



PERSONNEL SERIES

# THE AIR FORCE APPROACH TO PERSONNEL CAPABILITY SUPPORT

AFDP-1



AIR FORCE DOCTRINE PUBLICATION

**2017**





Air Force Doctrine Publication-1  
AFDP-1

## THE AIR FORCE APPROACH TO PERSONNEL CAPABILITY SUPPORT

Air Force Doctrine Publication – 1 – *The Air Force Approach to Personnel Capability Support* is issued for use by the Royal Australian Air Force and is effective forthwith.

**GA TURNBULL, AM**  
Air Vice-Marshal  
Deputy Chief of Air Force  
Air Force Headquarters  
Canberra

25 OCTOBER 2017



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## FOREWORD

*My office walls are adorned with more photos of people than of aircraft. I believe that says something important about me, and it will inform my priorities as Chief of Air Force.*

Air Marshal GN Davies, Chief of Air Force<sup>1</sup>

AFDP-1 guides the future development and delivery of enhanced personnel capability support (PCS) within Air Force. It articulates the approach that Air Force must take to enhance its PCS and decision support capabilities.

Air Force must remain flexible, adaptable, agile and responsive. It must draw upon lessons learned from previous experience. It requires a contemporary workforce, able to continue to develop and adapt. The workforce must be properly prepared and have the professional mastery to achieve its mission, now and into the future.

This doctrine codifies the evolution of Air Force's traditional concept of 'administrative' functions to the broader and more effects focussed, 'personnel capability' functions. The doctrine defines five 'PCS pillars' from which PCS functions are generated: *workforce development and review; personnel operations; communication effects; personnel management; and resource and knowledge management.*

By defining the guiding principles behind PCS, this doctrine will:

- be the foundation for future development of related Air Force policies and processes,
- influence the development of joint doctrine and policy,
- guide the future establishment and development of PCS to deliver the required effects across the strategic, operational and tactical continuum.

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<sup>1</sup> Davies, G. AIRMSHL, 2015, Chief of Air Force 'Opening Remarks', Jericho Innovation Seminar, Williams Foundation, viewed 26 May 2016 at <[http://airpower.airforce.gov.au/UploadedFiles/General/2015\\_06AUG\\_JerichoInnovationSeminar.pdf](http://airpower.airforce.gov.au/UploadedFiles/General/2015_06AUG_JerichoInnovationSeminar.pdf)>

PCS is delivered by a wide spectrum of specialisations and roles. In addition to skilled personnel in uniform, Air Force requires appropriately skilled public service, contractor and industry personnel.

The content of AFDP-1: *The Air Force Approach to Personnel Capability Support* will be reviewed regularly to accommodate future developments, theory and technology. Feedback to the Air Power Development Centre is encouraged.

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The Air Power Development Centre acknowledges the support provided by Mr Jim Eames, author of *The Searchers and their endless quest for lost aircrew in the Southwest Pacific*, and Mr Neal Waddell for his editorial support.

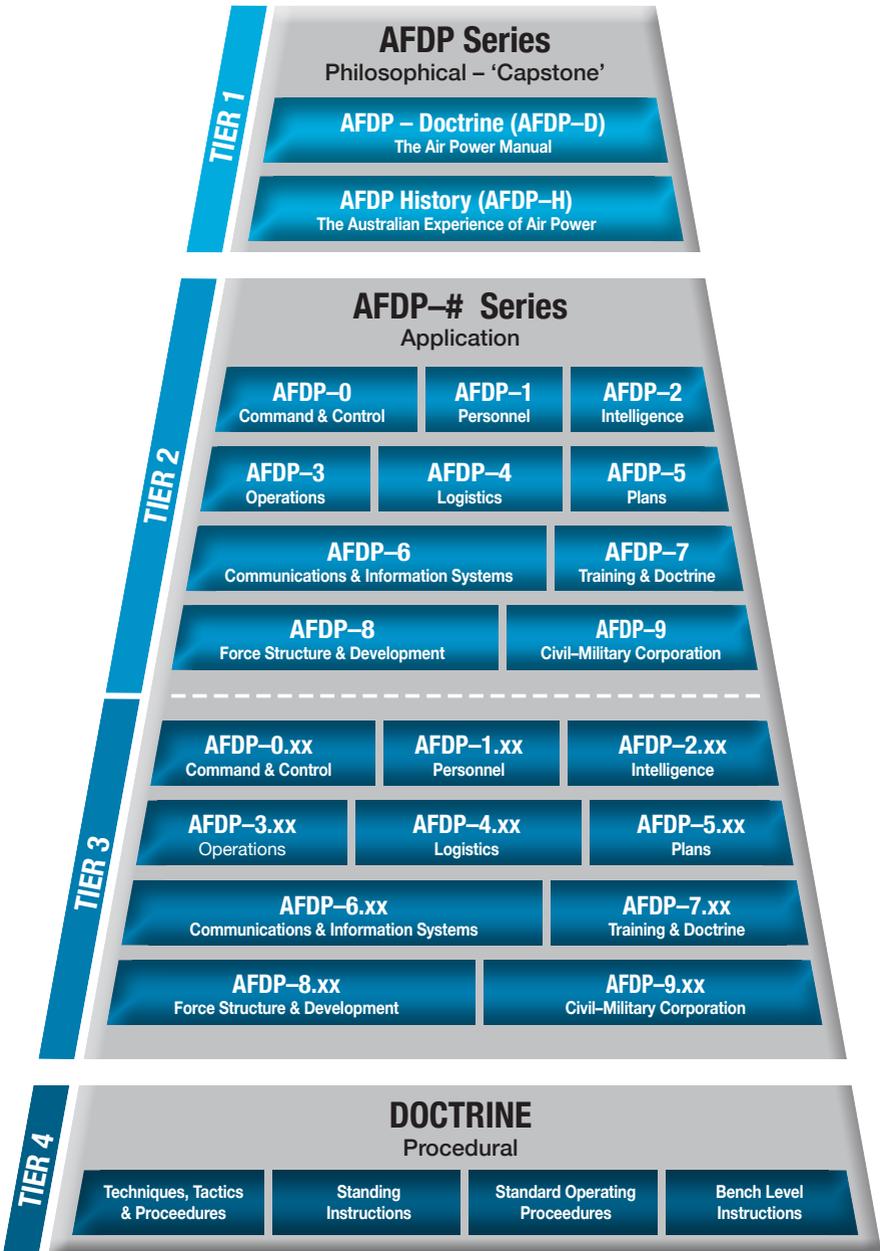
In addition, acknowledgement is given to the numerous Personnel Capability Officers across Air Force who may have retired from active service but have provided their time, subject matter expertise and editorial skills towards the development of this doctrine.

## HIERARCHY OF AIR FORCE DOCTRINE

Air Force doctrine is articulated in the Air Force doctrine hierarchy (see figure page *x*) that encapsulates Air Force's philosophical, application and procedural doctrine. The Air Force doctrine hierarchy identifies four types of doctrinal publications.

- a. **Tier 1:** Air Force's capstone doctrine (AFDP-D and AFDP-H) that provides Air Force's philosophical air power doctrine.
- b. **Tier 2:** Air Force's application level doctrine within each functional grouping — Command and Control (AFDP-0 Series), Personnel (AFDP-1 Series), Intelligence (AFDP-2 Series), Operations (AFDP-3 Series), Logistics (AFDP-4 Series), Planning (AFDP-5 Series), Communication and Information Systems (AFDP-6 Series) and Training and Doctrine (AFDP-7 Series).
- c. **Tier 3:** Other Air Force doctrine publications that are subsets of the groupings in Tier 2 (AFDP 0.X.X, AFDP 1.X.X).
- d. **Tier 4:** Air Force procedural doctrine that is not identified in any specific series or publication such as TTPs, SIs and SOPs.

**Doctrine Notes.** An Air Force doctrine note (AFDN) promulgates specific doctrinal matters that need to be formally articulated between major doctrinal reviews in the AFDP Series.



## KEY DOCTRINAL STATEMENTS OF THE AIR FORCE APPROACH TO PERSONNEL CAPABILITY SUPPORT

The key doctrinal statements of AFDP-1: *The Air Force Approach to Personnel Capability Support* are the primary doctrinal declarations that underpin Air Force's understanding of personnel capability support and are the key outcomes.

- Personnel capability support (PCS) is integral to Air Force operations.
- PCS focuses on conduct of managerial and governance accountabilities.
- PCS must be flexible, scalable and responsive to concurrent strategic and operational requirements.
- Effective PCS assists commanders maintain the performance and morale of their personnel.
- Air Force requires a human resource management (HRM) strategy.
- PCS delivers a broad range of functions and effects derived from a framework of five functional pillars:
  - ***Workforce Development and Review*** ensures Air Force maintains a force structure which is appropriately sized, shaped and trained to achieve the required levels of capability and preparedness.
  - ***Personnel Operations*** is the planning and management of personnel as an operational resource.
  - ***Communication Effects*** refers to the planning, generation and delivery of information which is intended to achieve a desired cognitive effect in a target audience, in support of strategic, operational and tactical objectives.
  - ***Personnel Management*** delivers a broad range of HRM functions.
  - ***Resource and Knowledge Management*** refers to the coordination, management and governance of Air Force's financial, human, and knowledge resources.
- An understanding of the distinguishing characteristics, capabilities and limitations of Air Force PCS is essential to the planning and conduct of air operations.



# CHAPTER 1

## INTRODUCTION

*The Air Force team comprises a total force of diverse, talented, innovative and technically savvy people; our air power systems deliver nothing worthwhile without them.*

Air Marshal GN Davies, Chief of Air Force<sup>1</sup>

1.1 The aim of AFDP-1 is to describe the functions and enablers, delivered through PCS, and discusses how these enablers contribute directly to generating and sustaining Air Force's combat power. This doctrine enables the ongoing critical examination and evolution of PCS within Air Force.

1.2 The purpose of this doctrine is to:

- a. describe PCS principles, functions and effects,
- b. demonstrate the link between PCS and the air power roles,
- c. describe the workforce structure and roles that relate to the delivery of PCS,
- d. state the principles for PCS within Air Force, and
- e. describe the functions and effects to be delivered by PCS.

1.3 AFDP-1 describes how this support can: enhance situational understanding, command and control, and communication; enable commanders to generate capability; meet governance and assurance requirements; and conduct continual improvement.

1.4 AFDP-1 is closely aligned with the Australian Defence Doctrine Publication (ADDP) 1.0: *Personnel*. ADFP-1: *The Air Force Approach to Personnel Capability Support* addresses the specific requirements of the Royal Australian Air Force (RAAF) and has, therefore, been developed to augment both the ADDP 1.0, ADDP 1.1: *Personnel Support to Operations*,

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1 Davies, G. AIRMSHL, 2015, *Chief of Air Force Commanders Intent 2015*, viewed 9 February 2016, <[http://drnet.defence.gov.au/raaf/CAF/CAFComms/Pages/Commander\\_s%20Intent.aspx](http://drnet.defence.gov.au/raaf/CAF/CAFComms/Pages/Commander_s%20Intent.aspx)>.

and Air Force's principle doctrine, AFDP-D: *The Air Power Manual*. AFDP-1 should be read in conjunction with those principal doctrine publications.

## **Definition of Administration**

1.5 The term, 'administration', has been used commonly to refer to the broad management aspects of an organisation, its personnel, its policies and regulations. Prior to 1991, the NATO Glossary defined administration as the management and execution of all military matters not including tactics and strategy. This widely known definition implied administration was: 'all other non-tactical and non-strategic matters'. This definition was not only too broad but also defined administration by articulating what it was not. In 1991, the definition was expanded to identify administration was 'primarily in the fields of logistics and personnel management'. At that time, a second definition was added that also identified administration to be 'the internal management of units'.

1.6 A shift in understanding of the scope of administration was evidenced by the 2016 NATO definition: 'The provision and implementation of regulations and procedures related to the management of an organization in support of the accomplishment of its mission.'<sup>2</sup> This NATO definition remains extant (at the time of publication). While it acknowledges that administration is a mission enabler, it constrains administration to the areas of regulations and procedures. The definition of administration also does not address areas specific to personnel management and support; nor does NATO provide separate definitions for 'personnel management' or 'personnel support'.

1.7 The Australian Defence Glossary defines administration as the management and execution of all military matters not included in tactics and strategy, primarily in the field of logistics and personnel management.<sup>3</sup>

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2 NATO, 2016, Allied Administrative Publication–06 (AAP-06), 2016, NATO *Glossary of Terms and Definitions*, NATO Standardisation Office, p 2, <[http://nso.nato.int/nso/zlinks/terminology\\_public\\_\\_non-classified%20nato%20glossaries.html](http://nso.nato.int/nso/zlinks/terminology_public__non-classified%20nato%20glossaries.html)>.

3 Australian Defence Headquarters, 2016, *Australian Defence Glossary*, <<http://adg.eas.defence.mil.au/default.asp>>.

## Definition of Air Force Personnel Capability Support

The Australian Defence Glossary defines **personnel support** as:

A global term used to describe all personnel functions and activities undertaken for the efficient and effective employment of all personnel in the ADF, including their wellbeing and discipline.

Note: These functions include personnel management and personnel administration, personnel services and health services.

1.8 When discussing the employment and management of personnel as an enabler, *The Air Power Manual* uses the term: 'personnel support' and uses the above definition.

The Air Power Manual defines **force generation and sustainment** as:

'Generation of the necessary personnel, skills and materiel to conduct and sustain operations — both domestically and expeditionary — while maintaining the ability to regenerate the force during and after operations.

AAP 1000-D—The Air Power Manual, p 93.

1.9 Within the framework of this doctrine, a number of capability enablers, which are not specifically related to the employment, wellbeing, or discipline of personnel will be considered. Therefore, *The Air Force Approach to Personnel Capability Support* will use the common term: 'personnel capability support' (abbreviated as PCS), to communicate its broader scope.

Air Force **personnel capability support (PCS)** is defined as:

All personnel and command support functions and activities related to Air Force workforce development, force generation and sustainment, and the management of personnel, resources, knowledge and reputation.

Note: Within the confines of the PCS doctrine, the command support functions assist commanders in the exercise of command. They are defined under the PCS pillars as: workforce development and review; personnel operations; communication effects; personnel management and resource and knowledge management. These functions ensure that commanders maintain effective command and control, especially when faced with complex and fast-moving situations. Command support functions are essential to the command structure.

1.10 This definition is purposefully broad. Like the definition of ‘personnel support’, it endeavours to capture the breadth and complexity of functions related to generating, developing and managing Air Force’s people capability as an operational resource.

## Introduction to the PCS Pillars

1.11 PCS delivers functions and effects to enable Air Force to generate and sustain air power. This doctrine describes PCS within a framework of five pillars. These pillars are outlined below and further detailed in Chapter 3. They are not intended to be mutually exclusive, nor exhaustive, but help to represent the diversity of the functions and effects delivered through PCS.



Figure 1–1: The Pillars of Personnel Capability Support

1.12 **Workforce development and review.** Workforce development and review is linked directly to force generation and aims to deliver a fighting force appropriate to support future operational requirements. It includes functions pertaining to the review, design and establishment of the integrated Air Force workforce. This pillar is concerned with the organisational structure of units; it is closely linked to personnel management to grow and sustain the required personnel/category strength.

1.13 **Personnel operations.** Personnel operations relates to the planning, preparation, deployment, sustainment and reconstitution of personnel in direct support of ADF warlike, non-warlike operations and exercises. Personnel operations influences workforce development and personnel management to deliver personnel support to operations, in the required numbers and with appropriate levels of experience and preparedness, while ensuring that the rotation of forces provides sufficient respite to personnel from active service.

1.14 **Communication effects.** Communication effects involve the planning, generation and delivery of both internal and external communications across the strategic, operational and tactical continuum. Communication effects include the sub-functions of public affairs, public diplomacy, reputation management, information activities/operations, civil-military cooperation, key leader engagement and issues management.

1.15 **Personnel management.** Personnel management is closely linked to workforce development to generate and sustain the strength and levels of preparedness of the required personnel force. Personnel management includes the process of planning, conducting and controlling the recruiting, career development and management of personnel. As well as being involved with training and education, honours and awards, it is responsible for personnel postings, promotions and transitions/terminations. It oversees service conditions, personnel policies, and the coordination of personnel support. At the tactical level, personnel management consists of all those functions normally undertaken by commanders to manage [and develop] the individual.<sup>4</sup>

1.16 **Resource and knowledge management.** Resource and knowledge management refers to the management, performance and compliance of Air Force's financial, human, knowledge resources, processes and related systems. It delivers resource governance, business planning, succession planning, financial management and information resource and human knowledge management.

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4 Australian Defence Headquarters, 2011, Australian Defence Doctrine Publication 1.0—*Personnel*, Canberra, Second Edition, p 2–3.



**A Personnel Capability Officer supervises and works alongside other Personnel Capability Specialists within No 382 Squadron Headquarters.**

## The Inter-related Nature of the Support Pillars

1.17 The continuum of force generation requires a range of functional outputs derived from all five support pillars, as follows:

- a. Workforce development designs and establishes the future workforce structure, cognisant of workforce resource, transitional and training constraints. Its outcomes influence changes to the Air Force training system and informs the recruiting pipeline of future force requirements.
- b. Personnel operations manages and sustains the delivery of trained and prepared personnel.
- c. Communication effects generate advice to senior leaders, the government, the public (when necessary), and Air Force personnel of the requirement for organisational activities and change.
- d. Personnel management is required in all facets of staff recruitment, development, management and welfare; to generate and maintain the required levels of personnel preparedness to support and sustain operations.

## Administration and Reform in Air Force: An Historical Context

1.18 The 1952 *RAAF Manual of Administration* stated, ‘it is difficult to over-estimate the value of sound administration.’<sup>5</sup> Unfortunately, despite concerns raised from some quarters, the appreciation that competent administration enables combat capability lost its momentum after the Vietnam War.<sup>6</sup> Two primary factors might have contributed to this occurrence. Firstly, Australia experienced an unprecedented lull in its deployed operational commitments. Secondly, the need for Defence to implement the recommendations of

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5 Air Force Headquarters (1952), Australian Air Publication 103—*Manual of Administration*, Department of Defence, Foreword.

6 Unlike World War II, the Vietnam War was not total war and introduced the notion of a tour-of-duty. That is, servicemen no longer served in the war zone until the enemy was defeated; the member was only deployed to the war zone to complete a tour-of-duty and then return home. This concept has remained today and the administrative overhead involved in providing a force accustomed to completing a tour-of-duty has increased markedly since Vietnam.

the Tange Report<sup>7</sup> of the mid-1970s resulted in a number of military administrative functions migrating to the Australian Public Service (APS).

**1.19 Reform programs.** In the late 1980s and through the 1990s, Air Force underwent significant change through a series of sometimes overlapping reforms. These reforms significantly impacted upon logistics, administration and personnel support functions. These included, but were not limited to, the following:

- a. Commercial Support Program (CSP) of 1991, which market tested previously internal support activities,
- b. Force Structure Review (FSR) of 1991, which was the catalyst for downsizing the Air Force workforce from 22,000 to 13,000 personnel.
- c. Defence Efficiency Review of 1996-7, which subsumed the CSP and recommended approximately 4,700 military and 3,100 civilian positions could be cut from administration and support areas across Defence.
- d. The DER led to a Defence Reform Program (DRP) from 1997, which accelerated the CSP and transferred responsibility for the provision of corporate and administrative support to the Defence Corporate Support (DCS) program. This included the gradual establishment of Corporate Support Centres across Defence establishments into the early 2000s.

**1.20 Amalgamation of clerical musterings.** In the early to mid-1990s, the Air Force clerical mustering also underwent a significant restructure, amalgamating the Administration, Financial Accounts, Medical and Education Assistant clerical musterings into a single, multi-skilled clerk mustering. This resulted in a large attrition of personnel who did not wish to become generalist clerks. In combination with the effects of FSR and, later, the DRP outsourcing and downsizing-related functions, Air Force's niche administrative capabilities significantly deteriorated, particularly in the domain of financial management. As the intent of DRP was for these functions to be performed by a civilian workforce, Air Force was largely unable to re-train its military personnel to recover this skillset in its uniformed workforce. This proved problematic from the late 1990s when the ADF commenced ongoing deployed operations.

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<sup>7</sup> Tange, Sir A, 1974, *Australian Defence Reorganisation Report*, Australian Government Publishing Service, Canberra.

1.21 During DRP implementation, the Services were required to review and codify positions required to remain 'members required in uniform (MRU)', which were quarantined from civilianisation to provide staff for 'contingency activation positions', or to maintain specialist military skills. Support personnel not posted to MRU positions were encouraged to re-muster, or seek employment outside of Air Force. A large number of Air Force's support MRU workforce were then embedded into DCS organisations and managed by DCS, although personnel being required to remain ready and available to Air Force to meet operational, exercise and training requirements.<sup>8</sup>

1.22 The 1990s reform programs were conducted while the ADF was experiencing a protracted lull in deployed operational commitments. Because the ADF was subsequently engaged in peace-enforcement operations in East Timor from late 1999 and, its subsequent commitment to operations in the Middle East from 2001, tested its ability to project and sustain expeditionary force elements. Air Force quickly recognised that the reform activities had effectively hollowed out the administrative workforce regarding the availability of suitably experienced/ranked personnel, as well as the loss and deterioration gradation of key deployable skill sets. A prime example is the financial management of deployed cash offices. Additionally, the civilianisation of many base support functions reduced the pool of military personnel available for deployment selection. These personnel also proved inflexible in adapting to operational requirements including providing short notice and/or out-of-hours base services. Air Force subsequently had to re-establish and recruit to fill additional uniformed support positions between 1999 and 2003.

1.23 In 2006, the Chief of Air Force (CAF) became concerned about the sustainability of the Air Force workforce, given its continual commitment to maintaining operational tempo. CAF established a project to address the issue to rebalance Air Force by prioritising and redistributing existing personnel to 'produce a sustainable balance between the workforce available in 2007 and the workforce required to deliver our Air Force outcomes.'<sup>9</sup> The project subsequently reviewed Air Force's future capability requirements, to reshape the organisation to meet these requirements. This aspect of

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8 CAF97-20033 Pt1 (26), 13 Oct 97, *MOU Between the Air Force Program and Defence Corporate Support Program for the Provision of Corporate and Administrative Support Services*.

9 OCAF, *Update from the Chief of Air Force*, 12 Apr 2006.

organisational change is incremental and ongoing, being influenced by such factors as operational imperatives, acquisition timeframes, and constraints in resources, personnel and training.

1.24 The procession of Defence reform programs conducted throughout the 1990s has resulted in continual evolution and reform into the 21st century. Some examples include:

- a. Strategic Reform Program (SRP) of 2008–2010, which required all Services to civilianise and/or disestablish a number of military support positions.
- b. Shared Services Reform program of 2011–2014, which saw a number of APS support positions related to finance, logistics, administration and human resource management functions, transferred to Defence People Group or dis-established from the Services.
- c. The First Principles Review implementation program of 2015–2017, which made significant organisational changes to ensure Defence is fit for purpose and able to deliver strategic outcomes with the minimum resources necessary.
- d. Air Force's Plan *Jericho* was implemented in 2015 to transform, by 2025, Air Force into a fighting force for the information age. It will consider all aspects of Air Force operations and support—systems, command and control, training, simulation, organisational structure, and employment groups.<sup>10</sup>

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10 Air Force Jericho web site, Welcome Page, viewed 07 Sep 15. <[drnet.defence.gov.au/raaf/Jericho/Pages/Welcome.aspx](http://drnet.defence.gov.au/raaf/Jericho/Pages/Welcome.aspx)>.

## HISTORICAL EXAMPLE

### THE FIRST AIR FORCE CLERK

Robert Williams joined the Royal Irish Regiment at the age of 18 and served in South Africa during the Boer War and later in India. While serving in India, Robert Williams was selected to join the Australian Commonwealth Forces as an instructor with the rank of Sergeant Major in 1913. On 19 September 1914, he joined the 16th Battalion as Regimental Quartermaster Sergeant and landed at Gallipoli around 1800h, 25 April 1915. He was discharged, 'services no longer required', on 14 July 1916.

On 9 September 1918, he re-joined the Army within the Australian Flying Corps at Point Cook (fit for domestic service only) and posted to the Central Flying School (CFS).

He remained at CFS when that unit became part of the Australian Air Corps and was promoted to Warrant Officer (Class II) before re-mustering from clerk to storeman and becoming Warrant Officer (Class I), Stores Section AAC. He was discharged from the Army on 31 March 1921 but immediately re-enlisted into the Royal Australian Air Force on the same day. His regimental number was '3'. This means that the third person to join the RAAF was a clerk. He was signed on as a Sergeant Major (Class II) Clerk and was posted to Air Force Headquarters at Victoria Barracks, Melbourne.

Sergeant Major Williams was commended for his work in connection with the foundation of the RAAF Benevolent Fund "which will ever stand as a tribute to his keen desire to assist any colleague who might meet with misfortune".

Sergeant Major Williams remained a clerk until his death on 25 August 1931 at 52 years of age from cardiac failure complicated by a number of chronic illnesses. He died at the Caulfield Repatriation Hospital.



# CHAPTER 2

## AIR FORCE PERSONNEL CAPABILITY SUPPORT

*We must create a work environment and reputation that enables us to fully engage our people and attract, recruit, train and retain a contemporary and future workforce with the required skills and values.*

Air Marshal GN Davies, Chief of Air Force <sup>1</sup>

### The Human Dimension of Fighting Power

2.1 The capability of Air Force to achieve success in operations depends on the generation of fighting power. ADDP1.0 *Personnel* doctrine identifies fighting power is made up of an essential mix of three inter-related components: the physical, intellectual and moral.<sup>2</sup>

2.2 **The physical component.** The physical component of fighting power provides Air Force with the means to fight. It provides both a credible deterrent and the means to defeat an adversary, and entails the following five elements.

- a. **Personnel** results from rigorously selecting and training volunteers to become highly skilled ADF combatants.
- b. **Equipment** must achieve and maintain technological advantage in war.
- c. **Collective performance** is achieved through an understanding of a common doctrine combined with collective training and exercising to rehearse and sharpen the capability to apply it.
- d. **Readiness** involves the capability to deploy in as short a time as possible, in line with Government policy.

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<sup>1</sup> Davies, *CAF Commanders Intent 2015*.

<sup>2</sup> ADDP 1.0—*Personnel*, p. 1–3.

e. **Sustainability** of both people and equipment during operations is as vital to fighting power as the capability to deliver combat power.

2.3 **The intellectual component.** The intellectual component of fighting power comprises the knowledge, communication and thinking skills of individuals. This component provides the thought processes needed to develop the capability to fight. It takes into account lessons from the past and considers how the ADF can best operate today and in the future. The intellectual component also: includes the way in which creativity and analytical capability are applied to meet military challenges; provides the level of understanding necessary for success in complex operational environments.

2.4 **The moral component.** While the intellectual component of fighting power provides the knowledge to fight, the moral component is concerned with character and the will to fight. It is sustained by high morale and a strong values system. There are many things that contribute to the moral component: training, shared values, confidence in equipment, personal support when on operations, equitable conditions of service (including remuneration), fair and firm discipline, support to families, self-respect. The moral component is reflected most especially in the willingness to endure hardship, danger and mortal peril.

## **Air Force Preparedness**

2.5 CAF is the Capability Manager for air and space power effects, and is responsible for Air Force's contribution to ADF operations. CAF communicates his preparedness requirements through CAF preparedness directives. The Air Commander and subordinate commanders then develop plans and concepts of operations that focus on achieving those directed levels of capability.

2.6 Achieving and maintaining preparedness across the human dimension of fighting power involves workforce planning, recruiting and transitioning the right people with the right balance of diversity, skill and experience. This is considered against such factors as equipping, training, sustaining, discipline, gender, culture, welfare, postings and promotions. Air Force commanders at all levels require prepared personnel. To do this, they must be supported by an effective Air Force personnel capability support (PCS) system comprising the expertise and resources to deliver the required outcomes.



**An instructor from RAAF School of Administration and Logistics Training (RAAFSALT) facilitates a Personnel Capability Specialist Course**

## **Building Effective PCS**

2.7 The generation of Air Force’s personnel element of fighting power is the primary focus of the PCS system. This relates to the total continuum of force generation and sustainment where PCS assures CAF that Air Force is meeting its required level of preparedness through recruitment, training, and managing personnel, and then developing them into a “force” through preparing, deploying and sustaining them administratively (support and policy).

2.8 PCS contributes to the moral component of fighting power through activities that represent the national will and the will of personnel to fight. Personnel support factors, including the perception of how well deployed forces and their families are supported, are vital to preserving national support and maintaining the morale of ADF personnel. During operations, the moral support of the Australian community as well as ADF members and

their families will generally be higher when personnel matters in the Services are managed in a timely and efficient manner.<sup>3</sup>

2.9 An effective Air Force PCS system enables and enhances Air Force's combat capability generation. The ADF's fundamental inputs to capability (FIC) framework provides a useful tool to discuss three key elements of building a PCS system; personnel, organisation, and command and management.<sup>4</sup>

## Personnel

2.10 An effective PCS system requires a diverse, competent and motivated workforce. This workforce requires the right skills, competencies and attitudes to meet the needs of Air Force commanders at all levels.

## Organisation

2.11 An effective PCS system must be sufficiently resourced, thus requiring a suitable organisational structure and establishment. The structure must be sufficiently flexible and robust to support both RTS and operational requirements. Personnel also need to participate in developmental opportunities and undertake personal and post-deployment leave.

2.12 While many support functions are best delivered from within a unit or organisation, some related to personnel are more effectively delivered by external service providers. Other support functions present opportunities to consolidate support resources among co-located units. The full range of delivery options need to be considered when reviewing the delivery of PCS.

2.13 In developing an appropriate and sustainable PCS organisation, the following principles are necessary to illicit better command outcomes:

- a. unity of effort,
- b. effective command and control,
- c. efficiency in the employment of resources,

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3 ADDP 1.0—*Personnel*, p. 1–4.

4 Australian Defence Headquarters, 2013, Australian Defence Doctrine Publication 00.2 -- *Preparedness and Mobilisation*, Second Edition, Defence Publishing Service, Canberra, p. 3–4.

- d. responsiveness to supported units, and
- e. flexibility to adapt to changing circumstances.

## Command and Management

2.14 A successful PCS system is integral to the functions of command and management at all levels. It will be valued and trusted to provide timely and accurate information, coherent doctrine, effective governance, good leadership, sound decision making and provide units with appropriate staffing. Input from staff will be sought on matters pertaining to personnel capability and personnel support requirements associated with planning and implementing activities. Personnel capability is critical to operational success, and therefore cannot be left to chance nor should personnel be marginalised. Other command and management considerations follow:

- a. **Clear intent and guidance** must be provided by commanders to establish authorities, responsibilities and priorities for the developing, managing and executing of personnel capability activities at all levels.
- b. **Delivery of PCS** must include periodic evaluations of its effectiveness so that the commander's intent is realised by efficiently using available resources so as to improve continually.
- c. **Standard procedures** should be developed with a 'top down approach'. Well-designed standard procedures can simplify routine tasks, increase efficiency, overcome friction and uncertainty, and impose discipline. Standard procedures can also help integrate personnel support capabilities across levels of command, the various organisations involved, and the functional areas. Procedures will be guided by the commander's intent and the priorities that result from applying that intent.
- d. **Information technology** is constantly evolving and, when employed effectively, can enhance all aspects of decision making, command and control, communications, and management. The training, use and auditing of any system should be guided by policy and standard procedures.

## Principles of Air Force PCS

2.15 The effectiveness of PCS is maximised by applying nine enduring principles that have been distilled from peacetime, training and operational experience. These principles influence Air Force's thinking about sound

planning and devising a set of criteria against which proposed courses of action can be measured and tested.

2.16 **Foresight.** “Morale and operational effectiveness can be adversely affected if the ‘people dimension’ is not fully taken into account at an early stage in the planning and decision-making process.”<sup>5</sup> With foresight, PCS can identify and adapt to requirements so that concerns are anticipated and addressed. During the conduct of deliberate or immediate planning, PCS must also anticipate the personnel and command support needs (as defined in Chapter 1) and what is required to meet the strategic or operational objectives. It must be flexible enough to move ahead of, or respond in a timely manner to, any short-, mid-, or long-term support requirements.

2.17 **Economy.** Personnel, material resources and support services will always be limited. Therefore, priorities need to be established and followed to ensure that all resources are used effectively, efficiently and economically and not wasted on non-essential tasks.

2.18 **Flexibility.** Air Force and its personnel are subject to constant change, whether from environmental, organisational or operational influences. Flexibility in the delivery of PCS relies on personnel staff adapting their thinking, priorities and output to provide effective support regardless of subsequent changes or unanticipated events. Personnel support programs, policies and procedures should be adaptable to changing operational situations, needs, and priorities.

2.19 **Simplicity.** ‘Simplicity facilitates understanding, implementation and adaptability to changing circumstances.’<sup>6</sup> Simplicity reflects the need to reduce complexity and overcome friction to the greatest extent possible. Simplicity is served by ‘a clear delineation of authority and responsibility, unobstructed channels of communication,’<sup>7</sup> and policies and procedures that are standardised, interoperable between organisations and proven. Simplifying PCS promotes efficiency in both the planning and conduct of operations.

2.20 **Cooperation.** Cooperation enables access to knowledge, manpower, other resources or services in order to achieve mutually desired outcomes,

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5 ADDP 1.0—*Personnel*, p. 2–5.

6 *ibid.*

7 *ibid.*

and is key to maximising PCS. Cooperation between stakeholders can result in efficiency through knowledge sharing, reducing duplication of effort, collaboration and the synchronisation of related activities. Modern strategic and operational environments often see stakeholders and service providers relevant to the 'human domain'<sup>8</sup> also include a range of Australian and foreign services and other non-service entities. Cooperation among staffs is essential to the effective planning and delivery of all aspects of PCS. This cooperation is best achieved through building positive lines of communication, trust and rapport between staff and organisations.

2.21 **Transparency.** PCS must recognise that the public, the Government and ADF personnel expect a high degree of transparency in the way the ADF operates. Today's environment often sees actions and decisions subject to internal and external scrutiny. The delivery of PCS must be consistently founded on ethical behaviour, demonstrable sound judgement, and in accordance with applicable policies.

2.22 **Responsiveness.** PCS must be responsive to the functional needs of the Air Force organisation and the support needs of its personnel and commanders at all times. The speed of its decision-action/response cycle may affect Air Force's ability to quickly adapt to change in achieving its mission or building reputation. This principle is particularly important in the area of personnel, where actions and decisions directly influence the preparedness, wellbeing or morale of Service personnel.

2.23 **Equity.** At a time when individuals have become acutely aware of their entitlements and scope of responsibilities, it is important for PCS to operate in a fair and equitable manner at all times.

2.24 **Legitimacy.** The ADF demonstrates legitimacy by operating within a legal framework including civil legislation, Defence regulations, policies and instructions. This legitimacy helps to retain vital public and Government support. PCS must also operate within this framework of legitimacy.

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8 Australian Defence Headquarters, 2013, Australian Defence Doctrine Publication 3.0 – *Campaigns and Operations*, Second Edition, Defence Publishing Service, Canberra, p. 2–8.

## **PCS: Staff Qualities**

2.25 PCS staff demonstrate necessary staff qualities when supporting commanders by:

- a. understanding the commander's intent and anticipating future requirements and issues, and offering advice when called for or warranted, including when important factors may have been overlooked;
- b. maintaining situational understanding and providing commanders with accurate and timely information/analysis to assist them in reaching and making decisions within their delegated area of responsibility;
- c. shielding commanders from irrelevant details that can distract them from their mission, while acting to assure them that the governance and preparedness of their command comply with operational and policy requirements; and
- d. developing and implementing commander's plans by issuing and monitoring the execution of directions and orders.

## **Air Force PCS Operating Concept**

2.26 Air Force PCS operates at the strategic, operational and tactical levels within Air Force and the wider Defence organisation, domestically and overseas.

2.27 Air Force PCS uses a decentralised model to deliver services with PCS force elements of varying size and composition, dispersed throughout Air Force and Defence organisations providing Air Force PCS at appropriate levels of expertise and staffing.

## **PCS Relationship with Air Force Logistics**

2.28 Air Force PCS and Air Force logistics<sup>9</sup> have a close complementary relationship to deliver a variety of operational outcomes, particularly those

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9 The ADF defines logistics as the science of planning and carrying out the movement and maintenance of forces. Air Force logistics is concerned with materiel support, movement, acquisition or furnishing services, and maintenance and engineering. Air Force personnel support services and health services are not included. Air Force Headquarters, 2012, Australian Air Publication 1001.4: *The Air Force Approach to Logistics*, First Edition, Air Power Development Centre, Canberra, p. 11.

that support deployments and deployed environments. Historically, even though logistics was considered a function of administration, modern thinking acknowledges that logistics performs a discrete role.

## PCS Relationship with Other Partners

2.29 Under the Defence business model, non-Service groups (NSGs) provide a range of administrative and other support functions. Air Force units must use these common support functions because they do not have the resources to duplicate these functions. However, Air Force's intrinsic PCS system must be able to effectively liaise, cooperate or integrate with these NSGs where required. These NSGs include:

- a. **Estate & Infrastructure Group (E&IG)** is a consolidated service delivery group responsible, within Australia, for:
  - i. management of estate and infrastructure in accordance with capability manager requirements,
  - ii. provision of some logistics services, and
  - iii. delivering administrative and support functions.
- b. **Defence People Group (DPG)** delivers human resource strategy, policy and implementation of service delivery.<sup>10</sup>
- c. **Joint Health Command (JHC)** has overall responsibility for Defence health policy and services. In particular JHC:
  - i. provides health care services to the ADF domestically and on deployed operations,
  - ii. ensures the health preparedness of ADF personnel for operations,
  - iii. develops strategic health policy,
  - iv. provides strategic level health advice, and
  - v. exercises technical and financial control of ADF health units.
- d. **Joint Logistics Command (JLC)** is the predominant provider of logistics support to the ADF and:

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10 Defence People Group, 2012, *Defence People Group Charter*, viewed 26 May 2017, <<http://drnet/People/AboutDPG/Pages/Charter-Roles-Plan.aspx>>.

- i. provides wholesale storage and distribution services to capability managers,
  - ii. is responsible for joint logistics doctrine, policy, procedures and governance,
  - iii. develops and manages a range of national and international logistics support arrangements,
  - iv. undertakes operational level logistics planning, and
  - v. coordinates, arranges and manages logistic support to ADF operations, exercises and contingencies.<sup>11</sup>
- e. **Chief Information Officer Group (CIOG)** is responsible for ensuring Defence has a dependable, secure and integrated single information environment to support its business and military operations. This single information environment encompasses:
- i. the computing and communications infrastructure of Defence,
  - ii. the management systems and people that deliver that infrastructure,
  - iii. Defence's computing networks, and
  - iv. business applications and the data that they generate and carry.<sup>12</sup>

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11 Joint Logistic Command, *JLC Vision and Mission*, viewed 26 May 2017, <<http://drnet.defence.gov.au/vcdf/Logistics/Pages/Vision.aspx>>.

12 Chief Information Officer Group, *About the Chief Information Officer Group*, viewed 26 May 2017, <<http://ciogintranet/aboutus/Pages/default.aspx>>.

# CHAPTER 3

## THE PILLARS OF PERSONNEL CAPABILITY SUPPORT

### Introduction

3.1 The pillars of PCS (see Figure 3-1) represents five broad yet distinct functions from which PCS is delivered across the strategic, operational and tactical levels. The pillars are not mutually exclusive, nor exhaustive, in communicating the diversity of functions and effects delivered through Air Force's PCS. Moreover, no one pillar is more important than another; they combine to produce PCS. By representing outputs in this manner, the pillars framework provides a contextual perspective of how PCS contributes to combat power and provides a framework for the future roles and development of PCS staff.



Figure 3–1: The Pillars of Personnel Capability Support

### **Airmindedness in PCS**

3.2 Airmindedness is the sum of an individual's depth and breadth of knowledge and understanding of the characteristics and employment of air power. Air power is a dynamic entity that requires a detailed understanding of all aspects of its employment to optimise how it is used as a critical component of joint military forces.<sup>1</sup> Because of this factor, a level of air power knowledge and the application of air power are essential for all Air Force personnel to ensure their activities are appropriately contextualised to deliver effective air power capability. This objective directly supports CAF's Commander's intent to 'ensure our people have both the required technical mastery to support and operate our advanced air power systems and the professional mastery to ensure that our systems are utilised to best joint effect.'<sup>2</sup>

### **Workforce Development and Review Pillar**

3.3 Workforce development and review entails analysing and planning to deliver an integrated workforce establishment that can achieve directed levels of capability and preparedness. This pillar is concerned with optimising available human resources to deliver manpower in the right locations, and with the right balance of skills and competencies, to generate the required levels of capability and preparedness as directed by Government. The integrated Air Force workforce comprises permanent and reserve military members, Australian Public Service (APS) employees and civilian contractors.

3.4 Workforce development and review contributes directly to the ADF warfighting function of force generation and sustainment. This pillar is concerned with delivering personnel and is a key physical component of Air Force's fighting power. It is involved in workforce gender, diversity and retention initiatives, as well as Air Force's cultural reform. Cultural reform aims to embed organisational values and behaviours within Air Force personnel to further enhance Air Force and ADF capability, safety, reputation and the well-being of personnel. Workforce development and review therefore contributes to the moral component of fighting power by sustaining the will-to-serve and the will-to-fight through addressing the elements of purpose, integrity and morale.

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1 AAP 1000-D—*The Air Power Manual*, p. 168.

2 Davies, *CAF Commanders Intent 2015*.

3.5 Operating in a resource constrained environment, Air Force must have the capability to critically review its integrated workforce across all levels. It must be able to identify workforce priorities, inefficiencies, weaknesses and opportunities, and apply innovative thinking in using available resources to deliver the best possible capability outcomes. To anticipate potential risks and ensure that planned workforce changes are realistic and achievable, Air Force must appreciate the options and limitations associated with force generation and workforce transitions. The application of analytical excellence and innovative thinking in conducting workforce planning supports the intellectual component of Air Force's fighting power.

### **Workforce Management within Air Force**

3.6 The reshaping of a workforce can be complex and sensitive with potential adverse effects on personnel morale, performance and retention. It involves related actions at all levels, from strategic guidance and communications, to operational level organisational change, to the tactical management of change-affected personnel. Organisational change must be conducted transparently, guided clearly by strategy and operational directives, and undertaken in accordance with relevant Air Force, Defence and Government workforce strategies, policies and procedures.

3.7 Commanders at all levels involved in organisational change must be supported by a PCS system that delivers workforce management expertise. This will ensure that all commanders are afforded the necessary information and support to make correct workforce management decisions. To develop staff with the skills and knowledge to deliver workforce management expertise at all levels, the Air Force PCS system must incorporate workforce management into its staff training continuum. This training must develop the capability to analyse and understand workforce structures, resources and related policies, and apply innovative thinking with regard to workforce solutions. Those who will be employed in strategic workforce roles should be given the opportunity to undertake further education and training to enhance their professional mastery of workforce analysis and workforce management.

### **Links with Other Pillars of PCS**

3.8 Workforce development and review also enables, influences, and is influenced by, the other four pillars of PCS. Two primary links exist:

- a. **Personnel operations** inform the expeditionary manning requirements to support operations and exercises, to be considered in workforce planning activities. This will ensure that personnel numbers with the right balance of experience and skill sets are sufficient to support concurrent domestic and expeditionary Air Force capabilities; and
- b. **Personnel management** is responsible for the RTS effort to achieve the required workforce strength and preparedness levels by recruiting, training, sustaining and managing the Air Force integrated workforce.

## Personnel Operations Pillar

3.9 A personnel operation entails the planning and management of personnel as an operational resource. It focusses on delivering trained and ready manpower for force assignment to the Chief of Joint Operations (CJOPS) to undertake deployments on operations and joint exercises. Deployed forces may consist of permanent members, reservists (placed on continuous full time service (CFTS) for deployments), foreign exchange personnel, or Defence civilians and contractors.

3.10 At the strategic level, personnel operations includes functions such as contributing to strategic planning, liaising with host nations or coalition forces to establish personnel support services, or developing conditions of service for operations. At the operational level, personnel operations refers to a range of operations support functions: input to operations planning; developing personnel support plans; coordinating personnel support requirements; selecting, preparing and force assignment of personnel to fill deployed roles in accordance with operational manning documents (OMDs);<sup>3</sup> coordinating personnel redeployment and reconstitution; and personnel tracking and reporting. At the tactical level, personnel operations refers to managing personnel pre- and post-deployment certification; conducting pre-deployment force preparation training; and delivering personnel support, family support, personnel management and personnel administration specific to the conduct, sustainment and cessation of operations and exercises. At all levels, international obligations and/or the type of operation (e.g., United Nations civil-military operations) may

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3 Australian Defence Headquarters, 2011, Australian Defence Doctrine Publication 1.1—*Personnel Support to Operations*, First Edition, Defence Publishing Service, Canberra, p. 2-1.

prescribe particular personnel and/or training requirements such as gender representation or awareness training of gender in military operations.



**Task Unit Headquarters operations clerks receives a radio call that is logged in during Exercise *Diamond Storm*.**

### **The Physical and Moral Components of Fighting Power**

3.11 These components contribute to delivering the physical component of fighting power through the elements of manpower, training, equipment and sustainment. Broadly, personnel operations include:

- a. Operations workforce planning and review of the OMD, which include identifying the rank level, specialisation, skills, security clearance level and the training standards required of each position. The OMD must also consider the gender perspective of operational planning and may specify gender requirements to ensure the right balance is achieved within the deployed team to support specific operational requirements or training.
- b. The selection, administration, force-preparation training and equipping of personnel to undertake deployments, including succession planning to sustain operations through future rotations, and

c. Redeployment, reconstitution or repatriation of personnel.

3.12 Personnel operations is also involved with: managing the moral component of fighting power necessary to maintain the morale, motivation and discipline of deployed personnel; and providing both adequate benefits and personnel support and sufficient equipment, health, logistics and family support. This is vital in the operational environment where personnel may experience hardship and body, mind or spirit deprivation, which can significantly affect their operational effectiveness

3.13 The coordination and delivery of support to personnel during and after their return from active service to Australia is also a personnel operations responsibility. This support includes: coordinating psychological and medical screenings to identify any immediate or longer-term health issues that require attention; and conducting reintegration briefs and programs to assist members and their families to re-adjust to their return to normal domestic and work routine after deployments. Post-deployment support also includes finalising operational administration, including updating members' operational service records, and processing leave, pay and other entitlements such as honours and awards. It might also involve referring members and families to other available support services if necessary.

3.14 The total support and benefits package provided to deployed personnel and their families by the ADF contributes to members' level of satisfaction and commitment to the ADF, influencing both their motivation to remain in Service as well as their willingness to undertake further operational deployments. The level and timeliness of support and benefits offered to deployed members and their families shapes internal and external perceptions of how the ADF cares for its people. Maintaining a positive ADF reputation is important to retaining national support of the ADF for its involvement in operations and aiding the ADF's recruitment efforts. The 'human dimension of military service'<sup>4</sup> is discussed in further detail in Chapter 1 of ADDP 1.1—Personnel Support to Operations, which should be read in conjunction with this doctrine.

### **Links with Other Pillars of PCS**

3.15 Personnel operations are closely linked to the pillars of workforce development and review, and personnel management, both of which aim to

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4 ADDP 1.1—*Personnel Support to Operations*, p1-1.

generate the necessary Air Force personnel to conduct and sustain air and joint operations. It is this trained and 'individually ready' body of personnel, the 'force in being', from which OMD liabilities must be filled by personnel operations staff. Workforce development and planning staff should therefore, consider operational and joint training/exercise liabilities when conducting strategic workforce planning to ensure that personnel numbers in mustering/specialisation/rank are sufficient to permit rotation of forces with adequate respite from active service. Similarly, the career management of individuals, as conducted within the personnel management domain, should consider operational deployment opportunities as part of an individual's professional development. Liaison and coordination between career management and personnel operations staff will be necessary to facilitate these benefits for personnel and the Air Force organisation.

3.16 Supporting functions may be provided from Australia, within deployed areas of operations, or remotely from another location. The functions may be delivered as intrinsic Air Force PCS or, through another Service, joint, coalition military forces, civilian support, or a combination of these elements. As operations may be mounted at short notice, be concurrent and of varying size, length and location, personnel operations functions must be adaptable to support all operational permutations and contingencies.

### **Operations Planning**

3.17 At the strategic level, the Vice Chief of the Defence Force (VCDF) Group, on behalf of CDF, coordinates planning activities that support emerging, immediate, or current operations. This results in the issue of Support Planning Guidance, which outlines the personnel and logistics contribution to the Military Strategic Estimate (MSE). The MSE subsequently shapes operational level planning by Headquarters Joint Operations Command (HQJOC) staff. The personnel component of the planning guidance covers such matters as force assignment, determining the nature of service, and the tax implications associated with the nature of service, the area of service and the conditions of service.

3.18 The operations support cycle (OSC)<sup>5</sup> includes three key phases of an operation which are generally sequential, although may overlap with planning for different force elements within an area of operation (AO). The

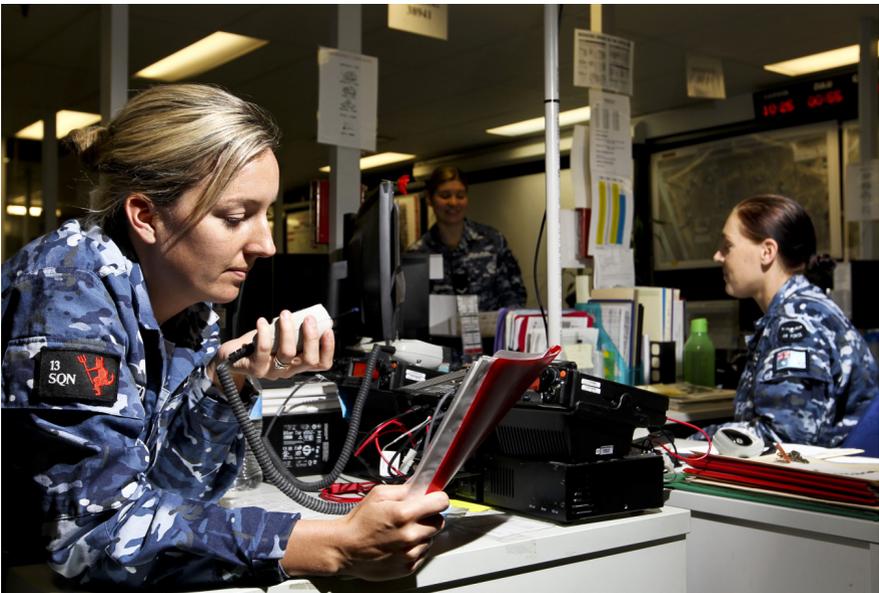
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5 *ibid*, p. 4-5.

OSC depends on operations and planning constraints, and includes the following phases:

- a. force preparation and embarkation (mounting),
- b. force sustainment, and
- c. force re-deployment at the conclusion of the operation (de-mounting).

3.19 Effective Air Force planning for each of the OSC phases is essential to generating and sustaining expeditionary air power capability. While operational level planning is shaped by strategic level guidance, input must also be taken from the tactical level to account for experiential and environmental factors. Furthermore, operations planning should aim to deliver efficiencies by determining the correct force strength and sustainability and support capabilities to achieve mission success. At the same time, operations planning should minimise both the overall manning footprint and the training overhead that applies to requisite skills and qualifications, of deployed positions.



**A No 13 Squadron personnel capability specialist makes a radio call from RAAF Base Darwin's Air Base Command Post.**

3.20 HQJOC is responsible for the PCS-related considerations required to sustain forces and achieve the designated operational mission. Within HQJOC, operational support is executed in accordance with a plan or order developed by J1/4 (Support) Branch. Within the J1/4 Branch, the joint personnel (J1) staffs are responsible for planning PCS activities, determining the assets required to support operations, coordinating requirements with the tactical level, and providing broad priorities for PCS.

3.21 Further details on operations planning can be found in ADDP 5.0: *Planning for Campaigns and Operations*. Joint planning methodologies are described in ADFP 5.0.1: *Joint Military Appreciation Process (JMAP)*.

## **Communication Effects Pillar**

3.22 The communication effects pillar encompasses a range of outputs designed to achieve the desired cognition from target audiences. Producing, or reinforcing, cognitive changes can shape an audience's opinion, influence decision making, affect morale and motivation, and potentially generate desired behaviours.

### **Communication Effects in Warfighting**

3.23 In addition to normal military combat capabilities and considerations about them, Air Force commanders must understand and be prepared to contribute to information activities, as well as recognise the potential positive and negative strategic communication effects of their military actions.<sup>6</sup>

3.24 In an increasingly competitive and diverse communication environment, any aspect of Air Force operations and issues can, and will be, reported to global audiences in near-real time. Australia's adversaries can similarly access all technologies and use them to impart their own information to try and sway audiences and influence government policy to their own advantages.<sup>7</sup> In addition to the evolution of conflict, the domestic political and media environments have changed. There are now

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6 Australian Defence Headquarters, 2009, Australian Defence Doctrine Publication 3.11—*Civil–Military Operations*, Second Edition, Defence Publishing Service, Canberra, p. 3–4.

7 North Atlantic Treaty Organisation, 2011, *NATO Military Public Affairs Policy*, MC 0457/2, NATO, p. 11.

high expectations regarding the timeliness, accuracy, quality and type of information that has been fuelled by a 24/7 global media industry.<sup>8</sup>

### **Communication Audiences**

3.25 An important aim of the ADF's coordinated communication strategy is to maintain and improve the support of the Australian community and the ADF's credibility and reputation. The Australian public's trust and support of the ADF is a crucial continuum. It will remain important to show the Australian people, through media channels, that the ADF is consistently engaged in positively contributing for Australia, our regional neighbours, and the international community. Also, by informing local, regional and global audiences about its work, people, actions and policies, Defence generates public awareness and understanding of its policies and activities, and can demonstrate that they are valid and beneficial and therefore worthy of support.

3.26 Air Force must also cultivate relationships with external stakeholders who have an interest in Air Force issues, such as academics, Defence associations, special interest groups and the media. Investing in informing and building rapport with such external leaders and opinion makers increases the likelihood of their choosing to become advocates of the Air Force organisation and objectives.

3.27 Communication effects activities can target large audiences through mass communication, or be directed at individuals, and can aim to achieve strategic, operational or tactical objectives. Although communication may be intended for specific internal or external audiences, these groups may not always remain mutually exclusive. This requires those involved in communication activities to be cognisant of the potential for unintended audiences to access the information.

3.28 Internal audiences for Air Force communication effects include:

- a. Air Force personnel (permanent, reserve and Australian Public Service)
- b. families of Air Force personnel, and
- c. cadet forces

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8 *ibid.*

3.29 External audiences for Air Force communication effects include:

- a. other Services and non-Service groups
- b. wider Defence community
- c. federal, state and local politicians
- d. Australian allies and its regional partners
- e. domestic and international media
- f. community and opinion leaders
- g. local communities close to Air Force bases
- h. educators, academics and professional groups
- i. potential future recruits and their influencers
- j. aviation enthusiasts and other special interest groups
- k. former Defence personnel and their associations
- l. service providers, business, industry and their associations, and
- m. the wider Australian community



**No 28 Squadron public affairs officer interviews a leading aircraftwoman on the No 33 Squadron flightline**

## The Elements of Strategic Communication Effects

3.30 At the Defence strategic level, strategic communications (StratCom) generate, enhance and sustain the narrative that is central to informing, educating, persuading and influencing target audiences. Philosophically, StratCom is the coordination, synchronisation and integration of all ADF and Defence activities with a view to ensuring that our deeds and words align.<sup>9</sup>

3.31 The Air Force approach to delivering StratCom effects must be coordinated and synchronised with broader ADF and whole-of-government communication strategies. This avoids the possibility of contradictory messaging or unnecessary effort, and may enable the generation of synergistic communication effects on the respective target audiences.<sup>10</sup> Moreover, as ‘actions speak louder than words,’ StratCom messaging must be consistent with the decisions and actions taken by the ADF and Australian Government for related StratCom efforts to be believed and worthwhile.

3.32 Air Force’s contribution to the planning and delivery of StratCom effects, as part of a whole-of-government communication strategy, involves a coordinated, three-element approach involving public affairs (PA), public diplomacy (PD) and information activities (IA).

- a. **Public affairs.** PA is the coordinated information output of all government activity to inform the public so it supports policy and reinforces the diplomatic and political objectives.<sup>11</sup> In addition to the core role of media liaison and managing the flow of official information and imagery through other media technologies, PA staff may be involved in key leader engagement (KLE)<sup>12</sup>, community engagement, development of media

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9 Joint Doctrine Centre, 2012, *Joint Doctrine Note 1/12—Strategic Communication*, Australian Defence Force Warfare Centre, Williamstown, Joint Doctrine Centre, Canberra, p. 1-2

10 Department of Defence, Associate Secretary, 2016, *Defence Communication Manual*, Canberra, p. 1-1.

11 *ibid*, p. 2-1.

12 A leader is someone with the ability to influence the behaviours and actions of others. Key leader engagement (KLE) enables and strengthens the development of a relationship between a military force and the local population. The objective of this engagement is to influence the leader in ways that contribute to a desired effect. Defence Headquarters, 2013, Australian Defence Doctrine Publication 3-13—*Information Operations*, Third Edition, Defence Publishing Service, Canberra, p. 1-11.

content, recruitment support and other means of promoting the Air Force brand.

- b. **Public diplomacy.** PD refers to the totality of measures to inform, communicate and cooperate with a broad range of target audiences world-wide, to raise the level of awareness and understanding about Air Force, the ADF, and Government policies and activities. Examples of Air Force's contribution to PD include KLE and civil–military cooperation (CIMIC).<sup>13</sup> CIMIC facilitates effective interaction between the ADF and relevant civil actors, providing the interface for cooperation, coordination, mutual support, joint planning and information exchange.
- c. **Information activities.** IA apply to the synchronisation and coordination of information-related capabilities and actions that generate and sustain a targeted information advantage relative to a group, organisation or adversary. Its effects include informing, shaping and influencing the will, understanding, capability, decision making and actions of a target audience, while protecting and enhancing ADF decisions and actions in support of national interests. IA includes information operations (IO), which are the operational- and tactical-level planning and execution of IA.<sup>14</sup> IO involves coordinating a range of non-kinetic effects such as psychological operations, electronic warfare, deception, and counterintelligence (further detailed in ADDP 3-13: *Information Operations*).<sup>15</sup>

3.33 IA/IO must be closely coordinated with PA and PD efforts to ensure messaging is consistent and synchronised to achieve credibility. Commanders may observe how IA and PA can both deliver aligned effects that may lead to PA being perceived as a component of IA. However, the communication effects delivered via PA, which generally aim to build reputation and trust, should be based on truth and honesty and, consequently, may not be aligned with the objectives of IA. The role of PA must remain sufficiently distinct from IA/IO to ensure that PA is not perceived as attempting to unduly manipulate audiences or the media.

3.34 These StratCom elements can be understood in two ways: first, by the way communication is conducted, and second, in how the elements are applied through the process of ends (communication effects), ways

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13 NATO, *NATO Military Public Affairs Policy*, p. 33.

14 Joint Doctrine Centre, *Joint Doctrine Note 1/12—Strategic Communication*, p. 1–3.

15 ADDP 3-13—*Information Operations*, p. 1-11.

(elements) and means (methods). Specifically, these methods for executing three elements are varied so as to achieve a particular communication effect as an ‘end,’ as illustrated in Figure 3-2. The methods listed below are not exhaustive.

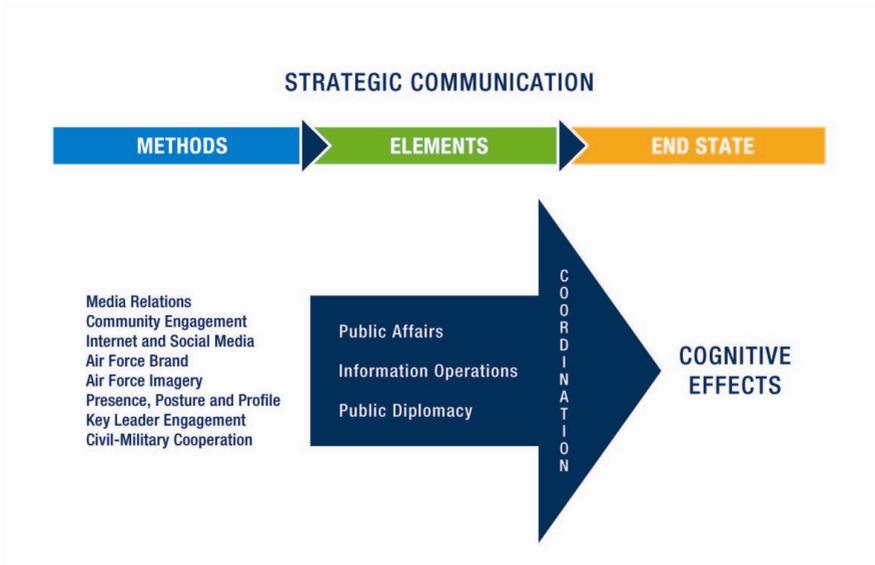


Figure 3–2: Strategic Communication: Methods, Elements and End State

### Methods of Communication Effects—Strategic, Operational and Tactical

3.35 At the strategic level, in addition to the examples in Figure 3-2, there are two additional methods for communication:

- a. strategic recruitment activities involving the promotion of Defence jobs and Defence public relations activities, and
- b. strategic capability/options/issues briefs for CDF or Government.

3.36 Communication methods at the operational level encompass a vast range of outputs, throughout all levels of command both to relay or seek information or direction, or conduct specific information activities as required to achieve operational and strategic objectives. Examples include:

- a. the execution of IO in support of an operational campaign,

- b. operational-level directives, policies and instructions (in Air Force, this includes Air Command and Force Element Group instructions and directives which are applicable to subordinate operational and tactical level personnel),
- c. operational-level briefs, memoranda of understanding with other Service and non-Service groups, and other operational correspondence related to military objectives, tasks, environment, equipment, training or establishment, and
- d. the capture, dissemination and review of lessons learned from operational experiences, including input from the tactical level.

3.37 Tactical level communication methods at the 'ground level' include tactical orders, instructions and information to tactical commanders or unit personnel to support achieving operational objectives. Tactical level communication may also facilitate internal unit command and control, and personnel management, at any level of command.

3.38 Tactical level communication also includes relaying tactical knowledge and information to higher operational headquarters, to improve situational understanding so that command and control, the conduct of planning activities, or capturing lessons learned can be effectively executed. Such information might include advice about the operating environment, the unit's level of capability (including personnel data), achievement of assigned tasks, and other governance/assurance reporting requirements as directed by higher headquarters.

### **Delivery of Communication Effects in Air Force**

3.39 The ability to generate communication effects is an important capability enabler that must be developed and maintained by Air Force. Communication effects staff must achieve the required levels of professional mastery (i.e., knowledge and attitudes) to fulfil the support demands placed upon them at all levels. They must understand the strategic, operational, tactical, joint and coalition contexts to produce communication effects, and be adept at liaising with external organisations and stakeholders to deliver coordinated and synchronised communication efforts. This will provide a capability within Air Force, as well as enable it to contribute domestically to broader ADF and Australian Government communication/information campaigns, and to support expeditionary operations.

3.40 The PCS system is responsible for coordinating and delivering the communication support required by Air Force commanders and personnel at all levels and thus must be appropriately resourced, structured and trained to provide this support effectively.

3.41 **The Air Force Plan.** The Air Force plan includes the Air Force Business Plan and the Air Force Risk Management Plan. The Air Force Business Plan 2017-2021 defines the requirement to implement the Air Force People Capability Continuum to deliver the workforce required to meet the current and future capability requirements. Specifically, it refers to the requirement to generate a responsive communications culture to enable responsiveness to Air Force's strategic, tactical and operational requirements.<sup>16</sup>

3.42 **Communication planning.** Air Force commanders at all levels are responsible for ensuring that internal and/or external communication plans are developed as part of any major activity planning or in response to an event which may gain media and public interest. Communication plans may need to be synchronised with broader Defence communication activities/objectives (inclusive of PA, PD and IA/IO). To facilitate effective communication planning, commanders must have access to staff that are trained to deliver the appropriate level of communication effects advice and expertise.

### **Links with Other PCS Pillars**

3.43 Communication effects outputs are used throughout the delivery of functions across the other four pillars of PCS, at all levels. For example, these outputs may contribute to the development and delivery of organisational change communication at the strategic and operational levels as part of workforce development and review. They might also be used to internally communicate the commitment of ADF personnel to an overseas operation by the Government, prior to personnel operations' manning selections. Communication effects contribute at the tactical level to prepare personnel for media engagement activities, assist commanders exercise command and control, perform expectation management, or effect change management as part of personnel management functions. Communication effects are also

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16 Air Force Headquarters, *Air Force Business Plan 2017-21*, Canberra, viewed 04 September 2017, <[http://caas/Areas/RAAF/Air\\_Force\\_Plan/SitePages/Air%20Force%20Business%20Plan%202017-2021.aspx](http://caas/Areas/RAAF/Air_Force_Plan/SitePages/Air%20Force%20Business%20Plan%202017-2021.aspx)>.

intricately linked to knowledge management, which is broadly involved in the capture, sharing and flow of corporate information, so that information is managed as an Air Force resource.

## **Personnel Management Pillar**

3.44 Personnel management involves three sets of activities: first, planning, organising, directing and controlling the recruitment, career development and management of personnel;<sup>17</sup> second, providing vital support to commanders and personnel at all levels, which is key to the force generation and sustainment of an effective and efficient fighting force; and third, contributing to Air Force's physical component of fighting power through delivering the elements of personnel, performance, readiness and sustainment. Overall, personnel management supports the moral component of fighting power.

3.45 The primary role of personnel management is to directly support commanders in the day-to-day management of personnel, the responsibilities and tasks for which are diverse. Generating, employing and sustaining effective air power requires people skilled in command and management, organisation, major systems, personnel, supplies, support, facilities, and collective and individual training.<sup>18</sup>

3.46 Some of the sub-functions of personnel management are described below. They can be performed at the tactical, operational or strategic levels, and may be delivered within an Air Force context, within the joint and wider Defence Organisation or in a mixture of environments.

- a. **Recruitment.** Recruitment involves the process of attracting and recruiting the right people at the right time, including military, APS and civilian personnel, to meet existing and future capability manning requirements. Recruitment should be coordinated with workforce demands stemming from both domains of workforce development and review, and personnel operations. Recruitment strategies use a variety of communication effects outputs, including media and internet advertising of Defence jobs, or longer-term strategic activities that promote the

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17 ADDP 1.0—*Personnel*, p. 1-3.

18 Air Force Headquarters, *Air Force Capability Guidebook*, viewed 15 Feb 2016, <<http://airpower.airforce.gov.au/Publications/Details/629/Air-Force---Capability-Guidebook.aspx>>.

reputation and brand of Air Force and the ADF. Strategies such as school-work-experience programs, gap-year programs, gender and diversity initiatives, and Australian Air Force Cadets program, all contribute to the total recruitment effort.

- b. **Training.** Training entails the process of developing skills and attributes of individuals and groups within the Air Force organisation to enable it to achieve required levels of professional mastery and readiness, and to prepare individuals for the responsibilities of the next rank. Formal training can be provided by a range of organisations, internal and external to Air Force or Defence. Related to the personnel management pillar, PCS staff can: coordinate or deliver required unit/personnel training and education (e.g., mandatory annual training); educate members on matters related to personnel policy and processes; monitor personnel performance system compliance; manage training shortfalls and trainee failures; manage trainee welfare, and report on overall unit preparedness levels.
- c. **Career management.** Career management delivers a range of functions critical to Air Force's generation of an effective fighting force. This can be related to personnel postings, namely, managing Air Force personnel in four ways: first, to fill established unit and training positions; second, to facilitate personnel development through deliberate, successive postings; third, to generate the depth and breadth of domestic and expeditionary experience required of personnel at their present rank; and fourth, to develop them for promotion to next rank. Career management is also responsible for the conduct of promotion boards. All functions delivered by career management must be aligned with Air Force's current and future personnel establishment and capability requirements.
- d. **Transitions.** Transitions include managing military personnel movements between organisational elements. This might include Service transfers, commissioning from other ranks, and mustering/specialisation transfers or transfers between the Reserves and Permanent Air Force. It also includes managing the separation (on discharge) of personnel from Air Force.
- e. **Exception reporting.** This sub-function involves the processing and managing personnel who have a significant issue that affects their ability to achieve or maintain individual readiness, performance or behavioural standards by which they fulfil their responsibilities as an Air Force member and participate in normal career management. Such issues may include medical classifications, administrative sanctions including formal warnings, censures or adverse reporting, or involvement with prohibited

substance. Exception reporting also includes managing preferential posting requests, and coordinating member support services for commanders managing members' complex health issues.

- f. **Organisational behaviour.** This involves developing, implementing and monitoring Air Force cultural change initiatives, in line with broader ADF programs, to instil desired values, attitudes and behaviours in Air Force personnel.
- g. **Personnel policy.** Developing and/or providing personnel policy guidance can include a broad range of matters related to Service conditions, performance, well-being, remuneration, or standards, and may include the provision of input into other areas of policy and capability planning where the element of personnel policy must be considered.

### **Delivery of Personnel Management in Air Force**

3.47 Personnel management functions, delivered in support of commanders at all levels, are a vital output of Air Force PCS. The sub-functions listed above indicate the breadth of roles and specialised skills and knowledge that must be developed within the PCS system to deliver the required outputs.

3.48 Many roles associated with personnel management require interpersonal or 'soft' skills to be used to effectively liaise with, support and manage people, or shape and influence outcomes, whether working with Air Force's integrated workforce or external stakeholders. The development of social mastery and political nous become increasingly desirable when supporting higher levels of command. Job roles within the ADF that are associated with the welfare of personnel and their families also draw on the interpersonal skills and experience developed by staff performing personnel management roles.

### **Links with Other Pillars of PCS**

3.49 Personnel management functions form close links with all four other pillars. Such management delivers on the recruitment, training and sustainment of manpower as required by the workforce development and review and personnel operations pillars. It uses a broad array of communication effects outputs to support its functions. It is closely linked to the functions of resource and knowledge management which, likewise, contribute to the management and governance of units, and delivers the

capture and sharing of corporate knowledge, being essential to continual improvement and personnel training and development.



(L-R) A personnel capability specialist personnel manager, Director of Personnel: Air Force, and a junior officer career manager, are ready for their base visits.

## Resource And Knowledge Management Pillar

3.50 Resource and knowledge management refer to coordinating and managing Air Force's knowledge and resources and associated governance frameworks. Their combined outputs deliver the resources required for Air Force to generate and sustain its warfighting capability and undertake continual improvement.

3.51 Resource and knowledge management enables all three components of Air Force's fighting power. These are:

- a. the **physical component**, by resourcing all aspects (including the knowledge component) of force generation and sustainment activities,

including establishing, recruiting, equipping, training and developing personnel,

- b. the **intellectual component**, by managing and sharing Air Force's knowledge resources to enhance decision making and enable continual improvement; implementing resource management policies processes; and developing a culture that aims for high performance and supports good governance, and
- c. the **moral component**, by allocating resources to maintain the morale and well-being of Air Force personnel and their families; and through the application of knowledge to engender purpose and integrity within our personnel, which are essential to members' willingness to fight.

3.52 To explain further, the management of resources and knowledge are discussed separately in this section.

### **Resource Management**

3.53 The aim of resource management is to optimise the use of available resources to generate and sustain the level of Air Force capability expected by Government.

3.54 Resource management includes tasks related to the coordination of human resources (not related to career or training management, e.g. unit succession planning, management of civilian full-time equivalent (FTE) allocations, executive coordination), or aspects of operations coordination. Resource management also includes financial management and the stewardship of budgets in support of commanders, including the management of policies and actions to prevent or detect fraud and waste. These crucial functions are a PCS responsibility.

3.55 **Governance.** Governance is concerned with the way things are done, rather than just the things that are done. It encompasses many facets, including how an entity is managed, its structures, its culture, its policies and strategies, and the way it deals with its stakeholders. Good governance means getting the right things done in the best possible way, and delivering this standard of performance sustainably. It also requires strong leadership, the right behaviours, and the building of collaborative relationships within and across entities.

3.56 The ADF, as a tax-payer funded organisation, is responsible to the Government and the Australian public for generating directed levels of capability while managing its resources and operations in a manner that

meets its accountability obligations. To achieve this outcome, Air Force must maintain a governance framework which is fit for purpose and aligns with government guidelines, as provided by the Australian National Auditing Office (ANAO).<sup>19</sup> ANAO states that good governance generally focuses on two requirements: performance and accountability.

- a. **Performance.** Performance relates to the organisation's capability to implement governance arrangements and practices which enable and shape the organisation's outputs, including the successful delivery of prescribed capability outcomes for Government, in an efficient and effective manner.
- b. **Accountability.** The ADF must implement governance arrangements and practices which provide visibility of overall results, accountability for individuals' decisions and actions, conforms to applicable legislative and policy requirements, and meets public expectations of openness, transparency and integrity. Openness and transparency are supported by good information and records management practices.



**Figure 3–3: Performance with Accountability**

(Source: ANAO<sup>20</sup>)

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<sup>19</sup> Commonwealth of Australia, Australian National Audit Office, 2014, *Public Sector Governance, Strengthening Performance Through Good Governance (Better Practice Guide)*, ACT, p. 7.

<sup>20</sup> *ibid*, p. 8.

3.57 Good governance considers both performance and accountability within a risk management framework rather than trading one-off against the other, as illustrated in Figure 3-3. Further details regarding the fundamentals of governance can be found in documents published on the ANAO website at: [www.anao.gov.au](http://www.anao.gov.au).

3.58 **Governance within Air Force.** Establishing a fit-for-purpose governance framework directly contributes to a key output of the Air Force operating model, as outlined in the Air Force Plan, being: 'Perform corporate governance to enable Air Force to meet Government requirements.'<sup>21</sup>

3.59 Air Force must maintain a governance framework that enables and drives it to be a highly performing organisation. This requires not only the right governance structures and processes to be in place, but also to develop a culture that strives for excellence and efficiency, is amenable to good governance, and is adaptable to change. In this respect, strong leadership from the top down, with a focus on ethical behaviour and continual improvement, is critical to success. Other behaviours which enable sustained performance success are illustrated in Figure 3-4 below.



**Figure 3-4: Behaviours Which Enable Performance Success**  
(Source: ANAO<sup>22</sup>)

21 RAAF, *The Air Force Plan 2016-17*, p. 9.

22 ANAO, *Public Sector Governance (Better Practice Guide)*, p. 22.

3.60 In the context of PCS, resource management within Air Force pertains to roles and functions involved with coordinating and governing Air Force resources, including the implementation of appropriate governance policies, processes and practices, at all levels. This might involve the following range of tasks.

- a. **Business planning.** The process of planning to develop a business strategy which achieves the organisation's objectives, with available resources (inclusive of financial, human, materiel, training, time, etc.), while incorporating controls and checks to ensure applicable governance requirements are also met.
- b. **Business improvement:** evaluating and optimising an organisation's objectives, policies, processes or practices to achieve better performance and/or accountability. This may also include activities related to the improvement of knowledge, culture or behaviour, as per Figure 3-4.
- c. **Risk analysis:** the identification and assessment of resource or governance factors that may jeopardise the success of an objective or mission.
- d. **Financial management:** establishing and managing financial systems (policies, processes and practices), and managing financial resources. Within the context of Air Force PCS, this function is primarily related to the governance and administration of unit budgets (e.g., travel, training, operational deployments, and Reserve funds management). At higher levels of command, financial management has largely been centralised within Defence.
- e. **Operations support:** encompasses roles and functions primarily associated with delivering resource management and coordination support to airbase, flying or expeditionary operations. It can include responsibilities such as: support to mission planning, tasking coordination, visa and other travel arrangements. It can also include providing expeditionary financial services such as a deployed cash office.

3.61 The delivery of effective resource management support to commanders contributes to their decision making and gives them the capability to meet their performance and accountability requirements. Commanders should receive guidance on the resource options available to them, including any constraints and associated risks. They need to be advised of governance aspects relevant to their decision making, and assisted with meeting their governance responsibilities. In turn, commanders must establish clear resource objectives, and put in place delegations, instructions

and procedures that outline the responsibilities and accountabilities for resource management within their organisations.

### **Delivery of Resource Management in Air Force**

3.62 Resource management is a key output of Air Force PCS. The provision of effective resource management support to commanders optimises the use of available resources to generate capability, and promotes the undertaking of continual improvement activities across all levels, while ensuring applicable governance performance and accountability requirements are met.



**Officer in Charge of No 65 Squadron Detachment Townsville briefs visiting VIPs and his staff on the operational effectiveness of the squadron.**

### **Knowledge Management**

3.63 To make good decisions, individuals require situational understanding, relevant information, and the ability to draw on past experiences, analyses or records to determine the implications of alternative courses of action.

3.64 Knowledge management (KM) and information management (IM): IM is concerned with managing an organisation's information resources, with an

emphasis on collection and a focus on organising, analysing and retrieving/relaying the information to improve the organisation's performance. KM is concerned with the broader process of identifying, acquiring, sharing and using both information resources and human knowledge (as generated through experience, intellect and intuition), in a contextualised manner, to enable learning and improvement. KM also aims to create an environment, culture, processes, etc. within its organisation that enables and encourages knowledge identification, capture and/or sharing within the organisation.

3.65 The goals of IM and KM are closely aligned as both seek to manage Air Force's knowledge resources in such a way that allows relevant and necessary information to be available to the right people in the correct time frame, thus enabling them to make the best decision. KM contributes to and uses IM systems, processes and outputs to capture, manage and share an organisation's 'explicit' knowledge assets, being any information that can be articulated, formalised, identified and shared. These assets may include any forms of data, imagery, correspondence, personnel expertise or experiences that can be codified. However, where knowledge assets are 'tacit', that is, human knowledge or perspectives that are informal and difficult to articulate or capture adequately, the KM system must attempt to identify and share such knowledge with those who would benefit from it without relying on the IM system.

3.66 **Knowledge management within Air Force.** As illustrated in Figure 3–5, the implementation of good KM practices and culture, supported by an effective IM system, will increase efficiency, safety and contribute to capability in the following ways:

- a. **Command, control and communications.** KM and IM are fundamental to effective command and control. They facilitate the provision of a timely, relevant and accurate information flow between commanders and their subordinates. This improves situational understanding and enables sound and timely decisions to be made. IM provides a primary conduit for developing and communicating command decisions, orders and instructions.
- b. **Retention of corporate knowledge.** Developing good KM practices and culture across Air Force will encourage and support the identification of new knowledge as an Air Force resource. Knowledge that can be codified (recorded as information) in some manner can be retained on the corporate record, making it available for recall and sharing. Knowledge

that is difficult to codify can still be identified to those who may benefit from it, to facilitate knowledge transfer and learning.

- c. **Enabling knowledge sharing.** The sharing of knowledge allows personnel to leverage off the observations, experiences and analysis of others. Knowledge sharing leads to a safer, more efficient and effective organisation by improving situational understanding and reducing the need for personnel or organisational elements to 'rediscover knowledge' (or make the same mistakes). The adoption of KM and IM systems, policies and practices, aligned across Defence and other Government agencies, will enable collaboration through knowledge sharing across organisations when required.
- d. **Accountability.** The Government provides policy guidance on records management requirements that must be adhered to by all agencies. By implementing and enforcing compliant KM and IM policies and practices, Air Force will succeed in ensuring that all corporate information is appropriately stored and secured. Information recorded on a compliant IM system includes audit trails for any changes, deleting or distributing the information, and making personnel identifiable and accountable for their information actions. Correct records management practices can also enhance reporting and allow Air Force to be responsive to Freedom of Information requests.
- e. **Air Force Improvement.** KM facilitates and encourages continual improvement, safety, innovation and organisational learning. It captures and/or shares others' experiences and lessons learned, enable collaboration across Air Force, and endeavour to deliver information in a contextualised manner. By mapping knowledge dependencies and outputs within business processes, KM can identify inefficiencies and reduce duplication of effort. It promotes accountability and supports Air Force's organisational responsiveness to changing capability requirements.

3.67 Implementing effective KM across Air Force relies on the knowledge culture and practices adopted by its people. In particular, leaders at all levels must demonstrate and promote good KM practices, both up and down the chain of command, to effect an organisational culture of continual improvement and safety. Failure to implement effective knowledge sharing within an organisation can, and has, led to serious unsafe work conditions and practices being undertaken within Air Force units.



**Figure 3–5: How Knowledge Management Contributes to Air Force Capability**

3.68 Commanders at all levels are responsible for the stewardship of their organisation’s total resources, including its knowledge resources, and should ensure KM and IM practices are effective and comply with applicable Defence and government policy requirements. At higher levels of command, it is the onus of Air Force’s senior leaders to ensure KM and IM practices across their spans of control comply, align with, and are effectively used across all levels to support and enhance the generation of capability and organisational learning.

3.69 Air Force commanders must also be cognisant of their obligations to protect Commonwealth intellectual property (IP). IP is a generic term that refers to the rights granted by law in relation to the product of human creative activity and economic investment in creative effort. In addition, to protecting Commonwealth interests, commanders also need to ensure that any privately owned IP being used occurs in accordance with the relevant laws and statutes.<sup>23</sup>

<sup>23</sup> For more information refer to Department of Defence, 2004, Defence Intellectual Property Manual, Canberra, viewed 13 September 2012 at <<http://intranet.defence.gov.au/home/documents/departamental/manuals/IPMAN.htm>>.

3.70 **The role of PCS.** As knowledge is considered a resource, its management aligns with other aspects of resource management and governance. Air Force commanders require assistance from PCS personnel to understand, implement, monitor and enforce KM and IM policies and standards within their respective organisations. The level of expertise and resources required to effectively govern and improve KM standards, and influence the parallel development of IM outputs, becomes greater at higher levels of command.

3.71 Defence has civilianised and centralised many aspects of its IM systems development and implementation, particularly the technological aspects. However, the human and cultural aspects of the broader KM domain requires commanders and their support staff to take ownership of KM and thus promote the benefits of adopting best practice and deal appropriately with any obstacles.



**CIOG is responsible for ensuring that Defence has a dependable, secure and integrated Defence Single Information Environment (SIE) to support Defence business and military operations.**



# CHAPTER 4

## GENERATING AIR POWER: PERSONNEL CAPABILITY SUPPORT ENABLERS

### Introduction

4.1 The ADF operates within the Government's Defence policy articulated in the *Defence White Paper 2016*, which currently identifies these three strategic Defence interests:

- a. a secure, resilient Australia, with secure northern approaches and proximate sea lines of communication,
- b. a secure nearer region, encompassing maritime South East Asia and the South Pacific, and
- c. a stable Indo-Pacific region and a rules-based global order.<sup>1</sup>

4.2 The ADF must, therefore, be able to shape the environment in which its interests lie; deter potential adversaries and, where necessary, respond adequately to defeat emerging threats. The elements of shape, deter and respond form the framework for Air Force's contribution to the Australia's military strategy.<sup>2</sup>

4.3 Air Force has an enduring responsibility to the Government of Australia to generate and, when directed, employ and sustain air power in operations to defend the nation and its strategic interests.<sup>3</sup> To that end, Air Force must be fully integrated into a whole-of-government, national effects-based approach (EBA) to national security, and be capable of flexibly employing air power across a broad spectrum of operations.<sup>4</sup> Air Force employs air power with an

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1 Department of Defence, 2016, *Defence White Paper 2016*, Defence Publishing Service, Canberra, p. 33.

2 AAP 1000-D—*The Air Power Manual*, p. 27.

3 *ibid.* p. 33.

4 *ibid.* p. 34.

EBA 'where the effect sought; be that to change an adversary's way of thinking, to alter their behaviour, or to force their actions to comply with your intent, or some other desired outcome, is the driving motive behind the development and implementation of strategy' and doctrine.<sup>5</sup>

4.4 **The ADF Warfighting Functions.** Reinforcing the joint dimension of Air Force's air power, air power employment can be described using the six ADF warfighting functions: force application; force projection; situational understanding; command; force protection; and force generation and sustainment.<sup>6</sup> Joint commanders also use the related warfighting capabilities and activities to integrate, synchronise and direct operations and campaigns. This warfighting functional approach supports the actions and effects of air power in a way that can be readily translated into the planning of joint campaigns. A description of these warfighting functions can be found in Australian Defence Doctrine Publication (ADDP)—D—*Foundations of Australian Military Doctrine*.<sup>7</sup>

4.5 **Air power roles.** Air Force's generation of air power and its contribution to national security are described within *The Air Power Manual* through a set of core and enabling air power roles that are closely aligned with the ADF warfighting functions. The four core air power roles are:

- a. **Control of the air.** The ability to conduct operations in the air, land and maritime domains without effective interference from adversary air power and air defence capabilities.
- b. **Strike.** The ability to attack with the intention of damaging, neutralising or destroying a target.
- c. **Air mobility.** The ability to move personnel, materiel or forces using airborne platforms.
- d. **Intelligence, surveillance and reconnaissance (ISR).** ISR synchronises and integrates the planning and operation of sensors, assets, and processing, exploitation and dissemination systems in direct support of current and future operations.<sup>8</sup>

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5 *ibid.* p. 34.

6 *ibid.* p. 45.

7 Australian Defence Headquarters, 2012, Australian Defence Doctrine Publication—D—*Foundations of Australian Military Doctrine*, Third Edition, Defence Publishing Service, Canberra, p. 6.

8 AAP 1000—D—*The Air Power Manual*, p. 46.

4.6 The three enabling air power roles are:

- a. **command and control,**
- b. **force protection,** and
- c. **force generation and sustainment.**

4.7 The evolution of warfare and the adoption of a whole-of-government EBA often require the military to generate both physical (kinetic) and non-physical (non-kinetic) options to achieve Government or campaign objectives. This has implications for the framework and functions delivered from Air Force personnel capability support (PCS), which not only contributes significantly to the enabling air power roles of command and control and force generation and sustainment, but also offers discrete capabilities which can contribute to the performance of some of Air Force's core air power roles.



**AN/TPS-77 Tactical Air Defence Radar System of No 3 Control and Reporting Unit during Exercise *Diamond Spear***

## PCS and the Enabling Air Power Roles

4.8 This chapter will explore the relationship between Air Force PCS and the three enabling air power roles with which clear links exist. To discuss aspects of air power, it is first necessary to define the following terms:

- a. An **air power role** is a fundamental and enduring function of Air Force.
- b. An **air power mission** is an aggregate of military activities that contributes to the achievement of an air power role.
- c. An **activity** is an action, or task, that contributes to achieving an air power mission.<sup>9</sup>

## Command and Control (C2)

4.9 Command and control (C2) is the process and means for exercising authority over, and lawful direction of, assigned forces.<sup>10</sup> Additionally, C2 unites the people, systems and processes used to make policy, develop capability, enact operational decisions and prepare forces for operations to achieve national objectives.<sup>11</sup> C2 uses a complex system that involves personnel, platforms, information management technology, communications networks, and decision support and operational environment awareness tools.

4.10 C2 is extensively supported at all levels by the Air Force PCS system, including, but not limited, to the following examples:

- a. **Personnel.** Commanders' ability to exercise C2 over a prepared and disciplined force is supported and enhanced by a broad range of functions provided by PCS. It includes all aspects of achieving personnel preparedness: their management, performance, discipline, training, welfare, morale, reporting and development of cultural values. PCS also provides policy guidance and situational understanding regarding personnel to enhance commanders' decision making. The functions performed within the personnel operations pillar support CAF to assign,

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9 *ibid.*

10 *ibid.*, p. 80.

11 Air Force Headquarters, 2009, Australian Air Publication 1001.1 – *Command and Control in the Royal Australian Air Force*, First Edition, Defence Publishing Service, Canberra, p. 1-1.

prepare and manage Air Force personnel to operational service, and to tend to their well-being.

- b. **Governance.** PCS advises and supports commanders at all levels on governance by enhancing understanding of governance responsibilities, accountabilities and options. This involves managing financial, human, materiel or knowledge resources to deliver and sustain required levels of unit preparedness. Governance can also relate to developing and implementing policies, instructions and delegations to meet commanders' requirements, and monitoring their compliance.
- c. **Knowledge Management.** Effective knowledge management (KM) facilitates knowledge capture, retrieval and sharing. KM can contribute to operational decision superiority by allowing a commander's decision-making cycle to move faster than their adversary's.
- d. **Communication Effects.** The delivery of communication effects outputs by PCS staff is directly relevant to C2 through the generation and relay of command decisions, policies and instructions. PCS can also assist with the management function of civil-military cooperation (CIMIC), which facilitates effective interaction between the ADF and relevant civil actors. CIMIC provides the interface for cooperation, coordination, mutual support, joint planning and information exchange at all levels, thus maximising the effectiveness of the military contribution to the overall mission.<sup>12</sup>

4.11 In the operational context, C2 is normally realised through two air power missions: air campaigning and battlespace management. Air campaigning includes planning, executing and targeting, all of which require situational understanding to enable commanders to make correct and timely decisions. Commanders must consider the potential effects of military operations on the civilians and environment, as well as the potential effects that civilian activities, demographics or other factors may have on military operations. In these contexts, PCS staff may be able to provide commanders with a range of information and advice on human factors, both in relation to the fighting force and the civil domain. These could include:

- a. personnel preparedness, sustainment and welfare considerations,

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<sup>12</sup> ADDP 3.11—*Civil–Military Operations*, Second Edition, p. 1-1.

- b. environmental information gained through research and liaison including CIMIC and key leader engagement activities, for example, routine and special events, school breaks, planned police or media activities, and
- c. humanitarian, gender or cultural considerations.

## **Force Protection**

4.12 Air Force describes force protection as all measures used to minimise the vulnerability of personnel, facilities, materiel, information and operations to any threat from an adversary or operating environment while preserving the freedom of action and the operational effectiveness of the force.<sup>13</sup>

4.13 PCS contributes directly to the personnel dimension of force protection. As described in Chapter 2, the moral and intellectual components of fighting power respectively relate to sustaining the will to fight (being dependent on purpose, integrity and morale), and the ability to fight using knowledge, adaptability and innovation.

4.14 The objectives of personnel management are to have the right people with the right training at the right readiness. This involves managing member's performance, discipline and welfare, whether in the domestic or deployed context. Functions delivered through personnel operations specifically address member's readiness to deploy. This uses a rigorous process of staff selection, certification and force preparation training. Pre-deployment force preparation ensures members obtain the situational understanding and mental preparation required to reduce their vulnerability to physical or psychological injury while on operations.

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13 AAP 1000-D, *The Air Power Manual*, p. 86.



RAAF Security and Fire School military working dog (MWD) handler with her MWD on the flight line at RAAF Base Amberley

## Force Generation and Sustainment

4.15 Force generation and sustainment is the generation of personnel with the right skills and materiel support to conduct and sustain operations, both domestic and expeditionary, while maintaining the Service's ability to regenerate the force during and after operations.<sup>14</sup> This is realised by a number of air power missions involving an extensive range of activities conducted across the full range of Air Force's FIC. When viewed against the doctrinal framework of PCS, more

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14 AP 1000-D, *The Air Power Manual*, p. 93.

significant relationships exist between PCS and three of the force generation and sustainment air power missions. These missions are:

- a. force generation and capability development,
- b. force preparation and sustainment, and
- c. combat support.

4.16 Notably, people are a core component upon which Air Force capability is built as they decide how all aspects of air power, technology and force structure are developed, employed, sustained and maintained.<sup>15</sup>

4.17 **Force generation and capability development.** Generating the right workforce enables Air Force to employ air power at its best. To attract, recruit, train, educate, support, reshape and retain a suitable workforce requires a comprehensive and strategic approach to managing human resources. The workforce must be capable of undertaking all air power roles and missions with the required level of technical and professional mastery. The generation and development of personnel includes gender and diversity considerations (both in peacetime and operational contexts), and the embedding of desired Air Force cultural values and standards of behaviour.

4.18 **Force preparation and sustainment.** Force preparation ensures Air Force personnel are trained and educated to attain the level of technical and professional mastery required to operate and command air power in complex operations. It includes physically and mentally preparing personnel for operational service, and mobilising the force. 'Force sustainment provides the necessary support to sustain generated forces during preparation activities and when they are assigned to operations.'<sup>16</sup> To sustain the generation of air power capability, it is necessary subsequently to plan to rotate forces.

4.19 PCS delivers key outputs that contribute to force preparation and sustainment. These outputs are primarily across the pillars of personnel management, personnel operations and knowledge management.

4.20 **Combat support.** Combat support describes the provision of air base services and other operational support activities necessary to sustain air operations<sup>17</sup> that can occur at fixed or expeditionary locations. They are

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15 *ibid*, p. 110.

16 *ibid*, p. 96.

17 *ibid*, p. 105.

usually provided from major and small air bases, and mounting bases and airheads in both Australia and abroad, and involve a broad range of base utilities, support personnel and services.

4.21 Combat support involves a broad range of base utilities, support personnel and services. Regarding PCS, combat support activities can include the provision of C2, communications, financial management, administration and welfare services.<sup>18</sup> PCS may also be involved with base resource planning and coordination. These personnel related combat support functions are primarily delivered according to the pillars of personnel management, resource and knowledge management, and communication effects.

### **Air Force Operations—Implications for PCS**

4.22 The following paragraphs describe some of the distinguishing features of Air Force operations and the PCS implications.

#### **Flexibility and Responsiveness**

4.23 Air power is flexible because it can be packaged in various ways, and is responsive because it is capable of rapid deployment in response to emerging or unanticipated events. Operational requirements range significantly in complexity, duration and tempo. The situation may range from deploying small staff elements or single aircraft, to the significant commitment of squadron assets and personnel for prolonged periods. Expeditionary operations often occur concurrently, and resource and support requirements can evolve in response to changing environmental circumstances and operational imperatives. Such flexibility and responsiveness can only be achieved through maintaining adequate levels of force preparedness. This includes support capabilities that likewise need to be flexible and responsive to operational requirements.

4.24 PCS functions must meet all operational support requirements in a responsive, scalable and concurrent manner. This refers to functions delivered in both domestic and expeditionary settings, according to all five PCS pillars.

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18 *ibid.*

## Fighting from an Air Base

4.25 Air operations depend on a base from which air operations are projected and sustained. Although all three Services conduct air operations, Air Force is the most dependent on airfield infrastructure and support services as it operates high performance fixed-wing aircraft. Air Force operations may be conducted variously from main operating bases, bare bases, forward operating bases, green-field sites, captured air bases or civilian airfields. Australian Defence Doctrine Publication 3.15—*Airbase Operations* provides further detail on air base operations.<sup>19</sup>

4.26 Air missions vary in scope, aim and duration. Air bases also vary in size, complexity and the levels of combat support they need to provide. However, all air bases must deliver a range of functions to successfully support air operations. These encompass functions including, but not limited to, command and control, communications, coordination, force protection, air operations support, logistics support, engineering, health and safety, emergency response, and personnel support.

4.27 PCS must be planned and delivered, in consultation with other capability support mechanisms. Each air base, domestic or expeditionary, requires the full range of air base enabling functions. These functions include command support, described in chapter 1 (inclusive of personnel management, resource and knowledge management), coordination, media management and public affairs, liaison with civil communities and civil authorities, and the provision of personnel support. Personnel support may include personnel administration at air bases not supported by civilian administration services. In addressing matters related to personnel preparedness, discipline, behaviour and welfare, PCS staff will routinely work closely with other base support elements such as logistics, legal, chaplaincy, security, fitness instructors and health services. In joint, combined or coalition base environments, this will also require liaison with external service providers and stakeholders.

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19 Australian Defence Headquarters, 2015, Australian Defence Doctrine Publication 3.15—*Airbase Operations*, Defence Publishing Service, Canberra.



**Royal Australian Air Force airman from the Middle East Region Combat Support Unit air load team guides pallets of cargo ready for loading on to a C-17A Globemaster aircraft.**

4.28 A challenge for PCS is simultaneously supporting deployed combat operations and units at home bases. Both forward and home bases require suitably trained and experienced personnel to deliver the expected levels of support. Such competing priorities may require commanders to prioritise support to operations while employing risk mitigation strategies to address domestic support shortfalls.

### **Air Force Foundation**

4.29 The generation and sustainment of air power is a broad-ranging and complex undertaking involving activities across the full range of Air Force's FIC. While Air Force is an enterprise established upon a set of tangible FIC, it is also built upon a less tangible, but equally important, foundation comprised of a skilled, technology-enabled and knowledgeable workforce operating a diverse range of air power technologies. Combined, the following three components constitute the foundation upon which air power capability is built:

- a. people,
- b. technology, and
- c. knowledge.<sup>20</sup>

4.30 **People.** ‘People are a core component upon which Air Force capability is built.’ PCS is responsible for aspects of the RTS continuum relating to personnel establishment and preparedness.<sup>21</sup>

4.31 **Technology.** While ‘technology can provide the means for effective air power;’<sup>22</sup> its acquisition and employment in operations require technical and professional mastery of the personnel responsible for its operation and maintenance. ‘Technology that is not properly understood or optimally employed will absorb high levels of resources without delivering the intended return.’<sup>23</sup>

4.32 **Knowledge.** While air forces are inherently derived from technology, they are also intrinsically founded on knowledge. The cultural and intellectual foundations of an air force provide the basis for an air force to understand itself, its air power roles and missions, and how it employs air power.

4.33 The knowledge of an air force is reflected in its professional and technical mastery. Technical mastery provides the capacity for Air Force personnel to perform their jobs with the required knowledge and skills. Meanwhile, for Air Force, professional mastery provides the means for airmen to apply their technical mastery in the employment of air power. Professional mastery also enables the optimal employment of air power within a joint campaign in support of national interests.<sup>24</sup>

4.34 PCS enables the development and application of knowledge by personnel as an element of professional mastery. PCS also contributes to the governance of Air Force knowledge as a corporate resource.

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20 AAP 1000-D, *The Air Power Manual*, p. 93.

21 *ibid.*

22 *ibid.*, p. 115.

23 *ibid.*, p. 116.

24 *ibid.*

## HISTORICAL EXAMPLE

### THE RAAF SEARCHERS

Since World War II (WWII), personnel capability officers (PCO) have been actively involved in the search and recovery efforts for the casualties of war who have no known grave.

The RAAF Casualty Section had its origins early in WWII and comprised a small group of former legal practitioners and RAAF administration personnel. The group was set up and headed by Wing Commander (WGCDR) George Reid and had the primary role of receiving information on crew losses from enemy action or accidents in all theatres of operations. Flying Officer Kathleen Merrillees was acknowledged as the 'presiding genius' of RAAF Casualty Section and with her team set up the system for collating the information on every missing RAAF member. At the end of hostilities in 1945, WGCDR Reid appointed Flight Lieutenant (FLTLT) Keith Rundle as OIC of the 'RAAF Searcher Team Papua New Guinea'. FLTLT Rundle had started the war with RAAF Casualty Section and now he and his team were responsible for searching for approximately 1000 of the RAAF's missing personnel in the South West Pacific.<sup>1</sup>



**The RAAF Casualty Section with Kath Merrillees seated first on the left in the front row with George Reid fourth from the left.<sup>2</sup>**

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- 1 Jim Eames, 1999, *The Searchers and their endless quest for lost aircrew in the Southwest Pacific*, University of Queensland Press, St Lucia.
  - 2 Eames, *The Searchers*, Photograph pages, Photo courtesy of Merrillees Family.

Setting up a mobile base in the converted trawler, *Merrygum*, FLTLT Rundle began work in Rabaul, a major wartime Japanese base. With the assistance of the '*Book of Wrecks*', carefully compiled by RAAF Casualty Section during the war, FLTLT Rundle moved systematically through the area, using a number of teams to inspect wrecks and interview local people. Thousands of kilometres of swamps, jungle and rugged mountains were covered, often on foot, or by canoe or raft, seeking out wrecked aircraft and their lost crews. By 1948 the teams had located and investigated over two hundred crash sites.<sup>3</sup> The '*Book of Wrecks*' is still considered an authoritative reference on the subject and is still referred to by aircraft historians today.

The 'RAAF Searcher Team' capability is now performed by the Directorate of Wrecks and Recoveries within Director General History and Heritage Branch.

The capability is also supported by the Bereaved Families Liaison Cell within Air Force Headquarters. In the footsteps of the RAAF Casualty and Searcher sections, a number of PCO have made significant contributions to the recovery of Australian war casualties. Currently, 3124 RAAF personnel from World War II and 18 from the Korean War still have no known grave.



**Keith Rundle shows his appreciation to a native guide during one of his attempts to reach the missing Avro Anson of Group Captain Frederick 'Wig' Wight, the most senior RAAF officer to go missing in World War II.<sup>4</sup>**

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3 Doug Hurst, 2012, *Rundle, Keith Mason (1913–1986)*, Australian Dictionary of Biography, National Centre of Biography, Australian National University, <http://adb.anu.edu.au/biography/rundle-keith-mason-14189/text25201>, accessed online 18 July 2017.

4 Eames, *The Searchers*, Photograph pages.

# CHAPTER 5

## CONCLUSION

5.1 *The Air Force Approach to Personnel Capability Support* has detailed how Air Force personnel capability support (PCS) is vital to Air Force's ability to deliver air power. The discussion:

- a. assists Air Force personnel understand the importance and breadth of PCS effects,
- b. influences the development of related doctrine and policies, and
- c. guides future planning, development and delivery of PCS within Air Force.

5.2 The five pillars of PCS were introduced and explained; also included were the primary functions within each pillar. These pillars are:

- a. workforce development and review,
- b. personnel operations,
- c. communication effects,
- d. personnel management; and
- e. resource and knowledge management.

5.3 Each pillar is relevant at the strategic, operational and tactical level. They are relevant during all activities; planning, policy development, coordination, implementation and management.

5.4 A primary output of Air Force PCS is providing the right people with the correct skills at appropriate readiness. This encompasses raising, training and sustaining a workforce fit for purpose and being adequately prepared to generate air power. It includes the development and delivery of all three components of fighting power; the physical, the intellectual, and the moral. PCS has stewardship of Air Force knowledge management and cultural change. PCS also delivers non-kinetic strategic and operational effects through its expert use of communication effects.

5.5 PCS is one key enabler that must be coordinated with other air power enablers. Failure to achieve this integration will negatively impact upon air power delivery. Adequate structure and resourcing of Air Force

PCS is required for it to remain effective. This will maintain the expertise, responsiveness and flexibility to continue providing support at all levels of command, at both home locations and expeditionary operations.

5.6 As new platforms are introduced, Air Force faces many personnel capability challenges. Additionally, Air Force has committed to developing its space and cyber capabilities. These emerging technologies require significant workforce changes to deliver capability within available resources. This presents many challenges associated with workforce development and transitions, and attracting and retaining the right people.

5.7 Air Force values its people as essential to air power. Personnel must be trained to be capable of operating and supporting the full range of air power systems, and edified about their role in the delivery of air power and its contribution to national security.

5.8 Air Force commanders rely on the range of expertise delivered by PCS spanning the five pillars. The diversity and adaptability inherent in PCS personnel are highly desirable in serving within the full range of operational environments.

5.9 Air Force requires a holistic human resource management (HRM) strategy to meet its personnel preparedness requirements and harmonise future Air Force workforce requirements by recruiting, training, career development and retention. Air Force PCS is fundamental to establishing and implementing Air Force's HRM strategy.

5.10 PCS contributes to the four core and three enabling air power roles. It also enhances the operational commander's situational understanding of human factors, both in relation to the fighting force and the civilian domain. The three Air Force foundation components of people, technology and knowledge are reinforced by PCS.



**Wing Commander Mark Larter, PCO, with Afghan National Police during his deployment**



# GLOSSARY

This glossary represents terms and definitions relevant to Air Force personnel capability support (PCS). The source for approved Defence terms, definitions and abbreviations is the Australian Defence Glossary (ADG), available on the Defence Restricted Network at <http://adg.eas.defence.mil.au/default.asp>. Note: The ADG is updated regularly and should be checked for amendments to the entries in this glossary.

## **activity**

An action or task that contributes to the achievement of an air power mission.

## **air base**

A defined area containing infrastructure that supports military air power activities.

## **airmindedness**

The sum of an individual's depth and breadth of knowledge and understanding of the characteristics and employment of air power.

## **air power**

The ability of a nation to assert its will by projecting military power in, through and from the air domain.

## **air power mission**

An aggregate of military activities that contributes to the achievement of an air power role.

## **air power role**

A fundamental and enduring function of Air Force.

## **civil-military cooperation (CIMIC)**

The coordination and cooperation, in support of the mission, between the joint commander and civil actors, including the national population and local authorities, as well as international, national and non-governmental organisations and agencies.

## **civil-military operations (CMO)**

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.

**combat power**

The total means of destructive and/or disruptive force which a military unit/formation can apply against the opponent at a given time.

**combat support**

The provision of air base services and other operations support activities necessary to sustain air operations from major and small air bases in Australia and airheads in both Australia and abroad.

**command**

The authority which a commander in a military Service lawfully exercises over subordinates by virtue of rank or assignment.

Notes:

1. Command includes the authority and responsibility for effectively using available resources, and for planning the employment of organising, directing, coordinating and controlling military forces for the accomplishments of assigned missions.
2. It also includes responsibility for health, welfare, morale and discipline of assigned personnel.

**command and control (C2)**

The process and means for the exercise of authority over, and lawful direction of, assigned forces.

**decision superiority**

The ability to make and implement more informed and more accurate decisions at a rate faster than the adversary.

**doctrine**

Fundamental principles by which the military forces guide their actions to achieve desired objectives. It is authoritative but not prescriptive and requires judgement in application.

**effect**

The physical, physiological, psychological or functional impact upon the adversary as a result, or consequence, of own military or non-military actions.

**force generation and sustainment**

Provision of the necessary personnel, skills and equipment to conduct and sustain air operations, both domestic and expeditionary, while maintaining the ability to regenerate the force during and after operations.

**force protection**

All measures and means to minimise the vulnerability of personnel, facilities, materiel, information and operations to any threat from an adversary or operating environment while preserving the freedom of action and the operational effectiveness of the force.

**fundamental inputs to capability (FIC)**

A standard checklist of inputs designed to enable the effective generation of Defence capabilities. Namely: organisation; personnel; collective training; major systems; supplies; facilities and training areas; support; command and management; and financial resources.

**gender**

The social attributes associated with being male and female learned through socialisation and determines a person's position and value in a given context. This means also the relationship between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialisation processes. Notable, gender does not equate to woman. (NATO BI-Strategic Command Directive (BI-SCD) 40-1 REV 1)

**information activities (IA)**

The integration, synchronisation and coordination of two or more information related capabilities.

**information operations (IO)**

The operational level planning and execution of information activities to influence the decision making and actions of a target audience and to protect and enhance one's own decision making and actions in support of national interests.

**intellectual property (IP)**

A group of statutory and common law rights which afford legal protection to the product of intellectual and creative efforts.

**joint (J)**

Adjective used to describe activities, operations and organisations in which elements of at least two Services participate.

**mission**

A clear and concise statement of the task of the command and its purpose.

**national interests**

The general and continuing ends for which a State acts.

**national security**

The ability to preserve the nation's physical integrity and territory; to maintain economic relations with the rest of the world on reasonable terms; to protect its nature, institutions and governance from disruption from outside, and to control its borders.

**national objective**

The aims, derived from national goals and interests, towards which a national policy or strategy is directed and efforts and resources of the nation are applied.

**non-government organisation (NGO)**

A private, self-governing, not-for-profit organisation, dedicated to alleviating human suffering; and/or promoting education, health care, economic development, environmental protection, human rights, and conflict resolution; and/or encouraging the establishment of democratic institutions and civil society.

**objective**

A clearly defined and attainable goal for a military operation, for example seizing a terrain feature, neutralising an adversary's force or capability or achieving some other desired outcome that is essential to a commander's plan and towards which the operation is directed.

**operation (OP)**

A designated military activity using lethal and/or non-lethal ways and means to achieve directed outcomes in accordance with national legal obligations and constraints.

**operational objectives**

The objectives that need to be achieved in the campaign to reach the military strategic end state.

**personnel capability support (PCS)**

An Air Force term used to describe all personnel and command support functions and activities related to Air Force workforce development, force generation and sustainment, and the management of personnel, resources, and reputation.

**personnel support**

A global term used to describe all personnel functions and activities undertaken for the efficient and effective employment of all personnel in the ADF, including their wellbeing and discipline.

**professional mastery (air power)**

The sum of an individual's depth and breadth of knowledge and understanding of a profession combined judiciously with the ability to apply it through the lens of personal experience and intellect.

**public affairs (PA)**

External communication (including but not limited to media liaison), internal communication and community engagement activities, including associated imagery, undertaken to promote and protect the reputation of Air Force and to support Air Force, ADF and whole-of-government policies and activities.

**public diplomacy (PD)**

The totality of measures and means to inform, communicate and cooperate with a broad range of target audiences world-wide, with the aim to raise the level of awareness and understanding about Air Force, the ADF and Australian government policies and activities.

**situational understanding**

The accurate interpretation of a situation and the likely actions of groups and individuals within it. Awareness, analysis, knowledge, comprehension and judgement facilitate understanding, which enables timely and accurate decision making.

**strategic communication (StratCom)**

The coordinated, synchronised and appropriate use of communication activities and information capabilities in support of Defence's policies,

operations and activities in order to achieve the Department's aims aligned with national goals.

Note: This includes military support to public diplomacy, public affairs and information activities where appropriate.

**strategic objective**

A desired end state for military operations that is communicated from the strategic to the operational level and forms the basis for operational planning.

**strike (as an air power role)**

The ability to attack with the intention of damaging, neutralising, or destroying a target.

**sustainment**

The provision of personnel, logistic, and other support required to maintain and prolong operations or combat until successful accomplishment or revision of the mission or of the national objective.

**synchronisation**

The arrangement of related and mutually supporting actions in time, space and purpose to maximise their combined intended effects.

**technical mastery**

The combination of an individual's training, knowledge, experience and skills that ensures their ability to carry out a specific employment function with a high level of competence.

**warfighting**

Government directed use of military force to pursue specific national objectives.

**whole-of-government**

Denotes government departments and agencies working across portfolio boundaries to achieve a shared goal and an integrated government response to particular issues.

# LIST OF ABBREVIATIONS

AAP	Australian Air Publication
ADO	Australian Defence Organisation
AO	Area of operation
ADDP	Australian Defence Doctrine Publication
ADF	Australian Defence Force
AFDP	Air Force Doctrine Publication
ANAO	Australian National Auditing Office
APS	Australian Public Service
CAF	Chief of Air Force
CAF PDs	Chief of Air Force Preparedness Directives
CIOG	Chief Information Officer Group
CJOPS	Chief of Joint Operations
COO	Chief of Operating Officer
CIMIC	Civil-military cooperation
C2	Command and control
CSP	Commercial Support Program
CONOPS	Concept of operations
DCS	Defence Corporate Support
DER	Defence Efficiency Review
DPG	Defence People Group
DRP	Defence Reform Program
E&IG	Estate and Infrastructure Group
EBA	Effects-based approach
FEG	Force element group
FSR	Force Structure Review
FTE	Full-time equivalent
FIC	Fundamental inputs to capability
HQJOC	Headquarters Joint Operations Command
HRM	Human resource management

IA	Information activities
IM	Information management
ISR	Intelligence, surveillance and reconnaissance
JHC	Joint Health Command
JLC	Joint Logistics Command
JMAP	Joint military appreciation process
KM	Knowledge management
MRU	Members required in uniform
MSE	Military strategic estimate
NATO	North Atlantic Treaty Organisation
NSGs	Non-service groups
OMDs	Operational manning documents
OSC	Operations support cycle
PA	Public affairs
PCS	Personnel capability support
PD	Public diplomacy
RAAF	Royal Australian Air Force
RTS	Raise, train and sustain
SI	Standing instructions
SOP	Standard operating procedure
StratCom	Strategic communication
SRP	Strategic Reform Program
TTP	Techniques, tactics and procedures
VCDF	Vice Chief of the Defence Force





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