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Senator D. Johnston

Chair Senate Foreign Affairs, Defence and Trade Legislation Committee Parliament House Canberra ACT 2600



REPORT ON THE PROGRESS OF ENHANCEMENTS TO THE MILITARY JUSTICE SYSTEM

In tabling the Government response to your Committee's report 'The Effectiveness of Australia's Military Justice System' dated 16 June 2005, Senator Hill noted that: '...as a further measure of the Government's determination to thoroughly and effectively reform the military justice system, Defence will provide six-monthly reports on progress to the Senate Foreign Affairs, Defence an Trade Committee throughout the two-year implementation period' (Senate Hansard 5 Oct 2005 refers). We are pleased to provide the first report of the progress of enhancements to the military justice system, in accordance with the Government direction.

The Government response to the Senate report agreed in whole, in part, or in principle, with thirty of the forty Senate recommendations and advised alternative solutions to meet the outcomes sought by the reports recommendations concerning: the referral of offences to civil authorities; the legislative basis of a permanent military court; and the establishment of an Australian Defence Force (ADF) administrative review board. The significant enhancements directed by the Government will balance the maintenance of effective discipline, which is indivisible from the function of command and the preparedness of the ADF for operations, with the protection of individuals and their rights.

As indicated in the Government response, a dedicated team - the Military Justice Implementation Team (MJIT) under Rear Admiral Mark Bonser, RAN, was formed to ensure implementation of the enhancements. In addition, the Team is responsible for implementing ongoing enhancements from a number of previous internal and external reviews of the military justice system. Government requires Defence to implement these recommendations and enhancements within the two year implementation period.

To date, a total of seven full recommendations (10, 14, 15, 24, 25, 30, 33), and significant elements of a further two recommendations (6 and 29), have been completed on, or ahead of, the Implementation Plan schedule. A further nine full recommendations and significant elements of a further three recommendations are expected to be completed over the next reporting period. Considerable work is being undertaken in a number of other areas, in particular, on: the establishment of the Australian Military Court (recommendation 18); reforming and streamlining the complaints and redress of grievance management system



(recommendation 29); establishment of a CDF Commission of Inquiry (recommendation 34); and review and reporting of military justice (recommendation 35).

The enclosed spreadsheet provides, in more detail, an overview of progress to date. It outlines the action directed in the Government response; the planned completion date (in accordance with the Implementation Plan agreed by the Chiefs of Service Committee (COSC)); and the current status of implementation.

A number of additional positions have already been established, across the Portfolio, to implement the enhancements. In tabling the Government's response, the then Minister advised that '...the Government will ensure that the system is adequately resourced by establishing, initially, an additional 35 positions, as well as two new permanent Judge Advocates in addition to the Chief Judge Advocate, for the Australian Military Court, at an approximate cost of \$3.5 per annum'. Additional positions are being considered for establishment as they are identified in the implementation process. The additional positions will enhance the capacity of a number of existing agencies, support the establishment of new agencies or capabilities and provide for enhanced oversight of the military justice system. Initial funding to implement the enhancements has been agreed by Defence and is available from within current allocations.

Together with the Service Chiefs, we are committed to a fair and just military workplace and are personally driving the required changes. We are reviewing progress on a monthly basis as a standing item at the meetings of the COSC.

We trust that this report provides you with the information necessary to enable an informed assessment of our progress with implementing enhancements to the military justice system.

A.G. HOUSTON, AO, AFC

Air Chief Marshal Chief of the Defence Force

13 April 2006

R.C. SMITH, AO, PSM

Secretary

/3 April 2006

Enclosures:

 ADF Report to the Senate Foreign Affairs, Defence and Trade Legislation Committee on Progress of Enhancements to the Military Justice System April 2006

AUSTRALIAN DEFENCE FORCE

REPORT TO THE SENATE FOREIGN AFFAIRS, DEFENCE AND TRADE LEGISLATION COMMITTEE

0N

PROGRESS OF ENHANCEMENTS TO THE MILITARY JUSTICE SYSTEM

APRIL 2006

LEGEND:

Highly problematic, requires urgent and decisive attention to get implementation on track and/or major risks are emerging. Underway or has not yet started (awaiting precursor actions), no significant risks foreseen	Problematic, requires attention to ensure implementation is on track and/or significant risks to implementation are emerging.
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 reviewing and clarifying the guidelines, and examining the need for, and implementing as necessary, formal arrangements with the States and Territories for referral of offences; and establishing a common database for tracking referrals. The Government agreed in part, noting that the ADF made an initial determination on whether offences of a suspected criminal nature should be retained for investigation and prosecution; and that: Defence would as for Recommendations 1, 2 and 3 above. 	 reviewing and clarifyi and implementing as 1 and Territories for refi and Territories for refi establishing a common the Government agreed in part determination on whether offen retained for investigation and p Defence would as for F The Government agreed in part recommendations of the Ernst a Service. 	• reviewing and clarifyi and implementing as 1 and Territories for refi and Territories for refi establishing a common territories for refine Government agreed in part determination on whether offen retained for investigation and percommendations of the Ernst a Service. The Government [also] agreed encourage military person police authorities; undertake a reserve recruite police authorities;
determination on whether offences of a suspected criminal nature should be retained for investigation and prosecution; and that: Defence would as for Recommendations 1, 2 and 3 above.	t, noting that the ADF made an initial ices of a suspected criminal nature should be rosecution; and that: Recommendations 1, 2 and 3 above. Ithat all Service police would act upon accepted and Young Report, as appropriate to each	to: In noting that the ADF made an initial ces of a suspected criminal nature should be rosecution; and that: Recommendations 1, 2 and 3 above. It that all Service police would act upon accepted and Young Report, as appropriate to each to: Inel secondments and exchanges with civilian itment drive to attract civilian police into the
As for Rec 1	As for Rec 1 June 2006	As for Rec 1 June 2006 Dec 2006
Action as per Recommendation 1	7	7
	at all Service police would act upon accepted I Young Report, as appropriate to each	The Government agreed in part that all Service police would act upon accepted ecommendations of the Ernst and Young Report, as appropriate to each ervice. The Government [also] agreed to: encourage military personnel secondments and exchanges with civilian police authorities; undertake a reserve recruitment drive to attract civilian police into the Dec 2006 Defence Forces;

Committee Recommendations	Government Response/Action Directed by Government	Planned Completion	Status
6	The Government agreed:		UNDERWAY
	 To conduct a Tri-Service audit of Service police to establish the best means for developing investigative capability. 	June 2006	 The audit, which commenced in Feb 06, is well underway. A final report is due to CDF by 30 Jul 06. A retired AFP
	 That Defence would establish a joint ADF investigation unit to deal with more serious disciplinary and criminal investigations. 	Dec 2006	Deputy Commissioner has been seconded, initially to assist in the conduct of the audit of ADF Service police
	The [investigative] unit would be headed by a new ADF Provost Marshal outside single Service chains of command. Service police may be supplemented by vivilian investigation.	June 2006	secondment of an AFP officer will be informed by the outcome of the audit.
	iver central oversight and control of ADF investigations on professional standards through improved and	Oct 2007	 Initial positions, to staff the planned investigation unit, have been established. The requirement for and/or shape of the unit will be informed by the outcomes of the audit.
	COMPONENT MAINTING.		 A recommendation on the initial selection for the position of Provost Marshal ADF is with CDF for consideration.
10	the statutorily	Jun 2006	COMPLETED (DEC 05)
	mark contact of Energy of Futurally (1980) (DMF).		 The statutory position of DMP was established under the Defence Legislation Amendment Bill (No.2) 2005 which was assented on 12 Dec 05.
11		Dec 2006	UNDERWAY
	was able to respond to operational requirements.		 Additional positions have been identified and are awaiting final endorsement for approval.
12	The Government agreed to review the training requirements for permanent legal officers assigned to the Office of the DMP. The review would be extended to	Dec 2006	AWAITING PRECURSOR ACTIONS
	include the training requirements for reserve legal officers who may be assigned prosecution duties by the DMP.		 Action is expected to commence once the additional positions to adequately resource the Office of the DMP are filled.
13	The Government noted that the ODMP has been actively engaged in increasing its profile over the last eighteen months, and agreed that action should continue	Jun 2007	AWAITING PRECURSOR ACTIONS
	to raise the awareness and profile of the Office.		 Action is expected to commence once the additional positions to adequately resource the Office of the DMP are filled.

Committee Recommendations	Government Response/Action Directed by Government	Planned Completion	Status
4	The Government agreed to the statutory appointment of DMP at one star rank	Dec 2005	DMP has been established at one star rank
15	The Government agreed to appropriate remuneration for the appointment of the	Jun 2006	COMPLETED (DEC 05)
	Tribunal.		• The Commonwealth Remuneration Tribunal made a determination on remuneration for the DMP, effective 12 Dec 05. (The determination also covered the Inspector General ADF (IGADF), Chief Judge Advocate (CJA) and Registrar of Military Justice (RMI),
16	The Government agreed in-principle that:	Oct 2007	AWAITING PRECURSOR ACTIONS
	 legal officers in the office of the DMP would be required to hold Practicing Certificates, and other permanent legal officers would be encouraged to take them out; and that 		 Action is expected to commence once the additional positions to adequately resource the Office of the DMP are filled.
	 the matter of their independence would be established through amendment of the Defence Act, and commitment to professional ethical standards (ACT Law Society). 		
17	The Government agreed to establish a Director of Defence Counsel Services (DDCS) as a military staff position within the Defence Legal Division, to coordinate and manage the access to and availability of Defence counsel services by identifying and promulgating a Defence panel of legal officers, permanent and reserve.	Jun 2006	 UNDERWAY The position of Director of Defence Counsel Services has been established and it is expected to be filled in Apr 06.

williary Court (AMC), to replace the current system of individually convened trials by Court Martial and Defence Force Magistrate. The AMC would be established under appropriate Defence legislation. The Court would satisfy the principles of impartiality and independence through the statutory appointment of judge advocates with security of tenure remuneration set by the Remuneration Tribunal (Cth). During the period of their appointment, the judge advocates would not be eligible for promotion, to further strengthen their independence from the chain of command. The Court would consist of a Chief Judge Advocate and two permanent judge advocates, with a part-time reserve panel. The panel of judge advocates would be selected from any of the available qualified full or part-time legal officers. The remaining functions of the Judge Advocate General would be transferred to the Chief Judge Advocate and the Registrar of Military Justice of it to function independent of the chain of command. The court would be provided with appropriate para-legal support sufficient for it to function independent of the chain of command. The use of a jury would be mandatory for more serious military offences, including those committed in the face of the enemy, mutiny, desertion or commanding a service offence.	Recommendations 18, 19 and 20	Government Response/Action Directed by Government Government agreed to create a permanent military court – the Au-	ustralian	
0 11: 1 2 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1	10, 10 and 20	Ine Government agreed to create a permanent military court – the Australian Military Court (AMC), to replace the current system of individually convened trials by Court Martial and Defence Force Magistrate. The AMC would be established under appropriate Defence legislation.	istralian onvened ld be	onvened ld be
		The Court would satisfy the principles of impartiality and independence through the statutory appointment of judge advocates with security of tenure (five-year fixed terms with a possible renewal of five years) and remuneration set by the Remuneration Tribunal (Cth). During the period of their appointment, the judge advocates would not be eligible for promotion, to further strengthen their independence from the chain of command.	ndence ty of tenure period of promotion, and.	ndence ty of tenure period of promotion, and.
		The Court would consist of a Chief Judge Advocate and two permanent judge advocates, with a part-time reserve panel.	nanent	nament
		The panel of judge advocates would be selected from any of the available qualified full or part-time legal officers.	vailable	ıvailable
		The remaining functions of the Judge Advocate General would be transferred to the Chief Judge Advocate and the Registrar of Milit	e tary Justice	e tary Justice
		he court would be provided with appropriate para-legal support it to function independent of the chain of command.	sufficient	sufficient
		he court would include options for judge advocates to sit alone rious cases, with a military jury.	or, in more	or, in more
		he use of a jury would be mandatory for more serious military cluding those committed in the face of the enemy, mutiny, desommanding a service offence.	offences, ertion or	offences, ertion or

Recommendations	Government Response/Action Directed by Government	Planned Completion	Status
21	The Government:		UNDERWAY
	 agreed in principle that judge advocates appointed to the Australian Military Court should have appropriate experience, and that appointments should be based on the same professional qualifications and experience that apply to other judicial appointments; and 	Oct 2007	Action as per Recommendation 18
	 noted that military judge advocates would predominantly be drawn from the Reserve and would have adequate civilian and military experience, nevertheless, qualified military legal practitioners should not be automatically excluded on the basis that they do not have civilian practice experience. 		
22	The Government agreed in principle with the concept of a right to elect trial. The form of that right and appropriate thresholds would be determined once the structure of the Australian Military Court was established, but would be based on existing determinations that certain classes of serious offence must be tried by a court incorporating a military jury.	Oct 2007	• Action as per Recommendation 18 and will be included in the subsequent changes to summary procedures.
23	The Government agreed the concept of an automatic right of appeal, on conviction or punishment, from summary authorities to a judge advocate of the Australian Military Court. The current process of review would be discontinued. The existing right of appeal from Court Martial and Defence Force Magistrate to the Defence Force Discipline Appeals Tribunal (DFDAT) would be retained. Currently, the DFDAT may only hear appeals on conviction on points of law, and may quash a conviction or substitute a conviction on an alternative offence. This would be amended to include appeals on punishment, noting that such an appeal might result in an increased punishment.	Oct 2007	 • Action as per Recommendation 18

Committee Recommendations	Government Response/Action Directed by Government	Planned Completion	Status
24	The Government:		COMPLETED (DEC 05)
	 Agreed to continue the regular reviews of the Defence Whistleblower Scheme that have been undertaken since its inception. The current comprehensive review and its implementation would emphasise the present provisions against reprisals in the current Defence Whistleblower instruction. 	Dec 2005	• The first of a series of regular reviews was completed into the Defence Whistleblower Scheme and the operation of the Scheme is to be reported annually in the Defence Annual Report (This internal review indicates that the scheme is operating satisfactorily).
	Supported annual reporting of the operation of the scheme against documented performance standards.	Jun 2006	Company of the Compan
25.	The Government noted that Defence already reported statistics on reporting unacceptable behaviour in its annual report. The Government agreed in part that Defence would continue to include this data in the Defence Annual Report.	Jun 2006	Reporting of wrong-doing was included in the 2004-05 Defence Annual Report and will continue to be reported
26	The Covernment agreed to amend the Administrative Inquiries Manual to	7000	The state of the s
20	specify that quick assessments, while mandatory, should not replace the appropriate use of other forms of administrative inquiries. The Manual would provide improved guidance on the use of quick assessments.	Jun 2006	Amendments to the Administrative Inquiries Manual are expected to be complete and promulgated by Jun 06. In addition to covering these recommendations, it would also incorporate agreed amendments from the earlier.
27	The Government agreed to amend the Administrative Inquiries Manual to improve guidance to Commanders who are responsible for the selection of inquiry officers to carry out administrative inquiries, such as routine inquiries, or those appointed as Investigating Officers under the Defence [Inquiry] Regulations.	Jun 2006	• As for Recommendation 26

2	29		28	Committee Recommendations
The Government has taken action to clear the backlog of grievances in line with recommendations from the DFO/CDF Redress of Grievance Review 2004. This is scheduled to be completed by the end 2005, with no requirement for additional funding or a task force.	In response to Recommendation 29, the Government agreed the need to improve the complaints and redress of grievance management system and proposed that the shortfalls in the existing system would best be met by streamlining the existing ADF complaints management and redress of grievance system and retaining independent internal and external review and oversight agencies. The Government proposed to reform and streamline the complaints and redress of grievance management system in line with the recommendations of a joint Defence Force Ombudsman/ CDF Redress of Grievance System Review 2004. Implementation of these recommendations has commenced in line with a CDF Directive 2/2005	 amend the Administrative Inquiries Manual to require that investigating officers must provide statements of independence, and that following receipt of the statement of independence, the complainant must alert the appointing authority to any potential conflict of interest or objection to an investigating officer. Resolution of any conflict would then occur prior to the commencement of the investigation. 	 The Government agreed in part: to consider proposals to enhance the transparency and accountability in the appointment of investigating officers, and that investigating officers be required to produce statements of independence and to make known any potential conflicts of interest. The Government did not support the proposal that conflict of interest reports be included in reports to the Commanding Officer, rather, the Government would direct Defence to: 	Government Response/Action Directed by Government
Dec 2005	Oct 2007	Jun 2006	Jun 2006	Planned Completion
The backlog of Redresses of Grievance cases has been cleared (There is no longer a backlog of cases which previously caused undue pressure on the complaints resolution system).	 The Defence Fairness and Resolution Branch (F&RB) was established (vide CDF/Sec Directive dated 27 Feb 06) as the central management body, outside of normal line-management, for managing all complaints and grievances. Implementation of the ROG Review recommendations is being monitored through a senior-level ROG Review Working Group. The IGADF has been established as a statutory position, remuneration has been determined, and Mr Earley appointed to the position. 		 • As for Recommendation 26 	Status

Committee Recommendations	Government Response/Action Directed by Government	Planned Completion	Status
31	The Government agreed to amend the Administrative Inquiries Manual to require the President to ensure that a copy of the relevant evidence is provided to a person whom the President considers is an affected person but who is not present at the hearings. It would be a matter for the President to determine what evidence should be made available to an affected person having regard to all the circumstances of each case.	Jun 2006	• Amendments to the Administrative Inquiries Manual are expected to be agreed and promulgated by Jun 06.
32	The Government agreed to amend the Administrative Inquiries Manual as recommended, noting that the matter of what constitutes a reasonable opportunity for familiarisation is a matter for the decision of the President of the Board of Inquiry having regard to the circumstances of each case.	Jun 2006	• Amendments to the Administrative Inquiries Manual are expected to be agreed and promulgated by Jun 06.
3	The Government noted that the substance of this recommendation was agreed to following the 1999 Senate Inquiry into the Military Justice System, and Defence is finalising changes to Defence [Inquiry] Regulations 33. The Government agreed in part that:	7006	• Amendments to the Defence (Inquiry) Regulations 1985 (D(I)R) 33 were completed as at 31 Mar 06.
	• In cases where either the appointing authority, before the inquiry starts, or the President of a BOI makes a written determination that persons may be adversely affected by the Board's inquiry or its likely findings, that persons would be entitled to appear before the Board and would have a right to appoint a legal practitioner to appear to represent them before the Board, if they wish.	Dec 2000	
	• Where such persons are represented by an ADF legal officer, or some other Defence legal officer, such representation would be provided at Commonwealth expense, in accordance with standing arrangements.	Dec 2006 Dec 2006	
	• The representatives of the estate of deceased persons who had died as a result of m incident and may be adversely affected by the Board's inquiry or its likely findings, would be entitled to be legally represented before the BOI into that incident. Where the representative of the estate of such persons choose to be represented before the Inquiry by an ADF legal officer, or some other Defence legal officer, such representation would be provided at Commonwealth expense, in accordance with standing arrangements.	Dec 2000	

Propose a Commiss: CDF shou ADF men The comm civilian we than one president. This form appointmen appointmen to includes a reference, process. State and	In response to demonstrate accidental de principle, the	Committee Garage Recommendations
propose amendments to legislation to create a Chief of Defence Force Commission of Inquiry. CDF should appoint a mandatory Commission of Inquiry into suicide by ADF members and deaths in Service. The commission may consist of one or more persons, with one being a civilian with judicial experience. Where the commission consists of more than one person, the civilian with judicial experience would be the President. This form of inquiry would be in addition to the existing arrangements for appointment of Investigating Officers and Boards of Inquiry. External independent legislative oversight by Comcare would continue in relation to the conduct of all ADF inquiries into notifiable incidents. This includes arrangements for consultation with Comcare on the terms of reference, as well as options for attendance or participation in the inquiry process. State and Territory Coroners would continue to review the outcomes of ADF inquiries into deaths of personnel. The ADF would work towards completing a Memorandum of Understanding with State and Territory Coroners.	In response to Recommendation 34, the Government agreed that there is a need to demonstrate that ADF inquiries into notifiable incidents including suicide, accidental death or serious injury are independent and impartial. To meet this principle, the Government would:	Government Response/Action Directed by Government
Dec 2006		Planned Completion
over a Board of Inquiry (BOI), pending the legislative changes necessary to establish the mature CDF Commission of Inquiry (CDF COI) framework. • Drafting instructions, to amend section 124 of the Defence Act 1903, establishing a more permanent CDF COI framework, were included in drafting instructions for the Australian Military Court which were submitted to the Office of Parliamentary Counsel on 03 Mar 06, with subsequent amendments to the D(I)R to follow. • An initial panel of suitably qualified persons with judicial experience to preside over/sit on a CDF COI has been recommended to CDF for consideration.	UNDERWAY • Amendments to the Defence (Inquiry) Regulations (D(I)R) have been made to allow a civilian to preside	Status

Committee Recommendations	Government Response/Action Directed by Government	Planned Completion	Status
35	The Government agreed in principle that, in addition to ongoing internal	Oct 2007	UNDERWAY
	monitoring and review, Defence would commission regular independent reviews on the health of the military justice system. Such reviews would be headed by a qualified eminent Australian, with the first timed to assess the effectiveness of the overhauled military justice system proposed in this submission, at the conclusion of the two-year implementation period.		 Arrangements for the conduct of a review of the effectiveness of the overhauled military justice system at the conclusion of the two-year implementation period will be made early in 2007.
			• In addition to the Government response, as announced by the CDF in Oct 2005, an audit of the learning culture in ADF schools and training establishments has commenced A final report is due to be submitted to the CDE by 30 June 10 June 1
			A final report is due to be submitted to the CDF by 30 Jun this year. The aim of this audit is to establish a baseline from which to drive change in the ADF's schools and training culture, where necessary.
36	The Government agreed in principle to examine the combination of criminal	Oct 2007	UNDERWAY
	that such a review would also satisfy a recommendation from the Burchett Report to review the nature of the punishments that may be imposed in the light of contemporary standards. This review would be undertaken outside the broad		 Preliminary advice has been requested from the Office of the Australian Government Solicitor which, when received, will form the basis for this examination. The
	two-year implementation period.		necessary to develop summary procedures with simplified rules of evidence and the right of appeal on conviction and sentence to the Australian Military Court.
37	The Government supported the need for transparency and parliamentary	Jun 2006	UNDERWAY
	oversight of the military justice system. The Government agreed to provide, in the Defence Annual Report, reporting on the state of health of the military justice system. Reporting would include: progress in the implementation and effectiveness of reforms to the military justice system, arising both from this		 Reporting on the state of health of the military justice system will be included in the 2005-2006 Defence Annual Report.
	report and previous reviews under implementation, and the workload and effectiveness of the key bodies within the military justice system.		Drafting instructions to the Office of Legislative Drafting are currently being prepared to provide for an annual report on the operation of the DODR
	operation of the D(I)R, fulfilling a recommendation of the Burchett report, and report twice a year to the Senate committee [April and October], on progress of the reforms throughout the two year implementation process.	JEH OO	• An initial report to the Senate FAD&T Legislation Committee has been submitted Apr 06.

Committee Recommendations	Government Response/Action Directed by Government	Planned Completion	Status
38	The Government agreed to commission an expert to examine whether the human rights of children are being respected	Jun 2006	UNDERWAY
	Constitution of the state of th		 The expert is scheduled to be engaged before Jun 06.
39	The Government agreed that the ADF take steps immediately to draft and make regulations dealing with the ADF Cadets to ensure that the rights and	Jun 2006	UNDERWAY
	responsibilities of Defence and cadet staff are aligned, noting that as part of the significant work initiated under the Government's Cadet Enhancement Program, Defence is finalising amendments to the regulations that would more than meet the Committee's recommendations on the human rights of minors.		 Drafting instructions were issued to the Office of Legislative Drafting in Jan 06, to amend the Cadet Forces Regulations 1977. It is expected that the Federal Executive Council would consider these amendments by Jun 06.
40	The Government agreed that further resources be allocated to the Australian	Jun 2006	UNDERWAY
	remunerated administrative positions across all three cadet organisations and noted that the Service Chiefs had already provided additional resources to the ADF Cadets to improve administrative support.		 Further administrative positions across all three cadet organisations will have been established and filled by Jun 06. Recruitment and selection processes have commenced to fill the one remaining vacant position.