



AUSTRALIAN DEFENCE FORCE PUBLICATION

OPERATIONS SERIES

ADFP 44

CIVIL–MILITARY COOPERATION

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AUSTRALIAN DEFENCE FORCE PUBLICATION

OPERATIONS SERIES

CIVIL–MILITARY COOPERATION

Australian Defence Force Publication 44 (ADFP 44)—*Civil-Military Cooperation*, is issued for use by the Australian Defence Force and is effective forthwith.

A handwritten signature in black ink, appearing to read 'C.A. Barrie'.

C.A. BARRIE
Admiral, RAN
Chief of the Defence Force

Australian Defence Headquarters
CANBERRA ACT 2600

27 November 1998

FOREWORD

1. Australian Defence Force Publication 44 (ADFP 44)—*Civil-Military Cooperation* details procedures for planning and conducting operations that involve cooperation between the Australian Defence Force and civilian organisations or agencies. Whilst this publication is written in the context of operations in defence of Australia, the principles are applicable to civil-military cooperation in support of operations overseas. The contents of this publication have been derived from established principles and lessons learned during exercises and operations and facilitate civil-military cooperation through the full spectrum of military operations. ADFP 44 is suitable for use in single Service, joint or combined operations as applicable, at all levels of war and within all strata of command.
2. The Chief of the Defence Force is the approval authority for ADFP 44. Commander Australian Theatre is the publication sponsor and Commandant Australian Defence Force Warfare Centre is responsible for its continued development, amendment and production. Further information on Australian Defence Force Publications is promulgated in Defence Instructions (General) ADMIN 20-1—*Production and Control of Australian Defence Force Publications*.
3. Every opportunity should be taken by the users of this publication to examine its contents, applicability and currency. If deficiencies or errors are found, amendment action should be taken. Australian Defence Force Warfare Centre welcomes any assistance, from whatever source, to improve this publication.
4. **ADFP 44 is not to be released to foreign countries without the written approval of the Head Strategic Command.**

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Symbols of Protection



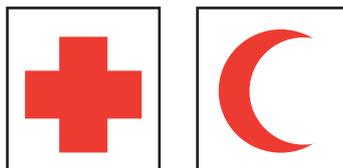
Distinctive Sign of:

Sign

Application/ Explanation

Civilian and Military Medical Units &
Religious Personnel

International Red Cross and Red
Crescent Movement
(Geneva Conventions I-IV, 1949)
(Protocols I & II, 1977)

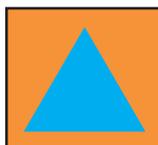


Used as a symbol to protect medical units including field hospitals, transports, medical and religious personnel.

Protective emblem of ICRC delegates in conflicts.

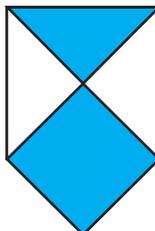
Used to indicate activities of National Societies, such as the Australian Red Cross Society. In times of conflict, a National Society can only use the emblem as a protective sign if they are an official auxiliary to the medical services of the armed forces.

Civil Defence
(Protocol I, 1977)



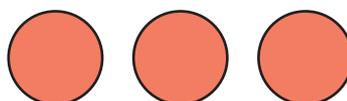
Used as a symbol to protect personnel and equipment engaged in providing assistance to civilian victims of war. The symbol is used by personnel such as firefighters, police and emergency rescue workers.

Cultural Property
(The Hague Convention of 1954)
(Protocol I, 1977)



Provides general protection to places and object of cultural significance. Special protection for places that are registered with UNESCO e.g. churches, archaeological sites, monuments and museums.

Dangerous Forces
(Protocol I, 1977)



Provides specific protection to works or places that may contain dangerous forces e.g. dams or atomic reactors.

**For further information, please contact the International Humanitarian Law Officer,
Australian Red Cross Society in your State/Territory capital city:**

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155 Pelham Street
Carlton South VIC 3053
Tel: (03) 9345 1800 Fax: (03) 9348 2513

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Mawson ACT 2607
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CHAPTER 1

NATURE OF CIVIL–MILITARY COOPERATION

In national wars, the value of cooperation is enormously enhanced, fusing as it does, the body and soul of a nation into one intricate self supporting organism. All must pull together, for such wars are the wars of entire nations, and, whatever may be the size of armies operating, these should be looked upon as national weapons, and not as fractions of nations whose duty is to fight while the civil population turns thumbs up or thumbs down. Gladiatorial wars are dead and gone.

J.F.C. Fuller, *The Reformation of War* 1923

INTRODUCTION

1.1 Armed forces are a significant factor in international affairs. The Government is responsible for protecting Australia against armed aggression. To achieve this it maintains the Australian Defence Force (ADF) and pursues a range of national policies which support defence efforts, sustain favourable regional and alliance relationships, and contribute to global security arrangements.

1.2 The ADF is required to undertake a wide range of tasks involving close cooperation with civil agencies. The aim of this publication is to provide guidance to ADF commanders and staff on civil-military cooperation (CMC) for operations. It is written primarily in the context of operations in defence of Australia, however the principles are applicable to CMC in support of operations overseas.

CIVIL–MILITARY COOPERATION

Definition

1.3 In the ADF, CMC is defined as:

All actions and measures undertaken between commanders and national authorities, military or civil, in peace or war, which concern the relationship between allied armed forces and the government, civil population, or agencies in the areas where such forces are stationed, supported or deployed.

Related Terms

1.4 The following activities involve interaction between the ADF and civil agencies or personnel.

- a. **ADF Assistance to Civil Authorities and Organisations.** In situations where no foreign aggressor is identified, ADF assistance to civil authorities and organisations includes:
 - (1) **Defence Force Aid to the Civil Power (DFACP).** DFACP is Defence Force aid to supplement law enforcement measures undertaken by the Federal/State/Territory Governments and their responsible authorities. It is provided for within the Constitution, existing legislation and common law, in situations where there is a likelihood that members of the ADF may be required to use force. Force may differ in degrees from deliberate acts of minor physical contact or restraint to the use of weapons or other means that could cause death or injury. The Government uses DFACP only when capabilities and resources of the civil authorities are inadequate or unsuitable and it appears that military force may be required to resolve the situation.
 - (2) **Defence Assistance to the Civil Community (DACC).** DACC includes Defence assistance to State/Territory Governments during civil emergencies/disasters and for significant events such as Commonwealth and State/Territory anniversaries, Commonwealth or Olympic Games, counter-disaster training and special aeromedical evacuation. DACC also includes assistance to Commonwealth or State/Territory Governments and their civil authorities in the performance of law enforcement tasks, where there is no likelihood that Defence personnel will be required to use force. This also covers the provision of training assistance to Federal/State/Territory police forces.

- (3) **Defence Force Aid to Civil Defence (DFACD).** Civil defence is defined as the performance of humanitarian tasks intended to protect the civilian population against the dangers, and to help it recover from the immediate effects, of hostilities or disasters and also to provide the conditions necessary for its survival. The Australian civil defence approach is to utilise extant emergency management arrangements as the basis of the civil defence structure during conflict. For the purposes of this publication, DFACD differs from DACC/DFACP in that it is concerned with aiding civil defence agencies in protecting the civil population in periods of conflict.
- b. **Civil Affairs (CA).** CA are a broad range of actions conducted to establish, maintain, influence, or exploit relations between the military, civil authorities and the civilian population in order to assist a military operation. In ADF doctrine the components of civil affairs are:
- (1) **Support to the Civil Administration.** Support to the civil administration is the assistance given by military forces to friendly or neutral civilian government or government agencies.
 - (2) **Civil Military Operations (CMO).** CMO are conducted in support of military operations, or in times of emergency. They enhance the effectiveness of a military force and reduce the negative aspects of military operations on civilians. CMO are described in detail in [chapter 7—‘Civil–Military Operations’](#) and include:
 - (a) host area support,
 - (b) population and resource control,
 - (c) military civic action,
 - (d) humanitarian assistance, and
 - (e) civil defence.
- c. **Mobilisation.** Mobilisation is the act of preparing for war or other emergencies through assembling and organising national resources, including defence assets. It is the process by which the armed forces or part of them are brought to a state of readiness for war or other national emergency, including assembling and organising personnel and materiel for active military service. CMC needs to occur throughout the mobilisation continuum from pre-mobilisation through mobilisation, operations and demobilisation. ADFP 4—*Mobilisation Planning* details the place of CMC in the mobilisation process.

CIVIL–MILITARY COOPERATION IN THE OPERATIONAL CONTINUUM

1.5 In defence of Australia, the role of the ADF is determined by the nature of enemy aggression. Situations of unattributable aggression against Australia require State and Territory Governments to maintain responsibility for law and order. If the matter is beyond their own capability they may request Commonwealth assistance by way of call out of ADF elements. In such circumstances the ADF assists States/Territories to enforce their domestic criminal laws. The Commonwealth Government assumes responsibility to resolve the matter under defence power once it is apparent that actions are those of an identified enemy. In these situations the ADF acts to protect Australian sovereignty.

1.6 The focus of CMC varies across the operational continuum and is illustrated in [annex A](#). During peacetime engagement it is towards establishing contracts with government and private organisations, intelligence collection, assistance to the civil community, aid to the civil power and peace support operations. Tension demands an increased emphasis on intelligence collection, military planning, advice to government and mobilisation. Conflict directs cooperation to the security of national resources, mobilisation and civil defence. A state of war focuses cooperation on sustainment of forces, protection of the population, and protection of national vital assets. A return to peace places the emphasis on demobilisation and restoration of normal conditions.

RELATIONSHIP TO PSYCHOLOGICAL OPERATIONS AND PUBLIC INFORMATION

1.7 CMO, psychological operations (PSYOPS) and public information (PI) operations target different audiences with similar messages through common media. CMO and PSYOPS address the local population and enemy forces respectively and PI addresses friendly forces and the news media.

1.8 All three types of operations are mutually beneficial. PSYOPS and the news media support CMO by disseminating information to the local population. CMO personnel support PSYOPS and PI elements by providing information and feedback on PSYOPS/PI effects on the local population. Information released by PSYOPS, CMO and PI elements must be closely coordinated, as they all impact on the local population.

Annex:

A. [Focus of Civil and Military Activities throughout the Operational Continuum](#)

FOCUS OF CIVIL AND MILITARY ACTIVITIES THROUGHOUT THE OPERATIONAL CONTINUUM

	Peacetime Engagement	Tension	Conflict	War	Peace
Civil	Commonwealth	Diplomatic Economic Cultural Information	Enact emergency powers Restricted economic activity Restricted cultural activity	Wide use of emergency powers Restricted economic activity Specific cultural activity	Return to pre-conflict conditions Demobilisation Diplomatic Economic Cultural Information
	State	Trade and commerce Land use Transport	Restricted trade/commerce Restricted land use Transport	Specific trade and commerce Specific land use Restricted transport	Return to pre-conflict conditions Trade and commerce Land use Transport
	Local	Land use	Land use	Restricted land use	Land use
Military	Private Sector	Global commerce Research and development	Minor restrictions on global commerce Research and development	Major restrictions on global commerce Specific research and development	Return to pre-conflict conditions Development of global commerce Research and development
	Strategic	Intelligence collection Planning Training Regional engagement Public affairs/civil affairs	Surveillance Specific intelligence collection Contingency planning Public affairs/civil affairs	Intelligence in support of campaign and national objectives Contingency planning Direct operations Conduct strategic operations	Return to pre-conflict conditions Demobilisation Reconstitute forces Intelligence collection Planning Training Regional engagement
	Operational	Intelligence collection Campaign planning Joint exercises Combined exercises Public affairs/civil affairs	Surveillance Specific intelligence collection Campaign planning Public affairs/civil affairs	Intelligence in support of campaign Conduct of the campaign	Return to pre-conflict conditions Reconstitute forces Intelligence collection Campaign planning Joint exercises Combined exercises
	Tactical	Individual training Collective training	Surveillance Battle procedure Collective training	Deployment/manoeuvre Collective training	Return to pre-conflict conditions Individual training Collective training
					Manoeuvre Fight battles

CHAPTER 2

MILITARY AND CIVIL ORGANISATIONS

When two work side by side, one or the other spots the opening first if a kill's at hand. When one looks out for himself, alert but alone, his reach is shorter - his sly moves miss the mark.

King Nestor of Pylos, in Homer The Illiad, x, c. 800 BC

INTRODUCTION

2.1 The coordination of Australia's defence effort is essential to ensure the effective and efficient use of the full range of capabilities within the Australian community. Coordination is a result of cooperation.

2.2 The Australian Defence Force (ADF) is required to deal with government and private agencies at all levels. It is important for commanders to identify the relevant organisations and appropriate managers with the necessary authority.

CIVIL AND MILITARY STRUCTURES

Australian Defence Force Organisation

2.3 The command and control structure of the ADF is as follows:

- a. **Australian Defence Headquarters (ADHQ).** ADHQ is the military strategic level of command. Its purpose is to apply military resources to achieve national political objectives in concert with the other elements of national power.
- b. **Headquarters Australian Theatre (HQAST).** HQAST is the operational level of command. Its purpose is to direct campaigns and major operations to achieve strategic military objectives. The operational level provides the link between the military strategic objectives and tactical activity in the theatre of operations.
- c. **Joint Force Headquarters (JFHQ).** JFHQ direct operations in support of the Theatre Commander's objectives.
- d. **Tactical Headquarters.** The tactical level of command is concerned with the planning and conduct of battles and is characterised by the application of concentrated force and offensive action to gain objectives. Examples of tactical level organisations are naval task groups, army task forces and battalions and air force wings and squadrons.
- e. **Defence Centres/Defence Corporate Support Centres.** Defence Centres/Defence Corporate Support Centres are established in each State and Territory. The Head of Defence Centre/Defence Corporate Support Centre is the Chief of the Defence Force's representative in that particular State and carries responsibility for liaison and coordination with all State agencies. Commander Northern Command has Head of Defence Centre/Defence Corporate Support Centre responsibilities in the Northern Territory.

Government

2.4 Australia has three levels of government, Commonwealth, State/Territory and Local, and the division of responsibilities between Commonwealth and State/Territory is not always obvious. Although there are a small number of matters in relation to which the Commonwealth has exclusive legislative powers, States/Territories can legislate in relation to matters in respect of which the Commonwealth has express legislative powers under the Constitution. However, to the extent of any inconsistency between State/Territory and Commonwealth laws on such matters, the Commonwealth laws prevail and the State/Territory laws are invalid. The States/Territories have unqualified power to legislate in respect of other matters.

- a. **Commonwealth.** Express Commonwealth powers include defence, external affairs, interstate and international trade, foreign affairs, immigration and multi-State industrial arbitration.
- b. **States and Territories.** The States and Territories have powers to legislate in areas not exclusively vested in the Commonwealth by the constitution, although inconsistent Commonwealth laws will prevail in areas in respect of which the Commonwealth and States/Territories have concurrent powers. Commonwealth laws on other matters such as natural disasters, criminal law, roads, industrial safety and the environment, will not invalidate inconsistent State/Territory laws.
- c. **Local.** Local Governments are empowered to make regulations in certain areas by State/Territory Governments. There is considerable variety in specific Local Government acts. Associated powers generally include the formulation of regulations involving preparation for emergencies, land use, roads, protection from natural disasters and appointment of local State/Territory emergency services controllers.

2.5 Government Organisations. Numerous government emergency services exist in Australia comprising of approximately 100 000 professional and 500 000 volunteer personnel. These organisations are responsible for protecting life and property during hostilities and disasters. They include organisations such as police, fire, ambulance, State Emergency Services and Red Cross and represent the largest generic group of civilians with which the ADF will interact during operations. National agreements exist to ensure the availability of these resources and facilitate their effective employment for emergency management purposes. Extant arrangements for emergency management within States and Territories are detailed in [chapter 6—‘Operational and Tactical Level Civil–Military Cooperation’](#).

Private Organisations

2.6 The ADF is involved with private organisations that vary from individuals to large multinational corporations. In the early stages of the operational continuum much of this involvement relates to the supply of goods and services based on contracts. In times of conflict and war, ADF units may be required to provide security for vital national assets which may be owned by private organisations. Under circumstances where the threat of armed attack is imminent, ADF commanders may utilise the resources of private organisations for defence purposes in accordance with legislation passed at the time (see [chapter 3—‘Legal Issues in Civil–Military Cooperation’](#)).

2.7 Large National Corporations. Corporations are not dissimilar to military organisations in that they are likely to have a corporate headquarters that deals with strategic issues, an intermediate level responsible for a geographic area or product type, and working levels that deal directly with operators.

2.8 Multinational Corporations. Multinational corporations may have their headquarters in Australia or another country. Foreign owned multinational corporations may present security concerns for the ADF during times of conflict. These concerns could range from withdrawal from contractual obligations to espionage. Elements of the ADF should be guided by government policy and strategic intelligence agencies when dealing with foreign owned corporations.

2.9 Small Business. A major sector of Australian private organisations are small businesses. Small organisations generally have simple structures with authority centralised in a single person or small, executive body.

STRENGTHS AND WEAKNESSES OF CIVIL ORGANISATIONS

2.10 When dealing with civil organisations it is useful to analyse their organisational strengths and weaknesses in relation to the military situation and their anticipated contribution. Factors to be considered include:

- a. **Objectives.** ADF commanders should identify and appreciate the objectives of civil agencies. Depending on the role of the civil organisation, objectives may be focused towards commercial, public welfare, administrative, religious/ideological or philanthropic purposes.

- b. **Communications.** ADF commanders should not assume that information will flow through all civil organisations with the same speed and accuracy as military organisations. Some civil organisations have well developed and thoroughly reliable organisational communications while others are slower and less reliable.
- c. **Level of Understanding.** The ability of civil managers varies as does the efficiency of organisations. Workable planning and staffing systems must be developed between cooperating military and civilian organisations. These systems should utilise the experience and expertise of all members.
- d. **Organisational Culture.** Organisations have systems or patterns of values, symbols, ritual, myths and practice that have evolved over time. These shared systems determine employees' interpretations and beliefs. There is no definitive method for assessing organisational culture but factors to be rated include individual initiative, risk tolerance, communication patterns, the degree to which individuals identify with the organisation, control, conflict tolerance and internal integration. Organisational culture impacts on civil-military cooperation (CMC) in positive and negative ways and needs to be managed.
- e. **Leadership and Management Styles.** A variety of leadership and management styles exist. The effectiveness of styles should be assessed with regard to the military situation and the desired output from the civil organisation.
- f. **Labour Management Relations.** The interactions between unions and an organisation's management may impact on the effectiveness of a civil organisation and its degree of cooperation with the ADF.

OBJECTIVES AND MOTIVES FOR CIVIL-MILITARY COOPERATION

Military Objectives

2.11 Objectives for dealing with civil agencies should be identified by commanders and staff before consultation. Objectives vary depending on the level and the situation. The following lists are indicative:

- a. **ADHQ:**
 - (1) to provide advice to the Commonwealth Government,
 - (2) to confirm national objectives and interests,
 - (3) to provide guidance to subordinate commanders for planning,
 - (4) to set military end-states,
 - (5) to coordinate national resources,
 - (6) to coordinate combined operations, and
 - (7) to seek information.
- b. **HQAST:**
 - (1) to provide advice to State and Territory Governments,
 - (2) to achieve operational objectives in line with the intent of the host government or controlling authority during operations in a foreign country,
 - (3) to coordinate protection of civilians and vital national assets, and
 - (4) to seek information.

c. **JFHQ and Tactical Headquarters:**

- (1) to provide advice to Regional and Local Governments,
- (2) to achieve operational objectives in line with the intent of the host government or controlling authority during operations in a foreign country,
- (3) to coordinate protection of civilians and vital national assets within a joint force area of operations or tactical area of responsibility,
- (4) to utilise civil resources and shape the civil environment in support of military objectives,
- (5) to coordinate resources from government or civil sources, and
- (6) to seek information.

Civil Motives

2.12 CMC is required at all stages of the operational continuum, however difficulties may occur when threats are uncertain or lack visibility and defence powers are narrow. To assist in gaining the cooperation of civil agencies it is useful to analyse their motives for cooperation or non cooperation prior to consultation. In this context motivation is assessed as the willingness to exert higher levels of effort to assist defence efforts.

2.13 Motives for Cooperation. Motives for cooperation include:

- a. **Legal Compulsion.** Defence power, as granted in the Constitution and the Defence Act (see [chapter 3—‘Legal Issues in Civil–Military Cooperation’](#)), expands as the nation progresses along the operational continuum. Civil agencies during conflict and war may be compelled under some circumstances to cooperate with military organisations to meet national defence objectives.
- b. **Self Preservation.** Civil agencies at all levels may cooperate in the face of a threat. During periods of conflict and war, threats may be self evident. In periods of peacetime engagement and tension it may be necessary to convince civil agencies that prudent measures are required.
- c. **Goodwill.** In many circumstances the relationship between civil agencies and the ADF may be conducive to cooperation. Commanders at all levels should work to ensure goodwill exists with the relevant civil agencies.
- d. **Mutual Benefits.** In some situations civil agencies may be induced to cooperate for mutual benefit.
- e. **Financial Reward.** Many CMC situations will involve contracts for the supply of goods or services. If the civil motivation for cooperation is based on financial reward, ADF elements should ensure that systems for timely payment are in place. The terms of the contract should address the issue of supply when civil agencies are at risk from enemy action.

2.14 Motives for Non Cooperation. Motives for non cooperation include:

- a. **Lack of Understanding.** Ignorance of threat may be a prime factor for non cooperation. ADF commanders should develop systems to keep civil authorities informed (consistent with security requirements) of developments in the military situation and the possible consequences of non cooperation.
- b. **Fear of Personal Injury or Death.** A fear for personal safety may result from a lack of understanding of the nature of military operations by civilian organisations. Alternatively a genuine concern about an adversary’s ability to discriminate between collocated military targets and civilians may exist. Commanders must develop systems based on information and trust to reduce these fears. Assignment of forces to protect civilians may be necessary to reinforce confidence.

- c. **Fear of Damage to Property or Livelihood.** Civil authorities or the civil population may not cooperate with the ADF for fear of having property or means of livelihood damaged by military activity. It is important to have procedures in place that assure civil authorities that troops will respect property and any damage must be as a last resort and justified by military necessity. The positioning of military resources, where possible, should be away from civilian populations to avoid danger to the public resulting from an adversary's retaliation or action.
- d. **Competition for Scarce Resources.** Civilian and military organisations may compete for scarce resources such as energy, water, food and use of facilities and infrastructure. Movement of military organisations into areas and the subsequent drain on resources may threaten the livelihood of citizens. Civilian resistance to providing adequate resources for military operations can be alleviated by planning prior to operations. For operations in defence of Australia, once operations have commenced and defence powers have been invoked, a National Strategy may give precedence of resource allocation to satisfy military needs. During operations overseas, Australian or foreign government policy or guidance may define the precedence to be given.
- e. **Ideology.** Some elements of the civil population may refuse to cooperate with the ADF on ideological grounds. Solutions to this problem vary according to the situation and stage of operational continuum. When military threats are not obvious, defence powers may not be able to be applied. Negotiation may be necessary to win the cooperation of civil agencies involved.

CHAPTER 3

LEGAL ISSUES IN CIVIL–MILITARY COOPERATION

INTRODUCTION

3.1 The Constitution of the Commonwealth of Australia gives legitimacy to the Australian Defence Force (ADF) and allows for its employment in protecting national security. Legislation covering control and administration of the ADF is contained in the *Defence Act 1903*.

3.2 In the context of this chapter the following terms are described:

- a. **'War'** is synonymous with the term **'armed conflict'** and is defined as conflict between States in which at least one party has resorted to the use of armed force to achieve its aims. It may also embrace conflict between a State and organised, disciplined and uniformed groups within the State, such as organised resistance movements.
- b. **'Defence emergency'** is defined as the period between the publication of a proclamation by the Governor-General that a state of defence emergency exists and the publication of a proclamation that such a state no longer exists. Declaration of a 'defence emergency' is a matter for ministerial judgment based on the prevailing situation and the legislative necessity to declare such a state.

3.3 The purpose of this chapter is to describe the legal constraints under which the ADF might conduct operations throughout the operational continuum during operations in defence of Australia. Legal advice should be sought to ensure appropriate consideration is given to the subject areas described.

3.4 During the conduct of operations outside Australian territory, legal constraints may be imposed by the country with sovereignty over the area of operations (AO), or other nations involved in coalition operations. Australian Defence Force Publication 37 (ADFP 37)—*Law of Armed Conflict* provides guidance to commanders for the planning and conduct of ADF operations in armed conflict and details responsibilities and obligations for ADF members.

LEGAL CONSTRAINTS

Constitution and Defence Power

3.5 The Constitution gives the Commonwealth Parliament power to legislate for a limited range of matters including the defence of Australia. The relevant 'defence power' is contained in subsection 51(vi), which reads:

'The Parliament shall, subject to this Constitution, have power to make laws for the peace, order, and good government of the Commonwealth with respect to:

The naval and military defence of the Commonwealth and of the several States, and the control of the forces to execute and maintain the laws of the Commonwealth.'

3.6 The extent of defence power varies according to the state of international tension. It allows the Commonwealth to do whatever is necessary to ensure the survival of the country. The greater the perceived threat to the Commonwealth, the greater latitude the Constitution allows in acting, by way of legislation or executive action, to meet that threat. A High Court decision on the defence power explains:

'unlike some other powers its application depends upon facts, and as those facts change so may its actual operation as a power enabling the legislature to make an actual law The existence and character of hostilities, or a threat of hostilities, against the Commonwealth are facts which will determine the extent of operation of the power.' [per Dixon J., in *Andrews v. Howell* (1941) 65 C.L.R. 255 at p. 278].

3.7 The exercise of defence power is by either legislative or executive action. The Constitution vests legislative power in the Parliament and provides that the laws created must be put into effect by the Executive. The term Executive can mean government departments and their offices, and it is at this level that the day-to-day execution of the law takes place. The term Executive is also used to mean Cabinet or relevant members of Cabinet. Cabinet is not involved in the day-to-day execution of the law

but makes policy. In a time of expanded defence power, much of the legislation created to facilitate the defence of Australia is subordinate legislation, by way of regulations made by the Federal Executive Council which is headed by the Governor-General acting with the advice of Ministers attending. In short-warning conflict, Parliament could grant the Executive a regulation making power with respect to defence. If conflict develops slowly, this might consist of successive grants which supplement and widen the scope of earlier grants.

Executive Action

3.8 The Commonwealth can take action under the defence power without creating legislation, although where the action is likely to override other peacetime rights (such as State powers) it is likely to create legislation or regulations.

3.9 During peacetime the Commonwealth can encourage States to make preparations to ensure efficient civil-military cooperation occurs during tension, conflict and war. Such preparations should include infrastructure, mechanisms, procedures and participation in exercises.

Commonwealth Powers in Times of Tension and Conflict

3.10 In time of international tension short of war or defence emergency, the situation is not as clear as in times of war or peace. The range of permissible actions open to the Commonwealth increases with the degree of tension. What can be done under the defence power depends upon the degree of the emergency that exists.

Commonwealth Powers in War

3.11 Defence power is at its widest during war. Parliament may legislate to regulate anything which is related to the prosecution of the war and, provided its actions are authorised by Parliament, the Executive is permitted to do what is necessary to prosecute the war.

CIVIL CONSIDERATIONS

State Emergency Powers

3.12 The responsibility for the conduct of operations in the defence of Australia lies with the Commonwealth, not the civil law enforcement powers of the States. State Governments are responsible for the conduct of normal domestic activities within its boundaries in a way appropriate to changed circumstances, subject to the Commonwealth's overriding authority in relation to defence. For example, States are responsible for areas such as public safety, transport and essential services. By maintaining these services, States play an important role in assisting the ADF to counter any threats.

3.13 Apart from the defence power, the Commonwealth has a wide range of powers including customs, fisheries, immigration and quarantine. Significant foreign activities, national security operations in times of tension and during hostilities, or operations against hostilities occurring offshore are Commonwealth responsibilities.

3.14 Close coordination of all civil enforcement activities at the national level could be expected to occur soon after the identification of a probable threat. Response activities are directed by the Federal Government, with the State and Territory Governments being kept informed and their cooperation sought in appropriate areas. Cooperation includes resource provision and management, exchange of information and intelligence and advice on specific local issues or problems.

3.15 State or Territory coordination bodies tie in all responsibilities and influence Commonwealth policy and control. They ensure that State and Commonwealth directed activities are mutually productive and support national, in particular defence, objectives. In any military operation where ADF personnel are in contact with elements of the civilian population, a regime for coordinating Defence and civil activities is required. ADF members must comply with State laws which are consistent with valid Commonwealth laws or which do not interfere with the legitimate performance of defence duties.

3.16 **Civil Defence.** ADF personnel assigned to civil defence organisations must be clearly distinguishable from other members of the ADF and are not permitted to perform military duties during conflict. Such personnel must be permanently assigned to the civil defence task. Legal advice should be sought if such action is contemplated.

Protection of States

3.17 Section 119 of the Constitution requires that the Commonwealth protect the States in two circumstances: upon invasion and from domestic violence. These are two distinctly separate situations.

3.18 Protection Against Invasion. The first leg of section 119 of the Constitution specifies that the Commonwealth shall protect every State against invasion. Actions taken under this power are actions in defence of Australia and lie with the Commonwealth, even where no actual invasion has taken place but there is anticipation that one may occur. Actions taken under this power must not be confused with aid to the civil power actions, which are initiated, in the case of the Commonwealth, under sections 61 and 68 and placitum 51(vi) of the Constitution, and in the case of the States, under section 119.

3.19 Aid to the Civil Power. Aid to the civil power is Defence Force aid to the Commonwealth and/or State/Territory Governments and their civil authorities in the performance of law enforcement tasks under the provisions of the Constitution which deal with the command and role of the Defence Force. In relation to the first, the executive power of the Commonwealth is exercisable by the Governor-General and extends to the execution and maintenance of the laws of the Commonwealth (section 61). The command in chief of the naval and military forces of the Commonwealth is vested in the Governor-General (section 68) and the Parliament is given power to make laws for the control of the forces to execute and maintain the laws of the Commonwealth (placitum 51(vi)). Section 119 specifies that the Commonwealth shall protect every State ... on the application of the Executive Government of the State, ... accordingly for the protection of that State against domestic violence. The possible application of armed force distinguishes aid to the civil power from assistance to the civil community (see [chapter 1—‘Nature of Civil–Military Cooperation’](#)). Section 51 of the *Defence Act 1903* provides that the Governor-General acting on a State request may:

‘... call out the Permanent Forces and in the event of their numbers being insufficient may also call out such of the Emergency Forces and the Reserve Forces as may be necessary for the protection of that State, and the services of the Forces so called out may be utilised accordingly for the protection of that State against domestic violence ...’

3.20 It is for the Commonwealth to decide how to respond to a State’s request for aid to the civil power. In the role of protecting the States against domestic violence, the Defence Force operates under conditions which are detailed in Australian Military Regulations, Air Force Regulations and Naval Instructions.

Employment of Civilians

3.21 Legal factors determine the extent to which civilians may be employed to support ADF operations. Mobilisation planning which intends the employment of civilians in support of operations needs to consider the effect of a considerable body of law including the Law of Armed Conflict (LOAC), and in particular, Additional Protocol 1 of the Geneva Conventions; the *Defence Act 1903*; the Defence Force Discipline Act; the *Safety, Rehabilitation and Compensation Act 1988*; and other domestic law.

3.22 Legal guidelines applying to the employment of civilians are as follows:

- a. A civilian employed by the military in an AO retains the status of a civilian. If an employee is a reservist, that person would become a combatant only if called out in that capacity under the Defence Act.
- b. Under LOAC civilians are protected against the dangers arising from military operations. They lose that protection if they take direct part in hostilities. A fundamental principle of LOAC is that the exposure of civilians (noncombatants) to the dangers of armed conflict must be minimised, although it is recognised that such exposure will occur and cannot always be avoided. Accordingly, parties to a conflict have an obligation (to the maximum extent feasible) to remove civilians from the vicinity of military operations. LOAC recognises that civilians may be in support of operations but only if military necessity applies. Civilians employed in support of operations, if not directly involved in hostilities, do not lose their protection, but are at risk of death or injury if on a military objective when it is attacked. The underlying theme of LOAC development is to maintain the distinction between combatants and noncombatants.

- c. To employ civilians directly in a combatant role is to deprive them of the protection accorded to the civilian population. If civilians take part in direct combat functions, such as defending installations from attack, they are no longer classed as civilians for the purposes of protection. Civilians located in or on a military objective do not lose their LOAC protection merely by the fact that they are so located but are at greater risk of death or injury.
- d. While it is lawful to employ civilians for reasons of military necessity, for example to satisfy the need for certain technical skills, there is a general principle that such reliance should not be deliberately engineered solely on economic grounds.
- e. Civilians accompanying armed forces are entitled to prisoner-of-war status. Civilians employed by the military, upon capture, are entitled to be treated as prisoners of war (not protected persons), although there is no guarantee that this will occur.
- f. A civilian may be authorised to carry arms for the purpose of individual self-defence. A civilian is not to engage in direct hostilities with the enemy and therefore cannot be used in the collective defence of a military objective or establishment.
- g. A civilian cannot be legally compelled to remain in, or move to, an AO as part of that person's terms of employment.
- h. Civilians must consent in writing if they are to be bound by the provisions of the Defence Force Discipline Act and then only certain provisions apply. If civilians do not consent, the Defence Force Discipline Act does not apply to them.

Requisition Powers

3.23 During defence emergencies the ADF needs to have recourse to the assets and resources existing in the community such as vehicles, equipment, fuel and buildings. In most cases the Commonwealth contracts, leases, buys or charters the services and items it requires. In cases where materiel and buildings need to be requisitioned for defence purposes, defence power facilitates the passing of legislation to authorise this. Fair compensation for any item requisitioned is guaranteed by the Constitution and LOAC.

Siting of Defence Facilities

3.24 A factor in the consideration of facilities requirements for military purposes is the provision of Article 58 of Protocol 1 Additional to the Geneva Conventions of 1949. This article requires, that during conflict, to the maximum extent feasible, military objectives should not be located near densely populated areas and that other necessary precautions to protect the civilian population are to be taken.

Administrative Law

3.25 Administrative law is concerned with the procedures for administrative decision making and the means by which aggrieved citizens can seek review of administrative decisions. Defence decision making in any emergency requires the use of discretionary powers by administrative officers. Laws embodied in legislation such as the *Administrative Appeals Tribunal Act 1975*, the *Ombudsman Act 1976* and the *Administrative Decisions (Judicial Review) Act 1976* remain in force and Defence personnel are bound by their provisions. Administrative law impacts on such diverse matters as immigration, freedom of movement, security of information, compensation, equal opportunity, discrimination, harassment and control of aliens. Staff may need to seek legal counsel during operational planning.

CHAPTER 4

AUSTRALIAN DEFENCE FORCE ASSISTANCE TO CIVIL AUTHORITIES AND ORGANISATIONS

INTRODUCTION

4.1 The categories of assistance to civil authorities are:

- a. during peace and tension:
 - (1) Defence Assistance to the Civil Community (DACC), and
 - (2) Defence Force Aid to the Civil Power (DFACP), and
- b. during periods of conflict: Defence Force Aid to Civil Defence (DFACD).

DEFENCE ASSISTANCE TO THE CIVIL COMMUNITY

4.2 For the purpose of this chapter, the following definitions apply:

- a. **DACC.** DACC is the provision of Defence resources for the performance of tasks which are primarily the responsibility of the civil community, where there is no likelihood that Australian Defence Force (ADF) personnel will be required to use force.
- b. **Defence Resources.** Defence resources include personnel, equipment, stores, supplies and facilities, and expenditure from Defence outlay on administration, personnel support, equipment operation, repair and maintenance.
- c. **Civil Community.** The civil community includes Commonwealth and State/Territory Government departments, agencies and authorities (including law enforcement agencies and emergency services) and the community at large (including clubs, organisations and commercial enterprises).

4.3 DACC includes Defence assistance to State authorities for events such as civil emergencies, natural disasters, significant Commonwealth or State/Territory anniversaries, significant cultural events, and special aeromedical evacuation. DACC provides assistance to civil authorities in the performance of law enforcement related tasks, where there is no likelihood that Defence personnel will be required to use force. This also covers the provision of training assistance to Federal, State and Territory police forces. Defence policy and procedures for the provision of DACC are contained in Defence Instruction (General) (DI(G)) OPS 05-1—*Defence Assistance to the Civil Community—Policy and Procedures*.

Resources Considerations

4.4 **Resource Considerations.** DACC requires diversion of resources away from other Defence activities. Consequently the following considerations need to be addressed when considering the appropriateness of DACC tasking:

- a. the cost and its implications;
- b. the effect on Defence operational and training commitments and programs;
- c. the appropriateness of using defence assets to perform the tasks;
- d. the availability of other non-military assets to perform the task; and
- e. the protection of the Commonwealth (by the provision of indemnity and/or insurance) against liability for personal injury or death, property loss or damage and third party claims arising from the activity.

Emergency Management Australia

4.5 Emergency Management Australia (EMA) coordinates provision of Commonwealth assistance to States and Territories following a disaster or civil emergency. Detailed procedures for tasking and deployment of Defence resources remain the responsibility of the ADF.

DEFENCE FORCE AID TO THE CIVIL POWER

Policy

4.6 DFACP is the provision of Defence Force aid to supplement law enforcement measures undertaken by the Federal, State or Territory Governments and their responsible authorities. It is provided within the terms of the Constitution, existing legislation and common law, in situations where there is a likelihood that members of the ADF may be required to use force. Force may differ in degrees from deliberate acts of minor physical restraint to the use of weapons or other means that could cause death or injury.

4.7 DFACP is implemented by Government only when capabilities and resources of the civil authorities are inadequate or unsuitable and it appears that military force may be required to resolve the situation.

Nature of Possible Tasks

4.8 DFACP tasks could range from an assault on a terrorist occupied stronghold through to more general assistance to the police in protecting the public. Examples are:

- a. counter-terrorist operations,
- b. controlling public movement, and
- c. picketing and guarding.

4.9 DFACP is restricted to those situations where the ADF has appropriate skills, training and equipment. Tasks in the nature of ordinary police functions should not be undertaken by the ADF if the use of military force is unlikely to be required.

Current Legislation

4.10 Legislation governing provision of DFACP is contained in the Constitution (sections 51(vi), 61 and 119), the Defence Act (section 51), Australian Military Regulations (AMR) part V and Air Force Regulations (AFR) part IX. It provides for employment by the Commonwealth:

- a. on its own initiative, for aiding the civil power for the protection of its servants or property or the safeguarding of its interests; and
- b. in response to a formal request by a State government to protect the State against domestic violence.

4.11 While sections 51(vi), 61 and 119 of the Constitution and section 51 of the Defence Act are applicable to the Royal Australian Navy (RAN), there are no specific RAN regulations comparable to AMR part V or AFR part IX. Extant Defence Instructions (Navy) and regulations contained in the RAN publication ABR 1920—*Small Arms Training, Ships Defence Team, Landing and Boarding Operations for the RAN* are applicable.

Special Authorisations

4.12 There are occasions when the ADF is required to enforce Commonwealth law and protect Federal interests without first having been called out. Certain Commonwealth legislation specially authorises action by ADF members. The Customs Act, Crimes Act, Quarantine Act, Fisheries and Continental Shelf (Living Natural Resources) Act, Torres Strait Fisheries Act and *Petroleum (Submerged Lands) Act 1967* contain such provisions. Similar authorisation exists under international law in the case of piracy on the high seas. ADF aid under these acts is generally provided by the RAN in support of other government departments.

General Principles

4.13 Applicable general principles for provision of DFACP are:

- a. **Supremacy of the Civil Power.** The law of the land is not suspended or superseded by a call out of the ADF. The civil power remains supreme and members of the ADF called out remain subject to civil law and are liable to its penalties. Supremacy of the civil power is affirmed by the formal requirement for call out and reflected, in the specific case of terrorism, by Federal and State/Territory Government control of a response to a terrorist incident in accordance with the national anti-terrorist plan.
- b. **Minimum Force.** Members of the ADF employed on a DFACP task must not use excessive force. The amount of force must be reasonable in the circumstances as known at the time the force was used. Tactical procedures and drills used in particular situations provide a means of ensuring a graduated response to assist in achieving this principle, but do not alter the individual Service member's obligation to use no more force than necessary. The use of minimum force does not imply the use of a minimum number of troops.
- c. **Military Command.** Members of the ADF providing aid to the civil power are to remain under ADF command. A force commander appointed by the Chief of the Defence Force acts in accordance with directions given by the Minister for Defence that are issued through ADF command channels as military orders. In executing these directions, force commanders remain fully accountable for their actions in civil law. Wherever practicable and appropriate, force commanders should arrange for ADF personnel involved to be accompanied by police.

Legal Requirement

4.14 The Governor-General, acting on the advice of the Federal Executive Council, must call out the ADF prior to its employment on DFACP tasks. This is applicable whether use is on the Government's own initiative to protect its servants or property or safeguard its interests, or in response to a formal request by a State government.

4.15 Any approach for assistance made by a Federal or State law enforcement authority which may result in the use of military force is considered by government in consultation with CDF. Aid to the civil power is only provided in accordance with the following procedures as required by law:

- a. **Call Out.** The Governor-General, acting on the advice of the Federal Executive Council, may call out the permanent forces of the ADF and if this force is insufficient, may also call out the Reserve forces (although legislation prohibits employment of Reserve forces in aid to the civil power during industrial disputes, stoppages or strikes), where under:
 - (1) section 119 of the Constitution, a State makes application for protection against domestic violence in that State and the Government decides to provide assistance and further decides that the use of the ADF is the appropriate form of assistance (this is referred to as State-initiated call out); and
 - (2) sections 61 and 51(vi) of the Constitution the Government decides to use the ADF to protect its servants or property or safeguard its interests (this is referred to as Commonwealth-initiated call out).
- b. **Command and Control.** Once elements of the ADF are ordered to provide aid to the civil power, tasking is effected through the normal Service chain of command. Where there is a joint Service aspect, coordination of Defence Force aid is normally effected through the respective Defence Centre/Defence Corporate Support Centre. In a terrorist incident where the ADF provides aid to the civil power, command of all ADF resources assigned to the operation is vested in the force commander appointed for the operation. Where coordination requires continuous liaison with the civil authorities, an ADF liaison officer is designated.
- c. **References and Procedures.** Other related material is contained in DI(G) OPS 01-1—*Defence Force Aid to the Civil Power (DFACP)—Policy and Procedures*.

AUSTRALIAN DEFENCE FORCE PARTICIPATION IN THE NATIONAL ANTI-TERRORIST PLAN

4.16 Responsibility for responding to and countering a terrorist threat rests with civil governments and their law enforcement agencies. The nature of terrorism could, however, lead to a situation where the responsible civil authorities lack the capability to deal with the threat. When these conditions exist the civil authority may seek assistance from the ADF. This may be provided as DACC or DFACP.

4.17 The National Anti-Terrorist Plan (NATP) recognises that terrorism comprises of criminal acts, the operational handling of which is primarily the responsibility of the Commissioner of Police in the jurisdiction concerned. It also recognises terrorism is of direct concern to the Commonwealth and all State/Territory Governments. All governments have agreed to cooperate in the handling of acts of politically motivated violence and have endorsed the NATP which details national prevention, response and investigation arrangements.

Coordinating Policies and Strategies

4.18 Standing Advisory Committee on Commonwealth/State Cooperation for Protection Against Violence (SAC-PAV). The principle national coordination body is SAC-PAV. It proposes to Government strategies and policies necessary to counter terrorism and politically motivated violence in Australia. Through cooperation between relevant Commonwealth and State/Territory agencies, SAC-PAV develops, monitors and reviews nation-wide arrangements and preparedness for protecting Australia from terrorism and politically motivated violence. Standing and ad hoc subcommittees, projects and working groups are established by SAC-PAV to develop and manage specific aspects of national counter-terrorism arrangements.

4.19 Special Interdepartmental Committee for Protection Against Violence (SIDC-PAV). SIDC-PAV provides policy advice to Commonwealth Ministers concerning politically motivated violence and coordinates precautionary and response arrangements by Commonwealth agencies. For consideration of responses to a threat or incident, the SIDC-PAV may form a Special Incidents Task Force. Members of the SIDC-PAV may develop the basis of the Commonwealth crisis management arrangements during an incident.

4.20 Protective Security Coordination Centre (PSCC). PSCC is a branch of the Attorney General's Department and provides the executive, secretariat services and administrative support for both the SAC-PAV and the SIDC-PAV.

Circumstances

4.21 DACC. Possible DACC tasking to assist in countering terrorism includes:

- a. non-emergency bomb disposal,
- b. post-blast analysis,
- c. searches for hidden materials,
- d. communications and control facilities,
- e. interpreters,
- f. transport, and
- g. administrative and medical support.

4.22 DFACP. If the Commonwealth considers that DFACP should be rendered, there must be call out by the Governor-General before ADF can be used. Aid may include:

- a. recovery of hostages held by terrorists;
- b. recovery of aircraft, ships and land vehicle;
- c. recovery of offshore oil and gas installations;
- d. recovery of buildings and installations;

- e. cordon;
- f. building search;
- g. control of public movement; and
- h. picketing and guarding.

Principles

4.23 The principles applying to the provision of DFACP in counter-terrorist operations are:

- a. **Primacy of the Civil Power.** The civil power remains paramount at all times. ADF personnel remain subject to the law and are accountable for their actions.
- b. **Task is Beyond the Capabilities of Civil Authorities.** This requires a reasonable and prudent judgment which includes an assessment of the relative specialist capabilities of the police and the ADF. For a major siege or hostage incident the Commonwealth is expected to receive a request for ADF assistance.
- c. **Use of Force as a Last Resort.** The Defence Force is only used to resolve an incident by force as a last resort.
- d. **Use of Minimum Force.** The Defence Force is to apply only that force necessary to resolve the immediate incident.
- e. **Retention of Military Command.** Defence Force members remain under military command at all times when operating in aid of the civil power.
- f. **Skills and Capabilities Appropriate.** The Defence Force should be used only for situations where its specific skills and capabilities are appropriate to the task.
- g. **Responsibility Remains With Police.** Overall responsibility remains with the Police Forward Commander after handover of a task to the ADF Force Commander.

DEFENCE FORCE AID TO CIVIL DEFENCE

4.24 Civil defence is defined as the performance of humanitarian tasks intended to protect the civilian population against the dangers of, and to help it recover from the immediate effects of, hostilities or disasters and also to provide the conditions necessary for its survival. For the purposes of this publication, DFACD differs from DACC/DFACP in that it is concerned with aiding civil defence agencies in protecting the civil population in periods of conflict. The functions of DFACD are:

- a. protecting the civil population against the effects of hostilities,
- b. assisting the civil population in recovering from the immediate effects of hostilities, and
- c. providing the conditions necessary for the survival of the civil population.

4.25 The Australian civil defence approach is to utilise extant emergency management arrangements as the basis of the civil defence structure during conflict. This effort significantly reduces the burden on military commanders during operations and relies on coordinated planning between military and civil defence authorities.

4.26 The tasks that are encompassed by civil defence, and therefore likely DFACD operations are:

- a. warning,
- b. evacuation,
- c. management of shelters,
- d. management of blackout measures,
- e. rescue,

- f. medical services,
- g. firefighting,
- h. detection and marking of danger areas,
- i. decontamination and similar protective measures,
- j. provision of emergency accommodation and supplies,
- k. emergency assistance in the restoration and maintenance of order in distressed areas,
- l. emergency repair of indispensable public utilities,
- m. emergency disposal of the dead,
- n. assistance in the preservation of objects essential for survival, and
- o. complementary activities necessary to carry out the tasks including planning and organisation.

4.27 The availability of ADF assets for DFACD is determined by military imperatives. Defence of Australia generally places priority on achieving military objectives to assure the security of the State/Territory. Civil authorities may not have primacy of authority in DFACD operations and tasks may be conducted in direct support of military operations. Regardless, DFACD requires a consultative process to ensure the effective and efficient use of ADF assets to provide humanitarian assistance. This is facilitated by the system described in [chapter 5—‘Australian Civil–Military Cooperation System’](#) and [chapter 6—‘Operational and Tactical Level Civil–Military Cooperation’](#). Outside this formal process, commanders should be given the flexibility to respond to immediate civil defence issues in accordance with their own judgment.

Considerations

4.28 Considerations for providing DFACD include the following:

- a. the aim of the military operation being conducted;
- b. the impact of providing ADF resources on current and future military operations;
- c. the impact of the civil defence situation on current and future military operations;
- d. the nature and severity of suffering being endured and humanitarian obligations;
- e. the long-term impact of the civil defence situation, in particular post conflict, if not resolved; and
- f. the impact of providing DFACD on the morale and will of the Australian people.

Legal Aspect

4.29 ADF personnel assigned to civil defence organisations must be clearly distinguishable from other members of the ADF and are not permitted to perform military duties during conflict. Such personnel must be permanently assigned to the civil defence task.

4.30 Civilians conducting civil defence tasks and ADF members assigned to civil defence organisations are protected by International Humanitarian Law under Geneva Protocols.

Emergency Management Australia

4.31 EMA is the Commonwealth Government agency responsible for coordinating policy and support for civil defence in defence of Australia. This is effected through State/Territory emergency management organisations in conjunction with the ADF.

CHAPTER 5

AUSTRALIAN CIVIL–MILITARY COOPERATION SYSTEM

INTRODUCTION

5.1 The Australian civil-military cooperation (CMC) system provides the means to coordinate Australian Defence Force (ADF) activities with those of Commonwealth, State/Territory, Regional and Local Governments throughout the operational continuum. The system utilises extant mechanisms of government and operates through consultation and coordination. It should be noted that the Australian Constitution and *Defence Act 1903* give the Commonwealth power to do whatever is necessary to preserve itself in defence emergencies (see [chapter 3—‘Legal Issues in Civil–Military Cooperation’](#)), and that the ADF may be the principal means by which this power is exercised. The structure of the system is shown at [annex A](#).

5.2 The CMC system within Australia is based on the following elements:

- a. national strategic CMC,
- b. Commonwealth–State/Territory CMC,
- c. intra State/Territory CMC, and
- d. intra joint force area of operations (JFAO) CMC.

5.3 The CMC system facilitates coordination between all areas including the Prime Minister, Cabinet, Government departments, State Premiers, Territory Chief Ministers and the strategic, operational and tactical levels of the ADF. In consultation with the Service Headquarters, the operational level commanders and the Department of Defence, Chief of the Defence Force (CDF) identifies ADF requirements and consults with relevant Government departments via interdepartmental committees. Issues which cannot be resolved by interdepartmental consultation, or require additional State/Territory level coordination, are referred to the Commonwealth–State/Territory consultative mechanisms.

NATIONAL STRATEGIC CIVIL–MILITARY COOPERATION

Purpose

5.4 The purpose of national strategic CMC is to coordinate ADF activities with those of other Commonwealth departments to achieve national objectives.

Role of the Chief of the Defence Force

5.5 CDF is responsible for providing strategic military policy advice to Government and for commanding ADF operations, which includes strategic level CMC support. In times of tension or conflict a substantial number of issues, including formulation of national policies and the provision of support for ADF operations, require detailed interdepartmental consultation. In times of crisis the existing higher level interdepartmental processes and committees continue, and probably increase the frequency of consultation.

Participants

5.6 The following elements participate in national strategic level coordination:

- a. **National Security Committee of Cabinet (NSCC).** The NSCC consists of the Prime Minister (Chairperson), the Ministers responsible for Foreign Affairs and Trade, Defence, the Attorney-General and the Treasurer. Other ministers are seconded to the Committee when issues relevant to their portfolios are being addressed. The NSCC is the focal point of decision making on national security. It meets regularly and considers strategic developments and major issues of medium to long-term relevance to Australia’s national security interests.

- b. **Secretaries Committee on National Security (SCNS).** The SCNS is chaired by the Secretary of the Department of Prime Minister and Cabinet (PM&C). Its core membership includes the departmental secretaries from Foreign Affairs and Trade, Defence, Attorney-General and the Treasury, and the Director-General of the Office of National Assessments. Heads of other departments and security/intelligence agencies are involved as required. The SCNS meets at least monthly.
- c. **National Security Committee Office.** The National Security Committee Office is located within the Department of PM&C. The responsibilities of this office include:
 - (1) the provision of staff support to the NSCC and the SCNS,
 - (2) advice to the Secretary of PM&C on national security matters relevant to the SCNS,
 - (3) liaison between departments on national security issues, and
 - (4) development and coordination of national security policy.
- d. **Strategic Policy Coordination Group (SPCG).** The SPCG is the highest working level interdepartmental committee. It is chaired by the Deputy Secretary (DEPSEC) of PM&C with representatives from the Departments of Defence and Foreign Affairs and Trade. The Vice Chief of the Defence Force is the ADF representative and DEPSEC Intelligence usually represents the Secretary of the Department of Defence. Representatives from other departments such as Attorney-General and Finance are normally invited. The purpose of the SPCG is to enhance interaction and coordination on strategic and security issues and advise respective ministers who, in turn, make decisions in Cabinet. The SPCG meets as required during a crisis.
- e. **Interdepartmental Committee (IDC).** The IDC is the staff level coordination committee below the SPCG. Membership is based upon the nature of the crisis. Generally membership mirrors that of the SPCG but may also include other organisations such as the Australian Security Intelligence Organisation. As well as coordinating the actions required by other departments in support of military activities, the IDC provides the planning process with information on non-military options being developed and military support required for those operations.

COMMONWEALTH–STATE/TERRITORY CIVIL–MILITARY COOPERATION

Purpose

5.7 Commonwealth–State/Territory level CMC facilitates coordination between Commonwealth, ADF and State/Territory Government activities and ensures that national involvement in security and policy coordination.

Participants

5.8 Participants in Commonwealth–State/Territory level CMC are:

- a. **Council of Australian Government (COAG).** The COAG is a routine body of Government, chaired by the Prime Minister and attended by State Premiers and Territory Chief Ministers. When necessary, CDF or an appointed representative attends. It is acknowledged that some States/Territories may come under greater threats than others but it is important that all relevant national agencies are involved in security and policy coordination. This is particularly important during the periods of tension when nationwide clandestine terrorist activities may be undertaken. Civil support for ADF operations also requires close coordination between Federal and State/Territory Governments and departments and the ADF.

- b. **COAG Support Group (COAGSG).** The availability of State Premiers/Territory Chief Ministers and Government Ministers for consultation on a continuous basis is unlikely. Staff support for the COAG is provided by the COAGSG which consists of representatives of relevant Commonwealth departments (including Defence), States and Territories. It is probable that Federal and State/Territory Departments and agencies would utilise the COAGSG channels as the major mechanism for vertical and lateral consultation.

INTRA STATE/TERRITORY CIVIL–MILITARY COOPERATION

Head of Defence Centre/Defence Corporate Support Centre Role

5.9 Within each State/Territory, the Head of Defence Centre/Defence Corporate Support Centre (HDC/DCSC) (Commander Northern Command in the case of the Northern Territory) is the principal military point of contact with State/Territory Governments. HDC/DCSC is responsible for arranging and implementing the CMC system within their respective States or Territories.

Australian Defence Force Preferred System

5.10 The ADF preferred mechanism within each State/Territory is based on the existing emergency management/counter disaster organisations (EM/CDO). The extant EM committees contain the relevant personnel for liaison with the ADF at each level including shire officials, police and representatives of major local industries. ADF representation on State and Territory committees varies depending on force disposition, the progress of operations and the availability of suitable personnel.

Terminology

5.11 As each State/Territory emergency management structure varies, extant structures and EM/CDO names may be retained. ADF representation is provided at all levels, when appropriate. It should be noted that some States/Territories, while willing to adopt the procedures outlined in this chapter, may not adopt the terminology. The term 'State/Regional/Local CMC Committee (SCMCC/RCMCC and LCMCC)' distinguishes the CMC system from the normal emergency management system.

Intelligence Support

5.12 The existing State/Territory police intelligence network is used for intra State/Territory and inter State/Territory intelligence exchange. Standing Advisory Committee for Protection Against Violence procedures provide assistance as necessary with intelligence coordination at the national level. ADF and other Government intelligence liaison officers are provided to State and Territory police intelligence organisations as necessary.

INTRA JOINT FORCE AREA OF OPERATIONS CIVIL–MILITARY COOPERATION

Operational Coordination Committee

5.13 When a JFAO is declared, intra JFAO coordination between the effected States/Territories and the ADF forces manoeuvring within the area must be established. Consideration should be given to effecting liaison through a second level of coordination committee, attended by the ADF and relevant Government representatives. This committee is called the 'Operational Coordination Committee' (OCC) to distinguish it from the nation-wide EM/CDO structure. It keeps States/Territories advised of ADF operations and coordinates State/Territory support for these activities. See [annex A](#) to chapter 5.

RESPONSIBILITIES FOR ACTIVATION AND SUPPORT

National Strategic Commonwealth–State/Territory Civil-Military Cooperation

5.14 Responsibility for convening and supporting the system of the national-level Commonwealth–State/Territory interaction rests with the PM&C. Advice on the military implications of situations is provided by Defence Headquarters (DHQ).

Intra State/Territory Civil-Military Cooperation

5.15 The State/Territory level CMC system should be activated on receipt of notification that ADF operations are possible. In peacetime, liaison with the Federal and State/Territory Governments is handled via extant staff processes. Details of arrangements are implemented by a CDF operations order or instruction or separate promulgation.

5.16 HDC/DCSC (including Commander Northern Command) are CDF State/Territory representatives and are responsible for organising ADF aspects of the CMC system within their State/Territory. HDC/DCSC are the ADF representatives on the State/Territory-level EM/CDO committees and are responsible for arranging ADF representatives at regional and local levels when necessary. ADF representatives may be drawn from local or deployed units, or be specifically appointed by HDC/DCSC in consultation with deployed commanders. In the situation where a JFAO includes the territory of more than one State/Territory the predominant State's/Territory's Defence Centre/Defence Corporate Support Centre assumes the lead role in ADF representation with input from the other States/Territories (see [chapter 6—'Operational and Tactical Level Civil–Military Cooperation'](#)). State or Territory Governments are responsible for supporting any permanent committees or agencies with facilities and infrastructure support.

Intra Joint Force Area of Operations Civil-Military Cooperation

5.17 On declaration of a JFAO, HDC/DCSC of the effected States/Territories consult with the appointed Joint Force Commander (JFC) and relevant State/Territory Governments to determine the need for an OCC. A lead HDC/DCSC is identified as the ADF convenor. The appointee is normally from the State/Territory dominant within the JFAO or in which the JFC headquarters is located. The lead HDC/DCSC makes appropriate arrangements with the State/Territory Governments. The OCC may be based on the host State/Territory-level EM/CDO Committee with liaison officers provided by the other HDC/DCSC and State/Territory Governments effected by the JFAO. The JFC is normally the senior ADF representative on the OCC.

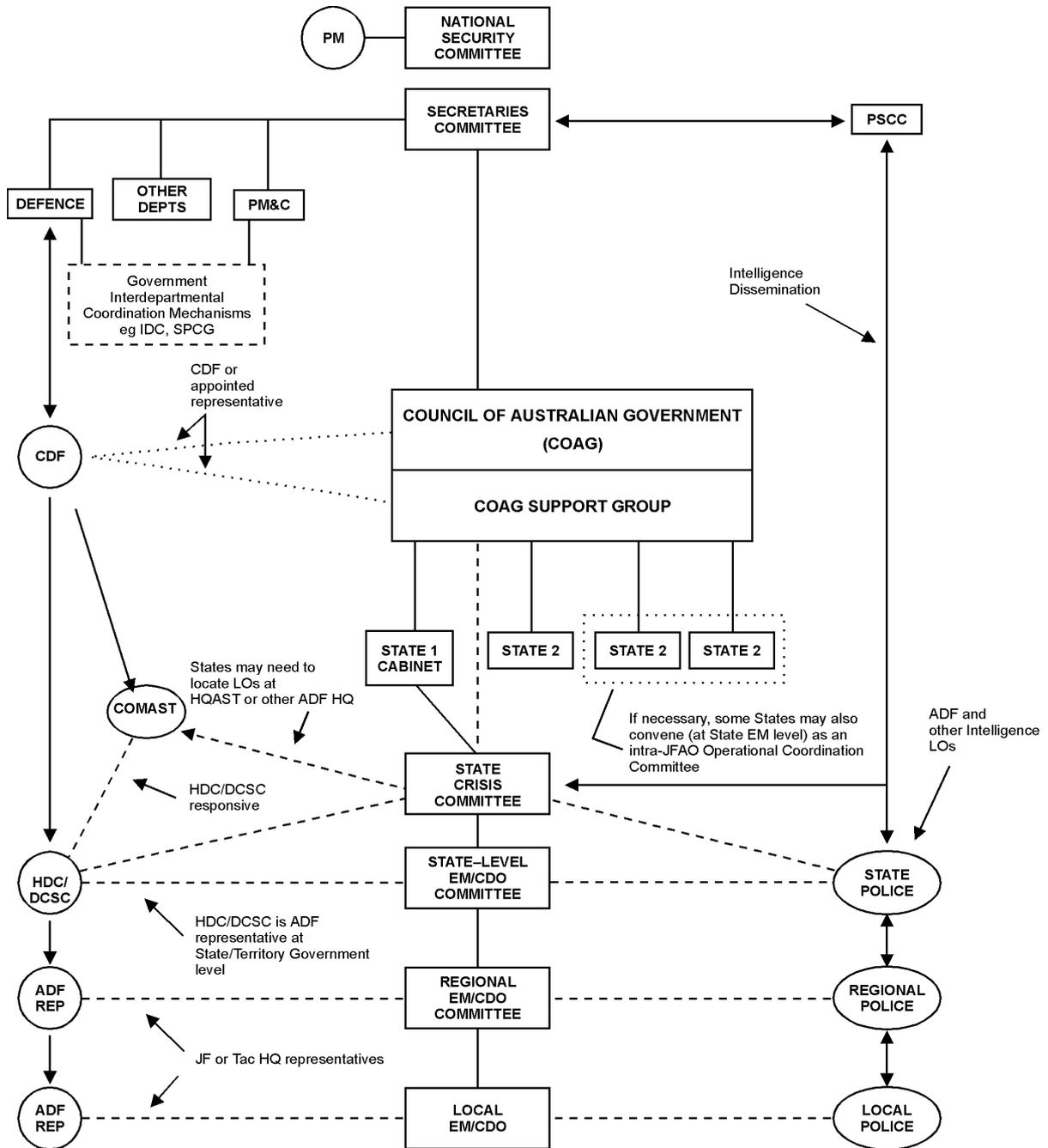
ROLE OF COMMANDER AUSTRALIAN THEATRE

5.18 HDC/DCSC are responsible to CDF for implementing the CMC system under current CDF directives. In the event of a defence of Australia contingency, these directives remain unchanged, but Commander Australian Theatre (COMAST) will be delegated a level of authority that ensures HDC/DCSC are responsive to operational imperatives. COMAST provides operational advice to the HDC/DCSC and has overall responsibility for provision of the ADF aspects of security. HDC/DCSC is the conduit for inputting State/Territory requirements into ADF operational planning. This does not negate the responsibility of the JFC to contribute to this input as a result of direct liaison with respective agencies in the JFAO.

Annex:

- A. [Australian Civil–Military Cooperation System](#)

AUSTRALIAN CIVIL-MILITARY COOPERATION SYSTEM



- PSCC = Protective Services Coordination Centre (Attorney-General's Department).
- Head Defence Centre/Defence Corporate Support Centre (HDC/DCSC) is to represent the ADF at the State level. Regional and local level EM/CDO committee representatives will be arranged by HDC/DCSC in coordination with deployed forces.
- OCC = Operational Coordination Committee. For ADF purposes, this intra JFAO Committee is for more detailed coordination between the States/Territories involved and the ADF manoeuvre forces in the area.

CHAPTER 6

OPERATIONAL AND TACTICAL LEVEL CIVIL–MILITARY COOPERATION

6.1 National Strategic and Commonwealth–State/Territory level coordination mechanisms are convened for all defence of Australia situations. The threat and government response determines which other organisations are convened.

Headquarters Australian Theatre

6.2 Commander Australian Theatre (COMAST) is not normally directly involved in civil-military cooperation (CMC) issues. COMAST is assigned tasks by the Chief of the Defence Force (CDF) and implements them through Joint Force Commanders (JFC) or component commanders. COMAST's role in CMC is:

- a. implementing specified and implied security tasks,
- b. providing advice to CDF on operational matters impacting on civilians, and
- c. providing advice and information on operational matters to State/Territory governments through Head Defence Centre/Defence Corporate Support Centre (HDC/DCSC).

Joint Force and Tactical Commanders

6.3 A JFC may be required to join an emergency management/counter disaster committee with one or more State/Territory, Regional or Local Governments depending on the size of the allocated Joint Force Area of Operations (JFAO). Normally tactical level commanders interface with regional and local governments. A typical State/Territory emergency/disaster committee is chaired by the head of the State/Territory emergency service organisation and has representatives from the following organisations:

- a. State/Territory emergency services,
- b. department of local government,
- c. State/Territory police,
- d. State/Territory fire brigade,
- e. ambulance services,
- f. agriculture,
- g. public works,
- h. transport and roads,
- i. environmental protection,
- j. treasury,
- k. health, and
- l. media.

6.4 The Australian Defence Force (ADF) representation on a State or Territory level committee is normally the local HDC/DCSC. If a JFC's area of responsibility encompasses the territory of more than one State or Territory, an Operational Coordination Committee (OCC) is required. This is based on the State or Territory emergency management committee of the dominant State/Territory in the JFAO or where the JFC headquarters are located. Other States/Territories provide liaison officers. The predominant State's/Territory's DC/DCSC provides ADF representation although other States/Territories may provide DC/DCSC representatives. An example of the structure of an OCC for northern Australia is shown in [annex A](#). This structure depends on the specific area of operations and the level of civil involvement in the operations.

6.5 Below State/Territory level the hierarchy of emergency management/counter-disaster organisations generally consist of regional or district committees corresponding to police districts or groupings of local government areas. These committees are normally chaired by district emergency services chiefs or police district superintendents. At this level the functional emergency services organisations such as police, fire brigade, ambulance, and local government are normally represented. Most States and Territories have legislation that requires plans for disaster management to be produced and regularly updated. ADF representation is dictated by the level of forces operating in the area.

6.6 Some States/Territories have emergency management committees at local government level. The membership of these committees reflects district or regional committees. ADF representation is dictated by the level of forces operating in the locality.

Control of Civil-Military Cooperation Committees

6.7 Control of National Strategic and Commonwealth–State/Territory level CMC committees is the responsibility of the Commonwealth Government. The situation dictates responsibility for control at State/Territory, regional and local levels. In situations other than war, when foreign aggression is unproven or in Defence Force Aid to the Civil Power, control may remain with State/Territory representatives such as State/Territory police and State/Territory emergency service personnel who answer to State/Territory Governments. Once the threshold of armed conflict is crossed and Commonwealth Defence Powers are invoked, control of State/Territory, regional and local committees is in the hands of the Commonwealth. The Commonwealth is at liberty to install its own controllers into such committees or work through present incumbents.

Functioning Principles

6.8 The following principles apply to the committee system:

- a. military commanders receive instructions through the normal chain of command;
- b. military commanders do not take orders from other agencies, although the coordination process makes interests known between the various committee members;
- c. committees do not exercise command over subordinate committees or their members; and
- d. agreed courses of action are implemented through each committee member's own chain of command.

Likely Issues

6.9 Likely issues in defence of Australia operations include:

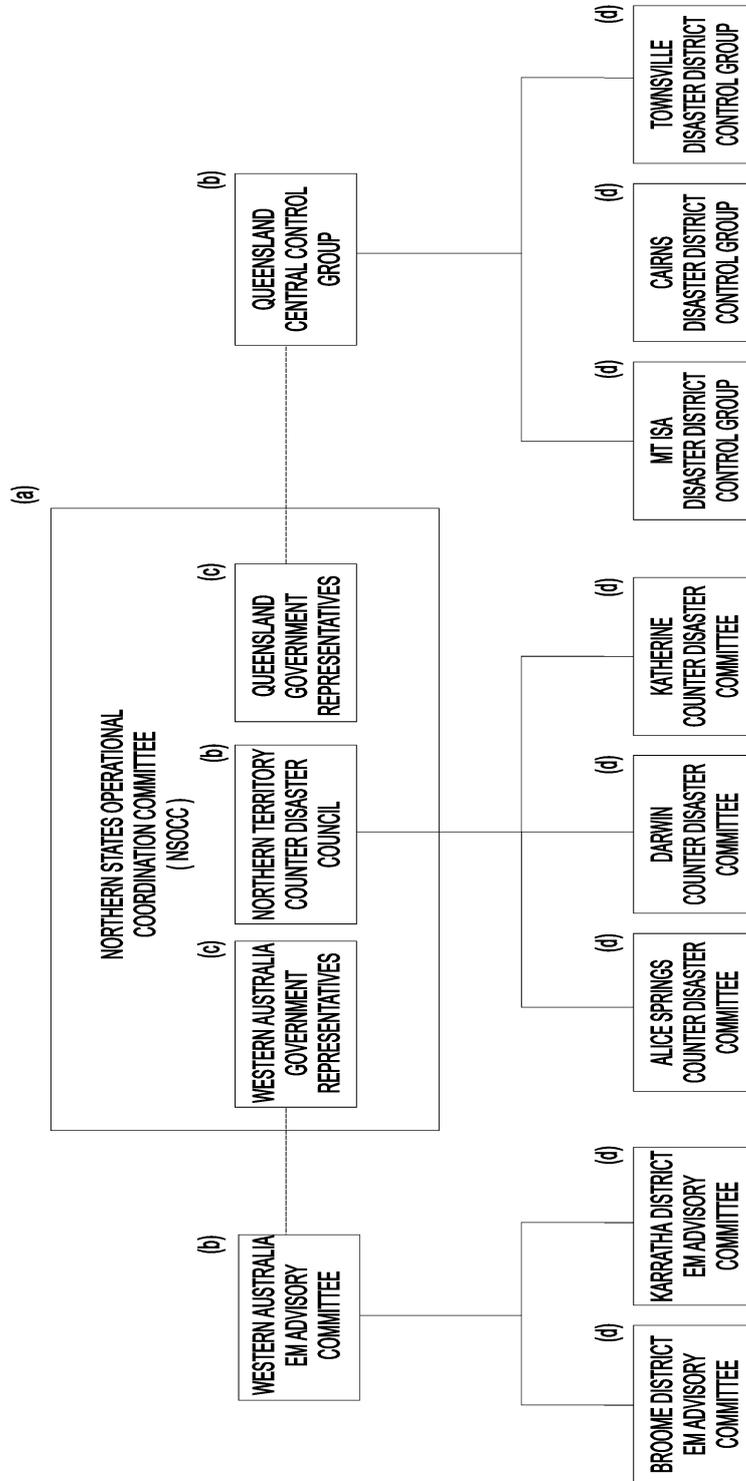
- a. vital asset protection;
- b. civil defence, including emergency plans for public utilities including power, water, and communications;
- c. population and resource control measures;
- d. public information plans;
- e. support to the military from local resources;
- f. military civic action projects;
- g. humanitarian assistance requirements and plans; and
- h. the effect of military operations on represented agencies.

Annexes:

- A. [Example of an Organisation of Civil–Military Cooperation in Northern Australia at State and Regional Levels](#)
- B. [Queensland Emergency Management Arrangements](#)
- C. [New South Wales Emergency Management Arrangements](#)
- D. [Australian Capital Territory Emergency Management Arrangements](#)

- E. [Victorian Emergency Management Arrangements](#)
- F. [Tasmanian Emergency Management Arrangements](#)
- G. [South Australian Emergency Management Arrangements](#)
- H. [Western Australian Emergency Management Arrangements](#)
- I. [Northern Territory Emergency Management Arrangements](#)
- J. [Norfolk Island Emergency Management Arrangements](#)

EXAMPLE OF AN ORGANISATION OF CIVIL–MILITARY COOPERATION IN NORTHERN AUSTRALIA AT STATE AND REGIONAL LEVELS



Notes

- (a) Chaired by the Commonwealth.
- (b) Head of Defence Centre/Defence Corporate Support Centre is a member.
- (c) Should include representative from State Defence Centre/Defence Corporate Support Centre.
- (d) Will include Australian Defence Force representation Joint Force or Tactical Headquarters.

QUEENSLAND EMERGENCY MANAGEMENT ARRANGEMENTS

Legislation

1. The *State Counter Disaster Organisation Act 1975* provides for establishment of a counter disaster organisation at State, Disaster District, and Local Government levels. Specifically the Act provides for:
 - a. a State Counter Disaster Organisation (SCDO), and
 - b. a State Emergency Service (SES).
2. The SCDO is a three-tiered organisational structure which comprises:
 - a. a peak body called the Central Control Group (CCG);
 - b. a middle level comprising of 23 Disaster District Control Groups (DDCG); and
 - c. the base level comprising of approximately 125 Local Government Counter Disaster Committees.
3. The functions of the SCDO are:
 - a. to coordinate resources necessary to ensure that all steps are taken to plan for and counter the effects of a disaster, and
 - b. to give advice and assistance to the government on all matters with respect to counter disaster.

Emergency/Disaster Management at State Level

4. The Minister for Emergency Services and Sport has overall responsibility. The CCG is chaired by the Director-General, Department of the Premier and Cabinet and includes Chief Executive Officers of departments allocated functional and threat specific lead agency responsibilities.

State Emergency Service

5. The SES is an integral part of the system by virtue of its core responsibilities under the SCDO Act. Its responsibilities with respect to counter disaster include:
 - a. the provision of assistance to local government; and
 - b. the education, training and coordination of members of the public, including volunteers and members of volunteer groups.
6. This does not preclude SES providing support to statutory services with respect to their routine incident management responsibilities. It does this as an extension of skills and capabilities developed in accordance with its core counter disaster responsibilities.

Emergency/Disaster Management Below State Level

7. For emergency management purposes, Queensland is divided geographically into Disaster Districts. Each Disaster District has a DDCG and a coordinator appointed by the Governor-in-Council.
8. The State is further divided into local government areas, two of which make up a Disaster District. Each local authority establishes a Counter Disaster Committee, a Local State Emergency Organisation and has a local controller.

Emergency/Disaster Plans

9. Each DDCG is required to prepare counter disaster plans for the district and maintain standing orders for counter disaster purposes within the district. Each local authority is required to prepare counter disaster plans for its area. Local plans become part of the district plan.

Control and Coordination of Operations

10. Operations may be controlled at local level by any one of the involved services or, if combined operations are required, at district level.

11. When operations escalate, or threaten to escalate, to the point where it requires a significant and coordinated response by a number of agencies, a 'state of disaster' may be declared for a district. At this point the resources of the SCDO are activated. Each Disaster District Coordinator controls operations in that district.

Authority to Request Commonwealth Assistance

12. The person authorised as the single point of contact for requesting Commonwealth assistance to emergency/disaster operations in Queensland is the Executive Officer, CCG, SCDO (Executive Director, Emergency Services Division, Department of Emergency Services).

Contact for Emergency/Disaster Management Matters

Executive Director
Emergency Services Division
Department of Emergency Services
GPO Box 1425
BRISBANE QLD 4001
Telephone: (07) 3247 4173

NEW SOUTH WALES EMERGENCY MANAGEMENT ARRANGEMENTS

Legislation

1. The *State Emergency and Rescue Management Act 1989* establishes the legislative base for emergency/disaster management. Specifically, the Act provides for a:
 - a. State Emergency Operations Controller,
 - b. State Disasters Council,
 - c. State Emergency Management Committee,
 - d. State Disaster Plan, and
 - e. State Emergency Operations Centre.
2. At district and local levels the Act also requires Emergency Operations Controllers (EOCON) and Emergency Management Committees to be appointed. The EOCON operates from established Emergency Operations Centres during emergencies.

EMERGENCY/DISASTER MANAGEMENT AT STATE LEVEL

3. The Minister for Emergency Services has overall responsibility for ensuring that arrangements are made at State level to prevent, prepare for, respond to and assist recovery from emergencies.
4. **State Emergency Operations Controller.** The Governor may appoint, upon recommendation from the Minister, a State Emergency Operations Controller who is responsible for controlling an emergency which affects more than one district. The State Commander, New South Wales (NSW) Police Service, is the State Emergency Operations Controller.
5. **State Disaster Council.** The Council is responsible for advising the Minister on all aspects of preparation, response to and recovery from emergencies, including coordination. It is chaired by the Minister and includes the State Emergency Operations Controller, and any other person deemed suitable by the Minister.
6. **State Emergency Management Committee.** The Committee comprises the State Emergency Operations Controller and senior representatives of the emergency services, government and non-government agencies as determined by the Minister. This is the major executive committee for emergency management planning at State level. The resources of the State (both government and non-government) are grouped into functional areas for emergency management purposes. The appointed coordinator for each functional area is a member of the State Emergency Management Committee.
7. The State Emergency Management Committee is administered by a Secretary and a small permanent staff whose mission is: 'To provide functional and support services to the Minister, the State Emergency Operations Controller, the State Disaster Council, the State Emergency Management Committee and Functional Areas, and provide the necessary staff to maintain and operate the State Emergency Operations Centre.'

EMERGENCY/DISASTER MANAGEMENT BELOW STATE LEVEL

8. For emergency management purposes, NSW is divided into emergency management districts based on Police Districts (in country areas) and Special Emergency Zones (in the metropolitan area of Sydney). Police Districts and the Sydney Special Emergency Zones have a District Emergency Management Committee reflecting the membership of the State Emergency Management Committee. The Committee is chaired by the Police District Commander, who is the District Emergency Operations Controller, and supported by a staff officer (emergency management) who is the District Emergency Management Officer (DEMO). The DEMO is also responsible for assisting local committees and communities within the relevant district with emergency management matters.

9. The State is divided into local government areas. At this level there is a Local Emergency Management Committee reflecting, where possible and appropriate, the membership of the District Emergency Management Committee. This committee is chaired by a senior representative of the council for the area, and is supported by a Council appointed Local Emergency Management Officer. The Local Emergency Operations Controller is a nominated police officer in the local government areas.

Emergency/Disaster Plans

10. The objective of the State Disaster Plan (DISPLAN) is to ensure a coordinated response to emergencies. DISPLAN may be activated without the need for a declaration of a state of emergency. Functional area plans to support DISPLAN are endorsed by the State Emergency Management Committee and approved by the Minister. Disaster plans are also required at district and local government levels. Special State sub-plans are extant for some specific hazards.

Control and Coordination of Operations

11. DISPLAN details the roles and responsibilities of agencies for differing types of response operations. When a single service operation escalates to the stage where it requires a significant and coordinated response by a number of agencies, it becomes an emergency for the purpose of the Act. At this stage Emergency Operations Centres are activated to control the allocation of resources.

12. Local Emergency Operations Controllers operate from a Local Emergency Operations Centre. Emergency operations which involve more than one local government area are controlled at district (or Sydney Emergency Zone) level. District Emergency Operations Controllers operate from a district Emergency Operations Centre.

13. Emergency operations involving more than one district and other major operations when considered necessary, are controlled at State level. The State Emergency Operations Controller controls operations from the State Emergency Operations Centre. Emergency Service Organisation Controllers and Functional Area Coordinators operate from their own control/coordination centres.

Authority to Request Commonwealth Assistance

14. The person authorised as the single point of contact for requesting Commonwealth assistance to emergency/disaster operations in NSW is the State Emergency Operations Controller, who exercises this authority through the operational staff at the State Emergency Operations Centre.

Contact for Emergency/Disaster Management Matters

Secretary
State Emergency Management Committee
Roden Cutler House
24 Campbell St
SYDNEY NSW 2000

Postal Address:
PO Box K1056
SYDNEY NSW 2001
Telephone: (02) 9289 1871
Facsimile: (02) 9289 1870

AUSTRALIAN CAPITAL TERRITORY EMERGENCY MANAGEMENT ARRANGEMENTS

Legislation

1. The Australian Capital Territory (ACT) Government is responsible for emergency/disaster management arrangements within the ACT. An ACT Disaster Plan is currently under review and is not yet supported by legislation which is currently being prepared.

Emergency/Disaster Management at Territory Level

2. The Minister for Police and Emergency Services has overall responsibility for ensuring that arrangements are made to prevent, prepare for, respond to, and assist recovery from emergencies. The Minister operates through the ACT Emergency Management Committee.

3. **ACT Emergency Management Committee.** The Committee comprises of the Executive Director, ACT Services Bureau (Chairperson) and representatives from the ACT Region (including Australian Federal Police, ACT Fire Brigade, ACT Bush Fire Service and appropriate government departments). The Chief Officer, ACT Emergency Service is the Executive Officer to the Committee. The Committee is responsible for preparing and updating the ACT Disaster Plan, and advising the Minister for Police and Emergency Services on emergency management matters.

4. There is only one level of government in the ACT.

Emergency/Disaster Plans

5. The ACT Disaster Plan covers the response phase of disasters and includes initial arrangements for the recovery phase. The plan is supported by sub-plans for Welfare, Medical and Health, Flood Warning, Hazardous Material Spillage and Exotic Animal Diseases. The existing ACT Disaster Plan is currently under review pending the preparation of a new Emergency Management Plan arrangement.

Extant Control and Coordination of Operations

6. The Territory Controller (Assistant Commissioner and Chief of Police for the ACT Australian Federal Police) is responsible to the Chief Minister for controlling emergency operations and is assisted by an Emergency Management Executive.

7. **ACT Emergency Management Executive.** The Executive is chaired by the Territory Controller and includes the Chairperson of the ACT Emergency Management Committee and the Chief Officer, ACT Emergency Service as Executive Officer.

8. If the authority, single service or combat agency responsible for handling a particular emergency considers that it is beyond its capacity to control or coordinate, that authority may request that the ACT Disaster Plan be activated. Once the Chief Minister approves this, the Territory Controller, assisted by the ACT Emergency Management Executive, is responsible for taking all action necessary to cope with the disaster.

9. Emergency response is coordinated from an Emergency Operations Centre (EOC) located in the Winchester Police Centre, Belconnen. An alternative EOC is located in the ACT Emergency Services Bureau premises, Curtin.

10. Participants in the plan are grouped into functional services under Functional Service Coordinators eg Medical and Health, Welfare, Public Relations.

11. A Field Controller(s) is appointed by the Territory Controller to take charge of a nominated emergency area(s) and is allocated resources from the various functional services to combat the emergency. Field controllers are normally Australian Federal Police Officers, except in urban fire, bushfire and hazardous material incidents, where they are appointed from the Emergency Services Bureau.

Authority to Request Commonwealth Assistance

12. The person authorised as the single point of contact for requesting Commonwealth assistance to emergency/disaster operations in the ACT is the Executive Officer, ACT Emergency Management Committee (Chief Officer, ACT Emergency Service).

Contact for Emergency/Disaster Management Matters

Chief Officer
ACT Emergency Service
PO Box 104
CURTIN ACT 2605
Telephone: (02) 6207 8606

VICTORIAN EMERGENCY MANAGEMENT ARRANGEMENTS

Legislation

1. Victoria's emergency management arrangements provide for the management and organisation of the prevention of, response to and recovery from emergencies, involving all relevant agencies, in accordance with the provisions of the *Emergency Management Act 1986*. The Act defines emergency broadly as the actual or imminent occurrence of an event which in any way endangers or threatens to endanger the safety or health of any person in Victoria, or which destroys or damages or threatens to destroy or damage, any property in Victoria, or endangers or threatens to endanger the environment or an element of the environment in Victoria. Victoria's emergency management arrangements are operative for any relevant incident not necessarily disaster-related.
2. The Act provides for the following:
 - a. the appointment of the Minister for Police and Emergency Services as the Coordinator-in-Chief of Emergency Management;
 - b. the appointment of the Chief Commissioner of Police as the Deputy Coordinator-in-Chief and State Emergency Response (DISPLAN) Coordinator; and
 - c. the establishment of the Victoria Emergency Management Council to advise the Coordinator-in-Chief on all matters.

Emergency/Disaster Management at State Level

3. The role of the Coordinator-in-Chief supported by the Victorian Emergency Management Council is to:
 - a. ensure that adequate measures are taken by government agencies to prevent and respond to emergencies and to assist in the recovery by a person or persons or a community from the effects of an emergency; and
 - b. coordinate activities of government agencies carrying out their statutory functions, powers, duties and responsibilities in taking such measures.
4. Five multi-agency committees at State level (Prevention, Response Planning, Recovery Planning, Community Awareness and Training) develop integrated and coordinated plans and strategies that involve all responsible agencies.

Operational Management

5. **Response.** Response activities control an emergency and provide immediate relief to affected people. The State Emergency Response Plan (DISPLAN) provides a framework for integrated management of response to emergencies. It identifies the control and support agencies and establishes the coordination system which obtains resources for those agencies. The State Emergency Response Plan does not need to be invoked or specially activated. The coordination function for emergencies is carried out by Victoria Police. For major emergencies the State Emergency Response Coordination Centre is activated by police. This is augmented by liaison officers from functional services and provides a central coordination, liaison and media briefing facility.
6. **Recovery.** Recovery activities assist a community to return to its proper level of functioning. These activities enable and support communities to undertake their own recovering, facilitated through the provision of information, specialist services and resources. Recovery activities are managed according to the *State Emergency Recovery Plan*, which details management and other responsibilities of the relevant government and non-government agencies. The process commences from the moment of impact, runs parallel with response activities and extends past the termination of the response. In a major recovery situation a Disaster Recovery Government Liaison Officer responsible for supporting the operational aspects of coordination may be appointed.

Emergency/Disaster at Regional/Municipal Level

7. **Response.** Regional Emergency Response Planning Committees, based on local government areas, are required to prepare Regional Emergency Response Plans. These plans identify local (regional) emergency response resources and analyse regional response arrangements. The Regional Emergency Response Coordinators may activate the Regional Emergency Response Coordination Centre for operations which transcend municipal boundaries. Local response operations are coordinated by Municipal Emergency Response Coordinators or, in their absence, by the most senior police member attending the incident.

8. **Recovery.** Regional Recovery Planning Committees, based on Department of Human Services (DHS) regions, prepare regional recovery plans, identify available regional resources and plan for the establishment and support of community recovery committees. The Regional Management of DHS provides the appropriate management and resources for local recovery processes. Recovery management is devolved to the affected community, which may or may not fall within a single municipal district. Management is carried out through community recovery committees which include representation from councils, government and voluntary agencies, special interest groups and the general community. These committees are resourced by DHS, who coordinate the use of assets.

9. **Municipal Involvement.** Municipal councils are required to prepare municipal emergency management plans and appoint a person responsible for coordinating municipal resources in response to or recovery from emergencies within the municipal district. Municipal plans are prepared in accordance with the *Guidelines for Municipal Emergency Management Plans* issued by the Coordinator-in-Chief of Emergency Management. The Municipal Emergency Management Planning Committee is responsible for formulating a plan for consideration by municipal councils. The *Emergency Management Act 1986* requires each municipal council to submit its emergency management plan for audit to assess whether it complies with the guidelines.

Declared Emergency Area

10. The Act provides for the declaration of an 'Emergency Area' (for up to 24 hours) which has controlled access. Evacuation of persons from this area is limited by financial considerations. Although the declaration can be effected immediately, signposting of all access points and a notice in the Government Gazette are necessary to make the declaration lawful.

State of Disaster

11. The Act provides for the declaration of a State of Disaster by the Premier, in the whole or parts of Victoria, when a major, widespread emergency requires extraordinary management powers. In a State of Disaster, the Coordinator-in-Chief may direct government agencies, suspend legislation, commandeer property, control movement and compel the evacuation of persons from the area. A declaration of a State of Disaster remains in force for not more than one month. Another declaration may be made before, at or after the end of that period.

Authority to Request Commonwealth Assistance

12. The person authorised to be a single point of contact for requesting Commonwealth assistance to emergency/disaster operations in Victoria is the State Coordinator of Emergency Response (Chief Commissioner of Police). This responsibility may be delegated to other senior police officers in certain circumstances.

Contact for Emergency Management Matters

Executive Officer
Victoria Emergency Management Council
Department of Justice
GPO Box 4356QQ
MELBOURNE VIC 3001
Telephone: (03) 9603 2600

TASMANIAN EMERGENCY MANAGEMENT ARRANGEMENTS

Legislation

1. The *Emergency Services Act 1976* provides for the establishment of an emergency/disaster management organisation at State, regional, and local levels. Specifically the Act provides for a:

- a. State Disaster Committee,
- b. State Disaster Executive,
- c. State Disaster Plan, and
- d. State Emergency Service.

2. At regional level the Act requires a Region Disaster Controller, a Region Disaster Planning Group and Region counter-disaster plans. At local level the Act requires a Local Coordinator of the State Emergency Service and municipal counter-disaster plans.

Emergency/Disaster Management at State Level

3. The responsible Minister is the Minister for Police and Public Safety. The responsibilities are laid down in the Act and the Minister operates through the following:

- a. **State Disaster Committee.** The Committee is chaired by the Commissioner of Police and includes the Head of the Department of Premier and Cabinet, a senior official of the Department of Premier and Cabinet and the Director of the State Emergency Service as Executive Officer. The function of the Committee is to oversee emergency management policy.
- b. **State Disaster Executive.** The Executive comprises the same membership as the State Disaster Committee and is activated upon declaration of a 'state of disaster or emergency'. The executive is responsible for the coordination of counter-disaster operations.
- c. **State Emergency Service.** The main functions of the service are to carry out the directions of the State Disaster Committee/Executive, provide executive support to the State Disaster Committee, administer the Emergency Services Act, coordinate operational support, oversee emergency planning and provide emergency management education and training.
- d. **Special Committees.** A number of special emergency management committees have been established. Executive support is provided by the State Emergency Service. Examples of these include:
 - (1) State Disaster Personal Services Committee,
 - (2) State Disaster Communications Planning Committee,
 - (3) State Disaster Medical Committee,
 - (4) State Disaster Media Committee,
 - (5) Hazardous Substances Management Committee,
 - (6) Critical Incident Stress Management Coordinating Committee,
 - (7) Nuclear Powered Warships Safety Committee, and
 - (8) Petroleum Product Emergency Management Committee.

Emergency/Disaster Management Below State Level

4. For emergency/disaster management purposes, Tasmania is divided into three regions. Boundaries of these regions correspond with those used by all Commonwealth and State authorities. Each region has a Region Disaster Controller (a Superintendent of Police) and a Region Disaster Planning Committee. This Committee comprises senior representatives of all emergency services, major government organisations and other voluntary organisations and private bodies. The Committee meets every two months and is responsible for emergency/disaster management within its region. The Chairperson of the Committee is the Superintendent of Police for that region. The Executive Officer is the Regional Officer of the State Emergency Service.

5. Below regional level, each council or group of councils has an Emergency Planning Committee chaired by the mayor or senior councillor and comprises senior officers of local organisations. These committees are responsible for the preparedness of the municipal area including the preparation of the Emergency Plan. Each council has a person appointed as Local Coordinator who assists the Committee in the planning process and acts as Executive Officer and adviser on emergency management.

Emergency/Disaster Plans

6. The State Emergency Management Plan, regional plans and local council plans are prepared by various committees and updated at intervals not exceeding two years.

Control and Coordination of Emergency Operations

7. All emergency services, and those departments involved in emergencies, independently carry out their normal roles on a daily basis, except when a disaster or emergency is declared. Then, overall coordination is carried out by the State Disaster Executive.

Authority to Request Commonwealth Assistance

8. The person authorised as the single point of contact for requesting Commonwealth assistance to emergency/disaster operations in Tasmania is the Executive Officer, State Disaster Committee (Director, Tasmania State Emergency Service).

Contact for Emergency/Disaster Management Matters

Director
Tasmania State Emergency Service
GPO Box 1290N
HOBART TAS 7001
Telephone: (002) 6230 2700

SOUTH AUSTRALIAN EMERGENCY MANAGEMENT ARRANGEMENTS

Legislation

1. The *State Disaster Act 1980* (amended 1985 and 1995) authorises the establishment of a State Disaster Committee to make the necessary arrangements for dealing with disasters and major emergencies. This includes the preparation of a State Disaster Plan and a State Disaster Organisation capable of conducting response and recovery operations. The Act also appoints the Commissioner of Police to the 'State Coordinator' with authority to implement the State Disaster Plan.

2. The Act provides for a declaration of a 'state of disaster' to be made by the Premier (12 hours) or the Governor (96 hours), during which time the State Disaster Organisation is authorised to conduct response and recovery operations under the direction of the State Coordinator. The State Coordinator may also declare a 'state of emergency' to implement the State Disaster Plan when so advised by the authority dealing with a major emergency. This declaration is for 48 hours and also authorises the conduct of response and recovery operations.

Emergency Management at State Level

3. **State Disaster Committee.** The Committee is appointed by the Governor in Executive Council and reports to the Premier. It is responsible for formulating and implementing disaster management policy and ensuring adequate arrangements are made to deal with disasters and major emergencies and their after-effects. These include the preparation and maintenance of disaster plans, the supervision of training related to those plans and the evaluation of the effectiveness of the State Disaster Plan when it is implemented for a 'disaster' or a 'major emergency'. It is chaired by an official from the Department of Premier and Cabinet and the Director, State Emergency Service is the Executive Officer. A subordinate 'Recovery Committee' has been established to coordinate recovery planning including the recovery component of the State Disaster Plan. The Recovery Committee is also responsible for overseeing and evaluating recovery operations and programs and ensuring planning arrangements for recovery are established in country regions.

4. **State Disaster Organisation.** Under the State Disaster Act, the State Disaster Committee is empowered to group into Functional Services, government agencies and other organisations (including volunteer organisations) which may have a role in response and recovery operations. Each Functional Service is headed by a State Controller appointed by the Committee with responsibilities as described in a *State Disaster Committee Handbook*. Collectively these Functional Services are the State Disaster Organisation, which is under the control of the State Coordinator when the State Disaster Plan is implemented. Each Functional Service has a response plan which is implemented from a State Control Centre established for each Functional Service. These are located in government departments or in the State Emergency Operations Centre (SEOC).

Emergency Management Below State Level

5. **Divisional Disaster Committees.** Divisional Disaster Committees are established in major regional centres and function under the direction of Divisional Coordinators, ie Police Divisional Commanders appointed under the Act in each Police country division. Divisional Committees are serviced by full-time State Emergency Service Divisional Officers. The statutory responsibilities (duties) of Divisional Coordinators, State Emergency Services Divisional Officers and Divisional Disaster Committees are contained in the *State Disaster Committee Handbook*. Planning Committees have been established in Metropolitan Police Divisions to prepare supplementary plans to the State Disaster Plan for a response to a major emergency in the Adelaide Metropolitan Area.

State Disaster Plan

6. The State Disaster Plan is a contingency plan which describes the tasks and roles of the State Disaster Organisation. It contains procedures to:

- a. mobilise the State Disaster Organisation in parallel with an escalating emergency,
- b. coordinate 'response' and 'recovery' operations from SEOC or a Divisional Emergency Operations Centre, and
- c. prepare and issue appropriate warnings and advice to the public via the media.

7. Divisional Disaster Plans prepared by each Divisional Disaster Committee and any other 'special risk' plans prepared by other authorities form part of the State Disaster Plan.

Coordination of Operations

8. **SEOC.** The SEOC is a purpose designed facility located on the ground floor of the South Australian (SA) Police Communications Building, 20 Carrington Street. It is managed by the State Counter Disaster Training Officer located in the SEOC.

9. **SEOC Functions.** When the State Disaster Plan is implemented, the State Coordinator operates from the SEOC which is equipped and staffed to provide the following functions:

- a. coordinating response operations including liaison with Functional Services via Functional Service Liaison Officers located in the SEOC,
- b. liaising with the State Government and Commonwealth emergency management authorities,
- c. coordinating the preparation and issue of official warnings and advice to the public via the media, and
- d. briefing the media.

10. SEOC staff are drawn from a pool of skilled retired personnel and SA Police Officers. The State Counter Disaster Training Officer is responsible for the training of SEOC personnel. Divisional Emergency Operations Centres are established when required by Divisional Disaster Committees.

Authority to Request Commonwealth Assistance

11. The person authorised as the single point of contact for requesting Commonwealth assistance to emergency/disaster operations in SA is the State Coordinator (Commissioner of Police).

Contact for Emergency Management Matters

Director
State Emergency Service
GPO Box 1539
ADELAIDE SA 5001

Telephone: (08) 204 2988
Facsimile: (08) 410 3115

WESTERN AUSTRALIAN EMERGENCY MANAGEMENT ARRANGEMENTS

Legislation

1. Specific emergency management legislation does not exist in Western Australia. Emergency management arrangements are established under a Cabinet Minute which assigns overall responsibility for coordination of emergency management arrangements to the Commissioner of Police and establishes a three-tiered emergency management committee structure at State, district and local (municipal levels) levels.

Emergency Management at State Level

2. The Commissioner of Police, as the State Emergency Coordinator, is responsible to the Minister for Police and Emergency Services and operates through the State Emergency Management Advisory Committee (SEMAC).

3. The SEMAC is chaired by the Commissioner of Police and consists of representatives of organisations that have responsibility for specific hazards (eg tropical cyclone, flood, earthquake, fire, hazardous materials, etc) or function (eg welfare, health, communications, etc) or which have expertise which is essential to the development of emergency management arrangements. The role of the Committee is to advise and assist the Minister on emergency management matters and to contribute to the development of an efficient emergency management capability for the State of Western Australia.

Emergency Management Below State Level

4. Western Australia is divided into nine emergency management districts and the Perth Metropolitan Region. Each district has a District Emergency Management Advisory Committee chaired by the Police District Officer as the District Emergency Coordinator. The Perth Metropolitan Region has a Metropolitan Emergency Management Advisory Committee chaired by the Police Regional Commander as the Metropolitan Emergency Coordinator.

5. Each district and the Perth Metropolitan Region comprises a number of Local Government Authority areas which are organised with Local Emergency Management Advisory Committees chaired either by the police officer in charge of the police sub-district or a local government official. The police officer in charge of the police sub-district is the Local Emergency Coordinator. These committees develop emergency management policy and provide advice to the control and coordinating authorities.

Emergency/Disaster Plans

6. Community emergency management plans are prepared at State, district and local levels by the respective emergency coordinators supported by the advisory committees. Each Lead Combat Authority prepares Hazard Plans for the hazards for which they are the designated Lead Combat Authority. Functional Support Plans are prepared by each functional service.

Control and Coordination of Operations

7. **Control.** The designated Lead Combat Authority has operational responsibility for activating and managing the response to a particular hazard through a designated controller.

8. **Coordination.** The Commissioner of Police is the State Emergency Coordinator and is responsible for coordination during major emergencies. The Commissioner has delegated similar responsibilities to the Police District Officers (District Emergency Coordinators) and the Officer-in-Charge of the police sub-districts (Local Emergency Coordinators).

Authority to Request Commonwealth Assistance

9. The person authorised as the single point of contact for requesting Commonwealth Assistance to emergency operations in Western Australia is the State Emergency Coordinator (Commissioner of Police).

Contact for Emergency Management Matters

Director
Emergency Management Unit
Western Australian Police Service
91 Leake Street
BELMONT WA 6104

Telephone: (08) 9479 9342
Facsimile: (08) 9479 7329

Full details of the Western Australian emergency management arrangements are published in SEMAC Policy Statement No 7 'Western Australian Emergency Management Arrangements', available upon request to the above address.

NORTHERN TERRITORY EMERGENCY MANAGEMENT ARRANGEMENTS

Legislation

1. The *Northern Territory Disaster Act 1982* provides for the establishment of an emergency/disaster management organisation at Territory, regional and local level. Specifically the Act provides for a:

- a. Northern Territory Counter Disaster Council,
- b. Northern Territory Counter Disaster Controller, and
- c. Northern Territory Emergency Service (NTES).

2. At regional and local level the Act prescribes the appointment of controllers and establishment of Counter Disaster Planning Committees. It details the functions and responsibilities of the Northern Territory Emergency Service and its Director.

Emergency/Disaster Management at Territory Level

3. The Chief Minister has overall responsibility for the Disasters Act and operates through the Territory counter-disaster organisation which comprises the following key elements:

- a. **Northern Territory Counter Disaster Council.** The council comprises the Territory Controller, Director NTES, and at least three other members appointed by the Minister. The Council advises the Minister on counter-disaster policy and issues, approves all counter-disaster plans and advises and directs the Territory Controller and Director NTES with regard to the implementation of counter-disaster measures.
- b. **Northern Territory Counter Disaster Controller.** Under the Act, the Territory Controller is the Commissioner of Police. The Territory Controller exercises control and direction of counter-disaster operations and carries out other functions as directed by the Northern Territory Counter Disaster Council.
- c. **Northern Territory Emergency Service.** This organisation, and the position of the Director NTES, are established under the Act and have primary responsibility for counter-disaster planning, training and operational support coordination.

Emergency/Disaster Management Below Territory Level

4. For disaster and emergency management purposes, the Northern Territory is divided into regions, each with a Regional Controller (the senior Police Officer in the region) and a Counter Disaster Planning Committee. Each region is further divided into localities with the officer in charge of the local police station appointed to carry out the functions of Local Counter Disaster Controller and chairperson of the Local Counter Disaster Planning Committee.

Emergency/Disaster Plans

5. The Act provides for preparation of Territory, regional and local counter-disaster plans which mobilise the territory counter-disaster organisation for counter-disaster operations. Representatives of all primary response and support agencies within each community are encouraged to participate in the development of their local counter-disaster plan. The production and dissemination of these plans is carried out by permanent staff of the NTES and submitted by the Director to the Northern Territory Counter Disaster Council for approval on behalf of the Northern Territory Government. Approved plans are activated at the discretion of the relevant Counter Disaster Controller and do not require any declaration of a 'state of emergency or disaster'.

Authority to Request Commonwealth Assistance

6. The person authorised as the single point of contact for requesting Commonwealth assistance to emergency/disaster operations in the Northern Territory is the Executive Officer, Northern Territory Counter Disaster Council (Director NTES).

Contact for Emergency/Disaster Commonwealth Assistance

Director
Northern Territory Emergency Service
Territory Headquarters
Berrimah Police Centre
PO Box 39764
WINNELLIE NT 0821
Telephone: (08) 8922 3344

NORFOLK ISLAND EMERGENCY MANAGEMENT ARRANGEMENTS

Legislation

1. The Norfolk Island Government is responsible for emergency/disaster arrangements within Norfolk Island. The drafted Norfolk Island Emergency/Disaster Plan is not yet supported by legislation.

Emergency/Disaster Management

2. The Norfolk Island Minister responsible for Civil Defence and Emergency Services ensures that arrangements are made to prevent, prepare for, respond to and assist in recovery from disasters. The Minister operates through the Norfolk Island Emergency/Disaster Coordination Committee which is chaired by the Controller and includes five functional coordinators responsible for the following:

- a. health;
- b. welfare;
- c. communications;
- d. transport resources, manpower, equipment; and
- e. police.

3. The Committee is responsible to the Minister for advice and coordination of the application of resources and tasks. The Committee remains responsible until the recovery phase has been completed.

Emergency/Disaster Plan

4. The Norfolk Island Emergency/Disaster Plan provides for effective control, advice and assistance during an emergency/disaster. It also provides for the clean-up and recovery phase which includes provisions to return community life to normal as soon as possible.

Control and Coordination of Operations

5. The Emergency/Disaster Coordination Committee is responsible to the Minister, for control and coordination of operations. Each Coordinator is responsible to the Controller for specific responses within areas of their responsibility.

Authority to Request Commonwealth Assistance

6. The person authorised as the single point of contact for requesting Commonwealth assistance to emergency/disaster operations in Norfolk Island is the Chairperson Emergency/Disaster Coordination Committee.

Contact for Emergency/Disaster Management Matters

Controller
Norfolk Island Emergency/Disaster
Coordination Committee
Administration of Norfolk Island
Administration Offices
KINGSTON NORFOLK ISLAND 2899
Telephone: (0011) 672 3 22300

CHAPTER 7

CIVIL–MILITARY OPERATIONS

INTRODUCTION

7.1 Civil-military operations (CMO) are designed to enhance military effectiveness, support national objectives and reduce the negative aspects of military operations on civilians. CMO includes:

- a. host area support,
- b. population and resource control,
- c. military civic action,
- d. humanitarian assistance, and
- e. civil defence.

7.2 CMO assist commanders in reducing the burdens associated with civilian presence on the battlefield by:

- a. obtaining civilian support for military operations;
- b. minimising civilian interference to military operations;
- c. assisting commanders to discharge their obligations towards the civilian population which result from international law, treaties and agreements, and Australian Government policy; and
- d. supporting Australian national objectives which are concerned with the welfare of the civil population.

CIVIL–MILITARY OPERATIONS UNITS

7.3 There are no established CMO units within the Australian Defence Force (ADF). Historically, Civil Affairs or Civil Military Operations Units have been formed for a specific purpose and disbanded when that purpose ceased to exist. Some examples are the Australian New Guinea Administrative Unit raised in 1942, 1st Australian Civil Affairs Unit which deployed to South Vietnam in 1967, and the 1st Battalion, Royal Australian Regiment, Civil Military Operations Team in Somalia in 1993.

Civil-Military Operations Unit Establishment Requirements

7.4 The personnel and equipment requirements of CMO units varies with the type of operation and the geographic and demographic specifics of the situation. The staffing of CMO should consider the benefits of maximising intelligence potential, exploiting political affairs, accommodating cultural sensitivities, liaising with non-government organisations (NGO) and monitoring/promoting human rights issues. In general, CMO units require the following:

- a. **Unit Headquarters.** The unit headquarters is normally from the CMO Cell of the superior headquarters. For example a CMO unit allocated to a task force would form the CMO cell in the task force headquarters and provide staff advice to the task force commander.
- b. **Support Teams.** Support teams consisting primarily of engineer, medical, military police, logistics, communications, education and legal specialists are needed to provide advice and conduct military civic action and humanitarian assistance tasks. The composition of support teams must remain flexible to meet the unique demands of each situation.
- c. **Liaison Teams.** Liaison teams are tasked with establishing and maintaining liaison between ADF and local committees, for operations in Australia and with host nation governments and agencies for operations offshore.

- d. **Language Teams.** Language teams provide interpretation and translation services for operations offshore.

TYPES OF CIVIL-MILITARY OPERATIONS

Strategies for Civil-Military Operations

7.5 The tasks undertaken in CMO depend on the nature of the operation, the activities and attitudes of civilian groups and their impact on the commander's mission. Nevertheless, the following strategies are characteristic of all CMO:

- a. **Encourage Cooperation.** It is essential that civilian and military agencies share a common understanding of the desired end-state and their respective roles in its achievement. This is effected through formal and informal liaison. When civilian agencies are unwilling to cooperate, the emphasis shifts from liaison to the use of strategies that minimise civilian interference, such as control measures.
- b. **Inform and Communicate.** Whilst operational security must always be a primary consideration, a regular flow of information to civilians on military plans and enemy assessment assists in reducing panic, avoiding misunderstanding and generally projecting a positive image. It also promotes the willingness of the civilian population to satisfy military information requirements.
- c. **Promote Mission Legitimacy.** Avoiding collateral damage and conducting operations in a manner that accommodates sensitivities of the region and population, promotes mission legitimacy and encourages cooperation from civilians.
- d. **Provide Assistance.** The nature of CMO tasks is generally less important than their role in achieving the commander's mission. Humanitarian tasks may provide more indirect support to military objectives than non humanitarian CMO tasks. The longer-term benefits of such operations are in the areas of winning civilian cooperation and creating an environment that facilitates self help thus reducing the burden on military forces.

Host Area Support

7.6 Service support requirements may be satisfied or supplemented with appropriate goods and services obtained from local sources within a theatre or area of operations. This is accomplished through support from local authorities or private organisations based on mutual agreement. Logistic personnel identify available resources and negotiate for their use and acquisition. Factors that may influence a commander's decision to use host area support (HAS) include:

- a. identified shortfalls in Service support capabilities;
- b. the capability, reliability and willingness of authorities or private organisations to provide support;
- c. the possible effect of HAS on force morale and the attitude of the local population;
- d. operational security risks;
- e. the capability of the force to accept and manage HAS resources; and
- f. the inherent risk that HAS may not be available if the conflict escalates.

7.7 HAS may be provided by government agencies, civilian contractors or local private organisations. The use of HAS can ease the burden on military resources and boost the local economy, however consideration should be given towards security implications.

Population and Resource Control

7.8 Population and resource control measures benefit both ADF elements and the local population and deny access to hostile elements. Control measures may be exercised by both civilian and military authorities, with advice and support given by CMO personnel.

7.9 Authority. The Australian Government exercises authority for implementing control measures through the civil-military cooperation system.

7.10 Population Control. Commanders are legally bound to observe the laws of armed conflict during the conduct of operations or occupation. This may include the provision of humanitarian aid and the establishment of law and order. For purposes of population control civilians are divided into two categories:

- a. **Local Civilians.** Local civilians are those who continue to reside at their normal place of residence.
- b. **Dislocated Civilians (DC).** DC are those civilians who have left their normal place of residence for various reasons and include:
 - (1) **Displaced Persons.** These are civilians who are involuntarily outside the national boundary of their country in time of war.
 - (2) **Refugees.** These are civilians who because of real or imagined danger have left home to seek safety.
 - (3) **Evacuees.** These are civilians removed from their place of residence on the order of military or civil authorities.
 - (4) **Stateless Persons.** These are civilians who have been denationalised or whose country of origin cannot be determined or who cannot establish their right to the nationality claimed.

7.11 Control of Local Civilians. If local civilians can care for themselves and are not threatened, it may still be necessary to control their activities and movement. Relevant control measures may include:

- a. curfews;
- b. movement restrictions;
- c. travel permits, registration and identity cards/tags; and
- d. resettlement into other areas.

7.12 DC Operations. DC operations are conducted in order to minimise interference to ADF operations, protect DC, prevent outbreak of disease, relieve human suffering and centralise the DC for rehabilitation. These operations involve the movement of DC away from the combat area to a suitable facility. Measures employed to aid the collection and holding of DC could include:

- a. **DC Collection Points (DCCP).** DCCP are used to gain initial control over DC. Small numbers are held temporarily at DCCP until they can return to their homes or move to an assembly area. DCCP are established as close as possible to the joint force area of operations boundaries and likely DC routes, and involve screening to separate DC from hostile or other personnel. Screening for intelligence information and emergency assistance may be conducted. Civilian personnel or agencies could operate DCCP under the supervision of military personnel. Where military mobility is threatened, Service police may be employed at or near the DCCP to control movement.
- b. **DC Assembly Area (DCAA).** A DCAA is a temporary holding area to hold DC for up to 72 hours prior to movement to a DC Camp. It should be a secure area with medical and logistic support capabilities. More detailed screening of DC takes place here, including segregation. Civilian personnel or agencies could operate the DCAA under supervision of military personnel.
- c. **DC Camp.** DC Camps serve as temporary or semipermanent places for DC to reside prior to returning home or resettlement. They should be established in secure areas away from military activity. DC Camps should be established and run by the host nation government or non-government philanthropic organisations.

7.13 Movement of DC. Control over the movement of DC must be established as soon as possible. The following measures assist movement control:

- a. **Designated Routes.** Routes need to be designated for the movement of DC. The selection of routes should consider proximity to military activity and forms of transport to be used. Routes must be signposted using language and symbols that both military personnel and DC can understand. They may be secondary roads, tracks, footpaths or cross country.
- b. **Traffic Control Points (TCP) and Staging Areas.** TCP and staging areas should be established at key intersections and critical locations.
- c. **Rest Areas.** Rest areas should be established at regular intervals and likely congestion points to provide water, food, fuel, vehicle maintenance and medical services to DC.
- d. **Local and National Agencies.** The use of local and national agencies conserves military resources.

7.14 Screening. The screening of DC is required to segregate the various categories, identify hostile personnel and gather intelligence. Screening should commence at the DCCP and continue as the DC is processed back through the movement chain.

7.15 Personnel. Military personnel are required to man collection points, checkpoints and assembly areas. Maximum use should be made of non military resources, such as NGO, to provide necessary services and reduce the burden on military assets. ADF assets may be required to escort DC in situations where they are threatened by enemy activity or they can not be assured of remaining on prescribed movement routes.

7.16 Resource Control. Resource control may be implemented in order to safeguard scarce resources and discourage illegal trade. Relevant control measures include licensing, introducing regulations or guidelines, vehicle and personnel checkpoints to search for restricted goods, ration control, amnesty programs and facility inspection. It may be necessary to seek government legislation for some resource control measures.

Military Civic Action

7.17 Military civic action projects are conducted to win support from the local population by using military expertise to assist economic and social development. Suitable projects include advice or assistance in education, public works and health care. The scope of military involvement is flexible and may be limited to a training and advisory role.

Humanitarian Assistance

7.18 Humanitarian assistance operations are conducted in response to natural or artificially produced disasters and are aimed at alleviating human suffering. Humanitarian assistance is normally designed to supplement or complement the efforts of civil authorities and other agencies that have primary responsibility for providing assistance. Liaison with civil authorities and agencies is essential at all levels to ensure that scarce resources are best used to contribute to long-term results. These operations include fire, drought or flood relief, provision of medical assistance or food, and establishment of facilities and accommodation.

Civil Defence

7.19 The functions of civil defence are:

- a. to protect the civilian population against the dangers of hostilities,
- b. to help the civilian population recover from the immediate effects of hostilities, and
- c. to provide conditions necessary for survival of the civilian population.

7.20 The Commonwealth has a policy coordination and support responsibility for civil defence in defence of Australia. This is exercised through Emergency Management Australia which is a Commonwealth Government agency. Australia's civil defence capability is based on State and Territory emergency/disaster management organisations in conjunction with the ADF. Civil defence overseas is the responsibility of host government agencies.

7.21 The effectiveness of existing civil defence plans and the government's ability to implement them impacts on military operations. The military role in civil defence is to provide advice and support to civil defence planners to maximise the effectiveness of civil defence. Once plans are established CMO may assist in disseminating information to the population. Military civic action projects may be conducted in support of civil defence preparedness.

CHAPTER 8

CIVIL–MILITARY COOPERATION STAFF CONSIDERATIONS

Staff Responsibility

8.1 In joint headquarters civil-military cooperation (CMC) is the responsibility of the J5 staff. In tactical headquarters commanders should appoint an officer and staff to be responsible for CMC/civil-military operations (CMO). Staff nomenclature should be as follows:

- a. **Staff Officer Civil Affairs (SOCA).** The SOCA is responsible for the broad range of activities aimed at establishing, maintaining, influencing or exploiting relations between military and civil authorities. SOCA has overall responsibility for civil liaison and CMO.
- b. **Staff Officer Civil-Military Operations (SOCMO).** Staff with the specific responsibility for activities designed to enhance military effectiveness, support military objectives and reduce the negative aspects of military operations on civilians are designated SOCMO.
- c. **Staff Officer Civil Liaison (SOCL).** SOCL are specifically responsible for liaison. They are normally the commander's representative on the appropriate CMC committee and represent the military case to civilian agencies and vice versa.

Principles of War and Civil-Military Cooperation

8.2 Victory in war requires adherence to the principles of war. CMC requires consideration of wider issues as follows:

Principle of War

1. Selection and Maintenance of the Aim

Civil-Military Consideration

Regardless of the military aim at the lower levels, Australia will have an ultimate national strategic aim. Operational and tactical level aims must be aligned with this aim. CMC can assist by:

- a. providing information on the political, cultural and economic situation within the area of operations;
- b. coordinating resources to provide logistical support to military operations; and
- c. assisting the civil government agencies when they are unable to provide for the needs of their population.

2. Concentration of Force

Civil population density and location impact on this aspect and cooperation may be needed to secure areas, routes and logistic support.

3. Cooperation

This is required not only between levels of command and service but with government and private agencies between organisations and individuals.

4. Economy of Effort

CMC should unlock all national resources for use towards the national aim.

5. Security

CMC assists security by providing a source of information or intelligence from the population or civil agencies and controlling the impact of civilian activities on military operations. It reduces the vulnerability of the civil population and infrastructure from being a target that requires protection.

Principle of War**Civil-Military Consideration****6. Offensive Action**

CMC supports offensive action by:

- a. augmenting the intelligence cycle through direct involvement with the civilian population,
- b. minimising civilian interference with military operations, and
- c. maintaining logistics support to military units using local resources.

7. Surprise

CMC can enhance the effectiveness of sensitive operations through coordination with local authorities.

8. Flexibility

The need to coordinate with civil authorities is not necessarily an impediment to flexibility. Liaison with civil authorities may lead to an increase in information and physical resources and greater flexibility.

9. Administration

When possible local civil resources should be used to enhance administrative capacity. In some circumstances humanitarian concerns may dictate a transfer of military resources to the civil population. CMC planning and management should be applied to avoid loss of operational capability resulting from transfer of administrative resources to civilians.

10. Morale

The morale of friendly civilian populations is an important factor in CMC. Greatest cooperation can be expected from civil agencies whose constituents have confidence in the Australian Defence Force.

8.3 Other CMC Factors. The following factors should be considered when planning or conducting CMC or CMO:

- a. civilians are a feature of the battlefield,
- b. international and domestic law impacts on all military operations,
- c. CMC begins at the national strategic level,
- d. CMO at the operational and tactical levels are essential to terminating conflict on terms favourable to the Australian national interest, and
- e. commanders and troops must train in CMC and CMO.

Intelligence Considerations

8.4 Coordination between CMC and intelligence staffs ensures that appropriate consideration is given to the civil-military aspects of the battlefield. At operational and tactical levels, planning processes should include intelligence collection to support the CMC aspects of the operation as part of the overall collection plan. The collection plan may include:

- a. census, location, ethnic composition and health of the population;
- b. attitude of the local population including ideological, religious and cultural aspects;
- c. government structure including forms, personalities, local laws and political heritage;
- d. education standards and facilities and important cultural activities and locations;
- e. communications, transportation, utilities, power and natural resources;
- f. labour potential including availability by type and skill, practices and organisations;

- g. economic development including principal industries, scientific and technical capabilities;
- h. the extent and nature of agricultural production and population dietary habits;
- i. cores of resistance movements;
- j. organisation and operation of guerilla forces in rear areas and the extent and degree of local support; and
- k. hostile activities including espionage, sabotage and other factors of subversion and disaffection.

Appreciation and Plan

8.5 The civilian situation should be analysed during the intelligence preparation of the battlefield for any situation. CMC should be a component of the courses of action flowing from the appreciation process. In large headquarters a separate supporting plan is developed in parallel with other supporting plans such as the Psychological Operations, Information Operations and Public Information Plans.

8.6 A check list of general civil-military factors to be considered during the appreciation is in [annex A](#). A suggested format for a CMO Plan is shown in [annex B](#).

Annexes:

- A. [Civil-Military Appreciation Factors](#)
- B. [Format of a Civil-Military Operational Plan](#)

CIVIL–MILITARY APPRECIATION FACTORS

Considerations

1. Factors to be considered in order to analyse the civil-military aspects of a situation include:
 - a. **Characteristics of the Area of Operations (AO).** This includes the physical features of the AO including the characteristics of towns and cities, communication routes, terrain, climate, politics and demographics including:
 - (1) attitude of population (cooperative or uncooperative);
 - (2) availability of basic necessities (food, clothing, water, shelter and medical care), including capabilities for self support;
 - (3) availability of local material and personnel to support military operations;
 - (4) impact of military operations on the economy (public utilities, transportation and communications);
 - (5) state and character of local government; and
 - (6) health of local population.
 - b. **Enemy.** Consideration should be given to the impact of civil activities (including those of dislocated civilians (DC)) on the adversary's operations and the adversary's potential to use sabotage, espionage, subversion and terrorism.
 - c. **Operational Situation.** The following should be considered in order to assess how the civil situation may impact on friendly operations:
 - (1) present disposition of own forces,
 - (2) possible courses of action, and
 - (3) possible coordination required with civilian organisations.
 - d. **Personnel Situation.** The implications of deployment of military personnel on the civil population influences the necessity and type of supporting CMO.
 - e. **Logistics.** The implications of the deployment of logistic installations and units on civil population must be ascertained.
 - f. **CMO Situation.** The civil-military interaction with regard to the following should be considered if applicable:
 - (1) **Government:**
 - (a) civil defence,
 - (b) labour,
 - (c) legislation,
 - (d) public administration,
 - (e) public education,
 - (f) public finance,
 - (g) public health,
 - (h) public safety, and
 - (i) public welfare.

- (2) **Economic:**
 - (a) civil supply,
 - (b) economics and commerce,
 - (c) food and agriculture, and
 - (d) property control.
 - (3) **Public Facilities:**
 - (a) communications,
 - (b) transportation, and
 - (c) works and facilities.
 - (4) **Special Functions:**
 - (a) arts, monuments and archives,
 - (b) cultural and religious affairs,
 - (c) DC, and
 - (d) civil information (this refers to information passed directly to the civil population by psychological operations resources).
- g. **CMO Resources.** Resources required to conduct CMO should be considered.

Civil-Military Operations Vulnerabilities

2. A list of the major CMO vulnerabilities, including recommendations to overcome them, should be prepared during the appreciation process.

FORMAT OF A CIVIL–MILITARY OPERATIONAL PLAN

CIVIL–MILITARY OPERATION PLAN OPERATION

Situation

1. **General:**
 - a. **Impact of Civil-Military Situation on Operational Planning.**
 - (1) TAOR
 - (2) TAOR
 - (3) TAOR
 - b. **Future Impact of Civil-Military Situation on Operational Planning.**
 - c. **Civil Population in the joint force area of operations (JFAO).**
 - d. **Attitude of Local Population.**
 - e. **Ability to Care for Themselves.**
 - f. **Ability of Local Authorities to Govern.**
2. **Opposing Forces:**
 - a. **General Effect on Civil Sector.**
 - b. **Commercial Activities.**
 - c. **Social Activities.**
 - d. **Lines of Communication.**
 - e. **Guerilla/Terrorist Activity.**
3. **Friendly Forces:**
 - a. **Higher CMO Plan.**
 - b. **Government Agencies in JFAO.**
 - c. **Non Government Agencies in JFAO.**
 - d. **Effect of Friendly CMO in JFAO.**
 - e. **Task Organisation.**

Mission

4. To conduct CMO in support of OPERATION

Execution

5. **General Outline:**
 - a. **Concept of CMO.**
 - b. **Priority of CMO.**

6. Grouping and Tasks:

- a. 1 Civil Affairs Unit.
- b. 1 Task Force etc.

Coordinating Instructions

7. Timings.
8. Dislocated Civilians.
9. Evacuation of Populated Areas.
10. Civilian Movement Policy.
11. Refugees and Evacuees Movement.
12. Host Area Support.
13. Civil Defence Coordination.
14. Public Information.
15. Environmental Issues.
16. Religious and Cultural Issues.
17. Legal Issues.
18. Rules of Engagement.

Administration and Logistics

19. Supply.
20. Maintenance.
21. Medical.
22. Transport.
23. Personnel.

Command and Control

24. To include details of civil-military cooperation committees to be established.

CHAPTER 9

HOSTING FOREIGN FORCES IN AUSTRALIA

9.1 Australia's commitment to Defence alliances and regional stability may involve friendly foreign forces using Australia for pre-positioning defence equipment, and concentrating or staging forces for operations in a third country. These activities require the foreign force to cooperate with civil authorities for a range of supporting activities.

Status of Foreign Forces and Agreements

9.2 Foreign forces in Australia are subject to international law, and the domestic laws of Australia except where exempted pursuant to a specific agreement. The highest level of agreement governing the relations between Australia and a visiting force is a Status of Forces Agreement (SOFA). A SOFA is a treaty status document covering issues such as carriage of weapons, exemption of visiting forces personnel from certain civil jurisdiction, damages claims and exemptions of the visiting force from local taxes and charges.

9.3 In cases where a SOFA is not in place or cannot be concluded, some form of lesser arrangement is desirable. In any case, the range of issues to be addressed in hosting a large force generally requires a separate agreement, termed a 'Host Nation Support Agreement (HNSA)'. A HNSA, between Australia and a country providing a visiting force, addresses all the particular issues required to receive, accommodate, sustain and despatch that force. Most of these issues will involve cooperation with civil authorities and commercial organisations during drafting and implementation. Cooperation with civil authorities under the HNSA is a combined Australian Defence Force (ADF) (as hosts) and visiting force requirement.

Cooperative Framework

9.4 For the purposes of defining a framework for cooperation, the principal difference between hosting visiting forces and conducting ADF operations in Australia is that the former is controlled at all times while the latter varies with an adversary's activity. Constructing a framework for civil-military cooperation (CMC) is relatively simple, as the location and nature of activity can be predicted and catered for in planning.

9.5 Where appropriate the Australian CMC System developed for cooperation during ADF operations should be used, although in general terms the issues for host nation support will not be of the degree of urgency or severity for which the existing system is designed.

GLOSSARY

armed conflict (ADF)

Conflict between States in which at least one party has resorted to the use of armed force to achieve its aims. It may also embrace conflict between a State and organised, disciplined and uniformed groups within the State, such as organised resistance movements. This term is synonymous with war.

civil affairs

A broad range of actions conducted to establish, maintain, influence, or exploit relations between the military, civil authorities and the civilian population in order to assist a military operation. They include the provision of support to the civil administration and civil-military operations.

civil community

The civil community includes Commonwealth and State/Territory Government departments, agencies and authorities (including law enforcement agencies and emergency services) and the community at large (including clubs, organisations and commercial enterprises).

civil defence

The performance of humanitarian tasks intended to protect the civilian population against the dangers, and to help it recover from the immediate effects, of hostilities or disasters and also to provide the conditions necessary for its survival.

civil-military cooperation (NATO)

All actions and measures undertaken between commanders and national authorities, military or civil, in peace or war, which concern the relationship between allied armed forces and the government, civil population or agencies in the areas where such forces are stationed, supported or deployed.

civil-military cooperation system

The system which provides the means to coordinate ADF activities with those of Commonwealth, State/Territory, Regional and Local Governments throughout the operational continuum. It utilises mechanisms of Government and operates through consultation and coordination.

civil-military operations

Operations conducted in support of military operations, or in times of emergency, aimed at enhancing the effectiveness of a military force or civil operation and reducing the negative aspects of military operations on civilians. They include:

- a. host nation support,
- b. population and resource control,
- c. military civic action,
- d. humanitarian assistance, and
- e. civil defence.

defence assistance to the civil community (DI(G) OPS 05–1—*Defence Assistance to the Civil Community*)

Defence assistance to State/Territory Governments during civil emergencies/disasters and for significant events such as Commonwealth and State anniversaries, Commonwealth or Olympic Games, counter-disaster training and special aeromedical evacuation. It includes assistance to Commonwealth or State/Territory Governments and their civil authorities in the performance of law enforcement tasks, where there is no likelihood that Defence personnel will be required to use force, and the provision of training assistance to Federal/State/Territory police forces.

defence emergency

An emergency situation that effects the security of the State and cannot be resolved without the establishment of defence power and the employment of the State's armed forces. It is the period between the publication of a proclamation by the Governor-General that a state of defence emergency exists and the publication of a proclamation that such a state no longer exists. Declaration is a matter for ministerial judgment based on the prevailing situation and legislative necessity.

defence force aid to civil defence

Defence aid to civil defence agencies to assist in protecting the civilian population in periods of conflict. The functions of Defence Force aid to civil defence are:

- a. protecting the civil population against the effects of hostilities,
- b. assisting the civil population in recovering from the immediate effects of hostilities, and
- c. providing the conditions necessary for the survival of the civil population.

defence force aid to the civil power (DI(G) OPS 01–1—*Defence Force Aid to the Civil Power*)

Defence Force aid to supplement law enforcement measures undertaken by the Federal/State/Territory Governments and their responsible authorities in situations where there is a likelihood that members of the Australian Defence Force may be required to use force. Force may differ in degrees from deliberate acts of minor physical contact or restraint to the use of weapons or other means that could cause death or injury.

defence power

The power of Parliament, subject to the Constitution, to make laws for the peace, order, and good government of the Commonwealth with respect to the naval and military defence of the Commonwealth and of the several States, and the control of the forces to execute and maintain the laws of the Commonwealth. Defence power may be exercised through legislative or executive action to do whatever is necessary to ensure the survival of the country.

defence resources

Defence resources include personnel, equipment, stores, supplies and facilities, and expenditure from Defence outlay on administration, personnel support, equipment operation, repair and maintenance.

host area support

Service support requirements satisfied or supplemented with appropriate goods and services obtained from local sources within a theatre or area of operations.

military civic action

Projects conducted to win support from the local population by using military expertise to assist economic and social development. Suitable projects include advice or assistance in education, public works and health care.

support to civil administration (US Army)

Assistance given by military forces to friendly or neutral foreign civilian government or government agencies.

terrorism (ADF)

The use or threatened use of violence for political ends, or any use or threatened use of violence for the purpose of putting any section of the public in fear.

war

See armed conflict.

ACRONYMS AND ABBREVIATIONS

ADF	Australian Defence Force
ADFLO	Australian Defence Force Liaison Officer
ADHQ	Australian Defence Headquarters
AO	area of operations
ASIO	Australian Security Intelligence Organisation
CA	civil affairs
CDF	Chief of the Defence Force
CDO	Counter Disaster Organisation
CMC	civil-military cooperation
CMO	civil-military operations
COAG	Council of Australian Government
COAG SG	Council of Australian Government Support Group
COMAST	Commander Australian Theatre
COMNORCOM	Commander Northern Command
DACC	Defence Assistance to the Civil Community
DCSC	Defence Corporate Support Centre
DFACD	Defence Force Aid to Civil Defence
DFACP	Defence Force Aid to the Civil Power
EM	emergency management
EMA	Emergency Management Australia
HDC	Head of Defence Centre
HAS	host area support
HNSA	Host Nation Support Agreements
IDC	Inter Departmental Committee
IPB	intelligence preparation of the battlefield
JFAO	joint force area of operations
JFC	joint force commander
JFHQ	Joint Force Headquarters
LCMCC	Local Civil-Military Cooperation Committee
LOAC	Law of Armed Conflict
MOU	Memorandum of Understanding
NCAPS	naval control and protection of shipping
NCAPSORG	Naval Control and Protection of Shipping Organisation
NSCC	National Security Committee of Cabinet
OCC	Operational Coordination Centre
PI	public information
PSCC	Protective Security Coordination Centre
PSYOPS	psychological operations
RCMCC	Regional Civil-Military Cooperation Committee
SAC-PAV	Standing Advisory Committee on Commonwealth/State Cooperation for Protection Against Violence
SCMCC	State Civil-Military Cooperation Committee
SCNS	Secretary's Committee for National Security
SIDCPAV	Standing Inter Departmental Committee for Prevention Against Violence
SITF	Special Incidents Task Force
SOCA	Staff Officer Civil Affairs
SOCL	Staff Officer Civil Liaison
SOCMO	Staff Officer Civil-Military Operations
SOFA	Status of Forces Agreement
SPCG	Strategic Policy Coordination Group
VCDF	Vice Chief of the Defence Force

