The Senate

Foreign Affairs, Defence and Trade Legislation Committee

Annual reports (No. 1 of 2015)

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Preface

Terms of reference

- 1. The committee is responsible for examining annual reports of departments and agencies within two portfolios: Defence (including the Department of Veterans' Affairs), and Foreign Affairs and Trade.
- 2. Under Standing Order 25(20), the committee is required to report on annual reports tabled by 31 October each year by the tenth sitting day of the following year, and on reports tabled by 30 April each year by the tenth sitting day after 30 June of that year. This report also examines annual reports that were tabled after 31 October 2014.

3. The standing order states:

Annual reports of departments and agencies shall stand referred to the committees in accordance with an allocation of departments and agencies in a resolution of the Senate. Each committee shall:

- a) Examine each annual report referred to it and report to the Senate whether the report is apparently satisfactory;
- b) Consider in more detail, and report to the Senate on, each annual report which is not apparently satisfactory, and on the other annual reports which it selects for more detailed consideration;
- c) Investigate and report to the Senate on any lateness in the presentation of annual reports;
- d) In considering an annual report, take into account any relevant remarks about the report made in debate in the Senate;
- e) If the committee so determines, consider annual reports of departments and budget-related agencies in conjunction with examination of estimates:
- f) Report on annual reports tabled by 31 October each year by the tenth sitting day of the following year, and on annual reports tabled by 30 April each year by the tenth sitting day after 30 June of that year;
- g) Draw to the attention of the Senate any significant matters relating to the operations and performance of the bodies furnishing the annual reports; and
- h) Report to the Senate each year whether there are any bodies which do not present annual reports to the Senate and which should present such reports.

Role of annual reports

4. Annual reports place a great deal of information about government departments and agencies on the public record. Accordingly, the tabling of annual reports continues to be an important element of accountability to Parliament and more broadly to the Australian people. The information provided in annual reports assists Parliament in the effective examination of the performance of departments and agencies and the administration of government programs. Indeed, as noted in the *Requirements for annual reports*:

Annual reports serve to inform the Parliament (through the responsible Minister), other stakeholders, educational and research institutions, the media and the general public about the performance of departments in relation to services provided. Annual reports are a key reference document and a document for internal management. They form part of the historical record...Annual reports and Portfolio Budget Statements (PB Statements) are the principal formal accountability mechanisms between Government and departments and from departments through (or on behalf of) Government to the Parliament.¹

Assessment of annual reports

5. The committee examines annual reports to determine whether they are timely and 'apparently satisfactory' and whether they comply with the relevant requirements for the preparation of annual reports of departments and authorities. To this end, the committee stresses that its current report focuses on departmental and agency compliance with the process of preparing and tabling annual reports rather than the administration and performance of specific programs.

The requirements are set down in the following instruments:

- for portfolio departments and bodies prescribed under the FMA Act: *Public Service Act 1999*, subsections 63(2) and 70(2), and the *Requirements for annual reports for departments, executive agencies and FMA Act bodies*, Department of Prime Minister and Cabinet, 29 May 2014;
- for Commonwealth authorities and companies: the *Commonwealth Authorities* and *Companies Act 1997* (CAC Act); Commonwealth authorities and companies reporting under the CAC Act are required to comply with the *Commonwealth Authorities* (Annual Reporting) Orders 2011 and the Commonwealth Companies (Annual Reporting) Orders 2011, respectively;

Requirements for annual reports for departments, executive agencies and FMA Act bodies, Department of the Prime Minister and Cabinet, 29 May 2014, p. 4. www.dpmc.gov.au/guidelines/index.cfm

² Refer to Appendix 1 for a table of the reports referred to the committee for scrutiny.

- and for non-statutory bodies: the guidelines are contained in the government response to the report of the Senate Standing Committee on Finance and Government Operations on Non-statutory Bodies, *Senate Hansard*, 8 December 1987, vol s124, pp. 2643–45 (requirements were modified in 1987).
- 6. For FMA Act bodies, significant amendments in the Requirements for Annual Reports for the 2013–14 period relate to:
- **Spatial reporting**—a new requirement has been added for selected portfolio agencies to report on expenditure in relation to the Spatial Reporting Framework.³
- 7. For Commonwealth authorities and companies, the annual reports for the 2011–12 financial year were the first annual reports to be prepared under the new orders with the exception of clauses dealing with related entity transactions, which apply to annual reports for each financial year ending on or after 30 June 2013.

Annual reports considered

8. The annual reports of the following organisations have been examined by the committee:

Defence portfolio

Department of Defence and Defence Materiel Organisation

AAF Company

ASC Pty Ltd

Army and Air Force Canteen Service (AAFCANS)

Australian Strategic Policy Institute

Defence Housing Australia

Royal Australian Air Force Welfare Recreational Company

Royal Australian Air Force Veterans' Residences Trust Fund

Royal Australian Navy Central Canteens Board

Services Trust Funds

Foreign Affairs portfolio

Department of Foreign Affairs and Trade

Australian Centre for International Agricultural Research

Australian Safeguards and Non-Proliferation Office

The committee notes that this requirement was not applicable to any of the FMA Act bodies under its portfolio coverage.

Trade portfolio

Australian Trade Commission

Export Finance and Insurance Corporation

Tourism Australia

Veterans' Affairs

Department of Veterans' Affairs, Repatriation Commission and Military Rehabilitation and Compensation Commission

Australian War Memorial

Repatriation Medical Authority

Veterans' Review Board

General comments on the annual reports

Timeliness in tabling reports

- 9. Under Senate Standing Order 25(20)(c), the committee must report to the Senate any lateness in the presentation of annual reports.
- 10. In accordance with the *Requirements for Annual Reports* published in May 2014, agencies are required to present:

A copy of the annual report...to each House of Parliament on or before 31 October in the year in which the report is given. If Senate Supplementary Budget Estimates hearings are scheduled to occur prior to 31 October, it is best practice for annual reports to be tabled prior to those hearings.⁴

- 11. A number of annual reports were tabled late. On 23 October 2014, the Chair of AAF Company wrote to the Assistant Minister for Defence seeking an extension for the tabling of AAF Company's 2013–2014 Annual Report to 30 November 2014 due to the delayed receipt of the ANAO's audit report. The report was tabled in the House of Representatives and in the Senate on 1 December 2014.
- 12. The Chairman of the RAAF Welfare Recreational Company (RAAFWRC) also wrote to the Assistant Minister for Defence, seeking an extension of the tabling date to

4 Requirements for annual reports for departments, executive agencies and FMA Act bodies, Department of Prime Minister and Cabinet, 29 May 2014, Part 1, section 4.

⁵ Brigadier P Daniel AM CSC, Chair, AAF Company to the Assistant Minister for Defence, dated 23 October 2014.

- 30 November 2014 due to the late completion of the ANAO's audit report. The report was tabled in the House of Representatives and in the Senate on 1 December 2014.
- 13. Likewise, the Chairman of the Royal Australian Navy Central Canteens Board (RANCCB) wrote to the Assistant Minister for Defence, seeking an extension of the tabling date to 28 November 2014 due to the late completion of the ANAO's audit report. The report was tabled in the House of Representatives and in the Senate on 26 November 2014.
- 14. A table detailing the dates relating to the timeliness of presentation is at Appendix 1. It should be noted that, apart from those referred to above, the following annual reports were also tabled after 31 October 2014:
- ASC Pty Ltd—report presented out of sitting on 31 October 2014 and tabled in the Senate on 17 November 2014;
- Army and Air Force Canteen Service—report tabled in the Senate on 17 November 2014;
- Australian Strategic Policy Institute Limited—report tabled in the Senate on 17 November 2014;
- Defence Housing Australia—report tabled in the Senate on 17 November 2014;
- Department of Defence—report presented out of sitting on 31 October 2014 and tabled in the Senate on 17 November 2014;
- Services Trust Funds—report tabled in the Senate on 17 November 2014.

Matters of significance

15. In accordance with Senate Standing Order 25, the committee is to note any significant matters relating to the operations and performance of the bodies presenting their annual reports. The committee notes that on 18 September 2013, the Prime Minister, the Hon Tony Abbott MP, announced Machinery of Government changes and released revised Administrative Arrangement Orders. The changes included the integration of AusAID into the Department of Foreign Affairs and Trade and the inclusion of tourism in the Trade portfolio.⁸

⁶ Air Commodore A R B Elfverson, Chairman, RAAFWRC to the Assistant Minister for Defence, dated 8 October 2014.

Rear Admiral N Teague CSC, Chairman, RANCCB to the Assistant Minister for Defence, dated 8 October 2014.

The Coalition will restore strong, stable and accountable government', *Media Release*, the Prime Minister, the Hon Tony Abbott MP, 18 September 2013.

Comments made in the Senate

16. The committee is obliged, under Senate Standing Order 25(20)(d), to consider any remarks made about these reports in the Senate. There were no comments in the Senate on any of these reports.

Bodies not presenting annual reports to the Senate

17. The committee is required to report to the Senate each year on whether there are any bodies that do not present annual reports to the Senate and which should present such reports. The committee is satisfied that there are no bodies within these portfolios that do not meet their reporting requirements to the Senate.

Standard of reports

18. The committee found all reports to be generally of a high standard. They effectively described the function, activities and financial positions of the various departments and agencies. The committee therefore found all of the annual reports to be 'apparently satisfactory'.

Chapter 1

Annual reports of departments

Department of Defence

1.1 The Department of Defence annual report 2013–14 was presented out of sitting on 31 October 2014 and tabled in the Senate on 17 November 2014.

Reviews by the Secretary and the Chief of the Defence Force

1.2 In his review, the Secretary of the Department, Mr Dennis Richardson AO, highlighted the significant achievements of Defence during the year, including contributions to the whole-of-government effort in the search for MH370 and in the MH17 recovery operation. The Secretary noted that the department continued to downsize through mostly natural attrition and stated that:

The focus over the years on Defence APS staffing numbers has distorted rational management of the workforce which, on the civilian side, consists of APS, contractors and service providers. It also ignores past reforms which, as an efficiency and cost-saving measure, replaced higher-cost ADF personnel with lower-cost APS in jobs which did not require specific ADF skills.²

1.3 In addition to initiatives to increase the percentage of female graduates, the Secretary noted that the Defence cultural reform program 'Pathway to Change' was in continuance. The reform strategy incorporates recommendations made in a series of reviews into Defence and ADF culture.³ Looking forward, the Secretary noted:

The year 2014–15 will be dominated by the negotiations for a new workplace agreement, the First Principles Review and the new White Paper...The year 2014–15 will see continued Australian Defence involvement in Afghanistan and Iraq, continued regional engagement, including through established forums such as the ASEAN Defence Ministers Meeting Plus, the trilateral strategic arrangements with the United States and Japan, and the essential engagement we have with China, Indonesia, Malaysia, Singapore, the Republic of Korea, India, Papua New Guinea, Timor-Leste and South Pacific countries. At the same time, our relations with NATO are being upgraded.⁴

1.4 Acknowledgement and gratitude was expressed toward General David Hurley AC DSC, who completed his term as Chief of the Defence Force (CDF) on 30 June

¹ Defence Annual Report 2013–2014, Department of Defence, Volume 1, p. 2.

² Defence Annual Report 2013–2014, Department of Defence, Volume 1, p. 3.

³ *Pathway to Change*, http://www.defence.gov.au/pathwaytochange/, (accessed 27 February 2015).

⁴ Defence Annual Report 2013–2014, Department of Defence, Volume 1, p. 3.

2014, as well as a welcome to Air Chief Marshal Mark Binskin AC, who was appointed on 1 July 2014.5

1.5 In his first review as Chief of the Defence Force, Air Chief Marshal Mark Binskin AC acknowledged General Hurley's outstanding leadership, and noted that his tenure as CDF commenced with a Defence Force which is 'well poised to meet its challenges'. The CDF stated his priority over the next four years is to successfully transform the ADF into the next generation force in accordance with the strategic direction of the upcoming 2015 Defence White Paper. The CDF also noted that he expected his term to be a period of continuing change and challenges, as highlighted by the short-notice deployment to the Middle East to counter the Islamic State of Iraq and the Levant in September 2014.

Matters relating to the operations and performance of the department

Defence's financial statements

- 1.6 The committee is required to note any significant matters relating to the operations and performance of the bodies presenting their annual reports. The committee draws attention to the department's financial statements.
- 1.7 It is mandatory under section 57 of the Financial Management and Accountability Act 1997 for the annual report to include a copy of the audited financial statements and the Auditor-General's report thereon.

Australian National Audit Office audit

1.8 The Australian National Audit Office (ANAO) report for the Department of Defence stated:

During the 2013–14 final audit phase, Defence resolved three moderate audit issues and partially resolved one moderate audit issue previously reported. The resolved issues relate to the quality of data in the Military Integrated Logistics Information System (MILIS), the management of civilian employee leave recording and management of termination benefits, and the accounting for liquidated damages received as a result of the settlement of contract disputes. The issue relating to the impairment of SME has been partially resolved and downgraded to a category C finding. Two moderate audit issues were identified during the 2013–14 final audit phase. These relate to management of heritage and cultural assets and the accuracy and reporting of Defence's commitments.⁹

⁵ Defence Annual Report 2013–2014, Department of Defence, Volume 1, p. 4.

⁶ Defence Annual Report 2013–2014, Department of Defence, Volume 1, p. 5.

⁷ Defence Annual Report 2013–2014, Department of Defence, Volume 1, p. 5.

⁸ Defence Annual Report 2013–2014, Department of Defence, Volume 1, p. 5.

⁹ Australian National Audit Office, ANAO Audit Report No.16 2014–15: Audits of the financial statements of Australian Government Entities for the period ended 30 June 2014, p. 122.

- 1.9 The areas where moderate audit issues remain outstanding in the 2013–14 audit include:
- general assets management;
- internal control and financial reporting;
- inventory and asset management; and
- privileged user access.¹⁰
- 1.10 New audit issues were identified in the following areas during the 2013–14 audit:
- heritage and cultural assets; and
- accuracy of the schedule of commitments.¹¹

Summary

1.11 The committee finds the annual report of the Department of Defence to be satisfactory in complying with the relevant requirements for the preparation of annual reports.

Department of Foreign Affairs and Trade

1.12 The Department of Foreign Affairs and Trade (DFAT) annual report 2013–2014 was tabled in the House of Representatives on 22 October 2014 and in the Senate on 27 October 2014.

Secretary's Review

- 1.13 Mr Peter Varghese AO, the Secretary of the Department, noted that substantial internal change was undertaken amid an intensive period of free trade agreement negotiations, as the department successfully integrated the Australian Agency for International Development (AusAID) from 1 November 2013. 12
- 1.14 The Secretary observed that changing global environments continue to pose challenges for the department:

Our own society and economy are becoming increasingly globalised. Our economic success is heavily dependent on our international competitiveness and increasing trade and investment opportunities. The rapidity and scale of technological and social change in the Indo-Pacific—the arc of countries stretching from India, through East and South Asia, to the United States—present unprecedented opportunities for Australia. Nine of our top ten trading partners are in this region. But the changing environment also poses challenges and risk. Shifts in economic power to countries like China, India, and Indonesia bring with them strategic challenges. While the

Australian National Audit Office, ANAO Audit Report No.16 2014–15: Audits of the financial statements of Australian Government Entities for the period ended 30 June 2014, pp 124–127.

Australian National Audit Office, ANAO Audit Report No.16 2014–15: Audits of the financial statements of Australian Government Entities for the period ended 30 June 2014, p. 127.

¹² Department of Foreign Affairs and Trade, Annual Report 2013–2014, p. 13.

countries of the Indo-Pacific are more economically interdependent than ever, the region, with its legacies of strategic rivalry and historic animosity, retains a capacity for strategic surprise. ¹³

Significant issues and developments

1.15 The Secretary reflected that during the reporting period, Australia's bilateral relationships were strengthened and broadened. Ministerial consultations in Washington reiterated intent to conclude a Trans–Pacific Partnership agreement, a consulate–general was opened in Chengdu to support engagement with China and Australia's economic relationship with Japan was deepened with the conclusion of the Japan–Australia Economic Partnership Agreement. The Secretary further noted that negotiations had concluded on the Korea–Australia Free Trade Agreement, the Economic Cooperation Treaty was signed with Papua New Guinea and the department managed transition of the Regional Assistance Mission to the Solomon Islands to a policing mission. 15

Regional and multilateral diplomacy

1.16 The Secretary drew attention to the department's work to advance Australian interests, with targeted regional and multilateral diplomacy:

We worked with ASEAN member states to pursue a stable strategic environment in Southeast Asia...Our efforts to enhance the EAS's political and security agenda delivered results, with leaders this year discussing regional maritime security as well as instability on the Korean Peninsula. We used Australia's non-permanent seat on the United Nations Security Council to drive outcomes that enhanced international security and Australia's development assistance environment. We established a basis for UN support to Afghanistan beyond 2015 and secured the first-ever resolution on small arms and light weapons. Australian advocacy delivered a critical resolution on humanitarian access in Syria. 16

Delivering services to Australians

1.17 In his review, the Secretary noted that during the year, the department issued 1.8 million Australian travel documents and introduced the next generation of passports, the P-series, which include enhanced security features. ¹⁷ The Secretary also noted that consular services continue to increase in demand:

We provided consular assistance and services to 14 558 Australians who experienced difficulties while overseas, an increase of 22 per cent over the previous year. Our consular Emergency Centre, which provides consular

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¹³ Department of Foreign Affairs and Trade, Annual Report 2013–2014, p. 14.

¹⁴ Department of Foreign Affairs and Trade, Annual Report 2013–2014, p. 14.

¹⁵ Department of Foreign Affairs and Trade, Annual Report 2013–2014, p. 15.

Department of Foreign Affairs and Trade, Annual Report 2013–2014, p. 15.

¹⁷ Department of Foreign Affairs and Trade, Annual Report 2013–2014, p. 16.

clients with 24 hours service 7 days a week, received more than 53 000 calls over the period. 18

Corporate governance and management

1.18 The Secretary commented on the successful integration of Australia's aid program, describing it as a substantial achievement, and a challenging period for many staff. ¹⁹ The Secretary also reflected on the year's difficult staffing decisions:

Following an assessment on the efficiencies of integration, the Government decided on a reduction of approximately 500 staff by the end of 2014–15. I am confident the department will achieve the reduction through a careful process of voluntary redundancies and natural attrition. ²⁰

1.19 The Secretary also observed that the department oversaw a substantial construction, fit—out and refurbishment program, including construction of a new chancery and head of mission residence in Bangkok and the ongoing construction of a new embassy in Jakarta.²¹

Outlook

1.20 In his discussion of the outlook for the department, the Secretary stated that Australia can expect continued strong growth in the region and that the department is well positioned to meet the challenges ahead:

The global dynamic of transition shows no signs of slowing—particularly in our own Indo-Pacific region. The significance of the region to Australia will only grow, as India looks set to join the United States, China and Japan among the top four global economies. In the coming year, we will lead the Government's economic diplomacy agenda, undertaking activities that support trade, investment, growth and business. Implementation of our FTAs with Japan and Korea will be a key focus. We will accelerate the tempo of FTA negotiations with China and progress a comprehensive Trans-Pacific Partnership, the Regional Comprehensive Economic Partnership, and PACER Plus negotiations...We will use our remaining UN Security Council tenure to deliver outcomes that are in Australia's interests and promote international security and, through that, prosperity. 22

1.21 The Secretary acknowledged that the department's achievements were owed to its dedicated staff in Australia and overseas.

External Scrutiny and Accountability

1.22 The annual report provided information on the significant developments in external scrutiny of the department and the department's response.

¹⁸ Department of Foreign Affairs and Trade, Annual Report 2013–2014, p. 16.

¹⁹ Department of Foreign Affairs and Trade, Annual Report 2013–2014, p. 17.

²⁰ Department of Foreign Affairs and Trade, Annual Report 2013–2014, p. 17.

²¹ Department of Foreign Affairs and Trade, Annual Report 2013–2014, p. 17.

²² Department of Foreign Affairs and Trade, Annual Report 2013–2014, pp 17–18.

- 1.23 Departmental officers appeared as witnesses before the Joint Standing Committee on Treaties in relation to three proposed treaty actions.²³ During the year the department successfully defended eight employment actions brought in a foreign court by former locally engaged staff members; one plaintiff has appealed the court decision.²⁴ At the end of the financial year there were six active applications before the Administrative Appeals Tribunal concerning passports matters.²⁵
- 1.24 In 2013–14, the Auditor-General tabled in parliament four reports by the ANAO relating to the department's operations:
- Report No. 7: Agency Management of Arrangements to Meet Australia's Treaty Obligations;
- Report No. 13: Audits of the Financial Statements of Australian Government Entities for the period ended 30 June 2013;
- Report No. 44: The Interim Phase of the Audit of Financial Statements of Major General Government Sector Agencies for the year ending 30 June 2014; and
- Report No. 50: Cyber Attacks: Securing Agencies' ICT Systems.²⁶

Summary

1.25 The committee finds that the DFAT annual report adequately complies with all reporting requirements for a department.

Department of Veterans' Affairs

- 1.26 The Department of Veterans' Affairs (DVA) is the primary service delivery agency that develops and implements programs to assist the veteran and defence force communities. It provides administrative support to the Repatriation Commission and the Military Rehabilitation and Compensation Commission. The Repatriation Commission administers the *Veterans' Entitlements Act 1986*, and is responsible for granting pensions, allowances and other benefits, providing treatment and other services. The Military and Rehabilitation and Compensation Commission is responsible for the administration of benefits and arrangements under the *Military Rehabilitation and Compensation Act 2004*.
- 1.27 DVA's annual report 2013–2014 was tabled in the Senate on 17 November 2014. The report also included separate reports of both the Repatriation Commission and the Military Rehabilitation and Compensation Commission. They describe how each commission interrelates with DVA, its membership and the main activities for the reporting period. The reports do not include performance reporting, which is covered in DVA's report.

²³ Department of Foreign Affairs and Trade, Annual Report 2013–2014, p. 232.

²⁴ Department of Foreign Affairs and Trade, Annual Report 2013–2014, p. 270.

²⁵ Department of Foreign Affairs and Trade, Annual Report 2013–2014, p. 270.

²⁶ Department of Foreign Affairs and Trade, Annual Report 2013–2014, p. 233.

Secretary's year in review

1.28 In the Secretary's year in review, Mr Simon Lewis elaborated on some of the Department's achievements, including the launch of the Transition and Wellbeing Research Programme, improving delivery of Veterans' Access Network services, the ongoing implementation of the Government's Anzac Centenary Program and managing commemorative activities.

Mental health care

1.29 The Secretary outlined the Department's continuing priority to support the mental health of members of the veteran community. He noted 2013–14 is the first year of implementation of the Veteran Mental Health Strategy–A Ten Year Framework, 2013–2023. The new strategic model aims to generate best practice research to support mental health care. He explained the collaborative research efforts between DVA, Defence and research institutions:

The Transition and Wellbeing Research Programme is part of this new model and represents a significant investment by DVA and Defence of almost \$5 million over four years, from 2013–14 to 2016–17. This comprehensive programme of study involves a consortium of six research institutions examining the impact of contemporary military service on the mental, physical and social health of serving and ex-serving personnel and their families...Importantly, this research will also investigate how veterans access mental health services and the use of emerging technology.²⁷

1.30 Mr Lewis also drew attention to the implementation of the \$26.4 million Strengthening Veteran Mental Health 2013–14 Budget package, to help with the treatment of mental health conditions. Three major initiatives were launched from 1 July 2014. The Secretary highlighted that:

In one of the new initiatives, existing arrangements whereby DVA will pay for expanded access to mental health treatment for eligible veterans and peacetime service personnel without the need for them to establish that their mental health condition is related to service will be expanded. Another initiative will expand access to the Veterans and Veterans Families Counselling Service. The third initiative will introduce a one-off post-discharge physical and mental health assessment for former serving personnel, funded under Medicare. It will enable GPs to make an early diagnosis and arrange for any mental and physical health concerns to be treated.²⁸

Delivery of Veterans' Access Network services

1.31 The Secretary reflected on the Department's community consultation process, held during March 2014, which examined whether the provision of Veterans' Access

27 Repatriation Commission, Military Rehabilitation and Compensation Commission, Department of Veterans' Affairs, Annual Reports 2013–2014, p. 4.

²⁸ Repatriation Commission, Military Rehabilitation and Compensation Commission, Department of Veterans' Affairs, Annual Reports 2013–2014, pp 4–5.

Network (VAN) services through regional shopfronts in New South Wales and Victoria was an effective way to meet the needs of the veteran community:

The feedback received during this process indicated that veterans want to be able to access DVA services through a variety of mechanisms, including phone and online assistance. It also demonstrated that while face-to-face service is important to DVA clients, the service does not necessarily need to be provided through a VAN shopfront. Based on the input received during the consultation, combined with a significant decline in the numbers of clients visiting VAN shopfronts, alternative arrangements were put in place to provide veterans living in these regions with face-to-face VAN services. These changes will ensure that DVA can continue to offer services to veterans and their families for the long term. ²⁹

Commemorative activities

1.32 The Secretary noted the Department's management of commemorative activities during the 2013–14 year, including Anzac Day services at Gallipoli, Villers–Bretonneux and Isurava. In June 2014, Australian veterans travelled to Normandy, France, to attend international commemorations marking the 70th anniversary of the D-Day landings. DVA also worked with the Embassy of the Republic of Korea to deliver a national service in Canberra:

In July 2013, DVA worked with the Embassy of the Republic of Korea to deliver a national service at the Korean Memorial on Anzac Parade, Canberra, to commemorate the 60th anniversary of the Korean War armistice. The service brought together Australian and Korean veterans, their families and communities to commemorate their shared losses and to celebrate the enduring friendships forged between the countries involved in the United Nations intervention in Korea. Also in July 2013, a mission of 15 veterans travelled to Korea to mark the 60th anniversary of the armistice.³¹

Anzac centenary

1.33 The Anzac Centenary commenced on 4 August 2014 and will continue until 11 November 2018. DVA is the lead agency for developing and managing the implementation of the Government's arrangements for the Anzac Centenary Program, with a number of events planned at the Commonwealth, state and territory levels. ³² Mr Lewis discussed commemoration of significant events across the Anzac Centenary period, including the Albany Convoy Commemorative Event, which took place in

29 Repatriation Commission, Military Rehabilitation and Compensation Commission, Department of Veterans' Affairs, Annual Reports 2013–2014, p. 6.

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³⁰ Repatriation Commission, Military Rehabilitation and Compensation Commission, Department of Veterans' Affairs, Annual Reports 2013–2014, p. 6.

Repatriation Commission, Military Rehabilitation and Compensation Commission, Department of Veterans' Affairs, Annual Reports 2013–2014, p. 6.

Repatriation Commission, Military Rehabilitation and Compensation Commission, Department of Veterans' Affairs, Annual Reports 2013–2014, p. 7.

Albany, Western Australia, from 31 October to 2 November 2014. The event incorporated the official opening of the National Anzac Centre, which tells the stories of the men and women who left Australian shores.³³

- 1.34 The Anzac Centenary Public Fund was officially launched by the Prime Minister in December 2013 to collect donations from the business community to provide additional funding for a range of national, state and territory Anzac Centenary projects. The Anzac Centenary Public Fund Board superceded the former Anzac Centenary Advisory Board from March 2014. The new board will be responsible for assessing projects and making recommendations to the Government for funding from the Public Fund.³⁴
- 1.35 During the year, the Australian ballot for places at the Gallipoli 2015 Anzac Day commemorations was completed, with applicants receiving notification of the outcome before Anzac Day 2014. The Secretary noted that:

In total, 42,273 people applied for the 3,800 double passes available to Australians. Outside of the ballot, 400 places were allocated to Australian secondary school children and their chaperones. States and territories are managing the allocation of these places. Also, the Minister for Veterans' Affairs wrote to the widows of Australian First World War veterans in March 2014, inviting them to attend the commemorations. If fit and well enough, they and their carers will travel as part of Australia's official representative group. ³⁵

The year ahead

1.36 The Secretary anticipated the Department would have a busy year in 2014–15, with the official commencement of the Anzac Centenary Program and the implementation of a range of service delivery reform initiatives aimed at enhancing access to services and support provided by the Department. The Secretary stated:

The Department will continue to enhance and refine its service delivery capabilities, whilst operating within budgetary constraints. The appropriated Budget commitment to Veterans' Affairs remains consistent. At the same time, and in line with government efficiency dividends, the Department's operating budget will continue to reduce, necessitating a need to find more efficient ways to deliver services. DVA will strive to ensure that we have the right level of resources in the right business areas and locations in order to provide high-quality services to our clients.

We will continue our close work with Defence to ensure that current and former serving members are provided with appropriate care and support services. We will also work closely to provide support to those transitioning

Repatriation Commission, Military Rehabilitation and Compensation Commission, Department of Veterans' Affairs, Annual Reports 2013–2014, p. 7.

³⁴ Repatriation Commission, Military Rehabilitation and Compensation Commission, Department of Veterans' Affairs, Annual Reports 2013–2014, p. 7.

Repatriation Commission, Military Rehabilitation and Compensation Commission, Department of Veterans' Affairs, Annual Reports 2013–2014, p. 7.

out of the Australian Defence Force, with improved communication and access methods supported by Defence.

We will continue to acknowledge and commemorate the service of Australians by remembering significant anniversaries. In addition to our important role in the Anzac Centenary Program, we will continue to conduct or support Anzac Day services at a number of locations, including in Turkey, France, Malaysia, Thailand and Papua New Guinea. 36

Summary

1.37 The committee finds that the DVA annual report complies adequately with all reporting requirements for a department.

Repatriation Commission, Military Rehabilitation and Compensation Commission, Department of Veterans' Affairs, Annual Reports 2013–2014, p. 7.

Chapter 2

Annual reports of non-statutory authorities and government companies

Defence portfolio

Defence Materiel Organisation

- 2.1 The annual report of the Defence Materiel Organisation (DMO) is contained in Defence's annual report. It was presented out of sitting on 31 October 2014 and tabled in the Senate on 17 November 2014.
- 2.2 The DMO is responsible for the acquisition and sustainment of the materiel elements of operating capability for the ADF. As a prescribed agency under the *Financial Management and Accountability Act 1997* the DMO remains inextricably linked to Defence and is required to account directly to the Minister for Defence.

Review by the Chief Executive Officer

- 2.3 Mr Warren King, Chief Executive Officer, DMO, noted that in 2013–14, DMO expended around \$9.5 billion to defence industry to acquire and sustain military equipment and support services.² He highlighted DMO's ability to deliver projects, on average, five per cent under the approved budget.³ Mr King also drew attention to the DMO's 2013–15 Strategic Framework and explained that four changes in priorities had been implemented to align DMO's activities to the framework:
- deliver acquisition and sustainment more efficiently;
- interact with reviews:
- streamline internal processes; and
- reform the DMO.⁴

List of requirements

2.4 The committee notes that the *Requirements for annual reports for departments, executive agencies and FMA Act bodies* states:

The List of Requirements must be included as an appendix to the annual report. If an item specified in the checklist is not applicable to an agency, it

¹ Defence Annual Report 2013–2014: Chapter 6 Defence Materiel Organisation, p. 87.

² Defence Annual Report 2013–2014: Chapter 6 Defence Materiel Organisation, p. 85.

³ Defence Annual Report 2013–2014: Chapter 6 Defence Materiel Organisation, p. 85.

⁴ Defence Annual Report 2013–2014: Chapter 6 Defence Materiel Organisation, p. 85.

should be reported as not applicable rather than omitted from the list. Agencies should include a column indicating the location of the information in the annual report.⁵

2.5 As the committee noted in last year's report on annual reports, the Defence and DMO annual reports were combined into a single volume, and consequently, the lists of requirements were also combined. This created ambiguity as the entries for Defence and DMO were not clearly distinguished. The committee notes that the 2013–14 report has continued to use this format and the ambiguity persists.

External Scrutiny

2.6 The Requirements for annual reports for departments, executive agencies and FMA Act bodies also states:

The annual report must provide information on the most significant developments in external scrutiny of the department and the department's response, including particulars of:

- (a) judicial decisions, decisions of administrative tribunals, and decisions by the Australian Information Commissioner, that have had, or may have, a significant impact on the operations of the department; and
- (b) reports on the operations of the department, including by the Auditor-General (other than the report on financial statements), a Parliamentary committee, the Commonwealth Ombudsman, or agency capability reviews (once released).⁶
- 2.7 As the committee noted in last year's report on annual reports, the DMO annual report does not appear to provide information on external scrutiny. As described above, the Defence and DMO annual reports have now been combined into the same volume. As external scrutiny is only covered in the Department of Defence section of the annual report, it is unclear if this is intended to also cover external scrutiny of the DMO.

Summary

2.8 The committee finds that the DMO annual report adequately complies with the relevant requirements for the preparation of annual reports.

⁵ Requirements for annual reports for departments, executive agencies and FMA Act bodies, Department of the Prime Minister and Cabinet, 29 May 2014, p. 31. www.dpmc.gov.au/guidelines/index.cfm

⁶ Requirements for annual reports for departments, executive agencies and FMA Act bodies, Department of the Prime Minister and Cabinet, 29 May 2014, p. 10. www.dpmc.gov.au/guidelines/index.cfm

Australian War Memorial

- 2.9 The Australian War Memorial was established as a statutory authority under the *Australian War Memorial Act 1980*. The performance of the Memorial and the accountability of its council and management are subject to the *Commonwealth Authorities and Companies Act 1997*. The Memorial is also subject to other legislation that bears on its operation, and is accountable to the government through the Minister for Veterans' Affairs. The Council of the Australian War Memorial is responsible for the conduct and control of the activities of the Memorial. Its numerous functions and responsibilities include:
- establishing the Memorial's strategic direction and vision;
- approving the Memorial's goals and key objectives;
- approving the annual budget and monitoring expenditure and reporting; and
- ensuring that the Memorial has adequate financial resources to meet known and planned future resources.⁷
- 2.10 The Australian War Memorial's annual report 2013–2014 was tabled both in the Senate and in the House of Representatives on 28 October 2014.
- 2.11 Rear Admiral Ken Doolan AO RAN (Ret'd), Chairman, commented that a number of significant tasks had been undertaken during 2013–14, including the extensive refurbishment of the First World War Galleries and planning for the proposed Anzac Centenary Travelling Exhibition.⁸
- 2.12 On behalf of the Council, the Chairman expressed gratitude to several companies and benefactors for allowing the Memorial to continue as an iconic place of commemoration.

Summary

2.13 The committee finds that the Australian War Memorial's annual report to be satisfactory in complying with the relevant requirements for the preparation of annual reports.

Foreign Affairs and Trade portfolio

Australian Trade Commission

2.14 The Australian Trade Commission's annual report was tabled in the Senate on 27 October 2014 and in the House of Representatives on 20 October 2014.

⁷ Australian War Memorial Annual Report 2013–2014, pp. 3–4.

⁸ Australian War Memorial Annual Report 2013–2014, p. 1.

2.15 Austrade was established by the *Australian Trade Commission Act 1985* and is the Australian Government's agency for promoting trade, investment and international education, and strengthening Australia's tourism industry. Austrade provides advice to the Australian Government on its trade, investment, international education and tourism policy agenda and delivers Australian consular, passport and other government services in specific overseas locations.⁹

Highlights from 2013–14

- 2.16 Austrade took on responsibility to provide policy advice to the Government to help increase Australia's tourism market share and to implement Tourism 2020, the national long-term tourism strategy. Austrade also provided 15,026 services to 6,608 Australian businesses, through the Export Market Development Grants scheme, which was a 28 per cent increase in services on the previous year and paid a total of \$113.6 million to 2,445 recipients in 2013–14. The scheme provides an incentive for businesses to enter into export and grow to become sustainable exporters. 11
- 2.17 In collaboration with the Export Council of Australia, the Export Finance and Insurance Corporation and the University of Sydney, Austrade undertook new research into Australia's international business engagement to produce the *Australia's International Business Survey: 2014 report*, which provides insight into the overseas markets Australian businesses would target in the next two years, and the challenges they face. ¹² In 2013–14, Austrade processed 11,571 passport applications and performed 14,342 notarial acts. At 30 June 2014, Austrade operated consulates in 16 overseas locations. ¹³

Chief Executive Officer's Report

2.18 Mr Bruce Gosper, Chief Executive Officer, Austrade, noted the past year had seen significant changes, including for the first time the appointment of a minister for both trade and for investment. In his report, Mr Gosper highlighted research results from the *Australia's International Business Survey: 2014 report*:

A significant piece of economic analysis, the survey found that Australia's international business engagement extends well beyond the export of goods. Data were gathered from 1,600 respondents, the majority of whom were planning to expand into two or more new markets in the next two years.

The survey results also provide support for Austrade's operating model and market focus, with businesses citing lack of information about local markets, cultures, languages and business practices among the toughest

⁹ Australian Trade Commission Annual Report 2013–2014, p. 2.

¹⁰ Australian Trade Commission Annual Report 2013–2014, p. iii.

¹¹ Australian Trade Commission Annual Report 2013–2014, p. iii.

¹² Australian Trade Commission Annual Report 2013–2014, p. iii.

¹³ Australian Trade Commission Annual Report 2013–2014, p. iii.

barriers they face. Austrade's insights and information on market conditions and emerging market opportunities, and its advice on local culture and regulations, along with targeted, firm-specific advice and services, will continue to help businesses and institutions. ¹⁴

Summary

2.19 The committee finds that the Australian Trade Commission's annual report to be satisfactory in complying with the relevant requirements for the preparation of annual reports.

Tourism Australia

- 2.20 Tourism Australia's annual report for 2013–2014 was tabled in the Senate on 17 November 2014.
- 2.21 Tourism Australia is a Commonwealth authority established under the *Tourism Australia Act 2004* and is subject to the *Commonwealth Authorities and Companies Act 1997*. Tourism Australia is Australia's national tourism organisation. It aims to grow demand for both leisure tourism (international and domestic) and business events (international) and support the tourism industry to increase visits, dispersal and economic value. ¹⁵

Operational matters

2.22 In the Chairman's report, Mr Geoff Dixon observed that China remains Australia's fastest growing and most valuable inbound visitor market, worth \$5 billion annually and with potential to reach \$13 billion by the end of the decade. He also observed that during the reporting period:

International arrivals rose 7.9 per cent during 2013–14, with the 6.6 million international visitors who travelled to our shores generating close to \$30 billion in spending, further cementing tourism's position as our country's largest services export industry. These services were delivered by around half a million Australians, up 3 per cent on 2012–13 and ahead of the national average. ¹⁷

2.23 Tourism Australia underwent some change during the reporting period, notably moving to the Department of Foreign Affairs and Trade portfolio and reporting to the Minister for Trade and Investment. The Chairman also farewelled Mr Andrew McEvoy after four years as Managing Director and welcomed Mr John O'Sullivan to the role.

¹⁴ Australian Trade Commission Annual Report 2013–2014, p. 6.

¹⁵ Tourism Australia Annual Report 2013–14, p. 22.

¹⁶ Tourism Australia Annual Report 2013–14, p. 4.

¹⁷ Tourism Australia Annual Report 2013–14, p. 4.

2.24 In his first report as Managing Director, Mr O'Sullivan commented that the return on investment for every dollar spent on tourism promotion by Tourism Australia stands at 15 to one, demonstrating the value tourism brings to the Australian economy. During 2013–14 Tourism Australia's \$90 million marketing spend delivered an incremental \$1.2 billion in overnight expenditure and 11,000 jobs. ¹⁸

Summary

2.25 The committee finds that Tourism Australia's annual report to be satisfactory in complying with the relevant requirements for the preparation of annual reports.

Other reports

2.26 The committee notes that Commonwealth authorities and companies reporting under the CAC Act are required to comply with the *Commonwealth Authorities* (Annual Reporting) Orders 2011 and the Commonwealth Companies (Annual Reporting) Orders 2011, respectively. The committee draws these reporting orders to the attention of the following agencies:

Defence portfolio

- AAF Company (tabled 1 December 2014);
- ASC Pty Ltd (received out of session 31 October 2014);
- Australian Strategic Policy Institute (17 November 2014);
- Royal Australian Air Force Welfare Recreational Company (tabled 1 December 2014);
- Royal Australian Air Force Veterans' Residences Trust Fund (tabled 27 October 2014);
- Royal Australian Navy Central Canteens Board (tabled 26 November 2014);
 and
- Services Trust Funds (tabled 17 November 2014).
- 2.27 Other portfolio authorities, agencies and/or companies which had their annual reports examined by the committee, but were not otherwise commented upon in this report, include:

Defence portfolio

- Army and Air Force Canteen Service (AAFCANS) (tabled 17 November 2014); and
- Defence Housing Australia (tabled 17 November 2014).

¹⁸ Tourism Australia Annual Report 2013–14, p. 6.

Foreign Affairs portfolio

- Australian Safeguards and Non-Proliferation Office (tabled 27 October 2014);
 and
- Australian Centre for International Agriculture Research (tabled 27 October 2014).

Trade portfolio

- Australian Trade Commission (tabled 27 October 2014); and
- Export Finance and Insurance Corporation (tabled 29 October 2014).

Veterans' Affairs

- Repatriation Medical Authority (tabled 30 October 2014); and
- Veterans' Review Board (tabled 27 October 2014, received out of session 15 October 2014).
- 2.28 The committee considers that all the annual reports of the above-mentioned organisations adequately met their respective reporting requirements.

Senator Chris Back Chair

Appendix 1

Compliance table of the annual reports referred to the committee for scrutiny for the period 2013–2014

Department/agency	Enabling legislation and timeliness	Date on letter of transmittal	 @ Date report submitted to minister (if known) % Date report received by minister (if known) 	* Date report presented to President # Date tabled in the Senate ^ Date tabled in H/Representatives
Defence Portfolio)			
Department of Defence Incorporating the report of	Australian Constitution and Administrative Arrangements Order. The Department may engage members of the Australian Defence Force under the Defence Act 1903, the Naval Defence Act 1910 and the Air Force Act 1923. Financial Management and Accountability Act 1997 (FMA Act) To be tabled by 31 October.	24 Oct 2014		*31 Oct 2014 #17 Nov 2014 ^24 Nov 2014
Defence Materiel Organisation (DMO) and;	Prescribed agency FMA Act. To be tabled by 31 October.			

Scrutiny of reports due to be tabled by 31 October 2014				
Department/agency	Enabling legislation and timeliness	Date on letter of transmittal	@ Date report submitted to minister (if known) % Date report received by minister (if known)	* Date report presented to President # Date tabled in the Senate ^ Date tabled in H/Representatives
Defence Portfolio)	1	1	
Department of Veterans' Affairs	Australian Constitution and Administrative Arrangements Order	16 Oct 2014		#17 Nov 2014 ^30 Oct 2014
	FMA Act To be tabled by 31 October.			
Incorporating the reports of				
Repatriation Commission and	Veterans' Entitlement Act 1986, s215. Minister to table within 15 days of receiving report.			
Military Rehabilitation and Compensation Commission	Military Rehabilitation and Compensation Act 2004, s385 and Safety, Rehabilitation and Compensation Act 1988, s161.			
	[As soon as possible after 30 June]			

Scrutiny of reports tabled by 31 October 2014				
Department/agency	Enabling legislation and timeliness	Date on letter of transmittal	 @ Date report submitted to minister (if known) % Date report received by minister (if known) 	* Date report presented to President # Date tabled in the Senate ^ Date tabled in H/Representatives
Defence Portfolio	0			
AAF Company	Commonwealth company, limited by guarantee Commonwealth Authorities and Companies Act 1997 (CAC Act) To be tabled by 31 October.	23 Oct 2014	%29 Oct 2014	#1 Dec 2014 ^1 Dec 2014
ASC Pty Ltd	ASC Pty Ltd is a proprietary company limited by shares registered under the Corporations Act and is subject to the CAC Act To be tabled by 31 October. *Forwarded to the Finance and Public Administration Legislation Committee	23 Sep 2014		*31 Oct 2014 #17 Nov 2014 ^24 Nov 2014

Scrutiny of reports tabled by 31 October 2014				
Department/agency	Enabling legislation and timeliness	Date on letter of transmittal	@ Date report submitted to minister (if known) % Date report received by minister (if known)	* Date report presented to President # Date tabled in the Senate ^ Date tabled in H/Representatives
Defence Portfolio)			
Army and Air Force Canteen Service (AAFCANS)	Established by regulations under the <i>Defence Act 1903</i> Commonwealth authority CAC Act To be tabled by 31 October.	2 Sep 2014		#17 Nov 2014 ^30 Oct 2014
Australian Strategic Policy Institute Limited	Commonwealth company, limited by guarantee CAC Act To be tabled by 31 October.	7 Oct 2014		#17 Nov 2014 ^30 Oct 2014
Australian War Memorial	Australian War Memorial Act 1980, s4 Commonwealth authority CAC Act To be tabled by 31 October.	20 Aug 2014		#28 Oct 2014 ^28 Oct 2014
Defence Housing Australia	Defence Housing Authority Act 1987, s4 Statutory Agency Commonwealth authority CAC Act To be tabled by 31 October.	3 Oct 2014		#17 Nov 2014 ^30 Oct 2014
Repatriation Medical Authority (RMA)	Veterans' Entitlement Act 1986, s196B No statutory reporting requirement	15 Sep 2014		#30 Oct 2014 ^28 Oct 2014

Department/agency	Enabling legislation and timeliness	Date on letter of transmittal	 @ Date report submitted to minister (if known) % Date report received by minister (if known) 	* Date report presented to President # Date tabled in the Senate ^ Date tabled in H/Representatives
Royal Australian Air Force (RAAF) Welfare Recreational Company	Commonwealth company, limited by guarantee CAC Act To be tabled by 31 October.	27 Oct 2014	%31 Oct 2014	#1 Dec 2014 ^1 Dec 2014
Royal Australian Air Force Veterans' Residences Trust Fund	Royal Australian Air Force Veterans' Residences Act 1953, s3 Commonwealth company, limited by guarantee CAC Act To be tabled by 31 October.	26 Sep 2014		#27 Oct 2014 ^23 Oct 2014
Royal Australian Navy Central Canteens Board (RANCCB)	Established by regulations under the <i>Defence Act 1910</i> . Commonwealth authority CAC Act To be tabled by 31 October.	23 Oct 2014	%10 Oct 2014	#26 Nov 2014 ^26 Nov 2014
Services Trust Funds—Royal Australian Navy Relief Trust Fund, Australian Military Forces Relief Trust Fund; and Royal Australian Air Force Welfare Trust Fund	Services Trust Funds Act 1947 Commonwealth authorities CAC Act To be tabled by 31 October.	24 Sep 2014 3 Sep 2014 19 Aug 2014 respectively		#17 Nov 2014 ^30 Oct 2014

Scrutiny of reports tabled by 31 October 2014 @ Date report * Date report submitted to presented to **Enabling legislation** Date on letter minister (if President Department/agency and of known) # Date tabled in the transmittal % Date report timeliness Senate received by minister (if ^ Date tabled in known) H/Representatives Veterans' Review 19 Sep 2014 *15 Oct 2014 Veterans' Entitlement Board Act 1986, s215(4). #27 Oct 2014 Report to be submitted ^20 Oct 2014 to the Minister as soon as practicable after 30 June. Minister to table within 15 sitting days of receiving report.

Scrutiny of reports tabled by 31 October 2014				
Department/agency	Enabling legislation and timeliness	Date on letter of transmittal	 @ Date report submitted to minister (if known) % Date report received by minister (if known) 	* Date report presented to President # Date tabled in the Senate ^ Date tabled in H/Representatives
Foreign Affairs a	and Trade Portfolio	1		
Department of Foreign Affairs and Trade	Australian Constitution and Administrative Arrangements Order FMA Act To be tabled by 31 October.	19 Sep 2014		#27 Oct 2014 ^22 Oct 2014
Australian Centre for International Agriculture Research (ACIAR)	Australian Centre for International Agriculture Research Act 1982, s4 Statutory Agency. Prescribed Agency FMA Act To be tabled by 31 October.	Oct 2014 (letter not dated)		*#27 Oct 2014 ^20 Oct 2014
Australian Safeguards and Non–Proliferation Office	Nuclear Non– Proliferation (Safeguards) Act 1987, s51; Chemical Weapons (Prohibition) Act 1994, s96; Comprehensive Nuclear–Test–Ban Treaty Act 1998, s71. Minister to table within 15 sitting days of receiving report. Prescribed Agency FMA Act	7 Oct 2014		#27 Oct 2014 ^22 Oct 2014
	receiving report. Prescribed Agency			

Scrutiny of reports tabled by 31 October 2014 @ Date report * Date report submitted to presented to **Enabling legislation** Date on letter minister (if President **Department/agency** and of known) # Date tabled in the transmittal % Date report timeliness Senate received by minister (if ^ Date tabled in known) H/Representatives Australian Trade Australian Trade 10 Sep 2014 *#27 Oct 2014 Commission Commission Act 1985, ^20 Oct 2014 (Austrade) Minister to table within 15 sitting days of receiving report. Prescribed Agency FMA Act To be tabled by 31 October. No letter of Export Finance and Export Finance and #29 Oct 2014 transmittal Insurance *Insurance Corporation* ^29 Oct 2014 Corporation (Efic) Act 1991, s 6 Commonwealth authority CAC Act To be tabled by 31 October. Tourism Australia Tourism Australia Act 1 Oct 2014 #17 Nov 2014 2004 s 5 ^30 Oct 2014 Commonwealth authority CAC Act To be tabled by 31 October.