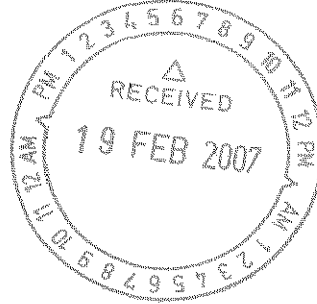




**Australian Government**  
**Department of Defence**

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DEPSEC S/OUT/2007/8

14 February 07

The Secretary  
Senate Standing Committee on Foreign Affairs, Defence and Trade  
PO Box 6100  
Parliament House  
CANBERRA ACT 2600

Dear Secretary

Please find attached the Defence submission to the Senate Standing Committee on Foreign Affairs, Defence and Trade inquiry into the nature and conduct of Australia's public diplomacy.

Defence participates in a whole-of-government approach to public diplomacy which is led by the Department of Foreign Affairs and Trade.

I hope our submission is of practical assistance to the Committee's inquiry.

**Michael Pezzullo**  
Deputy Secretary Strategy



**Australian Government**  
**Department of Defence**

**Submission to the Senate Standing Committee on Foreign Affairs,  
Defence and Trade**

**Inquiry into the Nature and Conduct of Australia's Public  
Diplomacy**

**Introduction**

This submission by the Department of Defence is to the Senate Standing Committee on Foreign Affairs, Defence and Trade Inquiry into the nature of and conduct of Australia's public diplomacy. An extension for its submission was sought and received from the Committee Secretariat.

The Department of Defence participates in a wide range of activities and programs that inform and influence public opinion in Australia and other countries. This submission deals primarily with term of reference (a), by commenting on the nature, extent and effectiveness of the contribution the Department of Defence makes to Australia's wider public diplomacy effort overseas.

**Promotion and Public Awareness of Defence Activities**

The promotion of public awareness of Defence activities overseas contributes to the national interest by ensuring the nature of such activities is understood by public as well as official audiences. Engagement by Defence within the region is broad and can have both direct and indirect impacts on public diplomacy. For example, Defence:

- actively promotes events such as deployments and exercises to ensure public awareness and understanding of the ADF and its role in support of Government, including:
  - The conduct of ship and aircraft visits throughout the region (both exercise and non-exercise related);
  - operations and Australian Civil Military Cooperation projects in Iraq;
  - operations and Reconstruction Task Force work on provincial infrastructure (schools, hospitals, bridges) in Afghanistan;
  - ADF personnel in Timor-Leste building strong relations with the *community through their regular contact with community*; and
  - ADF personnel in the Solomon Islands developing strong relations with the local community through the Regional Assistance Mission to the Solomon Islands (RAMSI) Community Outreach Program (*giving talks to schools and community groups, organising and conducting community sports programmes, providing limited support to clean up programs, and*

assisting with the re-construction of community centres and businesses) and its joint patrolling activities with regional police forces.

- engages with both Australian and international media:
  - Air Force and ship visits always attract a great deal of public interest, particularly if there is any associated charity work. For example HMAS NEWCASTLE visited Da Nang in Vietnam and the ship's company built earthworks to prevent ground erosion at an orphanage during the onslaught of a typhoon.
- deploys professional public affairs personnel and imagery specialists to report on operations and exercises conducted both in Australia and overseas, especially those that are not easily accessed by civilian media;
- conducts regular media updates, interviews and briefings on ADF operations, which has included ADF contributions to:
  - United Nations Operations such as the Multinational Force and Observers (MFO) in the Sinai;
  - humanitarian assistance operations such as Operations Sumatra Assist and Pakistan Assist; and
  - emergency evacuation operations such as the Bali bombings and Lebanon;
  - search and rescue operations such the rescue of lone yachtsmen and women in the Southern Ocean.

*Case Study: Operation Sumatra Assist*

*Background.* Following both the 2004 Boxing Day Tsunami and the March 2005 Nias earthquake, the Department of Defence proved to be an important part of the Australian Government's national humanitarian relief effort to Indonesia. This operation is a good example of how Defence assumes the lead in initial emergency response, which is then reinforced and eventually taken over by other agencies (such as AusAID) as a longer term aid program is implemented, as was the case with the rebuilding of Aceh following the tsunami.

*Aim.* The original objective was to contribute to the whole-of-government humanitarian aid mission to Indonesia following the tsunami devastation of West Sumatra.

*Details.* Defence deployed a tri-service Combined Joint Task Force of approximately 1,050 ADF personnel to provide water purification, medical assistance, engineering support and aviation support. By the time the operation was completed the operation had progressed from an initial life-saving response phase into a rehabilitation phase that would permanently restore essential services and infrastructure. The Task Force:

- delivered 2,926,626 pounds of humanitarian assistance stores;
- relocated 2,528 people;
- provided medical treatment to 3,693 people;
- conducted medical evacuations for 70 people;

- provided approximately 4,696,300 litres of purified water;
- cleared 9,230 cubic metres of debris; and
- salvaged 12 boats.

After the Nias earthquake, During Phase Two, HMAS Kanimbla's medical personnel treated 11 surgical cases, attended to 980 patients at clinics, delivered 123 tons of rice and 5,000 litres of water. 80 tonnes of debris were also cleared to allow a kindergarten to open.

*Impact on Public Perceptions.* Although the deployment was directed at providing humanitarian relief, it also made a positive impression on public perceptions of Australia both locally and more widely within Indonesia.

### **Defence Representation Overseas**

The Department of Defence currently has Representational Staff attached to 28 Department of Foreign Affairs and Trade Missions overseas with accreditations to over fifty countries and International Organisations. Representational staff are under the authority of the Head of Mission and represent the Secretary, Department of Defence, and the Chief of the Defence Force in the countries to which they are accredited. A list of current Defence staff locations and accredited missions is at Annex A.

The primary responsibility of Defence Representational Staff is to advise and assist the Head of Mission represent the Government of Australia on Defence matters. Representational Staff as explain and promote acceptance of Australia's defence policies and national security interests, strategic interests shared with the accredited country and the appropriateness of the development of cooperative Defence activities. They help to promote ADF activities overseas, such as ship visits, exercises and other Defence-sponsored activities.

Defence representational staff support the public diplomacy initiatives of the Australian Government as part of an integrated team. Public awareness activities conducted by Defence staff at Posts fall largely into two broad categories:

- *ad hoc* presentations by representative staff or visiting senior Defence personnel; and
- support to commemorative activities, especially ANZAC Day ceremonies and those commemorating events involving Australian forces that occurred within the host country.

Defence Representational Staff also promote Australian defence industry and provide assistance to representatives of Australian defence industry seeking to market defence products or services in the country of accreditation.

### **Defence Cooperation Program**

The Defence Cooperation Program (DCP) provides significant support to regional security forces in the areas of strategic planning, education and training, command and control, infrastructure, counter-terrorism, communications and logistics support. Although the activities of the DCP primarily support Australia's regional security engagement, the objectives of the Program are relevant to the wider context of public diplomacy at the whole of Government level. They include:

- contributing to the maintenance of regional security;
- working with allies, regional partners and others to shape the global and regional actual environment in a way favourable to Australia and the ADF;
- consolidating acceptance of Australia as an obvious and legitimate participant in deliberations on issues that affect regional security; and
- encouraging and assisting with the development of the defence self-reliance of regional countries.

Defence and ADF representatives based in overseas posts are often interviewed by local media about cooperative defence activities and Defence policy updates. In 2005-06, \$82.8m was expended on general DCP activities<sup>1</sup>. The information below summarises the kind of engagement activities undertaken as part of the Defence Cooperation Program.

### *Papua New Guinea*

Australia continues to provide significant assistance to the Papua New Guinea Government's defence reform program, helping Papua New Guinea to create a smaller, more effective and more affordable defence force.

In 2005-06, the Defence Cooperation Program included the conduct of joint ADF–Papua New Guinea Defence Force land and maritime exercises both in Papua New Guinea and Australia, the provision of considerable infrastructure assistance at Papua New Guinea Defence Force barracks locations, and the provision of ADF advisers to the Defence Force. Four ADF officers worked in senior in-line positions in the Papua New Guinea Defence Force Headquarters and Department of Defence, and assisted Papua New Guinea Government efforts to make organisational improvements.

The Defence Cooperation Program continued to assist the Papua New Guinea Defence Force efforts to improve weapons security and control arrangements, including further improvements to ammunition storage facilities and advisory support. During 2005–06, \$19.2m was spent on assisting Papua New Guinea.

### *South Pacific Region*

Defence engagement in the South Pacific region aims to foster and support regional security and stability. During 2005–06, \$30.1m was spent on the Defence Cooperation Program for the region to help achieve this objective.

Defence cooperation in the region is focused on enhancing the professional skills of the region's police and military forces, and encouraging the development of appropriate civil-military relations. In particular, the program offers a range of training opportunities including engineering, infantry and English language training, as well as attendance at the Royal Military College, Duntroon, Australian Command and Staff College, and the Centre for Defence and Strategic Studies.

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<sup>1</sup> Defence Cooperation Program information drawn from *The Defence Annual Report 2005-06*, pp 147-153.

The Defence Cooperation Program is supported by 65 ADF and Defence civilian advisers, living in 12 Pacific countries. They provide ongoing support and guidance to military and police forces on defence and maritime issues.

*Multilateral Activities.* Defence sponsors a range of multilateral exercises area and activities in the South Pacific that are designed to enhance cooperation, skills development and understanding between Australia and countries in the South Pacific. These activities include:

- an annual series of bilateral humanitarian assistance and disaster relief planning exercises that expose regional security forces and responsible agencies to ADF planning techniques and enhance national preparedness and cooperation;
- Army Aboriginal Community Assistance Program - invites engineering elements from the Defence Forces of Papua New Guinea and Tonga to work with the ADF on infrastructure development projects in communities;
- bilateral and multilateral maritime surveillance activities - to support a series of operations and exercises that are focused on developing regional interoperability and cooperation;
- Pacific Small Arms Project - contributes to improved weapons security in partner countries and involves repairing and constructing national armouries and magazines, and small arms management; and
- communications projects - including advisory support, communications training and funding for new equipment.

#### *Pacific Patrol Boat Program*

The Pacific Patrol Boat Program provides participating countries with a maritime surveillance capability, enabling them to monitor and manage the maritime resources in their exclusive economic zones. The patrol boats are also frequently used by these countries for national activities such as quarantine enforcement, search and rescue operations, disaster relief, medical evacuations, government transportation and general police work, thereby contributing to nation building in the region.

- Australia also provides 27 Royal Australian Navy maritime surveillance advisers and technical advisers throughout the region to support activities associated with the Pacific Patrol Boat Program; namely, maritime surveillance, maintenance, logistics and training.
- Australia undertook to double the life of each boat from 15 to 30 years as part of the Life Extension Program in 2000. Defence will remain committed to the Pacific Patrol Boat Program Life Extension Program until 2027, at an additional cost of approximately \$350m.

#### *South-East Asia*

During 2005–06, \$27.3m was spent on overall Defence Cooperation Program activities in South-East Asia. A broad outline of the range of engagement activities is provided below.

*Indonesia.* Senior-level dialogue is particularly important in progressing our relationship with Indonesia. In 2006, Australia conducted its first bilateral counter-

hijack and hostage recovery exercise since 1997, Exercise Dawn Kookaburra. Defence provided training in information analysis to Indonesian officers under the Memorandum of Understanding on Combating International Terrorism and further interaction occurred through visits, training and conference attendance in the areas of maritime security, defence management, peacekeeping, air safety and military law.

*Singapore.* Australia has a balanced bilateral defence relationship with Singapore that is underpinned by a broad range of activities including exercises, training and regular dialogue through senior officer visits and formal meetings. A significant aspect of the defence relationship is the access provided by Australia for Singapore to use Defence training facilities. Singapore conducts an annual unilateral exercise - Exercise Wallaby - in Shoalwater Bay and continues to use RAAF Pearce in Western Australia and the Army Aviation Centre in Queensland for fixed-wing and helicopter flight training.

*Timor Leste.* The Defence Cooperation Program continues to focus on developing the East Timor Defence Force. Australia has conducted training programs and capability development activities in the East Timor Defence Force Headquarters, and related units, as well as the Ministry of Defence. These activities included English language and leadership training, as well as training in Australia at the Royal Military College, Duntroon. Advisory and training personnel also continue to build the capability of the Timor-Leste defence organisation in communications, engineering, logistics, aid to the civil community, finance, policy and planning. In January 2006, and subsequent months, the events of the dismissal of East Timor Defence Force members, and the unrest that followed, interrupted some Defence Cooperation Program activities. Following the restoration of security by the international stabilisation force, activity levels are gradually returning to normal.

*Philippines.* Australia's defence engagement with the Philippines continued to expand in key areas of strategic importance, especially counter-terrorism and maritime security. Negotiations for an Australia-Philippines Status of Visiting Forces Agreement continue, and a combined project to introduce a watercraft capability to the Armed Forces of the Philippines is underway. Support for the Philippines' defence reform program continues in the areas of strategic leadership, capability acquisition and logistics management.

*Thailand.* An extensive activity program includes Special Forces exercises, and Air Force exercise Thai Boomerang. Cooperation was recently expanded to include capability development during 2005-06, with activities including seminars on defence acquisition. Australia also supports the attendance of Thai personnel to courses in Australia and provides English language training to students in Thailand.

*Vietnam, Cambodia and Laos.* Australia's bilateral relationships with Vietnam, Cambodia and Laos are small, but continue to develop. English language training continues to be a substantial focus of our engagement for all three countries. Official talks and high level visits support the development of the relationships.

*Brunei Darussalam.* Australia's defence relationship with Brunei Darussalam is supported by a number of regular activities, including special forces training, maritime patrol exercising and annual cooperation to assist with Brunei's fixed and rotary wing standardisation review.

### *Other Regional Activities*

Australia's Defence Cooperation activities with India, Pakistan and Bangladesh seek to promote constructive dialogue and modest practical engagement in areas of mutual interest such as peacekeeping and professional development. A range of activities, including conferences and seminars, single-Service and combined training, exchanges and ship visits took place with India, Pakistan and Bangladesh.

*India.* Defence Cooperation with India includes staff college exchanges and reciprocal attendance on a number of courses. Senior visits to and from India provide opportunities to consider potential initiatives for further cooperation. The fourth Joint Working Group on Defence was held in New Delhi in February 2006, enabling an exchange of views on international developments and the bilateral defence relationships by senior defence officials. The signing of a Memorandum of understanding on Defence Cooperation during the Prime Minister's visit to India in March 2006 established a framework agreement for bilateral defence relations.

*Pakistan.* The focus of Defence Cooperation activities with Pakistan has been on staff college exchanges and training activities in Australia. Following the earthquake of October 2005, the Chief of the Defence Force and the Chief of Army both made visits to northern Pakistan as part of Operation Pakistan Assist.

*Bangladesh.* Recent Defence Cooperation with Bangladesh has involved attendance at seminars in Australia and a visit by the Chief of Army Staff to Australia in March 2006.

*Five Power Defence Arrangements.* Australia's membership of the Five Power Defence Arrangements remains a key element of defence relations between the five member nations (Malaysia, Singapore, Australia, the United Kingdom and New Zealand) and continues to provide a stabilising influence in the region. The Five Power Defence Arrangements continue to develop the group's ability to address non-conventional threats to regional security, including the threat of international terrorism. The participating Ministers agreed in 2006 that the group would explore how it could assist with regional humanitarian assistance and disaster relief.

### **Debate and Publications**

Defence encourages discussion of national security and defence matters in Australia and overseas. A number of Defence publications, reports, periodicals and public documents are readily available via the Defence website and via subscription including Australia's National Security: Defence Update 2005, White Papers, Annual Reports and periodicals such as the single service newspapers, ADF Journal and Defence Direct (a monthly e-newsletter in which the Minister for Defence summarises Defence issues).

Defence provides assistance to a number of institutions which promote the discussion of national security and defence matters, and improve public awareness and understanding of such matters through programs of international seminars, ongoing lectures and publications. These include:

- the Royal United Services Institute of Australia;
- International Institute for Strategic Studies;
- Australian Strategic Policy Institute; and
- Royal Australian Navy, Army and Air Force supported research centres.



The ADF Parliamentary Program was established in 2001 to provide parliamentarians with practical experience of the ADF. The aim is to enhance parliamentarians' appreciation of issues affecting Defence and the ADF and enable them to contribute to debate on Defence and national security issues in a more informed manner.

ADF and Defence officials also participate in a number of multilateral security fora, such as the ASEAN Regional Forum and other regional institutions, which include academics as well as counterparts from Defence ministries and militaries in other countries. This affords another opportunity for public diplomacy on Defence issues to be advanced within the region.

### **Conclusion**

The Department of Defence contributes to the Government's wider public diplomacy efforts through the promotion and explanation of Defence activities overseas. The examples provided above show how Defence outcomes contribute to the objectives of the Government, as part of a national approach to public diplomacy.

### **Annex:**

#### **A. Defence Attaché Locations and Accreditations**

### Australian Defence Attaché Locations and Accreditations

As at 31 January 2007, Defence was represented overseas in the following locations, including countries or organisation to which Defence staff members in that location are also accredited. Locations and accreditation vary from time to time:

Post Location	Other Accreditations
Washington	
Jakarta	
London	Ireland, Spain
Abu Dhabi	Qatar
Baghdad	
Bangkok	Myanmar
Beijing	
Berlin	
Dili	
Hanoi	Laos
Honiara	
Islamabad	Afghanistan
Kuala Lumpur	
Manila	Palau, Federated States of Micronesia and the Republic of the Marshall Islands
New Delhi	South Africa and Sri Lanka
Ottawa	
Paris	
Phnom Penh	
Port Moresby	
Riyadh	Kuwait, Oman, Bahrain and Jordan
Seoul	
Singapore	Brunei
South Pacific (Suva)	Tonga, Nauru, Tuvalu, Kiribati and Samoa
Southern Europe (Rome)	Greece, Turkey and Israel
Tokyo	
United Nations, New York	
Wellington	Cook Islands