Australian Government

Defence Honours & Awards Tribunal

INQUIRY INTO RECOGNITION FOR DEFENCE FORCE PERSONNEL WHO SERVED AS PEACEKEEPERS FROM 1947 ONWARDS

LETTER OF TRANSMISSION

Inquiry into recognition for Defence Force personnel who served as peacekeepers from 1947 onwards

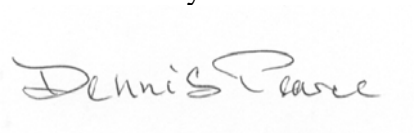
Senator the Hon David Feeney
Parliamentary Secretary for Defence
Parliament House
Canberra ACT 2600

Dear Parliamentary Secretary,

I am pleased to present the report of the Defence Honours and Awards Tribunal on the Inquiry into recognition for Defence Force personnel who served as peacekeepers from 1947 onwards.

The inquiry was conducted in accordance with the Terms of Reference. The panel of the Tribunal that conducted the inquiry arrived unanimously at the findings and recommendations set out in its report.

Yours sincerely



Professor Dennis Pearce AO
Chair

1 November 2010

CONTENTS

LETTER OF TRANSMISSION **2**

CONTENTS **3**

TERMS OF REFERENCE **4**

EXECUTIVE SUMMARY **5**

RECOMMENDATIONS **7**

REPORT OF THE TRIBUNAL **8**

Conduct of the Inquiry 8

Steps taken in the inquiry 8

Background to Peacekeeping 9

Apparent anomalies in the award of medals for peacekeeping missions 12

Consideration of Claims 14

Claims for recognition: The First Proposition: 14

Claims for recognition: The Second Proposition: 17

Tribunal consideration of the merits or otherwise of further medallic recognition for ADF peacekeepers 20

Other Claims 22

RECOMMENDATIONS **23**

APPENDICES **24**

Appendix 1 – Australian participation in multinational peacekeeping operations, 1947-2007 25

Appendix 2 – Submissions 31

Appendix 3 – Tribunal Hearings 32

Appendix 4 – Claims and submissions not considered by the Tribunal during the course of the inquiry 34

Appendix 5 – Other material reviewed by the Tribunal during the course of the inquiry 37

TERMS OF REFERENCE

The Defence Honours and Awards Tribunal shall inquire into and report on recognition for Defence Force personnel who served as peacekeepers from 1947 to the present. In particular the Tribunal is to:

a) examine the relevant evidence and consider the nature and context of peacekeeping service in relation to the criteria for Australian awards;

b) consider the adequacy of current honours and awards policy and forms of recognition for Defence Force peacekeepers;

c) consider the claims of Defence Force members for separate additional recognition of peacekeeping service;

d) consider the possible impact of additional recognition for Defence Force peacekeeping service on the recognition of other Australian Government peacekeeping service such as Australian Federal Police peacekeeping service; and

e) make a determination as to the merits or otherwise of further medallic recognition for Defence Force peacekeepers.

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.

EXECUTIVE SUMMARY

1. The Defence Honours and Award Tribunal (the Tribunal) was established administratively in July 2008. It inquires into, and in its present role makes recommendations to the Government on, matters referred to it by the Government relating to the granting of Defence honours and awards.

2. The Tribunal may consider individual claims to Defence medals and awards that have been refused by the relevant awarding authority. It may also consider issues of principle relating to Defence service honours and awards.

3. On 20 November 2009, the Parliamentary Secretary for Defence Support, the Hon Dr Mike Kelly AM MP, announced the Tribunal would inquire into and report on additional recognition for Defence Force personnel who served as peacekeepers from 1947 to the present. A full copy of the Terms of Reference is at the commencement of this report.

4. The inquiry was undertaken by the following members of the Tribunal:

Professor Dennis Pearce, AO (Chair)
Brigadier Gary Bornholt, AM, CSC (Retd)
Professor David Horner, AM
Air Commodore Mark Lax, CSM (Retd)

5. The Tribunal received 45 written submissions from individuals and interested organisations.

6 The Terms of Reference directed the Tribunal to consider whether there is a case for separate additional recognition of peacekeeping service by members of the Australian Defence Force (ADF) generally. The Tribunal was not required to examine the claims of individual members for recognition of their service although many submissions to the Tribunal were concerned with such specific recognition.

7. Australian peacekeeping began in 1947 when Australian military observers went to Indonesia to observe the ceasefire between Indonesian nationalists and the Dutch. Since then there have been over 50 peacekeeping operations in which ADF personnel have participated. Most operations have involved forces from other countries and many have been authorised by the United Nations (UN).

8. It has been the practice for ADF members to have had their contribution to a peacekeeping operation recognised by the award of an Australian Service Medal (ASM) or an Australian Active Service Medal (AASM). Commonly members have also qualified for the award of another medal such as a UN Medal or a North Atlantic Treaty Organisation (NATO) medal. On occasions a third medal has been awarded by the country in which the operation has been conducted. The full list of peacekeeping operations, the number of ADF personnel involved and the awards that they have attracted are set out in the table in Appendix 1.

9. For some years representations have been made to the Australian Government to create a specific medal to be awarded to ADF personnel and other persons such as police who have been engaged in peacekeeping. The principal proponent of such an award has been the Australian Peacekeeper and Peacemaker Veterans' Association Inc (APPVA). The APPVA has proposed that, depending upon the nature of the operation, an award to be called the Australian Peacekeeping Service Medal (APSM) or an award to be called the Australian General Service Medal (AGSM) should be available to eligible personnel.

10. The APPVA has also proposed that Australia should recognise the award of the 1988 Nobel Peace Prize to UN Peacekeepers by the creation of an Australian clasp to the proposed APSM.

11. The argument for the creation of specific peacekeeper awards is primarily based on the claim that peacekeeping service is special, unique, dangerous, frustrating and is undertaken in more difficult operational circumstances than other operations (apart from war service) which have previously been recognised with medallic awards. It is said that the ASM and AASM are not specific awards for peacekeepers, but rather are generic awards to recognise operational service. There has been no overall recognition in Australia of the specific and unique nature of peacekeeping itself, as a special role or function.

12. The Tribunal does not support the claim for recognition. Apart from one instance where the involvement was considered to be too short, the Tribunal was unable to identify any instance where no medal was awarded for an ADF peacekeeping operation. In most cases participants had received more than one medal. If the operation was not an ADF operation, a medal had been awarded by the sponsoring organisation.

13. While in no way denigrating the significance of the contribution of ADF members in performing a peacekeeping role in many diverse and difficult circumstances, the Tribunal does not consider that this contribution warrants further recognition than that already received.

14. This conclusion is strengthened by the uncertainty surrounding the identification of what can be described as a 'peacekeeping operation'. The operations identified as 'peacekeeping' by the proponents of an award included all operations in which the ADF have been engaged since WW II. So to classify all ADF activities results in there being no distinctive peacekeeping function separate from the function for which an award has already been given. To make an award for peacekeeping in these circumstances would, in the Tribunal's view, simply constitute the awarding of an additional Australian medal for the same activity or function. When combined with approved foreign awards, the issue of a peacekeeping medal could create up to four medals for the same service. The Tribunal accepts the argument that this would not be consistent with, and would devalue, the established principles of the Australian honours and awards system.

15. The Tribunal accepts and agrees with the position of successive governments that campaign medals should be limited to major conflicts or operations and that only one medal should be awarded to recognise a single type of service, except in major conflicts.

16. Nor does the Tribunal consider that there should be any special recognition of the award of the 1988 Nobel Peace Prize. It considers that this is a matter for the UN and not

for individual countries that might have provided personnel to a UN peacekeeping operation. It notes that, in most cases, participation in such an operation has resulted in the award of a UN medal to the participants. To add an Australian Nobel Peace Prize award to this is seen as an exercise in medal accumulation for the one operation.

RECOMMENDATIONS

17. The Tribunal makes the following recommendations:

Recommendation 1: No change be made in the present practice of an award of the ASM or AASM being the appropriate form of recognition for participation by ADF personnel in peacekeeping operations.

Recommendation 2: The Australian Government should not establish a new medal for general or specific recognition of peacekeeping service, to be awarded to ADF personnel who have taken part, or in the future take part, in peacekeeping operations.

Recommendation 3: No action be taken by the Australian Government to recognise the award of the 1988 Nobel Peace Prize to UN peacekeepers.

REPORT OF THE TRIBUNAL

Conduct of the Inquiry

1. The Defence Honours and Award Tribunal (the Tribunal) was established administratively in July 2008. It inquires into, and in its present role makes recommendations to the Government on, matters referred to it by the Government relating to the granting of Defence honours and awards.

2. The Tribunal may consider individual claims to Defence medals and awards that have been refused by the relevant awarding authority. It may also consider issues of principle relating to Defence service honours and awards.

3. On 20 November 2009, the Parliamentary Secretary for Defence Support, the Hon Dr Mike Kelly AM MP, requested the Tribunal inquire into and report on additional recognition for Defence Force personnel who served as peacekeepers from 1947 to the present. A full copy of the Terms of Reference (TOR) is at the commencement of this report.

4. The inquiry was undertaken by the following members of the Tribunal:

Professor Dennis Pearce, AO (Chair)
Brigadier Gary Bornholt, AM, CSC (Retd)
Professor David Horner, AM
Air Commodore Mark Lax, CSM (Retd)

Steps taken in the inquiry

5. The inquiry commenced on 20 November 2009, with advertisements being placed in the major newspapers nationally giving notice of the inquiry and the calling for submissions by 21 December 2009.

6. On 20 November 2009, the Tribunal wrote to key government organisations, the Department of the Prime Minister and Cabinet and the Department of Defence, advising them of the inquiry and inviting them to make submissions. The Tribunal also wrote to interested organisations and individuals who had previously made representations to the Minister.

7. The Tribunal was provided with an official listing of Australian Peacekeeping Operations since 1947 and this is reproduced at Appendix 1.[1] The Tribunal further received 45 written submissions from individuals and interested organisations. Attached at Appendix 2 is a list of the individuals who made written submissions.

8. The Tribunal met to consider the written submissions on 21 January 2010. The Tribunal then conducted hearings in Canberra on 26 February and 10 March 2010 to hear evidence from various individuals and interested organisations and the government

[1] David Horner, Peter Londey and Jean Bou (editors), *Australian Peacekeeping: Sixty Years in the Field*, Cambridge University Press, Melbourne, 2009, Appendix. This Appendix will be included in the official history *Australian Peacekeeping, Humanitarian and Post Cold War Operations*, vol 2, to be published by Cambridge University Press in 2010.

Departments. A total of seven persons made oral submissions to the Tribunal. Appendix 3 provides details of the Tribunal hearings and the persons who appeared at those hearings.

9. The TOR directed the Tribunal to consider whether there is a case for separate additional recognition of peacekeeping service by members of the Australian Defence Force (ADF) generally. The Tribunal was not required to examine the claims of individual members for recognition of their service. Many submissions to the Tribunal were directed to such specific recognition. These claims are dealt with at paragraphs 62-68 of this Report.

Background to Peacekeeping

Defining peacekeeping

10. The TOR require the Tribunal to inquire into and report on recognition for ADF personnel who served as peacekeepers from 1947 to the present, but the TOR did not define the term peacekeeping. The scope of peacekeeping operations has changed over the past sixty years, and there are many definitions of peacekeeping.

11. At present the Department of Defence uses the general term 'peace operations' to cover a broad range of diplomatic, civil and military means, normally in pursuit of United Nations (UN) Charter purposes and principles, to restore or maintain peace. These actions or initiatives might include peace building, preventive diplomacy, peacemaking, peacekeeping and peace enforcement. Military forces (and police) are used primarily in peacekeeping and peace enforcement and these are defined as follows[2]:

- **Peacekeeping**: A non-coercive instrument of diplomacy, where a legitimate international civil and/or military coalition is employed with the consent of the belligerent parties, in an impartial, non-combatant manner, to implement conflict resolution arrangements or assist humanitarian aid operations.

- **Peace enforcement**: The coercive use of civil and military actions by legitimate, international intervention forces, to assist diplomatic efforts to restore peace between belligerents, who may not consent to that intervention. These actions will take the form of a graduated response to the conflict resolution: from the imposition of civil sanctions, followed by military support of sanctions, military sanctions and finally collective security actions.

12. To the general public there might be little difference between peacekeeping and the lower end of peace enforcement, which might include sanctions, the use of military force to protect humanitarian workers, and the establishment of law and order. Peace enforcement operations are usually authorised under Chapter 7 of the UN Charter. The top end of peace enforcement includes collective action, which has all the characteristics of warlike operations. Even here, the Defence Department's official publication on

[2] Australian Defence Doctrine Publication 2004, *Operations Series ADDP 3.8, Peace Operations*, Glossary, pp. 1, 2

peace operations notes that enforcement operations differ from war in that the military aim is normally to coerce the belligerent(s) into ceasing armed conflict and to participate in peace operations.[3] In terms of deciding matters such as nature of service (warlike or non-warlike) or the issuing of medals (Australian Service Medal (ASM) or Australian Active Service Medal (AASM)), the assertion made by the Defence peace operations publication that peace enforcement differs from war is not helpful. The Korean War, the First Gulf War, the operations in Iraq between 2003 and 2009, and the operations in Afghanistan since 2001 might be described technically as peace enforcement operations, but to the soldiers on the ground they had all the characteristics of war. It is unlikely that the general public would think of these operations as peacekeeping.

13. Rather than relying solely on these definitions to determine whether an activity is peacekeeping, the Tribunal believes that it is more useful to consider whether the activity meets the following criteria:

a. it was preventing, or ending or dealing with the effects of conflict (that is, not dealing primarily with the results of natural disaster);

b. it included a substantial military and/or police element, provided by contributing governments;

c. it was composed as a multinational force, whether under the aegis of the UN or a regional body, or, more rarely, put together by an ad hoc group of states;

d. it was not a party to the conflict, but was impartial between belligerent parties (so long as they adhered equally to norms of peaceable behaviour); and

e. it had rules of engagement and practices in the field that ensured the minimum use of force consistent with achieving the mandate.

14. None of the submissions to the enquiry specifically attempted to define peacekeeping. The submission from the Australian Peacekeeper and Peacemaker Veterans' Association Inc (APPVA) came closest when it noted:

> Peace operations are often divided into 'peacekeeping' (lightly armed) and 'peace enforcement' (heavily armed) and sometimes into other categories as well. In this submission, 'peacekeeping' and 'peace keeping operation' are used as blanket terms to cover all impartial, multinational, military-based interventions into areas of conflict.[4]

15. In its submission, the APPVA asserted that the definition of peacekeeping in Creyke and Sutherland's *Veterans' Entitlements Law* includes 'activities that would normally involve the provision of humanitarian relief', and that therefore humanitarian operations might be considered to be peacekeeping service.[5] The Tribunal considers that this claim misreads Creyke and Sutherland, who state specifically: 'Humanitarian

[3] Australian Defence Doctrine Publication 2004, *Operations Series ADDP 3.8, Peace Operations*, p. 1-15
[4] APPVA Submission, 11 January 2010, p. 10.
[5] APPVA Submission, 11 January 2010, Part E, para 20.2

relief in the above context [peacekeeping] does not include normal peacetime operations such as cyclone or earthquake relief flights or assistance'.[6]

16. In evidence before the Tribunal, a representative of the APPVA suggested that the 1991 Gulf War, the operations in Iraq 2003-09 and the operations in Afghanistan since 2001 were peace enforcement operations and should be included under the broad umbrella of peacekeeping.

17. The Tribunal was not inclined to accept the argument that all humanitarian operations and all warlike operations since 1990 should be considered to be peacekeeping. The Tribunal considered that, while there are grey areas in the various definitions mentioned earlier, they provided sufficient guidance to enable it to produce a list of peacekeeping missions undertaken by members of the ADF or the police since 1947.

Australian peacekeeping

18. Australian peacekeeping began in 1947 when Australian military observers went to Indonesia to observe the ceasefire between Indonesian nationalists and the Dutch. During the 1950s and 1960s Australian military and police personnel took part in mainly observer-type missions in Kashmir, the Middle East and Cyprus. Peacekeeping was a minor activity for Australian military personnel and police and was overshadowed by the much larger military commitments to the Korean War, the Malayan Emergency, the Indonesian Confrontation and the Vietnam War.

19. After Australia withdrew from Vietnam in 1972, in the absence of any other overseas commitments, peacekeeping gained in importance. Activities in the 1970s and 1980s included small, mainly Army deployments to the Middle East, the deployment of Royal Australian Air Force (RAAF) helicopters on observer missions in the Sinai, and the deployment of observers to Rhodesia/Zimbabwe in 1979-80. With the end of the Cold War, peacekeeping demands increased. Australian contingents went to Iran (1988), Namibia (1989) and Pakistan (mine clearers – 1989). In 1990 Australia sent ships to impose sanctions on Iraq after it invaded Kuwait. Subsequently, Australian ships took part in the 1991 Gulf War (which the Tribunal does not consider to be a peacekeeping operation).

20. After the Gulf War, Australian contingents went to northern Iraq (humanitarian operations related to the war), Western Sahara, Cambodia, and the Former Yugoslavia. Australians took part in the UN Special Commission on Iraq (UNSCOM) and continued to take part in maritime sanctions against Iraq. The Australian commitment to Somalia (1992-95) included a battalion group in 1993 that took part in authorised UN Chapter 7 activities and the Government declared it to be warlike service. An Australian peacekeeping contingent went to Rwanda in 1994-95.

21. Australia's largest peacekeeping mission was the deployment of the Australian component of the International Force East Timor (INTERFET) in 1999. Other peacekeeping missions have included additional commitments to East Timor, forces in

[6] Robin Creyke and Peter Sutherland, *Veterans' Entitlements Law*, The Federation Press and Softlaw Community Projects, Leichhardt, NSW and Kingston, ACT, 2nd ed, 2008, p. 25.

Bougainville and the Solomon Islands, and smaller contingents to Sierra Leone, Eritrea and Sudan.

22. Between the end of the Vietnam War and the deployment of forces to Afghanistan in 2001 peacekeeping was the largest, and arguably the most important activity carried out by the ADF and, despite the large commitments to Iraq between 2003 and 2009, and to Afghanistan (2001-ongoing), peacekeeping has remained an important commitment.

23. In its submission the APPVA included a table setting out what it said were all ADF peacekeeping operations (including those with police) from 1947 to January 2010. Despite its claims[7] that humanitarian operations and the missions in Iraq and Afghanistan should be included as peacekeeping missions, the APPVA table does not include those operations, except for an unclear suggestion in regard to the First Gulf War. However, the APPVA table is not substantially at variance with the similar table that appears in Horner, Londey and Bou's book, *Australian Peacekeeping.*[8] The APPVA table includes the UN Command Armistice Commission in Korea (UNCMAC) (1953 to present), which is not included in the Horner/Londey/Bou table, while the latter includes the Commonwealth Military Training Team in Uganda (1982-84), which is not included by the APPVA.[9] For the purposes of examining the claim for recognition for peacekeeping missions, the Tribunal has used the Horner/Londey/Bou table.

24. Most ADF peacekeeping missions have been recognised by the award of either the ASM or the AASM.[10] The AASM was awarded to missions that were declared to be warlike. In some cases, such as in Somalia in 1994 and in East Timor in 1999, the mission was authorised by the UN under Chapter 7 of the Charter and the troops involved were authorised to use force under certain circumstances.

25. In other cases, such as in Namibia, Rwanda and Cambodia, troops carried weapons for self defence and the Australian Government retrospectively declared the missions to be warlike. In a few cases, such as in the Former Yugoslavia and Lebanon during specific periods, although the troops did not carry weapons the activities were also later declared to be warlike.

Apparent anomalies in the award of medals for peacekeeping missions

26. ADF personnel serving in UN-authorised peacekeeping missions have usually been awarded an ASM (or AASM) as well as a UN Medal. Personnel serving in missions that were not authorised as UN peacekeeping operations have not been awarded a UN Medal. When peacekeeping missions have been organised by a non-UN body, sometimes that body has awarded a medal. For example, members of the Multinational Force and Observers (MFO) received MFO Medals and members of peacekeeping forces organised by the North Atlantic Treaty Organisation (NATO) received NATO Medals. In view of the importance of the INTERFET operation in East Timor the Australian Government, in its role as the lead nation, also issued an

[7] See paragraphs 15-16, above.
[8] *Australian Peacekeeping: Sixty Years in the Field*, *op cit*, Appendix, as set out in Appendix 1.
[9] Horner, Londey and Bou's classification is based on the fact that the Australian Defence Attaché in South Korea and his assistant also represent Australia in the UN Command Assistance Commission in Korea, but the Commission meets only periodically and that the Commonwealth Military Training Team in Uganda was deployed after a civil war as a peace-building effort.
[10] See the right hand column of Appendix 1.

INTERFET Medal to members of all participating nations. In some circumstances ADF personnel have been authorised to wear medals issued by a foreign government; examples include the Zimbabwe Independence Medal and the Timor-Leste Solidarity Medal. When ADF personnel served on non-UN peacekeeping missions, they only received a second medal if one was awarded by the organising nation or body and then under the terms imposed by that organisation and agreed by Australia. Some people might consider this to be an anomaly. Others might consider it merely to be the circumstances pertaining to that mission.

27. The missions for which it has been claimed that there is an anomaly are as follows:

a. **Congo 1960-61**. Australian servicemen received a UN Medal but not the ASM. However, the Australian servicemen were seconded to the Red Cross and wore Red Cross, not Australian uniforms;

b. **Rhodesia/Zimbabwe 1979-80**. ADF members of the Commonwealth Monitoring Force (CMF) received the Rhodesia Medal, which was initiated by the British Government as lead nation, in consultation with Australia, New Zealand, Fiji and Kenya. Members did not receive the ASM. In addition members, of the CMF received the Zimbabwe Independence medal[11];

c. **Uganda 1982-84.** ADF members of the Commonwealth Military Training Team – Uganda received the ASM but no other medal;

d. **Northern Iraq 1991**. ADF members of Operation Habitat, the humanitarian operation in northern Iraq organised by the United States and its allies, received the ASM but no other medal;

e. **Somalia 1993.** ADF members of the Unified Task Force – UNITAF - (authorised by the UN but organised by the United States) received the AASM but no other medal[12]**;**

f. **Bougainville 1994.** ADF members of the South Pacific Peacekeeping Force received no medal as the operation was considered too short to warrant the award of the ASM;

g. **Bougainville 1999-2003**. ADF members of the Truce Monitoring and Peace Monitoring Groups organised respectively by New Zealand and Australia received the ASM but no other medal; and

h. **Solomon Islands 2000-02, 2003 to present**. ADF Members of the International Peace Monitoring Team and the Regional Assistance Mission to Solomon Islands (RAMSI) received the ASM but no other medal.

[11] The eligibility for an Australian medal is under consideration by the Tribunal in a separate inquiry.
[12] The US did not issue a campaign medal for Somalia either. This issue has been reviewed by the Tribunal in its Report *Inquiry into Recognition of Australian Defence Force Service in Somalia between 1992 and 1995*.

28. There appear to be no peacekeeping missions in which an ADF member received more than two Australian service medals. The only exception would be the case of a member who served in a mission for the required period of time when it was declared warlike (thereby being eligible for the AASM) and also for the required period of time when it was declared non-warlike (thereby being eligible for the ASM). This would, for example, have been the case if an ADF member served in East Timor for the required period (30 days) before August 2003 (for which he or she would have been eligible for the AASM) and also for the required period (30 days) after August 2003 (when he or she would have been eligible for the ASM).

29. While it has been claimed that the situations applying in these missions are anomalies, in each case the relevant regulations appear to have been followed correctly. There is no regulation which states that members serving on an overseas mission must receive two medals.

Consideration of Claims

30. In accordance with the TOR the Tribunal considered the proposals to recognise Australian peacekeeping service with the creation of new awards of an Australian Peacekeeping Service Medal (APSM) and an Australian General Service Medal (AGSM), along with national recognition of the presentation in 1988 of the Nobel Peace Prize. The new awards would recognise the service of eligible ADF, police and civilian peacekeepers.

Claims for recognition: The First Proposition:

Creation of an Australian Peacekeeping Service Medal and an Australian General Service Medal

31. The first proposition put to the Tribunal for consideration was for separate recognition for eligible Defence Force personnel, police and civilians, who served as peacekeepers from 1947 to the present. The recognition would take the form of an APSM or an AGSM. The awards would be in addition to any current recognition, whether Australian or approved foreign awards.

32. As the Tribunal understands the proposal, the circumstances for each award would be:

a. **APSM**:

(i) An award in recognition of eligible service during non-warlike peacekeeping operations. It would be available to eligible Australian military, civilian and police participants and complement the ASM 1945-75 or the ASM.[13] The award would be made only once regardless of the number of non-warlike peacekeeping operations in which an individual had served. The award would not be unique to a particular operation, but recognise peacekeeping as a role or function. There would be no clasps.

(ii) The APSM would also be awarded to participants in what the proponents describe as smaller, warlike peacekeeping operations (but not including

[13] Paragraph 14.9 of the APPVA Submission

INTERFET, Iraq, Afghanistan) as recognition of the significant service of Australians towards peacekeeping operations since 1947.[14]

b. **AGSM**:

(i) An award in recognition of eligible service during warlike peacekeeping operations in Namibia, Cambodia, Rwanda and East Timor. Medals would be unique and specifically designed for each of these operations. They would complement the AASM and recognise the size of the ADF commitment in the same way that the INTERFET, Iraq and Afghanistan medals recognise those significant operations.[15]

(ii) The AGSM would be available to eligible Australian military, civilian and police participants.[16] Recipients would not also be eligible for the APSM, unless they had also participated in non-warlike peacekeeping service in other operations.[17]

33. ***Arguments for the proposition***. The proposition was supported by the following arguments:

a. The Australian contribution toward international peace and security since 1947 has been significant. It was submitted that peacekeeping service is special, unique, dangerous, frustrating and is undertaken in more difficult operational circumstances than other operations, apart from war service, which have previously been recognised with medallic awards. Submissions also highlighted the physical and mental strain that is commensurate with serving on peacekeeping operations. Each operation came under a different UN mandate, with consequently different Rules of Engagement, and different conditions of service. While most ADF participants have been awarded either an ASM or AASM and the appropriate clasp, there has been no overall recognition in Australia of the specific and unique nature of peacekeeping itself, as a special role;

b. The ASM and AASM are not specific awards for peacekeepers, but rather are generic awards to recognise operational service. In addition it was claimed that there have been a number of anomalies with regard to the award of the ASM and AASM, including what was said to be a somewhat confusing policy approach that imposes prohibitive conditions for dual eligibility of the ASM and/or AASM; and

c. It was also submitted that foreign awards such as UN medals (not all peacekeeping operations are awarded a UN Medal), the NATO Medal with clasp 'ISAF' (International Security Assistance Force) and the Pingat Jasa Malaysia (PJM) medal are not a part of the Australian honours and award system, and therefore should not be considered when making decisions on medallic recognition and the number of awards given.

[14] Paragraph 13 of APPVA Submission Executive Summary
[15] Paragraph 19.6, 19.7 of APPVA Submission
[16] Paragraph 19.10 of APPVA Submission
[17] Paragraph 12 of APPVA Submission Executive Summary

34. ***Arguments against the proposition***. The proposition was not supported for the following reasons:

a. There is not a problem of dual eligibility for the ASM and AASM. To be awarded the ASM and the AASM, the member has to have been deployed under two separate operations and served the appropriate eligibility time in theatre;

b. Current policy is "one Australian medal for one activity". When an Australian campaign medal is awarded in addition, this is the only exception. Peacekeeping activities are not seen to be in the same order of magnitude or significance as campaigns, so there is not a special case to support an additional award. Both the ASM and the AASM are considered campaign medals and it is extant Government policy not to award more than one medal for the same activity, so generally, either the ASM or AASM is awarded. The exceptions are INTERFET, Iraq and Afghanistan;

c. Service is recognised under the Australian system with an ASM or AASM and in some cases campaign medals. This results currently in up to two Australian medals for the same service. However, the introduction of an APSM and AGSM in addition could effectively provide for up to three Australian awards for the same service.[18] This, combined with approved foreign awards, would create unnecessary duplication with no purpose other than to provide additional (up to four) medals for the same service. This would not be consistent with, and would indeed devalue, the established principles of the Australian honours and awards system;

d. In terms of recognition, the clasp to the ASM/AASM tells the story of the service given and there is no need for an additional medal;

e. Military service medals and awards currently remain reserved for service in specific military operations. Broader or generic recognition of multiple activities is not undertaken except through campaign recognition; and

f. Seeking to establish a broad recognition medal for peacekeeping, based on the model of campaign or commemorative awards, or a generic award such as the Australian Defence Medal (ADM) is not appropriate. It was put to the Tribunal in respect of campaign medals that the position of successive governments has been to limit campaign medals to major conflicts or operations.

Precedent of Australian General Service Medal for Korea

35. The proponents claimed that a precedent relevant to this claim has been set with the recent acceptance by the Australian Government of recommendations from the Post Armistice Korean Service Review 2005 (the Review) into service in Korea 1953-1956. The establishment of the Australian General Service Medal for Korea (AGSMK) is seen

[18] Unless the proposed APSM/AGSM were required to be returned on the issuing of a campaign medal. However, this could have a destabilising effect on the Australian Honours and Awards system as return of medals is always problematic. The proponents do not address this issue.

by the proponents as complementary recognition to the ASM 1945-75 with Clasp 'KOREA'.

36. It was contended by the proponents that the precedent sets comparative grounding in the Australian honours and awards philosophy to that of the current claim for the recognition of Peacekeeping Operations since 1947. Namely the AGSM would complement the AASM for warlike Peacekeeping Operations and the APSM would complement the ASM for non-warlike Peacekeeping Operations, in the same way as the AGSMK complements the ASM 1945-75 with Clasp 'KOREA'.

37. However, it should be noted that the Review which provided the basis for the decision to establish the AGSMK emphasises the particular service as being of such a hazardous and difficult nature as to warrant special recognition. It said that the award should only be available in respect of service during a limited period. The AGSMK is awarded for service for the period 28 July 1953 to April 1956 only, despite the fact that ADF personnel served in varying roles until 1975. It also observes that the ASM 1945-75 for which persons serving in the period 1953-1956 would also qualify covers a number of activities up to 1975.

38. The Review also said 'it is possible to isolate the Korean service recognition outcomes from an influence on later medal philosophy and perceptions'.[19]

39. The Tribunal considers that it is arguing from the particular to the general to claim that the award of the AGSMK provides a precedent for the issue of a general award for peacekeeping.

Claims for recognition: The Second Proposition:

Australian Recognition of the Award of the Nobel Peace Prize 1988 to UN Peacekeepers

40. In 1988, the Nobel Peace Prize was awarded to 'UN Peacekeeping Forces'. At that time the Nobel Committee cited in particular the 'young people of many nations, who, in keeping with their ideals, voluntarily take on a demanding and hazardous service in the cause of peace'.[20]

41. The proponents claimed that Australia has not adequately recognised the award of the Nobel Peace Prize 1988 and that this significant event should be marked with a Clasp (either '1988', 'NPP' or 'Nobel') to the proposed APSM.

42. **Arguments for the proposition**. The proposition was supported by the argument that some other countries, including for example Canada along with Ireland, Norway, Denmark and Finland, have recognised the award of the Nobel Peace Prize 1988 to UN peacekeepers and have additionally recognised the significance of the broader peacekeeping operations role undertaken by their people. It was claimed by the proponents that Australia had not adequately done either.

43. **Arguments against the proposition**. The proposition was not supported for the following reasons:

[19] Review of Post Armistice Korea Recognition (2005), para 7.86
[20] The Nobel Peace Prize 1988 – Presentation Speech

a. The 1988 Nobel Peace Prize is not a Government level award, but a civilian award to an organisation. In its presentation of the award, the Nobel Committee said 'This year's Peace Prize should therefore also be regarded as a recognition of the whole organisation, the UN' and 'this year's Peace Prize is a recognition of and homage to one organ of the UN.'[21] It was said that it would be unusual for Australia to broadly recognise the UN in this way;

b. There is no provision in the Australian system for a medal (or clasp) that commemorates another award such as this. It would be most unusual to institute such recognition; and

c. Comparisons to another country's systems are informative but should not necessarily determine Australia's position. Broadly speaking Australia and Canada have similar systems, but there is a difference. The Australian system has been in place since 1975 and is mature and sets its own rules. Australia would not necessarily follow others and any procedures established by other countries would not influence Australia's position from a precedent perspective. In similar fashion, the other countries have a great many awards that Australia would not normally recognise as being pertinent to the Australian honours and awards system.

44. In considering the proposal for an award it is relevant to note more fully the Canadian position. The 1988 award of the Nobel Prize to the UN prompted the Canadian Government to strike the Canadian Peacekeeping Service Medal (CPSM). The recipient must be a Canadian citizen who has, since 1947, completed a cumulative total of at least 30 days of peacekeeping service, as referred to in subsection 4 (1) of the Canadian Peacekeeping Service Medal Act. The CPSM replaced the peace/paix clasp to Canada's Special Service Medal (SSM). This clasp had been awarded since 1947 to recognise peacekeeping where no other campaign or operational medal had been issued. The CPSM also extends eligibility from Canadian Forces (CF) personnel to all Canadian citizens participating in peacekeeping.

45. Canada has a policy of recognising specific service with only one medal. The CPSM is the only exception to this. Consequently in a typical UN peacekeeping mission where ADF personnel are awarded the ASM and the appropriate UN medal, CF personnel may be eligible for three medals – their General Service Medal, the UN medal and the CPSM. In addition any Canadian holder of the SSM is automatically entitled to the CPSM.

Anomalies

46. There is what could be regarded as an exception to the two medal policy in that a member of the ADF can qualify for receipt of the ASM 1945-75 and AASM 1945-75 as well as the General Service Medal (GSM) in respect of qualifying service in the period between 1945 and 1962. However, the Tribunal regards this as an anomaly that should not be seen as a precedent for other double medalling.

47. Some submissions put the case that the AASM is a service medal, not a campaign medal and therefore in some cases such as Cambodia (1991-93), although a UN medal

[21] The Nobel Peace Prize 1988 – Presentation Speech

(foreign medal) was approved along with the AASM, there needed to be a campaign medal to provide adequate Australian recognition.

Meaning of 'campaign'

48. In this context it is appropriate for the Tribunal to comment on the meaning of 'campaign'. In its submission to the Tribunal, Defence defined 'campaign in the military sense' as 'an operation, or series of operations, in a defined theatre or area of operations with the objective of actively repelling an invading force or bringing to an end the hostilities of an identified enemy'.[22]

49. The Tribunal itself considered the meaning of 'campaign' in its report on recognition for service in Somalia. It said:

> 33. There are two official sources of definitions – the ADF Glossary and the Macquarie Dictionary. The ADF Glossary defines a campaign as either[23]:
>
> - A set of military operations planned and conducted to achieve a strategic objective within a given time and geographical area, which normally involve maritime, land and air forces, or
>
> - A controlled series of simultaneous or sequential operations designed to achieve an operational commander's objective, normally within a given time or space.
>
> 34. A note to the definition also specifies that a campaign usually involves the synchronisation of maritime, air and land forces.
>
> 35. The applicable Macquarie Dictionary definition of a campaign is[24]:
>
> - The military operations of an army in the field during one season or enterprise.
>
> 36. During its deliberations, the Tribunal discussed factors to be considered in establishing a campaign. These might include, but not be limited to:
>
> - The size of the deployed force,
> - The duration of the operational activity,
> - Whether the operation was defined by a geographic or aerospace boundary,
> - The presence of a defined and recognisable enemy or opponent,
> - Whether there were a series of military operations or phases designed to achieve a strategic objective, and
> - The joint nature of the deployed force.
>
> 37. While the accepted definitions indicate that a military campaign is, generally, large in size, long in duration, within a defined region and for

[22] Defence Submission to the Inquiry, paragraph 10.
[23] Definition from the Australian Defence Glossary
[24] Definition from www.macquariedictionary.com.au accessed on 19 December 2009

> operations with important objectives, the word has been used loosely in honours and awards terminology. The General Service Medal (GSM), for instance, was instituted after WWI for service in 'minor campaigns'.[25] The AASM, which replaced the GSM, is also considered a service medal for minor campaigns. The name of the campaign appears on a clasp on the medal...[26]

50. For the purposes of its Somalia inquiry the Tribunal also sought advice from the Director General of Support at Headquarters Joint Operations Command (HQJOC) regarding the consideration of what ADF service constitutes a campaign. The Commander Joint Operations (CJOPS) has adopted the position that to be recommended for classification as a campaign, an operation must be formally declared by Government and at minimum, it must be 'enduring' and contain 'an element of danger'.

51. Since some submissions placed great weight on the issue of campaign medals, for completeness the Tribunal examined the status of the ASM and AASM as campaign medals in their own right. Both awards grew out of the Imperial system, where the GSM was awarded for minor operations and a campaign medal was awarded for significant operations. But when a campaign medal was established, it was always awarded in lieu of the GSM. In other words, a GSM and a campaign medal would not normally be awarded for the same activity in the Australian context. The Australian system was altered with the development of the INTERFET campaign medal, which was established to mark a significant campaign and was awarded in addition to the AASM. This precedent was also followed in Afghanistan and Iraq. In all other ADF operations the ASM and AASM have been awarded as single Australian general service medals to mark the operational service rendered.

52. To further refine its consideration of this issue, the Tribunal referred to the Committee of Inquiry into Defence and Defence Related Awards 1994 (CIDA) report which observed that campaign medals recognise participation in a major campaign or theatre of war and general operation awards are made for minor campaigns (e.g. the GSM).[27] CIDA also noted specifically that the AASM serves as a general service medal for minor campaigns.[28]

Tribunal consideration of the merits or otherwise of further medallic recognition for ADF peacekeepers

Introduction of an Award (APSM and AGSM) for all Peacekeepers

53. The Tribunal first considered whether there was a case for recognition of the specific nature of peacekeeping operations undertaken by members of the ADF by the award of a medal. It concluded that no case for such an award existed.

54. Except for Operation Lagoon,[29] the Tribunal was unable to identify any instance where no medal was awarded for an ADF peacekeeping operation. In most cases participants had received more than one medal. If the operation was not an ADF

[25] *http://www.asacaustralia.com/mint4.htm*
[26] Defence Honours and Awards Tribunal Report, *Inquiry into Recognition of Australian Defence Force Service in Somalia between 1992 and 1995*
[27] CIDA Report, p 1.
[28] CIDA Report, p 81.
[29] See paragraph 67 of this Report.

operation, e.g. ONUC (Congo, 1960-61), a medal had been awarded by the sponsoring organisation.

55. While in no way denigrating the significance of the contribution of ADF members in performing a peacekeeping role in many diverse and difficult circumstances, the Tribunal does not consider that this contribution warrants further recognition than that already received.

56. This conclusion is strengthened by the uncertainty surrounding the identification of what can be described as a 'peacekeeping operation'. The operations identified as 'peacekeeping' by the proponents of an award included all operations in which the ADF have been engaged since WW II. So to classify all ADF activities results in there being no distinctive peacekeeping function separate from the function for which an award has already been given. To make an award for peacekeeping as an ADF role or function in these circumstances would simply constitute the awarding of an additional Australian medal for the same activity. When combined with approved foreign awards, the issue of a peacekeeping medal could create up to four medals for the same service.[30] The Tribunal accepts the argument that this would not be consistent with, and would devalue, the established principles of the Australian honours and awards system.

57. The Tribunal accepts and agrees with the position of successive governments to limit campaign medals to major conflicts or operations. The Tribunal notes that current government policy on the establishment of campaign medals is drawn from a 1997 Cabinet decision that only one medal be awarded to recognise a single type of service, except in major conflicts. In the contemporary sense, this also means major warlike operations. The INTERFET medal was the first campaign medal to be established under this policy. The medal was established as an international award rather than an Australian award per se, as its purpose was to recognise the contribution of all countries to the international force. That award, along with more recent awards for campaigns in Afghanistan and Iraq, highlight the elements of danger and enduring contribution made by the ADF, in those specific operational theatres.

58. The Tribunal is of the view that the various operations that can be collectively described as peacekeeping are properly to be viewed as different from these campaigns (INTERFET, Iraq and Afghanistan) and medallic recognition needs to be based on this difference. Further, having regard to the meaning ascribed to 'campaign' described at paragraph 49 above, it is difficult to characterise peacekeeping operations generally as a campaign such as to justify the award of a separate discrete medal.

59. Nor does the Tribunal think that peacekeeping operations can be regarded as being appropriate for the issue of a commemorative medal. Commemorative medals such as the *Centenary Medal 2001*, *Australian Sports Medal 2000*, *the Anniversary of National Service 1951-1972 Medal*, and the *80th Anniversary Armistice Remembrance Medal* are reserved for the recognition of specific anniversaries or events of high national and public importance. This is not an apt description of the general engagement by the ADF in peacekeeping.

[30] See paragraph 34c.

60. The Tribunal considers that the appropriate means of recognition of peacekeeping continues to be through the award of the ASM and the AASM with clasps to recognise specific operations, not by creating a new and additional award.

Recognition of 1988 Nobel Peace Prize

61. The Tribunal does not accept that the award of the Nobel Peace Prize to UN peacekeeping forces should result in the creation of some sort of Australian award. It considers that this is a matter for the UN and not for individual countries that might have provided personnel to a UN peacekeeping operation. It notes that, in most cases, participation in such an operation has resulted in the award of a UN medal to the participants. To add specific Australian recognition of the 1988 Nobel Peace Prize award to this in the form of a clasp is seen as an exercise in medal accumulation for the one operation.

Other Claims

62. In response to the call for submissions, a number of claims were received that used the opportunity to seek recognition for circumstances that had either not been previously considered by Defence or else did not fall within the TOR. A summary of the claims is at Appendix 4.

63. The Tribunal considers that the claims that have not yet been considered by Defence cannot be proceeded with until they have been formally raised by the individual affected and dealt with by Defence. In the case of claims rejected by Defence, these need to be brought to the attention of the Government for consideration as to whether the claims should be referred to the Tribunal.

64. Some submissions included a range of issues broader than this inquiry. Some are also the subject of other Tribunal inquiries that are underway or pending consideration. The Tribunal did not consider claims that were not specifically covered by the TOR, that is, claims that did not relate to *separate additional recognition* of peacekeeping service, by the making of further awards.

65. Among the claims made to the Tribunal was the inclusion of members of the Australian Federal Police (AFP) and civilians to be among those eligible for the award of a peacekeepers medal. It was put to the Tribunal that currently the AFP are eligible for the Police Overseas Service Medal (POSM) in recognition of UN peacekeeping only. The proponents submitted that most contemporary overseas police missions are tasked with ‘capacity building’ rather than ‘peacekeeping’, so there is no resultant recognition for AFP participants in these activities.

66. The POSM is outside the Defence honours and awards regime and any claim for expansion of its coverage is therefore outside the Tribunal’s jurisdiction. Likewise the inclusion of civilians, whether members of the AFP or otherwise, in a peacekeeping award that is included in the suite of Defence awards is a matter which the Tribunal cannot consider.

67. Recognition was sought for the persons who took part in Operation Lagoon in Bougainville. If the Tribunal is to consider this, it will need to have the matter referred to it by the Government.

68. The Tribunal did note a proposal from the Returned and Services League of Australia (RSL) that the Regulations for the AASM and ASM should be amended to permit an aggregation of service for those who do not have a medal at all. The clasp in such a case would be General Service. The Tribunal considers that such a proposal might possibly have merit. However, if it is to be pursued, the RSL should first raise it with the Government. If it is thought appropriate, the Government could then refer the matter to the Tribunal for review and report.

RECOMMENDATIONS

69. The Tribunal recommends the following:

Recommendation 1: No change be made in the present practice of an award of the ASM or AASM being the appropriate form of recognition for participation by ADF personnel in peacekeeping operations.

Recommendation 2: The Australian Government should not establish a new medal for general or specific recognition of peacekeeping service, to be awarded to ADF personnel who have taken part, or in the future take part, in peacekeeping operations.

Recommendation 3: No action be taken by the Australian Government to recognise the award of the 1988 Nobel Peace Prize to UN peacekeepers.

APPENDICES

Appendix 1 – Australian participation in multinational peacekeeping operations, 1947-2007[31]

Name of operation	Acronym/ abbrev	Theatre	Dates of Australian involvement	Approx. average or maximum no. of Austs. involved at any one time	Estimated total no. of Australians in mission	Main role of Australians	Awards
UN Consular Commission		Indonesia	1947	4	**4**	military observers	ASM, UN medal
UN Committee of Good Offices	UNGOC	Indonesia	1947–1949	up to 15	**30**		ASM, UN medal
UN Commission for Indonesia	UNCI	Indonesia	1949–1951	up to 19	**40**	military observers	ASM, UN medal
UN Commission on Korea	UNCOK	Korea	1950	2	**2**	military observers	ASM
UN Military Observer Group in India and Pakistan	UNMOGIP	Kashmir	1950–1985	up to 18	**200**	military observers and air transport	ASM, UN medal
UN Commission for the Unification and Rehabilitation of Korea	UNCURK	Korea	1951	1	**1**	diplomat	
UN Truce Supervision Organization	UNTSO	Middle East (Israel and neighbours)	1956– present	12	**400**	military observers	ASM, UN medal
UN Operation in the Congo	ONUC	Congo	1960 – 1961	8	**8**	medical team	UN medal
UN Temporary Executive Authority	UNTEA	West New Guinea	1962-1963	11	**11**	helicopters supporting humanitarian aid	ASM, UN medal
UN Yemen Observation Mission	UNYOM	Yemen	1963	2	**2**	military observers	ASM, UN medal
UN Peacekeeping Force in Cyprus	UNFICYP	Cyprus	1964– present	12–50 police	**1,185**[32]	maintenance of law and order	POSM, UN medal
UN India–Pakistan Observation Mission	UNIPOM	India/ Pakistan	1965–1966	3	**3**	military observers	ASM, UN medal
UN Disengagement Observer Force	UNDOF	Israel/ Syria	1974	a few seconded from UNTSO	**0**	military observers detached from UNTSO	ASM, UN medal

[31] Prepared by Peter Londey.

[32] UNFICYP: 1,185 individuals with a total of a little more than 1,500 deployments.

Name of operation	Acronym/ abbrev	Theatre	Dates of Australian involvement	Approx. average or maximum no. of Austs. involved at any one time	Estimated total no. of Australians in mission	Main role of Australians	Awards
UN Emergency Force II	UNEF II	Sinai	1976–1979	46	**320**	monitoring a ceasefire between Israel and Egypt	ASM, UN medal
UN Interim Force in Lebanon	UNIFIL	Lebanon	1978	4	**6**	military observers detached from UNTSO	ASM, UN medal
Commonwealth Monitoring Force	CMF	Zimbabwe	1979–1980	152	**152**	monitoring Rhodesian forces, cantonment of guerrillas, and return of civilian refugees	Rhodesia Medal Zimbabwe Independence Medal
Multinational Force and Observers	MFO	Sinai	1982–1986 1993–present	110 (82–86); 25–30(93-)	**1,300**	monitoring Israeli withdrawal from the Sinai	ASM, MFO Medal
Commonwealth Military Training Team – Uganda	CMTTU	Uganda	1982–1984	6	**24**	training government forces	ASM
UN Iran–Iraq Military Observer Group	UNIIMOG	Iran/Iraq	1988–1990	15	**60**	military observers (only in Iran)	ASM, UN medal
UN Border Relief Operation	UNBRO	Thai/ Cambodian border	1989–1993	2 police	**2**	law and order creation; training police	
UN Transition Assistance Group	UNTAG	Namibia	1989–1990	300	**644**	engineering support; supervision of elections	AASM, UN medal
UN Mine Clearance Training Team	UNMCTT	Afghanistan, Pakistan	1989–1993	between 6 and 13	**92**	mine clearance – instructing refugees and planning operations	ASM, UN medal
Maritime Interception Force	MIF	Persian Gulf, Gulf of Oman, Red Sea	1990–2001 (not continuous)	up to 3 ships; 600+ personnel	**2,400**	enforcing UN-imposed sanctions on Iraq (to end invasion of Kuwait, prevent further conflict)	ASM 90-91 AASM 91-93 Saudi Arabia Liberation of Kuwait Medal

Name of operation	Acronym/ abbrev	Theatre	Dates of Australian involvement	Approx. average or maximum no. of Austs. involved at any one time	Estimated total no. of Australians in mission	Main role of Australians	Awards
Operation Habitat		Kurdistan (northern Iraq)	1991	75	**75**	delivering humanitarian aid	ASM
UN Special Commission	UNSCOM	Iraq	1991–1999	10–30+ per yr	**135**	inspections, monitoring and destruction of Iraqi chemical, biological and nuclear weapons capabilities	ASM, UN medal
UN Mission for the Referendum in Western Sahara	MINURSO	Western Sahara	1991–1994	45	**225**	Communications	ASM, UN medal
UN Advance Mission in Cambodia	UNAMIC	Cambodia	1991–1992	65	**65**	Communications	AASM UN medal
UN Transitional Authority in Cambodia	UNTAC	Cambodia	1992–1993	600	**1,263**[33]	communications, transport, assisting the election and maintaining law and order	AASM UN medal
UN Operation in Somalia	UNOSOM I	Somalia	1992–1993	30	**30**	movement control unit	ASM, UN medal
Unified Task Force	UNITAF	Somalia	1992–1993	1,366	**1,366**	protecting delivery of humanitarian aid	AASM
UN Protection Force and Implementation Force	UNPROFOR IFOR	former Yugoslavia	1992-1996	4	**50**	military observers and liaison	AASM to Jan 97 UN medal or NATO medal
UN Operation in Somalia II	UNOSOM II	Somalia	1993–1995	50	**200**	movement control unit, HQ staff, police	ASM to Apr 93 AASM from May 93 UN medal
Cambodian Mine Action Centre and ADF trainers (Op Banner)	CMAC	Cambodia	1994–1998	8	**105**	deminers and trainers	ASM, UN medal

[33] UNTAC: 1,136 ADF + 47 police + 80 other civilians = 1,263 total.

Name of operation	Acronym/ abbrev	Theatre	Dates of Australian involvement	Approx. average or maximum no. of Austs. involved at any one time	Estimated total no. of Australians in mission	Main role of Australians	Awards
UN Assistance Mission for Rwanda	UNAMIR	Rwanda	1994–1995	308	**612**	medical personnel (115), infantry protection, support troops	AASM, UN medal
UN Operation in Mozambique	ONUMOZ	Mozambique	1994	18	**36**	police, deminers	ASM, UN medal
South Pacific Peace–Keeping Force	SPPKF	Bougainville	1994	648	**648**	force commander; logistic and other support	Nil owing to short duration
Multinational Force	MNF	Haiti	1994–1995	31	**31**	police monitors	ASM, UN medal
UN Accelerated Demining Program	ADP	Mozambique	1994–2002	4	**31**	demining advice, training, coordination	ASM, UN medal
UN Verification Mission in Guatemala	MINUGUA	Guatemala	1997	1	**1**	Observer	ASM, UN medal
Stabilisation Force	SFOR	former Yugoslavia	1997–2004	6	**213**	officers attached to British forces	ASM, NATO medal
Truce Monitoring Group	TMG	Bougainville	1997–1998	120	**230**	monitoring ceasefire, facilitating peace process	ASM
Peace Monitoring Group	PMG	Bougainville	1998–2003	260	**2,100**	monitoring ceasefire, facilitating peace process	ASM
UN Mission in East Timor	UNAMET	East Timor	1999	50 police, 6 military	**62**	facilitating referendum	ASM to Sept 99 AASM from Sept 99 UN medal
International Force East Timor	INTERFET	East Timor	1999–2000	5,500	**5,500**	establishing peace and security, facilitating humanitarian aid and reconstruction	AASM INTERFET Medal

Name of operation	Acronym/ abbrev	Theatre	Dates of Australian involvement	Approx. average or maximum no. of Austs. involved at any one time	Estimated total no. of Australians in mission	Main role of Australians	Awards
UN Transitional Administration in East Timor	UNTAET	East Timor	2000–2002	1,650	**7,500**	maintaining security, facilitating reconstruction; police	AASM, UN medal
International Peace Monitoring Team	IPMT	Solomon Islands	2000–2002	35	**140**	monitoring peace process	ASM
UN Mission in Ethiopia and Eritrea	UNMEE	Ethiopia/ Eritrea	2001–2005	2	**16**	staff officers	ASM, UN medal
International Military Advisory and Training Team	IMATT	Sierra Leone	2001–2003	2	**17**	military observers	ASM
UN Mission of Support in East Timor	UNMISET	East Timor	2002–2005		**3,200**	maintaining security, facilitating reconstruction	AASM to Aug 03 ASM from Aug 03 UN medal
UN Monitoring, Verification and Inspection Commission for Iraq	UNMOVIC	Iraq	2002–2003	about 5	**5**	weapons inspections	AASM
UN Assistance Mission in Afghanistan	UNAMA	Afghanistan	2003–present	1	**4**	liaison officer	AASM, UN medal
Regional Assistance Mission to Solomon Islands	RAMSI	Solomon Islands	2003–present	1,650	**5,000**	police, civilians, military providing security and logistics	ASM
UN Mission in the Sudan	UNMIS	Sudan	2005–present	25	**116**	observers, logistics, air movement controllers	ASM, UN medal
UN Office in Timor-Leste	UNOTIL	Timor-Leste	2005–2006		**16**	4 military advisors	ASM, Timor-Leste Solidarity Medal UN medal
International Stabilisation Force	ISF	Timor-Leste	2006–present	850	**3,200**	security support for UNMIT and for East Timorese Govt.	ASM, Timor-Leste Solidarity Medal

Name of operation	Acronym/ abbrev	Theatre	Dates of Australian involvement	Approx. average or maximum no. of Austs. involved at any one time	Estimated total no. of Australians in mission	Main role of Australians	Awards
UN Integrated Mission in Timor-Leste	UNMIT	Timor-Leste	2006–present	4 ADF, 50 police	**150**	police, liaison officers	ASM, UN medal Timor-Leste Solidarity Medal

Appendix 2 – Submissions

The Tribunal received submissions from the following people and organisations:

(Note: Names have not been released as submissions were received in confidence)

Appendix 3 – Tribunal Hearings

21 January 2010

Tribunal Members
Chair: Professor Dennis Pearce AO (Chair)
Members: Brigadier Gary Bornholt AM, CSC (Retd)
Professor David Horner AM
Air Commodore Mark Lax CSM (Retd)

26 February 2010

Tribunal Members
Chair: Professor Dennis Pearce AO (Chair)
Members: Brigadier Gary Bornholt AM, CSC (Retd)
Professor David Horner AM
Air Commodore Mark Lax CSM (Retd)

Witnesses
Australian Peacekeeper and Peacemaker Veterans' Association
Mr Dave Penson
Mr Dale Potter
Mr Paul Copeland OAM

Returned & Services League of Australia
Rear Admiral Ken Doolan AO (Retd)

10 March 2010

Tribunal Members
Chair: Professor Dennis Pearce AO (Chair)
Members: Brigadier Gary Bornholt AM, CSC (Retd)
Professor David Horner AM
Air Commodore Mark Lax CSM, (Retd)

Witnesses
Department of the Prime Minister and Cabinet
Mr Peter Rush, Assistant Secretary, Awards and Culture Branch
Mr Glenn Gore-Phillips, Acting Senior Advisor, Honours Policy and Operations

Department of Defence:
Nature of Service Review Team
Brigadier David Webster AM, CSC (Retd)
Mr Neil Churches

Department of Defence:
Directorate of Honours and Awards
Mary Bermingham, acting Director
Tony Sillcock, research officer
Brett Mitchell, policy officer

23 June 2010

Tribunal Members

Chair: Professor Dennis Pearce AO (Chair)
Members: Brigadier Gary Bornholt AM, CSC, (Retd)
Professor David Horner AM
Air Commodore Mark Lax CSM, (Retd)

8 July 2010

Tribunal Members

Chair: Professor Dennis Pearce AO (Chair)
Members: Brigadier Gary Bornholt AM, CSC, (Retd)
Professor David Horner AM
Air Commodore Mark Lax CSM, (Retd)

Appendix 4 – Claims and submissions not considered by the Tribunal during the course of the inquiry

Submission	Claim/Issue	Tribunal Consideration
1	Approval to wear UN Medal	Referred to DH&A who advised that the member should complete a retroactive application form for a UN medal. Member will be advised.
2	MUC for Force Communication's Unit, UNTAC	Outside TOR.
6	AASM for Sinai (post 2005)	Referred to NOS Review Team who advised the classification of ADF service with the Multinational Force and Observers (MFO) in the Sinai is under review. Referred to DH&A who advised that member has been awarded the ASM with Clasp 'SINAI' for this service.
9	AASM for Gaza Service	Referred to NOS Review Team who advised that the service for OP Paladin is under review. Referred to DH&A who advised that member has been awarded the ASM with Clasp 'MIDDLE EAST' for this service.
11	Recognition of specific operations	Not considered: anonymous.
12	Recognition of service in Japan 1946-48	Outside TOR.
13	Recognition of service in Ubon	Rejected as not peacekeeping.
14	Recognition of service in C-130 detachment on Vietnam Evacuation, 1975	Rejected as not peacekeeping Covered under Vietnam RAAF service 1975 Report.
15	Recognition of service with RAN Ships in FESR	Rejected as not peacekeeping.
16	Recognition of service with 4RAR 1966-67	Rejected as not peacekeeping. Covered under 4RAR Report.
17	Recognition of service in Ubon 1962-68	Rejected as not peacekeeping.
19	Distinguished Service Award for ADF member during UNTAC. An MUC for UNTAC	Outside TOR.
20	Medals for warlike service for 103 (Medium) Battery during INTERFET	Referred to DH&A who advised that the AASM and INTERFET medal have been awarded to member. Referred to NOS Review Team who advised there are no plans to review this service.

Submission	Claim/Issue	Tribunal Consideration
22	Recognition of service in C-130 detachment on Vietnam Evacuation, 1975	Rejected as not peacekeeping. Covered under Vietnam RAAF service 1975 Report.
23	Recognition for service in Malaya 1961-63 during Confrontation	Rejected as not peacekeeping.
26	CGS Commendation to UNTAG. Consideration for Govt reps getting medal. ICB for members attached to allied forces. AASM for UNMOGIP	CGS Commendation and ICB outside TOR Service with UNIMOGOP referred to NOS Review Team who advised there are no plans to review this service. Referred to DH&A who advised that the ASM 1945-75 with Clasp 'KASHMIR' is awarded for this service.
29	Adornment for CGS commendation	CGS Commendation outside TOR.
30	AASM for UNMOGIP	Referred to NOS Review Team who advised there are no plans to review this service. Referred to DH&A who advised that member has been awarded the ASM 1945-75 with Clasp 'KASHMIR' for this service.[34]
31	AASM for UNMOGIP	Referred to NOS Review Team who advised there are no plans to review this service. Referred to DH&A who advised that the ASM 1945-75 with Clasp 'KASHMIR' is awarded for this service.
34	Recognition of service with 4RAR 1966-67	Rejected as not peacekeeping. Covered under 4RAR Report.
35	AASM for UNSTO	Referred to NOS Review Team who advised that the service for OP Paladin is under review. Referred to DH&A who advised that member has been awarded the ASM with Clasp 'MIDDLE EAST' for this service.
36	AASM for UNSTO	Referred to NOS Review Team who advised that the service for OP Paladin is under review. Referred to DH&A who advised that member has been awarded the ASM with Clasp 'MIDDLE EAST' for this service.

[34] DH&A further advised that the member has returned his medal to Defence in protest after making an unsuccessful representation to have the service reclassified as warlike. To date the member has not sought to have his medal returned.

Submission	Claim/Issue	Tribunal Consideration
37	APPVA - AASM 75 for OP HABITAT, OP ASTUTE and OP PALADIN Humanitarian Ops Clasp to ASM	Referred to NOS Review Team who advised the service OP Paladin, and OP Astute is under review. The service for OP Habitat was reviewed with no change recommended to the classification of the service and this was agreed by Government in 2009.
39	POSM to Australian police advisors seconded to RPNG Constabulary	Outside TOR.

DH&A – Defence Honours and Awards
NOS – Nature of Service
TOR – Terms of Reference

Appendix 5 – Other material reviewed by the Tribunal during the course of the inquiry

Published sources

Breen B and McCauley G. *The world looking over their shoulders: Australian strategic corporals on operations in Somalia and East Timor*, Land Warfare Studies Centre, Canberra, August 2008.

Borts L. *Medals and Missions, the Medals and Ribbons of the United Nations*, Medals of America Press, Greenville, 1998.

Creyke R and Sutherland P. *Veterans' Entitlements Law*, Federation Press and Softlaw Community Projects, Leichhardt, NSW and Kingston ACT, 2nd ed, 2008.

Hillen J. *Blue Helmets, the strategy of UN military operations,* Brassey's, Washington, 2000.

Horner D et al (eds). *Australian peacekeeping: Sixty Years in the Field,* Cambridge University Press, Melbourne, 2009.

Horner D. *Australian Peacekeeping, Humanitarian and Post–Cold War Operations,* volume two, appendix A, to be published in 2010.

Londey P. *Other people's wars, a history of Australian peacekeeping*, Allen and Unwin, Crows Nest, 2004.

Osman M. *The United Nations and peace enforcement,* Ashgate Press, Aldershot, 2002.

Dennis P. et al. *The Oxford Companion to Australian Military History,* 2nd edition, Oxford University Press, South Melbourne, 2008.

United Nations Secretariat, *United Nations peacekeeping operations, principles and guidelines,* Peacekeeping Operations, New York, 2008.

Reports

Committee of Inquiry into Defence and Defence Related Awards (CIDA), 1994.

Senate Inquiry into Australia's Involvement in Peacekeeping Operations.
Senate Standing Committee on Foreign Affairs, Defence and Trade, 2008.

Inquiry into Recognition of Australian Defence Force Service in Somalia between 1992 and 1995, Defence Honours and Awards Tribunal.

Internet sources

Australian Peacekeeper and Peacemaker Veterans' Association
http://www.peacekeepers.asn.au/ December 2009

Australian Defence Force Peace Operations Training Centre
http://www.defence.gov.au/jwdtc/peacekeeping/index.htm

Canadian Honours and Awards/ Distinctions Honorifiques Canadiennes
http://www.cmp-cpm.forces.gc.ca/dhr-ddhr/pub/doc/chabmcf-dhccmfc.pdf

Murray T. Peacekeeping or peace enforcement, there is a difference (article).
http://www.globalsecurity.org/military/library/report/1993/MTM.htm

United Nations official website, United Nations Peacekeeping
http://www.un.org/en/peacekeeping/list.shtml

Defence Department Documents

Defence Determination 1999/37, Deployment Allowance (Defence Determination 1994/27 – Amendment), 21 September 1999.

Australian Defence Doctrine Publication 2004, *Operations series ADDP 3.8, Peace Operations*.