# Project Data Summary Sheet<sup>153</sup>

Project Number	AIR2025 Phase 6
Project Name	JINDALEE OPERATIONAL RADAR NETWORK (JORN) MID-LIFE UPGRADE
First Year Reported in the MPR	2020-21
Capability Type	Upgrade
Capability Manager	Chief of Air Force
Government 1st Pass Approval	Dec 15
Government 2nd Pass Approval	Dec 17
Budget at 2nd Pass Approval	\$1,117.9m
Total Approved Budget (Current)	\$1,146.2
2021-22 Budget	\$63.3m
Complexity	ACAT II



# Section 1 – Project Summary

## 1.1 Project Description

The Jindalee Operational Radar Network (JORN) is a long-range over-the-horizon radar that supports the Australian Defence Force's air and maritime operations, strategic surveillance and search and rescue operations. Project AIR2025 Phase 6 delivers a major mid-life redesign and upgrade by modernising JORN, including the Command and Control system operated from the Battlespace Surveillance Centre at RAAF Base Edinburgh and the three radar sites located at Longreach in Queensland, Laverton in Western Australia and Alice Springs in the Northern Territory. Other vital supporting infrastructure including the extensive lonospheric sounder network will also be upgraded.

The project addresses obsolescence, improves system performance, provides a more contemporary system architecture and reduces the Total Cost of Ownership. The tranches of execution are systems engineering and design including the upgrade of the first radar and delivery of a new Command and Control system (IOC Tranche); and serial upgrade of the remaining two radars (Tranches 3 and 4).

## 1.2 Current Status

### Cost Performance

## In-year

As at 30 June 2022, financial year 2021-22 expenditure is \$61.9m against the forecast planned expenditure of \$63.3m. The variation was due to a number of factors including delays in entering into contract for two planned enhancement activities partly offset by an early material purchase by the Prime Contractor.

## Project Financial Assurance Statement

As at 30 June 2022, Project AIR2025 Phase 6 has reviewed the approved scope and budget for those elements required to be delivered by Defence. Having reviewed the current financial contractual obligations of Defence for this project, current known risks and estimated future expenditure, Defence considers, as at the reporting date, there is sufficient budget including contingency remaining for the project to complete against the agreed scope.

## **Contingency Statement**

The project has not applied contingency in the financial year.

#### Schedule Performance

While good progress has been made in software development and receiver hardware, the Project experienced persistent lag in execution of the systems engineering program. Delays were first identified when the Systems Requirements Review (SRR) and Systems Definition Review (SDR) were not achieved as planned in January 2019. The delays are considered unrecoverable and will impact the schedule to Initial Operational Capability (IOC) and Final Operational Capability (FOC). As a result of the delays, the project was declared a 'Project of Interest' in September 2019.

The key drivers for the delays are predominantly attributed to the underestimation of JORN systems engineering complexity and required design effort. In addition, the ability for industry to recruit, prepare and organise a sufficiently technically capable team to execute the systems engineering program within the contracted timeframes has also contributed.

To address the delays, Defence and BAE Systems Australia (BAESA) commenced a series of workshops and agreed in June 2020 on a revised incremental program delivery strategy (known as the 'Alternative Delivery Strategy (ADS)'). The ADS seeks to capitalise on the good progress in software development and receiver hardware by rolling out product incrementally onto the live radar system, which will better address technical risk. This approach sees elements of the upgrade introduced as soon as they are ready rather than awaiting the slowest element of the system design to be completed.

From May 2020, Defence has supported a series of workshops to capture the new approach and develop new project cost and schedule baselines.

## 153 Notice to reader

Forecast dates and Sections: 1.2 (Materiel Capability/Scope Delivery Performance), 1.3 (Major Risks and Issues), 4.1 (Measures of Materiel Capability/Scope Delivery Performance), and 5 (Major Risks and Issues) are excluded from the scope of the ANAO's review of this Project Data Summary Sheet. Information on the scope of the review is provided in the Independent Assurance Report by the Auditor-General in Part 3 of this report.

A Contract Change Proposal, reflecting the revised delivery schedule, cost and risk baseline has been executed by both parties in December 2021, reflecting changes to both Acquisition and Support contracts to support the ADS.

Materiel Capability/Scope Delivery Performance

This project has not delivered any materiel capability to date. The current JORN capability remains fully operational while the project is progressing. As part of the ADS, elements of the system

will be introduced incrementally, designed to accelerate the delivery of upgraded capability to Air Force. The strategy will see the JORN Battlespace Surveillance Centre located at RAAF Base Edinburgh upgraded first, and a series of prototype receiver systems progressively delivered culminating in the upgrade of the radar receiver systems.

The scope of this project is planned to increase in future Government approvals, to allow for further JORN enhancements and to expand surveillance to Australia's eastern approaches Note

Forecast dates and capability assessments are excluded from the scope of the Auditor-General's Independent Assurance Report

# 1.3 Project Contex

## Background

Whilst a number of countries have over-the-horizon radar technology, JORN is the most sophisticated and capable over-the-horizon radar system in the world. A similar capability cannot be acquired as an off-the-shelf system. The ongoing development of JORN by Defence in partnership with Industry represents a long term national investment in a unique capability.

The Smart Buyer Process was introduced to Defence during 2016 and became a mandatory requirement for Defence projects during 2017. As the new process was introduced after AIR2025 Phase 6 approached the market and the project adequately captured the acquisition, sustainment and project management strategies, a formal Smart Buyer review was not conducted.

AIR2025 Phase 6 achieved Second Pass Government approval in December 2017. Government approved a core system upgrade, plus eleven separate capability enhancements. Six of these enhancements were negotiated into the contract at signature, with the remaining five to be deferred until the technology is sufficiently mature. The prime contractor is BAE Systems Australia (BAESA) with Lockheed Martin Australia (LMA) providing additional specialist engineering services to Defence.

As a complex sovereign development program requiring integration of Defence Science and Technology Group (DSTG) developed technology, a collaborative relationship between Defence and the prime contractor, BAESA, is critical to success. Despite the ongoing positive client-supplier relationship, the project has experienced significant schedule challenges, particularly within the systems engineering program (other key streams of activity including hardware and software development remain on track). As a result of the persistent delays, AIR2025 Phase 6 became a Project of Interest in September 2019.

Following completion of a bottom-up re-baseline of the schedule in late 2019 which indicated a potential significant delay to IOC, Defence and BAESA agreed to collaboratively undertake an analysis to understand the cause of additional effort estimates and identify a new approach to deliver the project.

As a result, the Alternative Delivery Strategy (ADS) was developed which retains an optimisation of the systems engineering artefacts under the original delivery approach; however, it also takes advantage of:

Mature and proven product development completed to date а b

Rolling out elements of the system as they are developed for early feedback from the end-user and to progressively retire risk, prior to formal acceptance

Design decisions and justification based on actual performance.

Implementation of the ADS is being complemented by organisational change (structure, plans, processes and culture) given the significant tailoring of the development approach and to ensure key lessons of the past are appropriately addressed. Following approval of the Option's Paper in May 2020, BAESA and Defence determined how to put the broad aims of the ADS into practice. This was subsequently guided by a Heads of Agreement Deed (signed December 2020) which defined the key commercial and remediation principles for the revised strategy, which:

- address and support the revised delivery approach to the Project;
- a b. help reduce the likelihood of future delivery problems; and

develop and foster a greater whole of enterprise approach to optimising capability outcomes and sustainment performance. BAESA delivered its costed Acquisition and Sustainment Contract Change Proposals (CCPs) to incorporate the ADS as the new program Performance Measurement Baseline into the Contracts on 30th April 2021. Defence conducted a detailed evaluation of the submission and found a number of issues that required remediation. Following negotiations the CCP was refined through a process of collaborative workshops and BAESA submitted the revised CCP in September 2021 which was reassessed by Defence and executed in December 2021

### Uniqueness

With initial experimentation and development commencing over 50 years ago within the Defence Science and Technology Group (DSTG), a world-leading Over The Horizon Radar (OTHR) capability has been established in collaboration with Australian industry, providing significant Defence capability and economic value to the nation.

Project AIR2025 Phase 6 relies on a highly skilled and specialised workforce to design and develop HF-Radar technology. The ability to attract and retain a skilled Industry and Defence workforce is a key enabler to successful project delivery.

Defence, rather than BAESA, retains responsibility for key aspects of the JORN system-level performance under the project arrangement due to Defence providing to BAESA specific hardware and software elements that directly impact the performance of the JORN System.

## Major Risks and Issues

The current major project risks subject to remedial action are:

- Attraction and retention of staff in the High Frequency Radar Enterprise
  - Continued delays during execution of the project
  - Increased material costs across Tranches 3 and 4
- Integration of future phases of AIR2025 (subject to future Government approval) and High Powered Amplifiers (HPA) into the AIR2025 Phase 6 baseline.

Other Current Related Projects/Phases

# N/A

Major risks and issues are excluded from the scope of the Auditor-General's Independent Assurance Report.

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# Section 2 – Financial Performance

2.1 Project Budget (out-turned) and Expenditure History

Date		Description	iture i listory			\$m	Notes
Dato		Project Budget				φπ	110100
Jan 16	5	Original Approved (Go	overnment First Pass	Annroval)	49.4		1
Dec 1		Government Second I		(pproval)	1,068.5		
Dec I	'	Total at Second Pas			1,000.0	4 447 0	
		Total at Second Pas	s Appiovai			1,117.9	
					0.5		0
Apr 20		Real Variation – Trans			2.5		2
Jun 20	)	Real Variation – Scop	e JORN Enhancemer	nt	8.2		3
Sep 2	1	Real Variation - Budg	etarv Adiustment		9.5		4
Nov 2	1	Real Variation – Budg		ntingency)	2.0		4
Apr 22		Real Variation – Budg			6.1		3
Jun 22		Exchange Variation	iotary / tajaotinonit		0.0		5
					0.0		Ū
Jun 22	2	Total Budget				1,146.2	
		Project Expenditure					
Prior	to Jul 21	Contract Expenditure			(131.5)		
		Australia (Prime Acqu	isition)				
		Contract Expenditure			(13.6)		
		Australia Limited (ESC	C) Contract Expenditu	re			
		– Jacobs (IWP)	- / - 1		(12.8)		
		Other Contract Payme	ents		(31.5)		6
					(01.0)	(189.5)	0
						(100.0)	
EV to	Jun 22	Contract Expanditure	DAE Sustama		(46.2)		
FT IO .	Juli 22	Contract Expenditure			(46.2)		
		Australia (Prime Acqu					
		Contract Expenditure			(8.7)		
		Contract Expenditure	<ul> <li>Lockheed Martin</li> </ul>		(2.8)		
		Australia Limited (ESC	C)				
		Other Contract Payments		(4.2)		7	
					. ,	(61.9)	
Jun 22	2	Total Expenditure				(251.4)	
Jun 22	2	Remaining Budget				894.8	
Note							
1		nt Second Pass Approv		adjustment to be fu	nded from the	e unspent portion of th	ne
		approved First Pass fur					
2	Estate and	Infrastructure Group (E	&IG) received funding	g to support AIR2025	Phase 6, wh	ich included replacing	a facility at
	Radar 3 Tra	ansmit site. It was agree	ed that the replaceme	nt facility is best deliv	vered by the .	JORN Prime Contract	or, as it
	involves sp	ecialist fit-out and coord	dinated delivery within	JORN operational c	onstraints.		
3	Early acces	s to funding to enable	early capability planni	ng and de-risking act	ivities for the	JORN Enhancement	scope.
4.		year 2021-22, Air Force					
	project bud			Jost specaling b			
5		alue is due to rounding	of exchange variation	as the majority of the	a contracto o	re in ALID	
6		nditure of \$31.5m cons					0m
0							
		e Integrated Support C					
		ating Expenditure for Al		ncement (formerly A	R2025-6A).	Capital and Operating	9
		e for Commonwealth co					
7	Other expe	nditure comprises oper	ating expenditure, mir	nor contract expendit	ure and other	r capital expenditure r	ot
	attributable	to the listed contracts					
2 24 1-							
		Estimate Variance	Estimate Final	Evaluation of Mart	anial Mayrana	un ha	
Estima		Estimate	Estimate Final	Explanation of Mat	enal woveme	ins	
PBS \$	III	PAES \$m	Plan \$m				

Estimate PBS \$m	Estimate PAES \$m	Estimate Final Plan \$m	Explanation of Material Movements
50.2	63.3		PBS – PAES: Variation primarily due to expenditure forecasted for two new Prime Contractor milestone payments and additional funding transferred from AFHQ to CASG PAES – Final Plan: No Variation
Variance \$m	13.1	0.0	Total Variance (\$m): 13.1
Variance %	26.1	0.0	Total Variance (%): 26.1

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## 2.2B In-year Budget/Expenditure Variance

Estimate Final Plan \$m	Actual \$m	Variance \$m	Variance Factor	Explanation
		(1.4)		The project has an End of Year variance
			Foreign Industry	due to a combination of the following
			Early Processes	factors:
			Defence Processes	1. the delayed commencement of a
			Foreign Government	contracting activity for an additional
			Negotiations/Payments	capability;
			Cost Saving	2. a slower than planned rate of effort
			Effort in Support of Operations	on Enhanced Capabilities; and
			Additional Government	3. Engineering Services Contract (LMA
			Approvals	resources being redirected.
63.3	61.9	(1.4)	Total Variance	
		(2.2)	% Variance	

## 2.3 Details of Project Major Contracts

	Signature		ce at	Type (Price	Form of		
Contractor	Date	Signature \$m	30 Jun 22 \$m	Basis)	Contract	Notes	
Lockheed Martin Australia	Mar 18	15.1	52.1	Variable	Standard Defence Contract	1,2	
BAE Systems Australia	Mar 18	455.9	651.7	Variable	Standard Defence Contract	1,3	
Jacobs Australia – Integrated Work Package	Dec 18	25.0	58.2	Variable	Integrated Work Package	4	
Notes							
1 Contract value as at budgeted exchange	rates and includes	adjustments for inc	lexation (where app	licable).			
required contractor p application of an anr	<sup>2</sup> The price at 30 June 2022 has increased from the initial contract price of \$15.1m to \$52.1m. This change is due to an increase in required contractor personnel to support the program, an increase to the contract term from 3 years to 7 years and the application of an annual price adjustment to the contract.						
estimated Contract F	3 The Contract Price at signature of \$455.9m (Base Date July 16) has increased by \$68.3m due to projected price escalation to a estimated Contract Price of \$524.2m at signature date, plus an increase of \$118.8m resulting from the JORN Replan (CCP006) and other minor CCPs totalling \$8.7m.						
4 Contract value is the the end of December	er 2024 This contra	act is expected to in				nditure to	
Contractor	Contracted Qua Signature	ntities as at 30 Jun 22	Scope			Notes	
	Lockheed Martin N/A N/A Provide specialist engineering resources to facilitate						
Lockheed Martin Australia	N/A	N/A	Defence's execution	on of AIR2025 Phase	e 6.		
Australia	2		Defence's execution AIR2025 Phase 6 I limited to) the repla	on of AIR2025 Phase Prime Contractor tha acement of obsolesc terface and new diag	e 6. It includes (but not ent systems, a new		
	N/A N/A N/A	N/A N/A N/A	Defence's execution AIR2025 Phase 6 I limited to) the replat human-machine in management system	on of AIR2025 Phase Prime Contractor tha acement of obsolesc terface and new diag	e 6. It includes (but not ent systems, a new gnosis and		

# Section 3 – Schedule Performance

Review	Major	Original	Current	Achieved/F	Variance	Notes		
	System/Platform	Planned	Contracted	orecast	(Months)			
	Variant							
System Requirements Review	JORN Mission and Support	Jan 19	N/A	Sep 19	8	1, 2		
	System							
System Definition Review	JORN Mission and Support	Jan 19	N/A	Jun 20	17	1, 2		
	System							
Preliminary Design	JORN Mission and Support	Oct 19	NFP	NFP	NFP	3		
Review	System							
Detailed Design Review	JORN Mission and Support	Jun 20	NFP	NFP	NFP	3		
	System							
Support System Detailed Design	JORN Mission and Support	Dec 20	NFP	NFP	NFP	3		
Review	System							
Notes								
	ed a Combined System Require							
	be de-coupled in December 20	)18 and finalis	ed through a Cont	ract Change F	roposal. The	original		
	contracted date of January 2019 did not change.							
	The Project experienced persistent lag in execution of the systems engineering program. Key drivers for the delays are							
	predominantly attributed to the underestimation of JORN systems engineering complexity and required design effort.							
3 A Contract Change Proposal	to reflect the Alternative Delive	ery Strategy w	as executed in De	cember 2021	reflecting rev	ised		
schedule dates. Forecast da	tes for capability realisation are	e not for public	cation					

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## 3.2 Contractor Test and Evaluation Progress

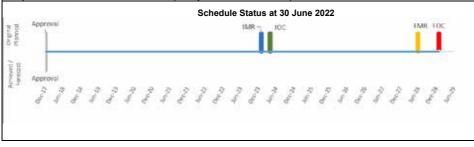
Test and Evaluation	Major System/Platform Variant	Original Planned	Current Contracted	Achieved/Forecast	Variance (Months)	Notes
Modification Readiness Review 1	Radar 1 & Operations Centre	Sep 21	NFP	NFP	NFP	1
System Acceptance	Radar 1 & Operations Centre	Jan 24	NFP	NFP	NFP	1
Modification Readiness Review 2	Radar 2	May 24	NFP	NFP	NFP	1
System Acceptance	Radar 2	Mar 26	NFP	NFP	NFP	1
Modification Readiness Review 3	Radar 3	May 26	NFP	NFP	NFP	1
System Acceptance	Radar 3	Jun 28	NFP	NFP	NFP	1

A Contract Change Proposal to reflect the Alternative Delivery Strategy was executed in December 2021 reflecting revised schedule dates. Forecast dates for capability realisation are not for publication

3.3 Progress Toward Materiel Release and Operational Capability Milesto

3.3 Progress Toward Materiel Release and Operational Capability Milestones						
Item	Original Planned	Achieved/Forecast	Variance (Months)	Notes		
Initial Materiel Release (IMR)	Jan 24	NFP	NFP	1		
Initial Operational Capability (IOC)	Apr 24	NFP	NFP	1		
Material Release 2 (MR2)	Mar 26	NFP	NFP	1		
Operational Capability 2 (OC2)	May 26	NFP	NFP	1		
Final Materiel Release (FMR)	Jun 28	NFP	NFP	1		
Final Operational Capability (FOC)	Jan 29	NFP	NFP	1		
Notes						

A Contract Change Proposal to reflect the Alternative Delivery Strategy was executed in December 2021 reflecting revised schedule dates. Forecast dates for capability realisation are not for publication



Note

Forecast dates in Section 3 are excluded from the scope of the Auditor-General's Independent Assurance Report.

## Section 4 - Materiel Capability/Scope Delivery Performance

4.1 Measures of Materiel Capability/Scope Delivery Performance						
Traffic Light Diagram: Percentage Break	Traffic Light Diagram: Percentage Breakdown of Materiel Capability/Scope Delivery Performance					
100%	<u>Green:</u> The project team expects to meet capability requirements as expressed in the Materiel Acquisition Agreement.					
	Amber:					
0%						
	Red:					
0%						
Note						
	fence's expected capability delivery. Capability assessments and forecast dates are Seneral's Independent Assurance Report.					

Item	Explanation	Achievement
Initial Materiel Release (IMR)	<ul> <li>The first JORN radar and supporting systems upgraded with new hardware and software;</li> <li>New Operations Centre that supports operation of the upgraded Radar and legacy systems.</li> </ul>	Not yet achieved
Initial Operational Capability (IOC)	<ul> <li>The first JORN radar and supporting systems upgraded with new hardware and software;</li> <li>New Operations Centre that supports operation of the upgraded Radar and legacy systems;</li> <li>Training to enable sufficient personnel to conduct operations has been provided;</li> <li>Sufficient sparing and support arrangements are in place to sustain operations;</li> <li>Support contracts are established for all upgraded and existing JORN systems, radar sites and the JORN Coordination Centre.</li> </ul>	Not yet achieved
Materiel Release 2 (MR2)	The second JORN radar and supporting systems upgraded with the new hardware and software.	Not yet achieved
Operational Capability 2 (OC2)	<ul> <li>The second JORN radar and supporting systems upgraded with new hardware and software;</li> <li>Training to enable sufficient personnel to conduct operations has been provided;</li> <li>Sufficient sparing and support arrangements;</li> <li>Support contracts are established for all upgraded and existing JORN systems, radar sites and the JORN Coordination Centre.</li> </ul>	Not yet achieved
Final Materiel Release (FMR)	- The third JORN radar and supporting systems upgraded with new hardware and software; - lonospheric sounder network is upgraded.	Not yet achieved
Final Operational Capability (FOC)	<ul> <li>The third JORN radar and supporting systems upgraded;</li> <li>Achievement of all Capability Enhancement Elements;</li> <li>Achievement of the operational parameters as defined in the Operational Concept Document;</li> <li>Training to enable sufficient personnel to conduct operations in accordance with the defined level of capability and preparedness requirements is provided;</li> <li>Sufficient sparing and support arrangements are in place to sustain operations in accordance with the defined level of capability and preparedness requirements;</li> <li>Support contracts are established for all upgraded and existing JORN systems, radar sites and the JORN Coordination Centre;</li> </ul>	Not yet achieved

# Section 5 – Major Risks and Issues

## 5.1 Major Project Risks

Identified Risks (risk identified by standard project risk management processes)				
Description	Remedial Action			
There is a risk that resources required to execute the program cannot be applied due to the Enterprise's inability to attract and retain staff.	Defence and BAESA have been collaboratively working together to better understand the resourcing challenges in the defence market, particularly in South Australia. These improved insights are being incorporated into the current program workforce profile (this obligation is in accordance with the Heads of Agreement negotiated in December 2020 with BAESA). A series of workforce metrics have been established under a Workforce System Health Indicator to monitor the recruitment, development and retention of personnel. Improved management of the workforce at a more holistic enterprise level is a key objective of the HF radar enterprise road map that is being developed between BAESA and Defence.			
There is a risk of further delays post execution of the re- baselined schedule in the Reprogram CCP.	The new Performance Measurement Baseline (PMB#3) is informed by a number of critical lessons learned from the original program. The revised delivery approach will serve to retire program risk progressively and earlier by rolling out elements of the system as			

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	they are developed. A newly established, collaborative-based governance framework will ensure early visibility and elevation of performance issues to enable pro-active remediation. Key areas of focus and risk management relate to assurance of supply chains, timely site works, planning of V&V activities and facility upgrades to support new HPA's.	
There is a risk of significant hardware cost increases associated with the upgrade of the remaining two radars (Tranches 3 & 4) post IOC, caused by material costs being higher than originally anticipated and the Heads of Agreement excluding the re-estimation of Tranches 3 and 4.	A technical contingency allocation has been identified for mitigation strategies that relate to design to cost and manufacture. Effective use of a competitive supply chain approach.	
There is a risk of delays to the start and integration of future phases of AIR2025 Phase 6 (subject to future Government approval) and HPAs into the Phase 6 Baselines due to resource pressures.	Stakeholder prioritisation required to ensure effective allocation of finite resources from the HF Radar enterprise. Early funding approvals will support workforce certainty and mobilisation. Development of an Integrated master schedule will underpin effective cost and risk planning.	
Emergent Risks (risk not previously identified but has emerged during 2021–22)		
Description	Remedial Action	
N/A	N/A	
5.2 Major Project Issues		
Description	Remedial Action	
N/A	N/A	

Note Major risks and issues in Section 5 are excluded from the scope of the Auditor-General's Independent Assurance Report.

# Section 6 – Lessons Learned

Description	Categories of Systemic Lessons
Maintaining collaboration, transparent communication and disciplined engagement with all stakeholders is critical for managing technical requirements and facilitating risk management.	First of Type Equipment
An aggressive schedule developed by industry under competitive pressure resulted in compressed timeframes which exacerbated requirements management and delivery issues.	Schedule Management / Governance
While over-the-horizon radar (OTHR) is technically complex, subject matter experts in Defence and industry were not optimally utilised to supplement and advise inexperienced program personnel and leadership.	First of Type Equipment
Traditional waterfall approaches rely on a single 'big bang' integration event close to the Initial Materiel Release (IMR) milestone which is difficult to mitigate using sequential top-down design phase analysis. More agile approaches to program delivery allow the parties to learn together and adjust to overcome emergent technical issues within schedule and cost parameters.	Schedule Management
Adopting a holistic "enterprise" approach to project delivery, sustainment, future development, requirements and export opportunities ensures that limited resources (including technical expertise) are optimised and waste and capability impacts minimised.	Governance
Sovereign projects of this complexity require dedicated strategic leadership (at SES Band One equivalent) to manage and lead the project to ensure appropriate priority and effective relationships with key stakeholders are maintained.	Governance

# Section 7 – Project Structure

7.1 Project Structure as at 30 June 2022	
Unit	Name
Division	Rotary, Aerospace and Surveillance Systems Division
Branch	Air and Space Surveillance and Control Branch

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