



# Review of the Australian Defence Force Cadets (ADFC) Scheme

November 2008





Canberra  
20 November 2008

Air Chief Marshal A.G. Houston, AC, AFC  
Chief of the Defence Force  
Russell Offices  
RUSSELL ACT 2600

Dear Air Chief Marshal Houston,

In September 2008 you commissioned a review into the Australian Defence Force Cadets (ADFC) to examine the accountability, probity and transparency of the management of the ADFC to determine clear lines of responsibility and to ensure that the ADFC is achieving its specific objectives in an efficient and effective manner.

The Review Panel is pleased to present its report.

In its considerations, the Panel has examined over 200 written submissions, conducted two focus groups, visited a number of cadet units and schools and consulted widely.

The Panel was limited in the scope and depth of its investigation by time. As a result, we have not addressed each of the terms of reference in detail; but rather we have developed a broad strategic roadmap to guide future development of the ADFC.

We obtained much value from the many previous reports and studies conducted into the ADFC. We found the Topley Review to be particularly valuable in this regard; and had its recommendations been implemented comprehensively, the ADFC would be better positioned than it is today.

Major reforms are required to achieve the accountability and transparency required of the ADFC. That comment echoes those of the Topley Report's observations which, like many of its other findings, remain valid to this day.

The Review has received generous and valuable support from the Services, Defence, the ADFC community and from the Commonwealth, State and independent agencies interested in the wellbeing of young people. We are grateful for such strong support.

Yours sincerely



F. J. Hickling AO, CSC  
Lieutenant General (Retd)  
Panel Chair



L.I. Woodroffe  
Colonel  
Panel Member



T.J. Winner  
Panel Member

## **MEMBERS OF THE REVIEW PANEL**

### **Lieutenant General Frank Hickling AO, CSC**

Lieutenant General Hickling retired as Chief of Army in 2000. He had a distinguished career of 40 years in the Army, which included postings as General Officer Commanding Training Command, Land Commander, Commandant of the Australian Defence Force Academy and regimental postings with the Royal Australian Corps of Engineers.

### **Colonel Lesley Woodroffe**

Following a short career as a secondary school teacher of music and mathematics, Lesley Woodroffe enlisted in the Australian Regular Army in 1978. She underwent officer training at the Women's Royal Australian Army Corps (WRAAC) School at Mosman, Sydney and on graduation was allocated to the Royal Australian Corps of Transport. In 1990 Lesley transferred to the Army Reserve. While undertaking service with the Army Reserve since 1990, Lesley has had several postings including command of the Australian Army Cadets - Southern Queensland.

### **Mr Terence Winner**

Mr Winner is currently the Executive Officer of the Eastern Goldfields YMCA in Kalgoorlie. In 2007 Mr Winner was working as the Manager of Youth Programs at Eastern Goldfields YMCA. He identifies "the establishment of a strong social, cultural and personal identity" as the most important issue for the Australian Government in relation to youth.

## TERMS OF REFERENCE

1. I, Air Chief Marshal A.G. HOUSTON, AC, AFC, Chief of the Defence Force, hereby appoint you,

Review Leader	<b>Lieutenant General Frank Hickling AO, CSC</b>
Review Member	<b>Colonel Lesley Woodroffe</b>
Review Member	<b>Mr Terence Winner</b>

to review the general accountability, probity and the transparency of the management of the ADFC to determine clear lines of responsibility to ensure that the ADFC is achieving its specific objectives in an efficient and effective manner.

### Objectives of Review

2. The review should make recommendations on actions required to improve the ADFC. In doing so you are to take into account and give consideration to the following matters:

- a. the objective and desired outcomes of the ADF Cadet Scheme;
- b. the appropriate community context for the Scheme;
- c. the appropriate age bracket for participation in the Scheme;
- d. the ADFC structural and administration arrangements necessary to ensure appropriate "duty of care" standards;
- e. the efficient administration of the Scheme, including its alignment with other Defence Organisation structural reforms and to ensure ultimate authority can be exercised by the CDF;
- f. the potential for a standardised program and curriculum designed to maximise appeal to contemporary youth, youth organisations, parents and teachers;
- g. opportunities to flexibly deal with youth support issues of concern in regional areas;
- h. standard criteria, selection processes and accountability framework for personnel involved in direct contact with participants in the Scheme; and
- i. relevant past reviews and studies of the ADFC.

3. The review is to identify systemic issues (leadership, policy, OHS, doctrinal, procedural and/or training protocols) which give rise to inappropriate management practices. The focus is at the systemic level as opposed to the individual level, and should also include identification of those positive attributes of the system that should be sustained or enhanced.

4. The Review Panel is to undertake a community consultation phase in support of its work.

### **Recommendations**

5. You are to make recommendations in respect of the matters in paragraph 2 that address the following:
  - a. what, if any, corrective systemic actions need to be taken to rectify identifiable systemic issues; and
  - b. remedial actions required to bolster the current system, which would prevent any such systemic issues from arising.

### **Documentation**

6. The following documentation is to be provided with your report:
  - a. a list detailing authorities consulted in conducting the inquiry, and
  - b. this Instrument of Appointment and Terms of Reference.
7. You may attach other material if it materially benefits your report.

### **Interim Report**

8. An interim report is required by 29 August 2008. This report is to identify any significant findings with respect to legal, OHS or duty of care issues that require urgent attention in the short term.

### **Final Report**

9. You are to complete your Report by 21 November 2008 or, if completion is delayed, you are to arrange for an appointment with me seven days before that date, at which time you are to submit to me a progress report on that date and be in a position to justify any request for an extension of time. If completion is further delayed, you are to submit monthly reports until the Report is completed.

### **Administration and Support**

10. Administration and support for the inquiry will be provided through the Office of Head Cadet Policy. I am available to discuss any matters that may arise during the course of the Inquiry.

### **Appointing Authority**

A.G. HOUSTON, AC, AFC  
Air Chief Marshal  
Chief of the Defence Force

27 AUG 08

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## **GLOSSARY OF TERMS**

**AAC:** Australian Army Cadets.

**AAFC:** Australian Air Force Cadets.

**ADFC:** Australian Defence Force Cadets. For the purposes of this report the ADFC is a collective reference to the three cadet organisations - the Australian Navy Cadets (ANC), Australian Army Cadets (AAC) and Australian Air Force Cadets (AAFC).

**ADF:** Australian Defence Force.

**ADO:** Australian Defence Organisation.

**AFS:** Agreed Funded Strength – this refers to the approved numbers of uniformed (ADF) personnel.

**ANC:** Australian Navy Cadets.

**APS:** Australian Public Service.

**Cadet:** An individual adolescent member of the ANC, AAC or AAFC other than staff who, has been enrolled in the relevant cadet organisation under the authority of the Service Chief and the Cadet Force Regulations 1977.

**CadetNet:** An internet website, providing general information about the ADFC, reports on activities, advice on current and upcoming issues and events, links to related sites and the ANC, AAC and AAFC websites. A member login includes administrative functions and a cadet bulletin board.

**Cadet Staff:** A collective term for Officers of Cadets and Instructors of Cadets who have been appointed to the relevant cadet organisation under the authority of the Service Chief and the Cadet Force Regulations 1977. Cadet staff are common law employees of the Commonwealth. Cadet staff does not include unit volunteers who have not been appointed in one of these categories.

**Cadet Unit:** A generic term for ANC Training Ships, AAC units and AAFC Squadrons. A cadet unit is the collective entity which is made up of all cadets, cadet staff, volunteers and others in any given location.

**CDF:** Chief of the (Australian) Defence Force.

**CEI:** Chief Executive Instructions.

**Civilian:** Personnel who are neither military nor cadet members.

**COMADFC:** Commander of the Australian Defence Force Cadets. This is a position proposed by the Review Panel.

**COMCARE:** The agency responsible for workplace safety, rehabilitation and compensation in the jurisdiction of the Australian Commonwealth (i.e. Federal) Government.

**COSC:** Chief of Staff Committee. The senior Defence committee chaired by the CDF and attended by the Vice CDF, Service Chiefs and invited members; that provides military advice to the CDF to assist him to discharge his responsibilities in command of the Defence Force and as principal military adviser to the Government.

**CPB:** Cadet Policy Branch. A Branch of the People, Strategy and Policy Group, Department of Defence that provides national common policy support to the ANC, AAC and AAFC.

**DFR:** Defence Force Recruiting. A Branch of the People, Strategy and Policy Group, Department of Defence that provides ADF recruiting operations through a public sector/private sector collaboration between Defence and a private employment service provider.

**DIA:** Directorate of Indigenous Affairs. A recently established directorate within the Fairness and Resolution Branch, Department of Defence.

**DRSC:** Defence Reserve Support Council. A council providing a link between Reservists, employers and the community which is responsible for developing broad national policies, providing guidance on development of national programs and overseeing the operations of state committees.

**DSG:** Defence Support Group. A Group within Department of Defence which provides an extensive range of support services to Defence in the areas of personnel, legal services, infrastructure, logistics and business.

**FTE:** Full Time Equivalent. This is a measure of Australian Public Service personnel.

**FMA:** Financial Management and Accountability Act 1997.

**Hector:** An AAFC on-line management system separate from CadetNet.

**Joint:** Involving participation by members of more than one cadet organisation or Service.

**Local:** For the purposes of this report, means activities at an individual unit level.

**OH&S:** Occupational Health and Safety.

**RAAF:** Royal Australian Air Force.

**RAN:** Royal Australian Navy.

**RCC:** Recognition of current competencies.

**Regional:** For the purposes of this report, this refers to the current ADFC regions which generally align to state boundaries with the exception of North and South Queensland which are two separate regions.

**Reserve:** The part-time uniformed component of the ADF

**RSL:** Returned and Services League of Australia.

**School-Based Unit (SBU):** A unit whose cadet membership is restricted to attendees of the school at which it is based or an affiliated school. The cadet staff may be drawn from the school teaching staff or from the broader local community.

**Service Chiefs:** Chief of Navy, Chief of Army and Chief of Air Force

## **OVERVIEW:**

The Australian Defence Force Cadets (ADFC) is a voluntary, uniformed youth development organisation established within the Australian Defence Organisation (ADO), comprising cadets, community-based staff and volunteers. The ADFC has distinctive Service character and relationships and is composed of three elements closely allied to the three Services of the Australian Defence Force (ADF) – the Royal Australian Navy (RAN), the Australian Army and the Royal Australian Air Force (RAAF). Those elements are the:

- Australian Navy Cadets (ANC);
- Australian Army Cadets (AAC); and
- Australian Air Force Cadets (AAFC).

Although the prime focus of the ADFC is on youth development, it also seeks to encourage young people interested in the ADF to pursue careers in the ADF, the ADO or Defence industry and to engender a positive attitude towards the ADF.



# Chapter One

## Conduct of the Review





# **CHAPTER ONE – CONDUCT OF THE REVIEW**

## **1.1 Terms of Reference**

1.1.1 The purpose of the Review was to review the general accountability, probity and the transparency of the management of the ADFC to determine clear lines of responsibility to ensure that the ADFC is achieving its specific objectives in an efficient and effective manner. The objectives of the Review are included in the Terms of Reference are at page iii.

## **1.2 The Review Approach**

1.2.1 The Review Panel viewed the cadets as the most important element of the ADFC construct. The units deliver the programs and curriculums that make the cadets' experience enjoyable, positive and useful. The cadet unit therefore is the centre of gravity of the ADFC. Keeping this premise as its focus, the Panel consulted as widely as time constraints permitted – particularly at the unit level; public submissions addressing the Terms of Reference were sought, focus groups conducted and previous reviews revisited.

1.2.2 The panel adopted a broad approach to develop a strategic 'roadmap' to guide future development of the ADFC, rather than detailed plans. There will be further work required to develop plans and processes to reach the desired outcomes.

1.2.3 The Review recommends that work to implement agreed recommendations proposed within this report be undertaken as expeditiously as possible with a detailed report to the Chiefs of Staff Committee (COSC) in 12 months.

## **1.3 Consideration of Previous Reviews and Studies.**

1.3.1 In conducting the Review the panel had the benefit of some twenty seven reviews, studies, and project reports into the ADFC scheme since 1996. Without exception, the recommendations of these were sensible; and had they been implemented, would have led to improvements in the development, operation and sustainment of the ADFC. The evidence before the Review panel however suggests that implementation of the recommendations contained in this body of work has at best been patchy and in most cases non existent.

1.3.2 An analysis of key recommendations of previous reports and reviews has been undertaken. These are broadly consistent with the recommendations of this review. The panel acknowledges the work in the Topley Review. This review has borrowed extensively from the work of the Topley Review as the basis for many of its findings.

1.3.3 Other reviews including the Meecham Report on military-like activities were also valuable.

1.3.4 The Review panel acknowledges the value of the bi-annual ADFC Cadet Data Report and the Cadet Staff Survey conducted in 2007. Both of these

documents provided a source of information reflecting the demographics and views of cadet staff.

1.3.5 The data set a benchmark against which the findings of the visits, submissions and focus groups could be measured.

## **1.4 Public Submissions**

1.4.1 The review benefited from being able to consider over 200 submissions from 177 members of the public. These submissions came from a wide section of the community with most from cadet staff, parents and serving and retired cadets.

1.4.2 The tenor of the submissions was overwhelmingly supportive of the cadet scheme whilst offering many suggestions for its improvement. There was a great deal of consistency on the key issues between the written submissions, discussions, focus groups and visits.

1.4.3 The public submissions make a valuable contribution to the Review Panel's understanding of the scheme. They also reinforced many of the impressions gained from visits and other activities undertaken by the panel. A full list of submissions received is at ANNEX A.

## **1.5 Visits to ADFC Units including Schools and Regional Camps**

1.5.1 In the course of the Review Panel's investigations, the team undertook a number of visits to cadet camps, units and cadet activities in Queensland, Victoria and Western Australia. South Australian cadets and staff were consulted whilst attending their annual camp in Victoria. A full list of consultation can be found at ANNEX B.

1.5.2 There are ADFC units in all States and Territories. Unfortunately, time precluded visiting units every State, but the consistency of the key issues arising from every visit gave the team confidence that it had been given a sound understanding from the units' perspective.

1.5.3 The team also visited three schools that hosted cadet units. Again there was consistency in the challenges and issues identified and raised by all three schools. A key concern among these schools is that the schools-based model may not be sustainable under the current arrangements.

## **1.6 Focus Groups**

1.6.1 The review conducted two focus groups in Brisbane. The first group consisted mainly of people from South East Queensland, while the second had representation from across every State and Territory throughout Australia, including States that the Review Panel had been unable to visit.

1.6.2 The focus groups provided valuable insights from parents, cadets and cadet staff, as well as from other concerned community representatives. Again, the



review panel was struck by the remarkable consistency of views regarding the value, challenges, and difficulties being experienced by cadet units across the country.

## **1.7 Consultation**

1.7.1 The Review Panel had the benefit of consultation from a very wide range of people with an interest in the cadet movement. The Parliamentary Secretary for Defence Support, Dr Mike Kelly, Chief of Defence Force, Secretary of Defence and the Service Chiefs made themselves available for consultation. A number of eminent people from the community also gave of their time.

1.7.2 Senior staff from the three Service National Headquarters and Cadet Policy Branch made representations and had discussions with the Review panel at least once. These submissions and discussions added materially to the Review Panel's understanding of current and planned activities and developments.

## **1.8 Administrative Support**

1.8.1 The Panel was grateful for the work undertaken by the staff of Cadet Policy Branch in providing the essential administrative support which enabled the Review to be concluded. Arrangements for visits, focus groups and consultations were all planned and executed efficiently as was the production of this Report.



# Chapter Two

## Key Findings and Observations





## **CHAPTER 2- KEY FINDINGS AND OBSERVATIONS**

### **2.1 Overview**

2.1.1 The Review Panel applauds what cadet units are doing, but the thrust of their output must focus on the delivery of relevant activities and consistent and useful training, rather than being burdened by the constraints of voluminous paper work and administration as exists in the current cadet unit environment.

2.1.2 Despite deficiencies reported to the Review it is routinely reported that ADFC units are already contributing strongly to the development of many young people into fine adult citizens with high self esteem, confidence, leadership skills, self reliance, improved academic achievement, perseverance, dress and bearing and respect. There is also evidence that for many young people their cadet unit is a place where they feel welcome, valued and safe.

### **2.2 General Observations**

#### Cadets

2.2.1 Cadets (and cadet staff) are not members of the ADF, but are regarded in law as Commonwealth employees once they don uniform to engage in cadet activities.

2.2.2 The wearing of the uniform however, casts doubt within the general and cadet community as to whether the cadet movement is a youth development scheme or a Defence recruitment mechanism. The Review believes that the ADFC should focus on youth development. Any outcomes such as subsequent recruitment into the ADF are consequential but important side effects and they provide an investment return to Defence.

2.2.3 Apart from adding to the military-like experience, uniform is a great leveller allowing youth from the full range of social and economic backgrounds to participate fully.

2.2.4 The major part of a cadet's learning and experience is delivered by unit staff; however, there is clear Government and public expectation that that experience will be delivered to professional standards of safety and probity through the ADF.

2.2.5 Whatever governance framework is adopted must accommodate these requirements. That framework must also recognise that at some point, staff at the unit level must engage with and work within to a professional administrative framework which delivers guidance, support and resources from the ADF and the community.

#### Cadet Activities

2.2.6 The community context of the scheme means that every cadet unit is unique. All have differing challenges, resources and opportunities. This is not necessarily a bad thing; but it does affect the degree to which standard templates for the delivery of programs and training curriculum can be imposed across the ADFC.

2.2.7 Despite the fact that CDF and the Service Chiefs are accountable to the Parliament, to parents and to the public for the safe delivery of cadet programs and

activities, current legislation makes no provision for CDF to exercise his command function over the ADFC in the same manner as he is empowered to command the ADF as a whole. This issue will be addressed later in the report.

2.2.8 The uniqueness of the ADFC lies in the military-like activities including the use of firearms. These are among the most attractive features of the scheme for young people who are interested in military matters. Military-like activities distinguish the ADFC from other youth development organisations. A military-like experience is not at odds with youth development. The ADF should continue to support the delivery of military-like activities as a core program for the ADFC.

2.2.9 It is clear that cadets feel a particular loyalty to their respective Service. Cadets are not interested in joining the ADFC as such; rather they wish strongly to be part of the ANC, AAC or AAFC and expect to experience activities that reflect the parent Service. While there are significant efficiencies to be gained by combining some functions at the national and regional levels this must not be at the expense of diluting the Service-specific nature of the cadet experience. This Review therefore will not recommend the unification of the individual Services' cadet units. Cadet units should remain as entities within the ANC, AAC or AAFC respectively. As such, cadet units should continue to reflect the culture and values of their parent Service.

### **2.3 Unit Perceptions**

2.3.1 In visits, submissions and interviews there emerges a strong consensus of the challenges and problems units face.

2.3.2 Cadet units perceive that there is a lack of recognition of the scheme's contribution to the Defence Organisation. This results in poor or inconsistent support from many Service units, Defence Support Group (DSG) and other support agencies.

2.3.3 Unit staff have overwhelmingly advised the Review that they are burdened with excessive administrative tasks arising from a governance framework that appears to be designed to avoid risk and protect higher levels of Defence from the consequences of accidents or mistakes. This is compounded by the perception that there is no support at unit level when things go wrong. There are examples of units feeling that they have had inadequate support following reportable incidents.

2.3.4 The administrative burden, perceived or actual, is seen at unit level to restrict the ability of staff to deliver interesting and exciting activities. In fact, staff consider the voluminous paper work required to comply with the Occupational Health and Safety (OH&S) framework is counter productive to the delivery of safe activities for the cadets.

2.3.5 Whilst it is readily acknowledged that some good collaborative work has been done, the perception at the unit level is that there is very little consultation and collaboration within the ADFC and that communication is poor.

2.3.6 A gap exists between the view expressed to the Panel by the top management of the ADFC and the reality as described by unit staff and cadets.

## **2.4 Reduced access to resources**

2.4.1 Both units and public submissions told the Review that the ability of units to provide the military-like experience is decreasing. Support to cadet units is inconsistent and inequitable. For example; one ANC unit, which once had access to firearms storage in an ADF facility armoury, no longer enjoys that access. Consequently that unit now needs two days to pick up and return the firearms required for an event, temporarily storing them at a local police station.

2.4.2 Units are somewhat cynical about the provision of additional funding from the Government, with the common view being that this money is being absorbed in the formation headquarters in Canberra and the regions.

## **2.5 Training**

### General

2.5.1 Much work has been done at the national level in the development of new training programs and this is continuing. This development however, is not consistent across the three cadet organisations and little has been delivered to staff or cadets. Units are generally aware that new training packages have been developed and look forward to receiving them. They are aggrieved however, that they had not been consulted during development of these packages and many units are consequently sceptical of their usefulness.

2.5.2 The need to reinvigorate the training program for both staff and cadets has been clearly identified in previous reviews and is consistent with views expressed in submissions and in consultation. There has been no shift in the general consensus that adventurous and military-like activities (including firearms training) are the key to making the ADFC stand apart from other youth development organisations in the eyes of those youth who join any component of the ADFC. The development of personal, team and leadership attributes also featured widely amongst cadet, parent and staff priorities.

2.5.3 Of primary importance is the need to ensure that both content and the delivery methods appeal to the current generation of young people whose expectations are that they will have a challenging and exciting experience in a military environment. The programs need to be flexible enough to meet the needs of cadets and staff from very diverse geographical, social and demographic groupings.

### Staff

2.5.4 The Review believes that professionally-developed, delivered and validated staff training is the key to the solution to many of the current problems within the ADFC Scheme. This view is consistent with the submissions and consultation with cadet staff, many of whom cited non-existent or poor training as a principal concern. The 2007 Cadet Staff Survey Report published in August 2008 shows that a large proportion of cadet staff (over 50% in some cases) claim they have received no training at all in key areas such as youth development, safety and staff rights and responsibilities. ANNEX C is an extract of that report.

2.5.5 Each Service has made significant independent progress in the redevelopment of the staff training programs. The content of these new training packages reflects a

greater emphasis on youth development, techniques for activity development and behavioural management. This is a positive development and should be encouraged.

2.5.6 There has been some obvious and valuable collaboration between the respective ADFC training development staffs. This has not been formal and has been largely reliant on personalities. The current triplication of effort resulting from the resistance to developing common training, in spite of previous agreement to do so, does not make the best use of resources or expertise. It is the view of the Review that there is significant scope for common staff training that does not detract from the needs of the individual cadet organisations and provides greater opportunities for attendance by staff.

2.5.7 The way ahead is not to destroy the good work already done; but rather to adopt those elements that apply across the three cadet organisations as a joint training package and to develop single Service training packages as quickly as possible.

2.5.8 The Review has noted that as cadet staff training needs are rising, so too is the administrative and governance load placed on staff. When combined with time required to plan and conduct cadet activities, the reticence of staff to commit to a lengthy training regime is understandable. Any training program for staff must therefore be efficient, relevant and delivered using flexible learning and assessment methods.

2.5.9 Staff reported very little consultation with them about what they needed in a training program prior to the commencement of program development. This is consistent with the apparent paucity of validation of previous programs. It is the view of the Review that formal internal and external validation of program components is essential.

#### Cadets

2.5.10 There is acknowledgement from all three cadet organisations that there is a delay in the development of the training continuum package for cadets. The Review accepts the priority placed on staff training because of its likely positive flow on effect.

2.5.11 The curriculum for cadets needs to address the requirements of all stakeholders (ADF, community, cadets) as reflected in the proposed objectives of the scheme. Indications from submissions are that nothing has changed since the Topley Report made a similar statement.

2.5.12 The rank structure (based on the parent Service) to which the cadet program is closely aligned is much valued by cadets. It forms part of the military experience and adds value to the leadership development process. The Review supports retention of the rank structure but cautions against the risk of not providing a full ADFC experience to those cadets who either chose not to seek promotion or are incapable of doing so. The panel received evidence that a reason for the significant drop out rate of cadets at the 18 month mark could in part be attributed to the lack of substance in the program at the middle rank level.



2.5.13 There was a consistent message through submissions and from consultation with cadets that they join a specific cadet organisation not the ADFC. Whilst there is scope for alignment between the three programs and the development of some common components, the delivery of the program needs to remain Service-specific. However, in order to facilitate joint activities, also keenly sought by cadets, the administrative and governance issues surrounding the delivery of the cadet program need to be consistent and wherever possible, common.

2.5.14 The development of the cadets is facilitated by their active involvement in running their units and the conduct of training. Training and mentoring of cadets, in particular senior cadets, for this role varies in application and standard as a direct result of the capacity and confidence of unit staff.

#### ADF Contribution

2.5.15 The output for Defence has mainly been measured and documented in recruiting and retention terms. Less quantifiable is the general positive impact on the community both by the presence of cadets in communities where Defence is otherwise not visible and the favourable attitude towards Defence of those cadets who choose not to join the ADF but have influence in the community through their chosen careers. The support that the ADF provides to cadet units has a direct impact on these outcomes.

2.5.16 The 2006 Parliamentary Secretary's Review recognised that ADF recruitment from cadets was disproportionately high and that an increase in the number of cadets and their retention within the program would be likely to increase recruitment. This required an improvement to the cadet program so that more young people join cadets, remain longer, had a better time and were therefore more likely to be interested in an ADF career. As a result Cadet Policy Branch was tasked with pursuing this option. After considerable consultation the *Cadet Education and Training Enhancement Initiative Implementation Plan* was developed as a strategic document. It is noted by the Review that although this Plan was endorsed by the three cadet organisations, commitment post 2007 has not eventuated.

#### Youth Development

2.5.17 The need to follow youth development principles in the curriculum is critical, regardless of the actual program content. There is acceptance by the three cadet organisations, and the Review agrees, that there is a role for appropriate research and advisory support in relation to the nature of contemporary youth and the generic development of a quality youth program.

#### Program Delivery

2.5.18 The method by which the subject matter is delivered is as important as the subject matter itself. A consistent view of cadets is that there is still too much classroom-based instruction. It is pleasing to note that the training packages being developed by the three Services place emphasis on activity-based training.

2.5.19 Whilst cadets expressed no interest in on-line training they do seek access to interactive media (e.g. flight simulation) or material that is confirmatory in nature and tests their knowledge prior to course attendance.

2.5.20 Joint activities are viewed favourably by cadets. There are claims that the collaboration between the three Services has never been stronger, particularly in the regional level. The evidence is, however, that this is largely reliant on personalities. There are no formal structures or processes in place to facilitate joint activities or in fact to encourage sharing of skills, resources or opportunities.

2.5.21 A consistent reason cited by staff for inability to deliver specific activities in support of the cadet program is poor access to qualified staff. It is evident that, apart from an informal local network, there is no central skills/qualification database from which staff can draw the qualified assistance they need.

#### Accreditation

2.5.22 Both staff and cadets view the possibility of accreditation of training within the scheme as positive. Staff see value in civilian accreditation of training in such areas as OH&S, workplace trainer and assessor, and first aid. The advantages perceived are that accreditation will give the training recognition within the community. In particular for those who were granted leave from work, it would provide something tangible to show their employer. It would also be useful for a résumé when seeking employment. For staff however, recognition of current competencies or prior learning gained in other areas such as civilian work (in particular teaching), ADF service, tertiary studies or involvement with other youth organisations, was more important than accreditation of their cadet staff training.

2.5.23 Many cadets feel strongly that there are aspects of the cadet program that could be developed to be provided as credit towards their school certificates. And those cadets who are planning to follow an ADF career also feel that some credit towards their ADF training would be a bonus. A common view amongst the more senior cadets, however, is that although they would appreciate the credit, it was their time in cadets that they valued.

2.5.24 Previous reviews and significant work, led by Cadet Policy Branch, have been undertaken to investigate accreditation opportunities, and to expand on agreements negotiated at the local and regional level. This work should be taken further, as should initiatives to develop partnerships between the ADFC and industry or education authorities at every level.

2.5.25 Although accreditation could deliver important outcomes for cadets, the Review does not support accreditation towards Basic Training. This is because of the importance of course cohesion at ADF recruit training. On the other hand ensuring ex-cadets are given preferential access to recruit processing would benefit both the individual and the ADF.

2.5.26 Also important is the specific inclusion of cadets in schemes such as the recently announced scholarship initiative (by the Hon. Warren Snowdon MP) that aims to address the shortage of skilled technical tradespeople in Australia.

## **2.6 ADFC Recruiting**

2.6.1 The review panel noted a lack of visibility and understanding of the cadet scheme within the community (including parents and potential staff). This results in a failure to recruit many school-aged children who may otherwise be interested in participating, and a limited pool of suitable potential staff.

### Cadets

2.6.2 In spite of a very strong correlation between recruiting from the ADFC to the ADF as a whole, there is at present is no obvious linkage between Defence Recruiting (DFR) and the ADFC. This represents an opportunity both in recruiting cadets and the subsequent flow on to the ADF that needs to be developed further.

2.6.3 It is therefore appropriate that DFR take more interest in the cadet scheme and provide more support for recruiting and recruiting publicity. That publicity must reflect the Scheme's prime purpose of youth development as opposed to ADF recruiting, even though the latter is a desirable side affect of cadet recruiting.

### Staff

2.6.4 Cadet staff join the cadet organisation to engage in activities with cadets. In attempting to meet all the coordination, administrative and governance requirements, staff are often prevented from spending the time they should on cadet activities. This can only be addressed by increasing the staffing or reducing the paperwork requirements.

2.6.5 The shortage of staff appears to be endemic to the organisation even in school-based units. There are a number of reasons offered by cadet staff for this, including:

- the lack of professional advertising both locally and nationally;
- the lack of skill and/or time for unit staff to devote to the recruiting function; and
- the general lack of public awareness and understanding of the ADFC and what it does.

## **2.7 Legal Framework**

2.7.1 A summary of the legal framework governing the ADFC is attached at ANNEX D.

2.7.2 Under existing legislation the Service Chiefs are individually responsible for administering their respective cadet organisations. They are also held accountable under the law for the safety of cadet activities, as demonstrated by the current COMCARE action arising from the death of Cadet Francis.

2.7.3 Nevertheless, CDF is perceived by Government and the public as being responsible for all matters concerned with the ADF, including cadets. Likewise, the Secretary is accountable for the financial aspects of all Commonwealth resources, including those allocated to the ADFC. The difficulty arising here is that neither the CDF nor the Secretary has authority under the current legislation governing cadet administration to direct the activities of the three cadet organisations.

2.7.4 The remedy lies in legislative amendment but advice to the Review suggests that the process may be protracted and is subject to the level of priority allocated by Government

2.7.5 Legislative amendments need to be pursued; but in the interim some other measure or measures need to be taken.

2.7.6 Advice available to the Review suggests that the Minister could issue a Ministerial Directive having similar effect to legislative change, thus providing for CDF to command those elements of the cadet scheme that form part of the ADF and administer those elements that fall outside the ADF. That decision rests with the Minister, but the Review views this as being highly desirable.

## **2.8 Organisation and Command and Control**

2.8.1 Command and control is a somewhat misleading term to apply to the ADFC, where the bulk of participants are neither members of the ADF nor subject to military discipline. In the context of this review the term ‘command and control’ refers to the organisational structure used to guide, resource and support cadet units. At present this is effected through the three Services’ national cadet headquarters and Cadet Policy Branch at the national level, along with some 24 regional single-Service headquarters. Below the regional level, other headquarters, such as the AAC’s ‘battalions’ administer groups of cadet units as will the ANC’s proposed “flotillas’.

2.8.2 There is a great deal of intermediary staff between the 451 or so cadet units that deliver the cadet experience and the Service Chiefs, who bear responsibility under the three relevant Acts, for the administration of cadets.

2.8.3 It is evident to the Review Panel that much good work is being done across the three Services’ cadet organisations. Frameworks for compliance with safety and related duty of care requirements are either in place or being developed. Training models for cadets and cadet staff are also being developed, along with structures to provide oversight, guidance and the delivery of support to cadet units. The current ANC initiative to develop flotillas is an example of this.

2.8.4 From the units’ viewpoint, however, these measures are either ineffective or not in place. There is a good deal of cynicism on the part of unit staff that these processes are too long in the development; and that there has been a lack of consultation at unit level that suggests an indifference to their needs or views. There is a strongly-held view that units’ concerns are being ignored, to the point where one large, influential school-based unit is actively considering withdrawing from the ADFC through exasperation at a lack of response to their needs. These messages were both widespread and consistent across the whole spectrum of the ADFC; and whether they are factual or perception-based makes little difference: from the units’ point of view, they are real.

2.8.5 At the national level, there is a pattern of behaviour that indicates serious fractures in relationships, especially between the ANC, AAC and AAFC on the one hand and Cadet Policy Branch on the other. A discussion with Dr Stephen

Mugford, who was engaged as a mediator in an attempt to repair these relationships, reinforced the Panel's impression that they are irreparable, particularly under the present organisational arrangements. Other indicators can be found in examples of good work being done to coordinate programs and activities across the three cadet organisations, agreement being reached, then being abandoned before reaching fruition. Other cadet activities have been cancelled, including the CDF Challenge, the RSL Cadet of the Year and the Senior Cadet Forum for a variety of reasons but usually accompanied by mutual recrimination between organisations.

2.8.6 A great deal of effort is being expended to develop various single Service programs that could be executed using a common, core program for the ADFC, elaborated where necessary to meet peculiar single-Service needs. The Review panel is unconvinced, for example, of the need to develop three Cadet Policy Manuals where an (incomplete) ADFC document already exists. Similarly, diverse duty of care frameworks are being put in place, where one - suitably elaborated - would suffice.

2.8.7 The national level of the ADFC shows evidence of dysfunction, inefficiency and ill-will that would cause any experienced commander to take decisive action to correct. In the Review Panel's opinion, a thorough reorganisation of the entire ADFC headquarters construct is an essential pre-condition to its remediation. Such a reorganisation should comprehend all levels above the unit, where our observations suggest that good work is being done under considerable difficulties.

2.8.8 This review believes that the time has come to rationalise the ADFC by disbanding the existing Cadet Policy Branch, together with single Service headquarters at national and regional levels. Once either legislative amendment is effected or a Ministerial Directive is issued, these should be replaced by a joint organisation, commanded by an officer titled Commander ADF Cadets (COMADFC) appointed by the CDF and Secretary. COMADFC should be delegated the responsibilities of cadet administration currently carried by the Service chiefs and he should also be responsible to the Secretary for the budgetary aspects of cadet programs in accordance with the Financial Management Act.

2.8.9 COMADFC should be responsive to the requirements of the Services in ensuring that the ANC, AAC and AAFC continue to be developed in accordance with their respective Service's values, culture and traditions. He should be sensitive to the Service Chiefs' priorities and requirements in developing and sustaining cadet units. To this end, COMADFC should be supported by the appointment of senior officers from each Service as component commanders, in addition to appropriate joint, single Service and APS staff. This construct should be reflected at regional level, with a joint regional commander supported by appropriate subordinate commanders and staff. Initially, the senior command appointments at national level should be held by suitable officers on a full-time basis.

2.8.10 At national and regional levels, staff should include specialist capabilities to support units across a range of activities. The intent should be to provide the expertise and staff effort required to relieve units of much of the burden of administration associated with planning activities for cadets and in complying with

the occupational health and child safety requirements of existing legislation, regulations and instructions.

2.8.11 In discharging his responsibilities for financial and resource management to the Secretary, COMADFC will need the support of a suitably qualified officer of the Australian Public Service and appropriate staff.

2.8.12 A diagram, showing suggested organisational structures and outline functions of an ADFC headquarters construct is attached to this report as ANNEX E.

## **2.9 Efficient Administration of the Scheme**

2.9.1 At present, cadet units are resourced from a number of sources. Each Service allocates funds to its respective cadet organisation, some funds are allocated through Cadet Policy Branch and ADF units and other Defence organisations provide support in cash and kind to varying levels. In addition, cadet units rely to a varying degree on support from schools and other community organisations including cadet volunteer support groups. Some school-based cadet units enjoy considerably more support from their parent school than any other source. In every case, it is claimed that that it has been impossible to ascertain a precise funding baseline for the ADFC. The evidence presented to this Review supports that claim.

2.9.2 It is accepted that every cadet unit is unique: all have differing circumstances and challenges. Nevertheless, there seems to be an inconsistency in the funding and support available to individual units that goes beyond their particular environment. Support, especially from ADF units, seems to vary according to the personal contacts that unit staff have been able to establish; and even then this is apt to wax and wane with the appointment of key personnel. At least part of the problem seems to lie in cadet units being treated as mendicants, with little recognition for the contribution they make to Defence outcomes, especially in terms of recruiting.

2.9.3 As with command and control, the Review was presented with a number of examples of inefficient or ineffective administration across the ADFC. Units consistently complained that none of the additional Government funding allocated to cadets was reaching them. In fact, units felt that resources were diminishing, along with the support that they habitually enjoyed from ADF units and other ADO elements such as Defence Support Group (DSG).

2.9.4 Units may have a case. For example, the additional \$10m over 10 years allocated by the previous government to expand the ADFC Scheme appears to have been largely applied to additional full-time staff at various headquarters to provide risk managers. That may well be a worthwhile allocation of funds but it is not clear how it will meet Government's intention of expanding the ADFC. There are other examples of what appear to be misapplication of resources, sufficient to convince the Review panel that resource management across the ADFC needs to be reformed and that, in the interim, an audit is warranted.

2.9.5 The Review panel believes that the ADFC should become a fully-funded and controlled Defence activity, one which continues to be conducted in a community environment involving suitable, adequately-trained cadet unit staff drawn

from the community. In addition to unit staff, community contributions should continue to be encouraged; but funds and other tangible donations should be treated as Commonwealth resources once received.

2.9.6 The ADFC should be managed as a business under the stewardship of COMADFC. That officer should be allocated the entire baseline resources (funds, FTE, AFS and Reserve salary) needed to support the ADFC as a whole.

2.9.7 COMADFC should be accountable to the Secretary for the management of resources in accordance with the FMA, Chief Executive Instructions (CEI) and Departmental policy. Financial delegations could be devolved to key staff at national and regional levels; and all procurement could be managed by delegation holders. The majority of assets required to support cadet activity, including facilities, should be owned by Defence and managed by COMADFC through the normal logistic system. An obvious exception is those facilities provided by schools and other community organisations, where appropriate agreements may be necessary.

2.9.8 COMADFC should negotiate with the respective Service Chief to set the required cadet strength to be achieved.

2.9.9 Defence support to cadets could be effected by negotiation of Service Level Agreements (SLA) and Memoranda of Understanding (MOU) between COMADFC or his delegates with relevant support programs in Defence on a 'free service' principle for baseline support such as facilities, security, cleaning and uniforms, etc, and a 'pay for service' basis for demand-driven services such as cadet activities.

2.9.10 The overriding objective should be to relieve cadet units of as much administration as possible; and this principle should drive the design and operation of the ADFC administrative system.

#### Facilities

2.9.11 Cadet units operate from a broad range of facilities, ranging from ADF facilities to schools and other community buildings. Standards vary widely. Similarly, repair and maintenance to cadet facilities is inconsistent and in many cases is non-existent. In some cases, repair and maintenance is undertaken by cadet parents, friends, and the cadets themselves where the local Defence organisation is unable or unwilling to help.

2.9.12 Just as is the case of the provision of other resources, repair and maintenance is reliant almost entirely on quality of working relationships between the DSG and cadet units. At present, units have little say in facility matters. They feel they are not consulted and that DSG does not follow through on a unit's suggestions or recommendations. This may be because of a lack of the necessary direction and resources to support cadet units. Also, it is not always clearly understood by units that repair and maintenance of buildings not owned or controlled by Defence, can be problematic.

2.9.13 Cadet unit needs for facilities should be included in the Defence Facilities Plan. This would provide DSG with both the priorities and resources to guide facilities development and maintenance for cadet units.

## **2.10 Objectives and Outcomes of the ADFC Scheme**

2.10.1 The panel believes that the Topley Review continues to provide a relevant basis for the future development of the ADFC. The Purpose and Goals of the ADFC adopted by this Review, as presented in Chapter 2 of this report therefore align closely with those recommended by that Review.

### General Outcomes

2.10.2 Most desired outcomes are linked to the goals of the ADFC scheme. Programs need to be developed for every cadet unit based on an ADFC curriculum, approved by CDF and expanded as necessary to meet each unit's individual needs and circumstances. All units' programs should be approved by the respective Service Chief or his delegate.

The ADFC curriculum should focus on youth development as its primary outcome.

2.10.3 Unit programs should be activity, rather than classroom focused. The intent should be that no more than about 25-30% of cadets' time is spent on theory or classroom-based subjects. While every unit will have access in varying degrees to required facilities, qualified staff and resources, the following ADF-related activities should be given prominence to the greatest possible extent:

- leadership, including instruction in leaders' responsibilities, together with practical exercises in team-building and decision-making;
- drill, both with and without small-arms;
- practical skills, such as wearing and maintenance of uniforms and personal equipment;
- visits to ADF units, including during field training and exercises;
- ADF roles, tasks and current operational commitments;
- progressive training in firearms safety and handling, live and dry firing of small arms, including .22 cal rimfire sub-calibre devices or rifles;
- adventurous activities, including such activities as small boat handling, parachute training, roping and rappelling, field craft and navigation, survival skills and living in the field; and
- an introduction to the minor tactics appropriate to the units' parent Service.

2.10.4 The Services should actively foster the ADFC, ensuring that every cadet unit is formally supported by a permanent or Reserve unit wherever practicable. This is a command issue; and the obligation to support cadets should be specified in appropriate orders, directives, etc. Support of cadets should feature in strategic/business plans at every level of command.

2.10.5 The ADFC scheme needs to be expanded to offer increased opportunities to young people living in remote and regional communities. This is addressed further elsewhere in this report.



2.10.6 Cadets should be given an awareness of other government services, such as police, fire brigades, etc. Every cadet unit should attempt to include at least one visit to one of these services each year.

2.10.7 Every cadet unit should develop a program of ceremonial activities, so that it is represented at every significant national and state occasion, such as ANZAC Day, Australia Day and Remembrance Day. This should be coordinated where necessary on a regional basis.

2.10.8 DFR should regard the ADFC as a prime source of potential recruits. As such, Defence Recruiting should actively publicise the ADFC Scheme in all schools within reach of a cadet unit. The recruiting staff in each region should program at least one visit to every cadet unit in its region per year.

#### Specific Outcomes

2.10.9 Cadet Staff should:

- be able to deliver the cadet program in an environment of trust and empowerment, as opposed to one of excessive regulation;
- expect and receive support both in the administration and planning of their program and also when things go wrong;
- receive timely responses to their day-to-day needs; and
- be recognised for their voluntary effort.

2.10.10 Cadets should experience a program of safe, enjoyable, disciplined activities that:

- contribute to their development into balanced, responsible adults;
- help develop their potential as future leaders;
- provide opportunities for them to undertake a range of challenging and interesting military-like activities unique to the ANC, AAC and AAFC respectively;
- familiarise them with the culture, values and environment of the Service to which they associate themselves as cadets, and with the ADF as a whole; and
- contribute to the fulfilment of accreditation requirements for relevant activities.

2.10.11 Parents and guardians of cadets should be confident that their children are participating in a program of activities that are safe, well-organised and properly supervised. Parents and guardians should be assured that their children will derive benefits from these programs leading to their development as responsible, balanced adults.

2.10.12 Community outcomes include:

- understanding the purpose and goals of the ADFC, including that it is primarily a youth development scheme with clear benefits to the nation;
- the presence of a uniformed, disciplined group of young people who are available to support a variety of important ceremonial and other activities; and
- a positive outlet for youth participation.

- 2.10.13 The ADF outcomes include:
- a uniformed presence in Australian communities, some remote from routine contact with ADF organisations;
  - opportunities to reinforce the positive image of the ADF in communities across the nation;
  - opportunities to ensure that graduates from the ADFC leave with a positive view of contact with their respective Service and the ADF as a whole that they will carry with them throughout their lives; and
  - a significant source of potential recruits

## **2.11 Appropriate Community Context**

2.11.1 The diversity of units reflects diversity within communities and is seen as one of its strengths. Units draw their cadets from a range of backgrounds and abilities. Furthermore the ADFC is an inclusive organisation. Unless an individual's participation is a risk to him/her or others their inclusion in the scheme is valued. It is part of the development process for all the cadets to learn to deal with diversity.

2.11.2 In spite of the many units located in schools and other community facilities, there is a public perception by virtue of the name and uniformed-nature of the scheme, that the ADFC is "owned" by Defence. The need for and value of community involvement is therefore frequently misunderstood.

### Consultative Councils

2.11.3 It is the view of the Review panel at each level there is considerable value to be gained from developing partnerships between the ADFC and appropriate sectors of the community. The establishment of national, regional and local Consultative Councils would be a means of ensuring appropriate community input to cadet program and activities.

2.11.4 At the national level, the broad function of such a council would be to provide guidance and advice to government and the ADFC national headquarters and raise awareness of the ADFC. Such a council should comprise eminent, well-qualified and experienced representatives from appropriate sectors of the community such as (but not limited to) industry, youth development, education, media, Service and ex-Service organisations, multi-cultural, indigenous and rural bodies. The Defence Reserve Support Council (DRSC) might provide a useful model.

2.11.5 Similar councils reflecting regional and local community interests would assist in ensuring that the ADFC scheme develops and operates with the benefit of advice and support from community partners. It would also reaffirm the shared contributions to the success of the Scheme.

2.11.6 The Review noted that there is little consistency in the establishment of unit parent committees. In the ANC these committees are required to be incorporated in order to protect the personal liability of the committee members and therefore the committees must carry its own liability insurance.

## Partnerships

2.11.7 Opportunities exist to establish partnership arrangements with other youth development organisations that have expertise in delivering activities relevant to the ADFC program. Units should be assisted in developing those relationships.

2.11.8 As part of the development and delivery of program, it is seen by the Review as important to establish partnerships that would facilitate accreditation of training or provide relevant experiences for cadets and staff. Such partnerships would include educational organisations and related industries such as the maritime and aviation industries.

## Facilities

2.11.9 The location of all cadet units in ADF facilities provided and maintained by their parent Service would be the preferred situation. The lack of availability of such facilities necessitates the use of community facilities including schools. Whilst this reaffirms the community context of the Scheme it does cause inequities in the standard of facilities and it makes it difficult for DSG to provide repair and maintenance support.

2.11.10 Facilities management should be a priority area of focus for headquarters at regional and national level. The objective should be to ensure that cadet units are provided facilities that are fit for purpose.

## Remote and Regional Areas

2.11.11 In remote and regional areas cadets are often the “face” of the ADF. It is also apparent that units in regional areas often experience an “ownership” and support by the community not always enjoyed by metropolitan units. Smaller communities however have a limited capacity to support a number of youth organisations and this should be carefully assessed when considering the establishment of new units in smaller communities.

2.11.12 Any support measures put in place for remote and rural communities should aim to minimise those barriers to cadet participation that the remoteness creates. Generally it was reported that the cost of transportation and difficulties with communication are key issues that disadvantage these units.

2.11.13 Indigenous communities present their own barriers/issues. The newly-established (Defence) Directorate of Indigenous Affairs (DIA) stresses the importance of appropriate training and education of ADF, APS and ADFC personnel prior to undertaking liaison with Indigenous communities. The DIA submission to the Review recommended that it be consulted prior to the making of decisions regarding indigenous cadet policies or program delivery in order to ensure that regional cultural protocols and customs are appropriately addressed or considered. The Review supports this stance.

2.11.14 Army has given initial consideration to the ‘Cadets Anywhere’ concept where youth from anywhere in Australia could be brought to central activities a number of times each year. However, the initial thoughts by Army are that such a program would be expensive and resource intensive and may not provide any beneficial level of youth or community development, although there may be excellent

value in such a program to ADF recruitment. The Review is of the view that such programs are worthy of further consideration.

## **2.12 Age Issues**

2.12.1 A concern has been raised about the cadet scheme with regard to compliance with the Convention of the Rights of the Child (CRoC) and the Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict. The Review Panel sought legal advice to clarify whether it was likely that the cadet program could be in contravention of either the Convention or the Optional Protocol.

2.12.2 The legal advice indicates that the ADFC program is not in breach of any aspect of either the Convention or the Optional Protocol. To prevent any potential future breach, the program should:

- continue to focus on educational outcomes such as youth development with outcomes such as leadership and team work;
- ensure that military-like activities focus on awareness, safety, marksmanship, etc, and not be a war like activity;
- ensure that any recruitment into the ADF from participants in the cadet scheme is consequential. Any progression from the ADFC to the ADF must be genuinely voluntarily and fully informed.

2.12.3 It is the view of the Review Panel that the current age range for participation is appropriate and that each of the Services has in place adequate guidelines that restrict the involvement of cadets in specific activities. Although this restriction is not based on age, the requirement to have undertaken prior training ensures that the younger cadets are not involved in activities that may not be appropriate for their age.

2.12.4 More detailed Review consideration related to age issues are attached at ANNEX F.

2.12.5 Age has also been raised in the context of the ADFC's compliance with a range of State and Territory Child Protection laws and the broader duty of care owed to cadets whilst involved in cadet activities. The age range from 12 to almost 20 years allows for adult cadets to participate in the same program as minors. This presents some unique challenges. Community consultation through focus groups and the submissions had varied views on this. Some argued that young people should leave cadets at the age of 18 years, thereby removing many of the issues. Others advocated that the youth development benefits of having the adult cadets, such as providing role models and mentors to younger cadets, outweighed any difficulties faced in allowing adult cadets to remain in the program.

2.12.6 The legal position on this issue is not clear. Not every State or Territory has legislation governing those "working with children". Where such legislation does exist, the interpretation of who is covered and what checks are required varies. It is the view of the Review panel that where State legislation on working with children exists, the minimum requirement is that the ADFC should comply fully without reservation or exception.

2.12.7 Part of the value seen in retaining adult cadets is that they fill a critical role in support of staff within the unit. This is problematic. Cadet staff are appointed by the relevant Service Chief under the Cadet Force Regulations 1977 and have a distinct status due to this and their associated conditions of Service. Cadets are not appointed by the Service Chief, rather they are voluntarily enrolled. Their status is distinctly different at law. As adults, they have rights not available to minor cadets and they are subject to laws and responsibilities not extended to minor cadets. However, within the cadet organisation, only rank may discriminate the adult from the minor cadet.

2.12.8 It is the view of the Review Panel that further work is needed to clearly delineate the roles and responsibilities of adult cadets from minor cadets and cadet staff. A separate category of cadet should be created, protecting the relevant place within the cadet rank structure that reflects the unique status of adult cadets.

## **2.13 Duty of Care**

### General

2.13.1 The two main risks in relation to “duty of care “are that its inadequacy could result in injury or death; and/or a tendency to be risk averse could mean that cadet activities are “watered down” to the extent that their development and experience value is lost. There is evidence that both already occur.

2.13.2 The Review acknowledges the legal responsibility of “duty of care “as outlined in ANNEX. G. Furthermore it stresses that duty of care in the ADFC applies to all participants – cadets, cadet Staff, ADF members, APS employees within the scheme, parents and supporters.

2.13.3 Within the ADFC context the Review examined community standards and expectations with regard to duty of care and believes that the basic framework in relation to the conduct of cadet activities is sound. The Panel believes however, that there is room for improvement in the application of the framework.

2.13.4 Duty of care must be embedded into the culture of the ADFC and include welfare, safety, training and care of cadets with individual needs. It is essential that staff be empowered to exercise judgement in this regard and be supported appropriately. Decisions made in regard to duty of care matters need to be made in conjunction with the cadets’ parents, carers, and/or other interested parties.

### Risk and Risk Management

2.13.5 The ADFC needs to address the subject of risk; including real and perceived risk to cadets, to the organisation, and to commanders and staff. Cadets have indicated that they want to participate in adventurous activities which can never be conducted entirely risk free.

2.13.6 It is the view of the Panel that the ADFC is in danger of confusing the risks associated with keeping the cadets safe with those associated with legal liability. It was the widely expressed view of the cadet staff that much of what they are required to undertake in the name of “risk management” is focused on the latter.

2.13.7 There are two approaches to managing risk. Risk can be managed by either regulating the activity strictly and in great detail; or by ensuring cadet staff are adequately trained and supported to manage risk. It is the very strong view of the Review that the latter is the most effective method of risk mitigation.

2.13.8 The current method of risk analysis creates excessive work loads at unit level. There needs to be a simplified process administered outside the unit: one that practises risk management not risk aversion. ADF risk management processes need to be such that they address the current unit perceptions that the existing risk management framework serves to protect only the upper echelon of the organisation against events and mishaps at the unit level.

2.13.9 It is imperative that cadets and cadet staff have confidence that they will have effective training in delivery of duty of care, the management of that training and support for the management of accidents or incidents when they occur.

2.13.10 An appropriate level of training for staff and cadets is required to ensure their ability to proactively respond to potential incidents and risk in a confident manner. To achieve rationalised support for this training the Review believes that an audit of best practice should firstly be conducted. Such an audit should examine in depth the minimum standards set out in legislation such as the Child Care Act 2001 and the Workplace Health and Safety Act 1995. Every state has slightly different requirements. Also there is an opportunity to consult with other national youth organisations such as the YMCA, Police and Citizens Youth Clubs (PCYC) and Scouts to assist in the development of a new set of national standards of Duty of Care for the ADFC. This would assist in reducing the amount of inconsistencies in relation to interpretation of responsibilities on a state and regional basis and provide the ADFC with a current and proven set of Duty of Care standards.

2.13.11 As noted in one submission to the Review, many youth development agencies have already responded procedurally and operationally to similar challenges facing the ADFC. State education departments have produced and are using routinely every day OH&S protocols able to be applied in similar activities undertaken by cadets. It is the view of this Panel that, although compliance with Service OH&S and Risk management policies is valid, consultation and collaboration with other national youth development organisations would be valuable.

2.13.12 A Risk Management Framework is in place; but that will not completely eliminate risk. With upwards of 24,000 individuals involved in the ADFC, it is inevitable that errors will be made. The Review makes the point very strongly that the ADFC Scheme is not, and will never be a risk-free activity.

2.13.13 The recent employment by the AAC of full-time APS OH&S staff at the national and regional level provides an excellent opportunity to set a precedent within the ADFC on the management of risk.

2.13.14 The Panel believes that a single risk management (including OH&S) framework across the ADFC is called for and should be pursued as a matter of priority. This would address both planning and conduct of joint activities, as well as,

meeting some of the concerns about risk management expressed during consultation with staff from COMCARE.

#### Activity Approval Process

2.13.15 The time available to the review panel did not permit a thorough examination of the complete approval process for activities undertaken by each Service. It was clearly evident however that each activity required (or the staff believed that it required) considerable paperwork and interpretation of a number of policies. Once again, the view of the national headquarters (in each Service) that their processes are reasonable and well-defined is not reflected in the view of the unit staff. At unit level the governance and administrative requirements were seen as counter-productive and in some units the result was engagement in the easy option of classroom-based activities and drill.

2.13.16 It is the view of the panel that the current plethora of paperwork required for activities should be simplified and standardised across the three Services. This would not detract from the single Service flavour of the activity, would allow for the sharing of resources and expertise and facilitate combined activities.

#### Record Keeping

2.13.17 Much of the duty of care is reliant upon the accurate keeping of cadets' records. There was a sense that record keeping was another time-consuming task and that there was a fear that the records were not always accurate. Decisions about the duty of care of an individual cadet emanate from the unit level, so it is essential that the records are in fact maintained at that level. An effective IT support system together with some administrative support at the unit level would alleviate this burden.

#### Management of Cadets

2.13.18 There is a complexity of issues surrounding the behavioural, social, intellectual, psychological or medical conditions that may be present in a young person who is seeking enrolment in the Defence cadets. It is therefore not reasonable to expect a part-time volunteer to understand and manage all conditions that present themselves without adequate training and support. It is imperative that cadet staff are confident in their ability to monitor the mental and physical wellbeing of their cadet charges.

2.13.19 Whilst it is important that the ADFC remains a generally inclusive organisation it remains part of the duty of care towards other cadets and the staff, that there is a means by which individuals may be excluded either from enrolment or specific activities.

2.13.20 The ADFC will attract from time to time individuals who will require specialist youth support services. Staff need to be trained to recognise these issues as they arise and to know where such services may be accessed.

#### COMCARE

2.13.21 COMCARE has been consulted during the course of this Review. There was a meeting between the chairman of the Panel, Deputy CEO COMCARE and senior staff during which the view was expressed that the existing ADFC OH&S

framework was generally good but that its application was inconsistent. COMCARE advised that it investigates an average of 80 reportable ADFC incidents each year which it considers too high.

## **2.14 Standard Criteria and Selection Processes for Staff**

### General

2.14.1 Each component of the ADFC has well documented policy and procedures relating to the selection of ADFC staff. A comparison of each Service and the Review considerations as attached at ANNEX H reveal that there is sufficient commonality between the Services to warrant a common policy document.

2.14.2 It is the opinion of the Review that the extant policies are sufficiently comprehensive to permit the appropriate screening of applicants. Evidence however is that the policy is not always rigorously applied and the process itself in most cases takes too long.

### Recruitment

2.14.3 Cadet staff need an appropriate mix of personal qualities and skills to ensure that they can deliver a quality experience to cadets. Obtaining this balance is essentially a recruiting outcome and is not catered for in the selection process. It is also clearly evident that the poor understanding by the general public of what cadets (and therefore the staff) do has a negative impact on staff recruitment. It is the opinion of this Review that support by DFR in the form of professional expertise and funding for advertising would add considerable value to the overall process of recruitment and selection.

### The Process

2.14.4 The most common criticism about the staff selection process from those who have been through it is its length and lack of flexibility. A system that is both efficient and flexible is essential when dealing with a short supply of volunteers. It is the view of the Review that the opportunity exists to streamline the selection process and make better use of civilian (medical and psychological) practitioners at reduced (or no) cost to the applicants.

### ADF staff

2.14.5 It is noteworthy that there is currently no formal screening or training process for ADF staff posted to positions within the cadet organisations. As a minimum, these ADF members, (other than those providing headquarters administrative support only), should be selected and should undergo induction training that prepares them for the youth development and volunteer staff environment. ADF staff in direct contact with cadets must comply with Child Protection requirements.

## **2.15 Communication and Information Technology**

2.15.1 The dispersed nature of the ADFC can make communication difficult. It is acknowledged that internet solutions such as CadetNet and Hector and the individual Cadet Organisations' websites are valuable communication tools. From



many of the submissions and interviews, it is clear that progress has been made, but more needs to be done to develop a common system applicable across the ADFC.

2.15.2 There is clearly a need for an internet-based application that provides for the administrative, learning management and communication needs of the ADFC. The development of such an application should involve wide consultation and draw on the best elements of the existing systems.

## **2.16 Systemic issues**

2.16.1 Systemic issues have been a consistent focus of the Review and have been dealt with progressively throughout the report.

## **2.17 Other Issues**

### Military-like Activities

2.17.1 Dissatisfaction was expressed by cadets and cadet staff at the inadequacy of military like activities such as parachuting, range shooting and access to firearms. The panel was told that these were not delivered to the expected degree. This remains a vexing issue and is compounded by the lack of access to storage for firearms and other equipment at Defence facilities. It has been reported that some facilities are refusing to store innocuous firearms for cadets or to supply munitions for range shoots.

### Equity

2.17.2 There are at least two major issues relating to equity in support of cadet units:

- firstly, it is apparent that access to support from the ADO at unit level depends very much on personal relationships, with little reliance on contractual arrangements;
- secondly, it appears that some school-based units are not enjoying the same level of support as community based units. This also applies to some of the larger school-based units and is the cause of much dissatisfaction. This matter needs to be reviewed, both from an administrative point of view and as an equity issue.

### Benchmarking

2.17.3 There needs to be a deliberate program introduced into the ADFC which benchmarks “best practice” in youth development, incorporating organisations such as the YMCA, Scouts and SES Cadets. Other youth development organisations already benchmark their activities and ADFC should draw on the expertise available.

### Cadet Life Program

2.17.4 Cadet Life is a program which builds resilience in cadets. The Review sees it as a worthwhile and effective program contributing to the overall youth development framework. The Review understands that it is being rolled out in organisations other than the AAFC who were the first to pilot this program. This process needs to be encouraged and, where practicable, accelerated.

### Staff Status

2.17.5 The current status of ADFC staff is clearly explained in the report *ADFC Way Forward into New Phase of Improvement and Development (Dec 06)*.

That report also identifies areas needing improvement. They are: strengthened lines of command and control, greater and clearer levels of accountability across a range of areas including financial accountability, employment conditions, particularly leave implications for staff, access to complaint and grievance resolution and Defence's capacity to mitigate or support the impact of an individual's involvement in the ADFC on full time employment and other commitments

#### Staff Conditions of Service

2.17.6 There is a strong feeling that the ADFC should move to become a more professional organisation and that there was too much reliance on the volunteers to meet governance and administrative requirements when they have "signed up" simply to run activities for cadets. It is the view of the Review that the volunteer status is an important one. Professionalism can be achieved through the form of training and support.

2.17.7 Conditions of service affecting cadet staff was a frequently raised issue throughout the Review. This key issue appears to be that cadet staff would greatly value the ability to take leave from their employment under arrangements with their employers similar to that available to the Australian Defence Reserves. That would greatly relieve time pressures on cadet units.

2.17.8 The limitation of 48 days on cadet force allowance is not universally applied across the ADFC. Some staff are accorded more than 48 days for the convenience of the unit. In other cases, lesser days are available. This is both inconsistent and inequitable.

# Chapter Three

## Recommendations





## **CHAPTER 3 - RECOMMENDATIONS**

### **3.1 Introduction**

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

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

### **3.2 Legal Framework.**

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

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

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

### **3.3 Command and Control**

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

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

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

3.3.4 It is recommended that COMADFC be made responsible to the Secretary for budgeting and accounting for resources allocated to the ADFC in

accordance with the Financial Management Act. In meeting these responsibilities, an appropriate senior officer of the Australian Public Service be appointed to assist COMADFC as senior resource manager.

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

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

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

### **3.4 Administration**

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

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

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

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

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

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

### Purpose

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

### Goals.

The following goals are recommended for the ADFC:

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

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

Contribute to social development by:

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

Contribute to the development of the ADF through:

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

### Desired Outcomes

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

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

## **3.6 Community context**

3.6.1 It is recommended that cadet consultative councils be established at national, regional and local levels. These councils should have the function of

engaging in community support and should have the broad functions of advice and guidance to the cadet headquarters and units. The councils should be composed of broad range of eminent representatives from the community.

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

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

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

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

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

### **3.7 Age Bracket**

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

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

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

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

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

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

3.8.4 It is recommended that COMADFC consult extensively with other national youth organisations to develop, for the ADFC, a common set of standards for



duty of care, conforming to national, state and territory requirements for child protection and OH&S.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### **3.13 Information Technology**

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

### **3.14 ADF Support**

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

### **3.15 Conditions of Service**

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





# Annexes





## SUBMISSIONS RECEIVED

<b>Submission No</b>	<b>Author</b>	<b>Group</b>	<b>Interest in Cadets</b>	<b>Terms of Reference - Issues Addressed</b>
0808291437E	SBLT Matt Curnow		Cadet Staff	Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas,
0808301724E	Not for Publication		Cadet	Efficient Administration, Standardised Programs,
0808311157E	Not for Publication		Cadet	Objectives & Outcomes, Cadet's Ages,
0808311406E Parts 1-2	Alistair Ian Gardiner		Individual	Objectives & Outcomes, Community Context, Duty of Care Standards, Efficient Administration,
0808312007E	Not for Publication		Cadet Staff	Standardised Programs, Standardised Staff procedures,
0808312028E	Not for Publication		Cadet Staff	Efficient Administration,
0809011059F	Anthony Thomas Patrick Buckingham		Individual	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809011207E	Richard Stanios		Individual	Objectives & Outcomes,
0809011752E	Karl Smith		Individual	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Standardised Programs, Standardised Staff procedures,
0809031819E	Not for Publication		Cadet Staff	Standardised Programs,

<b>Submission No</b>	<b>Author</b>	<b>Group</b>	<b>Interest in Cadets</b>	<b>Terms of Reference - Issues Addressed</b>
0809032116E Parts 1-9	Jan Horton		Cadet Staff	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809041035E	CDTSSGT Jacob Stone	AAC	Cadet	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas,
0809041155E	Not for Publication	AAFC	Parent	Objectives & Outcomes, Community Context,
0809041210E	Adele Nation Jones	AAFC	Parent	Objectives & Outcomes, Community Context, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809050949E	Not for Publication		Parent, School, Service/Ex Service	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809051400M	Not for Publication	Not for Publication	Service/Ex Service	Objectives & Outcomes, Community Context, Cadet's Ages, Support Regional Areas,
0809070032E	Not for Publication	School	Cadet, School	Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs,
0809081034E	Robert Kenny	HQ AAC South Australia	Cadet Staff	Community Context, Efficient Administration,



<b>Submission No</b>	<b>Author</b>	<b>Group</b>	<b>Interest in Cadets</b>	<b>Terms of Reference - Issues Addressed</b>
0809081210E Parts 1-2	William Hilton Jones		Service/Ex Service	Objectives & Outcomes, Efficient Administration, Standardised Programs, Standardised Staff procedures,
0809081605	Not for Publication		Cadet	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas,
0809091716E	SQNLDR Colin Muir	RAAF	Service/Ex Service	Objectives & Outcomes, Community Context, Duty of Care Standards, Efficient Administration,
0809100320E	Mr Steven Cuffe	Defence	Individual	Objectives & Outcomes, Community Context, Duty of Care Standards, Standardised Programs, Standardised Staff procedures,
0809101118E	Not for Publication	Defence	Organisation	Efficient Administration,
0809101119E	Not for Publication		Individual	Objectives & Outcomes, Efficient Administration,
0809101150E	Not for Publication	Navy	Service/Ex Service	
0809101158F	Len Masson		Parent	Duty of Care Standards,
0809101317E	Maj Daniel Farrands	Army	Service/Ex Service	Objectives & Outcomes, Community Context,
0809101339E	Not for Publication	Army		Efficient Administration,
0809101402M	Neville John Clark			Objectives & Outcomes, Cadet's Ages, Efficient Administration, Standardised Programs,
0809101619E	Not for Publication	AAFC	Individual	Objectives & Outcomes,

<b>Submission No</b>	<b>Author</b>	<b>Group</b>	<b>Interest in Cadets</b>	<b>Terms of Reference - Issues Addressed</b>
0809101913E	Not for Publication		Parent	Objectives & Outcomes, Community Context, Duty of Care Standards, Standardised Programs,
0809110045E	Leigh Wallace Coskerie		Service/Ex Service	Objectives & Outcomes, Community Context, Cadet's Ages
0809110901E	Not for Publication			
0809111509F	Not for Publication		Individual	Objectives & Outcomes, Duty of Care Standards, Efficient Administration, Standardised Staff procedures,
0809111800E	Not for Publication	AAFC	Cadet	Objectives & Outcomes, Efficient Administration,
0809112153E	Clint Swadling	AAC	Cadet Staff	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809121823E	Peter Haas	AAC	Cadet Staff	Objectives & Outcomes, Cadet's Ages, Duty of Care Standards, Efficient Administration, Support Regional Areas,
0809150742E	Not for Publication	AAC	Cadet Staff	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Standardised Programs, Standardised Staff procedures,
0809151209E	Peter Christie			Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,

<b>Submission No</b>	<b>Author</b>	<b>Group</b>	<b>Interest in Cadets</b>	<b>Terms of Reference - Issues Addressed</b>
0809161055E	John Diercks		Individual	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs,
0809161243E Parts 1-2	Max Press OAM		Individual	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809161432E	Not for Publication		Parent	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809161609E	Not for Publication	AAFC	Cadet	
0809171018E	Commodore Graham Vaughan Sloper AM RAN (Rtd)	Avalon Beach RSL Sub Branch	Service/Ex Service	Objectives & Outcomes, Community Context,
0809171213E	Charles Page	AAFC	Cadet, Service/Ex Service	Objectives & Outcomes, Support Regional Areas,
0809171347E	Not for Publication		Parent	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809171348E Part 1-2	Not for Publication	RAAF Association	Service/Ex Service	

<b>Submission No</b>	<b>Author</b>	<b>Group</b>	<b>Interest in Cadets</b>	<b>Terms of Reference - Issues Addressed</b>
0809171600M	Not for Publication		Cadet Staff, Service/Ex Service	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809191430M	Not for Publication		Cadet, Service/Ex Service	
0809191447M	Not for Publication		Individual	
0809211815E	Alfred Chan		Cadet	Objectives & Outcomes, Community Context, Duty of Care Standards,
0809220038E	Paul Langtry	Adelaide Battalion AAC		Objectives & Outcomes, Community Context, Cadet's Ages, Efficient Administration, Standardised Programs, Standardised Staff procedures,
0809221225E	Mal Hill	Naval Assoc of Aust, Ballina Sub-Section	Service/Ex Service	Objectives & Outcomes, Community Context, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809221254E	LCDR Rick Parry		Individual	Support Regional Areas,
0809221518M	Not for Publication	Legacy	Service/Ex Service	
0809221520M	Jim Saddington	Traralgon RSL Sub-Branch Inc	Service/Ex Service	Community Context,
0809222114E	Ashley Mills	ANC	Cadet Staff	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,

<b>Submission No</b>	<b>Author</b>	<b>Group</b>	<b>Interest in Cadets</b>	<b>Terms of Reference - Issues Addressed</b>
0809222354F	Not for Publication	ANC	Cadet Staff	
0809231415E	Thomas Sommerville	Waverly College Cadet Unit	Cadet	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Standardised Programs, Standardised Staff procedures,
0809231425D	Frederick Finch		Individual	
0809231430D	Not for Publication		Individual	Objectives & Outcomes, Duty of Care Standards, Efficient Administration, Standardised Programs,
0809231512F	John Chester		Individual	
0809231607E	Bruce Wells		Individual	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809231615F	Stephen Stefani		Individual	Objectives & Outcomes, Efficient Administration,
0809232233E	Not for Publication		Individual	Cadet's Ages, Duty of Care Standards, Standardised Staff procedures,
0809240922E	Tanya Stretton	4 WG AAFC	Cadet Staff	Objectives & Outcomes, Efficient Administration, Standardised Programs, Standardised Staff procedures,
0809241226F	Not for Publication	RSL	Service/Ex Service	
0809241351F	Les Gibson	HMAS Shoalhaven Assn	Service/Ex Service	Objectives & Outcomes, Community Context, Cadet's Ages, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,

<b>Submission No</b>	<b>Author</b>	<b>Group</b>	<b>Interest in Cadets</b>	<b>Terms of Reference - Issues Addressed</b>
0809241638E	Brett Provan		Parent	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Standardised Staff procedures,
0809241753E	The Hon Fran Bailey MP	Federal Member for McEwan	Individual	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures
0809241936E	Tamara Sheppard	ANC	Cadet Staff	Objectives & Outcomes, Standardised Programs,
0809242151E	Ron Campain	RAAF Association	Individual	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809251021M	Robert James	AAC	Cadet Staff	
0809251037E	SQNLDR Cliff Winnett	DG Cadets-AF	Cadet Staff	Objectives & Outcomes, Efficient Administration, Standardised Programs, Standardised Staff procedures,
0809251217E	Not for Publication		Parent	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Support Regional Areas, Standardised Staff procedures,
0809251218E	Jennifer Duncan	Youth Affairs Council of South Australia	Organisation	Cadet's Ages, Duty of Care Standards, Standardised Programs, Standardised Staff procedures,
0809251241E	Samuel Freeman	AAFC	Cadet	Objectives & Outcomes, Efficient Administration,

<b>Submission No</b>	<b>Author</b>	<b>Group</b>	<b>Interest in Cadets</b>	<b>Terms of Reference - Issues Addressed</b>
0809251419E	Jordan Gradden	224 ACU	Cadet	Objectives & Outcomes, Community Context, Efficient Administration, Support Regional Areas,
0809251618E	Not for Publication		Individual	
0809251631E	Ernest Payne OAM BEM	Lions Club International - Richmond NSW	Organisation	Objectives & Outcomes,
0809251834E Part 1-2	Richard Morgan	The Pitwater House Schools	School	Objectives & Outcomes, Community Context, Cadet's Ages, Efficient Administration, Standardised Programs,
0809260500M	Not for Publication	National Servicemen's Association	Service/Ex Service	Objectives & Outcomes, Cadet's Ages,
0809261128E	Not for Publication	AAFC	Organisation	
0809261229F	Not for Publication	NASHO	Service/Ex Service	Objectives & Outcomes, Community Context,
0809261255E	Not for Publication	Naval Cadets Association	Organisation	Objectives & Outcomes, Community Context, Cadet's Ages,
0809261449M	Glynn Snare		Individual	Objectives & Outcomes, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809261452M	Not for Publication		Individual	
0809261501M	Anthony John Lee		Service/Ex Service	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Standardised Programs, Support Regional Areas, Standardised Staff procedures,

<b>Submission No</b>	<b>Author</b>	<b>Group</b>	<b>Interest in Cadets</b>	<b>Terms of Reference - Issues Addressed</b>
0809261505M	Not for Publication	Not for Publication	Service/Ex Service	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809261517M	G J Hagan		Cadet Staff	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Standardised Programs, Standardised Staff procedures,
0809261623E	Not for Publication	RSL	Service/Ex Service	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809261624E	Not for Publication	RSL	Service/Ex Service	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809261708E	Not for Publication	HQ AFTG	Cadet, Cadet Staff, Service/Ex Service	Objectives & Outcomes, Cadet's Ages, Duty of Care Standards, Standardised Programs, Standardised Staff procedures,
0809261714E	Penny Peters	Parent Support Group (AAFC)	Parent	
0809262127E	Not for Publication		Cadet	Objectives & Outcomes,
0809271739E	Not for Publication	AAC	Cadet	
0809280108E	Suzanne Yorston	AAFC	Cadet Staff	Efficient Administration, Support Regional Areas,



<b>Submission No</b>	<b>Author</b>	<b>Group</b>	<b>Interest in Cadets</b>	<b>Terms of Reference - Issues Addressed</b>
0809280440F	Earol Grieve		Individual	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809280918F	Richard Knowles	Junior Shooting Australia Inc	School	Standardised Programs,
0809281133E	Not for Publication		Service/Ex Service	
0809281427E	Joel Peters	AAFC	Cadet	
0809281430E	James Rossiter		Individual	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809290856E Parts 1-2	Not for Publication		Individual	Objectives & Outcomes, Standardised Programs,
0809291027E	Not for Publication	AAC	Cadet Staff	Objectives & Outcomes,
0809291146E	Not for Publication		Individual	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Standardised Staff procedures,
0809291157E	Greg Clark	Shoalhaven Model Flying Club	Organisation	Community Context,
0809291223E	Not for Publication		Parent	

<b>Submission No</b>	<b>Author</b>	<b>Group</b>	<b>Interest in Cadets</b>	<b>Terms of Reference - Issues Addressed</b>
0809291228F	Not for Publication	RAN	Individual	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809291321E	Not for Publication	RAAF Association	Service/Ex Service	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Standardised Staff procedures,
0809291331M	Not for Publication	Naval Cadets Association	Organisation	Objectives & Outcomes, Community Context, Cadet's Ages,
0809291442E	Not for Publication	Defence	Service/Ex Service	
0809291553E	Ian Kuhl	Aust Sail Training Association	Organisation	Standardised Programs,
0809291554E	Not for Publication	AAFC	Service/Ex Service	
0809292136E	Not for Publication		Cadet Staff	Objectives & Outcomes, Duty of Care Standards,
0809292140E	Robert Valler	ANC	Cadet Staff	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809292159E	Leon Walker	National Servicemen's Association of Australia	Service/Ex Service	Objectives & Outcomes, Cadet's Ages,
0809300804E	Not for Publication	AAC	Cadet Staff	

<b>Submission No</b>	<b>Author</b>	<b>Group</b>	<b>Interest in Cadets</b>	<b>Terms of Reference - Issues Addressed</b>
0809300834E	Not for Publication		Parent	Community Context, Duty of Care Standards,
0809300941E	Not for Publication		Individual	Objectives & Outcomes, Efficient Administration, Standardised Programs,
0809300943E	James Martin		Individual	Objectives & Outcomes, Efficient Administration,
0809300953E	Sarah Pemberton	ANC	Cadet Staff	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards,
0809300956E	CUO Louis Parfait	AAFC	Cadet	Objectives & Outcomes, Duty of Care Standards,
0809301148F	Danny Salmon	412 Squadron - AAFC	Service/Ex Service	Objectives & Outcomes, Community Context, Duty of Care Standards, Efficient Administration, Standardised Programs,
0809301223E	Ben Hyde, Conrad Scott, Derek Langsford, Judith Willet	Guildford Grammar School Cadet Unit (GGSCU)	Cadet Staff, School	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809301236E	Mark Anthony Jones			Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809301239F	Clair Swan	Campbell Page Ltd	Organisation	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809301248E	Not for Publication		Parent	

<b>Submission No</b>	<b>Author</b>	<b>Group</b>	<b>Interest in Cadets</b>	<b>Terms of Reference - Issues Addressed</b>
0809301255E	Alan S Howard		Parent	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809301322E	George Mackey		Parent	Objectives & Outcomes, Standardised Programs,
0809301333F	Richard Trigg	ANC	Cadet Staff	Duty of Care Standards, Standardised Programs,
0809301343F	Robert Barber	AAC	Cadet Staff, Service/Ex Service	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809301418E	Not for Publication	ANC	Individual	Objectives & Outcomes, Duty of Care Standards,
0809301430E	Rodney Sharpe	AAC	Cadet Staff, Service/Ex Service	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809301445E	David Field	AAC	Cadet Staff	Objectives & Outcomes, Community Context,
0809301446E	Jonathon Michael McGuigan	AAC	Service/Ex Service	Objectives & Outcomes, Duty of Care Standards, Efficient Administration, Standardised Staff procedures,
0809301447E	James Pereira	AAC	Cadet Staff	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,

<b>Submission No</b>	<b>Author</b>	<b>Group</b>	<b>Interest in Cadets</b>	<b>Terms of Reference - Issues Addressed</b>
0809301508F	Dr Puspa Kikkert			
0809301514E	Roger Buddrige		Cadet Staff	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration,
0809301520F	Clair Swan	Campbell Page Ltd	Organisation	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809301523E	Not for Publication		Parent	
0809301607E	Penny Peters		Parent	Standardised Programs,
0809301608E	Not for Publication		Individual	Objectives & Outcomes, Community Context,
0809301609E	Stanley Beaman	Barker College Cadet Unit		Objectives & Outcomes, Community Context, Cadet's Ages, Standardised Programs, Support Regional Areas,
0809301617E	Ludo Dierickx	AAFC	Service/Ex Service	Community Context, Duty of Care Standards, Efficient Administration, Standardised Programs,
0809301632E	Michael Borg	HQ NSW AAC BDE	Cadet Staff	Efficient Administration,
0809301646E	Not for Publication	School	School	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Standardised Staff procedures,
0809301653E	Not for Publication		Individual	

<b>Submission No</b>	<b>Author</b>	<b>Group</b>	<b>Interest in Cadets</b>	<b>Terms of Reference - Issues Addressed</b>
0809301746E	Not for Publication	Secondary College	School	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Standardised Staff procedures,
0809301817E	David McKenna	ANC	Cadet Staff	Objectives & Outcomes, Duty of Care Standards, Efficient Administration, Standardised Programs, Standardised Staff procedures,
0809301826E	Not for Publication		Organisation	
0809301930E	Not for Publication		Parent	Efficient Administration,
0809302044E	Bill Taylor	TS Pioneer Unit Support Group	Organisation	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0809302047E	Not for Publication		Parent	
0809302101E	Not for Publication	AAC	Cadet Staff	Duty of Care Standards, Efficient Administration,
0809302235E	Colin Palmer	AAFC	Cadet Staff	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Standardised Staff procedures,
0810010025F	Not for Publication		Individual	Community Context, Cadet's Ages, Efficient Administration,
081001019E	Not for Publication		Individual	Objectives & Outcomes, Community Context, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,

<b>Submission No</b>	<b>Author</b>	<b>Group</b>	<b>Interest in Cadets</b>	<b>Terms of Reference - Issues Addressed</b>
0810011437M	Dr Desmond McDonnell & Prof Judith Bessant	RMIT University	Organisation	Objectives & Outcomes, Community Context, Cadet's Ages, Efficient Administration,
0810011453M	Dudley L Barrow		Individual	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0810011911E	Not for Publication		Service/Ex Service	Objectives & Outcomes, Community Context, Cadet's Ages, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0810020950M	Graham Harris	Navy League of Australia	Service/Ex Service	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0810020959M	Not for Publication		Individual	
0810021004M	Not for Publication		Individual	
0810021008M	James Rossiter		Individual	Objectives & Outcomes, Community Context, Cadet's Ages, Duty of Care Standards, Efficient Administration, Standardised Programs, Support Regional Areas, Standardised Staff procedures,
0810021012M	Not for Publication	National Servicemen's Assoc of Australia	Service/Ex Service	Objectives & Outcomes, Cadet's Ages,
0810021014M	Not for Publication	AAC	Cadet Staff	

<b>Submission No</b>	<b>Author</b>	<b>Group</b>	<b>Interest in Cadets</b>	<b>Terms of Reference - Issues Addressed</b>
0810021029M	Not for Publication		Individual	Objectives & Outcomes, Community Context, Cadet's Ages, Efficient Administration, Standardised Staff procedures,
0810021033M	Not for Publication		Individual	
0810021331E	Not for Publication			
0810021332E	Not for Publication	AAC	Cadet Staff	
0810021341E	Prof John McMillian	Commonwealth and Defence Force Ombudsman	Organisation	Duty of Care Standards, Efficient Administration, Standardised Staff procedures,
0810021422M	Not for Publication	RAAF Association	Service/Ex Service	
0810021429M	Ian Kuhl	Aust Sail Training Association	Organisation	Standardised Programs,
0810030942M	Not for Publication	AAC	Cadet Staff	
0810041603E	Not for Publication	ANC	Service/Ex Service	Objectives & Outcomes, Community Context, Duty of Care Standards, Efficient Administration, Standardised Programs,
0810081126E	Not for Publication	Army	Service/Ex Service	
0810081508E	Not for Publication	AAC	Cadet Staff	
0810150955E	Not for Publication	ANC	Individual	Objectives & Outcomes, Community Context, Cadet's Ages,
0810221103E	Greg Downing		Parent	Duty of Care Standards, Standardised Staff procedures,
0810231816M	Not for Publication	ANC	Service/Ex Service	



## CONSULTATION CONDUCTED

<b>Date</b>	<b>Consulted</b>	<b>Location</b>	<b>Event</b>	<b>Purpose</b>
2/9/08	Mr John Diercks Assistant Secretary Cadet Policy (ASCP)	Brisbane	Meeting	To meet ASCP and discuss support arrangements
15/9/08	MAJGEN Michael Fairweather, Former Head Cadet Policy (HCP)	Brisbane	Meeting	Discuss ADFC history with former HCP
22/9/08	RADM Karel de Laat Head Cadet Policy (HCP)	Brisbane	Meeting	Discuss current ADFC situation with HCP
23/9/08	AAC staff and cadets on Continuous Full Time Training Camp at Greenbank Training Area.	Greenbank QLD	Visit	View Australian Army Cadets on camp. Discuss ideas, concerns and concepts with staff and cadets.
26/9/08	Mr Steve Kibble, Ms Marilyn Chilvers, Mr Matt Goldrick, Ms Shelley Cooper from COMCARE	Canberra	Meeting	Discuss Occupational Health and Safety issues with COMCARE Representatives
26/9/08	Air Chief Marshal A.G. HOUSTON, AC, AFC, Chief of the Defence Force	Canberra	Meeting	Discuss Review Terms of Reference
26/9/08	Lieutenant General K.J. Gillespie, AO DSC CSM, Chief of Army	Canberra	Meeting	Discuss Review Terms of Reference
26/9/08	Major General M.D. Slater, DSC, AM, CSC, Head People Capability	Canberra	Meeting	Discuss Review Terms of Reference
29/9/08	Mr Chris Smoje	Brisbane	Meeting	Discuss issues as perceived by a former ANC Midshipman.
2/10/08	CAPT(ANC) Elliot Fisher National Commander Australian Navy Cadets	Canberra	Meeting	Discuss ideas, concerns and concepts re the future of the ADFC/ANC with the NAT CDR ANC
2/10/08	Staff and Cadets at AAFC Camp, Bulimba Barracks.	Bulimba Barracks, QLD	Visit	View Australian Air Force Cadets on camp. Discuss ideas, concerns and concepts with staff and cadets.
4/10/08	SQNLDR(AAFC) Saul Wiseman, Officer Commanding ground Training Wing	Brisbane	Meeting	Discuss AAFC training programs and concepts

<b>Date</b>	<b>Consulted</b>	<b>Location</b>	<b>Event</b>	<b>Purpose</b>
5/10/08	CMDR Peter Pemberton ANC Chief of Staff to the National Commander ANC; CMDR Geoff Hurren ANC Senior Officer WA ANC; CMDR Gavin Reeves; LEUT Andy Carlson ANC CO TS Perth; SBLT Sarah Pemberton ANC XO TS Perth	Perth	Meeting	Discuss concerns, concepts ideas re the future of the ADFC/ANC with senior regional ANC staff.
6/10/08	WGCDR (AAFC) G.M.Harding, Officer Commanding 2 Wing AAFC, Staff and Cadets of 2 Wing Australian Air Force Cadets	RAAF Base Pearce	Visit	View Australian Air Force Cadets on camp. Discuss ideas, concerns and concepts with staff and cadets.
7/10/08	COL(AAC) Andrew Wyman, Chief of Staff AAC; Staff and Cadets of Western Australian Brigade Australian Army Cadets	Bindoon WA	Visit	View Australian Army Cadets on camp. Discuss ideas, concerns and concepts with staff and cadets.
7/10/08	Air Chief Marshal A.G. HOUSTON, AC, AFC, Chief of the Defence Force	Canberra	Meeting	Discuss Review Progress
7/10/08	Air Marshal Mark Binskin, AM, Chief of Air Force	Canberra	Meeting	Discuss Review Terms of Reference
7/10/08	GPCAPT(AAFC) Colin Palmer, Commander Australian Air Force Cadets	Canberra	Meeting	Discuss ideas, concerns and concepts re the future of the ADFC/AAFC with the CDR-AAFC
8/10/08	SQNLDR(AAFC) Dave Kitchener, SOADMIN HQAAFC; FLGOFF(AAFC) Scott Johnson, Commanding Officer 406 SQN AAFC, Staff, Cadets and Parent Support Group of the Unit	Frankston VIC	Visit	View an Australian Air Force Cadet Squadron in operation. Discuss ideas, concerns and concepts with the CO, staff, cadets and the parent/guardians of cadets.
9/10/08	LTCOL Don Shearman Commander Victorian Australian Army Cadets Brigade plus senior Brigade staff.	Simpson Barracks VIC	Meeting	Discuss ideas, concerns and concepts re the future of the ADFC/AAC with senior regional staff.
Various in October	LTCOL Maree Riley, Defence Force Psychology Organisation	Canberra and Brisbane	Telephone and Email communication	Discuss the psychological assessment conducted as part of the ADFC staff recruitment.

<b>Date</b>	<b>Consulted</b>	<b>Location</b>	<b>Event</b>	<b>Purpose</b>
9/10/08	Mr Tom Batty, Principal; LTCOL(AAC) Tony Glover, Officer Commanding, Army Cadet Unit Scotch College, MAJ(AAC) Norm Baines; MAJ Krupa, staff and cadets of the unit; Plus LTCOL(AAC) David Waugh, OC Ivanhoe Grammer Army Cadet Unit.	Scotch College, Melbourne, VIC	Visit	View school-based Army Cadet Unit in operation. Discuss ideas, concerns and concepts with Principal, OC, staff and cadets.
10/10/08	ANC Training Ship Tingara LT(ANC) Val Bookless, Commanding Officer; Parent Support Group; cadet staff and cadets.	TS Tingara at HMAS Cerberus	Visit to ANC Training Ship	View Training Ship in operation. Discuss ideas, concerns and concepts with CO, staff, cadets and parents/guardians.
10/10/08	Regional Commander South Australian ANC, plus SA staff and cadets visiting HMAS Cerberus	HMAS Cerberus	Visit ANC cadets and staff undertaking Continuous Full Time Training	View ANC cadets on camp. Discuss ideas, concerns and concepts with staff and cadets.
10/10/08	RADM Stephen Gilmore, Commander Australian Navy Systems Command; CDRE Michael Smith, Director General Australian Navy Cadets; CAPT(ANC) Elliot Fisher National Commander Australian Navy Cadets, plus CMDR John Goss, Director Cadet Systems Centre, plus other HQ ANC staff.	HMAS Cerberus	Meeting	Discuss ANC senior staff ideas, concerns and concepts re the future of the ADFC/ANC
10/10/08	LEUT Kathryn Ford, Development program manager	HMAS Cerberus	Meeting	Discuss ANC training programs and concepts
10/10/08	CMDR Joh Rienks	HMAS Cerberus	Meeting	Discuss ANC OH&S development
10/10/08	AIRCDRE Roger Harrison, Director General Cadets Air Force; GPCAPT Phil Edwards, Deputy Director General Cadets Air Force; GPCAPT Robert Connor, Special Projects Cadet Branch; WGCDR Katrina James, Director Cadets Air Force.	Brisbane	Meeting	Discuss ideas, concerns and concepts re the future of the ADFC/AAFC

<b>Date</b>	<b>Consulted</b>	<b>Location</b>	<b>Event</b>	<b>Purpose</b>
11/10/08	RADM Stephen Gilmore, Commander Australian Navy Systems Command; CDRE Michael Smith, Director General Australian Navy Cadets; CAPT(ANC) Elliot Fisher National Commander Australian Navy Cadets, plus approximately 20 senior and regional ANC staff.	HMAS Cerberus	Flotilla Working Group Meeting	Discuss ANC senior staff ideas, concerns and concepts re the future of the ADFC and receive a briefing on the Flotilla Concept for the ANC
11/10/08	MAJ(AAC) Sue Brereton, SO2 Training Development	Sydney	Meeting	Discuss AAC training programs and concepts
11/10/08	BRIG John Withers, Commander Australian Army Cadets; COL(AAC) Andrew Wyman, Chief of Staff AAC; COL(AAC) Colin Axup, Deputy Commander AAC; WO1 Michael Caughey, RSM AAC;	Brisbane	Meeting	Discuss ideas, concerns and concepts re the future of the ADFC/AAC
14/10/08	VICE ADMIRAL Russ Crane, AM, CSM, RAN, Chief of Navy	Canberra	Meeting	Discuss Review Terms of Reference
14/10/08	Mr Phil Minns, Deputy Secretary People Strategies and Policy	Canberra	Meeting	Discuss Review Terms of Reference
14/10/08	Lieutenant General David Hurley AO DSC, Vice Chief of Defence Force	Canberra	Meeting	Discuss Review Progress
14/10/08	CDRE Mike Smith, Director General Australian Navy Cadets	Canberra	Meeting	Discuss ideas, concerns and concepts re the future of the ADFC/ANC with the DGANC
16/10/08	Dr Tim Hawkes, Mr Glen Murphy, Mr Andrew Mansfield, Kings School Cadet Unit	Kings School Army Cadet Unit Sydney	Visit	View School based Army Cadet Unit in operation. Discuss ideas, concerns and concepts with Principal, OC, staff.
16/10/08	Mr Richard Morgan, staff, cadets and parents/guardians from Pittwater Schools Cadets Units.	Pittwater Schools Army and Air Force Cadet Units		View School based Army Cadet Unit in operation. Discuss ideas, concerns and concepts with Principal, OC, staff and cadets.
18/10/08	Volunteer representatives of cadets and cadet's parents and guardians	Brisbane	Focus Group	To hear from and discuss ideas on the future of the ADFC with cadets and cadet's parents/guardians

<b>Date</b>	<b>Consulted</b>	<b>Location</b>	<b>Event</b>	<b>Purpose</b>
18/10/08	Volunteer representatives of cadet staff, parents and others.	Brisbane	Focus Group	To hear from and discuss ideas on the future of the ADFC with cadet staff
18/10/08	Staff, cadets and parent/guardians of South East Queensland ANC	Bulimba Barracks Brisbane	Visit	View Australian Navy Cadets on Weekend camp. Discuss ideas, concerns and concepts with staff and cadets.
27/10/08	Dr Stephen Mugford	Brisbane/Canberra	Telephone call	To discuss structure and existing relationships between the CPB and National Cadet Headquarters.
28/10/08	Ms Leneen Forde AC, Chancellor of Griffith University, Former Defence Reserve Support Council Chair, and Former Queensland Governor.	Brisbane	Meeting	Discuss functioning of the Defence Reserve Support Council and opportunities to use the model
29/10/08	Mr Bryan Brown, Project Officer /Assistant Chief Commissioner and Ms Glynis Williams, Indigenous Program Development Officer, Scout Association of Australia Queensland Branch Inc.	Brisbane	Meeting	Discuss youth development issues and establishment of scout/youth groups in Far North Queensland.
31/10/08	LTCOL Brendan Cox, Commanding Officer, Far North Queensland Regiment	Cairns	Meeting	Discuss support for remote and/or indigenous Units in Far North Queensland.
31/10/08	CMDR Jenny Daetz, Commanding Officer, HMAS Cairns and CPO Trevor Bellamy ANC Cadet Liaison Officer, FNQ.	Cairns	Meeting	Discuss support for remote and/or indigenous Units in Far North Queensland.
31/10/08	Mr Richie Ahmatt, Business Consultant, Cape York Partnerships: Mr Mike Winer, Project Manager, Cape York Institute; Mr Tim Jeffer, Program Office Community Manager, Cape York Institute.	Cairns	Meeting	Discuss relevance of and support for ADF Cadets for indigenous communities in Far North Queensland
3/11/08	Air Chief Marshal A.G. HOUSTON, AC, AFC, Chief of the Defence Force	Canberra	Meeting	Discuss Review Progress
3/11/08	Mr Nick Warner, Secretary of Defence	Canberra	Meeting	Discuss Review Progress
3/11/08	The Hon. Dr Mike Kelly AM MP, Parliamentary Secretary for Defence Support	Canberra	Meeting	Discuss Review Progress

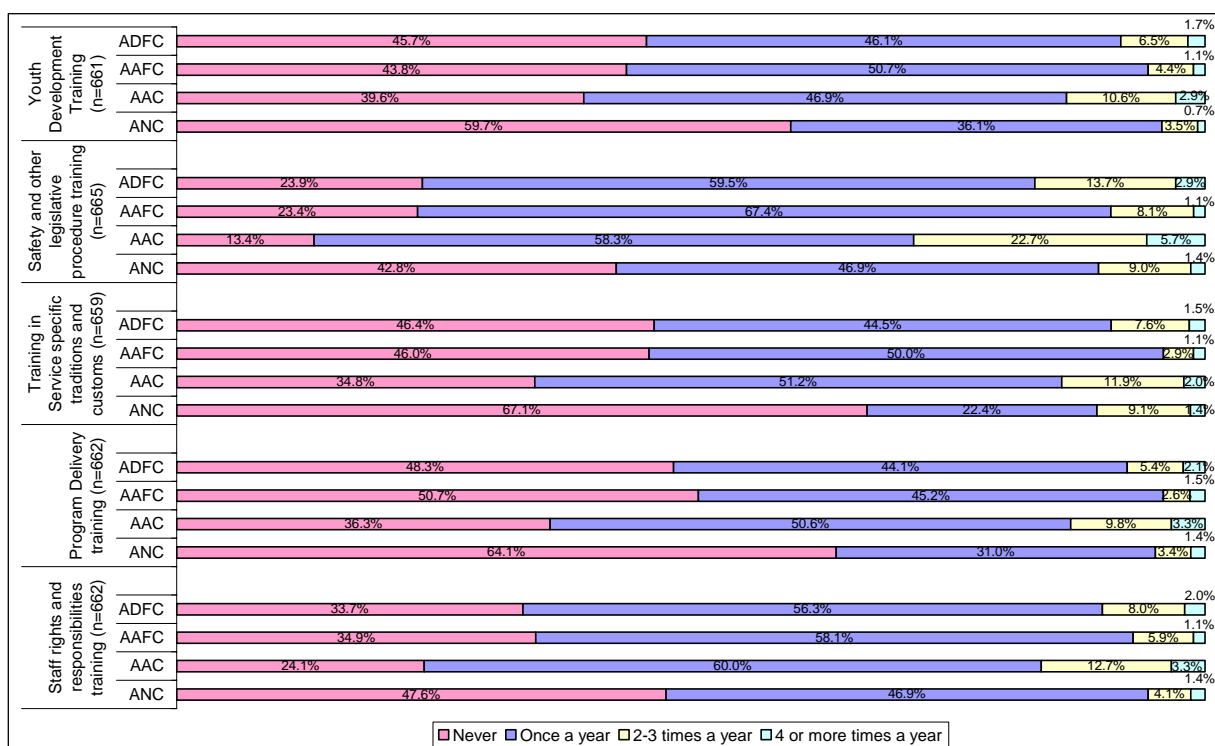
## CADET STAFF TRAINING

Extracted from the Cadet Staff Survey conducted November 2007

In 2007 respondents were asked how often they received a variety of types of training and whether they thought that training was necessary for their involvement in Cadets.

Overall, over 40% of ADFC staff indicated that they received training once a year, including: safety and other legislative procedure training (59.5%); staff rights and responsibilities (56.3%); youth development (46.1%); training in Service specific traditions and customs (44.5%); and, program delivery (44.1%), as illustrated in Figure 7. By Corps, ANC staff respondents were notably more likely to select ‘never’ than staff from the other two Corps.

Figure 7. How often have you received staff training in the following areas?



## LEGAL FRAMEWORK – AUSTRALIAN DEFENCE FORCE CADETS

### Summary

D.1. The Australian Defence Force Cadets (ADFC) is made up of three separate cadet organisations – Australian Army Cadets (AAC), Australian Air Force Cadets (AAFC) and Australian Navy Cadets (ANC). All three organisations are created by statute and are administered by the three Service Chiefs.

D.2. Principally, it should be noted that while cadets are expressly not a part of the Australian Defence Force (ADF), they are however allocated to Defence for a range of purposes, including administration, financial and safety issues.

### Legislative Provisions

D.3. Section 62 of the Defence Act 1903 (Cth) (Defence Act) continues the existence of the Australian Army Cadets, previously called the Australian Cadet Corps. The section identifies that, amongst other things: the AAC is constituted by officers of cadets, instructors of cadets, and volunteer cadets aged under 20 years; regulations may make provision for and in relation to the organisation, maintenance, regulation, control and discipline; and subject to the regulations, to any determinations in force under section 58B and to the directions of the Minister, the Chief of Army shall administer the AAC. Corresponding provisions exist for Navy and Air Force. (see sections 38 and 39 of the Naval Defence Act 1910 (Cth) and section 8 of the Air Force Act 1923 (Cth) )

D.4. Section 62 of the Defence Act provides that a cadet and cadet staff do not become a member of the Army. This position is reflected in the relevant equivalent Navy and Air Force provisions.

### Cadet Forces Regulations

D.5. The Cadet Forces Regulations 1977 (the Regulations) are made under the Defence Act, the Naval Defence Act 1910 and the Air Force Act 1923 (the Relevant Acts). The Relevant Acts purport to provide for, amongst other things, the conditions of service for members of the respective cadet organisations. As they currently stand, the Regulations outline the Service Chiefs' rights and responsibilities to appoint and terminate officers and instructors of cadets; to enrol and discharge cadets; delegations, minimum and maximum ages of cadets; the rank and promotion structures; a code of conduct and sanctions for breaches of the code; and other miscellaneous provisions.

D.6. Recent amendments made to the Regulations strengthened the administrative control the Service Chiefs can exercise over members of their respective cadet organisations. The amendments established a Code of Conduct, established remedies and sanctions where the Code is breached, and provided for review of action processes for cadet staff and cadets. There were also minor amendments relating to modernising language, delegations, the age range for cadets, and the removal of a compulsory retirement age. The changes to the delegation provision in the Regulations enabled a Service Chief to delegate his powers or functions to any person, subject to directions from the Service Chief.

### **CDF Powers to Direct the Service Chiefs in relation to Cadets**

D.7. Section 8 of the Defence Act 1903 (Cth) allows that the ... “Minister shall have the general control and administration of the Defence Force, and the powers vested in the Chief of the Defence Force, the Chief of Navy, the Chief of Army and the Chief of Air Force by virtue of section 9...”.

D.8. Section 9(2) of the Act states that “Subject to section 8, the Chief of the Defence Force shall command the Defence Force, and the Service Chief of an arm of the Defence Force shall, under the Chief of the Defence Force, command the arm of the Defence Force of which he is Service Chief”

D.9. Section 9A(1) of the Act states that “Subject to section 8, the Secretary and the Chief of the Defence Force shall jointly have the administration of the Defence Force except with respect to:  
(a) matters falling within the command of the Defence Force by the Chief of the Defence Force or the command of an arm of the Defence Force by the Service Chief of that arm of the Defence Force;

D.10. Legal advice indicates that CDF can not currently make orders in relation to the cadet organisations. This power rests with the Service Chief or the Minister.

### **Cadet Officers and Instructors as Employees of the Commonwealth**

D.11. The legal relationship between the Commonwealth and cadet staff (officers and instructors of cadets) is codified in a range of legislation. The legislation above is central, however legal advice dating back to 1999, has clearly indicated that the Commonwealth also has a common law employment relationship with the cadet staff

D.12. This common law employment relationship takes the form of an implied or actual employment contract. Cadet staff are remunerated for up to 48 days per year and paid allowances by the Department of Defence under a number of determinations made under section 58B of the Defence Act. Superannuation is paid by Defence on behalf of cadet staff under the Superannuation Guarantee legislation.

D.13. Common law employment contracts exist where a number of various criteria are met. In the case of cadet staff, indicators such as payment by the Commonwealth, provision of uniforms and necessary equipment, and the Commonwealth’s capacity to direct and require compliance with instructions or orders, all indicate a common law employment contract. Further the advice indicates that the absence of payment, for example if a staff member does not claim their allowance, is insufficient to change their employment status.

D.14. Recent advice following an Australian Industrial Relations Commission (AIRC) decision on an unfair dismissal claim by an AAFC staff member indicated that cadet staff would be considered to be part time employees of the Commonwealth. Only in specific circumstances, based on their work patterns, would cadet staff be considered casual employees.

D.15. This legal status places a high level of responsibility on Defence to treat cadet staff as all other Defence employees. Defence, through the Service Chiefs is required to train, support and equip its employees to adequately fulfil their duties. In addition to the statutory obligations to cadets and cadet staff discussed above, Defence through the relevant Service Chief has a common law duty of care to its employees. As such, under general law, the Commonwealth is subject to a duty to exercise reasonable care to prevent employees from suffering injury, loss or damage. The Commonwealth may



D.16. be liable for negligence for injury, loss or damage affecting a cadet or cadet staff member if that injury, loss or damage occurs during a cadet activity. The advice indicates that in such circumstances, cadets and cadet staff could expect that an approved cadet activity will be suitably conducted and supervised by the Commonwealth through its servants or agents. This is particularly so when minors are involved. When responsible for minors, the responsibility of the Commonwealth is similar to that of a reasonable and careful parent. In this event, the Commonwealth stands in loco parentis – in the place of the parent. Further to this, the relevant age and inexperience of the minor should be considered and a greater standard of care is required for the young and inexperienced, particularly when the approved activity may be hazardous.

### **Cadets and Cadet Staff under other Commonwealth Legislation**

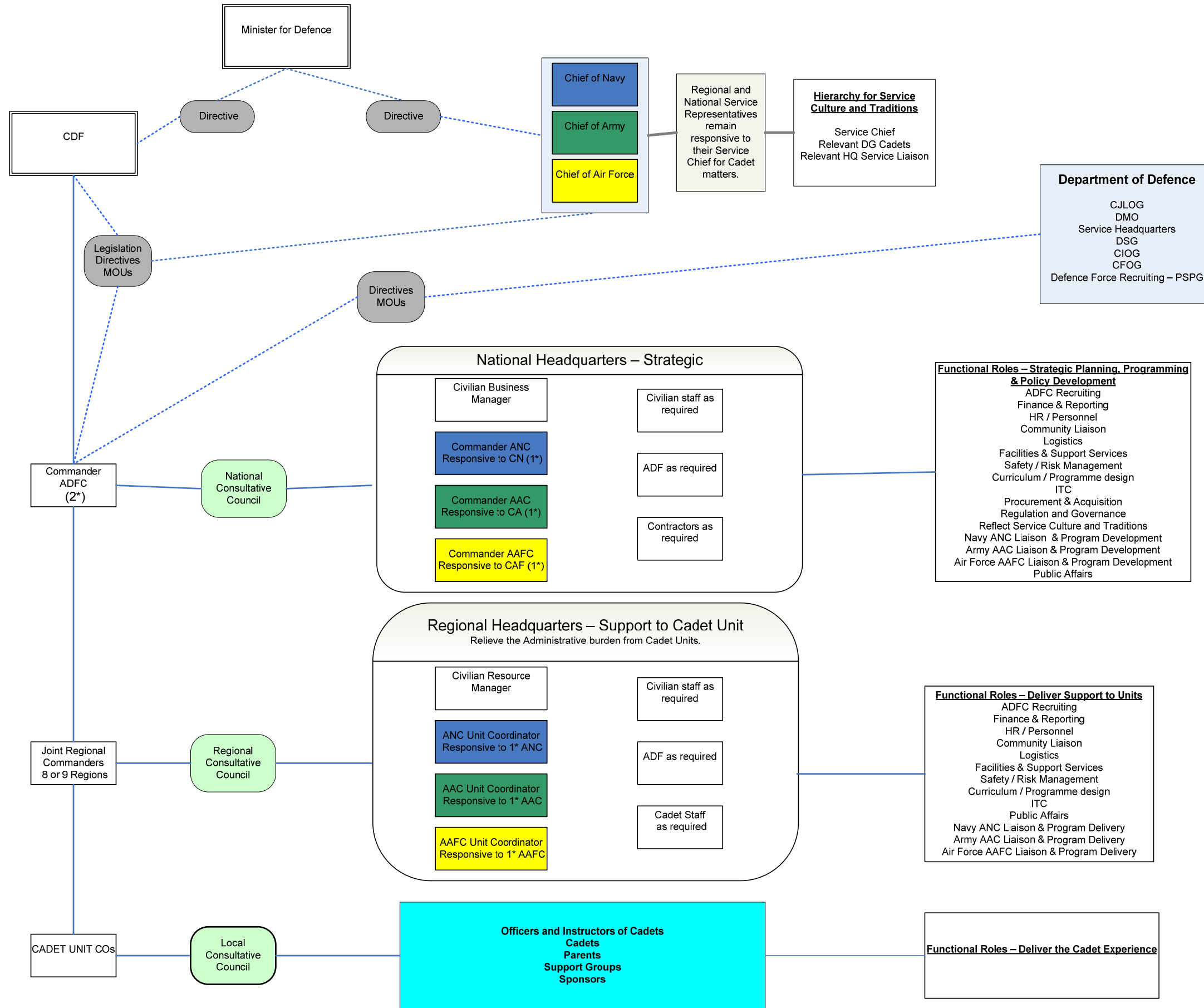
D.17. Cadets and cadet staff are expressly covered by several additional legislative frameworks. Both cadets and staff are deemed employees under the Occupational Health and Safety Act 1991 (Cth). This means that for the purposes of the OH&S Act all references to employees within the Act covers both cadets and cadet staff. This creates a direct responsibility for the Commonwealth to, amongst other things – take all reasonably practical steps to secure the health, safety and welfare at work of cadets and cadet staff as employees during cadet activities. The relevant Service Chief is the Employing Authority under the Act.

D.18. Cadets and cadet staff are also expressly covered by the Military Rehabilitation and Compensation Act 2004 (Cth) and the Safety, Rehabilitation and Compensation Act 1988 (Cth.) Cadets and cadet staff are officials under the Financial Management and Accountability Act 1997 (Cth) and therefore must comply with some or all aspects of the FMA Act. Recent legal advice from Australian Government Solicitor indicates that the cadet organisations may currently be in breach of aspects of this Act (AGS reference 07253861 dated 20 November 2007).

### **State Legislation**

D.19. Finally, cadets and cadet staff comply with a complex range of State and Territory legislation. Of particular note are legislative requirements for Child Protection and Working with Children; licensing laws relating to equipment, conducting activities or maintaining vehicles such as cars and boats; and general requirements such as use of facilities, food handling provisions and many more.

**PROPOSED ADFC ORGANISATIONAL STRUCTURE**



## AGE CONSIDERATIONS

### References:

- A. United Nations A/36/215 and resolution 36/28, 1981.
- B. *ADFC Way Forward into New Phase of Improvement and Development, Final Report* dated 8 Dec 06.
- C. Cadet Survey November 2007.
- D. Youth Affairs Council of South Australia (Jennifer Duncan) submission to the Review, dated 15 September.

### F.1 Introduction

F.1.1. Depending upon the source, the definition of “youth” can vary from as young as 8 years to as old as 24. The United Nations, for statistical purposes, defines ‘youth’, as those persons between the ages of 15 and 24 years. This definition was made during preparations for the International Youth Year (1985), and endorsed by the General Assembly (ref A).

F.1.2. Currently young people in the community can join cadets at the age of 12 ½ (ANC and AAC) or 13 (AAFC) and can stay until one day before their 20th birthday.

F.1.3. Ref B is the response to a request by a previous Parliamentary Secretary (Senator Macdonald) for Cadet Policy Branch to examine a range of issues relating to the ADFC. In relation to the issue of age, the report advises that “Although it is acknowledged that there is difficulty in programming for such a broad range of ages, capabilities and interests, the general consensus is that this is insurmountable and does not justify segmenting the ADFC into age brackets or raising or reducing the current age limits”.

### F.2 Entry Age

#### Considerations

F.2.1. In considering the appropriate age for enrolment in the ADFC program the following were raised as issues during the community consultation phase;

- the implications for management and activity planning;
- peer group relationships (ability to enrol at the same time as classmates);
- the competition from other youth development organisations/activities that allow earlier entry ages;
- the ability for a cadet to complete enough of the program to permit attendance in the first available annual activity;
- physical and emotional development;
- the maximum age that an individual should be permitted to enrol as a cadet; and
- age restrictions for specific activities.

#### Views

F.2.2. With very little dissention the view from cadet staff (at headquarters and unit level), parents and cadets is that the enrolment age of 12 ½ is appropriate. This included the AAFC for whom the current entry age is 13.

F.2.3. The entry age of 12 ½ years allows for most students in Year 8 of school to join the ADFC. This is of particular importance to the 42 school-based Units (SBU) in the AAC which account for over 50% of all Army cadets.

F.2.4. It is accepted that having a specific age, rather than allowing cadets to join based on a school year, such as first year secondary schooling, means that some cadets will not be able to commence at the same time as their peers. It also means that a cadet who is unable to join until immediately before the annual camp will have insufficient time to acquire the skills necessary to attend that camp. It was for this reason that many felt that joining cadets in the year that a young person turns 12 ½ addresses both these issues. It was also for this reason that there was a strong feeling that the commencement of year 8, regardless of age was appropriate.

F.2.5. With very few exceptions the cadets themselves felt that entry to the Scheme should be restricted to high school age and no earlier. Some cadet staff and parents however suggested that children as young as 10 should be able to join the ADFC. This was based mainly on the belief that those who were unable to join that early would commit to another organisation. The opposition to this early age group came from cadet staff who recognised that the younger age group would require a different range of management skills and activity planning. There was also the issue raised about the physical and emotional development of this younger group and therefore restrictions placed on their ability to be able to manage equipment

F.2.6. It was generally understood that some older enrolments are from young people who wish to enhance their prospect of getting into the ADF. Staff concerns that these older cadets may resent following the same curriculum as the 12 ½ year olds and that in fact it may not be appropriate were not shared by the cadets. Neither the older cadets who were in this position nor the younger cadets who had older cadets in their cohort could see anything but benefits. The ADFC is one of the rare places where their cohort can be of mixed ages and this is healthy. It does raise the question however about the most appropriate maximum age at which an enrolment can occur and the general consensus was 16 years.

F.2.7. It is broadly acknowledged that some activities are not generally suitable for the younger cadets and each cadet organisation has imposed restrictions accordingly. These restrictions in fact relate to the likely maturity level of the cadets and the need to develop related skills. This does not preclude them from general involvement in activities and in fact provides an opportunity to not only develop the required skills but also to mature.

F.2.8. Concern was expressed by some staff that the requirement to be a particular age before undertaking a specific activity means the length of time before this group would be able to participate fully would be extended and dissatisfaction would be the likely result. Discussions with the junior cadets did not confirm this view. For most cadets the anticipation of being able to do the more exciting activities was in fact an incentive to stay.

### **F.3 Exit Age**

#### **Considerations**

F.3.1 In considering the appropriate age for a cadet to compulsorily exit the ADFC, the following were raised as issues during the community consultation phase:

- the implications for management and activity planning;
- the possible behavioural ramifications of cadets reaching the age of majority;

- the legal implications of having minors and adults within the one program; and
- the advantages of the leadership by senior cadets.

### Views

F.3.2 Given that the widely accepted age range for youth is up to, and including, 24 years as provided at Ref A it is not, on the face of it, considered inappropriate to have cadets up to, and including, the age of 19 years.

F.3.3 There is no doubt that there are issues concerning reaching the age of majority including state legislation on child protection and parental permission. There has been conflicting information about whether a cadet, who does not have the responsibility of supervising a group of younger cadets, needs to undergo the relevant checks required under various state legislations. This conflict is exacerbated by the lack of any requirement at all in at least one state.

F.3.4 There was some concern that permitting involvement of a cadet after the age of 18 was likely to cause problems due to the fact that parental consent was no longer required and the cadet could therefore just leave an activity whenever he/she chose. When pressed on this issue it was acknowledged that this was not frequently the case and that with careful management and clearly agreed guidelines the problems were minimised. The experience of some staff was that it was the 16-17 year olds who created the most problems.

F.3.5 Despite the reticence among some staff that management problems may arise with cadets over the age of 18 it was widely acknowledged that these older cadets had much to offer and in fact those two years (to 20) consolidated what they had learnt and allowed them to put into practice and further develop their skills that they had acquired. It was acknowledged that in fact the “youth development” was continuing. The extent to which they play a role in the planning and delivery of training to other cadets is dependant upon the leadership within the cadet unit. It was apparent to the Review Panel that some unit commanders employ senior cadets (including those under 18) to the best advantage for both the cadet and the unit. In other units there is a resistance to “handing over the reins”.

F.3.6 On a more practical level, many unit commanders consider that one of the biggest issues is the succession planning within the unit. They therefore appreciate the flexibility that allows them to retain senior cadets if there is otherwise a gap within the unit at that rank.

F.3.7 It is clear that should cadets remain in a unit after the age of 18 their status needs to be clearly stated and understood. Should a cadet decide to follow the route of becoming a staff member the general consensus was that they should have a break and only return to their own unit after some years. The younger cadets generally expressed a preference for the older members to remain as cadets rather than become staff members because they were “more approachable”.

F.3.8 An exit age of one day prior to age 20 allows both Year 12 students to remain in the ADFC and for mature adolescents to hold senior cadet appointments in their respective cadet organisations both at regional and national level.

F.3.9 The firm opinion of the cadets and most staff was that there was real value gained from the retention of the 18-19 year old cadets. Their experience was that these individuals, because they had been through the program, had pride in it, knew how to behave and were a great support and inspiration to the younger ones. None of the cadets felt that there would be the same value if those same individuals were given the option to become cadet staff member. One experienced staff

member commented that the 18-20 year old cadets are excellent role models. Having a cadet to provide that model has a greater impact than a staff member. They are also using a skill set that they have been developed for.

F.3.10 The option to consider a transitional stage between senior cadet and staff when a cadet turns 18 is worth of consideration.

#### **F-4 Total Age Bracket**

F.4.1 The permissible entry and exit ages should allow for a cadet, given the normal opportunities to participate and attend camps and courses, to reach the highest available rank. Currently, an average cadet who chooses to exit at 18 years of age, has about five years within the program.

F.4.2 The last cadet Survey (ref C) reports that the majority (73.1%) of cadets have been in the organisation for less than three years, with the average length of service being 1.9 years. As the survey is conducted with serving cadets it is difficult to determine the cause of the low retention rate.

F.4.3 In ref D, the Youth Affairs Council of South Australia, noted that the difference between a 12 ½ year old and a 20 year old with respect to their content and personal development is vast. It was further stated that their experience of that Council in youth development suggests that inclusion of such a diverse age group within a single program structure can be problematic and frequently has implications for the relevance of the entire program to all participants.

F.4.4 Although staff interviewed acknowledged the different management practices required at each end of the allowable age spectrum, and would appreciate training in this aspect, none saw this as a reason to change the entry or exit ages.

## DUTY OF CARE – AN OVERVIEW

G.1.1 Duty of care applies to a range of situations and can be briefly described as an obligation that a sensible person would have in the circumstances when acting toward others and the public. If the actions of a person are not made with care, attention, caution, and prudence, their actions may be considered negligent. Insofar as duty of care applies to the ADFC, it must be understood that it applies to everyone in the organisation including – under the current legislation – the Service Chiefs.

G.1.2 Duty of care is a legal responsibility. The general duty of care provisions in the Workplace Health and Safety Act 1995 are limited by 'reasonable practicability'. Practicable means it must be possible or capable of being done safely. To carry out a duty as far as is reasonably practicable means the degree of risk in a particular activity or environment can be balanced against measures taken to control it.

G.1.3 The 'reasonable practicability' test must take into account the nature of the employment or, as the case may be, the particular aspect of the employment concerned and:

- the severity of any potential injury or harm to health or safety that may be involved, and the degree of risk that exists in relation to such potential injury or harm;
- the state of knowledge about the injury or harm to health or safety that may be involved; the risk of the occurrence of that injury or harm to health or safety; and any methods of preventing, removing or mitigating that injury, harm or risk;
- the availability and suitability of ways to prevent, remove or mitigate that injury or harm to health or safety or risk; and
- whether the cost of preventing, removing or mitigating that injury or harm to health or safety or that risk is prohibitive in the circumstances.

G.1.4 General duties of care are central to the legislation, requiring all workplace participants to take practicable steps to ensure health and safety measures are met. Each person under a duty must satisfy it, even if other persons also have a similar duty.

G.1.5 The details of the duty of care as it applies to all people in the workplace, which may influence the provision and maintenance of a safe and healthy workplace, are detailed in Section 9 of the Act.

G.1.6 As the risk increases, it is reasonable to increase the time, effort and cost needed to reduce or eliminate that risk.

G.1.7 The OH&S and Risk Management policies of the RAN, Army and RAAF, reflect these legal requirements and much work has been done by the cadet organisations to comply with the requirements of their parent Service's policies. At the grass roots level the importance of duty of care is well understood and acknowledged. However, there is a feeling that each additional requirement makes the planning and approval process more complex. It is therefore harder to comply with the intent, which is to manage risk.

G.1.8 Risk management is not just a means of limiting litigation. It is a means of limiting injury or death as well as financial loss or damage to reputation. The ADFC is not alone on focusing on

litigation rather than risk mitigation. Other youth development programs are attempting to deal with the dilemma that this presents as the following authoritative statements would attest.

“Thus, ‘risk management’ may confuse some safety issues: ‘keeping young people safe’ may be muddled with ‘covering legal bases’ and ‘taking responsibility’ may be confused with ‘avoiding potential liability’.” (The Australian Journal of Outdoor Education Vol 7 No. 1, 2002/2003 - (fatalities in Australia))

“.....safety management at every level – individual teaching, program planning, accreditation schemes, training and qualifications, guidelines, and institutional approval processes – may have failed to fully comprehend lessons from previous tragedies. Safety planning can be mired in trivial detail, distorted by institutional practicalities, diverted by the requirements of insurance claim managers, confused by optimistic jargon (‘best practice’, ‘quality assurance’, ‘legally covered’) and captured by the promoters of particular training or accreditation schemes. It may be based on theories which have paid insufficient attention to the available empirical evidence from the outdoor education field and the wider literature on safety management.” (The Australian Journal of Outdoor Education Vol 7 No. 1, 2002/2003 - (fatalities in Australia))



## COMPARISON OF SERVICE POLICY ON THE SELECTION PROCESS OF CADET STAFF

### H.1 General

H.1.1 The policy for the selection criteria and process for each of the ADFC organisations is promulgated in their respective Policy Manuals and therefore readily available throughout the chain of command.

H.1.2 The policy and processes in each of the documents is unambiguous. The contents are closely aligned and lend themselves to a common policy.

### H.2 Recruitment

H.2.1 To obtain the best benefit for units and therefore the cadets, a mix of skill sets and personal qualities as well as a gender balance amongst the staff is important. Obtaining this balance is essentially a recruiting outcome and is not catered for in the selection process. It is also clearly evident that the poor understanding by the general public of what cadets and therefore the staff do has a negative impact on staff recruitment. It is the opinion of this Review that support by DFR in the form of professional expertise and funding for advertising would add considerable value to the overall process of recruitment and selection.

### H.3 Power to Appoint

H.3.1 Each of the Service Chiefs or their delegates is the appointing authority for all staff – Officers of Cadets (OOC) and Instructors of Cadets (IOC) - for their respective cadet organisations.

### H.4 Selection Criteria

#### Suitability to Work in a Youth Organisation

H.4.1 Each policy requires that the staff member must be eligible to work with minors as defined under applicable Commonwealth and State legislation.

H.4.2 The combination of the requirement for all applicants to be eligible to work with minors as defined under applicable Commonwealth and State legislation; the professional view of psychologists and the combined opinion of unit commanders and selection panels, in the opinion of this Review, is a sufficiently robust process to establish the suitability of an individual to work in the ADFC as a staff member.

#### Youth Development /Interest

H.4.3 All require at least a demonstration of a genuine interest in youth training. The ANC expects that those who do not have sufficient knowledge of Naval and other associated subjects to supervise and control the training program and activities of ANC cadets, will have the ability to enhance the youth training aims of the ANC.

#### Age

H.4.4 The minimum age requirement for appointment as an OOC in the ANC and AAC is 19 whereas for the AAFC is set at 20.

H.4.5 For appointment as an IOC the ANC and AAFC set the minimum age as 18 whereas the AAC have it set at 20.

H.4.6 The differences reflect the nature of the experience required in each of the cadet organisations. In the AAC IOC are required to have had some previous service in the ADF and in the AAFC the level of education required for an OOC is higher.

#### Personal Attributes/Character

H.4.7 All three cadet organisations have requirements in relation to personal attributes in their selection criteria and require acknowledgment during the appointment process to their respective Codes of Conduct. Psychological assessment is also part of the selection process as is a police check.

H.4.8 The ANC and AAC requirements are more broadly expressed. The ANC requires all staff to provide a positive role model for cadets in attitude, dress and bearing; and conduct themselves at all times in a manner that brings credit to them, the ANC and the Navy. They are to be of high moral standard and temperate habits. The AAC must be deemed by the selection process to have a level of maturity, and high moral standards commensurate with the role to be undertaken.

H.4.9 The AAFC has a more comprehensive list of required attributes. Generally OOC are expected to be leaders with substantial and demonstrated leadership abilities, maturity, personal integrity, management and task prioritisation skills, organisational and administrative skills, a demonstrated capacity for work, significant resourcefulness and well developed communication skills. The policy states that “ultimately, an applicant’s suitability for appointment as an officer will be based on a subjective assessment of the character and qualities of the individual. However, this subjective assessment will be based to a substantial degree on evidence of the applicant’s demonstrated skills and experience assessed against a number of criteria - demonstrated work capacity, resourcefulness, ability to develop subordinates’ abilities, control of subordinates, understanding of aims and priorities, acceptance of responsibility, judgement and commonsense, decisiveness, communication and problem analysis.

#### Education

H.4.10 The ANC expects potential staff to have “an acceptable standard of education” (“acceptable” is not defined) or be able to show appropriate experience.

H.4.11 The AAC is more specific - requiring that OOC have a minimum of Year 10 education (or equivalent education or training); with no education requirements specified for IOC (previous service being the principal criterion).

H.4.12 For the AAFC the applicant must possess the maturity and level of education appropriate to the equivalent rank in the Permanent Air Force (PAF). For appointment as an IOC, this is generally a pass in English at Australian Year 10 level. The minimum educational qualification for appointment as an OOC in the AAFC is passes in English and three other academic subjects at Australian Year 12 level or an overseas equivalent. Compensators/waivers may be allowed for mature-aged applicants who are able to demonstrate equivalent standards

H.4.13 The AAC is the only cadet organisation that specifically mentions in its policy the opportunity for recognition of current competency. The AAC offers the opportunity for applicants, who have experience, qualifications or skill sets that may be that may be applicable to OOC Training Competencies to apply for Training Competency Credits as part of their application process. The Training Competency Board is part of selection process and may be separate panel to the selection board.

### Previous Service

H.4.14 All three cadet organisations encourage the appointment of staff with previous ADF experience (Full-time and Reserve). Although some conditions apply, ADFC staff can also be serving personnel.

H.4.15 In the ANC, members of the Naval Reserve (NR) may apply for cadet staff appointments with the CN or the delegate determining the rank on appointment. Under certain conditions applicants with previous AAFC or Australian Army Cadet AAC service may be also be appointed to an equivalent ANC rank/seniority.

H.4.16 In the case of the AAC the minimum rank for appointment as IOC of a serving or ex serving person (if no more than 5 years ) is LCPL and the must have as a minimum military qualification Subject 1 for Corporal (or RAN/RAAF equivalent).

H.4.17 Applicants for appointment as an OOC in the AAFC with no prior AAFC or ADF experience must generally have significant 'life experience' but little AAFC organisational knowledge. Applicants need to provide evidence of their life experiences in sufficient detail to satisfy the assessment against the other selection criteria listed. The policy is based on the premise that although AAFC staff training can be expected to address deficiencies in organisational knowledge they do not serve as a substitute for demonstrated performance against the selection criteria. Former enlisted/non-commissioned members of the ADF seeking appointment as officers of the AAFC are to meet all the eligibility requirements for appointment as a direct entry. Current serving members of the ADF or ADF Reserve (including the inactive or Standby Reserve) who hold non-commissioned rank in the ADF are not to be appointed as an officer of the AAFC while they remain a non-commissioned member of the ADF.

### Additional Qualifications

H.4.18 The ANC and AAC have no other stipulated entry qualifications. The ANC does however require ADFC staff to pass the ANC Survival Swimming Test and gain a recognised first aid qualification within 12 months of appointment.

H.4.19 The AAFC require applicants to have attained, and continue to maintain for the duration of their AAFC service, an approved Statement of Attainment for HLTF301B – Apply Basic First Aid (Senior First Aid Certificate). There is also a requirement for applicants to possess a sufficiently broad knowledge of aviation and associated subjects to be able to positively contribute to AAFC activities. The absence of such knowledge will not necessarily preclude membership, but may impact on the tasks assigned to the applicant on joining.

### Physical/Medical Condition

H.4.20 Sections 15(4) and 48 of the *Defence Act 1903* oblige ADFC officers and instructors to attain a suitable level of medical fitness in order to perform their role as Commonwealth employees.

H.4.21 All services have a requirement for their staff to be medically fit and have a further chapters in their policy manuals dedicated to that requirement as follows:

- the AAC and AAFC have comprehensive documents to explain to the medical practitioner the reason for the medical assessment and guidance on completion of the form. Although slightly different they are along the same lines. The ANC however uses the more comprehensive Defence;

- Forms PM 165—Medical History Questionnaire and PM 166—Entry Level Medical Examination PM165 which are not modified to suit the nature of ADFC service.

H.4.22 The AAC expands on the reasoning behind the need for physical /medical fitness - “ACS are to be medically and physically fit to enable them to exercise their duty of care to those they are to supervise. In line with good risk management practices, an applicant should not be considered for service if a pre-existing condition creates an unacceptable possibility of an event leading to the Commonwealth as the employer, incurring a compensation claim that could have been foreseen and prevented. It is not intended to discourage ACS who can serve with safety. Provided a candidate for appointment is capable of performing useful duties within the limits of any disability which may be present, and they are unlikely to break down if suitably employed on tasks which allow time for regular meals and rest, their application should not be rejected on medical grounds” A list of examples of condition is also provided.

#### Other Conditions

H.4.23 These are common to the three Services and include:

- no person can be an ACS member with more than one Defence cadet organisation;
- an applicant must be an Australian Citizen A waiver may be granted if the applicant can provide an Australian Residency Certificate and documentation indicating that an application to become an Australian Citizen has been commenced. Should Australian Citizenship not be granted within the period of provisional appointment the Service Chief or the delegate may terminate the appointment;
- the ability to attend prescribed training and personal development and activities after appointment.

### **H.5 Selection Process**

H.5.1 The selection process is similar across the three cadet organisations with minor variations. The most common criticism about the selection process from those who have been through it is its length and lack of flexibility. A process does not lose its rigour by being efficient and flexible. This is essential when dealing with a short supply of volunteers.

#### Expressions of Interest

H.5.2 All the organisations direct enquiries to the local training ship/unit/flight or region to make the first enquiry. The ANC and AAFC websites give a good overview of the requirements of a staff member and the process that needs to be undertaken. The AAC website does not and in fact, at the time of writing, showed nil vacancies in every region and headquarters.

#### Application Forms

H.5.3 Application forms vary in style but are similar in content seeking information from the applicant, recommendations by members of the cadet organisations and acknowledgement by the applicant that they will comply with certain conditions.

H.5.4 None of the cadet websites give the option to download the application form.

#### Familiarisation Phase

H.5.5 Although not formalised in policy documents, some unit commanders actively encourage applicants to parade as volunteers (supervised) for about three months. This serves a dual purpose of fully informing the applicant on the commitment about to be made and providing an opportunity

for the commander to informally assess their suitability and motivation. Unit commanders need to be confident that they will be supported should they chose not to allow an application to proceed.

#### Briefings/Initial Interview

H.5.6 Both the AAC and AAFC have an interview built into their selection process. In the AAC the applicant is to be briefed by an OOC not below the rank of CAPT (AAC), on the responsibilities of an OOC/IOC. In the AAFC the CO must conduct an interview with the applicant to determine their suitability for progressing the application to wing Headquarters.

H.5.7 The anecdotal evidence is that this part of the process does not always occur.

#### Medical Check

H.5.8 Medical checks are required by each Service. Costs incurred in undergoing a medical examination are the applicant's responsibility (although the ANC uses Defence Medical Officers or contractors if available in the first instance); and serving members of the ADF are able to use their current medical classification for appointment.

H.5.9 There are mixed views on the conduct of the medical examination and the standard of physical fitness required for an ADFC staff member. It is the view of this Review that the current process applied by the AAC and AAFC which utilises the applicants own GP, who is provided with an outline of the nature of the activities that will be undertaken, is the most appropriate. It removes the risk of an inflexible full Service medical being applied by a Service doctor; employs the practitioner best informed about the applicant's medical history, and allows the medical to be conducted locally at the applicant's convenience. This does however usually come at a cost to the applicant and a system of reimbursement is deemed reasonable.

#### Psychological Testing

H.5.10 Psychological examinations are conducted by each Service by Defence psychologists. Applicants do not proceed to the next step be it selection board or interview if they are deemed unsuitable for cadet staff duties.

H.5.11 The current assessment procedures applied by Service psychologists are rigorous and have been developed specifically for the selection of suitable candidates for service as staff in the ADFC. They are an important part of the screening process and should remain and wherever possible be conducted by Service psychologists. The availability of Service psychologists, and for some applicants the need to travel considerable distances to access them, does lead this Review to recommend however that approval be sought for the assessment protocols to be released to civilian psychologists when necessary to ease the effects of these factors. The Review does recognise that this may raise (Psych) professional issues in relation to the sharing of information and consistency of standards and once again the reimbursement of the cost requires consideration.

#### Police Checks

H.5.12 Subsequent processing of the application for appointment will only proceed on receipt of a satisfactory report from the Australian Federal Police advising that the applicant does not possess a criminal record that would preclude membership of the cadet Service to which they are applying. If an applicant has a police/criminal record, the application is to be referred higher for direction. Applicants with a previous criminal record are automatically denied employment but each case is considered on its merit.

## Selection Board

H.5.13 All three organisations convene a selection panel to interview prospective staff.

H.5.14 The ANC convenes Selection Boards as required. They may be held in conjunction with the Unit Inspections or by videoconference. The Selection Board will decide if the applicant is suitable to join the ANC as a staff member.

H.5.15 AAC Selection panels have a set composition that includes an ADF Psych officer. The process comprises a series of assessment tasks in accordance with PSYMAN Chapter 35:

- All AAFC applicants are interviewed by a selection board. The interview includes ascertaining the applicant's experience with young people and must determine whether or not the applicant can be recommended for appointment.

H.5.16 Although included in the policy of all three components of the ADFC, it became apparent to the Review that at times only lip service was paid to this element. This is the point at which the professional judgements of the medical and psychological assessments and the subjective assessment of the unit commander are brought into alignment and it is the assessment of this panel on which the appointment delegate relies. It is therefore the pivotal part of the process and must be retained.

## **H.6 Appointment and Approval to parade**

H.6.1 All three services place limitations on the employment of applicants found suitable for appointment.

- ANC staff undergo a provisional appointment of up to 12 months
- AAC staff are appointed as at the commencement date of the OOC/IOC Induction Course that they successfully complete. Applicants cannot be paid Cadet Forces Allowance until they have been appointed. An applicant is not entitled to an initial issue of uniform and equipment and is not to wear badges of rank or use military rank titles until appointed. OOC are subject to a probation period and a performance review before appointment is confirmed.
- AAFC Applicants are not permitted to participate in cadet activities unsupervised until a satisfactory report has been received from the Australian Federal Police. All AAFC staff are on probation for 12 months during which time they must perform to satisfactory levels, undertake the adult staff recruit course and complete one period of continuous training of not less than seven days.

H.6.2 The criteria for the allocation of rank on appointment differ with each Service. The wearing of military rank brings with it an expectation of both experience and qualification. The issue of rank worn by ADFC staff both at appointment and beyond is an emotionally-charged one and beyond the scope of this Review.

H.6.3 The view has been expressed that appointment should be for a fixed but renewable term. This view has merit in that it creates the impetus for at least an informal performance/suitability review process.

## **H.7 Unit Support Volunteers (USV)**

H.7.1 Members of the Permanent Forces and Naval Reserve may be seconded to the ANC or permitted to undertake Unit Support Volunteers (USV) roles. The secondment of serving personnel will be at their substantive rank. A modified application process is used. USV undergo an approval process that includes that they must:

- be over 18 years of age;
- have an acceptable standard of education;
- be of high moral standards and temperate habits;
- possess sufficient knowledge to enable them to supervise cadets and to undertake the particular training activity desired;
- have a genuine interest in youth training activities;
- be proficient at swimming if involved in water-related training activities;
- have undergone a psychological assessment and be deemed suitable for the position;
- have a satisfactory police check;
- be considered suitable by the CO of the relevant unit, and
- be psychologically screened.

## **H.8 ADF Staff**

H.8.1 It is noteworthy that there is currently no formal screening or training process for ADF staff posted to positions within the cadet organisations. As a minimum, these ADF members, (other than those providing headquarters administrative support only), should be selected and should undergo induction training that prepares them for the youth development and volunteer staff environment. If working directly with the cadets they must be eligible to work with minors as defined under applicable Commonwealth and State legislation.