



SUMMER SCHOLAR'S PAPER

27 November 2015

Women in the ADF: six decades of policy change (1950 to 2011)

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Able Seaman Boatswains Mate Stephanie Went
HMAS *Toowoomba* searching in Southern Indian Ocean for the missing Malaysian Flight MH370. (Source: ADF Image Gallery)



Lance Corporal Shaw on patrol
(Source: ADF Image Gallery)



Flight Lieutenant Natalie
Pietrobon and Squadron
Leader Samantha Freebairn,
RAAF C-17A Globemaster
Pilots. (Source: ADF Image
Gallery)

ISSN 2204-1982

This paper was prepared under the Parliamentary Library's annual Summer Research Scholarship program. The views expressed in this paper are those of the Summer Scholar author, and do not necessarily reflect the views and opinions of the Parliamentary Library.

ABSTRACT

This paper describes and analyses the legislative and policy changes influencing women's participation in the Australian Defence Force (ADF) over six decades. Since World War II (WWII) women's roles have changed significantly. For instance Appendix C statistics show that in 1954, the role of most married women was as stay-at-home wives and mothers. Only 30.9 per cent of married women participated in the paid workforce. By 1998, this figure had doubled. These changes were reflected in the military where women's roles went from auxiliary service to employment in combat positions. Various governments were responsible for the changes, for example, the Hawke Labor Government's enactment of the *Sex Discrimination Act 1984* (SDA) led to the employment of women in combat-related positions by 1990. Twenty-one years later, the Gillard Labor Government announced the removal of gender restrictions from ADF combat roles thus recognising the full potential of women to contribute to the defence of Australia, and as a transition mechanism, the ADF developed a five-year phased implementation plan. Since the introduction of the SDA, the participation rate for women in the ADF has increased by 73 per cent; however, as the 2013 figures in Appendix E show, women's participation still remains low at 14.4 per cent. Women remain an untapped capability resource in the ADF. As such, if the ADF is to meet the future workforce and sustainability challenges in the coming decades, recruiting and retaining women in the full spectrum of positions must remain a top priority.

About the author

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Acknowledgements

Having access to the Parliamentary Library has been a great privilege so my appreciation goes to Dr Dianne Heriot the Parliamentary Librarian for offering such an opportunity. During the tenure of my scholarship, I was located in the Foreign Affairs, Defence and Security section (FADS) headed by Nigel Brew. I would like to thank Nigel and his staff for their friendship and assistance. In particular, I wish to thank my mentor Nicole Brangwin who is a senior researcher in the FADS section and a member of the Royal Australian Air Force Reserve. The central enquiry staff also provided much needed guidance. In particular, I thank Leo Terpstra, the Director of the section.

ACRONYMS AND ABBREVIATIONS

ABS	Australian Bureau of Statistics
ACMAT-N	Assistant Chief of Materiel-Navy
ACPERS-N	Assistant Chief of Personnel-Navy
ADF	Australian Defence Force
ADFA	Australian Defence Force Academy
APS	Australian Public Service
AWAS	Australian Women's Army Service
CA	Chief of Army
CDF	Chief of Defence Force
CN	Chief of Navy
CNS	Chief of Naval Staff
CNSAC	Chief of Naval Staff Advisory Committee
COSC	Chiefs of Staff Committee
CPS	Commonwealth Public Service
Defence	Department of Defence
DDG	Guided missile destroyer (Perth class)
DEO	Defence Equity Organisation
EEO	Equal Employment Opportunity
DNMP	Director Naval Manpower
DNTE	Director Navy Training and Education
FPCB	Fremantle Class Patrol Boat
FFG	Guided missile frigate (Adelaide class)
HRH	Her Royal Highness
IWY	International Women's Year
MC	Maritime Commander
MHQ	Maritime Headquarters
PM	Prime Minister
RAAFNS	Royal Australian Air Force Nursing Service
RAAF	Royal Australian Air Force
RAANC	Royal Australian Army Nursing Corps
RANNS	Royal Australian Navy Nursing Service
RAN	Royal Australian Navy
RANC	Royal Australian Naval College
SDA	<i>Sex Discrimination Act 1984</i>
UNSW	University of New South Wales
WAAAF	Women's Australian Auxiliary Air Force
WRAAC	Women's Royal Australian Army Corp
WRAAF	Women's Royal Australian Air Force
WRANS	Women's Royal Australian Naval Service
WRNS	Women's Royal Naval Service

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INTRODUCTION

The mission of the Department of Defence (Defence) is to defend Australia and its national interests. Since WWII women in military uniform have played a key part in this mission. From the 1950s their role has gradually increased whereby they are now an essential element of capability. However, the path towards equal employment opportunity for women in the ADF has not been straightforward but has been made easier by changes in societal attitudes. For example, it was not until just before the turn of the 20th century in 1894 that the first state in Australia, South Australia,¹ recognised women as citizens and gave them the right to vote. Full franchise was granted to women in all states and federally by 1908, but it took another 18 years to extend political rights to the right to sit in parliament across the whole country, the last state being New South Wales in 1926.² The first woman to be elected to an Australian parliament was Edith Cowan who was elected to the Legislative Assembly in Perth in 1921; it took a further 21 years and 38 years respectively for a woman to be elected to the federal parliament and the South Australian parliament (the latter being the last state to elect a woman as a state representative) (Sawer & Simms, 1993; Women and the Right To Vote, 2012). This timeline of 65 years is evidence that achieving equal employment opportunity for women is a slow process.

Managers of Defence's uniformed workforce have faced many challenges over the past decades particularly as the ADF aims to attract a youthful workforce and retain experienced people. A national economy of low unemployment creates both a disincentive for service in the military and a shortage of highly-skilled and capable military professionals. These demographic features can create challenges for the ADF, particularly with respect to the recruitment and retention of personnel, the role and capability of the Reserves and the operational demands on serving personnel and their families. Because Defence typically reflects the community it serves, the ADF's workforce should reflect diversity and attitudes to changing social values. As a nation with a relatively small population, attracting the right people from every part of the Australian community is essential to achieving Defence's mission. For too long women have been an untapped Defence capability and only employed in the past to overcome workforce shortages. Not until the turn of the 21st century were all restrictions on women's employment in the Australian military lifted.

The topic of this paper focuses on employment opportunities for women serving in the ADF from 1950 to 2011. In the post-WWII period, women's roles have changed significantly. Women's roles in the ADF are no longer limited to auxiliary service but include employment in combat positions. Various governments have been responsible for the changes. This paper explores the Parliament's 60-year history of investigating, debating and legislating change to improve the employment opportunities for women in the ADF. As societal attitudes to women's work have changed over the period, the motives behind these changes, and the governments responsible for implementing them, will be probed. To appreciate the changes, the paper has been divided into three sections. The first section briefly discusses how WWII created employment opportunities for women in non-

1 At the time South Australia was a colony as the Federation of all Australian colonies into the Commonwealth of Australia did not occur until 1901.

2 The right to sit in the NSW Legislative Assembly was granted in 1918, however, the right to sit in the Legislative Council was not given until 1926.

traditional fields of employment. The next section reviews women's work following the war years. The last section focuses on women's employment in the ADF. This final section has two parts and examines ADF women's employment prior to and after the SDA. In addition, Appendix A contains an annotated chronology for quick reference.

WOMEN AND WAR

Australian women entered the workforce in unprecedented numbers during WWII, following the example of its allies. Stearman states (1999):

In Britain, women joined the war effort in large numbers. Later, in 1941, registration for work was made compulsory and unmarried women aged between 20 and 30 were called for compulsory national service. By mid-1943, 90 per cent of single women and 80 per cent of married women were employed in the armed forces or industry. In the USA, there was a 460 percent increase in the number of women in heavy industry.

Although Australia had no compulsory service for women, when war was declared in 1939 civilians were required to complete National Register cards on which were listed their occupations, qualifications and skills (Adam-Smith, 1984, p. 320).



Figure 1: Join us in a victory job, Maurice Bramley, 1943, lithograph on paper, 49x60cm AWM ARTV08836

Women were called to help the nation in its hour of need and they responded. The number of Australian women employed in industry between 1939 and 1943 exploded from 1,000 to 145,000. The total number of women employed in various jobs in the Australian workforce numbered over 800,000 (Skwirk Online Education, 2015). The increase in numbers was also reflected in women's military roles beyond that of nursing and caring for the troops through organisations such as the Red Cross, Cheer-Up Society and Trench Comfort Fund (Adam-Smith, 1984). Women's military organisations were formed despite initial reservations by the Minister for Defence, the Hon. G.A. Street, who did not see women having a wartime role beyond such things as relief and mercy work, canteen work, transport work, and non-Government activities (Adam-Smith, 1984, p. 139). These organisations, some of which are represented in Figure 1, were classified as auxiliary services and as such were deemed to be additional or supplementary arms of the permanent services. Over 66,000

women enlisted in the women's services during the war (Department of Veterans' Affairs, 2008, p. 42).

Apart from the Australian Army Nursing Service (AANS), which was established on 1 July 1902,³ the first women's service to form during WWII was the Women's Australian Auxiliary Air Force (WAAAF) in March 1941, followed by the Australian Women's Army Service (AWAS) in October 1941 and the Women's Royal Australian Naval Service (WRANS) in October 1942⁴ (Australia, Royal Australian Navy, 2008; Dennis, Grey, Morris, Prior, & Connor, 2008, pp. 605, 607). The Royal Australian Air Force Nursing Service (RAAFNS) was established in July 1940 and by December 1945, 616 women were serving. Although disbanded at the end of the war, the service was re-established in 1948 (Royal Australian Air Force Nursing Service (RAAFNS). (1940–), 2009). In October 1942, 23 qualified nursing sisters began duty in RAN hospitals when the Royal Australian Naval Nursing Service (RANNS) was inaugurated (Royal Australian Naval Nursing Service (RANNS), 2009); their number never exceeded 60 (Department of Veterans' Affairs, 2008, p. 42).

In the WAAAF and WRANS, women commenced work in the communications area as wireless telegraphists (Adam-Smith, 1984, p. 229; Curtis-Otter, 1975, p. 5). The first AWAS personnel were enlisted in traditional women's occupations such as clerks, typists, stenographers, cooks and motor transport drivers (Adam-Smith, 1984, p. 252; Bomford, 2001, p. 6). Before long, the other two services were also employing women in such roles. Although these jobs were 'still "essentially womanly" occupations' (Adam-Smith, 1984, p. 216), before the end of the war women were working in most jobs: for example, WAAAF women were employed in 73 workforce categories (musterings) and 'did everything but fly' (Adam-Smith, 1984, p. 235). A year before the end of the war, orders had come through to approve women's discharges on request in areas where their work was not absolutely essential as this would free up jobs for men also being demobilised. Adam-Smith stated, 'never before had women been so emancipated from the tyranny of the home, family and conventional society'.

Yet while a small percentage of women took up reconstruction and rehabilitation classes or went into small businesses, the majority of women (75 per cent) did not pursue long term employment as they intended to marry and have children (1984, pp. 362–365). This pursuit of the traditional woman's role as a 'home builder' was promoted and perpetuated at the end of the war by Military Chaplains and Christian organisations such as the League of Soldiers' Friends (Church of England) in conjunction with the Fellowship of Marriage of the Mothers' Union (Adam-Smith, 1984, pp. 367–

3 In 1947 the AANS were transferred to the Interim Army and a year later granted the 'Royal' designation. (The ARA was formed in 1947 from the post-war Permanent Military Forces. While the ARA was being established, the Interim Army existed until its extinguishment in 1952 (see Sligo, 1997).) In July 1949, the RAANS became part of the Regular Army and in February 1951 was granted corps status. Voluntary Aid Detachments (VAD) worked as orderlies or aides to the trained sisters of the AANS. In 1916, they were recognised by the Australian Government as auxiliaries to the Medical Service. In December 1942, full-time VAD were formed into the Australian Army Medical Women's Service (AAMWS), which was absorbed into the RAANS in 1951. (Australian Army, Australian Army Nursing Service, 2008; Bomford, 2001, p. 11).

4 The first wave of women was made up of 12 wireless telegraphists and two other telegraphists who had volunteered to serve as cooks. They joined HMAS *Harman* in April 1941 but due to RAN's reluctance to accept women, they were not officially sworn into the RAN as enlisted personnel until 1 October 1942. This date is regarded as the formal foundation date for the organisation although the RAN drew up conditions of service in July 1942.

368). In 1947, both the AWAS and the WAAAF were disbanded (Heywood, 2002a, 2002b). On 2 September 1946, the WRANS were officially disbanded, followed by the RANNS in August 1948 (Cooper, 2001, p. 156). However, within a few years, workforce shortages due to the demands of the Korean War and national service in a time of full employment led to the reconstitution of three women's services in 1950 (Dennis et al., 2008, pp. 605, 607; Royal Australian Navy, 1951).⁵ The WRANS kept their WWII title but the other two services were renamed as the Women's Royal Australian Air Force (WRAAF) and the Women's Australian Army Corps, which was granted 'Royal' status in 1951 and became the Women's Royal Australian Army Corps (WRAAC) (Dennis et al., 2008, p. 607).

WOMEN'S WORK POST-WWII

During WWII, women were employed in significant numbers and in a diverse range of jobs. Apart from the military services, the Commonwealth Public Service (CPS) was a prime example of new employment positions being open to women, particularly as any changes in conditions of service in the CPS usually flowed on to the military services. Minns states that jobs for women in the CPS 'had been largely or exclusively male preserves to that time' (2004, p. 51). While a legislative 'blind eye' was turned due to workforce shortages during WWII, peacetime saw a return to the old chauvinism. However in 1949, four years after the end of the war, changes were made in the CPS that saw restrictions lifted on women entering the Clerical or third Division of the CPS.⁶ Since Federation, only the lowest entry level to the CPS had been open to women. This was the fourth or General Division. The reason for the change, which affected unmarried women only, was unclear but may have been driven by either gender equality considerations or by the WWII experience (Minns, 2004, p. 51). Regardless, Minns said the decision was 'expected to assist in overcoming staff shortages at that time' (2004, p. 51). Recruiting women into the workforce during periods of labour shortages appeared to be a trend that started during WWII.

Attitudes towards women's employment slow to change

Up until 1966, the *Public Service Act 1922* precluded married women from working in the service despite their educational qualifications and the recommendation in 1958 by the Boyer Committee on Public Service Recruitment to remove the bar as it was 'anachronistic' (Committee of Inquiry into Public Service Recruitment, 1959). Six years later when Liberal Prime Minister Menzies was asked what the Government's intentions were regarding the lifting of the bar, he stated the matter had been considered but the Government did 'not propose, at present, to vary existing arrangements' (Cth Parliamentary Debates, House of Representatives, 9 April 1964, p. 996).⁷ Bill Hayden (ALP), the federal member for Oxley, was an ardent advocate for the lifting of the bar. He began raising the issue in Parliament, including making a major speech (Cth Parliamentary Debates, House of

5 The RANNS was not re-established until November 1964.

6 There were four divisions in the CPS. The first or top position was the Administrative Division for permanent heads and chief officers of departments. The second division was the Professional Division, which included those with special skills or technical knowledge.

7 See Appendix B for a list of key leaders in the Australian Parliament and the ADF during the period 1949 to 2013.

Representatives, 14 October 1965, pp. 1861–1864) and an unsuccessful Private Member’s Motion on the subject (Cth Parliamentary Debates, House of Representatives, 2 December 1965, pp. 3485–3490). A Bill removing the marriage bar and introducing confinement leave was introduced in October 1966 by Leslie Bury, the Minister for Labour and National Service (Holt Liberal Government). On 18 November 1966, the *Public Service Act (No.2) 1966* allowed for the permanent appointment of women in the CPS and introduced unpaid maternity leave provisions. Australia became the last democratic country to lift the ban (Sawer, 2001).⁸ Women in the ADF had to wait another two years before the bar was lifted. Many women’s careers were derailed because of the marriage bar restrictions, which ignored women’s abilities and perpetuated the attitude that a married woman’s place was in the home.

The barriers to a career were also compounded by the attitude of men in the leadership towards training opportunities for women. For example, a senior CPS bureaucrat argued that training women was not cost effective because they left the Service to marry (Taysom, 1963). The sexist attitudes and gender discrimination of the early 1960s in respect to women’s employment were reflected in an Australian Department of Trade (now Department of Foreign Affairs and Trade) internal document dealing with the appointment of women as trade commissioners (Taysom, 1963).⁹ The author of the minute conceded ‘a relatively young attractive woman could operate with some effectiveness, in a subordinate capacity’. Nevertheless, he went on to state that ‘such an appointee would not stay young and attractive for ever and later on could well become a problem’. He listed nine reasons for not hiring women as commissioners, including: the inefficiency in training women as ‘most of them would probably marry within five years’; the difficulties women would face eliciting information from businessmen; matters of character such as the inability to withstand the long-term ‘severe strains and stresses, mentally and physically’ of the job; having to deal with the extra duties of running a household and managing the entertainment; and the long-term ‘spinster lady’ who stays with the organisation and often becomes ‘a battleaxe with the passing years’ whereas ‘a man usually mellows’.

Commenting on the document’s sentiments and responses, historian Michael McKernan said the exchange between the male bureaucrats reflected the retreat from the wartime experience of women’s workforce participation (Szego, 2005).¹⁰ These attitudes towards women in the paid workforce prevented women, and particularly married women, having careers in the CPS. Such attitudes were consistently displayed in other government departments such as Defence. For example, in 1978 Air Marshal Sir James Rowland, Chief of the Air Staff, said to a joint parliamentary committee on the likelihood of women pilots in the RAAF, ‘Do you want me to spend \$1M of your money producing a Mirage pilot who is going to leave in a couple of years?’ (1979).

8 For a comprehensive review of this topic, see M Sawer (ed.), *Removal of the Commonwealth Marriage Bar: a documentary history*, 1996; and T Sheridan and P Stretton, 2004, ‘Mandarins, Ministers and the bar on married women’, *The Journal of Industrial Relations*, 46(1), March 2004, pp. 84–101.

9 The document, displayed in March 2005 at Canberra’s National Archives, was located on a file entitled, ‘Appointment of Female Trade Commissioners (Policy)’.

10 The minute was written in the context of the proposal to appoint Freda Beryl Wilson as Australia’s first female trade commissioner. The proposed appointee had been manager of Australia’s Trade Office in Los Angeles for several years and, for short periods previously, had run an Australian Trade Office in San Francisco. Alan Carmody, the Deputy Director, recorded on the file that the appointment related only to Wilson and was not to be seen ‘in any sense as a precedent’.

In 1973, a decade after the Department of Trade minute, an Australian Public Service (APS)¹¹ recruiting brochure targeting women promoted the benefits of working in Canberra. The opportunities offered were for typists, stenographers and secretaries—the traditional workforce roles women did prior to WWII. The brochure shows in picture album format ‘a week in the life of 3 young girls’ (Public Service Board, 1973). These jobs reflected the types of subjects being offered to girls in high school and the vocational choices taken up at Technical and Further Education (TAFE) colleges (Schools Commission Study Group, 1975, pp. 79–93; 46–47). The brochure also reinforced the gender-segregated workplace by depicting men in the management role—for example, one photo shows a man sitting behind a large desk dictating correspondence to a female secretary, who sat on the other side of the desk with her notepad and pencil.

Figure 2: Public Service Board brochure (1973), p. 3.



The influence of economic prosperity

The post-war period of the 1950s brought new prosperity to Australia, which continued into the 1960s due to advanced technologies such as the automobile production line, television, satellite and telecommunications. The period also brought a closer relationship with the United States of America (US), economically, politically and intellectually. For example, there was such strong growth in the US share of Australian imports that by the 1970s it was similar to that of the United Kingdom (UK) at approximately 25 per cent of the total value (Trewin, 2001, p. 1037); 1951 saw the signing of the ANZUS Treaty (Gray, 2009, p. 141; Ward, 1965, p. 253); and Australians were heavily influenced by American pop culture when television was introduced in 1956 (Arrow, 2009, p. 144). Also in the 1960s, an issue for middle class American women boiled to the surface and began to be discussed in the mainstream media (Friedan, 1963, p. 22). The issue concerned the dissatisfaction women were experiencing as stay-at-home mums and housewives. The US television shows depicting women enjoying careers, such as *That Girl* and the *Mary Tyler Moore Show*, reinforced the dissatisfaction by reflecting the changing aspirations of women. The theme of ‘women’s liberation’ was taken up around the globe including in Australia.

11 The *Public Service Act (No. 4) 1973* substituted ‘Australian’ for ‘Commonwealth’ in the title of the Service.

The economic prosperity of the 1960s in Australia resulted in a growing demand for workers with the unemployment rate between the late 1960s and early 1970s standing at two per cent (ABS, 2001).¹² During the 1950s, there had been a steady increase in the types of consumer goods available (Batstone, 1999, p. 108; Horne, 1972, p. 257). A slogan in one of the state elections in the 1940s touting 'a refrigerator in every home' was realised a decade later (Horne, 1972, p. 257). However, to afford all the new household luxuries, such as the TV, the electric washing machine and the family car, two incomes were required (Magarey, 2009, p. 187). While workforce demands and the new labour-saving devices went towards making it possible for middle class married women to get paid work outside the home and a steadily increasing number did so, many did not because not only men, but also women, still held the traditional belief that 'a women's [sic] place is in the home' (Ward, 1965, p. 288). In 1954, the percentage of women working was 22.8. By 1968, this figure had risen to 31.2 per cent. The reason for the increase was the participation of married women in the workforce. Overall, the figures indicate that while many women were not in the paid workforce, the trend was changing (see Appendix C).

Nowadays, the percentage of women participating in the workforce has risen to 45 per cent compared with just 30 per cent fifty years ago (ABS, Mar 2012). Mackay (1993, p. 27) argued that the rise in the workforce participation of married women from 32 per cent in 1970 to 53 per cent in 1990, and in the same period to 60 per cent of all mothers with dependent children, was due to the growth in consumerism and the trend towards materialism. Despite the increased participation of women in the workforce, they were poorly paid, receiving only 75 per cent of a male's salary (Encel, 1971, p. 57; Short, 1986, p. 317). A major reason for this was tied to pregnancy as contraceptives were still inefficient and as a result women were considered unreliable employees (Ward, 1965, p. 288). As Ward also pointed out, those middle class women who had children and wanted to return to work found it difficult as there was a noticeable absence of crèches and child-minding centres.

White (1981) argued that the 'Australian Way of Life' after WWII focused on women in the home, resulting in a dual image of the role of women in Australian society. He argued that on the one hand, they were central to the new Australian identity in a way they had not been before because they dominated the family home and as such they were the targets of marketing. On the other hand, their role was restrictive because they had little opportunity to experience activities outside the home, unlike men who had many outlets as a worker, father, sportsman, beer-drinker, and home handyman. So while women had been finally given a role in the dominant image of Australia, it was one that by its very nature worked to keep them in their place (White, 1981, p. 165).

A significant turning point for women's independence and path towards equality was the release of the contraceptive pill in January 1961 (Bongiorno, 2009, p. 160). While the pill's arrival is often seen as the symbol of the 60s sexual revolution, its most important influence was in transforming women's status as participants in the economy. For many women, the pill gave them the freedom to choose the path of their lives. As one woman, Deborah McCulloch, explained during an episode of the current affairs television show *George Negus Tonight* devoted to 'The Sixties' (Negus, 2004):

12 The ABS started collecting unemployment data in 1966.

It took us some years to recognise that in fact we could have a measure of freedom that the books we read, the guidance we had received from women older than ourselves and from society at large no longer applied. As far as I'm concerned, being able to not have a child through those years has been unbelievably significant in my life. I've been set free to work, which is my passion.

Pateman (1988, 1989) argued that individual rights rested on a masculine conception of the individual and that women were involved in a sexual contract. She identified a dual model of citizenship based on 'man-the-soldier' and 'woman-the-mother'. Another feminist view of citizenship was put forward by Hernes (1987) who identified the male citizenship role of breadwinner and paid worker while women were relegated to 'citizen-mothers'. In Australia, as elsewhere, the state has been slow to include women within either civil or political rights.¹³ As mentioned in the introduction, the granting of women's full political rights took 65 years. According to Weeks (1996, p. 75), the 'time-lag between the technicality of women's access to political rights and the actual shift to women's active participation in public decision making says much about cultural assumptions and practices of citizenship'. Her view is supported by the attitudes of two senior politicians. The first was Billy Hughes to Dame Enid Lyons on 21 August 1943 after she took her seat in parliament as the first woman elected to the House of Representatives. He said, greeting her in the corridor outside the party room, 'Ah, my girl, it was very pleasant to see you there today; ah very pleasant. But, ah, remember! Let there be no talk of the equality of the sexes! Ah, there you sat, like a bird of paradise among carrion crows' (Lyons, 1972, p. 7). This patronising attitude was reflected again nearly 40 years later in Sir William McMahon's comment to Ros Kelly, Labor Member for Canberra: 'I must thank the honourable gentleman for the very pleasant and persuasive way she has presented her case' (Cth Parliamentary Debates, House of Representatives, 26 February 1981).

WOMEN IN THE ADF

Before the Sex Discrimination Act 1984

In 1943, Labor Prime Minister Curtin reassured male employees that not only would all women employed under war conditions be removed from employment when the men returned, but also that this is what women would want. He stated (Curtin, 1943, p. 10):

I believe that in this country where there is no great numerical disparity between the sexes most women will ultimately be absorbed in the home ... I agree that the natural urge for motherhood, husband and home is the great motivating force in a woman's life.

The same year, Senator Cameron (ALP) comforted male trade unionists concerned by female employment during wartime with the thought that an invasion of women into industry was preferable to a Japanese invasion. He said: 'To the unions who protest against employment of women's labour I say I would far rather run the risk of additional women in industry than that of allowing Japanese to land on our shores' (Commonwealth Government, 16–24 December 1941, p.

13 Indigenous Australians were not granted civil and political rights until the 1960s (Australian Electoral Commission, 2006, pp. 7–8; National Museum of Australia, 2007).

12). Male concerns about women's workforce participation persisted through subsequent decades. For example, in his 1970 first speech, Paul Keating deplored the fact that 'husbands have been forced to send their wives to work in order to provide the necessaries of life'. He asserted (Cth Parliamentary Debates, House of Representatives, 17 March 1970, pp. 514–515):

Family life is the very basis of our nationhood. In the past couple of years the government has boasted about the increasing number of women in the workforce. Rather than something to be proud of, I feel that this is something of which we should be ashamed.

Whitlam Government (1972–75)

Later in the decade, under the leadership of Gough Whitlam, attitudes such as Keating's began to change. The Whitlam Labor Government (1972–75) demonstrated a commitment to women's affairs. In his 1974 election policy speech, Whitlam (1974) stated: 'For the first time Australia has a government seriously concerned to give equality of opportunity to women'. The following year, 1975, was a watershed for women when the United Nations General Assembly designated the year as International Women's Year (IWY), acknowledging the growing global women's liberation movement (United Nations, 2012). To acknowledge this milestone, the Whitlam Government funded initiatives to improve the status of women. In his submission to Cabinet for \$2 million in funding for the initiatives, Whitlam argued that women's talents were under-utilised. In particular, his aims were to achieve equality of opportunity between women and men, remove discrimination against women, and acknowledge women's role in the economic, social and cultural development of the country (NAA: A5915. 1238). Many projects were funded including a conference on 'Women and Politics' from 30 August to 6 September 1975, which attracted about 700 women (NAA, 2012; Sawer, 2006). At the opening of the conference, Prime Minister Whitlam said (1975, p. 1):

For most of this country's history women have lived without visible political power; they have been excluded from almost all levels of government in our society. The momentous decisions which affect how all people live have been made by a minority of individuals who happen to be born white and male... We live in this man-made, man-defined and man-controlled world.

The contrast with his Labor predecessor, Curtin, some 30 years earlier shows the influence of the second wave feminist movement. Johnson (2000, p. 184) argues the Whitlam Government began the process of establishing the 'federal femocracy'. Through the establishment of specialist bureaucratic units, femocrats were able to challenge traditional concepts of women's citizenship entitlements, for example, they used government to improve women's pay and working conditions, and reform discriminatory laws (Johnson, 2000, p. 185). One initiative of the Whitlam Government was the introduction of 12 weeks paid leave and 40 weeks unpaid leave for female Commonwealth employees (Whitlam, 3 April 1973). However, the initiative did not apply to members of the Defence Force ('Maternity Leave (Australian Government Employees)', 1973). Army leaders advocated for the adoption of maternity leave provisions but the other two services opposed the recommendation (NAA: A7481. 21). The Labor Minister for Defence, Lance Barnard, supported the Army's recommendation and from 7 January 1975 servicewomen became entitled to 12 weeks paid maternity leave and 12 months unpaid leave (NAA: A7481. 21).

Fraser Government (1975–83)

In the 1975 International Women's Year, Whitlam directed Defence to investigate new employment opportunities for women. The working party's report recommended women should be permitted to serve on active service at home and abroad, but not in combat roles (Jones, 2001a, p. 224). While the Whitlam Government was in office for only three years, many of its feminist reforms survived under the subsequent Liberal (conservative) government of Malcolm Fraser (1975–83). For example, the 1976 Defence White Paper (DWP) stated (Commonwealth of Australia, 1976, p. 32):

The Government intends that women in the Services should now have greater job opportunities and closer equality with men in training and conditions of service. It has also been accepted that women would be permitted to serve in areas where hostilities were in progress, but they would not be employed as combatants or at sea.

Two years later aspects of this policy statement became a reality. For example, in 1978 servicewomen were granted equal pay (Australia, Committee of Reference for Defence Force Pay, Coldham & Australia, Department of Defence, 1977) and in 1979 married servicewomen became eligible for subsidised service housing, but not for removal costs (Bomford, 2001, p. 103).

Hawke Government (1983–91)

In 1983, the Hawke-led Labor Government (1983–1991) ratified the United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), which had been signed by the Fraser Government. A year later, this international commitment became national legislation with the passing of the SDA. The SDA, which prohibits any form of discrimination on the basis of sex, marital status, pregnancy or potential pregnancy¹⁴ in a range of areas of public life, including employment and education (Commonwealth Government of Australia, 1984), was to be a turning point for women serving in the ADF. The SDA did not require the exclusion of women from combat or combat-related activities but did give the ADF an exemption for the employment of women in combat and combat-related roles.¹⁵ Defence Instructions stated (Department of Defence, 1986, p. 2):

A matter of particular relevance to the Defence Force is the exemption concerning employment of women in the Defence Force ... it is not unlawful for a person to discriminate against a woman on the ground of her sex in connection with employment, engagement or appointment in the Defence Force in a position involving performance of combat or combat-related duties.

Nevertheless, the SDA required a definition of combat and combat-related duties in order to specify the area where it did not apply. These two kinds of duties were defined respectively as follows (*Sex Discrimination Regulations*):

14 Potential pregnancy was added to the Act in 1995 (*Sex Discrimination Amendment Act 1995 No. 165* refers).

15 Australia's ratification of CEDAW included a reservation specifically excepting women from full employment in the ADF.

Duties requiring a person to commit, or to participate directly in the commission of, an act of violence against an adversary in time of war; and Duties requiring a person to work in support of, and in close proximity to, a person performing combat duties, being work performed in circumstances in which the person performing the work may be killed or injured by an act of violence committed by an adversary.

Despite these restrictions on servicewomen's workforce participation, the Hawke Government undertook to open more positions in the ADF to women, consistent with maintaining combat preparedness. In August 1984, Minister for Defence Gordon Scholes, the Minister Assisting the Prime Minister on the Status of Women Susan Ryan and the Attorney-General Gareth Evans announced the opening to women of 17,000 positions within the Defence Force on the basis of merit in competition with men (Press Release, 2 August 1984).

After the Sex Discrimination Act 1984

The 1987 Defence White Paper (Hawke Labor Government) reaffirmed the 1984 commitment to women serving in the ADF. The chapter on Defence Personnel stated (Department of Defence, 1987, pp. 92–92):

The Australian Government's strong commitment to eliminating discrimination against women was evidenced by its ratification of the UN Convention on the Elimination of All Forms of Discrimination Against Women in 1983 and passage of the Sex Discrimination Act in 1984. A major focus of the Sex Discrimination Act is the elimination of discrimination in employment. In this context the Government agreed to exemptions for combat and combat-related duties in the ADF on the understanding that as many positions as possible would be open to women consistent with maintaining combat preparedness.

Prior to the implementation of the Sex Discrimination Act and new Defence Force employment policies in 1984, the proportion of women in the Defence Force was 6.5 per cent. Although there was no common policy among the Services on employment areas for women, they were generally allocated to the traditional areas of female employment.

Since the introduction of the Sex Discrimination Act and Government reviews of ADF employment policies, the number of women in the ADF has increased steadily under the present Government, with some 5 760 (or 8.4 per cent) serving as at 31 December 1986—a 30 percent increase over the 1984 figure. About 21 750 (35 per cent) of the positions in the Regular component of the ADF are now open to women in competition with men. A further review is underway to expand employment opportunities available to women in the ADF. The Government will continue to make available as many positions as possible on merit.

Further policy changes affecting the employment of women occurred in 1990 (Hawke Labor Government), three years after the release of the 1987 DWP. With the support of the Government, Defence decided to permit women to occupy combat-related roles from which they had previously been excluded. While women were still denied employment in traditional combat roles such as clearance diving, the infantry, and piloting or flying in fighter aircraft, they were moving progressively closer to the 'front line'. The RAN took the initiative when the Chief of Naval Staff announced on 5 April 1990 that nearly all sea-going workforce roles (billets) would be opened to

women (Defence News Release, 5 April 1990). A year before in 1989, the RAN estimated a maximum of 3,300 women could be absorbed into the RAN. However, of the nearly 8,000 unlimited billets identified, only 437 were at sea because of the lack of suitable accommodation, which in time would be eased with the introduction of new ships such as the Anzac class frigates (Smith, 1990, p. 125).

On 30 May 1990, one month after the Chief of Naval Staff's announcement, the Hawke Labor Government's Minister for Defence Science and Personnel, Gordon Bilney, and the Chief of Defence Force, General Peter Gration, announced similar changes across the entire ADF (Defence News Release, 30 May 1990). All positions defined as 'combat-related' were to be opened up to women.¹⁶ In response to a question in Parliament on the issue, Bilney said, 'we have not let women engage in ... combat' as it exposes women to the risk of being killed or injured by an enemy. He went on to say that the primary objective of lifting the restriction on combat-related duties was to give women 'a broader range of quality career opportunities in the armed services, commensurate with those they enjoy under this Government in other walks of life' (Cth Parliamentary Debates, House of Representatives, 31 May 1990, pp. 940–941).

In the RAAF, this meant that all positions were opened up to women except for jobs in combat aircraft and ground defence (the RAAF equivalent of the infantry), resulting in about 94 per cent of some 22,500 positions being made available to women. In the Army, the changes meant that women were eligible for over 55 per cent of positions (about 17,000 out of 30,000) compared previously with 19 per cent, but women were still excluded from service with the corps of armour, artillery, infantry and combat engineers. For RAN women, the initiative meant the volunteer status for sea service was removed and those who joined the RAN after 1984 were now subject to being posted to sea in a surface warship (Cth Parliamentary Debates, House of Representatives, 31 May 1990, pp. 940–941; Jones, 2001b, p. 257). The removal of the combat-related restriction was a step forward in the recognition of professional equality for ADF women.

The decision to open combat-related positions caused a variety of reactions. The secretary of the Victorian Returned Services League, Bruce Ruxton, was widely quoted on radio and in the press as saying that 'females are not physically fit enough to do the job that males do in combat' and that the Chiefs of Staff must have 'rocks between their ears' to make such a move (*Canberra Times*, 1990, p. 4). A female Flying Officer, by contrast, described the attitude of the Chief of Defence Force in maintaining the exclusion from combat as 'archaic' and 'behind the times' (Thompson, 1990, p. 1). The Opposition spokeswoman on defence personnel, Jocelyn Newman, welcomed the changes (*Age*, 1990). James Dunn from the Human Rights Council of Australia said Ruxton's opposition and that of Alf Garland, the National President of the Returned Services League of Australia, revealed an ignorance of the meaning of human rights. As an ex-serviceman himself, he could see no case for the exclusion of women from any military role (Dunn, 1989, p. 8).

16 The *Sex Discrimination Act 1984* was not amended to remove the combat-related restriction until 5 March 1996 as a trial was to take place with Defence reporting back to the Government in 1993.

Keating Government (1991–96)

Although the combat-related restriction in the SDA was not removed until 5 March 1996, the implementation of the change occurred relatively quickly. For example, the first group of female sailors (two officers and five junior sailors) to experience service in a combat zone were those posted to HMAS *Westralia*, a fuel tanker, when the ship deployed on 2 January 1991 for the Arabian Gulf on Operation DAMASK, Australia's contribution to the first Gulf War (Royal Australian Navy, 1993, p. 3, Annexure 13.1). Women also joined HMAS *Sydney*, a surface combatant, in 1992 and during the ship's 1993 deployment on Operation DAMASK, there were 35 women (two officers, three Petty Officers, and 30 junior sailors) included in the ship's complement of 216. The ship's commanding officer, Mark Bonser, reported that having women on board 'had not effected [sic] the ship's operational effectiveness' and had in fact 'proved most beneficial' for several reasons. These included women participating in boarding teams when the ships boarded 'had mixed gender crews and/or passengers by reducing any tension or apprehension among the women and children' and in portraying Australia's commitment to providing equal opportunity to women (Royal Australian Navy, 1994, Annexure C). Also in 1991 ADF women were selected to deploy to Cambodia to serve with the United Nations Transitional Authority and six women achieved RAAF aircrew selection (Department of Defence, 1992, p. 26).

However, there can be disadvantages when change is implemented too quickly. This was evidenced by the HMAS *Swan* incident in 1992 when women serving on board the ship made allegations of sexual harassment and sexual assault. The incident led to a Naval Board of Inquiry and a Senate inquiry in 1993. One of the main contributing factors was the lack of adequate preparation given not only to the women who were serving on a warship for the first time but also to the male crew who were about to face a major change in their operational workplace. Since the release of the Senate's report in 1994, there have been 14 reviews held into the behaviour of ADF personnel (listed in Appendix D). These reviews demonstrate not only that changing culture takes time but also that government and the ADF are committed to cultural change.

In April 1992 the Lavarch Report, *Half Way to Equal, Report of the Inquiry into Equal Opportunity and Equal Status for Women in Australia*, recommended that Section 43 of the SDA be amended to include a specified time period not exceeding two years to allow for the removal of prohibitive and discriminatory provisions from Defence Force legislation. On 3 November 1992, the Minister for Defence Science and Personnel, Gordon Bilney, acknowledged the Government (Keating Labor) had recognised the principle of equal rights and equal opportunities for all its citizens by lifting the combat-related restrictions on women in the ADF (Cth Parliamentary Debates, House of Representatives, 3 November 1992, p. 2373).

On 18 December 1992, following recommendations from the Chief of the Defence Force, Bilney announced the opening of several combat positions to women (Australia, Minister for Defence Science and Personnel (Gordon Bilney)). In the RAAF, women could fly every type of aircraft including combat aircraft, and the only category of employment not open to them would be air field defence guards. In the RAN, women could serve on all ships including submarines and were excluded only from the hazardous occupation of mine clearance diver. In the Army, over 80 per cent of

positions would be made available to women, but exemptions for the combat arms (infantry, armour, artillery, and combat engineers) would remain in place.

Howard Government (1996–2007)

In 1996, the Howard Liberal Government (1996–2007) took office and according to some feminists began to dismantle the progress made towards employment opportunities for Australian women. Ann Summers, who had been a political advisor to Prime Minister Keating (ALP), argued (2003a, pp. 142–143):

In 1996, shortly after being elected to office, the Howard government began its assault on the employment opportunities of women. It could do this with relative impunity because ... over its first year in office it had taken the precaution of abolishing or enfeebling all the government agencies charged with protecting women's entitlements and monitoring their equality. With the Women's Bureau shut down, the Sex Discrimination Commissioner forced from office¹⁷ and the Office of the Status of Women's budget and influence slashed, there were no internal obstacles to turning back the clock for women.

Howard came into office arguing that 'special interests' had benefited under the Hawke and Keating Labor governments (Howard, 1995, p. 4). Johnson (2000, p. 191) argues that while Howard was vague about who constituted these 'special interests', the list of cuts to the femocracy indicated feminists were included amongst them. She also argued his contentious attacks on political correctness, his reinstatement of sexist terms such as 'chairman' in legislation, his dislike of terms of address such as 'Ms' were further evidence of his conservative gender politics (Johnson, 2000, p. 191). Murray (2010, p. 229) supports this view claiming Howard had a 'mainstreaming' approach to most policies and was disinclined to treat women's issues separately. Summers argues Howard's culling of agencies that monitored and protected women's status and rights was the first part of 'his assault on the employment opportunities of women' (2003b, p. 3). The second occurred through the use of government policy, such as childcare, employment, social security and taxation, to skew women's employment choices, so those women with children were driven financially out of the workforce and into full-time motherhood (Brennan, 1998; Murray, 2010, p. 229; Summers, 2003a). Howard championed part-time work as the only economic option for mothers (Summers, 2003b, p. 17). Howard was against paid-maternity leave and in favour of family tax refund schemes such as the baby bonus (Campo, 2009).¹⁸ The policy was delivered under the slogan 'opportunity and choice', with the Government suggesting that such a payment would enable more women 'to exercise choice in balancing family and workplace responsibilities' (Liberal Party of Australia, 2001, p. 2).

Miles argued the primary reason why Howard's dismantling of the women's movement advances was able to occur was the demise of feminist activism. She pointed out young women of the 1990s

17 Sex Discrimination Commissioner Susan Halliday, a Howard Government appointee, resigned from the position in 2001. Her departure led to speculation the office maybe disbanded, but this was not the case. When in office, Halliday clashed with the Government over winding back anti-discrimination laws, arguing that the Government's gender policies were too conservative.

18 The baby bonus was a policy that financially rewarded mothers who stayed out of the workforce, whereas maternity leave favoured those within the workforce.

believed the battles to be won because ‘feminism and the women’s movement have been transformed in ‘Girl Power’ or ‘DIY’ feminism where young women and girls claim they can do what they want when they want and experience no inequality’ (2004, p. 99). Howard’s view was that the feminist battle had been won. He stated (Hewett, 2002):

We are in the post-feminist stage of the debate. The good thing about this stage is that I think we have broken through some of the old stereotypes. I find that for the under 30s women ... the feminist battle has been won. That is not an issue. Of course, a woman has a right to a career. Of course, women are as good as men. Of course, they are entitled to the same promotion and they can do it as well. Of course. That is accepted ...

Despite the rhetoric of women’s rights and entitlements, women’s choices under the Howard Government’s policies were limited as the policies were aimed at keeping women with family responsibilities in the home. In his speech at the *Women in Uniform: Pathway and Perceptions* conference, the Minister for Veterans’ Affairs and Minister Assisting the Minister for Defence, Bruce Scott (Howard Government), indicated societal attitudes towards the limitations of women in the workforce were changing and had ‘been broken down to an extent that would have been impossible to imagine a hundred years ago’ (Scott, 13 May 1999, p. 2). He reinforced capability not gender was the key principle in respect to the ADF’s workforce but acknowledged a critical mass of women needed to be achieved. However, with women representing only 13.4 per cent¹⁹ of the ADF the concept of mainstreaming was premature and demonstrated that strategies to attract and retain women to join the ADF were needed.

When Howard began incorporating women’s departments and agencies into the broader APS, Burton (1996, p. 163) identified that within the ADF issues relating to work/family accommodations were predominantly women’s issues. Thus, servicewomen who wanted to combine a career with a family fell into the category of receiving ‘special privileges’ (Burton, 1996, p. 164) similar to Howard’s view that career women belonged in the ‘special interest’ category. Burton found that women with family responsibilities were ‘penalised through perceptions of their lack of career commitment, through men’s (and some women’s) resentment of their perceived favoured treatment and through a general lack of flexibility in work arrangements’ (1996, p. 166). She recommended Defence policies and procedures be altered to give members with families greater flexibility in their work arrangements (Burton, 1996, p. 163), because the attitude ‘women want their cake and eat it too’ (Burton, 1996, p. 167) was driving servicewomen out of their careers. Burton acknowledged that there were costs associated with such changes, and as one senior naval officer commented (Burton, 1996, p. 168):

We have to pay to get and keep the right people ... that is a small cost in comparison to training. A person has to get a child out of care at 6 pm and pays a dollar a minute thereafter. The people pay for the child care place yet we need them at the workplace, sometimes until 7 or 8 at night. There is much to be gained by looking at the intrinsic value of that ... and the cost of training these expensive people. Millions of dollars for training, whereas we are only talking thousands for child care.

19 Based on the 30 June 1998 figure given in Appendix E, noting that the 1999 figures would not have been available at the time of the speech.

To keep women with family responsibilities in the ADF, more flexible work policies needed to be implemented and practices (attitudes) needed to be changed. Without such changes, ADF servicewomen had very little choice, just like other career orientated women who felt disadvantaged by the Howard Government's 'opportunity and choice' policy.

Four years after Burton's study, the 'mainstreaming' of women's issues was reflected in the 2000 Defence White Paper, which was published nearly halfway through the Howard Government's term. The policy document did not differentiate between men and women except in one paragraph of the recruitment section in the chapter on People in Defence. The paragraph stated (Department of Defence, 2000, p. 66):

Over the next decade, the rate of growth in the Australian labour force is likely to slow and its age profile increase. There is also likely to be a general decrease in the participation rate for men and an increase in the participation rate for women, a move from full-time to part-time employment, more women having their first child at a later age and then re-entering the workforce, and young people spending longer periods in education. All of these trends will make it harder to attract people to serve in the ADF.

Rudd Government (2007–10)

In 2008, Chief of the Defence Force (CDF), Angus Houston, put together a group of women who had a track record of success in male-dominated professions to review the participation of women in the ADF. The group included former Victorian police chief Christine Nixon, company director Elizabeth Proust, Newmont Mining executive Christine Charles and RMIT vice-chancellor Margaret Gardener, as well as six senior defence force women and Sex Discrimination Commissioner Elizabeth Broderick. After 18 months of consultation and 17 roundtables with around 200 women in the ADF, the group presented a report detailing suggestions covering six main areas: enlistment, workplace flexibility, career management, accountability, mentoring and communications (Korporaal, 2010). As a consequence of the report, a recruitment and retention strategy was forecast in the Rudd Labor Government Defence White Paper released on 2 May 2009.

The 2009 Defence White Paper focused specifically on women in two paragraphs of the chapter on People in Defence. The first, under the section 'A Key Strategic Policy—Our People', stated Defence would 'work with women, indigenous Australians, and Australians with a wide variety of ethnic backgrounds to attract these groups to our workforce' (Department of Defence, 2009, p. 114). The second, under the heading of Diversity in the section 'Defence's Strategic Approach to Building our Workforce', stated: 'Programs to increase recruitment opportunities for women, indigenous and multicultural Australians, including an indigenous development program, will also be implemented'. On 30 November 2009, Greg Combet, Minister for Defence Materiel and Science, launched The Chief of the Defence Force Action Plan for the Recruitment and Retention of Women; a plan designed to drive cultural change in the ADF with a sharper focus on the vital contribution that women make (Combet, 2009a, 2009b). To date the plan has shown some signs of success as between 2009 and 2013, ADF women's workforce participation rose by 0.9 per cent from 13.5 per cent in 2009 to 14.4 per cent in 2013 (see Appendix E) (Korporaal, 2010).

Gillard Government (2010–13)

In March 2010, CDF stated the ADF had increased the number of women in the top ranks over the past two years by 30 per cent,²⁰ with plans for further promotions (Korporaal, 2010). The figures at Appendix F give the number of ADF women holding star rank in 2001, 2005 and 2010 and show these figures as a percentage of the total number of officers holding star rank. Similar statistics are given for women in the APS in senior management. Between 2001 and 2005, the number of star ranked women in the ADF remained stable at one officer or 0.8 per cent. By 2010, this number had risen to nine or 5.1 per cent, which was an overall increase of 537 per cent. This figure reflects the opening of combat-related positions in 1990 and recognition of women's abilities. However between 2010 and 2013, the numbers did not show any significant change, being 4.5 per cent, 4.9 per cent and 5.9 per cent during 2011, 2012 and 2013 respectively.²¹ These latest figures reflect an increase of only 15.7 per cent between the years 2010 to 2013. In comparison, women in the APS in senior management have been offered greater promotion prospects. In 2001, there were 14 per cent of women in senior positions in the APS, rising to 24 per cent in 2005, an increase of 71 per cent. However since 2005, their numbers have remained relatively stable, being 23 per cent in 2010.

On 27 November 2011, the Minister for Defence, Stephen Smith, and the Minister for Defence Science and Personnel, Warren Snowdon, announced the Government (Gillard ALP) had formally agreed to the removal of gender restrictions from ADF combat roles. Twelve months later, Minister Snowdon and CDF, David Hurley, released Defence's implementation plan to facilitate and support the entry of women into ADF combat role employment categories that had previously been unavailable to them. The categories that would open up to women over the five-year phase of the implementation were Clearance Divers and Mine Warfare and Clearance Diving Officers in the RAN; Infantry, Armoured Corps, some Artillery roles, Explosive Ordnance Disposal Squadrons and Combat Engineer Squadrons in the Army; and Airfield Defence Guards and Ground Defence Officers in the RAAF—representing '7 per cent of total employment trades in the ADF previously not available to women' (Department of Defence, 2012, p. 6).

Since the removal of the restrictions placed on women's employment in the ADF began in 1990, women have shown their ability to perform and excel in non-traditional areas of employment for women (see Appendix G for a listing of women's milestones). Removal of the latest restrictions may see women holding the top positions in future years but with the small number of women now serving in the ADF, having a balance of women in senior leadership positions is still a long way off. Commodore Michelle Miller, who has achieved a number of milestones for women in the RAN, including the first woman to command a major fleet unit, expressed such sentiments when she said that she hoped when her daughter embarked on her own career in 17 years time that it would be 'all very commonplace to have women leading the RAN, our Defence Force and our Country (again)' (Miller, 2013, p. 90).

On 30 June 2013, the number of women serving in the ADF was 8,086, representing 14.4 per cent of the forces. The RAN had the highest percentage of women at 18.4 per cent (2,488 positions),

20 This appears to be based on the 2007 and 2009 Defence Annual Report figures.

21 Figures have been extracted from the Defence Annual Reports.

followed closely by the RAAF with 17.5 per cent (2,460 positions), and the Australian Army with 11 per cent, but with the highest number of women serving at 3,138. In the nearly 20 years since the introduction of the SDA, when the number of women serving in the ADF was 4,673, the total number of women in the ADF has risen by 3,413, which represents a 73 per cent increase. Although the numbers have improved, women still remain under-represented in the ADF, in both the permanent and reserve forces. The number of women serving in the RAN Reserve has risen since the turn of the 21st century by 3.2 per cent, and in the RAAF by 1.5 per cent. However the percentage of women serving in the Army Reserve has decreased by 6.2 per cent. Overall there was a 1.5 per cent decline in women serving in the Reserve between 2000 and 2013 (see Appendix E). The reasons for the decline need further investigation but it does reinforce that strategies to attract and retain more women in the ADF are essential.

CONCLUSION

Since the 1940s, ADF women have proven themselves, and continue to, across a broad range of operational and peacetime activities. Women demonstrated their abilities to contribute to the defence of Australia during WWII. Attitudes towards women working full-time in the workforce were slow to change. A turning point for women serving in the ADF was the lifting of the marriage bar in 1968. The 1970s brought more changes, particularly the right of pregnant women to remain in the Services and the granting of equal pay. Major reform occurred in the 1980s with the introduction of the SDA, which led to women being permitted to serve in an increasing number of non-traditional types of positions such as technical trades and pilots.

The HMAS *Swan* incident in 1992 was a catalyst for cultural change in the ADF. Since the subsequent Senate Inquiry into the matter, 13 further reviews dealing with improving women's employment in the ADF have been conducted. These demonstrate that successive governments and the ADF have made an aspirational commitment to gender diversity. Furthermore, the ADF is changing its structural supports to better reflect community expectations and sustain a workforce that truly exhibits gender diversity in the long run. The removal of gender restrictions from ADF combat roles in 2011 is a sign of this commitment.

Achieving equal employment opportunity for women in the ADF has been a journey of 60 years. During this time, women have demonstrated that gender is no barrier to accomplishing the mission. However while women now have the same opportunity as men, there remains an imbalance in the number of women serving. A true indicator of equality will be a continuing increase in the number of women in the ADF workforce, particularly in the senior leadership roles. Because the ADF faces significant workforce and sustainability challenges in the coming decades, recruiting and retaining women in the full spectrum of positions must remain a top priority for the ADF.

Appendices

- A. Women serving in the Australian Defence Force: a chronology
- B. List of key leaders in the Federal Parliament and the Defence Portfolio 1949 to 2013
- C. Statistics of women in the Australian workforce 1954 to 1998—selected indicators
- D. A selection of Australian Defence Force Reviews 1994 to 2014
- E. Statistics of women serving in the Australian Defence Force 1963 to 2013
- F. A comparison of number of women to men in senior management in Defence
- G. Australian Defence Force women’s milestones—snapshot

APPENDIX A

Women serving in the Australian Defence Force: a chronology

- 1950** **13 July** Cabinet authorised the reintroduction of the women's services.
- 1951** **12 February** Lieutenant-Colonel Kathleen Best appointed Director WRAAC.
- March** First Officer Blair Bowden appointed Director WRANS (promoted to Chief Officer on 14 May).
- April** Wing Officer Doris Carter appointed as Director WRAAF.
- WRAAF recruit training commenced in Victoria (Laverton) and NSW (Richmond).
- 1952** **June** First Officer Cadet Course (for WRAAC and RAANC) and promotion courses began at the WRAAC School, Mildura.
- 1953** HRH the Princess Margaret became Colonel-in-Chief of WRAAC.
- WRAAF recruit training transferred to Point Cook.
- WRAAC Citizen Military Forces (CMF) enlistments commenced (approval to establish granted in December 1951).
- 1954** Princess Marina, Duchess of Kent, appointed Honorary Commandant of the WRANS.
- 1955** Chief Officer Blair Bowden finished her four-year term and returned to England. She was succeeded by two WRNS Officers on loan from the Admiralty: first by Joan Cole, then by Elizabeth Hill.
- 1957** **31 March** WRAAC training centralised and moved to Georges Heights, Mosman, Sydney.
- 15 November** Colonel Best died.
- 2 December** Colonel Dawn Jackson appointed Director (in role for 15 years).
- WRANS introduced Radar Plotter and Motor Transport Driver categories.
- Her Majesty Queen Elizabeth the Queen Mother appointed Honorary Air Commandant of WRAAF.
- 1958** Chief Officer Joan Streeter assumed duties as Director WRANS (in role for 14 years).
- September** WRAAC School transferred from Mildura to Georges Heights.
- 1959** **18 March** Permanent status granted, which gave women the right to contribute to the Defence Retirement Benefit Fund.
- 1960** Wing Officer Lois Pitman appointed as Director WRAAF on resignation of Wing Officer Doris Carter.

WRAAF aircraft plotters introduced.

1964 **November** RANNS re-established in response to the Vietnam War.

1965 **1 May** WRAAF Officers offered permanent commissions.

1965 WRAAF recruit training section became a Squadron of One Recruit Training Unit at RAAF Edinburgh.

OIC WRAAF position at Laverton and Richmond elevated to Squadron Officer rank.

1967 **3 February** Lady Cutler appointed Honorary Colonel of WRAAC.

May WRANS, WRAAC and WRAAF members granted permission to serve overseas.

WRANS and WRAAC members served in Singapore until 1975.

WRAAF members took part in Exercise Southern Cross held in New Zealand.

Permanent Commissions for WRANS Officers were introduced.

1968 WRANS became subject to the *Naval Discipline Act*.

Director WRAAF position elevated to Group Officer rank.

First WRAAF Warrant Officer position established.

Married servicewomen were allowed to remain in the Service; the Marriage Bar for women in the public service was lifted in 1966.

1969 Princess Alexandra succeeded her late mother as Honorary Commandant of the WRANS.

1970 WRAAF Officers offered four or six year appointments.

WRAAF bookbinder mustering introduced.

1972 **May** Group Officer Pitman retired and Group Officer Parsloe appointed Director WRAAF.

1973 **April** Captain Barbara MacLeod appointed Director WRANS.

1975 **7 January** Pregnant Servicewomen permitted to remain in the Defence Forces. The entitlement was 12 weeks paid maternity leave and 12 months unpaid leave, in line with the public service.

WRAAF new uniform introduced.

1976 PM Whitlam directed Defence investigate new employment opportunities for women; the working party's report recommended women should be permitted to serve on active service at home and abroad, but not in combat roles.

Captain Barbara MacLeod first woman officer of any service to attend the Australian Administrative Staff College.

First WRAAF officer to Staff College.

1977 **1 May** WRAAF personnel transferred to RAAF and WRAAF Nursing Service personnel transferred to Air Force Medical Branch.

4 July Colonel Fowler retired.

5 July Colonel Barbara Maxwell became Director WRAAC.

All WRAAC other ranks were corps-streamed and wore corps affiliation badge and all officers invited to transfer to corps stream.

1977 WRAAC new uniform introduced.

1978 Servicewomen granted equal pay (Australian Parliament enacted equal pay for women in 1969).

First WRAAC officer attended the Joint Services Staff College.

1979 **14 March** Colonel Maxwell resigned.

Director WRAAC position abolished and replaced with Director of Personnel Support (DPS). Colonel Dulcie Verinder assumed the duties of DPS from 1979 to 1981.

July Chief Officer June Baker assumed role of Director WRANS.

The WRAN officer rank titles were replaced with male officer rank titles.

The Navy began training its WRAN officer cadets at RAN College at Jervis Bay with their male midshipmen.

WRAAC officer cadet course extended from 24 to 45 weeks and a new syllabus introduced similar to the male officer course.

1980 Sea familiarisation became an accepted part of the training program for female midshipmen.

1981 Lieutenant-Colonel Pamela Smith appointed Director of Personnel Support.

1982 Defence Minister, D.J. Killen, signs the ADFA agreement with UNSW paving the way for servicewomen to gain a tertiary education in service.

Defence reviewed policies on employment of servicewomen.

1983 **24 May** WRAAC enlistees allocated to corps and serving members transferred to employer corps on 1 September 1983.

July Commander June Baker appointed as Executive Officer HMAS *Penguin* (the first woman to be appointed as an RAN Executive Officer—Second in Command).

July Commander Marcia Chalmers appointed Director WRANS (last in the position, which was abolished on 1 January 1985).

1984 **1 January** *Sex Discrimination Act* introduced—Defence given an exemption to exclude servicewomen from combat and combat-related duties.

January First intake of female apprentices by the Navy.

7 May Minister for Foreign Affairs, Bill Hayden, announced in Parliament that the Government had agreed to a limited extension of the Australian contingent for a maximum period of two years, while a replacement contingent was found. RAAF Corporal Michelle Angove was one of four Australian women serving in the Australian/New Zealand contingent of the Multinational Force and Observers at El Gorah in the Sinai.

3 September All women joining the Navy became liable for sea service.

5 December WRAAC final graduation parade at Georges Heights.

6 December Ceremonial closing of the WRAAC School and the Best Memorial gates at Georges Heights (gates later rededicated at RMC Duntroon).

1985 **1 January** Position of Director WRANS abolished.

March Two female officers and five sailors posted to billets in HMAS *Jervis Bay* in its capacity as a training platform.

24 May *Air Force (Women's Services) Regulations* repealed.

7 June *Naval Forces (Women's Services) Regulations* repealed (the term WRAN was retained for administrative purposes).

Army female officer cadets begin training at Portsea and recruits at Kapooka.

1986 The first female apprentices passed out from HMAS *Nirimba*.

The first intake at ADFA—total numbers 341 males and 52 females.

Navy re-established the Personnel Liaison Team as a conduit between personnel and policy makers.

Navy launched a quarterly magazine *Sea Talk* as an information tool to explain the intent and expected ramifications of new personnel policies.

1987 **January** Two female officers posted to billets in HMAS *Cook* (hydrographic survey ship).

Hamilton Report released (study into service spouses/families).

1988 Minister Kelly conducted a conference to discuss the way ahead for women in the ADF.

- March** Two female officers posted to billets in HMAS *Moresby* (hydrographic survey ship) and HMAS *Stalwart* (Destroyer Tender).
- 30 June** First two women graduate as Air Force pilots (Flight Lieutenant Robyn Williams, Dux of Course 144; and Officer Cadet Deborah Hicks).
- 1989**
- April** Two female officers posted to billets in HMAS *Flinders* (hydrographic survey ship).
- July** CNS directed that a comprehensive study be undertaken to propose a structure for the naval officer corps to meet the operational and administrative needs of the RAN and the ADF for the next 30 years.
- November** ACPERS-N directed DNMP to look at ways of providing more accommodation for females at sea and to open up all sailor categories to females.
- 1990**
- January** Eight female sailors posted to billets in HMAS *Moresby* (hydrographic survey ship).
- March** One female officer and four sailors posted to HMAS *Tobruk* (Destroyer Tender).
- March** CNS directed ACPERS-N bring forward specific proposals for mixed gender crewing of HMA Ships.
- May** CNS, Vice Admiral Hudson, announced nearly all sea-going billets would be open to women (only 33 women officers and sailors serving at sea). The main reasons behind the change in policy were to give women a better career structure, to increase posting flexibility and to allow women training and experience in all aspects of naval operations. The effect of the policy was to remove most barriers to women in the Navy. Accommodation on ships still restricted sea service options, including submarines.
- 1990**
- May** The Minister for Defence Science and Personnel, Gordon Bilney, together with CDF, General Peter Gratton, announced similar changes across the entire ADF, namely that women could serve in 'combat-related' positions.
- June** CNS issued an instruction that sexual harassment would not be tolerated and that Mixed Gender Awareness training was to be incorporated in all leadership and management courses.
- August** CNS approved deployment of female crew members in ships deploying to the Gulf.
- September** First female medical branch officers and sailors posted to USNS *Comfort* (medical support for Operation DESERT STORM).
- December** DNMP introduced the 'Employment of Women at Sea Implementation Plan', which was to ensure female members eventually had the same sea to shore ratios in each category as their male counterparts and that sufficient accommodation space at sea was available for the number of females being recruited and trained.
- 1991**
- January** HMAS *Westralia* replaced HMAS *Success* (replenishment ships) in the Gulf. On board were two female officers and five female sailors.

February CNS published protocols concerning the employment of women. These included the policy that women would be treated equally in the application of sea to shore rosters, with the exception that those women who joined prior to 1984 would not be compelled to serve at sea.

April CNS approved the implementation of a management philosophy, Naval Quality Management (NQM), which aimed to apply continuous improvement in Navy's performance through the creative involvement of all personnel in day-to-day operations.

August First female officer joined the Sea Training Group at Maritime Headquarters (MHQ).

August ACPERS-N directed that a comprehensive study be undertaken to propose a Technical sailor category structure and training program that would satisfy the needs of the RAN to the year 2010.

September The term WRAN in female rank titles was abolished.

November Commodore Training forwarded proposed Mixed Gender Awareness training packages to DNTE for approval.

December DNTE gave approval to trial the Mixed Gender Awareness training modules.

1992 January ACPERS-N directed that a comprehensive study be undertaken to propose a staff structure and training program necessary to meet Navy's Seaman sailor category requirements into the 21st century.

March In response to a directive from CNSAC, ACMAT-N conducted an engineering study into the scales and standards of living conditions for males and females in all RAN ships. The study concluded that minor degradation to levels of privacy would occur on Fleet units where females were to be accommodated as members of ships complements. The level of degradation was considered to fall within acceptable limits and in the main confined to heads (toilets) and showers for junior sailors. The exception was DDGs and FCPBs where the junior sailors' accommodation could not afford the level of privacy that these sailors should be entitled to expect.

March Commodore Training advised DNTE that a further development of the Mixed Gender Awareness training program was required before implementation. Intention was to trial the revised package later in the year.

April Meeting at MHQ endorsed efforts to introduce women into FFGs as soon as possible.

1992 April The House of Representatives Standing Committee on Legal and Constitutional Affairs issued a Report of Inquiry into EEO and Equal Status of Women entitled 'Half Way to Equal'. Recommendation 71 dealt with the removal of prohibitive and discriminatory provisions contained in the SDA in respect to restrictions of women being employed in combat-related positions.

May 32 females joined HMAS *Sydney* (first females to be integrated into the crew of an FFG).

June Defence Instruction (General) Personnel 35-3 Unacceptable Sexual Behaviour Policy was promulgated. The policy shifted away from a focus on an individual's sexual preference towards any sexual behaviour deemed to have an adverse effect on the ADF.

August Lieutenant Wheat, a medical doctor on HMAS *Swan*, alleged she had been sexually assaulted when the ship was in Malaysia; LEUT Wheat had only entered the Navy in March 1992. On 18 December a Court Martial found the accused officer not guilty. A BOI was convened by the Maritime Commander on 21 December.

September CNS provided the Minister for Defence Science and Personnel with an update on the Women at Sea Implementation Plan.

September MC issued a personal memorandum that directed all his commanding officers to be more proactive in promoting an awareness of the issues involved in a mixed gender working environment.

October CNS advised the Minister that mixed crewing of the Collins class submarines would be the key option for maintaining a steady rate of growth in sea-going female officer numbers.

October Defence Instruction (Navy) ADMIN 27-2 Carriage of Women in HMA Ships was updated. The most significant change removed the requirement for 'segregated heads [toilets] and bathrooms for females other than officers' to arrangements such that 'privacy for both males and females was preserved'. Provision of separate sleeping accommodation remained a requirement.

November PM announced that the ADF would not discriminate on the basis of sexual preference.

December COSC agreed that the restriction on female employment in the ADF would now be limited only to direct combat duties, i.e. those duties involving an act of violence against an armed adversary where there was a substantial risk of capture.

December MC issued a personal memorandum that amended his previous directive to commanding officers regarding action to be taken against personnel involved in fraternisation. To show total impartiality all involved parties were to be removed from the ship.

December Navy engaged a contractor, Triulzi Collins Solutions (TCS), to develop a gender awareness training package.

December Minister for Defence Science and Personnel, Gordon Bilney, announced that women would be permitted to serve in the new Collins class submarines and that all combat positions except those with a probability of direct physical contact with the enemy would now be open to women.

1993 **28 April** Contract signed with TCS to develop the Good Working Relationships Program for Navy.

7 May Last *Navy News* 'Page 3 Girl' after 28 years.

2 July VADM Ian MacDougal, CNS, wrote a letter to *Navy News* editor explaining that the publishing of a 'Page 3 girl' in *Navy News* was not appropriate in an era of equal opportunity.

1993 **9 September** Minister for Defence Science and Personnel, John Faulkner, raised the HMAS *Swan* incident with the Chairman of the Senate Standing Committee on Foreign Affairs, Defence and Trade due to concerns raised in the media that the naval investigations were inappropriately handled.

29 September The Senate referred the HMAS *Swan* matter to the Senate Standing Committee on Foreign Affairs, Defence and Trade.

The Navy established the Good Working Relationships Program as a mechanism for cultural change. The Senate inquiry supported the program and recommended the Army, RAAF and ADFA adopt a similar approach.

Navy created the Warrant Officer of the Navy position; the incumbent's primary responsibility being to provide advice and assistance to CN on matters of conduct, morale and discipline. Since being established a female has not been appointed to the position.

1994 Sexual Harassment in the ADF Report by Senate Standing Committee on Foreign Affairs, Defence and Trade released.

1995 Navy became the first Service to base ADFA selection on merit rather than quota.

1996 **May** Major Kathryn Quinn replicated her 1987 survey on sexual harassment in the ADF. She found the incidence of all types of gender and sexual harassment experienced by women had declined since her previous survey, and the level of sexual awareness had increased due to policies and practices adopted by the Services.

December Clare Burton's studies into barriers facing career women in the ADF released.

1997 *Women in the Australian Defence Force* report received and considered by COSC. The Defence Equity Organisation (DEO) established to implement the report's recommendations.

1 July DEO established by combining all military and civilian equity programs into a single integrated organisation.

1998 DEO developed a unified reporting system of unacceptable behaviour across Defence and reviewed policies and practices to deal with sexual harassment offences at ADFA.

2001 **November** COSC directed an ergonomic study be conducted to develop physical employment standards for all combat arms. Data from the project was to be used to determine if women were physically able to undertake combat. Another project on gender diversity in Defence was contracted to the Australian Graduate School of Management. The report provided strategies to address the promotion and operational imperatives of equity and data to establish Defence's gender diversity program.

CA promulgated Army's *Plan for a Fair Go*—program aimed at eliminating unacceptable behaviour.

2002 **April** In competition with 22 other agencies and departments, Defence won the Australian Public Sector Diversity Award in the open category for its comprehensive equity.

2003 **September** The ADF Physical Employment Standards project commenced.

DEO developed a draft Gender Diversity Strategy, which was endorsed by stakeholders, and established a working group to develop future actions and responsibilities.

- 2006** Two weeks additional paid maternity leave awarded to women serving in the ADF was announced, boosting the entitlement from 12 to 14 weeks (could be taken at full pay or converted to half pay, extending the leave to 28 weeks).
- 2006** Defence announced their intention to integrate equity and diversity training into career-long training; the concept was to move training from increasing awareness and compliance to effecting behavioural change.
- 2007** **March** COSC agreed to set targets to increase the participation rate of women in each Service over the duration of the *Defence Strategic Workforce Plan 2007–17*.
- May** Navy conducted an employee Attitudes Survey to measure acceptance of the Navy's Good Working Relationships Program and diversity issues.
- The compulsory retirement age for permanent ADF members was raised from 55 to 60 years.
- 2008** **May** The Minister for Defence Science and Personnel convened the first of a series of meetings nationally with a representative cross-section of Defence women.
- Navy's *Sea Change* addressed gender issues by improving locational stability to improve family life and enhance work-life balance.
- Each Service began the ADF Gap Year program. Women took up 197, or 28 per cent, of the positions in the first intakes.
- Defence began a comprehensive Recruitment of Women Strategy.
- 2009** **March** CDF developed an action plan to consolidate current initiatives linked to gender, the outcomes of the roundtable meetings and the reference group initiatives.
- All Services implemented strategies to improve the retention and development of women, e.g. the cultural reform component of New Generation Navy and involvement with the Australian Women's Leadership Symposium.
- COSC set up a Working Party to examine and report on the role of women in the ADF; the report recommended women be permitted to serve on active service at home or abroad, but not in a combat role.
- 19 November** Greg Combet, Minister for Defence Personnel, Materiel and Science, launched CDF's action plan for the recruitment and retention of women (only 13.4 per cent of ADF workforce are women although they are able to participate in 92 per cent of employment categories and 81 per cent of positions across Defence).
- 2011** **27 September** Minister for Defence Stephen Smith and the Minister for Defence Science and Personnel Warren Snowdon announced that the government had formally agreed to the removal of gender restrictions from ADF combat roles. The categories of Clearance Divers and Mine Warfare and Clearance Diving Officers in the Navy; Infantry, Armoured Corps, some Artillery roles, Explosive Ordnance Disposal Squadrons and Combat Engineer Squadrons in the Army; and Airfield Defence Guards and Ground Defence Officers in the Air Force will all be made open to women over the next

five years. Women currently serving as members of the ADF will be entitled to apply for a career in a combat role from January 2013, provided they meet all the requirements, with direct entry recruitment expected to commence from January 2016.



APPENDIX B

List of key leaders in the Federal Parliament and the Defence Portfolio 1949 to 2013

Prime Ministers

Robert Menzies	LIB*	19 December 1949	26 January 1966
Harold Holt	LIB*	26 January 1966	19 December 1967
John McEwen	CP*	19 December 1967	10 January 1968
John Gorton	LIB*	10 January 1968	10 March 1971
William McMahon	LIB*	10 March 1971	5 December 1972
Edward Gough Whitlam	ALP	5 December 1972	11 November 1975
John Malcolm Fraser	LIB*	11 November 1975	11 March 1983
Robert Hawke	ALP	11 March 1983	20 December 1991
Paul Keating	ALP	20 December 1991	11 March 1996
John Howard	LIB*	11 March 1996	3 December 2007
Kevin Rudd	ALP	3 December 2007	24 June 2010
Julia Gillard	ALP	24 June 2010	27 June 2013

*Coalition government

Ministers for Defence

Eric Harrison	19 December 1949	24 October 1950
Philip McBride	24 October 1950	10 December 1958
Athol Townley	10 December 1958	18 December 1963
Paul Hasluck	18 December 1963	24 April 1964
Shane Paltridge	24 April 1964	19 January 1966
Allen Fairhall	26 January 1966	12 November 1969
John Malcolm Fraser	12 November 1969	8 March 1971
John Gorton	10 March 1971	13 August 1971
David Fairbairn	13 August 1971	5 December 1972
Lance Barnard	5 December 1972	6 June 1975
William Morrison	6 June 1975	11 November 1975
Denis James Killen	11 November 1975	7 May 1982
Ian Sinclair	7 May 1982	11 March 1983
Gordon Scholes	11 March 1983	13 December 1984
Kim Beazley	13 December 1984	4 April 1990
Robert Ray	4 April 1990	11 March 1996
Ian McLachlan	11 March 1996	21 October 1998
John Moore	21 October 1998	30 January 2001
Peter Reith	30 January 2001	26 November 2001
Robert Hill	26 November 2001	20 January 2006

Brendan Nelson	27 January 2006	3 December 2007
Joel Fitzgibbon	3 December 2007	9 June 2009
John Faulkner	9 June 2009	14 September 2010
Stephen Smith	14 September 2010	18 September 2013

Ministers Assisting the Minister for Defence

Reginald Bishop	19 December 1972	12 June 1974
William Morrison	12 June 1974	6 June 1975
Reginald Bishop	6 June 1975	11 November 1975
John McLeay	22 December 1975	3 November 1980
Kevin Newman	3 November 1980	7 May 1982
Ian Viner	7 May 1982	11 March 1983
Kim Beazley	11 March 1983	13 December 1984
John Brown	13 December 1984	24 July 1987
Michael Duffy	13 December 1984	24 July 1987
Bruce Scott	21 October 1998	26 November 2001
Dana Vale	26 November 2001	7 October 2003
Malcolm Brough	7 October 2003	18 July 2004
Fran Bailey	18 July 2004	26 October 2004
De-Anne Kelly	16 November 2004	27 January 2006
Bruce Billson	27 January 2006	3 December 2007

Parliamentary Secretaries to the Minister for Defence

Roger Price	27 December 1991	24 March 1993
Gary Punch	24 March 1993	25 March 1994
Arch Bevis	25 March 1994	11 March 1996
Eric Abetz	21 October 1998	30 January 2001
Brendan Nelson	30 January 2001	26 November 2001
Fran Bailey	26 November 2001	18 July 2004
Teresa Gambaro	18 July 2004	27 January 2006
Sandy Macdonald	27 January 2006	30 January 2007
Peter Lindsay	30 January 2007	3 December 2007
Mike Kelly	3 December 2007	6 February 2008
David Feeney	14 September 2010	18 September 2013
Mike Kelly	14 December 2011	4 February 2013

Ministers for Defence Science and Personnel

Ros Kelly	18 September 1987	6 April 1989
David Simmons	6 April 1989	4 April 1990
Gordon Bilney	4 April 1990	24 March 1993
John Faulkner	24 March 1993	25 March 1994
Gary Punch	25 March 1994	11 March 1996
Warren Snowdon	3 December 2007	9 June 2009

Warren Snowdon	14 September 2010	18 September 2013
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Ministers for Defence Industry, Science and Personnel

Bronwyn Bishop	11 March 1996	21 October 1998
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Minister for Defence Personnel, Materiel and Science

Greg Combet	9 June 2009	1 April 2010
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Minister for Defence Personnel

Alan Griffin	1 April 2010	14 September 2010
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Parliamentary Secretary for Defence Science and Personnel

Ros Kelly	24 July 1987	18 September 1987
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Ministers for the Navy

Josiah Francis	19 December 1949	11 May 1951
Philip McBride	11 May 1951	17 July 1951
William McMahon	17 July 1951	9 July 1954
Josiah Francis	9 July 1954	7 November 1955
Eric Harrison	7 November 1955	11 January 1956
Neil O'Sullivan	11 January 1956	24 October 1956
Charles Davidson	24 October 1956	10 December 1958
Senator John Grey Gorton	10 December 1958	18 December 1963
Alexander Forbes	18 December 1963	4 March 1964
Frederick Chaney	4 March 1964	14 December 1966
Donald Chipp	14 December 1966	28 February 1968
Charles Kelly	28 February 1968	12 November 1969
Denis James Killen	12 November 1969	22 March 1971
Malcolm Mackay	22 March 1971	5 December 1972
Lance Barnard	5 December 1972	30 November 1973

Ministers for the Army

Josiah Francis	19 December 1949	7 November 1955
Eric Harrison	7 November 1955	28 February 1956
John Cramer	28 February 1956	18 December 1963
Alexander Forbes	18 December 1963	26 January 1966
John Malcolm Fraser	26 January 1966	28 February 1968
Phillip Lynch	28 February 1968	12 November 1969
Andrew Peacock	12 November 1969	2 February 1972
Robert Katter (Snr)	2 February 1972	5 December 1972
Lance Barnard	5 December 1972	30 November 1973

Ministers for the Air Force

Thomas White	19 December 1940	11 May 1951
Philip McBride	11 May 1951	17 July 1951
William McMahon	17 July 1951	9 July 1954

Athol Townley	9 July 1954	24 October 1956
Frederick Osborne	24 October 1956	29 December 1960
Harrie Wade	29 December 1960	22 December 1961
Leslie Bury	22 December 1961	27 July 1962
David Fairbairn	4 August 1962	10 June 1964
Peter Howson	10 June 1964	28 February 1968
Gordon Freeth	28 February 1968	13 February 1969
Dudley Erwin	13 February 1969	12 November 1969
Thomas Drake-Brockman	12 November 1969	5 December 1972
Lance Barnard	5 December 1972	30 November 1973

Chiefs of Staff of the Australian armed forces^(a)

Chairman, Chiefs of Staff Committee

Lieutenant-General Sir Henry Wells	23 March 1958	22 March 1959
Vice-Admiral Roy Dowling	23 March 1959	27 May 1961
Air Chief Marshal Sir Frederick Scherger	28 May 1961	18 May 1966
General Sir John Wilton	19 May 1966	22 November 1970
Admiral Sir Victor Smith	23 November 1970	22 November 1975
General Sir Francis Hassett	24 November 1975	8 February 1976

Chiefs of the Defence Force Staff

General Sir Francis Hassett	9 February 1976	20 April 1977
General Sir Arthur MacDonald	21 April 1977	20 April 1979
Admiral Sir Anthony Synnot	21 April 1979	20 April 1982
Air Chief Marshal Sir Neville McNamara	21 April 1982	12 April 1984
General Sir Phillip Bennett	13 April 1984	25 October 1986

Chiefs of the Defence Force

General Sir Phillip Bennett	26 October 1986	12 April 1987
General Peter Gratton	13 April 1987	16 April 1993
Admiral Alan Beaumont	17 April 1993	6 July 1995
General John Baker	7 July 1995	3 July 1998
Admiral Chris Barrie	4 July 1998	3 July 2002
General Peter Cosgrove	4 July 2002	3 July 2005
Air Chief Marshall Allan Grant 'Angus' Houston	4 July 2005	3 July 2011
General David Hurley	4 July 2011	30 June 2014

Australian Army—Chiefs of General Staff

Lieutenant General Vernon Sturdee	1 March 1946	16 April 1950
Lieutenant General Sir Sydney Rowell	17 April 1950	15 December 1954
Lieutenant General Sir Henry Wells	16 December 1954	22 March 1958
Lieutenant General Sir Ragnar Garrett	23 March 1958	30 June 1960
Lieutenant General Sir Reginald Pollard	1 July 1960	20 January 1963
Lieutenant General Sir John Wilton	21 January 1963	18 May 1966
Lieutenant General Sir Thomas Daly	19 May 1966	18 May 1971

Lieutenant General Sir Mervyn Brogan	19 May 1971	19 November 1973
Lieutenant General Frank Hasset	20 November 1973	23 November 1975
Lieutenant General Arthur MacDonald	24 November 1975	20 April 1977
Lieutenant General Sir Donald Dunstan	21 April 1977	14 February 1982
Lieutenant General Phillip Bennett	15 February 1982	12 February 1984
Lieutenant General Peter Gration	13 April 1984	12 April 1987
Lieutenant General Lawrence O'Donnell	13 April 1987	15 April 1990
Lieutenant General John Coates	16 April 1990	30 April 1992
Lieutenant General John Grey	1 May 1992	7 July 1995
Lieutenant General John Sanderson	8 July 1995	18 February 1997

Chiefs of Army

Lieutenant General John Sanderson	19 February 1997	23 June 1998
Lieutenant General Frank Hickling	24 June 1998	15 July 2000
Lieutenant General Peter Cosgrove	16 July 2000	27 June 2002
Lieutenant General Peter Leahy	28 June 2002	3 July 2008
Lieutenant General Ken Gillespie	4 July 2008	24 June 2011
Lieutenant General David Morrison	24 June 2011	Incumbent

Royal Australian Navy—First Naval Member Australian Commonwealth Naval Board

Vice Admiral Sir John Collins	24 February 1948	23 February 1955
Vice Admiral Sir Roy Dowling	24 February 1955	23 February 1959
Vice Admiral Sir Henry Burrell	24 February 1959	23 February 1962
Vice Admiral Sir Hastings Harrington	24 February 1962	23 February 1965
Vice Admiral Sir Alan McNicoll	24 February 1965	2 April 1968
Vice Admiral Sir Victor Smith	3 April 1968	22 November 1970
Vice Admiral Sir Richard Peek	23 November 1970	22 November 1973
Vice Admiral David Stevenson	23 November 1973	22 November 1976

Chiefs of Naval Staff

Vice Admiral Sir Anthony Synnot	23 November 1976	20 April 1979
Vice Admiral Sir James Willis	21 April 1979	20 April 1982
Vice Admiral David Leach	21 April 1982	20 April 1985
Vice Admiral Mike Hudson ^(b)	21 April 1985	8 March 1991
Vice Admiral Ian MacDougall	9 March 1991	9 March 1994
Vice Admiral Rod Taylor	10 March 1994	18 February 1997

Chiefs of Navy

Vice Admiral Rod Taylor	19 February 1997	30 June 1997
Vice Admiral Donald Chalmers	1 July 1997	2 July 1999
Vice Admiral David Shackleton	3 July 1999	2 July 2002
Vice Admiral Chris Ritchie	3 July 2002	3 July 2005
Vice Admiral Russ Shalders	4 July 2005	3 July 2008
Vice Admiral Russ Crane	4 July 2008	7 June 2011
Vice Admiral Ray Griggs	7 June 2011	30 June 2014

Royal Australian Air Force—Chiefs of the Air Staff

Air Marshall George Jones	5 May 1942	13 May 1952
Air Marshall Sir James 'Donald' Hardman	14 January 1952	17 January 1954
Air Marshall Sir John McCauley	18 January 1954	18 March 1957
Air Marshall Sir Frederick Scherger	19 March 1957	28 May 1961
Air Marshal Sir Valston Hancock	29 May 1961	31 May 1965
Air Marshall Sir Alister Murdoch	1 June 1965	31 December 1969
Air Marshal Sir Colin Hannah	1 January 1970	20 March 1972
Air Marshal Charles Read	21 March 1972	20 March 1975
Air Marshall Sir James Rowland	21 March 1975	20 March 1979
Air Marshall Sir Neville McNamara	21 March 1979	20 April 1982
Air Marshall Selwyn Evans	21 April 1982	20 May 1985
Air Marshall John 'Jake' Newham	21 May 1985	2 July 1987
Air Marshall Raymond Funnell	3 July 1987	1 October 1992
Air Marshall Ian 'Barry' Gratton	2 October 1992	29 November 1994
Air Marshall Leslie Fisher	30 November 1994	18 February 1997

Chiefs of Air Force

Air Marshall Leslie Fisher	19 February 1997	6 May 1998
Air Marshall Errol McCormack	7 May 1998	19 June 2001
Air Marshall Allan Grant 'Angus' Houston	20 June 2001	3 July 2005
Air Marshall Geoff Sheppard	4 July 2005	3 July 2008
Air Marshall Mark Binskin	4 July 2008	3 July 2011
Air Marshall Geoff Brown	4 July 2011	Incumbent

Notes

- (a) Ranks and titles given are those held during the period of office cited. Postnominals are not listed.
- (b) On the day of his retirement, 8 March 1991, Prime Minister Bob Hawke promoted Hudson to the rank of admiral to honour his distinguished forty-four years of service to the Navy. [Obituary](#), *Naval Historical Review*, March 2005, pp. 32–33. [Australian Naval History on 8 March 1991](#), Naval Historical Society of Australia.

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3. Department of Defence, [Previous Chiefs of the Australian Defence Force](#), accessed 27 November 2014.
4. Royal Australian Air Force, [Former Chiefs of the Air Force](#), accessed 20 January 2015.

APPENDIX C

STATISTICS OF WOMEN IN THE AUSTRALIAN WORKFORCE 1954 TO 1998 SELECTED INDICATORS

Year ^(a)	Women aged 15–64 in work %	Female workforce as proportion of total workforce %	Married women as proportion of female workforce %	Married women in work %	Total women employed '000
1954	29	22.8	30.9	7.0	824.0
1968	41.7	31.2	55.1	17.2	1,577.5
1978	46.4	35.4	61.5	21.8	2,139.9
1988	54.4	40.2	60.6	24.4	2,977.2
1998	58.9	43.3	60.7	26.3	3,687.0

Note

(a) June 1954, August 1968, and March in subsequent years.

Source

Australian Bureau of Statistics—Australian Social Trends (1998).

APPENDIX D

A selection of Australian Defence Force Reviews 1994 to 2014

Review	Year	Investigator
Sexual Harassment in the Australian Defence Force	1994	External: Senate Standing Committee on Foreign Affairs, Defence and Trade
Report to the Senate on the Elimination of Sexual Harassment in the ADF	1995	Internal: Prepared by Defence in response to Senate Inquiry
Women in the ADF: Two Studies (Burton Report)	1996	External: Consultant appointed by Minister for Defence Science and Personnel
Sexual Harassment in the ADF (Quinn Report)	1996	Internal: Major Kathryn Quinn, Australian Army Psychology Corps
Report of Review into Policies and Practices to deal with Sexual Harassment and Sexual Offences at ADFA (Grey Report)	1998	Internal: Defence Academy Review Team
HMAS Success Commission of Inquiry: Parts 1 and 2 (Gyles Reports)	2011	External: The Hon Roger Gyles, AO, QC, appointed by CDF
Review into the Treatment of Women at the ADFA (Phase 1)	2011	External: Elizabeth Broderick, Sex Discrimination Commissioner, Australian Human Rights Commission (appointed by Attorney-General)
Review into the Use of Alcohol in the ADF	2011	External: Professor Margaret Hamilton, chairing an independent advisor panel
Review of the Use of Social Media and Defence	2011	External: George Patterson Y & R (advertising agency)
Review of Personal Conduct of ADF Personnel	2011	Internal: Major General C.W. Orme, AM, CSC
Review into the Treatment of Women in the ADF (Phase 2)	2012	External: Elizabeth Broderick, Sex Discrimination Commissioner Australian Human Rights Commission (appointed by Attorney-General)
Review of Allegations of Sexual and Other Forms of Abuse in Defence – DLA Piper Report	2012	External: DLA Piper (law firm)
Review into the Treatment of Women at the Australian Defence Force Academy (Audit Report)	2013	External: Elizabeth Broderick, Sex Discrimination Commissioner Australian Human Rights Commission (appointed by Attorney-General)
Review into the Treatment of Women in the Australian Defence Force (Audit Report)	2014	External: Elizabeth Broderick, Sex Discrimination Commissioner Australian Human Rights Commission (appointed by Attorney-General)

APPENDIX E

Statistics of women serving in the Australian Defence Force 1963 to 2013

Year	RAN		Army		RAAF		ADF total	
	Women	Per cent	Women	Per cent	Women	Per cent	Women	Per cent
1950 to 1967 ^{(a)(c)}								
1963	465	3.9						
1968 ^(b)	618	3.8						
1969	654	3.8						
1970	835	4.8						
1971	688	4.0						
1972	745	4.3						
1973	787	4.5	1318	4.23	986	4.3	3091	4.3
1974	791	4.9	1232	4.1	932	4.4	2955	4.4
1975	808	5.0	1538	4.9	1106	5.1	3452	5.0
1976	851	5.3	1548	4.9	1140	5.3	3539	5.1
1977	905	5.5	1564	4.9	1321	6.1	3790	5.4
1978	827	5.1	1500	4.7	1413	6.5	3740	5.4
1979	937	5.7	1542	4.9	1507	7.1	3986	5.7
1980	967	5.7	1670	5.2	1644	7.4	4281	6.0
1981	1015	5.9	1786	5.4	1525	6.8	4326	6.0
1982	1155	6.6	1878	5.7	1644	7.2	4677	6.4
1983	1082	6.3	1898	5.7	1510	6.7	4490	6.2
1984	999	6.0	1963	6.1	1711	7.5	4673	6.5
1985	1085	6.8	1988	6.2	1878	8.2	4961	7.0
1986	1227	7.9	2136	6.7	2193	9.7	5556	8.0
1987	1458	9.2	2295	7.1	2486	11.0	6239	8.8
1988	1638	10.4	2474	7.6	2716	12.1	6828	9.7
1989	1793	11.4	2581	8.3	3108	13.7	7482	10.8
1990	1919	12.3	2617	8.6	3228	14.8	7764	11.4
1991	2015	12.7	2948	9.5	3442	15.6	8405	12.2
1992	1925	12.5	2962	9.8	3326	15.5	8213	12.2
1993	1871	12.4	2860	10.2	3046	15.7	7777	12.5
1994	1900	12.9	2616	9.9	2744	15.4	7260	12.3
1995	2116	14.4	2623	10.1	2754	15.7	7502	12.9

Year	RAN		Army		RAAF		ADF total	
	Women	Per cent						
1996	2172	15.1	2739	10.5	2787	16.2	7698	13.4
1997	2249	15.3	2783	10.8	2645	15.9	7677	13.4
1998	2164	15.2	2704	10.8	2550	16.0	7418	13.4
1999	1974	14.7	2636	11.0	2275	15.5	6885	13.2
30 June	Women	Per cent						
2000	1832	14.6	2554	10.6	2121	15.1	6507	12.8
2001	1900	15.5	2524	10.4	1964	14.9	6388	12.8
2002	2068	16.4	2511	10.0	2005	14.8	6584	12.8
2003	2162	16.8	2537	10.0	2030	14.9	6729	13.0
2004	2301	17.4	2609	10.2	2037	15.0	2947	13.3
2005	2203	17.2	2536	10.1	2019	15.3	6758	13.2
2006	2207	17.5	2500	10.0	2087	15.7	6794	13.3
2007	2205	17.4	2489	9.9	2156	16.1	6850	13.4
2008	2343	18.2	2571	9.7	2289	16.5	7203	13.6
2009	2374	18.3	2686	9.7	2398	16.8	7458	13.5
2010	2511	18.4	2868	9.7	2616	17.8	7995	14.5
2011	2584	18.5	2916	9.9	2499	17.1	7999	13.8
2012	2526	18.5	2916	10.1	2410	16.9	7852	13.8
2013	2488	18.4	3138	11.0	2460	17.5	8086	14.4

Reserves

Year	RAN		Army		RAAF		ADF total	
	Women	Per cent	Women	Per cent	Women	Per cent	Women	Per cent
30 June								
2000	208	1.0	3126	14.6	399	1.9	3736	17.5
2013	1067	4.2	2169	8.4	869	3.4	4105	16

Notes

- (a) Statistics reported between 1950 and 1967 for the Services were not broken down by gender, except for 1963 when the RAN reported the WRANS strength at 15 Officers and 450 WRANS.
- (b) From 1968, the RAN provided separate statistics for the WRANS. The other Services followed suit in 1973.
- (c) The Sea Power Centre—Australia hold records of Defence Reports from 1963. The Parliamentary Library's records commence in 1967. The name was changed to Defence Annual Reports in 1994.

Sources

1. Statistics for Navy from 1968 to 1972 supplied in Defence Reports 1968 to 1972
2. Statistics for 1973 from Defence Report 1973
3. Statistics for 1974 to 1994 from Sheppard, Allan. *Compendium of Australian Defence Statistics*. Canberra: Australian Defence Studies Centre, 1995, p. 19; his sources were drawn from Defence Reports for the years 1974 to 1980 and then from the June Monthly Personnel Statistics publication for the years 1981 to 1994.

4. Statistics for 1995 to 1996 from Defence Annual Report 1995–1996
5. Statistics for 1997 to 1998 from Defence Annual Report 1997–1998
6. Statistics for 1999 and 2000 from Defence Annual Report 1999–2000
7. Statistics for 2001 and 2002 from Defence Annual Report 2001–2002
8. Statistics for 2003 and 2004 from Defence Annual Report 2003–2004
9. Statistics for 2005 and 2006 from Defence Annual Report 2005–2006
10. Statistics for 2007 and 2008 from Defence Annual Report 2007–2008
11. Statistics for 2009 and 2010 from Defence Annual Report 2009–2010
12. Statistics for 2011 and 2012 from Defence Annual Report 2011–2012
13. Statistics for 2013 from Defence Annual Report 2012–2013

APPENDIX F

A COMPARISON OF NUMBER OF WOMEN TO MEN IN SENIOR MANAGEMENT IN DEFENCE

ADF Senior Management ^(a)

Rank	Star Rank					
	2001		2005		2010	
	Men	Women	Men	Women	Men	Women
Four Star						
Navy	1					
Army			1			
Air Force					1	
Three Star						
Navy	1		2		2	
Army	2		2		3	
Air Force	1		1		1	
Two Star						
Navy	7		6		11	
Army	11		9		16	1
Air Force	10		9	1	9	1
One Star						
Navy	23		27		37	2
Army	36		40		48	4
Air Force	24	1	29		38	1
Total	116	1	126	1	166	9
%		0.8%		0.8%		5.1%

Note

(a) Figures do not include Reservists, but do include Reservists on continuous full-time service.

APS Senior Management

Defence Australian Public Service (APS)—Senior Executive Service (SES)

Band/Rank	2001		2005		2010	
	Men	Women	Men	Women	Men	Women
Secretary (4*)	1		1		1	
SES Band 3 (3*)	8		6		8	
SES Band 2 (2*)	17	3	20	7	23	4
SES Band 1 (1*)	51	10	49	17	48	20
Total	77	13	76	24	80	24
%		14%		24%		23%

APPENDIX G

Australian Defence Force women's milestones—snapshot

1980s

1983 First Executive Officer of a Navy shore establishment

Commander June Baker (HMAS *Penguin*)

1988 First Royal Australia Air Force Pilots

Flight Lieutenant Robyn Williams (Dux)

Officer Cadet Deborah Hicks

First to command a Navy shore establishment

Commander Liz Coles(HMAS *Lonsdale*)

1990s

1992 First to command Australian Mine Warfare Force

Captain Carolyn Brand

1996 First Principle Warfare Officer

Lieutenant Allison Norris

1997 First Commanding Officer of a ship (non combatant)

Lieutenant Jenny Daetz (HMAS *Shepparton*)

1998 First RAN Pilot

Sub-Lieutenant Natalee McDougall

1999 First one-star in RAAF and ADF

Air Commodore Julie Hammer

2000s

2000 First to command a ship on active service

Lieutenant Commander Jan Noonan

First RAAF Navigators (now Air Combat Officers)

Flying Officer Brooke Chivers

Pilot Officer Aroha Fifield

First Qualified Submarine Officer

Sub-Lieutenant Louisa Young

2003 First two-star in RAAF and ADF

Air Vice-Marshal Julie Hammer

2005 First Commodore

Commodore Robyn Walker

First full-time Navy Chaplain

Chaplain Christine Senini

2006 First to command a RAAF flying squadron

Wing Commander Linda Corbould

2007 First Major General

Major General Elizabeth Cosson

First to command a surface-combatant

Commander Michelle Miller (HMAS *Perth*)

2010s

2011 First Admiral

Rear Admiral Robyn Walker

First to command a combat regiment

Major General Simone Wilkie

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