



The Australian Peacekeeper & Peacemaker Veterans' Association

Submission into:

**The Defence Honours & Awards Tribunal Inquiry
into the Recognition of Service with
The Commonwealth Monitoring Force – Rhodesia 1979-1980**



Southern Rhodesia. British Rover equipped with mine protection gear shows extensive damage from striking a mine. There were no casualties.

AWM P01940.003, by Lance Corporal Martin Turnbull, 130th Signal Squadron.

**Authored by:
Paul Copeland, OAM, JP.**

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CONTENTS

| Section | Item | Page |
|----------------|---|-------------|
| | Cover. | |
| | Copyright. | i |
| | Contents. | ii |
| | Letter of Transmittal. | iii |
| | Terms of Reference. | v |
| | Executive Summary. | vi |
| 1. | Introduction. | 1 |
| | Key Messages. | 2 |
| 2. | Background to the Rhodesian Conflict. | 3 |
| 3. | The Rhodesia Medal. | 4 |
| 4. | The Australian Service Medal. | 8 |
| 5. | The Imperial System of Honours and Awards (CIDA Text). | 9 |
| 6. | Observations about the Imperial and Australian Systems. of Honours and Awards (CIDA Text). | 10 |
| 7. | Committee into Defence and Defence Related Awards (CIDA). | 11 |
| | CIDA Principle 2. | 12 |
| | CIDA Principle 6. | 13 |
| 8. | Other Commonwealth Country Recognition for Rhodesia Veterans. | 14 |
| 9. | Precedential Outcomes Post CIDA. | 14 |
| 10. | Conclusion. | 15 |
| 11. | Recommendation. | 16 |

Annexes:

- A. Queen's Regulations – Institution of the Rhodesia Medal for Service in Rhodesia 1st December 1979 to 20th March 1980 dated August 1980.
- B. New Zealand Operational Service Medal Regulations 2002, SR 2002/223 dated 23 July 2002.



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*Commemorating 60 Years of The establishment of the United
Nations Command – Korea.
The Korean War – “The Forgotten War”*

31st July 2010

Emeritus Professor Dennis Pearce, AO,
Defence Honours and Awards Tribunal
Locked Bag 7765
Canberra Business Centre ACT 2610

Letter of Transmittal.

Dear Dennis:

It is with pleasure that the Australian Peacekeeper & Peacemaker Veterans' Association (APPVA), presents to you and the Inquiry Panel into the recognition for service of the Commonwealth Monitoring Force – Rhodesia (CMF-R) our submission.

The APPVA has received a great deal of interest, information and support from a number of CMF-R veterans who have indicated their strong desire to resolve a long standing issue of seeking Australian recognition within the Australian Honours and Awards System.

We sincerely believe that we have presented a bona fide case for recognition to the CMF-R veterans to be inclusive of the Australian Service Medal (1975-), Clasp RHODESIA.

Of additional interest is that the Australian Army Contingent to CMF-R attained Operational Awards in the form of two (2) Member of the Order of Australia (AM); one (1) Medal of the Order of Australia (OAM); and one (1) British Empire Medal (BEM). This is a mix of Australian and Imperial Awards that were awarded for the same Operation.

We are confident that the matter of Australian recognition will be resolved in similar context to those ADF personnel who received Imperial Awards that are additionally complemented with Australian awards. This is a reasonable and fair approach.

“Looking After Our Own”

The Point of Contact for this Submission is Paul Copeland, APPVA National Research Officer.

Yours Sincerely,
On behalf of the National President

A handwritten signature in blue ink, appearing to be 'P. Copeland', written on a light blue background.

P.A. Copeland, OAM, JP,
Immediate Past National President,
Australian Peacekeeper & Peacemaker Veterans' Association.



Australian Government

Defence Honours & Awards Tribunal

Inquiry into recognition of Service with the Commonwealth Monitoring Force – Rhodesia 1979-80

Terms of Reference

The Defence Honours and Awards Tribunal shall inquire into and report on recognition for members of the Australian Defence Force (ADF) who served with the Commonwealth Monitoring Force in Rhodesia between December 1979 and March 1980.

In particular the Tribunal is to:

- a) examine the sufficiency of the award of the Rhodesia Medal as recognition for the members;
- b) examine the relevant evidence and consider the nature and context of the service in relation to the criteria for Australian awards, particularly whether it is appropriate that an Australian recognition be awarded additionally to the Rhodesia Medal;
- c) consider whether any anomalies exist in regard to recognition of service in Rhodesia .

The Tribunal is to determine its own procedures, in accordance with the general principles of procedural fairness, when conducting its inquiry as set out in these Terms of Reference. In this regard the Tribunal may interview such persons as it considers appropriate and consider material provided to it that is relevant to these Terms of Reference.

The Tribunal is to report, in writing, to the Parliamentary Secretary for Defence Support on the findings and recommendations that arise from the inquiry.

In making its findings and formulating its recommendations the Tribunal is to arrive at a fair and sustainable response to current and future claims for recognition. It is to maintain the integrity of the Australian honours system and identify any consequential impact any finding or recommendation may have on that system.

Submissions to the Tribunal close on Friday, 13 August 2010.

Executive Summary.

1. The Australian Peacekeeper & Peacemaker Veterans' Association (APPVA), has consulted with our constituents, in particularly those who have served with the Commonwealth Monitoring Force – Rhodesia (CMF-R) for the case of Australian medallic recognition.
2. The Australian Army Contingent of 152 soldiers served in Rhodesia as part of a 1,500 strong Monitoring Force of Commonwealth nations including Fiji, Kenya, New Zealand and the United Kingdom.
3. There is evidence that the operation had inherent dangers, which ranged from land mines, poor weapon handling by guerrillas, the threat of further outbreak of violence, along with the environmental tension and stress.
4. At the time of awards for the Operation, there was no official Australian Award to recognise service by the Australian Defence Force. This situation remained from 14th February 1975 to 13th September 1988. Therefore, at the time in 1980, the Australian Government accepted the British Rhodesia Medal, in similar context to previous Imperial awards being made to ADF veterans.
5. The Rhodesia Medal was treated as a Foreign Award until 1989. For some reason, the Rhodesia Medal was then placed into the Australia's Honours and Awards System. This is consistent in comparison toward ADF veterans who have received a range of British Imperial Medals from 3 Sep 1945 through to 13 Feb 1975.
6. The Committee into Defence and Defence Related Awards (CIDA), that was conducted during 1993-1994, particularly states that it viewed medal policy through the eyes of 1994. Since then, many changes have been made to the Australian Honours and Awards system including the recognition of Imperial Medal recipients subsequently recognised with Australian Medal System awards. The Rhodesian veterans are the only group of veterans that have not received specific recognition through a unique Australian Award.
7. Simplistically, the CIDA Review is out of date and is not consistent with past precedents that have been made from 1994 to the present (2010).
8. It is noted that the Government of New Zealand, a Commonwealth Nation, has recognised their CMF-R veterans with the New Zealand Operational Service Medal (NZOSM), a medal that is unique to New Zealand from 24 July 2002 onward.
9. The issue at hand is why is it a matter of difficulty in recognising ADF veterans of CMF-R with the award of the Australian Service Medal (75-) (ASM) Clasp RHODESIA?
10. This paper has articulated the case for the awarding of the ASM for CMF-R veterans. The conclusive evidence suggests that this award is appropriate recognition.

1. Introduction.

1.1 For almost 10 years, the Australian Peacekeeper & Peacemaker Veterans' Association (APPVA) has lobbied on behalf of the veterans of the Commonwealth Monitoring Force – Rhodesia (CMF-R), to have their service recognised by the award of the Australian Service Medal (ASM).

1.2 This has resulted only by rejection by the Government and other Reviews, the outcomes, disappointing those veterans of CMF-R. The veterans feel strongly that they should be recognised by the Australian Award, to complement their Imperial (British) Award (Rhodesia Medal) and Foreign Award (Zimbabwe Independence Medal (ZIM)).

1.3 A synergy exists between pre-1975 servicemen who received a range of Imperial Medals and Foreign Awards who were also awarded Australian Awards, as a result of the Gratiation Report (Committee into Defence and Defence Related Awards 1993-1994 (CIDA)); and the Mohr Review (Review of Service Entitlement Anomalies in Respect of South-East Asian Service 1955-1975), dated February 2000.

1.4 This is in context to those who have served Post 1975, particularly those who have been awarded Operational Service Medals (OSM) or Campaign Medals and the AASM. Operations such as INTERFET; Iraq and Afghanistan are included in this list. At this point in time, there has yet to be such Reviews to Post 1975 Medal Entitlements.

1.5 Of recent interest is the introduction by the Rudd Government of the Australian General Service Medal – Korea (AGSM-K) being awarded to those servicemen who served with the UN Command Military Armistice Commission (UNCMAC – Korea) from 28 July 1953 to 19 April 1956, who are also entitled to the ASM 1945-1975 and the Returned from Active Service Badge (RASB). They served on a UN Monitoring Operation under non-warlike conditions and are classified as such within the Veteran Entitlement Act 1986 (VEA) under Schedule 3. The AGSM-K is understood to be an acknowledgement by Government that various Operations pre-1975 deserved an Imperial equivalent, inclusive of an Australian award.¹

1.6 It is also interesting to note from the Report of the Korean Post Armistice Service Review, that Chapter 10, paragraph 10.7 particularly notes the “Double Medalling” of service from 1945-1975 and the award of the AGSM-K should be justified based on these precedents.

1.7 The case provided in the Post 1947 Peacekeeping Service Recognition Inquiry by the APPVA is to have a similar AGSM or OSM struck for warlike service peacekeeping Operations from 1989 to the present. This will complement the AASM.²

1.8 The Proposed Australian Peacekeeping Service Medal (APKSM), a separate award, is for non-warlike service Peacekeeping Operations from 1947 to the present. The

¹ Report of the Korean Post Armistice Service Review, December 2005.

² Copeland, P, APPVA Submission for the DHAT Inquiry into Peacekeeping Operations 1947 onward.

APKSM is intended to complement the ASM 1945-1975 and ASM 75-. This did not include CMF-R at the time, as the APPVA presented the case for this group of veterans to be recognised within the Australian Awards system with the ASM. The Rhodesia Medal adequately recognising the Commonwealth service rendered, however in need of Australian recognition in the form of the ASM.³

1.9 The APPVA also submitted a representation of the CMF-R veterans within the Defence Honours and Awards Tribunal (DHAT) Inquiry into the Recognition of Service of Peacekeeping from 14th September 1947 to the Present.⁴

1.10 At the 93rd RSL National Conference held during the period 8-11 September 2008 in Townsville, the following remit was accepted:

71. AUSTRALIAN SERVICE MEDAL

That the Federal Government award the Australian Service Medal (ASM 1975) for the 152 Australian Army soldiers who deployed to Rhodesia, under the auspices of the Commonwealth Monitoring Force (CMF), December 1979 - March 1980.

TORQUAY – CARRIED

1.11 It is therefore contended that a major ESO has also agreed with the philosophy to recognise service for the CMF-R veterans to that of the ASM. The inconsistency in Government policy toward awarding medals is an ongoing concern throughout the veteran community.

1.12 It is noted that the Rhodesia Medal is treated by each country as part of its own honours system. However this is inconsistent with Australian Medal precedents complementing the Imperial Campaign and GSM awards from 1945-1975.

Key Messages:

The matter of conjecture has always been that of inequity and inconsistency to those who served 1945-1975, receiving both Imperial and Australian Awards to those who have served Post 1975.

The equality matter is a vexed issue by veterans of the Commonwealth Monitoring Force – Rhodesia, as their Rhodesia Medal was a Commonwealth (Imperial) Medal and that they have not been recognised under the Australian Awards System Post 1975, in the form of the ASM.

The award of the ASM Clasp RHODESIA will complement the Rhodesia Medal and is consistent with past precedents for Imperial and Australian Medal recognition Policy. This includes ADF service in the past decade.

³ Copeland, P, APPVA Submission for the DHAT Inquiry into Peacekeeping Operations 1947 onward

⁴ Copeland, P, Annex E to Part B, APPVA Submission to DHAT Inquiry into the Recognition of Service of Peacekeeping from 14th September 1947 to the present.

2. Background to the Rhodesian Conflict.

2.1 The Rhodesian War had dragged on for some 14 years from 1965 until 1979, being largely overshadowed by the television driven Vietnam conflict. The Rhodesian War was virtually ignored, until the guerrillas committed atrocities on various Missionary stations. The war was both bloody and brutal and brought out the very worst in the opposing combatants on all three sides:

RSF (the Rhodesian Security Forces - Ian Smith's army, made up of the Rhodesian Army and Rhodesian Air Force);

ZIPRA (Zimbabwe People's Revolutionary Army - Joshua Nkomo's army); and

ZANLA (Zimbabwe African National Liberation Army - Robert Mugabe's army).

2.2 In April 1979 an election was held in Zimbabwe Rhodesia in which 63% of the black population voted, and on 1 June 1979, Bishop Abel Muzorewa was sworn in as the first black Prime Minister of Rhodesia. Meanwhile the Peace Talks at Lancaster House continued in a rather 'on again - off again' fashion. This state of affairs continued until October and then as the light began to appear at the end of the tunnel, the United Kingdom sent out feelers to various Commonwealth nations that troops might be needed for a special operation.⁵

2.3 Historically, Rhodesia was the first country to have United Nations Security Council (UNSC) imposing mandatory sanctions against Rhodesia in 1966.⁶ CMF-R was also Australia's largest Peacekeeping Operation during the Cold War. Australia contributed 152 Army Officers, Warrant Officers, Senior and Junior Non-Commissioned Officers (SNCO & JNCO).⁷ The Australians served in Rhodesia from 24 December 1979 through to 20 March 1980.

2.4 The CMF-R consisted of Commonwealth countries to form a Force to Observe, Oversee and Monitor the ceasefire between the warring factions and to facilitate free and fair elections. Commonwealth troop contributing countries included the United Kingdom; Australia; Fiji; Kenya; and New Zealand.

2.5 Members of the force set up and monitored assembly places – three under Australian Command – for the containment of Patriotic Front guerrillas, while others monitored the activities of the Rhodesian Security Forces.

2.6 It was a dangerous operation, with both sides still armed and tense over the unresolved future. The British second-in-command (2IC) of the CMF, Brigadier John Learmont, recalled recently that he sometimes feared he might lose the whole Monitoring

⁵ http://en.wikipedia.org/wiki/Operation_Midford

⁶ Smith, H, *Peacekeeping: Challenges for the Future*, p.6.

⁷ Londey, P, "Australian Peacekeeping: Sixty Years in the Field," p.25.

Force: scattered in small groups across the country, it was in a poor position to defend itself if fighting broke out.⁸

2.7 The Operation in Rhodesia had inherent dangers. There were a number of contacts during this phase of the operation, including: A Rhodesian Escort AFV (Crocodile) was destroyed by a mine near Bulawayo, an RAF Puma helicopter crashed killing the 3-man aircrew, a Hercules aircraft was shot up by small arms fire near Umatli, and an RV Team was ambushed in the Zambezi Valley but escaped without casualties.

2.8 Peacekeepers were also taken hostage. In Assembly Places (AP), Communist Guerrillas were known to have the weapons in the "Instant Condition".⁹ This resulted in a plague of UD's (Unauthorised Discharges) and numerous casualties. It also caused tremendous stress and tension amongst the MF Teams. There were even UD's with hand grenades and RPG's resulting in injury and loss of life. As well, there was the ever present danger of mines which continued to take a toll during the entire operation.

2.9 It is unknown whether any Australian Soldier(s) were wounded in this operation. There were no Australian deaths reported. There were many breaches in the ceasefire as all three sides attempted to gain a position of strength, during the period of the Election. "Large numbers of hard core guerrillas remained outside the camps and continued to intimidate the electorate."¹⁰

2.10 The elections were said to be about giving the black population a free and fair vote, however, many, many black Rhodesians wanted to vote for Ian Smith but were barred from such a vote under the terms of the Lancaster agreement. This left a two horse race, and as Mugabe and Nkomo jostled for power, it became commonplace for hand grenades to be thrown into the interior of each other's beer halls by supporters.¹¹

3. The Rhodesia Medal.

3.1 The Rhodesia Medal was issued to Commonwealth personnel who served in Rhodesia for a period of at least 14 days between 1 December 1979 and 20 March 1980, pending the elections before the establishment of the independent republic of Zimbabwe.¹² Countries who were awarded the Rhodesia Medal were Australia, Fiji, Kenya, New Zealand and the United Kingdom.

⁸ *Ibid.*

⁹ The Instant Condition is a magazine containing 1 or more rounds is loaded into the weapon; the weapon is cocked; a round is in the chamber and the safety catch is off. This is the most vulnerable condition to have a weapon if not engaged in combat.

¹⁰ Miles Hudson, "Triumph or Tragedy: Rhodesia to Zimbabwe, Hamish Hamilton, London, 1981 [ISBN 0-241-10571-4](#), p.176

¹¹ http://en.wikipedia.org/wiki/Operation_Midford

¹² Defence Honours and Awards website: <http://www.defence.gov.au/medals/>

3.2 The Prime Minister presented the Rhodesia Medal to the Australian Parliament in August 1980.¹³

Figure 1 – The Rhodesia Medal.



3.4 It is interesting to note that a copy of the Queen’s Institution Paper of the Rhodesia Medal offered the “*Governments of Australia, New Zealand, Fiji and Kenya have been informed of the arrangements, so that the Forces of those countries may participate should their respective Governments so desire.*”¹⁴ A copy of this document is attached at Annex A to this Submission. Australia, along with the other Commonwealth nations opted for the British Rhodesia Medal.

3.5 At that point in time, Australia had no Medal(s) to recognise service rendered by Australian servicemen and servicewomen, from the period 14th February 1975 to 13th September 1988. Therefore, the logical option for the Australian Government at that time was to accept the offer of the British Rhodesia Medal to recognise the CMF-R service of 1979-1980. This is viewed as an Imperial Medal.

3.6 Indeed, during the period 14th February 1975 to 13th September 1988, those Australians who had served on Peacekeeping Operations, particularly with the United Nations, were permitted to wear the Foreign Award of the UN Medal with ribband of the particular UN Operation. There was no other recognition until the Institution of the Australian Service Medal 1975-, for ADF non-warlike service prescribed operations.

3.7 It is unfortunate that the author was unable to obtain a copy of the Commonwealth of Australia Gazette or any Official Australian Government policy documentation in order to determine the specific nature of the Rhodesia Medal and where it sat within the Precedence for Australian Honours and Awards at the time of issue and some time thereafter. It is understood that there is in fact no official Australian Government Policy

¹³ It’s an Honour Website: http://www.itsanhonour.gov.au/honours/awards/medals/rhodesia_medal.cfm

¹⁴ Queen’s Institution Paper of the Rhodesia Medal August 1980.

toward the Rhodesia Medal other than the Queen's Institution Paper.

3.8 It has been noted that over time, serving ADF members wore the Rhodesia Medal as a Foreign Award, to the left of Long Service Awards until 1989. The position of the Rhodesia Medal was relocated to the right side of the Long Service Awards, indicating that it was a medal within the Imperial or Australia Awards system.

3.9 Of interest is the DHA Statement on its website stating: "Imperial honours and awards issued under the Australian System until 5 October 1992 are considered Australian and their status will be upheld. As such, they are to be worn according to the Australian Order of Wearing and carry any appropriate post-nominals."¹⁵

3.10 It is interesting to note that the Defence Honours & Awards (DHA) unwritten Policy contends that Rhodesian Veterans have been awarded two medals. The Official approval for wearing the Zimbabwe Independence Medal (ZIM) came after the Policy of Foreign Awards, which was aligned with the British Policy was changed to an Australian Policy in 1989. Then the Rhodesian Medal moved from being a Foreign award into the Australian Honours and Awards system. This is consistent with the order of precedence of wear for pre-1975 Imperial awards.

3.11 However, what is of concern with the DHA policy is that the Rhodesia Medal has been accepted as a Foreign Award until 1989, turned into an Australian Award after the change of Foreign Award Policy and the approval to wear the ZIM as a Foreign Award was granted after 1989. This was around the time of the establishment of the Australian Service Medal.

3.12 This is confusing and inconsistent policy, particularly when it is very clear that the Rhodesia Medal is a Commonwealth Imperial Award that was instituted by the United Kingdom (UK). Therefore, the inconsistent policy for Commonwealth Imperial awards that were awarded from 1945-1975 to ADF veterans, plus the additional award of the Australian Honours & Awards AASM/ASM 1945-1975, places a disadvantage in terms of recognition for the CMF-R Veterans by comparison.

3.13 Of additional concern is that DHA considers Foreign Awards as medals awarded within the Australian Honours and Awards System and use this as a number factor for the amount of awards for a given Operation. This is unrealistic. Examples of this inconsistency are quite evident in both the Imperial and Australian Award eras.

3.14 It is noted within the DHA website that: "*In cases where more than one foreign award from the same nation has been given to an ADF member, they may be grouped according to the order of wearing of that nation, e.g. an ADF member is given approval to wear the US Meritorious Service Medal and later the Legion of Merit Degree Commander. As a courtesy to the awarding nation, these may be worn in accordance with that nation's order of wearing.*"

¹⁵ DHA Website: <http://www.defence.gov.au/medals/> Foreign Awards.

3.15 It is evident that there has been an inconsistent approach to the order of wearing the Rhodesia Medal since it was awarded in 1980. It has changed in the Order of Wear from a Foreign Award to an Australian Award.

3.16 Table 1 makes a comparative analysis of the differences of Imperial, Australian and Foreign Awards.

Table 1
Comparison of Imperial, Australian and Foreign Awards.

| Dates | Campaign | Imperial | Australian | Foreign |
|--|--|---|---|---|
| 1 July 1950- 27 July 1953 | Korea | Commonwealth Korea Medal | AASM Clasp KOREA (45-75) | United Nations Medal Korea |
| 1953-1956 | UN Command Military Armistice Commission – Korea | N/A | ASM Clasp KOREA (45-75) & AGSM-K ¹⁶ | N/A |
| 16 June 1948 and 31 July 1960 | The Malayan Emergency (Army and RAAF) | Commonwealth General Service Medal 1918-1962 Clasp MALAY PENINSULA | AASM (45-75) Clasp MALAYA | Pingat Jasa Medal (PJM). ¹⁷ |
| 16 June 1948 and 31 July 1960 | Malayan Emergency (RAN) | Commonwealth Naval General Service Medal (NGSM) 1915- 1962 clasp MALAYA | AASM Clasp MALAYA | PJM |
| 8 December 1962 – 11 August 1966 | Borneo Confrontation | Commonwealth GSM 1962- 1999 Clasp BORNEO and/or MALAY PENINSULA and/or BRUNEI | AASM Clasp MALAYSIA | PJM |

¹⁶ Approved 24 November 2009, Commonwealth of Australia Gazette S20 dated 3 March 2010 (Letters Patent and Regulations).

¹⁷ PJM eligibility is 31 August 1957 to 12 August 1966, or to 9 August 1965 for service in Singapore (the point at which it separated from the Federation of Malaysia); and Service until 31 December 1966 will also qualify for those personnel who were posted to Malaysia for service prior to 12 August 1966, but failed to qualify for the medal before that date.

| | | | | |
|-----------------------------------|--|--|---|--|
| 24 December 1962 until 29 May 64. | South Viet Nam | Commonwealth GSM 1962-1999 Clasp SOUTH VIETNAM | AASM Clasp VIETNAM ¹⁸ | Government of the Republic of Viet Nam (GRVN) Campaign Star. ¹⁹ |
| 29 May 1964 until 27 January 1973 | South Viet Nam Conflict. | Commonwealth Viet Nam Campaign Medal. | AASM Clasp VIETNAM | GRVN Campaign Star. |
| 1965-1973 | South Viet Nam Logistic Support. | N/A | AASM Clasp VIETNAM & Viet Nam Logistics Support Medal (VLSM). | N/A |
| Dec 1979 – 20 Mar 1980 | Commonwealth Monitoring Force – Rhodesia | Rhodesia Medal | Not Awarded. | Zimbabwe Independence Medal (ZIM). |

3.17 It is noted from Table 1, that most Australian Awards for the period 1945-1975, complemented the Imperial/British Awards and other Foreign Awards. The exception to this is the AGSM-K for the UNCMAC – Korea 1953-1956 and the VLSM. However both examples have recognition with the ASM (45-75) and the AASM (45-75) respectively.

3.18 The CMF-R does not have Australian recognition in the form of the ASM, in comparison to the previously awarded Imperial medals and is the only service that has yet to be recognised by Australia in the form of the ASM.

4. The Australian Service Medal

4.1 Noting the provisions within the Letters Patent and Regulations for the Australian Service Medal (ASM), nowhere within these Commonwealth documents does it state **not** to award the ASM to individuals who have served on prescribed non-warlike operations since 14th February 1975.²⁰ There are no references to past awards under the Imperial System.

¹⁸ Eligibility for the AASM (45-75) Clasp VIETNAM is 29 May 1964 and 27 January 1973, or those in receipt of the GSM 1962, or those in receipt of the Viet Nam Logistics Support Medal (VLSM)

¹⁹ The eligibility Period for the GRVN Campaign Star is 31 July 1962 and ending on 27 January 1973 for Australian Forces.

²⁰ Commonwealth of Australia Gazette S336, dated 2 November 1988.

4.2 The CMF-R (OPERATION AGILA), was a prescribed ADF non-warlike operation and it is correct to deem this operation to be eligible for the award of the ASM accordingly. Therefore the question must be raised – Why is the CMF-R veterans the only group of veterans who have served on non-warlike operations, been continuously overlooked for Australian recognition?²¹ There appears to be no logical or consistent reason in comparison to past precedents.

4.3 The Committee into Defence and Defence Related Awards (CIDA), attempted to place a number of principles for the award of medallic recognition to a number of anomalies. However, the Committee has not adequately described, nor considered the service of CMF-R veterans during its recommendations. The inconsistency in the CIDA is reviewed in the following paragraphs.

5. The Imperial System of Honours and Awards (CIDA Text).

5.1 The Imperial system of orders, decorations and medals had exclusive application in Australia until 14 February 1975. From that date until 5 October 1992, when the Prime Minister the Honourable Paul Keating announced that the Federal and State Governments had agreed to make no more recommendations for Imperial honours, the system continued to be either used or available to be used in Australia. Awards under the Imperial system were granted or recognised by the Sovereign as Australia's Head of State on the recommendation of Australia's Federal Government or State governments. In addition there were various awards within the Sovereign's personal gift which can still be made under our current system of honours and awards.

5.2 The Imperial system of honours and awards applied across many countries in the Commonwealth of Nations, but was administered independently in each country. Awards within the system were bestowed by the governments of each of those countries. In most cases, the elements comprising the Imperial system were regulated by Statutes, Royal Warrants or Regulations issued in the United Kingdom.

5.3 Among other things they provided for the designation, conditions of eligibility and ceremonial considerations associated with each award. The Australian Government was entitled to make recommendations on altering or including matters in Royal Warrants for Imperial awards, and did so on a few occasions.

5.4 In addition, two awards were instituted in the Imperial system on the recommendation of the Australian Government - the Australia Service Medal, for service in the Second World War, and the Vietnam Medal. Briefly, the Imperial system of honours and awards consisted of operational and non-operational components.²²

²¹ This is with the exception of the South Pacific Peacekeeping Force – Bougainville in 1994.

²² CIDA Chapter 1, 1994.

Operational awards were made to servicemen and eligible civilians and included:

- awards for gallantry, distinguished service and meritorious service, published either immediately or in periodic lists; and
- campaign medals to recognise participation in a major campaign or theatre of war and general operation awards for minor campaigns (e.g. the General Service Medals).

Non-operational awards were made to civilians and servicemen and included:

- awards for distinguished or meritorious service, published in the half yearly honours lists; and
- awards made for bravery in peacetime, for special service, and for long service and good conduct in the civil and military Services, published at various times throughout the year.

5.5 Under the coordination of the Department of Defence, each Service issued its own instructions regarding standards and procedures for the processing of recommendations. The Prime Minister had the final responsibility for ensuring that the standards set out in the various Statutes, Royal Warrants, Regulations and British Command Papers were maintained. He submitted recommendations to the Sovereign and the Governor-General as appropriate.

6. Observations about the Imperial and Australian Systems of Honours and Awards (CIDA Text).

6.1 Any comparison of these two distinct systems of honours and awards is difficult. In one sense they are not alike because they have evolved in different eras to meet the needs of societies different in time, place and values. In another sense, the two systems share much in common because the Australian system grew out of traditions and practices established under the Imperial system and there are elements common to both.

6.2 From the perspective of 1994, the Committee was asked to look back over time and fulfil its terms of reference by advising the Government on past service which is worthy of recognition. The submissions received by the Committee cover issues which go back to World War II. In many cases the Committee has been struck by anomalies, or has had drawn to its attention service which was overlooked and which by today's standards is worthy of recognition.

6.3 To help guide it through the diversity of issues raised, and to give consistency to its approach, the Committee developed a set of guiding principles. These principles have undergone refinement during the course of the Committee's work but their substance was established and agreed to early in the Committee's deliberations. The Committee believes that the principles proved their value as the many submissions and oral presentations

made during its inquiry were tested against them.²³

6.4 According to the Committee Into Defence and Defence Related Awards 1993-1994 (CIDA), the Rhodesia Medal, is an Imperial (Commonwealth) award which sits in the Australian system of honours and awards together with other campaign medals. (The Imperial system was current in Australia at the time this Medal was awarded, until 5 October 1992).

7. Committee Into Defence and Defence Related Awards 1993-1994 (CIDA).

7.1 CIDA reported the following in relation to the Rhodesia Medal inter alia:

“Submissions to the Committee about service in Rhodesia sought additional recognition for Australian CMF personnel through the issue of the Australian Service Medal (ASM) with an appropriate clasp such as "Rhodesia". The submissions argued that as Australian service personnel on United Nations (UN) or Multinational Force and Observers (MFO) commitments or peacekeeping missions have received both a UN or MFO award and the ASM (as in the case of Iran/Iraq and Namibia), then so too should they receive the ASM in addition to the Rhodesia Medal.”

“The Committee does not agree. It refers to its Principles number 2 and 6. The Rhodesia Medal is an Australian award as distinct from a foreign award. Even though the first elements of the new Australian system of honours and awards were introduced in 1975, elements of the Imperial system operated contiguously with the Australian system until 1992. Normally only one medal within the Australian system of honours and awards should be given in recognition of a single period of service. Those Australians who received the Rhodesia Medal for service with the CMF received the award from the Australian government and people. Their service has already been recognised by the nation and there is no case for an additional award.”

7.2 To provide a full understanding of the CIDA Principles 2 and 6, it must be noted there exists inconsistent approaches made in comparison to those awarded Imperial Awards and the additional Australian Awards (e.g. The Imperial Vietnam Campaign Medal, GRVN South Viet Nam Campaign Star and the AASM (45-75) Clasp VIETNAM).

7.3 The argument used in CIDA for the justification for Australian recognition was not a viable case by comparing service with Foreign Awards such as the UN or MFO. However, consistent with 7.2, there is no reason why the CMF-R members cannot be recognised by the ASM and be recognised in the same context as those who served pre-1975, e.g. Malaysia, where veterans received the GSM 1962 Clasp MALAY PENINSULA; AASM (45-75) Clasp MALAYSIA; and the Pingat Jasa Medal (PJM).

7.4 The Imperial GSM was intended to be awarded for minor conflicts for which no other specific campaign medal is awarded. This is a contextualisation of the Rhodesia

²³ CIDA Chapter 1, 1994.

Medal, of which it is not a Campaign Medal but an Imperial Service Medal.

CIDA Principle 2: Normally only one medal within the Australian system of honours and awards should be given in recognition of a single period of service. In the case of a major or protracted conflict consisting of different campaigns in different theatres, such as the two world wars, it is appropriate to consider a range of campaign awards.

The Committee recognises that overseas service by Australian defence personnel in certain military operations may attract foreign awards or recognition from the United Nations. This should not affect the decision to award an Australian medal. The same considerations apply in relation to medals issued by philanthropic organisations, such as the International Red Cross.

The Imperial tradition of avoiding duplication of awards has been adopted by the Australian system of honours and awards. The Committee supports strongly its continued application.

Author Comment: It is evident that the CIDA recommendations do not further recognise the service of ADF members to the CMF-R and is inconsistent with the CIDA Principle number 2. As highlighted, there should be no adverse approach toward ADF veterans of the CMF-R, particularly when they have received the Imperial Award of the Rhodesia Medal and the Foreign Award of the ZIM. The Principle number 2 used as the reason not to award an Australian Award is flawed and is inconsistent with the principle, particularly when stating that service overseas should not affect the decision to award an Australian Medal.

CIDA further contradicts the rejection of recognition under the Australian Award System for CMF-R veterans by stating that the Rhodesia Medal is already placed within the Australian Honours and Awards System. This being the case, so is the various Imperial GSM, NGSM, Viet Nam Campaign Medal, and Commonwealth Medal for Korea. All of these Imperial Awards were also afforded Australian recognition by the AASM 45-75.

In terms of the UN Command Military Armistice Commission in Korea, The AGSM-K has also been an added medal in terms of Operational service during the Imperial Period, of which additional recognition of the ASM 45-75 Clasp KOREA, and the RASB has been made by the incumbent Government. Both the AGSM-K, the ASM 45-75 Clasp KOREA, and the RASB appear to be indicative of the Government's acceptance to award more than one Australian Medal for service overseas.

The last point by CIDA that the "Imperial tradition of avoiding duplication of awards has been adopted by the Australian system of Honours and Awards", is now totally irrelevant for a number of reasons.

The main point that should be realised is that the Australian Honours and Awards System is uniquely Australian and should not be driven by British Imperial policy.

Whilst it is observed that the Queen's wishes are met, it has been quite evident even up to the past decade, that Imperial Awards have been additionally awarded Australian Awards; and that a number of operations have received two Australian medals for the service rendered, along with the additional approval to wear foreign awards.

Therefore, the relevancy of the CIDA statement of the Imperial tradition for avoiding the duplication of awards is no longer valid in today's environment.

7.5 CIDA Principle 2 is not valid in terms of contradictory precedents to recipients of Imperial Awards, complemented by Australian Awards and further approval to wear foreign awards. Of significant note are the AGSM-K and the VLSM that again contradicts CIDA Principle 2 as two Australian medals awarded for the same period of service.

CIDA Principle 6: In relation to Imperial awards, the Committee will contemplate amendment to the terms and conditions governing these awards only under the most exceptional circumstances where a clear anomaly or manifest injustice can be established. Otherwise the Committee will seek to find solutions within the established terms and conditions for these awards and will address situations where an anomaly or injustice in application may have occurred.

Should anomalies or injustices in either the terms and conditions or application of Imperial awards be detected, the preferred method of rectification is to grant access to the Imperial award for which persons would now be considered to qualify. In cases where the Imperial system did not provide recognition for a particular service but where the Committee believes recognition is warranted, it should be made under the Australian system. The Committee has taken account of the views of Her Majesty The Queen that issues relating to Imperial honours and awards for World War Two are now closed. The Committee also notes Her Majesty's preference stated in 1992 that Australian governments no longer make recommendations under the Imperial system of honours and awards, now that Australia has its own comprehensive national system. However, the Committee has balanced this with its approach to issues from the perspective of 1994 and of what is considered fair and reasonable today (1994).

Author's Comment: Australian Recognition in line with the previous Service from WWII and the period during 1945-1975, in particular the operations noted in Table 1, has more than adequately demonstrated the anomaly and inconsistency with Principle 2 of CIDA, along with the precedents of further recognition by two Australian Medals being awarded.

There was no available Australian Award in 1980 when the British Rhodesia Medal was accepted by the Government. The contextualisation of this effect in relation to Korea, Malaya, Confrontation, South Viet Nam, must remain consistent for the recipients of the Rhodesia Medal.

Additionally, are the current precedents of the awarding of the AASM 75-, with the Iraq,

Afghanistan and INTERFET Campaign Medals in the past decade. Notice is taken of the NATO International Security Assistance Force (ISAF) Medal being awarded to those who have served with ISAF in Afghanistan. This has been considered a foreign award and an ADF member will return from Afghanistan with the two Australian medals and the NATO medal approved for wear.

7.6 In terms of the interpretation of Principle 6, it is a compelling case for CMF-R to be recognised by Australian Awards by the ASM 1975-. There is a clear ambiguity in relation to the anomaly described within this submission as the Rhodesia Medal is a British Imperial Medal, issued at a time when no Australian Award existed. There must be consistency in the precedents made for Imperial Medal recipients from 1945-1975, of which the Rhodesia Medal is the only Imperial Medal to not be complemented by the ASM.

8. Other Commonwealth Country Recognition for Rhodesia Veterans.

8.1 The New Zealand Government has recognised the service in Rhodesia by additionally providing eligibility for those New Zealand Defence Force (NZDF) members who served with the CMF-R as eligible for the NZ Operational Service Medal (NZOSM). The CMF-R NZ Veterans are also permitted to wear the ZIM, without any restrictions made upon the individual.

8.2 The NZOSM and the situation with the Rhodesia Medal are particularly mentioned in the Regulations for the NZOSM, which was approved by Her Majesty, The Queen and is consistent with the Queen's wishes. **A copy of the NZOSM Regulations 2002 is attached at Annex B to this Submission.**

8.3 Therefore, the contention is that if New Zealand is able to recognise the service of NZDF CMF-R veterans with the distinctly NZ award of the NZOSM, along with the wearing of the Rhodesia Medal and the Foreign Award of the ZIM, there should be no reason why the same cannot be applied in Australia.

9. Precedential outcomes Post CIDA.

9.1 This paper puts to the Inquiry Panel that the argument in using the principles of the CIDA is out-dated and not consistent with medallic recognition precedents set either as a result of the Recommendations of CIDA, or other medallic outcomes for veterans of various types of service.

9.2 Table 1 describes the cross-pollination of CIDA recommended Australian Awards to pre-1975 Imperial Awards. These are the outcomes of the CIDA recommendations, which has inadvertently caused inconsistencies in recognition of Imperial Awards, Australian Awards, and Campaign Awards to the AASM and ASM series of medallic recognition. This is in particular contradiction to the CIDA Principle of "*not more than one medal shall be awarded for a given type of service.*"

9.3 It is evident that the Australian Government has accepted both Imperial and Australian Medals as recognition of service during the Imperial era. Inclusive of this is the recognition of the Foreign Awards permitted to be worn with the Australian and Imperial medals. Therefore the CIDA one medal for one operation philosophy is well compromised and has been in countless situations.

9.4 The use of the Principles of CIDA are therefore considered inconsistent, compromising, irrelevant, outdated and should not be used as guiding principles toward the recognition of Commonwealth Monitoring Force – Rhodesia Australian recognition for these deserving veterans.

10. Conclusion.

10.1 The award of the Commonwealth Rhodesia Medal in 1980 was made during a period when there were no other awards available within the Australian Honours and Awards system. In fact, Australians were awarded British (Imperial) awards up to 1992. The Australian Service Medal was instituted in 1988, eight years after the Rhodesia Medal. Through the eyes of 1988, it was appropriate to accept that the Rhodesia Medal was a stand-alone award within the Australian Honours and Awards.

10.2 In contrast, ADF veterans who were awarded Imperial Awards during the period 1945-1975, have been additionally awarded Australian Medals, in the mid to late 1990's. This strongly compromises the one medal policy from CIDA and DHA. Other contradictions to the one medal policy have been in the past decade with INTERFET, Iraq and Afghanistan.

10.3 CIDA recommended Australian Awards on top of Imperial Awards in 1994. This has caused an imbalance of equity and inconsistency within the Australian Honours and Awards system, particularly for those non-warlike Peacekeeping veterans who have served overseas from 1947 onward, and other warlike service operations from 1989 onward.

10.4 Foreign Awards have been awarded during the Imperial and Australian eras and will continue to be awarded as long as ADF members serve on operations overseas. Foreign Awards should not be used as adequate recognition in terms of Australian recognition of medals, or indeed as a “medal tally.”

10.5 DHA states that the medallic “count” is inclusive of Foreign Awards. Whilst physically this may be the case, Foreign Awards are awarded by a non-Australian Government or Agency (e.g. United Nations) and are not administered under the auspices of DHA. The Foreign Awards must be approved for wear by the Governor General, therefore the Zimbabwe Independence Medal (ZIM), must be discounted from the contention of medallic recognition for Rhodesia.

10.6 Of recent events, the current Government has struck an award for service to the Australian Defence Force Contingents to the United Nations Command Military Armistice Commission – Korea (UNCMAC) in the form of an Australian General Service Medal – Korea (AGSM-K). This award complements the previously awarded ASM 1945-1975 Clasp KOREA, with the Returned from Active Service Badge (RASB), for non-warlike service.

10.7 The Viet Nam Logistic Support Medal (VLSM), was awarded for short periods of service in South Viet Nam. The VLSM is an Australian award and is additionally complemented by the Australian Active Service Medal (AASM 45-75) Clasp VIETNAM. This is yet another inconsistent precedent.

10.8 The aforementioned situations with the AGSM-K and the VLSM are precedents not seen for overseas service in Australia's Honours and Awards history. However, the Government has accepted this situation, which therefore provides a consistent precedent for those who served Post 1975 to be potentially awarded two Australian awards.

10.9 It is therefore contended that the Rhodesia Medal is complemented with the ASM, in order to provide official Australian recognition and provide equilibrium and consistency of such recognition in the eyes of 2010.

11. Recommendation.

11.1 That the DHAT Inquiry Panel recommends that the Commonwealth Monitoring Force in Rhodesia veterans is retrospectively awarded the Australian Service Medal, with Clasp RHODESIA.

COMMITTEE ON THE GRANT OF HONOURS, DECORATIONS AND MEDALS

Institution of
The Rhodesia Medal
for
Service In Rhodesia
1st December 1979 to 20th March 1980

Presented to Parliament by the Prime Minister
by Command of Her Majesty
August 1980

LONDON
HER MAJESTY'S STATIONERY OFFICE

THE RHODESIA MEDAL

1.
 - i. The Committee on the Grant of Honours, Decorations and Medals have had under consideration the need for the general recognition for the valuable services rendered in Rhodesia during the period 1 December 1979 to 20 March 1980.
 - ii. Their recommendations have been duly submitted to The Queen who has graciously approved the recommendations set out below.

2. Approval has been given for the institution of a Rhodesia Medal for specified service in Rhodesia between 1 December 1979 and 20 March 1980, inclusive, as described below.

3. The Medal will be circular in form and in cupro-nickel. It will bear on the obverse the Crowned Effigy of Her Majesty. The design of the reverse and the medal ribbon are under consideration. The medal will be worn immediately after the Civil Defence Long Service Medal.

Military categories

Royal Navy

4. The qualification in the Royal Navy, including the Royal Marines, will be service of fourteen days on the posted strength of a unit or formation in Rhodesia.

Army

5. The qualification in Army Forces will be service of fourteen days on the posted strength of a unit or formation in Rhodesia.

Royal Air Force

6.

- i. The qualification in the RAF, other than aircrew, will be service of fourteen days on the posted strength of a unit or formation in Rhodesia.
- ii. The qualification for aircrew will be participation in internal air operations in Rhodesia within the qualifying period.

7. Short Service

- i. The grant to persons described in paragraphs 4 to 6 above, for gallantry on a specific occasion during the uncompleted qualifying period, of a British Honour, Decoration or Medal of the status of the Queen's Gallantry Medal or above, or a Queen's Commendation, will qualify the recipient for the Rhodesia Medal.
- ii. If qualifying service described in paragraphs 4 to 6 above, was brought to an end before completion, on account of death or evacuation owing to wounds or other disability due to service, the reduced period of service will be a qualification for the award.

Civilian categories

8. Members of certain civilian categories named below will be eligible for the Rhodesia Medal.

- i. The Governor, the Election Commissioner, the Police Adviser and all members of their respective staffs who have serviced in Rhodesia for a minimum of 14 days.
- ii. All Police Officers from forces in Great Britain who served in Rhodesia assisting in the supervision of the polling.
- iii. Ministry of Defence sponsored civilians who served with the Commonwealth Monitoring Force for whom the qualifying period of service will be fourteen days on the posted or attached strength of a military unit or formation in Rhodesia.

Awards

9. Awards will be approved forthwith for those who have qualified. The Medal will be issued as soon as possible.

Australia, New Zealand, Fiji and Kenya

10. The Governments of Australia, New Zealand, Fiji and Kenya have been informed of the arrangements, so that the Forces of those countries may participate should their respective Governments so desire.

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<http://medals.nzdf.mil.nz/category/h/h23.html>

New Zealand Operational Service Medal Regulations 2002

Silvia Cartwright, Governor-General

Pursuant to the Royal Warrant (SR 2002/223 dated 23 July 2002) instituting and creating the New Zealand Operational Service Medal, the Governor-General of New Zealand, under authority delegated by The Queen, has been pleased to make the following regulations.

Contents

1. Title
2. Commencement
3. New Zealand Operational Service Medal
4. Eligibility
5. Qualifications for award
6. Accumulated service
7. Delegation
8. Forfeiture and restoration

Regulations

1. **Title**
These regulations are the New Zealand Operational Service Medal Regulations 2002.
2. **Commencement**
These regulations come into force on the 28th day after the date of their notification in the Gazette.
3. **New Zealand Operational Service Medal**
The New Zealand Operational Service Medal is awarded subject to the Royal Warrant and to these regulations.
4. **Eligibility**
The following persons are eligible for the Medal:
 - a. persons who were, at any time, members of the armed forces (within the meaning of section 2(1) of the Defence Act 1971):
 - b. persons who were, at any time, members of -
 - i. the New Zealand Naval Forces (within the meaning of the Navy Act 1954); or
 - ii. the New Zealand Army (within the meaning of the New Zealand Army Act 1950); or
 - iii. the Royal New Zealand Air Force (within the meaning of the Royal New Zealand Air Force Act 1950):
 - c. persons who were, at any time, members of -
 - i. the Defence Forces (within the meaning of the Defence Act 1909); or
 - ii. the Naval Forces (within the meaning of the Naval Defence Act 1913);or

- iii. the Royal New Zealand Air Force (within the meaning of the Air Force Act 1937):
- d. civilian members of the New Zealand Defence Force and other civilian persons, including persons who were, at any time, members of -
 - i. the New Zealand Police Force (within the meaning of the Police Force Act 1908); or
 - ii. the New Zealand Police Force (within the meaning of the Police Act 1947); or
 - iii. the New Zealand Police (within the meaning of the Police Act 1958):
- e. any other persons whom the Minister of Defence, on the advice of the Chief of Defence Force, may determine.

5. Qualifications for award

A person qualifies for the award of the Medal if he or she meets the requirements of regulation 4 and -

- a. has been awarded either -
 - i. a New Zealand or a Commonwealth, British, or other non-New Zealand medal for service in a war, or warlike or non-warlike (including peacekeeping) operation, and that medal has been approved for wearing as a war or campaign medal in the official list in which orders, decorations, and medals must be worn in New Zealand; or
 - ii. **the Rhodesia Medal (1980)**; or
- b. has served 7 days or more, continuous or aggregated, on the posted strength of a unit or formation on land and that service was a qualifying service towards 1 or more medals in paragraph (a); or
- c. has served 7 days or more, continuous or aggregated, in a ship or craft and that service was a qualifying service towards 1 or more medals in paragraph (a); or
- d. has completed 7 sorties or more as aircrew or supernumerary crew and that service was qualifying service towards 1 or more medals in paragraph (a); or
- e. has served 30 days, continuous or aggregated, for official service visits, inspections, or other occurrences of a temporary nature on duty and that service was a qualifying service towards 1 or more medals in paragraph (a); or
- f. has served 7 days, continuous or aggregated, on the posted strength of a unit permanently based in Singapore between 1 February 1959 and 31 July 1960; or
- g. has served 7 days either -
 - i. while posted to the New Zealand contribution to Operation Plainfare (Berlin airlift) in West Germany between 1 September 1948 and 11 August 1949; or
 - ii. was seconded to the Royal Air Force in West Germany and participated in Operation Plainfare; or
- h. any other operational service, irrespective of whether a war or campaign medal has been awarded for that service, that the Minister of Defence, on the advice of the Chief of Defence Force, may determine.

6. Accumulated service

The Medal shall be awarded for only the first period of operational service that qualifies a person for a Medal.

7. Delegation

The Chief of Defence Force or an officer of the New Zealand Defence Force

authorised by the Chief of Defence Force may award the New Zealand Operational Service Medal to any eligible person who qualifies for the award of that Medal.

8. Forfeiture and restoration

It shall be competent for the Chief of Defence Force or a Chief of Staff acting for the Chief of Defence Force to - (a) cancel and annul the conferment of the Medal on a person; and (b) if the conferment of the Medal on a person has been cancelled or annulled, restore the Medal to that person.

Dated at Wellington this 24th day of July 2002.

Mark Burton, Minister of Defence.

Issued under the authority of the Acts and Regulations Publication Act 1989. Date of notification in Gazette: 1 August 2002. These regulations are administered in the New Zealand Defence Force.