

The following pages in the document: pgs 13 – 29, 31 – 33, 35 – 38, 40 – 41, 44, 47 – 49, 52 – 58, 61, 63, 66 – 67, 69 and 71 – 73 have been removed under section 22 [irrelevant matter] of the FOI Act.

# REVIEW OF RAN CAMPAIGN AND BATTLE HONOURS

## NAVAL HISTORY SECTION

2007



RABAUL 1914

ATLANTIC 1940-41

CORAL SEA 1942

GUADALCANAL 1942

LEYTE GULF 1944

NORTH SEA 1915-18

PACIFIC 1941-43

SAVO ISLAND 1942

NEW GUINEA 1942-44

LINGAYEN GULF 1945



# NAVY HEADQUARTERS MINUTE



2000/31210/1  
SPC-A/OUT/2007/019

1. **DGNSPF** (R1-4-B137)

1. An excellent piece of work with which I largely agree.  
2. I disagree with [redacted] and 'Sydney 1942' - RAN omitted comment. However D+E will need oversight.

s22

2. **CN** (R1-4-C003)

4. I agree with the proposed processes to ensure future awards.

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## REVIEW OF RAN CAMPAIGN AND BATTLE HONOURS

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### References:

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- A. Minutes of the Ship's Names, Badges and Honours Committee meeting of 3 May 1989. s22
- B. DI(N) ADMIN 8-2, RAN Policy on the Award of Battle Honours for HMA Ships and Fleet Air Arm Squadrons (Enclosure 1). s22

### OVERVIEW

1. The campaign/battle honours carried by a navy's ships are a reflection, and public presentation, of the operational history of that navy. In the case of the Royal Australian Navy (RAN) the conventions for the award of campaign/battle honours have their origins with the Royal Navy (RN) and adherence to the Admiralty's policy for the award of such honours. Because of this, many of the early awards carried by ships of the RAN do not reflect service rendered by Australian ships. Moreover, cases exist where RN ships have had their service recognised while Australian ships have not.

2. The award of battle honours to RN ships appears not to have been formalised until 1954 when Admiralty Fleet Order (AFO) 256/54 promulgated a definitive list of battle honours. When this list of battle honours was compiled, the Admiralty concentrated on actions and campaigns involving RN units and to some degree the service rendered by Commonwealth navies was overlooked. For example; the PACIFIC campaign/battle honour awarded by the Admiralty covered only the period following the arrival of the British Pacific Fleet in the Pacific theatre in February 1945. This award failed to recognise the RAN's involvement in this theatre prior to



that date and was a clear indication that the RAN could not rely purely upon the RN award system to recognise the service rendered by Australian naval units.

## AIM

3. The aim of this review is to produce an up to date list of RAN campaign/battle honours and formalise the policy, management and approval process for the award of such honours.

## Why Carry Campaign/Battle Honours?

4. Campaign/battle honours carried by individual units of the RAN are not only a reflection of their service but also of the Navy as a whole. Proudly displayed, battle honour boards promote a sense of achievement and foster esprit de corps throughout the Service. They also serve as a visible reminder to members of the public of both the historic and contemporary involvement of the Navy in far-flung operations.

## Current Situation

5. In 1982 the then Naval Historian, Mr John MacKenzie, conducted a partial review of battle honours awarded to the RAN. MacKenzie's review highlighted and rectified several specific anomalies that existed in the British system where RAN units had not received due recognition for past campaigns or actions in which they had participated. Unfortunately his review fell short of a comprehensive historical analysis and a number of notable operations were overlooked.

6. In 1989 a review of Battle Honour Policy was undertaken by members of the former Ships Names, Badges and Honours Committee (SNBHC) who proposed to the then Chief of Naval Staff (CNS) that the practice of RAN ships inheriting honours won by RN ships of the same name cease. Many of the awards carried by RAN units are for actions that pre-date the establishment of any Australian naval forces, such as 'LOWESTOFT 1665', one of several carried by HMAS *Success*, which have no relevance to the modern RAN. *Not do some others but they are worn with some pride.*

7. Reference A indicates that CNS agreed with this recommendation and the new policy was implemented with the commissioning of HMA Ships *Newcastle* and *Mermaid*. The SNBHC also determined that battle honours displayed by existing RAN units would not be altered until decommissioning or repair by replacement was required. It does not appear, however, that any subsequent action was taken to formalise this policy through an updated DI(N).

8. Campaign/battle honours are currently awarded for successful war or warlike service and, in accordance with Reference B, are granted to those commissioned units that take part in actions or campaigns categorised as follows:

a. Fleet or Squadron Actions. Fleet or squadron actions consist of:

i. the sinking of enemy merchant ships in an escorted convoy;



- ii. engagements with light enemy forces when both sides incur losses or heavy damage; and
  - iii. operations which resulted in frustrating the enemy's intention at the time, although no warship may have been sunk.
- b. Single Ship Actions. Single engagements of particular significance between two ships (eg HMAS *Sydney* and SMS *Emden* in 1914) which deserve recognition may be eligible for a battle honour.
  - c. Major Bombardments. Campaign/battle honours for major bombardments (naval gunfire support or air attacks) are granted only when there was appreciable opposition by the enemy. Other bombardments, where the enemy reply was negligible, are to be included among the various minor affairs for which a separate battle honour will not be awarded and which are merged, when appropriate, with a campaign or area award.
  - d. Joint Operations. The capture of a fortified area or a large island, in conjunction with other military units, may be recognised with the award of a battle honour. When the Navy has little to do beyond safe conveyance of troops to the point of attack, a naval battle honour will not be awarded, notwithstanding that a participating military unit may wear the honour on its colour.
  - e. Campaign Awards. Campaign/battle honours may be awarded for certain campaigns as a whole rather than for individual actions during those campaigns.
  - f. Area awards. Awarded for service in a specified area of operations.
9. In deciding which actions are to rank as campaign/battle honours the following guidelines are applied, although individual cases may require flexibility:
    - a. campaign/battle honours will be awarded for those actions which resulted in the defeat of the enemy or when the action was inconclusive but well fought and where outstanding efforts were made against overwhelming odds; and
    - b. campaign/battle honours will not be awarded for a defeat or when the action was inconclusive or badly fought.
  10. The qualification entitling a ship to a particular battle honour is that the ship was present during this action. The word 'present' is to be taken to mean presence at sea under the direct orders of the Service Officer controlling the operation even though some ships may not have opened fire on the enemy.


### **Staffing Procedures**

11. Previously, recommendations for the award of campaign/battle honours were raised by the Naval History Section (NHS) and submitted to the SNBHC for



endorsement. The recommendation was then forwarded through CNS and the Minister for Defence to the Governor General of Australia for approval.

12. The SNHBC ceased to exist in the late 1980s and has been superseded by the Naval Historical Advisory Committee (NHAC). Membership of the NHAC includes representatives from Fleet Headquarters (FHQ), Navy Headquarters (NHQ), the NHS and the Director of the Naval Heritage Collection. It is chaired by DGNSPF.

13. It is proposed that the award of future campaign/battle honours be managed as follows: 

- a. Recommendations for new battle honours or campaign awards be researched and raised by the NHS and include a list of eligible units.
- b. The NHS will then present the recommendation to the NHAC.
- c. Should the proposal be endorsed by the NHAC, a recommendation for the award will be forwarded to the Chief of Navy for subsequent approval by His Excellency the Governor-General through the Minister for Defence.

#### **Eligibility and Award Criteria**

14. The criteria for most of the existing campaign/battle honours have their origins in the type of naval actions fought throughout the 20th century and in particular during World Wars I and II. However, during the 19th Century the RN awarded campaign/battle honours for many operations which would today be described as peacekeeping or peacemaking operations that did not meet wartime criteria.

15. To date, campaign/battle honours have only been awarded to commissioned ships, naval air squadrons (including embarked flights) and Clearance Diving Teams (CDT).

16. More recent operations have included the deployment of a variety of other units including:

- a. the Laser Airborne Depth Sounder (LADS) aircraft;
- b. Logistic Support Elements;
- c. Joint Force Headquarters;
- d. electronic support elements;
- e. Hydrographic Office Deployable Survey Unit (HODSU)
- f. deployed Fleet Intermediate Maintenance Activity (FIMA) groups; and
- g. detached diving teams.



17. Many of these groups are small and sometimes drawn from multiple sources. Clearly it is not practical to award all these diverse groups campaign/battle honours. Nor is it practical to articulate firm and concise guidelines for all occasions.

18. As a general guideline campaign/battle honours would be awarded as follows: ✓

- a. To naval vessels allotted for service in a particular area of operations. In the case of ships with embarked flights the award would be carried by the parent squadron. ?
- b. To Naval Air Squadrons. Where the squadron forms part of an embarked flight the ship carrying the flight would also be awarded the campaign/ battle honour.
- c. To formally Constituted Units such as Clearance Diving Teams.
- d. To other significant deployed organisations assessed on a case by case basis.

#### **Recent Additions to Campaign/Battle Honours**

19. The awards KUWAIT 1991 and EAST INDIES 1940-45 were authorised for inclusion in Reference B in 1991 and 2003 respectively. The award VIETNAM 1967-71 was amended in 1999 to read VIETNAM 1965-72 and the JAPAN 1945 battle honour was also expanded to include ships engaged in the bombardment of the Japanese home islands at the same time.

20. Recent operations undertaken by the RAN for which no campaign/battle honours have yet been authorised include:

- a. Somalia 1993; <sup>s22</sup> [REDACTED]
- b. East Timor 1999-2000;
- c. Persian Gulf 2001-03; and,
- d. Iraq 2003.

21. The case for institution of these awards is presented at Annex A.

#### **Consideration of Retrospective Campaign/Battle Honours for RAN units**

22. As the award of campaign/battle honours has hitherto conformed to the conventions used by the RN, there are a number of instances where Australian units have been overlooked. These instances have been thoroughly researched and a case for recognising the RAN's involvement and the granting of retrospective awards is presented at Annex B.

*Agreed xmt Sydney 1992  
- see comments at Annex B*



## List of Campaign/Battle Honours

23. A complete listing of currently approved and proposed campaign/battle honours for RAN units is at Annex C. Proposed new awards have been highlighted in blue.

24. A list of ships and other units eligible to carry these awards is attached at Annex D. This list reflects the policy decision implemented by CNS in 1989 to remove awards carried by RAN units that were earned by RN ships of the same name. These are shown in red.

25. Annex E provides a summary of proposed battle honours for the contemporary RAN fleet, indicating where changes are proposed.

26. This review has been circulated to members of the NHAC out of session. Letters to the Minister for Defence and His Excellency the Governor General of Australia seeking approval will be staffed by the NHS once Chief of Navy endorsement has been received. A complete revision of DI(N) ADMIN 8-2 will also be staffed by the NHS on completion of the approval process.

## RECOMMENDATION

That you:

- a. **Note** that a comprehensive review of the RAN's campaign and battle honours has been undertaken by the Naval History Section, and that this has highlighted a number of anomalies. ✓
- b. **Endorse** the proposed changes to the policy and process of awarding RAN campaign and battle honours. ✓
- c. **Endorse** the proposed additions to RAN campaign/battle honours. ✕

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Sydney 1992

**Sensitivity:** Yes; the Minister for Defence and the Chief of Navy have received correspondence from individuals and naval associations requesting that particular ships be retrospectively awarded battle honours for actions or operations they have been involved in. While some RAN units will lose battle honours earned by RN units it is expected that the proposals in this submission will be, for the most part, well received.



**Resources:** RAN units affected by this review will be required to update existing Battle Honour boards in due course.

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8 Feb 07

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Enclosure:

1. Existing DI(N) ADMIN 8-2, *RAN Policy on the Award of Battle Honours for HMA Ships and Fleet Air Arm Squadrons*

Annexes:

- A. Assessment of recent operations for which no campaign/battle honour has been awarded
- B. Assessment of historical operations for which no campaign/battle honour has been awarded
- C. List of proposed and extant campaign/battle honours
- D. Consolidated list of RAN campaign/battle honour assessments
- E. List of proposed campaign/battle honours for the contemporary RAN fleet



08 FEB 2007

DI (N)

ADMIN 8 -2

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DI (N) ADMIN 8-2

**RAN POLICY ON THE AWARD OF BATTLE HONOURS  
FOR HMA SHIPS AND FLEET AIR ARM SQUADRONS**

THIS DOCUMENT HAS BEEN SCANNED AS A SERVICE TO NAVY FOR INCLUSION ON THE DEFENCE MANAGERS' TOOLBOX. SOME INACCURACIES MAY EXIST IN THE TEXT. PLEASE REFER TO HARD COPY IF IN DOUBT.

**Introduction**

1. This instruction states the policy for the award of battle honours to HMA ships and Fleet Air Arm Squadrons.
2. The criteria used by the RAN for the award of battle honours are based on those of the Royal Navy. Battle honours are intended to foster esprit de corps among ships companies and encourage them to take a personal interest in the war time exploits of their present ships as well as those of the same name which distinguished themselves in the past.
3. Folio 1 of the Captain's Ship's Book is to contain a record of service of ships of the same name. It is necessary, however, to distinguish between 'record of service' and 'battle honour'. There is a tendency to regard battle honours in terms of general naval events which, though meritorious in themselves, are not of sufficient importance to be ranked as battle honours. If awards are made too freely they lose much of their value. Moreover, limitations of space make it impossible for all actions to be included on a battle honour scroll. In many cases several incidents may have to be compressed into a single, short titled, battle honour.
4. If a ship is renamed at any time she will assume any battle honours of her new name and will no longer be entitled to those previously worn under the old name.

**Award of Battle Honours**

5. Battle honours are awarded by the Governor -General for successful war service and are granted to those ships and parent ships which took part in actions or campaigns categorized as follows:
  - a. Fleet or squadron actions,
  - b. single ship actions,
  - c. major bombardments,
  - d. joint operations,
  - e. campaign awards, and
  - f. area awards.
6. Fleet or Squadron Actions. Fleet or squadron actions consist of:
  - a. the sinking of enemy merchant ships in an escorted convoy;



ADMIN 8 -2

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- b. engagements with light enemy forces when both sides incur losses or heavy damage; and
- c. operations which resulted in frustrating the enemy's intention at the time, although no warship may have been sunk.

7. In deciding which actions are to rank as battle honours the following general rules apply, although exceptional cases may require departure from rigid adherence to them:

- a. battle honours will be awarded for those actions which resulted in the defeat of the enemy or when the action was inconclusive but well fought and where outstanding efforts were made against overwhelming odds, and
- b. battle honours will not be awarded for a defeat or when the action was inconclusive or badly fought.

8. The qualification entitling a ship to a particular battle honour is that the ship was present during this action. The word 'present' is to be taken to mean presence at sea under the direct orders of the Service officer controlling the operation even though some ships may not have opened fire on the enemy.

9. **Single Ship Actions.** Single engagements of particular significance between two ships (eg SYDNEY and EMDEN in 1914) which deserve to be highlighted may be eligible for a battle honour.

10. **Major Bombardments.** Battle honours for major bombardments (naval gunfire support or air attacks) are granted only when there was appreciable opposition by the enemy. Other bombardments, where the enemy reply was negligible, are to be included among the various minor affairs for which a separate battle honour will not be awarded and which are merged, when appropriate, with a campaign or area award.

11. **Joint Operations.** The capture of a fortified area or a large island, in conjunction with other military units, may be recognized with the award of the battle honour. When the Navy has little to do beyond safe conveyance of troops to the point of attack, a naval battle honour will not be awarded, notwithstanding that a participating military unit may wear the honour on its colour.

12. **Campaign and Area Awards.** Battle honours may be awarded for certain campaigns as a whole rather than for individual actions during those campaigns.

#### Battle Honours Approved for Use in the RAN

13. Battle honours awarded by the Admiralty since ARMADA 1588 are approved for HMA ships bearing the same name. In addition, battle honours



ADMIN 8 -2

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have been approved for HMA ships for service in the Pacific 1941 -45, New Guinea 1942 -44, the Indian Ocean 1941 -45 and Vietnam 1967 -71 as indicated at Annex A.

14. The criteria for campaign and area awards for World War I, World War II and subsequent campaigns are detailed at Annex A.

15. The selection of battle honours for World War I is based on the award of clasps with the British War Medal, although not all of the campaign or area events which were distinguished by a clasp are suitable for the grant of separate battle honours. Also several clasp awards have been combined into a single campaign or area battle award.

16. Battle honours, either those 'inherited' or those 'earned', may only be acquired by units (past, present or future) of the following categories:

- a. commissioned ships, whether named or numbered and whether built for naval service or otherwise acquired,
- b. commissioned shore establishments (normally only having 'inherited' honours but HMAS WATERHENS award of VIETNAM 1967- 71 for CDT3s service is a special case),
- c. naval air squadrons, and
- d. Royal Australian Fleet Auxiliaries.

#### **List of Approved Battle Honours**

17. A list of approved battle honours is maintained by the Ships' Names, Badges and Honours Committee and will be promulgated from time to time.

#### **Display of Battle Honours**

18. Battle honours awarded to ships, submarines and establishments are to be mounted on a Battle Honour Board and displayed in a suitable position. The Honour Boards of Fleet Air Arm squadrons afloat should flank that of the aircraft carrier in which they are embarked and those of land based squadrons should be mounted near the quarterdeck to facilitate constant surveillance. Fleet Air Arm Battle Honour Boards are to be taken on squadron charge and transferred as necessary.

19. The Battle Honour Board is to be carved from teak and is to incorporate the ship's name, badge and honour scrolls, also carved from solid teak. The dimensions of Battle Honour Boards may vary slightly in accordance with the number of honours to which a particular ship is entitled. Generally an Honour Board can be mounted in an area 1 120 mm x 720 mm. Honour Boards for submarines are an exception to this rule since



ADMIN 8 -2

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they must be embarked through the deck access hatch and accordingly are restricted in size to 535 mm x 435 mm. If a unit entitled to display battle honours does not have a badge, a modified form of Battle Honour Board will be provided.

20. With the exception of those which comprise the name of an enemy ship, battle honours are to be displayed in block letters. Enemy ship names are to be displayed in lower case letters between single inverted commas (it may be noted that there is one instance of two honours which include a single common word but with different years, viz CHESAPEAKE 1781 - a place name and 'Chesapeake' 1813 - an enemy ship name. The correct style for display of each battle honour is shown in the lists referred to in paragraph 17. Where necessary advice will be provided by the Chairman, Ships' Names, Badges and Honours Committee (Director Naval Personal Services see DI(N) ADMIN 4 -4).

#### Supply Accounting and Disposal of Battle Honour Boards

21. The manufacture of Battle Honour Boards is arranged by the Director of Naval Ship Design, who will provide the design drawing to HMA naval dockyards and prepare the detailed schedule for action by naval stores. Additional scrolls for battle honours may be demanded by inserting an item in the ship's or establishment's defect list.

22. Battle Honour Boards in HMA ships and establishments are to be accounted for in the Presentations, Relics and Trophies account. Boards from ships paying off are to be disposed of in accordance with DI(N) ADMIN 8 -1.

23. This instruction supersedes ABR 5016 Regulations and Instructions for the RAN Article 2917 and Appendix 29B.

Annex: A. Battle Honours Approved for Use in the RAN - from World War II Onwards

(N251/3/19)



c. **SYDNEY 1942.**

During the night of 31 May 1942 and morning of 1 June 1942, Sydney Harbour came under a determined attack from three Imperial Japanese Navy midget submarines. The first of the attackers became caught in the anti-submarine boom net and was destroyed by her crew. The remaining two boats successfully penetrated the harbour defences. One of these submarines carried out a torpedo attack against the American cruiser USS *Chicago* however it missed its intended target and instead sank the *Kuttabul*, a former ferry requisitioned by the RAN for service as a depot ship. This submarine then navigated its way clear of the harbour before being lost at sea. The remaining submarine was prosecuted by RAN vessels in the harbour, and was disabled in Taylors Bay. Throughout the action numerous RAN vessels were involved in the defence of Sydney Harbour. Noting that this was a determined attack conducted by light enemy forces, and that both sides incurred losses the award of the Battle Honour SYDNEY 1942 is considered appropriate.

**Recommendation:** Institution of an award SYDNEY 1942 is recommended.  
Details of this proposed award are:

SYDNEY 1942 All RAN ships, Channel Patrol Boats and Naval Auxiliary Patrol craft actively involved in the defence of Sydney Harbour on the night/morning of 31 May -1 June 1942.

Eligible units: The units listed below are determined to be eligible for this award:

HMAS <i>Bingera</i>	SYDNEY 1942
HMAS <i>Bungaree</i>	SYDNEY 1942
HMAS <i>Canberra</i>	SYDNEY 1942
HMAS <i>Doomba</i>	SYDNEY 1942
HMAS <i>Geelong</i>	SYDNEY 1942
HMAS <i>Goonambee</i>	SYDNEY 1942
HMAS <i>Kuttabul</i>	SYDNEY 1942
HMAS <i>Samuel Benbow</i>	SYDNEY 1942
HMAS <i>Westralia</i>	SYDNEY 1942
HMAS <i>Whyalla</i>	SYDNEY 1942
HMAS <i>Yandra</i>	SYDNEY 1942

Channel Patrol Boats & Naval Auxiliary Patrol (NAP)

HMAS <i>Lolita</i>	SYDNEY 1942
HMAS <i>Marlean</i>	SYDNEY 1942
HMAS <i>Toomaree</i>	SYDNEY 1942
HMAS <i>Sea Mist</i>	SYDNEY 1942
HMAS <i>Steady Hour</i>	SYDNEY 1942
HMAS <i>Yarroma</i>	SYDNEY 1942
HMAS <i>Lauriana</i> (NAP)	SYDNEY 1942

LIST OF PROPOSED AND EXTANT CAMPAIGN/BATTLE HONOURS

BATTLE HONOUR	AREA AND SHIP ELIGIBILITY
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SYDNEY 1942	All RAN ships, Channel Patrol Boats and Naval Auxiliary Patrol craft actively involved in the defence of Sydney Harbour on the night/morning of 31 May -1 June 1942 .
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# Consolidated List of RAN Campaign/Battle Honour Assessments

ANNEX D TO  
SPC-A/OUT/2007/019

08 FEB 2007

<u>SHIP / UNIT</u>	<u>BATTLE HONOURS PROMULGATED IN ANO 302/74</u>	<u>BATTLE HONOURS MACKENZIE REVIEW</u>	<u>BATTLE HONOURS PROPOSED 2007 REVIEW</u>



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# Consolidated List of RAN Campaign/Battle Honour Assessments

ANNEX D TO  
SPC-A/OUT/2007/019

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BINGERA

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~~SYDNEY 1942~~

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BUNGAREE

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~~SYDNEY 1942~~

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### Consolidated List of RAN Campaign/Battle Honour Assessments

**ANNEX D TO  
SPC-A/OUT/2007/019**

08 FEB 2007

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CANBERRA	s22		
		s22	<del>SYDNEY 1942</del>
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# Consolidated List of RAN Campaign/Battle Honour Assessments

ANNEX D TO  
SPC-A/OUT/2007/019

08 FEB 2007

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DOOMBA			<del>SYDNEY 1942</del>
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# Consolidated List of RAN Campaign/Battle Honour Assessments

ANNEX D TO  
SPC-A/OUT/2007/019

08 FEB 2007

GEELONG	s22	s22	<del>SYDNEY 1942</del>
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Consolidated List of RAN Campaign/Battle Honour Assessments

ANNEX D TO  
SPC-A/OUT/2007/019

08 FEB 2007

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KUTTABUL

~~SYDNEY~~ 1942

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LAURIANA

~~SYDNEY~~ 1942

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# Consolidated List of RAN Campaign/Battle Honour Assessments

ANNEX D TO  
SPC-A/OUT/2007/019

08 FEB 2007

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LOLITA

SYDNEY 1942

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MARLEAN

SYDNEY 1942

s22

Consolidated List of RAN Campaign/Battle Honour Assessments

ANNEX D TO  
SPC-A/OUT/2007/019  
08 FEB 2007

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SAMUEL BENBOW			<del>SYDNEY 1942</del>
SEA MIST		s22	<del>SYDNEY 1942</del>
			s22
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# Consolidated List of RAN Campaign/Battle Honour Assessments

ANNEX D TO  
SPC-A/OUT/2007/019  
08 FEB 2007

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STEADY HOUR

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SYDNEY 1942

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# Consolidated List of RAN Campaign/Battle Honour Assessments

ANNEX D TO  
SPC-A/OUT/2007/019

08 FEB 2007

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TOOMAREE			<del>SYDNEY 1942</del>

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# Consolidated List of RAN Campaign/Battle Honour Assessments

ANNEX D TO  
SPC-A/OUT/2007/019

08 FEB 2007

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WESTRALIA		s22	s22
			SYDNEY 1942
			s22

# Consolidated List of RAN Campaign/Battle Honour Assessments

ANNEX D TO  
SPC-A/OUT/2007/019  
08 FEB 2007

			s22
WHYALLA	s22	s22	SYDNEY 1942
s22			
YANDRA		s22	SYDNEY 1942
			s22
s22			
YARROMA		s22	SYDNEY 1942
			s22
s22			



ANNEX E TO  
SPC-A/OUT/2007/019

08 FEB 2007

SHIP / UNIT BY GROUPS		BATTLE HONOURS PROPOSED 2007 REVIEW

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Thompson

LIST OF PROPOSED CAMPAIGN/BATTLE HONOURS FOR THE CONTEMPORARY FLEET

ANNEX E TO  
SPC-A/OUT/2007/019

08 FEB 2007

s22

CANBERRA

s22

SYDNEY 1942

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LIST OF PROPOSED CAMPAIGN/BATTLE HONOURS FOR THE CONTEMPORARY FLEET

ANNEX E TO  
SPC-A/OUT/2007/019

08 FEB 2007

KUTTABUL	SYDNEY 1942
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