DEFENCE HONOURS AND AWARDS AND COMMENDATIONS POLICY REVIEW

8 FEBRUARY 2008

TERMS OF REFERENCE FOR REVIEW OF DEFENCE HONOURS, AWARDS AND COMMENDATION POLICIES

1. Review current policies and practices and identify anomalies, or implications, arising from current initiatives, including impacts on or drivers for recruiting and retention of personnel.

2. Define Contemporary service as it applies to commendation and medallic recognition in terms so contemporary operations and activities in relation to ADF and civilian service.

3. Investigate the recognition expectations of ADF and civilian Defence employees in relation to Australian and foreign honours and awards. Examples of suggestions received into AHQ during September 2007 include clasps to the ADM for designated peacetime or domestic operations, or a 'wounded-in-action' bar akin to the WWI badge.

4. Consult key stakeholders including, but not limited to, the Minister for defence, Minister Assisting the Minister for Defence, at the Department of Prime Minister and Cabinet, CDF, VCDF, SEC and Service Chiefs.

5. Take into account the broader expectations of the Australian community and in particular any impact on organisations or agencies that work with the ADF in particular operations or activities, for example, the Australian Federal Police.

6. Recommend appropriate changes to honours, awards and commendations policy and procedures resulting from the findings of the review.

7. Exclude the Service recognition schemes as these are the province of the Service Chiefs.

8. Recommend an application commencement date from which new applications and awards may apply.

9. Address issues of retrospectivity for current operations and operations already completed.

10. Examine methods by which to improve the nomination and award processing timeframes.

11. Propose an implementation plan, with appropriate phasings, to execute the findings of the review. This plan is to include a communications strategy for the advertisement of the findings of the review.

12. Develop an NPOC bid for the implementation of the findings of the review.

13. Include the decisions of the COSC from 25 Sep 07 (ref C) as follows:
    a. All Operations are eligible for awards (war-like, non war-like and peacetime), with CJOPS nominated as the approval authority.
    b. Operations awards are not subject to a quota.
    c. The review is to examine how people in Non-Service Groups will be handled with respect to nominations in the future (including whether VCDF should be their nominating authority).

REVIEW OF DEFENCE HONOURS, AWARDS AND COMMENDATIONS POLICIES

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Dear Mr Traynor,

In October 2007, the Vice Chief of the Defence Force announced the establishment of a review into Defence Honours, Awards and Commendations policies.

We are pleased to present the report of the Review Panel.

We would like to record our thanks to all those in the Australian Defence Organisation who assisted us in the process of the Review. The many service personnel and public servants who gave freely of their time, opinions and concerns were essential to our understanding of contemporary expectations and views. Their frank and honest input was appreciated.

We would also like to thank Ms Mary Bermingham and Ms Ruth Fearnside for their administrative support, and the following staff from Defence Honours and Awards Directorate who assisted us in our many requests for information:

Wing Commander Bob Nilsson
Mr Brett Mitchell
Mr Tony Sillcock
Mr Michael Stevens
Mr Graham Wilson
Mrs Teresa Jurkovic

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TERMS OF REFERENCE

The Terms of Reference for the Review were:

1. *Review current policies and practices and identify anomalies, or implications, arising from current initiatives, including impacts on or drivers for recruiting and retention of personnel.*

2. *Define Contemporary service as it applies to commendation and medallic recognition in terms of contemporary operations and activities in relation to ADF and Civilian service.*

3. *Investigate the recognition expectations of ADF and civilian Defence employees in relation to Australian and foreign honours and awards. Eg. Clasps for ADM for designated peacetime or domestic operations; 'wounded in action' bar.*

4. *Consult key stakeholders including but not limited to the Minister for Defence, Minister Assisting the Minister for Defence, the Department of Prime Minister and Cabinet, CDF, VCDF, SEC and Service Chiefs.*

5. *Take into account the broader expectations of the Australian community and in particular any impact on organisations or agencies that work with the ADF, in particular operations or activities, for example, the Australian Federal Police.*

6. *Recommend appropriate changes to honours, awards and commendations policy and procedures resulting from the findings of the review.*

7. *Exclude the Service recognition schemes as these are the province of the Service Chiefs.*

8. *Recommend an application commencement date from which new applications and awards may apply.*

9. *Address issues of retrospectivity for current operations and operations already completed.*

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a. All Operations are eligible for awards with CJOPS nominated as the approval authority.

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c. The review is to examine how people in non-service groups will be handled with respect to nominations in the future (including whether VCDF should be their nominating authority).

EXECUTIVE SUMMARY

This report addresses the Terms of Reference (TOR) of the *'Defence Honours, Awards and Commendations Policies Review'* issued by the Vice Chief of the Defence Force in October 2007. As a result of the TOR, a Review Panel was formed and undertook the task of reviewing the Defence Honours, Awards and Commendations 'system'. The Panel addressed the suite of practices and policies that drive the 'sub-systems' and assessed the recognition expectations of Stakeholders. This was not a simple task given the wide variety of organisations and groups, and the sensitivity and emotion attached to medallic recognition.

There were three key findings from the Stakeholder engagement phase. First, there is widespread dissatisfaction with the outcomes of the Defence Honours, Awards and Commendations system, particularly by serving ADF personnel. Second, there is an appetite for change to fix the perceived problems. Third, the level of knowledge of the Australian Honours and Awards system generally, and the Defence Honours, Awards and Commendations system specifically, is very poor.

The Report's recommendations have a 'future focus'. The predominantly young men and women that comprise the ADF are focused on the future; indeed they *are* the future. The systems supporting them must have a similar focus. However, to understand the future environment and system requirements, an organisation needs to know its history. In terms of service medal recognition, Australia has a rich history, extending back to pre-Federation times and the lessons of the past are ignored at our peril. Accordingly, the Report is divided into three sections: *'Where We've Been; Where We Are;* and *Where We Might Go'*, with summaries at the end of each section.

Medallic recognition has been part of the 'military culture' since the birth of the profession of arms. Any suggestion it might be a relic of a bygone age and not relevant to the 21st Century is dispelled immediately after engaging in conversation young Australian servicemen and women. They view medals as a vital part of the 'moral' component of fighting power, the basis for all successful armed forces.

The systems of Australian and Colonial awards used in the past have been remarkable in terms of flexibility, adaptability and responsiveness to change, but that change has generally been evolutionary not revolutionary. The catalyst for significant change has often been major conflicts following extended periods of relative peace – The Crimean War, and the two World Wars being key examples. The current Australian Honours and Awards system was created in 1975 and matured during a period of relative peace. Since 1999, Australian forces have been involved across the spectrum of conflict in a scope and complexity not seen since World War II. This commitment placed the current Defence Honours, Awards and Commendations system under significant strain and flaws have become apparent.

Of the awards established in the Australian Honours and Awards system since 1975, few have been as contentious for the ADF and ex-serving community as the introduction of separate service medals for warlike and other operations. In attempting to differentiate between warlike operations and non-warlike or hazardous operations such as peacekeeping, the initiative has created difficulties in application as a number of operations initially declared non-warlike have since been changed retrospectively. Similar instances have occurred with the 1945-1975 versions of the medals when they were awarded retrospectively, and a number of well-organised lobby groups are focused on this issue.

Warfare has a range of enduring features yet at the same time, no two conflicts are the same. As a rule, conflict has always been unpredictable, dynamic and difficult to control. Uncertainty and 'friction' have always been present. However, the nature of conflict in the 21st Century is changing, largely as a result of the multi-dimensional impacts of globalisation, to a complex net-worked battlespace considerably different to the environment that shaped the current awards system. This change is not transient and the Panel believes the time for another 'step change' in medallic recognition has arrived.

In attempting to assess the basis of the dissatisfaction levels the Panel reviewed the outputs of the Defence Honours, Awards and Commendations system. The main focus revolved around the award of the Order of Australia series, the Conspicuous Service Decorations, Campaign and Service Medals, and Commendations for Service. Gallantry awards were not raised as an issue by Stakeholders, the prevailing view being that valour, gallantry or bravery was relatively 'easy to measure' and the suite of awards from Victoria Cross through to the Commendation for Gallantry and Commendations for Service allowed adequate coverage. Some issues regarding long service medals were raised, particularly by former full-time personnel who are now Active Reservists, however these were a minority.

Analysis of the Defence Honours, Awards and Commendations system output was difficult due to poorly kept records of Commendations for Service across the ADO, unlike formal honours and awards which are detailed, complete and thorough. The following conclusions were drawn from the data available:

- Many important principles and processes are poorly understood, not adhered to, ad-hoc or flawed.

- The policies and practices of some awards and commendations have departed from the original guidance or intent, making it more difficult for junior personnel to be awarded.

- A counter-intuitive situation exists where some 'higher' awards are issued in greater quantities than other awards lower in award and commendation precedent, indicating not all the 'tools in the toolbox' are being used appropriately. The OAM, CSM and commendations generally are under utilised as formal recognition tools,

particularly for junior officers and other ranks who are under-represented in comparison with senior officers and ORs.

- The practice and culture that seeks to manage Commendations at an unnecessarily high level is constraining their use as a recognition tool, particularly for junior ranks.

- The different Commendation systems covering ADF and APS staff is inconsistent with the philosophy of an integrated ADO, resulting in significantly different award cultures depending on the Defence Group.

A new integrated system is needed to encompass both uniformed and civilian members of Defence. In designing a new system the Review Team has focused on establishing an architecture and design, with supporting processes, that improves the distribution of awards, devolves responsibility where appropriate, shortens the time to award presentation and significantly reduces opportunities for complaints about the relative merits of one type of recognition over another. It also removes any delineation between service rendered overseas and service within Australia.

The Panel formulated an Outcome Statement for a new Defence Recognition System:

> 'The Defence Recognition system allows formal, tangible and timely recognition of Australian Defence Organisation personnel in order to mark worthy service to the nation.'

The package of recommendations is focused at assisting the achievement of this Outcome Statement, however the key philosophy for senior leadership to accept is that recognition can be measured and managed. The present level of utilisation and representation is judged by ADO Stakeholders, and the Review Panel, to be inadequate. The new recognition system, if adopted, will address utilisation and representation but must be accompanied by a robust implementation plan, communications plan and most importantly, senior leadership commitment.

RECOMMENDATIONS

Recommendation 1 (p. 67). Establish a new Integrated Recognition System. That Defence introduce a new integrated recognition system, encompassing both uniformed and civilian members of the Australian Defence Organisation, of which Honours, Awards and Commendations are a part. The goal of the proposed new system is to recognise an appropriate number of Defence personnel for dedication, achievement and service.

Recommendation 2 (p. 67). Levels of Recognition for Worthy Service. To ensure the system is producing desired outcomes, a goal would be to recognise at least 1.5 percent of the workforce annually with non-operational awards (Order of Australia, Conspicuous Service Decorations) and Commendations for Service.

Recommendation 3 (p. 68). Establish an Operational Service Medal. That Defence adopt a single Operational Service Medal (OSM) for all operations worthy of medallic recognition. The medal should encompass a combination of a general medal design and different ribbons for specific operations. This medal would replace the ASM and AASM series currently awarded. Other OSM categories could include:

- OSM (Civilian Service). With clasps as necessary (this issue is expanded in Recommendation 10).
- OSM (Border Protection). Covering approved activities presently not subject to an award.
- OSM (Humanitarian Assistance). Covering approved activities, overseas and domestic, presently not subject to an award or potentially the subject of HOSM consideration.
- OSM (Special Operations). Covering certain activities presently recognised with ASM and 'SPECIAL OPS' clasp.

Recommendation 4 (p. 69). Establish Meritorious Service Decorations. That Defence continue to pursue the creation of a new class of award to recognise meritorious service in warlike operations when not 'in action'.

Recommendation 5 (p. 69). Review the 'In Action' Definition. Should the above Recommendation regarding the Meritorious Service Decorations be accepted, the ADF

should review, and tighten, the definition of 'in action' to remove any potential for ambiguity.

Recommendation 6 (p. 70). Retire the Nursing Service Cross. That Defence recommend the Nursing Service Cross (NSC) be retired from the Australian Honours and Awards system. The existing system provides ample opportunities for nurses to be recognised in a similar fashion to other Service personnel. It is anachronistic to continue to recognise nursing service separately in a new recognition system.

Recommendation 7 (p. 70). Retire the Champion Shots Medal. That Defence recommend the Champion Shots Medal be retired from the Australian Honours and Awards system and that proficiency in small arms be recognised more appropriately through the award of a higher order Commendation or a uniform embellishment such as the Skill-at-Arms badge.

Recommendation 8 (p. 71). Perceived links between service medal award, financial conditions of service and the Nature of Service Declaration. That COSC note there is significant misunderstanding regarding the linkages between these elements. The proposed OSM will assist in clarifying issues and misconceptions.

Recommendation 9 (p. 71). Recognition of Repeat Tours. That a device based on a numeral be worn on the ribbon bar and medal ribbon of the OSM for that operation, and awarded to recognise aggregate service of successive 180 day periods.

Recommendation 10 (p. 72). Recognise approved civilian service on operations. That service by designated Defence Employees, serving as part of an ADF element on operations, is recognised by an OSM (Civilian Service) or clasp as appropriate, with a different ribbon to that awarded to uniformed personnel.

Recommendation 11 (p. 72). Review the Service dress policies on the wearing of Foreign Awards. That Defence takes a more liberal approach to the wearing of foreign awards not approved for wear in the Australian Honours and Awards system by allowing those foreign awards to be worn on the right breast of the uniform.

Recommendation 12 (p. 73). Recognise and encourage the use of Team-Based Commendations. That authorised delegates within the Commendation for Service system increase the use of Unit/Group Commendations at all levels. These commendations should be accompanied by a specific individual insignia for each

member of the unit/group, clearly different in design to that of the individual commendation badge.

Recommendation 13 (p. 74). Integrate the Commendation for Service system. That Defence integrate the military and civilian commendation systems to form a single Defence Commendation for Service system, thereby allowing for greater and more consistent coverage of the workforce.

Recommendation 14 (p. 74). Devolution of Authority as Commendation delegate. That Defence progressively devolve authority to award Commendations, initially expanding the number of military delegates, then subsequently all military and SES senior leaders in accordance with Table 4 (p. 73).

Recommendation 15 (p. 75). Invest in Education. That Defence Honours and Awards Directorate be funded to undertake a broad-based education campaign across the ADO to support implementation of any new recognition system, and on-going education and training be conducted in the ADO.

Recommendation 16 (p. 76). Amend Defence Instructions and Associated Publications. That relevant Defence instructions and associated publications be updated to reflect actions arising as a consequence of this Review, including but not limited to the creation of a Handbook designed to guide and assist commanders and staff at all levels operate effectively within the recognition system.

Recommendation 17 (p. 76). New Award. Establish an award for Senior Foreign Officers. That Defence consider the creation of a medal for presentation to foreign senior military officers or Defence officials, either through a specific medal in the Australian Honours and Awards system, or an ADF medal similar in status to a Commendation or State or non-Federal award.

Recommendation 18 (p. 77). Operational Nominations Processed by CJOPS. That the practice of CJOPS being responsible for processing operational nominations to the CDF continue. Liaison with the relevant Service Chief should occur to guarantee visibility by the parent service, and to ensure no conflict with other nominations or administrative actions that might result in embarrassment to the individual, the Service or the ADF.

Recommendation 19 (p. 77). Nominations for Service Personnel in non-Service Groups. That nominations for non-operational awards for service personnel in non-

service or another service groups be processed through the Group Head to the parent Service Headquarters. Feedback to the Group Head as a result of a Service Headquarter's consideration should occur.

Recommendation 20 (p. 78). Retrospectivity. That Defence adopt a 'no retrospectivity' policy with regard to the proposed new recognition system, with the OSM being awarded for new operations only. Continued deployment on present operations, regardless of duration, should result in recognition with the current suite. Likewise, the current service medals or other non-medallic forms should be used if government agrees to recognise past service.

Recommendation 21 (p. 78). Rapid Implementation. That a phased transition to, and implementation of, approved arrangements commence in May 2008 and be finalised by December 2009.

ABBREVIATIONS AND ACRONYMS

Honours and Awards[1]

AASM	Australian Active Service Medal
AC	Companion of the Order of Australia
AM	Member of the Order of Australia
AO	Officer of the Order of Australia
AFC	Air Force Cross
AFM	Air Flying Medal
ASM	Australian Service Medal
BEM	British Empire Medal
CB	Companion of the Order of the Bath
CBE	Companion of the British Empire
CGC	Conspicuous Gallantry Cross
CGM	Conspicuous Gallantry Medal
CGM (Flying)	Conspicuous Gallantry Medal (Flying)
DCM	Distinguished Conduct Medal
DFC	Distinguished Flying Cross
DFM	Distinguished Flying Medal
DSC	Distinguished Service Cross
DSM	Distinguished Service Medal
DSO	Distinguished Service Order
GSM	General Service Medal
HOSM	Humanitarian Overseas Service Medal
KBE	Knight of the British Empire
MBE	Member of the British Empire
MC	Military Cross
MGSM	Military General Service Medal
MID	Mention in Despatches
MM	Military Medal
MSM	Meritorious Service Medal
NGSM	Naval General Service Medal
OAM	Medal of the Order of Australia
OSM	Overseas Service Medal
RASB	Returned from Active Service Badge
RRC	Royal Red Cross
UNEFM	United Nations Emergency Force Medal
UNSM	United Nations Service Medal
VC	Victoria Cross
VLSM	Vietnam Logistic and Support Medal
VM	Vietnam Medal

[1] Alphabetical order, not Order of Wear

Other

ADA	Australian Defence Association
ADF	Australian Defence Force
ADO	Australian Defence Organisation
AFP	Australian Federal Police
AME	Aero Medical Evacuation
APPVA	Australian Peacekeepers and Peacemakers Veterans Association
APS	Australian Public Service
BCOF	British Commonwealth Occupation Forces
CIDA	Committee of Inquiry into Defence and Defence Related Awards
CJOPS	Chief of Joint Operations
FESR	Far Eastern Strategic Reserve
JTF	Joint Task Force
NOK	Next of Kin
NOS	Nature of Service
RAAF	Royal Australian Air Force
RAN	Royal Australian Navy
RCB	Rifle Company Butterworth
RSL	Returned and Services League
SEA	South East Asian (Review)
TOR	Terms of Reference
UN	United Nations
VCDF	Vice Chief of the Defence Force
VEA	Veterans' Entitlements Act

Section One
Where We've Been

A HISTORY OF MEDALLIC RECOGNITION

A soldier will fight long and hard for a bit of coloured ribbon
Napoleon Bonaparte (Attrib)[1]

INTRODUCTION

The Jewish historian Josephus records in the 4th century BC that Jonathan led the Hebrews to aid Alexander the Great. Alexander 'sent to Jonathan ... honorary awards, as a golden button, which it is custom to give the king's kinsmen'.[2] This is the first documented mention in history of medallic recognition.

Award is a broad term that can indicate an order, a decoration, or an actual medal. An order is perhaps the most elaborate form of award, often recognising distinguished service to a nation or to humanity. An order differs from other forms of medal implying membership of an organisation because orders were originally fraternities of knighthood. Most orders are divided into several classes with insignia normally more elaborate for higher classes in the order and worn differently depending on class. A decoration is a less elaborate form of medal, typically shaped like a cross or star, and usually conferred for a noteworthy individual action. It is commonly worn with a ribbon on the left breast, though not in all cases. A medal is usually the most junior of awards, normally shaped like a circle and resembling a coin. Medals are generally awarded for participation or service in a particular organisation, but may also be for a one-off action of some kind. In the latter case, the boundary between a medal and decoration is blurred. A medal is usually worn suspended from a ribbon on the left breast.

The Australian Honours and Awards system refers to all orders, decorations and medals administered as part of the Australian system, not including private or state-based awards such as State Police Force awards. Serving police commonly wear these awards on the right breast with Australian Honours and Awards on the left.

A Brief History of Medallic Recognition

Historical and archaeological records confirm the ancient Egyptians, Assyrians and Hittites used various forms of physical and tangible rewards to recognise bravery and military achievement. While these often took the form of practical gifts such as horses, land or accoutrements of war, they also included more decorative items such as jewelry

[1] http://www.naploleonguide.com/maxim_war.htm
[2] Maton, M 1995, *The National Honours and Awards of Australia*, Kangaroo Press, Hong Kong, p. 11.

or special items of clothing to be worn on ceremonial occasions. Generally, these awards were the personal gift of the ruler or senior commander.

The Romans are acknowledged as the originators of a recognisable military awards system. Although their system consisted of crowns and ornaments rather than medals, the award methodology would have been recognisable to ADF personnel today. The highest award to which a Roman soldier of any rank could aspire was the Civic Crown or *Corona Civica*, an award made to the first Roman soldier over the wall of an enemy fortification; perhaps the Victoria Cross (VC) of its day. Below this was a range of other crowns and lower level decorations including phalerae or ornamental discs (designed for wearing over parade armour), torques and wrist bands. These awards were established by the State rather than a ruler or commander, although commanders had the authority to award various levels at their discretion in accordance with the rules. The awards were held in high esteem and a number of Roman grave markers have been discovered that include reference to awards, in a similar fashion to the concept of post-nominals.

Following the collapse of the Roman Empire in the 5th Century, the structure brought to the art and science of war by the Romans disappeared. It was not until the 14th Century that awards for military achievement or merit were established by the rulers of various states. Most of these secular orders of chivalry and merit were based on earlier models of the monastic orders of knighthood of the Roman Catholic Church and are important to the development of military honours and awards. Surviving examples of these monastic orders include the Sovereign Military Order of the Hospital of St John of Jerusalem, the Order of the Holy Sepulcher (today a purely secular Papal order of chivalry), the Military Order of Aviz (today a Portuguese order of merit) and the Teutonic Order (today an Austrian based monastic charitable order).

When establishing national orders, European rulers often based designs on the older monastic orders, copying such notions as a Grandmaster and the division of orders into various degrees, based on the levels of achievement of members. The new national orders also borrowed heavily from the monastic orders in the areas of regalia and insignia. Some of the more famous orders established during this period were the Order of the Garter (1348 Britain) and the Order of the Seraphim (1748 Sweden) both existing today in their respective countries.

A feature of the national orders was their restriction to the elite in society. Rulers reserved the authority to bestow such awards and generally recognised fellow heads of state, senior members of court, senior national and foreign allied military commanders. Napoleon Bonaparte is credited with extending national recognition through all levels of the military. Just as he effectively ‘nationalised’ wars and armies, he also expanded the scope of awards. Napoleon established the Legion of Honour in 1802, a national order of merit divided into five degrees and open to all citizens of the Republic. During his many campaigns Napoleon bestowed the Legion of Honour on all ranks of his army and navy and the award achieved such status that the restored monarchy in 1816, fearing a

backlash from the tens of thousands of recipients, retained the award.[3] The Legion of Honour has survived all succeeding French political upheavals and remains the premier order of the French Republic.

BRITISH DEVELOPMENTS

Napoleon's extension of the award of medals to all levels of the military applied only to decorations for bravery and merit. The practice of campaign or long service medals started in Britain around the time of the English Civil War. The first of these was the Dunbar Medal, issued to Cromwell's troops in recognition of their victory over the Scots at Dunbar in 1650. The medal was issued to all ranks and suspended from the neck by a ribbon.

A range of private or semi-private medals were issued in the 17th and early 18th Centuries. The practice of privately funded and authorised medals was extended by the East India Company, a trading organisation based in India that grew so large and powerful, it maintained a separate navy and army. The Company established a tradition of issuing medals to its own 'Company troops' (both native Indian and European), as well as to 'King's' or 'Queen's' troops who were allowed to wear the medals. They were generally medals issued to all ranks to recognise specific actions.

Campaign and Service Medals

The first British campaign medal issued to all ranks was the Waterloo Medal instituted in 1815. The Waterloo Medal is important for two reasons: it was the first issued by the government to every soldier who served on the designated battlefield, and it established the official British practice of individually naming medals. Nevertheless, the unintended consequence of the Waterloo Medal was the alienation of thousands of Napoleonic War veterans who had served in a number of conflicts, but were not on the field of battle at Waterloo. In 1847, after much lobbying and pressure from all levels of society, the British government responded with the creation of the Naval General Service Medal (NGSM) and the Military General Service Medal (MGSM). These medals established the practice of a single medal to cover a period of time, with individual clasps to recognise separate campaigns or engagements.

Although the practice of colonial chartered companies issuing medals continued spasmodically in South Africa, Rhodesia, Borneo, Kenya and Uganda until the end of the 19th Century, the British government takeover of the East India Company in the 1850s effectively saw all medals from that time authorised and issued by the sovereign.

[3] The Bourbons monarchy overhauled the system, altered the design to eradicate its Bonapartist connections and renamed several of the grades, but the essence and name of the award remained.

Individual Medals

A number of medals to recognise bravery, merit or achievement were established in Britain as far back as Elizabethan times. The first ones of significance were the Naval Reward Medal and the Danger Averted Medal made in gold or silver following the defeat of the Spanish Armada in 1588.

The Crimean War from 1854-56 was significant in a numbers of ways. First, the conflict ended 40 years of peace and, in a training, doctrine, equipment and cultural sense, Britain was ill-prepared. Second, it is seen by some as the first 'modern' conflict making tactical use of railways and the telegraph, trenches and blind artillery fire. Third, war correspondents were on hand for the first time to witness actions and report quickly to the British public. William Russell, a reporter working for *The Times*, wrote a number of articles including reports of many acts of bravery and valour by British servicemen and there was a growing feeling among the public and in the Royal Court of the need to recognise incidents of gallantry unconnected with a man's lengthy or meritorious service.

The first decoration for gallantry, the Distinguished Conduct Medal (DCM), was established in 1854. The medal was restricted to non-commissioned officers and soldiers and the following year, the naval equivalent, the Conspicuous Gallantry Medal (CGM), was established. As with the DCM, the CGM was reserved for other ranks. In 1856 the DCM and CGM were complimented by the VC. Queen Victoria had instructed the War Office to create a new medal that would not recognise birth or class. The medal was meant to be a simple decoration that would be highly prized by those in the military services. The original warrant stated that the VC would only be awarded to soldiers who served in the presence of the enemy and performed some act of valour or devotion.[4] The Regulations were later changed to widen eligibility to all ranks.

In 1883 at the instigation of Queen Victoria, the Royal Red Cross (RRC) was established as a decoration to recognise nursing services, regardless of rank. The RRC was unique until 1976 in that the award was restricted to females. In 1886 the Distinguished Service Order (DSO) was established recognising individual instances of meritorious or distinguished service in war for officers.

The VC, DSO, DCM and CGM were the major decorations the British Empire carried into the 20th Century.

THE AUSTRALIAN EXPERIENCE

In the pre-Federation period, members of various colonial naval and military forces were eligible for the full range of decorations and medals from within the Imperial system, and

[4] The first ceremony was held on 26 June 1857 in Hyde Park where Queen Victoria invested 62 of the 111 Crimean recipients.

most orders. For example, at least one man born in the Colony of New South Wales (the son of a British Army officer serving in the garrison) was awarded the Waterloo Medal for service as a junior officer with the British Army. Several appointments to orders were made in the pre-Federation era and servicemen from the Australian colonies were awarded campaign medals for the New Zealand Wars, the Sudan War, the Boer War and the Third China War or 'Boxer Rebellion'. After Federation there was no discernable change, with Australia and other Commonwealth countries continuing to use the Imperial Honours and Awards system, with various changes to the system instigated by the British Government.

This section of the paper will review Orders, Decorations, Mention in Despatches, Commendations, Campaign and Service Medals, Long Service Medals, Miscellaneous Medals and Badges.

Orders

A feature of the Imperial system was the number of orders it contained, although not all were available to members of the forces in recognition of purely naval or military service. As with many other national orders around the world, some Imperial orders are divided into Military and Civil divisions, with divisions being denoted either by different ribbons or by differences in the badges of the order. Details of Imperial orders awarded to Australian military are at Annex A.

The orders in the Imperial system allowed significant opportunity for recognition of officers in both peace and war. For example, General Donald Dunstan had been mentioned in despatches during World War II and was later appointed Member of the British Empire (MBE) as a Major in the End-of-War List of the 1950s. He was advanced in the Order to Companion (CBE) for his service as a Colonel in South Vietnam, and appointed Companion of the Order of the Bath (CB) for a subsequent tour in South Vietnam at the rank of Major General. He was advanced in the Order of the British Empire to Knight (KBE) in 1980 as a Lieutenant General.

Across both Orders (Bath and British Empire) there were seven options. The Order of Australia allows three[5] and presently there is uncertainty regarding the use of the Order of Australia to recognise service on operations. The Conspicuous Service Decorations augment orders in the Australian system but cannot be awarded for service in warlike operations.

Decorations

Many awards in the Imperial system were both service and rank specific. The Distinguished Service Cross (DSC), CGM and DSM were specifically for award to

[5] This does not count British Empire Medal (BEM) or Order of Australia Medal (OAM) which are not technically appointments of their respective orders.

British and Commonwealth naval personnel. The Military Cross (MC), DCM and Military Medal (MM) were restricted to Army and the Distinguished Flying Cross (DFC), Air Force Cross (AFC), CGM (Flying), Distinguished Flying Medal (DFM) and Air Flying Medal (AFM) were specifically for award to members involved in flying duties. The DSC, MC, DFC and AFC were for award to Officers and Warrant Officers, with the DCM, CGM, DSM, MM, DFM and AFM for those equivalent ranks of sergeant and below.

A decoration of note is the Meritorious Service Medal (MSM) 1916-1928. The original MSM was established as a long and meritorious service award for sergeants of the British Army in 1845. Subject to rather lengthy regulations, the MSM has been described as an 'extra long service medal', eventually developing into a medal awarded to Warrant Officers, non-commissioned officers and other ranks who were already in possession of a long service and good conduct medal, and met additional time requirements. However, in 1916 under pressure of World War I, the MSM was extended to all services and made available for immediate award to recognise bravery not in action or meritorious service to the war effort. Unlike the long service version, immediate awards of the medal entitled the recipient to use the post-nominals MSM. This practice ceased in 1922 with the introduction of the BEM.

Mention in Despatches

The MID dates from the 17th Century and was originally a method of bringing the outstanding officers to the attention of higher command. The first record of 'other ranks' was in 1843 in despatches from the Second Scind War by Sir Charles Napier and varied from a simple list of names to a detailed description of the individual services performed. In 1902 as a result of a recommendation of the Inter-Departmental Rewards Committee it was decided that publication in the London Gazette was essential to constitute a 'mention'. During World War I the MID was awarded for actions ranging from gallantry to exemplary performance of duty and approximately 2.3 percent of all troops involved were mentioned. In 1919 the King decreed a certificate be given to all persons named in despatches and in 1920 a multi-leaved oak leaf was authorised to be worn on the ribbon of the Victory Medal.[6] In August 1943 the original emblem was replaced by a single-leaved oak leaf with individual directions made for each conflict or campaign as to which ribbon the emblem was attached. The MID has never been part of the formal order of precedence or wear, either Imperial or Australian. Prior to a change of British government policy in 1993 regarding posthumous awards of decorations, the MID was the only award, other than the VC that could be made posthumously.

Commendations

In 1939 Britain introduced and the Commonwealth adopted a form of recognition known as the King's Commendation for Brave Conduct. The commendation was designed to

[6] This signifies one or more MID. Only one emblem is worn regardless of the times 'mentioned'.

recognise bravery or good service in connection with the war effort that did not merit award of a medal. For service awards it was decreed the emblem of the Commendation would be worn under the same rules as the MID. The name of the award was changed after the death of King George VI to the Queen's Commendation for Brave Conduct. The Commendation for Valuable Service in the Air was established in 1942 to recognise meritorious service in the air or gallantry not of the standard required for award of the AFC or AFM. As with the Commendation for Brave Conduct, the Commendation for Valuable Service in the Air (renamed the Queen's Commendation in 1952) was denoted by a special badge for civilian recipients, however members of the armed forces wore the emblem of the MID according to the regulations for that award.

Campaign and Service Medals

The origin of Campaign and Service Medals can be traced back to the early 19th Century and the decision to award a medal for Waterloo and the subsequent decision to award a General Service Medal with clasps for other actions. The Imperial system generally awarded campaign medals except in cases where 'minor operations occurred for which no separate medal was intended'. These broad criteria allowed significant flexibility in the decision to create a separate campaign medal or issue a clasp to the GSM. With this flexibility came examples of apparent inconsistency where relatively small actions involved a campaign medal but other more high-profile engagements were recognised through a clasp to a GSM only.

In some cases, medals that appear to be 'hybrids' were awarded and some Australians serving with British units were awarded the Indian General Service Medal, limited to various minor military campaigns in India. Likewise, the Africa General Service Medal was awarded for operations on the continent of Africa and last awarded in the 1950s.[7]

Prior to Federation, men from the Colonies received a range of Imperial campaign medals, and this practice continued after Federation. The consistent trend was to award either a GSM (and/or clasp) or a campaign medal, not both. A significant change to medallic recognition occurred with World War I largely due to the all-consuming nature of the conflict, the vast number of people involved and duration of the War.

World War I

World War I was the first global military conflict where the world experienced warfare on a truly industrial scale and this prompted major change in the service recognition culture in the Empire and Australia. Decisions relating to medallic recognition were not finalised until after the War concluded and Australia, like other Commonwealth countries, used the medals of the British Empire. Full details of the World War I Campaign Medals are at Annex A.

[7] To recognise service by British troops in Kenya during the Mau Mau Uprising.

Post World War I

In between the Wars, the Navy, Army and Air Force[8] used GSMs to mark military actions. These medals extended from 1918 to the early 1960s with clasps attached when approved. This mirrored the British experience during this period.

World War II

Following 20 years of relative peace the world was again consumed by conflict. World War II involved the mobilisation of over 100 million military personnel and was conducted on a global scale, making it the most widespread war in history. The war placed most participating countries in a state of 'total war', erasing the distinction between civil and military resources, and activating economic, industrial, human and scientific capabilities for the purposes of the war effort.

The conflict saw another significant shift in medallic recognition within the British Empire. World War II resulted in the issue of eight campaign stars and two medals plus a service medal specifically for Australians.[9] The rules on the awarding and wearing of stars were quite restrictive, the British regulations stating that a maximum of five stars only could be earned by an individual, any other entitlement to stars being denoted by clasps (signified by a gilt or silver rosette when the ribbon only was worn). The campaign stars and medals (with clasps where noted) issued to Australians are detailed at Annex A.

Post World War II

Following World War II the NGSM 1915 and GSM 1918 continued to be issued up until 1962. Other campaign medals issued during this period are shown below.

Korea Medal. The Korea Medal was established by Britain in 1951 for issue to all British and Commonwealth forces who took part in the Korean War between 25 June 1950 and 27 July 1953. The main qualifying criteria were one day's operational service on land in Korea, one operational sortie over Korea or Korean waters or twenty-eight days afloat in designated waters off Korea.

United Nations Medal Korea. The United Nations (UN) Medal Korea was established by the UN in 1951 as a medal to recognise service by the various national contingents to Korea. The UN Medal Korea was issued with the inscription on the reverse rendered in twelve separate languages to accommodate the various contributing nations. The qualifying period for the UN Medal Korea was 27 June 1950 to 27 July 1954, the medal qualifying period being extended for one year after the signing of the Armistice in 1953. Basic qualifying criterion for the medal was one day's service in Korea or designated waters.

General Service Medal 1962. The GSM 1962 was established in 1964 as the replacement for the NGSM 1915 and GSM 1918. As with these previous medals, the

[8] The RAAF was formed in 1921.
[9] Most other British Empire countries struck a unique 'Service Medal' covering the same period.

GSM 1962 was instituted as a medal to recognise service in minor campaigns or operations. The GSM ceased to be issued in Britain with the ending of the internal security operation in Northern Ireland in July 2007. The final clasp to this medal for Australians was clasp 'South Vietnam'.

Vietnam Medal. The Vietnam Medal (VM) was established in 1968 to recognise service in Vietnam by members of the ADF. Basic qualifying criteria was one day's service on the posted strength of an operational unit in Vietnam, one operational sortie over Vietnam or Vietnamese waters or twenty-eight days service afloat in designated waters off Vietnam on operations.

Vietnam Logistic and Support Medal. The Vietnam Logistic and Support Medal (VLSM) was established in 1993 as a medal to recognise direct operational support to Vietnam between 29 May 1964 and 27 January 1973. The majority of recipients were members of the RAN who served on ships providing support to the ADF in Vietnam. The VLSM could also be issued to certain qualifying categories of civilian service.

Republic of Vietnam Campaign Medal. This medal was established in 1964 by the Government of the Republic of Vietnam to recognise service in the defence of Vietnam by Vietnamese and foreign forces. For members of the Vietnamese armed forces the qualifying period for the Campaign Medal was 12 months, however, to accommodate US requirements, the Government of the Republic of Vietnam agreed to reduce the qualifying period for US personnel to six months and Australia adopted this criterion as well.

United Nations Medals. In addition to the UN Medal Korea, between 1948 and 1975, Australians qualified for the UN Service Medal (UNSM) for service with various UN missions. The UNSM was established in 1966 and backdated to 1948, as a medal to recognise service with specified UN missions by members of the armed forces or uniformed police services of contributing member nations. The qualifying criteria for the UNSM varies from mission to mission but as a general rule is based on 90 days continuous service with the mission. The medals are referred to by the mission name, generally abbreviated to the alphabetic acronym. Apart from the UN Emergency Force (UNEF) Medal, which includes the title 'UNEF' at the top of the obverse, all UNSM are of identical design, individual missions denoted by a unique ribbon for each mission.

Long Service Medals

Members of both the permanent and part-time services of the colonies were entitled to a range of long service and meritorious service medals. In 1903, the colonial medals were discontinued and replaced by the Australian Long Service and Good Conduct Medal.

The post-Federation Commonwealth of Australia inherited a number of long service medals from the pre-Federation period that were translated from colonial awards to

Commonwealth awards. The suite of long service awards went through various amendments, generally delineating individual service, and full or part-time service.

Miscellaneous Medals and Other Commemorative Items

In addition to orders, decorations, campaign and service medals and long service medals, certain other miscellaneous medals were available for members of the Australian armed forces, including coronation medals, jubilee medals, marksmanship medals and non-medallic forms of recognition. The details are at Annex A.

ESTABLISHMENT OF THE AUSTRALIAN HONOURS AND AWARDS SYSTEM

Introduction

As early as 1918 there had been discussion in various political parties and interest groups regarding a uniquely Australian system, however no action was taken prior to World War II. In 1949 the Australian Government recommended 'that an Australian awards system be instituted to recognise outstanding service to the nation'.[10] Nevertheless, the predominantly conservative governments of the 1950s and 60s, and the views of the majority of the population meant the Imperial system was maintained.

The Whitlam Government introduced the Australian system of honours and awards on 14 February 1975. The founding elements of the Australian system were the Order of Australia, the Australian Bravery Decorations and the National Medal with the Order of Australia implemented expressly to supersede all other honours for Australian purposes. Under the Fraser Government (1975-83) the older honours were restored and a knighthood, dame and medal added to the Order of Australia. The two systems, the Imperial and the Australian, essentially operated in parallel during this period with awards being made under both systems. The succeeding Hawke Government (1983-91) removed the Knight and Dame designation. On 5 October 1992 the federal and state governments announced that Australians were to be recognised exclusively through the Australian system and no further recommendations for British honours would be made. The use of the old honours system declined and was brought to an end by the Queen in 1994. The Queen still confers some honours personally, in particular the Order of the Garter (last awarded to former Governor-General Sir Ninian Stephen), the Order of Merit (last awarded to Dame Joan Sutherland) and the Royal Victorian Order (for services to the Sovereign).

New awards are announced in the Commonwealth of Australia Gazette, by means of Letters Patent signed by the Queen and the Prime Minister. The same gazette will publish a Regulation dealing with matters such as the interpretation of terms, the conditions of the award of the honour, how the awards are made, post-nominals, and the

[10] Maton, M 1995, *The National Honours and Awards of Australia*, Kangaroo Press, Hong Kong, p. 32

manner of wearing. The Regulations for some awards designed specifically for the armed services include provision for the awards to be made to 'other persons' determined by the appropriate Minister.[11] Changes to an award's criteria are made through Letters Patent and amended Regulation. Eligibility is determined by an instrument of declaration and determination approved by the Governor-General.

The Evolving Australian System

The Honours system was originally established with three categories: The Order of Australia, Australian Bravery Decorations, and the National Medal. Gaps in the system became evident over time, particularly recognition for the ADF, when the new system was compared with the Imperial system. Table 1 traces more than 40 changes made to the Australian Honours and Awards system over the 33 years since introduction.

Year of Introduction	Award Introduced/Amended
1975	• Order of Australia • Australian Bravery Decorations • National Medal
1976	• Knight, Dame level and Medal for Order of Australia introduced
1982	• Defence Force Service Medal • Reserve Force Decoration • Reserve Force Medal
1986	• Knight and Dame level for the Order of Australia removed • Australian Police Medal
1987	• Australian Antarctic Medal
1988	• Australian Fire Service Medal • Australian Active Service Medal • Australian Service Medal • Champion Shots Medal
1989	• Nursing Service Cross • Conspicuous Service Cross • Conspicuous Service Medal • Public Service Medal
1990	• Group Citation for Bravery
1991	• Victoria Cross for Australia • Star of Gallantry • Medal for Gallantry • Commendation for Gallantry • Distinguished Service Cross • Distinguished Service Medal • Commendation for Distinguished Service • Unit Citation for Gallantry • Meritorious Unit Citation • Police Overseas Service Medal
1993	• Vietnam Logistic and Support Medal

[11] This potentially allows awards to be made to members of foreign Defence Forces, ADF members who resign or retire after the service or action being recognised but before the award is made, and certain civilians.

1994	• Civilian Service Medal 1939-1945
1995	• Australian Service Medal 1945-1975
1997	• Australian Active Service Medal 1945-1975
1998	• Defence Long Service Medal
1999	• Ambulance Service Medal • Emergency Services Medal • Australian Cadet Forces Service Medal • 80th Anniversary Armistice Remembrance Medal • Australian Sports Medal • Humanitarian Overseas Service Medal
2000	• International Force East Timor Medal
2001	• Anniversary of National Service 1951-1972 Medal • Centenary Medal
2004	• Iraq Medal • Afghanistan Medal
2006	• Australian Defence Medal

Table 1 – Development and Change in Australian Honours and Awards[12]

The Australian Honours and Awards system has shown itself to be reactive, adaptive and responsive to the expectations and views of contemporary Australia. The current high operational tempo has placed the Defence Honours, Awards and Commendations under a degree of pressure not previously experienced. Given the history of change described in Table 1, Australians might expect to see continued additions and amendments in the system as requirements and circumstances arise.

RESULTS OF PAST REVIEWS

The topic of medals sparks significant passion and interest in the ADF and ex-Service community. Some continually press to have guidelines amended to make them eligible for a medal while others agitate against the changing of guidelines as they believe this diminishes their own achievements. The past 15 years has seen several reviews resulting in significant change in the guidelines and policies for the issue of medals. This section provides a synopsis of reviews and events that have impacted on Defence Honours and Awards polices and have an impact on the approach of this Review.

1992 Agreement by the Three Services

After the current Australian Service Medal (ASM) was introduced in 1989 the three Services met on several occasions to establish its use as a 'general service medal' for non-warlike service. In 1992 a set of criteria guidelines were established:

[12] In 1980, the British government issued the Rhodesia Medal for use by participating Commonwealth Counties for the operation in Rhodesia.

- Specific exclusions:
    - normal overseas service in diplomatic, representational, exchange, training or Defence cooperation activities, regardless of the hazards associated with that service; and
    - assistance in ADF aid to the civil community, either in Australia or overseas, where that service is integrated with other civilian organisations and any threat does not require the use of uniquely military skills.
- Activities not so excluded be judged against:
    - service not involving warlike service activities in a state of declared war or combat operations against an identified enemy or belligerent;
    - the likelihood of service being conducted overseas;
    - being activities military in nature, utilising military skills and specialist resources according to the area (circumstances) and/or self-protection, rather than an activity involving skills that are available within civilian organisations;
    - involving elements of military threat and hazard;
    - conducted at the direction of Government, rather than an ADF decision alone; and
    - likelihood of the activity being of a prolonged duration of 30 days or more.

Activities could extend to service in Australia which involved the use of military skills where civil powers did not have the capacity to deal with the situation at hand. Consequently, the ASM was not called the Australian *Overseas* Service Medal and could be considered for award in cases where the ADF may be involved in the resolution of a hostile act in Australia or other hazardous occurrences that may be specified as a 'special operation' by the Chief of the Defence Force. In addition, it was considered that the ASM would only be issued for operational service not recognised by another internationally accepted medal such as the UN Service Medal. This did not occur and the ASM is now issued for UN and other service where another foreign medal is issued.

Whilst 'double medalling'[13] may occur under certain circumstances with non-Australian medals, successive Australian government's have maintained a policy that normally only one Australian service medal is issued to recognise a single type of service. Separate

[13] The award of two service medals for the one action.

campaign medals might be considered for a major campaign or conflict, generally at a later date.

1993-1994 Committee of Inquiry into Defence and Defence Related Awards (CIDA)

In 1993 CIDA was established as the first part of a two-stage review of the Australian Honours and Awards system and is possibly the most significant of all reviews dealing with Defence medals. The first stage was a comprehensive review of Defence and Defence-related areas of interest, including the application of existing Australian awards in recognition of service. The second stage was to review the Honours and Awards system and its application to the Australian community generally.

The Terms of Reference were:

- *Examine claims for recognition of categories of service;*
- *Identify any categories of service, including those which involved non-Defence personnel in operational areas, which we considered should be recognised by an Australian medal;*
- *Examine the appropriateness of extending the eligibility of existing awards for such purposes;*
- *Consider the need, if any, to introduce additional awards to recognise service in past defence-related activities of either a warlike or non-warlike nature;*
- *Consider any other relevant matters in relation to defence-related awards; and*
- *Make appropriate recommendations.*

The Committee was not to inquire into gallantry, meritorious or distinguished service for individuals or units for which appropriate award procedures existed or now exist, nor was it to be concerned with entitlements under the Veterans' Entitlements Act.

CIDA handed down its report in March 1994 and among its recommendations was the establishment of a retrospective ASM 1945-75 to recognise service that had otherwise gone unrecognised by an ‘Australian’ medal during the period 1945 to 1975. CIDA considered it inappropriate to use the existing ASM for service prior to 14 February 1975, the date of the introduction of the Australian Honours and Awards system. The ASM 1945-75 was established under the same conditions as the existing ASM.

Significant recommendations made by CIDA which impact this Review were:

- ASM 1945-75 for 90 days service with the British Commonwealth Occupation Forces (BCOF) in Japan from end of World War II in 1945 to 1947.

- ASM 1945-75 for 30 days service in Korea after the armistice 1953-57.

- ASM 1945-75 for 30 days service on the Thai-Malay Border 1961-64.

- ASM 1945-75 for 30 days service at Ubon in Thailand as part of a South East Asian Treaty Organisation agreement 1962-68.

- ASM 1945-75 for 180 days service in Papua New Guinea 1951-1975.

- VM to nurses who conducted medical evacuations but were not posted to a unit in the operational area of Vietnam (against the conditions of the VM warrant).

- VLSM to civilian groups who served in Vietnam such as QANTAS air crews, diplomatic couriers and entertainers who were not under ADF command.

- The establishment of a Civilian Service Medal 1939-45 to recognise members of designated civilian groups which included the Australian Women's Land Army and the Northern Australian Railway, who served in Australia in arduous circumstances in an organisation subject to military-like organisation and conditions of service in support of the war effort between 1939 and 1945.

- A review of the 1989 Australian Government *Guidelines Concerning the Acceptance and Wearing of Foreign Honours and Awards by Australians (Foreign Awards Guidelines)* with a view to liberalising the criteria.

The Government accepted all recommendations with the exception of the National Medal to Officers and Instructors of Cadets. This was rejected on the basis that groups eligible for the medal are uniformed, disciplined services, dedicated to protecting life and property at some hazard to themselves. Officers and Instructors of Cadets do not fall into this category.

Although the recommendations of CIDA satisfied many in the ex-Service community, they created many other anomalies in attempting to solve those which existed or were perceived to exist at the time. As a result, a number of groups and individuals began active lobbying of Members of Parliament. Toward the end of 1995 the Government reviewed some concerns raised and made the following changes in the criteria for the issue of the ASM 1945-75:

- extended recognition for British Commonwealth Occupation Forces (BCOF) service to 1952;

- recognition for service with the Berlin Airlift 1948/49; and

- a review of service in the South West Pacific, immediately following World War II.

Coalition Election Policy 1995

In 1995 the Coalition (then in opposition) instituted its own review of Defence Honours and Awards and in September, the Shadow Minister for Defence Industry, Science and Personnel announced policy resulting from that review. Significant policy statements were:

- ASM 1945-75 Clasp 'FESR' for RAN only service with the Far East Strategic Reserve (FESR) for the period 1955-71;

- issuing of the ASM 1945-75 for warlike service (except Vietnam) in addition to medals already issued between 1945-75;

- an End-of-War List for Vietnam to be established, limited to those whose nominations were recommended at the highest level in Vietnam but downgraded or rejected in Australia;

- recognition of service in PNG backdated to 1945;

- issuing of the 1939-45 Star, for service in the last six months of World War II for less than the required six months eligibility;

- a reduction of eligibility for the Australia Service Medal 1939-45 to 30 days for full-time service and 90 days for part-time service from 18 months and three years respectively;

- the addition of clasps to the VM to denote additional tours of duty; and

- standardisation of the qualifying criteria for the ASM 1945-75 to be no more than 30 days (this has since been extended to the current ASM).

Most of the Coalition's policy was implemented following election to government in 1996, however some elements were either not implemented or amended in light of extant policy. Significantly, as the ASM cannot be issued for warlike service, the Australian Active Service Medal (AASM) 1945-75 was instituted to provide an additional medal for service for warlike service for the period 1945-75, and as a result of lobbying from Vietnam veterans, was extended to that service as well. Given this additional recognition for Vietnam service, the Government decided in 1997 the policy of additional Clasps to the VM for multiple tours would not be implemented.

While the aim of the Coalition's policy was to alleviate the concerns raised by some in the ex-Service, community it created another range of perceived anomalies.

1999-2000 Review of Service Entitlement Anomalies in Respect of South-East Asian Service 1955-1975

In 1999 the Government established the *Review of Service Entitlement Anomalies in Respect of South-East Asian Service 1955-1975* (or 'SEA Review') in an attempt to resolve further outstanding complaints and concerns. Such subjects included:

- Claims that service in other parts of the world under similar conditions to FESR should be recognised, eg. land and air service with the FESR, RAN deployments to the North West Indian Ocean with naval elements from the United Kingdom and United States of America.

- The further extension of the VM for additional medical evacuation sorties into Vietnam from units outside the area, given that CIDA made this extension to nurses serving in Singapore who flew on medical evacuation sorties into Vietnam.

- Criticism from ex-Service organisations that the recommendations of CIDA did not go far enough for recognition of service in Butterworth after cessation of the FESR in 1971, or for service in PNG post 1975.

The Terms of Reference for the SEA Review were:

- *Provide advice about relevant matters that should be taken into account for subsequent assessment by the Government of entitlements to repatriation benefits and service medals flowing from service during this period.*

- *Produce a written report which will have regard to:*

    - *RAAF Ubon in Thailand;*
    - *service with the naval component of the Far East Strategic Reserve (comparing the conditions prescribed for the naval contingent with those personnel from the other two Services);*
    - *RAAF Butterworth in Malaysia;*
    - *service in Malaysia during the period of Confrontation with Indonesia; and*
    - *other service in South-East Asia during the period 1955-75, where prima facie evidence is presented to the review of possible anomalies regarding this service.*

- *Report to the Government by 29 October 1999 (however, due to the volume of submissions received, an extension was approved).*

The SEA Review was submitted in February 2000 and significant recommendations which impact this current Review were:

- a clear policy that the issuing of medals does not carry any entitlement to repatriation benefits;

- RAN service in the FESR during the Malayan Emergency 1955-60 be recognised by the Imperial NGSM Clasp 'Malaya' and AASM 1945-75 with clasp 'Malaya';

- all ADF members be issued the ASM 1945-75 with clasp 'FESR' for service with the FESR rather then RAN alone (due to land and air involvement in other activities in South-East Asia, the Clasp 'SE ASIA' was established for this service rather than using the Clasp 'FESR', however, neither Clasp can be issued together);

- service from 1 August 1960 to 27 May 1963 on the Malay-Thai Border to be upgraded to warlike and the AASM 1945-75 issued;

- service in Ubon Thailand during from 26 June 1965 until 31 August 1968 be upgraded to warlike and the AASM 1945-75 issued;

- RAAF Nurses attached to Aero Medical Evacuation (AME) Teams outside of Vietnam, but flew sorties into the operational area during 1964 to 1973, be issued the VM;

- QANTAS aircrew be "designated civilians" and issued the AASM 1945-75 with clasp 'VIETNAM'; and

- Items outside of the Terms of Reference to be further considered by Defence to include:

    - the ASM for Naval deployments in the Indian Ocean during the Iran/Iraq War;

    - Army Survey tasks Army Survey Teams in Indonesia and South-West Pacific to attract an ASM with appropriate clasp; and

    - service at Butterworth in Malaysia after 1975.

Consistent with the recommendation of the SEA Review that further anomalies be investigated by Defence, the ASM was eventually extended for service on a number of survey operations in Indonesia 1976-81, RAN service with the North West Indian Ocean deployments 1980-86 and service in Butterworth Malaysia 1975-89.

By alleviating some concerns, the accepted recommendations of the SEA Review created other perceived inconsistencies and continued to place further pressure on the Honours

and Awards system. Whilst not being critical of the outcomes themselves, some ex-Service groups and other individuals have cited several as precedent to extend recognition to other activities:

- Extension of the ASM with Clasp 'SE ASIA' to Butterworth as precedent to extend it to PNG after Independence.

- Extension of the ASM for North West Indian Ocean deployments as precedent to extend the medal to a variety of other RAN activities.

- Extension of the VM to AME flights as precedent to extend it for naval service to Vietnam as a replacement for the VLSM (the argument also being that this service has been devalued by its issue to QANTAS pilots and entertainers).

- Extension of the AASM for Rifle Company Butterworth (RCB) service 1971-89 on the basis that the AASM 1945-75 was extended to service in Ubon Thailand during the Vietnam War for service that was not dissimilar to the RCB service.

Most of these issues remain current with those concerned, and have not been resolved to their satisfaction.

2002-2003 Review of Veterans' Entitlements

During 2002-03 the Minister for Veterans' Affairs established an independent review to investigate perceived anomalies in the access to veterans' entitlements and levels of benefits to disability pensioners.

The review related only to benefits under the *Veterans' Entitlements Act 1986* (VEA) and accordingly, did not address submissions relating to medal entitlements but the review offered to refer submissions to the Department of Defence for consideration and reply. The relevant issues raised were:

- upgrading of certain service to be eligible for the AASM rather than the ASM;

- issuing medals to:

    - all who provided service in the ADF,

    - separate recognition for Regular and Reserve service, or

    - a medal restricted to those 'volunteers' for service (which would by definition, exclude National Servicemen);

- issuing the VM for all service in Vietnam from 1962 to 1975;

- issuing a special medal to all who served in Darwin during World War II;
- issuing a medal for RAN service in South Vietnam in 1963;
- issuing a medal for all Totally and Permanently Incapacitated veterans;
- issuing a war widows' medal; and
- a range of issues in relation to medals for UN service.

Although not addressed formally by the review, medals remained a significant focus for many groups and individuals despite the promulgated TOR. None of the accepted recommendations of the review had an impact on medal entitlements.

2004 Review Panel on Vietnam Campaign Recognition for RAAF Service at Ubon, Thailand 25 June 1965 – 31 August 1968

As a result of lobbying from the *RAAF Ubon Recognition and Reunion Group* for the VLSM in addition to the AASM 1945-75 with Clasp 'THAILAND' for service 1965-68 (the accepted recommendation of the SEA Review), the Minister for Defence established a committee in 2004 to review this matter. The lobby group maintained the purpose of the RAAF in Thailand was to provide support to the Vietnam War effort and as a result the VLSM should be issued.

The Minister tasked the review panel to establish whether some additional information presented by the lobby group provided sufficient evidence to amend the regulations governing the issue of the VLSM to cover Ubon service.

Despite a recommendation by the Committee for the VM (not the VLSM) the Minister determined that RAAF Ubon personnel were neither established in, nor operating within the recognised boundaries of the conflict, and therefore not entitled to either the VM or the VLSM. The Ubon Reunion and Recognition Group continue to lobby for the VLSM.

The RAAF Ubon issue is relevant to this current Review in relation to the policy of issuing only one Australian campaign or service medal for a single type of service, except in the case of a major campaign or conflict.

2005 Post-Armistice Korean Service Review

In 2005 as a result of recent lobbying the Government established the *Post-Armistice Korean Service Review*. The lobby group claimed that following the Armistice on 27 July 1953, the Korean War continued as the Armistice was not a Peace Treaty and

therefore service in the area remained warlike or active service. The claim was for the upgrade of ASM 1945-75 with Clasp 'KOREA' to the AASM 1945-75 and the additional issue of the Returned from Active Service Badge (RASB).

The Terms of Reference for the 2005 review were:

- *The Working Party is to investigate, review and report on the level of recognition of Australian service in Korea between 28 July 1953 and 26 August 1957, following the Armistice.*

- *The Working Party is to make specific recommendations concerning the appropriateness of the award of the Australian Active Service Medal 1945-75 with clasp 'Korea' and the Returned from Active Service Badge for this period of service.*

- *The determination of the nature of service during this period is to include the nature of operations and hostilities.*

- *Without being limited by those prescribed, the deliberations and recommendations of the following source references are to be considered in the conduct of the review:*

    - *The 1993/94 Committee into Defence and Defence Related Awards (Gration Review);*

    - *The 2002/03 Independent Review of Veterans' Entitlements (Clarke Review);*

    - *The 1975 Independent Enquiry into the Repatriation System (Toose Report);*

    - *The 2000 Review of Service Entitlement Anomalies in respect of South-East Asian Service 1955-75 (Mohr Report);*

    - *The Mortality Study 2003: Australian Veterans of the Korean War and the 2005 Korean War Veterans Health Study;*

    - *Past and current precedents; and*

    - *Past and current Government policy.*

- *In presenting recommendations, the working party shall include written consideration of the wider implications of suggested changes to current policy.*

- *The Working Party is to consult widely with veterans' organisations, government authorities and other interested parties.*

In summary, it was determined that warlike service was not rendered in post-Armistice Korea and therefore did not merit the issuing of the AASM 1945-75. However, it found that service was sufficiently arduous to merit the creation of a GSM specifically for Korea, plus the RASB.

In responding to the report, the Minister reiterated that the end of the combatant phase of the Korean War was defined by the signing of the Armistice on 27 July 1953. He restated the policy of issuing one Australian military service medal to recognise a single type of service in such circumstances, with the ASM 1945-75 with Clasp 'KOREA' having been authorised for this service. He affirmed that issuing the RASB would be inconsistent with the issue of an accompanying ASM as the RASB is only awarded for warlike service. The Minister also affirmed the ASM 1945-75 (and current ASM) as being a 'GSM' given the governing regulations and use.

The government's response to this review again reinforced the policy of successive governments in relation to 'double medalling' with Australian campaign and service medals.

Rudd Labor Policies

In the lead up to the Federal Election in November 2007, Kevin Rudd outlined a number of medal-related policies. These were:

- *A Rudd Labor Government will form a permanent and independent tribunal to consider issues arising in the area of Defence honours and awards, to take the politics out of medals policy.*

- *This tribunal will constitute seven members appointed by the Minister. For each issue, a three member panel will be formed from the appointed seven members.*

- *The Tribunal's decisions will be binding upon the Government. The Tribunal will have matters referred to it by the Minister. It will also have the power to self initiate investigations if sufficient evidence presents itself.*

- *The Tribunal will be instructed to engage in an investigation of three priority issues, namely:*

    - *Personnel stationed at RAAF Ubon.*
    - *Australian Defence Medal Criteria.*
    - *Merchant Navy, including the US Army Small Ships Sections.*

- *A Rudd Labor Government will also task the Tribunal to investigate other longstanding issues including recognition of:*

- *4RAR personnel who served in Malaysia from 1966-67.*
- *Military Service in Papua New Guinea after 1975.*
- *Service during Operation Solace.*
- *Special Air Service – Counter Terrorist duties.*
- *Peacekeeping Operations since 1975.*
- *Personnel who took part in the evacuation of the Australian Embassy in Saigon.*
- *Entertainers in the Vietnam War who went with US concert parties.*
- *Far East Prisoners of War killed while escaping.*
- *Cadet Instructors.*

- *A Rudd Labor Government will also fully implement the recommendations of the Post Armistice Korean Service Review.*

- *A Rudd Labor Government will continue the review of recognition for service in the Battle of Long Tan.*

- *Labor recognises that there are many more issues in the area of Defence honours and awards. Other matters may be considered in due course.*

- *Labor has a longstanding commitment to conduct an independent review of the gallantry awards and citations made at Long Tan. Labor also remains committed to supporting the award of the GRVN Cross of Gallantry Unit Citation with Palm to D Company 6RAR.*

Impact of Changes and Perceptions Resulting from Past Reviews

The implementation of the CIDA Recommendations, the Coalition Government's service medals policy and the SEA Review have effectively changed Australia's approach to the issuing of Defence service medals. The accepted recommendations and subsequent policies have satisfied some groups and failed others and in some ways have created greater anomalies or inconsistencies. The decisions to create separate service medals (AASM and ASM) and to retrospectively apply the 1945-75 versions has resulted in resentment and distress, and a view by some that the ASM implies 'lesser' service. Current government policy notes there remains significant anxiety and agitation about issues dating back to World War II, Korea and Vietnam. As one former national serviceman remarked in conversation:

> 'It appears each and every change in the area of service medals, often made with the desire to 'right a wrong' or placate an interest group, simply re-energises or awakens other groups with a list of demands. They seem to take fresh heart believing the willingness of the Government to change on one issue means if they lobby long enough, their issue will eventually win through.'[14]

[14] Discussion with a group of former National Servicemen.

SUMMARY

Orders, decorations and medals have been part of the culture of the profession of arms for nearly 2500 years. As they did with most aspects of warfare, the Romans applied organisation, consistency and regulation to their awards systems, although this system disappeared with the collapse of the Roman Empire. The Middle Ages saw a resurgence in awards for military achievement or merit with the formation of orders and other awards by rulers of a number of European states. Napoleon extended the concept of recognition through all levels of the military when he authorised eligibility for the award of the Legion of Merit to all ranks.

The first British campaign medal was awarded to those who fought at Waterloo, and the first GSM using clasps for designated actions, shortly after. Since that time the British Empire and other Commonwealth countries have used either campaign medals or service medals to recognise service by armed forces on operations.

Changes in the British and Australian military awards system have occurred after significant commitment of forces following extended periods of peace. The Crimean War followed nearly 40 years of relative peace and was seen as the first modern conflict. Significant changes occurred as a result including the introduction of a suite of gallantry medals including the VC and the MID. World War I was conflict on a global and industrial scale and, for the first time, multiple campaign medals were awarded including a Victory Medal. World War II extended the concept with campaign medals covering geographic areas (including clasps or devices to highlight certain service or a particular force) and a service medal struck by each Commonwealth country. The formation of the UN saw the introduction of 'international' medals to recognise actions by a group of individuals from contributing countries. The medal for each operation is the same, differentiated by a mission-specific ribbon. The Vietnam conflict continued the tradition of a single campaign medal though the Australian government authorised the acceptance and wearing of a foreign medal from the Republic of Vietnam.

The Australian Honours and Awards system was created in 1975 and matured over the next 25 years of relative peace. During this time, a range of awards were introduced: some direct replacements of medals used under the Imperial system and others quite new in concept. There have been over 45 new medals or changes in the 33 years since 1975, proving the Honours and Awards system has retained its overall integrity yet remained responsive and adaptive to changing views in society. A number of medals have been raised and retrospectively awarded generating public debate and agitation by individuals and specific interest groups for medallic recognition they believed denied to them. This interest has spawned a number of reviews into aspects of awards to the extent that political parties have addressed such issues in their pre-election platforms.

Of the awards established in the Australian Honours and Awards system since 1975, few have been as contentious for the ADF and ex-serving community as the introduction of

separate service medals for warlike and other operations. The introduction of the AASM and ASM in 1988 was an attempt to differentiate between warlike operations and 'non-warlike' or hazardous operations such as peacekeeping. This initiative has created difficulties in application as a number of operations initially declared non-warlike have since been changed retrospectively. Similar instances have occurred with the 1945-1975 versions of the medals when they were awarded retrospectively. Many have viewed the ASM as a lesser award, and highlighted incidents or events during periods of their operational service that, in their opinion, warrant the award of the AASM. There are on-going cases from over 50 years ago and some veterans and widows remain very passionate about specific issues. The on-going administrative and financial costs of dealing with these matters cannot be estimated although they are significant.

The culture and tradition of recognising military achievement and devotion to duty with the award of medals dates back centuries. To some it appears a relic of a bygone age, antiquated or old-fashioned and needing alignment with contemporary 'civilian norms'. The interest, passion and emotion surrounding medallic recognition as evidenced by the range of reviews in the last 15 years, indicates medals remain a topical, relevant and present-day issue in Australian society.

Section Two

Where We Are

CONTEMPORARY SERVICE

> It is the duty of all self-governing Dominions to provide a military force adequate not only to deal promptly with any attempt at invasion, but be able to ensure local safety and public confidence …'
>
> Field Marshal Viscount Kitchener, 1910

> Our purpose is very clear: we are responsible to the Government of Australia for the protection of Australia, our people and our national interests, whenever and wherever those interests lie.
>
> Air Chief Marshal Houston, 2007

Introduction

The key issues confronting those who work in Defence have not changed fundamentally since Federation in 1901. Both Field Marshal Kitchener and Air Chief Marshal Houston understood two key issues. First, that in a representative democracy, military forces are under 'political control', that is the primacy of government, based on popular sovereignty. Second, the tasks that might be allocated to the military are diverse and varied.

Although the strategic relationship between the government and the armed forces remains unchanged, there has been significant transformation in a number of areas since the early 20th Century. The nature of threats, the means by which the country might respond, the composition of the ADF, and the attitudes of Australian society have changed significantly in response to a range of internal and external drivers in the subsequent 106 years. In the first half of last century, Defence progressed though formation of the post-Federation forces and mass mobilisation to fight declared 'industrial wars' followed by demobilisation to small professional forces augmented by Reserves. Since 1946, the Cold War tension was punctuated by undeclared wars, actions known as warlike operations, and some involvement with the UN. The post-Cold War period has seen Australia and other countries involved in operations across the conflict spectrum, sometimes as a 'good global citizen' and at other times, more directly in response to our national interests. Across these periods of operational service, the Navy, Army and Air Force continued the on-going cycle of recruiting, training and preparing to meet the demands of the government of the day, while public servants worked to present advice to relevant ministers and to provide appropriate administration to the forces in accordance with the Defence Act and ministerial direction. While the essential nature of the task facing the men and women led by Air Chief Marshal Houston and Secretary Warner is

similar to those faced by their inaugural predecessors, the nature of service in a range of areas has changed.

The purpose of this section is to understand the nature of service in the Australian Defence Organisation[15] (ADO) in the early 21st century, in the context of medallic recognition and contemporary operations and activities. This requires an understanding of the history of service by Australians, how the traditional service paradigm has evolved, and the circumstances facing ADO personnel in 2008 and future decades.

History of Service - ADF

Australia has maintained military forces since Federation in January 1901 when the Government established the Commonwealth Military Force and Commonwealth Naval Force. In 1911 the existing Commonwealth Naval Force was absorbed by the newly formed Royal Australian Navy. The Army established the Australian Flying Corps in 1912, though the latter was to form the RAAF in 1921. The services were not linked by a single chain of command, as they each reported to their own separate Minister and had separate administrative arrangements.

The underlying attitudes toward military service for most of the 20th century are worth reviewing. The distinction between professional and militia forces, and the difference between defending continental Australia and fighting overseas, were defined by views that became entrenched after Federation. The *Defence Act 1903* was based on the view of an isolated country defended by an army of part-time militia, trained by a small cadre of professional soldiers. Service to the nation in this capacity was seen as a responsibility of society. The Navy (and later the Air Force) relied on permanent rather than part-time personnel, on the basis that reservists were not capable of handling complex and sophisticated equipment, although the part-time members of the Navy outnumbered full-time for most of the first 30 years.[16] There was significant variance in thinking as to whether Australian forces should be involved in 'Empire issues' or only be retained to defend Australia's sovereign territory. This 'tension' did not simply appear at Federation. Similar issues had arisen when colonies deployed volunteer forces to New Zealand in the 1860s and in later decades, Egypt, the Sudan, China and South Africa. The Defence Act continued in this vein by determining militia could not be directed or ordered to serve overseas. This clear delineation of overseas service opposed to service on Australian soil, was established early in Australia's history and remains in evidence today.

This distinction between Australian and overseas service was tested early in the nations history. The government found it difficult to maintain an appropriate number of soldiers having committed the country to war in 1914. An attempt to extend conscription to include overseas service divided the nation and was contentious again in the 1960s when

[15] ADO refers to the Department of Defence and the ADF.
[16] Horner, David 2001, *Making the Australian Defence Force*, Oxford University Press, Melbourne, p. 309

selective conscription was introduced for service in South Vietnam. From 1909 when conscription for part-time service was first introduced, to December 1972 when it last ceased, Australia had a conscription system for 43 of those 63 years.[17] Despite periodic calls for the reintroduction of national service, usually raised in times of high unemployment or as a solution for social or law and order problems with young men, it is unlikely to be introduced in the absence of a war of national survival.

The prevailing attitude to defence for the majority of the 20th century can be summed up by the light-hearted jibe of many a Vietnam national serviceman to his volunteer mate: 'I'm here to do a job, not because I need one'.[18] Australian society rallied in the face of threat, Australian forces fought other armed forces overseas, returning to civilian life when the threat had been defeated. Thousands joined the Services in the full knowledge their training would be put to practical use relatively quickly on war service, fighting an enemy overseas in defence of the national interests, as they were defined, in partnership with 'great and powerful allies', then return to safety in Australia. Medallic recognition was generally finalised when hostilities ceased and included determination of dates and locations of eligibility, principally based on geographic location rather than function. Within the designated area of operations (based on threat assessment), campaign or service medal criteria did not distinguish between staff officer or combat leader, infantryman or engineer, men who flew planes or those repairing them. Institutions such as the Returned and Services League, events such as Remembrance Day, ANZAC Day, and wearing of medals on appropriate occasions loomed large in the Australian consciousness for most of the 20th century.

History of Service - Defence Public Servants

The history of public servants working within the Defence organisation since Federation has been largely low-key and inconspicuous, with some rare exceptions. Most senior public servants worked within the traditional Westminster model summed up in the advice given to Sir Fredrick Shedden by his British mentor, Sir Maurice Hankey, upon the former's appointment as Secretary of Defence:

> 'Adopt a low profile, give advice (but always allocate responsibility to ministers or service chiefs) … hide his own influence to keep his position with successive ministers and Chiefs of Staff.'[19]

Senior military officers such as Monash, Blamey, Sherger, Smith, Cosgrove and Houston remain household names in Australia. This was rarely the case with public servants, Shedden and Sir Arthur Tange two notable exceptions.

The origins of the Department of Defence and its early performance could be judged as inauspicious but, taken in the context of the embryonic Australian 'machinery of

[17] ibid., p. 308
[18] Discussion with group of former National Servicemen.
[19] Andrews, Eric 2001, *The Department of Defence*, Oxford University Press, Melbourne, 2001, p. 102

government', not unusual. The first Secretary, Muirhead Collins, had been Secretary of the Victorian Department of Defence for over a decade when he assumed his new position with a staff of approximately 12.[20] Although Australia was now a political entity, Federation did not imply independence and the government had minimal input into Australian foreign and defence policy. The small Department was required to administer only the Army and Navy, and supervise the allocation and expenditure of the diminutive defence vote.

Strong public service involvement in early defence and strategic policy formulation was not obvious with the views of Major General Sir Edward Hutton and politicians such as Billy Hughes and Alfred Deakin dominating. Toward the end of World War I the Department recognised that a number of competent junior staff needed wide experience to better fit them for work in future conflict. This included Shedden who was commissioned as a Lieutenant in the Pay Corps, worked in London and for two months, in France on the AIF Headquarters and as paymaster with the 4th Division.[21]

Shedden was significant in broadening the role of public servants. In the 1920s after a period of on-going dispute between the services on defence and foreign policy, the government expanded the scope of the Secretary to include '…advice on the politico-strategic basis of policy'. Shedden was sent to Britain and attended the Imperial Defence College with Lieutenant Colonels Squires and Lavarack. Shedden then spent a further two years working in Britain at the War Office and the Australian High Commission. He returned to Australia as the most highly qualified, trained and experienced member of the Department and became Secretary shortly before World War II with his formal influence in defence and security extending another 19 years.

Shedden was instrumental in moving the scope of public servant input from purely finance and administration to include strategic advice at the highest levels. It is also useful to note that when public service and other specialist skills were required in a theatre of war, personnel formally joined the Services, held appropriate rank and were subject to the various constraints and requirements of military law. This entitled them to the award of the relevant service medals to which they would have not been entitled as civilians.[22]

The award of military service medals to civilians has been blurred since the introduction of the VLSM in 1993, and appears to have been based on expediency and unfamiliarity with the precedent. In World War II, service medals were awarded to members of a small number of approved organisations who were full-time uniformed civilians, accredited to the military and came under control of military organisations.[23] The VLSM

[20] ibid., p. 12
[21] ibid., p. 61
[22] By all accounts, Sheddon was proud of his AIF service and his service medals, and was infuriated in the 1920s when a relatively junior officer made disparaging remarks about the nature of his war service.
[23] Dedman, J. 1948, *Summary of the Conditions of Award of the Campaign Stars, the Defence Medal and the War Medal*, p.20

departed from this convention and was issued retrospectively to civilian entertainers, and in addition to the AASM 1945-75, to Qantas pilots and civilian surgical and medical teams that travelled to South Vietnam during the Vietnam War.[24] These decisions have caused significant concern to many veterans and the ex-Service community. The current AASM and ASM have since been issued to other government departmental staff such as Customs, AusAID and the Australian Quarantine and Inspection Staff for service in areas such as Somalia, Cambodia and Bougainville. While the practice is not contrary to the letter of the AASM and ASM Regulations, this liberal interpretation of the use of 'military medals' has been questioned not only by the ex-Service community, but by senior ADF officers.

The Unique Nature of Military Service

While the strict delineation between war and peace, the 'front' and the 'homeland', and ADF personnel and civilians has blurred to varying degrees, the unique nature of the profession of arms continues to set uniformed personnel apart. The uniqueness is reflected in two areas: first, the unlimited liability during the period of service, and second the requirement to kill and if need be, die.

In an employment sense, the ADF is unique in the demands it makes on its personnel. Servicemen and women:

> '...are required to serve when, where and as required, often in the most hazardous of circumstances. They must follow without question the directions of the government, while at the same time demonstrate initiative and originality of thought in the execution of their duties. Hours can be long and irregular. There is no recourse to industrial action.'[25]

In a 21st Century western democratic society where emphasis is placed more on the rights of the individual rather than responsibilities to society, the constraints of the framework described above stand out. In a practical sense, this unlimited liability can place significant stress on ADF personnel and their families as regular moves, postings to locations seen as unattractive by the wider population, unpredictable work hours, and frequent absences conspire against the ADF's ability to retain its people, particularly in a global environment of labour skills shortage.

The issues of killing and dying are as applicable to the profession of arms today as they were to the soldiers of Sparta and Rome.[26] Although technology has changed the way wars are fought, uniformed personnel know that dying is a possibility and they may be ordered into an action where casualties are almost certain. While ADF personnel of

[24] The personnel in these medical teams had no connection to Australia's prosecution of the war as they were in Vietnam under contract to the then Department of the Exterior.
[25] Joint Committee on Foreign Affairs, Defence and Trade, *Personnel Wastage in the Australian Defence Force*, p. 5
[26] Hackett, General Sir John 1983, *The Profession of Arms*, Book Club Associates, London, p.15

today are unlikely to face the 'survival odds' confronting World War II Bomber Command crews or those soldiers in the 1st AIF, mission achievement will usually mean risk of casualties. While the cause for which the ADF fights may be just, legal and supported by the nation, the means of prevailing are often brutal. Servicemen and women do not join the ADF to kill, but they can only be successful if they are collectively trained, ready and able to do so as effectively as possible. This can be through the intimate business of close combat, or at a distance with a missile or torpedo. Not everyone is involved directly but everyone has a part to play. For that reason, over the centuries, military organisations have developed mechanisms for ensuring personnel are effective on the battlefield but still function as a citizen of that society. Esprit de Corps (pride in unit, ship, corps, mustering and service) uniforms, colours and guidons, theatre and battle honours are essential while serving but are left behind upon departure from the forces. Medals are a permanent and tangible reminder of service that remains with the individual. As one middle-aged retired serviceman remarked:

> 'I appreciate my medals more now than I did when I was awarded them as a young man. I've come to realise they will outlive me and be a reminder to my children and grandchildren of the service I provided to the country.'[27]

The Australian Defence Organisation Today

> 'From 1973 until 1999, Defence lived a relatively quiet existence. We undertook a number of operations, … most were peacekeeping … but they were generally predictable, optional (and) uncontroversial, with plenty of planning time.'
>
> Ric Smith, 2006[28]

A previous Secretary of Defence, Ric Smith, spoke about three operational phases since World War II. The first phase 1945 to 1973 encompassed busy years for the three services and the various defence departments. The operational lessons learnt from World War II were still fresh in the minds of individuals and organisations, and applied and updated during Korea, Borneo, Malaya and Vietnam. The second phase was relatively quiet and by the time Australia deployed forces to East Timor in September 1999, much of the knowledge that had been part of the 'organisational DNA' had been forgotten. During this phase, the Australian Honours and Awards system was introduced and developed in an environment that was essentially peaceful.

The deployment to East Timor marked the beginning of the third phase which continues to this day. Since September 1999 Australia has deployed nearly 100,000 Defence personnel on 32 discrete operations. While the nation is not involved in a war of national survival, the tempo, extent of global involvement and activities across the spectrum of conflict means this period is arguably the busiest and most complex since World War II.

[27] Discussion with group of former National Servicemen.
[28] Smith, R. 2006, *Change in Defence*, Address to the Lowy Institute, 13 November 2006, p. 2

The nature of conflict has changed significantly in recent years. The large industrial wars of the 20th Century were (unintentionally) summarised in the Weinberger Doctrine: fight only for vital interests, fight only to win, fight only as a last resort, fight with overwhelming force and finish it quickly.[29] In the 21st Century military forces are not only used for 'hard' military or 'softer' peacekeeping objectives, they are often seen as the 'organisation of choice' for rapid and effective humanitarian response. Servicemen and women have become unofficial ambassadors for Australia with relatively junior personnel able to exercise profound effects at a political strategic level.

One clear development in this new phase has been the maturing of whole-of-government or 'inter-agency' operations where a range of national capabilities are brought to bear, usually within a wider construct of a multi-national coalition. These capabilities have been provided by a range of organisations including AusAID, Customs, Police, Foreign Affairs, Treasury, contractors and in the future, may include Education, Transport and other Government Departments contributing to stabilisation and nation building. Civilians are part of the national response and include Australian Public Servants (APS) from a range of Federal and State agencies, Defence APS, and Defence Employees (which may include contractors). In some cases, Defence is not the lead agency adding an additional dimension to the employment of the troops involved. This additional complexity extends to operations within Australia such as OP RESOLUTE (and its predecessor operations), RELEX, DELUGE, and a range of other operations where support to governments, both Federal and State, is required.

The complex environment is summed up by one of Australia's recent Joint Task Force Commanders, leading an intervention force in the immediate region:

> 'There are layers of complexity. We came into a society on the brink of civil war. Although the ethnic divisions were very emotive to the locals, there was no visible distinction in our eyes. We had a very complex human terrain, with gangs, ethnic groups, mutinous soldiers and police alongside those who considered themselves loyal to the Government. Overlaying that, we had a potential humanitarian disaster with large numbers of people seeking refuge in temporary camps. Every incident had the footloose global media on hand to scrutinise our handling of it. While we did not have a lethal conventional enemy, there was a period when it was conceivable we could face formed bodies of police or soldiers in complex urban terrain.'[30]

The nature of any conflict can move rapidly and unexpectedly across the spectrum of conflict making Nature of Service (NOS) Declarations of a particular category of service meaningless. The subsequent award of a service medal tied to a category (AASM to

[29] Evans, G. and J. Newnham 1998, *The Penguin Dictionary of International Relations*, Penguin Books, London, p. 563

[30] Hutcheson, J. 2007, *Army Operations in East Timor and Solomon Islands*, Australian Army Journal, Vol IV, Number 2, p. 97.

warlike, ASM to non-warlike and no medal for 'peace') becomes contentious, as seen by the number of reviews and correspondence on the matter.

The other contemporary development involves the ability to apply lethal force using stand-off or remote weapon systems from a safe location. A recent example cited US service personnel flying armed unmanned aerial vehicles remotely in Middle Eastern theatres, from the safety of mainland USA. The controllers of these weapon systems are capable of applying lethal force in accordance with determined rules of engagement. However, the operators are not in a 'war zone' or designated area of operations, work to shift rosters and go about their normal routine of family and social life when not on duty. While under no direct combat threat, experience shows they are under immense pressure as they try to deal psychologically with the experience. As one Australian officer remarked:

> 'One moment they're taking out a target in Iraq at what appears to be quite close range. Then 30 minutes later, they've finished their shift, driven home and are helping the kids with homework. Should they receive a medal of some sort? Certainly the psychological threat they're under is significant.'

In one sense this is an extension of the evolution in the use of sophisticated weapon systems. During the Crimean War, when artillery first operated in the indirect role rather than 'over open sights' alongside infantry, some 'old hands' anecdotally argued they should not be awarded the Crimea Campaign Medal as they had not been on the 'field of battle'. The issue continues to challenge the traditional geographic model of service medal eligibility.

Recognition. The Review Panel and the majority of stakeholders understand there are a variety of 'recognition tools' available to leaders in the ADF. A number of commanders at ranks O-7, O-6 and O-5 make use of certificates of commendation and present them formally. Nevertheless, this Review is focused on medallic recognition and approved Commendations for Service defined in DI (G) Pers 31-2. The coverage of formal Honours, Awards and Commendations across the categories of service is:

- **Warlike Service.** The suite of Gallantry and Distinguished Service Decorations, Order of Australia (Military Divisions), AASM and Campaign Medals if appropriate, recognise the deployment of ADF personnel.

- **Non-warlike Service**. The Order of Australia, Conspicuous Service Decorations, and the ASM recognise the deployment of ADF personnel.

- **Peacetime Service**. Similar to non-warlike service but normally no service medal is awarded.

Commendations may be awarded for all types of service. The suitability of these arrangements was canvassed during the stakeholder engagement process.

Nature of Service Declaration

The process of Nature of Service (NOS) Declaration determines the type of service, Conditions of Service and service medals, and therefore, an understanding and brief analysis of the system is necessary. The Review Panel noted the process is currently under separate review, and had a number of useful discussions with the NOS Review Team.

The NOS Declaration expresses the extent to which ADF personnel, deployed on authorised military operations, are likely to be exposed to the risk of harm as a consequence of executing their assigned mission and tasks. The NOS Declaration enables the conditions of service for operational deployments to be provided in an equitable and consistent manner. The current method of NOS Declaration was introduced in a 1993 Government decision and has been used continuously since that date. The basis for the declaration is the concept of exposure to the risk of harm arising out of the need to confront or react to hostile forces or belligerent elements while deployed on military operations in defence of the nation and its security interests.

All operations are classified as warlike, non-warlike or peacetime service. In determining the classification a number of factors are taken into account including:

- Mission and tasks.
- Rules of Engagement.
- Military Threat Assessment (MTA).

These factors help in determining if the use of force is authorised to achieve the mission and the extent to which casualties are expected. Once categorised, an agreed suite of entitlements is granted to those involved. These include Department of Veterans' Affairs (DVA) entitlements, tax concessions, additional leave, deployment allowance and service medals. The following issues are pertinent to this Review:

- The NOS Declaration process is under review.
- The uniform practice of excluding all peacetime service operations from the award of a service medal is overly restrictive.
- The categorisation of 'medals' as a Condition of Service is strictly correct. Nevertheless many ADF members confuse financial and non-financial Conditions of Service. This situation needs to be addressed.
- The linking of medals to a NOS Declaration needs to be severed.

RESULTS OF THE STAKEHOLDER ENGAGEMENT PHASE

> Crikey Sir, I'm looking forward to today. Up diddly up, down diddly down, whoops, poop, twiddly dee - decent scrap with the fiendish Red Baron - bit of a jolly old crash landing behind enemy lines - capture, torture, escape, and then back home in time for tea and medals....
>
> Lieutenant The Honourable George Colthurst St.Bartleigh, MC, 1917
> *(Blackadder Goes Forth)*

Given the reasonable level of knowledge and awareness of the Honours and Awards system by the Review Panel members, the initial phase of the review consisted of a detailed Stakeholder engagement activity. The purpose of this activity was to understand the views, opinions and expectations held by various Stakeholders about Honours, Awards and Commendations that could be classified under the specific title of 'Defence'. During this consultation phase, the Review Panel spoke to and heard the views of a significant number of people within the ADO. These included Service Chiefs, senior officers and APS in Canberra, Personnel policy staff in the three services and the Personnel Executive, the Environmental Commanders and staffs, First Year Cadets and Midshipmen at ADFA, a number of one-star commanders in all three services, reservists and contractors, and sailors, soldiers and airmen of every rank and in most major bases around Australia. The Review Panel also sought the views of ex-Service organisations, Police, AusAID, Department of the Prime Minister and Cabinet, the Honours Secretariat, Rotary and the Scouting Association.

The largest group canvassed consisted of servicemen and women within the ADF. While the tongue-in-cheek excerpt from the *Blackadder* television series poked fun at the archetypal British subaltern, some underlying elements of his character - enthusiasm, a sense of adventure, the desire to put training into action, and the importance of medallic recognition - are strongly in evidence among serving men and women today.

The two Stakeholder groups not covered in detail were the general community, and the Ministers and Parliamentary Secretaries involved in the Defence Portfolio. The Australian Federal Election called in November 2007 curtailed discussion with the relevant government Ministers. Minister Billson was contacted at his Electoral Office in Melbourne but was unable to allocate time during the election campaign to discuss the matter.

Forming a legitimate and sound opinion on the views and recognition expectations of the Australian community was identified as being beyond the resources and time available to the Panel. The task would have required the formulation of a range of survey questions and the engagement of a marketing research company using a variety of mediums such as

door-to-door and telephone interviews, and email/internet surveys conducted across a range of locations in Australia, which time prohibited.

Once Stakeholders had been identified, an Engagement Program was planned and the Review Panel conducted a wide range of interviews, workshops, presentations and focus groups across the country. A full list of personnel and organisations engaged is at Annex B.

Key Findings

Defence Honours, Awards and Commendations can be compared to a 'system' or architecture, with a range of sub-systems or components. Few people, if any, interact with every component of the system however the outputs or effects of the system are seen by all. Sub-optimal aspects can be tolerated or 'covered' by ad hoc work-arounds and this results in satisfactory outputs for a brief period. Nevertheless, when the system is placed under pressure, deficiencies are generally highlighted. The Australian Honours and Awards system was created at the start of a 26 year period of relative peace, and evolved and developed with a range of policies and processes over this time. Since 1999 the Defence Honours, Awards and Commendations system has been placed under pressure from a significant increase in operational tempo. In the view of many who interact with the current system at a variety of levels, it is not producing the outputs and effects that were originally intended.

The Review Panel found that the topic generated great interest and passion across all stakeholder groups, particularly those serving in the ADF. Notwithstanding this interest, the Panel found most had a low to very low level of knowledge about all aspects of Defence Honours, Awards and Commendations specifically, and the Australian Honours and Awards system more generally. Overall, a large majority of people expressed dissatisfaction with various elements of the system to an extent that the Review Panel concluded the system is not meeting the full expectations of Stakeholders, particularly the majority of ADF members.

Senior ADF Officers

The Panel interviewed a number of senior Star Rank ADF officers covering appointments from VCDF to Formation and Force Element Group Commanders. The overall impression was that senior officers were attempting to balance contemporary recognition expectations of subordinates with an apparent desire to safeguard or maintain the 'prestigious nature' of the awards. Some opinions and views worthy of emphasis are:

- **Service Headquarters**. The Service Chiefs, Deputies and senior Personnel staff officers were generally critical of the paucity of nominations for Awards and Commendations (quality and quantity) being presented to Service Headquarters for consideration. Two Service Chiefs also raised the issue of an award, other than

Honourary awards from the Order of Australia, that could be made by them to foreign counterparts as part of the maintenance of bilateral relationships.

- **Majority of Senior Officers**. The system is viewed as basically sound although given some changes in expectations and the nature of conflict, 'gaps' and process problems have arisen which need to be addressed.

- **Majority of One Star Commanders**. Most considered that processing nominations to a successful conclusion was significantly difficult given the number of 'gates' to be navigated, and this stovepipe process needed overhaul.[31]

- **Significant Majority (One and Two Star)**. Most considered the feedback system on the progress of nominations to be sub-optimal.[32]

- **Majority**. Most considered that if Defence APS were serving with a designated Joint Task Force or task group on an operation or activity where ADF personnel were recognised with a service or campaign medal, some form of medallic recognition was appropriate. Nevertheless, the significant majority of those who favoured such recognition also felt strongly the medal should be different to that awarded to the ADF member. This would visibly differentiate the military component and recognise the unique nature of the profession of arms.

- Other points raised during discussions with senior ADF officers included:

    - The ability to recognise commendable performance by personnel on warlike operations when not 'in action' is limited. The Commendation for Distinguished Service is available, but not considered appropriate if the performance was particularly noteworthy.[33] The Order of Australia is available although restricted if the person is already appointed to the Order. For example, an officer who is a Member of the Order of Australia may perform meritorious service as the National Commander of a force deployed on warlike operations. He may not have tactical command of those forces and not be involved in 'commanding and leading in action'. Nevertheless, his performance has been critical to the success of the operation. At present, the medallic options open for recognition are advancement to Officer of the Order of Australia (AO) or a Commendation for Distinguished Service. The difference between the two is best shown by noting there are 32 awards or medals on the Australian Order of Wear between the AO and the Commendation for Distinguished Service.

[31] This was a particularly strong view in Army.
[32] This has been a significant criticism of the process from commanders at all levels from LT(E) to MAJGEN(E).
[33] The Commendation for Distinguished Service is the lowest in the Order of Wear precedence.

- The current restriction on including service from warlike operations in a citation for sustained superior performance across a range of appointments is disadvantaging ADF members. For example, a Warrant Officer may be posted to a ship or unit. After 12 months commendable performance, he is posted to a position in the Middle East for a six month tour where again he performs to an impressive standard. At the conclusion of his service in the Middle East he returns to his original unit and posting, but now acts at a higher level due to other absences in the unit. Each individual component of his performance may not be judged to warrant medallic recognition, however the sum of his performance over that time might warrant a nomination for an OAM or CSM. Under current Defence protocols, the Conspicuous Service Decorations are limited to a single posting, and warlike service cannot be combined with non-warlike and peacetime service on the same citation.

- COSC recently agreed that nominations for awards and commendations for personnel on operations (warlike, non-warlike and peace) would be raised and processed through Joint Operations Command and CJOPS. The Services in accepting this change were firm that consultation with the relevant Service would be essential for a number of reasons including but not restricted to visibility by the parent Service ensuring no conflict with other nominations or administrative actions that might result in embarrassment to the individual, the service or the ADF.

Senior APS Personnel within the Department

The Panel interviewed a number of senior APS staff from Band One to Band Three level. Some were relatively new to Defence while others had spent their whole career within the Department. The primary focus of discussion was the question of medallic recognition (service and campaign medals) for Defence APS personnel. Most were ambivalent about medallic recognition for members of the APS feeling that some sort of recognition was appropriate, but uncertain about the appropriateness of medals. They cited the lack of a precedent and one remarked it was inimical to the APS culture. Those senior APS staff who worked more closely with the ADF or supervised APS personnel deployed on operations were more inclined toward medallic recognition. Additionally, some were critical of the general APS culture and attitude toward public recognition, saying ‘the APS could learn much from the ADF in this regard’. This attitude flowed through to supporting an integrated ADO Commendation system, rather than the two systems described in the DI (G)s and Defence Circulars, whereby awarding authorities could be expanded and a greater level of consistency and equality instituted.

Defence APS

Defence APS personnel were not excluded from any general presentation or workshop conducted by the Review Panel. In some cases, specific focus groups were conducted and this included a group of APS staff who had joined the Department within the last 12

months. The following points of feedback are pertinent when reviewing Defence APS feedback:

- There was no discernible difference in view or opinion whether APS staff were Canberra or regionally based, or were new to the Department or been employed for some time.

- There was considerable difference in opinion on the basis of uniformed service. Those APS staff with previous military experience, are members of the Reserve or had actually deployed on operations, felt strongly that medallic recognition was appropriate.[34] Those who had a military link were of the view that recognition should be the same as ADF members. APS staff who had no link tended to ambivalence or in a number of cases stated that 'medals are for the military, not public servants'.

Other Government Agencies

Discussions and interviews were held with a range of government organisations, departments and agencies with which the ADO interacts regularly. These included 'policy agencies' (PM&C) and 'delivery agencies' (AFP, AusAID) that deploy personnel to areas designated as operational theatres:

- **Department of the Prime Minister and Cabinet**. The Review Panel had two discussions with the staff at the Awards and Culture Branch at Department of the Prime Minister and Cabinet who displayed a keen interest in the review and its possible outcomes, and how they might impact generally on the national system. The discussions were general in nature and while the Panel found a generally conservative attitude to any change to the Australian Honours and Awards system, particularly any additional medals for the ADF, they were, nonetheless, of assistance to the panel in its deliberations.

- **Honours Secretariat, Government House**. The Review Panel had one discussion with the staff at the Honours Secretariat who also displayed a keen interest in the review. Their views were generally consistent with those of the Awards and Culture Branch at Department of the Prime Minister and Cabinet and also of assistance to the panel.

- **AusAID**. AusAID has considerable experience and tradition in placing staff in arduous overseas environments, often in locations the ADF has designated as an area of operation or theatre. A number of AusAID staff have been awarded the HOSM for a range of activities. The HOSM can be awarded to Australians who

[34] In a number of cases APS staff that had deployed on operations and not received medallic recognition have forwarded submissions to the Review Panel, and had previously forwarded submissions to Defence Honours and Awards presenting a case for medallic recognition.

perform humanitarian work in perilous overseas settings. This may include non-government organisations such as CARE Australia, individual Australians working with a United Nations operation or other humanitarian organisations. The individuals interviewed expressed some concern about the HOSM being issued to Defence APS staff deployed on operations where their work was not directly humanitarian related (eg Defence Scientists or Analysts). They did not oppose medallic recognition for Defence civilians on operations but felt something other than the HOSM would be more appropriate.

- **Australian Federal Police**. The AFP does not have the long-standing culture of medallic recognition, although the panel noted the recent growth in a suite of medals issued and managed by the various Police Commissioners (or their equivalents). The issue of increasing frequency of the deployment of AFP and other police contingents was discussed briefly, and the AFP representative indicated they would continue to monitor ADF progress in this policy area.

In comparison with the civilian population, some within the Australia Public Service state openly that military personnel are 'over awarded'. They point to the advancement to the Companion of the Order of Australia (AC) of an operational commander and compare that with the many years of service by a head of a Public Service agency receiving a similar or lesser award. The Order of Australia is divided into general and military divisions for appropriate reasons, and they have different quotas and ribbons. The responsibilities assumed by a Force Commander are broader in scope than a government agency head, and includes the unique authority that lies with a military command.

Interest Groups

Organisations such as the Returned and Services League (RSL), the Australian Defence Association (ADA) and the Australian Peacekeepers and Peacemakers Veterans Association (APPVA) can be classified as 'Defence Interest Groups' relevant to the issues of this Review. They consist almost exclusively of former ADF personnel and generally take a strong interest in Honours and Awards mainly because of the impact on their members.[35]

RSL. The interview with the National President of the RSL was useful and informative. The President described the RSL as a 'broad church' with nearly 200,000 members, the majority of whom are former and serving ADF members.[36] Members span a range of service and conflicts from the 1930s to the present day, and a wide range and diversity of views are resident in the organisation. Nevertheless, the President was able to articulate what he felt to be commonly held opinions on a range of issues relevant to the Review, including:

[35] The ADA's membership includes many who have no formal link with the ADF, however the only full-time employee, the Executive Director, is a former Army Officer.
[36] RSL National Annual Report, 2006, p. 21.

- **Change**. The President recognised the need for the Honours and Awards system to remain relevant to contemporary service and the present group of servicemen and women, but felt that change needed to be gradual.

- **Gallantry and Distinguished Service Decorations**. He was pleased the quotas for this suite of awards had ceased. This practice was acknowledged to have caused significant friction in the past and was not reflective of the unpredictable nature of modern conflict.

- **Distinguished Service Decorations**. He felt the 'in action' qualifying criteria should not be relaxed and the members of the RSL placed great weight on the importance on being 'under fire or under conditions equivalent'. If the nature of current conflict required recognition of meritorious service on warlike operations, he agreed another award should be raised, although subordinate to awards recognising service 'in action'.

- **Campaign Medals**. The current practice of awarding both a Campaign Medal and Service Medal clasp for some operations was believed not warranted (East Timor, Iraq and Afghanistan). The President acknowledged contradictions in the views of a number of RSL members who fought in the Vietnam conflict and were awarded a Service Medal, a Campaign Medal and a foreign award after a general 12-month service tour (the campaign medal being awarded after six months service). Nevertheless, he felt the traditional practice of awarding a clasp to a Service Medal for relatively minor operations (in size, scope or duration) or a Campaign Medal for a significant operation, action or war, more appropriate.

- **Foreign and State Awards**. The President was happy with current processes and rules for the wearing of foreign and state awards.

- **Recognition of Civilian Service**. He was not in favour of medallic recognition for civilians on operations, but if implemented, felt strongly that recognition should be visibly distinct from any military medal.

ADA. The ADA has a focus on wider national security issues that extend beyond Defence and the ADF. However, the Executive Director's views were broadly in line with those articulated by the RSL.

APPVA. The APPVA represents a significant group of servicemen and women, many still serving, whose experience of conflict represents a more contemporary experience of conflict. The Association's website advertises a range of interests including 'Reviewing a range of medal anomalies in the ADF, with a view for Australian Operational Campaign and Australian Peacekeeper Medals'. The Association had a number of specific issues relating to recognition of various operations and service, and Defence

Honours and Awards staff were familiar with the issues. Of note, the President of APPVA did not favour medallic recognition of civilians for operational service when 'a significant number of servicemen and women have been denied appropriate medallic recognition for their service'.

Ex-Service Associations. A number of ex-Service associations forwarded submissions, generally focused on specific issues pertaining to the service of their members. These submissions generally reiterated case arguments relating to campaign or service medal entitlements and in all cases, the issues were not new to the Defence Honours and Awards staff. In almost all cases, the concerns revolved around a Nature of Service declaration that limited or excluded the award of certain service medals. The list of groups from which submissions were received is at Annex C.

Rotary and Scouts Australia. Discussions were held with representatives of Rotary and Scouts Australia, two respected community organisations with no formal link or interest in Defence matters. In both cases, the representatives had previous military experience (one from the British Armed Forces) that influenced their views and opinions on medallic recognition. Their views were generally conservative, opposing what they saw as the wider proliferation of medals and questioning the use of the medals system for nursing, shooting and long service.

Written Submissions

Nearly 500 formal submissions were received by the Review Panel. A summary of the issues is at Annex D and a list of contributors is at Annex E.

Serving Members of the ADF

Servicemen and women of the ADF formed the largest group of Stakeholders. During the period involved, the Review Panel visited most major military bases and had the opportunity to hear the views of over 1,500 personnel on issues from the Terms of Reference and other matters arising during sessions. While the Panel cannot represent the views of the entire ADF, the prevailing thoughts on medallic recognition expectations and opinions of the current Defence Honours, Awards and Commendations system are presented accurately in this Report.

The Panel found ADF members to be:

- uniformly interested, passionate, forthright and articulate in their views;

- generally dissatisfied with a component or components of the system that led to dissatisfaction of desired outcomes;

- poorly informed and lacking in knowledge of the Honours and Awards system generally and the Defence Honours, Awards and Commendations system more specifically.

Focus of Interaction with Review Panel. The administration and details of Gallantry Decorations were not raised by any ADF personnel during the engagement phase. When pressed by facilitators, the prevailing view was that valour, gallantry or bravery was relatively 'easy to measure' and the suite of awards from Victoria Cross through to the Commendation for Gallantry and Commendations for Service allowed adequate coverage. Some issues regarding Long Service Medals were raised, particularly by former full-time personnel who were now Active Reservists, however the main focus revolved around the award of the Order of Australia series, the Conspicuous Service Decorations, Campaign and Service Medals, and Commendations.

Attitude. There is universal agreement that the culture and practice of awarding medals and commendations to recognise a range of service and achievement is an essential part of the military culture and as relevant to the 21st Century as it was in previous centuries.

Inherent Tensions. Notwithstanding the overwhelming support for the culture and practice of medallic recognition, discussion was often beset and underpinned with a variety of inherent tensions and contradictions. Some of the more frequent were:

- ADF members do not want to look 'too American' but the underlying view is 'more [medallic recognition] is good', and they strongly value recognition that involves uniform embellishments.

- They do not feel personnel should be recognised for 'just doing their job', but feel strongly junior ranks are under-represented (and by extension, should be recognised).

- Junior NCOs and officers firmly feel junior ranks need greater recognition, but are uneasy about nominating individuals, as such action could be perceived by other group members as undermining team cohesion.

- Personnel in units and some formations and Force Element Groups feel the process for nominating is unwieldy, has too many 'filters and gates', provides little or no feedback and results in those who are most deserving not being recognised. Conversely, Service Headquarters are critical of the paucity of nominations, both in quality and quantity.

- All ranks agree passionately that honours and awards are important, but senior Commanders feel they often have to 'pump prime' the system because of a scarcity of nominations from O-5, O-4 level commanders who, by implication, are not placing sufficient priority on raising nominations.

Individual versus Group Recognition. A characteristic of the Honours, Awards and Commendations system identified in an early workshop was the dearth of opportunities to recognise group or team performance. As one participant observed, 'we train, deploy and fight in teams, but the overwhelming majority of awards available are for individuals'. There appears to be a scarcity of unit/group commendations, despite relevant delegates being authorised to award such commendations.

Junior Ranks – Officers and ORs. There were two strongly held views by the overwhelming majority of junior ranks, both officers and ORs. First, they feel disconnected from and disenchanted with the Honours system; and second, they perceive senior ranks (officers and ORs) are rewarded for 'just doing their job'. This view was widely held and came out clearly when focus groups were restricted to rank bands rather than 'all ranks' sessions. In many cases, the Panel was surprised by the depth of feeling and the candor and frankness with which that view was expressed and specific examples given.

Nomination Processes. The overwhelming observation was that the nomination system is complex, slow, lacking in guidance, inconsistently applied, personality-dependent, lacking transparency, and not producing 'fair' or representative results. The multiple number of 'filters' were described as failing to value-add with non-existent or ad-hoc feedback systems consistently criticised.[37] A number of rank levels complained nominations submitted had been rejected or downgraded with no feedback as to the reason. There appears to be no transparent system for:

- junior ranks, other than annual reports held by OR Career Management agencies, whereby sustained performance over a number of postings can be recorded, noted and acted upon for medallic recognition;[38]

- recording unsuccessful nominations over a period of time that would indicate sustained high achievement or performance;

- formal feedback whereby units and/or nominating officers are informed of the outcomes or progress of a nomination (particularly important when the nomination is unsuccessful);

[37] There is a significant difference in levels of consideration depending on the member's posting. A nomination for an officer in a service headquarters faces four levels of review; the service HQ board, Service Chief and CDF scrutiny, and the Honours and Awards Secretariat. A Major in a subunit in a Brigade wishing to nominate a Corporal has eight levels of review. Anecdotally, very few awards endorsed by the Service Chief are rejected.

[38] More senior ranks tend to be monitored effectively, though informally, given the smaller numbers and other identifiable 'gates' such as promotion boards, staff college and defence college selection, command and representative appointments, and demanding staff appointments.

- nominating officers being able to indicate, that in the event of unsuccessful consideration, the member be considered for a lesser award or commendation, or the nomination be returned to the nominating officer/unit for resubmission at a following board after further consideration; and

- educating, training or providing guidance on conducting an Honours and Awards Board, at any level.

Nature of Service Declaration System. The majority of personnel had little or no understanding of the NOS Declaration process and the impact those decisions had on medallic recognition through the classification of service as warlike, non-warlike or peace. Those more senior personnel who had an understanding of the processes were generally critical of the apparent rigidity and inconsistency in service determinations. While the NOS system is outside the scope of this review, the Panel is conscious of both the constraints applied by the current process to medallic recognition, and the review presently underway elsewhere in Defence.

Medallic Recognition - Warlike/Non-warlike Service. The flow-on from NOS Declaration concerns has an impact on medals. Those whose service had been classified non-warlike had been awarded the ASM. A number related stories of actions and incidents that occurred at some time during their non-warlike service that, in their view, was warlike in nature. Many expressed dissatisfaction with the ASM for not adequately reflecting the nature of the conflict or operation. While the Review Panel is conscious that veteran entitlements also flow from the Declaration, this was not raised at any time with the Panel. The prime concern was recognition of service and the feeling that the ASM 'down played' their contribution or the danger faced.

Medallic Recognition – Peacetime Service. Much of the dissatisfaction emanating from operations such as RELEX, RESOLUTE, SUMATRA ASSIST, and PAKISTAN ASSIST, stems from lack of medallic recognition. The majority of those involved felt strongly that these operations warranted recognition though only a small minority favoured clasps to the ADM, preferring a separate medal. The Panel notes a number of precedents where the current ASM has been awarded for service classified as 'peace'. These include clasps for 'SPECIAL OPS', 'MIDDLE EAST', 'IRIAN JAYA' and 'SE ASIA'. Service members and other stakeholders see this as examples of inconsistent application of these policies.

Distinction between Operational and Peacetime Awards. At present, the Order of Australia and the Conspicuous Service Decorations can be awarded for some operations and peacetime service. A small number of personnel sought the ability to differentiate between an award for service on operations and peacetime service. Likewise, there is no ability to differentiate between ADF Commendations for peacetime service, and those ADF Commendations awarded for service on operations.[39]

[39] There are presently 15 officers at two, three and four star level able to award ADF Commendations.

Wearing of Foreign or State Awards. There were three main issues covering the wearing of foreign awards:

- **Foreign Awards – Equivalency**. The overwhelming majority felt the ADF should have a more flexible attitude to the wearing of foreign awards. Junior ranks particularly feel that if medals are awarded, even if not covered under the 'equivalency' protocol, they should be able to be worn. An example is the US Army Commendation Medal (each US service has its own Commendation Medal).

- **Approval Process**. For those awards covered under the equivalency protocol, a 'one size fits all' process applies to the process of approving the wearing of foreign awards. This was felt to be unnecessary, particularly when certain awards are well known and their award in some numbers can be anticipated. An example is the Bronze Star and Meritorious Service Medal. An abbreviated process with an ADF delegate was seen as appropriate.

- **State Awards**. While not a common issue, a number of servicemen and women had been awarded state or territory medals, most recently after the ACT Bushfires of 2003. Additionally, there is an example of a Reserve Military Policeman who had been awarded the Victorian Police Commissioner's highest award for bravery. He was not allowed to wear this on his Army uniform however redressed the decision and has since been authorised to wear the medal on the right breast.

Civilian Recognition – Service or Campaign Medals. The majority of ADF personnel support medallic recognition for Defence civilians on operations, if they are formally part of the JTF, Task Group or team. The overwhelming military view is a civilian medal should look different to the ADF medal; they 'favour recognition but want the ability to differentiate on ANZAC Day'. It was noted a precedent exists for separate recognition for civilians with the Civilian Service Medal 1939-45.

Definition of 'In Action'. The definition of 'in action' as it applies to the DSC and DSM causes some difficulty. The DSC recognises 'distinguished command and leadership in action', the DSM recognises 'distinguished leadership in action', and the Commendation recognises 'distinguished performance of duties in warlike operations'. In 1996, the meaning of 'in action' was limited to *'acts in the course of armed combat or actual operations against an enemy'*. [40] There appears to have been inconsistent application of the definition in some cases and Stakeholders reinforced the importance of personal involvement in direct combat in maintaining the prestige of these awards. Some personnel pointed out specific examples where, in their opinion, the DSC was awarded inappropriately to officers who were not directly commanding forces in the course of armed combat. In discussing this issue with a number of senior officers, some

[40] This was done as part of an amendment to Gallantry Award Regulations.

acknowledged there had been a somewhat liberal view taken to the definition of in action because of the lack of other options.

Immediate Awards. The Defence Policy for operational awards allows a Joint Task Force Commander the delegated authority to make immediate awards. This is seen by some as positive, contributing significantly to the morale of the force if the appropriate occasion arose whereby the authority was exercised. Nevertheless, given the sophisticated communications systems available to contemporary commanders, and the ability to communicate in voice, image and data almost instantaneously across the globe, others did not see a need for this delegation.

Number of Service Medals/Campaign Medals. The apparent inconsistency in the number of service and campaign medals for certain operations (Somalia, Bougainville, Solomon Islands – 1, Iraq, Timor – 2, Afghanistan – 3) does not appear to be an issue for the most serving ADF members. The commonly stated view was 'if you happen to be on the operation that gets three, good luck to you'. [41]

Recognition of Lengthy Service in the same Area of Operations. At present, there is nothing to recognise multiple tours in the same area of operations. Some form of recognition that can be presented to a soldier on a medal parade, and be readily identified on their medal and ribbon bar, is favoured by the majority of personnel.

Commendation - Award and Delegation. There were two main issues raised with the Review Panel regarding awards and delegations of Commendations:

- **Equality Between Civilian and Military Senior Leaders**. Commendations for Service are covered by a Defence Instruction detailing the policy for award, including a list of those military appointments authorised to award commendations. Separate Defence circulars detail the policy for civilian awards in Defence. While senior leadership emphasises the integrated nature of the ADO workforce, the policies appear to constrain and restrict the senior leadership group putting this 'integration' into effect in the commendations area. As was pointed out by one uniformed officer in the DMO:

  > 'I was awarded the "Employee of the Year" in my Division; a group of over 600 people, but I have nothing to wear on my uniform to reflect that. Yet the same year, (my service HQ) awarded a Bronze Commendation to an APS officer who works in the (service) HQ. Why can't my Division Head award Commendations with insignia?'

- **Delegation**. Coverage and timeliness of commendations were issues raised with the Review Panel. The constrained number of awarding authorities results in

[41] The Review Panel notes this is not reflected in the views of ADF personnel presently serving in Iraq who see themselves disadvantaged in comparison to those serving in Afghanistan who have been authorised to wear the NATO medal.

significantly uneven coverage of the ADF workforce. While processes are in place to allow commendation recognition of all ADF members, the results indicate those processes are not having the desired effect.[42] Delegates universally emphasised their ability to 'quickly turn around' nominations for subordinates, yet often those same subordinates complained of unsatisfactory delays and an overly fine 'filter' being applied to nominations for Bronze Commendations. There was evidence some units are saving Commendation nominations for the Australia Day/Queens Birthday processes rather than staffing these on an 'on-occurrence' basis. There was a feeling among a number of O-7 Commanders they should hold the authority to issue Bronze Commendations, thereby allowing timely award and a 'lighter' management touch.

Manufacturing Quality. The consistent view was that the quality or build standard of Australian medals was first-class. The only negative comment related to an inconsistency in clasps (design and quality) for the service medals.

Gaps in the Honours and Awards Suite. There were a range of comments relating to gaps, anomalies or deficiencies in the current suite of honours, awards and medals (if not highlighted above).

Anomaly, Gap, Deficiency	Strength of Feeling	Proposed Stakeholder Solution
The ability to bestow an award on a foreign dignitary or senior officer, often in response to a similar action.	Raised by the Service Chiefs.	The introduction of a medal or order similar to the US Legion of Merit.[43]
Inability to recognise outstanding meritorious service in warlike operations, when not 'in-action'. Outcome is inappropriate use of Distinguished Service Cross/Medal.	Raised by a number of officers. Supported by an overwhelming number of ADF personnel.	The introduction of a 'Meritorious Cross/Medal' subordinate to the DSC and DSM respectively on the Australian Order of Wear.
The current NOS Declaration system does not allow the award of the ASM for peacetime activities. Yet the regulations for the ASM can allow the award.	Particularly strong for personnel who have served on certain peacetime activities who consider the NOS Determination was incorrect.	A more flexible approach toward the award of the ASM by the ADF and Government of Australia, noting precedent has occurred with the award of Clasps 'SPECIAL OPS', 'MIDDLE EAST', 'IRIAN

[42] The DI (G) indicates that HDPE was made an Awarding Authority for those ADF personnel who serve in non-service groups. Data from HDPE for the last two years show no awards made outside the PE.
[43] When awarding the Legion of Merit to members of foreign militaries or governments, the Legion of Merit may be issued in the following degrees: Chief Commander, Commander, Officer, Legionnaire.

		JAYA' and 'SE ASIA'
Nursing Service Cross and the Champion Shots Medal are inconsistencies in the Defence Honours and Awards suite. Other than nurses, no other group or skill-set has their own award that recognises outstanding performance of their technical duties. No other weapon system, group or individual has a formal award for proficiency in a competition.	Highlighted by the Rotary representative, who questioned the reasoning for these unique awards.	Retire awards.
There is a policy gap which does not address multiple awards of the Commendations for Gallantry or Distinguished Service.	Identified by the Panel.	Multiple devices worn on the ribbon.

Table 2 – Perceived Gaps in Honours and Awards Suite by Stakeholders

Wounded-in-Action Recognition. Most had not previously considered such recognition and were unaware of the 'wound stripes' of the two World Wars. The majority acknowledged the difficulty of clearly defining a 'wound' as opposed to an injury and what constitutes 'action'. While they acknowledged similar awards in the US and Canadian Armed Forces included those diagnosed with Post-Traumatic Stress Disorder, and that this accounted for the largest percentage of 'casualties' in modern warfare, most remained skeptical or unsupportive. Of note, the Commanding Officers of soldiers who had been wounded in action spoke strongly against such an initiative. The Panel noted the historical practice of wound stripes was a uniform embellishment rather than an award, uniform accruements being controlled by the individual Services.

Killed-in-Action Recognition. The current system whereby ADF personnel can be awarded decorations posthumously is supported unanimously. Nevertheless, the creation of an award specifically marking the death of a service member while on operational service was only raised by one ADF member.

Other Forms of Recognition. A significant majority of personnel feel strongly that individual promotion and the award of battle honours are welcome forms of recognition that should not replace or preclude medallic or commendation recognition. Most are very conscious of the importance of formal individual recognition that comes with wearing an insignia on a uniform.

Other Panel Findings. From a range of informal feedback obtained through the Stakeholder engagement process, the Review Panel made the following additional findings:

- For the ADF, medals are a sign of professional credibility and tangible evidence that an ADF member's skills and training have been put to use.

- In discussion with a range of serving members, and in workshops conducted at ADFA and RMC, there is no evidence to suggest medallic recognition played any part in the enlistment decisions of personnel.

- The Review Panel found no evidence of a generational difference regarding medallic expectation.

- Although medallic recognition can be classed as a potential dissatisfier, there is no evidence to suggest it is a significant negative retention driver.[44] As one senior sailor remarked, while '[the issue of medals] is good for an argument in the bar after a couple of beers, it is not something that drives people out [of the RAN]'.

- The level of knowledge and understanding of the Australian Honours system, Defence Honours, Awards and Commendations, Regulations, Protocol and policy, and the nomination processes was very poor across most ranks.

CURRENT DEFENCE HONOURS, AWARDS AND COMMENDATIONS

Introduction

The earning, receiving and wearing of medals is an integral part of Australian service culture. Service medals are generally awarded in recognition of operational service, in activities which are clearly and markedly more demanding than normal peacetime duties. In addition, other medals are also awarded for gallantry, distinguished service or considerable long and efficient service. Commemorative and anniversary medals are sometimes created to highlight significant events.

The suite of Australian Honours and Awards contain a range of honours, decorations and medals which are specific to certain groups in society. The majority of these are for personnel in the armed services, reflecting the traditional basis for granting such awards, however other organisations are eligible for distinguished service awards that relate specifically to their organisation.[45]

The Honours, Awards and Commendations that can be categorised as 'defence' are at Annex F.

[44] This anecdotal evidence is reinforced by data obtained through the ADF Attitude Surveys where Medallic recognition has not rated highly.

[45] These include the Commonwealth and State Public Services, Police, Fire, Ambulance and Emergency services.

POLICIES

There are a range policies and practices that address the way Honours, Awards and Commendations are managed in government and Defence. In the context of this Review, 'policy' covers two levels. The first level (or government level) is:

- the Constitution of the Order of Australia;

- Letters Patent and Regulations for all other decorations and awards which include Instruments of Declaration and Determination and Ministerial Determinations made under these as appropriate;

- the *'Guidelines Concerning the Acceptance and Wearing of Foreign Honours and Awards by Australians'*; and

- decisions of government (normally at cabinet level) which may be promulgated periodically in media releases or other documents.

The second level is the departmental policy documents that detail Defence responsibilities. These policies reflect practices that can be deliberate or unintentional, but become the accepted culture and norms. The level of interaction below departmental policy is the way people within the organisation interpret, use, ignore, change or establish practices within their particular functional areas. Deliberate or unintentional, they often reflect a certain view or 'culture', or level of knowledge of the wider system.

The culture underpinning elements of both policy and practice is not always apparent, but is extremely powerful and pervasive in affecting outcomes of the system. The organisations with primary responsibility for administering Australia's system of honours are:

- **Honours Secretariat, Government House**. The Secretariat is responsible for administering the Order of Australia (including researching nominations) and also supports the work of the Australian Bravery Decorations Council. The Secretariat is responsible for ensuring that all other awards – including decorations for gallantry, meritorious service, conspicuous service, skill-at-arms, exceptional service in Antarctica and long service – are processed for approval in accordance with gazetted regulations.
- **Awards and Culture Branch, Department of the Prime Minister and Cabinet**. The Awards and Culture Branch provides policy advice on the operation of the Australian Honours system. It is also responsible for:
    - Community awareness campaigns.

    - Definitive information about Australia's national symbols such as the Australian National Flag and the Australian National Anthem.

- Applications for the HOSM, the Civilian Service Medal 1939-1945 and the VLSM (for civilian groups).

- A secretariat service to the Australian Public Service Honours Committee.

- Processing requests by foreign governments to recognise the efforts of Australian citizens by granting them foreign awards. It also assists the Prime Minister in relation to the nomination of non-Australian citizens for honorary awards in the Order of Australia.

- **Directorate of Honours and Awards, Department of Defence**. The Directorate of Honours and Awards provides policy advice on Defence honours and awards. The Department is also responsible for administering Defence awards.

Policies

Each Defence award has its genesis in Letters Patent and Regulations. The ADO has raised a series of Defence Instructions and Circulars that include nomination processes, quotas (where articulated), criteria and other information that provide additional guidance and interpretation of the Regulations as determined by the Chiefs of Services Committee or another appropriate Committees or delegates. The relevant DIs and Circulars are:

- DI (G) Pers 31-1. Australian Awards for Long Service for Members of the Australian Defence Force and Officers and Instructors of Cadets.

- DI (G) Pers 31-2. Commendations for Service.

- DI(G) Pers 31-3. Australian Gallantry and Distinguished Service Awards.

- DI(G) Pers 31-4. Australian Bravery Decorations.

- DI(G) Pers 31-5. Australian Defence Force Policy on Nomination Procedures for the Order of Australia and Conspicuous Service Decorations.

- Circular 9/2000. Civilian Awards in Defence.

- Circular 33/2000. Civilian Awards in Defence – Extension to the Award of Commendations.

Differences in the level of detail between Regulations and departmental policy documents are to be expected, and in some cases, the policy documents dictate a deliberate departure from, though not contrary to, higher policy documents. Examples include the Order of Australia (Military Division) and the Conspicuous Service

Decorations where the quota for the former has been reduced to 75 percent of the allowed allocation, and the latter has had a quota imposed where none exists in the Regulations.[46] These were deliberate decisions made by CDF and COSC to 'maintain the prestigious nature of these awards'.[47] In some cases, however, there are departures or anomalies in policy documents that appear unintended and shape the way these policies are implemented. Examples include the Conspicuous Service Decorations and the Commendations for Service.

Conspicuous Service Decorations. The Letters Patent and Regulations for the Conspicuous Service Decorations were published in the Commonwealth Gazette on 7 May 1990. The Conditions for Award of Decorations states:

> 'The Conspicuous Service Cross shall be awarded only for outstanding devotion to duty, or outstanding achievement in the application of exceptional skills judgment or dedication in non-warlike situations. The Conspicuous Service Medal shall be awarded for meritorious achievement or devotion to duty, in non-warlike situations.'[48]

The general paragraphs in the Defence Instruction state that the Cross and Medal allow for 'recognition of outstanding performance, meritorious achievement or devotion to duty in a particular posting'.[49] This is broadly in line with the Regulation, except for the word 'posting' which imposes a timeframe limitation (thereby precluding performance, achievement or devotion being recognised across more than one posting) and implies peacetime service, not service on operations currently classified as non-warlike. The DI continues by stating the CSC is for 'outstanding achievement in the performance of duty', and the medal for 'outstanding service in the performance of duty'. This effectively limits the CSC to achievement and the CSM to service, and to levels assessed for both to be 'outstanding'.

Commendations for Service. The relevant Defence Instruction for Commendations for Service states:

> 'Commendations are intended to provide a means of formally recognising superior, excellent or high achievement, meritorious service or specific acts of bravery for which the Australian system of honours and awards is not an appropriate medium of recognition.' [50]

[46] In the case of the Order of Australia, the authority for the quota is set out in the Constitution of the Order.
[47] DI(G) Pers 31-5 Australian Defence Force Policy on Nomination Procedures for the Order of Australia and Conspicuous Service Decorations, pp. 2-3
[48] Commonwealth of Australia, Gazette Special, No. S 108, Monday 7 May 1990, Australian Government Publishing Service (underlining added).
[49] DI(G) Pers 31-5. Australian Defence Force Policy on Nomination Procedures for the Order of Australia and Conspicuous Service Decorations, para 14.
[50] Underlining added.

The Defence Instruction then provides guidance that Gold Commendations can be awarded for 'superior achievement or devotion in the application of skills, judgment or dedication to duty', Silver Commendations for 'excellent achievement in the application of skills, judgment or devotion to duty' and Bronze for 'high or noteworthy achievement'.

The issues raised with the Conspicuous Service Decorations and Commendations for Service might appear minor, however the Review Panel formed the view that the differentiation and emphasis on 'achievement' (which can be interpreted as *output*) rather than devotion or dedication to duty (interpreted as *input*) tends to favour those in higher positions (and therefore rank) within the ADO who are generally responsible and accountable for output. This was reinforced during a number of discussions with officers at the O-4 to O-7 level who were often, as staff or commanders, prioritising and weighting nominations. As one officer noted:

> 'It becomes very difficult to get a junior officer or OR up for a Bronze (the lowest level Commendation) against a more senior officer or OR when the yardstick is focused on achievement. You find people asking the question, "Yes he did a great job, but what did he achieve or accomplish?"

PRACTICES

Practices can be described as the processes, both prescribed and informal, by which people in the organisation use policies. Practices can be assessed by both analysing processes and by reviewing outcomes of the processes. The medallic categories which cause the most debate across the ADO are the Order of Australia, the Conspicuous Service Decorations, Distinguished Service Decorations, and Commendations for Service. There are a number of issues relating to long service and service/campaign medals, however these concerns generally do not relate to process. The processes for the nomination and award of Gallantry Decorations impact on relatively few individuals and were not an issue of concern.

System Outcomes – Individual Awards

In reviewing current practices and policies it is useful to anchor the perceived inadequacies of the system against its outcomes. The Panel first reviewed the allocation of formal Honours and Awards from 2000 – 2007 to confirm the actual number of awards against quotas for the Order of Australia and Conspicuous Service Decorations. The quota is based on the standing strength of the ADF, both permanent and part-time.[51]

[51] Medals of the Order of Australia are not part of the quota as recipients are 'awarded' a medal, not 'appointed' to the Order.

Year	ADF Standing Strength (av. 2000-2007)	Order of Australia				Conspicuous Service Decorations		
		Constitution of the Order of Australia Quota (1:1,000)	COSC Quota (75%)	Actual Awarded	Delta from COSC Quota	COSC Quota (125% Council Quota)	Actual Awarded	Delta from COSC Quota
2007	75,800	75	56	31	**- 25**	93	81	**- 12**
				*19				
2006	73,600	73	54	24	**- 30**	91	81	**- 10**
				*22				
2005	71,900	71	53	27	**- 26**	88	72	**- 12**
				*18				
2004	73,500	73	54	27	**- 27**	91	72	**- 19**
				*26				
2003	73,500	73	54	22	**- 30**	91	63	**- 28**
				*29				
				**15				
				***10				
2002	72,700	72	54	24	**- 28**	90	69	**- 21**
				*12				
				**1				
				***1			***35	
2001	~ 71,000	71	53	28	**- 26**	88	73	**- 15**
2000	~71,000	71	53	29	**- 25**	88	77	**- 11**
							***22	

* OAM
** Operational OAM
*** Operational awards (AC, AO, AM, CSC, CSM)

Table 3 – Award Numerics: 2000 - 2007

An analysis of Table 3 illuminates the following aspects:

- Defence formally recognises in the region of 0.18 percent of its military workforce (1.8 in every 1,000 personnel).[52]

[52] Does not include Gallantry, Distinguished Service or Nursing Service awards

- Defence has consistently under awarded the Constitution quota for the Order of Australia.
- Defence has consistently under awarded the COSC quota (75 percent) for the Order of Australia.

- Defence has consistently under awarded the COSC quota (125 percent of the Order of Australia quota) for the Conspicuous Service Decorations

- Even if the OAM were counted as part of the Order of Australia award quota, Defence still consistently under awards.

Reviewing the suite of awards available for non-warlike and peacetime service, the Review Panel considered what might be an appropriate number of awards across all ranks in any year from 2000-2007. [53] The two anticipated models were a linear or exponential increase in the number of awards lower down the Order of Wear. For example, more AM than AO, more CSC than OAM, more CDF Commendations than CSM and so on. The results were then analysed. Valid data for formal honours and awards was available from 1975 but the data on Commendations for Service was less accurate. The requirement for delegates to pass information on Commendations to DH&A has been honoured more in the breach than the observance and the data available for Silver and Bronze Commendations was incomplete and not suitable for use. Accurate data was available for CDF Commendations and the Panel was reasonably confident about the validity of Gold Commendation data. The annual average allocation for 2000-2007, by award, is represented in Figure 1.

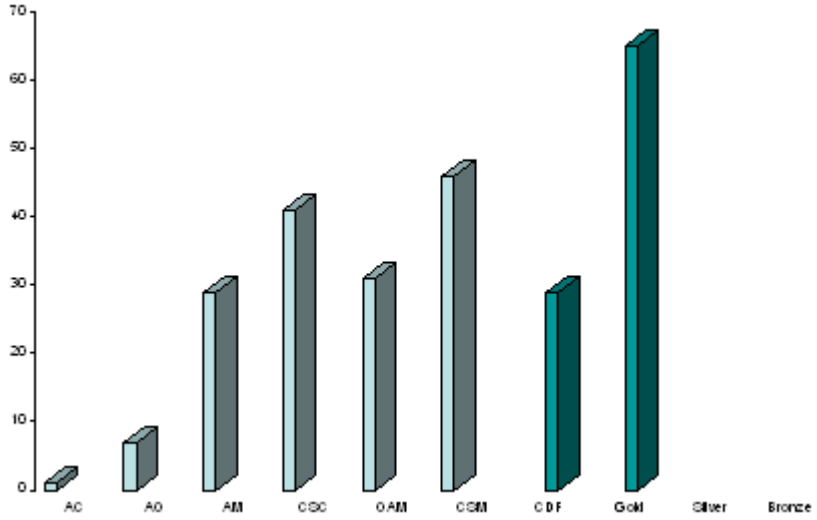


Figure 1 –Average Annual Award Distribution 2000-2007

[53] Allowing for the differences in introduction dates of various honours, awards and commendations, the Review Panel focused on the period 2000-2007, although some analysis was done on data extending back to the introduction of the Australian Honours and Awards System in 1975.

An analysis of distribution brings out the following points:

- The distribution pattern for formal awards and commendations does not resemble the pattern anticipated by the Review Panel.

- CDF and Gold Commendations appear to be awarded in the vicinity of 0.14 percent (1.4 in every 1,000 personnel) which is less than the Panel anticipated.

- Data available indicates that less than 400 Silver and Bronze Commendations are awarded yearly. This would mean total Commendations are awarded at a rate of not more than 0.65 percent (less than 6.5 for every 1,000 personnel) which is less than the Panel anticipated.

Formal honours and awards allocation analysed by rank from 2000-2007 shows significant variation between ranks. One award for approximately every nine star rank officer compares with one award for every 870 Other Ranks (ORs) (see Figure 2). The majority of awards for ORs are allocated to senior OR ranks.[54]

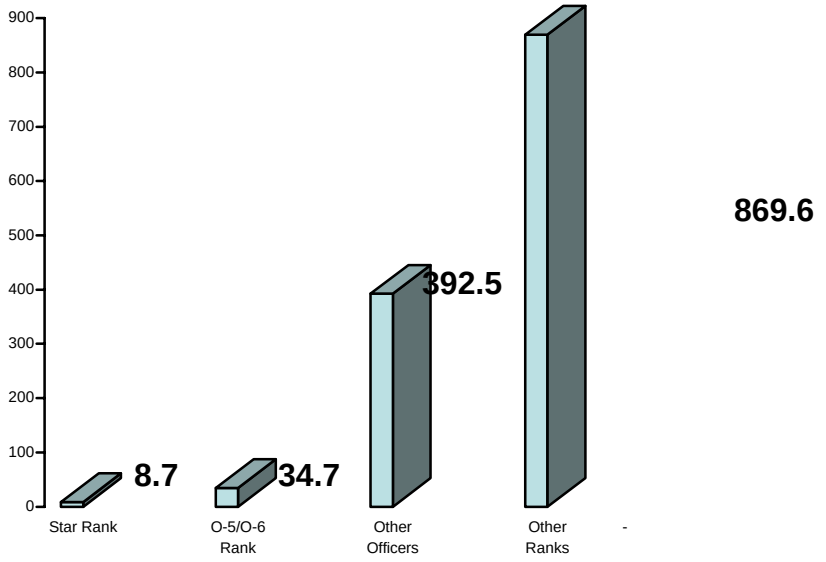


Figure 2 –Awards per Number of Personnel (Full Time) by Designated Rank Groupings 2000-2007

[54] Of the 1325 OAM and CSM awarded to ORs, 82 percent have been awarded to WO1 and WO2 (E).

System Outcomes - Group Awards

The Honours and Awards system consists almost exclusively of recognition for individuals rather than groups or units. The British system, from which the Australian system evolved, is devoid of group awards although historically the award of a 'battle honour' partly filled this gap. In conflicts in Korea and Vietnam, some Australian units and formations were awarded foreign citations that formally recognised gallant or meritorious performance. Each member of the unit or formation wore the insignia of the citation in a similar fashion to a formal honour or award. In recent years Australia has adopted a 'unit citation' system that allows recognition of gallantry or outstanding service in warlike operations by units of the ADF.[55] Anecdotally, there is some concern in some areas of the ADF about the 'over use' in recent years of the Meritorious Unit Citation (MUC) although this was not raised during the workshops and focus groups conducted by the Review Panel. The MUC has been awarded 16 times and the Unit Citation for Gallantry once. There was not enough valid data to analyse unit/group Commendations for Service though anecdotally, these are not widely used.

Analysis of the outcomes of the Defence Honours, Awards and Commendations system shows greater recognition for the efforts and achievements of senior ADF staff. Figures 1 and 2 show the OAM, CSM and commendations generally are under utilised as formal recognition tools, particularly for more junior officers and other ranks.

Nomination and Award Processes

The other key area of criticism from ADF personnel was the nomination and award process for the Order of Australia, Conspicuous Service Decorations and Commendations. The principle dissatisfaction relates to number of 'filters', the excessive timeframe, and inadequate feedback. The nomination and award timeline for Australian Honours and Awards are driven largely by the two award dates of Australia Day and the official Queens Birthday. A range of milestones must be met prior to those dates to allow nominations to be processed. An O-5 rank officer in a unit may be obliged to process a nomination for a formal award over 14 months prior to the announcement date to allow for staffing through a range of intermediate headquarters. The formal nomination, consideration and awarding processes are contained in the various Departmental documents. Nevertheless, these provide little or no guidance to Defence members required to assess the relative merits of nominations.

The policy on nomination for the Order of Australia and the Conspicuous Service Decorations simply requires the following:

[55] The Unit Citation for Gallantry and the Meritorious Unit Citation are not positioned in the Australian Order of Wear. For members of ADF, they are worn in accordance with the dress rules of the Service concerned.

- Endorsement of a two-star officer or equivalent;
- Consideration by the Single Service Honours and Awards Selection Committee;
- Endorsement by Service Chief; and
- Endorsement by CDF.

A system has evolved within the three services where nominations for Honours, Awards and Commendations are staffed through the chain of command to the appropriate delegate for consideration. Depending on an individual posting, there are potentially eight levels or 'gates' to approval.[56] Yet formal guidance is lacking for officers responsible for evaluating the nominations, and progressing suitable nominations to superior officers. Additionally, there is no guidance on the level of feed-back required to the nomination source, and no guidance on recording the basis of decisions made.

Guidelines can be formulated relatively quickly and processes implemented. There remain questions concerning the 'value' of intermediate headquarters versus the perceived negative impact they have in the eyes of many junior nominating officers. Another model operating in place of, or augmenting, the current process for formal honours and awards appears to be required. The service promotion board system provides a possible alternative whereby nominations, endorsed at a less senior level could be forwarded directly to a board chaired by the Deputy Chief of service, and comprising representatives from the service. This would also allow consistent and coordinated feedback to the nominating officer regardless of rank or location.

OTHER FORMS OF RECOGNITION

The Australia Day Medallion. Some junior ranks expressed a low regard for this award, ostensibly due to the arbitrary way these were handed out within a quota system. In some cases, the Panel sensed this dissatisfaction was personal rather than a widespread military concern.

There are a range of other competitive activities held across the ADO ranging from essay competitions, and individual and group skill competitions that involve recognition in some way. Few appear to be recognised by the award of an individual or group Commendation because it has not been the culture to do so.

[56] This is a 'worst case' description but is the situation facing an Army Captain serving in a Regimental environment in a unit within the 1st or 2nd Division.

Battle Honours

A battle honour is granted through the Royal Prerogative of the monarch and by the 20th century was granted only after lengthy historical review of a particular conflict. The oldest battle honour awarded to an Australian unit was *'South Africa 1899-1902'* awarded to a number of Army Regiments and Battalions that fought in that campaign spanning Federation in 1901.[57]

The three services award battle honours, and Army also recognises 'theatre honours'. Policies for battle honours for each service are different and there is no joint or tri-service policy.

Battle honours are seen as important aspects of tradition by some, and poorly understood by the majority. They do not easily address contemporary formations such as JTFs or Task Groups and are not seen as the primary means of recognising teams and groups for gallant or meritorious service in the way UCG, MUC or Commendations for Service are able.

RELEVANT INTERNATIONAL PRACTICES

Honours, decorations and medals are used by all armed forces around the globe. The Republic of China, which initially eschewed medals and rank, has adopted a suite of military medals including the Medal of the Army and PLA Military Merit Medal. Given Australia's close historical links with Britain, the United States and New Zealand, recent initiatives by these countries have been reviewed.

Great Britain

The British system has been covered in detail as part of the Imperial system used by Australia prior to 1975. The British government reviewed the military awards system in 1993 and overhauled gallantry and distinguished service awards. Gallantry and distinguished service decoration can now be awarded to any rank, and records from recent conflicts show Gallantry awards have been awarded across ranks. The Conspicuous Gallantry Cross (CGC) is the second highest award for gallantry in the face of the enemy, and has been awarded 23 times to ranks from Private to Squadron Leader, the most frequent recipients being Colour Sergeant/Sergeant (8) and Corporal/Lance Corporal (7).

In 1993 the DSO was retained and the criteria changed to allow award to any rank. Since then, only commissioned officers spanning ranks Major General to Major, and two Wing Commanders, have been appointed.

[57] The Battle Honour *'Suakin 1885'* was awarded to three battalions from the colony of NSW as a result of the 1st Sudan War.

A significant change to the British model occurred in January 2000 when their GSM was replaced with the Operational Service Medal (OSM). The OSM has been issued three times for service in Sierra Leone, Afghanistan and the Democratic Republic of Congo, and while the medal is the same, different ribbons denote the operational area. A clasp or device may be awarded with the OSM to signify a noteworthy feature of the operation or campaign.[58]

United States of America

The awards and decorations of the United States military are not well understood by most ADF members. The US system differs significantly from countries with a British background and has been described by one Australian officer as 'The US Armed Forces have a wider range of "clubs in the golf bag" when it comes to honours and awards.' Three significant differences from the Australian system are:

- **Inter-service and single service awards**. Inter-service decorations are awarded by the US Armed Forces to members of all branches of the military under the same criteria. Each service then has a range of individual service awards, medals and ribbons.

- **Ribbons**. Ribbons are a form of tangible recognition, lower in precedence to medals, and generally not worn on ceremonial dress. For example, the US Navy and Marine Corps have 13 different ribbons including some for service (Combat Action, Overseas Service, Arctic Service), some for service in specific postings (Recruiting Service Ribbon and Drill Instructors Ribbon) and others for professional achievement (Rifle Marksmanship Ribbon and Piston Marksmanship Ribbon).

- **Delegations**. The US Armed Forces have a tiered delegation system allowing greater authority and accountability for awards of lesser precedence. For example, the Commendation Medal is awarded by local commanders, requiring the signature of an officer with minimum rank O-6, allowing for a broad interpretation of criteria and timely presentation to the individual.[59]

New Zealand

The New Zealand experience with Honours and Awards is similar to Australia. In 1975, after a review of the system, two uniquely New Zealand honours were introduced: the Queen's Service Order, and its affiliated Medal. In 1987, the Order of New Zealand was instituted and following further review of the system in 1996, termination of almost all British honours and the creation of a new five-level New Zealand Order of Merit. A new

[58] This reaches back to historical examples where the '8' device was used on the Africa Star in World War II for service with the 8th Army. A device such as the rosette for the South Atlantic medal signified service of at least 1 day between 2 April and 14 June 1982 within 35° and 60° South latitude or did at least 1 operational sortie south of Ascension Island.

[59] Five different versions of the Commendation Medal are awarded: one for Joint Service, Air Force, Army, Navy & Marine Corps, and the Coast Guard.

series of gallantry, bravery and campaign medals were introduced. Other issues of note are:

- **General Service Medals**. In 1992, New Zealand adopted a two medal system of a GSM (warlike) and a GSM (non-warlike) using the same medal differentiated by silver for warlike and bronze for non-warlike with different ribbons. These medals were replaced in 2002 by the '*New Zealand General Service Medal, 2002'*, in part because of the inconsistencies with the warlike or non-warlike classification.

- **New Zealand Memorial Cross**. The Cross was approved in 1947 to be awarded to relatives of New Zealand servicemen who lost their lives while on active service during the period of World War II or who have died or subsequently die from causes attributable to that service.' The Cross is issued to relatives in accordance with a set of detailed criteria based on the traditional family concept accepted in the 1940s.

SUMMARY

The fundamental issues facing senior decision-makers in Defence today are not dissimilar to those facing their counterparts immediately after Federation. Nevertheless, there has been transformational change in a number of areas of the Defence environment with paradigm shifts in threat perception, command and control structures of the ADF, society attitudes to conflict, and the structure and employment of armed forces.

Prevailing attitudes and cultures were established whereby servicemen deployed overseas to fight and the Australian mainland was a place of safety. Areas of operation and medal eligibility were established and serving in a geographic area was the key eligibility criteria, regardless of the type of employment. This philosophy continues to the present day.

The average service person today is likely to be full-time, highly skilled and educated, experienced in a range of operations from the provision of assistance to a civil power, inter-agency operations at home and overseas, peace-keeping, and high-tempo coalition operations. Coalition and inter-agency operations are the norm and the adversary rarely presents as a formed armed body. The globalised media means the actions of individual servicemen and women have major strategic military and political impacts (intended or otherwise). The Australian Public Servant in Defence is also versatile and employed in all facets of policy, administration and service delivery in the ADO. Staff have served, albeit in small numbers, on most operations the ADF has conducted and contractors have become 'Defence Employees' for operations as part of capability delivery in the modern battle space. However, the clear distinction presently remains between the profession of arms and the public servant, and the young men and women who make up the ADF are very conscious of that distinction.

The demands placed on servicemen and women stand in stark relief when compared with the more liberal and rights-centered society of the 21st Century, the differences marked to a greater extent than two generations previously. These greater demands extend to the operations environment which is best described by the term 'complex' and the military are now integrated into a range of whole-of-government responses. Medallic recognition evolution has not kept pace.

During the Review, the Panel was struck by the general level of dissatisfaction with, and the poor level of knowledge about, the Defence Honours, Awards and Commendations system. The Panel acknowledges few stakeholders deal with all components of the system and some dissatisfaction stems from ignorance. Nevertheless, most Stakeholders (particularly those serving in the ADF) expressed dissatisfaction with some aspect of the system that led, in their opinion, to sub-optimal outputs. Views on solutions are by no means consistent, however the Panel has at all times attempted to record the extent and depth of concern.

In analysing the outputs or effects of the system, the Panel's dominant conclusion was 'you can't manage what you can't measure'. Senior leadership in Defence cannot be confident formal recognition is occurring in an appropriate manner without accurate data and timely analysis. Some delegates were assiduous however historical data for the majority was generally poor. There was, however, sufficient data to support the general Stakeholder view that the majority of ADF personnel are underrepresented with awards and commendations, and there is under utilisation of some formal awards, higher commendations and unit/group commendations. There are a range of reasons including aspects of policy, practice, and culture. Most of these are easily rectified in a process sense, and would have a positive effect on the outputs of the system. In some cases there are gaps, deficiencies or anomalies in the medallic suite where the authority to change resides outside the ADO.

There are interesting initiatives occurring in other countries. Not surprisingly, the challenges facing Australia are similar to other western democratic countries. There are options Australia might consider but also options from our history, not only since the introduction of Australia's Honours and Awards system, but going back to Federation. These should not be ignored.

Section Three

Where We Might Go

> 'There is nothing more difficult to take in hand, more perilous to conduct, or more uncertain in its success, than to take the lead in the introduction of a new order of things. Because the innovator has for enemies all those who have done well under the old conditions, and luke warm defenders in those who may do well under the new.'
>
> Machiavelli, The Prince

OVERVIEW

The primary purpose of the Review is to recommend a series of future directions for COSC to consider. Recent operational tempo has revealed practices within the Honours and Awards system indicating a compelling need for change. The system was designed in peace and now being tested in ways not envisaged. The spectrum of ADF tasks from warlike through to 'peace' operations, involving high levels of personal danger for those involved, represents a range of operating scenarios unseen since Australia's involvement in World War II. The history of recognition systems within Defence is one of generational overhaul at intervals of around 25 years and a similar period has elapsed since the last significant change to policy, practices and medals themselves.

One noteworthy aspect of the Review has been the remarkable consistency, across the Defence Force, of the value attached to honours and awards, in particular medallic recognition. There has been consistent, strong and unambiguous feedback that the current forms of recognition should be maintained. At the heart of this desire is the professional credibility that comes with medallic recognition and the value attached to that credibility within the Australian Defence Force.

Stakeholders feel a significant level of dissatisfaction with the system and process of recognition. During the visits conducted by the Review Panel it was unusual to find a group or individual fully satisfied with the process as it operates. The general view was that the process for recommending ADF personnel for awards was inaccessible to all but senior members (officers and ORs) of the ADF; the system itself was skewed in favour of senior officers and warrant officers thereby devaluing the contribution made by those outside these two groups; there were too many levels of approval too far removed from where the work was performed and the value of the contribution judged; quota systems operated across the system to the detriment of most ADF personnel; and those closest to the centre of the various services and headquarters were preferred to those at the 'coalface' undertaking the core business of the ADF.

The Review Panel concluded the current honours, awards and commendation system is not capable of meeting the needs of a 21st Century Defence Organisation wishing to

recognise the contribution of its personnel through the award of a range of medallic and non-medallic forms of recognition.

A Future Focus

Senior stakeholder interviews highlighted that future operations would be conducted by many organisations working together to achieve outcomes. Many spoke of the integration and blurring of roles performed by uniformed ADF personnel, Defence APS and industry on operations in creating combat power and this trend will continue to be a feature of operations into the 21st Century as the nature of operations continues to change. One response is for the ADF to operate its own separate recognition system, implementing new initiatives from the Review within this singular focus. The Review Panel believes that such a response would only serve as a short term-solution in the face of increasing integration of the ADF, Defence APS and industry in capability delivery. A progressive approach would be to recognise the inevitability of this process and implement an integrated recognition system in anticipation.

The integrated system, encompassing uniformed and Defence employees, needs the greatest level of flexibility possible for recognising service. In designing a new system the Panel has focused on establishing an architecture and design, with supporting processes, that improves the distribution of awards, devolves responsibility where appropriate, shortens the time to award recognition and significantly reduces opportunities for complaints regarding the relative merits of awards. It also removes the strict delineation between service rendered overseas and that undertaken domestically. Historically, Defence has found it easy to recognise service 'overseas' but difficult to provide the same level of recognition for domestic operations. Given the current threat environment and the broader nature of conflict, this delineation is an anachronistic hangover from the time when Australia's military commitments were wholly expeditionary in nature. Increasingly, as the nature and tempo of operations continue to change, there will be greater pressure to recognise domestic service in a way that parallels the recognition given for overseas operations. It is clear from the consultation undertaken that such recognition is overdue and a source of significant dissatisfaction from those who have served in certain operations within Australia. Operations such as RELEX and RESOLUTE could be so categorised.

The system represents a more deliberate approach to recognition which organisationally has high intrinsic value amongst ADF personnel but low levels of individual confidence and satisfaction. It is an attempt to break with the past, implement a system that will better meet the future needs of the ADF and will significantly reduce the opportunity for complaint and dissatisfaction. It will enabling Defence to recognise the current dissatisfaction and demonstrably deal with that by implementing a new framework, take significant dissatisfaction out of the current system and implement a new construct better suited to future needs.

At the heart of this recommendation is the design of an appropriate 'architecture' for the new recognition system. In this context business architecture is best defined as the overarching philosophy, design and processes which together result in a coherent organisational outcome. This outcome is a recognition system that rewards achievement, dedication and service across Defence, reinforces Defence values and maintains the most valuable aspects of the culture and traditions of the Services in this area. A proposed Outcome Statement is:

> 'The Defence Recognition system allows formal, tangible and timely recognition of Australian Defence Organisation personnel in order to mark worthy service to the nation.'

RECOMMENDATIONS

Philosophy

At the philosophical level, senior leadership needs to accept that recognition can be measured and managed. A target recognition level of 1.5 percent of staff would be at the foundation of this architecture, a change from current practice which appears to be operating consistently at around 0.65 percent.[60] The focus is on achieving appropriate and effective recognition based on appropriate management oversight of the system. The notion of achieving balance is important – one that satisfies users of and participants in the system, robust enough to cope with sudden and unexpected change; and one which is capable of adaptation and growth as the organisation evolves.

Figure 3 represents a balanced system. This system has appropriate management oversight where necessary but recognises that, for much of the recognition system, this oversight can be minimal. It also implies devolution of authority and accountability for lower order recognition and cycle times appropriate for the seniority of the award. The Review Panel identified early that the level of process and management oversight is similar for awards in the Australian Honours system as it is for a range of ADF commendations. This is unnecessary and works against recognising performance.

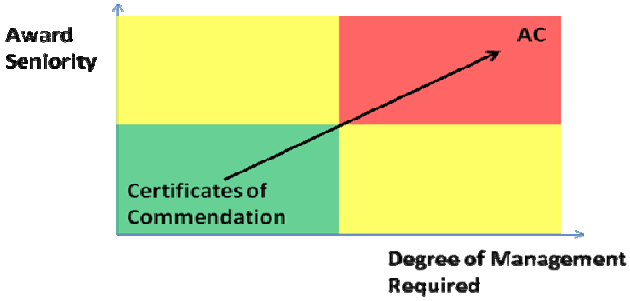


Figure 3 - Philosophy of New Recognition System

[60] This recognition level refers to non-operational awards and Commendations for Service, and is based on a broad extrapolation of firm honours and awards data, and a subjective assessment by the Panel of what is reasonable and appropriate, given Stakeholder views.

For such a system to be successful there needs to be better management information available to those managing the system. With a system such as this, the adage 'what gets measured gets done' is true. The overall goal is to recognise the contribution made annually by 1.5 percent of the workforce. A balanced system would include the provision of management guidance (not mandatory and not to be confused with quotas) regarding how many awards might be appropriate to grant based on a ratio related to organisational strength. For example, the annual ratio for guidance purposes for the AC may be 1:200,000 and bronze commendations 1:200. Each award in between could then have an indicative ratio between these two figures. In this way the instances of grant are consistent with the seniority of the award and a standard approach across the ADF is encouraged. These guiding ratios are not binding in the way of quotas but analysis of results by senior leadership will allow confidence that people are being recognised appropriately. Some Stakeholders expressed concern about possible proliferation of awards and commendations and may have difficulty in a cultural sense in managing recognition this way. These concerns are not shared by the majority of ADO personnel and the Panel's analysis of the data available supports an increased utilisation of honours, awards and commendations. Measurement of outcomes and management of the system will ensure the system is working to the satisfaction of all.

Recommendation 1. Establish a new Integrated Recognition System. That Defence introduce a new integrated recognition system, encompassing both uniformed and civilian members of the Australian Defence Organisation, of which honours, awards and commendations are a part. The goal of the proposed new system is to recognise an appropriate number of Defence personnel for dedication, achievement and service.

Recommendation 2. Levels of Recognition for Worthy Service. To ensure the system is producing desired outcomes, a goal would be to recognise at least 1.5 percent of the workforce annually with non-operational awards (Order of Australia, Conspicuous Service Decorations) and Commendations for Service.

A Lateral Approach to Recognition of Service on Operations

One of the challenges faced by military planners is to correctly ascertain, prior to deployment, the inherent nature of an operation and correctly identify the threat posed to the deploying force. Operations generally traverse a number of cycles where the threat spans the benign to highly dangerous and back, often across short periods of time. It is easy to assume that in 21st Century operations, with high levels of information velocity, the level of recognition can be readily amended to reflect these changes. Realistically this is not the case as the inherent danger is rarely uniform across a theatre and those facing heightened danger are difficult to immediately identify. This problem is exacerbated with the option of awarding one of two classes of service medal in the case of the ASM and AASM. Invariably service personnel seek the award they perceive to be of higher prestige, that being the AASM recognising active service.

Defence has options in this area. One is to persist with the current arrangements, maintaining two service medals designed to recognise service and active service respectively. Due to the age of the current ASM/AASM, new medals are needed to reset recognition as a number of ADF members have now completed more operations than can be accommodated as clasps on the service medal ribbon. This option will deal with the complaints of those who have multiple tours but not with the inequity felt by those who receive an ASM when they feel that the AASM better represents the nature of their operational service.

A second option is to both retire the ASM and AASM and change the nature of the service medal. A single service medal which recognises service regardless of personal danger has a number of attractions. It enables recognition without determination of the level of threat. It provides the ADF with flexibility into the future as the nature of operations continues to evolve and the need to recognise different types of service changes. It would enable Defence to recognise both overseas and domestic service and recognise Defence employees who deploy on operations with the award of a service medal within ADO control.

The Review Panel recommends that Defence adopt a single Operational Service Medal (OSM) for all operations worthy of medallic recognition. This medal would replace the ASM and AASM series currently awarded. Further it is recommended that a combination of a general medal design and different ribbons for specific operations be used. Such a change enables the ADF to recognise operations worthy of medallic recognition regardless of location, that is, domestic or overseas. It removes the problems associated with having two forms of service medal where one is more highly regarded than the other. It provides a flexible option to cater for future types of operations particularly those where technology has changed fundamentally the nature of operational service, where some form of medallic recognition is warranted, but the nature of service is significantly different depending upon the role performed. It also removes any issues regarding how to manage changes of the threat level of particular operations. Should an operation or conflict later be considered of sufficient size, scope, duration, or complexity, an additional Campaign or approved Foreign Service Medal may be authorised by the Australian Government, in accordance with current policy.

Recommendation 3. Establish an Operational Service Medal. That Defence adopt a single Operational Service Medal (OSM) for all operations worthy of medallic recognition. The medal should encompass a combination of a general medal design and different ribbons for specific operations. This medal would replace the ASM and AASM series currently awarded. Other OSM categories could include:

- OSM (Civilian Service). With clasps as necessary (this issue is expanded in Recommendation 10).

- OSM (Border Protection). Covering approved activities presently not subject to an award.

- OSM (Humanitarian Assistance). Covering approved activities, overseas and domestic, presently not subject to an award or potentially the subject of HOSM consideration.

- OSM (Special Operations). Covering certain activities presently recognised with ASM and 'SPECIAL OPS' clasp.

Gaps, Deficiencies and Anomalies

Meritorious Service Series

As discussed in Section 2, the Review Panel strongly supports the creation of a new class of award to recognise Meritorious Service. This award would ensure the DSC and DSM retain their role in recognising distinguished service in action. This new class of award would be available for those making a significant contribution on warlike operations, for example as a National Commander, but not commanding or leading in action. The importance of maintaining the prestige of these awards was articulated clearly during the Stakeholder engagement phase.

Recommendation 4. Establish Meritorious Service Decorations. That Defence continue to pursue the creation of a new class of award to recognise meritorious service in warlike operations when not 'in action'.

Recommendation 5. Review the 'In Action' Definition. Should the above Recommendation regarding the Meritorious Service Decorations be accepted, the ADF should review, and tighten, the definition of 'in action' to remove any potential for ambiguity.

Nursing Service Cross

The Review Panel believes the NSC should be retired from the Australian Honours and Awards system. The existing system provides many opportunities for nurses' service to be recognised in the same way as other service personnel. It seems anachronistic to recognise their service separately in a new recognition system. Prior to the introduction of the NSC, no separate award existed for nurses although the Imperial Royal Red Cross was available to Australian nurses. The Panel noted that recognition for nurses was the only employment-specific award that flowed from the Imperial system to the Australian. Other employment-related awards (eg DFC and DFM) did not. Since 1989, of the total 29 awards made, less than half have been for nursing services and less than 10 again have been for operational service. In practice, the award has been used to recognise the work of more medics than nurses, which was not intended for the medal. This demonstrates that the practice has deviated from the design of, policy and motivation for the award.

Recommendation 6. Retire the Nursing Service Cross. That Defence recommend the Nursing Service Cross (NSC) be retired from the Australian Honours and Awards system. The existing system provides ample opportunities for nurses to be recognised in a similar fashion to other Service personnel. It is anachronistic to continue to recognise nursing service separately in a new recognition system.

Champion Shots Medal

The Champion Shots Medal traces its origins to 1923 and the King's Medal and is available for award to one member of each service annually for proficiency in marksmanship. It is designed to encourage skill in small arms shooting in the Defence Force. The Review Panel believes that while proficiency in small arms will continue to be an important skill, a specific award resident in the Australian Honours and Awards system is an anomaly given the nature of the other honours and awards available to Defence. Proficiency in small arms could be recognised more appropriately through the award of a higher order Commendation at Service Chief or CDF level, or a uniform embellishment such as the Skill-at-Arms badge. The Panel noted a significant lack of interest by Stakeholders in the award, and the intermittent frequency with which competitions have been held by the Services in recent years.

Recommendation 7. Retire the Champion Shots Medal. That Defence recommend the Champion Shots Medal be retired from the Australian Honours and Awards system and that proficiency in small arms be recognised more appropriately through the award of a higher order Commendation or a uniform embellishment such as the Skill-at-Arms badge.

Service Medals, Financial Conditions of Service and the Nature of Service Declaration

Stakeholders across the ADF were keen to remove the perceived link between the Nature of Service Declaration, financial conditions of service determination and medallic recognition. Many believe the link established in the early 1990s between the categorisation of service, financial conditions of service package and the award of the AASM or ASM has created significant problems across the ADF. The implementation of the OSM would make considerations such as these less emotive and contestable.

This perception will largely disappear if the OSM is adopted. The unique ribbon to the OSM would indicate an operation or theatre and remove the potentially contentious decision of changing medal eligibility should the operation change from warlike to non-warlike. The OSM would also remove the current perception that award of an AASM leads automatically to increased entitlements under the VEA.

This issue will remain if the AASM/ASM is retained.

Recommendation 8. Perceived links between service medal award, financial conditions of service and the Nature of Service Declaration. That COSC note there is significant misunderstanding regarding the linkages between these elements. The proposed OSM will assist in clarifying issues and misconceptions.

Recognition of Repeat Tours

The duration of operations such as Iraq and Afghanistan has resulted in some service personnel returning to those locations for multiple rotations. Currently the recognition system does not provide the capacity to recognise multiple tours to the same operational area. The Review Panel recommends the use of a device, to be worn on the medal awarded for that operation, to signify repeat tours. A device such as a numeral could be used for this purpose. Given different 'tour' lengths, the standard tour of six months (180 days) should be used. The result is the award of a device to a service or campaign medal to recognise a total of 360 aggregated days in a theatre, with a new device for every additional 180 days. The recommended option is shown by the following example:

- An individual deploys to a warlike theatre for six months and qualifies for the OSM after 1 day.

- Two years later, returns for another six month tour. Upon aggregated service of 360 days, is awarded device '2' which is displayed on the ribbon.

- Eight months later, returns for a 6 week period (now has aggregate service of 402 days in theatre).

- Eighteen months later returns for a subsequent six month tour. Now has aggregate service of 582 days. At the point aggregate service reached 540 days (equivalent of three tours of six months) the member became eligible for device '3'.

- The device is worn on both the ribbon bar and the medal ribbon.

Recommendation 9. Recognition of Repeat Tours. That a device based on a numeral be worn on the ribbon bar and medal ribbon of the OSM for that operation, and awarded to recognise aggregate service of successive 180 day periods.

Civilian Recognition

It was the overwhelming view of stakeholders that where Defence APS staff serve on an operation under the provisions of the Defence Force Discipline Act (DFDA), those staff should be entitled to medallic recognition. Stakeholders also held the strong view this medal should be different to the one ADF personnel are awarded. The implementation of an OSM (Civilian Service) with a different ribbon enables Defence to award medallic recognition to Defence civilians and do so with an award consistent with that given to their ADF counterparts.

Recommendation 10. Recognise approved civilian service on operations. That service by designated Defence Employees, serving as part of an ADF element on operations, is recognised by an OSM (Civilian Service) or clasp as appropriate, with a different ribbon to that awarded to uniformed personnel.

Foreign Awards

Stakeholder feedback was overwhelmingly in favour of relaxing the equivalency ruling in relation to foreign awards. Many stakeholders identified operations with allies and coalition partners as a continuing feature of operations into the future. Consequently the instances of ADF members being recognised by foreign defence forces will be an ongoing feature of service and a source of ongoing tension for those so recognised. There are currently three classes or categories of foreign awards. First, those awards approved for wear as part of the Australian Honours and Awards system. These include UN service medals. Second, awards approved individually on the basis of equivalency guidelines. Third, awards not authorised for wear under the Commonwealth guidelines. The first category should continue to be managed within current policies. Relaxing the equivalency guidelines for the second category to include some in the third category only moves the point of contention to another award. The Review Panel suggests the ADF adopt the policy whereby all awards received in the second and third category are worn on the right breast, in order of receipt. Detailed policy guidance would be contained in the Service uniform dress instructions.

Recommendation 11. Review the Service dress policies on the wearing of Foreign Awards. That Defence takes a more liberal approach to the wearing of foreign awards not approved for wear in the Australian Honours and Awards system by allowing those foreign awards to be worn on the right breast of the uniform.

Team-Based Awards

The ADF trains, deploys and fights in teams yet most recognition is designed to reward individual achievement. The Panel received significant feedback from junior leaders regarding the impact that nominating individuals had on team integrity. Junior leaders are required to nominate members of their commands for awards while being expected to build capability and capacity in their teams. Many viewed this process as counter productive to team success and greater team level recognition was needed. The military culture places great emphasis on the tangible, visible and on-going evidence of recognition. Team commendations should be recognised with an individual insignia that is visibly different to a commendation awarded to an individual.

Recommendation 12. Recognise and encourage the use of Team-Based Commendations. That authorised delegates within the Commendation for Service system increase the use of Unit/Group Commendations at all levels. These commendations should be accompanied by a specific individual insignia for each member of the unit/group, clearly different in design to that of the individual commendation badge.

Integrated Commendation System and Devolution of Authority

The Review Panel has recommended a recognition level of 1.5 percent of strength as the target level for non-operational awards (Order of Australia, Conspicuous Service Decorations) and Commendations for Service. The 1.5 percent level, at first cast a very low figure, would be a significant increase over the level of approximately 0.65 percent achieved within the current system. To achieve such penetration requires a change to the way recognition occurs, including significant devolution of authority. The Review Panel proposes an integrated Commendation for Service system across the Department of Defence encompassing both military and civilian staff. The effect of this would be to:

- broaden the current commendation system to encompass all Defence personnel in the ADO; and

- authorise military and civilian senior staff to have the same level of commendation award authority.

As this represents significant change, especially to the civilian recognition system, the Review Panel proposes a two-step change process. The interim change would enable:

- All Three Star rank military officers to award Gold, Silver and Bronze Commendations.

- All Two Star rank military officers to award Silver and Bronze Commendations.

- All One Star rank military commanders to award Bronze Commendations.

The second step change would be to move to the final proposed position as set out in Table 4 below.

Level of Recognition	Interim Proposed Change to Level of Responsibility	Final Proposed Change to Level of Responsibility
Order of Australia		
Conspicuous Service Series		
CDF's Commendation	CDF	No change
Secretary's Commendation	Secretary, Dept of Defence	No change
Gold Commendations	All Three Star officers	All Three Star and equivalent levels
Silver Commendations	All Three Star officers All Two Star officers	All Three Star and equivalent levels All Two Star and equivalent levels
Bronze Commendations	All Three Star officers All Two Star officers All One Star command appointments	All Three Star and equivalent levels All Two Star and equivalent levels All One Star and equivalent levels
Certificates of Commendation	Below One Star and Equivalent Level	No change

Table 4 – Award Authority – Commendation for Service System

Recommendation 13. Integrate the Commendation for Service system. That Defence integrate the military and civilian commendation systems to form a single Defence Commendation for Service system, thereby allowing for greater and more consistent coverage of the workforce.

Recommendation 14. Devolution of Authority as Commendation delegate. That Defence progressively devolve authority to award Commendations, initially expanding military delegates, then subsequently all military and SES senior leaders in accordance with Table 4.

Education

The Review Panel was surprised by the uniformly poor level of understanding of the current Honours, Awards and Commendations system. This extended across all stakeholder group including senior NCOs of all three services whom the ADF would reasonably expect to have a better grasp of such issues.

The Review Panel recommends that Defence Honours and Awards be funded to undertake a broad-based education campaign across the organisation in support of the new recognition system. Such education would include significant coverage on the service newspapers and Departmental magazines; more information in the intranet; better process support for applications in the form of templates and guidance in a way which facilitates successful outcomes; and a series of information sessions at key Defence sites around Australia to launch the new system and introduce the new supporting process that would be designed to facilitate broader penetration of recognition. This would include ensuring time is made available on key promotion and career courses to develop understanding of the system and the underpinning processes.

Recommendation 15. Invest in Education. That Defence Honours and Awards Directorate be funded to undertake a broad-based education campaign across the ADO to support implementation of any new recognition system, and on-going education and training be conducted in the ADO.

Amend Defence Instructions and Associated Publications

The Review Panel has identified a series of departures from instructions, directions and guidance in relation to aspects of the current recognition system. These practices have evolved over time and have been motivated by attempts to make the current recognition system relevant for the ADF of the 21st Century and the changes that have occurred with increasing levels of operational tempo. Should COSC accept the Review Panel's recommendation regarding the introduction of a new integrated recognition system and the changes to some medallic recognition, the existing directives and instructions relating to honours, awards and commendations will require amendment. These include but are not resticted to:

- Cancellation of redundant DI (G) and Defence Circulars.
- Raising new DI(G) to cover new Commendation systems and medals.
- Creation of a handbook or guide designed to assist commanders and staff at all levels raise, process, assess and prioritise nominations awards and commendations.

Recommendation 16. Amend Defence Instructions and Associated Publications. That relevant Defence instructions and associated publications be updated to reflect actions arising as a consequence of this Review, including but not limited to the creation of a Handbook designed to guide and assist commanders and staff at all levels operate effectively within the recognition system.

New Award

In light of the increase in combined operations with international partners, a need has been identified for an Australian award for presentation to foreign defence personnel. While these officials are eligible for an honorary award of the Order of Australia, certain Stakeholders argued this was not always appropriate given the prestige of the Order. One option is the creation of an award in the Australian system exclusively for non-Australian personnel. This award would be placed immediately below the Commendation for Distinguished Service in the Australian Order of Wear in Australian honours system. The second option is for Defence to create a medal separate from the Australian system, managed similar to Commendation or State or non-Federal award.

Recommendation 17. New Award. Establish an award for Senior Foreign Officers. That Defence consider the creation of a medal for presentation to foreign senior military officers or Defence officials, either through a specific medal in the Australian Honours and Awards system, or an ADF medal similar in status to a Commendation or State or non-Federal award.

Processing of Nominations Outside Service Groups

Recently, CDF and Secretary jointly directed in DEFGRAM 7/2008 that CJOPS was to be the nominating and approving authority for all operational Honours and Awards and that Service Chiefs be consulted prior to submission of the Operational Honours and Awards List.

The Panel reviewed this issue and agreed in principle the policy outlined, with the following comments:

- Personnel assigned to operations come under the control of CJOPS.
- Nominations should come through the operational chain of command to HQJOC.
- HQ JOC is to liaise with appropriate staff in the Service Headquarters to guarantee visibility of the nomination by the parent service, and to ensure no conflict with other nominations or administrative actions that might result in embarrassment to the individual, the Service or the ADF.

- The nominations are then to be presented to CJOPS, annotated with the liaison details. Any changes by CJOPS are to be informed to the Service Headquarters.
- CJOPS is to submit the final list to CDF.

The Panel also examined how people in non-service groups might be handled with respect to routine non-operational nominations in the future. Senior officers and APS in the Department were consistently of the view that nominations should be processed from the nominee's Group directly to the parent Service Headquarters. Most indicated some form of feedback on the result from the Service Headquarters to the nominee's Group Head would be appropriate. The same system should apply to a nomination for an individual serving in another Service Group.

Recommendation 18. Operational Nominations Processed by CJOPS. That the practice of CJOPS being responsible for processing operational nominations to the CDF continue. Liaison with the relevant Service Chief should occur to guarantee visibility by the parent service, and to ensure no conflict with other nominations or administrative actions that might result in embarrassment to the individual, the Service or the ADF.

Recommendation 19. Nominations for Service Personnel in non-Service Groups. That nominations for non-operational awards for service personnel in non-service or another service groups be processed through the Group Head to the parent Service Headquarters. Feedback to the Group Head as a result of a Service Headquarter's consideration should occur.

Retrospectivity

Retrospective grants of honours and awards remains one of the largest sources of administration for Defence Honours and Awards staff, consuming many thousands of hours of work. Motivation for consideration of retrospective grants comes from perceptions regarding the classification of service and the adequacy of that classification based on an individual's perception of the nature of service; perceived inequalities between recognition for one instance of operational service over another; and contemporary practices regarding recognition of past operations and apparent inconsistencies with how a similar operation may be recognised today.

A strong focus of this Review has been to design a system which limits or reduces the opportunities for perceptions of inequity and provides Defence with greater levels of flexibility in recognising service across the full range of operations. To that end, a system which continues to be burdened by the level of claims for retrospectivity in relation to operations as occurs currently will have failed to meet one of the tests of success that should be applied to the new system.

The Review Panel recommends that the new system follow a 'no retrospectivity' policy. To allow retrospective award, even selectively, will open additional avenues of claim for a range of individuals and interest groups, and result in levels of administrative work far

in excess of that currently experienced. Recognition issues applying to matters falling under the current system need to be resolved using policies and tools in the current system. This will result in a selective rather than blanket implementation to avoid changing service medal awards during extant operations.

Recommendation 20. Retrospectivity. That Defence adopt a 'no retrospectivity' policy with regard to the proposed new recognition system, with the OSM being awarded for new operations only. Continued deployment on present operations, regardless of duration, should result in recognition with the current suite. Likewise, the current service medals or other non-medallic forms should be used if government agrees to recognise past service.

Implementation Plan

The Review Panel recommends a phased transition to and implementation of new arrangements over 20 months commencing in May 08. The transition strategy enables Defence to achieve some immediate benefit whilst being able to comprehensively plan for and implement the more substantial changes recommended in this Review.

Recommendation 21. Rapid Implementation. That a phased transition to, and implementation of, approved arrangements commence in May 2008 and be finalised by December 2009.

SUMMARY

A new integrated system is needed to encompass both uniformed and civilian members of Defence. In designing a new system the Review Team has focused on establishing an architecture and design, with supporting processes, that improves the distribution of awards, devolves responsibility where appropriate, shortens the time to award presentation and significantly reduces opportunities for complaints about the relative merits of one type of recognition over another. It also removes any delineation between service rendered overseas and service within Australia.

The Panel formulated an Outcome Statement for a new Defence Recognition System:

> 'The Defence Recognition system allows formal, tangible and timely recognition of Australian Defence Organisation personnel in order to mark worthy service to the nation.'

The package of recommendations is focused at assisting the achievement of this Outcome Statement, however the key philosophy for senior leadership to accept is that recognition can be measured and managed. The present level of utilization and representation is

judged by ADO Stakeholders, and the Review Panel, to be inadequate. The new recognition system, if adopted, will address utilization and representation but must be accompanied by a robust implementation plan, communications plan and most importantly, senior leadership commitment.

Annex A

Australian Experience
Imperial Orders, Medals and Badges

Orders

Order of the Bath. The Most Honourable Order of the Bath was established in 1725 as a single class Royal Order to recognise service to the Crown. In 1815 the Order was reorganised into military and civil divisions, with the military division consisting of three grades: Knight Grand Cross (GCB), Knight Commander (KCB) and Companion (CB). Appointments to the Military Division are determined by the rank of the individual. GCBs must hold the rank of O-8, KCBs must hold the O-7 rank, and CBs must be O-4 and in addition must have been recognised with an MID for distinction in a command position in combat. Between 1885 and 1972, a total of 167 appointments to the military division of the Order of the Bath were made to Australians. Well known Australian recipients from World War I, World War II, and Vietnam include:

- General Monash, Knight Commander.
- General Brudenell White, Knight Commander.
- Air Chief Marshal Scherger, Companion.
- Vice Admiral Smith, Companion.
- Major General Vasey, Companion.
- Lieutenant General Dunstan, Companion.

Order of St Michael and St George. The Most Distinguished Order of St Michael and St George was established in 1818, originally as an award for citizens of Malta and the Ionian Isles. Over the years it developed into an order to recognise distinguished service in the higher levels of government, both military and civilian. The Order, which has a single division, is divided into three levels: Knight Grand Cross (GCMG), Knight Commander (KCMG), and Companion (CMG). Between 1885 and 1972 a total of 178 appointments to various grades of the Order of St Michael and St George were made to members of the Australian forces. Following the creation of the Order of the British Empire, the Order of St Michael and St George was less used. Well known World War I recipients include:

- General Monash, Knight Grand Cross.
- General Chauvel, Knight Commander.
- Vice Admiral Creswell, Knight Commander.
- Major General Bridges, Companion.

Royal Victorian Order. The Royal Victorian Order was established in 1896 as a reward for extraordinary, important or personal services to the Sovereign or the Royal Family. The Order is a personal gift of the Sovereign, has five grades and a medal and as is still available for award to Australians from the Queen of Australia.

Order of the British Empire. The Most Excellent Order of the British Empire was established in 1917 to recognise service to the Empire at home, in India and in the overseas dominions and colonies. Originally a civil award a Military Division was established in 1918. Awards in the Order (including the Medal) could be used as a gallantry award but ceased in 1974 with the establishment of the Queen's Gallantry Medal. Appointments to the Order are made in the following grades: Knight/Dame Grand Cross (GBE), Knight/Dame Commander (KBE/DBE), Commander (CBE), Officer (OBE), and Member (MBE). Attached to the Order at its inception was the Medal of the Order of the British Empire. This was replaced in 1922 by the British Empire Medal (BEM) in both Military and Civil Divisions. Between 1917 and 1975 over 10,600 appointments and awards were made to various levels in the Military Division. .

Distinguished Service Order. The DSO was instituted in 1886 by Queen Victoria, originally for military officers for 'distinguished services under fire or under conditions equivalent to service in actual combat with the enemy'. It was typically awarded to officers ranked Major or higher, although sometimes awarded to valorous junior officers, and often regarded as an acknowledgement the officer had only just missed the award of the Victoria Cross. The order was established for rewarding individual instances of meritorious or distinguished service in war, although it was awarded between 1914 and 1916 under circumstances which could not be regarded as under fire. After 1 January 1917, commanders were instructed to recommend this award only for those under fire. Recipients of the order are officially known as Companions of the Distinguished Service Order, and although an Order, a bar is added to the ribbon for holders of the DSO who receive a second award. Well known Australian recipients include:

- Major H. Murray, DSO* (WWI)
- Squadron Leader D. Shannon, DSO* (WWII)
- Captain H. Waller, DSO*, RAN (WWII)
- Air Commodore F. Sherger, DSO (WWII)
- Lieutenant Colonel P. Bennett, DSO (Vietnam)
- Wing Commander J. Paule, DSO (Vietnam)

World War I Campaign Medals

1914 Star. This medal was established in 1917 to recognise operational service in France and Belgium between 5 August and 22 November 1914. A clasp was authorised for all those who had actually been under fire during the eligibility period. A silver rosette was attached to the ribbon to denote possession of the clasp. The 1914 Star used the same ribbon as the 1914-15 Star, but only one of the medals could be awarded.

1914-15 Star. The 1914-15 Star was a campaign medal of the British Empire, for service in World War I. The 1914-15 Star was approved in 1918 for officers and men of British and Imperial forces who served in any theatre of the War between 5 August 1914 and 31 December 1915 (other than those already qualified for the 1914 Star).

British War Medal 1914-1920. Originally intended to recognise service in the First World War only, eligibility for the medal was later extended to 1919 and 1920 to cover post-war mine clearance service and service in Russia. The large number of potential clasps suggested by the Army and Navy led to this idea being cancelled. The regulations allowed the medal to be granted to members of the forces who had volunteered for service overseas but were not permitted to serve as they were required in Australia.[1]

Mercantile Marine War Medal 1914-1918. The Mercantile Marine War Medal was established in 1919 and issued by the UK Board of Trade to members of the Mercantile Marine (not named the Merchant Navy until 1920) who had served on one or more voyages through a specified war or danger zone.[2]

Victory Medal. The Victory Medal, often referred to the Inter-allied Victory Medal, was the result of an agreement between various Allied nations to produce their own victory medal to avoid 'a general exchange of medals' after the war. National versions of the Victory Medal (all using the same rainbow coloured ribbon) exist for most countries and regulations governing the Victory Medal specified the emblem of the MID be worn on the ribbon of this medal.

World War II Campaign Medals

1939-45 Star. Established in 1943 this star was issued to recognise six months operational service (with the qualifying period shortened for certain specific cases) in specified zones. Approximately 205,000 were issued to Australians. The clasp BATTLE OF BRITAIN was authorised for wear on the ribbon, signified by a gilt rosette when ribbon only was worn.

Atlantic Star. The Atlantic Star was issued to recognise service in Atlantic between 3 September 1939 and 8 May 1945. Approximately 5,050 Atlantic Stars were issued to Australians. The clasps AIR CREW EUROPE and FRANCE AND GERMANY were authorised.

Air Crew Europe Star. The Air Crew Europe Star was issued to recognise operational flying from United Kingdom bases over Europe between 3 September 1939 and 5 June 1944. The clasps ATLANTIC and FRANCE AND GERMANY were authorised.

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[1] A number of entitlements in this category were granted to members of the Permanent and Citizen Forces who were required to remain in Australia, members of the Australian Army Nursing Service who had volunteered for service overseas but were retained in Australia to nurse wounded and sick members of the AIF repatriated to Australia, and members of the Royal Australian Naval Brigade.

[2] If a sailor's entire service during the War was with the Mercantile Marine, he was entitled to the British War Medal 1914-1920 and the Mercantile Marine War Medal 1914-1918 only, however, members of the Royal Navy who were seconded to the Mercantile Marine could earn entitlement to the 1914 Star/1914-15 Star, British War Medal 1914-1920, Mercantile Marine War Medal 1914-1918 and Victory Medal.

Africa Star. The Africa Star was issued to recognise operational service in North Africa, west of the Suez Canal, between 10 June 1940 and 12 May 1943. The clasps 8th ARMY, 1st ARMY and NORTH AFRICA 1942-43 were authorised.

Pacific Star. The Pacific Star was issued to recognise service in the Pacific Theatre of operations between 8 December 1941 and 2 September 1945. The clasp BURMA was authorised.

Burma Star. The Burma Star was issued to recognise service in the Burma Campaign between 11 December 1941 and 2 September 1945. The clasp PACIFIC was authorised.

Italy Star. The Italy Star was issued to recognise service in Sicily, Italy and parts of Yugoslavia between 11 June 1943 and 8 May 1945. There are no clasps for this star.

France and Germany Star. The France and Germany Star was issued to recognise service in France, Belgium, Holland or Germany between D Day on 6 June 1944 to the surrender of Germany on 8 May 1945. The ATLANTIC clasp was authorised.

Defence Medal. The Defence Medal was issued to recognise specified and non-specified service in non-operational areas. The qualifying period for Australians was one years service in non-operational areas where the individual served overseas or outside the country of residence, and six months where service was in areas subjected to air attack or closely threatened. Service in Australia in the Northern Territory north of Katherine or in the Torres Strait counted towards eligibility.[3]

War Medal 1939-45. The War Medal 1939-45 was the general service medal for the armed forces of the British Commonwealth during WWII. The medal was issued to recognise 28 days full-time service in one of the Forces between 3 September 1939 and 2 September 1945. The emblem of the MID was authorised on the ribbon of the War Medal 1939-45.

Australia Service Medal 1939-45. The Australia Service Medal 1939-1945 (ASM 39-45) was established in 1949 as a medal to recognise service between 3 September 1939 and 2 September 1945 as a member of the Australian armed forces, members of the Australian Merchant Navy and certain other specified persons. The original qualifying periods were 18 months full-time service or three years part-time service, but this was reduced in 1996 to 30 days and 90 days respectively. Other major Commonwealth countries all established unique national war commemorative medals for World War II and the ASM 1939-45 is Australia's equivalent of these medals.

[3] British citizens also qualified for three years specified service in designated areas on Britain

Miscellaneous Medals and Other Commemorative Items

Coronation and Jubilee Medals. Coronation and jubilee medals to commemorate the coronation of a new sovereign or other significant royal anniversaries have been issued since the 17th Century, however the first such medal was not issued to Australians until 1887 when a small number in Australian colonies were issued with Queen Victoria's Jubilee Medal 1887. Between 1887 and 1977 eligible Australians were issued coronation and jubilee medals, the highest number being over 11,500 (Queens Elizabeth's Coronation Medal 1953) and over 6,800 (King George's Coronation Medal 1937).

Marksmanship Medals. Between 1924 and 1987 members of the Australian Military Forces and from 1953 RAAF, competed annually for Imperial marksmanship medals with some expert marksmen awarded the medal multiple times. Medals were not competed for during the years of the Second World War. Although there was a naval version of the medal, there is no record that this was ever competed for in the RAN. The Imperial medals awarded were replaced in 1988 with the Champion Shot's Medal.

Other Non-Medallic Commemorative Items

- **World War I Memorial Plaque.** The Memorial Plaque, sometimes referred to as the 'Dead Man's Penny', was established by the British government in 1917 as a commemorative item for the next of kin of every soldier in the Empire, who died on active service in the War. Over 1.3 million plaques were issued throughout the Empire.

- **Anzac Commemorative Medallion.** This medallion was struck and issued in 1967 to surviving Gallipoli veterans, both Australian and New Zealand, or their surviving eligible next of kin, in lieu of a special medal for Gallipoli. The medallion is large and not designed for wear, however, living Gallipoli veterans also received a half sized miniature of the medallion fitted with a lapel pin to be worn in a jacket lapel. [4]

- **World War I RAN Next of Kin (NOK) Badge.** Issued to the nearest female relative of a serving member of the RAN, the badge signified a single relative in service, with a suspended silver bar for each additional person in service.

- **World War I AIF NOK Badge.** This badge was the Army equivalent of the RAN NOK Badge and issued under the same conditions.

[4] The matter of a special medal for Gallipoli was explored on several occasions but always rejected as the British declined to authorise a special medal for Gallipoli at the expense of medals for larger and more significant campaigns. Australia and New Zealand felt it inappropriate to have a special medal struck to recognise Australian and New Zealand participation in the Gallipoli Campaign when British personnel served in vastly larger numbers and were excluded.

- **World War I RAN Mothers and Widows Badge.** Issued to the mother and/or widow of a member of the RAN who died in service during the War. The number of gold stars indicated the number commemorated.

- **World War I AIF Mothers and Widows Badge.** This was the Army equivalent of the RAN badge, with an embroidered AIF Badge in place of the anchor and issued under the same criteria.

- **World War I RAN Returned From Active Service Badge.** This badge was issued by the Department of the Navy to members honourably discharged during the war as a result of age, infirmity from wounds, injury or illness, or other honourable reasons. The badge was issued to protect men of military age not in uniform from the attentions of zealous members of the public.

- **World War I AIF Returned From Active Service Badge.** This was the Army equivalent of the RAN badge and was issued under much the same criteria and for the same reasons.

- **King's Silver War Badge.** This badge was established in 1916 to be issued to members of the forces honourably discharged. The badge was issued under similar criteria as the RAN and AIF Returned Soldiers and Sailors Badges.

- **World War I Volunteer Home Service Badge.** This badge was established in 1916 and issued to employees (uniformed and non-uniformed) of the Department of Defence who had volunteered for overseas service but not accepted as they were required in Australia.

- **World War I Volunteer Medically Unfit Badge.** This was issued by the Department of Defence to persons who volunteered but been rejected on medical grounds.

- **World War I Volunteer Munitions Worker Badge.** This badge was issued by the Department of Defence to persons who volunteered but were required for the production of ammunition.

- **World War II Returned From Active Service Badge.** In World War II a single returned from active service badge (RASB) was issued to personnel honourably discharged who served outside Australia on active service.

- **World War II General Service Badge (GSB).** This badge was issued to members discharged honourably who had not served outside Australia on active service. A person who re-enlisted and accrued active service was required to surrender the GSB prior to issue of the RASB.

- **World War II Next of Kin Badge.** This badge was a single badge for all three services, gold stars indicated each person commemorated.

- **World War II Mothers and Widows Badge**. In World War II, a single generic badge was issued for all services, plus the Merchant Navy. The silver badge was issued to the mother and/or widow or nearest surviving female next of kin of any member of the armed forces or Merchant Navy who died on active service.

Annex B

List of Stakeholders Engaged

Individuals

Blackburn	AVM
Bowden	Ms
Bowles	Mr
Breen	Federal Agent
Caligari	BRIG
Cantwell	MAJGEN
Coates	VADM
Copeland	Mr
Crane	VADM
Crews	MAJGEN (Rtd)
Cullen	CDRE
Daetz	CMDR
Davies	WGCDR
Davies	CAPT (RAN)
Earnshaw	Mr
Elder	COL
Elms	CAPT (RAN)
Fairweather	MAJGEN
Flawith	MAJGEN
Foster	Ms
Gillespie	LTGEN
Gilmore	CDRE
Golden	CAPT
Gower	AIRCDRE
Hanna	BRIG
Hanlon	COL
Harris	Ms
Hawton	WO1
Hewitson	AIRCDRE
Higgins	BRIG
Hindmarsh	MAJGEN
Hurley	LTGEN
Hutcheson	COL
James	Mr
Johnston	CDRE
Jordon	CAPT
Kelly	MAJGEN
Lambert	Mr
Leahy	LTGEN
Lehmann	Mr
Letts	CDRE
Levay	WO-N
Luhrs	COL
Maher	COL
McDaniel	LTCOL
Memmolo	Ms
Menhinick	CDRE
Meyn	AIRCDRE
Orme	BRIG
Owen	AIRCDRE
Pezzullo	Mr
Power	MAJGEN
Prendergast	Ms
Quinn	Ms
Russell	Mr
Rush	Mr
Saul	BRIG
Scott	BRIG
Shalders	CDRE
Sharpe	Mr C.
Sharpe	Mr P.
Sheppard	AIRMSHL
Sims	BRIG
Slater	MAJGEN
Smith	BRIG
Svede	SQNLDR
Symon	BRIG
Traynor	Mr
Varghese	Ms
Warner	BRIG (Rtd)
Woolnough	WOFF
Webster	BRIG
Wiles	Mr
Wilson	MAJGEN
Wilson	Ms

Group Activities

1 Brigade	Junior NCO, RSMs, Junior officers, All Ranks
3 Brigade	Junior Officers, Junior NCO, Commanding Officers, RSMs
7 Brigade	All ranks, Reservists
8 Brigade	All ranks
9 Brigade	Senior NCO, Reservists
11 Brigade	All ranks Focus Group
16 Brigade HQ	Focus group
17 Brigade HQ	All ranks
2 Division HQ	All ranks
ADFA	First Year group
Air Command HQ	COFS, Personnel staff
APS Graduates	First Rotation
Army Pre-Command Course	Briefing
ARTC	Recruits and staff
Defence Civilian Network	Meeting
Defence Honours and Awards Directorate	Meeting
HMAS CAIRNS	All ranks, Officers
HMAS COONAWARRA	Presentation
HMAS HARMAN	Presentation
HMAS KUTTABUL	Focus Groups
HMAS STIRLING	All ranks
Maritime Headquarters	Focus Group
Navy Systems Command	Presentation to command group
NORCOM	Discussion
NORFORCE Centre Sqn	All Ranks
NTER Task Force	Focus Groups
RAAF Base Townsville	All ranks
RAAF Base Amberley	All ranks
RMC	Second Class
SASR	All Ranks Focus Group
Victoria Barracks Melb	All Ranks

Annex C

Group Submissions Received

Groups

- Australian Peacekeeper & Peacemaker Veterans' Association
- Border Protection Command
- Concerned Former Members of the Counter Terrorist and Special Recovery Teams of the Special Air Service Regiment
- Defence Reserves Association
- Headquarters Air Command, Royal Australian Air Force
- Injured Service Persons Association
- Returned and Services League of Australia (South Australia)
- Royal Australian Navy Corvettes Association (Queensland Branch)
- Royal Australian Navy Minor War Vessel Association
- Special Operations Command

Annex D

Summary of Submission Issues

The Review received nearly 500 submissions on a range of topics both within and outside of the Terms of Reference (TOR). A number of issues raised are addressed in this Report while most issues outside the TOR have been referred to the relevant staff area of the ADO.

A synopsis of issues raised is set out below.

Majority of Submissions

Most submissions either recommended liberalizing the award of service medals, or criticised processes and outcomes. The Panel considered these issues to be covered by the TOR.

- Security operations and related activities in Australia should be considered for service medal recognition. Examples include border security, humanitarian assistance (bushfire, flood, and cyclone relief), conventional explosive ordnance disposal and reconstruction tasks in remote Australian communities. Only a small number opposed such recognition.

- Many advocated liberalising the policy for acceptance and wearing of foreign awards.

- Many proposed a policy of campaign medals for all operations in addition to the AASM or ASM.

- The majority supported a visibly different service medal for Defence civilians if service was rendered under similar conditions as ADF personnel. A small number of submissions opposed recognition given civilians do not serve in an 'operational capacity', are not members of the 'profession of arms' and not exposed to the 'rigors of ADF service'.

- A number complained of unacceptable delay in receiving medals after rendering qualifying service (operational and long service).

- A significant number criticised the nomination process stating it was easier for personnel in higher headquarters to be recognised.

- Many criticised the honours and awards and commendations system for recognising primarily officers and senior ORs.

Not significant in numbers, but of note were the following proposals:

- Recognition for 'wounded in action', 'wounded on operations', 'wounded in service' 'killed in action' and 'death in service'.

- Recognition for multiple tours in an area of operations.

- Recognition in retrospect for all humanitarian activities conducted overseas including Operation PLES DRAI and AUSINDOJAYA, and for future humanitarian assistance operations.

- A range of issues covering the Army Infantry Combat Badge, Army Combat Badge and Returned from Active Service Badge.

- The ability to accrue clasps for the DLSM for service in the Reserves.

- Upgrading of the ASM to the AASM for a range of past service on the basis of service being considered warlike.

- Reintroduce the Imperial system of honours and awards or specific elements.

- Introduction of a 'volunteer medal' on the basis the ADM has been issued to national servicemen, and how it has now 'lost its meaning in recognising volunteers'.

- Proposals to strengthen the 'in action' definition.

- Suggestions to increase eligibility period for the AASM and reduce the eligibility for the ASM.

- Recognition with a separate medal for those involved in counter terrorist and special recovery training during the 1970s and 1980s.

- There should be no 'double medalling' of campaign medals or foreign medals with the AASM or ASM. Suggestions were also made to recognise operations separately and retire the AASM and ASM.

- Quotas for all honours and decorations should be abolished.

General Discussion, Comments and Observations

Matters within the TOR but not considered in detail by the Review Panel were:

Recognition of Arduous, Hazardous or Unique Peacetime Service. Suggestions included medals to recognise service in the Navy, Army or Air Force separately, sensitive activities, professional achievement medals, organ donors, Military Working Dogs, training of special forces personnel in the 1970s/80s or training generally. The Panel noted that while some sensitive activities or hazardous and arduous training may be unique or difficult, the philosophy that medals should be for service over and above training or normal peacetime activities should be preserved.

Upgrade of Commendations to Medals. The Panel noted the desire by many for medallic recognition. The Panel considered commendations for service are a firmly entrenched in the military culture as a tangible, visible and on-going form of recognition and should be maintained.

Volunteer Service Recognition and other ADM issues. The Review Panel noted a range of issues relating to eligibility criteria for the ADM, and the proposal for a 'volunteer' medal. The issues came predominantly from the ex-Service community.

Eligibility Periods for Medals. Suggestions were made on eligibility periods required to qualify for medals including reducing the required 15 years for long service medals, reducing the ASM from 30 days, increasing the AASM from one day, and increasing the ADM from four years. Some suggested reintroducing the National Medal for ADF service, remove the requirement for a minimum training requirement for Reserve long service, and introduce a 25 year medal. In most cases, the Panel believes eligibility policies are well established and accepted by most.

Recognition for Family Members. Some suggested recognition for families of servicemen and women who die on operational service. Suggestions included introducing new badges, resurrecting former recognition such as the Mothers and Widows Badge and extending Defence long service awards to wives. The Committee recognised the complexity of families in the 21st Century, and noting the apparent success of the RAAF Bereavement Pin presently used by RAAF. This issue will be left to the single Services.

Other Miscellaneous Issues. A small number of miscellaneous issues were considered relating to the quality of medals, inconsistent quality of clasps, and establishment of an ADF medals' tribunal. These were passed on to the staff areas for information.

Matters not considered by the Panel were:

Retrospectivity. Issues relating to past service such as World War II, Korea, Indonesian Confrontation, Vietnam, South-East Asia until 1989, Somalia and humanitarian operations in PNG during the 1990s were all outside of the TOR and not further addressed in this report.

Formal Presentation of Medals on Parades. This is an issue for the three services. Most ADF Stakeholders were satisfied with the manner in which medals were presented.

Trade, Qualification and Proficiency Embellishments. Some submissions suggested extending this practice. These are Service issues not covered by the TOR.

Current Campaign Medals for Afghanistan and Iraq. A number of submissions criticised the eligibility criteria for the Afghanistan and Iraq Medals, particularly qualification outside the borders of those countries. The Panel noted that eligibility for both medals was carefully considered at the time by Defence, with Cabinet agreeing the criteria.

Upgrading of the ASM to the AASM and links to Veterans' Entitlements. Some submissions addressed upgrading service medals and linking medals to the *Veterans' Entitlements Act 1986* or increased conditions of service. These issues were outside of the TOR.

Long Service and Officer and Instructor of Cadets Recognition. Some interest was shown in recognising long service for Officer and Instructors of Cadets (OIC) and Defence civilians. The panel was satisfied that current recognition for OIC was appropriate and that medallic recognition for long service by civilians from within the Australian Honors and Awards system was not within the scope of this review.

Re-establishing Imperial Awards. A small number advocated returning to the Imperial system. The Australian Honours and Awards system is now fully entrenched in the ADF and Australian society. The Panel reviewed Australia's use of the Imperial system from prior to Federation until 1975 and this assisted crafting a number of recommendations.

Volunteer Service Recognition and other ADM issues. The Review Panel noted a range of issues relating to eligibility criteria for the ADM, and the proposal for a 'volunteer' medal. The issues related mainly to the ex-Service community.

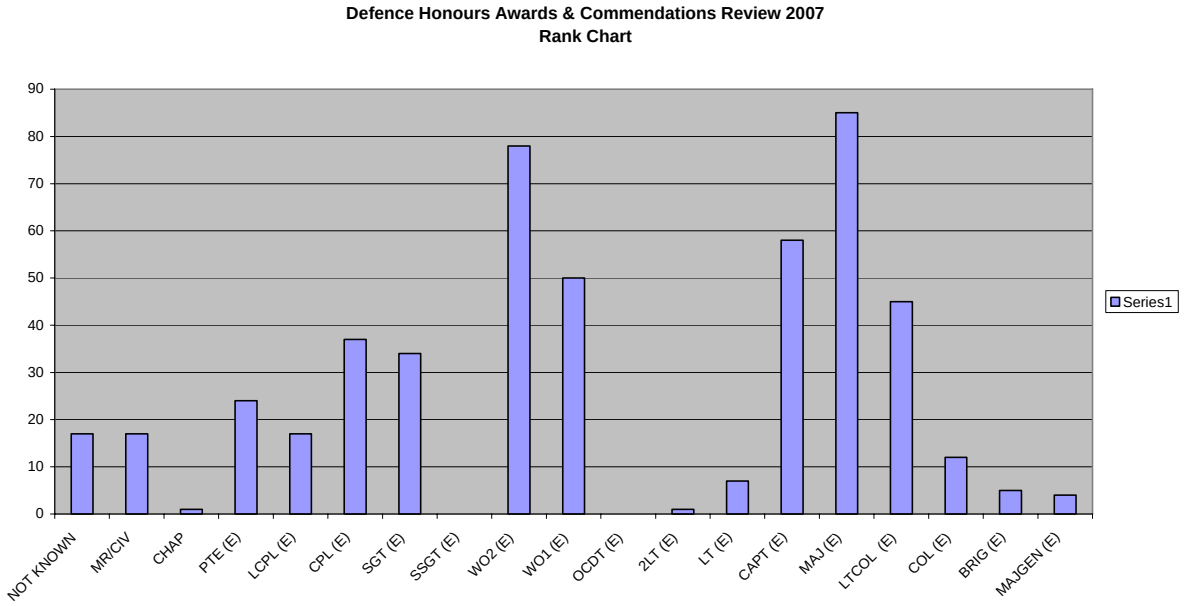
Additional recognition for UN Peacekeepers. Submission was made to issue all UN Peacekeepers with formal recognition to commemorate the Nobel Peace Prize awarded to the UN Peacekeepers Organisation in 1988. This matter was outside of the scope of this review.

Conclusion

The Committee noted many of issues raised in submissions to the Review have been subject to ongoing correspondence to Defence and government over a number of years. Where these issues lay outside the TOR, the Panel passed the information to the relevant area

APPENDIX 1
TO ANNEX D

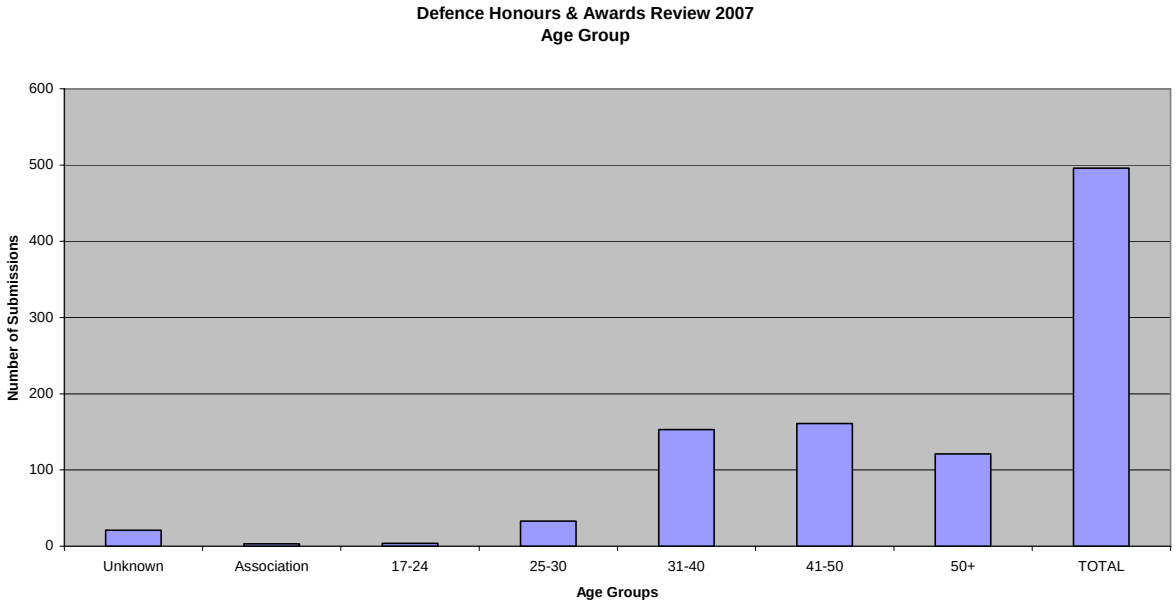
CHART 1 - NUMBER OF SUBMISSIONS RECEIVED BY RANK



The above chart shows the number of submissions received by rank. The highest level of interest was demonstrated at the WO and again the Captain (E) to LTCOL (E).

APPENDIX 2
TO ANNEX D

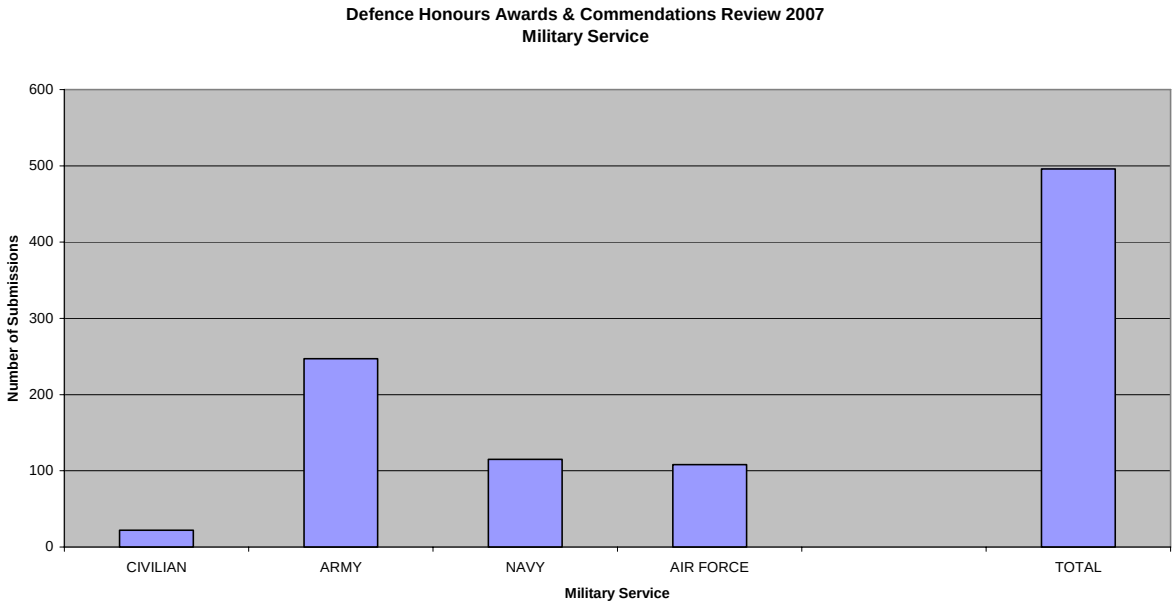
CHART 2 – SUBMISSIONS BY AGE GROUP



The above chart shows the number of submissions received by age group. This demonstrates a consistency with that of the rank demographic in Chart 1 reflects interest from the WO and again the Captain (E) to LTCOL (E).

APPENDIX 3
TO ANNEX D

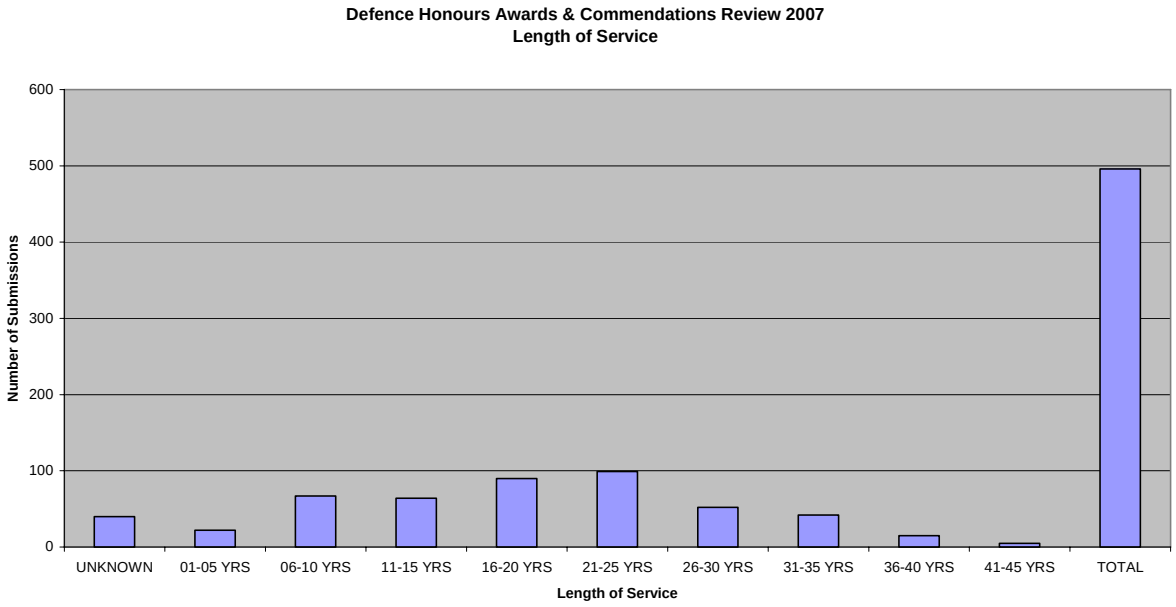
CHART 3 – SUBMISSIONS BY SERVICE



The above chart shows the number of submissions received by Service. The information demonstrates a balance in the number of submission received against Service strengths in that twice the number of submissions received were from Army as opposed to RAN and RAAF.

APPENDIX 4
TO ANNEX D

CHART 4 – LENGTH OF SERVICE



The above chart shows the number of submissions received by length of service. Of interest is the number of submission from those who have served in the 16 to 25 year bracket which might reflect the nature and tempo of operations from that time period to now.

Annex E

Author List of Individual Submissions Received

Individual Submissions Received by the Review

This list named authors of submissions. Three submissions were received from unidentified sources.

Albiston, P
Allen, B D
Anderson, G J
Anderson, M
Anderson, M D
Andrews, G R
Andrews, P S
Argoon, J M
Armstrong, M
Ashley, M
Astill, B J
Ausling, D J
Austin, M
Azzalin, R

Bagnall, P A
Bailey, C J
Baird, P W
Barak, J M
Barham, C A
Barlow, D A
Barnes, K L
Barry, J E
Bayly, P J
Beakley, A J
Beesley, R
Bendall, J
Bennett, B
Bennett, L W
Bennett, N
Benporath, S
Benporath, S E
Bentley, D
Beresford, W
Berkhout, P
Bertram, T D
Biner, M G
Bird, M J
Bishop, C
Blackburn, G W
Blain, J P
Bloomfield, P A
Bogue, P D
Bowden, J S F
Boyd, A R
Brailey, M I
Bray, V L
Bremner, A P
Bridgewater, F
Briggs, M W
Broadhead, J
Bromley, R B
Brown, D C B
Brown, M L
Brown, R
Brown, S
Brown, S P
Bruce, P
Brydon, G
Bulow, K M
Burnett, M R
Burns, D M C
Burns, M C
Butcher, C J
Butler, J K
Butler, T M

Cain, R J
Campbell, B M
Campigli, B A W
Cannon, P
Carolan, P R
Carmichael, C J
Carroll, I J
Carter, G R
Caton, R
Charlton, P
Chate, W G
Chinnery, A C
Clark, T
Clarke, G A
Claxon, P C
Clayton, R J
Cyldesdale, M J
Connelly, C J
Connolly, M J
Conway, P J
Copeland, P A
Corcoran, M
Crebbin, K E
Crompton, A D
Crook, B M
Croucher, C
Cunningham, M
Currie, R C

Daish, A D
Dale, A S
Davies, I G
Davis, G E
Davis, S M
Davison, G
De Boer, I J
De Havilland, S M
Del Guidice, P J
Del Mastro, M
Derham, S
Dimasi, G
Dingle, D N
Dolan, D
Donnelly, N J

Dowd, S S
Dowden, S
Dowton, P R
Doyle, M T
Doyle, M J
Drewitt, E C
Duckett, D J
Durnin, B M
Durston, C P
Dutton, M E
Dwyer, D J

Earnshaw, P
Eastgate, M A
Edwards, B
Edwards, D
Eley, R J
Ellery, C D
Ellis, S
Ely, A D
Engler, N P
Esler, T
Evans, J R
Evans, M K
Evans, T J
Ewart, G
Ewens, L R
Excell, S A

Fairbrother, A L
Ferguson, S A
Fernandez, S
Findlater, D W
Fisher, E B
Flanagan, M
Fletcher, S E
Fluellen, C D
Foley, C A
Foley, J
Ford, S
Fordyce, J
Foureur, J
Freer, M A

Gallagher, D
Gallagher, J L
Gane, M J
Gardner, J J
Garrigan, O T
Garth, S M
Gavan, D C
Gehrmann, R
Gilbey, B J
Gillman, V C
Gipson, P
Gledhill, M D
Glynn, T G
Goldie, D J
Goldrick, J V P
Gorringe, B K
Gosling, C W
Gregg, I
Griffin, S
Griggs, R J
Grimmer, S F
Gunder, A W

Halstead, G A
Hamilton, A J
Harley, J C
Hawke, A G
Hayes, G A
Hayes, P D
Hayter, S
Heath, A
Heath, R J
Hebblethwaite, C D
Heiman, S J
Henry, G
Higgins, D G
Hill, G R
Hill, S J
Hipwood, N
Hiscock, D P
Hodder, C R
Hogan, B P
Holbeck, K E
Holliday, T
Holman, R J
Holt, L J
Hooker, G J
Hooper, G
Houghton, A P
Howe, C T
Howe, D R
Hubbard, S T
Hughes, D M
Hughes, P L
Hulands, B G
Hunter, S A
Hurd, S J
Hutton, D J W

Ibbotson, P J

James, K M
Jamieson, C A
Janner, D M
Jenkins, D G
Jobson, S J
Johns, D S
Johnston, D
Johnston, D G
Joiner, K F
Jones, C
Jones, P D
Jones, R B
Jonker, P
Judge, S T

Karlsson, S L
Kearney, M P
Kearton, D
Keats, N J
Kelley, M A
Kemp, G B
Kennedy, S J
Kennedy, W T
Kenny, S P
King, J A
King, P A
King, P R
King, R W
King, S
Kingsford, M
Kirk, M G
Klaebe, J A
Knight, D
Knight, T C
Knights, R D
Kohl, H J
Krause, G B
Kretschmann, A M
Kretschmann, P A
Kunde, S M
Kurver, D J

Laird, J S
Lamont, G D
Langley, M T
Langmaid, C T
Larsen, W P
Leahy, A J
Le Boydre, A J
Lehaney, E I
Lewington, M D
Lewis, N A
Lewis, T A
Leyhand, H
Lighton, R E
Linden, M W
Lines, B S
Liston, J
Lloyd, T P
Lutley, P
Lynch, T M
Lyons, L
Lyons, R

Macaulay-Black, K
Maddock, B S
Magro, J V
Malone, P T
Mann, D R
Manning, J D
Manning, R K
Manolas, D J
Massie, M A
Mather, A B
McAuley, W J W
McConnell, W
McCormack, A J
McCrystal, J
McDonagh, J H
McDonald, A A
McDonough, M T
McGrogan, J
McIntosh, P
McKerral, D K
McLaren, J J
McLaughlin, S C
McLean, W J
McMahon, P
McMillan, K R
McNamara, C
Menhinick, R T
Meyers, G W
Meyn, I J
Middleton, I R
Miller, A S
Miller, D C
Miller, E
Milligan, B
Millsted, S G
Milward, J B
Mobley, M E
Mollison, C S
Monaghan, C D
Monaghan, M A
Montgomery, J G
Moore, S A
Morris, K
Morris, P M
Morris, T
Morrison, J A
Moten, G
Munn, R
Munro, G
Murphy, D

Nagle, G A
Nash, M J
Neil, N R
Nelson, A J
New, T C A
Nicholls, J
Nightingale, G F
Norman, K A

Oakley, C
O'Connell, P
O'Connell, S L
O'Gradey, S L
Old, K S J
Onesti, T
O'Reilly, D
O'Shea, P V
Ottaviano, S G
Overmeyer, R A

Paffett, C G
Pahl, A
Palmer, D
Palmer, G R
Panagopoulos, H
Papadopoulos, J
Parks, K R
Parnaby, A
Partington, T W
Patterson, M
Pearce, A B
Pearson, M
Pearson, P
Pearson, R S
Peters, D
Peterson, R J
Petrie, R
Pickering, W K
Pinch, I D
Pinder, G C
Pittman, S
Porter, J M
Press, N
Preston, B E
Prictor, M D
Pyke, P J

Radburn, P J
Randel, T J
Ratz, A D
Rayner, P A
Read, P G
Renwood, I
Reynolds, T S C
Richards, R
Richardson, J W
Riley, G P
Robb, W E
Roberts, M
Robertson, A J
Robertson, R
Robinson, C
Robinson, J R
Robson, S
Roe, A
Roe, C
Rogers, P
Rogers, P
Rose, G
Rout, C
Rowell, M W
Rowntree, N D
Royals, M B
Runham, J R

Rutherford, T J
Ryan, S

Sadler, N
Sadler, O
Sara, T P
Saville, P J
Schofield, D K C
Sear, F
Shaw, G J
Shaw, T
Sheaves, T I
Sheehan, T
Sheil, M W
Shepherd, S L
Shepley, M C
Shorter, D J
Siebert, P S
Siggers, D A
Sim, M
Simkin, T
Simpson, D S
Slade, S R
Smart, T L
Smith, D
Smith, M A
Somerville, A M F
Spedding, P
Spencer, S J
Stain, R J
Standen, P M
Statton, J
Stephen, K C
Stephenson, F
Stevens, D M
Stock, B
Storey, J
Strachan, P
Straczek, J H
Sullivan, K J
Sutherland, R G
Sutton, G R
Syer, A C
Sykes, P

Talbot, D J
Tate, J B
Tatti, G
Taubert, S C
Taylor, W
Thompson, K J
Thomson, A E
Thorley, C
Threlfo, D J
Thurgar, J D
Todkill, G M
Towerton, D W
Townsend, M D
Tribe, G
Turnbull, D A
Tyrrell, K P
Tyson, C J

Valdmanis, M
Van Ballekom, S J
Van Tienhoven, T
Vetuna, J

Waddell, A P
Wakfer, S J
Watson, J N
Watson, S J R
Webb, M S
Webbe, M J
Weller, C P H
West, D
West, W A
Westhead, G I
Westwood, C J
Whitelaw, M P
Wildermuth, S B
Wiles, S J
Wilkens, E R
Willard-Turton, R E
Williams, B
Williams, G J
Williams, P T
Williams, T C
Willmot, K E
Wilson, D A
Wilson, J V
Wilson, L E
Wishart, N W
Worswick, R J
Wright, B
Wright, S J
Wright, S R
Wymarra, W R

Yildiz, J
Yorke, G

Zammit, J
Zevenbergen, M

Annex F

Defence Honours, Awards and Commendations

Award	Remarks
Victoria Cross for Australia	Introduced in 1991 with a suite of other decorations for gallantry and distinguished service in operations. The decoration may only be awarded for the most conspicuous gallantry or a daring or pre-eminent act of valour or self-sacrifice or extreme devotion to duty in the presence of the enemy.
Companion of the Order of Australia (Military Division)	Introduced in 1975 to replace the suite of honours available to Australians. It is governed by the Constitution of the Order of Australia covering a family of four honours. An ADF member may be appointed as a Companion only for eminent service in duties of great responsibility in either operational or non-operational roles.
Officer of the Order of Australia Military Division)	The second level of the Order of Australia under the Companion. An ADF member may be appointed only for distinguished service in responsible positions.
Star of Gallantry	Introduced in 1991 and governed by the Gallantry Decorations Regulations covering a family of three decorations. It may only be awarded for acts of heroism or conspicuous gallantry in action, or in circumstances similar to armed combat or actual operations, in circumstances of great peril.
Distinguished Service Cross	Introduced in 1991 and governed by the Distinguished Service Decorations Regulations covering a family of three decorations. It may only be awarded for distinguished command and leadership in action
Member of the Order of Australia (Military Division)	The third level of the Order of Australia under the Officer. An individual may be appointed only for exceptional service or performance of duty.
Conspicuous Service Cross	Introduced in 1989 and governed by the Conspicuous Service Decorations Regulations covering a family of two decorations. It may only be awarded for outstanding devotion to duty, or outstanding achievement in the application of exceptional skills, judgement or dedication, in non-warlike situations.
Nursing Service Cross	Introduced in 1989 and governed by the Nursing Service Cross Regulations. It may only be awarded for outstanding devotion and competency in the performance of nursing duties, or for an act of exceptional dedication in the performance of such duties. It may be awarded for operational or non-operational service. Of note, it is not intended as an award for medic duties or first aid in the field.

Medal for Gallantry	The second level of decoration under the Star of Gallantry. It may only be awarded for acts of gallantry in action, or in circumstances similar to armed combat or actual operations in hazardous circumstances.
Distinguished Service Medal	The second level decoration under the Distinguished Service Cross. It may only be awarded for distinguished leadership in action.
Medal of the Order of Australia (Military Division)	The fourth level of Order of Australia under the Member. Whilst not 'appointed' to the order when awarded the medal, the individual does become a 'member' of the order as with the first three levels. It may only be awarded for meritorious service or performance of duty.
Conspicuous Service Medal	The second level of decoration under the Cross. It may only be awarded for meritorious achievement or devotion to duty in non-warlike situations.
Commendation for Gallantry	The third level of award under the Medal for Gallantry. It is not strictly a 'decoration' like the first two levels as it does not carry post-nominals. It may only be awarded for other acts of gallantry in action which are worthy of recognition.
Commendation for Distinguished Service	The third level of awards under the Distinguished Service Medal. It also is not strictly a 'decoration' like the first two levels as it does not carry post-nominals. It may only be awarded for distinguished performance of duties in warlike operations.
Operational and Campaign Medals	Operational and campaign medals are established for declared operations on the basis of a number of considerations including the size, tempo and operational circumstances surrounding a particular activity, conflict or campaign. Each medal is approved through Letters Patent and Regulations approved by the Sovereign following a recommendation by the Australian Government. Current Campaign Medals are the Afghanistan and Iraq Medals. The AASM and ASM are 'general service medals' which carry clasps to denote each operation. Also established under Letters Patent and Regulations each clasp is approved by the Governor-General on an Instrument of declaration and determination raised by the Minister.
Long Service Medals	Medals for Defence long service under the Australian system are the National Medal, Defence Force Service Awards and the Defence Long Service Medal. Each is governed by their own regulations. All medals in the Australian system are for an initial 15 years service with clasps denoting additional 10 years increments for the National Medal and five years for the others. Regulations for all these awards are complex, particularly the National Medal, which only has specific clauses relating to ADF service.

Authorised Foreign Awards	Government foreign awards policy is contained in the government's 'Guidelines Concerning the Acceptance and wearing of Foreign Honours and Awards by Australians'. Further policy is contained in other government documents. Paramount is an overriding government policy that the wearing of foreign honours and awards by Australians would be carefully monitored and subject to the over-riding principle of national interest and that any honour or award considered for approval must have equivalence to an award in the Australian system.
Commendations for Service	Commendations are covered by DI (G) PERS 31-2. Not part of the Australian Honours and Awards System but considered in the Terms of Reference.
Civilian Awards in Defence	Commendations covered by CM No. 33/2000 and 9/2000. Not part of the Australian Honours and Awards System but considered in the Terms of Reference.

Note:

1. The awards are in precedence of Order of Wear. While ADF members, Defence APS and any Australian are eligible for the Australian Bravery Awards, the Public Service medal and medals such as Humanitarian Overseas Service Medal, they are not considered 'defence' awards in the context of this Review.

2. All Defence awards may be made to other persons determined by the Minister for Defence for purposes of the Constitution of the Order of Australia or medal regulations as applicable. All may be awarded posthumously. However, in the case of the Order of Australia, this may only occur if the individual had already been nominated prior to death. Individuals may not be nominated posthumously. The Constitution of the Order of Australia and medals' regulations are promulgated in Commonwealth of Australia Gazettes as appropriate when initially announced and separately for each amendment. Unlike legislation, the Gazette is not the 'authority' to en-act the regulations, but rather the official government announcement of the particular honour or award, or amendment. A Gallantry Decoration may also be awarded for an act of a kind mentioned in the regulations (regulation 3) although the act did not occur in action, if it occurred in circumstances similar to armed combat or actual operations in hazardous circumstances.