

Section
7

Australia

1 General Situation

Australia shares basic values with Japan such as respect for freedom and human rights, and democracy, and is allied with the United States, as are Japan and the Republic of Korea. Based on the awareness that Australia's security environment

will be significantly influenced by how the Indo-Pacific, connecting the Indian and Pacific Oceans through Southeast Asia, and its architecture evolve, Australia adjusts its priority strategic focus to the region.

2 Security and Defense Policies

Prime Minister Gillard launched Australia's first National Security Strategy (the Strategy) in January 2013¹. The Strategy provides a blueprint for national security over the next decade, presenting a recognition that responding to the economic and strategic changes in the Asia-Pacific region is vital to the national security of Australia².

The Strategy defines four objectives for Australia's national security: (1) to ensure a safe and resilient population, (2) to protect and strengthen Australia's sovereignty, (3) to secure Australia's assets, infrastructure and institutions, and (4) to promote a favorable international environment. To that end, it is necessary to respond to national security challenges and threats, including instability in the region, conflicts and coercion affecting the national interests, malicious cyber activity, terrorism, espionage, the proliferation of weapons of mass destruction, serious and organized crime³.

The Strategy analyzes that the most significant trends for the outlook of Australia's national security would be uncertainty in the global economy, a rebalancing of global power, the continuing importance of non-state actors, and low-level conflict in high-risk areas. Then the Strategy identifies three priorities of Australia over the next five years as follows: (1) enhanced regional engagement in the Asia-Pacific region⁴, (2) integrated cyber policy and operations⁵, and (3) effective partnerships⁶.

In May 2013, the Gillard administration published a new Defence White Paper⁷ that addresses significant developments in Australia's international and domestic circumstances, which influence Australia's national security and defense settings, since the previous Defence White Paper was published in May 2009⁸. The white paper states that the relation between the United States and China will more than any other single factor determine Australia's strategic environment over the coming decades, and the

- 1 This strategy is based on the National Security Statement, announced in December 2008, which articulated Australia's national security agenda and set in motion reforms to strengthen the National Security Community. A national security strategy is scheduled to be delivered every five years.
- 2 The Australia in the Asian Century White Paper, which was published in October 2012, sets out targets for the country over the years to 2025 to ensure Australia can fulfill its ambitions and compete effectively within Asia.
- 3 The Strategy describes the pillars of Australia's national security as follows: (1) countering terrorism and espionage activities, etc., (2) deterring and defeating attacks on Australia and Australia's interests, (3) preserving Australia's border integrity, (4) preventing, detecting and disrupting serious and organized crime, (5) promoting a secure international environment conducive to advancing Australia's interests, (6) strengthening the resilience of Australia's people, assets, infrastructure and institutions, (7) the Australia-United States Alliance, and (8) understanding and being influential in the world, particularly the Asia-Pacific.
- 4 Strengthening the Australia-U.S. alliance, expansion of bilateral cooperation with influential regional powers, such as China, Indonesia, Japan, South Korea, and India, and promoting the primacy and effectiveness of specific multilateral forums, etc.
- 5 Bringing together the capability of cyber sections of the Ministry of Defence, the Attorney-General and the Australian Federal Police and cyber analysts from the Australian Crime Commission into the Australian Cyber Security Center (ACSC) to be established by the end of 2013.
- 6 Secure and quick information sharing with domestic and international partner agencies, and more information sharing between government and business, etc.
- 7 Australia's Defence White Papers set forth the government's future plans for defense, and how it will seek to affect these. The current Defence White Paper was originally due to be published in 2014, but at the time of the publication of the final report on the Australian Defence Force Posture Review in May 2012, it was announced that publication of the white paper would be brought forward to the first half of 2013; the white paper was subsequently published in May 2013. The Defence White Paper complements the National Security Strategy and the Australia in the Asian Century White Paper, and these three documents should be seen together as a statement of the priority the Australian Government places on the nation's security and prosperity, and on maintaining a strong Australian Defence Force to meet Australia's national security challenges.
- 8 (1) The ongoing economic strategic and military shift to the Indo-Pacific; (2) the Australian Defence Force's operational drawdown from Afghanistan, Timor-Leste, and the Solomon Islands; (3) the United States' rebalance to the Asia-Pacific; (4) Australia's substantially enhanced practical cooperation with the United States pursuant to their Alliance relationship; and (5) the ongoing adverse effects of the global financial crisis, which have continued to have a significant deleterious impact on the global economy, domestic fiscal circumstances, and defense funding.

evolution of this relationship is being affected by the United States' commitment to the region and by the effects of China's rise. Moreover, it points out the emergence of the Indo-Pacific, which is set forth as a new concept.

The new Defence White Paper defines Australia's strategic interests as follows: (1) a secure Australia; (2) a secure South Pacific and Timor-Leste; (3) a stable Indo-Pacific; and (4) a stable, rules-based global order. The white paper also sets out the principal tasks for the Australian Defence Force (ADF) in priority orders as follows: (1) deter and defeat attacks on Australia; (2) contribute to stability and security in the South Pacific and Timor-Leste; (3) contribute to military contingencies in the Indo-Pacific region; and (4) contribute to military contingencies in support of global security.

Moreover, with regard to delivering defense capability of the ADF, the white paper states that maintaining an appropriate mix

of high-end ADF capabilities is essential, in order to defend Australia and its strategic interests. Moreover, maintaining credible high-end capabilities enables Australia to act decisively when required, deter would-be adversaries, and strengthen its regional influence, so while choices must be made to guide the allocation of finite resources, Australia remains committed to delivering core ADF capabilities, including future submarines, Air Warfare Destroyers, Landing Helicopter Dock amphibious ships, and the F-35 Joint Strike Fighters (JSF)⁹. Furthermore, according to the whitepaper, the Australian Defence Force Posture Review concluded that although Australia's strategic environment does not necessitate widespread changes in the location of ADF bases, some ADF bases, facilities and training areas need to be upgraded to meet current and future needs; nevertheless, these upgrades are largely long-term in nature¹⁰.

3 Relations with Other Countries

The new Defence White Paper states that seizing opportunities to build deeper partnerships of the Indo-Pacific region will be important for Australia, because competition for access and influence will be greater, and consideration of Australia's interests and views less assured. Moreover, it asserts that Australia's defense international engagement must work towards helping to build effective mechanisms to manage regional and transnational security issues, and risks arising from rivalries and the possibilities of miscalculation. Furthermore, it states that Australia's contribution to regional security is not restricted to deploying forces in a conflict or crisis: rather, the nation's efforts are focused on reducing the risk of conflict through building trust and partnerships through regular interaction with other nations.

With regard to Australia's relationships with the United States and China, the white paper emphasizes that the Australian Government does not believe that Australia must choose between its longstanding alliance with the United States and its expanding relationship with China; nor do the United States and China believe that it must make such a choice.

1 Relations with the United States

The alliance between Australia and the United States based on the Security Treaty between Australia, New Zealand and the United States of America (ANZUS)¹ is Australia's most important defense relationship, and Australia attaches great importance to this alliance as a pillar of its national strategy and security arrangements. The new Defence White Paper states that the United States will continue to be the world's strongest military power and the most influential strategic actor in Australia's region for the foreseeable future. Moreover, it asserts that a U.S. presence in the region will continue to be important amid the Indo-Pacific's rapidly changing strategic environment, and that Australia welcomes the shift in U.S. strategic focus towards the region, and the U.S. commitment to maintain its strong diplomatic, economic, and security presence.

Since 1985, the two countries have regularly held Australia-United States Ministerial Consultations² and are making efforts to increase interoperability through joint military exercises, such as Exercise Talisman Saber³. In April 2012, the U.S.

2 - 9 The Defence White Paper discloses that the Government has decided to acquire 12 new-build EA-18G Growler electronic attack aircraft instead of converting 12 of Australia's existing F/A-18F aircraft into the Growler configuration to assure Australia's air combat capability during the transition period to the F-35A.

2 - 10 In June 2011, the Australian Department of Defence started to commission the ADF's Force Posture Review to assess whether the ADF is correctly geographically positioned to meet Australia's current and future strategic and security challenges, such as the rise of the Asia-Pacific and the Indian Ocean rim as regions of global strategic significance, the growth of military power projection capabilities of countries in the Asia-Pacific region, and energy security and security issues associated with expanding offshore resource exploitation in the northwest and north. The final report of the expert panel released in May 2012 includes recommendations for improving the capability of base facilities and enhancing the ADF's presence in the north, and strengthening and expansion of naval and air force bases.

3 - 1 A trilateral security treaty between Australia, New Zealand, and the United States, which went into effect in 1952. The United States has suspended its obligation to defend New Zealand since 1986 because of New Zealand's non-nuclear policy.

3 - 2 At the AUSMIN, held in November 2012, cooperation in the area of space was strengthened, such as an agreement on the relocation of a C-band ground-based radar system of the U.S. forces to Australia. The two countries also talked about aircraft cooperation in northern Australia and naval cooperation at the Australian naval base.

3 - 3 Exercise Talisman Saber, started in 2005, is a biennial combined Australia and the United States training activities, designed to improve the combat readiness and interoperability.

marines' rotational deployments into northern Australia was launched⁴ in accordance with the Australia-United States Force Posture Initiatives, released in November 2011.

In addition to participating in the U.S.-led F-35 Joint Strike Fighter Project, Australia intends to cooperate in missile defense. Furthermore, they are promoting cooperation in intelligence, surveillance and reconnaissance (ISR), as well as in areas such as space and cyber⁵.



Joint press conference held after the Australia-United States Ministerial Consultation (AUSMIN) (November 2012) [Australian Department of Defence]

2 Relations with China

Australia's new Defence White Paper states that China's economic growth is a major contributor to global strategic weight shifting to the Indo-Pacific. In addition, it asserts that Australia welcomes China's rise and does not approach China as an adversary; rather, its policy is aimed at encouraging China's peaceful rise and ensuring that strategic competition in the region does not lead to conflict. It also states that the growth of China's defense capabilities and the modernization of its military is a natural and legitimate outcome of its economic growth⁶.

Moreover, Australia sees China as an important partner in the region, and is committed to developing strong and positive defense relations with China through dialogue and appropriate practical activities. Under these policies, Australia carries out dialogues with the Chinese defense authority regularly⁷ and conducts exchanges to develop cooperative relations between Australian and Chinese forces, through joint exercises and mutual visits of military ships, etc.⁸.

3 Relations with Southeast Asian Countries

The new Defence White Paper notes that Australia has an enduring strategic interest in the stability of the Indo-Pacific, particularly Southeast Asia and the maritime environment; given that major sea lanes that are critical to Australian trade pass through Southeast Asia, which sit astride the northern approaches to the country, it would be concerned if potentially hostile powers established a presence in Southeast Asia that could be used to project military power against Australia. From this perspective, Australia perceives the stability and security of Indonesia, its largest near neighbor, to be of singular importance, and believes that it benefits from having a strong and cohesive Indonesia as a partner.

Australia views its partnership with Indonesia as its most important defense relationship in the region, so it is committed to further broadening and deepening defense and security cooperation. Given the terrorist bombings in Bali in 2002 and 2005 and the terrorist bombing in front of the Australian Embassy in Jakarta in September 2004, the relations between the two countries have been strengthened in areas including counterterrorism cooperation, and the two countries concluded an agreement on a security cooperation framework which described cooperation across a wide range of defense relationships in November 2006⁹. Also, the two countries held their inaugural foreign and defense ministerial consultations (2+2) in March 2012 and their inaugural annual defense ministers' meeting in September of the same year in which the two ministers signed the De-

4 See Footnote 10, Section 1-1.

5 At the AUSMIN in September 2011, the two nations signed a joint statement on cyberspace and confirmed that, mindful of their longstanding defense relationship and the ANZUS Treaty, the two would consult together and determine appropriate options to address the threat in the event of a cyber attack that threatens the territorial integrity, political independence, or security of either Australia or the United States.

6 At a press conference on the new Defence White Paper, Prime Minister Gillard stated that China's rise and the subsequent military modernization are changing the strategic order of the region, and the relationship between the United States and China is pivotal to the region of the world, while noting that they do want to see transparency about China's military modernization.

7 The Australia-China Defense Strategic Dialogue has been held since 1997. At the inaugural Australia-China Defense Ministers' Meeting held in Beijing in June 2012, the two ministers agreed to look for opportunities to conduct regular Defence Ministers' Dialogue and deepen practical cooperation in different fields between the two forces. Also, during Prime Minister Gillard's visit to China in April 2013, the two countries announced that they have agreed to designate their bilateral relationship as a 'strategic partnership', conduct annual dialogues at leaders-level, and strengthen defense cooperation, etc.

8 In 2012, the naval ships of the two countries conducted a passage exercise at the Yangtze River in May and Australia, China and New Zealand held a trilateral humanitarian assistance and disaster relief exercise in Brisbane in October. Moreover, three Chinese naval ships visited Sydney in December.

9 The agreement, which is called the Lombok Agreement, took effect in February 2008.

fense Cooperation Agreement¹⁰.

Under the Five Power Defence Arrangements (FPDA) framework¹¹, Australia carries out combined and joint exercises with Malaysia and Singapore, such as Exercise Bersama Shield¹².

See▶ Section5

4 Relationships with South Pacific States and Timor-Leste

The new Defence White Paper positions a secure South Pacific and Timor-Leste as Australia's most important strategic interest after its own security, and notes that the nation is seeking to

ensure that its neighborhood does not become a source of threat to Australia, and that no major power with hostile intentions establishes bases in its immediate neighborhood, from which that power could project force against Australia. From this perspective, Australia will continue to play a leading role in assisting South Pacific states and Timor-Leste to improve governance, security capacities, and responses to natural disasters, providing support for the stabilization of these nations through its Defence Cooperation Programs, among other initiatives. Moreover, Australia shares strategic and humanitarian interests in these regions with New Zealand, and perceives its defense and security relationship with the latter to be important to ensuring a secure immediate neighborhood.

4 Overseas Activities

Australia had deployed approximately 2,500 ADF personnel to operations overseas out of a total of 57,000 personnel on active duty¹ as of May 2013.

Upon the outbreak of the terrorist attacks of September 11, 2001, Australia announced its support for the United States under the Australia-U.S. alliance before any other countries and dispatched its troops to Afghanistan in October of the same year. Approximately 1,550 personnel are engaged in reconstruction assistance activities and training of Afghan National Security Forces under the International Security Assistance Force (ISAF)².

Australia has actively supported the political and social stability of Timor-Leste since 1999, when the independence movement gained momentum there. The ADF has led the International Stabilisation Force (ISF)³ since 2006, which ended its mission since the security situation has been brought under control, and the withdrawal of the ADF troops was completed in March 2013.

Australia has been actively committed to stability and development of the Solomon Islands. The operation has been led by the Regional Assistance Mission to Solomon Islands

(RAMSI)⁴, in which 15 countries, including Australia, participated since July 2003. About 80 ADF personnel have deployed to comprise the military component of RAMSI, and they are now scheduled to withdraw in the second half of 2013 as its mission ends.



Australian forces engaging in an operation in Afghanistan [Australian Department of Defence]

3 -10 During Minister of Defence Smith's visit to Indonesia in September 2012, Australia and Indonesia agreed to expand assistance and cooperation for search and rescue operations. In April 2013, the second annual 2+2 dialogue was held and the two countries had a wide-ranging exchange of views regional and global issues of common concern.

3 -11 See Footnote 3, Section 5-2

3 -12 The Australian Air Force has had a permanent presence at the Malaysian Air Force base Butterworth, and the Malaysian military personnel receives training in Australia based on the Joint Defence Program, which formally commenced in 1992. The Singapore Armed Forces use training areas and pilot training facilities in Australia.

4 -1 Based on the Military Balance 2013. The breakdown of the military forces is as follows: Army: approx. 28,850 personnel, Navy: approx. 14,000 personnel, Air Force: approx. 14,200 personnel.

4 -2 Around 800 ADF personnel provide support from locations within the broader Middle East area near Afghanistan.

4 -3 In April 2006 demonstrations by rebels in Dili, the capital of Timor-Leste, turned into riots, and the International Security Force was established consisting of the armed forces of Australia, Portugal, and New Zealand.

4 -4 The activities began with participation of South Pacific states, led by Australia, in response to a request for assistance from the Government of the Solomon Islands, where a security situation triggered by tribal conflict was deteriorating. The operation is mainly composed of a police force and a military force, and Australia, New Zealand, Papua New Guinea, and Tonga take part in the military operations.