



Australian Government

Defence Honours & Awards Tribunal

**INQUIRY INTO
RECOGNITION OF SERVICE WITH THE COMMONWEALTH
MONITORING FORCE – RHODESIA 1979-80**

LETTER OF TRANSMISSION

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

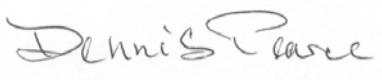
Senator the Hon David Feeney
Parliamentary Secretary for Defence
Parliament House
Canberra ACT 2600

Dear Parliamentary Secretary,

I am pleased to present the report of the Defence Honours and Awards Tribunal on the Inquiry into Recognition of Service with the Commonwealth Monitoring Force – Rhodesia 1979-80.

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

8 November 2010

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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.

EXECUTIVE SUMMARY

1. The Defence Honours and Awards 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 honours and awards to serving and former members of the Australian Defence Force (ADF). The Tribunal may also consider individual claims to medals that have been refused by the relevant awarding authority.
2. On 11 March 2010, the then Parliamentary Secretary for Defence Support, the Hon Dr Mike Kelly AM MP, requested the Tribunal to inquire into and report on Recognition of Service with the Commonwealth Monitoring Force – Rhodesia 1979-80. The terms of reference for this inquiry are set out in full at the commencement of this report.
3. This reference was undertaken by the following members of the Tribunal:
Professor David Horner, AM (Chair)
Mr Adam Bodzioch
Ms Christine Heazlewood
4. The Tribunal commenced its inquiry on 29 June 2010. It received 15 written submissions from individuals and organisations and the Department of Defence. Further, nine witnesses appeared before the Tribunal.
5. The inquiry was concerned primarily with the claim that the 152 members of the ADF who served in the Commonwealth Monitoring Force in Rhodesia in 1979-1980 should be awarded the Australian Service Medal (ASM). Those members had previously been awarded the Rhodesia Medal and the Zimbabwe Independence Medal in 1980. The latter medal was awarded by the Zimbabwe Government and is considered to be a foreign medal.
6. The claimants argued that the Rhodesia Medal, which was issued by the British Government for service in Rhodesia by its own military personnel and those of the other contributing countries if they wished, was either an Imperial award or a foreign award. It was argued that ADF members should be given an Australian award to signify recognition of their service by the Australian Government and people.
7. The Tribunal considered the circumstances by which the Rhodesia Medal was awarded and concluded that while its administration could have been handled better and caused recipients to be confused about its standing, the Government has probably always considered it to be an Australian medal.
8. The Tribunal noted that the 1994 *Report of the Committee of Inquiry into Defence and Defence-Related Awards* (CIDA) concluded that the Rhodesia Medal was an Australian medal, and also noted that since then the Government has taken action to confirm that this is the case.
9. After further inquiry, the Tribunal agreed with CIDA's finding that the Rhodesia Medal was, and is an Australian medal. The Tribunal took account of the Government's policy of awarding only one Australian medal for overseas services and concluded that there are no grounds for awarding an ASM for service in Rhodesia in 1979-80. Further, the

Tribunal concluded that no anomalies existed with regard to the recognition of service in Rhodesia.

RECOMMENDATION

10. The Tribunal recommends that the Australian Government take no action to award the ASM to members of the ADF who served with the Commonwealth Monitoring Force in Rhodesia between December 1979 and March 1980

REPORT OF THE TRIBUNAL

Conduct of the Inquiry

1. The Defence Honours and Awards 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 honours and awards to serving and former members of the Australian Defence Force (ADF).
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 12 July 2010, the then Parliamentary Secretary for Defence Support, the Hon Dr Mike Kelly AM MP, announced the Tribunal's inquiry into Recognition of Service with the Commonwealth Monitoring Force – Rhodesia 1979-80. A full copy of the Terms of Reference is at the commencement of this report.
4. The Tribunal comprised the following members:
Professor David Horner, AM (Chair)
Mr Adam Bodzioch
Ms Christine Heazlewood

Steps taken in the inquiry

5. The inquiry commenced on 29 June 2010, with advertisements being placed in the major newspapers nationally giving notice of the inquiry and calling for submissions.
6. On 13 July 2010 the Tribunal wrote to key organisations, including the Department of Defence and The Returned and Services League of Australia (RSL) advising them of the inquiry and inviting them to make submission. The RSL National President had written to the Tribunal on 22 October 2008 advising that the League's 2008 National Congress had approved the following motion:

That the Federal Government award the Australian Service Medal (ASM 1975) to the 152 Australian Army soldiers who deployed to Rhodesia, under the auspices of the Commonwealth Monitoring Force, during the period December 1979 – March 1980.
7. The Tribunal also wrote to individuals who had previously made representations to the Minister.
8. Submissions closed on 13 August 2010 and the Tribunal received 15 written submissions from individuals and interested organisations. Attached at Appendix 1 is a list of the organisations and individuals who made written submissions.
9. The Tribunal conducted hearings in Canberra on 23 and 24 August 2010 to hear evidence from various individuals and organisations. A total of nine individuals and

organisations made oral submissions to the Tribunal during the review. Appendix 2 provides details of the Tribunal hearings and the persons who appeared at those hearings.

10. The Tribunal also considered additional supporting material including archival and departmental records and eye witness reports. The material is listed at Appendix 3.

Historical background

11. Between December 1979 and March 1980, 152 members of the ADF served in Rhodesia as part of the Commonwealth Monitoring Force. This deployment of Australian forces grew out of the civil war that had taken place in the former country of Rhodesia, now Zimbabwe. In 1965 the white-dominated government of the British colony of Southern Rhodesia declared unilateral independence from the United Kingdom and renamed itself Rhodesia. The government was opposed by Robert Mugabe's Zimbabwe African National Union (ZANU) and Joshua Nkomo's Zimbabwe African Peoples Union (ZAPU). The loose alliance of these two Marxist organisations was the Patriotic Front. Both ZANU and ZAPU formed guerrilla armies, which conducted a savage civil war against the Rhodesian Government and the Rhodesian Security Forces.

12. In 1979 the United Kingdom sponsored negotiations to end the war, and in December that year, at a meeting at Lancaster House in London, the warring parties agreed that Britain would temporarily assume control of the country. Elections would then be held to determine the new government. Under the terms of the agreement, Britain would lead a peacekeeping force, known as the Commonwealth Monitoring Force (CMF). It would consist of about 1500 troops, mainly from Britain, but with contingents from Australia, New Zealand, Kenya and Fiji.

13. The plan was that the Rhodesian Security Forces would retire to their bases while the Patriotic Front guerrillas would move to designated assembly places, where they would remain under arms. The CMF's role was to monitor and report on observance of the ceasefire by both sides and try to dissuade them from actions which might lead to a breach of the agreement. It was not required to enforce any aspect of the cease fire, and there was no requirement to conduct disarmament of the warring factions.

14. The Australian contingent consisted of 152 members of the Australian Army who served in Rhodesia from 25 December 1979 to 5 March 1980. Preceding the main Australian contingent was a reconnaissance party consisting of five Australian Army officers, who arrived in Rhodesia on 23 December and departed on 30 December 1979. Most of the Australians were deployed to the Patriotic Front assembly points, or to monitor the activities of the Rhodesian Security Forces. On a small number of occasions ADF members faced an increased threat, but all the situations were resolved without the use of force. There were no instances where injuries or fatalities as a result of combat were experienced.¹

15. Despite instances when the ceasefire was violated, and some intimidation during the election, the election was held successfully. The CMF, including the Australians withdrew, and a new government was formed under Robert Mugabe. Australian members of the CMF have been awarded two medals, the Rhodesia Medal and the Zimbabwe Independence Medal.

¹ For an outline of the Australian contingent's activities in Rhodesia see Peter Londey, *Other People's Wars: A history of Australian peacekeeping*, Allen & Unwin, Sydney, 2004, Ch 8.

Rhodesia Medal

16. The CMF deployment took place at a time of transition in the Australian honours system. In 1975 the Government established the Order of Australia, but as well, Australia was still party to the Imperial Honours and Awards system. Since the end of Australia's commitment to the Vietnam War in 1972 Australian military personnel had not served overseas on warlike operations. Military personnel serving on United Nations (UN) peacekeeping missions had been awarded a UN medal, but had not received an Australian or Imperial general service medal.

17. The General Service Medal (GSM) 1962 (a medal in the Imperial system), which was awarded for warlike operations in campaigns for which no separate campaign medal had been struck, could still have been awarded to Australian military personnel in the period after the Vietnam War. The medal had been awarded to Australian personnel serving in South Vietnam from 1962 to 1964, when a separate Vietnam Medal was instituted. Australians serving in Malaysia during Confrontation (1964-1966) also received the GSM 1962. Members were required to serve in the theatre of operations for 30 days. As stated at the time, the Department of Defence did not consider the award of a GSM for Rhodesia was appropriate for the following reason:

GSMs are issued for military operations which do not warrant the issue of separate campaign awards. The task being undertaken in Rhodesia is not a military operation or campaign – a GSM is therefore not appropriate. Nor can a UN award be issued – the operation in Rhodesia is not under the auspices of the UN but is being conducted by the British Commonwealth Forces.²

18. On 26 June 1980 the Prime Minister, Malcolm Fraser, wrote to the British Prime Minister, Margaret Thatcher, stating: 'a member of the Australian Parliament has suggested to me that Her Majesty the Queen be requested to issue a special medal to commemorate the service of the Commonwealth Monitoring Force in Zimbabwe'. He also advised 'that any recommendation your Government may put forward for a special medal would have the full support of the Australian Government'.³

19. The Rhodesia Medal was instituted by the British Government in August 1980 to recognise service in Rhodesia between 1 December 1979 and 20 March 1980, with a qualifying requirement of 14 days service on the posted strength of a unit or formation in Rhodesia. The medal could also be awarded to Australian, New Zealand, Kenyan and Fijian forces 'should their respective Governments so desire'. On 6 August 1980 Prime Minister Fraser confirmed 'Australia's participation in the arrangements for the new medal'. The Australian Government purchased 170 medals and 152 were issued to members who served in the main Australian contingent.⁴ The members of the reconnaissance party were not awarded the Rhodesia Medal.

² Note for file by Cdre K. Vonthethoff, Director General Service Personnel Policy, 27 February 1980.

³ Letter, Fraser to Thatcher, 26 June 1980. Much of the following paragraphs is drawn from the submission from Lt Gen D. J. Hurley, VCDF, 22 August 2010.

⁴ Letter, Cdre K. Vonthethoff to Secretary PM&C, 9 July 1981. The Tribunal was advised that one member of the RAAF was awarded the Rhodesia Medal. While the circumstance of his award have not been determined, it does not effect the conclusion of the Tribunal, which was concerned with general principles.

20. The Department of the Prime Minister and Cabinet (PM&C) submitted to the Tribunal that as the Rhodesia Medal was awarded on the recommendation of the Australian Government it is an Australian award, noting that both the Australian and Imperial Honours and Awards systems applied at the time. However, PM&C also observed that the medal's 'status between 1980 and 1994 was somewhat anomalous', because the *Order of Wearing* (the publication setting out its position in relation to other medals), treated it as a foreign award, to be worn after long service awards. This requirement was given wide coverage in the Army newspaper, which stated that the Rhodesia medal was to be worn on the left breast after the National Medal and/or any other long service and meritorious award and before the Papua New Guinea Independence medal'.⁵ PM&C noted that 'this probably occurred by default, and in error, because the matter of the Rhodesia Medal was being addressed at the same time as the Zimbabwe Independence Medal, a foreign award for the same operation'.⁶

21. The 1994 *Report of the Committee of Inquiry into Defence and Defence-Related Awards* (CIDA) concluded that the Rhodesia Medal was an Australian award as distinct from a foreign award.⁷ In 1996 the *Order of Wearing* document placed the Rhodesia Medal on the same lines as the Australian Service Medal 1974-75 and the Australian Service Medal (ASM). That is, the Rhodesia Medal was considered to be equivalent to the ASM and was not a foreign medal.

Zimbabwe Independence Medal

22. The Zimbabwe Independence Medal was issued by the Zimbabwe Government to Australian members of the CMF. In September 1980 Defence received 157 medals; this number included five for issue to members of the reconnaissance party.

23. In January 1981 Britain advised that the Queen had agreed that British servicemen could only wear the award under restricted conditions. However, it was not until November 1993 that the Queen granted permission for the 157 qualified Australian servicemen to accept and wear the medal under restricted conditions.⁸ The Australian Government had sought restricted approval in accordance with its foreign service award policy at the time, and because members had already been awarded the Rhodesia Medal in recognition of their service.

24. In 1990 the Defence Department sought approval to lift the restriction on wearing the medal, but the matter was not progressed after the former Department of Administrative Service raised issues of policy and protocol. Finally, on 19 August 1998 the Governor-General granted permission for unrestricted wearing of the Zimbabwe Independence Medal.

Previous consideration of an award of an ASM with clasp 'Rhodesia'

25. A proposal to institute a clasp 'Rhodesia' to the ASM was first considered in 1990. It was not supported on the grounds that the Rhodesia Medal had been actively sought for

⁵ 'The Rhodesia Medal will be available soon', *Army: The Soldiers' Newspaper*, 10 September 1981.

⁶ Submission from the Department of the Prime Minister and Cabinet, 11 August 2010.

⁷ *Report of the Committee of Inquiry into Defence and Defence Related Awards*, March 1994, p. 86.

⁸ Among the restrictions the Zimbabwe Independence Medal could only be worn when in the presence of Zimbabwe officials, including the President, the High Commissioner, on official and semi-official Zimbabwe activities, and on official occasions in Zimbabwe.

Australian members of the CMF by the Prime Minister and that awarding the ASM would mean the award of three medals for the same service.⁹

26. The matter was next considered by the CIDA enquiry, which did not agree with submissions proposing the award of an ASM in addition to the Rhodesia Medal. In its report, the committee noted that the 'Rhodesia Medal is an Australian award as distinct from a foreign award', and 'those Australians who received the Rhodesia Medal . . . 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'.¹⁰

27. In 1996 the Defence Department proposed the award of an ASM with clasp 'Rhodesia', in keeping with the then Government's medal policy to recognise all eligible Australian service personnel with a distinctly Australian service medal in addition to any Imperial or UN medals that they may have already been awarded. But the Government considered that awarding an ASM in addition to the Rhodesia Medal involved the principle of 'double medalling'. The Government believed that Imperial awards were, at the time of the service, the means by which it recognised the service of Australian personnel. Ultimately, in 1997 the ASM with clasp 'Rhodesia' was not approved.

28. However, the Government had earlier declared that it wished to recognise Australians who had served on warlike operations between 1945 and 1975 by awarding them an Australian medal, and accordingly, in 1997 the Government instituted the Australian Active Service Medal (AASM) 1945-75. This medal was approved by the Queen on 11 December 1997.

29. Awarding the AASM 1945-75 has resulted in situations where service by eligible members in some conflicts is now recognised by an Australian, an Imperial and a foreign award. Examples include:

- a. Korean War: AASM 1945-75 with clasp 'Korea', British Korea Medal and the UN Service Medal;
- b. Vietnam War: AASM 1945-75 with clasp 'Vietnam', Vietnam medal and the Republic of Vietnam Campaign Medal; and
- c. Malay Emergency/Confrontation: AASM 1945-75 with clasp 'Malaya' or 'Malaysia', GSM 1918-1962, or Naval General Service Medal 1915-1962, or GSM 1962 appropriate to the period and type of service, and the Pingat Jasa Malaysia (awarded by the Malaysian Government).

Arguments in support of awarding an ASM for service in Rhodesia

30. Of the 15 written submissions received by the Tribunal, seven argued that members of the CMF-Rhodesia should be awarded the ASM.¹¹

31. It was argued by several claimants that the Rhodesia Medal was an Imperial award, and that members should be given an Australian award to signify recognition of their service by the Australian Government and people. In support of this argument, it was pointed out

⁹ This section is based largely on the submission from Lt Gen D. J. Hurley, VCDF, 22 August 2010.

¹⁰ *Report of the Committee of Inquiry into Defence and Defence Related Awards*, March 1994, p. 86.

¹¹ Not all of these seven submissions stated this explicitly, but did so implicitly. The submission which sought a proposed Australian Peacekeeping Medal has been included in this group.

that ADF members who served in Korea received the Korea Medal, those who served in Malaya and Malaysia received the GSM and those who served in South Vietnam received the Vietnam Medal. These medals were recognised as Australian awards under the Imperial system, yet those ADF members were subsequently awarded the AASM 1945-75 as well. The award of the AASM 1945-75 seems to cut across the government's policy of awarding one medal for each overseas operation or mission.

32. It was further argued that New Zealand Defence Force personnel who served in Rhodesia, and who were originally awarded the Rhodesia Medal, have since been awarded another medal, namely the New Zealand Operational Service Medal.

33. Some submissions argued that as the Rhodesia Medal was awarded by the British Government (which organised the mission) it should be equated with UN, Multi-national Force and Observers (MFO), International Force for East Timor (INTERFET) and North Atlantic Treaty Organisation (NATO) medals, which were awarded by the organisations responsible for conducting the missions. That is, the Rhodesia medal should be considered to be a foreign award. Members who served on UN missions or in the MFO have also received an ASM, while those who served in East Timor in INTERFET and in Afghanistan have also received the AASM.

34. Since the ASM and ASM 1945-75 were instituted they have been awarded retrospectively to numerous non-warlike operations. These have included:

- a. Timor: An ASM for humanitarian activities from 30 August to 30 October 1975;
- b. The Gulf: An ASM for RAN activity in the Persian Gulf and Gulf of Oman during 1986-89;
- c. Irian Jaya: An ASM for Operation Cenderawasih 1976-81 survey operations;
- d. Kashmir: An ASM for service with the UN Military Observer Group India Pakistan, 1948 to present; and
- e. Middle East: An ASM for service with the UN Truce Supervision Organisation, 1948 to present.

35. As one submission put it: 'Rhodesia is now the only example of a relatively recent, significant, armed overseas operation where an ASM or AASM has not been awarded. . . It is becoming more common for two medals to be issued by Australia for operational deployments.'

36. It was also argued that the arrangements by which the Rhodesia Medal and the Zimbabwe Independence Medal were issued created an impression among the recipients that they had not been fully recognised by the Australian Government. The apparently incorrect instruction that the Rhodesia Medal was to be worn as though it was a foreign medal (not corrected until 1996) implied that it was not an Australian medal. The decision that the Zimbabwe Independence Medal could only be worn on a restricted basis (until the instruction was changed in 1998) created the impression that it was not as important or worthy as a UN or MFO medal.

Arguments opposed to awarding an ASM for service in Rhodesia

37. Of the 15 written submissions received by the Tribunal, four, including one from PM&C, declared that no change should be made to present medallic recognition for service on Rhodesia.

38. The strongest argument against awarding an ASM for service in Rhodesia relates to the Australian Government's policy that there should be only one medal for an overseas operation or mission (sometimes described as the policy against double-medalling). This policy allows for a second medal to be awarded by a foreign government or organisation. It was argued that the issuing of the Rhodesia Medal was supported by the Australian Government and became an Australian award in the same manner that earlier Imperial awards were accepted as Australian awards. Further, the current *Order of Wearing* document indicates that the Government considers the Rhodesia Medal to be equivalent to an ASM.

39. The decision in 1998 to allow the Zimbabwe Independence Medal to be worn on an unrestricted basis as a foreign medal, and the re-positioning of the Rhodesia Medal on the order of precedence, upheld the status of the Rhodesia Medal as an Australian award. As it was equivalent to the ASM there was no justification for an ASM to be awarded.

40. The Rhodesia Medal should not be considered equivalent to UN, MFO or NATO medals. These latter medals have never been considered to be Australian medals and are foreign medals.

41. The awarding of three medals for service in Korea, Malaya/Malaysia and South Vietnam (as noted above in para 29) should not be seen as a precedent that must be followed thereafter. It is true that the AASM 1945–75 was issued retrospectively in 1997 to provide Australian recognition of the service, but these operations were all warlike and took place over several years. As one submission argued: 'the issue of three medals for just over two months deployed service would seem to be somewhat generous, and the fact that we may have been overly generous in the past, is not seen as sufficient justification to do so again. If three medals are awarded for Rhodesia, it will then be used as a precedent for some other deployment to be awarded three medals.' It can be argued that the award of the AASM 1945–75 to members who already had Imperial/Australian awards was an anomaly. It was made as a Government policy decision.

42. There has been only one case in which members have been awarded two Australian medals for a non-warlike operation. This occasion was the awarding of the Australian General Service Medal for Korea (AGSM-K) for members who served in Korea between 28 July 1953 and 19 April 1956. These members had already received the ASM 1945–75. In recommending the additional medal, the Post Armistice Korean Service Review 2005 emphasised the particular service as being of such a hazardous and difficult nature as to warrant special recognition, and it was 'possible to isolate the Korean service recognition outcomes from an influence on later medal philosophy and perceptions'.¹²

Tribunal consideration

43. The Tribunal considered the arguments outlined in the submissions against the Terms of Reference. The first of the Terms of Reference the Tribunal needed to consider was:

- a) *examine the sufficiency of the award of the Rhodesia Medal as recognition for the members*

¹² *Review of Post Armistice Korea Recognition* (2005), para 7.86.

44. From examining the relevant records, the Tribunal concluded that the Australian Government has probably always considered the Rhodesia Medal to be an Australian medal. However, the administration of the medal, including its method of delivery, could have been handled better to make it clear that the Rhodesia Medal was an award from the Australian Government. Further, the initial placing of the medal in order of precedence after long service medals led recipients to believe that it was equivalent to a foreign medal. Consequent action was taken during the 1990s to re-affirm and demonstrate that the Rhodesia Medal was indeed an Australian medal.

45. After the ASM and AASM were introduced as new medals in 1988, Defence began to issue ASMs retrospectively, and wished to include Rhodesia among missions for which the ASM should be awarded. This process was halted once it became clear that the Rhodesia Medal was considered to be equivalent to an ASM, reaffirming the notion that the Rhodesia Medal was an Australian award.

46. In 1994 the CIDA enquiry concluded that the Rhodesia Medal was an Australian award. Principle 7 of the Statement of Principles set out by CIDA stated that awards given to Australians on the recommendation of the Australian Government under the Imperial system are Australian awards. The Rhodesia Medal was an award given to Australians on the recommendation of the Australian Government under the Imperial system and is therefore an Australian award. It would be contrary to the history of Imperial awards in Australia and to this principle to classify the Rhodesia Medal as a foreign award.

47. For the above reasons the Tribunal concludes that the Rhodesia Medal, which was awarded to the 152 members of the Australian Army who served in Rhodesia, is an Australian award. The Rhodesia Medal recognised a single period of service by these members of the Australian Army and is a sufficient and appropriate award for that purpose.

48. The second of the Terms of Reference the Tribunal needed to consider was:

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.

49. The Tribunal acknowledges that service in Rhodesia was difficult and the members often felt in danger. However, the rules of engagement stipulated that members were only to use weapons as a last resort in self defence or for the defence of another member of the CMF.¹³ There were a number of incidents where members were required to use their negotiation skills to keep the peace. This they did successfully so that after nearly three months in Rhodesia no Australian member was injured or killed.

50. According to the Report of the Review of Veterans' Entitlements 'non-warlike' operations are activities where there is a risk attached to the assigned tasks, but the application of force is limited to self-defence.¹⁴ An example of a non-warlike operation is helping to restore peace in an area of conflict with the consent of the parties. In Rhodesia the

¹³ Outward Cablegram UK Department of Defence dated 6 December 1979.

¹⁴ *Report of the Review of Veterans Entitlements* (Clarke Review) January 2003 Vol 2 Chapter 14.

Australian Army was part of the CMF, which was to observe and report on the effectiveness of the ceasefire, but not to enforce the ceasefire. This task was successfully completed by the CMF and the operation in Rhodesia has been classified as non-warlike under the *Veterans' Entitlement Act 1986*.

51. The Tribunal is satisfied that the operation in Rhodesia has been correctly classified as a non-warlike 'peacekeeping operation'. Between 1947 and 2007 Australian forces participated in 56 peacekeeping operations (see Appendix 4). One Australian award was given to the members of 55 of these operations and no award was given for the remaining operation. Participants in the Rhodesia operation have been awarded one Australian award, the Rhodesia Medal, and thus have been appropriately awarded.

52. The third of the Terms of Reference the Tribunal needed to consider was:

c) consider whether any anomalies exist in regard to recognition of service in Rhodesia

53. When the ASM 1945-75 and AASM 1945-75 were introduced in the late 1990s the award of these medals for certain campaigns created the impression that either the 'one Australia medal' policy no longer applied, or that Imperial medals were no longer considered to be Australian medals. But as indicated above, the issuing of these medals might itself be seen as anomalous. Further, as noted at paragraph 42, there has been only one occasion when non-warlike service has resulted in the award of three medals.

54. If an ASM were to be awarded for service in Rhodesia it would actually create several anomalies.

- a. With the exception of the award of the AGSM-K it would be the only occasion in which three medals had been awarded for an Australian non-warlike mission;
- b. Australian service people who served in Rhodesia for less than three months would then have received three medals, while Australians who served for considerably longer periods in other peacekeeping missions would have received only two medals, and in some cases (such as the Regional Assistance Mission to the Solomon Islands (RAMSI) and Bougainville), only one medal; and
- c. No peacekeeping operation has been awarded more than one Australian medal. If the Australian service members who served in Rhodesia were to be awarded another Australian medal (the ASM), this would create an anomaly.

55. The Tribunal concluded that no anomalies exist with regard to the recognition of service in Rhodesia. However, as noted above, if the Australian service members who served in Rhodesia were to receive the ASM an anomaly would be created. The award of an ASM would tend to undermine the integrity of the Australian system of honours and awards.

Conclusion

56. The claim that service in Rhodesia should result in the award of an ASM is based on unfounded perceptions, including:

- a. that the Rhodesia Medal is not an Australian medal and that service has not been recognised by the Australian Government and people;

- b. that every military member who has served overseas on non-warlike service should receive an ASM; and
- c. that the policy of one Australian medal and one foreign medal for one overseas mission has fallen into disuse.

57. The evidence clearly shows that the Rhodesia Medal is an Australian medal and that it was awarded by the Australian Government and people.

58. There is no requirement that every military member who has served overseas on non-warlike service should be awarded an ASM.

59. The policy that the Australian Government award only one medal for service on an overseas mission still applies. The Australian Government has awarded a separate and additional campaign medal only when it has considered that the operation has been of such magnitude and importance to warrant a campaign medal, for example in East Timor (INTERFET), Iraq and Afghanistan. In each case this has involved warlike operations. This was not the case with Rhodesia.

60. There are no grounds for awarding an ASM for service in Rhodesia in 1979-80.

RECOMMENDATION

61. The Tribunal recommends that the Australian Government take no action to award the ASM to members of the Australian Defence Force who served with the Commonwealth Monitoring Force in Rhodesia between December 1979 and March 1980.

APPENDICES

Appendix 1 –Submissions

The Tribunal received 15 submissions from the following people and organisations:

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

Appendix 2 – Tribunal Hearings

Tuesday, 29 June 2010

Tribunal Members

Chair: Professor David Horner, AM
Members: Mr Adam Bodzioch
Ms Christine Heazlewood

Monday 23 August 2010

Tribunal Members

Chair: Professor David Horner, AM
Members: Mr Adam Bodzioch
Ms Christine Heazlewood

Witnesses:

Mr Les Norton – via teleconference

Mr Peter Rush, Assistant Secretary, Department of the Prime Minister and Cabinet
Mr Glenn Gore-Phillips, A/g Senior Adviser, Department of the Prime Minister and Cabinet

Tuesday 24 August 2010

Tribunal Members

Chair: Professor David Horner, AM
Members: Mr Adam Bodzioch
Ms Christine Heazlewood

Witnesses:

Dr Peter Londey, Australian National University

Mr David Morley

Brigadier Kevin Cole (Retd)

Mr Pat Clarke, Director Honours and Awards, Department of Defence
Ms Helen Gouzvaris, Assistant Director, Department of Defence

Major General Mark Kelly

Tuesday 12 October 2010

Tribunal Members

Chair: Professor David Horner, AM

Members: Mr Adam Bodzioch
Ms Christine Heazlewood

Appendix 3 – Additional Material Examined by the Tribunal

Archival Records

Department of the Prime Minister and Cabinet
Australian Order of Precedence of Honours and Awards 83/01068

Department of Administrative Services
Australian Order of Precedence of Honours and Awards HON 91/0028

Department of Administrative Services
Committee of Inquiry into Defence Awards HON 94/00132

Department of Administrative Services
Zimbabwe Medal for Monitoring Forces HON 90/00200

National Archives of Australia
Department of Foreign Affairs cablegram, 9 December 1979 A 1838 681/34 part 5

National Archives of Australia
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Tracking the placement of the Rhodesia Medal in the Order of Preference, a table of precedence by Mr Glenn Gore-Phillips, Department of the Prime Minister and Cabinet

Appendix 4 – Australian participation in multinational peacekeeping operations – 1947-2007¹⁵

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	1,185¹⁶	maintenance of law and order	POSM, UN medal

¹⁵ Prepared by Dr Peter Londey. The table appears as an appendix to David Horner, *Australia and the 'New World Order'*, Cambridge University Press, Melbourne, 2011, a volume in the *Official History of Australian Peacekeeping, Humanitarian and Post-Cold War Operations*.

¹⁶ 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 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
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	

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 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
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

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 Advance Mission in Cambodia	UNAMIC	Cambodia	1991–1992	65	65	Communications	AASM UN medal
UN Transitional Authority in Cambodia	UNTAC	Cambodia	1992–1993	600	1,263¹⁷	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
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

¹⁷ 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
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
United Nations 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
UN Transitional Administration in East Timor	UNTAET	East Timor	2000–2002	1,650	7,500	maintaining security, facilitating reconstruction; police	AASM, UN 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
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	UNMISSET	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