



The Australian Peacekeeper & Peacemaker Veterans' Association Incorporated, National Executive.

Medal Policy Submission 2008



Australian Soldiers observing a massacre at Kibeho, Rwanda, 24 April 1994

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*Commemorating 60 Years of International United Nations
Peacekeeping Operations*

Sunday, 2 November 2008

Executive Summary

The main points of this Medal Policy is to firstly recognise the unique service of the contemporary nature and environment of Modern Military Operations, particularly Post 1975. This group of veterans have yet to have a full review covering these entitlements. It is anticipated that the points raised in this paper will be successfully agreed and resolution to a positive outcome is forthcoming.

The paper discusses the varying principles, legislation and policy on a number of areas relating to Warlike Service (WLS) and Non-Warlike Service (NWLS). The paper also highlights the need to reclassify a number of operations and in particular to have Humanitarian/Defence Aid to Civil Community (DACC) overseas operations recognised and classified as "Hazardous Service."

The paper proposes the creation of an Australian Peacekeeping Service Medal, in order to recognise the unique and special nature of Peacekeeping Operations (PKO) under NWLS conditions of service. PKO is a distinctive and most difficult military operation to undertake.

The paper suggests the creation of a new series of Operational Medals to cover WLS PKO to provide equilibrium toward previous precedents prior and post 1975. This is to provide consistency and equilibrium with the International Force in East Timor (INTERFET) Operational Medal from October 1999 to 20th February 2000.

Somalia and Gulf War (1991) Veterans deserve to be recognised in terms of a Campaign medal for the wars that those veterans served, in the same context as the Iraq and Afghanistan conflicts since 2001/2003 respectively.

Anomalies such as the awarding of the Australian Service Medal (ASM 1975-), have been identified, and recommended to be awarded to the veterans of the Commonwealth Monitoring Force – Rhodesia (CMF-R) Dec 1979 – March 1980; and the South Pacific Peacekeeping Force (SPPKF) in Bougainville 1994.

Upgrading of operations with 7 days qualifying periods under the ASM Regulations (NWLS) is suggested to be that of WLS. Several operations have been recommended for this upgrade.

The ASM Clasp SPECIAL OPS for covert operations also needs to be reviewed, with the recommendation that the Chief of the Defence Force (CDF) is approached with the matters raised in this paper to be discussed and taken into consideration for recognition.

The Meritorious Unit Citation (MUC) for the Force Communications Unit (FCU) to the UN Transitional Authority in Cambodia (UNTAC) has been an outstanding matter since the medallic recognition was upgraded to AASM in March 1999. The matter is now in its 10th year and resolution to the matter is urgently sought.

Other areas cover Defence Force Service Awards (DFSA) in relation to equilibrium of veterans' post 1982; other MUC matters for Somalia and Rwanda; and a suggested Commendation for Meritorious Service for recognising particular service on NWLS Operations, in similar context to the Commendation for Distinguished Service (CDS).

It is with pleasure that I hereby present the APPVA Medal Policy for consideration. It is viewed that these issues are important to Younger Veterans, and if so supported by the Government, would be appreciated by the Younger Veteran community.

I look forward to the Government's response to this Medal Policy Paper submission, in particular a consultative approach by expanding on any of the content in this paper by the author.

Yours Sincerely,

A handwritten signature in blue ink, appearing to be 'P.A. Copeland', written in a cursive style.

P.A. Copeland, OAM, JP,

CBus, Adv Dip Comms Mgt, Dip Trg Assess Sys, Dip Frontline Mgt, Dip Project Mgt, TAA40104
National President

1. *Post 1975 Awards – Background.*

- 1.1 Consideration of the Government and ADF toward a number of areas for retrospective recognition has been very difficult to facilitate. It is acknowledged that the Government, with the ADF has conducted a number of medal entitlement reviews in the past decade (1990's); however these reviews and their outcomes were focussed on pre-1975 awards, rather than Post 1975 awards. There appears to be a reluctance to recognize service of special significance, particularly in today's multi-dimensional and contemporary Military Operations. The old adage of "*wait till you see the whites of their eyes*" is long gone, in particular with the high tempo and technology that various operations are conducted, in comparison to say 40-60 years ago.
- 1.2 It is felt that Australia, in particular the ADF needs to lead and commence a more appropriate recognition for service in all overseas operations and conflicts. Basing the award of medals purely on the threat from a given enemy or belligerent needs to be inclusive of the service that is outside the normal realms of peacetime service within Australia. Therefore, performing duties that are within countries where poor infrastructure and difficulties in performing operations due to inherent risks are above and beyond the normal operational standards of that service in Australia.
- 1.3 To date, it has been difficult to obtain Australian Defence Force (ADF) policy on campaign and other medals, which appears to be what is determined by the Government of the day. There are also inconsistencies with the honours and awards with ADF members who served post 1975, in seeking equilibrium of recognition to those who served pre-1975. In today's operational environment inclusive of operations post 1975, there must be a genuine effort to recognize the service of individuals. Australia is perhaps in its highest tempo in terms of overseas operations since WWII.
- 1.4 The range of Operations are unique in the given Charter; Mandate; Operations Orders (OPORD); Rules of Engagement (ROE); Law of Armed Conflict (LOAC); exposures to dangers, including those dangers of harm and risk to an individual; and the time constraint to complete the task in the shortest possible period of time.
- 1.5 Today's Modern Military Operations hold distinctive differences with those pre-1975, although there are some synergies drawn in a commonality of service, with the exception of today's modern equipment, weapon systems and technology. This service, whether it is toward an adversary or helping a nation in need, requires consideration for recognition in a modern Honours & Awards System.

- 1.6 The reader will note that the Committee of Inquiry into Defence and Defence Related Awards 1993-1994 (CIDA) has not been referred. An exception to this statement is for consideration toward this paper by using the wording of principle number 3 from CIDA that:

“To maintain the inherent fairness and integrity of the Australian system of honours and awards care must be taken that, in recognising service by some, the comparable service of others is not overlooked or degraded.

*The Committee is conscious of the need for consistency in its recommendations to Government. The standards of measurement for service that apply must be transparent and fair in the eyes of the community.”*¹

2. ***Incurred Danger.***

- 2.1 The test for “danger” is objective, rather than subjective. On appeal to the *Repatriation Commission v Thompson* (1988), the Full Federal Court stated what has become the most cited test for “incurred danger”:

*The words “incurred danger” therefore provide an objective, not a subjective, test. A serviceman (or woman) incurs danger when he encounters danger, is in danger, or is endangered. He incurs danger from hostile forces when he is at risk or in peril of harm from hostile forces. A serviceman does not incur danger by merely perceiving or fearing that he may be in danger (at 9 AAR 203)*².

- 2.2 The Actual or potential danger has been tested with the case of the *Repatriation Commission v Thompson* (1988); the Full Federal Court held that there must be actual danger. The Full Federal Court referred to the word “danger” and “substantial”. But the word “danger” stands for itself. If a serviceman/woman incurs danger from hostile enemy forces, that circumstance is sufficient to **satisfy** the statutory requirement (at 355).³

- 2.3 Following from the definition mentioned in 2.1, the Court commented:

Danger is not incurred unless the serviceman is exposed, at risk of or in peril of harm or injury. (at 356).

- 2.4 Further, the Court commented “[*Danger*] must arise as a direct result of the activities of hostile forces of the enemy..... There must be established an actual risk of physical or mental harm” (at 356-57)⁴

- 2.5 The **Length of time** danger is incurred has been interpreted in the case of

¹ Report of the Committee inquiry of Defence Awards (CIDA) March 1994, p.6

² *Veterans’ Entitlement Law*, Creyke, Sutherland and Ridge, The Federation Press and Softlaw Community Projects, 2000, p124.

³ *Ibid* p125.

⁴ *Ibid* p125.

Crawford and Repatriation Commission (1987), The Tribunal noted that the Act⁵ did not state, nor was it necessary to determine, whether danger needed to be measured in minutes, hours, days or even longer. That view would be preferable to the view *Re Howlett and Repatriation Commission* (1987) in which the Tribunal found that danger must be faced during a substantial (or, at the very least, a not insignificant) period of time.

3. Awards Policy for ADF Service.

- 3.1 The majority of times that submissions and requests have been forwarded to DH&A, with the response of the regurgitation of policy, do not address the issues raised. There needs to be more open dialogue and consultation. This is particularly important to current and ex-serving members of the ADF.
- 3.2 Interactive consultation not only assists in a broader understanding of policy, but to also allow for feedback of the policy for further development.
- 3.3 Continual involvement of ADF representatives, along with the RSL and APPVA, will provide an opportunity to feedback issues of concern to a given committee without progressive confusion and misunderstandings of awards within and outside of the ADF, in particular, Post 1975.
- 3.4 The ALP Policy for Veterans has pledged that an impartial system by establishing an Independent Honours and Awards Tribunal. This has arisen because of the large amount of dissatisfaction within the Veteran community toward some unfair decisions toward the awarding of various medal entitlements. We view this as a positive step to improve the consultation process; however we would prefer a consultative approach prior to a quasi-judicial setting in order to determine the awarding of such medal issues.
- 3.5 It is a view that the Awards system needs to recognise the service of individuals or groups. There has been a wide range of discussions, however some of the areas that we feel that could be recognised by the ADF members for particular service that is above the normal workplace or peacetime service environment within the ADF is required. The service types listed below are considered unique service and are outside of the regular operation of the ADF during Peacetime Service. These are:
 - 3.5.1 ADF Service in support of Special service within Australia (Peacetime);
 - 3.5.2 ADF Service for Humanitarian and Defence Aid to Civil Community (DACC) Operations Overseas;
 - 3.5.3 ADF Service for short term Operations Overseas;
 - 3.5.4 ADF Service for Non-warlike Service (NWLS) Operations Overseas;

⁵ The Veteran Entitlement Act 1986 (VEA)

- 3.5.5 Australian Peacekeeping Service Medal for NWLS Peacekeeping Operations;
- 3.5.6 Operational Medals for Warlike Service (WLS) Peacekeeping Operations;
- 3.5.7 Campaign Medals for WLS to a prescribed Operation Overseas; and
- 3.5.8 Foreign Medals and Awards awarded to ADF Members.

4. Service in support of Special service within Australia

- 4.1 This particular service for the purposes of medallic recognition is suggested to relate to operations such as the following:
 - 4.1.1 Counter Terrorism. To include all Special Operations Command (SOCOM) units and support attachments and/or detachments;
 - 4.1.2 Homeland Security. Homeland Security to involve Intelligence Operations, Protective Operations of given installations, significant activities/events and establishments;
 - 4.1.3 Special Operations (both Field and Strategic). This would involve covert and passive Intelligence Gathering operations of identified units and agencies. This would include for example, Special Communications Operations tasking.

5. ADF Service for Humanitarian and Defence Aid to Civil Community (DACC) Operations Overseas

- 5.1 This particular service for the purposes of recognition would be similar to the ADF service in Support of Humanitarian Operations and DACC tasking, but in the context of Service Overseas. It is viewed that service overseas has further demands and risks toward ADF members who support these Operations. These operations have been identified as relevant for recognition and are amplified in an Attachment to this paper. This service would be considered to be similar to the award of the HOSM; however it suggested being an ADF specific award, with flexible eligible service toward time spent on operations. This is due to the dynamic aspect of operations, which provides a high intensity involvement during the Response and Recovery phases of a given Emergency or Disaster.
- 5.2 It should also be noted that if a country has requested the assistance of the Australian Government, that this is a special situation and operation. In these operations, ADF members are exposed to Health Risk greater that those within Australia. In un-developed countries, where many of these operations have served, the infrastructure is of low standard with water and sanitation being below

western world standard. The death and destruction of disasters are such that leaves permanent psychological reminders to individuals who have witnessed or observed the result of Natural Disasters.

- 5.3 Death is more prevalent in these operations than those within Australia. Therefore, it is considered that the overseas aspect of Humanitarian and DACC operations provide significant risk to ADF members, without the close support of the Australian Support Area.
- 5.4 Types of operations that are beyond the scope and resources of a given NGO or Emergency Management Agency, or at the request of Emergency Management Australia (EMA). This would involve particular service to Disaster Operations by Land, Sea or Air. For example:
- 5.4.1 Search and Rescue Operations (SAROPS);
 - 5.4.2 Support to large fires;
 - 5.4.3 Support to Cyclones;
 - 5.4.4 Support to Tsunami Disasters;
 - 5.4.5 Support to Flooding Disasters;
 - 5.4.6 Support to any Natural Disaster not mentioned above; and
 - 5.4.7 Support to any man made Disaster (not restrictive).
- 5.5 Recognition of this special service is therefore deemed necessary due to the hazardous nature of these operations. It is suggested that to be cognisant of this service, that a Determination is made from the CDF and/or Government that places Humanitarian/DACC Overseas Operations as “Hazardous Service”. Further discussion on this matter is attached to this paper.

6. ADF Service for short term Operations Overseas

- 6.1 Operations that require a fast response to a given crisis or request to the Australian Government by a foreign country would be the type of operation to pertain to short term Operations. An example of this would be Service Protected Evacuation (SPE) Operations, when the Australian Government extracts and coordinates the evacuation of Australian and other nationals. OP RAMP, which was activated during the Israeli/Lebanese War of 2006, would be an operation that would fit this criterion. Other examples are Special Operations overseas.

7. **ASM (1975-) for Non-warlike Service (NWLS) Operations Overseas**

- 7.1 Operations that are of a Non-warlike service (NWLS) nature would be various deployments that include a longer term mission in a given country. This is currently recognised under the Awards system as the Australian Service Medal (ASM). The ASM recognises NWLS in any determined deployment to ADF members.⁶
- 7.2 A problem that may be encountered in the future is the amount of clasps available to eligible current and ex-serving members. It is estimated that at best 5 clasps would fit onto the regulation length of a medal and the earlier clasp is removed. We find this unsatisfactory as members would be proud to wear all of their clasps.
- 7.3 The matter of the amount of clasps to an ASM or the Australian Active Service Medal (AASM) is suggested to be now being outdated, given the tempo of operations since 1989 onward. It is suggested that a new ASM be Struck, consistent with the new dynamics and contemporary nature of military operations and service in the ADF. In contrast, this would mean that there will be 3 ASM/AASM covering the periods of 1945-1975; and 1975-2009 (?).
- 7.4 Currently, the ASM (1975-) has over 28 Clasps. Of those 28 Clasps, operations and service⁷ are the following:
- 7.4.1. Mine Clearing Training Team Operations = 2;
 - 7.4.2. Training Teams = 3;
 - 7.4.3. Defence Cooperation Programs (DCP) = 4;
 - 7.4.4. Peacekeeping Operations (NWLS) = 21;
 - 7.4.5. Survey Operations = 6;
 - 7.4.6. NWLS Operations = 6;
 - 7.4.7 NATO Operations = 1;
 - 7.4.8 Humanitarian Operations = 3;
 - 7.4.9 Services Protected Evacuation (SPE) = 2;

⁶The Australian Service Medal (ASM) was approved in 1988, and may be awarded for service in, or in connection with a prescribed non-warlike operation (Letters Patent ASM 1975-).

⁷ Note that Clasps of the ASM may cover many separate prescribed Operations within the country served.

- 7.4.10 Special Operations = Unknown (Classified);
- 7.4.11 Arabian/Persian Gulf = 11;
- 7.4.12 Multinational Force – Haiti = 1;
- 7.4.13 Military Armistice Commission Korea = 1;
- 7.4.14 Total is 21 PKO in comparison to 40 NWLS Operations.
- 7.5 There has been an indication from DH&A that the ASM recognises PKO. The comparative data above indicates that the ASM does not only recognise PKO, but all NLWS under prescribed operations. Therefore, the ASM specifically recognises the NWLS Conditions of service within the prescribed operation and does not specifically recognise PKO under this context.
- 7.6 The ASM is specific to NWLS, with the clasp of Country where service has been rendered, with a degree of incurred danger (Incurred Danger Test) and military threat by belligerents or an identified/unidentified enemy.
- 7.7 It would appear that consideration is required to continually recognise NWLS with Country served in the form of a Clasp, however how long is the current system (1975-) of ASM able to use in moderate recognition, before a necessity to review the AASM/ASM series for 1975 to the current day for a new series?

8. Australian Peacekeeping Service Medal for NWLS Peacekeeping Operations

- 8.1 Peacekeeping service is one of the most difficult, dangerous and frustrating operations to conduct. Given the restrictive nature of the Rules of Engagement (ROE); and the Orders for Opening Fire (OFOF); dependant upon agreed protocols within Chapter VI of the UN Charter, or within the Protocol of the Peace Accord or Agreement by the host country and warring factions. Many ADF members serving on PKO are unarmed, therefore a lack of self-protection.
- 8.2 Whilst the award of the ASM recognises the nature of service as NWLS, the ASM does not recognise, through the ADF and Australian Honours and Awards System as specific to the difficult and special nature of PKO.
- 8.3 Not long after the prestigious Nobel Peace Prize was awarded to all United Nations Peacekeepers in 1988⁸ for recognition of their collective efforts in the cause of peace, was the inspiration of the creation of the Canadian Peacekeeping Service Medal (CPSM) to acknowledge the unique contribution to peace that Canadian peacekeepers have made since 1948. Other countries including Ireland have also specifically recognised their service members who have served on PKO

⁸ The Nobel Peace Prize was awarded to UN Peacekeepers for their significant contribution to world peace and security on and before 10 December 1988.

with medallic recognition pertaining to their Peacekeeping service, inclusive of their awards system for overseas service.

- 8.4 In relation to the Canadian recognition it is conceded that Australia was not a major contributor at the time of the award of the Nobel Peace Prize, however significant numbers of ADF Peacekeepers have increased in number, serving in some of the most dangerous places in the world. This is of particular note from 1989 to the present.
- 8.5 The current Minister of Veterans Affairs, Mr Alan Griffin, MP, has acknowledged the special nature of Peacekeeping Operations by stating: “*Our peacekeepers are often called upon to serve in situations of high risk, great instability and where the local population is traumatised through their experiences.*”⁹
- 8.6 The Minister continues: “*They play a vital role in seeking to restore order and are respected for seeking to build relationships with the local people in the countries in which they are serving.*”¹⁰
- 8.7 The breadth of service of ADF members required in which to conform to modern peacekeeping is of significant importance to the success of the operation. This service encompasses the difficulties, dangers and significant challenges that are the norm for NWLS PKO. It is simply a service that requires specific recognition, inclusive of the ASM for NWLS.
- 8.8 Peacekeeping Service is classified for the purposes of the degree of the Incurred Danger test, which is used in deciding Conditions of Service and Veteran Entitlements. There are and will be NWLS PKO; and WLS PKO. NWLS PKO are noted (and not restricted) as the following operations:
- 8.8.1 All PKO that are allotted under Schedule 3 of the Veteran Entitlement Act 1986 (VEA);
- 8.8.2 All UN PKO under Schedule 3 of the VEA (NWLS or Peacekeeping Service);
- 8.8.3 Multinational Force & Observers (MFO) Sinai;
- 8.8.4 International Peace Monitoring Team (IPMT)¹¹ Solomon Islands;
- 8.8.5 South Pacific Peacekeeping Force (SPPKF)¹² Bougainville;
- 8.8.6 Peace Monitoring Group (PMG) Bougainville;

⁹ DVA Media Release VA003 Wednesday 6 February 2008, PICTORIAL TRIBUTE TO AUSTRALIAN PEACEKEEPERS.

¹⁰ *Ibid.*

¹¹ IPMT is also inclusive of OP PLUMBOB & OP TREK, for the purposes of this paper.

¹² SPPKF has not been recognised for the award of the ASM (1975-)

8.8.7 Regional Assistance Mission to Solomon Islands (RAMSI); and

8.8.8 International Security Force (ISF) OP ASTUTE, Timor Leste.

8.9 The operations listed in 8.8 are considered to have a lower degree of Military Threat, with probable Incurred Danger. The unique service of Peacekeeping Operations needs to be specifically recognised as Special Service, **inclusive** of NWLS conditions of service, by the proposed striking of an Australian Peacekeeping Service Medal.

8.10 It is recommended that ADF Peacekeeping Service is specifically eligible toward service for NWLS (award of the ASM) and eligible for the proposed **Australian Peacekeeping Service Medal** for service in PKO, and that this award is **not** available to ADF Service for WLS PKO, where Operational Medals are being sought for this service. An exception to this rule would be where the member is eligible for both, after serving on separate NWLS PKO and WLS PKO.

9. Operational Medals for Warlike Service (WLS) Peacekeeping Operations

9.1 In similar context to ADF Service for NWLS PKO, the ADF has deployed to a number of WLS PKO. This service is deemed to have a higher level of Military Threat and risk, along with a higher degree of Incurred Danger. This is partially recognised with the award of the AASM¹³ with the clasp of country served, commensurate with WLS Conditions of Service with the Beneficial Approach of VEA and MRCA veteran entitlements for Qualifying Service (QS).

9.2 However, most PKO with the exception of one major operation, are not recognised with the special type of service or respective operational service rendered. This is **not** suggesting that the proposed Australian Peacekeeping Service Medal is awarded for WLS PKO, rather equilibrium of Operational awards commensurate to INTERFET.

9.3 The higher risk element needs to be recognised, aside to that of the AASM with clasp of country served. In 1999, Australia led the international force that saw the removal of the occupying Indonesian power from the former Portuguese territory of East Timor. To recognise the importance of this operation, the International Force East Timor (INTERFET) Medal was established in 2000. As well as being awarded to members of the ADF, the INTERFET Medal was offered by Australia to all countries that provided contingents to the International Force in East Timor.¹⁴

¹³ The Australian Active Service Medal (AASM) was introduced in 1988 to recognise service in prescribed warlike operations since 14 February 1975.

¹⁴ INTERFET Medal DH&A Website: <http://www.defence.gov.au/medals/> dated 6 Aug 2008

- 9.4 In what could be described as a first of campaign medals or operational medals being introduced since the Viet Nam War, the Australian Government struck the INTERFET Campaign medal¹⁵ and awarded this medal for service during the period from 16 September 1999 – 10 April 2000.¹⁶
- 9.5 In addition to the INTERFET (OP WARDEN) Operation, not only military personnel and civilians from Australia were awarded the INTERFET medal, but civilians were additionally awarded the AASM Clasp EAST TIMOR.
- 9.6 Previous PKO where troops served under Chapter VII of the UN Charter¹⁷ for example, have not received an Australian Operational or Campaign medal. Discussions with the Defence Honours & Awards Review Team on 30th November 2007, suggested that the INTERFET Medal is an Operational Medal, not a Campaign Medal.
- 9.7 In the context to the above statement, it is then suggested that some of the lengthier and larger WLS PKO served by ADF members, should be equally recognised. The meaning of a campaign in the military sense is:
- “an operation, or series of operations, in a defined theatre or area of operations with the objective of actively repelling an invading force or bringing to an end the hostilities of an identified enemy.”¹⁸*
- 9.8 Other such operations as time progressed were also hailed as larger ADF contributions since the Viet Nam War which were the Australian Contingents to Cambodia; Australian Contingents to Somalia (the largest infantry force (1RAR)); Australian Contingents to Rwanda (in the form of Medical Personnel); and subsequently followed up with the Australian Contingents including a Battalion Group deployed to OP TANAGER of the UN Transitional Assistance in East Timor (UNTAET), during 2001-2003. These bench marks continually rise in contemporary operations today and with further commitments in the future.
- 9.9 It should be noted that the summation figure of the deployed size of these forces ranged from a total of 650 troops to over 3,500, lasting from 12 months to over 2-3 years. In support of the meaning of a campaign, it is considered that whilst on WLS, the WLS PKO did in fact bring an end to the hostilities of an identified enemy, or belligerents, in order to render peace to the country served under the auspices of Chapter VII of the UN Charter.
- 9.10 These WLS PKO for the purposes of **Operational Medal** recognition are the suggested to be the following ADF Operations:

¹⁵ Letters Patent, S159 dated 30 Mar 2000 – INTERFET Medal.

¹⁶ Commonwealth of Australia Gazette (CAG) S8 dated 4 Jan 2001 Determination to s5(3) (s159 dated 30 Mar 2000).

¹⁷ It should be noted that UNAMIR II was reclassified as WLS and was under Chapter VI of the UN Charter. The Reclassification was as a result of lobbying by the APPVA, of which special circumstantial operational conditions were considered to be that of WLS.

¹⁸ Letter from Minister Veterans' Affairs, Ms Kelly, MP, to P. Copeland dated 10 March 2005.

- 9.10.1 UN Transitional Assistance Group (UNTAG) Namibia 18 Feb 1989 to 10 April 1990;¹⁹
- 9.10.2 UN Advance Mission in Cambodia (UNAMIC) 20 October 1991 to 14 May 1992 (OP GOODWILL);²⁰
- 9.10.3 UN Transitional Authority in Cambodia (UNTAC) 15 May 1992 to 7 October 1993 (OP GEMINI);²¹
- 9.10.4 The Second UN Assistance Mission to Rwanda (UNAMIR II) 25 July 1994 to 8 March 1996 (OP TAMAR);²² and
- 9.10.5 The UN Operations in East Timor; 16 September 1999 to 17 August 2003,²³ with the exception of service with INTERFET.²⁴
- 9.11 Whilst it is acknowledged that the listed WLS Operations are UN Operations, it must be considered that these operations were in higher degrees of danger, more robust Rules of Engagement (ROE), and higher threat levels than those NWLS PKO.
- 9.12 It is suggested that **Operational Medals** are struck for individual Countries of Operations, in respect of larger WLS PKO, that the ADF has contributed. Somalia has been omitted in this case and explained further within para 11, to this paper. The suggested list of Operational Medals for countries served, complimenting the AASM, are recommended as follows:
- 9.12.1 Namibia (599 ADF and 14 NZDF veterans = total **613**);
- 9.12.2 Cambodia (1,118 Army; 44 RAAF; 24 RAN; and Approx 90 NZDF veterans = **1,276**);
- 9.12.3 Rwanda (**638** veterans); and
- 9.12.4 East Timor, exempt INTERFET (Approximately **3,000**).
- 9.13 The Operations listed within para 9.12 have satisfied a higher degree of Incurred Danger and are as such, classified within the VEA Schedule 2 as Allotted for Operational Service or Warlike Service. Veterans of these operations will have QS entitlement access to War Service Pension, along with other tangible benefits for War Service under the VEA, commensurate with those who serve in war.

¹⁹ CAG S303 of 26 Jul 2001.

²⁰ CAG S102 of 27 Mar 2001.

²¹ *Ibid.*

²² CAG S79 of 23 May 2006.

²³ Operations FABER; TANAGER; & CITADEL.

²⁴ CAG S515 of 16 Dec 2004.

10. ADF Service for Campaign Medals

- 10.1 The recognition of WLS outside of the realms of WLS PKO, must also and has been recognised by the Government. This is evident today with the striking of **Campaign medals** for IRAQ and AFGHANISTAN.
- 10.2 In the retrospective context and perhaps for future WLS Operations outside of WLS PKO, this recognition is strongly suggested to continue. It is noted some operations that have been overlooked in this context and we highlight the following:
- 10.2.1 The Australian Contribution to the Gulf War 1991 (17 January 1991 to 28 February 1991);²⁵
- 10.2.2 OP SOLACE (Somalia 10 January 1992 to 21 May 1993);²⁶ and
- 10.2.3 OP IGUANA The Second UN Operation in Somalia (UNOSOM II) 1 May 1993 to 28 Mar 1995.²⁷
- 10.3 All the above Operations are listed within Schedule 2 of the VEA as WLS. The Gulf War 1991; OP IGUANA and OP SOLACE were awarded the AASM with Clasps KUWAIT and SOMALIA respectively. The listed Operations were also covered by WLS Conditions of Service.
- 10.4 In line with the philosophy of recognising WLS, particularly with Campaign Medals, it is suggested that consideration is made toward the following Campaign awards to:
- 10.4.1 The ADF members, units, and HMA Ships that served during the Gulf War of 1991, who are eligible for the AASM Clasp KUWAIT,²⁸ is also considered to be that service where: Iraq was the enemy; and that the service was located within the same AO as determined within Regulation 3, relating to the AO of eligibility toward of the IRAQ Campaign Medal within (i) (A), (B), and (ii).²⁹ This will affect **1,812 ADF veterans**.
- 10.4.2 OP SOLACE – as the ADF Contingent, in particular 1 RAR Battalion Group operated in the Baidoa, with COMASC and some HQ elements within the Mogadishu area, RAN HMA Ships TOBRUK and JERVIS BAY, RAAF Air Support operated within the AO; that a Campaign Medal is Struck for service in Somalia, which is consistent with such recognition for Operational and/or Campaign Medals;

²⁵ CAG S195 of 27 May 1997.

²⁶ CAG S102 of 21 Mar 2001.

²⁷ *Ibid.*

²⁸ CAG 195 of 27 May 1997.

²⁹ CAG S125 of July 2005.

10.4.3 OP IGUANA – ADF Contingent to UNOSOM II, that consideration be also made, inclusive of OP SOLACE that the Campaign or Operational Medal is struck for Somalia, that OP IGUANA (UNOSOM II) is included for such recognition, as such service was within the same AO that has been approved for QS of the VEA Schedule 2.

10.4.4 Total estimated number of ADF Somalia WLS veterans that this proposal will affect (10.4.2 & 10.4.3), is approximately **1,650**.

11. Foreign Medals and Awards awarded to ADF Members.

- 11.1 In order **not** to provide confusion that NWLS and WLS have been awarded a UN medal or any other Foreign recognition, sometimes members serving in the ADF will be awarded recognition in the form of Bravery, Distinguished or exceptional service, and various campaign medals. The NATO International Security Assistance Force (ISAF) medal in Afghanistan is perhaps a good example of such foreign recognition, within WLS.
- 11.2 It should be made very clear that these Foreign Medals **do not** come under the auspices of the Australian Honours and Awards system. The Foreign medals are awarded with differing criteria to that of Australia and **must be discounted from making decisions of medallic recognition, particularly within this paper.**
- 11.3 Foreign awards have been issued to Australians for well-over 100 years, inclusive of the Imperial system, US Forces awards; Malaysian Government (Pingat Jasa Medal (PJM)); UN Medals; NATO Medals; MFO Sinai Medal; The Government of the Republic of Viet Nam (GRVN) Medals etc. Those recipients have been honoured outside of Australia's Honours and Awards system by various Governments and agencies.
- 11.4 It should also be noted that the DH&A administers the issue of the Viet Nam Campaign Star and PJM, whilst at the same time stating that it does not administer other foreign awards such as UN Medals. In addition, in order to officially wear UN and other foreign medals, permission must be sought from the Department of Defence and/or the Governor General to wear the medals on uniform. Additional notation is that these awards are not placed within an ADF member's Record of Service (Long), on PMKEYS unless proof of a certificate of the award is provided.
- 11.5 An anomaly that has presented for the wearing of Foreign awards has been identified in the recognition of the Wisam Al-Tahrir (Kuwait Liberation Medal) awarded by The Government of Kuwait to Allied Forces, for the Gulf War in 1991. ADF members have been refused permission to wear this award. The Australian Government has decreed that Australian personnel may accept their medals as a keepsake but permission to wear them in uniform has so far been refused. The reasons for this decision are unknown.

- 11.6 However, in addition to the above, the Australian Government has accepted the wearing of ADF members (on application by the recipient) of the Saudi Arabian Government Nut Tahrir Al-Kuwait (Medal of the Liberation of Kuwait). In order to provide consistency, it is recommended that the Kuwait Liberation Medal (Wisam Al-Tahrir) is also permitted to be worn on uniform.
- 11.7 Other foreign awards have been offered and will be offered as Australia serves in various conflicts around the world, particularly in Multi-national forces. It is felt that there should not be a restrictive nature toward these awards being accepted and worn with pride by the eligible recipient.

12. Operations Overlooked – ASM (1975-).

- 12.1 This paper also highlights the non-recognition of some operations that appear not to have been considered for the Australian Awards, in particular the ASM. These are the following:
- 12.1.1 The award of the ASM to the Commonwealth Monitoring Force – Rhodesia (CMF-R) now known as Zimbabwe;
- 12.1.2 The award of the ASM to the South Pacific Peacekeeping Force (SPPKF) to the Arawa Conference in Bougainville; and
- 12.1.3. Other operations that have been identified to be overlooked for the award of the ASM are discussed in this paper such as Special Operations; and Humanitarian Operations.
- 12.2 A separate document on the justification of the award of the ASM to the above listed operations and service types are attached to this paper.

13. Operations Overlooked – AASM (1975-).

- 13.1. It is noted that during periods of high tempo and insertion operations of ADF elements into a given AO, particularly during the commencement of WLS, that the incurred danger may be assessed as high. Those ADF members, who have assisted in the Force lodgement and indeed Force support, appear to have been overlooked in terms of recognition. Whilst these people would be expected to have QS under the VEA for their WLS; the medallic recognition of this service appears to have not been acknowledged.
- 13.2. The operations overlooked under the CAG regulations for the AASM may have served 1 day or 1 sortie in the AO, but only as force assigned, rather than in direct support of the operation. It is suggested that these members were ADF assigned assets to support with the insertion/extraction of the force in a given AO. The Incurred Danger to these people would be expected to be nothing less of those who have served force assigned to a given operation.

- 13.3. Some problematic areas that have been identified (and not restricted) are the following:
- 13.3.1. HMA Ships that have lodged, supported and extracted an ADF element or force from a given WLS AO;
 - 13.3.2. RAAF Aircraft and crew (this may include Ground Liaison Officers (GLO), that has completed 1 operational sortie or more in the support of the ADF elements under WLS conditions; and
 - 13.3.3. Army personnel who have rendered service in support of the assigned force, not as visitors, but as a support specialist to a given WLS AO.
- 13.4 Another apparent oversight is the inclusion of 1 day/1 sortie for ASC UNTAG (Namibia).³⁰ This has the qualifying period as 30 days, in comparison to other operations that have eligibility to the AASM; it is the only operation, with the exception of Diego Garcia,³¹ that does not have the consistency of the qualifying period for the AASM as 1 day/1 operational sortie.
- 13.5 During the period 18 Feb 1989 to 10 April 1990, the deployment of Engineers and supporting elements to Namibia in South West Africa was then hailed as the largest deployment of armed troops since the Viet Nam War. Of particular note was that war broke out immediately after the Australians arrived in Namibia. Over 1500 South West Africa Peoples Organisation (SWAPO) Guerrillas entered Namibia and around 250 SWAPO Guerrillas were killed.³²
- 13.6 It should be noted that the CAG for the AASM does provide the eligibility for the award of the AASM for 1 day/1 sortie, however this is open to wider interpretation as to those supporting ADF assets and personnel who are used in the initial, sustained and withdrawal aspects of the Force that is assigned for operations within the WLS AO.
- 13.7. ASC UNTAG (Namibia) is also recommended to be placed on equilibrium with the general period of eligibility for the AASM to be 1 day/1 sortie as force assigned.

³⁰ CAG S303 of 26 July 2001.

³¹ 30 Days/30 Sorties.

³² Londey, p.136

14. Visitation, Inspections and other temporary reasons for deployment to the AO.

14.1 This paper suggests that whilst operations may expect visitations, inspections and audits, that the rules of 30 days remain extant for the award of the AASM in any case. However those units and defence members contributing in direct support or in support of the Operation within the given AO, is suggested to be exposed to incurred danger, thus must be considered to be on equilibrium with those force assigned.

14.2 It is noted however the CAG Regulations for the award of the AASM Clasp IRAQ 2003, for service on OP FALCONER and OP CATALYST³³ that there are **no** visitation provisions, particularly toward the 30 day rule. Therefore, a defence member visiting the AO for a period of one sortie, one day in the AO on land or at sea will receive the AASM Clasp IRAQ 2003.

14.3 This is highlighted to be at odds with period the CAG Regulations for the award, for example of the AASM Clasp EAST TIMOR during the INTERFET operation,³⁴ or Afghanistan where the requirement has been stated as 30 days for the following:

*“the Medal may be awarded to a member of the Australian Defence Force who rendered service as such a member and who for a **prescribed period**, undertook official visits, inspections or other Occurrences of ‘a temporary nature’ in connection with the military contribution in the **prescribed operation**”*

14.4 It should be noted that the wording of the above, in particular *“a temporary nature in connection with the military contribution in the prescribed operation,”* would appear to be what is known in military terms as in direct support or in support and under administrative command that the ADF member may be attached to an assigned force unit. Referring to the Incurred Danger test, it would be most reasonable to expect that the ADF member attached to a given unit on WLS, which the cohorts with whom the veteran serves would be in the same conditions of service under war service than the attached member. Remembering that one day of force assignment qualifies an individual to a WLS operation, the same eligibility therefore must be considered for the attached member providing support to the operation.

15. Air Support (Sorties) to WLS Operations.

15.1 The 30 day/30 sorties rule also applies to those with 30 non-operational sorties.³⁵ There is an argument as to what constitutes an *operational sortie* as opposed to a

³³ CAG S110 of 7 April 2004.

³⁴ CAG S515 of 16 December 2004, (c) (iv).

³⁵ *Ibid* (c) (vii).

non-operational sortie. It is understood that one operational sortie is for a unit force assigned to the given AO, within the AASM Regulations.

- 15.2 The non-operational sortie is perhaps defined to be a sortie from a Strategic support element or aircraft and its crew from the Australian Support Area to the AO. However, determination is sought to seek what a non-operational sortie means. That is, if a RAAF C-130, conducts resupply operations in support of a given operation from the Australian Support Area, would this not constitute an operational sortie, in support to the WLS operation?
- 15.3 The length of time for a sortie from the Australian Support Area is also considered to be of a period of time to include the aircraft air-worthiness, preparation, Pilot Mission Briefings etc to the flight, which may take up to two days to the place of destination. This is followed by deplaning of personnel, equipment and supplies etc. Refuelling, air-worthiness checks; resting and recuperation of the crew; flight mission preparations; emplaning and flight departure; and return to the Australian Support Area. The time estimated for this could be three to seven days, given the operational demands at the time. It is therefore contended that “one non-operational sortie” should not be placed into context of days served in the WLS AO.

16. RAN Support to WLS Operations.

- 16.1 The same scenario is also placed into context of a RAN Ship, which would be even longer, given the size of the ship’s company, preparations, time and distance of the voyage to arrival for disembarkation of payload other operational duties, with further preparations for return to the Australian Support Area.
- 16.2 Embarkation of payload, pre-deployment and mission checks then departure from the AO. The vessel would potentially be moored and alongside at its destination for a period of days or weeks depending on the operational situation. Thus, a reasonable amount of time is exposed to any crew of a HMA Ship as to the incurred danger test would be satisfied, along with the RAAF Crew.

17. Logistic Support to WLS Operations.

- 17.1 It is believed that on the grounds of the support noted above, that this may have contributed to the creation of the Viet Nam Logistic Service Medal (VLSM). The VLSM is discussed further in this paper and is used in context to the previous scenarios.
- 17.2 Therefore, consideration must be provided with the benefit of the doubt, or in the case of Veteran Entitlement Law: “*Reasonable Hypothesis*”, to those who have served in the capacity mentioned in this section, as to have no less incurred danger than to any ADF member force assigned to a given WLS Operation.

- 17.3 In 1993, the Viet Nam Logistic and Support Medal (VLSM) was established to recognise those who had served in Viet Nam during the time of the Viet Nam War for relatively short periods of time in support of Australian operations and who had not received any recognition for that service.
- 17.4 Recipients not only received the VLSM, but later the AASM (1945-1975) Clasp VIETNAM. The Regulations for the AASM Clasp VIETNAM (CAG S64 of 28 February 2002), indicates that a defence member who had one operational sortie into the AO is eligible for the AASM.³⁶ Those defence members in receipt of the VLSM also have automatic entitlement to the AASM Clasp VIETNAM, with no specific qualifying period to the prescribed operation.³⁷
- 17.5 In the view of the above discussion of the criterion of the AASM Clasp VIETNAM, it would therefore be viewed as a precedent for defence members who served in the capacity of logistic or specialist support of a given WLS Operation.
- 17.6 This paper **does not** suggest striking a Logistics Support Medal for each Operation. Rather, the use of the VLSM in discussion is to highlight previous precedents accepted by the Government to recognise defence members who spent short periods of time within a given WLS AO. It also demonstrates that one operational sortie, along with the equivalent of 1 day on land or sea of a given WLS AO, should therefore follow such precedence in terms of recognition of the AASM (1975-).
- 17.7 The Viet Nam precedent therefore places a logical argument in today's operational tempo, particularly in the past 20 years (1989 – current) placing an equilibrium of recognition toward past, present and future ADF members.

18. Eligibility of one day for WLS Operations (AASM).

- 18.1 Three particular areas of WLS has been brought to the attention of the author, of which it would, after consideration of this section, placing a contextualisation of service of force assigned and those in support of a given WLS, for a period of one day or one sortie are the following:
- 18.1.1 RAAF air crew and GLO elements lodging and supporting the Australian Contingent to UNTAG, Namibia, 18 Feb 1989 to 10 April 1990;
- 18.1.2 HMA Ships TOBRUK and JERVIS Bay and RAAF elements supporting ADF Operations in Somalia during the period 10 January 1992 – 28 March 1995; and

³⁶ CAG S64 of 28 February 2002, (c) (iii).

³⁷ *Ibid* (c) (vii).

18.1.3 ADF member support toward OP WARDEN (INTERFET), during the period 16 September 1999 – 10 April 2000.

18.2 It is therefore recommended that the support operations listed in 18.1 be considered for amendment to the AASM Regulations to allow for equal recognition of those who are force assigned or allotted to a prescribed warlike Operation. Other operations may also require consideration toward a similar approach, which has not been mentioned in this paper.

19. ASM vs. AASM in eligible periods of service.

19.1 It is noted that the ASM is more stringent in period of service than in comparison to the AASM. As discussed in Section 2, it is noted and accepted that the degree of Incurred Danger places the precedent for VEA eligibility for QS within the context of WLS. To accompany this philosophy is the awarding of the AASM, particularly for 1 day on land or at sea or 1 operational sortie, to members force assigned to the given operation. Indeed the eligibility criterion for the AASM appears to be generally consistent within the Regulations as being 1 day or 1 sortie, force assigned or 30 days visitations etc.

19.2 A differing approach is noted within the ASM. Whilst it is accepted that the ASM may have a lesser degree of incurred danger from an enemy, the danger does not diminish in the given operation. It is noted that the ASM specifically recognises NWLS, in that the medal has been created in order to recognise NWLS as opposed to WLS. Therefore an assumption is made that WLS and NWLS are two different service types. This is confirmed within the VEA and the Military Rehabilitation and Compensation Act 2004 (MRCA).

20. Australian Defence Medal.

20.1 The Australian Defence Medal (ADM), has been established to recognise Australian Defence Force Regular and Reserve personnel who have demonstrated their commitment and contribution to the nation by serving for an initial enlistment period or four years service whichever is the lesser.³⁸ In context, the ADM is awarded for peacetime service within Australia. It was **not** created to recognise overseas service or special service, or service that is above and beyond that of normal peacetime service.

21. Periods of Service – ASM.

21.1 NWLS therefore is a unique service that is above the normal peacetime service of an ADF member serving in Australia; however it is not equal to service on WLS Operations. The ASM therefore is appropriate to recognise NWLS.

³⁸ CAG S48 30 March 2006.

- 21.2 The problem with the qualifying time of eligibility of the ASM during NWLS Operations is inconsistent with that of the AASM, as noted in 19.1. Periods of NWLS service for eligibility for the ASM range from 7 days to 30 days,³⁹ depending on the operation, however the majority of NWLS Operations for force assignment are generally 30 days. Visitation rules are the same as those who serve as force assigned, which is generally 30 days, however there is a large number (18 Operations), that do not have visitation determinations.⁴⁰
- 21.3 Therefore, there is demonstrated inconsistencies within the qualifying time for a prescribed operation or service for the ASM. It is suggested that this be rectified to apply a consistent approach in similar terms with the AASM Regulations for periods of service.

22. Reclassification of NWLS to WLS for certain Operations.

- 22.1 It is contended that NWLS operations that are Gazetted to have 7 days qualifying service, for the award of the ASM, be re-considered for AASM eligibility. It is understood that 7 days for the ASM is used due to the close relation of the NWLS Operation being WLS. If 7 days is an indication of the Incurred Danger of the given ADF deployment, then it is suggested that the operation be reclassified to WLS. The respective ASM will then be upgraded to the AASM for the period of time during potential hostilities with a given belligerent or enemy.
- 22.2 Operations affected by potential hostilities with an enemy amounts to WLS. The following operations that have 7 days for eligible service for the award of the ASM are hereby suggested for reclassification to WLS and hence the award of the AASM:
- 22.2.1 OP BLAZER UN Special Commission in Iraq Multinational military deployment in Middle East 1 May 1991 to 30 June 1998;
- 22.2.2 OP POLLARD Multinational military deployment in Middle East 15 Feb 1998 to 30 June 1998;
- 22.2.3 Multinational military deployment in Persian Gulf 2 Aug 1990 to 16 Jan 1991; and
- 22.2.4 OP ASTUTE ADF commitment to bring security, peace and confidence to Timor-Leste that commenced on 12 May 2006 to 16 June 2006.⁴¹

³⁹ Kashmir; Iran/Iraq; Peshawar and Uganda also have 90 day qualifying periods of service for the ASM.

⁴⁰ SFOR Balkans; Gulf; Haiti; OP Blazer; OP Pollard; US/UK Deployments Iraq/Persian Gulf Ops; Kashmir; OP Damask; Peshawar; Sinai; Somalia; Timor [incl: OP Astute, DCP, OP Citadel, Op Spire, Op Chiron]; Uganda and Western Sahara.

⁴¹ Note: The early ADF deployment of OP ASTUTE was eligible service for the ASM Clasp TIMOR LESTE is 7 days during the period 12 May to 16 June 2006. OP ASTUTE continues to support the International Security Force (ISF) in Timor Leste and ASM eligibility is now 30 days.

- 22.3 It is recommended that the ASM is provided with a consistent approach in similar nature to the AASM, for example force assigned ADF elements and/or members in support of the NWLS operation 1 Day/1 Sortie, with 30 days qualifying period for visitations, inspections and audits etc. It is also recommended that the operations listed in 22.2 are reclassified to WLS, thus recognition of the AASM.

23. Conclusion.

- 23.1 This document has placed a number of scenarios, discussions and arguments toward the recognition of Post 1975 service that has been raised as matters of concern for the Younger Veteran Community for some years. Each case presented has been researched and provided logical argument toward recognition to a number of anomalies. The RSL now has the opportunity to support these issues, which in turn will be viewed as supporting the Younger Veteran, particularly those who have served, currently serve and will continue to serve Australia's National interests.
- 23.2 The integrity of the Defence Honours & Awards system is held in high esteem, however there are a number of imbalances in comparison those veterans who served 1945-1975. An equilibrium must be struck along with recognition to those who are placed in operational environments above and beyond normal peacetime service. It is time for Post 1975 veterans to be given due consideration toward medallic recognition in a modern, high tech military environment.

24. Recommendations.

- 24.1 The following recommendations are made from this document:
- 24.1.1 That a new **Australian Peacekeeping Service Medal** recognising the special, unique, dangerous and difficult nature of NWLS PKO as listed in Section 8, be created as an ADF award;
- 24.1.2 That a series of **new Operational Service Medals** are created, in order to recognise WLS PKO as discussed in section 9 to this paper;
- 24.1.3 That the **IRAQ Campaign medal** is retrospectively awarded to the Australian contribution to the 1,812 ADF personnel who served in the Gulf War 1991 (section 10);
- 24.1.4 That a **Campaign medal** for WLS in Somalia for OP SOLACE and OP IGUANA be created to recognise Australia's contribution to the war in Somalia (section 10);
- 24.1.5 That the **Kuwait Liberation Medal** is also permitted to be worn on uniform (section 11.6);

- 24.1.6 That the **Commonwealth Monitoring Force – Rhodesia** (CMF-R) is retrospectively awarded the Australian Service Medal (1975-) Clasp RHODESIA (section 12);
- 24.1.7 That the Australian Defence Force Contingent to the **South Pacific Peacekeeping Force** (SPPKF), during the Arawa Conference (Bougainville) be retrospectively awarded the Australian Service Medal (1975-) Clasp SPPKF (section 12);
- 24.1.8 That the Humanitarian Overseas Service Medal or ADF recognition of **Humanitarian or Defence Aid to Civil Community (DACC) overseas operations** is retrospectively awarded to the operations listed within this document and to provide an instrument for past and future Humanitarian/DACC Operations overseas to be recognised by a medal to be determined (section 5 and attachment);
- 24.1.9 That the **Special Operations** listed in this paper be investigated by the CDF, with consideration to retrospective awarding of the Australian Service Medal (1975-), Clasp SPECIAL OPS;
- 24.1.10 That CAG S303 of 26 July 2001 (UNTAG – Namibia) be retrospectively **Determined** as having one day or one operational sortie as the qualifying period, in order to be consistent with the AASM Regulations;
- 24.1.11 That ADF assets in support of WLS are provided the **same qualifying criteria** to a prescribed operation as those ADF members who are force assigned to the prescribed operation and are **not** classified as Visitors, Inspections or temporary activities under Regulation 3 s4(2) of the AASM regulations;
- 24.1.12 In relation to 24.1.11, that retrospective awarding of the AASM be given to RAAF Crew (incl GLO) to UNTAG Namibia, RAN Ship support to Somalia, and ADF individual member support to OP WARDEN (INTERFET), to be eligible for the AASM, on equilibrium to those who were force assigned;
- 24.1.13 That Logistic support elements on short deployments in support of a prescribed operations are given equal consideration toward the **AASM**, in context to the Vietnam Logistic Support Medal (VLSM), as described in section 17;
- 24.1.14 That the Australian Defence Medal is **strictly** recognised as a medal of a period of service obligation, rather than a medal that recognizes all service as described in section 20;

- 24.1.15 That the **periods of service** within the Australian Service Medal (1975-) be made consistent as described in section 21;
- 24.1.16 That **reclassification** of OP BLAZER UN Special Commission in Iraq Multinational military deployment in Middle East 1 May 1991 to 30 June 1998; OP POLLARD Multinational military deployment in Middle East 15 Feb 1998 to 30 June 1998; Multinational military deployment in Persian Gulf 2 Aug 1990 to 16 Jan 1991; and OP ASTUTE ADF commitment to bring security, peace and confidence to Timor-Leste that commenced on 12 May 2006 to 16 June 2006 – be retrospectively recognised as **WLS** as described in section 22;
- 24.1.17 That the case described in attachment 5 in relation to the **Defence Force Service Awards (DFSA)**, be considered in equilibrium to that of the past precedent with the Imperial, DFSA and National Medal eligibility;
- 24.1.18 That the case of the **Meritorious Unit Citation** for the ADF Force Communications Unit to the UN Transitional Authority in Cambodia, be resolved as it has been a matter since 1999 and it is believed to have been placed on an Operational List by the Chief of the Army in 2004;
- 24.1.19 That the **Meritorious Unit Citation** is considered for investigation by the Chief of the Army for the 1st Battalion Royal Australian Regiment Group, OP SOLACE, Somalia;
- 24.1.20 That the **Meritorious Unit Citation** is considered for investigation by the CDF for the ADF Medical Support Force to the Second UN Assistance Mission in Rwanda;
- 24.1.21 That OP RAMP, the ADF SPE operation during the Israeli/Lebanese War July – August 2006, be considered for classification as **NWLS**, along with medallic recognition of the ASM;
- 24.1.22 That all Humanitarian and/or DACC Overseas Operations are **classified as Hazardous Service** under the Legislation of the VEA and MRCA; and
- 24.1.23 That a Meritorious Commendation for NWLS or PKO is created in order to recognise meritorious service, in equal consideration to the Commendation for Distinguished Service on WLS.

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Humanitarian/Defence Aid to Civil Communities (DACC) Overseas Operations.

1. The Humanitarian Overseas Service Medal (HOSM) is awarded to members of recognised charitable or humanitarian groups who provide humanitarian service under hazardous or extreme conditions in designated areas of the world. The Australian Defence Force has had a significant involvement with relief work, and was approved as an eligible organisation for the award of the HOSM for the following events:

- Indian Ocean tsunami 2004⁴²
- Pakistan earthquake 2005⁴³

2. The HOSM honours members of recognised Australian groups for emergency humanitarian service overseas in hazardous circumstances. The HOSM complements the ASM (which is awarded to members of the Australian Defence Force) and the Police Overseas Service Medal (POSM).⁴⁴

3. It would appear that there has been a reluctant acceptance by the PM&C National Symbols office to acknowledge the service of the ADF in a large number of Humanitarian Operations. This is noted from the number of correspondence items that have are in the possession of the author. It would also appear that the Nias Island (OP SUMATRA ASSIST II), helicopter crash, where 9 ADF members were killed and 2 seriously injured;⁴⁵ along with public pressure, forced the Government to include the ADF as an eligible organisation for the HOSM.

4. Under the regulations of the HOSM,⁴⁶ noting in particular Interpretations s2(a)(i), an Australian Government Organisation is eligible for the award for prescribed operations. This has been an area where the National Symbols office has repeatedly refused to acknowledge that the ADF is an Australian Government Organisation that is eligible under the HOSM Regulations.

5. Notwithstanding the above, in replies from the National Symbols office, has been the suggestion that medallic recognition of ADF members be utilised within the Defence ASM, as opposed to the HOSM. In contrast it should be noted that only two Operations have been accepted under the realms of the ASM (1975-). That is:

- a. Humanitarian Work, OP FABER 30 Aug – 30 Oct 1975⁴⁷; and
- b. International Kurdish Relief Op on Sth Turkey & Nth Iraq: OP HABITAT, 1 May 1991 – 30 June 1991.⁴⁸

⁴² CAG S75 of 23 April 2007

⁴³ CAG S113 of 2 June 2008.

⁴⁴ Itsanhonour website: http://www.itsanhonour.gov.au/honours/awards/medals/humanitarian_overseas_service_medal.cfm

⁴⁵ Nias Island Sea King Crash, Indonesia, 2 April 2005.

⁴⁶ CAG S243 9 June 1999.

⁴⁷ CAG S181 of 29 Sep 2006.

⁴⁸ CAG S64 of 28 Feb 2002.

6. Another Humanitarian Relief Operation has been recognised by the awarding of the AASM Clasp VIETNAM 1975, for RAAF activities with TSF Butterworth to UNICEF and RAAF activities with HQRICDET S to UNICEF during the period 29 Mar to 28 April 1975.⁴⁹

7. It is therefore believed that there are inconsistencies when recognising ADF Humanitarian Operations in terms of medals or awards. As described in Section 5 to this paper, Humanitarian Overseas Operations significantly differ in terms of risk, than what may be experienced within the normal operating environment within Australia. The Australian Support Area will be a greater distance. ADF assets working with Non-Government Organisations (NGO) and other Government Agencies such as Emergency Management Australia (EMA), is essential as the ADF is able to provide capabilities beyond those of respective agencies and the requesting country.

8. The request from a foreign nation to the Australian Government to provide such aid or operations is one that provides security within our region, particularly Oceania and S.E. Asia. Australia's response to these requests is viewed to be in the best interests of the Government of Australia's Strategic International Policy. It is also Australia's National Security interest to assist where possible, particularly with ADF Humanitarian Operations to support the re-building of a neighbouring, in either the response or recovery phases of such disasters.

Suggested Medallic Recognition for Humanitarian/DACC Operations Overseas.

9. This could be achieved by either awarding a clasp to the ASM of "HUMANITARIAN OPS"; creating an ADF specific Medal for Humanitarian Operations; or by approaching the PM & Cabinet, National Symbols and Awards Section and seek recognition under the Humanitarian Overseas Service Medal (HOSM), with clasp of country served. It is noted that **if** an ASM is awarded for the particular operation, the HOSM cannot be awarded as an additional recognition.⁵⁰

10. Whilst it is acknowledged that ADF members should not "double dip" in relation to service medals, it is highlighted that a large number of ADF members have not been recognised for their Overseas Service in support of Humanitarian aid or DACC operations either by HOSM or ASM. Therefore, there is no recognition for this unique service to ADF members of the Operations that are listed in the table.

11. The period of service is suggested to depend on the length of the Operation, in a similar context to the awarding of the ASM Clasp "SPECIAL OPS", where no defined period of service is noted within the criteria at the discretion of the CDF. This will recognise the high tempo and intensity of these operations, which are given certain time frames that greatly range in time served.

⁴⁹ CAG S102 of 27 Mar 2001

⁵⁰ DJFHQ Minute COMD 337/99, D98/02124, JADMIN 99/78760, dated 14 Jul 99 is support for the reconsideration of the award of the HOSM to those who served on OPs SHADDOC, PLES DRAI and AUSINDO JAYA by MAJGEN Peter Cosgrove, COMD DJFHQ.

12. Another suggested method is to have the ADM used for the attachment of a Clasp of “HUMANITARIAN OPS”. This is suggested to recognise Humanitarian/DACC operation outside of normal peacetime operations within Australia. However, it should be noted that the ADM has been awarded for a period of service obligation, rather than the type of service rendered.

13. Under the s5c.09 of the VEA, Non-Warlike Service; Hazardous Service is described as the following:

“Activities exposing individuals or units to a degree of hazard above and beyond that of normal peacetime duty. This can include mine avoidance and clearance, weapons inspections and destruction and Defence Force aid to Civil Power. Service protected or assisted evacuations and other operations requiring the application of minimum force to effect the protection of personnel or property, or other like activities are also covered.”⁵¹

14. It is also noted that Humanitarian relief in the above context does not include normal peacetime operations such as cyclone or earthquake relief flights or assistance.⁵² Given that other Humanitarian Operations have been accepted within the auspices of medallic recognition, the application of Hazardous Service, is suggested to be a sub-set to Non-Warlike Service of which unarmed ADF members conduct Humanitarian or DACC relief operations.

15. In context to the above is the use of Peacekeeping Service in Good Offices, or Observer roles,⁵³ where the ADF members are unarmed and do not have fire support for self-protection. Therefore, it is not expected to engage an enemy or belligerent, in the same manner as those who deploy to a disaster area to a requesting country.

16. Considering the above suggested medallic recognition methods for Humanitarian Operations or DACC Operations Overseas, and the context of Hazardous Service, perhaps the extant HOSM would be the most suitable recognition, which is sub-ordinate to the ASM in terms of order of wear. Please find attached a table with some ADF Humanitarian/DACC Relief Operations Overseas, which have been identified for potential eligibility of such award(s).

⁵¹ Creyke, Sutherland, “Veterans’ Entitlements Law,” 2000, p.25.

⁵² *Ibid.*

⁵³ *Ibid.*

**Table 1
ADF Humanitarian Relief Operations Overseas.**

Operation – Unit/Task	Country	Veteran Nr	Dates	Comment
CYCLONE NAMU	SOLOMON ISLANDS	30	Circa 1986	ADF Response
CYCLONE OFA	WESTERN SAMOA	9	5-25 Feb 1990	ADF Response
OP ASPEN (Cyclone Betsy)	VANUATU	14	10-24 Jan 1992	ADF UH-1H and HQSF response
OP PLES DRAI JTF 105 aka OP SIERRA	PNG	651	8 Oct 97 – 1 May 98	ADF Recovery
OP AUSINDOJAYA	IRIAN JAYA	200	Apr – Jul 1998	ADF Recovery
OP SHADDOCK	PNG	200	Aug 1998	PNG Tsunami disaster
Cyclone MITCH	TBA	TBA	TBA	TBA
Earthquake	Bam, IRAN	10	28 Dec 03 – 2 Jan 04	RAAF C-130
OP NIUE ASSIST (Cyclone HETA)	NIUE	21	9 Jan – 23 Jan 04	RAAF C-130J. RAAF & Army Medical & Spt
Cyclone IVY	Vanuatu	Unknown	29 Feb 04	2 x RAAF C-130 Delivering emergency stores.
Total Ops: 12	Countries: 7	Number: 684 (TBC)	Period: 1986-2004	

Special Operations.

1. Special Operations is suggested to include Strategic and Field Electronic Intelligence (ELINT), Communications Intelligence (COMINT), Signals Intelligence (SIGINT) and/or Special Communications Operations (SCO) and other Intelligence Gathering Operations. Further information and discussion may be disclosed further upon a discreet interview, however it is noted that various operations with RAN Submarines have been recognised with covert Intelligence gathering, including Electronic Support Measures (ESM), as passive interception of a give foreign county's military and civilian communications. Other Special Operations conducted by Special Operations Command, have been duly recognized in the past, which falls short of a number of other covert operations that have been conducted by Australia, particularly during the Cold War and beyond.
2. The threat level or incurred danger is the exploitation and targeting of ADF personnel who hold high and codeword (caveat) security clearances, who serve in these particular sensitive roles. Exploitation may be from Hostile Foreign Intelligence Services using any means possible to collect intelligence of a given installation and operations where the target ADF member operates.
3. The Strategic and National Security element of such Special Operations is the key for International awareness and Intelligence information sharing within the Allied Intelligence community. Not only do these operations provide National security to Australia, but also to Allied/Coalition Forces in the form of wider Intelligence awareness of a given targeted country provided to our Allies.
4. Other Special Operations would also fall under electronic transmissions of deceptive communications manipulation, in order to confuse a given targeted Foreign Intelligence Service, of a given covert operation overseas. Deceptive Communications operations also add to the vital National and International Strategic interests of Allied Forces.
5. Inclusive of the above would those ADF personnel who serve as Communications Security (COMSEC) specialists, with access to high grade classified materials, codes and Electronic Keying Variables (EKV) from within a centralised Cryptographic Control Unit (CCU), or field Distribution for a given theatre or Operation. This includes Field Exercises during peacetime, as Foreign SIGINT services will attempt to exploit ADF and Allied communications traffic, procedures and tactical information.
6. It is therefore contended that a high level of Operational Communications Cryptographic and other Special Communications Operations are vital to Strategic and Field National and International Security. Service by personnel within these Special Operations environments deserve appropriate recognition in the form of an ASM clasp "SPECIAL OPS", as in similar context to RAN Submarines and SOCOM Operations.

7. Some specialist units are suggested for the purposes of recognition for the ASM Clasp SPECIAL OPS are listed (not restricted) of the following:

- a. Joint Telecommunications Units;
- b. Army Field Electronic Warfare units;
- c. RAAF P3-C Orion aircraft crew;
- d. HMA Ships on special intelligence tasks;
- e. 660 Signal Troop;
- f. Defence Signals Directorate;
- g. Defence Intelligence Organisation (DIO – Formerly Joint Intelligence Organisation (JIO)); and
- h. OP BRANCARD (HQSO).

8. Australia's Strategic assets combine to provide real time intelligence for rapid decision making and foreign policy. Under the auspices of the ASM SPECIAL OPS Gazette, it is understood that members may be placed in a degree of danger cognisant of Non-warlike service, or *“to cause diplomatic backlash as a result of an activity being exposed, without any danger to the participants”*.

9. It is argued that members who have specialist skills are targets of Hostile Intelligence Services. If a foreign Government is made aware of particular activities conducted in a covert nature to a targeted country or military elements, the degree of diplomatic backlash as a result of the activities being exposed would potentially damage Australia's Foreign International Policy and be of consequence toward the national and regional security within Oceania. This certainly raises the question of risk to individuals and toward the Australian Government.

10. It is therefore recommended that the ASM Clasp SPECIAL OPS is awarded to the members who have served in the units listed within this document.

ASM for the CMF-R (Zimbabwe).

1. Award the Commonwealth Monitoring Force – Rhodesia with the ASM (75-). This has been an issue that many CMF-R veterans have been pursuing for some time. Although 152 members of the Australian Army were awarded the CMF-R medal (A Commonwealth Award), it should be noted that there is an inconsistency with those who served pre-1975, who were awarded Commonwealth awards and were later awarded with retrospective AASM and clasps for their service (e.g. Korea, Malaya/Borneo and Vietnam). These men want to be recognized by their country that they served (Australia).

2. Veterans that served in the South East Asia region and other NWLS areas are eligible under the institution of the Australian Service Medal 1945- 1975 Regulations contained in the Schedule to the Letters Patent dated 22 February 1995, ("the Regulations"), for the award of the ASM (1945-1975). These operations were not previously recognized by the Australian Government and as a result of the Committee into Defence and Defence related Awards recommendations (CIDA 93/94), they were recognized by the Australian Government.

3. It would appear however, that the ASM Letters Patent and Regulations on 13th September 1988, did not take into consideration the award of the ASM (1975-), for service with the CMF-R. The Australian Army Contingent was awarded the CMF-R Medal for 14 days service in Rhodesia during the period 1 December 1979 to 20 March 1980.

4. This group of veterans are the only group of veterans who have been awarded an Imperial award, not to be awarded the ASM. It has been stated from Directorate of Honours & Awards (D&HA) of the Department of Defence, that the CMF-R medal is an Australian Medal, therefore negating the award of the ASM.

5. We contest this view, because whilst the CMF-R medal was awarded to the Australian Contingent, the Medal was also awarded to all Commonwealth Military Forces that were posted to CMF-R.

6. It is contended that the CMF-R medal is originally an Imperial or Commonwealth medal, which was worn on the left hand side of Long Service Medals, therefore indicating that it was a foreign award and not an Australian instituted award. Since the ASM has been introduced, the CMF-R is now worn on the right of Long service awards, indicating that the medal is an Australian award. This policy appears to be inconsistent as to how the CMF-R Medal was originally viewed, and that was as a Foreign Award.

7. The 152 veterans of the Australian Contingent to the CMF-R are disappointed that they are not recognised by the Australian Government for an ASM for their NWLS rendered to the Operation. It is submitted that this anomaly be changed to reflect that the Australian Army Contingent to CMF-R are awarded the ASM Clasp "RHODESIA".

ASM for the South Pacific Peacekeeping Force (SPPKF).

1. ASM (75-) for the South Pacific Peacekeeping Force (SPPKF) Bougainville. Whilst the operation was short lived due to hostilities and the refusal of the Bougainville Revolutionary Army (BRA) to disarm, elements of the ADF were exposed to warlike conditions.
2. Although the operation was meant to be a peacekeeping force per se, the operation was a failure before the required 30-day period to qualify for the ASM. Subsequently the contributing South Pacific Infantry and Australian contribution withdrew from the Operation, known as OPERATION LAGOON.
3. OPERATION LAGOON was led by Australian Brigadier Peter Abigail. Up to 200 ADF members were involved providing Logistics and Communications Support; including the crews of HMA Ships TOBRUK and SUCCESS, who were stationed in the waters within the AO of Bougainville. The SPPKF mission was to *“Provide a secure environment for the conduct of the Bougainville Peace Conference and to provide security and movement of the selected delegates.”*⁵⁴
4. The ROE of the Operation was to use lethal force to defend the members and SPPKF or Conference Delegates. The SPPKF could not secure the Arawa zone until the day before proceedings began. Small ADF detachments were posted in other zones. The process was also being rushed by the PNG Prime Minister Sir Julius Chan.
5. The incurred danger to the ADF was that the BRA did not trust the Australians within the SPPKF. This was due to the interests that Australia had on Bougainville in the form of a number of resource mining industries. The BRA was also suspicious of the Papua New Guinea Defence Force (PNGDF) and of the Australians.
6. The BRA were armed with a range of weaponry, including spears, arrows, blow darts and a range of small arms including M-16 weapons. The BRA was not disarmed during the SPPKF Operation and this presented a military threat and risk to the ADF members serving on the operation.
7. The Operation was hampered by plain clothed members of the PNGDF who infiltrated the Arawa site of the Conference. The PNGDF also set-up an ambush site using Claymore mines on the main route into Arawa, in order to ambush the Bougainville delegates. SPPKF troops also came under attack, including a RAN Sea King Helicopter from HMAS TOBRUK taking ground fire, which is believed to be the first RAN battle damage since the Viet Nam war.⁵⁵

⁵⁴ On the SPPKF, B. Breen, *Giving Peace a Chance: Operation Lagoon, Bougainville, 1994: a case of military action and diplomacy*, Canberra papers on strategy and Defence, 142: Strategic and Defence Studies Centre, ANU, 2001, p. 53.

⁵⁵ *Other People's Wars: A History of Australian Peacekeeping*; Peter Londey, 2004, p. 218.

8. The SPPKF was not large enough for the role and was consequently abandoned by the BRA. The SPPKF withdrew on the insistence of Australia on 22 October 1994.
9. Under Schedule 3/23 of the VEA, The SPPKF is listed as NWLS. Therefore, the ADF members who served with the SPPKF were covered under the auspices of the VEA and should therefore be recognised for this service.
10. Many Younger Veterans feel that this should be sought as the award of the ASM, perhaps with Clasp "SPPKF", in order to recognise the particular Operation.
11. After the failure of SPPKF, and some 6 years later after civil war, the BRA came to the table to discuss peace. The Truce Monitoring Group (TMG) headed by New Zealand was established and in 1998, the Australians took command of the operation of the Peace Monitoring Group (PMG) in Bougainville.
12. The special recognition of the SPPKF in the form of a Clasp to the ASM as such would particularly identify the operation, rather than classed with the TMG or PMG Bougainville in the form of the ASM Clasp BOUGAINVILLE.
13. Australian Service Medal Regulations Declaration under "*Regulation 3, Determination under Sub Regulation 4(2); set out in the Schedule to Letters Patent dated 13 September 1988, ("the Regulations")*", that:
- (v) the qualifying period of service as described as 30 Days for a Defence Member, may **be** deemed by the Chief of the Defence Force or his delegate to have been established notwithstanding that the member has not met the qualifying periods described; and*
- (vi) the Chief of the Defence Force or his delegate in exercising his discretion to **deem** under subparagraph (c)(v) shall take into account whether service in relation to the prescribed operation:*
- (A) was terminated owing to the death, evacuation due to **illness** or injury or other disability due to service, of a member as described above;*
- (B) was terminated due to Government or Defence Force reasons; or*
- (C) was terminated due to foreign Government or foreign Defence Force reasons".*
14. Given the ASM Regulations above, it would be therefore prudent to seek the CDF or his delegate to exercise his discretion to deem that the service rendered with the SPPKF would satisfy the requirements for the premature withdrawal of the ADF Contingent from SPPKF due to Government, foreign Government and Defence Force reasons as explained in this case.

15. Therefore, it is contended that the RSL recommends that the ASM Clasp "SPPKF" would be appropriate recognition for those ADF elements that deployed on OPERATION LAGOON from September to 22 October 1994.

AASM for various short WLS deployments.

1. Recognition of the AASM (75-) to members who spent more than 24 hours on land or in the waters of the given AO, or one Sortie, during a deployment supporting an ADF deployment. This includes, but is not restricted to: RAN Ships supporting Operations in Somalia and East Timor; individual members of the Army supporting the ADF in a given Warlike Operation and RAAF members who were on sorties in support of a given force on Warlike Service (For example RAAF and Army Ground Liaison Officer (GLO) support to the ASC Engineer Contingent of the United Nations Transitional Assistance Group (UNTAG) in Namibia, South West Africa).
2. These members were at risk in similar circumstances to those who were Force Assigned and therefore should be recognized for their service under these conditions. The Incurred Danger equalled those members Force Assigned.
3. In addition to the above, it is also important to note that these short term WLS deployments are conducted in a high tempo in comparison to established forces on the ground over the initial insertion. Therefore, the short-term deployment in WLS environment has a high degree of stress on a given individual to perform to a high level in a small amount of time and then be extracted from the AO.
4. It is with the presentation of information above that it is recommended that the retrospective awarding of the AASM to those ADF members who were deployed in support of operations within a WLS AO, are given eligibility within the same eligible period of service as those who were force assigned.

Meritorious Unit Citations.

1. Meritorious Unit Citations (MUC) are noted for meritorious service in sustained WLS Operations. During the period 1991-1994, the ADF had increased its tempo toward International peace and security with the deployments to Cambodia; Somalia and Rwanda.
2. These three deployments were the beginning of further WLS operations for the future and also established and pioneered given procedures and lessons learnt. These operations undoubtedly forged SOP and force development for the ADF in future operations.
3. Within Cambodia, the Australian Service Contingent (ASC), made up of Army (All Corps), RAAF, and RAN Communications specialists and Royal New Zealand Corps of Signals (RNZSigs) specialists, forged joint operations in a hostile environment, whilst providing communications.
4. The Communications infrastructure in Cambodia was totally destroyed and the ASC had a major challenge to install military communications network and civilian communications networks for a force of 20,000 troops. This was a massive task for the 545 strong Force Communications Unit (FCU).
5. It is understood that the Force Commander of the United Nations Transitional Authority in Cambodia (UNTAC), Australian Lieutenant General John Sanderson, has recommended the FCU to be awarded the MUC. It is understood that the CA, Lieutenant General Peter Leahy has agreed to consider the merits of this award in late 2006. This matter has been ongoing since mid-1999 and has yet to have a positive outcome.
6. In General Sanderson's presentation at the 60th Anniversary of Australian Peacekeeping Seminar at the Australian War Memorial (AWM) in Canberra on 13th September 2007, he stated that he was most fortunate to have the Australian FCU to enact his command and control over the largest and most ambitious UN Operation to date. General Sanderson also commented that the FCU were the "glue" that kept the operation together, and without the FCU, the operation would not be a success.
7. It is understood that this matter may have been placed into a Post Operational List, of which there has been a considerable amount of work in researching the names of those members who were posted on established strength of the FCU. It is recommended that this matter be raised with the Chief of the Army for recommendation to the Chief of Staff Committee (COSC).

8. The 1st Battalion, Royal Australian Regiment (1RAR) Group (OP SOLACE) to the Unified Task Force (UNITAF); also conducted protective operations within the Humanitarian Relief Sector (HRS) of Baidoa. It is understood that the 1RAR Battalion Group conducted itself with the utmost professionalism and was consistent with the traditions of the Australian Army. Perhaps Lieutenant General Hurley may be approached to further advance this recommendation.
9. The Medical Support Force (MSF) to the Second United Nations Mission in Rwanda (UNAMIR II – OP TAMAR). The MSF conducted itself professionally under the most inhumane and horrific conditions an Australian Serviceperson will ever endure. The professionalism was marked by the Massacre at Kibeho in April 1995. Four members of the Casualty Clearing Station were awarded the Medal of Gallantry during this massacre of up to 8,000 Internally Displaced People (IDP).
10. The compassion displayed by the MSF during their 12 month deployment (made up of two contingents) was remarkable and it is understood that the UN Force Commander provided the contingent with a Unit Commendation.
11. In addition, the RSL of Australia recognised the MSF's bravery and service, with the awarding to the entire unit of the ANZAC Peace Prize.
12. It is strongly recommended that consideration is made toward the awarding of the MUC to the ASC MSF UNAMIR II.

The Defence Force Service Awards.

1. The Defence Force Service Awards (DFSA) and the Defence Force Long Service Medal (DFLSM). During the period of 14 Feb 1975 through to 24 April 1983, a “grandfather clause” was instigated for 8 years, where ADF members who had previous Commonwealth Long Service Awards (Long Service and Good Conduct Medal (LSGCM)), Meritorious Service Medal (MSM); Navy Long Service and Air Force Long Service Medals, including Reserve Medals (Imperial)), were able to be eligible for recognition of long service awards in the form of the National Medal (NM) and the DFSA.

2. In a number of cases, it is not unusual to see a former service person who proudly wears a LSGCM, MSM, NM and the respective Defence Force Service Award system (DFSA) of 1982. Therefore 4 Long Service medals, not including the Australian Defence Medal (ADM). This is a result of the period of time from the Grandfather Clause and a precedent of recognition has been enacted during that period of time.

3. It appears that there was a similar gap with the introduction of the Australian Defence Force Long Service Medal system circa 1998-2001 onward (DFLSM) and the phasing out of the DFSA from circa 1998 to 2001 (Approx 2-3 years). It is recommended that a similar approach for dual recognition is afforded to ADF members who not only qualified for the DFSA, but to also be awarded the DFLSM during this transitional phase.

4. It is thought that the DFLSM was initiated to recognize the concept of phased careers within the ADF between services and inclusive eligible service for Reservists and Permanent Force members. This is cognisant of the change of modern military operations, to that from 1982-1999 and recognizing the new era of Military service into the new millennium (2000 onward).

5. The removal of the rule of combining medals from the DFSA for eligibility toward the DFLSM would be a fair action. There have been a number of people who for example, served over 15+ years within the Reserves, and then completed a 15+ year career with the Permanent force, who forfeit the award of the previous DFSA (e.g. RFM), and the DFSM, or vice versa.

6. The people being originally awarded the medals from the DFSA (1982-1999), are not entitled to have their service recognized under the new DFLSM, with an election to be made of which long service award do they wish to continue with. In the case of the DFSA, it is adding clasps, although this is not essentially recognizing a former reservist who is in receipt of a Reserve Force Decoration (RFD), who has a number of clasps from his/her service in the Permanent Force.

7. This situation is also in the same context of a former career service person who served 20 years in the Permanent Force and opted to keep his/her DFSM, and continues to serve eligible service within the Reserve Force for 15+ years. The addition of clasps to the DFSM would not reflect the modern military recognition, of which the Reserve service is recognised as clasps to the DFSM, when ideally the member could have a choice to commence eligible service for the DFLSM.

8. Therefore, a fair approach is needed to not only recognise the former DFSA eligibility, but to also include the recognition under the new DFLSM system of long service for the respective Permanent/Reserve Force service.

9. The recommendations toward the eligibility for Long Service awards would be to:

- a. Allow the award for eligible service of a recipient of the DFSA system to be added to the DFLSM system during the period of introduction of the DFLSM from 1998-2001. Therefore a member recognised for long service of 15+ years with a DFSM who had served during the introduction phase of the DFLSM system be given dual recognition, consistent with the recognition of ADF members as for the Grandfather clause during the period 1975-1982;
- b. Allow the recognition of long service to those who have awards under the DFSA system, in a given service type (Reserve or Permanent), and additionally recognise his/her long service respectively. Therefore a Reserve Officer who has been recognised with the award of the RFD, be also recognised with the DFLSM, should he/her served 15 or more years within the Permanent Force after the initial award. Vice versa for a former career service person recognised for long service in the Permanent Force under the DFSM and subsequently serves 15+ years in the Reserve Forces.

10. The National Medal. It is felt that Defence Civilians who have served for 15+ years (in aggregate) within the Department of Defence be recognised for such long service. Under the rules of the National Medal, it may be possible to include the service rendered by Defence Civilians be recognised as such by protecting the National, Strategic and International Interests of Australia. This is inclusive of consideration toward levels of Security that Defence Civilians work within, whilst providing a worthwhile service to the ADF. It is therefore recommended that Defence Civilians who have served 15+ years (in aggregate) be recognised with the award of the National Medal.

11. In addition, such Defence Civilian service is used as aggregated service for the National Medal, should they serve in the organisations listed within the National Medal criterion. For example a Defence Civilian who serves 5 years in Defence and then decides to join the Emergency Services, would be able to have that 5 year period added to their subsequent service with the Emergency Services and aggregate this service into the requirement of recognition of 15+ years for the National Medal.

Meritorious Service Commendation.

1. Meritorious Service Commendation. It is proposed that a new award being a Meritorious Service Commendation be created to recognise meritorious service by individuals on non-warlike, peacekeeping or hazardous service overseas.
2. This Commendation is suggested to be of a similar design to the Commendation for Distinguished Service (CDS) for Warlike Service conditions. This places an equilibrium and opportunity for recognition for individuals who have given meritorious service in line with the CDS on NWLS.

Eligibility Criteria for AASM Clasps Issued To Date

CLASP	START DATE	END DATE	LENGTH OF QUALIFYING SERVICE		GAZETTAL NOTICE
			ALLOTTED / ASSIGNED	VISITOR / TEMPORARY DUTY	
BALKANS					
<u>Note 1</u>					
United Nations Peacekeeping activities in the former Yugoslavia	12 Jan 92	24 Jan 97	1 day/1 sortie	30 days	<u>S102 of 27 Mar 01</u>
CAMBODIA					
<u>Note 2</u>					
United Nations Transitional Authority in Cambodia (UNTAC)	20 Oct 91	7 Oct 93	1 day/1 sortie	30 days	<u>S102 of 27 Mar 01</u>

EAST TIMOR					
OP FABER United Nations Assistance Mission in East Timor (UNAMET)	16 Sep 99	23 Feb 00	1 day/1 sortie	30 days/30 sorties	<u>S515 of 16 Dec 04</u>
OP WARDEN ADF contribution to the International Force in East Timor (INTERFET)	16 Sep 99	10 Apr 00	1 day/1 sortie	30 days/30 sorties	<u>S515 of 16 Dec 04</u>
OP STABILISE The Australian led, UN mandated International Force in East Timor (INTERFET)	16 Sep 99	23 Feb 00	1 day/1 sortie	30 days/30 sorties	<u>S515 of 16 Dec 04</u>
OP TANAGER United Nations Transitional Administration East Timor (UNTAET)	20 Feb 00	19 May 02	1 day/1 sortie	30 days/30 sorties	<u>S515 of 16 Dec 04</u>
OP CITADEL United Nations Mission of Support in Timor (UNMSIT)	20 May 02	17 Aug 03	1 day/1 sortie	30 days/30 sorties	<u>S515 of 16 Dec 04</u>

ICAT (International Coalition Against Terrorism)

OP SLIPPER ADF contribution deployed overseas to the United States-led military response to international terrorism Forward Area (Middle East)	11 Oct 01	Ongoing	1 day/1 sortie	30 days/30 sorties (11 Oct 01 17 Mar 03	<u>S110 of 7 Apr 04</u>
Diego Garcia	11 Oct 01	1 Aug 02	30 days/30 sorties	30 days/30 sorties30 days	<u>S110 of 7 Apr 04</u>
OP PALATE (Afghanistan) ADF Support to the United Nations Assistance Mission in Afghanistan	18 Apr 03	4 Jul 04	1 day	30 days	<u>S110 of 7 Apr 04</u> Op PALATE source tic
OP PALATE II	27 Jun 05	check end date	1 day	30 days	<u>S110 of 7 Apr 04</u>

IRAQ 2003					
OP FALCONER ADF contribution deployed overseas to the United States-led military coalition OPs to remove the threat of Iraqi weapons of mass destruction	18 Mar 03	22 Jul 03	1 day/1 sortie	no visitor provision in determination	<u>S110 of 7 Apr 04</u>
OP CATALYST Defence Force participation in United States-led coalition in Iraq to support the Australian effort to assist with the rehabilitation of Iraq and to remove the threat posed to world security by Iraq's weapons of mass destruction capability	16 Jul 03	ongoing	1 day/1 sortie	no visitor provision in determination	<u>S110 of 7 Apr 04</u>
KUWAIT					
Service with the multinational deployment in the Persian Gulf	17 Jan 91	28 Feb 91	1 day/1 sortie	30 days	<u>S195 of 27 May 97</u>
NAMIBIA					
<u>Note 3</u>					
Service with UN mission in Namibia UNTAC	18 Feb 89	10 Apr 90	30 days	30 days	<u>S303 of 26 Jul 01</u>

RWANDA

Note 4

OP TAMAR United Nations Assistance Mission for Rwanda	25 Jul 94	8 Mar 96	1 day	N/A	<u>S79 of 23 May 06</u>
SOMALIA					
Battalion Group for OP SOLACE	10 Jan 93	21 May 93	1 day/1 sortie	30 days	<u>S102 of 27 Mar 01</u>
Land components of Second UN Operation	1 May 93	28 Mar 95	1 day/1 sortie	30 days	<u>S102 of 27 Mar 01</u>
Air components of Second UN Operation	1 May 93	28 Mar 95	1 day/1 sortie	30 days	<u>S102 of 27 Mar 01</u>

VIETNAM 1975

Note 5

RAAF activities with TSF Butterworth to UNICEF	29 Mar 75	28 Apr 75	1 day	N/A	<u>S102 of 27 Mar 01</u>
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NOTES

Note 1: Upgraded from ASM for this period. On or after 25 Jan 97 again ASM

Note 2: Upgraded from ASM CAG S102 dated 27 Mar 01

Note 3: Upgraded from ASM CAG S303 dated 26 Jul 01

Note 4: Upgraded from ASM CAG S79 dated 23 May 06

Note 5: Upgraded from ASM CAG S408 dated 18 Aug 98

Eligibility Criteria For ASM Clasps Issued To Date

CLASP	START DATE	END DATE	LENGTH OF QUALIFYING SERVICE		GAZETTAL NOTICE
			POSTED / ATTACHED	VISITOR / TEMPORARY DUTY	
BALKANS					
<u>Note 1</u>					
OP OSIER NATO Stabilisation Force – Former Republic of Yugoslavia	25 Jan 97	Present	30 days	N/A	<u>S408 of 18 Aug 98</u>
BOUGAINVILLE					
OP BEL ISI Support to the Truce Monitoring Group / Peace Monitoring Group in Bougainville	20 Nov 97	26 Aug 03	30 days	30 days	<u>S21 of 29 Jan 04</u>

CAMBODIA

Note 2

United Nations Military Liaison Team/Cambodian Mine Action Centre	8 Oct 93	4 Oct 99	30 days	30 days	<u>S111 of 17 Mar 99</u>
EAST TIMOR					
Humanitarian work OP FABER	30 Aug 75	30 Oct 75	30 days	30 days	<u>S181 of 29 Sep 06</u>
United Nations Assistance Mission in East Timor (UNAMET)	19 Jun 99	15 Sep 99	30 days	30 days	<u>S181 of 29 Sep 06</u>
OP SPITFIRE Air bridge established to move non-essential UNAMET staff, Australians and other approved nationals from Dili to Darwin	6 Sep 99	19 Sep 99	30 days	30 days	<u>S181 of 29 Sep 06</u>
Defence Cooperation Program activities	1 Jan 01	11 May 06	30 days	30 days	<u>S181 of 29 Sep 06</u>

OP CITADEL United Nations Mission of Support in Timor (UNMISSET/UNOTIL)	18 Aug 03	11 May 06	30 days	30 days	<u>S181 of 29 Sep 06</u>
OP SPIRE United Nations Mission of Support in Timor (UNMISSET/UNOTIL)	20 May 04	11 May 06	30 days	30 days	<u>S181 of 29 Sep 06</u>
OP CHIRON ADF contribution to the UN Special Political Mission to Timor-Leste. (UNOTIL/UNMIT) Note: See TIMOR LESTE for activities after 11 May 06	20 May 05	11 May 06	30 days	30 days	<u>S181 of 29 Sep 06</u>
ETHIOPIA/ERITREA					
Operation POMELO United Nations Mission in Ethiopia and Eritrea (UNMEE)	15 Jan 01	present	30 days	30 days	<u>S230 of 29 Jun 01</u>
GUATEMALA					
United Nations Observers in Guatemala	15 Feb 97	14 May 97	30 days	30 days	<u>S498 of 1 Dec 97</u>

GULF					
RAN activity in the Persian Gulf and Gulf of Oman	17 Nov 86 1 Nov 88	31 Oct 88 28 Feb 89	30 days	N/A	<u>Determination of 14 Oct 91</u>
HAITI					
Service on authorised third country deployments in Haiti	1 Jul 94	30 Jun 96	30 days/30 sorties	N/A	<u>S448 of 27 Nov 02</u>
IRAN/IRAQ					
Service with UN mission on Iran/Iraq border UNIIMOG	12 Aug 88	28 Feb 91	90 days	N/A	<u>GN26 of 12 Jul 89</u>
IRAQ					
OP HABITAT International Kurdish Relief Op on Sth Turkey & Nth Iraq	1 May 91	30 Jun 91	30 days	30 days	<u>S64 of 28 Feb 02</u>

OP BLAZER UN Special Commission in Iraq Multinational military deployment in Middle East	1 May 91	30 Jun 98	7 days		N/A	<u>S64 of 28 Feb 02</u>
OP POLLARD Multinational military deployment in Middle East		15 Feb 98	30 Jun 98	7 days	N/A	<u>S64 of 28 Feb 02</u>
OP POLLARD Multinational military deployment in Middle East		1 Jul 98	1 Oct 01	30 days	N/A	<u>S64 of 28 Feb 02</u>
Authorised 3 rd country deployments with UK and US Iraq/Persian Gulf Ops – imposing sanctions on Iraq		16 Jul 91	10 Oct 01	30 days	N/A	<u>S64 of 28 Feb 02</u>
IRIAN JAYA						
OP CENDERAWASIH 76 - 81 series of Surveys Ops		12 Jul 76 9 May 77 4 Apr 78 19 Oct 80 6 Jan 81 31 Aug 81	21 Nov 76 10 Oct 77 20 Sep 78 22 Dec 80 6 Mar 81 15 Nov 81	30 days	30 days	<u>S64 of 28 Feb 02</u>

KASHMIR					
Service with UN military observer group in India/Pakistan	14 Feb 75	Present	90 days	N/A	<u>GN323 of 21 May 90</u>
KOREA					
Service with UN Command (MAC) activities on the Korean Peninsula	14 Feb 75	Present	30 days	30 days	<u>S102 of 27 Mar 01</u>
KUWAIT					
Multinational military deployment in Persian Gulf	2 Aug 90	16 Jan 91	7 days	30 days	<u>S408 of 18 Aug 98</u>
OP DAMASK Multinational military deployment in Persian Gulf	1 Mar 91	present	30 days	N/A	<u>S408 of 18 Aug 98</u>
MIDDLE EAST					
UN Truce Supervision Organisation	14 Feb 75	Present	30 days	30 days	<u>S418 of 4 Nov 02</u>
UN Disengagement Observer Force	14 Feb 75	Present	30 days	30 days	<u>S418 of 4 Nov 02</u>

Second UN Emergency Force	14 Feb 75	31 Jul 79	30 days	30 days	<u>S418 of 4 Nov 02</u>
UN Interim Force in Lebanon	1 Mar 78	present	30 days	30 days	<u>S418 of 4 Nov 02</u>
RAN ships in North West Indian Ocean deployments	1 Sep 80	31 Jul 86	30 days	30 days	<u>S418 of 4 Nov 02</u>
MOZAMBIQUE					
OP CORACLE United Nations Demining Operations in Mozambique	12 Jul 94	31 Mar 02	30 days	30 days	<u>S48 of 10 Feb 95</u>
PESHAWAR					
Service with UN Mine Clearance Training Team in Pakistan	16 Jul 89	Present	90 days	N/A	<u>GN16 of 26 Apr 90</u>
SE ASIA					
<u>Note 6</u>					
Service on land in Malaysia	14 Feb 75	31 Dec 89	30 days <u>Note 3</u>	30 days	<u>S64 of 28 Feb 02</u>

Service on land in Singapore	14 Feb 75	30 Apr 75	30 days Note 3	30 days	S64 of 28 Feb 02
Service on RAN ships with ANZUK force	14 Feb 75	30 Apr 75	30 days Note 3	30 days	S64 of 28 Feb 02
Service on land in Laos, Cambodia	14 Feb 75	13 Mar 75	30 days Note 3	30 days	S64 of 28 Feb 02
ADF activities with Operation GADING 5 on Sumatra	6 May 75	22 Aug 75	30 days Note 3	30 days	S64 of 28 Feb 02
SIERRA LEONE					
OP HUSKY International Military Advisory and Training Team (IMATT) - Sierra Leone	15 Jan 01	28 Feb 03 (PAC) check end date	30 days	30 days	S230 of 29 Jun 01
SINAI					
Multinational Force and Observers Activity (MFO)	9 Feb 82	28 Apr 86	30 days	N/A	S27 of 23 Jan 97
OP MAZURKA Multinational Force and Observers Activity	6 Jan 93	ongoing	30 days	N/A	S27 of 23 Jan 97

SOLOMON IS					
OP TREK International Peace Monitoring Team in the Solomon Islands	4 Nov 00	15 Mar 02	30 days	30 days	<u>S21 of 29 Jan 04</u>
SOLOMON IS II					
OP ANODE The Defence Force contribution in support of the Australian Government's Strengthened Assistance Framework Program to assist the Solomon Islands Government	24 Jul 03	present	30 days	30 days	<u>S421 of 20 Nov 03</u>
SOMALIA					
<u>Note 5</u>					
Service in Somalia during the prescribed period	17 Oct 92	30 Apr 93	30 days	N/A	<u>S266 of 8 Jul 94</u>
SPECIAL OPS					
For service on special operations	14 Feb 75 CDF specify	CDF specify	CDF to determine	CDF to determine	<u>S230 of 29 Jun 01</u>

SUDAN

OP AZURE United Nations Mission in Sudan	10 Apr 05	present	30 days	30 days	<u>S78 of 23 May 06</u>
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TIMOR-LESTE

OP ASTUTE ADF commitment to bring security, peace and confidence to Timor-Leste that commenced on 12 May 2006.	12 May 06	ongoing	Complete 7 days/sorties in aggregate in the period commencing 12 May 06 and ending on or before 16 Jun 06 or 30 days/sorties in aggregate commencing on or after 10 Jun 06	N/A	<u>S181 of 29 Sep 06</u>
Defence Cooperation Program activities	12 May 06	ongoing	30 days/30 sorties	N/A	<u>S181 of 29 Sep 06</u>
OP CITADEL United Nations Mission of Support in Timor-Leste (UNOTIL/UNMIT)	12 May 06	ongoing	30 days/30 sorties	N/A	<u>S181 of 29 Sep 06</u>
OP SPIRE United Nations Mission of Support in Timor (UNOTIL/UNMIT)	12 May 06	ongoing	30 days/30 sorties	N/A	<u>S181 of 29 Sep 06</u>

OP CHIRON ADF contribution to the UN Special Political Mission to Timor-Leste. (UNOTIL/UNMIT) Note: See EAST TIMOR for activities before 12 May 06	12 May 06	ongoing	30 days/30 sorties	N/A	<u>S181 of 29 Sep 06</u>
UGANDA					
Service with the Commonwealth Military Training Team in Uganda	18 Mar 82	24 Mar 84	90 days	N/A	<u>GN26 of 12 Jul 89</u>
WEST SAHARA					
Service with ADF activities in Western Sahara	5 Sep 91	present	30 days	N/A	<u>S298 of 21 Oct 91</u>

NOTES

Note 1: The period 12 Jan 92 – 24 Jan 97 was upgraded to the AASM.

Note 2: The period 20 Oct 91 – 7 Oct 93 was upgraded to the AASM CAG S102 dated 27 Mar 01.

Note 3: Service in Cambodia and Laos in the period 14 Feb 75 – 13 Mar 75 entitled to ASM 45-75.

Note 4: ASM clasp Rwanda was upgraded to AASM CAG S79 dated 23 May 06.

Note 5: AASM awarded after 30 April 1993.

Note 6: Those eligible for the ASM 1945-75 SE ASIA or ASM 1945-75 FESR are not eligible for the ASM SE ASIA.