

Executive Summary

Changing nature of peacekeeping operations

In recent times, Australia has engaged in peacekeeping missions that have been both complex and broad in scope. They have focused not only on bringing an end to hostilities but on resolving the root causes of conflict. No longer the domain of the military, peacekeeping operations now involve a range of government and non-government agencies that must work together to achieve the mission's long-term objectives. These operations can be costly and dangerous undertakings with a real risk of failure. Australia also faces the challenge of having to adapt to changes in peacekeeping doctrine and practice. In this regard, matters such as responsibility to protect, exit strategies, civil–military cooperation and the involvement of women in peacekeeping operations have been, and continue to be, the subject of international debate.

Thus, the changing nature of doctrine and practice has profound implications for Australia—both as a member state of the UN and a long-time contributor to peacekeeping missions. They influence Australia's approach to participating in operations and decisions relating to composition and structure of deployment, training and preparation of personnel, and coordination of effort.

The committee's two key recommendations are directed at developing and improving the whole-of-government policy on, and coordination of, Australia's engagement in peacekeeping. They are recommendations 37 and 38 relating to a white paper on peacekeeping and broadening the potential of the Asia–Pacific Centre for Civil–Military Cooperation and are to be found in Part VI of the report.

White paper on peacekeeping

Despite the dramatic changes to peacekeeping operations and Australia's increased and broadening engagement in such missions, particularly as a lead country in the region, there is no policy document that presents a whole-of-government approach to peacekeeping. The committee believes that it is time for such a document.

The production of a white paper would provide the government and its relevant agencies with the opportunity to review their policies and practices and to better understand how their activities contribute to the whole-of-government effort. It would also require the government to articulate its policy across the full spectrum of Australian peacekeeping activities, thereby allowing more informed public scrutiny of this important area of government engagement.

Recommendation 37

p. 344

The committee recommends that the Australian Government produce a white paper on Australia's engagement in peacekeeping activities.

Asia–Pacific Centre for Civil–Military Cooperation

The committee welcomes the government's decision to establish an Asia–Pacific Centre for Civil–Military Cooperation. Based on the evidence, the committee can see advantages in expanding the scope of the institution's mandate. It is also concerned that important decisions are being made about the role, functions and structure of the centre without the benefit of a scoping study, especially considering the existence of a number of highly-regarded overseas institutions.

Recommendation 38

p. 360

The committee recommends that the Australian Government establish a task force to conduct a scoping study for the Asia–Pacific Centre for Civil–Military Cooperation, focusing on best practice. The task force would:

- **include representatives of the ADF, the AFP, DFAT, AusAID and NGOs;**
- **visit the major international peacekeeping centres and hold discussions with overseas authorities—visits could include the Pearson Peacekeeping Centre in Canada, Centre for International Peace Operations in Germany and centres in Malaysia and/or India;**
- **examine the structure, reporting responsibilities, administration, funding and staffing of these institutions—the task force would seek specific information on matters such as the civil–military–police coordination, administration of a civilian database and domestic/regional focus;**
- **assess the strengths and weaknesses of the various institutions with a view to identifying what would best suit Australia and the region; and**
- **based on this assessment, produce a final report for government containing recommendations on the Asia–Pacific Centre for Civil–Military Cooperation.**

The government should make the report available to the committee.

The committee also draws attention to recommendations 7, 34, 35 and 36 (exit strategies and evaluation) and their accompanying commentary. They are based on the committee's findings that more could be done within the whole-of-government sector engaged in peacekeeping operations to develop and strengthen a culture of learning, improvement and accountability.

Most of the remaining recommendations are concerned with ensuring that Australian peacekeepers are well prepared to meet the challenges of today's missions. In particular, the committee emphasises the need for interoperability at all levels and between all elements of an operation. It suggests that better planning, communication, training and joint exercises, and collaboration in developing shared doctrine would help to improve coordination between all participants, including partner countries, in a peacekeeping operation. The following recommendations are presented sequentially.

Mandates

The committee finds that, while broad consensus exists in the international community on the principles that should underpin a mandate, political compromises in the Security Council may produce a mandate that does not fully adhere to such principles. Thus, the committee is of the view that the Australian Government needs to examine a peacekeeping operation's mandate thoroughly to ensure that it meets these fundamental requirements. Although the government indicated that it is aware of these requirements, the committee feels obliged to underline, as have countless previous reviews and inquiries, the importance of observing these principles.

Recommendation 1

p. 53

The committee recommends that, before the Australian Government commits personnel to a peacekeeping operation, it is satisfied that the mandate has:

- **clearly stated and achievable goals based on an assessment and understanding of risks, including the worst case scenario;**
- **a level of commitment that can be sustained throughout the life of the mission in order to achieve the stated objectives; and**
- **adequate resources to meet the objectives—the proposed force to have the capacity and capability to fulfil its tasks as set out in the mandate, and sufficient financial resources available to implement the mandate.**

Furthermore, where Australia is taking a key or lead role in the proposed mission, the committee recommends that the Government of Australia ensure the terms of the mandate strictly meet these fundamental requirements. This would be done in consultation with the host country, the UN and potential partners.

Emerging doctrine—responsibility to protect

The committee recognises that Australia has given strong support to the adoption of the responsibility to protect doctrine (R2P). It notes, however, the call by former UN Secretary-General Kofi Annan for the international community to do better and 'develop the responsibility to protect into a powerful international norm that is not only quoted but put into practice, whenever and wherever it is needed'.¹ It believes that Australia's role now is to help ensure that the doctrine extends beyond lofty rhetoric to action where required.

Recommendation 2

p. 67

The committee recommends that the Australian Government continue to support actively the R2P doctrine and, through its representations in the UN, ensure that international deliberations are informed by the doctrine.

1 UN Secretary-General, Address to mark International Human Rights Day, SG/SM/10788, 8 December 2006.

The committee also recommends that in the committee's proposed white paper on peacekeeping (Recommendation 37), the Australian Government include a discussion on, and an explanation of, Australia's current position on this evolving doctrine.

Legal foundation for peacekeeping operations

The committee stresses the imperative for missions to have solid international legal underpinnings—either in the form of a UN mandate or the host country's consent. For Australia, the need to have a firm legal basis is especially important in regional peacekeeping missions that operate without a UN mandate, such as some operations in East Timor and the operation in Solomon Islands.

Recommendation 3

pp. 78–79

The committee recommends that before the Australian Government decides to contribute to a non-UN mandated peacekeeping operation, it is satisfied that the mission has a proper legal framework with recognised authority to deploy the operation and is consistent with Australian law. In this regard the committee recommends that:

- **as early as practicable, the UN is consulted and fully informed about developments and any proposals for a peacekeeping operation;**
- **the Australian Government places the highest priority on securing regional support for the peacekeeping operation;**
- **the host country, through its legally recognised authorities, has requested the establishment of a peacekeeping operation and willingly consented to the deployment of forces and the conditions under which they are to operate—the agreement to be documented in appropriate legal instruments and provided to the Security Council; and**
- **the legal documents authorising the deployment of a peacekeeping operation to be treated, if not in the form of a treaty, in a way similar to treaties; that is, tabled in Parliament with an accompanying National Interest Analysis and examined by a parliamentary committee.**

Furthermore, that the operation's mandate:

- **is in complete accord with the UN Charter and is accountable to universally accepted human rights standards and Australian law;**
- **contains arrangements to ensure that the Security Council and the peacekeeping operation complement each other's efforts to keep the peace; and**
- **includes provisions making the mission accountable to the UN and covers issues such as reporting procedures and channels for the exchange of information.**

Finally, through both formal and informal channels, the government endeavours to obtain UN endorsement of the operation even though the operation may have commenced.

Use of force and force protection

Evidence to the inquiry indicated that there were shortcomings in relation to force protection for the Australian Training Support Team in East Timor (ATST-EM).

Recommendation 4

p. 91

In light of the concerns raised about the conditions under which some members of ATST-EM were deployed, the committee recommends that the ADF conduct a review of this deployment to identify any shortcomings and ensure that lessons from ATST-EM's experiences inform the deployment of similar small contingents. This case study would, for example, examine matters such as their preparation to serve as unarmed peacekeepers, the chain of command arrangements and the provision of health services.

The committee notes that the number of people and agencies involved in interpreting a mission's mandate and rules of engagement may create inconsistency or confusion regarding the use of force in the field. Poorly worded mandates magnify this potential.

Recommendation 5

p. 93

The committee recommends that, before deploying Australian personnel to a peacekeeping operation, the Australian Government ensure that all instruments covering the use of force are unambiguous, clearly understood, appropriate to the mission and provide adequate protection.

The committee also notes that mandates that do not provide adequate force protection may jeopardise the health and wellbeing of peacekeepers. The committee recognises that Australian peacekeepers must have clear rules of engagement that 'match the needs on the ground', to avoid situations where they lack the capacity or the authority to perform tasks such as protect civilians.² The lessons from the experiences of Australian peacekeepers in Rwanda and Somalia are particularly important.

Recommendation 6

p. 93

The committee recommends that all government agencies advising the Australian Government on Australia's participation in a proposed peacekeeping operation address clearly the adequacy of force protection provided in the mandate and accompanying ROE. This consideration is not only from the perspective of the physical safety of Australian personnel but also their mental wellbeing.

2 United Nations Association in Canada, *Peacekeeping to Peacebuilding: Lessons from the Past Building for the Future*, Report on the UN–Canada 50th Anniversary of UN peacekeeping International Panel Series, 2006–2007, March 2007, p. 156.

Ultimately, the government must be satisfied that the mandate matches the needs on the ground.

Exit date, exit state, exit strategy

The committee's report highlights the importance of specifying in a mission's mandate the conditions for withdrawing a deployment. The Australian Government should note that specifying an end date or state is not in itself an exit strategy. The committee agrees with the weight of evidence that the identified exit date or state should be accompanied by a roadmap or exit strategy—a clear and structured plan for achieving the mission's objectives. Further, that the strategy contain milestones against which the progress of the peacekeeping operation can be assessed. The committee believes that when committing Australian forces to a peacekeeping operation, the Australian Government should clearly articulate its objectives in light of the mission's mandate and how they are to be achieved.

Recommendation 7

p. 105

The committee recommends that, when considering a proposed peacekeeping operation, the Australian Government examine in detail the mission's exit strategy to ensure that Australia's contribution is part of a well-planned and structured approach to achieving clearly stated objectives. When committing forces to an operation the Australian Government should clearly articulate its exit strategy.

Preparation and coordination

ADF

Many submitters roundly rejected the notion of Australia having a dedicated permanent peacekeeping force. Based on this strong evidence, the committee is of the opinion that Australia should not move towards a permanent peacekeeping force within the ADF. Even so, the committee took account of the views of some submitters, particularly former ADF members who served in command positions in peacekeeping operations, about the need to have training for peacekeeping over and above that required for warfare.

Recommendation 8

pp. 121–122

17.1 The committee recommends that the ADF place a high priority on its undertaking to give training for peacekeeping operations a 'more prominent place' in its training regime. This training should extend to reservists as well as regular members of the ADF.

AFP

The committee commends the AFP for its pre-deployment training which it believes equips AFP personnel to assist other nations build capacity in the area of law and order.

The committee recognises the need for the AFP to have logistical capability of its own. It accepts the view that the AFP cannot build 'a complete logistical capability', and in some cases will rely on the resources of the ADF to assist it during a peacekeeping operation. Where the AFP requires its own capability, the committee believes that compatibility with Defence systems should be a primary consideration.

Recommendation 9

p. 135

The committee recommends that the AFP adhere to a procurement policy that requires, where possible, any equipment purchased for use in a peacekeeping operation to be compatible with equipment or technology used by the ADF.

ADF and AFP interoperability

Interoperability between the ADF and the AFP, and their ability to transition in and out of different security levels, is essential. The committee notes that interoperability goes well beyond having the right range of capabilities and logistical compatibility. It is important for both the ADF and the AFP to share intelligence, assess threats, integrate strategies and tactics, command operations and communicate in the field. The committee finds, however, that the ADF and the AFP have not always been able to operate smoothly in the field due to a lack of familiarity and differences in work culture. Defence acknowledged the need for 'the agencies to work more closely' while the AFP referred to interoperability as a 'work in progress'. Clearly, more work needs to be done and both the ADF and the AFP should treat this as a matter of urgency.

Recommendation 10

p. 157

The committee recommends that the ADF and the AFP work together to devise and implement programs—joint training and exercises—and develop shared doctrine that will improve their interoperability when deployed overseas. In particular, the committee recommends that the ADF implement a program of secondments of their members to the AFP's International Deployment Group.

Training and preparedness of other government agencies

In the committee's view, the current peacekeeping training programs for Australian public servants could be better structured. If Australia is to achieve an effective whole-of-government training framework, the committee believes the government must begin by finding a way of integrating the separate training programs and *ad hoc* courses into a coherent whole. While allowing agencies to continue to train their personnel for their specific functions, this whole-of-government approach would avoid duplication, identify and rectify gaps in training and promote better cooperation and coordination among all participants in the field.

Recommendation 11

pp. 164–165

The committee recommends that DFAT and AusAID jointly review the pre-deployment training arrangements for Commonwealth officers being deployed on peacekeeping missions with a view to establishing a government approved course of training. The committee recommends further that:

- **all Commonwealth personnel deploying to a peacekeeping operation satisfy the requirements of this course;**
- **relevant government agencies require all their external contractors providing services to a peacekeeping operation to undergo appropriate screening and training; and**
- **to ensure the effective transfer of skills and knowledge, DFAT and AusAID include in their pre-deployment preparations a 'training for trainers' course for personnel whose duties involve instructing or coaching people in a host country.**

Whole-of-government coordination

Strategic planning

The committee accepts the argument that flexibility is needed to coordinate arrangements for peacekeeping operations to enable appropriate responses to the circumstances of each mission. Even so, it can see advantages in conducting a comparative study into the effectiveness of the approach taken for the Regional Assistance Mission to Solomon Islands and for operations in Timor-Leste. An interdepartmental committee was established for Solomon Islands while coordination is managed through the Strategic Policy Coordination Group for Timor-Leste. The committee believes that there are important lessons to be learnt from such review and analysis.

Recommendation 12

p. 171

The committee recommends that DFAT undertake a comparative review and analysis of the strategic level arrangements for the planning and coordination of RAMSI and peacekeeping operations in Timor-Leste and to use the findings as a guide for future missions.

Non-government organisations

The committee notes the important role that NGOs play in pre- and post-conflict environments and commends their contributions to peace building. It recognises that training is important to prepare civilian peacekeepers adequately for their tasks but that Australian NGOs could improve the standard of training. The committee believes that, under the guidance of the Australian Council for International Development (ACFID), NGOs should review their training programs with a view to establishing fundamental principles and standards for training civilian peacekeepers. The committee encourages the government, through AusAID, to support the NGO sector in developing these guidelines and implementing training regimes.

Government–NGO coordination

Strategic planning

The committee finds that NGOs are not represented at the strategic planning level for a peacekeeping operation. It believes that deliberation at this high level is rightly the business of the relevant government agencies. Nonetheless, the committee believes that relevant government agencies must liaise with the NGO sector to ensure that this sector forms part of an effective whole-of-nation response to a peacekeeping operation.

Recommendation 13

p. 188

The committee recommends that AusAID coordinate a consultation with DFAT, Defence, AFP, ACFID and key NGOs to establish a more effective mechanism for involving the NGO sector in the planning of Australia's involvement in peacekeeping operations.

Coordination

The committee also considers it is important for NGOs and government agencies to have ample opportunities to share knowledge, ideas and concepts and to develop mutual understanding and appreciation of each other's work in peacekeeping operations. It believes that there is scope for both DFAT and AusAID to do more to develop cooperation and coordination between the two sectors, especially by extending activities beyond briefings to joint training and collaborative planning.

Recommendation 14

p. 190

The committee recommends that a whole-of-government working group, such as the Peace Operations Working Group, arrange to hold regular meetings with representatives of NGOs engaged in peacekeeping operations to discuss and develop training programs and courses that would improve their working relationship. The committee recommends further that, in consultation with other government agencies and relevant NGOs, DFAT and AusAID review this arrangement in 2010 to assess the value to each organisation involved, and how it could be improved. The results of the review would be contained in DFAT's annual report.

CIMIC

Although the military and civilian components of a peacekeeping operation have been working side by side for many years, the increasing levels of interaction between them have underlined the significance of civil–military cooperation (CIMIC). The ADF has developed a CIMIC doctrine to assist it plan and implement ADF missions in the wider civilian context. In light of the evolving nature of CIMIC and the suggestion that ADF's doctrine could be improved, the committee believes that an ADF review of its doctrine would be timely.

Recommendation 15**p. 197**

The committee recommends that, in consultation with AusAID and ACFID, Defence review its civil–military cooperation doctrine, giving consideration to identifying measures to improve coordination between the ADF and the NGO sector when engaged in peacekeeping activities.

The committee recommends further that Defence include a discussion on its CIMIC doctrine in the upcoming Defence White Paper as well as provide an account of the progress made in developing the doctrine and its CIMIC capability in its annual report.

Recommendation 16**p. 198**

As part of this review process, the committee recommends that, in consultation with AusAID and other relevant government agencies and ACFID, Defence and the AFP consider the merits of a civil–military–police cooperation doctrine. The consideration given to this doctrine would be reflected in the committee's proposed white paper on peacekeeping.

Some NGOs referred not only to INTERFET but recent events in Timor-Leste to draw attention to what they identified as inadequacies in ADF's CIMIC capabilities. Before the last election, the Australian Labor Party also commented on recent ADF deployments to Solomon Islands and Timor-Leste which, in its view, demonstrated the need to improve ADF's CIMIC capability.

Recommendation 17**p. 201**

The committee recommends that in conjunction with its review of CIMIC doctrine, ADF consider ways to strengthen its CIMIC capability.

During the inquiry, a number of NGOs called for improved dialogue with the military, better understanding between the organisations and closer involvement in the planning of peacekeeping operations. The committee also notes that NGOs could facilitate this process through better organisation and liaison amongst themselves.

Recommendation 18**p. 216**

The committee recommends that AusAID, ACFID and Defence jointly review the current pre-deployment education programs, exercises, courses and other means used to prepare military and civilian personnel to work together in a peacekeeping operation. The committee recommends further that based on their findings, they collectively commit to a pre-deployment program that would strengthen cooperation between them and assist in better planning and coordinating their activities.

The committee sees merit in Austcare's proposal for four collaborative case studies to identify ways to improve coordination between the security and humanitarian elements of peacekeeping operations.

Recommendation 19**p. 216**

The committee recommends that Defence, AFP, AusAID and DFAT commission a series of case studies of recent complex peacekeeping operations, as proposed by Austcare, with the focus on the effectiveness of civil–military cooperation and coordination. Their findings would be made public and discussed at the Peace Operations Working Group mentioned in Recommendation 14.

Host countries, participating countries and effective partnerships

The committee recognises that the presence of peacekeepers in a small island state such as Solomon Islands affects the local economy and may cause resentment among some local people.

Recommendation 20**p. 228**

The committee recommends that the Australian Government consider the lessons from RAMSI regarding the positive local reaction to the mission's 'relatively low profile' with a view to adopting this approach as policy and best practice.

Recommendation 21**p. 240**

The committee recommends that the Australian Government commission independent research to test, against the experiences of past deployments, the relevance of the factors identified by the committee that should inform Australia's approach to, and planning for, a regional operation. These include the need for understanding sensitivities regarding sovereignty, language skills and cultural awareness, local ownership and involving local community groups (for complete list see paragraph 16.61). The committee further recommends that the information be used to develop a template for the conduct of future missions.

Language and cultural awareness

Although there are limits to the resources and time that can be devoted to language and cultural awareness training, evidence before the committee suggested that such training must be a priority for any peacekeeping contingent. The committee notes the patchwork of institutions and organisations providing language and cultural awareness training on behalf of the various government agencies. The committee believes that efficiencies could be gained by adopting a whole-of-government approach to this area of training for Commonwealth officers. Such an approach would allow the ADF, for example, to continue its language schools but see a better use of such facilities.

Recommendation 22**p. 254**

The committee recommends that a whole-of-government working group review the language and cultural awareness training of government agencies with a view to developing a more integrated and standardised system of training for

Australian peacekeepers. The Peace Operations Working Group may be the appropriate body to undertake this work.³

Joint training

The importance of training for both operational effectiveness and personal and collective security was one of the strong messages coming out of the evidence to the committee. Peacekeepers need to be able to work in a cooperative partnership with others from different countries. The more opportunities that Australian peacekeepers have to meet, train and work with their overseas colleagues prior to deployment, the greater the likelihood that they will form a united, cohesive team when serving together in an operation.

Recommendation 23

p. 258

The committee recommends that exchange programs and joint exercises with personnel from countries relevant to peacekeeping operations in the region continue as a high priority. It also suggests that such activities form part of a broader coherent whole-of-government strategy to build a greater peacekeeping capacity in the region.

Women in peacekeeping

In October 2000, the UN Security Council passed Resolution 1325 which recognised that peacekeeping operations should promote avenues for women to have a greater role in peacekeeping. The Australian Government was, and remains, a strong supporter of this resolution but needs to ensure that its agencies are active in implementing the resolution.

Recommendation 24

p. 262

The committee recommends that greater impetus be given to the implementation of UN Resolution 1325. It recommends that the Peace Operations Working Group be the driving force behind ensuring that all agencies are taking concrete actions to encourage greater involvement of women in peacekeeping operations. The committee recommends further that DFAT provide in its annual report an account of the whole-of-government performance in implementing this resolution. The report should go beyond merely listing activities to provide indicators of the effectiveness of Australia's efforts to implement Resolution 1325.

3 As noted in paragraph 13.14, the working group discusses a range of peacekeeping policy issues including the work of the UN's Special Committee on Peacekeeping and regional capacity-building initiatives.

International coordination

United Nations

The committee believes that there are advantages to be gained by seconding Commonwealth officers to the UN and encourages departments to be more active in seeking out these opportunities. The committee considers that this would be of particular value for senior government officers; however, it sees little value in secondments being used as 'terminal postings'. The committee strongly believes that the knowledge of returning personnel should be harnessed by the home agency to improve the agency's understanding of UN processes and facilitate Australia's UN engagement.

Recommendation 25

p. 270

The committee recommends that Australian government agencies actively pursue opportunities to second senior officers to the United Nations. Furthermore, that such secondments form part of a broader departmental and whole-of-government strategy designed to make better use of the knowledge and experience gained by seconded officers. In other words, appointments should not be terminal postings and should be perceived as important and valuable career opportunities.

Safety and welfare

There is no doubt that the mental health of Australian peacekeepers remains an area that needs close attention. Australia is not the only country grappling with how to prevent and manage the problem. A clear and precise understanding of the extent and nature of mental health concerns among returning peacekeepers is required to both design an effective pre-deployment education program and to make available the most appropriate services for those who need care. The data available on the incidence of Post Traumatic Stress Disorder in Australian peacekeepers, however, does not present a clear picture. Indeed, the statistics available on the health concerns of ADF peacekeepers in general appeared inadequate.

Recommendation 26

p. 309

The committee recommends that the ADF develop a comprehensive and reliable database on Australian peacekeepers that would provide accurate statistics on where and when ADF members were deployed. The database would also enable correlations to be made between particular deployments and associated health problems.

The committee notes the importance of ensuring that all ADF peacekeepers receive appropriate mental health screening and appropriate care when needed. It is firmly of the view, however, that compensation in the form of payment for treatment does not fully address the problem. The committee believes that the ADF has a duty of care to

ensure that mental illness is managed properly. In this regard, it notes a witness's observation that 'all the ADF seem to be doing...is wanting to get rid of you'.⁴ The committee would like to see indications that the ADF is committed to the long-term care and rehabilitation of members even where, because of their health, they are no longer serving members.

Recommendation 27

p. 309

The committee recommends that the ADF broaden the scope of the research and studies being done on veterans' mental health by the Australian Centre for Posttraumatic Mental Health and the Centre for Military and Veterans' Health to include the rehabilitation of veterans with mental health problems; the retraining opportunities or career transition services provided to them; the quality of, and access to, appropriate and continuing care; and the stigma attached to mental health problems in the ADF.

Rehabilitation and compensation scheme for the AFP

The committee recognises the importance of having specific legislation that would establish a rehabilitation and compensation scheme for AFP who serve in overseas deployments.

Recommendation 28

p. 314

The committee recommends that the Australian Government release a policy paper outlining the options and its views on a rehabilitation and compensation scheme for the AFP, invite public comment and thereafter release a draft bill for inquiry and report by a parliamentary committee.

The committee believes that agencies involved in peacekeeping operations must develop better procedures for the management of health records. It also believes that the evidence presented by the various veterans' associations about incomplete medical records of ADF personnel serving in peacekeeping missions requires further investigation by both Defence and DVA.

Recommendation 29

p. 319

The committee recommends that the ADF commission an independent audit of its medical records to determine the accuracy and completeness of the records, and to identify any deficiencies with a view to implementing changes to ensure that all medical records are up-to-date and complete. The audit report should be provided, through the Minister for Defence, to the committee.

Recommendation 30

p. 319

The committee recommends that the Australian Government requests ANAO to audit the hardware and software used by the ADF and DVA in their health

4 See paragraph 21.35.

records management system to identify measures needed to ensure that into the future the system is able to provide the type of detailed information of the like required by the committee but apparently not accessible.

Recommendation 31

p. 319

The committee also recommends that Defence commission the Centre for Military and Veterans' Health to assess the hardware and software used by Defence and DVA for managing the health records of ADF personnel and, in light of the committee's concerns, make recommendations on how the system could be improved.

Recognition

Recognition is important to peacekeepers and takes many forms.

Recommendation 32

p. 327

The committee recommends that the Australian Government consider additional funding for the proposed Peacekeeping Memorial.

Recommendation 33

p. 329

The committee recommends that the Australian Government include Australia's involvement in peacekeeping operations in East Timor in the terms of reference for the Official History of Australian Peacekeeping, Humanitarian and Post-Cold War Operations.

Evaluation and accountability

The committee notes that individual agencies have a responsibility for evaluating their performance in a peacekeeping operation. It is concerned, however, about the adequacy of current performance indicators to measure performance effectively.

Request to Auditor-General

p. 339

The committee requests that the Auditor-General consider conducting a performance audit on the mechanisms that the ADF has in place for capturing lessons from current and recent peacekeeping operations including:

- **the adequacy of its performance indicators;**
- **whether lessons to be learnt from its evaluation processes are documented and inform the development or refinement of ADF's doctrine and practices; and**
- **how these lessons are shared with other relevant agencies engaged in peacekeeping operations and incorporated into the whole-of-government decision-making process.**

The committee has confined this request to the ADF because it notes that the AFP has commissioned the University of Queensland to develop performance indicators.

Recommendation 34**p. 340**

The committee recommends that the relevant government agencies jointly develop standard measurable performance indicators that, where applicable, would be used across all agencies when evaluating the effectiveness of their peacekeeping activities (also see Recommendation 36).

Reporting

The Australian Government's contribution to peacekeeping operations now extends well beyond the military. It is important that this whole-of-government contribution is accompanied by whole-of-government reporting, so that the Parliament and the Australian public have access to information on the size and nature of the resources allocated by government to peacekeeping operations.

Recommendation 35**p. 343**

The committee recommends that the Australian Government designate an appropriate agency to take responsibility for the whole-of-government reporting on Australia's contribution to peacekeeping. This means that the agency's annual report would include a description of all peacekeeping operations, a list of the contributing government agencies, and, for each relevant agency:

- **a description of its role in the operation;**
- **the agency's financial contribution to the operation during that reporting year;**
- **the peak number of personnel deployed by the agency during the reporting year and the date at which the peak occurred; and**
- **the number of personnel deployed as at the end of the reporting year.**

This recommendation complements and does not replace the obligation on individual agencies to report on their peacekeeping activities in their respective annual reports.

Recommendation 36**p. 343**

In light of the committee's discussion on the adequacy of performance indicators, the committee also recommends that the agencies reporting on peacekeeping activities provide in their annual reports measurable performance indicators on the effectiveness of these activities.