

**Social Impact of  
rotations of up to  
1,100 US Marines  
and associated  
equipment in  
Northern Australia**

**Report for the Department  
of Defence**

**10 April 2013**

Deloitte Access Economics Pty Ltd  
ACN: 149 633 116

Garbis Avakian  
US Force Posture Review Implementation Team  
Department of Defence  
R8-3-040 | PO Box 7901 | Canberra BC ACT 2610  
02 6265 3460

Level 1, 9 Sydney Ave  
Barton ACT 2600  
PO Box 6334  
Kingston ACT 2604

Tel: +61 2 6175 2000  
Fax: +61 2 6175 2001  
www.deloitte.com.au

10 April 2013

Dear Garbis

**Social impact assessment of potential rotations of up to 1,100 US Marines and associated equipment in northern Australia**

Please find attached a copy of the final report on the social impact assessment of potential rotations of up to 1,100 US Marines and associated equipment in northern Australia.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Lynne Pezzullo', with a stylized flourish at the end.

Lynne Pezzullo  
Lead Partner, Health Economics and Social Policy  
Deloitte Access Economics Pty Ltd

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# Glossary

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ABS	Australian Bureau of Statistics
ADF	Australian Defence Force
AIC	Australian Institute of Criminology
AIHW	Australian Institute of Health and Welfare
AWD	Air Warfare Destroyer
DVFA	Defence Visiting Forces Act
ED	emergency department
GP	general practitioner
LHD	Landing Helicopter Dock amphibious ship
MAGTF	Marine Air Ground Task Force
NT	Northern Territory
US	United States
SOFA	Status of Forces Agreement
SRC	Social Research Centre

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## Executive summary

On 16 November 2011, Prime Minister Gillard and President Obama announced two new force posture initiatives intended to significantly enhance defence cooperation between Australia and the United States.

The first of these initiatives involves the deployment of US Marines to Darwin and northern Australia, for around six months at a time, to conduct exercises and training on a rotational basis with the Australian Defence Force (ADF). The intent in the coming years is to establish a rotational presence of up to a 2,500 person Marine Air Ground Task Force (MAGTF).

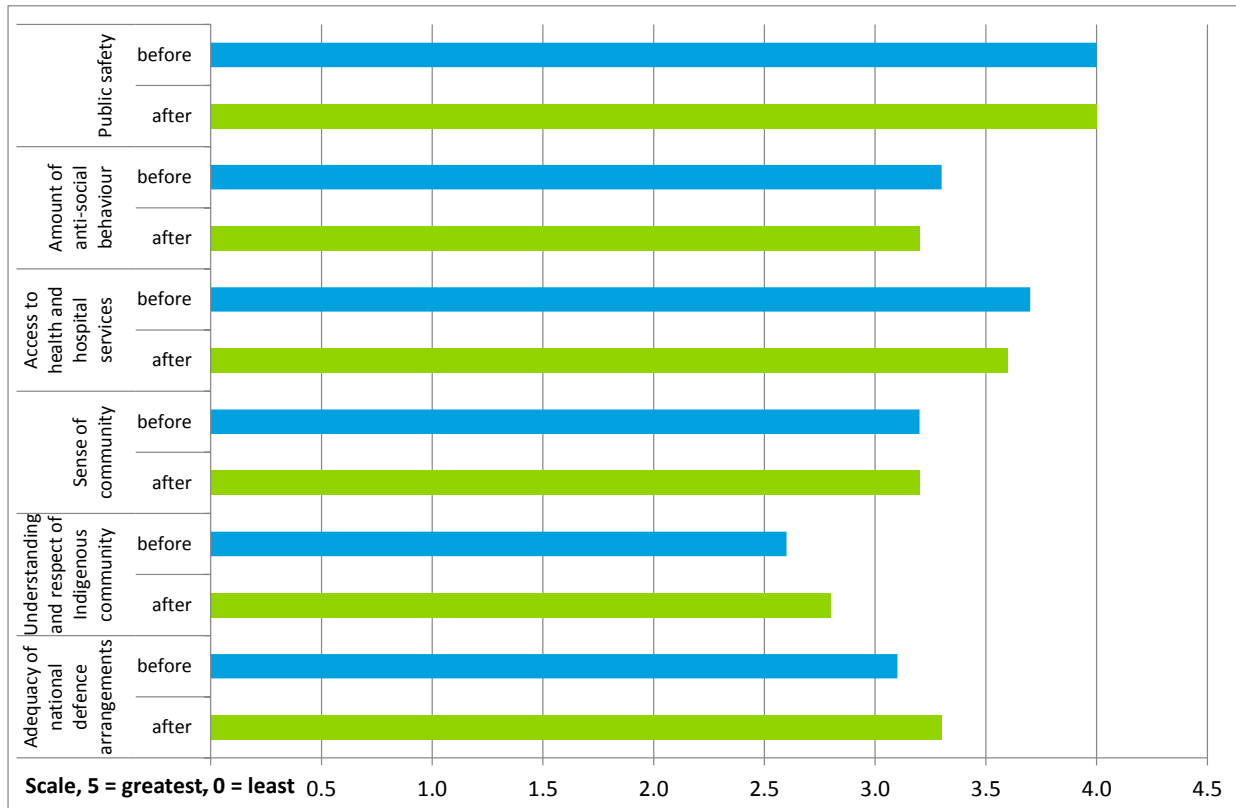
Under this initiative, an initial rotation of around 200 US Marines commenced in Darwin in April 2012 and concluded in late September 2012. Another rotation of 200-250 US Marines is again expected in 2013 during the dry season.

On 4 October 2012, the Minister for Defence announced that an assessment would be undertaken of the impacts of rotations of up to 1,100 US Marines to northern Australia. The Minister for Defence noted that the assessment would help inform the Australian Government's consideration about the size, nature and timing of the next increment in possible future rotations.

To conduct this assessment Deloitte Access Economics used a mixed methodology approach. This involved wide ranging consultations with dozens of politicians; federal, territory and local government officials; interest groups; the general public; a telephone survey with 500 responses for statistically robust quantification of social impacts; an online survey with 58 responses; seven public submissions; and extensive literature searches of secondary data.

Findings from the survey across 14 domains of social impact are presented in Chart i (the first six domains) and Table ii (the other eight domains).

**Chart i: Changes from rotation of 1,100 US Marines, as expected by phone survey respondents**



Note: Numbers represent average participant responses on a scale of 1 to 5, with higher being better (except for amount of anti-social behaviour). Changes of less than 2% are not statistically significant.

Source: Phone poll.

Given that the rotation of up to 1,100 Marines is equivalent to less than 1% of the Darwin population, and that they will only be present for six months, will live on base, will likely be in the field for training and exercises for a significant period of the six month rotation, and have limited liberty (leave) otherwise, the scope for the Marines to have a major social impact is limited.

Most of the impacts are expected to be positive (for example, economic benefits) or neutral (for example, access to affordable housing). While there is potential for negative impacts (for example, a 5% best estimated probability of one sexual assault occurring), these are not large enough in likelihood to cause concern to the great majority of consultation participants. However, there was a small minority of consultation participants who were strongly concerned about almost every aspect of the Marine rotations.

On the whole, the evidence from most of these sources concurred that the social impacts would be small and (statistically) insignificant. The main exceptions were in some of the expectations of phone survey respondents:

- a 9% perceived improvement in national security from the potential rotation;
- an 8% expected improvement in understanding and respect of Indigenous community; and
- a 9% expected increase in aircraft noise.



**Table ii: Other indicators from phone survey, by domain**

<b>Population and Community issues</b>	↑ 0.6% increase in social cohesion	85.4% believed there would be no change in safety
<b>Income and affordability issues</b>	81.8% believe it will be no more difficult to access affordable housing	
<b>Business and employment</b>	88.6% believe the presence would benefit the local economy	79.4% believe it would be no more difficult for tourists to access accommodation
<b>Access to education, transport and other public services</b>	92.6% believe it would be no more difficult to access education services	88.8% believe it would be no more difficult to access public transport
<b>Community health and safety</b>	65.2% believe there are sufficient legal safeguards	
<b>Access to health and community facilities and services</b>	82.6% are not more concerned that governments will have to redirect resources	
<b>Environmental impacts</b>	89.4% are not more concerned with environmental impacts on training ranges	56.2% did not believe there would be increased noise where they lived or worked
<b>Support for Marines</b>	77.6% supported the rotations of US Marines in Northern Australia	

Source: Phone poll.

# 1 Background

On 16 November 2011, Prime Minister Gillard and President Obama announced two new force posture initiatives intended to significantly enhance defence cooperation between Australia and the United States.

In making the announcement, the Prime Minister noted that the initiatives are intended to further enhance Australian and US military capabilities by increasing opportunities for combined training, deepening interoperability, and enabling both countries to work together even more effectively to pursue common interests. They reflect the enduring and visible commitment of the Australian and US Governments to strengthening regional security and will better position both nations to join with other partners to respond in a timely and effective manner to a range of contingencies in the Asia-Pacific, including humanitarian assistance and disaster relief.

The first of these initiatives involves the deployment of US Marines to Darwin and northern Australia, for around six months at a time, to conduct exercises and training on a rotational basis with the ADF. The intent in the coming years is to establish a rotational presence of up to a 2,500 person MAGTF.

Under this initiative, an initial rotation of around 200 US Marines commenced in Darwin in April 2012 and concluded in late September 2012. Another rotation of 200-250 US Marines is again expected in 2013 during the dry season.

The Australian Government has not yet made any decisions about the detailed arrangements for larger US Marine Corps rotations.

On 4 October 2012, the Minister for Defence announced that an assessment would be undertaken of the impacts of potential rotations of up to 1,100 US Marines to northern Australia. The Minister for Defence noted that the assessment would help inform the Australian Government's consideration about the size, nature and timing of the next increment in possible future rotations.

Deloitte Access Economics has been engaged by Defence to undertake the Assessments and public consultation process. In addition to direct engagement with stakeholders, the Assessment process involved community polling, public forums and public submissions.

## 1.1 Nature of the potential Marine rotation

To inform consultations with stakeholders, the Department of Defence provided general advice on personnel and equipment that could be involved in rotations of 1,100 US Marines:

### Personnel

- Any such rotational deployment comprising approximately 1,100 Marines would rotate into northern Australia in the dry season.

- Such a rotational US Marines force could include:
  - a Ground Combat Element, including infantry, artillery and armour functions;
  - a Logistics Element, responsible for transport, equipment support, communications and support functions; and
  - an Aviation detachment to provides logistic support and airlift to ground forces.
- Such a rotational force would be accommodated at local Defence facilities, such as Robertson Barracks.
  - This could require the construction of additional accommodation and the use of temporary accommodation (demountable or prefabricated or a combination of both).
- A small number of personnel in command and control, liaison, maintenance and support roles could be posted to Australia for a period longer than six months.
- US personnel could be provided “liberty” leave on weekends, and at other times at the discretion of commanding officers.
  - US Marines Corps’ standard “liberty” policy restricts drinking of alcohol to personnel aged 20 and above, and includes a midnight curfew for most Marine Corps personnel.

### Equipment

- The Marine Corps rotation could bring a range of equipment into northern Australia, potentially including:
  - vehicles and vehicle support equipment, including all-terrain vehicles, light armoured vehicles, and heavy trucks; and
  - weapons such as small arms, mortars, and towed cannons.
- Some aircraft and aviation support equipment could also be deployed to Australia to provide support for training and exercising.
  - Aircraft could potentially include: rotary wing and/or tilt-rotor aircraft (such as transport helicopters like the CH-53 or the MV-22 Osprey); tankers or transport aircraft (such as the KC-130 Hercules); and fighter jets (such as the F/A-18/AV-8B).
- The US Marine Corps could leave some equipment in Australia from one rotation to the next, to alleviate quarantine and biosecurity concerns.
- Equipment deployed to Australia could be stored on Defence premises, in commercial premises, or a combination of both.
- Maintenance and support for US equipment could be provided by the US Marine Corps, by industry, or a combination of both.

### Training and exercising

- The rotational force would conduct training in ADF training areas and ranges in the Northern Territory.
- The strictest environmental standards will be observed during these activities.
  - Environmental risk reduction is inherent to all stages of the planning, management, and conduct of military activities, including any activities associated with this enhanced Australia-US practical defence cooperation.

- The US Marines will comply with Australia's policy and existing practice regarding cluster munitions, depleted uranium, and nuclear weapons.
- The rotational force could also spend time working with other countries in the region.

### Decision Making Processes

- All of these matters are subject to advised Australian Government decisions.

### Legal Arrangements

- US Defense Force personnel in Australia are governed by a Status of Forces Agreement that makes US personnel in Australia subject to both Australian law and US military law.
- The Status of Forces Agreement grants Australia exclusive jurisdiction for alleged offences against Australian laws but not US law; and exclusive jurisdiction to US military authorities for alleged offences against US law but not Australian law.
- Where an offence is punishable by the laws of both Australia and the US, the Status of Forces Agreement and the Defence (Visiting Forces) Act 1963 provide a mechanism for determining which country has the primary right to exercise jurisdiction.

### Assumptions for the purposes of this assessment

For the purposes of this assessment, we have assumed that a rotation of 1,100 US Marines in 2014 would be accommodated at Robertson Barracks, that any rotary wing or tilt-rotor aircraft accompanying the rotation would operate from RAAF Base Darwin, and that any fighter aircraft accompanying the rotation would operate from RAAF Base Tindal. We have assumed that no additional infrastructure is required to support a rotation of 1,100 Marines in 2014, and have assumed that garrison and logistics support will generally be provided through extant Defence services and contracts.

## 1.2 Strategic background

Australia currently faces a set of significant economic, strategic and security changes in our region including:

- The ongoing strategic shift to our region, the Asia Pacific and the Indian Ocean Rim, particularly the shift of economic weight to our region;
- The United States' re-balance to the Asia Pacific and Australia's enhanced practical cooperation with the US pursuant to our Alliance relationship;
- The ADF's operational drawdown from Afghanistan, East Timor and Solomon Islands; and
- Australia's own recent Force Posture Review – the first in a quarter of a century.

### 1.2.1 2009 Defence White Paper

The May 2009 White Paper underlined that Australia's most basic strategic interest remained the defence of Australia against direct armed attack, including armed attacks by other states and, in the modern world, by non-state actors.<sup>1</sup>

<sup>1</sup> <http://www.defence.gov.au/whitepaper/>

As a consequence, the 2009 White Paper identified the following priority tasks for the ADF:

- The principal task for the ADF is to deter and defeat armed attacks on Australia by conducting independent military operations without relying on the combat or combat support forces of other countries.
- The second priority task for the ADF is to contribute to stability and security in the South Pacific and East Timor. This involves conducting military operations, with others as required, including in relation to protecting Australian nationals, providing disaster relief and humanitarian assistance and, on occasion, stabilisation intervention.
- The next most important priority task for the ADF is to contribute to military contingencies in the Asia-Pacific region, including in relation to assisting our South-East Asian partners to meet external challenges, and to meet our Alliance obligations to the United States.
- Finally, the 2009 White Paper stated that the ADF has to be prepared, where our national interest aligns and where we have the capacity to do so, to contribute to military contingencies in the rest of the world, in support of efforts by the international community to uphold global security and a rules-based international order.

Accordingly, the 2009 Defence White Paper outlined an ambitious program of capability enhancements for the ADF, with a number of core capabilities, including twelve future submarines, three Air Warfare Destroyers (AWDs), two Landing Helicopter Dock amphibious ships (LHDs) and the Joint Strike Fighter. The Government has also commissioned a new Defence White Paper, to be delivered in the first half of 2013.

### 1.2.2 Australian strategic interaction with regional powers<sup>2</sup>

Economic growth has underpinned military modernisation and military capability growth across our region. The Indo-Pacific will be home to three of the world's superpowers – the United States, China and India – and is home to four of the world's largest militaries – the United States, Russia, China, and North Korea. The Indo-Pacific is also home to the world's largest navies, including the navies of the United States, China, India and Russia.

Accordingly, there has been a shift in focus by the US from the Middle East to the Indian and Pacific Oceans. In this context, in November 2011, the Prime Minister and President Obama announced during the President's visit to Australia new force posture initiatives that significantly enhance practical defence cooperation between Australia and the US. The first component of this new force posture was the first rotation of around 200 US Marine Corps personnel who arrived in Darwin in 2012. Australia and the US have also agreed to closer cooperation between the Royal Australian Air Force and the US Air Force that will result in increased rotations of US aircraft through northern Australia. Down the track, it is also proposed to examine the possibility of additional naval cooperation, including at HMAS Stirling and other locations.

These initiatives should also provide tangible benefits by increasing the number, variety and complexity of training opportunities for the ADF. They will further develop ADF

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<sup>2</sup> The information in this section is based on Smith (2012).

interoperability with US forces and help the ADF develop its ship to shore capability, which will be important as the LHDs come on line.

Australia is also seeking to enhance cooperation with our partners in the region. For example, Australia and Indonesia continue to plan a regional humanitarian assistance and disaster relief exercise in 2013 to which other East Asia Summit<sup>3</sup> countries, including the United States, would be invited.

Australia also continues to strengthen defence ties to China. In 2011, the ADF undertook with the People's Liberation Army (PLA) a bilateral humanitarian assistance and disaster relief exercise in Sichuan Province, a demonstration of deepening practical cooperation. Also, every year, the Secretary of the Australian Department of Defence and the Chief of the Defence Force hold a Defence Strategic Dialogue with the Chief of the General Staff of the PLA.

In 2009, Australia and India signed a Joint Declaration on Security Cooperation, and in 2011 the Australian and Indian Defence Ministers agreed to boost cooperation on maritime security. Australian and Indian navies will join together in multilateral maritime exercises and conduct Passage Exercises.

### 1.2.3 ADF Force Posture

The ADF's geographic positioning in response to strategic challenges is a critical part of Defence planning, and in May 2012, the Government released the final report of the Australian Defence Force Posture Review.<sup>4</sup>

The last major review of ADF geographic positioning in 1986 began a rebalancing towards Australia's North and West. This resulted in the establishment of some of our so-called bare bases, RAAF Learmonth and RAAF Curtin in Western Australia and RAAF Scherger in Queensland. It also saw the move of some fleet assets and submarines to HMAS Stirling in Western Australia.

The 2012 Force Posture Review found risks relating to the capacity of ADF bases and facilities to support capabilities in Australia's North and West, and in the ability to sustain high tempo operations in northern and western Australia, in our northern and western approaches and in our immediate neighbourhood, let alone South-East Asia and the wider Asia-Pacific region.

The Review concluded that Australia needs a force posture that can better support operations in our northern and western approaches, as well as operations with our partners in the wider Asia Pacific region and the Indian Ocean Rim.

The Review found that Navy's future capability and sustainment requirements pose the greatest challenges for force posture and basing. While permanent Navy bases in the North are not recommended as operationally necessary, the Review recommends investment to enhance Broome, Cairns and Darwin as naval bases should be considered. The Review

<sup>3</sup> East Asia Summit members: Australia, Brunei, Cambodia, China, India, Indonesia, Japan, Laos, Malaysia, Myanmar, New Zealand, Philippines, Russia, Singapore, South Korea, Thailand, United States and Vietnam

<sup>4</sup> <http://www.defence.gov.au/oscdf/adf-posture-review/>

highlights the potential for greater wharf capacity and support facilities at HMAS Stirling to support major surface combatant capability and operations. This expansion would provide facilities to homeport the Future Frigate, forward deploy AWDs and support visits by US Navy vessels.

The Review found that while our Air Force bases are well-located, many lack the capacity to fully support new platforms, and some in Northern Australia face significant logistical constraints. It recommended that bases at Edinburgh, Learmonth, Pearce, Tindal and Townsville be upgraded to enable unrestricted operations by KC-30 air to air refuelling aircraft and P-8 maritime surveillance aircraft. It also recommended that Curtin, Learmonth, Tindal and Townsville be upgraded, to support future combat aircraft operations. The Government will respond to these findings through the next commissioned Defence White Paper, to be delivered in the first half of 2013.

## 1.3 Methodology

### 1.3.1 Desktop research

A literature search was conducted to identify parameters from social impact studies of large infrastructure projects in Australia, and US military bases overseas (given there are no US military bases in Australia). Background demographic data was also obtained from the Australian Bureau of Statistics (ABS), the Australian Institute of Health and Welfare (AIHW), the Australian Institute of Criminology (AIC) and other domestic sources.

### 1.3.2 Telephone survey

Much of the data gathered for this exercise is primary (new) rather than secondary (existing). The Social Research Centre (SRC) was engaged to conduct a stratified random telephone survey of 500 Northern Territory residents living either around Darwin or near areas where the Marines will conduct exercises.

A randomly selected sample of 500 people in the affected areas of Northern Australia (coded by geographic postcode to where the US Marines rotation is likely to occur) is more than sufficient to provide a robust indication of the population's attitudes and expectations of the US Marines.

- The National Statistical Service (Australian Bureau of Statistics) estimates that for a population size of 231,331 (latest population estimate in the Northern Territory) and to ensure a 95% level of confidence, 384 response are required.<sup>5</sup>

The survey questions were developed iteratively by Deloitte Access Economics with input from the Social Research Centre. Before the fielding of the survey the Social Research Centre conducted a pilot survey to identify any issues with the interpretation or flow of the survey. This was then reviewed and incorporated before the actual survey was fielded over late January and early February 2013. On completion of the actual survey, due to additional comments made by survey respondents a new code frame was developed which incorporated feedback, ensuring all views were accounted for. A debrief with the survey team was also held on completion to ensure that no misinterpretation of results occurred.

<sup>5</sup> <http://www.nss.gov.au/nss/home.nsf/pages/Sample+size+calculator>

In order to attain 500 responses, the SRC had to place 11,597 phone calls. This relatively low response rate was, in part, indicative of a general apathy in the Marine rotations across the Territory. Other avenues for public input - public consultations, online survey, and submissions - also had low response rates. Telephone survey questions are provided in Appendix B and responses in Appendix C.

### 1.3.3 Public consultations

Deloitte Access Economics held two public consultations on 4 February 2013, one at lunch time in Darwin's central business district to allow attendance by office workers, and one in the evening in the suburbs for those who might find it difficult to get to the first public forum.

- Monday 4 February, 12:30 to 1:30, Deloitte Office, 24 Mitchell Street, Darwin City
- Monday 4 February, 7:30 to 8:30, Charles Darwin University, Casuarina

The meetings were advertised in the community section of the NT News for a few weeks beforehand, and in quarter page advertisements on the preceding Wednesday and Saturday. The NT News also ran a story on the assessments on Sunday 3 February, including details of the public forums and other consultation opportunities. (Territory officials advised that the NT News has a considerably higher readership rate than most other capital city newspapers). The Minister for Defence and the Minister for Defence Science and Personnel also issued a joint media release on the day of the consultations.<sup>6</sup>

While attendance rates were low, around 30 for the lunchtime session and half that in the evening, those who did attend were for the most part quite passionate about Marines in particular, and increased engagement with the US military in general.

### 1.3.4 Other consultations

Deloitte Access Economics also held a number of meetings with agencies, organisations and interest groups in Darwin and in Canberra. A consultation schedule is provided in Appendix H.

### 1.3.5 Politicians

- The Hon Peter Chandler, MLA Northern Territory, Minister for Business, Minister for Trade, Minister for Economic Development
- The Hon Warren Snowdon, MP, Member for Lingiari, Federal Minister for Veteran's Affairs, Minister for Defence Science and Personnel, Minister for Indigenous Health
- Senator Scott Ludlam, Senator for Western Australia (Australian Greens)
- Senator Trish Crossin, Senator for the Northern Territory (Australian Labor Party)

### 1.3.6 Local government

- The Mayor of Darwin
- The Mayor of Palmerston

<sup>6</sup> <http://www.minister.defence.gov.au/2013/02/04/minister-for-defence-and-minister-for-defence-science-and-personnel-joint-media-release-public-consultations-in-darwin-on-the-rotational-deployment-of-us-marines/>



- The Litchfield Council
- Representatives from the Victoria Daly Shire Council

### 1.3.7 Australian Government Departments<sup>7</sup>

- The Treasury
- Department of Families, Housing, Community Services and Indigenous Affairs
- Department of Education, Employment and Workplace Relations
- Department of the Prime Minister and Cabinet
- Department of Finance and Deregulation
- Department of Foreign Affairs and Trade
- Attorney-General's Department
- Department of Agriculture, Fisheries and Forestry
- Australian Customs and Border Protection Service
- Department of Regional Australia, Local Government, Arts and Sport

### 1.3.8 Northern Territory Government Departments

- Department of the Chief Minister
- Department of the Treasury and Finance
- Department of Business
- Tourism NT
- Department of Health
- Department of the Attorney General and Justice
- Northern Territory Police, Fire and Emergency Services

### 1.3.9 Private Industry

- NT Chamber of Commerce
- Australian Industry and Defence Network NT
- Australian Hotels Association NT
- Palmerston Regional Business Association
- Industry Capability Network NT
- Regional Development Australia NT
- Motor Trades Association NT

### 1.3.10 Other organisations

- Regional Development Australia NT
- Northern Land Council
- Environment Centre NT
- Northern Territory Council of Social Services

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<sup>7</sup> Most stakeholders were engaged in person, with some engaged via telephone

- Sexual Assault Network Darwin<sup>8</sup>
- Base Watch
- Australian Strategic Policy Institute

### 1.3.11 Online survey

The advertising for the public consultations also contained links to an online survey, which ran from 22 January to 10 February. The online survey essentially asked the same questions as the telephone survey, but gave room for free text comment. While the online survey was both non-random, and too small to be statistically significant - there were only 58 responses - it did afford members of the public a chance to have their say. As the numerical results tended to follow the phone survey, but without inference validity, they are generally not reported in the main body of this report, although salient comments are. The survey gave users the option of responding as individuals or organisations, but all responses were from individuals. Free text responses from the online survey are provided at Appendix D, questions at Appendix E, and numeric responses at Appendix F.

### 1.3.12 Submissions

The advertising for the public consultations also contained details of an email address where interested persons or groups could send in submissions. Half a dozen emails from individuals were received, mostly only one or two paragraphs, and (unlike the public consultation attendance) mostly in favour of the Marine rotations. Submissions are outlined at Appendix G.

## 1.4 Analysis

Qualitative and quantitative information from all the above sources were triangulated to obtain impact estimates in each of the following domains.

- Population, demographic and sense of community impacts (Chapter 2)
- Indigenous culture (Chapter 3)
- Access to housing and other affordability impacts (Chapter 4)
- Employment, training and business (Chapter 5)
- Access to education and other public services, including traffic congestion (Chapter 6)
- Community health and safety, including vehicle accidents and the impacts of legal arrangements (Chapter 7)
- Access to health and community facilities and services (Chapter 8)
- Noise and other environmental impacts (Chapter 9)
- National security (Chapter 10).

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<sup>8</sup> Representatives present were from the Ruby Gaea Centre Against Rape and Dawn House.

## 1.5 Impact of first rotation of Marines

On 4 October 2012, Defence released assessments of the social and economic impacts associated with initial rotations of 200-250 US Marines in 2012 and 2013 (Noetic 2012a, Noetic 2012b). These assessments found that the social impacts of these initial rotations would be mostly be minimal or even negligible, with the exception of sexual assault, where there was a moderate risk. While Noetic considered that the likelihood of a sexual assault was unlikely (event expected to occur once every ten years), the consequences would be major – this resulted in a Moderate risk.

The assessment also found that the US Marines were expected to inject approximately \$1.8 million of expenditure into the local economy in 2012, increasing to \$2.3 million in 2013. A further finding was a moderate risk that unrealistically high expectations may exist regarding the economic impact of the initial rotation.

The vast majority of telephone survey respondents (86%) were aware of the first rotation of Marines, but for an almost equal number (80%) the presence of the Marines had no noticeable effects.

As one online survey respondent put it: “The Marines came to Australia, did some training and went home. Good on them, but the world kept on turning.”

## 2 Population and community issues

### 2.1 Demography

The stand-out feature of Darwin's demography is its relative preponderance of young men. Indeed this is such a feature that the last ABS press release on the demography of all Australian regions was headed: "Darwin the top place for young blokes".<sup>9</sup>

The ABS publication *Population by Age and Sex, Regions of Australia 2011*, stated that Darwin is Australia's youngest capital city (median age 33, compared with Adelaide at 39 years). Darwin also has the highest proportion of males, with 109 males for every 100 females – in every other capital, there was a 3% or less difference between the male and female populations. Proportionally, there are more than 25% more young men (ages 20 to 34) in the Darwin population than in the population of Australia as a whole.<sup>10</sup>

While the exact age composition of the Marine rotation cannot yet be known, if the units that arrive in Darwin have the same average composition as the entire Marine Corps, then 93% would be male, 21% would be under 21 years old, 41% between 21 and 25 years of age, and 38% would be aged 26 or older (Table 2.1).

**Table 2.1: Estimated age and gender composition of 1,100 Marines**

Age	Males	Female	Total
18-20	215	16	231
21-25	420	31	451
26-29	338	25	363
30 plus	51	4	55
<b>Total</b>	<b>1,025</b>	<b>75</b>	<b>1,100</b>

Note: on average, enlisted personnel have served 5 years, and officers 10 years. Officers are around 10% of the Corp. Of the 38% older than 25, all but the most experienced officers are assumed to be under 30.

Source: US Marine Corps [http://www.usmc-mccs.org/display\\_files/DemographicsBookletJune2012.pdf](http://www.usmc-mccs.org/display_files/DemographicsBookletJune2012.pdf)

On the face of it, adding over a thousand extra young males into a small city (2012 population 129,000) that is already oversupplied with young males could be expected to potentially exacerbate existing demographic issues; however, there is in fact little change – with less than 0.5% increases in the share of male age groups aged 15-19 through 25-29 and smaller decreases in other males age group shares (Table 2.2). There are no estimated changes to the female population distribution of the NT from the rotation.

<sup>9</sup>

<http://www.abs.gov.au/AUSSTATS/abs@.nsf/mediareleasesbyReleaseDate/72D4A8F0C7957E85CA257A6A0012F5A0?OpenDocument>

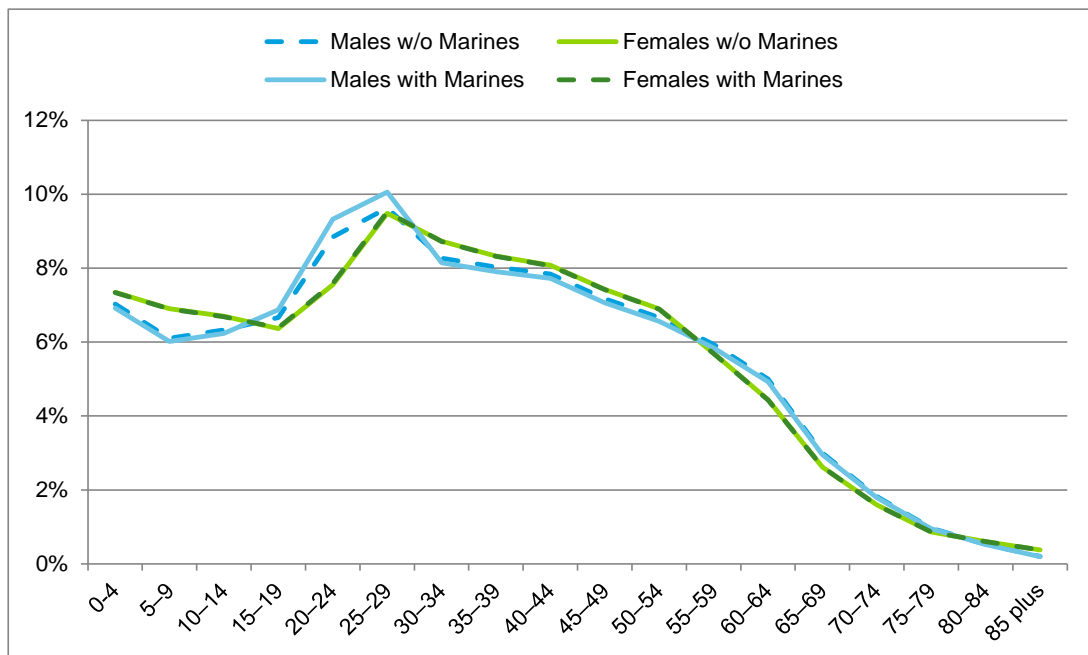
<sup>10</sup> Males aged 20 to 34 account for 10.9% of the national population, but 13.8% of the NT population.

**Table 2.2: Greater Darwin population by age and gender, with and without US Marines**

Age	Males w/o Marines	Females w/o Marines	Males with Marines	Females with Marines
0-4	7.0%	7.3%	6.9%	7.3%
5-9	6.1%	6.9%	6.0%	6.9%
10-14	6.3%	6.7%	6.2%	6.7%
<b>15-19</b>	<b>6.7%</b>	6.4%	<b>6.9%</b>	6.4%
<b>20-24</b>	<b>8.8%</b>	7.5%	<b>9.3%</b>	7.6%
<b>25-29</b>	<b>9.6%</b>	9.5%	<b>10.0%</b>	9.5%
30-34	8.3%	8.7%	8.2%	8.7%
35-39	8.0%	8.3%	7.9%	8.3%
40-44	7.8%	8.1%	7.7%	8.1%
45-49	7.2%	7.4%	7.1%	7.4%
50-54	6.7%	6.9%	6.6%	6.9%
55-59	5.9%	5.7%	5.8%	5.7%
60-64	5.0%	4.4%	4.9%	4.4%
65-69	3.0%	2.6%	3.0%	2.6%
70-74	1.8%	1.6%	1.8%	1.6%
75-79	1.0%	0.9%	1.0%	0.9%
80-84	0.5%	0.6%	0.5%	0.6%
85 plus	0.2%	0.4%	0.2%	0.4%
Total	100.0%	100.0%	100.0%	100.0%

Source: ABS, US Marine Corps

**Chart 2.1: Greater Darwin population by age and gender, with and without US Marines**



Source: ABS, US Marine Corps

However, consultation participants did not generally believe that the Marine Corps rotation would exacerbate existing demographic issues. Most people expressed the view that Darwin was a cosmopolitan, vibrant city that was well able to cope not just with influxes of young men, but all sorts of demographic groups. For example, each year, the Territory receives around 300,000 tourists, almost all during the dry season.<sup>11</sup> To cope with these numbers, the local economy relies on an influx of tens of thousands of backpackers with working holiday visas during the dry season.<sup>12</sup> Similarly, thousands of construction workers, mine workers, and attendant support personnel such as cleaners, come and go with major projects. With Defence being one of the largest employers in the Territory, the regular transfer of personnel across the nation also adds to the constantly changing nature of Darwin’s population. Indeed, Darwin has the highest population turnover of any major city: the 2006 census recorded that 46% of the population had changed in the five years since the previous census.<sup>13</sup>

- According to a survey conducted in 2012 by Auspoll for the Property Council of Australia, 70% of Darwin residents thought that “there is a diverse range of people who get along well”.<sup>14</sup> This was the highest score for this category among all the capital cities surveyed.

Of course, this is not to say that there are no demographic problems. For example, rents are very expensive (see Chapter 4), there is a large homeless population, and alcohol

<sup>11</sup> [http://www.tourismnt.com.au/Portals/3/docs/research/International\\_YE%20Jun%2012.pdf](http://www.tourismnt.com.au/Portals/3/docs/research/International_YE%20Jun%2012.pdf)

<sup>12</sup> [http://www.tourismnt.com.au/Portals/3/docs/research/backpacker\\_tourism\\_Jan08.pdf](http://www.tourismnt.com.au/Portals/3/docs/research/backpacker_tourism_Jan08.pdf)

<sup>13</sup> <http://www.abs.gov.au/ausstats/abs@.nsf/Latestproducts/1380.0.55.005Media%20Release12006?opendocument&tabname=Summary&prodno=1380.0.55.005&issue=2006&num=&view=>

<sup>14</sup> <https://www.propertyoz.com.au/library/My%20City%2012%20Darwin.pdf>

consumption<sup>15</sup> and truancy are very high<sup>16</sup>. But the presence of the Marines is unlikely to exacerbate these problems (since, for example, Marines will live on base, and a considerable number will not be allowed to drink alcohol).

## 2.2 Sense of community

Most Territory and local government officials considered that the 2012 rotation of Marines had “earned their social licence”. Among the community activities the Marines had engaged in were Battle of Darwin commemorations, engagements with the CLONTARF Foundation, a visit to the Darwin military museum, ANZAC Day commemorations, Battle of the Coral Sea commemorations, a blood drive and meals on wheels with the Red Cross, engagements with the Moulden Primary School, backyard blitz activities with the CLONTARF Foundation and the St Vincent De Paul Society, attendance at an AFL game Independence Day observance, Vietnam Veteran’s Day commemorations, engagement with the Ben Franklin Club, and a 5km Fun Run fundraiser with the Red Cross.

- The Chief Minister’s Department noted that with the 2014 rotation being four times the size of the 2012 rotation, there will clearly be far more opportunities for interaction with the general public.

This ability to cope with influxes is reflected by phone survey participants. On average, they were fairly happy with the “overall sense of community in your area”, giving it a rating of 3.2 (where 1 was very low, and 5 very high). Importantly, they did not expect this to be any different with an extra thousand Marines added to the mix, with the rating still 3.2.<sup>17</sup>

- On average, respondents expected a very small increase in social cohesion. On a scale where -1 represented a decrease in social cohesion, 0 represented no change, and 1 represented an increase, the average response was 0.06.
- Of those who thought the sense of community would change (11% of respondents), around a third (3.8%) considered the sense of community would increase because the Marines will be actively involved in the community.
- One online survey respondent put it “Marines were exceptionally polite, and eager to learn about our country and to explain about theirs.”
- Conversely, one phone respondent thought the sense of community would decrease because the locals would feel unhappy or uncomfortable about the presence of Marines.

Given the way Darwin is able to cope well with high population turnover and many diverse people groups, on available evidence, there do not appear to be any substantial risks to community cohesion from the Marine rotations.

<sup>15</sup> According to the South Australian Centre for Economic Studies (2009), if the Northern Territory were a country it would have the world’s second highest level of alcohol consumption (after Luxembourg).

<sup>16</sup> Indigenous attendance in remote areas was only 57% in Term 4 of 2012, <http://www.education.nt.gov.au/students/at-school/enrolment-attendance/enrolment-attendance-statistics>.

<sup>17</sup> At a two digit level, the sense of community falls from 3.24 to 3.21, which is not statistically significant.

### 3 Indigenous culture

The ABS estimated from the 2006 Census that almost one in three people in the Northern Territory (32%) was estimated to be of Indigenous origin.<sup>18</sup> By way of comparison, Victoria had only 0.6% of its population of Indigenous origin. Thus, any potential impacts the Marines might have on Indigenous people, land and culture will be very important in the Territory.

No one in any of the consultations that Deloitte Access Economics conducted suggested there would be any negative impacts on Indigenous people, culture or lands from the Marines' presence.

- The Northern Land Council expressed no concerns about Marine interactions with Indigenous groups – although they did stress it would be very important to obtain permission to use or cross Indigenous lands.
- Even Base Watch members, who are adamantly opposed to the Marines' presence, agreed that they would expect the Marines to be courteous and respectful to Indigenous people.
- During the 2012 rotation, the Marines also became involved with the Clontarf Foundation, an organisation established to improve the self-esteem, life skills and employment prospects of young Indigenous men.<sup>19</sup>

The ADF has in place an Indigenous Land Use Agreement with the Traditional Owners for the use of the Bradshaw Field Training Area, with which the Marines will fully comply.

- The previous Marine Corps Pacific Commander, Lt General Duane Theissen, met with the elders of Timber Creek (which includes the Bradshaw Field Training Area) in March 2012 to discuss the Marine Corps rotations in northern Australia.<sup>20</sup>

It is possible that the Marine rotations may have a small net benefit for Indigenous people.

- The Marines will probably engage in joint training and exercises with NORFORCE, a renowned Indigenous infantry regiment that undertakes surveillance in remote areas of northern Australia.<sup>21</sup> Participants noted that NORFORCE serves as an inspiration for Indigenous young people, and having Marines interacting with NORFORCE could help engender increased acceptance for the Marines within indigenous communities.
- The Northern Land Council noted the opportunity for Marines to interact with Ranger Groups,<sup>22</sup> providing both cross-cultural opportunities and knowledge exchange. This could also provide benefits to the community.

<sup>18</sup><http://www.abs.gov.au/ausstats/abs@.nsf/b06660592430724fca2568b5007b8619/14e7a4a075d53a6cca2569450007e46c1OpenDocument>

<sup>19</sup> <http://www.clontarf.org.au/>, <http://www.crikey.com.au/2012/11/09/all-the-way-with-the-usa-how-darwin-received-its-us-troops/>

<sup>20</sup><http://www.army.gov.au/Our-work/News-and-media/News-and-media-March-2012/Commanders-visit-Timber-Creek>

<sup>21</sup><http://www.army.gov.au/Who-we-are/Divisions-and-Brigades/Forces-Command/6th-Brigade/North-West-Mobile-Force>

<sup>22</sup> <http://www.nlc.org.au/articles/info/ranger-programs1/>



- While the ADF tends not to use the Bradshaw Field Training Area frequently or for long periods, due to its remoteness, it does employ Indigenous people from Timber Creek as land maintenance contractors.<sup>23</sup> If this and future Marine rotations leads to increased usage of the Bradshaw Field Training Area, it is possible the demand for such work could increase.
- The Victoria Daly Shire Council suggested that if the Marines wanted to undertake some engineering work, a solution for Timber Creek primary school students to cross the local highway would be very useful.
- When mine or housing workers spend lengthy amounts of time on or near Indigenous land, commercial arrangements are often negotiated for recreational use of camping or fishing areas. The Northern Land Council noted that similar arrangements could be developed if/when the Marines exercise at the Bradshaw Field Training Area.

Phone survey respondents considered the Indigenous community currently receives a reasonable “level of understanding and respect” from the non-Indigenous community in the NT. On a scale where 1 equals “none” and 5 equals “excellent”, the average rating was 2.6.

Importantly, respondents expected understanding and respect to increase when the Marines were present, with an expected rating of 2.8. This represents a relative increase of 7.5%, which is significant.

Online survey responses covered a range of views:

- I have found that overseas visitors are MORE respectful of Indigenous culture than locals.
- Politically sensitive issue; yanks want to use Indigenous land therefore they will be overly accommodating.
- Who cares?

On the available evidence, there do not appear to be any substantial risks of negative impacts on Indigenous people, land or culture from the Marine rotation. It is possible that there could be small net benefits.

<sup>23</sup> As Bradshaw Training Area is around the same size as the State of Connecticut, it requires a large amount of verge slashing, erosion works, landscaping, and road and fence maintenance. <http://www.nlc.org.au/media-releases/article/timber-creek-company-providing-real-jobs>

## 4 Income and affordability

### 4.1 Housing affordability

Partly because of the influx of construction workers for major projects such as the INPEX gas plant, Darwin has the highest rental prices in the nation – with Australian Property Monitors recording the median house as renting for \$700 per week in 2012. By comparison in the next most expensive market, Sydney, the median price was \$520 per week. A unit in Darwin costs more to rent than a house does in Sydney.<sup>24</sup>

Consequently, there was concern among Territory officials about the possible effects of Marine rotations on rental prices. Similarly, there were comments in the online survey such as “Living costs especially that for rental accommodation may go up. Indirect effect of possibly pushing ADF from bases into finding community accommodation.”

However, on the basis that all the Marines would be hosted within Defence facilities – and that there was no intent to displace ADF personnel into the community to make room for Marines – officials and other participants accepted that impacts would be minimal.

- Concern was also expressed that the Marines would be arriving at the same time as some 1,500 ADF troops would be returning from Afghanistan to various bases across Australia. However, single service members returning to Darwin would mostly live on base. Similarly, most of the married ADF service members who would be living in the community would simply be returning to the houses their families were already living in. Also, the Defence Housing Authority is currently building additional housing in Palmerston, presumably at least in part to cope with anticipated future demand.
- There may be a small number of Marine personnel staying in Darwin on a continuous basis in command and control, liaison, maintenance and support roles. Assuming these personnel would also stay in Defence facilities, officials accepted that this would not have any appreciable impact on the rental market.
- It is possible that in the long term, the presence of Marines may slightly improve housing affordability. DHA housing developments make a certain percentage of their houses available for social housing. Thus, if Marine rotations were to lead, directly or indirectly, to additional DHA housing, this may lead to some additional low cost housing becoming available for disadvantaged members of the community.
- A number of participants felt that there could be more community engagement if the Marines were to live off barracks, but the general consensus was that the negative impact on the rental market would outweigh such benefits.

The presence of the Marines is unlikely to have any adverse impact on the Darwin housing market. The vast majority of phone survey respondents shared this opinion, with 82% saying the Marines would not make it more difficult to obtain affordable housing.

<sup>24</sup> <http://www.abc.net.au/news/2012-10-11/apm-housing-rental-report-darwin-most-expensive/4307428>

## 4.2 Cost of living

Sometimes, large infrastructure projects can result in an influx of relatively high paid workers into an area, which can drive up the prices of goods and services. And the Northern Territory has been experiencing a large increase in the numbers of construction and mining workers – who are among the highest paid workers of all Australian industry sectors<sup>25</sup>.

An increase in the cost of living relative to households whose income levels do not increase at the same rate, can result in lower levels of affordability or at worst, people having to leave the area and relocate to a more affordable location.

A faster rate of income growth of high wage earners compared to low wage earners can also increase the gap between these two groups of the community. This has the potential to create a social divide between people who earn high wages working in the mining and construction industries, and those in other industries.

However, this is unlikely to happen with Marine rotations in Darwin. The ABS reports that in 2010, the average income in Darwin was \$53,055 per year.<sup>26</sup> While the average income of the Marines will vary from unit to unit (depending on age and rank mix), based on information in Noetic (2012a) the average income of the first rotation of Marines was \$AUD 33,000 per person (including allowances).

- Indeed, in the long run, by lowering average incomes, the presence of the Marines is unlikely to place upward pressure on real prices for goods and services.

There is virtually no risk of the Marines exacerbating the Darwin rental market conditions, nor of the presence of 1,100 Marines for six months causing any discernible reduction in the affordability of goods and services.

<sup>25</sup> <http://www.abs.gov.au/ausstats/abs@.nsf/mf/6306.0>

<sup>26</sup> <http://www.abs.gov.au/AUSSTATS/abs@.nsf/allprimarymainfeatures/FB2AF09A6FD45227CA25783F000ECEE8?opendocument>

## 5 Employment, training and business

During consultations, business groups thought that a one-off presence of 1,100 Marines for six months would be unlikely to have a substantial enough impact on business to result in increased permanent employment. However as part of a process that might result in a 50% increase in Darwin’s military personnel during dry seasons<sup>27</sup>, businesses were confident about ongoing prospects. Indeed, while most defence related firms in Darwin are small, in conjunction with the increased northern focus of Australia’s defence posture, participants considered the Marines could help attract larger defence businesses to the Top End, with attendant increases in local employment.

The first rotation of Marines did engage with local businesses, although perhaps not to the extent businesses had hoped.

- The Australian Industry and Defence Network noted that the first rotation of Marines had entered into contractual arrangements with at least three businesses, mostly for transport services.

Noetic (2012a) had warned “that unrealistic expectations exist regarding the economic impact of this initial rotational presence which, when not realised, may diminish support for the initiative”. However, businesses appear to have gotten over their initial disappointment that it was not “going to be like one continuous six month long ship visit” (as one participant put it).

The Marines will bring a considerable increase in demand for services such as messing and cleaning at Robertson Barracks. Defence is currently negotiating new garrison support contracts, and included surge capacity and supplementary Marine Corps capability will cover likely Marine requirements.

Business hopes there might be relatively more equipment repair and maintenance work from the Marines than from the ADF. They complained that at present, nearly all of this work is sent south or east to Defence logistics support contractors.<sup>28</sup> While the Marines will still need to send specialist equipment back overseas, businesses were confident that opportunities would arise for local firms to undertake routine servicing. Because the Marines would be present for a relatively short duration, business considered that rapid turnaround of repairs would be relatively more important than it is for the ADF.

Business also saw opportunities from the fact that the Marines will leave most of their vehicles in Australia, rather than having to take them repeatedly through quarantine. While some more sensitive equipment may need to be stored “behind the wire” (on base), there may be opportunities for less sensitive equipment to be warehoused in local commercial facilities.

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<sup>27</sup> Even the ADF moves a lot of its troops out of Darwin during the wet season.

<sup>28</sup> Sometimes equipment from Darwin is sent to Adelaide for repair authorization, back to Darwin businesses for repair, back to Adelaide for final inspection, and then finally back to Robertson.

Conversely, the Chief Minister's Department noted that there will be considerable employment demands over 2014-2016, with the INPEX gas processing plant requiring up to 3,000 construction workers.<sup>29</sup> Officials noted that during similar major infrastructure projects, it was very difficult for people in Darwin to access electricians or plumbers; people might have to wait six weeks to get a car serviced, and hotels could not employ enough cleaners. Thus, capacity constraints may limit the economic opportunities afforded by the Marines. However, officials also noted that, were the Marines to upscale to rotations of 2,500 in 2017, just as INPEX construction was winding down, that could be very helpful for absorbing excess capacity.

There could also be some opportunities from upgrading existing accommodation or developing new accommodation for the Marines. There are a number of firms in Darwin which make demountables suitable for local conditions (high winds, temperatures and humidity). Local Darwin-based companies are being engaged in building 686 units for single service members at Robertson Barracks by 2014.<sup>30</sup>

It is also possible there may be some work generated from upgrading facilities at Defence training areas, including the Bradshaw Field Training Area. Because the Bradshaw Field Training Area has not featured prominently is ADF training due to its remote location, infrastructure development there has been limited (for example in terms of ranging, communications, targeting, instrumentation and meteorological systems) when compared to standard Marine training facilities.

Given the Marines are unlikely to have opportunities for liberty (leave) other than on weekends, their expected impact on tourism will be limited. Online respondents noted:

- Maybe some minor increase in American tourists but overall doubt that it'll do much either way for the economy
- Their presence, even if not spending (per se) tourist dollars, does add a positive feel, making people want to spend more time out and about.

The vast majority of phone survey participants (89%) considered that the presence of the Marines would benefit the local economy. Typical online responses were:

- great chance for Darwin to make some money
- bring in more of them, as they inject money into the economy.

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<sup>29</sup> <http://www.inpex.com.au/projects/ichthys-project/project-overview.aspx>

<sup>30</sup> [www.aphref.aph.gov.au\\_senate\\_committee\\_fadt\\_ctte\\_estimates\\_add\\_1112\\_qons\\_answers\\_defence\\_qons-combined.pdf](http://www.aphref.aph.gov.au_senate_committee_fadt_ctte_estimates_add_1112_qons_answers_defence_qons-combined.pdf)

As the 1,100 Marines will only be in the Territory during the dry season, they are unlikely to lead to the creation of many permanent new positions. However, business groups expected there could be considerable short term business demand generated during the dry season. There could also be employment opportunities for local industry to support and maintain Marine Corps equipment in the wet season if the Marines leave sufficient equipment behind.<sup>31</sup>

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<sup>31</sup> Formal modelling of economic impacts is conducted in the accompanying economic impact report (Deloitte Access Economics, 2013). The predicted outcomes of that exercise are broadly consistent with business participants' expectations here.

## 6 Access to education and other services

### 6.1 Education

The Marines will not be living in the community, will not be bringing their families with them (apart from possible short visits), and are mostly too young to have school aged children. The small number of Marines posted to Australia for longer periods of time in command, liaison, support and maintenance roles may be accompanied by family members, but would generate minimal demand on local services.

- It is possible that some Marines might pursue further education while in Darwin, although the Marines run online programs through their own College of Distance Education and Training ([www.tecom.usmc.mil/cdet/](http://www.tecom.usmc.mil/cdet/)).

Accordingly, it is difficult to see how they could have any impact on access to education at all. This was apparent to phone survey respondents, with 93% stating that the presence of US Marines will not make it harder for them or their families to access education services in the NT.

Some survey respondents thought the Marines could make a positive contribution: “Love how they go into local schools to assist and show their presence”.

### 6.2 Other programs and services

Deloitte Access Economics met with representatives of several Northern Territory Government Departments, the Darwin City Council, the Palmerston City Council, the Litchfield Municipality Council (which includes Robertson Barracks where the Marines will be staying) the Victoria Daly Shire Council (which includes the Bradshaw Field Training Area) and Commissioner McRoberts who is in charge of police, fire and emergency services. None expressed any concerns that the Marines would strain local program and service resources.

- In public consultations, one participant who lived in a rural area complained that police took too long to respond to night time incidents because they were always dealing with fights in Mitchell Street, and wondered if this might get worse with 1,100 Marines. However, local government officials were unanimous that police response times were not a significant issue with rate payers.
- Litchfield aldermen noted that Robertson Barracks generates significant use of the council’s roads, but Defence did not pay any rates. They suggested it might be appropriate for Defence to contribute to road maintenance if there were going to be 2,500 extra Marines at Robertson Barracks on a regular basis.

In consultations with Australian Government officials, no one raised any concerns about possible impacts of the Marine rotations on access to Commonwealth programs and services.

Phone survey respondents were equally unconcerned. When asked “How concerned are you that the NT government or local councils will have to redirect resources from current programs to support the Marines?”, the average response was 2.0, on a scale where 1 was “completely unconcerned” and 5 was “very concerned”.

### 6.3 Transport services and congestion

Similarly, when asked “How much more difficult would you expect it to be to access public transport services, including buses and taxis, when the US Marines are present in 2014?” the average answer was 1.6 (on the same scale).

Participants noted that it can be very difficult to get a taxi on Mitchell Street around midnight. However, taxi drivers are reluctant to pick up drunk and possibly violent patrons, and there is a lot of airport activity at this time, which offers sober patrons and larger fares. Territory officials indicated that with the first rotation, the Marines mostly used liberty buses to get back to base. While there was some concern that a midnight curfew for 1,100 the Marines could exacerbate the difficulty obtaining a taxi at midnight, further use of liberty buses to transport Marines would alleviate this concern.

Aside from this particular potential issue, the Marines will not live off base, own cars, or have much liberty, so their scope to contribute to traffic congestion is negligible. They would need to get to and from training areas, and different Defence establishments, but no one raised military traffic as a congestion issue<sup>32</sup>. Moreover, traffic congestion is not a major problem in Darwin. According to a survey conducted by Auspoll for the Property Council of Australia, in 2010, 72% of Darwin residents agreed or strongly agreed that “there is a good road network and minimal traffic congestion” – which gave Darwin the highest score for any capital city.<sup>33</sup>

There is no evidence of any discernible impact on access to education from the Marines rotation, and negligible evidence of impacts on access to other public programs and services. Living on base, not owning cars, and having limited liberty, the Marines are very unlikely to contribute to traffic congestion. Even with larger future rotations, the fact that Darwin has the least traffic congestion of any capital city implies the road network should be well able to cope.

<sup>32</sup> The limited number of Marines here for longer periods would likely have vehicles.

<sup>33</sup> <https://www.propertyoz.com.au/library/My%20City%2012%20Darwin.pdf>



## 7 Community health and safety

While the great majority of survey participants (78%) supported the Marine rotations, as did nearly all officials, there were a small minority who were very opposed. Among this group (mostly members of Base Watch) the three chief concerns were potential sexual assault, the perceived inadequacies of the Status of Forces Agreement (SOFA), which provides the framework for managing the presence of US military personnel in Australia, and air traffic safety. Each of these issues is addressed in this chapter.

- On the whole, Base Watch accepted that the social and economic impacts group of any particular small group of Marines (relative to the overall population of Darwin) would be relatively limited. They were more concerned about the geo-strategic consequences of having any Marines in Australia at all.

### 7.1 Alcohol issues

Marines younger than the US drinking age of 21 years have to comply with military rules that may forbid them to consume alcohol, even in countries with lower drinking ages. Defence advises that Marines who are part of the rotations to northern Australia are only permitted to drink alcohol if they are aged 20 years and over.<sup>34</sup>

- While across the whole Corp, only around 21% of Marines are under the age of 20 (Table 2.1), Marine Forces Pacific appears to have a younger age structure. For example, in Hawaii (where the 2012 rotation came from) 34% of Marines are aged 17 to 21, and in Okinawa (where the permitted drinking age is also 20) 39% of Marines are aged between 17 and 21.<sup>35</sup>

The US Marine Corps has in place a range of policies and procedures which help guide and enforce professional and appropriate conduct both on and off duty, including:

- pre-deployment training on appropriate behaviour;
- leadership at all levels which provides direct guidance and support for personnel; and
- a strict recreational leave or 'liberty' policy, which includes a midnight curfew for most US Marine Corps personnel, and the use of a buddy system during liberty.

Feedback from consultations was uniformly that the previous rotation of Marines adhered to these regulations, and that the 2014 rotation would be expected to also.<sup>36</sup> In fact, there was some disappointment by businesses participants that the Marines were "never seen" in bars, only in supermarkets.

<sup>34</sup><http://www.usmc.mil/maradmins/maradmin2000.nsf/37f49138fc3d9c00852569b9000af6b7/bbd146b2303e4fa7852572c20046aee4?OpenDocument>

<sup>35</sup>[http://www.usmc-mccs.org/display\\_files/DemographicsBookletJune2012.pdf](http://www.usmc-mccs.org/display_files/DemographicsBookletJune2012.pdf),  
[http://www.marinecorpstimes.com/news/2007/05/marine\\_alcohol\\_070511/](http://www.marinecorpstimes.com/news/2007/05/marine_alcohol_070511/)

<sup>36</sup> Participants reported that the first rotation of Marines in Darwin complied with this requirement, although this is not always the case in other countries. [http://usnews.nbcnews.com/\\_news/2012/12/11/15826007-military-cracks-down-on-alcohol-abuse-amid-age-old-bingeing-habit?lite](http://usnews.nbcnews.com/_news/2012/12/11/15826007-military-cracks-down-on-alcohol-abuse-amid-age-old-bingeing-habit?lite)

- Among phone survey respondents, 85% thought there would be no change in safety with the Marines present, 6% thought safety would increase, and 7% thought safety would decrease. Among this latter group 2.0% (10 respondents) indicated they would feel less safe because of concerns about alcohol induced violence.

Given that a percentage of the Marines may not be allowed to consume alcohol due to age, and that the Marines will be on exercises or confined to barracks with limited Liberty, and there is a midnight (“Cinderella”) curfew for most Marines, there is a low risk of alcohol-induced misbehaviour.

## 7.2 Physical assault

In discussions with Territory Police, Marines were nearly always considered to be courteous, respectful and circumspect. However, the police conceded that some altercations were inevitable – including because intoxicated people may seek to start fights with Marines. However, while fights on Mitchell Street in the evenings were commonplace, charges were often not laid.

- NT officials noted that as the construction workforce for the INPEX plant only had Sundays off work, it might be worth considering avoiding Saturday evenings for Marine liberty leave so as to avoid potential for resultant issues.
- The Police Commissioner stated that during his tenure, he could not recall any military personnel being convicted of common assault.
- There was a US Marine charged with assaulting a policeman in 2009, however the case was dismissed.
- Seven phone survey respondents (1.4%) thought safety would decrease because ‘Marines have an entrenched culture of violence / physical intimidation’.

Indeed, it is possible that the Marines might be able to make a small positive contribution. Phone survey participants considered that the level of anti-social behaviour would actually decrease when the Marines arrived. The current average level of anti-social behaviour was 3.3 (where 1 is very low, and 5 is very high) but the expected level with Marines present would fall to 3.2.<sup>37</sup> Online survey participants commented that:

- “Manners and behaviour of Marines very positive, increases safety perceptions due to positive interactions and witnessed behaviours and attitudes.”
- “Very polite, well-mannered and respectful. Not afraid to interact and spread positive attitudes.”

In general, respondents to the phone survey felt quite safe in public places, with an average rating of 4.0, where one indicated “very unsafe” and five indicated “very safe”. Respondents did not expect to feel any less safe when the Marines were present, with the response still being 4.0.

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<sup>37</sup> While this is only absolute difference of 0.1, as a ratio, it represents a 2.4% improvement, which is large enough to be statistically significant.

On the available evidence, the risks of anyone being subject to physical violence by US Marines, apart from in self-defence, are low. Participants consider the Marines may have a slightly beneficial effect on levels of anti-social behaviour.

## 7.3 Sexual assault

### 7.3.1 Background

The incidence of reported sexual assault is increasing in Australia (Figure 7.1).<sup>38</sup> Although the Australian Institute of Criminology (AIC) notes that “This increase does not necessarily reflect an increase in the prevalence of sexual assault, but is likely to be influenced by an increase in reporting incidents to police.”<sup>39</sup>

- For example, the AIC estimated in 2005 that only between one fifth and one eighth of sexual assaults are reported to the police.<sup>40</sup> However, the ABS reports that in 2011-12, 30% of victims of sexual assault had the most recent incident they experienced reported to the police.<sup>41</sup>
- NT government officials considered that reporting rates have increased as the stigma attached to victims is being reduced. Also, better awareness of sexual health issues appears to be leading to more victims being recorded by the health system (if not the police).

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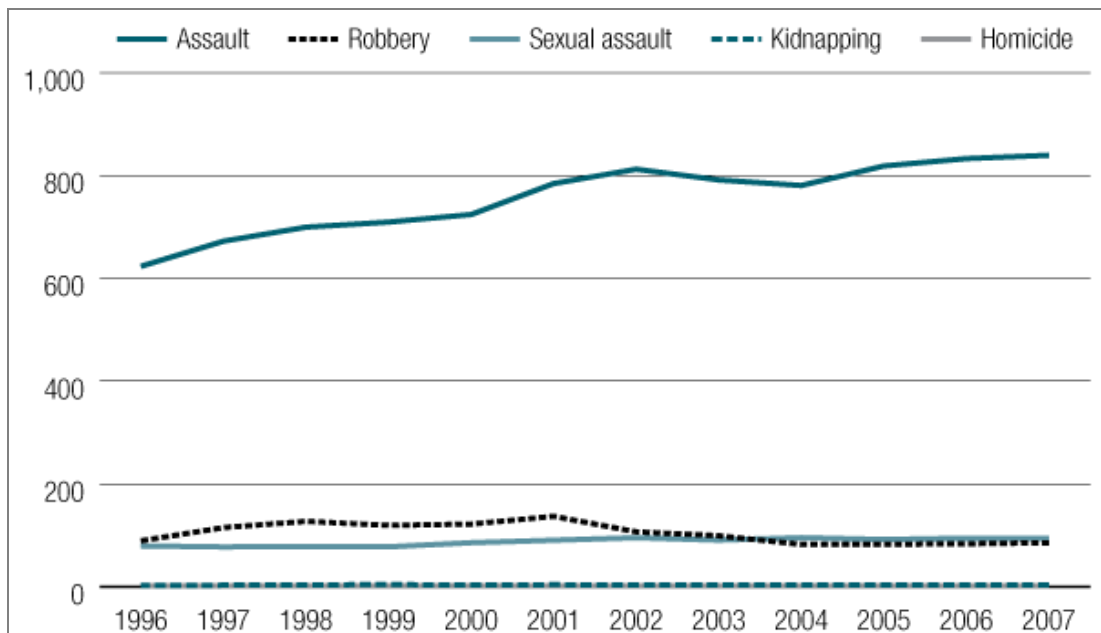
<sup>38</sup> Some Australian official sources used the term ‘sexual assault’ and ‘rape’ (semi-)synonymously. The AIC (2008) reports “Earlier research that examined changes in violent crime detected sustained increases in recorded rates of assault, sexual assault (rape) and robbery that began or intensified in the 1990s”. The Australian Centre for the Study of Sexual Assault’s *Resource Sheet on Sexual Assault Laws in Australia* states in its introduction “The term sexual assault has been used for consistency throughout the commentary to describe all types of sexual offences”. (<http://www.aifs.gov.au/acssa/pubs/sheets/rs1/index.html>) We have adopted the latter approach to treat rape as a subset of sexual assault.

<sup>39</sup> Australian Institute of Criminology, Trends in recorded sexual assault, <http://www.aic.gov.au/publications/current%20series/cfi/101-120/cfi105.html>. Accessed February 2013.

<sup>40</sup> <http://www.aic.gov.au/publications/current%20series/cfi/101-120/cfi105.html>

<sup>41</sup> ABS, Crime Victimization, Australia, 2011-12 Cat No 4530.0

**Figure 7.1: Violent crimes per 100,000 persons, Australia**



Source: Australian Institute of Criminology

### 7.3.2 Likelihood of sexual assault by US Marines

The potential arrival of 1,100 Marines has given rise to concern in some sections of the local community about potential incidents of sexual assault. However, as there are no recent comparable rotations of Marines of this size and duration in Australia, it is difficult to establish a precedent for estimating the likelihood of such impacts.

Accordingly, this section looks to a range of other evidence from which inferences may be drawn. These include:

- reported or alleged sexual assault by US servicemen in the Northern Territory in recent years;
- reported and alleged sexual assault by US servicemen in Okinawa historically and recently; and
- current rates of reported sexual assault by Australians.

#### 7.3.2.1 Reported sexual assault by US servicemen in the Northern Territory

US Defence personnel do come to Australia in large numbers. For example, during exercise Talisman Sabre in 2011, there were some 14,000 US service members deployed.<sup>42</sup> Including pre and post rotation times, troops involved in Talisman Sabre can be in the country for up to two months.

The United States Embassy reports that since 1995, there have been cumulatively some 40,000 US service members in the Northern Territory. Over this period, there do not appear to have been any US service personnel convicted of sexual assault in the Territory.

<sup>42</sup> <http://www.cpf.navy.mil/talisman-sabre/about/>

The Embassy reports that over this period, only one US service person was convicted of any offence, and was fined \$1,000 in 2009).<sup>43</sup> It is highly unlikely that this related to a sexual assault charge, as since 1999, the *Sentencing Act* (Northern Territory) has required mandatory imprisonment for serious sexual offences.<sup>44</sup>

Under the Status of Forces Agreement (SOFA), there are limited circumstances where US service personnel could be charged under US military law rather than Australian law, which would lower reported rates of conviction in Australian courts. However, the Commonwealth Attorney-General's Department advised that this would be very rare for a sexual assault charge. Neither consultations nor literature searches produced any evidence of this happening in the NT for sexual assault charges.

The *Weekend Australian* reported on three cases of alleged sexual assault by US servicemen reported to Territory police in 2001.<sup>45</sup> None of these cases resulted in arrests being made. No further cases of reported or alleged sexual assault by US servicemen in the Territory were found in Deloitte Access Economics' literature search or in response to questions during consultations. This may indicate that existing Marine behavioural controls are adequate (which is not to say they could not be improved, nor that there have been no instances of unreported assaults since 2001.)

### 7.3.2.2 Reported sexual assault by US servicemen in Okinawa

In the absence of Australian data on long-term rotations, overseas experience may be instructive. The largest Marine rotation outside the United States is the 3<sup>rd</sup> Marine Expeditionary Force in Okinawa, Japan. There are approximately 17,000 Marines based in Okinawa.<sup>46</sup> Okinawa also hosts the US Air Force's largest combat wing, as well as US Navy and Army installations. In total, there are around 24,600 US service personnel on Okinawa.<sup>47</sup>

Tanji (2006) notes that Okinawan police records have 110 cases of sexual assault charges being pressed against US service personnel between 1972 and 2006.<sup>48</sup> These are the only official time series statistics on sexual assault by the US military on foreign soil.

However, while this estimate is based on the largest available data set, it may exaggerate the likelihood of US Marines in Darwin committing a sexual assault. Unlike the US military personnel in Okinawa, the Marines in Darwin would not be on a US base, live here permanently or live off-base, or own cars. It also appears that rates of sexual assault by US military personnel in Okinawa are declining, in which case using a long run average may

<sup>43</sup> Personal communication

<sup>44</sup> <http://njca.anu.edu.au/Professional%20Development/programs%20by%20year/2010/Sentencing%202010/Papers/Jackson%20Hardy%20ppt.pdf>

<sup>45</sup> "Oversexed and over here", *The Weekend Australian*, 27 October 2001, p. 23. A literature search by Deloitte Access Economics was unable to uncover any further allegations of sexual assault by US servicemen in the NT over this period. However, this does not infer that there were not any.

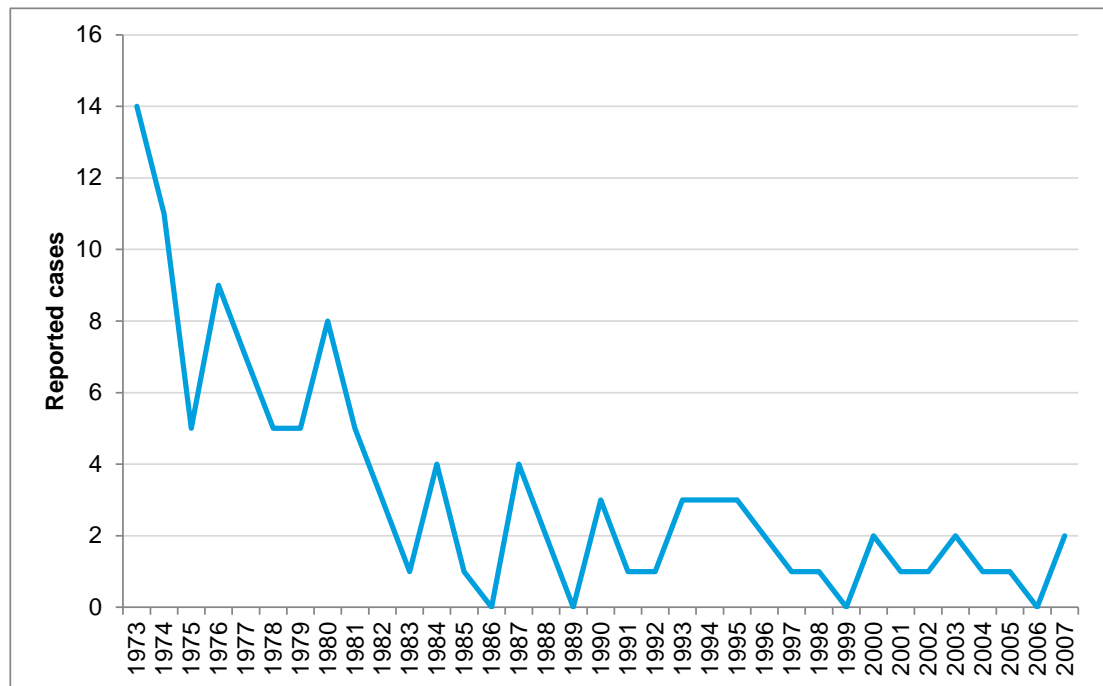
<sup>46</sup> US Dept of Defence, <http://siadapp.dmdc.osd.mil/personnel/MILITARY/history/hst0912.pdf>

<sup>47</sup> Okinawa Prefectural Government <http://www.pref.okinawa.jp/site/chijiko/kichitai/documents/2011.6%20eng.pdf>

<sup>48</sup> Dr Miyume Tanji is currently a research fellow at Curtin University, and was present during the Darwin public consultations.

overstate likelihood of sexual assault for the current generation of service personnel (Chart 7.2). Finally, there may be cultural differences between Japan and Australia, reflecting different societal attitudes to women, the influence of Western and Eastern cultures, and the fact that the US presence in Japan was mandated after the second World War, which is not the case in Australia.

**Chart 7.2: Reported cases of sexual assault by US service personnel on Okinawa**



Source: Okinawa Women Act Against Military Violence (2011)

### 7.3.2.3 Parameters

Because of the above changes, differences and uncertainties, it is appropriate to use a range of estimates for sensitivity testing of possible sexual assault risk (Table 7.3).

**Low case (considered most likely and hence the best estimate, since the situation is most appropriately matched to the potential rotation – most recent and Marine-specific):** Since 1995, the Marines have made several changes to help prevent misconduct among its service members including new liberty policies, a buddy system, and compulsory education seminars, which appears to have lowered assault rates (Chart 7.2). A search of the Okinawan Prefectural Government webpage, Okinawa Women Act Against Military Violence (2011), Stars and Stripes and other sources revealed seven cases of reported or alleged sexual assault by Marines on Okinawa between 1996 and 2012<sup>49</sup>. The

<sup>49</sup> Cases that went to court were: In August 2012, “a Marine corporal committed an act of forced indecency” <http://www.pref.okinawa.jp/site/gikai/resolution2012seventhsession.html>: In February 2008, “another alleged assault took place, which also involved a minor” <http://www.pref.okinawa.jp/site/chijiko/kichitai/documents/2011.6%20eng.pdf>; In August 2010, a Marine from another part of Japan physically assaulted a woman in Okinawa, and was sentenced to 3½ years, Okinawa Women Act Against Military Violence (2011) In May 2003, a Marine Lance Corporal was sentenced by Naha District Court to 3½ years in prison for rape, <http://www.japanfocus.org/-Chalmers-Johnson/2021>;

Okinawan Government and Okinawa Women Act Against Military Violence reports include alleged incidents as well as officially reported cases. These seven cases of sexual assault by US Marines in Okinawa over the 16 years from 1996 to 2012 represent 0.44 cases per year on average. For a Marine population of 17,000, this translates to 0.03 sexual assaults per thousand person years. 1,100 Marines<sup>50</sup> in the NT for six months is equivalent to 550 person years. Across 550 person years, there would be an expected 0.01 reported or alleged sexual assaults (or a 1% risk of any case – reported or alleged). Assuming a 30% reporting/allegation rate, this implies 0.03 unreported cases, for a total of 0.05 cases (or a 5% risk of any case – reported or unreported).<sup>51</sup>

**Mid-case:** Based on Okinawan police statistics, there were 34 reported sexual assaults by US servicemen in Okinawa over the 20 years from 1986 to 2006, or 1.7 sexual assaults per year on average. For a military population of 24,600, this translates to 0.07 sexual assaults per thousand person years. Across 550 person years, there would be an expected 0.04 reported sexual assaults (or a 4% risk of a reported case). Assuming a 30% reporting rate, this implies 0.09 unreported cases, for a total of 0.13 cases (or a 13% risk of any case – reported or unreported).

**High case:** The above scenarios can be compared to the risk of sexual assault by Australian males living in the Northern Territory. The Australian Bureau of Statistics (ABS) reports that there were 286 female victims of sexual assault in the Northern Territory in 2010<sup>52</sup>. Given a resident male population of 119,100, this translates to 2.4 reported sexual assaults per 1,000 males per year.<sup>53</sup> Across 550 person years, there would be an expected 1.32 reported sexual assaults in 2014. Assuming a 30% reporting rate, this implies 3.08 unreported cases, for a total of 4.40 cases by NT males in comparison to Marines.

- This accords with other findings that military personnel are less likely than civilians to commit crimes. According to Morris (1996), the rate of sexual assault by US Marines is only 27% of the US male civilian rate, controlled for age.
- Similarly, the rate of general crime committed by US service personnel in Okinawa appears to be lower than by Okinawan citizens. Allen (2008) reports that service personnel make up 3.28% of Okinawa's population, but only account for 1.68% of arrests.
- Young women in the NT appear to regard Marines as safer than Territorian males. Female phone survey participants aged between 16 and 34 indicated they would feel safer with the Marines present - an increase from 3.9 to 4.0, where 1 is "very unsafe" and 5 is "very safe". While this 1.7% improvement is too small to be statistically

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In November 2002, a Marine Major was convicted in Naha District Court of attempted indecent assault of a Filipina woman in Okinawa. <http://www.japanfocus.org/-Chalmers-Johnson/2021>  
 In January 2001, a Marine Corporal was fined 50,000 Yen for taking photographs under high school girl's skirts (OWAAMV, 2011).

In July 2000, a drunken Marine entered an Okinawan home and crawled into bed with a young girl, <http://www.stripes.com/news/realignment-of-marines-stalls-as-okinawans-outrage-grows-1.199535>

<sup>50</sup> 1,100 overstates the likelihood since 6% are expected to be females.

<sup>51</sup> Rounded to two digits. With an additional decimal place, 1.4% + 3.3% = 4.7%.

<sup>52</sup> Recorded Crime - Victims 2010, ABS Cat No 4510.0

<sup>53</sup> Population by Age and Sex, Regions of Australia, 2010. ABS Cat. No. 3235.0,

significant, it provides an indication that this group does not expect to feel less safe with the Marines present. A larger sample would be required to validate this.

- Indeed, support for the Marine rotations was higher amongst this cohort (87%) than among the general population (78%).
- Protections for female Marines from sexual assault may need to be considered.

The most detailed statistics available on sexual assaults committed by US military personnel on foreign soil (in Okinawa from 1986-2006) would imply that there is around a one in eight chance that a rotation of 1,100 US Marines for six months could lead to any case of sexual assault (reported or unreported). More recent data from Okinawa that is Marine-specific suggest much lower likelihood (a 1 in 20 'best' estimate). A worst case scenario is that Marines would be as likely to commit such crimes as an equivalent sized group of NT males, which could lead to 4.4 sexual assaults (reported or unreported).



**Table 7.3: Estimated cases of sexual assault from 1,100 Marines for six months, under various scenarios**

Scenario	Population	Period	Cases	Years	Annual cases	Pop'n size	Annual cases per 1000	Expected reported cases	Expected unreported cases	Expected total cases
Low case (best estimate)	US Marines - Okinawa	1996 to 2012	7	16	0.44	17,000	0.03	0.01	0.03	0.05
Mid case	US Military - Okinawa	1986 to 2006	34	20	1.7	24,600	0.07	0.04	0.09	0.13
Worst case	NT males	2010	286	1	286	119,100	2.40	1.32	3.08	4.40

Sources: Okinawan police records and Okinawan Prefecture Government's US Military Issues website.<sup>54</sup> Totals may not sum from components due to rounding.

<sup>54</sup> <http://www.pref.okinawa.jp/site/chijiko/kichitai/25185.html>

### 7.3.3 Possible benefits of best practice sexual assault prevention education

While the risks of a sexual assault being committed by the US Marines appears to be low it was still the single issue that raised most concern in consultations and, as such, it may be worth taking steps to mitigate risk given the substantial personal and social consequences if a case did occur.

Consent laws differ between Australian and the United States. In Australia, as the Australian Centre for the Study of Sexual Assault notes:<sup>55</sup>

*Current conceptions of sexual assault are based on the premise of "positive" consent. That is, if a person wishes to engage in sexual activity they will actively demonstrate their willingness either verbally or through their physical actions. Submission to sexual advances is not enough to demonstrate consent.*

In the US, in a sexual assault case in which lack of consent due to intoxication is an issue, the prosecution may have to prove not only 1) intoxication, but 2) that the intoxication rendered the complainant incapable of consent and 3) that the defendant knew or should have known that the condition rendered the complainant incapable of consenting.<sup>56</sup>

The Marines already receive training on sexual assault prevention. However, single source information provision does not always lead to behavioural change. During consultations, the Darwin Sexual Assault Network outlined how programs that meet the National Standard for Sexual Assault Prevention Education<sup>57</sup> are efficacious in reducing the likelihood of sexual assaults being committed. The Network currently runs such programs for ADF members at Robertson Barracks, and would be willing to do so for the Marines.

## 7.4 Traffic safety (including air traffic)

### 7.4.1 Road traffic

Discussions with Territory officials indicated that there were a handful of accidents each year caused by foreign tourists driving on the wrong side of the road. However, given there can be close to half a million foreign tourists each year, the relative risks of such incidents from a thousand Marines – with limited travel opportunities – is very low.

- The police said they had no concerns about increased traffic accidents.
- There may be some large convoys conveying Marines to exercise training areas; however, the NT Police indicated that they were experienced in the safe conduct of such arrangements from frequent engagement with the ADF.
- The minimal opportunities for Marines to drive cars, and the use of liberty buses, would help minimise the potential incidents of driving under the influence of alcohol.

<sup>55</sup> <http://www.aifs.gov.au/acssa/pubs/sheets/rs1/index.html>

<sup>56</sup> <http://www.lawlib.state.ma.us/subject/about/rape.html>

<sup>57</sup> <http://www.nasasv.org.au/Standards.htm>

- During the first rotation, two speeding tickets were issued to US Marines.<sup>58</sup>
- Over two thirds (68.4%) of phone survey respondents did not believe the Marines would cause any increase in traffic accidents.

On average, over 2002 to 2011 in the Northern Territory, there were 50 road fatalities per year, of which 8 were tourists (interstate or international).<sup>59</sup> Tourism NT reports that on average over 2009 to 2012, there were 1.2 million visitors per year.<sup>60</sup> This translates to around 0.006 fatalities per 1,000 tourists per year. On this basis, there could be an expected 0.007 fatalities from 1,100 Marines.

- The average tourist spends 8 days in the Territory, which may be a reasonable proxy for the amount of time the average Marine will spend engaging in tourist activities.

Potential road traffic safety impacts appear to be negligible, well under a 1% chance of a fatality.

#### 7.4.2 Air traffic safety

The Marines could bring with them some aircraft and aviation support equipment to provide support for training and exercising. Aircraft could potentially include rotary wing and/or tilt rotor aircraft (such as transport helicopters like the CH-53 or the MV-22), tankers or transport aircraft (such as the KC-130) and fighter jets (such as the F/A-18 or AV-8B). For the purpose of this assessment, we have assumed that any rotary wing or tilt-rotor aircraft accompanying the rotation would operate from RAAF Base Darwin, and that any fighter aircraft accompanying the rotation would operate from RAAF Base Tindal, which would reduce the impact on civilian populations. The Hercules (KC-130) transport aircraft is one of the safest military aircraft in operation. The Royal Air Force has recorded an accident rate of about one aircraft loss per 250,000 flying hours, placing it only behind the Vickers VC10 and Lockheed TriStar (both of which recorded no losses at all in 40 years of operation).<sup>61</sup>

There has been some public debate about the safety of the MV-22 Osprey, a tilt-rotor aircraft. The complexity and difficulties of being the first tilt-rotor intended for military service in the world led to a number of crashes during its development period, and earned it the nickname “widow maker” in the 1990s<sup>62</sup>. As a consequence, the Government and residents of Okinawa were staunchly opposed to the recent deployment of the Osprey there, although in September 2012 the Japanese and United States Government agreed to the introduction of the MV-22 into service in Japan.<sup>63</sup>

<sup>58</sup> <http://www.abc.net.au/local/stories/2012/09/20/3594285.htm>

<sup>59</sup> [http://www.transport.nt.gov.au/\\_\\_data/assets/pdf\\_file/0011/33104/NT-Road-Crash-Statistical-Summary-2013-revised.pdf](http://www.transport.nt.gov.au/__data/assets/pdf_file/0011/33104/NT-Road-Crash-Statistical-Summary-2013-revised.pdf)

<sup>60</sup> <http://www.tourismnt.com.au/Portals/3/docs/research/Regional%20snapshot%20YE%202011-12.pdf>

<sup>61</sup>

<http://web.archive.org/web/20090709094759/http://www.dasa.mod.uk/natstats/accidents/accdam/acctab2.html>

<sup>62</sup> <http://www.npr.org/2011/10/24/141589693/the-osprey-good-reviews-but-a-costly-program>

<sup>63</sup> <http://nation.time.com/2012/06/14/no-love-for-the-marines-v-22-in-japan-2/>

Figure 7.2: MV-22 Osprey



As of March 2012, the Osprey had a record of 1.12 Class A mishaps per 100,000 flying hours.<sup>64</sup> This made it slightly safer than the ageing Sea Knight (CH 46) helicopters it was designed to replace, which had a record of 1.14 Class A mishaps per 100,000 flying hours.<sup>65</sup>

- For all the concern about Ospreys, it could be worse if the Marines did not use them. Time Magazine notes that “The irony is, for all its perceived faults, the V-22 is almost inarguably safer and quieter than the aircraft it is supposed to replace. The CH-46s are often forced to divert from their intended destination because of mechanical problems.”<sup>66</sup>
- Since March 2012, there have been two further Osprey crashes, one with two fatalities, although investigations determined that both accidents were the result of pilot error (for example, in the first accident, the pilot inadvertently flew into the down draft of another aircraft).<sup>67</sup>

The Okinawa Prefecture Government records that a US military helicopter crashed in Camp Hansen in 1998, another into Okinawa International University in 2004, and a Cessna owned by the US Air Force crashed into a field in 2008, although there were no serious injuries in any of these cases.<sup>68</sup>

While all of these incidents are causes for concern, given the 18<sup>th</sup> Air Wing is the largest combat wing in the United States Air Force, with 22,000 service personnel, civilian

<sup>64</sup> A Class A mishap is one in which results in death or permanent disability, or results in damage over \$US2 million.

<sup>65</sup> <http://www.stripes.com/news/is-the-osprey-safe-depends-on-which-stats-are-used-1.181864>. Sea Knights have been in service for over 50 years.

<sup>66</sup> <http://nation.time.com/2012/06/14/no-love-for-the-marines-v-22-in-japan-2/#ixzz2LVhFaR9F>. Reportedly CH-46 pilots tell passengers to worry if they stop being sprayed by hydraulic fluid, because that means it has run out.

<sup>67</sup> <http://defense.aol.com/2013/02/05/its-great-time-to-run-v-22-osprey-program-potus-duty-multiyea/>

<sup>68</sup> <http://www.pref.okinawa.jp/site/chijiko/kichitai/documents/2011.6%20eng.pdf>.

employees and contractors,<sup>69</sup> a similar accident rate would imply the likelihood of an incident with a rotation of 1,100 Marines is low (but unquantifiable due to lack of data).

- No other participants or survey respondents, apart from Base Watch, mentioned concerns about air safety.

**Figure 7.3: CH-46 Sea Knight**



In order to quantify the risk, it helps to develop a scenario to explore the potential use of MV-22 Ospreys by Marines. For this purpose, we have explored the impacts of the Marines bringing ten Ospreys. It is assumed that each of 10 Ospreys in the NT for six months would accumulate 220 flying hours. With 1.12 serious incidents per 100,000 flying hours, there would be an expected 0.025 serious incidents. Moreover, a substantial number of those hours would be flown over military training areas, any incidents which did occur would likely impact US service personnel only, rather than civilians. If the Marines were to bring ten CH-46 helicopters rather than MV-22s, the probability of an incident would be 2% higher (still 0.025 serious incidents). If accompanying Hercules were to make 10 return flights to Bradshaw from Darwin, with one incident per 250,000 hours, there would be an expected 0.0002 incidents involving KC-130s (a 0.02% probability).

## 7.5 Legal issues

A status of forces agreement (SOFA) is an agreement between a host country and a foreign nation stationing military forces in that country. While the United States military has the largest foreign presence and therefore accounts for most SOFAs, Australia, the United Kingdom, France, Germany, Italy, Russia, South Korea, and many other nations also station military forces abroad and negotiate SOFAs with their host countries.

A SOFA is intended to clarify the terms under which the foreign military is allowed to operate. Typically, purely military operational issues such as the locations of bases and access to facilities are covered by separate agreements. SOFAs are more concerned with the legal issues associated with military individuals and property. This may include issues

<sup>69</sup> Deloitte Access Economics was not able to uncover an estimate of total flying hours for Kadena Air Force base over the period 1998 to 2008. <http://www.kadena.af.mil/>

like entry and exit into the country, tax liabilities, postal services, or employment terms for host-country nationals, but the most contentious issues are civil and criminal jurisdiction over bases and personnel. For civil matters, SOFAs provide for how civil damages caused by the forces will be determined and paid.

Criminal issues vary, but the typical provision in US SOFAs is that US military courts will have jurisdiction over crimes committed either by a service member against another service member or by a service member as part of his or her military duty, but the host nation retains jurisdiction over other crimes.<sup>70</sup>

US Defence Force personnel in Australia are governed by a SOFA that makes US personnel in Australia subject to both Australian law and US military law.

- The Status of Forces Agreement grants Australia exclusive jurisdiction for alleged offences against Australian laws but not US law; and exclusive jurisdiction to US military authorities for alleged offences against US law but not Australian law.
- Where an offence is punishable by the laws of both Australia and the US, the Status of Forces Agreement and the Defence (Visiting Forces) Act 1963 (DVFA) provide a mechanism for determining which country has the primary right to exercise jurisdiction.

Australia's SOFA with the US is similar to SOFAs the US has with other countries. However, Australia is in a unique position in the way that the SOFA is implemented into domestic law under the DVFA. Under the DVFA, where an officer of a visiting force has already been charged, it is up to Australian Courts to determine whether the conduct occurred in the course of official duties, thereby determining whether the US would have jurisdiction over the matter. The DVFA states that the Attorney-General may issue a certificate to the Court stating that the incident occurred in the course of official duties; this will be considered sufficient evidence unless the contrary is proved. In some arrangements the US has with other countries, it is up to the US to determine whether an incident occurred during 'official duties'.

In consultations, Base Watch members stated they were concerned about 'creative' interpretations of official duty. Base Watch members were also concerned about clause 8 (3) (c) of the SOFA, which states that "the State having the primary right (*of jurisdiction*) shall give sympathetic consideration to a request from the authorities of the other State for a waiver of its right in cases where that other State considers such waiver to be of particular importance".<sup>71</sup> Advice from government officials is that requests for waiver in the past have rarely been granted.

There have been well publicised examples where US service personnel have been charged under Australian law, but sentenced under US jurisdiction. For example, in 2000 a Marine Staff Sergeant was charged in the Hobart Magistrates Court with sexually assaulting a 15 year old Tasmanian girl. However, he was then released into US custody, and charged and convicted in San Diego for 18 years imprisonment for the offence.<sup>72</sup> However, other US

<sup>70</sup> <http://www.globalsecurity.org/military/facility/sofa.htm>

<sup>71</sup> <http://www.austlii.edu.au/au/other/dfat/treaties/1963/10.html>

<sup>72</sup> "Oversexed and over here", *The Weekend Australian*, 27 October 2001, p. 23. (The article notes that the penalty handed down by the US court was more severe than that which an Australian court would confer.)

service personnel have been convicted and sentenced under Australian jurisdiction for sexual assault.<sup>73</sup>

- The US – South Korea SOFA specifically requires US soldiers charged with heinous crimes to be handed over to Korean authorities.<sup>74</sup>
- However, Base Watch mentioned another infamous case in the Philippines in 2006 where a Marine Lance Corporal convicted of sexual assault was held in the US Embassy rather than surrendered to the Philippine authorities.<sup>75</sup>
- The Chief of Police in the NT stated during consultations that he was prepared to go on the public record that there had been no SOFA “cover ups” of crimes by US or any other foreign service personnel under his watch.
- Discussions with officials indicated that they believed that if a Marine were to commit a heinous crime, the United States would consider its interests best served by not requesting a waiver from Australian officials.
- Base Watch argues that the current SOFA is over 50 years old, and is thus both out of date and not designed to deal with long duration rotations.<sup>76</sup> Base Watch wants a full Parliamentary inquiry to explore the appropriateness of the SOFA. Senator Ludlam stated that there were documents containing principles on Australian and US Military collaboration which he considered should be de-classified.<sup>77</sup> The Australian Government position is that the SOFA has adequately provided the legal framework for the deployment of US visiting forces since 1963, and will apply to US Marine Corps personnel in northern Australia. The Australian Government will monitor these arrangements to ensure they remain adequate.

Two thirds (65.4%) of phone survey respondents considered that there are sufficient legal safeguards in place to address community safety issues resulting from US Marine actions, as opposed to 15.0% who thought safeguards were not sufficient. The remainder were “Don’t know / can’t say”, which indicates that wider dissemination of public information may be warranted.

This issue attracted considerable comment in the online survey:

- “Provided they are subject to Australian law for any criminal activity - previously allowing US military offenders to appear in US military courts without witnesses is wrong. US law made Australian seamen sit in Los Angeles for several months awaiting trial - sauce for the goose is sauce for the gander - no exceptions! And if the yanks don't like it, they are not the friend they claim to be.”

<sup>73</sup> See for example, <http://articles.latimes.com/2001/aug/09/news/mn-32214>. (This was the most recent example found in the literature search.)

<sup>74</sup><http://www.stripes.com/news/pacific/korea/sofa-scrutinized-after-rash-of-crimes-by-us-troops-in-korea-1.161417>

<sup>75</sup>The conviction was over turned on appeal when the plaintiff withdrew her complaint, <http://newsinfo.inquirer.net/inquirerheadlines/nation/view/20090424-201103/CA-Smith-not-guilty-of-rape>

<sup>76</sup>The US – South Korean SOFA has been amended twice in 45 years, <http://www.stripes.com/news/pacific/korea/sofa-scrutinized-after-rash-of-crimes-by-us-troops-in-korea-1.161417>.

<sup>77</sup><http://www.smh.com.au/opinion/political-news/rules-for-us-troops-in-nt-kept-secret-20121110-29571.html>

- “Marines will be very closely watched. They are subject to Australian law, US military law, and have discipline, training, moral standards and administrative controls which are much more strict than Aussie civilians.”
- “If there are incidents involving Marines, the Marines face consequences for their actions from NT Government and law as well as their own penalties and sanctions. I believe that local involvement would draw less action which is not acceptable. Our legal system seems to favour a lenient approach to our own community which is not in the wider community interests or wishes.”
- There is insufficient information or understanding in the community about what the inter country legal agreements are or entail with respect to how another country behaves on our soil or how our rules apply to them. This must be clearly articulated, formalised and understood by the community.

Feedback from SRC to Deloitte Access Economics regarding the phone survey advised that the interviewers felt the respondents did not fully understand issues relating to the adequacy of Australian legal safeguards.

While there were a range of views expressed during consultations, most participants generally concurred that, were any Marines to commit crimes, the likelihood of them not being tried under Australian jurisdiction is low. There is a lack of community awareness surrounding the criminal jurisdiction arrangements for US Troops.



## 8 Access to health and community facilities and services

### 8.1 Health services

Darwin only has one public hospital, the Royal Darwin, built when the city was half its present size.

- There is also a GP Super Clinic in Palmerston.<sup>78</sup>
- There are plans to build another hospital in Palmerston. When this was announced in 2011, the plan was for it to be completed by 2014.<sup>79</sup> However, while both the Territory and Commonwealth Governments have committed funding, no construction work has yet commenced.

The Emergency Department (ED) at the Royal Darwin Hospital does have significantly longer waiting times than national averages.

**Table 8.4: Percent of patients treated on time, by category, Royal Darwin Emergency Department, 2011-12**

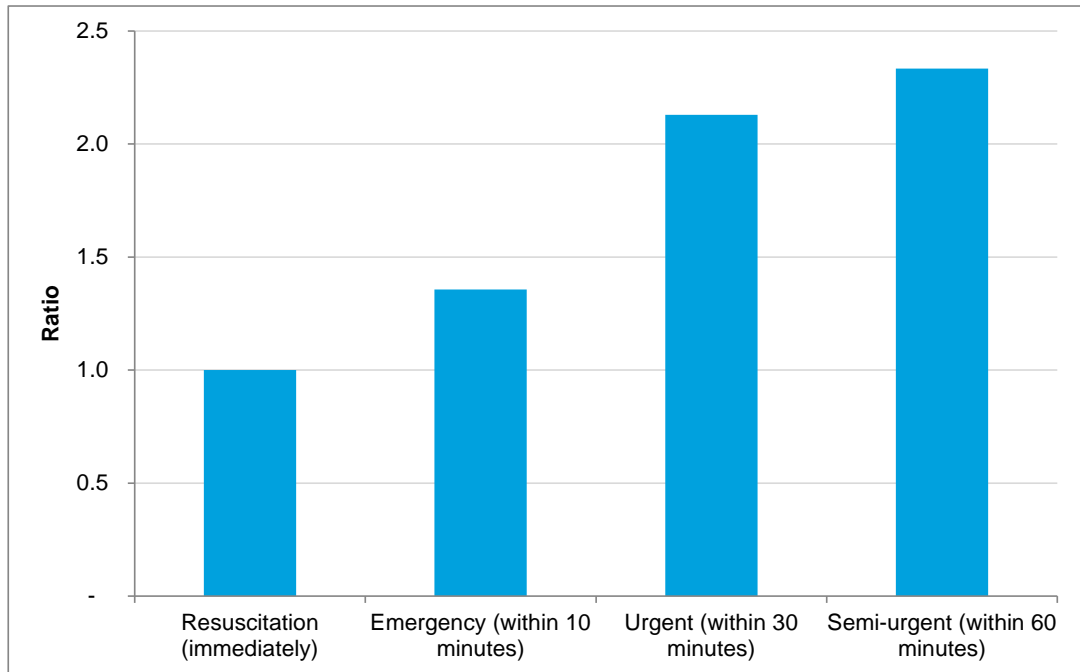
	Royal Darwin	National average	Ratio
Resuscitation (immediately)	100%	100%	1.0
Emergency (within 10 minutes)	59%	80%	1.4
Urgent (within 30 minutes)	31%	66%	2.1
Semi-urgent (within 60 minutes)	30%	70%	2.3

Source: <http://www.myhospitals.gov.au/hospital/royal-darwin-hospital/services/emergency-department/waiting-times>

<sup>78</sup> <http://www.fcdhealth.net.au/> Participants stated that there was a common saying in Darwin, referring to its perceived lack of medical facilities: “if in pain, catch a plane”.

<sup>79</sup> [http://www.ntnews.com.au/article/2011/05/04/230001\\_ntnews.html](http://www.ntnews.com.au/article/2011/05/04/230001_ntnews.html)

**Table 8.5: Implied ratio of waiting times at Royal Darwin ED versus national average**



Source: <http://www.myhospitals.gov.au/hospital/royal-darwin-hospital/services/emergency-department/waiting-times>

Health officials commented in consultations that longer waiting times in EDs was an almost inevitable consequence of a shortage of medical practitioners in Darwin, which forced people to turn up to the ED for matters that would be seen by GPs in most cities. The entire Northern Territory is classified as a District of Workforce Shortage by the Commonwealth Department of Health and Ageing.<sup>80</sup>

However, phone participants rated access to hospital services as 3.7 on a scale where 1 represents “no access” and 5 “immediate access”.

The Marines will have access to a range of medical facilities at Robertson Barracks, but if they incur serious injuries or injuries whilst they are off base they will have to use the Royal Darwin ED.

- If these are serious head or back injuries, they will have to be flown interstate, as the Royal Darwin Hospital does not have the facilities to treat such complex cases.
- The Marines have global contracts with health services companies, who will enter into service arrangements with the Royal Darwin Hospital.
- When the Marines have long exercises at remote training areas such as Bradshaw, which are beyond the “golden hour” flying time from a major hospital, they may bring in additional medical personnel.

The Department of Health was not concerned about the Marines placing undue strain on the Royal Darwin Hospital. Participants did expect access times to increase by around 1%

<sup>80</sup> <http://www.doctorconnect.gov.au/internet/otd/publishing.nsf/Content/locator>

with the presence of the Marines (3.63 compared to 3.68). This accords with the approximately 1% temporary increase in the population represented by the Marines, which is also too small to be statistically significant.

Most comments from online survey respondents indicated that they expected little impact:

- “Same as usual. Marines are fit and healthy, if they have accidents they will recover more quickly and complain less than civilians.”
- “This may not be that much of a problem. US defence appear to contribute well to this type of activity and frequently have their own medical services and willingly donate staff to help local authorities. This is likely to be a positive input from the US.”
- “You have to wait so long at the emergency room now that I don’t see how having a few Marines around could possibly make the wait any longer.”
- “For goodness sake! - what a ridiculous question? - are we anticipating they'll all have massive injuries from carrying out exercises in our wild, fierce Australian bush?”

## 8.2 Community facilities and services

During consultations, no one raised any concerns about the Marines impeding access to community facilities. Indeed, some actually complained about the lack of Marines in pubs. It is expected that Marine rotations will continue to undertake the broad range of community engagement activities which they undertook in 2012.

The Marine’s impact on access to health services is expected to be less than proportional to their share of the population (around 1%). Unlike Darwinians, the Marines will not use Royal Darwin Hospital ED to make up for a shortage of GPs, as they will have access to adequate health services on base, for all but the most serious injuries. The Marines may make a small positive contribution to community services.

## 9 Environmental impacts

### 9.1 Noise pollution

Unlike every other capital city in Australia, where the main airport is located a long way out of town, Darwin surrounds its airport like a doughnut. This means that Darwin receives substantially more aircraft noise than most cities.

In addition, the airport is primarily military (the Darwin RAAF Base shares its runways with civilian flights). This means that during annual military exercises, aircraft noise increases considerably. A number of participants at the public fora complained about extra aircraft noise during exercises, although most public forum participants accepted they could live with the noise from regular exercises, provided that these did not get either longer in duration or greater in volume.

- However officials noted that letters to the editor during exercises tended to be evenly divided between people complaining about the extra noise, and those arguing it wasn't an issue.<sup>81</sup>
- It was also observed by local government representatives that those tending to complain about noise were not long term residents, as Darwin has abutted a military airport since WWII.
- RAAF Base Darwin noise abatement procedures are covered by Air Services Australia and require military aircraft to minimise their use of afterburner on take-off. Following their take off, military aircraft are required to be at an altitude of 600 metres and 3.7 kilometres before commencing their turn to the exercise area.<sup>82</sup>
- Urban build-up around RAAF Base Darwin means it is not completely possible to avoid flight over built-up areas, but aircraft are already directed to avoid urban areas where possible.
- One online respondent, referring to possible noise from the Marines noted "If it's anything like Pitch Black it will be up more than 50%".<sup>83</sup>

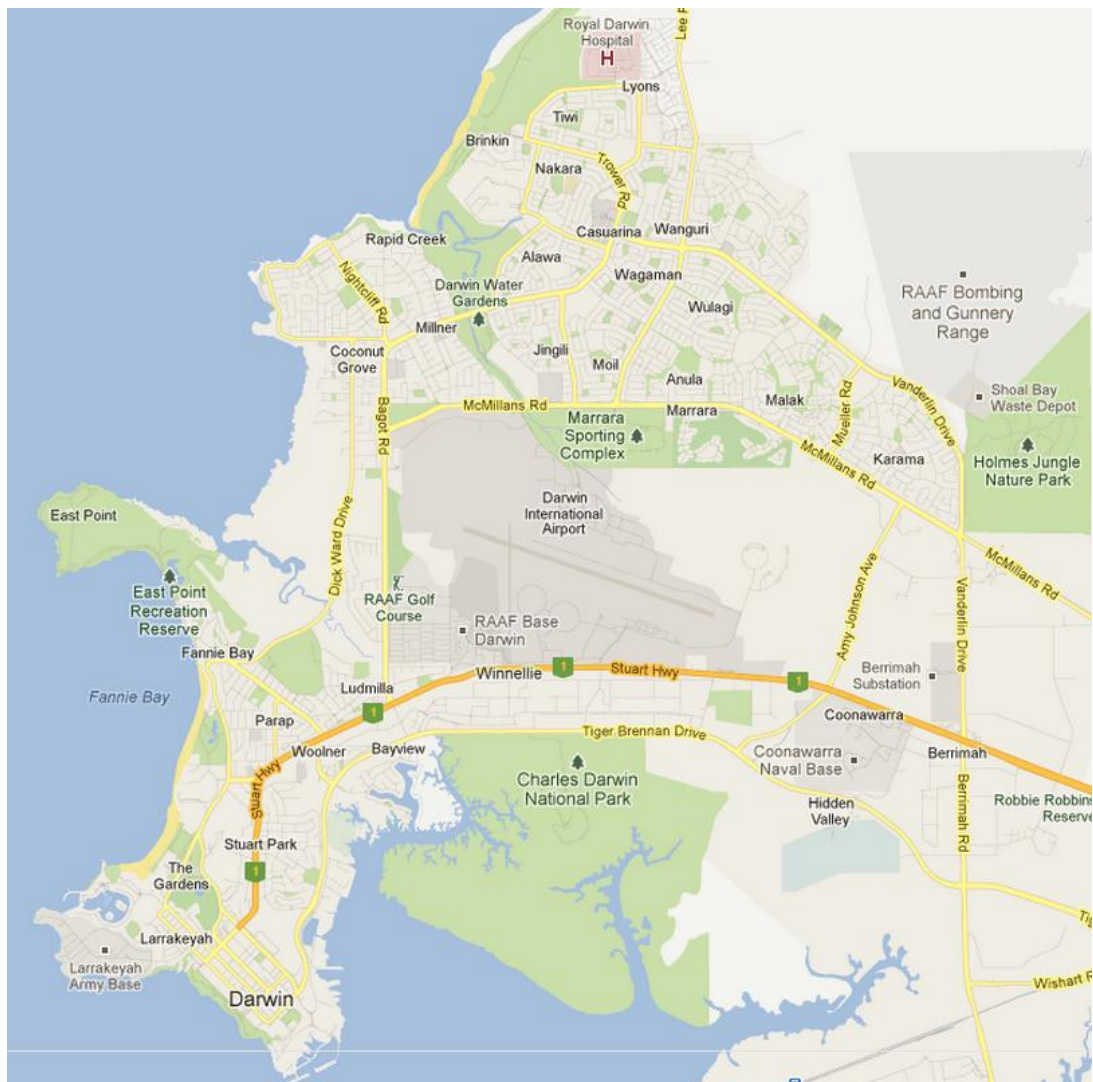
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<sup>81</sup> Apparently thousands of people attend Pitch Black opening days, and the numbers of 'plane watchers' at the end of the runway are sufficient to attract mobile fast food vendors.

<sup>82</sup> <http://www.defence.gov.au/opEx/exercises/pitchblack12/background.htm>

<sup>83</sup> For more than 20 years, the Royal Australian Air Force (RAAF) has conducted Exercise Pitch Black as a major training activity, traditionally utilising bases and training areas in the Northern Territory. It is a biennial exercise last held in 2012 from July 27 until August 17 and involving participants from Australia, the United States, New Zealand, Singapore, Thailand, and Indonesia.  
<http://www.defence.gov.au/opEx/exercises/pitchblack12/background.htm>

Figure 9.4: Map of Darwin International Airport and surrounds



Source: Google Maps

A number of participants at the public forums complained about noise from RAAF exercises, and were concerned that the Marines might have similar impacts. However, the Marine rotations are unlikely to make as much noise as large air combat exercises held from Darwin such as Pitch Black (which can see up to 50 jets taking off and landing in a day), or Talisman Sabre (which can involve over 100 US aircraft in addition to RAAF planes).<sup>84</sup>

- NATO reports that helicopters and Hercules are quieter than military jets.<sup>85</sup>
- An environmental impact study conducted for the deployment of two squadrons of Ospreys to Okinawa found that MV-22s are quieter than the Sea Kings the Marines would otherwise use. Accordingly, of 17 points of interest (schools and hospitals) near the air base, noise levels would decrease by 3 dB at 2 locations and 1 dB at

<sup>84</sup> [http://www.ntnews.com.au/article/2012/08/14/312826\\_ntnews.html](http://www.ntnews.com.au/article/2012/08/14/312826_ntnews.html)  
<http://www.cpf.navy.mil/talisman-sabre/about/>

<sup>85</sup> <http://ftp.rta.nato.int/public//PubFullText/RTO/EN/RTO-EN-HFM-111///EN-HFM-111-05.pdf>

another 2 locations; no change in noise would occur at the remaining 13 locations. (US Marines, 2012).

Perhaps recognising this, phone survey respondents expected that the presence of the Marines would increase aircraft and vehicle noise by less than 10%.

- The majority (56%) did not believe that the Marines would cause noise levels to rise at all.
- However, those who did think noise levels would increase concluded they would rise by an average of 25%.

Regarding other noise sources, the Marines are unlikely to increase vehicle traffic noise for the same reasons as they are unlikely to increase traffic congestion (section 6). There will possibly be an occasional convoy, but an occasional defence convoy has long been a feature of life in Darwin

The Marines are unlikely to substantially increase air traffic noise in Darwin, as accompanying aircraft are likely to be few in number, and at the quieter end of the military aircraft spectrum. However, as community perceptions appear to be influenced by large scale military exercises, it may be appropriate for an environmental noise study to be conducted, once it is known how many aircraft and of what type will actually be coming to the Territory.

## 9.2 Other environmental impacts

The Northern Territory Environment Protection Authority conducted an Environment Assessment Report of ADF use of the Bradshaw Field Training Area, and concluded all environmental issues had been adequately identified.<sup>86</sup> The ADF also has an Indigenous Land Use Agreement with the traditional owners for the operation of Bradshaw. The Marines will comply with all ADF arrangements at Bradshaw, which should ensure they use the Training Area in an environmentally responsible manner.

In fact, it is possible that the ADF has been “too good” in its environmental management of Bradshaw. Because the ADF keeps everybody else out, the Northern Territory Environment Council noted that Bradshaw is suffering less from the predations of invasive fauna and flora than Kakadu is. Invasive species tend to follow routes taken by human traffic. As a result Bradshaw has a better range of small mammal diversity, and fewer weeds, than many of the Territory’s national parks. Accordingly, the Environment Centre asked if Defence and the Marines could continue to restrict bombing activities to areas that had previously been pastoral leases, and not damage the more pristine areas. Defence advised that the Marines would only use the designated bombing areas currently available to the ADF.

Phone survey respondents were not concerned about the Marines having a negative environmental impact at Bradshaw. On a scale where 1 equals “completely unconcerned” and 5 equals “very concerned”, the average answer was 1.8.

<sup>86</sup><http://nretas-web01.squiz.net/ntepa/dev/environmental-assessments/assessment/register/bradshaw/assessment#execsumm>

The Centre considered that accommodation for Marines in Darwin should not be in the form of demountables, because these buildings are not at all energy efficient. Also, if Robertson Barracks was going to be housing a lot more people, it should consider upgrading its “antiquated” sewerage system, as there had been a lot of algae blooms in Darwin Harbour lately, and this would enable Defence to demonstrate that it was not the cause.

- More generally, the Centre commended the US Military for being a world leader in carbon neutrality - for example making large use of solar power generation.<sup>87</sup>

Many countries have pests and diseases that could have disastrous effects on Australia’s animals, plants and agricultural industries. Australia is a large island continent with a diverse climate and eco system which means that exotic species could rapidly establish if introduced. Due to the nature and the environment that military vehicles and equipment operate in around the world, particularly in vegetated areas, military equipment is classified as a high biosecurity risk. DAFF has strict import requirements for all military vehicles, equipment and personnel that apply equally to foreign militaries and returning Australian military forces. The US Marine Corps works closely with DAFF-Biosecurity to ensure that US Marine Corps personnel and equipment entering Australia adhere to Australian biosecurity requirements.

- During a 2009 exercise, AQIS conferred a Biosecurity Award on the Marine officer responsible for quarantine liaison, which indicates the willingness of the Marine Corp to meet strict Australian requirements.<sup>88</sup>
- One online respondent observed “Defence is one of the better environmental custodians in this country. Industry, tourism and casual users cause more damage and are less accountable than the military.”

As the Marines will use the same areas of Bradshaw that the ADF does for exercises, under the same safeguards, the environmental impact is likely to be minimal.

<sup>87</sup> The US Military is likely to be using green energy more for operational reasons than concern for the environment, but the outcome is still the same.

<sup>88</sup> <http://www.daff.gov.au/aqis/about/reports-pubs/biosecurity-bulletin/2009/nov-dec>

## 10 National security

The majority of phone survey participants thought that national security would be increased by having the Marines present. When asked “How adequate do you think Australia's national defence arrangements are?” the average answer was 3.1, on a scale where 1 indicated “poor” and 5 indicated “excellent”. When asked the same question but with the Marines present, the average answer was 3.3, which represents a 9% increase.

- There may be some wellbeing conferred from this increased feeling of security. Given Australia is a democracy, it can be inferred that taxpayers on average consider the current expenditure of \$24.2 billion<sup>89</sup> on defence is a reasonable ballpark. For the current population of 22.7 million<sup>90</sup> this translates to an implicit value of defence of \$1,067 per capita. Thus, for the representative Territorian, a 9% increase in perceived security may be equivalent to an additional \$96 in Defence services.
- It is possible that willingness to pay for defence is actually greater than actual defence expenditure. The National Association of Schools of Public Affairs and Administration assessed the average US citizens’ willingness to pay to improve their community’s ability to respond to major disasters (including terrorist attacks) as US \$298 per year.
- Mulvancy et al (2001) found the United States was spending less to protect its citizens against weapons of mass destruction than the population was willing to pay.

A number of participants considered that it was not realistic to separate out the impacts of a single rotation of Marines from the larger picture, in particular in relation to expected future rotations, but also of the larger US and Australian force structure and posture. However, the brief of this report is only to assess the impact of rotations of up to 1,100 Marines. Example comments from online survey respondents included:

- “I cannot see there will be any change in Australia’s defence status with 1,100 US marines in Darwin”.
- “1000 Marines might sound like a lot, but it's just a small unit compared with world military forces”.

Base Watch members said that any individual group of Marines would have limited social and economic impacts, although the impacts of the whole long-term program should be assessed.<sup>91</sup> Similarly, Base Watch was also concerned about possible rotations of US Air Force jets to Tindal, and US naval vessels to Stirling in WA<sup>92</sup>, and considered there should have been public consultation before the joint announcement of the Prime Minister and President Obama.

<sup>89</sup> <http://www.defence.gov.au/budget/12-13/pbs/index.htm>

<sup>90</sup> <http://www.abs.gov.au/ausstats/abs@.nsf/mf/3101.0>

<sup>91</sup> While the Government has announced the intention to eventually have rotations of up to 2,500 Marines, it has not made any concrete decisions about the size and composition of individual future rotations. Rather, it has announced that it will take into account the lessons of previous rotations and the findings of impact assessments in making these decisions.

<sup>92</sup> See, for example, Minister for Defence press conference 20 October 2011, <http://www.minister.defence.gov.au/2011/10/20/minister-for-defence-press-conference-with-northern-territory-chief-minister-paul-henderson/>



The US military uses several types of weapons that Australia has eschewed, including depleted uranium shells, cluster bombs and land mines. The Australian Government has stated that the Marines will not be allowed to use or stockpile such weapons in Australia. However, Base Watch members raised concerns that these weapons may be allowed in US vessels or aircraft which are “in transit”.

Base Watch also considered that the presence of any Marines at all (even the first company of 200) would make it more likely that Australia could become entangled in any future US conflicts in the region.

- Seven phone survey respondents (1.4%) considered that the presence of the Marines would make Australia a target for terrorist attacks.

Most participants thought that Australia’s security would be increased by the presence of US Marines, which may improve the average Territorian’s wellbeing. However, a small minority were adamant that the opposite was the case.

# 11 Conclusions

Given that the rotation of up to 1,100 Marines is equivalent to less than 1% of the Darwin population, and that they will only be here for six months, will live on base, will likely be in the field for training and exercises for a significant period of the six month rotation, and have limited liberty otherwise, the scope for the Marines to have a social impact is limited. This view was the consensus held by both consultation participants and phone survey respondents.

- The fact that that it took SRC 11,000 phone calls to get 500 responses may indicate the Marines' presence is simply a non-issue for the majority of Territorians.

The great majority of official participants and phone survey respondents supported the Marine rotations, although there were a small group of participants who were vociferously opposed.

The Marines may make a marginally positive impact in some areas such as community services (around 10% more phone survey participants thought social cohesion would increase than thought it would decrease) and respect accorded to Indigenous people (which phone survey respondents expected to increase by around 7%). The Marines may have a small negative impact in some areas, such as waiting times at Royal Darwin ED (expected 1% increase in waiting times), or aircraft noise (most respondents expected no noise increases where they lived or worked). In other areas, such as access to education services or affordable housing, they should make no difference at all.

## 11.1 Summary by topic

### 11.1.1 Population and community issues

Adding over a thousand young men to a city that already has proportionately 25% more men aged 20 to 34 than the national average was seen as an issue by some public participants. However, there will be less than 0.5% change in the population share for any age group for males and none for females. Moreover, given the way Darwin community is able to positively respond to its current existing relatively high population turnover and many diverse people groups, there do not appear to be any substantial risks to community cohesion from the Marine rotations. This view was also reflected by phone survey respondents, who considered there would be a statistically insignificant (1%) decrease in sense of community (Chapter 2).

### 11.1.2 Indigenous issues

Based on consultations and survey feedback, there does not appear to be any substantial risk of negative impacts on Indigenous people, land or culture from the Marine rotation. Indeed, the survey responses suggest that there could be small net benefits (Chapter 3).

### 11.1.3 Income and affordability issues

Given the Marines will live on base, without displacing any ADF members, there is virtually no risk of the Marines exacerbating the Darwin rental market conditions. As Marine wages are lower than those of residents, the presence of 1,100 Marines for six months is not likely to cause any discernible reduction in the affordability of goods and services (Chapter 4).

### 11.1.4 Business and employment

As the 1,100 Marines will only be located in the Territory during the dry season, their presence is unlikely to lead to the creation of many permanent new positions. However, there could be considerable short term maintenance demand generated. There could also be employment opportunities in the wet season if the Marines leave sufficient equipment behind in storage. The impact on tourism is likely to be limited (Chapter 5).

### 11.1.5 Access to education, transport and other public services (including congestion)

As the Marines will not generally be accompanied by school aged children, there is unlikely to be any discernible impact on access to education from the potential rotation. Based on feedback from officials and survey respondents, there are also likely to be negligible impacts on access to other public programs and services (Chapter 6).

### 11.1.6 Community health and safety

Given that a large percentage of the Marines will not consume alcohol, the Marines will be on exercises or confined to barracks with limited liberty, and there is a midnight (“Cinderella”) curfew, there appear to be low risks of alcohol-induced misbehaviour by the Marines. The great majority of phone survey participants (85%) considered there would be no change in public safety. A representative of NT Police expected little or no trouble from the Marines. Survey respondents also expected levels of anti-social behaviour to decrease during a potential rotation.

Based on the most recent Marine-specific data from Okinawa, and the estimated ratio of reported to unreported sexual assaults in Australia in 2011-12, the estimated risk of a sexual assault from a rotation of 1,100 Marines is around 1 in 20 (5%). Based on the incidence of officially reported sexual assaults caused by military personnel on US bases in Okinawa between 1986 and 2006, there could be around a 1 in 8 chance of a sexual assault from a rotation of 1,100 Marines. There are a number of reasons to consider that this may be an overestimate, as incidence rates have declined substantially in Okinawa, and the Marines in Australia will not live off base, own cars, and will have tight curfews. The likelihood of sexual assault being committed by a local NT male is considerably higher. This risk could be mitigated further through the conduct of evidence-based sexual assault prevention training, such as is offered by the Darwin Sexual Assault Network.

As the Marines will not own cars, will have restricted liberty, and will not be accompanied by large numbers of aircraft, the risk of air or ground vehicle accidents is low. There would be around half a per cent chance of a road fatality, and around a two per cent chance of a

“Class A” air incident (major damage to the aircraft or crew death or permanent disability) if the Marines were accompanied by Ospreys.

Although it is likely that any crimes committed by Marines will be tried under Australian jurisdiction, the lack of clarity as to how the Status of Forces Agreement operates is a concern to some sections of the community and greater public awareness raising about the SOFA may be valuable (Chapter 7).

### 11.1.7 Access to health and community facilities and services

The Marines’ impact on access to health services is likely to be less than proportional to their share of the population (around 1%). Unlike Darwinians, the Marines will not use Royal Darwin ED to make up for a shortage of GPs, as they will have access to adequate health services on base, for all but the most serious injuries. The Marines may make a small positive contribution to community services (Chapter 8).

### 11.1.8 Environmental impacts

The Marines could bring with them some aircraft and aviation support equipment to provide support for training and exercising. For the purpose of this assessment, we have assumed that any rotary wing or tilt-rotor aircraft accompanying the rotation would operate from RAAF Base Darwin, and that any fighter aircraft accompanying the rotation would operate from RAAF Base Tindal, which would reduce the impact on civilian populations. This would also limit the potential for noise pollution. The majority (56%) of phone survey participants considered there would be no noise impact either where they lived or where they worked. As the Marines will follow Defence processes and requirements in using ADF training areas, the environmental impacts are likely to be minimal. The majority (53%) of phone survey respondents were completely unconcerned about the Marines’ environment impacts at Bradshaw (Chapter 9).

### 11.1.9 National Security

Ultimately, security arrangements are decisions to be taken by elected governments, and Deloitte Access Economics is not qualified to make an assessment of the security benefits of Marine rotations. However, we do note that phone survey respondents thought that national security would be significantly (9%) better by having Marines present.

## 11.2 Findings

While the risks of negative social impacts from the Marines are insignificant in almost all areas, it still may be appropriate to mitigate some of these risks. There may also be some opportunities to pursue.

### 11.2.1 Sexual assault

While statistically, there are unlikely to be any instances of sexual assault from a rotation of 1,100 Marines for six months, the consequences to the individuals involved, should a sexual assault occur, would be significant. Some ADF members participate in courses which are designed under the National Standards for Sexual Assault Prevention Education to change

behaviour<sup>93</sup> and found to be efficacious in reducing the risk of sexual assault. It may be beneficial to offer such courses to the US Marines as well.

### 11.2.2 Aircraft noise

While the Marines are not likely to be accompanied by either large numbers of aircraft, or particularly noisy aircraft, telephone survey respondents thought that overall aircraft noise levels would increase by 9%. It may be appropriate for Defence to conduct an environmental noise study, once the number and type of aircraft and their flight patterns are known, and then promulgate this information to reassure residents concerned about potential noise.

### 11.2.3 Legal safeguards

There is an expectation among some areas of the community that if US personnel committed crimes, they would be repatriated to the US rather than face Australian justice. The SoFA and historical evidence do not support this, but there appears to be a lack of understanding of the actual arrangements. For most questions in the phone survey, only around 2% to 3% of respondents answered “don’t know / can’t say”, but on the question of adequacy of legal safeguards, it was 19%. Given that Marine rotations are expected to be ongoing in the NT, it may be helpful for Defence to raise public awareness of relevant legal safeguards through broader communication to the local community.

### 11.2.4 Opportunities

The large majority of survey respondents (78%) were supportive of Marine rotations, but equally a number of participants noted that the first rotation of Marines were “never seen”. Accordingly, as well as taking steps to mitigate negative risks, it may be worth encouraging greater public interaction with future Marine rotations (for example, open days with exercises such as Pitch Black have proven popular.)

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<sup>93</sup> <http://www.nasasv.org.au/Standards.htm>

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# Appendix B: Telephone survey questions

## Social and Environmental Impact of US Marine Rotations in NT

In the dry season of last year, there was an initial rotation of approximately 200 US Marines Corps personnel to Darwin and Northern Australia. This initial rotation concluded in September of last year.

**B1 Before today were you aware of the previous rotation?**

**B2 Overall did the previous rotation have any noticeable effects on you?**

1. Yes
2. No
3. (Don't know/can't say)

**B2a On a scale of 1- 5 where 1 is a major negative effect and 5 is a major positive effect, how would you estimate the magnitude of this impact?**

1. Major negative effect
2. Negative effect
3. Neither negative or positive effect
4. Positive effect
5. Major positive effect
6. (Don't know/can't say)

**B3Intro** In the dry season of this year, there will be an additional rotation of 200-250 US Marines. After that, there is an additional *potential* rotation of 1,100 US Marines in the dry season of 2014. The following questions will ask your opinion on the *potential* rotation of 1,100 US Marines in 2014.

**B3** Before today, were you aware of the potential rotation in 2014?

1. Yes
2. No
3. (Don't know/can't say)

**C1intro** There have been views expressed that perhaps US Marines may behave differently compared to the current NT community. We want to know how you believe they may behave and how that will impact on you.

**C1** On a scale of 1 to 5, with 1 being very unsafe and 5 being very safe, how safe do you feel in public places?

1. Very unsafe
- 2.
- 3.
- 4.
5. Very safe
6. (Don't know/can't say)

**C2** On a scale of 1 to 5, how safe do you expect you will feel when the US Marines are in the NT in 2014?

1. Very unsafe
- 2.
- 3.
- 4.



5. Very safe  
6. (Don't know/can't say)
- C2a** What is the MAIN reason you think your safety would (increase/decrease)?
1. Response given (SPECIFY)  
2. (Don't know/can't say)
- C3** Antisocial behaviour occurs when people do things that show a lack of consideration for others such as drinking in public places and damaging property. On a scale of 1 to 5, 1 being very low and 5 being very high, what do you think is the level of anti-social behaviour in the NT?
1. Very low  
2.  
3.  
4.  
5. Very high  
6. (Don't know/can't stay)
- C4** On a scale of 1 to 5, what do you expect the level of anti-social behaviour to be when the US Marines are present in 2014?
1. Very low  
2.  
3.  
4.  
5. Very high  
6. (Don't know/can't stay)
- C5** Do you believe there are sufficient legal safeguards in place to address community safety issues resulting from US marine actions?
1. Yes  
2. No  
3. (Don't know/can't say)
- D1** Do you believe that the presence of 1,100 US Marines and their vehicles and aeroplanes will increase noise levels where you live or work or both?
1. Yes, work  
2. Yes, where I live  
3. Yes, both  
4. No  
5. (Don't know/can't say)
- D1a** By what percentage do you think the noise levels will increase?
1. \_\_\_\_\_%  
2. (Don't know/can't say)
- D2** The US Marines, during their potential visit in 2014, would use Defence training areas including the Bradshaw Field Training Area. On a scale of 1-5, 1 being completely unconcerned and 5 being very concerned, how concerned are you that the presence of US Marines in the NT in 2014 will have a negative environmental effect in the Bradshaw training area?
1. Completely unconcerned  
2.  
3.  
4.  
5. Very concerned  
6. (Don't know/can't say)

7. (Refused)

**D3 Do you believe that the presence of 1,100 US Marines will increase the number of traffic accidents in the NT?**

1. Yes
2. No

**D3a By what percentage do you think traffic accidents will increase in the NT with the presence of the US marines?**

1. \_\_\_\_\_%
2. (Don't know/can't say)

**E1intro Recognising that the US Marines will be living on base while in NT, we wish to better understand whether you believe a rotation of 1,100 US Marines would impact on how services are delivered to the community.**

**E1 On a scale of 1 to 5, with 1 being no access and 5 being immediate access, how would you rate your current access to health and hospital services?**

1. No access
- 2.
- 3.
- 4.
5. Immediate access
6. (Don't know/can't say)

**E2 Recognising that the US Marines will have access to their own health and hospital services while on base, on a scale of 1 to 5, with 1 being no access and 5 being immediate access, what do you expect your level of access to health and hospital services will be when the US Marines are present in the NT?**

1. No access
- 2.
- 3.
- 4.
5. Immediate access
6. (Don't know/can't say)

**E3 In a scale of 1 to 5, with 1 being no more difficult and 5 being very difficult, how much more difficult would you expect it to be to access public transport services, including buses and taxis, when the US Marines are present in 2014?**

1. No more difficult
- 2.
- 3.
- 4.
5. Very difficult
6. Not applicable
7. (Don't know/can't say)

**E4 On a scale of 1 to 5, with 1 being completely unconcerned and 5 being very concerned, how concerned are you that the NT government or local councils will have to redirect resources from current programs to support the Marines?**

1. Completely unconcerned
- 2.
- 3.
- 4.
5. Very concerned
6. (Don't know/can't say)
7. (Refused)

**E5 Do you believe the presence of US Marines will make it harder for you and your family to access education services in the NT?**

1. Yes
2. No
3. (Don't know/can't say)

**E6 Do you believe the presence of US Marines will make it more difficult for you or your family to access affordable housing?**

1. Yes
2. No
3. (Don't know/can't say)

**E7 Do you believe the presence of US Marines will make it more difficult for tourists to find accommodation in the NT?**

1. Yes
2. No
3. (Don't know/can't say)

F1Intro 'The initial rotation of around 200 US Marines in 2012 participated in community events such as BBQ's, charity and sporting events.

**F1 On a scale of 1 to 5, 1 being very low and 5 being very high, how would you rate the general sense of community currently in your area?**

1. Very low
- 2.
- 3.
- 4.
5. Very high
6. (Don't know/can't say)

**F2 On a scale of 1 to 5, what would you expect the overall sense of community in your area to be when the US Marines are present in the NT?**

1. Very low
- 2.
- 3.
- 4.
5. Very high
6. (Don't know/can't say)

**F5 What is the MAIN reason you think the level of sense of community would (increase/decrease)?**

1. Response given (SPECIFY)
2. (Don't know/can't say)

**F3 On a scale of 1 to 5, 1 being none and 5 being excellent, how would you rate the level of understanding and respect the Indigenous community currently receives from the non-Indigenous community in the NT?**

1. None
- 2.
- 3.
- 4.

- 5. Excellent
- 6. (Don't know/can't say)
- 7. (Refused)

**F4 On a scale of 1 to 5, 1 being none and 5 being excellent, how would you rate the level of understanding and respect the Indigenous community would receive from the US Marines when they are present in the NT??**

- 1. None
- 2.
- 3.
- 4.
- 5. Excellent
- 6. (Don't know/can't say)
- 7. (Refused)

**G1 On a scale of 1 to 5, where 1 is poor and 5 is excellent, how adequate do you think Australia's national defence arrangements are?**

- 1. Poor
- 2.
- 3.
- 4.
- 5. Excellent
- 6. (Don't know/can't say)

**G2 Using the same scale, (1 is poor, 5 is excellent), how adequate do you think Australia's national defence arrangements will be when the US Marines potentially come to the NT in 2014?**

- 1. Poor
- 2.
- 3.
- 4.
- 5. Excellent
- 6. (Don't know/can't say)

**H1 Do you think the presence of US Marines will benefit the local economy?**

- 1. Yes
- 2. No
- 3. (Don't know/can't say)

**H2. Is there anything you would like say about the US Marines coming to the NT in 2014 that we haven't already covered?**

- 1. Response given (SPECIFY)
- 2. No
- 3. (Don't know/can't say)

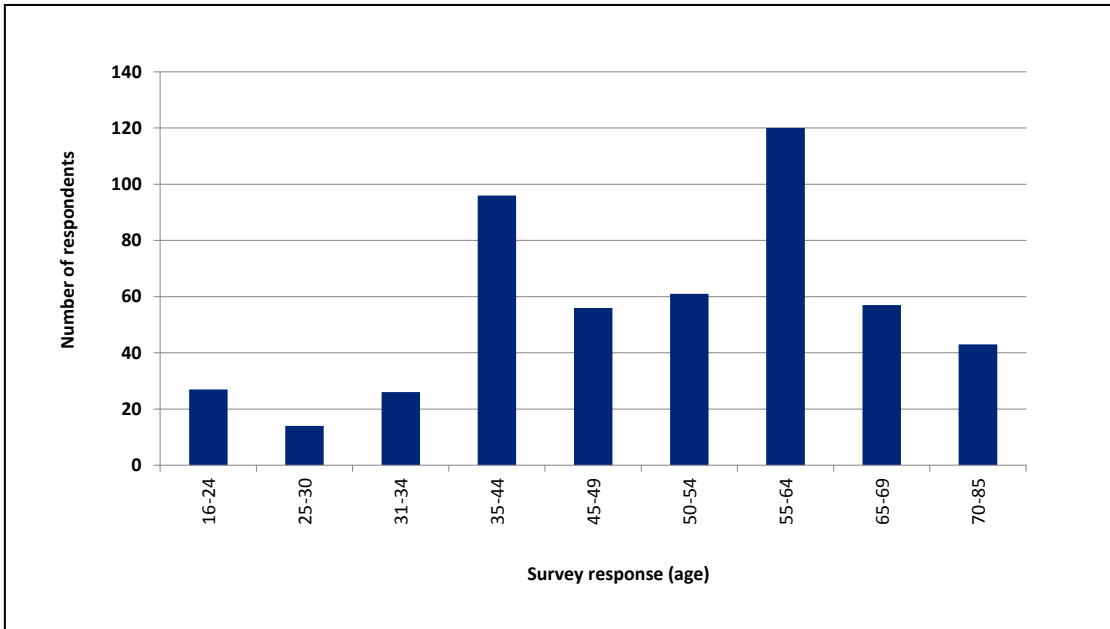
**H3 Overall, do you support the rotations of US Marines in NT?**

- 1. Yes
- 2. No
- 3. (Don't know/can't say)

# Appendix C: Telephone survey results

Across age groups, 24% surveyed were aged 55 to 64 years, representing the largest age group. Of those surveyed, 53% were female.

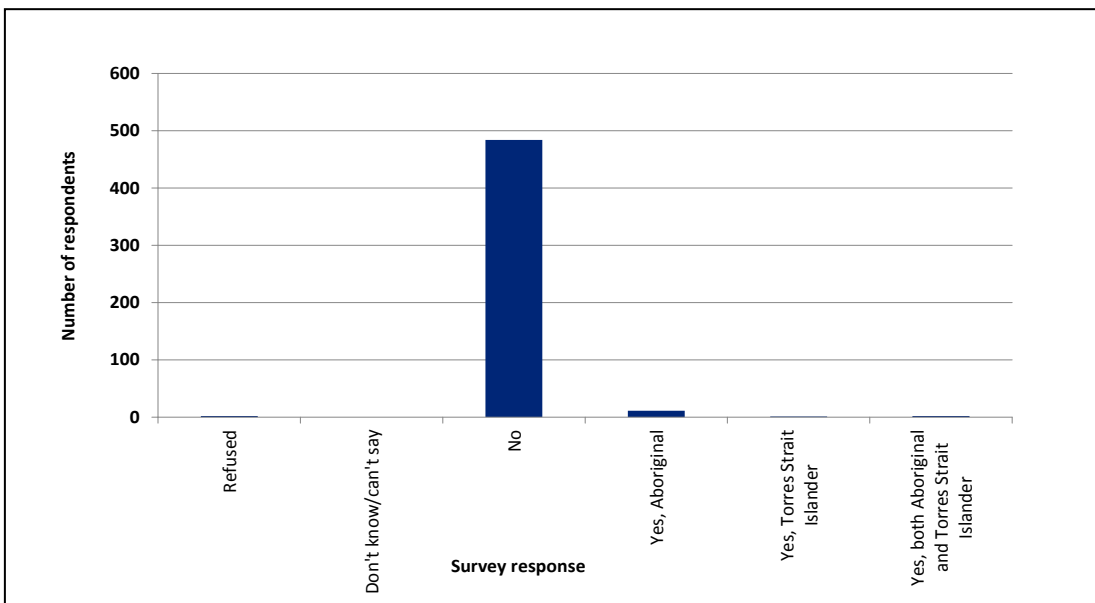
**Chart C.1: Age group**



## Are you of Aboriginal or Torres Strait Islander origin?

- Of those surveyed 3% confirmed they were Aboriginal, Torres Strait Islander, or both.

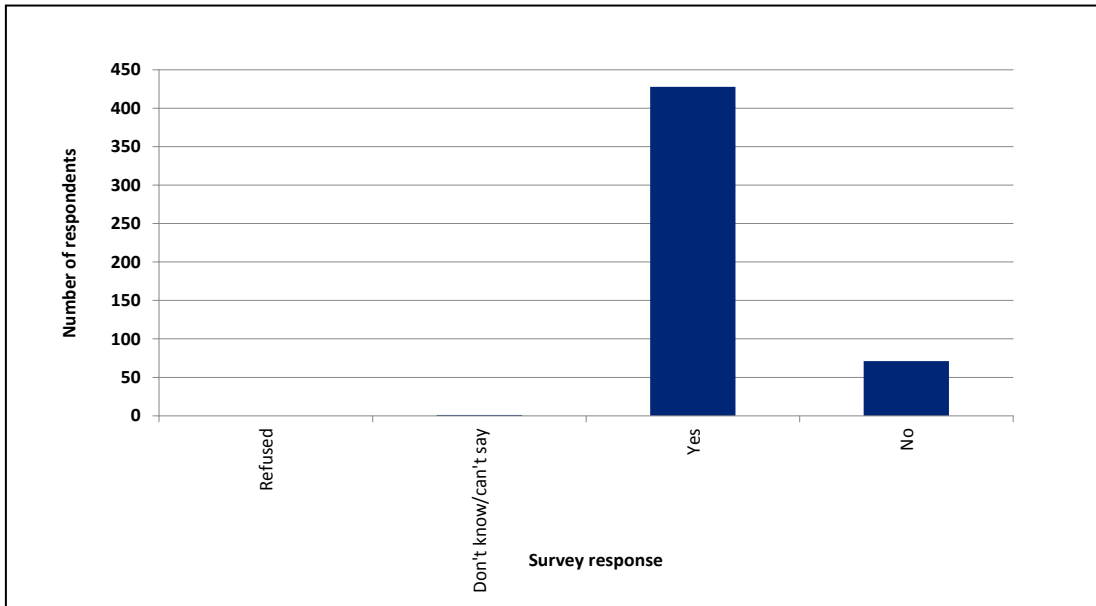
**Chart C.2: Aboriginal or Torres Strait Islander**



**Before today were you aware of the previous rotation?**

- Of those surveyed 86% were aware of previous rotation.

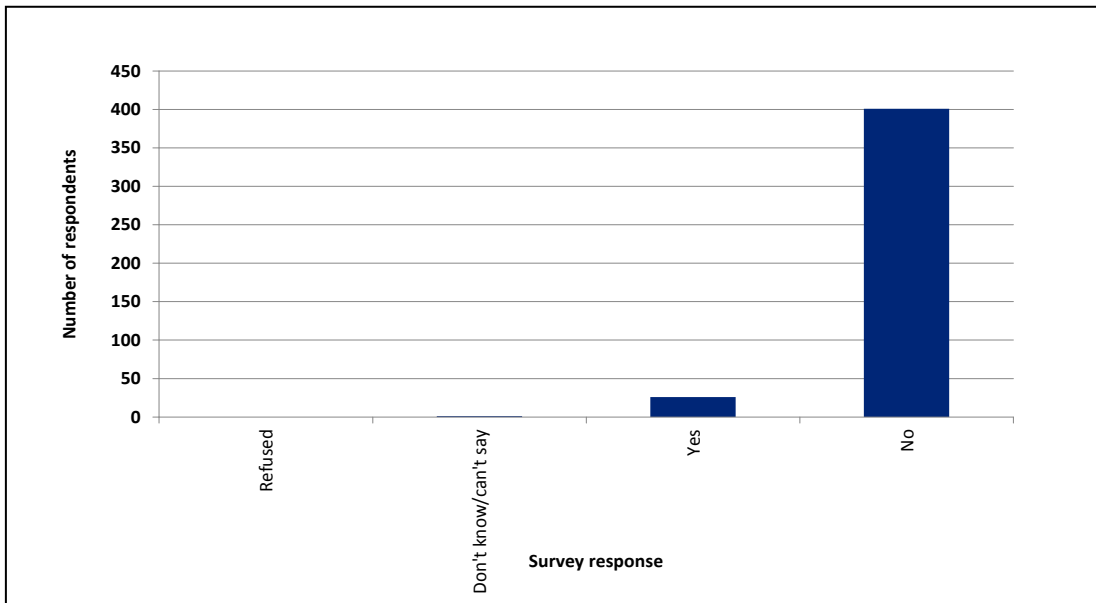
**Chart C.3: Awareness of the previous rotation**



**Overall did the previous rotation have any noticeable effects on you?**

- Of those aware, 94% experienced no noticeable effect.

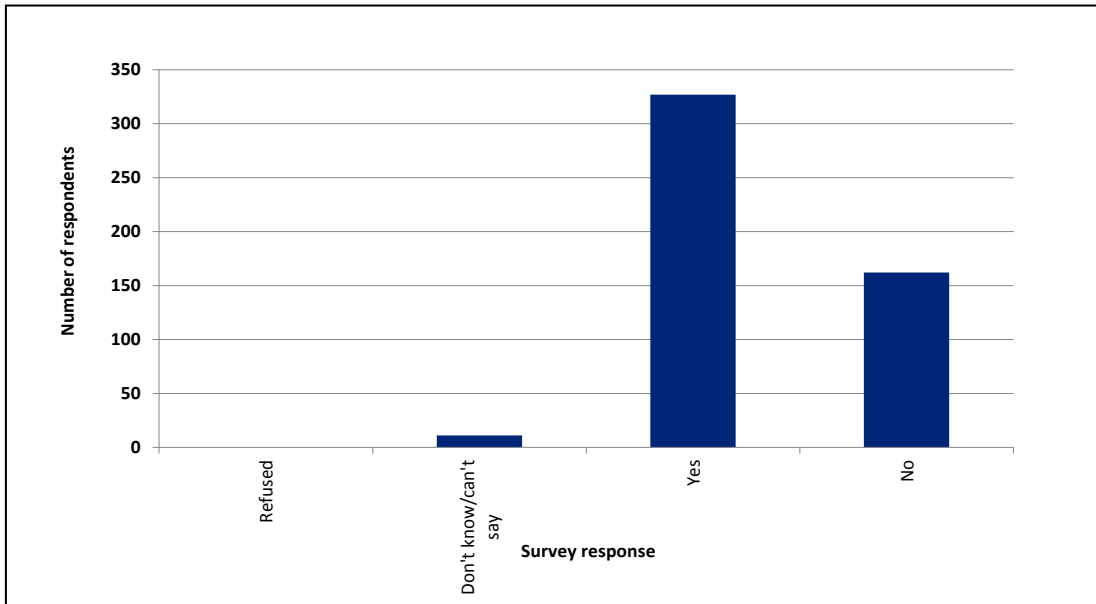
**Chart C.4: Noticeable effects of previous rotation**



**Before today, were you aware of the potential rotation in 2014?**

- Of those surveyed 65% were aware of the potential rotation in 2014.

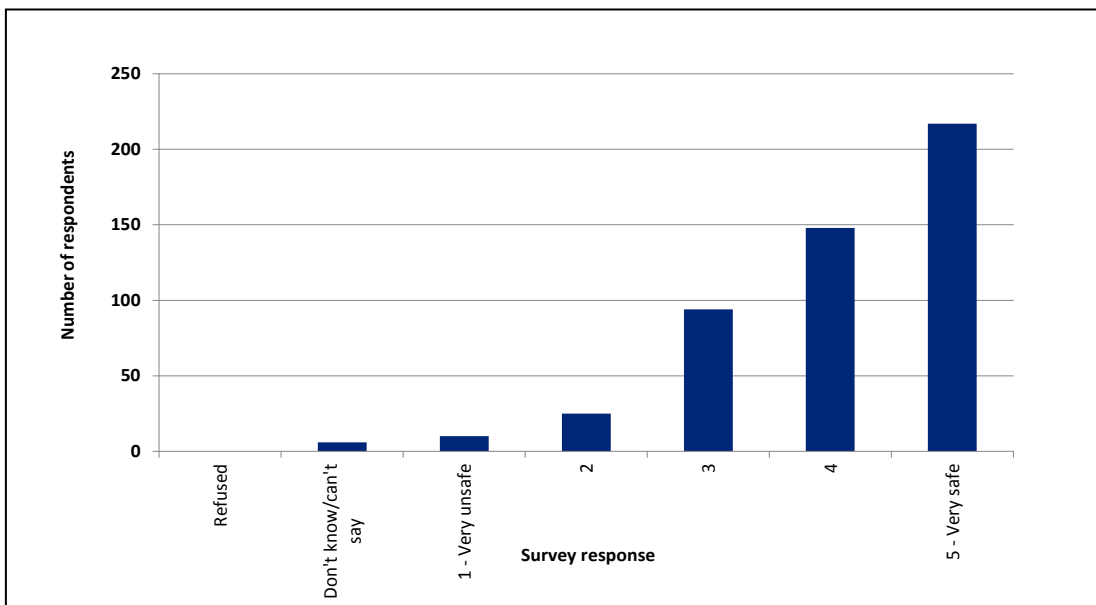
**Chart C.5: Awareness of potential rotation**



**How safe do you feel in public places?**

- The majority (73%) responded with a value of 4 or greater on a scale of feeling "Very unsafe" (0) to "Very Safe" (5). Almost half (43%) responded they felt very safe (5). The average response was 4.0.

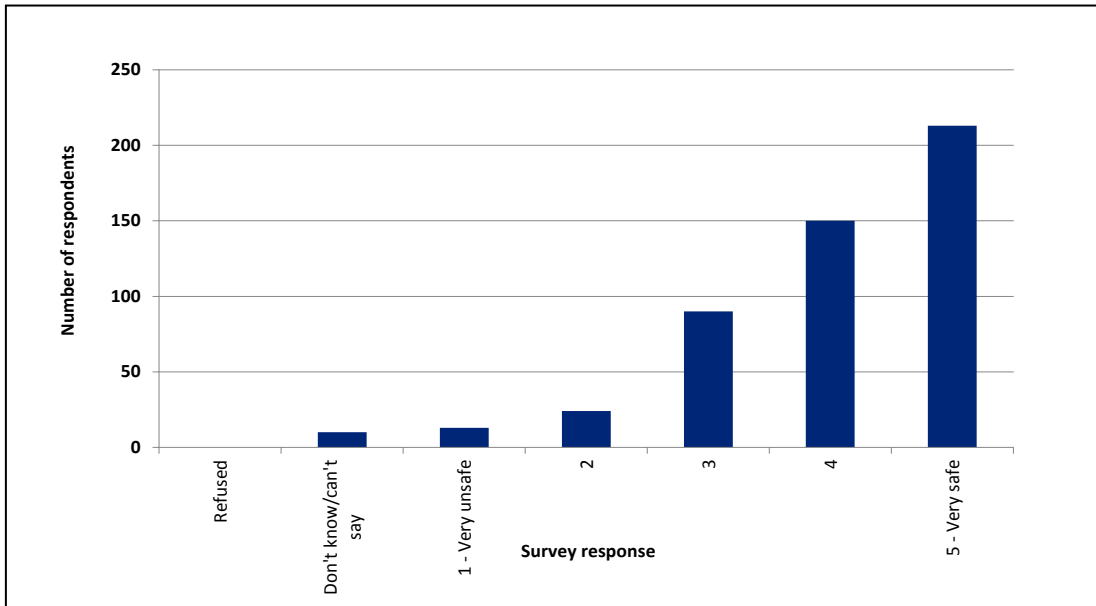
**Chart C.6: Current feeling of safety in public places**



### How safe do you expect you will feel when the US Marines are in the NT in 2014?

- The average response was also 4.0 with Marines present.

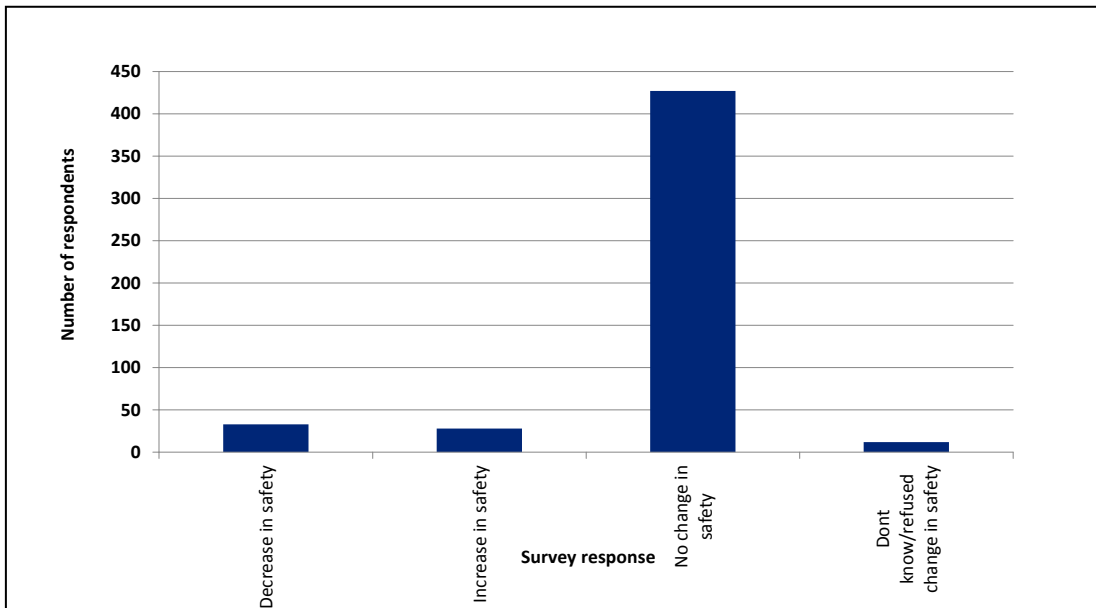
**Chart C.7: Safety in public places with US Marines**



### Change in safety

- Of those surveyed, 85% saw no change in safety with the previous rotation

**Chart C.8: Feeling of change in safety**

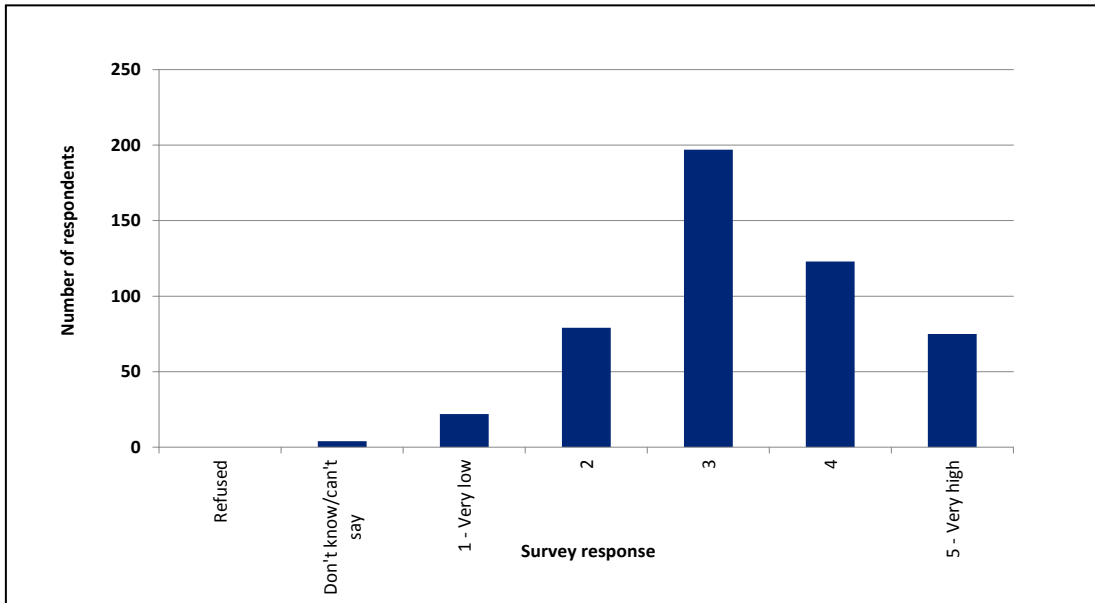




### What do you think is the level of anti-social behaviour in the NT?

- Respondents thought antisocial behaviour was higher than average – with a value of 3.3 (out of 5), with "Very Low" = 1 and "Very High" = 5.

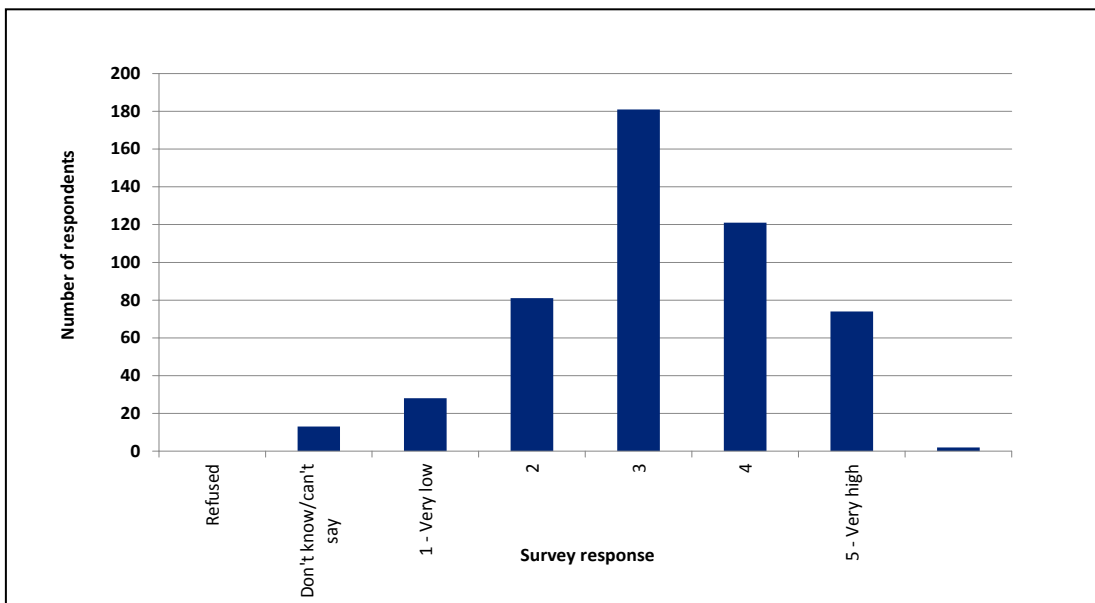
**Chart C.9: Anti-social behaviour in the NT**



### Level of anti-social behaviour to be when the US Marines are present in 2014?

- There was a slight improvement in the expected level of anti-social behaviour, with an average survey response value of 3.2 with Marines present, compared to 3.3 without Marines present.

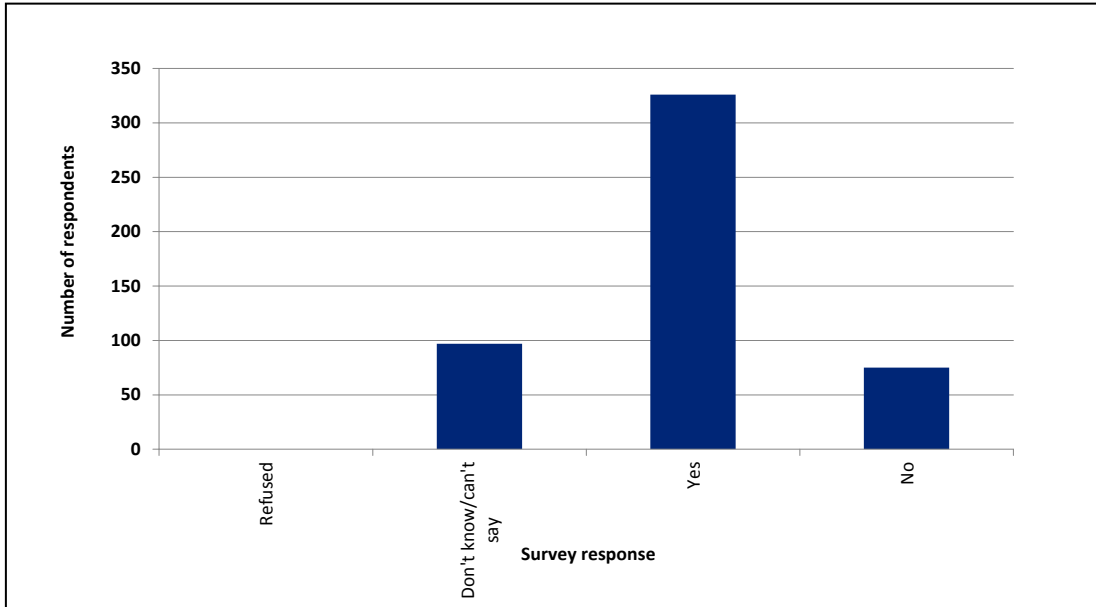
**Chart C.10: Anti-social behaviour with US Marines**



**Do you believe there are sufficient legal safeguards in place to address community safety issues resulting from US marine actions?**

- The majority (65%) of respondents believed there are sufficient legal safeguards.

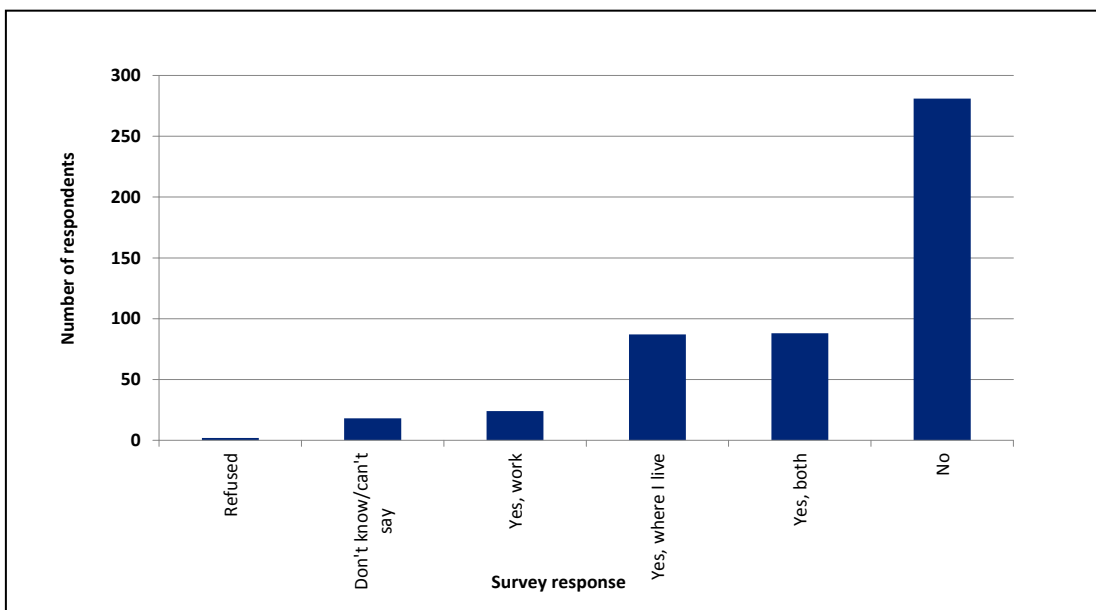
**Chart C.11: Sufficient safeguards in place**



**Do you believe that the presence of 1,100 US Marines and their vehicles and aeroplanes will increase noise levels where you live or work or both?**

- The majority (56%) do not think the Marines will affect noise levels either where they live or where they work.

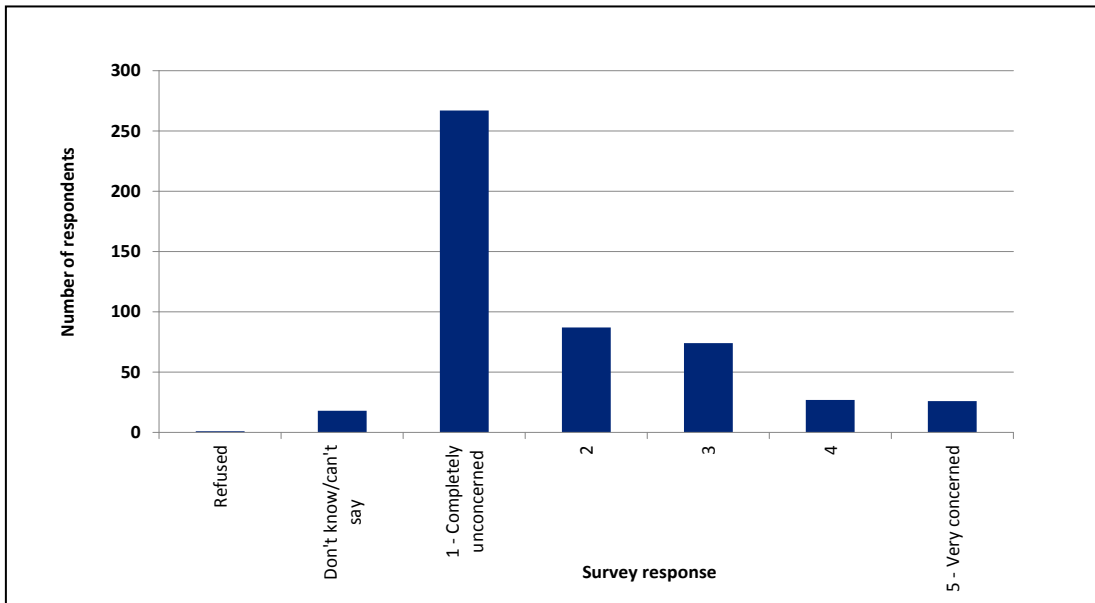
**Chart C.12: Expected noise level with US Marines**



**How concerned are you that the presence of US Marines in the NT in 2014 will have a negative environmental effect in the Bradshaw training area?**

- The majority (54%) were completely unconcerned about the Marines’ environmental impacts at Bradshaw.

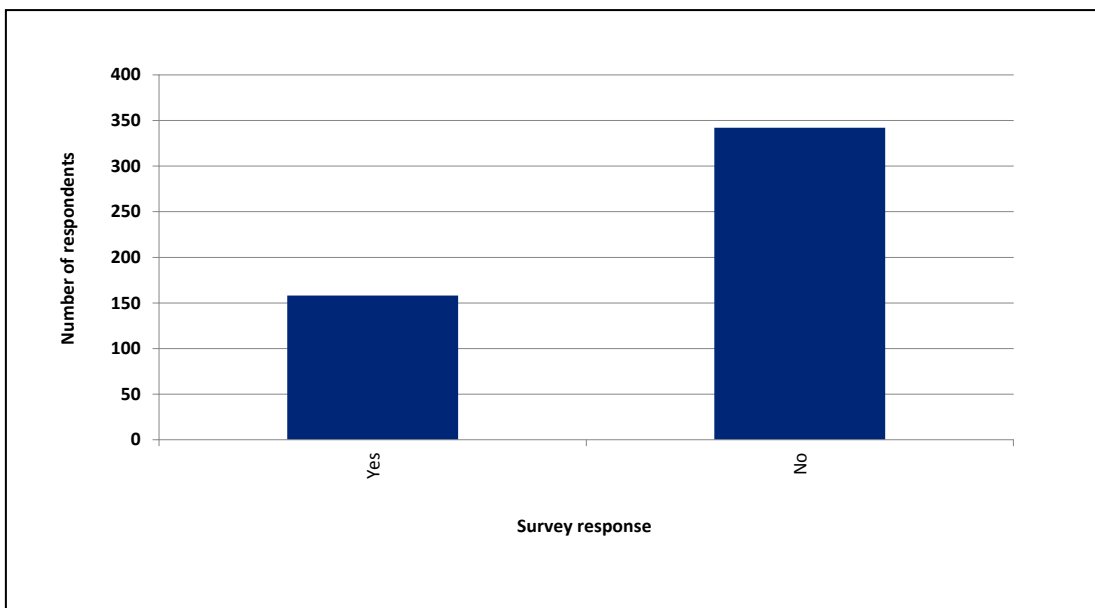
**Chart C.13: Expected environmental impact with US Marines**



**Do you believe that the presence of 1,100 US Marines will increase the number of traffic accidents in the NT?**

- Nearly two thirds (64%) believe that the Marines’ presence will not increase traffic accidents.

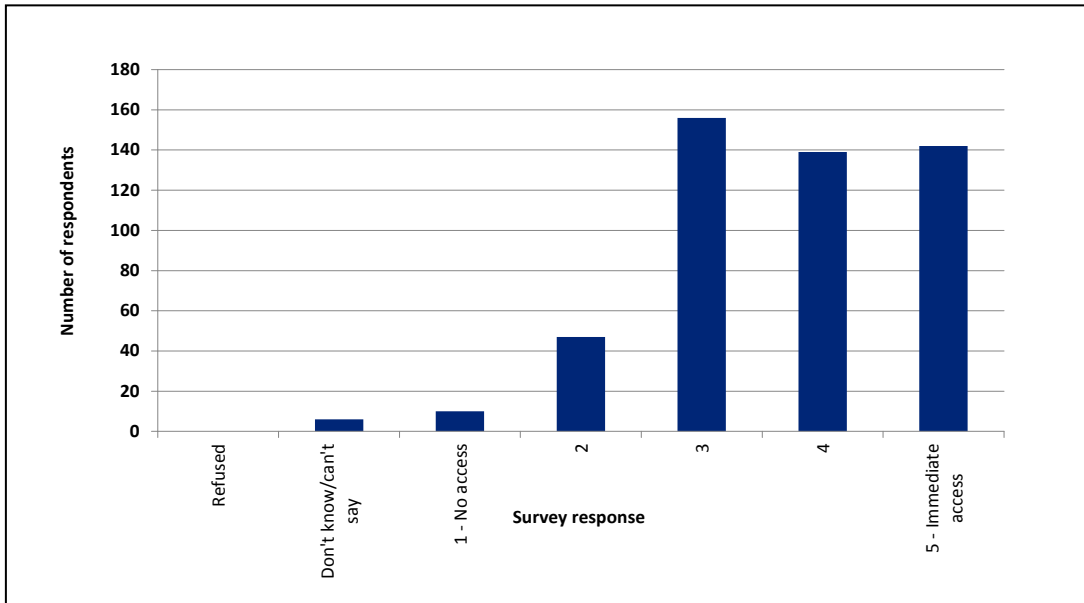
**Chart C.14: Traffic accidents with US Marines presence**



**How would you rate your current access to health and hospital services?**

- Respondents thought the current rate was fairly good - average value of 3.7 where "No access" = 1 and "Immediate access" = 5.

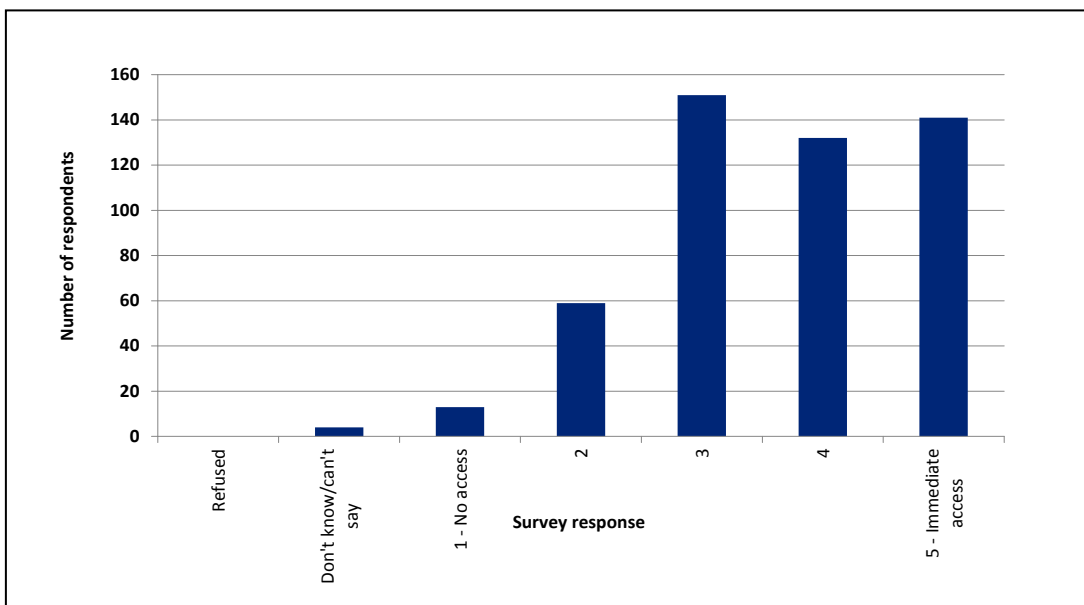
**Chart C.15: Access to health and hospital services**



**What do you expect your level of to health and hospital services will be when the US Marines are present in the NT?**

- Average level of access to health and hospital services falls by 1% with Marines present (to 3.6) which is proportional to population increase.

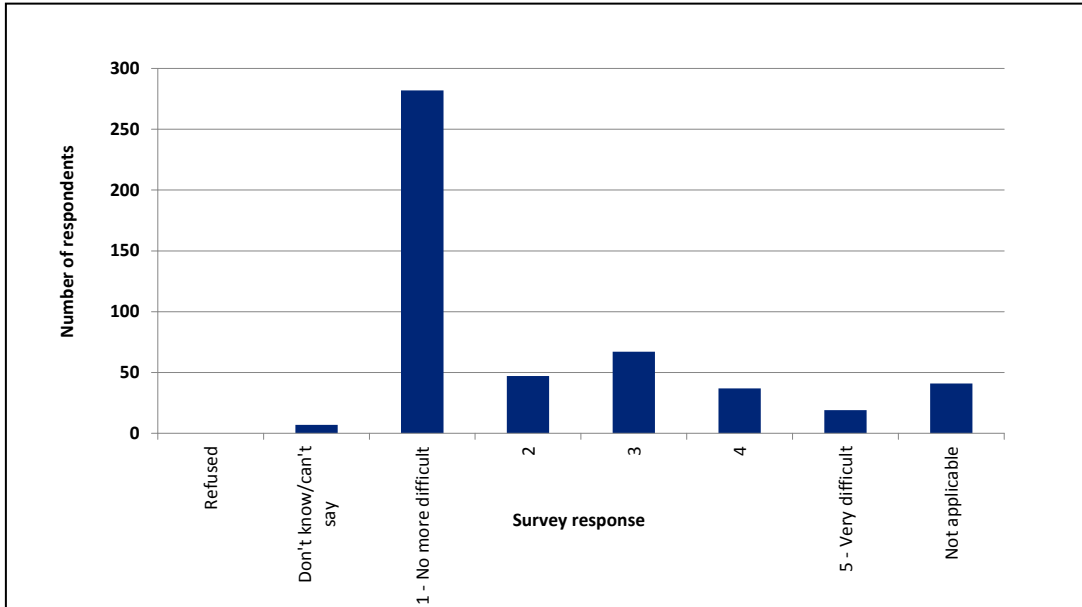
**Chart C.16: Access to health and hospital services with US Marines**



**How much more difficult would you expect it to be to access public transport services, including buses and taxis, when the US Marines are present in 2014?**

- The majority (56%) believe the Marines will not make access to public transport any worse.

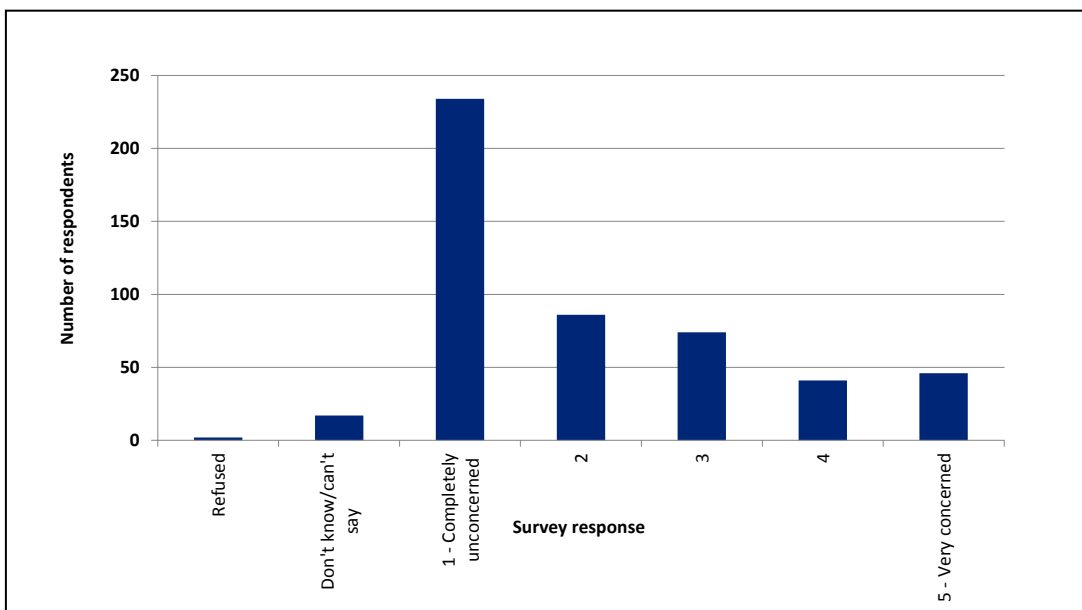
**Chart C.17: Access to public transport with US Marines**



**How concerned are you that the NT government or local councils will have to redirect resources from current programs to support the Marines?**

- Around half (47%) are completely unconcerned. On average respondents answered only slightly concerned - with a value of 2.1 where "completely unconcerned" = 1 and "very concerned" = 5.

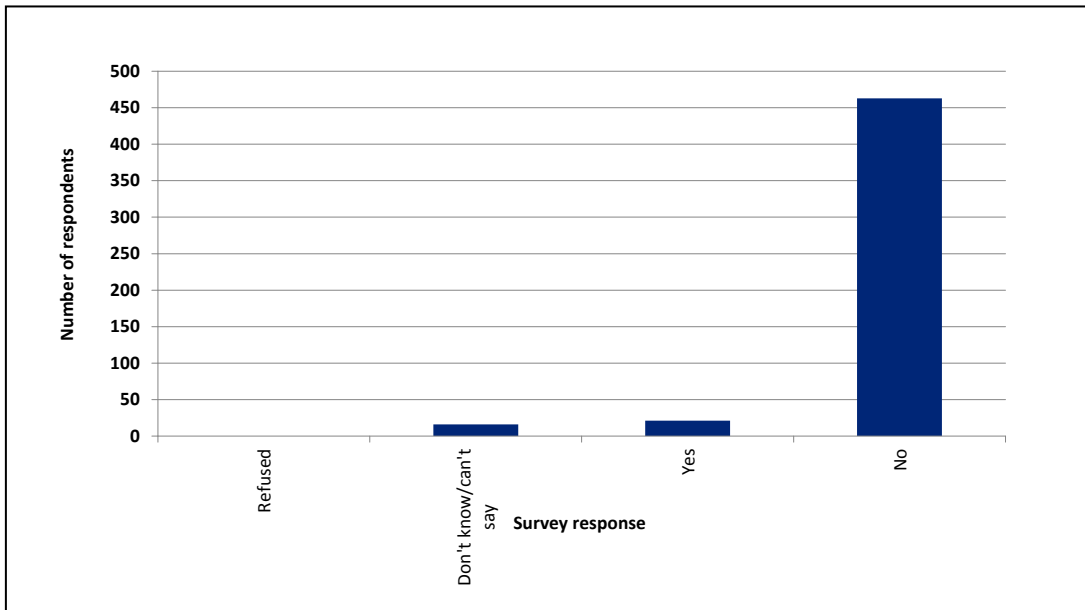
**Chart C.18: Resources redirected to support US Marines**



**Do you believe the presence of US Marines will make it harder for you and your family to access education services in the NT?**

- Nearly all respondents (93%) believe the Marines would not make it more difficult to access education services.

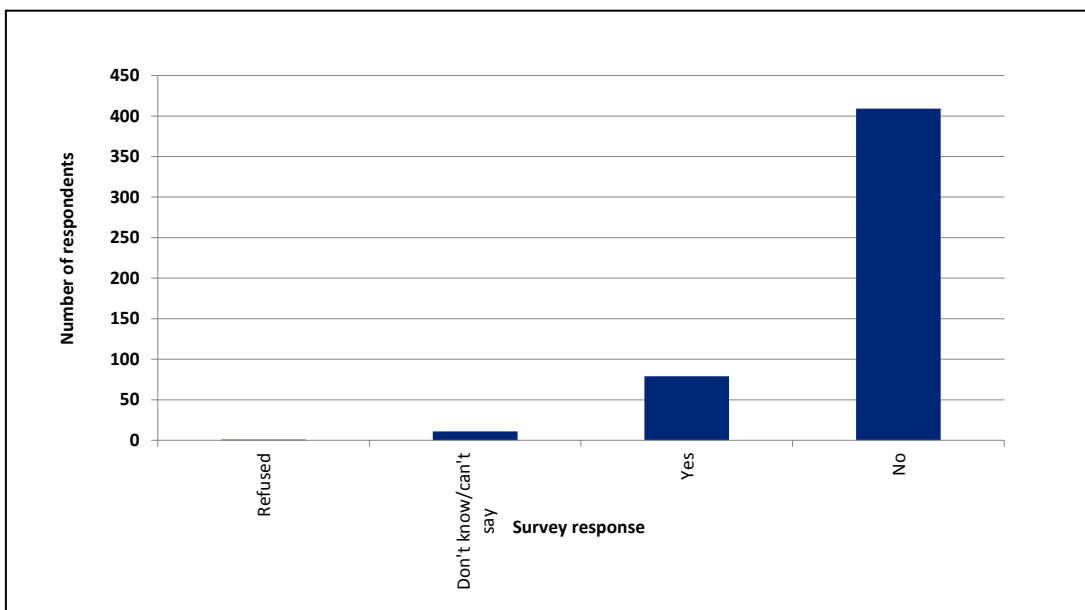
**Chart C.19: Access to educational services with US Marines**



**Do you believe the presence of US Marines will make it more difficult for you or your family to access affordable housing?**

- The large majority (80%) of respondents believe it would not be more difficult.

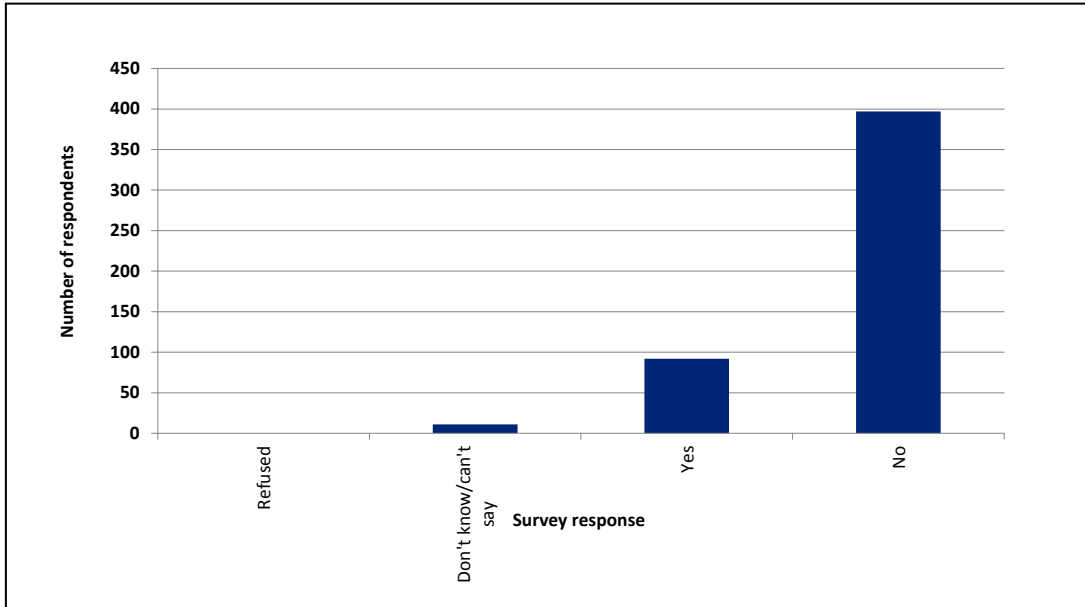
**Chart C.20: Access to affordable housing**



**Do you believe the presence of US Marines will make it more difficult for tourists to find accommodation in the NT?**

- More than three quarters (79%) of respondents believe it would not be more difficult.

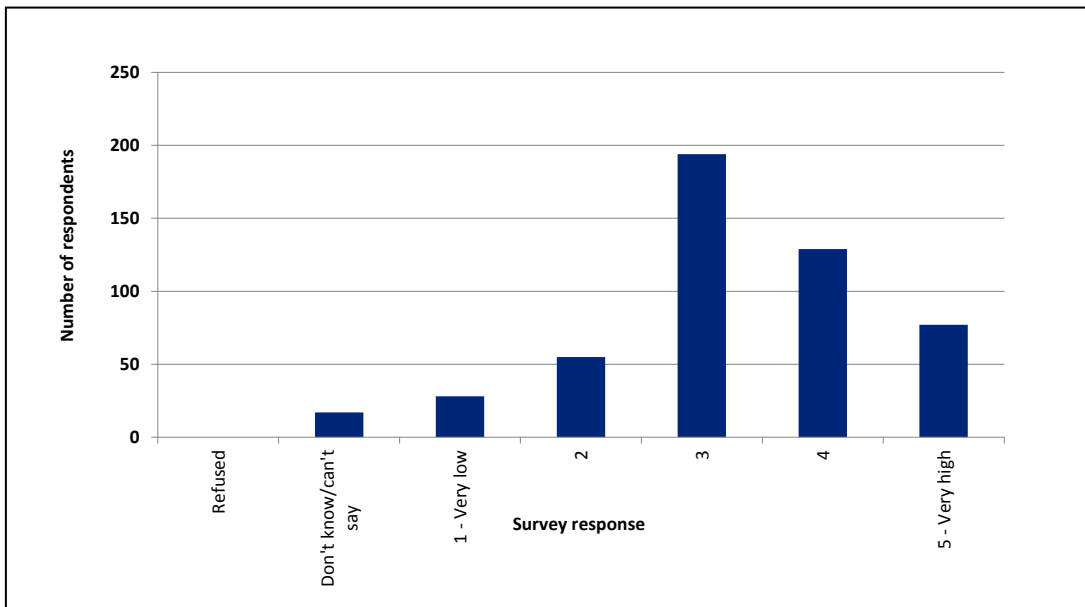
**Chart C.21: Access to accommodation for tourists**



**How would you rate the general sense of community currently in your area?**

- Respondents thought the current sense was slightly better than average - value of 3.2 (out of 5) where "Very Low" = 1 and "Very High" = 5.

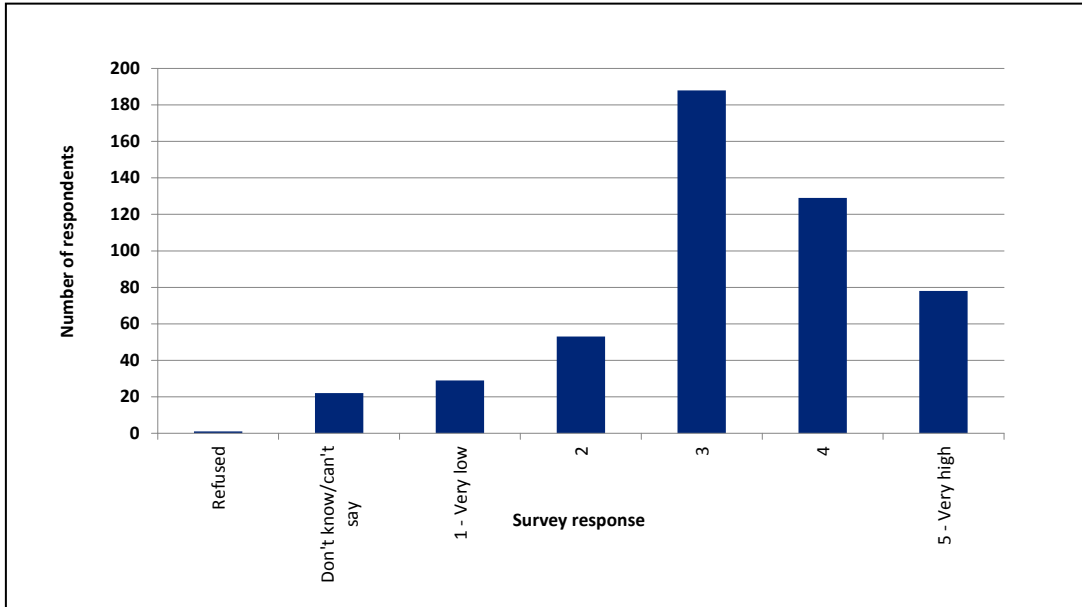
**Chart C.22: Sense of community**



**What would you expect the overall sense of community in your area to be when the US Marines are present in the NT?**

- Average response remains at 3.2 with Marines present.

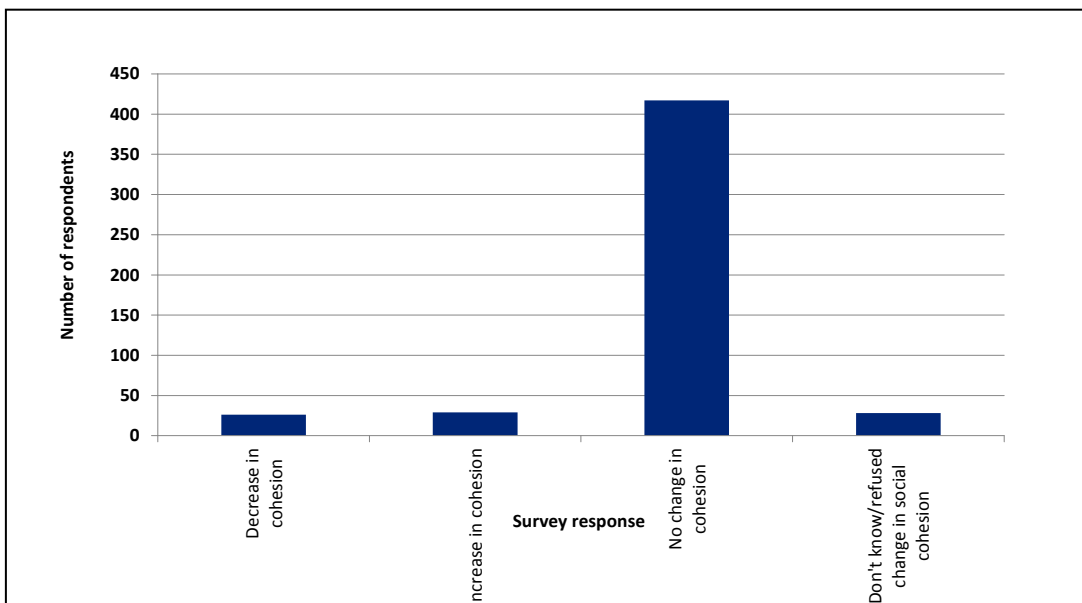
**Chart C.23: Sense of community with US Marines**



**Change in Social Cohesion**

- On average, respondents expect a slight increase in cohesion, of 0.06, where -1 is a decrease, 0 is no change, and 1 is an increase.

**Chart C.24: Change in social cohesion**

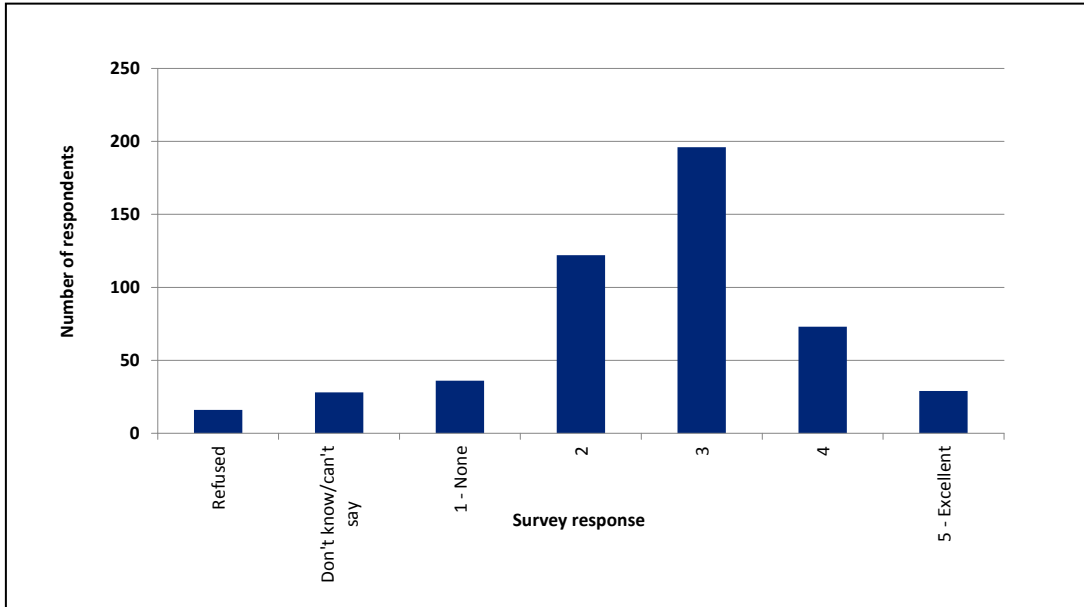




**How would you rate the level of understanding and respect the Indigenous community currently receives from the non-Indigenous community in the NT?**

- Respondents considered a current reasonable level of respect for Indigenous Australians (2.6 out of 5).

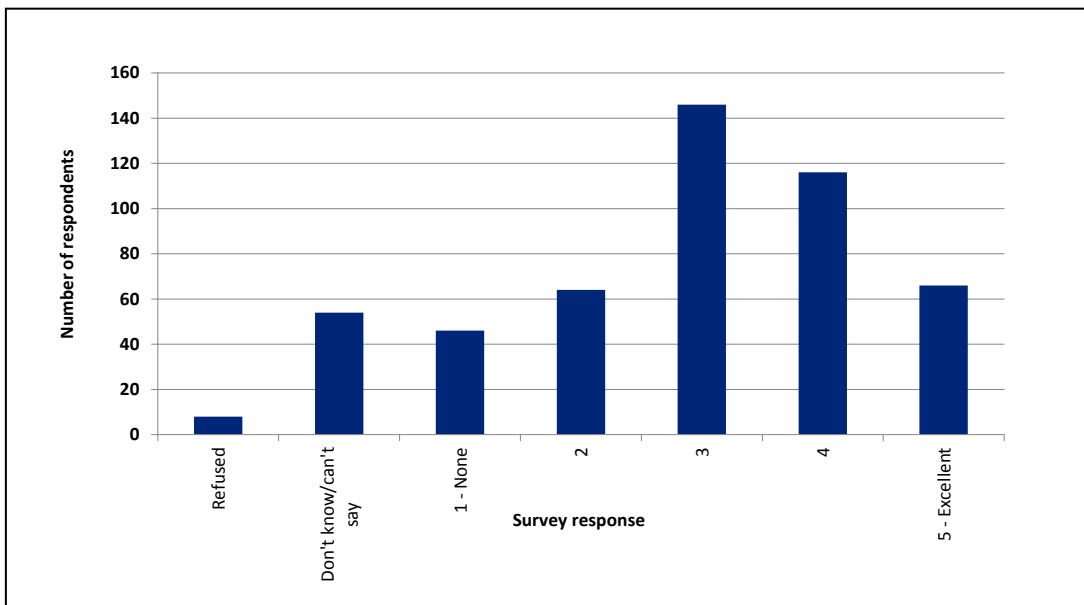
**Chart C.25: Level of understanding and respect**



**How would you rate the level of understanding and respect the Indigenous community would receive from the US Marines when they are present in the NT?**

- Encouragingly, respondents expect the level of respect to increase by around 7.5% with the presence of US Marines.

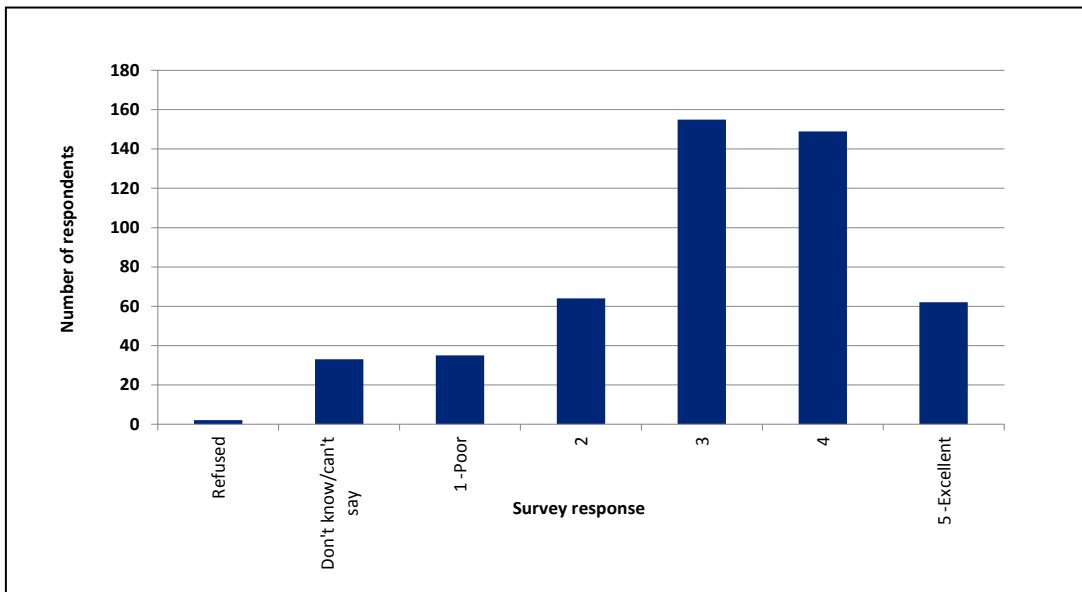
**Chart C.26: Level of understanding and respect with the presence of US Marines**



**How adequate do you think Australia's national defence arrangements are?**

- Respondents consider Australia’s national security arrangements to be adequate (3.1 out of 5).

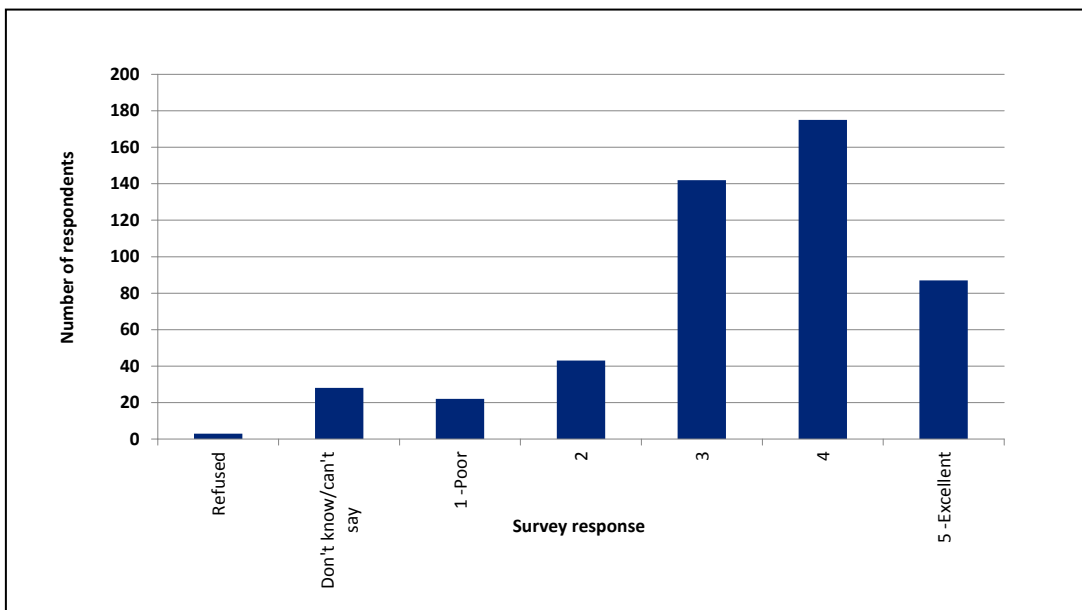
**Chart C.27: Adequacy of Australian’s national defence**



**How adequate do you think Australia's national defence arrangements will be when the US Marines potentially come to the NT in 2014?**

- Respondents expect Australia’s national defence to increase by around 9% with the presence of the US Marines.

**Chart C.28: Adequacy of Australian’s national defence with the presence of the US Marines**



# Appendix D: Online survey comments

## Overall, did the previous rotation have any noticeable effect on you?

Overall, the presence of 200 Marines had predictably little effect.

- Marines were exceptionally polite, and eager to learn about our country and to explain about theirs.
- Training with our partner - Australian soldier and bettering our alliance
- Poor behaviour of some Marines
- Only saw all marines once at Cross country run in April. Was slightly intimidated when they all warmed up in formation as a group, and most ran as in that formation, amongst other runners who were running as individuals in the Darwin Runners and Walkers Club championships.
- Signifies a locking in of Australian Foreign Policy to that of USA. USA Foreign policy is often flawed
- Increased violence and lack of cultural diversity - Darwin in becoming an all male town and their contribution to intellectual and social life is zero.
- The Marines are just service members. They came to Australia, did some training and went home. Good on them, but the world kept on turning.
- Have not seen any people around town that are noticeable as Marines
- As this was the first influx of US troops and a small one at that there was no perceivable effect.
- 250 marines, not based in Darwin, also on best behaviour due to high profile event.

## Overall, do you support the rotations of US Marines in the NT?

A majority of comments supported the rotations, although those opposed were considerably more lengthy.

- Good to see other cultures coming to Australia to learn about us, especially our military. Our folks will be working with them in the future and it helps to get to know each other in safety before going to do something more dangerous.
- Provided they are subject to Australian law for any criminal activity - previously allowing US military offenders to appear in US military courts without witnesses is wrong. US law made Australian seamen sit in Los Angeles for several months awaiting trial - sauce for the goose is sauce for the gander - no exceptions! And if the yanks don't like it, they are not the friend they claim to be.
- I believe the rotation is a wonderful idea
- OORAH!
- Bit unsure.
- Great chance for Darwin to make some money
- Love how they go into local schools to assist and show their presence
- They were very well behaved and joined in many community fundraisers.
- I feel that our Australian government in recent years has no interest in making itself aware of the views of its people - the Iraq invasion was the most recent example of no consultation with mainstream Australia - and we seem unable to make political decisions on behalf of ourselves and seek only to placate the US and affiliate ourselves with their viewpoint. Our geographical position should carry far more weight in regard to the countries we align ourselves with - the US can be seen to be an interfering power by some countries and hence I do not appreciate being seen to be aligned with all their policies.
- They just take and leave. They create demand on services and don't give back to the economy. They make us a target and they are culturally homogenic, intolerant and violent.

- Am not convinced this is a sound strategic, economic & social step. It is unclear what economic advantage will come to the NT, it is not clear what if any economic flow on this will have for Aboriginal Territorians & in particular traditional owners and am concerned that their presence has the potential to have widespread negative social impact. If there were clearer and convincing arguments about "controls" re the social behaviours of troops, their social and environmental behaviours in smaller places like Timber Creek, Katherine etc then it could possibly be ok. There's no guarantee that marines will spend money in the local economy other than on alcohol and clubs which won't help address any social issues in the NT rather its more likely to make it worse. However, if the NT and Commonwealth governments entered into a Partnership Agreement clearly and legally outlining what benefits will flow to the NT - eg training programs, employment opportunities, positive & material engagement with the community (eg constructing roads, facilities etc), programs for youths etc then I think it could be a positive step.

## Why do you think safety might change with the Marines present?

Respondents tend to feel personally safer with Marines around.

- Manners and behaviour of Marines very positive, increases safety perceptions due to positive interactions and witnessed behaviours and attitudes.
- I would generally feel safer if there was a US Marine around.
- As previously stated, if the US decided to respond aggressively to a power in our geographic region, would we be expected to respond with them and hence would this endanger our safety and stability?
- There are issue already with the number of young defence personnel in Darwin. To add another 1100 from a different country is asking for confrontation between young males due to alcohol and competition for female attention.

## Do you believe there are sufficient legal safeguards in place to address community safety issues resulting from US marine actions?

Comments indicate that more public education in this respect would be helpful.

- If there are incidents involving Marines, the Marines face consequences for their actions from NT Government and law as well as their own penalties and sanctions. I believe that local involvement would draw less action which is not acceptable. Our legal system seems to favour a lenient approach to our own community which is not in the wider community interests or wishes.
- Marines will be very closely watched. They are subject to Australian law, US military law, and have discipline, training, moral standards and administrative controls which are much more strict than Aussie civilians. Obviously, not every service member is an angel. When the Marines were in Japan, local people were afraid of sexual assaults and fights, which did happen and did involve Marines. However, they happened at a \*lower\* rate than that in the general community. The amount of crime per capita in Okinawa slightly \*increased\* after the US marines left.
- If there are incidents involving US deployed troops carrying out criminal acts, will they be subject to Australian law or be returned to the US where they escape our legal system?
- Too much ambiguity about whether local or US Defence laws will be used for any infringements.
- Legal arrangements seem fine in theory but are unlikely to be so in practice. America has a long record of repatriating offenders from Australia (Perth), and especially other countries, when it suits them.
- The last time there was a court case with a US service person he was shipped out with little or no penalties
- There is insufficient information or understanding in the community about what the inter country legal agreements are or entail with respect to how another country behaves on our soil or how our rules apply to them. This must be clearly articulated, formalised and understood by the community.

- Not applicable. There are no safety issues.

## Do you think that the presence of US Marines in the NT will have effect the environment in these training areas?

Comments were divided on this topic.

- Defence is one of the better environmental custodians in this country. Industry, tourism and casual users cause more damage and are less accountable than the military.
- Defence already has a damage remediation programme for training areas. I would imagine that this will be reviewed to account for the additional military activity in these areas, with increased effort to protect and repair the environment.
- Very minor.
- The ranges will already suffer environmental problems and with increased use the problems will increase.
- The areas are designed for this type of use, and the necessary maintenance would form part of the management of these areas.
- There is currently not enough internal NT controls to adequately monitor these activities and sadly I don't think there is enough care about what happens in the bush. Too many people just see these lands as 'unproductive land' and therefore let's use it as they see fit. I have no assurance that any fragile or threatened plant or animal species are protected and even worse I am unclear what the traditional owners living in and around these areas think about it or what benefit they are receiving.
- It would depend on what remediation works were put in place as to whether the environmental impacts are negative to such a significant degree.

## How long would you expect to have to wait for treatment at the emergency department of the Royal Darwin Hospital while the Marines are here?

Most respondents did not think the Marines would make any impact on waiting times.

- All emergencies are triaged at the hospital, most urgent gets first treatment, no change
- Depends on how many. Maybe the facilities could be upgraded to cope, if necessary, with support of the US.
- For goodness sake! - what a ridiculous question? - are we anticipating they'll all have massive injuries from carrying out exercises in our wild, fierce Australian bush?
- I expect I would have to wait longer
- If it is only a few there would be minimal impact on time. The problem will arise if they get priority treatment.
- Longer than usual - there are facilities at the Bagot Rd private enclosure that are not available to the public but we pay for them. Why don't they use them?
- No change
- No change
- No change
- No extra time, as the emergency department is full of blacks from their drunken fights in any case
- No longer than now - normal triage to apply and NO VIP treatment - my employer's time is just as valuable
- No more than usual
- Normal time frames are not too bad so I doubt it will impact at all

- Not any change to wait times
- potentially longer waiting time
- Same as now- no difference.
- Same as usual. Marines are fit and healthy, if they have accidents they will recover more quickly and complain less than civilians.
- The additional strain on medical services would be no different to having a large cruise ship in port.
- The emergency department is already bad enough
- The wait is too long at present any increase is unacceptable
- This may not be that much of a problem. US defence appear to contribute well to this type of activity and frequently have their own medical services and willingly donate staff to help local authorities. This is likely to be a positive input from the US.
- Who cares, the staff will triage as required. If not at RDH then no effect.
- Why should they, why don't they use the facilities at the base or contribute to the building of another public hospital
- You have to wait so long at the emergency room now that I don't see how having a few Marines around could possibly make the wait any longer.

### **What impact, if any, do you think the presence of Marines will have on tourism in the NT?**

Most respondents thought the Marines would have a minor impact on tourism.

- Marines will enjoy our local tourist spots and spend their hard earned dollars too. Good on them!
- Their presence, even if not spending (per se) tourist dollars, does add a positive feel, making people want to spend more time out and about.
- They will spend but don't rip them off, they are not being paid excessive salaries.
- Hopefully they return as tourists with family in the future
- The Marines would engage in normal tourist activities when not engaged in training activities. This would have a positive impact on tourism.
- I guess it depends on how much free time they are permitted to undertake tourist activities.
- It depends whether the marines have time off to become tourists. This could cause problems as well as increasing tourism.
- Maybe some minor increase in American tourists but overall doubt that it'll do much either way for the economy.
- People don't come to visit defence towns because they have bad reputations. Look what it has done to a beautiful place like Townsville.

### **What would you expect the overall sense of community in your area to be when the US Marines are present in the NT?**

Most respondents thought the Marines would make little difference to community. While most individual engagements from the first rotation were positive, there were very few Marines.

- Living costs especially that for rental accommodation may go up. Indirect effect of possibly pushing ADF from bases into finding community accommodation.
- I only came across them as a body once when they attended the Darwin Runners Club and they were polite and kept to themselves

- Will have little impact in my suburb but I'm concerned about effective or engaging the Marines will be with Aboriginal people living in remote and small communities
- good positive impact
- Very polite, well-mannered and respectful. Not afraid to interact and spread positive attitudes.
- I wasn't aware they participated in any community events
- Unlikely to directly affect my neighbourhood. Will impact where marines travel and recreate
- As with most social events the presence of marines could have a negative or positive outcome it depends on individual behaviour. Previous rotation was very closely managed as a PR event. With 1100 marines this will become more difficult

### **How would you rate the level of understanding and respect Indigenous community would receive from the US Marines when they are present in the NT?**

Comments tend to reinforce the phone survey finding that Indigenous people may be more respected when the Marines are present.

- Politically sensitive issue; yanks want to use Indigenous land therefore they will be overly accommodating.
- I have found that overseas visitors are MORE respectful of Indigenous culture than locals.
- We will warn them to keep their distance
- Not an area I have any expertise on. Ask an academic, a community leader or a social worker.
- Who cares?
- I think the Marines will sadly only see the 'long grasser' type of Indigenous person, without being able to visit vibrant communities and homelands, so will only see a negative representation. This already applies for many in the NT now, and this is decreasing the level of respect and understanding. But, I do not believe that Marines will impact further negatives upon the Indigenous.
- I doubt if the effect is positive. Already many community teenagers have been unduly influenced by American culture, and usually not in the positive. I also doubt that marines who are trained to kill anyone they are told to by their commanding officers are necessarily good role models.
- They will be told to be culturally sensitive and don't have to live with the problems of Indigenous every day. It will be eye opening for them though

### **How adequate do you think Australia's national defence arrangements will be with the potential 2014 rotation of US Marines to the NT?**

Most people who commented on national security considered that having the Marines present made Australia more vulnerable to attack.

- This represents a significant improvement in the national defence arrangement with significant additional capacity added by their presence, not only for conventional war fighting but also for humanitarian and disaster relief work. This also represents an opportunity for the ADF to improve their own skills and capabilities by training alongside the US Marines.
- I feel safer with the US Marines stationed adequately and evenly throughout the world.
- As I have clearly stated before, I do not condone increasing military association with US troops on Australian soil as I feel that this could be construed in a negative light in the future by our neighbouring countries
- It is just making us a target.
- It just makes us a target

- Will compromise our national security as we will not be seen as independent, and just a lap dog of the US policy.
- This potentially instils a target from external forces and it is unclear what additional protective resources the Australian government will put in place - if any. There is insufficient information and surety in the wider community
- Will increase suspicion from China and other Asian countries. May make us more vulnerable to attack if marines are armed or serviced by nuclear capable ships/planes/weapons.
- I cannot see there will be any change in Australia's defence status with 1100 us marines in Darwin. The US looks after its own policies and directions first and does not necessarily consider other countries in those decisions. The US's foreign policy and the way they view the world is very insular and inward looking.
- 1000 Marines might sound like a lot, but it's just a small unit compared with world military forces.
- Makes Darwin a target for opponents of USA. When Australia has a divergence of Foreign Policy with that of USA it will be a problem, especially with China
- Way too little government funding
- Not sure what meant by "National Defence Arrangements". In my view the basing of foreign troops 1000s of km from their home country is a provocative military decision. It implies the NT (& Australia in general) is base from which USA can interfere militarily in the affairs of other nations in this region. By allowing such rotations it implies Australia (and its population) condone US interference and intimidation of other sovereign countries and their peoples. Our individual security and that of the nation is therefore threatened.

## Is there anything else you would like to say in relation to the US Marine presence in the NT?

Again, comments were evenly divided. People opposed to the rotations were annoyed that the decision to host the Marines had been made without public consultation.

### Pro Marine comments

Bring in more of them, as they inject money into the economy.

Hopefully the media and the few loud voices who are negative about most things do not create a negative light. I believe it is a positive exercise for my country. But also for my children and family to be part of. I hope my country and community make them welcome.

The majority of ongoing benefits to the community both in the NT and more broadly will only be fully realised if these rotations are ongoing and persistent. This perpetual input of external economic stimulus would result in ongoing investment and create a significant boost to the community as a whole.

I believe the rotation of US marines is very beneficial to our defence and training for personal

What a great way to promote the NT!! and the rest of Australia. Once these troops settle in, providing they get great typical Aussie spirit and service, we just can't imagine how powerful their word of mouth will be!

I support the rotation and inclusion in Northern Territory life of anyone that is dedicated to making my world a safer place in which to live. I have not noticed the presence of the US Marines in Darwin up through this time. I do not expect to have any increase in crimes that is a direct result of having US Marines in town. I think the Marines should have a greater community presence in Darwin. Perhaps if people could get to know them and see that they are just normal, good people, they may not be so scared of them and more supportive of the current arrangement.



If we (Australia) can embrace a co-operative defence relationship with Indonesia, who to date have done little to support any of 'our values'. Why can we not continue the positive relationship with the US Marines? The US Defence Forces have been in the NT in some format since WW2 and a significant presence in Alice Springs since the 1970's with a great community contribution. Let's embrace multiculturalism regardless of the industry/occupation. Are there any questions raised regarding our National Security with China purchasing mineral, energy and agricultural wealth of this country? I believe our real threat to our country is most likely the later.

I think it's fantastic.

### **Anti-rotation comments**

The Gillard Government have agreed to this and imposed it on the NT already. Much like the sacking of our Senator Trish Crossin. So what is the point of this so called consultation? It is more lies and rubbish imposed by this Centralist Government which doesn't give a damn about the NT.

I think Australia should not permanently host foreign troops (even if the individuals are temporary). It offends our national sovereignty. Other countries that host foreign troops have experienced increases in violence, sexual abuse and loss of amenity for locals.

It seems you have already conducted the social impact assessment and so this is the rubber stamp. And how can any of this make any difference when the decision has been made. An extremely cynical exercise.

Australia and Darwin in particular, are rightly proud of their military history and the numerous sacrifices made by individuals in conflicts. Regardless of the rights and wrongs, causes and outcomes of previous armed conflicts, the horrific injuries and painful deaths caused by armed conflict are seldom properly conveyed in memorials or associated museums or writings. The weapons of modern conflict are clearly far more lethal than ever before. The rotation of yet more military hardware and individuals essentially trained to kill other people to the NT should not be allowed to obscure the above facts.

Don't want them!

Just make the Australian govt aware that the manner in which this arrangement has been carried out - with absolutely no local consultation or even extended debate within Australia is unacceptable.

Poor survey and I hope the consultants weren't paid for this. Seems to be about going through the motions but what do you expect once the decision is made.

The population of Darwin is relatively small to have 1100 marines introduced to it without suffering major changes or impacts. It would be naive to think that many of the impacts will not be negative in nature.

The marines need to be accountable to the NT laws and legal system when they break the law. I have witnessed the problems with local communities around marine bases in other countries and how the marines have been able to get away with breaking the law. These countries have made the marines leave and now they are here. Safe guards need to be in place to prevent this happening here and WHEN it does, they need to be accountable under the NT laws and not sent home to the USA.

### **Neutral comments**

They are here to work, not holiday. They won't regularly be out and about. The only time I noticed the last rotation (smaller obviously) was in their final days on rotation when they were obviously allowed some time off.

It is the "Asian Century", our defence arrangements should reflect that.

Has the Australian government , in collaboration with the NT government, undertaken a comprehensive social, economic and environmental impact assessment of the pending US Marine presence in the NT and if so is this information available to the public? Has it been fully explained to communities and residents likely to be impacted on by the presence? Has it been specifically and clearly explained to Aboriginal Territorians? I'm yet to be convinced or assured that this is a positive step forward for the NT. It might be but I don't know.

# Appendix E: Online survey questions

**WHAT THIS IS ABOUT:** The Department of Defence has appointed Deloitte Access Economics to produce a social and economic impact assessment of the potential rotations of 1,100 US Marine Corps personnel and associated equipment to the NT during the 2014 dry season for up to 6 months. The rotation is likely to be based in Darwin.

We are seeking your views to understand the social and economic implications of this potential rotation.

**HOW YOU CAN HELP:** We would welcome your response to this survey by **10 February 2013**.

**ABOUT THE SURVEY:** The survey takes around 15-20 minutes to complete.

Your participation in this survey is entirely **voluntary**. You may choose not to answer any question. If you are unable to complete the survey in one attempt, the survey will save your answers to the last completed page, and you can come back at any time later to finish it. **However, you are only able to submit the completed survey once.**

**YOUR PRIVACY:** Deloitte Access Economics will treat all information gathered in the strictest confidence. None of the questions enable individuals to be identified. In addition, we will only report aggregated summaries of the survey results to ensure individuals cannot be identified.

**MORE INFORMATION:** about the previous rotation and potential impacts can be found at:

<http://www.minister.defence.gov.au/2012/10/04/minister-for-defence-and-minister-for-defence-science-and-personnel-joint-media-release-us-marines-complete-first-rotation-to-northern-australia/>

**CONTACT:** If you have any questions about this initiative please contact Deloitte Access Economics via email: [scmitchell@deloitte.com.au](mailto:scmitchell@deloitte.com.au)

## Perspective

We would like to know whether you wish to answer this survey from the perspective of an individual or an organisation. This will change how the first set of questions, on the economy, are asked.

### 1. Would you like to answer from the perspective of an organisation or individual?

- Individual
- Organisation
- Skip section
- 

## Economy - individuals

### 2. Do you think the presence of US Marines will be beneficial to the local economy?

- Yes
- No
- Don't know
- Prefer not to say

## Economy - organisations

### 3. Do you think the presence of US Marines will be beneficial to the local economy?

- Yes
- No
- Don't know
- Prefer not to say

### 4. What industry does your organisation most closely associate with?

- Agriculture, forestry, and fishing
- Mining
- Manufacturing

- Electricity, gas, water and waste services
- Construction
- Wholesale trade
- Retail trade
- Accommodation and food services
- Transport, postal and warehousing
- information media and telecommunications
- Financial and insurance services
- Rental, hiring and real estate services
- Professional, scientific and technical services
- Administrative and support services
- Public administration and safety
- Education and training
- Health care and social assistance
- Arts and recreation services
- Other (please specify below)
- Prefer not to say

**5. Do you believe the presence of US Marines will create employment opportunities within your industry?**

- Yes
- No°
- Don't know
- Prefer not to say

**6. What effect on revenues do you believe the presence of US Marines in the NT will have on your organisation?**

- Up to 20% increase
- Up to 10% increase
- No change
- Up to 10% decrease
- Up to 20% decrease
- Don't know
- Prefer not to say
- Other change (please specify below)

Other (please specify)

**7. What other effects do you believe the presence of US Marines in the NT will have on your organisation?**

Thank you for your responses. The following questions will ask from your viewpoint as an individual.

**8. A telephone survey is also being conducted throughout the Northern Territory. Have you previously completed the telephone survey?**

- Yes
- No
- Unsure

**9. Please enter your postcode (if you prefer not to say leave blank)**

**10. Please select your age group**

- 0-15
- 16-24
- 25-34
- 35-44
- 45-54

- 55-64
- 65+
- Prefer not to say

**11. Please select your gender**

- Male
- Female
- Other
- Prefer not to say

**12. Are you of Aboriginal or Torres Strait Islander origin?**

- Yes
- No
- Don't know

### Effects of the previous rotation

In April 2012 an initial rotation of approximately 200 US Marines Corps personnel to Darwin and Northern Australia commenced and concluded in September 2012.

**\*13. Before today were you aware of the previous rotation?**

- Yes
- No
- Don't know
- Major positive effect
- Positive effect
- No effect
- Negative effect
- Major negative effect
- Don't know



- Prefer not to say

**15. What are the primary reasons for this? (Please tick all that apply)**

- Safety
- Community events
- Community cohesion and atmosphere
- Access to facilities and services
- Other reasons (please specify below)
- Don't know
- Prefer not to say

Other reasons (please specify)

**16. Overall, do you support the rotations of US Marines in the NT?**

- Yes
- No
- Don't know
- Prefer not to say Additional comments

## Community and Personal Safety

There have been views expressed that perhaps US Marines may behave differently compared to the current NT community. We want to know how you believe they may behave and how that will impact on you.

**17. How would you rate your feeling of personal safety and of those in your family in public places?**

- Very safe
- Slightly safe
- Neutral
- Slightly unsafe
- Very unsafe

- Don't know
- Prefer not to say

**18. How safe personally do you expect you will feel when the US Marines are present in the NT?**

- Very safe
- Slightly safe
- Neutral
- Slightly unsafe
- Very unsafe
- Don't know
- Prefer not to say

**19. If your perceived safety changed, what is the main reason you think your safety would change?**

[Please tick all that apply]

- It did not change
- Changes in alcohol related violence
- Changes in sexual assault
- Changes in cultural cohesion
- Other reasons (please specify below)
- Don't know
- Prefer not to say
- Other reasons (please specify)

**20. What do you think is the level of anti-social behaviour in the NT? (Anti-social behaviour is behaviour that lacks consideration for others and may cause damage)**

- No problem

- Minor Problem
- Major Problem
- Don't know
- Prefer not to say

**21. What do you expect the level of anti-social behaviour to be when the US Marines are present?**

- No problem
- Minor Problem
- Major Problem
- Don't know
- Prefer not to say

**22. Do you believe there are sufficient legal safeguards in place to address community safety issues resulting from US marine actions?**

- Yes
- No
- Don't know
- Prefer not to say
- Do you have any comments you wish to make about legal issues?

### **Environmental Implications**

**23. Do you think the presence of 1,100 US Marines and their vehicles and aeroplanes will increase noise levels where you live or work?**

- Yes, work
- Yes, where I live
- Yes, both

- No
- Don't know
- Prefer not to say

**24. By what percentage do you think the noise levels will increase?**

- Up 5%
- Up 10%
- Up 20%
- Up 30%
- Other (please specify below)
- Don't know
- Prefer not to say

**25. The US Marines, during their potential visit in 2014, would use Defence training areas including the Bradshaw Field Training Area. Do you think that the presence of US Marines in the NT will have effect the environment in these training areas?**

- Will have a significantly positive effect
- Will have a positive effect
- No change
- Will have a negative effect
- Will have a significantly negative effect
- Don't know
- Prefer not to say
- Do you have any comments you wish to make about environmental implications?

**26. Do you think traffic accidents will increase in the NT with the presence of US Marines? (percent)**

- No
- (Up 10%
- Up 20%
- Up 30%
- Other (please specify below)
- Don't know
- Prefer not to say

**Services and Facilities**

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**27. How long would you expect to have to wait for treatment at the emergency department of the Royal Darwin Hospital? [If you don't know or prefer not to say, leave blank]**

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**28. Recognising that in emergency situations, US Marines may be taken to the nearest emergency department, how long would you expect to have to wait for treatment at the emergency department of the Royal Darwin Hospital while the Marines are here? [If you don't know or prefer not to say, leave blank]**

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**29. How adequate do you find current levels of government or council service in your area?**

- Very good
- Good
- Adequate
- Poor

- Very poor
- Don't know
- Prefer not to say

**30. How adequate do you think the levels of government or council service in your area would be if there were 1,100 US Marines in the Northern Territory?**

- Very good
- Good
- Adequate
- Poor
- Very poor
- Don't know
- Prefer not to say

**31. Do you think that the presence of US Marines could make it harder for you or your family to access education services in the NT?**

- It will affect me
- It will not affect me
- Don't know
- Prefer not to say

**32. Recognising that US Marines will be accommodated on base, do you think that the presence of US Marines could make it more difficult for you or your family to access affordable housing?**

- It will affect me
- It will not affect me
- Don't know

- Prefer not to say

**33. What impact, if any, do you think the presence of Marines will have on tourism in the NT?**

- Significant increase
- Minor increase
- No effect
- Minor decrease
- Significant decrease

Do you have any comments you wish to make about impacts on tourism and tourist services?

The previous rotation of US marines participated in community events such as BBQ's, charity and sporting events.

**34. How would you rate the general sense of community currently in your area?**

- Poor
- Fair
- Good
- very Good
- Excellent
- Don't know
- Prefer not to say

**35. What would you expect the overall sense of community in your area to be when the US Marines are present in the NT?**

- Poor
- Fair
- Good
- Very Good

- Excellent
- Don't know
- Prefer not to say

Do you have any comments you wish to make about impacts the Marines may have on social cohesion.

**36. How would you rate the level of understanding and respect the Indigenous community currently receives from the non-Indigenous community in the NT?**

- Poor
- Fair
- Good
- Very Good
- Excellent
- Don't know
- Prefer not to say

**37. How would you rate the level of understanding and respect Indigenous community would receive from the US Marines when they are present in the NT?**

- Poor
- Fair
- Good
- Very Good
- Excellent
- Don't know
- Prefer not to say

Do you have any comments you wish to make about impacts the Marines may have on Indigenous culture?



**National Security**

**38. How adequate do you think Australia's national defence arrangements are?**

- Poor
- Fair
- Good
- Very Good
- Excellent
- Don't know

**39. How adequate do you think Australia's national defence arrangements will be with the potential 2014 rotation of US Marines to the NT?**

- Poor
- Fair
- Good
- Very Good
- Excellent
- Don't know
- Prefer not to say

Do you have any comments you wish to make about impacts the US Marine presence may have on national defence arrangements and national security?

**Other Comments**

40. Is there anything else you would like to say in relation to the US Marine presence in the NT?

**Thank you for completing this survey.**

## Appendix F: Online survey results

The number of responses to the online survey (58) was very small, and being self-selected, was not random. (Indeed, it appears that a large proportion of respondents were either from Base Watch or the ADF). For these reasons, no valid inferences can be drawn for the population at large. However, numerical responses are included here for the sake of completeness.

<b>Gender</b>	<b>Count</b>
Male	29
Female	18
Prefer not to say	2
Nil	1

<b>Age</b>	<b>Count</b>
0-15	0
16-24	3
25-34	16
35-44	7
45-54	12
55-64	9
65	2
Prefer not to say	1

<b>Postcode</b>	<b>Count</b>	<b>Location</b>
800	5	Darwin
801	1	Darwin
810	7	Alawa
812	3	Anula
820	7	Bagot
830	1	Archer
832	2	Bakewell
834	1	Virginia
836	2	Girraween
850	1	Katherine
852	1	Barunga
Nil	19	

<b>Beneficial to economy</b>	<b>Count</b>
Yes	37
No	10
Don't know	3
Prefer not to say	0
Nil	0

<b>Aware of previous rotation</b>	
Yes	47
No	3
Don't know	0
Prefer not to say	0
Nil	0

<b>Noticeable effect of previous rotation</b>	
Major positive effect	5
Positive effect	11
No effect	19
Negative effect	9
Major negative effect	2
Don't know	0
Prefer not to say	0
Nil	0

<b>Reasons for this</b>	
Safety	10
Community events	8
Community Cohesion and atmosphere	21
Access to facilities and services	5
Other reasons (please specify below)	11
Don't know	4
Prefer not to say	2

<b>Overall Support?</b>	
Yes	33
No	13
Don't know	1
Prefer not to say	0
Nil	0

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**Personal safety**


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Very safe	15
Slightly safe	10
Neutral	9
Slightly unsafe	8
Very unsafe	1
Don't know	1
Prefer not to say	0
Nil	0

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**Personal safety with US Marine Presence**


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Very safe	15
Slightly safe	7
Neutral	6
Slightly unsafe	10
Very unsafe	5
Don't know	1
Prefer not to say	0
Nil	0

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**Reasons for this**


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It did not change	17
Changes in alcohol related violence	13
Changes in sexual assault	13
Changes in cultural cohesion	13
Other reasons (please specify below)	4
Don't know	2
Prefer not to say	1

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**Level of antisocial behaviour**


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No problem	0
Minor Problem	22
Major Problem	20
Don't know	2
Prefer not to say	0
Nil	0

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**Antisocial behaviour with marine presence**


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No problem	10
Minor Problem	15
Major Problem	17
Don't know	2
Prefer not to say	0
Nil	0

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**Sufficient Legal Safeguards**


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Yes	24
No	13
Don't know	7
Prefer not to say	0
Nil	0

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**Increase noise where live or work?**


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Yes, work	2
Yes, where I live	5
Yes, both	12
No	21
Don't know	5
Prefer not to say	0
Nil	0

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**By what percentage?**


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Up 5%	1
Up 10%	4
Up 20%	1
Up 30%	5
Other (please specify below)	1
Don't know	6
Prefer not to say	0
Nil	0

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**Environmental effect training areas**


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Will have a significantly positive effect	1
Will have a positive effect	6
No change	16
Will have a negative effect	10
Will have a significantly negative effect	4
Don't know	7
Prefer not to say	0

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Nil	0
<b>Traffic accidents increase?</b>	
No	19
Up 10%	8
Up 20%	2
Up 30%	2
Other (please specify below)	3
Don't know	9
Prefer not to say	0
Nil	0
<b>Hospital Waiting Times</b>	
No Change	18
No Change - Already Long	2
No Change - 6 hrs	1
No Change - Up to 1 day	1
Potentially Longer	1
Longer than usual	2
Don't know	1
Nil	0
<b>Govt and Council Service</b>	
Very good	2
Good	11
Adequate	20
Poor	6
Very poor	2
Don't know	2
Nil	0
<b>Govt and Council Service w/ Marines</b>	
Very good	3
Good	11
Adequate	17
Poor	6
Very poor	3
Don't know	3
Nil	0

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**Harder to access education services?**


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It will affect me	4
It will not affect me	36
Don't know	3
Prefer not to say	0
Nil	0

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**Access to affordable housing?**


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It will affect me	7
It will not affect me	31
Don't know	5
Prefer not to say	0
Nil	0

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**Impact on tourism**


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Significant increase	12
Minor increase	19
No effect	9
Minor decrease	3
Significant decrease	1
Nil	0

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**Sense of community**


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Poor	5
Fair	14
Good	19
Very Good	3
Excellent	0
Don't know	2
Prefer not to say	0
Nil	0

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**Sense of community w/ Marines**


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Poor	5
Fair	13
Good	12
Very Good	7
Excellent	0
Don't know	6
Prefer not to say	0
Nil	0

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<b>Understanding of Indigenous community</b>	
Poor	10
Fair	15
Good	14
Very Good	2
Excellent	1
Don't know	1
Prefer not to say	0
Nil	0

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<b>Understanding of Indigenous community w/ Marines</b>	
Poor	10
Fair	10
Good	9
Very Good	9
Excellent	2
Don't know	4
Prefer not to say	0
Nil	0

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# Appendix G: Overview of submissions

Submissions were provided by 7 individuals. To ensure confidentiality, names are withheld and overviews are provided.

## Submission 1

Believes that many who oppose the presence of US forces are in fact opposed to the US alliance and probably the US in general rather than the local context of the matter. Notes Darwin does have significant social issues typical to northern and remote Australia, often alcohol and poverty related but not related to the presence of the military. The presence of US service people in Darwin is a longstanding tradition going back to WW2 and does not create undue difficulty. The question of harassment of local women including sexual assault has been largely addressed by the presence of American forces already visiting Australia. Notes that the Marines seen so far are a model of good conduct.

Two key concerns were outlined:

- The SOFA that some local people believe allows US troops to commit crimes against women and subsequently be removed from the Australian justice system needs more explanation and maybe even modification.
- The establishment of any permanent US bases of the classic sort where we lose a bit of Australia sovereignty is to be strongly avoided. There is plenty of space at the Robertson Barracks and other local Defence sites, which should continue to allow the Marines to make use of them.

## Submission 2:

A civilian working with many US Defence personnel over the past five years notes that these men and women have been extremely well mannered and their behaviour exemplary. Believes that having the Americans working with our Defence Force provides for a strong group of protective services. Welcomes 'the Americans' and 'knows first-hand' that they have Australia in their best interests. 'So relax, they're the friendlies, guys.'

## Submission 3:

Provided the infrastructure is available (Robertson Barracks) then the more the merrier!

## Submission 4:

Remains very concerned about the proposal of the Australian and US Governments to agree to stationing of US Marines in Australia. Believes that it is a totally unnecessary action which will have the effect of making Darwin a nuclear target for any governments hostile to the US. Therefore the Australian Government should act in the best interest of all Australians and the proposal should be abandoned immediately.

### Submission 5:

Notes from personal experience that US servicemen provided support during World War 2, of which he is deeply appreciative for their assistance. However, believes that the US is a different country now than during World War 2 and now pursues belligerent military expansion and colonisation, which have caused all host nations that have accepted American bases varying degrees of social degradation, commercial exploitation, and exposure to US enemies. Believes that already the social and commercial changes accepting of American culture raises questions as to whether:

- the USA or another power dictates Australia's military strategy and foreign policy; and/or
- the presence of foreign bases and personnel will mean restriction on the freedom of movement of locals in the name of security.

Also questions whether the purpose of the potential US Forces in and around Darwin – are they to:

- provide security for foreign gas, oil, mineral and commercial interest;
- establish a base of operations for cross border drone strikes;
- ready a base for a pre-emptive strike against US enemies; and/or
- ensure control of Australian citizens if they were to emulate events of the “Arab spring”?

Notes that there are no defences for civilians in Darwin against any potential military strikes on US Forces.

### Submission 6:

Argues for Australian sovereignty, questioning our subservience to US militarism. ‘We want to live in an Australia with an independent foreign policy, under which our country is free to choose what is truly in our best interests.’

The US Pentagon militarily ‘pivots to the Pacific’ to contain China’s rise. Preparation for war with China – which is not justified - is the reason why Australia and the US are investing in Marine rotations and other ‘joint facilities’. This is not mentioned in the ADF notes given out for the consultation. So the Marines are here not just - as in ADF ‘spin’ - for disaster relief etc although we hope Marines may assist with our environmental crisis of floods and fires. The ADF limits the time scale to 2016, but it is well into this century.

The Joint Force Posture Initiative, the build up of Marines, more US vessels in Darwin Harbour, more US aircraft into the NT etc increases the threat of war and risks to citizens in the North of Australia, and particularly Darwin, Alice Springs, Katherine. North West Cape etc are both nuclear targets and non-nuclear military targets – more likely the latter. ‘The ADF does not deny this.’

The more Australia has the US military in Australia the greater the risks to civilians in Australia. Given the risks over the long term, Australians in the North ought to be trained for civil defence actions to protect ourselves as best as possible.

As well it is noted that the ADF has little engagement with NGOs. NT citizens have legitimate fears of sexual and racial assaults based on the experiences e.g. as stated from Okinawa. Believes that re SOFA, in practice decisions are determined by the US politics involved.

### **Submission 7:**

Believes the social impact from the Marines will be negative for Darwin and very disappointed that they are planned to be here. A number of statements were made.

- No incidents occurring from the first deployment is not an appropriate baseline as the Marines would have been given no ability to cause any.
- There will be significant long term social impact of Marines in other countries such as Japan, and the US is arrogant in its lack of response e.g. assaults.
- Believes the Darwin community needs to be given a basis for measuring how they think it may impact. Notes the SOFA will be a crucial document for establishing how 'offences' are dealt with; however, no advice provided as to how this agreement will work in Darwin. Believes that current statements do provide reasonable reason to fear that the US forces will not have the legal accountability to address community safety issues, as the US can decide what happens in the event of an offence.
- Expressed expectations that alcohol related violence and sexual assaults will increase as a result of the Marines' presence.
- Does not feel safe on the street at night due to the huge amount of alcohol related violence and would feel much less safe with more cashed up military personnel.
- Concerned with the potential negative impact on Australia's relationship with Asia-Pacific countries due to the presence of Marines.
- Concerned that there will be significant additional aircraft movements by the Marines, especially if Darwin RAAF Base is used. Any aircraft activity should be restricted to Tindal.
- Additional itinerant population will have a further unwelcome impact; need the social stability and social investment from people who live here rather than more passing through.
- There is no assurance that nuclear powered or armed vessels will not come into the harbour. This is unacceptable and impacts people's lives by reducing the security we feel in the safety of our city.
- Can think of no positive social impact from the Marines' presence.

# Appendix H: Consultations

## Organisations and persons invited to participate in consultations

Contact was made with the following organisations through email and when relevant via phone to ascertain interest in consultations.

### Australian Government

Department of Defence  
 The Treasury  
 Department of Families, Housing, Community Services and Indigenous Affairs  
 Department of Education, Employment and Workplace Relations  
 Department of the Prime Minister and Cabinet  
 Department of Finance and Deregulation  
 Department of Foreign Affairs and Trade  
 Attorney-General's Department  
 Department of Agriculture, Fisheries and Forestry  
 Australian Customs and Border Protection Service  
 Department of Regional Australia, Local Government, Arts and Sport  
 Department of Health and Ageing  
 Department of Immigration and Citizenship  
 Department of Sustainability, Environment, Water, Population and Communities  
 Department of Infrastructure and Transport

### Australian Government representatives in Darwin

Department of Families, Housing, Community Services and Indigenous Affairs  
 Department of Agriculture, Fisheries and Forestry

### Northern Territory Government

Department of the Chief Minister  
 Department of Treasury and Finance  
 Department of Business  
 Department of Lands, Planning and the Environment  
 Department of the Attorney-General and Justice  
 Department of Health  
 Department of Children and Families  
 Department of Transport  
 Northern Territory Police, Fire and Emergency Services  
 Tourism NT  
 Royal Darwin Hospital  
 Darwin Port Corporation  
 Darwin Airport

### Local councils

Darwin City Council  
 Palmerston City Council  
 Litchfield Council

Victoria Daly Shire Council

### **Parliamentarians**

Senator Trish Crossin (ALP)  
Senator Scott Ludlam (Greens)  
Minister Warren Snowdon (ALP)  
NT Chief Minister Terry Mills MLA

### **Non-Government**

Northern Land Council  
Larrakia Development Corporation  
Environment Centre Northern Territory  
Australian Industry and Defence Network – Northern Territory  
Chamber of Commerce NT  
Australian Hotels Association (Northern Territory Branch)  
Industry Capability Network (Northern Territory)  
Regional Development Australia Northern Territory  
Anglicare NT  
CatholicCare NT  
Northern Territory Council of Social Services  
Ruby Gaea Darwin Centre Against Rape  
Dawn House  
Top End Women’s Legal Service  
Basewatch  
Lowy Institute for International Policy  
Australian Strategic Policy Institute  
The Northern Institute, Charles Darwin University

## **Northern Territory consultation schedule, 4 to 8 February 2013.**

### **Monday 4 February**

#### **Hon Peter Chandler MLA Minister for Business, Minister for Trade, Minister for Economic Development, Minister for Employment and Training, Minister for Housing**

Face to face meeting, discussion of economic and social issues. Also present Peter Carew AM, Chief Executive, Department of Business and Employment

#### **Lord Mayor of Darwin**

Face to face meeting, discussion of economic and social issues

#### **First Public Forum**

12:30 to 1:30 PM, Deloitte office, level 11, 24 Mitchell Street, Darwin

#### **Northern Territory Government**

Face to face meeting, discussion of economic and social issues.

Department of the Chief Minister  
Department of Business and Employment  
Department of Treasury and Finance

Tourism NT  
Department of Health  
NT Police, Fire and Emergency Services

**Victoria Darby Shire Council**

Face to face meeting, discussion of economic and social issues.

**Second Public Forum**

7:30 – 9:30 PM, Mal Nairn Auditorium, Charles Darwin University

**Tuesday 5 February**

**Mayor of Palmerston**

Face to face meeting, discussion of economic and social issues.

**Commissioner of Police**

Face to face meeting, discussion of social issues.

**Mayor of Litchfield**

Face to face meeting, discussion of social issues.

**Wednesday 6 February**

**NT Chamber of Commerce**

Face to face meeting, discussion of economic issues.

Also in attendance

Australian Industry and Defence Network NT

Australian Hotels Association NT

Palmerston Regional Business Association

Industry Capability Network NT

Regional Development Australia (RDA) NT

**Northern Land Council**

Face to face meeting, discussion of economic and social issues.

**Thursday 7 February**

**Environment Centre NT**

Face to face meeting, discussion of social issues.

**Sexual Assault Network, Darwin**

Face to face meeting, discussion of social issues.

**Northern Territory Council of Social Services**

Face to face meeting, discussion of social issues.

## **Friday 8 February**

### **Basewatch, Justin Tutty, Coordinator**

Face to face meeting, discussion of economic and social issues.

## **Canberra consultation schedule, 4 to 8 February 2013.**

### **Australian Government agencies, 18 January**

Face to face meeting, discussion of economic and social issues.

- The Treasury
- Department of Finance and Deregulation
- Department of Foreign Affairs and Trade
- Attorney-General's Department
- Department of Agriculture, Fisheries and Forestry
- Australian Customs and Border Protection Service
- Department of Regional Australia, Local Government, Arts and Sport

The following agencies were unable to attend on the day, but had follow up telephone consultations.

- Department of Families, Housing, Community Services and Indigenous Affairs
- Department of Education, Employment and Workplace Relations

### **Department of the Prime Minister and Cabinet, 29 January**

Face to face meeting, discussion of economic and social issues.

### **The Hon Warren Snowdon, MP, Member for Lingiari, Federal Minister for Veteran's Affairs, Minister for Defence Science and Personnel, Minister for Indigenous Health, 11 February**

Face to face meeting, discussion of economic and social issues.

### **Australian Strategic Policy Institute, 19 February**

Face to face meeting, discussion of strategic issues.

### **Senator Trish Crossin, Senator for the Northern Territory (Australian Labor Party), 25 February**

Face to face meeting, discussion of social issues.

### **Senator Scott Ludlam, Senator for Western Australia (Australian Greens), 27 February**

Face to face meeting, discussion of economic and social issues.

## **Limitation of our work**

### **General use restriction**

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