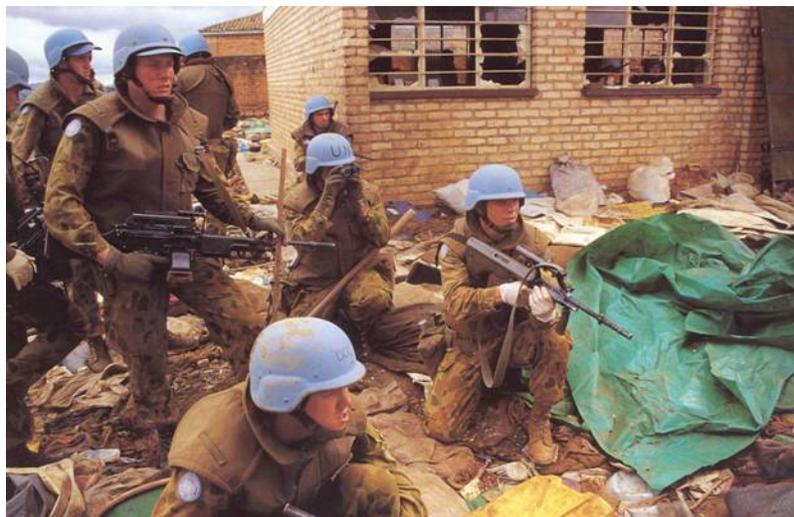




**The Australian Peacekeeper & Peacemaker Veterans' Association Inc.  
National Executive**

## **Review of Defence Honours, Awards and Commendation Policies.**





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**AUSTRALIAN PEACEKEEPER & PEACEMAKER  
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*Commemorating 60 Years of Australian Peacekeeping  
Operations*

Monday, 11 February 2008

**Defence Honours, Awards and Commendations Review**

CP3-7-061

Department of Defence  
CANBERRA ACT 2600

**Subject: Executive Summary**

To Whom It May Concern:

I take this opportunity to thank Brigadier Keogh and his team in this most welcome review.

As the Review Team may be aware, the Australian Peacekeeper & Peacemaker Veterans' Association Inc. (APPVA), has been lobbying for over 7 years to seek changes for recognition of service to a range of ADF members in a variety of operations. We are hopeful that our points highlighted in the attached submission will be seriously considered with a view to enact a positive resolution.

The main points of the submission is to firstly recognise the unique service of the contemporary nature and environment of Modern Military Operations, particularly Post 1975.

Of particular note is the suggestion to strike new Operational Medals to cover Warlike Service (WLS) Operations; retrospective awarding of the AASM to OP HABITAT (1991), and OP POLLARD (1995); retrospective awarding of the Iraq Campaign Medal to the previous Operations, including the Gulf War (1991); and the striking of a proposed Australian Peacekeeping Service Medal, in order to recognise the special, unique, dynamic and dangerous service of Peacekeeping Operations, that Australia has been involved with non-stop since 14<sup>th</sup> September 1947.

The APPVA seeks resolution to a number of medal entitlement anomalies that range from recognition of ADF members serving short service on Active Service, to awarding the ASM (1975-) to Operations in Rhodesia (1979) and the South Pacific Peacekeeping Force (SPPKF).

The recognition of Humanitarian/Defence Aid to Civil Community (DACC) Operations

*"Looking After Our Own"*

overseas is highly recommended, along with a range of Special Operations that have been conducted by ADF elements for many years, protecting and providing critical and timely information for ADF Commanders and affecting Strategic Government Policy.

Recognition of service within Australia that is beyond that of normal everyday service is also recommended, as is changes or recognition for the Australian Defence Medal to recognise different service, along with the recognition of our wounded, injured or killed members on Overseas Operations.

The APPVA notes that civilian recognition is also an additional consideration, however the APPVA does not support awarding of Military specific honours and awards to Defence Civilians. However the APPVA does recommend Civilian Service Medals for operations overseas, along with recognition of long service in the form of the National Medal.

It is with pleasure that I present the APPVA Submission to the Review Team.

The APPVA is strongly interested in consulting to the Team about our various medal issues and look forward to an interactive working relationship.

Yours Sincerely,

A handwritten signature in blue ink, appearing to read 'P.A. Copeland', with a long horizontal stroke extending to the right.

**P.A. Copeland,**  
National President.

1. ***What is your opinion of the current Defence honours, awards and commendations policies?***
  - 1.1 It requires consideration toward a number of areas for retrospective recognition. There appears to be a reluctance to recognize service of special significance, of which the New Zealand Defence Force (NZDF) system has become more accommodating toward the recognition of their members serving on a number of operations, after 1999, when they changed to a new Honours and Awards system.
  - 1.2 It is felt that Australia too, should follow the NZDF lead and commence a more appropriate recognition for service in all overseas operations and conflicts. In contrast to the NZDF position, the NZDF elements that served in INTERFET were awarded the NZ Operational Medal (Black & White stripes), which is a continuation from WWII and is awarded as a one off; and NZ Timor Campaign Medal. In addition, foreign awards included Australia's INTERFET Medal, and if service with the UN in East Timor thereafter the UNTAET Medal. Therefore a more adequate approach has been made by the NZDF in recognising service of their members.
  - 1.3 To date, it has been difficult to obtain Australian Defence Force (ADF) policy on campaign and other medals, which appears to be what is determined by the Government of the day. There are also inconsistencies with the honours and awards with ADF members how served pre-1975 to those ADF members who served post 1975, in seeking an equilibrium of recognition. In today's environment and even operations post 1975, there must be a genuine effort to recognize the service of individuals
  - 1.4 It is important that the Defence Honours and Awards (DHA) are strictly available to ADF uniformed members only. Although it is acknowledged that some civilians have been awarded the AASM (Telstra workers in East Timor, Defence Public Servants etc), and the ASM (Bougainville), it is suggested that a specific civilian award is struck to recognize Civilian service on operations. Similar to the WWII Civilian Medal. There needs to be a definitive recognition of ADF members from other agencies, including civilians and police. Police have their Police Overseas Service Medal (POSM), and it is believed that this is adequate recognition. However there is a desire within the seconded Australian Federal Police (AFP) Officers to seek specific addition service for the special and unique nature of Peacekeeping Service, along with their ADF counterparts.
  - 1.5 In addition to the above, anecdotal evidence suggests that there will be a difficult acceptance of serving ADF members toward the awarding of Campaign Medals to Civilians. Whilst a past precedent has been set with awarding of ASM and AASM to civilians, it is suggested that access to the Humanitarian Overseas Service Medal (HOSM) is available to those respective civilians, if there is no specific award struck for ADF members who served on Humanitarian and Defence Aid to Civil Community (DACC) Overseas Operations. Simply put,

ADF members want to see a military specific award system, without recognition inclusive of civilians access these military awards.

**2. *What could be done to make the Defence honours, awards and commendations policies for uniformed and civilian staff more appropriate?***

- 2.1 First of all, listen to the members who have suggestions and open the doors for debate and discussion over these matters, rather than referring to policies. The majority of times that submissions and requests have been forwarded to DHA, with the response of the regurgitation of policy, do not address the issues raised. There needs to be more open dialogue and consultation. This is particularly important to current and ex-serving members of the ADF.
- 2.2 Interactive consultation not only assists in a broader understanding of policy, but to also allow for feedback of the policy for further development.
- 2.3 Continual involvement of ADF representatives, along with the APPVA, will provide an opportunity to feedback issues of concern to a given committee without progressive confusion and misunderstandings of awards within and outside of the ADF.
- 2.4 The ALP Policy for Veterans has pledged that an impartial system by establishing an Independent Honours and Awards Tribunal. This has arisen because of the large amount of dissatisfaction within the Veteran community toward some unfair decisions toward the awarding of various medal entitlements. We view this as a positive step to improve the consultation process; however we would prefer a consultative approach prior to a quasi-judicial setting in order to determine the awarding of such medal issues.
- 2.5 Perhaps the ADF could provide inclusive administration of any proposed Civilian Awards, however it must be highlighted that the Prime Minister and Cabinet (PM&C), National Symbols and Awards Section, administers the civilian awards system with consultation to the Governor General. An example of this is the issue of the Public Service Medal (PSM), which is a prestigious award for exceptional service to members of the APS. The HOSM is also administered by the PM&C. Therefore it is viewed that Defence Civilians may be administered by the PM&C.
- 2.6 Access to Honours and Awards Policy is perhaps an area that is required, in order to be used by members as a reference guide. Presently, Honours and Awards policy within the ADF is not available to serving and ex-serving members. An interactive website, not the Defence Restricted Network (DRN), or Department Intranet, that is able to be accessed outside of the ADF Domain would enable this access. In addition, it is also suggested that the Governor General Gazettes for all awards are also available, with a comprehensive list of medals for the operations served, in particularly a full listing of the Clasps to the AASM and ASM (1945-1975 & 1975-Current).

2.7 It is the view of the APPVA that the Awards system needs to recognise the service of individuals or groups. There has been a wide range of discussions, however some of the areas that we feel that could be recognised by the ADF members for particular service that is above the normal workplace environment within the ADF is required. The service types listed below are considered unique service and are outside of the regular operation of the ADF during Peacetime Service. These are:

2.7.1 ADF Service in Support of a given Operation or Theatre from Australia (Peacetime);

2.7.2 ADF Service in support of Special service within Australia (Peacetime);

2.7.3 ADF Service in support of Humanitarian Service within Australia (Peacetime);

2.7.4 ADF Service for Humanitarian and Defence Aid to Civil Community (DACC) Operations Overseas (Peacetime);

2.7.5 ADF Service for short term Operations Overseas;

2.7.6 ADF Service for Non-warlike Service (NWLS) Operations Overseas;

2.7.7 ADF and Police Service for NWLS Peacekeeping Operations Overseas;

2.7.8 ADF Service for Warlike Service (WLS) Peacekeeping Operations Overseas;

2.7.9 ADF Service for WLS to a prescribed Operation Overseas;

2.7.10 Foreign Medals and Awards awarded to ADF Members.

### **3. ADF Service in Support of a given Operation or Theatre from Australia**

3.1 This suggested service type in relation to Medallic recognition is to identify the unique and demanding service of those who have served in support of operations overseas, whilst remaining within the Australian Support Area. An example of this service type would recognise those members who served in Darwin in the Forward Support Base to Operations in East Timor from 1999-2004. In addition would be the Logistic Support Force elements from given Directorates who support live operations with planning, coordination, and logistic provision of materiel support to these operations. One example would be the recognition of the Deployed Forces Support Unit (now called 39 Battalion). Others would be within strategic functions, inclusive of equipment; communications and information systems and logistic support.

**4. Service in support of Special service within Australia**

4.1 This particular service for the purposes of medallic recognition is suggested to relate to operations such as the following:

- 4.1.1 Counter Terrorism. To include all Special Operations Command (SOCOMD) units and support attachments and/or detachments;
- 4.1.2 Homeland Security. Homeland Security to involve Intelligence Operations, Protective Operations of given installations, significant activities and establishments;
- 4.1.3 Special Operations (both Field and Strategic). This would involve covert and passive Intelligence Gathering operations of identified units and agencies. This would include for example, Special Communications Operations tasking.

**5. ADF Service in support of Humanitarian Service within Australia**

5.1 This particular service for the purposes of medallic recognition is suggested to relate to operations involving DACC tasking within Australia. This would include operations that are beyond the scope and resources of a given Emergency Management Agency, or at the request of Emergency Management Australia (EMA). This would involve particular service to Disaster Operations by Land, Sea or Air. For example:

- 5.1.1 Search and Rescue Operations (SAROPS);
- 5.1.2 Support to large Bushfires;
- 5.1.3 Support to Cyclones;
- 5.1.4 Support to Tsunami Disasters;
- 5.1.5 Support to Flooding Disasters;
- 5.1.6 Support to any Natural Disaster not mentioned above; and
- 5.1.7 Support to any man made Disaster (not restrictive).

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

- 6.1 This particular service for the purposes of recognition would be similar to the ADF service in Support of Humanitarian Operations and DACC tasking, but in the context of Service Overseas. It is viewed that service overseas has potential further demands and risks toward ADF members who support these Operations. These operations have been identified by the APPVA and are amplified in a Chapter. This service would be considered to be similar to the award of the HOSM; however it would be an ADF specific award, with flexible eligible service toward time spent on operations. This is due to the dynamic aspect of operations, which provides a high intensity involvement during the Response and Recovery phases of a given Emergency or Disaster.
- 6.2 It should also be noted that if a country has requested the assistance of the Australian Government, that this is a special situation and operation. In these operations, ADF members are exposed to Health Risk greater than those within Australia. In un-developed countries, where many of these operations have served, the infrastructure is of low standard with water and sanitation being below western world standard.
- 6.3 Death is more prevalent in these operations than those within Australia. Therefore, it is considered that the Overseas aspect of Humanitarian and DACC operations provide significant risk to ADF members, along with the close support of the Australian Support Area.
- 6.4 Recognition of this special service is therefore deemed necessary due to the hazardous nature of these operations.

**7. ADF Service for short term Operations Overseas**

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

## **8. ADF Service for Non-warlike Service (NWLS) Operations Overseas**

- 8.1 Operations that are of a Non-warlike service (NWLS) nature would be various deployments that include a longer term mission in a given country. This is currently recognised under the Awards system as the Australian Service Medal (ASM). The ASM recognises NWLS in any given deployment, Hazardous and Peacekeeping Operations to ADF members.
- 8.2 A problem that may be encountered in the future is the amount of clasps available to eligible current and ex-serving members. It is estimated that at best 5 clasps would fit onto the regulation length of a medal and the earlier clasp is removed. We find this unsatisfactory as members would be proud to wear all of their clasps.
- 8.3 The matter of the amount of clasps to an ASM or the Australian Active Service Medal (AASM) is suggested to be now being outdated, given the tempo of operations since 1989 onward. It is suggested that a new ASM be Struck, consistent with the new dynamics and contemporary nature of military operations and service in the ADF. In contrast, this would mean that there will be 3 ASM/AASM covering the periods of 1945-1975; and 1975-2009 (?).
- 8.4 The ASM is specific to NWLS, with the clasp of Country where service has been rendered, with a degree of incurred danger (Incurred Danger Test) and military threat by belligerents or an identified/unidentified enemy.
- 8.5 It would appear that consideration is required to continually recognise NWLS with Country served in the form of a Clasp, however how long is the current system (1975- ) of ASM able to use in moderate recognition, before a necessity to review the AASM/ASM series for 1975 to the current day for a new series?

## **9. ADF and Police Service for NWLS Peacekeeping Operations Overseas**

- 9.1 Peacekeeping service is one of the most difficult and frustrating operations to conduct. Given the restrictive nature of the Rules of Engagement (ROE); and the Orders for Opening Fire (OFOF); dependant upon agreed protocols within Chapter VI of the UN Charter, or within the Protocol of the Peace Accord or Agreement by the host country and warring factions.
- 9.2 Whilst the award of the ASM recognises the nature of service as NWLS, the ASM does not particularly recognise, through the ADF and Australian Honours and Awards System as specific to the difficult and special nature of PKO.

- 9.3 In Canada, the recognition of the Canadian Peacekeeping Service Medal (CPSM) is cognisant of the special nature of PKO. Not long after the prestigious Nobel Peace Prize was awarded to all United Nations Peacekeepers in 1988 in recognition of their collective efforts in the cause of peace. This inspired the creation of the Canadian Peacekeeping Service Medal (CPSM) to acknowledge the unique contribution to peace that Canadian peacekeepers have made since 1947.
- 9.4 In relation to the Canadian recognition it is conceded that Australia was not a major contributor at the time of the award of the Nobel Peace Prize, however significant number of ADF and Police Overseas Peacekeepers have increased in number, serving in some of the most dangerous places in the world. This is of particular note from 1989 to the present.
- 9.5 The current Minister of Veterans Affairs, Mr Alan Griffin, MP, has acknowledged the special nature of Peacekeeping Operations by stating: “*Our peacekeepers are often called upon to serve in situations of high risk, great instability and where the local population is traumatised through their experiences.*”<sup>1</sup>
- 9.6 The Minister continues: “*They play a vital role in seeking to restore order and are respected for seeking to build relationships with the local people in the countries in which they are serving.*”<sup>2</sup>
- 9.7 The breadth of service of ADF members and Police Overseas Veterans required in which to conform to modern peacekeeping is of significant importance to the success of the operation. This service encompasses the difficulties, dangers and significant challenges that are the norm for NWLS PKO. It is simply a service that requires specific recognition.
- 9.8 Peacekeeping Service is classified for the purposes of the degree of the Incurred Danger test, which is used in deciding Conditions of Service and Veteran Entitlements. There are and will be NWLS PKO; and WLS PKO. NWLS PKO are noted as the following:
- 9.8.1 PKO that are allotted under Schedule 3 of the Veteran Entitlement Act 1986 (VEA);
- 9.8.2 UN PKO under Schedule 3 of the VEA;
- 9.8.3 Multinational Force & Observers (MFO) Sinai;
- 9.8.4 International Peace Monitoring Team (IPMT) Solomon Islands;<sup>3</sup>

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<sup>1</sup> DVA Media Release VA003 Wednesday 6 February 2008, PICTORIAL TRIBUTE TO AUSTRALIAN PEACEKEEPERS.

<sup>2</sup> *Ibid.*

<sup>3</sup> SPPKF has not been recognised for the award of the ASM (1975-)

- 9.8.5 South Pacific Peacekeeping Force (SPPKF) Bougainville;
  - 9.8.6 Peace Monitoring Group (PMG) Bougainville;
  - 9.8.7 Regional Assistance Mission to Solomon Islands (RAMSI);
  - 9.8.8 Commonwealth Monitoring Force – Rhodesia (CMF-R) Zimbabwe;<sup>4</sup>
  - 9.8.9 Commonwealth Training Team - Uganda (CTTU);
  - 9.8.10 UN Mine Clearance Training Team (UNMCTT) Peshawar/Afghanistan;
  - 9.8.11 Cambodian Mine Action Centre (CMAC);
  - 9.8.12 International Security Force (ISF) OP ASTUTE; and
  - 9.8.13 UN Military Liaison Team (UNMLT) Cambodia.
- 9.9 The above operations are considered to have a lower degree of Military Threat, with probable Incurred Danger. The unique service of Peacekeeping Operations needs to be specifically recognised as Special Service, under NWLS conditions of service.
- 9.10 It is also suggested that ADF and Police Overseas Service is eligible under the Service for NWLS in PKO, and that this award is **not** available to ADF Service for WLS PKO Overseas, with exception where the member is eligible for both.

## **10. ADF Service for Warlike Service (WLS) Peacekeeping Operations Overseas**

- 10.1 In similar context to ADF and Police service for NWLS PKO, the ADF has deployed to a number of WLS PKO. This service is deemed to have a higher level of Military Threat and risk, along with a higher degree of Incurred Danger. This is partially recognised with the award of the AASM, with the clasp of country served.
- 10.2 However, most PKO with the exception of one major operation, are not recognised with the special type of service or respective operational service rendered. This is not suggesting that the suggested Australian Peacekeeping Service Medal is awarded for WLS PKO.
- 10.3 The higher risk element needs to be recognised, aside to that of the AASM with clasp of country served. In 1999, the Australian Government authorised the deployment, supported and commanded the International Force in East Timor (INTERFET). Almost 5,500 ADF members served on this operation, with a

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<sup>4</sup> CMF-R has not been recognised for the award of the ASM (1975-).

number of other countries.

- 10.4 In what could be described as a first, the Australian Government struck the INTERFET Campaign medal and awarded this medal to all ADF members and contributing/donor countries that provided troops to East Timor during the INTERFET Operation from October 1999 – February 2000. INTERFET was conducted over a period of just over four months.
- 10.5 In addition to the INTERFET (OP WARDEN) Operation, ADF members and civilians were additionally awarded the AASM Clasp EAST TIMOR.
- 10.6 Previous PKO where troops served under Chapter VII of the UN Charter<sup>5</sup> for example, have not received an Operational or Campaign medal. Discussions with the Review Team suggested that the INTERFET Medal is an Operational Medal, not a Campaign Medal.
- 10.7 In the context to the above statement, it is then suggested that some of the more lengthy and large WLS PKO served by ADF members, should be equally recognised. During March 1989-March 1990, the deployment of Engineers and supporting elements to Namibia in South West Africa was then hailed as the largest deployment of armed troops since the Vietnam War.
- 10.8 Other such operations as time progressed were also hailed as larger ADF contributions since the Vietnam War which were the Australian Contingent to Cambodia; Australian Contingent to Somalia (the largest infantry force (1RAR)); Australian Contingent to Rwanda (in the form of Medical Personnel); and subsequently followed up with the Australian Contingent including a Battalion Group deployed to OP TANAGER of the UN Transitional Assistance in East Timor (UNTAET), during 2001-2003. These bench marks continually rise in contemporary operations today and tomorrow.
- 10.9 It should be noted that the sumative figure of the deployed size of these forces ranged from a total of 650 troops to over 3,500, lasting from 12 months to over 2-3 years.
- 10.10 These WLS PKO for the purposes of Operational Medal recognition are the following:
  - 10.10.1 UN Transitional Assistance Group (UNTAG) Namibia March 1989 – March 1990;
  - 10.10.2 UN Advance Mission in Cambodia (UNAMIC) October 1991 – May 1992;
  - 10.10.3 UN Transitional Authority in Cambodia (UNTAC) May 1992 – 8

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<sup>5</sup> It should be noted that UNAMIR II was reclassified as WLS and was under Chapter VI of the UN Charter.

October 1993;

- 10.10.4 The Second UN Assistance Mission to Rwanda (UNAMIR II) May 1994 – May 1995
- 10.10.5 The UN Transitional Administration in East Timor (UNTAET) Feb 2000 – May 2002
- 10.10.6 The UN Mission in Support of East Timor (UNMISSET) May 2002 – Aug 2003
- 10.11 Whilst it is acknowledged that all these WLS Operations are UN Operations, it must be considered that these operations were in higher degrees of danger, more robust Rules of Engagement (ROE), and higher threat levels than those NWLS PKO.
- 10.12 The APPVA suggests that Operational Medals are struck for individual Countries of Operations, noting that there may be up to 3 WLS PKO in the one country over a period of time. These are listed:
  - 10.12.1 Namibia;
  - 10.12.2 Cambodia;
  - 10.12.3 Rwanda; and
  - 10.12.4 East Timor.
- 10.13 The Operations above have satisfied a higher degree of Incurred Danger and are as such, classified within the VEA Schedule 2 as Allotted for Operational Service or Warlike Service, with higher entitlement access to War Service Pension for individuals to highlight the dangers and risks that veterans would have been exposed during their WLS PKO.

## **11. ADF Service for WLS to a prescribed Operation Overseas**

- 11.1 The recognition of WLS outside of the realms of WLS PKO, must also and has been recognised by the Government. This is evident today with the striking of Campaign medals for IRAQ and AFGHANISTAN.
- 11.2 In the retrospective context and perhaps for future WLS Operations outside of WLS PKO, this recognition is strongly suggested to continue. The APPVA has noted some operations that have been overlooked in this context and we highlight the following:
  - 11.2.1 The Australian Contribution to the Gulf War 1991;

- 11.2.2 OP HABITAT (Northern Iraq 1991);
  - 11.2.3 OP SOLACE (Somalia Dec 1992-May 1993);
  - 11.2.4 OP IGUANA The Second UN Operation in Somalia (UNOSOM II) May 1993 – Mar 1995; and
  - 11.2.5 OP POLLARD (Kuwait 1995).
- 11.3 All the above Operations are listed within Schedule 2 as War Service, Operational Service or WLS. The Gulf War 1991; OP IGUANA and OP SOLACE were awarded the AASM with Clasps KUWAIT and SOMALIA respectively.
- 11.4 Of note is that whilst OP HABITAT and OP POLLARD were not recognised with the AASM, they were Allotted for Duty under Schedule 2 of the VEA meaning that they were on Operational Service, hence WLS Operations. The ADF members only received the ASM, meaning recognition for NWLS, rather than correctly WLS. We feel that this may be an oversight and highlight the retrospective awarding of the AASM for Namibia and Cambodia, of which those 2 operations were later reclassified to AASM recognition instead of ASM. Both Namibia and Cambodia, like OP HABITAT and OP POLLARD were allotted for duty under Scheduled 2 of the VEA, and were provided War Service entitlements within the ADF and the DVA.
- 11.5 Recently, UNAMIR II, the ADF Contingent to Rwanda was also retrospectively reclassified for service from NWLS to WLS and subsequently awarded the AASM Clasp RWANDA, which replaced the ASM Clasp RWANDA.
- 11.6 In consideration to the above, it is suggested that the retrospective review of the AASM Clasp IRAQ is awarded to OP HABITAT and the AASM Clasp KUWAIT. This is consistent with the previous retrospective recognition of Namibia, Cambodia and Rwanda.
- 11.7 In line with the philosophy of recognising service, particular WLS with Campaign Medals, it is then suggested that consideration is made toward the following Campaign awards to:
- 11.7.1 The ADF Contingents and units to the Gulf War of 1991, as Iraq was the enemy of which this is consistent with the awarding of the Australian IRAQ Campaign medal;

- 11.7.2 OP HABITAT – as the ADF Contingent Operated in Northern Iraq in the midst of a humanitarian tragedy, inclusive of the threat and witness of Iraqi Armed Forces retaliation for an attempted and failed uprising immediately after the Gulf War, Iraqi Armed Forces were belligerents in this Operation, whilst the Australian Contingent was serving on WLS, that the Operation satisfies the award of the IRAQ Campaign Medal;
- 11.7.3 OP POLLARD – as the ADF Contingent Operated in South West Iraq and parts over and inside Iraq, from Kuwait, the target belligerent being Iraqi Armed Forces and that the Contingent satisfies the requirement for the award of the IRAQ Campaign Medal;
- 11.7.4 OP SOLACE – as the ADF Contingent, in particular 1 RAR Battalion Group operated in the Baidoa and Mogadishu areas, RAN HMA Ships TOBRUK and JERVIS Bay operated within the AO; along with RAAF Air Support; that a Campaign Medal is Struck for service in Somalia, which is consistent with such recognition for Operational and/or Campaign Medals;
- 11.7.5 OP IGUANA – ADF Contingent to UNOSOM II, that consideration be also made, inclusive of OP SOLACE that the Campaign or Operational Medal is struck for Somalia, that OP IGUANA (UNOSOM II) is included for such recognition.

## **12. Foreign Medals and Awards awarded to ADF Members.**

- 12.1 In order to not provide confusion that NWLS and WLS have been awarded a UN medal or some other Foreign recognition, sometimes members with the ADF will state that a Campaign medal is awarded through such awards. These awards are in the form of Bravery, Distinguished or exceptional service and various campaigns.
- 12.2 The APPVA makes it very clear that these Foreign Medals do not come under the auspices of the Australian Honours and Awards system, are awarded with differing criteria to that of Australia and should be discounted from making decisions of medallic recognition, particularly within this paper.
- 12.3 Foreign awards have been issued to Australians well-over 100 years, inclusive of the Imperial system, US Forces awards; Malaysian Government (Pingat Jasa Medal (PJM)); UN Medals; NATO Medals; MFO Sinai Medal; GRVN Medal etc. Those recipients have been honoured outside of Australia's system by various Governments and agencies.

12.4 Further discussion has been identified for recognition to be worn such as the Kuwaiti Liberation Medal provided by The Government of Kuwait to Allied Forces, for the Gulf War in 1991. Other foreign awards have been offered and will be offered as Australia serves in various conflicts around the world. The APPVA feels that there should not be a restrictive nature toward these awards being accepted and worn with pride by the eligible recipient.

### **13. Operations Overlooked – ASM (1975-).**

13.1 This paper also highlights the non-recognition of some operations that appear not to have been considered for the Australian Awards, in particular the ASM. These are the following:

13.1.1 The award of the ASM to the CMF-R (Zimbabwe); and

13.1.2 The award of the ASM to the SPPKF (Bougainville).

13.2 A separate document (Annex A) on the justification of the award of the ASM to the above listed operations is attached to this paper.

### **14. Civilian Awards and Commendations.**

14.1 It is suggested that the Defence Civilian Awards and Commendations are a definitive system, and not inclusive of the current ADF Awards and Commendations System. The APPVA insists that whilst we recognise that civilians have been serving in the capacity to support ADF Forces in a number of operations, this should not necessitate the access of civilians to the ADF Awards and Commendation System.

14.2 Ideally, the APPVA would prefer a separate system, for example:

14.2.1 Re-introduction of the WWII Civilian Medal for Active Service;

14.2.2 Introduce a Civilian Award for NWLS;

14.2.3 Introduce a Civilian Logistic Support Medal for WLS or NWLS;

14.2.4 Commendations that are extant within the APS system.

**15. *Any other comments/suggestions?***

- 15.1 The APPVA would like to thank the CDF and COSC for this opportunity to present these matters. They are important to many of us, particularly those who have served a considerable time in the ADF.
- 15.2 We have attached in annex form, some contentions toward the awarding of medals to ADF members, which are supported by the APPVA. We ask for serious consideration toward these cases and look forward toward positive outcomes.
- 15.3 If the above matters are not considered, or agreed, please provide us with the reasons, setting out in detail why these matters have been rejected. We would like to continue to have an interactive consultative approach for the appropriate recognition of all service with the ADF.

## **Humanitarian/DACC Overseas Operations.**

1. Humanitarian/DACC Overseas Operations. This could be achieved by either awarding a clasp to the ASM of “HUMANITARIAN OPERATIONS”, creating an ADF specific Medal for Humanitarian Operations or by approaching the PM & Cabinet, National Symbols and Awards Section and seek recognition under the Humanitarian Overseas Service Medal (HOSM).
2. The period of service would depend on the length of the Operation, in a similar context to the awarding of the ASM Clasp “SPECIAL OPS”, where no defined period of service is noted within the criteria.
3. It should be noted that these operations assist our S.E. Asian and S.W. Pacific neighbours, and are important in maintaining Regional Security, compliance and a willingness of Australia to assist its neighbours, with humanitarian aid that is requested by these countries.
4. It should also be noted, that inclusive of the Strategic International Policy of our Government toward our regional neighbours, Humanitarian/DACC Overseas Operations carry a degree of harm, health risks and sacrifice, in a very intense environment, along with witnessing the devastation of these under-developed countries. These Operations deserve to be formally recognized.

## **Special Operations.**

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

## **ASM for the CMF-R (Zimbabwe).**

1. Award the Commonwealth Monitoring Force – Rhodesia with the ASM (75- ). This has been an issue that many CMF-R veterans have been pursuing for some time. Although these 152 members of the Army were awarded the CMF-R medal (A Commonwealth Award), it should be noted that there is an inconsistency with those who served pre-1975, who were awarded Commonwealth awards and were later awarded with retrospective AASM and clasps for their service (e.g. Korea, Malaya/Borneo and Vietnam). These men want to be recognized by their country that they served (Australia).
2. These Veterans were previously awarded a Commonwealth award (The CMF-R Medal), prior to the institution of the ASM in 1988. This is consistent to those of previous conflicts as mentioned.
3. This group of veterans are the only group of veterans who have been awarded an Imperial award, not to be awarded the ASM. It has been stated from Directorate of Honours & Awards (DHA) of the Department of Defence, that the CMF-R medal is an Australian Medal, therefore negating the award of the ASM.
4. We contest this view, because whilst the CMF-R medal was awarded to the Australian Contingent, the Medal was also awarded to all Commonwealth Military Forces that were posted to CMF-R.
5. The APPVA believes that the CMF-R medal was originally an Imperial medal, which was worn on the left hand side of Long Service Medals, therefore indicating that it was a foreign award and not an Australian instituted award. Since the ASM has been introduced, the CMF-R is now worn on the right of Long service awards, indicating that the medal is an Australian award. This policy appears to be inconsistent as to how the CMF-R Medal was originally viewed, and that was as a Foreign Award.
6. The 152 veterans of the Australian Contingent to the CMF-R are disappointed that they are not recognised by the Australian Government for an ASM. If the earlier Imperial General Service Medal (GSM), is an indication of Imperial or British medals, why is it that veterans from Borneo, Vietnam, Malaysia and Malay Peninsula are able to additionally be entitled to the AASM or the ASM, where this group of veterans are not entitled to the ASM for their service?
7. The APPVA submits that this anomaly be changed to reflect that the Australian Army Contingent to CMF-R are awarded the ASM Clasp “RHODESIA”.

## **ASM for the South Pacific Peacekeeping Force (SPPKF).**

1. ASM (75- ) for the South Pacific Peacekeeping Force (SPPKF) Bougainville. Whilst the operation was short lived due to hostilities and the refusal of the Bougainville Revolutionary Army (BRA) to disarm, elements of the ADF were exposed to warlike conditions.
2. Although the operation was meant to be a peacekeeping force per se, the operation was a failure before the required 30-day period to qualify for the ASM. Subsequently the contributing South Pacific Infantry and Australian contribution withdrew from the Operation, known as OPERATION LAGOON.
3. Many Younger Veterans feel that this should be sought as the award of the ASM, perhaps with Clasp “SPPKF”, in order to recognise the particular Operation.
4. After the failure of SPPKF, and some 6 years later after civil war, the BRA came to the table to discuss peace.
5. The Truce Monitoring Group (TMG) headed by New Zealand was established and in 1998, the Australians took command of the operation of the Peace Monitoring Group (PMG) in Bougainville.
6. The special recognition of the SPPKF in the form of a Clasp to the ASM as such would particularly identify the operation, rather than classed with the TMG or PMG Bougainville in the form of the ASM Clasp BOUGAINVILLE.
7. The incurred danger to the ADF, was that the BRA did not trust the Australians within the SPPKF. This was due to the interests that Australia had on Bougainville in the form of a number of resource mining industries. The BRA was also suspicious of the Papua New Guinea Defence Force (PNGDF). This was particularly evident when the PNGDF planned to ambush the BRA on the way to attend a meeting on Bougainville.
8. The BRA were armed with a range of weaponry, including spears, arrows, blow darts and a range of small arms including M-16 weapons. The BRA was not disarmed during the SPPKF Operation and this presented a military threat and risk to the ADF members serving on the operation.
9. Therefore, the APPVA recommends that the ASM Clasp “SPPKF” would be appropriate recognition for those ADF elements that deployed on OPERATION LAGOON.

### **AASM for various short WLS deployments.**

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

## **Meritorious Unit Citations.**

1. Meritorious Unit Citations (MUC) are noted for meritorious service in sustained WLS Operations. During the period 1991-1994, the ADF had increased its tempo toward International peace and security with the deployments to Cambodia; Somalia and Rwanda.
2. These three deployments were the beginning of further WLS operations for the future and also established and pioneered given procedures and lessons learnt. These operations undoubtedly forged SOP and force development for the ADF in future operations.
3. Within Cambodia, the Australian Service Contingent (ASC), made up of Army (All Corps), RAAF, and RAN Communications specialists and Royal New Zealand Corps of Signals (RNZSigs) specialists, forged joint operations in a hostile environment, whilst providing communications.
4. The Communications infrastructure in Cambodia was totally destroyed and the ASC had a major challenge to install military communications network and civilian communications networks for a force of 20,000 troops. This was a massive task for the 545 strong Force Communications Unit (FCU).
5. It is understood that the Force Commander of the United Nations Transitional Authority in Cambodia (UNTAC), Australian Lieutenant General John Sanderson, has recommended the FCU to be awarded the MUC. It is understood that the CA, Lieutenant General Peter Leahy has agreed to consider the merits of this award in late 2006.
6. In General Sanderson's presentation at the 60<sup>th</sup> Anniversary of Australian Peacekeeping Seminar at the Australian War Memorial (AWM) in Canberra on 13<sup>th</sup> September 2007, he stated that he was most fortunate to have the Australian FCU to enact his command and control over the largest and most ambitious UN Operation to date. General Sanderson also commented that the FCU were the "glue" that kept the operation together, and without the FCU, the operation would not be a success.
7. It is strongly recommended by the APPVA that the ASC FCU to UNTAC be retrospectively awarded the MUC.
8. The 1<sup>st</sup> Battalion, Royal Australian Regiment (1RAR) Group to the Unified Task Force (UNITAF); also conducted protective operations within the Humanitarian Relief Sector (HRS) of Baidoa. It is understood that the 1RAR Battalion Group conducted itself with the utmost professionalism and was consistent with the traditions of the Australian Army. Perhaps Lieutenant General Hurley may be approached to further advance this recommendation.
9. The Medical Support Force (MSF) to the Second United Nations Mission in Rwanda (UNAMIR II). The MSF conducted itself professionally under the most

inhumane and horrific conditions an Australian Serviceperson will ever endure. The professionalism was marked by the Massacre at Kibeho in April 1995. Four members of the Casualty Clearing Station were awarded the Medal of Gallantry during this massacre of up to 8,000 Internally Displaced People (IDP).

10. The compassion displayed by the MSF during their 12 month deployment (made up of two contingents) was remarkable and it is understood that the UN Force Commander provided the contingent with a Unit Commendation.

11. In addition, the RSL of Australia recognised the MSF's bravery and service, with the awarding to the entire unit of the ANZAC Peace Prize.

12. It is strongly recommended that consideration is made toward the awarding of the MUC to the ASC MSF UNAMIR II.

## **The Australian Defence Medal (ADM).**

1. The ADM was designed to recognise Voluntary Service but, this was then changed to the current eligibility criterion, of any period of completed eligible service. On the reverse of the medal are the words "For Service". Therefore, this should be a medal that records a person's service which, is not already conveyed by the wearing of other medals. There is a requirement for a distinct recognition of the type of service rendered, along with recognition of death, wounding, injury, and illness of an individual.
2. It is suggested that a 3 tiered system of clasps is initiated for the ADM. From bottom to top of the riband;
  - a. Bronze clasp; "Volunteer", "National Service", and "Gap Year", maximum 1 clasp;
  - b. Silver clasp; One for each 5 years served to a maximum of 2 clasps (10 yrs), or a single clasp to denote 10yrs service;
  - c. Gold clasp; "KIA", "WIA", "K. Ops" (Killed on Operations), "W. Ops" (Wounded on Operations), "Killed in Defence" (Died / killed while training), and "DMR" (Discharged for Medical Reasons), maximum 3 clasps - "WIA", "Wounded on Ops", "Killed in Defence" or, "WIA", "Wounded on Ops", "DMR", or "WIA", "Wounded on Ops", "Killed in Defence".
  - d. A rough definition of the Gold Clasps in each category is;
    - (i) KIA - a person who was killed by an enemy or belligerent force (WLS + NWLS).
    - (ii) WIA - a person who was physically or psychologically wounded due to contact with an enemy or belligerent force. If psychologically injured, the person should be rated at Impaired to 70%+ under the Veteran Entitlement Act 1986 (VEA), or 50 Impairment Points under the Military Rehabilitation and Compensation Act 2004 (MRCA) for the trauma incurred (WLS + NWLS).
    - (iii) K. Ops - a person having died while on deployment overseas but not by an enemy, or belligerent force. E.g., WO2 Dave Nary, the 9 who died in chopper crash in Sumatra, etc, (WLS + NWLS).
    - (iv) W. Ops - a person who was injured/wounded while on deployment overseas but not by an enemy, or belligerent force, and required

Case vac or MEDEVAC or, suffered psychological trauma rated at 70%+ under the VEA or 50 Impairment Points under the MRCA, due to the operational environment (WLS + NWLS).

- (v) K. Trg - a person having died during the course of military training outside of WLS / NWLS. This is not to include deaths such as the 3 members of SASR who died on the bridge on Swan Island.
- (vi) DMR - a person who was medically discharged due to injury/ illness directly related to military service. This excludes persons who were classed as medically unfit due to physical/psychological injury which occurred off duty. E.g., physically incapacitated due to drink driving, psychological problems not previously identified by the ADF (bi-polar, schizophrenia, etc) or psychological trauma.
- (vii) It may be possible to include a former member to have a Gold Clasp for WIA and DMR. It is suggested to have DMR as a separate Gold Clasp, beneath the Gold Clasp of WIA, or W.Ops.

## **The Defence Force Service Awards.**

1. The Defence Force Service Awards (DFSA) and the Defence Force Long Service Medal (DFLSM). During the period of 14 Feb 1975 through to 24 April 1983, a “grandfather clause” was instigated for 8 years, where ADF members who had previous Commonwealth Long Service Awards (Long Service and Good Conduct Medal (LSGCM), Meritorious Service Medal (MSM); Navy Long Service and Air Force Long Service Medals, including Reserve Medals (Imperial)), were able to be eligible for recognition of long service awards in the form of the National Medal (NM) and the DFSA.
2. In a number of cases, it is not unusual to see a former service person who proudly wears a LSGCM, MSM, NM and the respective Defence Force Service Award system (DFSA) of 1982. Therefore 4 Long Service medals, not including the Australian Defence Medal (ADM). This is a result of the period of time from the Grandfather Clause and a precedent of recognition has been enacted during that period of time.
3. It appears that there was a similar gap with the introduction of the Australian Defence Force Long Service Medal system circa 1998-2001 onward (DFLSM) and the phasing out of the DFSA from circa 1998 to 2001 (Approx 2-3 years). It is recommended that a similar approach for dual recognition is afforded to ADF members who not only qualified for the DFSA, but to also be awarded the DFLSM during this transitional phase.
4. It is thought that the DFLSM was initiated to recognize the concept of phased careers within the ADF between services and inclusive eligible service for Reservists and Permanent Force members. This is cognisant of the change of modern military operations, to that from 1982-1999 and recognizing the new era of Military service into the new millennium (2000 onward).
5. The removal of the rule of combining medals from the DFSA for eligibility toward the DFLSM would be a fair action. There have been a number of people who for example, served over 15+ years within the Reserves, and then completed a 15+ year career with the Permanent force, who forfeit the award of the previous DFSA (e.g. RFM), and the DFSM, or vice versa.
6. The people being originally awarded the medals from the DFSA (1982-1999), are not entitled to have their service recognized under the new DFLSM, with an election to be made of which long service award do they wish to continue with. In the case of the DFSA, it is adding clasps, although this is not essentially recognizing a former reservist who is in receipt of a Reserve Force Decoration (RFD), who has a number of clasps from his/her service in the Permanent Force.

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

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

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

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

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

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

## **Meritorious Service Commendation.**

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