



Australian Government

Department of Defence

**Removal of Gender Restrictions on
Australian Defence Force Combat Role
Employment Categories**

Implementation Plan

INTENTIONALLY

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In June 2012 the Australian Government agreed this Implementation Plan.

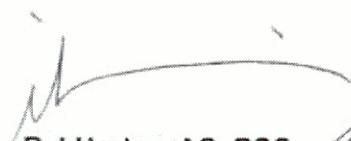
The Chief of Defence Force, Service Chiefs and Head People Capability (the Program Steering Team) fully support and endorse this Implementation Plan.

We agree this Implementation Plan. Specifically we agree to the following:

- the governance structure;
- the reporting framework;
- the schedules and work breakdown structures; and
- the risk management plan and framework.

Additionally we agree that any changes proposed to any part of this implementation plan must be done in consultation with the People Strategies and Culture Branch to ensure consistency, as Head People Capability is ultimately responsible to the Chief of Defence Force for a cohesive plan.

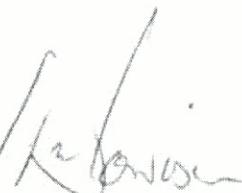
In authorising this document we are agreeing that we are fully accountable and have the capacity and capability to fully execute the activities within this implementation plan.



D.J. Hurley, AC, DSC
General
Chief of the Defence Force
for CSC



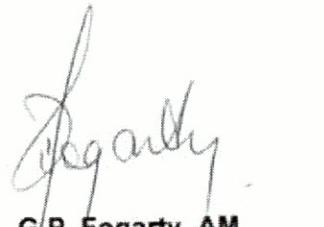
R.J. Griggs, AO
CSC
VADM, RAN
Chief of Navy
RADM, FOR



D.L. Morrison, AO
Lieutenant General
Chief of Army



G.C. Brown, AO
Air Marshal
Chief of Air Force
AM FOR



G.P. Fogarty, AM
Major General
Head People Capability

Vision Statement

After thirty-five years in the Infantry, I know the rigours of life as an infantryman. My decision to support the opening of combat positions in the Australian Defence Force (ADF) to women comes from experience and knowledge.

The removal of gender restrictions is ultimately about ADF capability, it is about attracting capable people from a broader proportion of the Defence and Australian community. We owe all members of the ADF the opportunity to achieve their career aspirations. The removal of artificial barriers, like gender, means that those who can meet the standards can serve.

This change will be achieved in a realistic and sensible way. There will be no compulsion for women to seek these roles; it will be up to an individual to choose providing they have the physical and psychological capacity to do the work. Standards will be maintained.

The ADF pursues excellence and so our challenge is to harness the impetus from early initiatives to promote and achieve gender equality so that all our members can strive to achieve in a respectful, supportive, and inclusive workplace.

We are providing women, as we do men, the opportunity to enjoy a rewarding, valued, full-time career in the ADF without the imposition of artificial barriers as existed just two decades ago. A robust and agile ADF relies on every member having the opportunity to contribute fully and equally to Defence operations and capability.

We all share the responsibility to work towards a fair, just and inclusive ADF. After all, gender equality is the whole community's responsibility.

The three Services are meeting the challenge of our shared responsibilities at a great rate. ADF Members work as a team, are loyal to and look out for their mates regardless of gender. They are part of the best trained small Defence Force in the world and their training ensures that they are mentally prepared and physically tough enough for the challenges they will face. But we have more work to do.

Our people are our greatest asset and it is my intent that every member of the ADF enjoys their entitlement to inspiring and equitable career opportunities.

D. J. Hurley, AC, DSC
General
Chief of the Defence Force

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Introduction

On 11 April 2011, the Minister for Defence announced that the Department of Defence (Defence) would bring forward a plan to remove the gender restrictions on the remaining ADF combat role employment categories for which women were previously excluded. This announcement was formally endorsed by Government in late September 2011 with a caveat to implement it within five years.

The ADF combat roles that are the focus of this implementation plan are: Royal Australian Navy Clearance Divers and Mine Warfare and Clearance Diving Officers; Royal Australian Air Force Airfield Defence Guards and Ground Defence Officers; and within the Army Infantry and Armoured Corps, some Artillery roles, Explosive Ordnance Disposal Squadrons and Combat Engineer Squadrons. This represents 7 per cent of total employment trades in the ADF previously not available to women.

By opening these final employment categories to women, Defence has the potential to see its recruiting pool increased and the capacity of the ADF to recruit and train more skilled personnel.

The Chief of Defence Force and Service Chiefs are dedicated to providing all ADF members with an equal opportunity to an exciting and equitable career through the opening of these employment categories.

The Services have expressed their commitment to achieving this by taking a managed and phased approach outlined in this implementation plan. They will draw on and share lessons learned from previous experience, as well as seek early assistance from other Defence groups.

The governance arrangements outlined in this implementation plan are based on principles of:

- accountability for implementation and reporting;
- transparency of planning and decision making; and
- consultation between Defence stakeholders.

1. Project Definition

1.1 Objectives of the Removal of Gender Restrictions on Australian Defence Force Combat Role Employment Categories Implementation Plan (the Implementation Plan)

The objective of the Implementation Plan is to detail the actions and the timeline to achieve the removal of barriers to women's participation in all ADF combat role employment categories. It is about ensuring that Defence plans and develops strategies and initiatives to meet, support and implement the Australian Government's decision to remove gender restrictions from all ADF combat role categories.

Table 1. ADF Combat Role Employment Categories

Navy	Clearance Divers
	Mine Warfare and Clearance Diving Officers
Air Force	Airfield Defence Guards
	Ground Defence Officers
Army	Infantry Corps
	Armoured Corps
	Artillery roles ¹
	The Explosive Ordnance Disposal Squadron
	Combat Engineer Squadrons

These categories represent 7 per cent of total ADF combat employment categories (and some 17 per cent of positions).

1.2 Scope

The scope of this implementation plan is to outline the process which Defence will use to manage and ensure the policy change to remove the remaining gender restrictions on ADF combat employment role categories.

1.3 Out of Scope

Once this plan is fully implemented (all gender restrictions removed on ADF employment), Defence will facilitate:

- a. the removal of Australia's reservation in relation to combat duties from the United Nations Convention on the Elimination of All Forms of Discrimination Against Women; and
- b. the removal of the exemption under Section 43 of the *Sex Discrimination Act 1984*.

These actions are out of scope for this implementation plan.

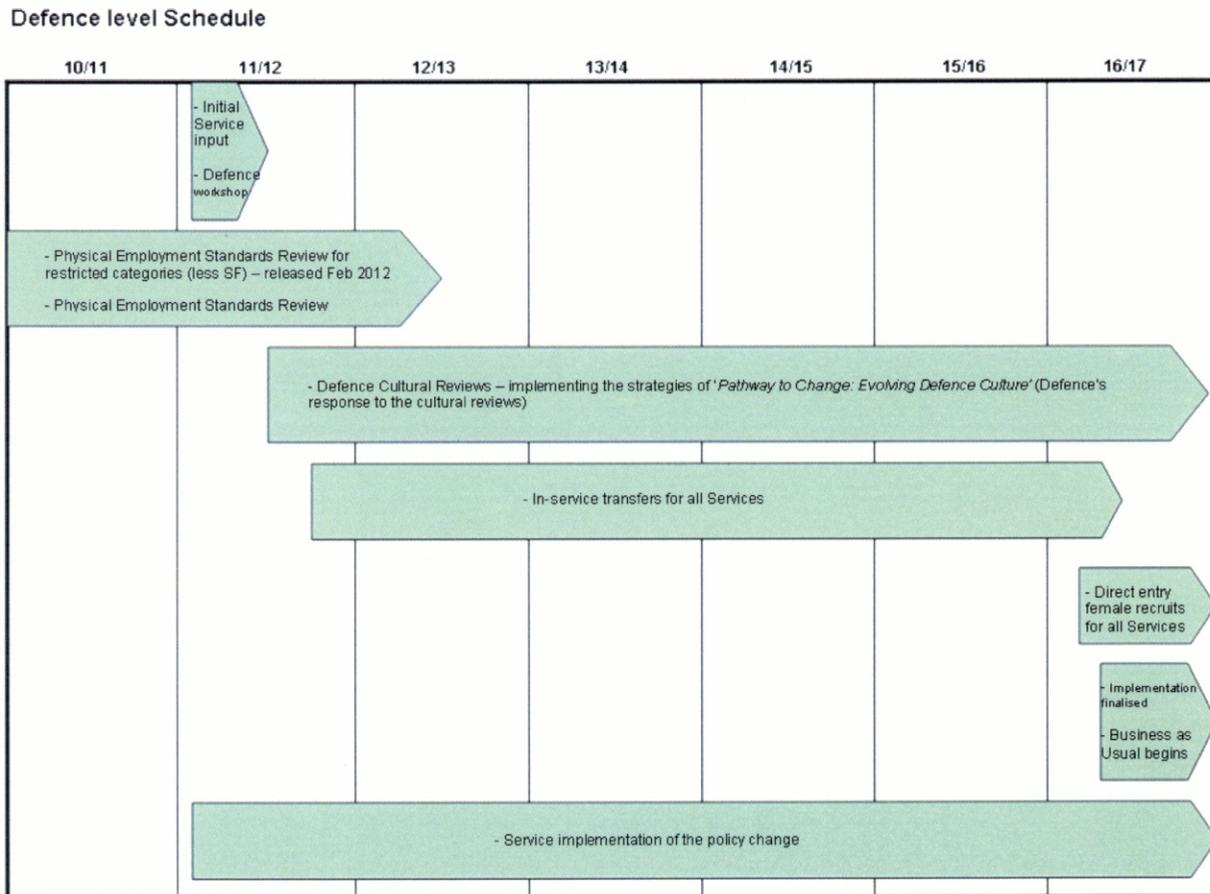
¹ Note: there are some artillery roles that are already available to women.

1.4 Implementation Plan and Schedule

This is an integrated Defence plan that captures the critical inputs for success across the entire organisation. Activities and schedules have been developed and presented in four parts, the overarching Defence actions and the three Service (Navy, Army and Air Force) level plans. The lead role of each of the Services features in the plan to reflect the unique activities and requirements relevant to the different categories of employment in each Service, and the different Service cultures that impacts implementation in differing ways. At the Defence level the plan identifies governance, coordination, oversight, reporting and communication whilst the Service level plans add the specific activities in relation to their own workforce.

The Defence level schedule, which defines the high level milestones, is at Figure 1 below. Further details of Defence level activities can be viewed in the work breakdown structure at attachment 1.1.

Figure 1. Defence level schedule



Service specific schedules outlining their key milestones can be viewed at attachments 2.2, 3.2 and 4.2.

There are a number of activities that are common across the Services. Each of the Services has however identified activities specific to their Service, and set appropriate timeframes.

This is due to the previous exposure and experience that some Services have over others, for example Navy has previously dealt with this similar situation when they integrated women into their submarine categories.

The common activities are:

- a. stakeholder identification
- b. communication strategies
- c. media strategies
- d. risk identification and management
- e. facility and equipment issues
- f. involvement of Service Capability Managers
- g. policy and training reviews
- h. cultural change programs
- i. Chief of Service Directives
- j. In-service transitions prior to direct entry recruiting
- k. evaluation programs

The activities listed above will be discussed at regular Project/Business Change Manager meetings. Also for discussion at these meetings will be sharing of knowledge and any lessons learnt. The outcome of these meetings will form the basis of the regular reporting.

In relation to cultural change programs, Defence is currently undergoing a number of intensive cultural reviews which has involved, to some degree, all Defence Services and Groups. Cultural change across Defence will be an enabler to this plan.

1.5 Implementation Plan Work Breakdown Structure

The work breakdown structure, like the broader plan, consists of four elements, The Defence level and the three Services levels.

The Defence level work breakdown structure at attachment 1.1 outlines activities that will support the Services with the coordination of common activities, evaluation of phases and reporting of their performance via the reporting framework outlined in section 2.3.

Service level work breakdown structures are provided at attachments 2.1, 3.1 and 4.1 listing their activities (deliverables). Work breakdown structure activities can be adjusted at any stage deemed appropriate by the Service Chiefs and the Chief of Defence Force, but can not change the ultimate end date.

There was initial discussion about identifying the timelines for implementation based on the employment categories, however after significant discussion it was determined that all categories within each Service would be progressed concurrently, therefore the work breakdown structures have been planned around the phases and activities, not the categories.

1.6 Performance Management and Evaluation

Success of the implementation plan will be measured against meeting key milestones within this plan. Key milestone performance will be reported within both bi-annual and annual reporting cycles outlined in section 2.3.

Evaluation will be conducted at the end of each phase within the schedules. These evaluations, along with regular updates on work breakdown structure (WBS) activities, will be reported to the Defence People Committee (DPC) as the 1 star committee responsible for personnel issues. The evaluations will then be reported to the Defence Committee (DC), comprised of the Chief of Defence Force, the Secretary, Service Chiefs and Group Heads across Defence.

Areas to be evaluated include:

- a. WBS (to ensure newly identified activities are listed)
- b. Activities and timeframes within the WBS, including those in upcoming phases
- c. Stakeholders
- d. Consultation
- e. Equipment
- f. Facilities
- g. Occupational Health and Safety
- h. Risks, through the Risk Log

2. Governance

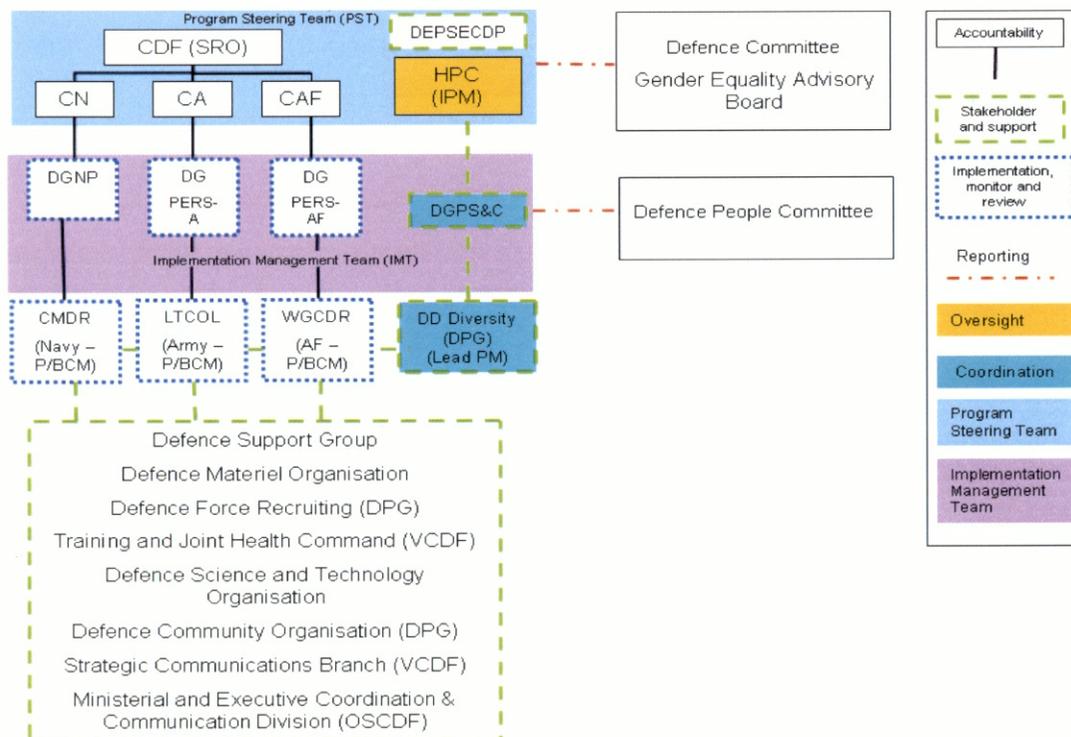
2.1 Governance

The Governance structure at Figure 2 provides the executive teams, accountabilities and individual roles that will lead, plan and manage implementation of the removal of gender restrictions on ADF combat employment categories, including clearly defined roles and responsibilities, lines of accountability and reporting.

The roles, accountabilities and responsibilities are outlined further in section 2.2.

Figure 2. Governance Structure:

Governance of the Removal of Gender Restrictions on ADF Combat Role Employment Categories – Implementation Plan



2.2 Roles and Responsibilities

2.2.1 Senior Responsible Officer

The Chief of Defence Force (CDF) is the Senior Responsible Officer (SRO) who will lead and drive the implementation plan, including its planning, development and implementation. The Chief of Defence Force is accountable for ensuring delivery of the policy.

Key responsibilities:

- report directly to the Ministers;
- ensure reporting within Defence Annual Report; and
- endorse the ADF Implementation Plan for Government support.

Key accountability:

- success of the policy change.

2.2.2 Program Steering Team

The CDF, Service Chiefs, Head People Capability and Deputy Secretary Defence People make up the Program Steering Team (PST). The PST is the driving force behind the implementation plan providing decision and top-level endorsement for the direction and objectives of the plan, and reports to the DC.

Key responsibilities:

- endorse the ADF Implementation Plan for Government support;
- endorse the activities within respective Service plans;
- discuss activities under the implementation plan at the DC;
- report to the DC on the progress of the implementation plan; and
- ensure consultation with other Defence Groups and Services.

Key accountabilities:

- success of the Service level elements; and
- cohesion between elements.

2.2.3 Implementation Management Team

The Implementation Management Team (IMT) is made up from the Directors General Personnel and equivalent positions within each Service, and the Director General People Strategies and Culture (DGPSC). The IMT reports to the DPC through the DGPSC. Following DPC consideration, a report will be prepared for Deputy Secretary Defence People and Head People Capability to present to the DC.

Key responsibilities:

- provide resources for the implementation of individual Service WBS activities;
- support the ongoing activities under the WBSs; and
- sign off on the progress of activities for reporting to the DPC.

Key accountability:

- accountable for the performance management and evaluation of the implementation plan.

2.2.4 Implementation Planning Manager

Head People Capability is the Implementation Planning Manager (IPM) who has oversight of the Implementation Plan and supports communications between the PST and IMT. HPC is also responsible for the implementation plan and the overarching communication strategy that will assist the Services implement this policy change.

Key responsibilities:

- provide resources for the drafting of the initial implementation plan;
- provide resources for the coordination of the reporting to the DPC and DC on the progress of Defence and individual Service activities;
- coordinate communication between the above committees;
- provide resources for the coordination of the input into Defence annual reports;
- coordinate communication with the PST; and
- coordinate communication with the IMT.

Key accountabilities:

- is accountable to the CDF for the implementation of the policy change;
- has oversight of the implementation plan; and
- is accountable for the overarching communication strategy and implementation plan process.

2.2.5 Project / Business Change Manager

Project / Business Change Managers (P/BCM) are responsible for managing activities and the project team(s) within their respective areas.

The following positions have been identified as the Project / Business Change Managers within each Service:

- ***Navy Project / Business Change Manager***
Director Navy Personnel Policy
- ***Army Project / Business Change Manager***
SO1 Employment Categories / Physical Employment Standards Implementation
- ***Air Force Project / Business Change Manager***
Director Workforce Diversity

Key accountabilities:

- to coordinate the implementation planning within their respective Service;
- to ensure consultation with relevant stakeholders throughout the life of the implementation plan;
- to coordinate and maintain their Service Risk Log;
- to conduct a formal risk review at the end of each phase;
- to provide the Lead Project Manager with a progress report on their respective Service activities for input into Defence annual reports;
- to provide biannual progress reports for their respective Service activities through the IMT (see 2.2.3) for submission to DGPSC for reporting to the DPC.

2.2.6 Lead Project Manager

The Lead Project Manager, under the direction of the DGPSC, is responsible for the preparation of a consolidated Defence Implementation Plan and coordinate reporting in accordance with reporting arrangements outlined in section 2.3 of this paper.

The following position has been identified as the Lead Project Manager:

Deputy Director Diversity
 Diversity Directorate
 People Strategies and Culture Branch
 Defence People Group

Key accountabilities:

- to consolidate the Implementation Plan;
- to develop the Project/Business Change Manager meeting schedule; and
- to prepare and coordinate progress reporting of the Defence Implementation Plan and individual Service activities to the DPC, DC and within the Defence Annual report as per 2.3.

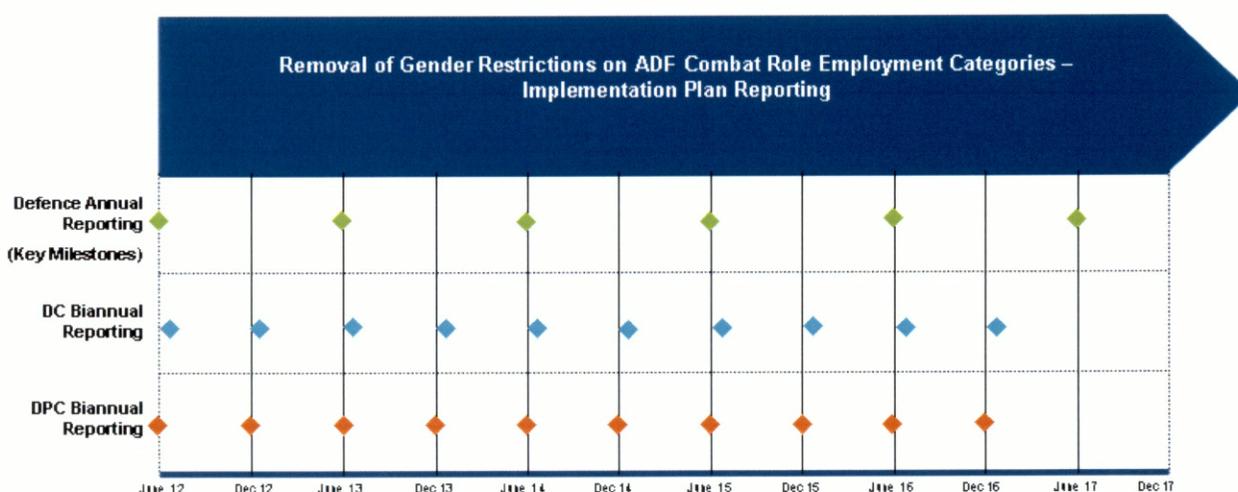
2.3 Reporting

Figure 3 outlines the timeframe and reporting cycles for the implementation plan.

Progress of key milestones will be reported annually through the Defence Annual Report, the first being 2011-12 with the intent to submit the last report in 2016-17.

The Services will report on their progress of their schedules, including risk reporting, to the DPC. A consolidated Defence report will then be submitted to the DC.

Figure 3. Governance structure – Reporting cycle:



3. Stakeholder Engagement

An initial assessment has identified a number of internal organisations considered to be likely stakeholders. These stakeholders will be consulted as appropriate during the life of the implementation plan. These stakeholders are presented in Figure 1 and Table 2 below.

Table 2. Internal stakeholders

Internal stakeholders	Reason
Defence Materiel Organisation (through the Service capability managers)	Potential equipment changes
Defence Support Group	Potential facility changes
Australian Defence College (Vice Chief of Defence Force)	Potential training changes
Joint Health Command (Vice Chief of Defence Force)	Potential health impacts
Defence Force Recruiting	Potential changes to recruiting processes, etc.
Defence Science and Technology Organisation	Physical Employment Standards Review Project
Defence Community Organisation	Family considerations
Defence Families of Australia	Family considerations
Strategic Communications Branch (Vice Chief of Defence Force)	Communications and Media
Ministerial and Executive Coordination and Communications Division (Office of the Secretary and Chief of the Defence Force)	Communications and Media

Identification of external stakeholders is scheduled in the Defence work breakdown structure for June 2012 and throughout the life of the implementation plan. This will also be a topic of discussion at the Project/Business Change Managers meetings.

Although this activity is yet to be coordinated, an initial scan has identified the following possible external stakeholders:

Table 3. Initial list of external stakeholders

External stakeholders	Reason
Canadian Defence Force	Sharing lessons learned
New Zealand Defence Force	Sharing lessons learned
Returned Service Organisations	Information and communication
Australian Defence Association	Information and communication
Department of Veterans' Affairs	Possible impacts on compensation costs
ComSuper	Possible impacts on military superannuation costs
AusAID	Peace Keeping
Department of Foreign Affairs and Trade	Peace Keeping
Australian Federal Police	Peace Keeping
Attorney-General's Department	Review of the <i>Sex Discrimination Act 1984</i>
Sex Discrimination Commissioner	The Recruitment and Retention of Women in the ADF (Defence Cultural Reviews)
Centrelink	Family considerations
FAHCSIA (Office for Women)	Government reporting to UN and on actions in the Australian National Action Plan on Women, Peace and Security 2012-2018
DEEWR	To be determined

4. Key Milestones

The Defence level key milestones are those activities that are critical to the success of implementing this policy change and have been outlined in table 4 below.

Table 4. Defence (program level) key milestones

Key Milestone	Expected delivery timeframe
Initial Service Input into Implementation Plan	5 Aug 2011 – 31 Oct 2011
Defence workshop re. input into Implementation Plan	18 Nov 2011
Physical Employment Standards review for restricted categories (less Special Forces) - released	Feb 2012
Physical Employment Standards review	Dec 2012
Defence Cultural Reviews - Implementation	2012 - Ongoing
In-service transfers in all Services	Jan 2013
Able to enlist direct entry female recruits in all Services	Jan 2016
Implementation finalised – Business as Usual begins	Sep 2016 - Ongoing

The Services have identified key milestones from activities within their work breakdown structures. Service work breakdown structures are outlined at attachments 2.1, 3.1 and 4.1.

Service specific key milestones will be different from one another, and have therefore been represented separately at attachments 2.2, 3.2 and 4.2.

4.1 Critical Path Analysis

Critical path activities have been identified in each work breakdown structure at attachments 1.1, 2.1, 3.1 and 4.1.

5. Equipment, Facilities and Occupational Health and Safety

Review and identification of equipment, facility and occupational health and safety (OHS) will be an ongoing task throughout the life of the implementation plan. The evaluation process (as outlined in section 1.4) at the end of each phase will also identify possible areas previously not known or identified.

Initial evaluation has identified the following equipment, facilities and OHS issues represented in tables 5, 6 and 7 below.

Table 5. Equipment

Service	Identified equipment	Action required
Navy	SSBA neck dams	Consult with DMO on supply and procurement of small sizes suitable for female frames.
	Drysuits	As above
	Bouyancy control devices	As above
	Diver recovery vests	As above
Army	Nil identified at this stage (PES standards review for combat roles will inform equipment issues).	To be identified as required.
Air Force	Nil identified at this stage (or has been identified and addressed previously).	To be identified as required.

Table 6. Facilities

Service	Identified equipment	Action required
Navy	Nil identified at this stage.	To be identified as required.
Army	Combat unit and relevant training facilities.	Consult with DSG.
Air Force	Nil identified at this stage.	To be identified as required.

Table 7. Occupational Health and Safety

Service	Identified equipment	Action required
Navy	Diving related risks specific to, or heightened for, women.	Manageable under standard military diving practices. Establish suitable education, monitoring and review mechanisms.
	Increased risk of overbearing or weight related injuries.	Individual self management and informed supervision.
Army	Nil at this stage.	To be identified as required.
Air Force	Nil at this stage.	To be identified as required.

6. Consultation

This plan has been developed in consultation with personnel identified by the Services as the points of contact in Army, Navy and Air Force. Additionally consultation has occurred with Defence Support Group, Strategic Communications Branch and staff from Department of Prime Minister and Cabinet.

Implementation Plan stakeholders (both internal and external) have been identified for consultation purposes and are listed within section 3.

Communication stakeholders have been identified for communication purposes within the Communication Strategy at annex A of attachment 6.

7. Resource Management

7.1 Required Expertise

In general, the low number of employment roles affected by this policy change and their containment with the small combat role communities means that Navy and Air Force can accommodate the required changes using extant resources. Army has commenced a recruitment process for one permanent full-time communication specialist to assist with the development and implementation of Army's implementation plan communication strategy, and one permanent full-time cultural change manager to assist with implementing cultural change within Army.

7.2 Budget

The Services have identified no direct budget implications, however they will be identifying possible budget implications for other Defence Groups within the planning phase of their respective plans. These will be identified through thorough and focussed consultation with other relevant Defence Groups such as DSG, DMO, DPG (DFR), etc.

Budget implications identified for other Defence Groups will be accommodated within the relevant internal allocated budgets using business as usual processes and procedures.

8. Risk Management

The effective and efficient management of risk is a key element to the successful implementation of the removal of gender restrictions on ADF combat role employment categories.

Risk is defined in Australian Standard AS/NZS 4360:2004 – Risk Management as '...the chance of something happening that will have an impact on objectives...'. The objectives of the Risk Management Plan are to increase the probability and impact of positive events, and decrease the probability and impact of events adverse to the implementation of the policy change.

The Defence standard for the management of risk is AS/NZS 4360:2004. This standard provides a generic guide for managing risks, which is intended for a wide and diverse range of activities. It has a standard process for management of risk which requires that projects:

- a. Communicate and consult
- b. Establish the context
- c. Identify risks
- d. Analyse risks
- e. Evaluate risks
- f. Treat risks
- g. Monitor and review

8.1 Risk Identification

Risks identified throughout the duration of the plan will be included and managed within the Risk Log using the Risk Matrix and methodology within the Risk Management Plan.

8.2 Risk Management Plan

The Removal of Gender Restrictions on ADF Combat Role Employment – Risk Management Plan is outlined at attachment 5. The Service Chiefs, as the Risk Managers, are required to sign off on the risks as well as ensuring that all personnel who are listed as accepting the risk have been briefed and approve the mitigation strategies for those risks. This approval is detailed at annex D of the Risk Management Plan at attachment 5.

8.3 Communication Strategy

A Defence Communication Strategy detailing how Defence plans to engage its stakeholders is at attachment 6.

Services will be developing their Communication and Media Strategies based on key messages and guidance throughout this document.

Glossary of Terms

ADF	Australian Defence Force
ADG	Airfield Defence Guards
AF	Air Force
AHQ	Army Headquarters
AFHQ	Air Force Headquarters
AFTG	Air Force Training Group
BCM	Business Change Manager
CA	Chief of Army
CAF	Chief of Air Force
CCP	Cultural Change Program
CD	Clearance Diver
CDF	Chief of Defence Force
CDT	Clearance Diving Teams
CN	Chief of Navy
CO	Commanding Officer
CO 1AFDS	Commanding Officer 1 Airfield Defence Squadron
CO 2AFDS	Commanding Officer 2 Airfield Defence Squadron
CO RAAFSFS	Commanding Officer Royal Australian Air Force Security and Fire School
CSG	Combat Support Group
DC	Defence Committee
DCO	Defence Community Organisation
DE	Direct Entry
DCOORD AF	Director Coordination Air Force
DFR	Defence Force Recruiting
DGNP	Director General Naval People
DGPERS-A	Director General Personnel – Army
DGPERS-AF	Director General Personnel – Air Force
DGPSC	Director General People Strategies and Culture
DMO	Defence Material Organisation
DP-AF	Directorate of Personnel – Air Force
DP-AF SEAT	Directorate of Personnel – Air Force (Selection, Enlistment, Appointment and Transitions)
DPCM-AF	Directorate of Personnel Capability Management – Air Force
DPG	Defence People Group
DSG	Defence Support Group
DWFD	Director Workforce Flexibility and Diversity
EC	Employment Categories
FIC	Fundamental Input to Capability analysis
GRDEF	Ground Defence Officers
HPC	Head People Capability (DPG)
IMT	Implementation Management Team
IPM	Implementation Planning Manager

MCD	Mine Warfare and Clearance Diving
MCDO	Mine Warfare and Clearance Diving Officer
MWDG	Security Police Military Working Dog Handler
MWCD	Mine Warfare Clearance Divers
NCO	Non-Commissioned Officer
OHS	Occupational health and safety
OTJ	On The Job training
OSB	Officer Selection Board
P/BCM	Project / Business Change Manager/s
PES	Physical Employment Standards
PM	Project Manager
PSG	Personnel Steering Group
PST	Program Steering Team
PTI	Physical Training Instructor
QA	Quality Assurance
SF	Special Forces
SRO	Senior Responsible Officer
SSBA	Surface Supplied Breathing Aparatus
SUMU	Submarine Underwater Medicine Unit
TOC	Transfer of category
VCDF	Vice Chief Defence Force
WBS	work breakdown structure