</p> <p><i>Agreed.</i></p> |

| Serial | Recommendations |
|--------|--|
| 88 | <p>30. ADFA undertake a detailed evaluation to determine whether female cadets are more likely to become injured than male cadets and, if so, identify the causes and additional mechanisms to be put in place to manage this risk. Following this evaluation, strategies should be developed to:</p> <p>30a. improve injury and health management;</p> <p>30b. actively promote health and wellbeing with reference to best practice in comparable residential settings;</p> <p>30c. recognise the physical capabilities of individuals commensurate with their respective roles; and</p> <p>30d. eliminate stigma associated with medical restrictions.</p> <p><i>Agreed.</i></p> |
| 89 | <p>31. In order to provide cadets with a range of support options regarding health and wellbeing, sexual or personal abuse and violence, ADFA:</p> <p>31a. provide and/or display in plain view in residential and academic premises, information on key internal and external support services to cadets, including but not limited to the proposed ADFA Toll-free hotline (rec. 24), Women’s Health Services, Mensline, the Rape Crisis Centre, Lifeline and drug and alcohol counselling; and</p> <p>31b. develop partnerships with key external service providers, including those that are predominantly utilised by women, to ensure that ADFA provides a holistic response to cadets’ health, wellbeing and safety needs.</p> <p><i>Agreed.</i></p> |

■ Leadership and accountability
 ■ Values and behaviours
 ■ Right from the start
 ■ Corrective processes
 ■ Practical measures
 ■ Structure and support

A.6 Review of Employment Pathways for APS Women in the Department of Defence (McGregor)

| Serial | Recommendations |
|--------|---|
| 90 | 1.1 The Secretary issue an explicit statement to senior leaders and staff to reinforce the importance of gender diversity to build a sustainable workforce. <i>Agreed.</i> |
| 91 | 1.2 The DC commits to engaging in improving representation of women through: <ul style="list-style-type: none"> • making specific commitments within performance agreements and charter letters; • showing active engagement as a Diversity Council responsible for overseeing implementation initiatives; • holding quarterly discussion at the DC on the progress toward diversity outcomes; and • appointing a Diversity Champion at the Senior Executive Service Band 3 level. <i>Agreed.</i> |
| 92 | 1.3 Establish a senior rotation program for senior women at Band 2/3 with the broader APS. <i>Agreed.</i> |
| 93 | 1.4 Deliver unconscious bias experiential training to the Senior Leadership Group. <i>Agreed.</i> |
| 94 | 1.5 Ensure female membership in senior decision-making bodies. <i>Agreed.</i> |
| 95 | 2.1 Embed a focus on identifying and developing women for leadership roles, including a facilitated shadowing and coaching component, in the new talent management system. <i>Agreed.</i> |
| 96 | 2.2 Implement a development program for Executive Level women that includes job rotation, as well as over-representing women in existing development programs. <i>Agreed.</i> |
| 97 | 2.3 Consolidate the various graduate programs under single management and increase the annual intake of graduates. <i>Agreed.</i> |

| Serial | Recommendations |
|--------|--|
| 98 | <p>3.1 Develop a strategy to improve workplace flexibility led by the Diversity Council, which includes:</p> <ul style="list-style-type: none"> • developing a ‘better practice guide’ for employees and managers; • creating a central webpage to promote success stories and provide practical information; • increasing awareness of Defence Remote Electronic Access Mobility Service (DREAMS) token availability; and • job design expertise. <p><i>Agreed.</i></p> |
| 99 | <p>4.1 The People Strategies and Policy Group to develop a branding and attraction strategy for APS recruitment that:</p> <ul style="list-style-type: none"> • promotes the variety of APS jobs within Defence, and • explicitly publicises senior APS women as role models. <p><i>Agreed.</i></p> |
| 100 | <p>4.2 Implement an Executive Level 2 refresh program including:</p> <ul style="list-style-type: none"> • holding cross-Group Executive level 2 bulk selection rounds; • using professional search firms; and • appointing external representatives on selection panels. <p><i>Agreed.</i></p> |
| 101 | <p>4.3 Develop a ‘plain english’ recruitment guide that features:</p> <ul style="list-style-type: none"> • gender balance on panels; • explicit expectation of women in recruitment fields; and • inclusive job descriptions. <p><i>Agreed.</i></p> |
| 102 | <p>4.4 Adopt a common induction process which educates APS employees and their managers (both ADF and APS) on their obligations and accountabilities relating to APS employment.</p> <p><i>Agreed.</i></p> |
| 103 | <p>4.5 Set up a central human resource unit to oversee all recruitment and selection activity for the Senior Executive Service and Executive Level 2’s.</p> <p><i>Agreed.</i></p> |
| 104 | <p>5.1 Establish women’s networks across Defence with Senior Executive Service women in sponsorship roles.</p> <p><i>Agreed.</i></p> |

| Serial | Recommendations |
|--------|---|
| 105 | 5.2 Establish Defence wide mentoring programs for women. <i>Agreed.</i> |
| 106 | 6.1 Expand the role of the Fairness and Resolution Branch to: <ul style="list-style-type: none"> • promote diversity as a positive attribute for a workforce; • drive the actions arising from this Review; and • overhaul equity and diversity training which is currently outdated and compliance focused. <i>Agreed.</i> |
| 107 | 6.2 Leverage from the soon to be released, revised APS Values and educate APS/ADF managers on their staff management and workplace diversity responsibilities and obligations under the APS Act and the Defence Enterprise Collective Agreement. <i>Agreed.</i> |
| 108 | 6.3 Establish a central maternity leave pool for central management of the full-time equivalent liability associated with maternity leave. <i>Agreed.</i> |
| 109 | 6.4 Establish an external committee comprised of the Secretary Department of Prime Minister and Cabinet, the APS Commissioner, Secretary Department of Defence, and a female departmental secretary to oversee the implementation of this Review's recommendations and evaluation strategy. The committee would be supported by a change manager reporting to the PSPG on progress. <i>Agreed.</i> |

■ Leadership and accountability
■ Values and behaviours
■ Right from the start
■ Corrective processes
■ Practical measures
■ Structure and support

A.7 Review of the Defence Accountability Framework (Black)

| | |
|---|--|
| 1. Redefine committee structures and processes: <ul style="list-style-type: none"> • Fewer, smaller committees owned by individuals focused on supporting decision makers' accountability. • Rules for (re-)establishing committees. • Agendas structured around decisions. • Formal mechanisms for making commitments. | |
| 2. Institute an enterprise-wide corporate plan. | |
| 3. Establish mechanisms for increasing contestability of key decisions (eg red teams) in a non-adversarial way. | |
| 4. Use whole-of-enterprise corporate plan to create: <ul style="list-style-type: none"> • clear outcomes defined around each element of Simplified Defence Business Model (SDBM); • defined accountabilities for outcomes both individual or, if shared, who does what to deliver the outcome; and • trade-offs across enterprise. | |
| 5. Cascade SMART (Specific, Measurable, Achievable, Relevant and Time-bound) outcome-based measures down each Group/Service. | |
| 6. Undertake rigorous performance management (business and individual) based on simplified documents. | |
| 7. Continue to tighten Service Level Agreements (SLAs) to reinforce partnership outcomes . | |
| 8. Use new SDBM as foundation of planning. | |
| 9. Strengthen accountability for whole-of-life cost and delivery of capability through progressively tightening boundary conditions and use of integrated teams | |
| 10. Embed outcomes-based language. | |
| 11. Implement new model for personal skills development. | |
| 12. Continue risk management reform. | |
| 13. Definition of specific risk appetite. | |
| 14. Development of 'near miss' register to proactively identify and problem solve risks. | |
| 15. Use review forums and other interactions to role model new behaviours. | |

■ Leadership and accountability
■ Values and behaviours
■ Right from the start
■ Corrective processes
■ Practical measures
■ Structure and support

A.8 Shared Services Review

| | |
|---|-------------------------------|
| 1. Define a cultural aspiration to support shared services reforms, centred on promoting a service delivery mindset. | Values and behaviours |
| 2. Have leaders role model this quality service delivery mindset. | Leadership and accountability |
| 3. Develop a story to support rationale for shared services-related cultural change. | Values and behaviours |
| 4. Reinforce shared services-related cultural change using rewards and recognition, link to career progression, and testing through focus groups. | Practical measures |

Leadership and accountability
 Values and behaviours
 Right from the start
 Corrective processes
 Practical measures
 Structure and support



Australian Government
Department of Defence

Pathway to Change: Evolving Defence Culture
Cultural Change and Reinforcement

Pathway to Change: Evolving Defence Culture

A Strategy for Cultural Change and Reinforcement

Response to the Defence Culture
Reviews and Reform Directions

