



Labor's Election & Pre-Election Commitments on National Security, Defence and Homeland Security

This *National Security Practice Note* provides a summary of the Australian Labor Party's national and homeland security principles, policies and initiatives announced prior to and during the 2007 election campaign.

The paper draws on documents from and addresses by the then Leader of the Opposition and Shadow Ministers to identify probable national security policy and initiatives.

This paper does not represent Labor policy nor advocate Labor policy.

While Labor said that national security issues will be given a high priority under Labor and safeguarding Australia's national security is one of the 7 core elements of the Leader of the Opposition's plans for Australia's future¹, national security issues did not feature significantly in the election.

Key principles and positions informing Labor's national security decisions

There are a series of principles which inform Labor's national security decisions. Many of these have been formally articulated in speeches and statements, while others have been implied. Below are the key enunciated principles categorised into groups. The vast majority are statements from addresses and documents, although some had to be reworded for clarity.

¹ The other core elements are an education revolution, reforming Australia's nation's health and hospitals system, decisive action on climate change and water, getting the balance right in Australian workplaces, tackling the housing affordability crisis, and keeping the economy strong by building our economic infrastructure and making sure the economy also delivers for working families.

Overarching principles

- The first and fundamental responsibility of any Australian government is to provide for the security and safety of the Australian people, the defence of the country and the protection of the nation's interests abroad.
- Australia now confronts a more complex threat environment than at any time in the nation's history.
- The threats to national security have broadened from state and non-state actors applying military, asymmetric, diplomatic and trade pressure to threats to Australia's energy security, health security, resource security and environmental security. Specifically they include climate change, global demography, cyclones, earthquakes, tsunamis, pandemics, and resource depletion.
- The foundation of good national security policy is careful alignment of strategic objectives, capability priorities and funding commitments, and stringent management.
- Spending on national security is to be effective and efficient, and targeted at the future strategic environment.

International security principles

- Australia's alliance with the United States remains central to the nation's ability to advance our security policy interests.
- Australia needs a stable, global, multilateral order because this enhances the nation's wider security and economic interests.
- A positive security environment in Australia's neighbourhood is a key national security requirement, which is a challenge as our immediate neighbourhood is characterised by many fragile and unstable states, economic underdevelopment and frequent breakdowns in law and order.

Defence principles

- Defence needs to have capabilities able to meet a wide range of challenges with flexibility.
- Defence spending will be maintained, including a minimum annual 3% real growth.
- The principle of defence self-reliance is supported which means that the ADF must be structured to provide for the nation's own defence. However, the ADF also needs to be structured to operate further afield in partnership with allies and, when appropriate, in support of UN multilateral peacekeeping operations.
- Defence planning for Australia's future force structure needs to be mindful of relative regional capabilities. In technology, equipment and personnel, the ADF needs to continue to have the edge.
- The future ADF will need a force structure capable of anticipating and responding to multiple and possibly simultaneous security contingencies – both man-made and natural.
- Joint capabilities are the bedrock on which modern military operations are founded
- The creation of a Coastguard will not result in one less person or dollar being committed to the ADF.

Domestic security principles

- Domestic security arrangements need to deliver a whole-of-nation approach which includes Commonwealth, States, Territories, business, non-government organisations and the community.
- Australia needs tough laws to deal with terrorism. However, in responding to terrorism, government must not exploit public insecurity or undermine the very liberties we are seeking to protect. Below are the key principles when considering any anti-terrorism laws:
 - Special anti-terrorist laws that would not normally be adopted in a free and open society must be subject to a meaningful sunset clause.
 - The detention of any citizen for an extended period of time must be based only on sound intelligence of a credible threat and be authorised by a judge, not a bureaucrat or politician.
 - The operation of these laws should be as transparent as is possible including regular reporting to parliament of the application of anti-terrorism laws.
 - Accountability of those involved in covert

activities to well resourced oversight bodies such as the Inspector-General of Intelligence and Security and the Parliamentary Committee on Security and Intelligence is essential.

Labor's flagged national security initiatives

Below are Labor's flagged initiatives categorised into groups.

Overarching initiatives

- A true whole of nation approach to security is required which includes the Commonwealth, States, Territories, business and the community.
- A national security strategy will be developed
- A major revision of the strategy for how Australia deals with the security challenge of extremism and fragile states in our region will be undertaken
- A Counter Terrorism White Paper would be produced providing an assessment of the threat we face as a nation and laying out a co-ordinated blue print for a whole of government response. It would be released in 2008, including an unclassified version to better inform the Australian public

International security initiatives

- A Pacific Partnership for Development and Security will be created which is designed to rebuild the economic and social infrastructure of Melanesia.



About the AHSRC

The Australian Homeland Security Research Centre undertakes independent, evidence-based analysis of homeland security (the domestic dimensions of national security).

The Centre's vision is to be one of Australia's leading independent sources of research on domestic security policy and programs for the government, industry, the community and the media.

Many of the Centre's activities are run in partnership with other organisations which reflects its philosophy that collaboration is the key to ensuring optimal outcomes in national security.

The Centre is not aligned with any political party or funded by government grant. The Centre is fully self-supporting and is funded by its commissioned studies, events and sales of publications.

- A contingent of Australian Federal Police officers would be deployed to Afghanistan to help eliminate the opium trade. These officers will assist the Counter Narcotics Police of Afghanistan.

Asia Pacific Centre for Civil-Military Cooperation

Federal Labor has committed to setting up a new \$5.1 million Asia Pacific Centre for Civil-Military Cooperation (APC-CIMIC) in Queanbeyan, near Canberra. **See details below.**

Defence initiatives

- A new Defence White Paper will be commissioned to ensure that the nation's expenditures produce the force structure needed for the future. Key features of a new Defence White Paper (which provide the core challenges to the nation's changing strategic environment for the next twenty years) would be:
 - Australia's rapidly and radically deteriorating strategic circumstances in the South West Pacific.
 - The long-term trajectory of militant Islamism.
 - The implications of unrestrained WMD proliferation across the wider/Asia Pacific region.
- Negotiations with the US and Iraqi administrations for a staged withdrawal of Australian combat forces from Iraq will commence. Current combat forces would remain in Iraq for the completion of what would be their current rotation plus one further six month rotation in consultation with the Americans and the Iraqis so that there can be appropriate time for any necessary adjustments on the ground. In addition, Australia would provide other forms of security, economic and humanitarian assistance to Iraq.
- Australia will continue its commitment to the deployment of Australian forces in Afghanistan.
- The Army will need additional infantry battalions, and to upgrade its cultural and linguistic capabilities as they relate to the South West Pacific, so as to be able to respond to the need for military forces in more than one country in the arc of instability.
- Air and naval forces, intelligence assets and special forces require priority development.

A Labor Government will invest \$33.1 million to extend free basic medical and dental care to spouses and children of Australian Defence Force personnel. The four year plan will extend free basic medical care to 12,000 ADF spouses and children by funding 12 Defence Family Healthcare Clinics. These clinics will extend the free GP and dental care currently available to ADF personnel to their dependant spouses and children. The location of the first two Defence Family Healthcare Clinics are at:

- Lavarack Barracks, Townsville - to provide coverage for around 4000 dependant spouses and children at all six defence facilities in and around Townsville; and
- Robertson Barracks, Darwin - to provide coverage for around 3650 dependant spouses and children at all seven defence facilities in and around Darwin;

For 10 of the clinics, the GP will work half a day, 5 days a week with a full time nurse five days a week. A dentist and dental nurse will work five days a week. For the larger facilities at Lavarack and Robertson GP services will be scaled up progressively with two full time GPs servicing families by the end of 2009-10, along with two full time dentists.

See details of the full Defence Policy below.

Domestic security initiatives

Administration

- The Office for National Security will be created headed by a National Security Advisor.
- The Department of Homeland Security will be created and will centralise security operational and policy groups and agencies. **See details of the DHS below.**

Border security

- A Coastguard will be established and be made up of Border Protection Command, the Customs Maritime unit and vessels, and Coastwatch plus new vessels and personnel.
- Only security cleared vessels crewed with sailors who have appropriate security clearances will be able to carry dangerous materials on coastal routes. In addition, Labor will ensure that all ships wanting to enter Australian ports provide satisfactory details of all cargo and crew at least 48 hours before arrival and that a significantly

higher percentage of containers are x-rayed on arrival.

Transport security

- The recommendations of the 'Wheeler' review will be expedited, and Labor will work with stakeholders to ensure:
 - in-line screening of all cargo on passenger flights at counter-terrorism, first response airports is completed;
 - upgrades to regional airport security are given priority, particularly those that have direct commercial passenger flights to major high security airports;
 - the expanded use of CCTV, including enhanced smart monitoring that complies with agreed minimum national standards; and
 - improved perimeter security.
- Labor will work with industry, State, Territory and local government to ensure acceptable national standards for security are in place on all major urban transport systems. In particular, Labor will take the initiative in ensuring:
 - the design of carriages, buses, ferries, railway stations and terminals minimises the opportunity for explosive devices to be left and also reduces the lethal effect of any explosion which may occur;
 - a substantial increase in the availability of sniffer dogs to detect explosives and their regular use on major urban transport systems;
 - the creation of highly mobile flying squads of police, specially trained to operate in an urban transport environment; and
 - improved security and surveillance at depots and rail yards where vehicles, ferries and passenger carriages are held.
- The role of the Inspector of Transport Security will be enhanced and become a full-time position to audit transport security measures and ensure suitable standards apply.
- During Labor's first term, another four inspection facilities almost doubling the capacity to x-ray containers on our ports, where currently only 5% to 6% of containers entering Australian ports are x-rayed or physically inspected
- Over the next three years, Labor will provide up to \$2 million in funding to help supply equipment

for walk through passenger screening and cabin luggage screening at a dozen regional airports that have significant numbers of flights to capital cities.

Police

Labor's \$200 million AFP Enhancement Plan includes:

- Increasing the number of sworn AFP officers by 500 over the next five years;
- An audit of police capabilities;
- Establishing an effective National Crime Database to share resources and information;
- Creating a Federal Police Retention and Recruitment program; and
- Expanding the recruitment of Indigenous Australians into the AFP

General

- There is a need for expanded research in the field of bioterrorism to combat the use of viruses and other forms of infectious disease that may be a threat. In addition, Labor will work closely with other nations in our region to control the threat of bioterrorism and pandemics more generally.
- Labor, in cooperation with other tiers of government, utility providers and owners of critical infrastructure, will ensure appropriate safeguards are in place to limit threats and ensure rapid recovery from incidents.
- Emergency Management Australia will be resourced to ensure response and recovery from incidents minimise loss of life and damage to property.
- Labor will work with other levels of government to ensure local resources are capable of addressing anticipated threats. Particular attention will be given to interoperability across agencies and jurisdictions.

Asia Pacific Centre for Civil-Military Cooperation

Federal Labor has committed to setting up a new \$5.1 million Asia Pacific Centre for Civil-Military Cooperation (APC-CIMIC) in Queanbeyan, near Canberra.

Recent experience with the breakdown in law and order in fragile states such as East Timor and the Solomon Islands demonstrates the need for a concerted long-term response to stabilisation, reconstruction and peace-building in our region., according to Labor.

The Asia-Pacific Centre for Civil-Military Cooperation (APC-CIMC) aims to streamline coordination between security, economic, emergency management, institution-building and non-government organisations to help avoid continuing instability and revolving door military deployments.

The proposed Centre will:

- Better coordinate existing resources to act as a focal point for Government agencies in the coordination of stabilisation, reconstruction and peace-building missions;
- Coordinate training for such missions between different agencies, involving participants from all concerned sectors (including NGOs);
- Conduct governance training for public officials

from states in the Asia Pacific region to bolster governance before conflict situations emerge and strengthen peace building operations after they do;

- Liaise with international partner institutions such as the UN Peace Building Commission, Japanese Terakoya, United States Office of the Coordinator for Reconstruction and Stabilization and UK Post Conflict Reconstruction Unit, to enhance cooperation and mutual reinforcement;
- Liaise with other relevant emergency management bodies, both national and international, on disaster management and co-ordination;
- Develop doctrine, interagency exchange and training on disaster and crisis management, coordination and preparation; and
- Contribute to the development of international doctrine and policy on stabilisation and peace building missions;
- Facilitate the development of an integrated interagency approach to campaign planning for complex peace and stabilisation operations;
- Enhance conflict prevention by the coordination of cooperation, engagement and development programs to identify and target fault lines in vulnerable States;

Details of the Department of Homeland Security

Labor has identified that the key responsibilities of the Department of Homeland Security will include:

- Border Security
- Maritime security
- Aviation security
- Mass urban transport security
- Domestic Intelligence and surveillance
- Federal Policing
- Response to non-state terrorism
- Critical Infrastructure protection
- Response to and recovery from incidents
- Protecting against terrorist attacks;
- Fighting crime;
- Collection and dissemination of intelligence

Labor has identified that the Department of Homeland Security will include:

- Coastguard
- AFPPS
- ASIO
- Customs
- Transport Security
- Austrac
- Crimtrac
- Auscheck
- Australian Crime Commission
- EMA
- Protective Security Co-ordination Centre

The Australian Coastguard will be established under the DHS to tackle these problems in association with other agencies. The Australian Coastguard will be responsible for the detection of and response to all incursions into Australian waters; for the enforcement of all Commonwealth laws as they relate to the maritime jurisdiction; for carrying out coastal surveillance and intelligence gathering operations; for coordinating maritime safety and search and rescue operations; and for coastal surveillance and protection against incursions in times of declared emergency and conflict. In addition to existing resources within Customs, the Coastguard will be equipped with new vessels and other platforms designed for their specific role and appropriately armed to undertake their important tasks. Coastguard personnel will be recruited to

complement existing personnel engaged in these tasks.

The Coastguard will also have a volunteer civil reserve component to provide a localized search and rescue service.

Labor has identified that the Australian Coastguard may include:

- Border Protection Command
- Customs Maritime unit and vessels
- Coastwatch
- New vessels and personnel

Australian industry and homeland security

- The surveillance, intelligence and security tasks that are central to successful homeland security require research and development of capabilities to meet the ever changing tactics employed by terrorists and organised criminals. Many Australian researchers and companies have outstanding skills in these fields.
- Labor's DHS will establish close working relationships with suppliers and researchers in these fields. This partnership will facilitate mutual benefits for both industry and the DHS.
- Labor's commitment to working closely with industry both as suppliers and consumers of security related services, will ensure that the government receives advice on the effectiveness of laws and procedures already in place and on practical measures to protect Australians and their property.
- Working groups with a focus on specific sectors or issues will be created as required. This will enable new developments and any issues of concern to be addressed in a co-operative and speedy manner.

Labor's Defence Policy

On 12 November, Labor released its Defence policy. Below are the key statements from the policy.

Labor's first priority is the defence and security of our nation, its people and their interests.

Defence policy is a core component of Australia's national security strategy. In an increasingly interdependent world, defence and national security cannot be achieved without effective international relationships – bilateral, regional and multilateral.

Labor's approach to Australian defence is built around three fundamental pillars:

- Australia's alliance with the United States.
- Australia's active membership of the United Nations.
- Comprehensive regional engagement.

The Policy recommits Labor to developing a new Defence White Paper which support five ADF strategic tasks of:

1. Ensuring Australian defence self reliance.
2. Controlling the air and sea approaches to our continent.
3. Contributing to the security and stability of our immediate neighbourhood.
4. Contributing to coalitions of forces to protect our wider national interests beyond our immediate neighbourhood.
5. Undertaking occasional tasks in support of peacetime national priorities.

The Policy also recommits Labor to:

- Ensuring that preliminary work on Australia's next generation of submarines
- Re-introducing a naval shipbuilding capability to Australia
- Undertaking a full audit of the Defence budget
- Maintaining defence spending including a minimum annual 3% real growth until 2016.

Key statements on defence procurement and industry involvement include:

- Fundamental change is needed to overcome the failures in Defence procurement that have become normal under the Howard Government.
- The efficient and timely delivery of new equipment is more important than ever at a time of increased demands on Australia's Defence resources.
- Labor will undertake a formal evaluation of the effectiveness of the reforms to the Defence Materiel Organisation (DMO) that were implemented following the 2003 Review of Defence Procurement.
- Labor will also task and resource the Australian National Audit Office to undertake independent

evaluations of the top 30 major defence equipment projects on an annual basis.

- A Rudd Labor Government will ensure that as much of the Defence budget as possible is spent in Australia. Labor will emphasise preference for Australian content and require tenderers to develop detailed strategies for involving Australian industry to the greatest extent possible.
- To ensure that Australians receive maximum benefits from their spending on Defence, a Rudd Labor Government will introduce new reporting obligations on Defence to include in its Annual Report a specific section outlining Australian involvement in major equipment acquisition projects.
- A Rudd Labor Government will also:
 - o Implement new systems to provide better access for Australia's small and medium enterprises to information on minor capability projects.
 - o Formalise assessment processes in the DMO for unsolicited capability proposals that are submitted by industry.
 - o Further expand and encourage the links between the Defence Science and Technology Organisation and the Australian defence industry to ensure better technology transfer to Australian industry.

At the media interview on 12 November, Mr Rudd spoke more on Defence procurement and indicated the strength of feeling about the issue. These comments are listed below.

And Defence procurement is a massive rolling policy failure on the part of the current Government. There have been billions of dollars worth of wasted dollars, billions of wasted dollars in defence procurement. It is a rolling scandal and we are determined in Government to ensure that we've got the processes in place to make sure there is rational long term planning for our equipment requirements, our Defence platform requirements, which is in turn consistent with a strategic doctrine laid down in the whitepaper.

If you look at the history of defence material acquisition over the 11 years that this Government has been in office, it is a rolling financial scandal. One project after another. Billions of dollars worth of wasted taxpayers' dollars. It is quite plain that the defence acquisition systems currently in place in the bureaucracy in Canberra have not been working properly.